



**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**Date** Tuesday 28 October 2014  
**Time** 9.30 am  
**Venue** Committee Room 2, County Hall, Durham

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**Business**

**Part A**

**Items during which the Press and Public are welcome to attend. Members of the Public can ask questions with the Chairman's agreement.**

1. Apologies for Absence
2. Substitute Members
3. Minutes of the Meeting held 16 September 2014 (Pages 1 - 8)
4. Declarations of Interest, if any
5. Any items from Co-opted Members or Interested Parties
6. Media Relations
7. Durham Tees Valley Community Rehabilitation Company: (Pages 9 - 12)
  - (i) Report of the Assistant Chief Executive.
  - (ii) Presentation by the Head of Services, County Durham and Tees Valley Community Rehabilitation Company.
8. Safer Durham Partnership - Reducing Re-offending Strategy: (Pages 13 - 48)

Report of the Safe Durham Partnership.
9. Anti-Social Behaviour, Crime and Police Act: (Pages 49 - 62)

Report of the Safe Durham Partnership.
10. Safe Durham Partnership - Refresh of the Partnership Plan: (Pages 63 - 66)

Report of the Safe Durham Partnership, presented by the Community Safety Manager, Children and Adults Services.
11. Overview and Scrutiny Review - Organised Crime: (Pages 67 - 72)

Report of the Assistant Chief Executive.

12. Police and Crime Panel:  
Verbal Update by the Overview and Scrutiny Officer, Assistant Chief Executives.
13. Safe Durham Partnership Briefing: (Pages 73 - 78)  
Briefing by the Community Safety Manager, Children and Adults Services.
14. Such other business as, in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

**Colette Longbottom**  
Head of Legal and Democratic Services

County Hall  
Durham  
20 October 2014

To: **The Members of the Safer and Stronger Communities Overview and Scrutiny Committee**

Councillor D Boyes (Chairman)  
Councillor T Nearney (Vice-Chairman)

Councillors J Armstrong, J Charlton, P Conway, J Cordon, S Forster, J Gray, D Hall, C Hampson, B Harrison, M Hodgson, G Holland, J Maitland, N Martin, J Measor, K Shaw, W Stelling, P Stradling, J Turnbull and C Wilson

**Co-opted Members:** Mr A J Cooke and Mr J Welch

**Co-opted Employees/Officers:** S Errington and Chief Superintendent G Hall

**DURHAM COUNTY COUNCIL**

**SAFER AND STRONGER COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE**

At a Meeting of **Safer and Stronger Communities Overview and Scrutiny Committee** held in **Committee Room 2, County Hall, Durham** on **Tuesday 16 September 2014** at **9.30 am**

**Present:**

**Councillor D Boyes (Chairman)**

**Members of the Committee:**

Councillors J Armstrong, J Charlton, P Conway, J Gray, C Hampson, M Hodgson, G Holland, J Maitland, N Martin, J Measor, K Shaw, P Stradling, J Turnbull and C Wilson

**Co-opted Members:**

Mr A J Cooke and Mr J Welch

**Co-opted Employees/Officers:**

S Errington and Chief Superintendent G Hall

**1 Apologies for Absence**

Apologies for absence had been received from Councillor T Nearney (Vice Chairman) and Councillors P Conway and S Forster.

**2 Substitute Members**

There were no Substitute Members in attendance.

**3 Minutes of the Meeting held 20 June 2014**

The Minutes of the meeting held on 20 June 2014 were agreed as a correct record and signed by the Chairman.

**4 Declarations of Interest, if any**

There were no Declarations of Interest.

**5 Any items from Co-opted Members or Interested Parties**

There were no items from Co-opted Members or Interested Parties.

## **6 Media Relations**

The Overview and Scrutiny Officer presented a slide which referenced the following media coverage in relation to the remit of the Safer and Stronger Communities Overview and Scrutiny Committee;

- 'Funding boost for countywide safety project', The Northern Echo, 12 September 2014 – £500k had been awarded to the Safe Durham Partnership to continue their Safer Homes project, which was jointly run by County Durham and Darlington Fire and Rescue Service, Durham County Council and Durham Police.
- 'Motorist shows age is no limit to safe driving', The Northern Echo, 3 September 2014 - Durham County Council's Safer Driving with Age (SAGE) driving assessment. The assessment programme aimed to help older motorists maintain and improve their driving so that they could continue driving for as long as it was safe to do so.
- 'Thousands of North-East pet owners fined for dog fouling', The Durham Times, 8 September 2014 – Durham County Council had issued the most Fixed Penalty Notices of all North East Councils for dog fouling.
- 'Six arrested in early morning drugs raid' ITV Tyne Tees, website 27 August 2014 - Operation Bream' had taken place 6am on Wednesday 27th August, with raids on two addresses in Witton Gilbert, one in Langley Park and one in Stanley. Those arrested had been detained on suspicion of conspiracy to supply class A drugs.

## **7 National Probation Service**

The Committee received a presentation from C Carey, Head of Durham National Probation Service (NPS), which provided details of the newly established NPS following the abolishment of the County Durham and Tees Valley Probation Trust (for copy see file of minutes).

Chief Superintendent Hall referred to the emphasis on the rehabilitation of offenders and queried whether victims of crime would continue to be given an appropriate level of support. The Head of Durham NPS confirmed that restorative justice was one of their priorities and they were currently working on ensuring that victim impact statements were submitted to the courts. Often they were omitted and were sometimes imperative in the determination of criminal proceedings. Additionally, NPS would be involved in a pre-sentence restorative justice pilot at Durham Crown Court.

In response to a query from Mr Cooke, the Head of Durham NPS confirmed that they were unable to identify performance issues following the establishment of the new service, in the absence of performance data. Targets of the former County Durham and Tees Valley Probation Trust would be used, however it would be a while before the NPS would have their own detailed comparable data. Councillor Hodgson was concerned and suggested that Members received regular briefings ahead of the performance data analysis.

In response to a query from Councillor Armstrong the Head of Durham NPS confirmed that the most significant performance indicators were outcomes, and performance indicators included; measures around public protection and reductions in the number of offenders completing their probation without reoffending.

