

## London Borough of Enfield

### Crime Scrutiny Panel

Meeting Date: 16<sup>th</sup> March 2021

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**Subject:** Reducing re-offending of adults and young people

**Cabinet Member:** Cllr Keazor

**Executive Director:** Tony Theodoulou

**Key Decision:** To note the report

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### Purpose of Report

1. To provide the Scrutiny Panel with local re-offending profile, an overview of the work and new measures undertaken by Enfield Council and its key statutory partners to prevent re-offending of adults and children.

### Proposal(s)

2. N/A

### Reason for Proposal(s)

3. N/A

### Relevance to the Council Plan

4. Enfield Council Plan 2020-2022 sets out bold and positive ambitions of creating a lifetime of opportunities with one of the key priorities being 'Safe, Healthy and Confident Communities' with specific focus keeping communities free from crime.

Safer and Strong Communities Board published Community Safety Plan (2020-2022) informed by local analysis, identifies the following key priorities in relation to the need of reducing offending and re-offending: tackling violent crime in all its forms, keeping young people safe and reducing their risks from crim and reducing burglary and keeping people safe at home.

Youth Justice Strategic Plan identifies reduction of first time entrants into youth justice system and reduction of re-offending as key strategic priorities for the wider partnership and Youth Offending Service.

### Background

Reducing reoffending is critical to both protecting communities from crime and delivering a more effective and economic justice system. Re-offending is costly to the

public purse as handling an individual reconviction presents a significant cost and results in loss of confidence in the Criminal Justice System.

Reducing crime and improving community safety is critical to local government's role in building and sustaining safe and prosperous communities. A key element of this is the rehabilitation of offenders which is best achieved through coordinated local services. As such the local authority has a significant role in tackling crime and reducing offending through:

- Effective liaison and collaboration with the Police and Crime Commissioner and local justice system providers, whilst also coordinating and participating in local partnership working between police, probation services, local NHS and other voluntary and community sector partners;
- Commissioning and providing services to offenders such as drug and alcohol treatment and recovery, support with mental health needs, housing, benefits, social care and employment support; and
- Using civic enforcement powers, such as injunctions and closure orders to supplement criminal justice actions and tackle offending behaviour

## 5. Reducing youth re-offending

### 5.1 National landscape

Youth Justice Board has continued to report long term falls in the number of first-time entrants (FTE) nationally as well as reduction of children receiving custody outcome. However, due to the reduction of the overall cohort of children in the youth justice system, this has resulted in the paradigm of seeing more children with complex needs and entrenched offending with proportion of children who re-offend remaining higher than that of young adults or adults.

### 5.2 Local context – youth offending profile

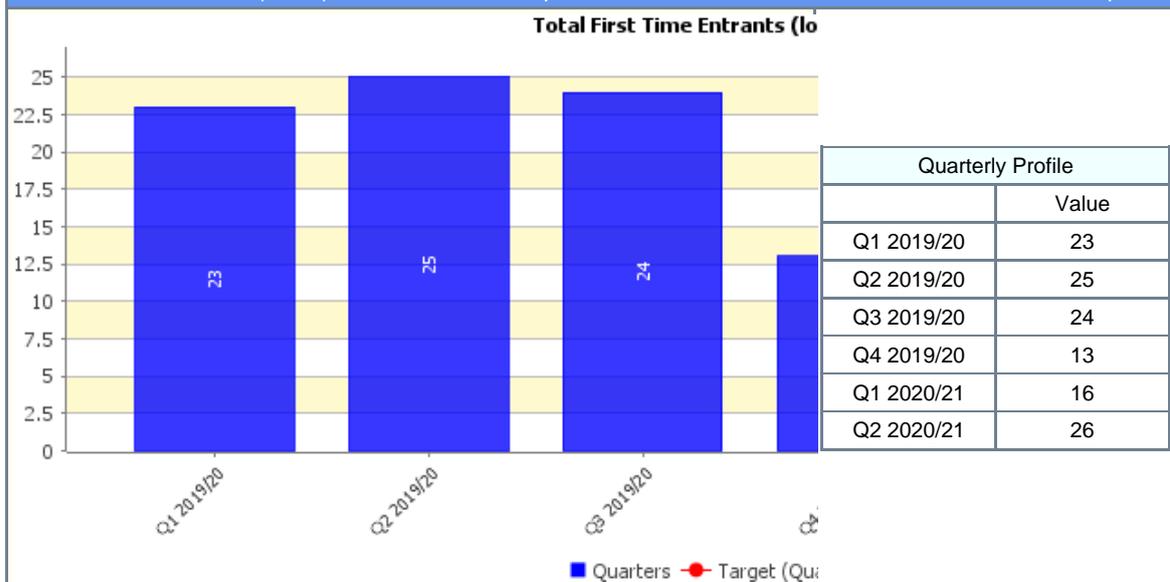
This national trend is mirrored in Enfield. Note, latest published YJB data on Enfield performance for FTEs for quarter 2 2020/21 in table 1.

