

London Borough of Haringey Adult Reducing Reoffending Strategy 2011/14



**An Annex of the
Haringey Community Safety Strategy 2011/14**

LOGOS TO BE ADDED

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1. Introduction

1.1. What is the purpose of this strategy?

- 1.1.1. There is a duty on Community Safety Partnership's (CSP) to formulate and implement a strategy to reduce reoffending by adult and young offenders under *Section 108* of the *Policing and Crime Act 2009*, which came into effect on 1 April 2010. Underpinning this new requirement is, *Section 17* of the *Crime and Disorder Act 1998*; which extended the duties on certain authorities to include reducing reoffending. Responsible authorities under the Crime and Disorder Act are defined as; the police, police authorities, local authorities, fire & rescue, health and probation.
- 1.1.2. Reducing reoffending should not be regarded as solely the responsibility of the police, local authority and probation¹. Reducing reoffending is part of the core business of all CSP partners and many non-CSP partners. Tackling reoffending effectively, requires a commitment to service change and improvement across the partnership.
- 1.1.3. The Haringey Adult Reducing Reoffending Strategy (HARRS) is both a standalone strategy and an Annex of the *Haringey CSP Strategy 2011/14*.
- 1.1.4. The HARRS will focus on reducing reoffending by adults aged eighteen and over but will work closely with the Haringey Youth Offending Service (YOS).
- 1.1.5. The HARRS aims to support the ongoing development of a cohesive, strategic and holistic approach to end-to-end offender management in Haringey which encompasses all of the Reducing Reoffending Pathways (for details of the pathways see page 7).

1.2. What are the governance arrangements?

- 1.2.1. As an Annex of the *Haringey CSP Strategy 2011/14* the governance arrangements are through the CSP.
- 1.2.2. Haringey CSP devolves responsibility for the development and implementation of the HARRS to the Haringey Offender Management Group (OMG). The OMG will ensure regular progress reports are presented to the CSP as required.
- 1.2.3. The membership of the OMG includes; probation, police, the local authority, the Crown Prosecution Service (CPS), the Drug and Alcohol Action Team (DAAT), the Youth Offending Service (YOS), the Drug Interventions Programme (DIP) and partners from the Voluntary and Community Sector (VCS). The OMG is currently chaired by London Probation Trust.

¹ Reducing Reoffending, Cutting Crime, Changing Lives (Home Office/MOJ) March 2010
<http://tna.europarchive.org/20100413151441/http://www.crimeeducation.homeoffice.gov.uk/community-safetly-guidance.pdf>

1.3. What is the scope of the strategy?

- 1.3.1. The HARRS focuses on adult offenders who are already involved with the criminal justice system or those who have a history of offending and are currently deemed to be 'at risk' of reoffending.
- 1.3.2. This includes offenders across all cohorts irrespective of sentence length, or current criminal justice status. It includes offenders located in the borough as well as those in custody or placed temporarily outside of the borough.
- 1.3.3. It does not address those interventions designed to prevent entry into the criminal justice system in the first place. Interventions of this kind play an extremely important role in reducing crime and diverting vulnerable people away from offending behaviour but are not the focus of this strategy.

1.4. What is the context for this strategy?

- 1.4.1. The HARRS has been written at a time of considerable change and flux. For this reason the main body of the HARRS is high level to allow room for the flexibility to accommodate fundamental policy changes that may occur over the next three years. It is the annual *HARRS Delivery Plan* which will contain the details of **how** the overarching objectives will be achieved. In the first year the focus will be on understanding the current situation through mapping, assessment and analysis in order to help strengthen partnership working and identify locally agreed priorities.
- 1.4.2. The HARRS has been informed and shaped by a wide range of local and national strategy, policy, guidance and good practice. The first year of the strategy is likely to see further direction; albeit within the context of localism and therefore more likely to be 'narrative' or examples of good practice as opposed to guidance or direction.
- 1.4.3. We await the evaluation and learning from various national pilots including the Integrated Offender Management (IOM) pioneer areas. We also await the outcome of the government's consultation on sentencing and rehabilitation², the publication of the National Crime Strategy (due in spring 2011) and the Police Reform and Social Responsibility Act (which will provide the statutory framework for the new Police and Crime Commissioners due to take up their posts in 2012).

1.5. Who has been involved in developing the strategy?

The development of the HARRS has involved wide consultation and liaison with stakeholders including (this list is not exhaustive);

- Haringey Community Safety Team
- Haringey Drug and Alcohol Action Team (DAAT)
- Haringey Youth Offending Service (YOS)
- The Metropolitan Police: Haringey BCU
- London Probation Trust
- Voluntary and Community Sector (VCS) partners.