The Head of Head of Planning & Service Strategy referred to the impact of the transition and complimented Durham NPS on their commitment and continuity throughout.

In response to the Chairman, the Head of Durham NPS agreed that regular updates could be sent if required.

Resolved:

- (i) That the report be noted.
- (ii) That a progress report on the activity of the National Probation Service be included at a future meeting of the Committee.
- (iii) That leaflets and further information be circulation electronically to all Members of the Committee.

## **8 County Durham Road Casualty Reduction Forum**

The Committee received a presentation from the Strategic Traffic Manager, which provided details regarding the number and types of road casualties in 2013 and the work undertaken by the County Durham Road Casualty Reduction Forum in an attempt to reduce them and develop a safer road environment (for copy see file of minutes).

In response to a query from Councillor Armstrong, the Strategic Traffic Manager advised that a SAGE (Safer Driving with Age) programme was aimed at drivers aged 55 and over and was available to drivers at a cost of £25. The programme included a 40 minute assessment which was primarily to build driver confidence, with feedback and advice being offered to drivers throughout the course.

In response to a query from Mr Cooke with regard to the high number of motorcyclists killed or seriously injured, the Strategic Traffic Manager confirmed that they tended to be from County Durham, rather than be travelling from areas outside of the County. Police engaged with motorcyclists at events such as BikeWise and advised them that they had a responsibility for their own safety. He confirmed that collisions were much more likely to result in a serious injury, due to the nature of the vehicle.

Councillor Hodgson suggested that a briefing note was sent to all Members regarding the Junior Road Safety Officer Scheme as many were also school governors and may be interested in the scheme for their own schools. Chief Superintendent Hall added that education was now aimed at primary school pupils, referring to a Road Safety Carousel aimed at children in years 5 and 6 and provided free of charge by the council.

In response to Councillor Hodgson's disappointment at the lack of national road safety campaigns funded by the government, the Strategic Traffic Manager confirmed that they had dwindled in recent years due to budget restraints. He referred to the positive outcome of the seatbelt campaign and hoped that there would be more forthcoming in the future. In response to a comment from the Chairman regarding the high number of young drivers involved in collisions, the Strategic Traffic Manager confirmed that statistically 17-25 year olds were more likely to be involved in a collision with contributing factors such as having their friends in the car or on dark evenings and confirmed that education young people before they were able to get a licence was the approach taken.

The Director of Community Protection, County Durham and Darlington Fire and Rescue Service (CDDFRS) referred to the impact on the FRS when dealing with Road Traffic Accidents and suggested that despite educational messages, the figures had not substantially changed in the past few years and suggested taking a different approach. The Strategic Traffic Manager agreed that the message had been repetitive for a number of years, however there were no alternative methods that could be used with the resources available.

In response to a query from Chief Superintendent Hall the Road Safety Section Manager confirmed that national data analysis was collated following the completion of an investigation and used to target a specific group of individuals. He reiterated that the primary aim of the service was to change attitude towards road safety and going into secondary schools and promoting road safety from an early age was an approach that ensured children were educated before they got behind the wheel of a car.

Mr Welch referred to the increased number of mobility scooters being used and queried whether there were plans to offer drivers training courses. The Strategic Traffic Manager confirmed that this was an area which had not yet been explored, although it was something that could be considered in the future.

Councillor Wilson queried whether hands free mobile kits were safe to use in cars and the Strategic Traffic Manager replied that although it was not illegal to use such kits, the use of any such equipment in a car, must cause a certain degree of distraction to the driver and was therefore not advisable.

In response to Councillor Martin, the Strategic Traffic Manager confirmed that the percentages were representative of small numbers and there had been an overall reduction nationally, in road casualties. This was partially down to the design of newer vehicles and the installation of safety features such as airbags and seatbelts. Cyclists were obviously more likely to have more serious accidents due to the nature of the vehicle they were travelling on and the lack of safety features, however he assured the Committee that road improvements were constantly being explored and following an incident, full consideration would be given to whether any safety mechanisms could be installed to prevent similar incidents in future.

**Resolved:**

- (i) That the report be noted.
- (ii) That a response containing comments from the Committee be sent to the Road Safety Reduction Partnership.
- (iii) That dates of the WiseDrive and Safety Carousel events and briefing notes be circulated to Members of the Committee.
- (iv) That an update report to a future meeting of the Committee be included within the Work Programme for the Safer and Stronger Overview and Scrutiny Committee.

## **9 Overview and Scrutiny Review, Neighbourhood Wardens - Progress Update on Recommendations**

The Committee received an update from the Neighbourhood Protection Manager regarding the Committee's previous review of Neighbourhood Wardens (for copy see file of minutes).

Several Councillors noted the excellent work of the Neighbourhood Wardens in responding to service requests and reassuring residents, with Councillor Measor adding that Wardens in the Easington area had given up their own time to participate in a charity event. In response to a question from Councillor Wilson the Neighbourhood Protection Manager confirmed that there had been staff reductions, therefore wardens had to be task focused. This meant that it was not always possible for them to visit specific areas where there were no issues to investigate, however if invited, Wardens did attend PACT meetings. The Chairman confirmed that Councillors could contact a Neighbourhood Warden Team Leader to discuss their attendance at any meetings. Chief Superintendent Hall confirmed that from 30 October 2014, the Anti-Social Behaviour, Crime and Policing Bill would increase powers to Neighbourhood Wardens and the Police would be providing training packages which partners would be able to access.

Councillor Stradling noted that Wardens existing powers meant they were unable to deal with certain types of service requests, such as parking or refuse and added that having then to contact another department regarding those issues could be seen as a weakness in the service. The Neighbourhood Protection Manager confirmed that new legislation would broaden the powers of the Wardens providing reassurance to Residents, the issue of wider responsibility was being investigated.

### **Resolved:**

That the report be noted.

## **10 Quarter 1 2014/15 Performance Management Report**

The Committee considered a report of the Assistant Chief Executive which presented progress against the corporate basket of performance indicators for the Altogether Safer theme and other significant performance issues for the first quarter of 2014/15 covering the period April to June 2014 (for copy see file of minutes).