The data highlights a cumulative reduction of FTEs for 2020/21 in comparison for the same period of the previous year 2019/20, which is positive and attributed to the strong offer of Early Help and prevention work. Whilst it shows a slightly higher rate of the FTEs per population than London average, it is in fact lower than Haringey FTE and not far behind from Croydon.

*Table 1*

#### Total First Time Entrants (local Data)

First Time Entrants (FTEs) to the criminal justice system are classified as offenders. These are young people (aged 10 – 17), resident in England and Wales, who received their first, caution or conviction, based on data recorded from (Local) CVYJ Database or published statistics are from the Police National Computer.



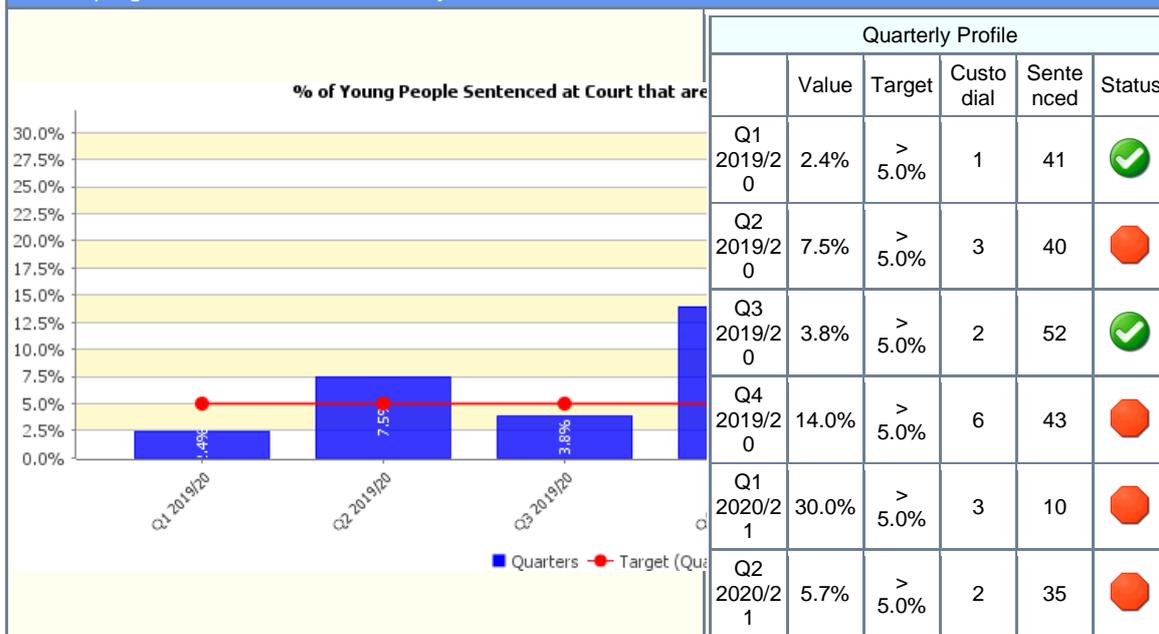
Case Numbers		
Total First Time Entrants for Enfield - Rate per 100,000 (Youth Justice Board)	271	Q2 2019/20
Total First Time Entrants for Croydon Rate per 100,000 (Youth Justice Board)	268	Q2 2019/20
Total First Time Entrants for Haringey Rate per 100,000 (Youth Justice Board)	331	Q2 2019/20
Total First Time Entrants for London Rate per 100,000 (Youth Justice Board)	267	Q2 2019/20
Total First Time Entrants for National (England and Wales) Rate per 100,000 (Youth Justice Board)	203	Q2 2019/20