² <http://www.justice.gov.uk/consultations/breaking-cycle-071210.htm>

1.6. Definition of key terms

- 1.6.1. The term ‘**offender**’ is used to describe an adult (aged eighteen plus) who is in contact with the criminal justice system, either in custody or in the community, or is at risk of reoffending. The term includes people held on remand in custody who are not yet convicted – although we recognise that they may not be found guilty of a crime, they are still affected by incarceration – or are on remand awaiting sentencing. Once an individual has completed their licence or sentence, they are still considered to be at risk of reoffending for up to two years, so the term offender is still applied.
- 1.6.2. Where we refer to ‘**offender services**’ or ‘**services for offenders**’. These are services that have either a direct or indirect impact on the likelihood of an individual reoffending, and operate both within and outside of the criminal justice system
- 1.6.3. The abbreviation **VCS** (Voluntary and Community Sector) has been used as shorthand to include all Third Sector, Civil Society organisations, charities, Trusts, Social Enterprises and other voluntary sector partners.
- 1.6.4. The Haringey Adult Reducing Reoffending Strategy has been abbreviated to **HARRS** for brevity so as to differentiate it from the overarching CSP Strategy which it is an Annex of.

2. Why is reducing reoffending a priority for Haringey?

2.1. The economic and social costs of reoffending in Haringey

- 2.1.1. The cost of reoffending in Haringey in 2007/8 was £39,715,658³; an average of £176.28 per Haringey resident per year. Of this an estimated forty-six percent (£18,113,247) relates to violence against the person. Whilst this is only an estimate it does provide an indication of the cost of reoffending in Haringey.
- 2.1.2. This figure does not include the wider costs of reoffending on the borough such as those met by; health, housing, Adult Services or the loss of earnings experienced by victims of crime.
- 2.1.3. The estimated cost of keeping an individual in custody fluctuates between £27,000⁴ and £45,000 depending upon who estimates it and what they include. The most commonly quoted figure is £45,000 per year which in 2008/9 was the cost of a prison place (not including health or education)⁵.
- 2.1.4. The National Audit Office estimates that reoffending by people released from short-term prison sentences (less than twelve months) costs the tax payer between £7– £10 billion per year⁶. It has also been estimated that an ex-prisoner who reoffends is likely to be responsible for an average of £65,000⁷ in crime and associated criminal justice costs.

³ Home Office estimates based on 2007/8 data

⁴ NOMS Annual Report (2008/9): management information addendum (p68)

⁵ <http://www.justice.gov.uk/publications/docs/noms-annual-report-0809-stats-addendum.pdf>

⁶ <http://www.publications.parliament.uk/pa/cm200910/cmhansrd/chan49.pdf>

⁷ http://www.nao.org.uk/publications/0910/short_custodial_sentences.aspx

⁷ Reducing Re-offending of Ex-prisoners, Social Inclusion Unit Report, Cabinet Office, July 2002

- 2.1.5. Haringey already invests a significant amount of resources in services and interventions to reduce crime therefore in this current climate it is essential that these resources are used more efficiently. The underpinning tenet of the HARRS is 'delivering core business differently' in order to achieve greater efficiencies for reinvestment and more effective sustainable outcomes.
- 2.1.6. It should be noted that in addition to the economic costs of reoffending the social costs also need to be emphasised. Reoffending affects families and communities and by reducing it we can help to increase community cohesion and improve the quality of family life. The fear of crime, whether real or perceived, can also have a very serious impact upon people and communities. Reducing reoffending and the visibility of crime can help to build stronger safer communities and increase public confidence in the criminal justice system. Forty-three percent of Haringey DIP clients have children, and twenty-five percent stated that their children lived with them⁸; many of whom are likely to be repeat offenders.
- 2.1.7. The reoffending rate for adults in the UK varies depending upon the criteria used to assess it. The Ministry of Justice (MOJ) looks at **reconviction** rates *within one year of release or commencement of a court order supervised by the probation service*; which by its very nature will produce an under estimate of reoffending as it includes only those offenders who have been reconvicted. The MOJ launched a consultation on proposed improvements to the *transparency and accessibility of data and information* in November 2010; one aspect of which was the measurement of reoffending. The government is now committed to developing a streamlined single framework which will focus on reoffending rates as opposed to the current reconviction rates. Whilst this new framework is being developed the MOJ has published; the *Compendium of Reoffending Statistics and Analysis (November 2010)*⁹. This report focuses on the data for the 2008 cohort and states a reconviction rate (referred to as *reoffending rate*) of **forty point one percent**¹⁰. This has been followed up with a second document; *Adult Reconvictions: results from the 2009 cohort (March 2011)*¹¹ which indicates a decrease in reoffending to **thirty-nine point three percent**¹². The report does however suggest caution when attempting to compare data with previous sets due to changes in criminal justice process and data collection. However the most commonly quoted reoffending rate for short-term prisoners is **sixty-one percent** which relates to the 2008 cohort¹³.
- 2.1.8. Offenders may not always be considered as a 'popular' group in terms of public perceptions and resource prioritisation; in fact the label can sometimes be quite unhelpful and disguise the real issues. People who offend are not a homogenous group they are individual members of our community, many of whom have experienced serious social exclusion and have multiple support needs. By addressing these needs in tandem with their offending behaviour it may be possible, not only to reduce reoffending, but to have a positive long-term impact upon offenders' families, their children, and the learned cycle of offending behaviour.