Councillor Measor queried whether the number of theft offences was linked to recent media reports regarding food poverty and contributing to the figures. Chief Superintendent Hall confirmed that meat and toiletries were often targeted by drug users due to their value and police were offering advice to retailers on how they could display their products to reduce theft. In addition, women offenders could attend a court diversion scheme, available for those who had admitted to shoplifting due to difficulty at home as a result of welfare reform. A high number of incidents were linked to alcohol and drug users or people with mental health issues. Councillor Charlton referred to the success of Shop Watch in Stanley and Chief Superintendent Hall confirmed that not all retailers were interested in signing up to the scheme, however it was an effective way of preventing crime.

In response to a question from Councillor Wilson, Chief Superintendent Hall confirmed that safeguarding children was always considered a primary concern and incidents regarding children would continue to be dealt with immediately.

**Resolved:**

That the report be noted.

**11 Overview and Scrutiny Review of Substance Misuse Services**

The Overview and Scrutiny Officer informed Members of a Review Group meeting in July 2014 with the Commissioning Manager, Children's Services and Public Health, where the new Service Model for Substance Misuse had been discussed. A procurement process for a new service provider was being undertaken and the Review Group would next meet following the outcome of the procurement process.

**Resolved:**

That the report be noted.

**12 Overview and Scrutiny Review of Organised Crime**

The Overview and Scrutiny Officer provided Members with an update with regards to the main Review of Organised Crime. He informed Members that a multi-agency event in Newton Aycliffe in July, the Home Office had indicated their interest in the Review and a scope is currently being developed.

**Resolved:**

That the report be noted.

**13 Police and Crime Panel**

The Committee considered a report of the Assistant Chief Executive which provided Members with progress of the Police and Crime Panel (PCP) for the Durham Constabulary Force area (for copy see file of minutes).

The Overview and Scrutiny Officer confirmed that a Task and Finish Group had been identified to look at the PCP Work Programme and is scheduled to present its findings in October 2014.

**Resolved:**

That the report be noted.



## **14 Safe Durham Partnership Update**

The Committee considered a report of the Head of Planning and Service Strategy which provided Members with a summary update on the key issues discussed at the July 2014 Safe Durham Partnership Board.

### **Resolved:**

That the report be noted.

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**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**28 October 2014**



**Durham Tees Valley Community  
Rehabilitation Company**

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**Report of Lorraine O'Donnell, Assistant Chief Executive**

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**Purpose of the Report**

1. To provide Members of the Committee with information in advance of an overview presentation from Hazel Willoughby, Head of Services County Durham & Darlington on the Durham Tees Valley Community Rehabilitation Company.

**Background**

2. At its meeting in October 2013, the Committee received a presentation by then County Durham & Tees Valley Probation Trust informing Members of the direction of travel and reform of probation services within the context of the Government's strategy, Transforming Rehabilitation.
3. The presentation highlighted that nationally Probation Trusts would be abolished and replaced by a National Probation Service with 7 regional divisions and 21 Community Rehabilitation Companies(CRC), across England Wales. In addition, Members received a presentation at its meeting in September 2014 on the role and responsibilities of the National Probation Service to high risk offenders.
4. The Durham Tees Valley CRC is one of the 21 new companies set up from the 1st June 2014 in accordance with the Companies Act 2006, to provide offender rehabilitation services in England and Wales. These companies are to remain in force and owned by the Secretary of State for Justice until later this year, when a competition process will see the transfer of our services to a new provider.
5. The CRC is responsible for supervising around 5,000 low and medium risk offenders subject to either a Community Order or a prison Licence from 14 sites throughout its area which is coterminous with the Durham Constabulary and Cleveland Police force areas. This responsibility is undertaken through supervision of offenders in the community, helping to protect the public from harm, reduce reoffending and to rehabilitate offenders.
6. The presentation to the Committee will aim to provide an overview of the CRC, its roles and responsibilities, current approach to managing medium and low risk offenders within the county and information on the future direction with regard to the transforming rehabilitation programme.

## **Recommendation**

7. Members of the Committee are asked to note information contained within the report and presentation and comment accordingly.

## **Background Papers**

None

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**Contact: Jonathan Slee, Overview and Scrutiny Officer**  
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## **Appendix 1: Implications**

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**Finance – None**

**Staffing – None**

**Risk - None**

**Equality and Diversity / Public Sector Equality Duty – None**

**Accommodation - None**

**Crime and Disorder** – Information within this report is linked to reducing reoffending within the Altogether Safer element of the Council Plan

**Human Rights – None**

**Consultation – None**

**Procurement – None**

**Disability Issues – None**

**Legal Implications – None**

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**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**Safe Durham Partnership  
Reducing Re-offending Strategy  
2014/17**

**28 October 2014**



Safe Durham Partnership

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**Report of Hazel Willoughby, Head of Services for Durham and  
Darlington, Durham Tees Valley Community Rehabilitation  
Company**

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**Purpose of the Report**

- 1 To present to Members of the Safer and Stronger Communities Overview and Scrutiny Committee the Safe Durham Partnership Reducing Re-offending Strategy 2014/17.

**Background**

- 2 Section 108 of the Policing and Crime Act 2009, requires Community Safety Partnerships (in our case the Safe Durham Partnership) to formulate and implement a strategy to reduce re-offending by adults and young people. The Partnership has had a Reducing Re-offending Strategy in place since 2011 and this ran in line with the Safe Durham Partnership Plan 2011/14.
- 3 At the July 2013 meeting of the Safe Durham Partnership Board members receive a report about Strategic Planning and agreed the recommendation from this report to:

*'Carry out only a light-touch refresh of existing thematic priority strategies, aligning them with the term of the SDP Plan.'*

- 4 The refresh of Reducing Re-offending Strategy was formally agreed at the Reducing Re-offending Thematic Group meeting on the 8 May 2014. The Reducing Re-offending Strategy is once again aligned with the new Safe Durham Partnership Plan 2014/17.