Enfield has continued to see small number of children receiving custodial sentences, with overall 12 children being sentenced to custody in 2019/20, see table 2. Quarter 2 2020/21 shows cumulative number of 5 children being sentenced to custody in comparison to 4 children in the previous year, which continues to show a similar trend. Whilst the rate of the children with custody outcome per population in Enfield is higher than London average, however, it is lower than that of Croydon and Haringey.

Table 2

**% of Young People Sentenced at Court that are given a Custodial Sentence**

Custody is reserved for the most serious offenders or those that wilfully and persistently fail to comply with community orders. A custodial Sentence consists of a mandatory custody period of the offender and then a licence programme within the community



Case Numbers		
Rate per 1,000 of 10-17 Population Sentenced at Court that are given a Custodial Sentence in Enfield	0.36	Q2 2020/21
Rate per 1,000 of 10-17 young Population Sentenced at Court that are given a Custodial Sentence for Croydon	0.45	Q2 2020/21
Rate per 1,000 of 10-17 Population Sentenced at Court that are given a Custodial Sentence for Haringey	0.56	Q2 2020/21
Rate per 1,000 of 10-17 Population Sentenced at Court that are given a Custodial Sentence for London	0.16	Q2 2020/21
Rate per 1,000 of 10-17 Population Sentenced at Court that are given a Custodial Sentence for National (England and Wales)	0.1	Q2 2020/21

The latest re-offending data from the Youth Justice Board is overdue. The latest published tracked re-offending cohort data shows that youth re-offending rates fluctuated between 29.6% to 53.8% for the youth cohort 2017/2018 that has been tracked for re-offending, see table 3. It highlights quarter 4 2017/18 cohort with higher re-offending rate than London average and that of Croydon and Haringey.

Table 3

Period	Enfield Data	Croydon Data	Haringey Data	National Data	London Data
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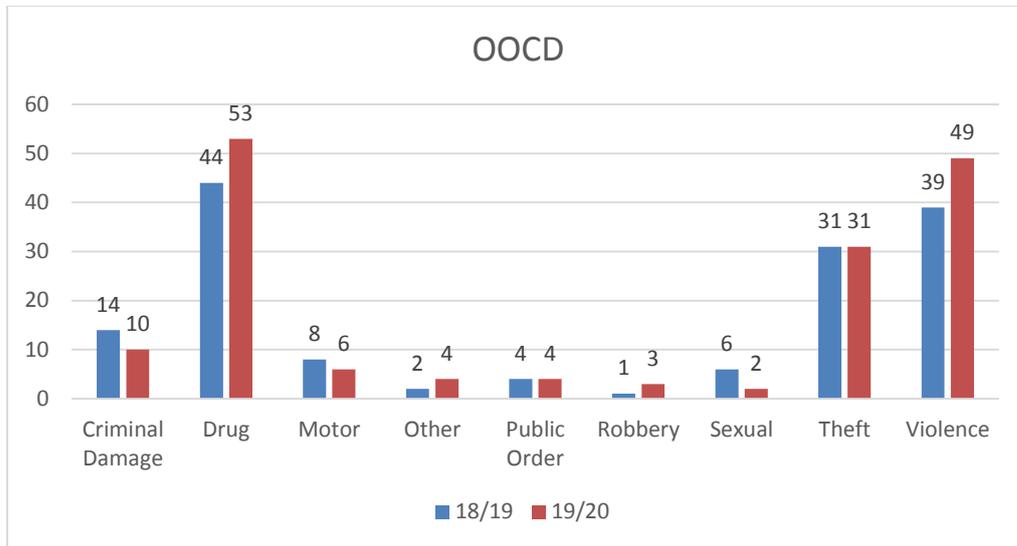
April 17 – June 17	36.90%	44.60%	36.80%	38.40%	40.00%
July 17 – Sept 17	43.50%	41.40%	48.10%	38.10%	44.30%
Oct 17 – Dec 17	29.60%	39.60%	36.00%	38.00%	40.10%
Jan 18 March 18	53.80%	46.00%	43.30%	39.30%	42.50%