⁸ Haringey DAAT: DIP Attrition and Needs Analysis 2009/10

⁹ <http://www.justice.gov.uk/compendium-of-reoffending-statistics-and-analysis-exec-summary.pdf>

¹⁰ Ibid: p1

¹¹ <http://www.justice.gov.uk/publications/docs/adult-reoffending-statistics-09.pdf>

¹² Ibid: p8

¹³ <http://www.justice.gov.uk/compendium-of-reoffending-statistics-and-analysis-exec-summary.pdf>

- 2.1.9. A 2007 joint priority review on the children of offenders¹⁴ revealed that approximately 160,000 children have a parent in prison each year. The report found that these children are three times more likely to have mental health problems or to engage in antisocial behaviour than their peers and nearly two thirds of boys who have a parent in prison will go on to commit some kind of crime themselves.

2.2. National, local and other drivers for reduce reoffending

National Drivers

- 2.2.1. The Social Exclusion Unit's report; *Reducing Reoffending by Ex-prisoners (2002)* helped to kick-start the recent dialogue around reducing reoffending and led to the Home Office response; *Reducing Reoffending National Action Plan (2004)*. The National Action Plan introduced the original seven Reducing Reoffending Pathways (see below) and required all regions to develop their own Regional Reducing Reoffending Plan. This was led in London by GOL (Government Office for London) and London NOMS (National Offender Management Service). However, with the recent closure of the regional government offices and the reduction in NOMS Directors it means that this piece of work is no longer being driven at a regional level.

The original Reducing Reoffending Pathways:

1. Accommodation
2. Employment Training and Education
3. Health (including Mental Health)
4. Drugs and Alcohol
5. Finance, Debt and Benefit
6. Children and Families
7. Attitudes, Thinking and Behaviour

The two new Pathways:

8. Women who have experienced Domestic Violence
9. Women who have been involved in Prostitution

- 2.2.2. Other drivers have included NOMS target to reduce reoffending by ten percent by March 2011. Public Service Agreements such as PSA 16 and PSA 23. Various national indicators within Local Area Agreements such as NI16 and NI18. The current focus on localism means that areas will now be able to decide for themselves what their priorities are and how they wish to target their resources to meet these – albeit within an environment of significant financial cuts and spending limitations.
- 2.2.3. In December 2010, the government issued a number of consultation papers which provided a good indication of the direction of travel for the Coalition Government with regards to criminal justice. The consultation period for *Breaking the Cycle: effective punishment, rehabilitation and sentencing of offenders (Dec 2010)*¹⁵ closed on 4th March and we await their response due in May 2011. The consultation document focused on three key themes;

¹⁴ DCSF and MOJ 2007 Joint priority review on the children of offenders.

http://www.cabinetoffice.gov.uk/social_exclusion_task_force/families_at_risk/review_analysis.aspx

¹⁵ <http://www.justice.gov.uk/consultations/docs/breaking-the-cycle.pdf>

- Reviewing the sentencing framework
- A more effective response to rehabilitation
- Breaking the cycle of reoffending.