**Successes in Reducing Re-offending (2011/14)**

- 5 The first Reducing Re-offending Strategy has seen a number of high level achievements made between 2011/13. These include;
  - Youth Offending Service awards for Investing in Volunteers (2013), Intensive Employability Programme (2013) and Fully Integrated Pre Court System (2012)
  - The prolific offenders mentor support extended to all Integrated Offender Management (IOM) hubs

- Prison pre-release planning with IOM established within HMP Durham
- Embedding Think Family with the introduction of hidden sentence training, implementing the National Offender Management Service (NOMS) 'common offer' on troubled families within prison settings, parenting courses delivered in our local prisons and piloting a family support worker in HMP Durham
- Housing Solutions evaluated and mainstreamed housing officer supporting IOM
- Restorative Justice introduced within IOM as part of the Restorative Approaches for Prolific and Priority Offenders (RAPPO) Project
- Over 400 police officers trained in 'Level 2' Restorative Approaches. 'Level 1' training for the whole force commenced Sep 2013
- CDYOS have expanded restorative justice across all orders within existing resources. All CDYOS staff trained to level 1 Restorative Approaches with 50 case managers and 50 volunteers trained to level 2/3
- Restorative Approach neighbourhood projects piloted in Bishop Auckland, Peterlee and Durham
- Restorative Approaches training requirement has been added to the 'Stronger Families' Workforce Plan
- Funding to support four drug workers to provide family and offender support
- Implementation of the Probation / Jobcentre Plus Data Exchange Agreement
- New 'Step Forward' service developed by housing
- Provision of safe and secure accommodation for vulnerable women offenders
- Implemented a Women's Diversion Project
- Development of processes to support the management of dangerous or violent offenders (falling outside of MAPPA arrangements)

### **Reducing Re-offending Strategy 2014/17**

- 6 The refreshed Reducing Re-offending Strategy 2014/17 is attached at Appendix 2 of this report. It sets out the Safe Durham Partnership's approach to reduce re-offending in County Durham. The strategic objectives are;
- **Prevent inter-generational offending**
  - **Prevent repeat offending**
- 7 Underpinning these strategic objectives are two distinct strands: Adult offenders are managed by the National Probation Service and Durham Tees Valley Community Rehabilitation Company. Young people who offend are managed by County Durham Youth Offending Service.
- 8 The strategy outlines our overall aspirations to reduce re-offending. For adult offenders it is necessary to continue our approach to prioritise the effective management of the most difficult, chaotic and persistent offenders. We will expand our integrated offender management principles to a wider cohort and for those young people who offend we will continue to reduce the number of children and young people entering the criminal justice system.



9 Our priority area of work will focus on the following:

***Prevent intergenerational offending***

- Maintain and develop pre-court assessments and interventions for young people
- Reduce first time entrants to the youth justice system
- Reduce alcohol related offending by young people
- Improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years
- Develop pathways and access for identified health needs of young people who offend (with a focus on Speech, Language and Communication needs)
- Continue to improve and develop our 'Think Family' approach for identified offenders (both adult and young people who offend) and their families

***Prevent repeat offending***

- Manage offence related needs (critical pathways\*) of prolific adult offenders in order to stop their offending
- Expand our integrated offender management approach to lower level offending using alternatives to custody
- Maintain and develop support for women offenders and women vulnerable to offending
- Conduct further mental health research to enhance our understanding and ability to respond to offender needs and links to health support services
- Ensure offenders are retained in effective drug treatment, drug recovery and abstinence
- Develop and promote victim involvement within restorative practices
- Reduce the impact of offending behaviour on public confidence
- Improve partnership performance of the single re-offending measure
- Continue to provide strategic level co-ordination for Safe Durham Partnership issues relating to the Governments Transforming Rehabilitation programme to improve the management of offenders
- Continue to implement Association of North East Councils and National Offender Management Service recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'
- Analyse the impact of Welfare Reform; monitor this in the Force Threat and Risk Group and assess against regional neighbours and most similar Forces

\* The critical pathways are: Accommodation; Drug and Alcohol Misuse; Financial Management and Income; Education, Training and Employability; Children and Families; Health; Attitudes, Thinking and Behaviour; Sexual Exploitation and Domestic Violence.

10 The priority actions have been assigned lead officers and will be monitored by a Red/Amber/Green system within the Reducing Re-offending Delivery Plan.

- 11 The strategy and delivery plan will be delivered and monitored by the Reducing Re-offending Thematic Group. The Strategy will be reviewed on a yearly basis in the context of major national developments for example; the Ministry of Justice 'Transforming Rehabilitation' programme of reforms.

### **Recommendations**

- 12 The Safer and Stronger Communities Overview and Scrutiny Committee is recommended to:
- (i) Note the contents of the report

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**Contact: Sean Barry, Community Safety Officer, Children and Adults Services**  
**Tel: 03000 265 434 E-mail: sean.barry@durham.gov.uk**

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## **Appendix 1: Implications**

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### **Finance**

No adverse implications.

### **Staffing**

The Strategy will be implemented using existing resources.

### **Risk**

No adverse implications.

### **Equality and Diversity**

The Strategy may impact on certain groups of individuals who are over represented in the re-offending cohorts.

### **Accommodation**

No adverse implications.

### **Crime and Disorder**

The Reducing Re-offending Strategy 2014/17 sets out the Safe Durham Partnership's overall approach to reduce re-offending in County Durham.

### **Human Rights**

No adverse implications.

### **Consultation**

Consultation was carried out with stakeholders and service users as part of the strategy development process.

### **Procurement**

No adverse implications.

### **Disability Discrimination Act**

No direct adverse implications.

### **Legal Implications**

No adverse implications.

## **Appendix 2**

The Reducing Re-offending Strategy 2014/17 is attached as a separate file.

The Safe Durham Partnership

*Altogether safer*

# **Reducing Re-Offending Strategy**

**2014 – 2017**



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## Safe Durham Partnership Reducing Re-offending Strategy 2014 – 2017

### 1. Executive summary

1.1 The Reducing Re-offending Strategy 2014 – 2017 sets out the Safe Durham Partnership's approach to reduce re-offending by adults and young people in County Durham. The strategy will be delivered and monitored by the Reducing Re-offending Thematic Group.