*Note: children enter the reoffending cohort if they receive a caution, a non-custodial sentence at court or were released from custody during the cohort period. A proven reoffence is any offence committed in a one-year follow-up period that leads to a caution or court sentence either within the one year follow up or within a further six months to allow the offence to be proven in court. Consequently, the re-offending data published is always a re-prospective picture of youth offending cohort from year and half prior.*

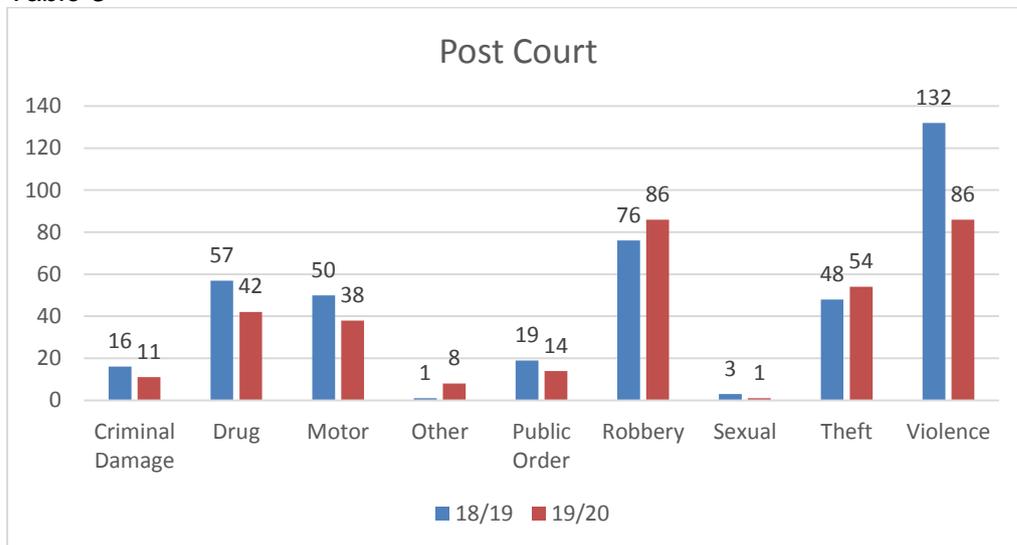
In 2021, the Youth Offending Service has undertaken local analysis of the local youth offending profile to strengthen its own assurance and that of wider ETYEB partnership. The analysis has highlighted the following key themes:

- The five most common offence types were violent offences, drug offences, robbery, theft and motor offences.
- Table 4 and 5 highlight trends of offences that resulted in either Out of Court Disposals or court outcomes resulting in either community or custodial sentences.
- Evidence highlights that violent offences are prevalent across both Out of Court and Post Court cohorts.
- Most notable increases are in violent and drug related offences within the Out of Court Disposal cohort and robbery and theft in post court cohort.