2.2.4. It placed weight on the Integrated Offender Management (IOM) model and proposed a new approach to delivering services for offenders' embracing the involvement of the VCS, private and public sectors. This approach includes increasing competition; decentralising control; enhancing transparency; strengthening accountability; and *Payment by Results*. Most importantly it focused on the role, involvement and accountability to the local community, through the election of local Police and Crime Commissioners and through improved feedback on the performance of local services. It is hoped that the Service User Council pilot being commissioned by London Probation Trust in 2011 may enable us to include service user involvement in the HARRS from 2012. We will also explore other methods for achieving this through liaison with VCS organisations which have developed a strong service user focus.

2.2.5. The cross-departmental national *Drugs Strategy, Reducing Demand, Restricting Supply, Building Recovery: supporting people to live a drug free life (2010)*¹⁶ also signals a shift of responsibility from the centre to local areas. The breadth of the strategy includes alcohol, prescription, over-the-counter drugs as well as illegal substances. The strategy has two key aims:

- Reduce illicit and other harmful drug use, and
- Increase the numbers recovering from dependence.

Recovery is at the heart of the strategy which is based on a 'whole systems approach' to delivery and an integrated holistic approach to commissioning. The HARRS fully supports and embraces these approaches.

Local Drivers

2.2.6. The key driver for the HARRS is that it is being developed at a challenging time as Haringey prepares itself to manage significant cuts to the public purse in wake of the *Corporate Spending Review 2010*. This means that the HARRS must be implementable within current resources, or better still be able to achieve efficiencies for reinvestment.

2.2.7. The HARRS has been written in advance of the *CSP Strategy 2011/14* being finalised therefore to ensure a good fit, there has been full consultation with the CSP during the development of the HARRS. Reducing reoffending will be one of the key objectives of the CSP Strategy and the HARRS will be its Delivery Plan.

2.2.8. The HARRS wishes to learn from, and build upon, the approaches and interventions that are already working well in the borough in order to increase the positive outcomes and overall efficiency of reducing reoffending initiatives in Haringey. For example the *Haringey Strategic Assessment (2010)*, highlights the significant reduction in recorded crime over the last seven years;

"This remarkable decrease in crime is partly due to a combination of effective prevention and diversion (inc. drug treatment), better problem-solving, smart use of a range of data and intelligence, robust case work, neighbourhood policing and a focus on the most vulnerable locations and people.

¹⁶ <http://www.homeoffice.gov.uk/publications/drugs/drug-strategy/drug-strategy-2010?view=Binary>

Other Drivers

- 2.2.9.** *Mental Health: The Bradley Report (2009)*¹⁷: This report highlights the high rate of prisoners with mental health needs and the inappropriateness of prison for people with mental ill health in cases where custody was not necessary for public protection. The report refocused discourse in this area and recommended diversion wherever possible. The government is currently exploring effective robust community based treatment options for offenders with mental health needs. It is therefore essential that the HARRS is informed by good practice through liaison and engagement with Haringey Mental Health Trust and VCS partners.
- 2.2.10.** *Women offenders: The Corston Report (2007)*. The last few years have seen significant movement in this area including the development of the *National Framework for Female Offenders*, the closure of women's Approved Premises in London, the addition of two new Reducing Reoffending Pathways for women (see page 7), and the piloting of the women's Diversion Projects; including the London Project delivered by Women in Prison. The catalyst for the long awaited acknowledgment that the criminal justice system is not meeting the needs of women was the publication of Baroness Corston's report; *A review of women with particular vulnerabilities in the criminal justice system*. The report made forty-three recommendations for change and led to the formation of the All Party Parliamentary Group on Women in the Penal System and the subsequent follow-up report; *The Second Report: women in the penal system*. The HARRS will therefore be mindful of the specific needs of women offenders and in be guided by the *NOMS London Strategy on Women Offenders 2010/13*.
- 2.2.11.** *Young offenders*: whilst this strategy focuses on adult offenders it is essential that it works closely with Haringey Youth Offending Service (YOS) to ensure an effective transition from youth services to adult services. The *Haringey Strategic Assessment (2010)* identified a jump in offending rates at eighteen. This is consistent with national trends and something which Haringey wish to explore and understand more fully by working closely with the YOS.
- 2.2.12.** *Diversity*: the needs of the BME communities in Haringey will be reflected throughout the HARRS, and the mapping of offender services and activity will help to highlight any specific gaps in this area which may require further exploration. Some partners have suggested that they are not seeing the range of referrals to community based interventions that they would expect to see in relation to the current ethnic make-up of the borough; this is something we will be mindful of when conducting our analysis.
- 2.2.13.** *Victims of crime*: are central to the HARRS and the reducing reoffending agenda. We recognise that many offenders are themselves also victims of crime and that by reducing reoffending we can help to reduce the number of people who become victims of crime.