1.2 The strategy outlines our overall aspirations to reduce re-offending. For adult offenders it is necessary to continue our approach to prioritise the effective management of the most difficult, chaotic and persistent offenders. We will expand our integrated offender management principles to a wider cohort and for those young people who offend we will continue to reduce the number of children and young people entering the criminal justice system.

Our strategic objectives are;

- Prevent intergenerational offending
- Prevent repeat offending

1.3 Underpinning these strategic objectives are two distinct strands: adults and young people. Adult offenders are managed by the National Probation Service and local Community Rehabilitation Company. Young people who offend are managed by County Durham Youth Offending Service.

1.4 Our priority area of work will focus on the following:

#### ***Prevent intergenerational offending***

- Maintain and develop pre-court assessments and interventions for young people
- Reduce first time entrants to the youth justice system
- Reduce alcohol related offending by young people
- Improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years
- Develop pathways and access for identified health needs of young people who offend (with a focus on Speech, Language and Communication needs)
- Continue to improve and develop our 'Think Family' approach for identified offenders (both adult and young people who offend) and their families

#### ***Prevent repeat offending***

- Manage offence related needs (critical pathways\*) of prolific adult offenders in order to stop their offending

- Expand our integrated offender management approach to lower level offending using alternatives to custody
- Maintain and develop support for women offenders and women vulnerable to offending
- Conduct further mental health research to enhance our understanding and ability to respond to offender needs and links to health support services
- Ensure offenders are retained in effective drug treatment, drug recovery and abstinence
- Develop and promote victim involvement within restorative practices
- Reduce the impact of offending behaviour on public confidence
- Improve partnership performance of the single re-offending measure
- Continue to provide strategic level co-ordination for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders
- Continue to implement Association of North East Councils and National Offender Management Service recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'
- Analyse the impact of Welfare Reform; monitor this in the Force Threat and Risk Group and assess against regional neighbours and most similar Forces

\* The critical pathways (adult offenders) are: Accommodation; Drug and Alcohol Misuse; Financial Management and Income; Education, Training and Employability; Children and Families; Health; Attitudes, Thinking and Behaviour; Sexual Exploitation and Domestic Violence.

- 1.5 The successful delivery of the strategic objectives will rely upon the Safe Durham Partnership effectively coordinating initiatives and mainstreaming activities to maximise partnership resources. Partners across the community, voluntary sector and statutory agencies are committed to working together to deliver services that bring the most impact and provides a focus on early intervention.
- 1.6 This strategy will be reviewed after 12 months in light of the Ministry of Justice 'Transforming Rehabilitation' proposals and implementation reforming the delivery of adult offender services.



## **Safe Durham Partnership Reducing Re-offending Strategy 2014 – 2017**

### **2. Introduction**

- 2.1 The purpose of this document is to set out our strategic direction for reducing re-offending across County Durham. This strategy supports the Safe Durham Partnership Plan 2014/17.
- 2.2 The strategy will be delivered and monitored by the Reducing Re-offending Thematic Group. This strategy will be reviewed on a yearly basis in the context of major national developments for example the Ministry of Justice 'Transforming rehabilitation programme etc.
- 2.2 This strategy acknowledges and reinforces the linkage with other local partnerships such as the Children's and Families Partnership, the Health and Wellbeing Board, the Local Criminal Justice Board and the County Durham Partnership. The governance of this strategy will remain with the Safe Durham Partnership.
- 2.3 Although this document will not highlight all of the partnership activities we have undertaken, our strategic outcomes are informed and shaped both by knowledge and experience of the work in this area.
- 2.4 Following consultation we have determined our strategic aim and outcomes with partners, stakeholders and service users.

### **3. Equality and diversity**

- 3.1 This strategy may impact on certain groups of individuals who are over represented in the re-offending cohorts. Such groups may originate from deprived communities, vulnerable households, those with mental health issues, those with substance addiction and other related factors. This strategy recognises the need to provide support to those vulnerable people who are over represented.
- 3.2 The evidence shows the majority of those impacted are known to be male and therefore a greater proportion of the services will be geared towards male offenders.

### **4. Successes in Reducing Re-offending**

- 4.1 The first Reducing Reoffending Strategy has seen a number of high level achievements made between 2011/13. These include:
  - Youth Offending Service awards for Investing in Volunteers (2013), Intensive Employability Programme (2013) and Fully Integrated Pre Court System (2012)
  - The prolific offenders mentor support extended to all IOM hubs

- Prison pre-release planning with IOM established within HMP Durham
- Embedding Think Family with the introduction of hidden sentence training, implementing the NOMS 'common offer' on troubled families within prison settings, parenting courses delivered in our local prisons and piloting a family support worker in HMP Durham.
- Housing Solutions evaluated and mainstreamed housing officer supporting IOM
- Restorative Justice introduced within IOM as part of the Restorative Approaches for Prolific and Priority Offenders (RAPPO) Project.
- Over 400 police officers trained in 'Level 2' Restorative Approaches. 'Level 1' training for the whole force commenced Sep 2013
- CDYOS have expanded restorative justice across all orders within existing resources. All CDYOS staff trained to level 1 Restorative Approaches with 50 case managers and 50 volunteers trained to level 2/3.
- Restorative Approach neighbourhood projects piloted in Bishop Auckland, Peterlee and Durham.
- Restorative Approaches training requirement has been added to the 'Stronger Families' Workforce Plan.
- Funding to support four drug workers to provide family and offender support
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- New 'Step Forward' service developed by housing
- Provision of safe and secure accommodation for vulnerable women offenders
- Implemented a Women's Diversion Project
- Development of processes to support the management of dangerous or violent offenders (falling outside of MAPPA arrangements)

4.2 Success has been achieved where the motivation of the offender to change has been strong. Where they have been willing to engage with services and accept the interventions offered, such as Integrated Offender Management, Pre-Reprimand Disposal and Restorative Approaches.

4.3 Despite these successes the Reducing Re-offending group will continue to focus on reducing crime, reducing the number of victims of crime and contributing to the delivery of the Safe Durham Partnership vision for a Durham which is; 'Altogether Safer'; where every adult, child and place in County Durham will be, and will feel, safe.