Table 4



**Table 5**



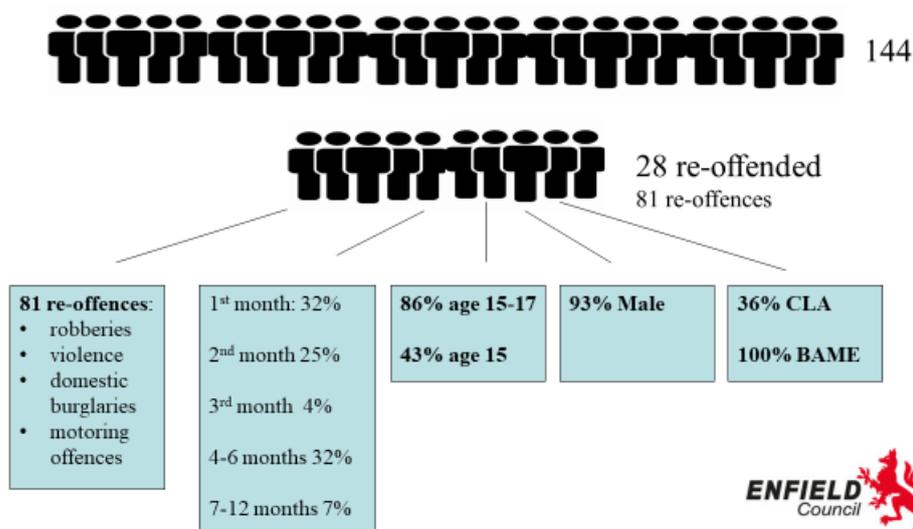
- 68% of young people have multiple vulnerabilities with most prevalent being NEET, drugs, CCE and mental health including being known to social care

Analysis of the youth re-offending profile, illustrated in the diagram 1, shows the following trend which mirrors the national trend identified by the YJB:

- Majority of re-offending young people were young men
- an over-representation of young people from the Black, Asian and minority ethnic groups
- an over-representation of children looked after or care leavers
- 15-17-year olds are most likely to re-offend

*Diagram 1*

## Re-offending – last year cohort tracking



The Youth Offending Service is well resourced with a comprehensive intervention framework of in house specialist functions and range of programmes alongside of commissioned services and partnership working arrangements in place to ensure the service continues to meet the needs of the local youth offending population.

*Note appendix 1 for summary of interventions in place*

The local youth offending profile analysis made a range of recommendations going forward that included work to:

- tackle the prevalence of violent crime in a more systematic way by partners with more focus on prevention;
- improve the ETE outcomes for young offenders;
- need to undertake a local disproportionality analysis
- review the resources within the Youth Offending Service to ensure they are configured to meet the demand and local needs;
- strengthen focus on whole family approach and work;
- develop more structured approach to reduction of re-offending modelled on the adult IOM (Integrated Offender Management Model) based on 9 pathways out of re-offending; and
- and continue to review the local intervention framework and commissioned services to ensure there is robust assurance within the existing governance arrangements of local delivery of youth justice services that the needs of local youth offending cohort continue to be met

### 5.2 Progress and new initiatives to reduce offending and re-offending

- Public health approach to serious youth violence is currently being developed and led by Public Health. Local needs analysis was completed and presented in January 2021 to the Enfield Safeguarding Partnership and will be informing local response.
- New Operational Alliance was launched in October 2020, led by Police in partnership with Enfield and Haringey Councils, Oasis Hadley and Children Society, placing outreach youth support workers in custody to provide Early Help and support to young people arrested and presented in youth custody. Early data highlights positive outcomes and engagement of young people with the project.
- Review and redesign of the Youth Offending Service was completed in December 2020 and is now in the implementation stage – strengthening leadership capacity of the service, rebalancing the resources to meet the demand for out of court disposals, strengthening the focus on practice and developing new whole family work model
- Joined working protocol with children social care has been implemented and is currently bedding. New initiative is being piloted to reduce over-representation of the children looked after within youth justice system through having a dedicated practitioner focused on support the needs of children in care system involved in offending.
- New approach to reducing re-offending is currently being developed and due to be rolled out from April 2021. The approach will introduce an adoption of a more structured approach to managing re-offending. It will provide an enhanced intervention of support and supervision for those young people identified as at higher risk of re-offending, differentiating the level of support and supervision from that of a mainstream young offender. It will be underpinned by multi-disciplinary approach and partnership work and input from Police through having a dedicated IOM lead alongside of additional funding of £58,165 via Community Safety to fund additional interventions. As part of the new approach, the service will be implementing local re-offending measure and tracking of the IOM youth cohort to evaluate impact.
- A programme of systematic review and deep dive scrutiny and challenge has been implemented by the ETYEB, strengthening the assurance of the work of the local youth justice services.