2.3. Haringey's offender population and needs profile: the headlines

- 2.3.1.** One of the key strategic priorities of the HARRS in the coming year is to conduct a profile of offending needs and activity in the borough. In lieu of this we have produced some headline data to illustrate the offender profile in Haringey. These

¹⁷ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_098694

headlines are based on a number of data sources including the; *Police Detainees and Offenders in London 2009/10*, London Probation Trust commencement and OASys data, *DIP Attrition and Needs Analysis 2009/10*, the *YOS Active Snapshot (December 2010)* and the *Haringey Community Safety Strategic Needs Assessment 2010*.

2.3.2. It is not possible to cross compare the various data sets due to the way in which data has been collected and codified. For instance the London Probation Trust data set for April 2009 – March 2010, states there were 1838 new commencements during that period, where as the *Police and Detainee and Offenders in London* report states 1725 commencements. Therefore the following headlines are simply by way of an illustration of the current needs.

2.3.3. London Probation Trust

We have looked at three data sets relating to different periods in 2009/10 based on either caseload or OASys (Offender Assessment System) data. Please note that as the data relates to different catchments periods and sample sizes the following headlines are intended to provide an indication of needs and demography only.

April 2009 – March 2010

1838 new commencements of which there were:

- 1137 (62%) community orders
- 287 (16%) offenders released on licence
- 414 (22%) offenders who started a custodial sentence

Demography

- 82% male
- 78% aged 18-39
- 40% self defined as white
- 37% self defined as black

Employment, Training & Education (ETE)

- Of those who had an ETE support need on average:
- 46% had a mild or severe learning difficulty
 - 64% had mental health support needs
 - 48% had a drug problem
 - 38% were aged 18-24

Domestic Violence

- 29% had committed a DV related offence or were a known perpetrator

Support Needs

- Of those who had completed this section:
- 84% had a problem with 'thinking & behaviour'
 - 62% had a problem with 'lifestyles & associates'

Accommodation

On average 25% had an accommodation problem and of this group around 67% had a mental health support needs, 44% drugs misuse and 36% alcohol misuse.

Offence Type

Theft and handling = 407 (22%)

Violence against the person = 395 (21%)

2.3.4. Profile Report on Police Detainee and Offenders in London 2009/10¹⁸

Commencements: 1725

1137 (66%) in the community
239 (14%) released from custody
349 (20%) in custody

Support Needs: 151 requirements

13 mental health requirements
55 alcohol requirements
83 Drug Rehabilitation Requirements (DRR)

For the following support needs the sample group comprised of 738 respondents;

Accommodation Status Prior to Custody

Hostel = 18 (2%) Permanent = 433 (59%) Temporary = 169 (23%) NFA = 84 (11%)
Traveller = 2 (0.3%) Rough Sleeper = 6 (0.8%) Unknown = 26 (4%)

“Did you have a job before prison?”

Yes	269 (36%)
No	370 (50%)
Unknown	99 (13%)

“Do you use drugs?”

Yes	169 (23%)
No	467 (63%)
Refused	51 (7%)
Unknown	51 (7%)

“Do you have any debts / fines outstanding?”

Yes = 104 (14%) No = 530 (72%) Refused = 53 (7%) Unknown = 51 (7%)

“What was your main source of income prior to custody?”

Benefits = 218 (29%) Crime = 36 (5%) Employment = 225 (30%) Family = 67 (9%)
Pension = 1 (0%) Savings = 17 (2%) Refused/Unknown = 113 (15%) Other = 61 (8%)

2.3.5. Haringey Strategic Assessment 2010

This report provides a detailed assessment of crime and disorder within the borough. It finds that recorded crime has fallen year-on-year by six percent and by thirty-four percent over the last seven years.

Key areas of concern:

- Young male adults
- Repeat offenders
- Male on female violence and sexual crimes
- The N15 High Road corridor from Seven Sisters to Northumberland Park is a long term hotspot for robbery and violence

¹⁸ <http://lcjb.cjsonline.gov.uk/London/1233.html>

Key findings of the Strategic Assessment include:

- A clear trend for offending by younger people with 37% of accused aged 18-24
- In 2009/10 there were 25,735 recorded offences in Haringey
- The most common types of crimes by volume are; violence against the person, motor vehicle crime, burglary and criminal damage. However these large volume crimes showed significant reductions year-on-year
- The crime types that showed increases were; theft offences (particularly shoplifting and pedal cycle thefts), sexual offences and serious violence.