## **5. Our approach to reducing adult re-offending**

5.1 Our approach to reducing adult re-offending in County Durham is founded on the following statements / principles:

- The Safe Durham Partnership is committed to integrated offender management principles as our approach to offender management
- All offenders will be considered as appropriate for interventions, they will be offered opportunities to change their offending behaviour, failure to accept these opportunities or to change will ultimately result in targeted enforcement action
- We recognise that an offender is often part of a family unit or household and their offending behaviour puts the family or household at risk. We will develop interventions and support services around minimising that risk and to break inter-generational offending
- We will consider the 'critical pathway' needs of our offenders to form integral parts of the solution to sustain a long term change in the offenders behaviour

## **6. Our approach to reducing re-offending by young people**

6.1 County Durham Youth Offending Service co-ordinates the provision of youth justice services for young people 10 – 17 and is accountable to a multi-agency CDYOS Management Board. The Safe Durham Partnership will adopt the strategic aims of CDYOS in the Youth Justice Plan 2014/16. These strategic aims are:

- To prevent re-offending by children and young people
- To reduce first time entrants(FTE) to the youth justice system
- To be achieved by delivering specialist interventions
- Underpinned by safeguarding and public protection

6.2 This is underpinned by an improvement priority (within Durham County Council's Plan) to reduce youth crime. The 3 key actions for 2014/17 are:

- Reduce re-offending by young people
  - Implementing the Reducing Re-offending Strategy in respect of young people
  - Implementing the new youth justice assessment framework (AssetPlus)
- Reduce first time entrants (FTEs) to the youth justice system:
  - Developing a quality assurance framework and improvement plan for pre court work
  - Working with partners to implement the Out of Court Disposals (OOC) Scrutiny process
- Reduce the use of custody (both sentence and remand)

- Reviewing and amending the Reducing Remand Bed Nights Strategy
- Reviewing and amending the Reducing Offending by Looked After Children Strategy
- Implementing actions to reduce youth custody based on detailed analysis of custody cases

6.3 The CDYOS Service Improvement Plan breaks these key actions down further and we will support our Youth Offending Service to fulfil these actions by incorporating them into our Reducing Re-offending action plan.

## 7. Strategic aim

7.1 The strategic aim of the Safe Durham Partnership is to reduce crime by reducing re-offending.

## 8. Strategic objectives

8.1 Given the information presented in the annual Safe Durham Partnership Strategic Assessment, coupled with the profile of our offenders in County Durham presented in Appendix 2, this strategy has two clear pathways; one to prevent the repeat offending and inter-generational offending in County Durham; and one to tackle the current offending behaviour.

8.2 The successful delivery of the strategic objectives will rely upon the Safe Durham Partnership effectively coordinating initiatives and mainstreaming activities to maximise partnership resources. Partners across the community, voluntary sector and statutory agencies are committed to working together to deliver services that bring the most impact and provides a focus on early intervention.

8.3 We will promote our successes in reducing re-offending, turning around the lives of offenders and improving victim involvement; to reduce the impact of offending behaviour on public confidence. Our approach will mean fewer victims, fewer crimes and reduced demand on the criminal justice system.

8.3 Our strategic objectives are;

**SO 1: Prevent inter-generational offending**

**SO 2: Prevent repeat offending**

## 9. Priority areas of work

### 9.1 Prevention and early identification

9.1.1 The Safe Durham Partnership recognises that children and families of adult offenders are an important vulnerable group often over looked by services and are one of the most socially excluded groups in society. Approximately 160,000 children in the UK have a parent in prison each year. These children are often vulnerable and at risk of poor outcomes. They are three

times more likely to have a mental health problem or to engage in anti-social or criminal activity than children without a parent in prison.

- 9.12 Offender management teams have embedded 'Think Family' into their work and strong links now exist to promote and support the needs of families and children of offenders. 'Think Family' services now provide parenting courses in our local prisons and we have piloted a family support worker in HMP Durham. A range of staff including Social Care staff receive hidden sentence training giving a clear overview of the issues facing prisoners' families and providing a range of strategies and support. We have implemented the National Offender Management Services (NOMS) 'common offer' on troubled families within prison setting.
- 9.13 The 'Troubled Families' programme is known as 'Stronger Families' within County Durham and our offender management structures, Youth Offending Service and Anti-social Behaviour teams are fully engaged in this work. We know these 'households' are at a greater risk of offending; it is important therefore to break the cycle of offending early with targeted interventions and support rather than wait for the offending behaviour to happen. We will use the learning from the Family Support Worker pilot to inform the Stronger Families mentors involvement in reducing re-offending. The aim is to ensure the children in these families have the chance of a better future themselves, their families and the wider public.
- 9.15 We will continue to improve and develop our 'Think Family' approach for identified offenders and their children and families and we will seek out new opportunities to integrate 'Think Family' resources into our offender management structures.
- 9.16 In County Durham, the rate of First Time Entrants to the youth justice system continues to be lower than the North East region and its statistical neighbours. There are two programmes that have been crucial in delivering sustainable reductions in the number of young people entering the youth justice system in County Durham and developed by County Durham Youth Offending Service. The award winning fully integrated Pre Court System and Pre Caution Disposal provides early assessment of need and intervention.
- 9.17 These programmes improve young people's life chances by ensuring that their needs are identified and met and that they avoid being criminalised. Both are excellent examples of prevention, early identification and value for money. We will continue to maintain and develop pre-court assessments and interventions for young people and to reduce first time entrants in to the youth justice system.
- 9.18 Similarly, County Durham Youth Offending Service will continue to improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years old.