## **6. Reducing adult re-offending**

### **6.1 National and regional landscape**

The Ministry of Justice are completing a review of the National IOM model by the end of 2020 or soon afterwards. Separately, the Mayor's Office for Policing and Crime has also undertaken a review of offender management through IOM in London.

As a consequence of the MOPAC review, a new Operating Framework has been developed which for the first time includes a focus on "medium level" violent offenders, whereas the original scheme provided only for acquisitive criminals. These are still included but the changes ensure that the framework reflects both the changing crime picture in London and local priorities.

There is clear evidence of need for this change, probation officers have reflected that in 2013 only 10% of the persistent offender cohort had an index offence of violence and in 2019 this had risen to 40%.

The aims of the IOM framework are to achieve the following goals, in line with the London Police and Crime Plan 2017-21:

To reduce the disproportionately high level of reoffending committed by persistent, violent offenders and so reduce the victims of crime in London, the impact on London communities and the high financial and social costs of this reoffending;

- Bringing a more consistent and evidence-based approach to the effective management of repeat offenders who cause the most harm to victims and communities.
- To reduce the overall number of eligible cases and focus on those persistent offenders who also pose at least a medium risk of violent reoffending.
- To provide local panels with a central list of the “core cohort” of persistent, violent offenders to assess for IOM intervention.
- To maintain a focus in priority acquisitive offences, particularly robbery and burglary;
- To demonstrate the impact and effectiveness of this work and generate an evidence base for what works in this area.
- Developing a regular and reliable way of measuring the impact of local IOM partnerships on reoffending and costs of crime – Police ID-IOM data, analysed by the MOPAC Evidence and Insight team, will seek to evaluate any impact of IOM across London and report this to the Reducing Reoffending Board and local Community Safety Partnerships.
- Agree a framework for local partnerships to include other priority cases alongside the core cohort – In recognition of the diverse needs, priorities and offending patterns across London’s 32 boroughs, local partnerships will have discretion to add cases to the core cohort according to local need and resources.

There is intention to legislate for a new Serious Violence Duty, which was announced in the Queen’s Speech in December 2019. The duty will be one of many provisions included within a policing and crime Bill, set to be introduced early in 2021. Following its passage through Parliament, the expectation is that the Duty will come into force no sooner than in 2022.

## **6.2 Local Context**

For Enfield violent offences classified as Violence Against the Person have increased by 6% in the last 2 years. In February 2021, the Enfield adult IOM supported 52 clients. This number fluctuates from 50 -70 individuals throughout the year and is reliant on suitable referrals being made to the scheme via, police and or probation services.

The cases so far have largely been selected to tackle acquisitive crime but as the paper outlines, this is now subject to change with a greater focus on tackling violence.

To benefit from the IOM scheme, an offender will have additional needs which may include; help with accommodation, a substance misuse service need, mental or general health issues, debts, finance or benefit problems. They must also meet the criteria called Offender Group Reconviction Scale (OGRS) which estimates a high likelihood of re-offending in the ensuing 2 years.

The adult cohort is currently predominantly male (94%) and 70% of the cohort are white.

### **6.3 Governance of IOM**

To reflect the increased focus on violence, IOM is part of the MPS violence strategy under a dedicated Police Commander.

The National Probation Service will also play a bigger role, given that they work with cases which will typically pose at least a medium risk of serious harm, as well as a high risk of reoffending.

It is worth noting that the NPS and the Community Rehabilitation Companies currently working on lower risk cases are set to re-unify this year.

The SSCB will have an oversight and receive reports on the following:

- new IOM cohort and changes in delivery
- effectiveness of the VRU funded projects for IOM when agreed by GLA
- performance reports on outcomes and other relevant measures

On behalf of SSCB the subgroup, Enfield Crime Reduction Implementation Team, (ECRIT) will maintain oversight and a steering function for Adult IOM.

The alignment, especially with regard to transitional arrangements of the adult IOM programme with the developing work for IOM for young people will be reported at the Enfield Targeted Youth Engagement Board (ETYEB) which is attended by the Head of Community Safety and other members of ECRIT.

### **6.4 Funding**

Community Safety has led the submission of the bid for £56,000 to the VRU for projects to support adult offenders within IOM. This will enable piloting the development of IOM interventions in 2021-22 in order to kick start additional work with the new cohort and reduce violent crime.