Key reoffending assumptions:

- Women are less likely than men to reoffend; 15% of women were charged for a 3rd or more time, compared with 25% of men
- Unemployed offenders more likely to reoffend; 29% charged for the 3rd time or more
- Particular crime types featured a lot of reoffending; robbery (33% charged for the 3rd or more time) and burglary (32% charged for the 3rd or more time)
- Gang, gun and knife crime all had higher than average proportions of reoffending; gang crime (56%), gun crime (40%), knife crime (38%) and MSV [Most Serious Violence] (26%)
- Reoffending appears to increase with age, where as criminality reduces with age; this suggests that older offenders are more likely to be serial offenders
- Looking at reoffending by location, there are two trends. Wards which have the highest volume of reoffending tended to be in the east (Noel Park 18%, Northumberland Park 12% and Tottenham Green 9%). But a higher proportion of the crime that was committed in the west tended to be by repeat offending (Crouch End 30%, Highgate 27% and Muswell Hill 22%). The reasons for this are unclear.

2.3.6. Youth Offending Service: snapshot on 31st December 2010

Statutory Caseload 244

A decrease for the 3rd year running

12 young people in custody

At its lowest level

**36% first sentence
3% sentenced 10 times +**

**16 known languages
spoken by YOS clients**
Although in reality this is likely to be much higher

Ethnicity

An increase in young black people from 49% to 54%

The greatest increase has been amongst Turkish/Kurdish young people – an increase from 42% to 57%

Asian clients more than halved since the last snapshot

Offence Types

Robbery 26% (highest)

Violence 21%

Theft & Handling 15%

Drugs 8%

Location (of offenders not offences)

39% live in N17 postcode and the highest concentration of offenders (over 36%) reside in Northumberland Park (55), White Hart Lane (47) and Bruce Grove (38) wards

Support Needs

- 22% not in school or any form of ETE
- 35% reside with both parents
- 38% live with a single parent
- 9% are 'looked after' children
- 7% were assessed as presenting a high level of risk

Demographics

71% male
37% aged 16/17
9% aged 10 or under

2.3.7. Summary of the Headline Data

People who reoffend are more likely to be male, unemployed and unless they 'grow out of crime' more likely to sustain repeat offending as they grown older. People who reoffend are likely to commit robbery, burglary, gang crime, gun crime, knife crime or MSV (Most Serious Violence). Mental health noticeably features as a co-related criminogenic support need insofar as over sixty percent of those who identified an ETE need also identified a mental health need, and nearly two thirds of those who had an accommodation need also identified a mental health need - this suggests that mental ill health is likely to increase the risk of reoffending. Nearly sixty percent of offenders were housed in permanent accommodation prior to being taken into custody and over a third were employed which may suggest that greater use of out-of-court disposals and community penalties, could help to reduce the risk of homelessness, unemployment and subsequent reoffending. What does seem to be emerging from this initial data is that repeat offenders are more likely to have experienced social exclusion and have multiple support needs suggesting the need for an integrated holistic 'whole system approach' to using the Reducing Reoffending Pathways framework.

3. Integrated Offender Management (IOM)

3.1. What is IOM?

IOM provides areas with the opportunity to focus resources in a structured and coordinated way to address the reoffending of local priority groups. IOM provides the framework to deliver mainstream services differently to achieve improved outcomes in a more efficient way.

3.2. What are the benefits of the IOM model?

IOM is not a new model as it builds upon proven and effective models such as; PPO, DIP, YOS and MAPPA. The evidence suggests that when these multi-agency models work well they can achieve improved outcomes and greater efficiencies.

Home Office/MOJ guidance suggests that an IOM approach should focus on:

- Reducing crime
- Addressing potential overlaps
- Aligning services and improving partnerships
- Simplifying and strengthening governance.

3.3. Developing an IOM approach for Haringey

The principles of IOM are:

- All partners tackle offenders together
- Delivering a local response to local problems
- Offenders facing their responsibility or facing the consequences
- Making better use of existing programmes and governance
- All offenders at high risk of causing harm and/or reoffending are 'in scope'.

Guidance for developing an IOM suggests that ideally it will include:

- Focusing mainstream delivery on locally agreed priority 'groups'
- Clear roles and responsibilities for all partners
- Effective case management.

Exploring the options for developing an IOM approach in Haringey is one of the key strategic objectives of the HARRS and will be informed by national guidance and good practice.