## 9.2 Women Offenders

- 9.21 National data tells us that many female offenders have a background of abuse, and first-hand experience of the care system. The proportion of women prisoners that report abuse in their lifetime is twice that of males. In 2011 self-harm was 10 times higher for women than for men, and females in custody are twice as likely to suffer from anxiety and depression. Many of them will have problems with drugs and alcohol misuse, and nearly two-thirds leave behind dependent children when entering prison. (Strategic objectives for female offenders, MoJ 2013).
- 9.22 These findings are reflected locally; all the females within Integrated Offender Management are Class A poly-drug users. All women have a history of sexual abuse or sexual assault and domestic violence. These females misuse drugs to cope with past trauma in their lives. Tackling their drug dependency and providing robust emotional intervention when replacing their harmful coping strategies is important in terms of their risk of self-harm and re-offending. There is also an absence of positive male role models in the women's lives.
- 9.23 Although none of the women are currently homeless, none have secure appropriate safe accommodation; they struggle to hold down tenancies and in some respects don't know how to manage a property. They are vulnerable to the attention of male offenders, due to fear and low self-esteem and other offenders misuse their property.
- 9.24 In 2013 we introduced a woman's diversion scheme with the aim to divert women offenders from the criminal justice system. It includes custody diversion with inclusion into Integrated Offender Management and a mentoring support element. The project is supported by the Home Office and the Prison Reform Trust and is part of a national Women's diversions pilot.

***'Working with probation and the others came at just the right time. I was ready to engage and take the chance to get my life onto a more even keel. I really appreciated the support, you know, having the mentor to talk to and keeping me on track'***

(Woman's Diversion Scheme).

- 9.25 We will continue to maintain and develop support for women offenders and those women vulnerable to offending.

## 9.3 Accommodation issues for adult offenders

- 9.31 It is widely researched and recognised that securing suitable accommodation can provide the foundations for an offender to leave a chaotic lifestyle. It provides a platform for an offender to change, opening up access to employment, training and benefits opportunities, while also providing access to health and social care such as drug treatment. All of which is essential for offenders to stop offending in the long term.

- 9.32 The majority of offenders have a housing specific need that has been met with a private rented housing solution. The support of a Housing Solutions officer within Integrated Offender Management has created strong and formal links with Register Social Landlords and has encouraged them to contribute to housing solutions for offenders. The Reducing Re-offending Group will continue to support the work in this area through Durham County Council County Durham Homelessness Strategy 2013-18.
- 9.33 Across the Homelessness Action Partnership there is continued concern that welfare reforms will have an adverse effect upon the vulnerable groups, including offenders. Vulnerable groups will experience a shortfall between the Housing Benefit and the basic rental cost, even for those properties in the most deprived areas where rental costs are cheaper. Other budgetary restraints have the potential to further exacerbate this problem.
- 9.34 We will continue to work with the Homelessness Action Partnership around barriers to social housing for offenders and ex-offenders in regards to exclusions. We will support the Regional Homelessness Group in their engagement with social housing providers working with those services managing offenders to ensure blanket exclusions are not applied and a partnership approach to assessment / support and access is developed. We will advocate stronger links with the Association of North East Councils (ANEC) and the National Offender Management Service (NOMS) regional offender housing group with the work of the Regional Homelessness Group.
- 9.35 Female offenders are particularly vulnerable in terms of safe and secure housing need and historically the absence of any form of supported accommodation and the lack of alternative provision means they most often return to their previous partner(s), and a continuation of their criminal activity. In 2014 the Commissioning Section of Children and Adults, Durham County Council (formerly Supporting People) remodelled an existing service to provide safe and secure accommodation for vulnerable women. We have also been successful in a recent bid to 'Making Every Adult Matter' for an additional support worker.

#### **9.4 Offender skills and employment**

- 9.41 The educational standard of the male adult offender cohort is in general very low and their skill levels are limited. In most cases they have no previous employment.
- 9.42 Current emphasis on female offenders is towards maintaining suitable accommodation and drug treatment. Their criminogenic needs are complex however the particular needs of women offenders are recognised; and we will ensure an holistic approach which addresses need, empowers and promotes their economic and social inclusion.
- 9.43 The Safe Durham Partnership will engage with local business community and voluntary sector to identify local skill shortages, vocational need, appropriate training for jobs should be explored together with standard

mainstream training opportunities. We aim to make this available both for offenders in the community and short term prisons sentencing / resettlement prisons.

- 9.44 We will continue to place emphasis on volunteering work for offenders developing opportunities to engage with local community projects and local voluntary organisations.
- 9.45 Many offenders face significant problems achieving financial stability and appropriate access to benefits. For those offenders without employment Offender Managers will ensure offenders have contacted and engaged with welfare benefits to help maintain basic living requirements.
- 9.46 Further analyse of welfare reforms will be taken forward by the Force Threat and Risk Group and be assessed against regional neighbours and most similar forces. The Reducing Re-offending group will monitor this work and adjust initiatives and support accordingly.
- 9.47 County Durham Youth Offending Service has implemented its Intensive Employability Programme providing intensive support and guidance for a targeted group supervised by CDYOS on a range of orders. The majority are high crime causers, with significant offending histories and multiple complex needs.
- 9.48 The programme works with all the Further Education colleges and training providers (statutory and voluntary sector) in County Durham to support successful progression into appropriate, accredited education, training and employment, with the aim of preventing re-offending. The programme, works with young people on a 1-2-1 basis, responsive to individual needs. Engagement in the programme is voluntary, but close working between the Intensive Employability Programme Officer and case managers in CDYOS has resulted in excellent engagement, retention and progression rates. The programme is now mainstreamed as part of CDYOS core business.

***'If I didn't have this I would have reoffended. I would have ended up getting drunk, fighting with someone and be back in prison. Now I'm looking forward to finding a job.'***

(‘Engaging Vulnerable Young People’ – Interim Evaluation of the County Durham ESF Project, January 2012).

## **9.5 Gaining access to health and social care services**

- 9.51 The Bradley Report (2009) is quite clear that intervening as early as possible in the criminal justice process provides the best opportunity for improving how people with mental health problems or learning disabilities are managed, with a particular focus for services to be developed around the whole family. Effective health interventions have the potential not only to impact on immediate offending and re-offending rates, but also to influence children and young people away from an adulthood of offending.