### **6.5 Next steps**

We will:

- Complete review of local case management and partnership arrangements for delivery of the IOM
- Consider the need for significantly increasing the number of Criminal Behaviour Orders assigned to the IOM Cohort.
- Develop purposeful key performance indicators which may be set at regional level.
- Continue to monitor how many wanted offenders remain at large and for what duration.
- Consider the management of offenders during the transition from the current “acquisitive” cohort to a new centrally provided list with new criteria.
- Identify training needs around risk management/ safeguarding in anticipation of dealing with a more violent cohort.

## **Main Considerations for the Council**

7. To note the content of the report

## **Safeguarding Implications**

8. There are no safeguarding implications arising from the new initiatives to reduce re-offending. Criminal justice agencies including Police, Probation and Youth Offending Service have a statutory duty to protect and safeguard victims and public from harm whilst also having a safeguarding responsibility for young/adult offenders whilst they remain in criminal justice system.

## **Public Health Implications**

9. In order to tackle the underlying causes of serious youth violence that has a high prevalence within local youth offending trend, this report notes the need for a strong commitment and acknowledgement of the public health approach informed by local needs analysis of serious youth violence. Ensuring there is a strong buy in and commitment from all critical stakeholders with resources being heralded and prioritised to adopt public health approach to serious youth violence will be a key strategic priority for 2021/22.

## **Equalities Impact**

10. Note that the ETYEB (Enfield Targeted Youth Engagement Board) has commissioned a local analysis of disproportionality within youth offending. A report has been presented to the ETYEB in Oct 2020, highlighting high levels of over-representation of children from BAME background across the youth justice system. Local disproportionality action plan has been developed in response to some of the challenges within the local 'youth justice system, however, there are number of changes required as identified in Lord Lamy review in 2017 in terms of reforming the legislative and criminal justice system as well as recognition that the causes of the over-representation of children and adults from BAME background within criminal justice system lie outside of the justice system that will be out of the scope of the local capacity to influence a change. The local re-offending approach will consider the wider implications of the disproportionality issues and the importance of inclusion and diversity within design of the interventions and commissioning of service to tackle re-offending.

## **Environmental and Climate Change Considerations**

11. N/A

## **Risks that may arise if the proposed decision and related work is not taken**

12. N/A – no decisions to be made

## **Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks**

13. N/A

### **Financial Implications**

14. The existing work and initiatives will continue to be met within existing resources of all key statutory partners. The introduction of the new IOM approach for children and adults will be supported from external grants from the London Crime Prevention Fund and from the GLA Violence Reduction Unit (Awaiting final confirmation).

### **Legal Implications**

15. 1998 Crime and Disorder Act requires Community Safety Partnership to maintain an understanding of crime and disorder and work in partnership to bring about improvements.

Council's Youth Offending Service (YOS) provides a statutory service delivering youth justice services to young people in Enfield. Youth Offending Service provision is established under Section 37 of the Crime and Disorder Act 1998 with the principal aim of preventing offending and re-offending by children and young people.

The intention to legislate for a new Serious Violence Duty was announced in the Queen's Speech in December 2019. The duty will be one of many provisions included within a policing and crime Bill, set to be introduced early in 2021. Following its passage through Parliament, the expectation is that the Duty will come into force no sooner than in 2022.

Duty holders will be expected to work together to establish the local problem profile / strategic needs assessment and develop and publish a local strategy which will outline the collective action they intend to take.

Re-focusing our approach to managing re-offending through adult IOM and development of the youth IOM will strengthen our multi-agency approach to tackling serious violence and our readiness to the new duty.

### **Workforce Implications**

16. N/A

### **Property Implications**

17. N/A

### **Other Implications**

18. N/A

### **Options Considered**

19. N/A

### **Conclusions**

20. The outlined approach into re-focusing the adult IOM on violent offenders and investment into developing local youth IOM (in response to the local profile of young offenders, which shows high prevalence of serious youth violence) will enable:

- better partnership response and focus of resources downstream to prevent re-offending of adults and youth alongside of the public health approach and focus on prevention and early intervention to tackle serious violence; and
- strengthen our readiness in advance of the Serious Violence Duty legislation coming in place.