The next steps for developing an IOM in Haringey are to:

- Complete a profile of offender needs and activity for Haringey
- Map services and pathways
- Identify gaps and overlaps
- Agree priority group(s)
- Develop a range of locally shaped IOM options informed by the above and agree a way forward. Options may be as simple as developing a framework to increase the effectiveness of partnership working or as ambitious as the development of a specific autonomous IOM team for the borough.

4. What are we going to do to reduce reoffending in Haringey?

4.1. Our approach

- 4.1.1.** Whilst the delivery of services and interventions to reduce reoffending is not new this is the first time that local partners have been brought together to specifically focus on this area of work. Successful delivery of reducing reoffending will only be achieved through effective partnership working.

- 4.1.2. A gap analysis will assist in establishing where current services could be improved, recommissioned, or remodelled in order to make the most effective contribution to reducing reoffending.
- 4.1.3. The National Support Framework document; *Reducing Reoffending, Cutting Crime, Changing Lives (2010)*, suggests that in relation to reducing reoffending that local CSPs should focus their activity at three levels:

Strategic planning to identify the profile of offender activity and needs in the area

Operational activity informed by information shared among partners, and based on a problem-solving approach to target and reduce reoffending and protect the public

Case management to assess individual offender need, to plan interventions based on this need and to coordinate access to these interventions

Stage 1: Strategic Planning

- 4.1.4. One of the strategic priorities in 2011/12 will be to develop a local offender profile and a shared understanding of offender needs and activity in Haringey.
- 4.1.5. The aim is then to develop a shared understanding of the extent to which reducing reoffending can be achieved through existing services by;
- Identifying the gaps and exploring ways in which these can be met
 - Identifying duplication and exploring ways in which services can work together in a more streamlined way
 - Achieving a shared agreement of local priorities in reducing reoffending.
- 4.1.6. To ensure that the HARRS is responsive to local needs we will explore ways to improve involvement of the VCS, the private sector, service users and the wider community in both strategic development and operational delivery wherever possible.

Stage 2: Operation Activities

- 4.1.7. This stage will be informed by *Stage 1*, insofar as the offender profile and services map will help to focus the strategic priorities for the HARRS Delivery Plan and shape the proposals for an IOM model in Haringey.
- 4.1.8. We acknowledge that the development of the HARRS provides an ideal opportunity to review all existing arrangements to ensure that key partners are taking the most appropriate role and are able to contribute their skills and expertise effectively.

Stage 3: Case Management

- 4.1.9. We believe that by mapping offender services and pathways we will be able to identify duplication and / or poor connectivity between services; providing opportunities to improve current provision, remodel, recommission and achieve efficiencies for reinvestment.

4.1.10. Where appropriate we will work with our neighbouring boroughs to consider cross-borough commissioning where the economy of scale is poor or where a cross-borough service could add value for another reason.

4.1.11. Good practice requires that the case management approach for all offenders (statutory and non-statutory) should ideally be based on the model of the 'single lead professional' or case manager to ensure that the offender's needs are met and risk is managed effectively. We will explore ways to improve the consistency of case management and support delivery for all offenders based on the single lead professional approach.

4.1.12. The mapping of offender needs and services will also help to identify how the MAPPA (Multi Agency Public Protection Arrangements) and MARAC (Multi Agency Risk Assessment Conference) link-in with the HARRS and the role they might play in an IOM approach.

4.2. Our Vision

Working together to deliver jointly agreed services and interventions to effectively reduce reoffending and support people to live healthy, fulfilling crime-free lives. To contribute and build upon the ongoing crime reduction and prevention work to make Haringey one of the safest London Boroughs in which to live, work and visit.

This is the guiding vision that drives the HARRS. To achieve this vision we need to understand the profile of offending in Haringey, the current map of offender services and interventions and how they meet the needs of the borough. Then from this informed position we can jointly agree the key priorities for reducing reoffending in Haringey.