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Date of report

## Appendices

### Background Papers

The following documents have been relied on in the preparation of this report:

Appendix 1 –

#### 1. Intervention framework to meet the needs of the local youth offending profile

The local intervention framework in place to support and safeguard young people involved in offending includes:

##### 1.1 In house multi-disciplinary team of specialist and commissioned functions

The service is well resourced with a wide range of specialist resources forming a part of a multi-disciplinary team to meet the diversity of needs of young people. See table 4 highlighting an overview of specialist resources

Table 4

<p><b>Seconded Speech and Language therapist</b> - To work with those young people identified as having SALT needs</p>	<p><b>Seconded Education Psychologist –</b> To enable a bridge between those young people who were struggling to have SEND assessments completed to</p>
<p><b>Therapeutic Social Worker –</b> Offers intervention to those young people who are identified as having emotional health concerns</p>	<p><b>CAMHS Worker –</b> For those young people who have had a diagnosis or need to be assessed for Mental Health</p>

<b>Nurse</b> – Carries out health and sexual health assessments for all young people and also completes Return to Home interviews for those young people who have gone missing	<b>Child Exploitation Worker</b> – To support those young people who have missing episodes and involved in Child Criminal Exploitation and Child Sexual Exploitation (CSE)
<b>COMPASS</b> – Commissioned drug and alcohol service.	<b>Probation Officer</b> – Works with those young people turning 18 and ensuring a smooth transition to the probation service
<b>Mentoring Officer</b> – Trains volunteers to have a pool of people who can be matched to young people for Mentoring support	<b>Groups Work Co-ordinator</b> – Screens all young people for targeted specific work.
<b>Police Officers</b> – To support the YOS with intelligence and decision making for out of court disposals. The police carry out all signings for Youth Cautions and Youth Conditional Cautions	<b>Gangs and Sexual Violence officer</b> – MOPAC funded worker to carry out group work function for targeted work
<b>Serious Youth Violence Co-ordinator</b> – To support those young people involved in putting themselves in risky situations.	<b>Integrated Resettlement Officer</b> – To work with those young people in custody and support their resettlement plan for when they are released on licence into the community.
<b>Intensive Surveillance and Support worker</b> – Offers an intense intervention programme to the court as a direct alternative to custody .	<b>ETE Officers</b> – to support both statutory and post 16 young people back into ETE
<b>Reparation Officer</b> – To carry out offence specific work and restoration activities to repair the harm caused	<b>Court Team</b> – To process and support to all those young people entering the Court system

**1.2 Diverse range of targeted programmes** to address the underlying causes to offending whilst enabling young people to develop informed and safe choices. Note summary of the range of targeted interventions available in table 5.

*Table 5*

<p><b>YOS Targeted Intervention Available</b></p> <ul style="list-style-type: none"> <li>➤ Knife Crime Prevention Programme (KCPP)</li> <li>➤ Explicit – Sexual relationships</li> <li>➤ Skills for Managing Aggression and Communication (SMAC)</li> <li>➤ Youth Crime and Conflict resolution (YCCR)</li> <li>➤ Alternative Road Programme (ARP)</li> <li>➤ Young Black Male Identity Group</li> </ul>
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- Victim Awareness
- Restorative Justice Mediation
- Voluntary Resettlement Support offer
- Stop and Search Awareness
- Street Doctors
- Mentoring support
- Weapons and Gang Programme
- Female focussed offending programme
- Offence specific interventions

### **1.3 Clear referral pathways to children services support**

The Service follows clear referral pathways to access further support from Early Help, Youth Services, Domestic Abuse Hub, Edge of Care support through FAST and sexual exploitation support through CSEP and MACE. The service benefits from well-established and clear mechanisms in place to a range of multi-disciplinary panels to safeguard young people from harm – MACE ( for CSE), GPG ( for gangs involvement), Rescue and Response ( for county lines and criminal exploitation), and MAPPA for serious violent offenders