4.3. Our Strategic Objectives

There are three overarching strategic objectives:

Objective 1	To work together in an innovative solution focused and holistic way to reduce reoffending
Objective 2	To develop and implement an Integrated Offender Management (IOM) model to focus mainstream delivery on locally agreed priority 'groups'
Objective 3	To build on success and implement change to ensure improved delivery of services and interventions to reduce reoffending

5. **DRAFT** Haringey Adult Reducing Reoffending Delivery Plan 2011/12

No	Strategic Objectives and Strategic Priorities	Requirement	Lead	Timescale	Comments
1	To work together in an innovative solution focused and holistic way to reduce reoffending				
1a	Using available data identify the current offender activity and needs in the borough	Report produced providing a summary and analysis of findings	AT*	By June	Data to be provided by OMG and other stakeholders
1b	Map current offender services and interventions; identifying gaps and duplication	Report produced presenting findings	AT*	By June	Data to be provided by OMG and other stakeholders
1c	OMG to identify and jointly agree the priorities for reducing reoffending	Informed by the offender profile, service mapping, stakeholder intelligence	OMG Chair	By Sept	
1d	Explore ways to achieve optimum involvement and engagement with all partners in reducing reoffending including the VCS, service users, health, courts, CPS, prisons and the private sector	1. Responsible Lead Officer to be identified 2. OMG agenda in June for discussion and action planning		June OMG	Ongoing task
1e	Review the membership of the OMG to ensure that there is effective representation from all partners	OMG agenda item to be scheduled	OMG Chair	By Sept	
1f	Ensure that the diverse needs of the borough (including women and young offenders) are appropriately reflected in the needs profile, service mapping and service development	1. To be included in the mapping exercise and report 2. Lead Officer to be identified as Diversity Champion	1. AT* 2. OMG	1. By June 2. By Sept	Data to be provided by OMG and other stakeholders
1g	Explore and develop robust and systematic processes for collecting, sharing and using data / information to support the delivery of this strategy	Identify Lead Officer or small working group		March 2012	
1h	Identify ways to improve corporate, stakeholder and senior management buy-in to reducing reoffending to ensure that it is prioritised in partners business plans and dovetails with key strategies	All OMG members to ensure that reducing reoffending is embedded in the strategies and activities of their agencies	All OMG members	Ongoing	

No	Strategic Objectives and Strategic Priorities	Requirement	Lead	Timescale	Comments
2	To develop and implement an Integrated Offender Management (IOM) model to focus mainstream delivery on locally agreed priority 'groups'				
2a	Using the offender profile and service mapping explore IOM options for Haringey in consultation with stakeholders	IOM scoping report	AT*	June	
2b	Agree a locally shaped IOM model and develop an implementation plan	Focused discussed informed by scoping report. Lead Officer to be identified to oversee implementation			
2c	Explore opportunities to optimise resources through pooling and joint-working, without the limitations of perceived roles, responsibilities or cohorts	Identify Lead Officer and or small working group			
2d	Develop an effective IOM information sharing protocol based on good practice	Review current arrangements and develop a draft protocol for consultation			
2e	Set and agree performance targets for the IOM and a mechanism for measurement	Agenda OMG discussion			
2f	Consider ways to optimise the use of IT, and based on good practice consider how this may be achieved through the development of shared systems (for case management, assessments etc)	Identify Lead Officer or small working group			
2g	Ensure engagement and involvement from all partners to reflect the full spectrum of the 'Reducing Reoffending Pathways' in the IOM	Lead Officer to be identified			

No	Strategic Objectives and Strategic Priorities	Action Required	Lead	Timescale	Comments
3	To build on success and implement change to ensure improved delivery of services and interventions to reduce reoffending				
3a	Based on the offender profile and mapping exercise consider how – apart from the IOM – offender services and interventions can be improved to achieve more effective outcomes and greater efficiencies	Focused discussed to be diarised on the OMG forward plan and informed by scoping report. Action Plan to be agreed (separate to IOM)			All plans must be mindful of procurement and contract frameworks and where possible a joint commissioning approach should be considered.
3b	Where required; remodel, reshape and recommission offender services and interventions to create a more streamlined and responsive approach to reducing reoffending	Based on the IOM implementation plan and Action Plan for strategic priority 3a, agree an overall improvement plan			
3c	Develop a joint commissioning approach and / or joint commissioning strategy for both IOM and other offender services and interventions	Focused discussion to be diarised on the OMG forward plan			
3d	Conduct a strategic review of offender services and interventions to identify ‘what works’ in Haringey and explore ways in which this may be replicated or built upon	Focused discussion to be diarised on the OMG forward plan			
4	Other Actions				
4a	Review progress of HARRS Delivery Plan 2011/12 and agree strategic priorities for HARRS Delivery Plan 2012/13	OMG agenda 4 th quarter 2011/12	OMG	By March 2012	
4b	Take the necessary action to ensure that Haringey is well positioned and prepared to respond quickly to new funding and development opportunities that may arise	Identify a Lead Officer	All OMG members	Ongoing	

* External consultant Amanda Tooth

To be agreed or confirmed