- 9.52 Dual diagnosis of mental health and drug / alcohol problems is commonplace among our offender cohort. However, our offenders have experienced significant problems gaining access to adequate health and social care services. The 2011 Durham Tees Valley Probation Trust Health Needs Assessment found that offenders had four main issues; mental health (depression, stress and anxiety), smoking, dental issues and anger management, with mental health taking over as the highest priority need. Similarly, the County Durham Women's Diversion project mentioned at 9.24 shows that 21% (29) of women taking part in the 'Women's Diversion Project' have a mental health problem.
- 9.53 Providing motivational support to access services has begun to provide a pathway into health services for those offenders within Integrated Offender Management receiving mentoring support.
- 9.54 With funding from the Big Diversion Project a Criminal Justice Liaison Nurse (CJLN) has been attached to the Integrated Offender Management in the east of the county. It aims to identify 'frequent users' of the Criminal Justice Services who have associated mental health, learning disability or drug and alcohol issues. It works to signpost and engage health services to reduce offender contact with the Criminal Justice Services. 80% of referrals were male. The average age of clients was 27 and none were in employment. All were registered with a GP and 88% had over 10 previous convictions. Most had served a prison sentence, had existing license or supervision requirements and had previous contact with Mental Health services.
- 9.55 The top three primary Mental Health diagnosis results included personality disorder, schizophrenia or other delusional disorder and depressive illness. Funding from the North East Offender Health Commissioners will see the project run to March 2015. A further funding bid will hope to see two further Criminal Justice Liaison Nurse's attached to Integrated Offender Management.
- 9.56 The relationship between mental health and crime and disorder has not suddenly emerged as a key risk. However, our understanding of that relationship and ability to respond to it would benefit from further research.
- 9.57 The Mental Health Crisis Care Concordat is a commitment from organisations to prevent crises through prevention and early intervention. In County Durham this work will be delivered through the Mental Health Framework Implementation Plan and is currently being developed by the Mental Health Partnership, a sub group of the Health and Wellbeing Board. The Mental Health Framework Implementation Plan is also the local implementation plan of the national 'No Health without Mental Health' strategy.
- 9.58 We will support actions in the Mental Health Framework Implementation Plan, develop better links to health support services and the strategic link to health at the Reducing Re-offending Group will also be strengthened.

9.59 Young people in the youth justice system have a range of complex health needs. All young people who offend (pre and post court) in County Durham receive a basic health screening as part of the assessment process by County Durham Youth Offending Service (CDYOS). This is undertaken by generic case managers in the service and any health issues evident or suspected are referred to one of the three Community Nurses for more specialist assessment and intervention. This screening process has identified the following priority issues.

- Sexual health
- Healthy Lifestyles
- Mental Health
- Self Harm
- Attention Problems
- Learning Disabilities
- Substance Misuse Needs
- Social Vulnerability Needs
- Speech, Language and Communication Needs

## **9.6 Speech, language and communication needs of young people who offend**

9.61 CDYOS has identified Speech, Language and Communication Needs (SLCN) as a major priority. National research suggests that 60-90% of young people in the youth justice system have an undiagnosed speech, language or communication need. All case managers in CDYOS have been trained in SLCN awareness during 2013. Young people's offending is often linked to poor Speech, Language and Communication skills. The frustration of not being able to articulate complex emotions, combined with other unmet needs, frequently increases offending – and the young person's journey in the criminal justice system can have an adverse effect on his/her emotional wellbeing.

9.62 CDYOS has been chosen as 1 of only 31 youth offending services nationally to work with the British Dyslexia Association on a 2 year programme (commencing April 2014) funded by the Department for Education (DfE) in order to become a dyslexia friendly Youth Offending Service. This is an exciting opportunity to improve outcomes for young people in the youth justice system in County Durham.

9.63 Partnership work with the North Durham Clinical Commissioning Group (NDCCG), CDYOS and Speech and Language Therapy Services, County Durham and Darlington Foundation Trust (CDDFT) has resulted in an innovative pilot project. Non-recurrent funding from NDCCG supplemented by CDYOS, has enabled the secondment of a Speech and Language Therapist from CDDFT to CDYOS for 7 months (March – Sept 14).

9.64 The aim of the pilot is to review and improve all CDYOS' communication processes with young people. The pilot will ensure CDYOS staff are able to identify and support young people's speech, language or communication needs; improve young people's understanding of the criminal justice process; improve outcomes and reduce re-offending.

9.65 Learning from the pilot will be shared with partners to inform broader communication-friendly practice across the criminal justice arena. The SLT pilot is being extended to include young victims of youth crime as well as young people who offend.

## **9.7 Drug and alcohol misuse**

9.71 Through adult offender management the level of offender engagement with the drug treatment system is good. However, there are a number of offenders who choose to 'top up' their substitute prescriptions with heroin and other cocktails of drugs.

9.72 The partnership will continue to move from a position of effectively managing an offender's drug use to actively engaging, encouraging and providing assistance to offenders in their efforts to become drug free. We will ensure offenders are retained in effective drug treatment, drug recovery and abstinence.

9.73 Recovery Academy Durham began in Dec 2011, funded by the NHS and aligned to the Drug Treatment Service. It was set up to enable recovery from drug and alcohol dependency and is the first of its kind in the region. It is helping graduates live completely drug free lives.

9.74 The quasi-residential abstinence based recovery service delivers a proven comprehensive 12-step recovery model to enable recovery from drug and alcohol addiction. The academy's 12-step programme includes a course of intensive study, on a one-to-one basis with trained peer therapists, and offers opportunities for education, employment and training. In addition, services are also delivered to offenders in all four of the county's prisons as Integrated Drug Treatment Services.

***'I put 100 per cent into the program which showed me a new way to live and a better way to live. Drugs weren't the problem – I was. We can't change the drugs, we can only change ourselves. I had to learn the program and learn how to apply it to my life.***

***I am 17 month clean now and I work as a volunteer for NECA as a drug and alcohol recovery ambassador in County Durham, helping addicts find recovery. I have got a life beyond my wildest dreams.'***

(Recovery Academy Durham).

9.75 A sister project is also delivered on HMP Durham's I Wing and allows clients to transfer to the recovery academy to begin the programme on completion of their sentence.

9.76 During 2012/13, the Drug Intervention Programme team in County Durham approached 5,208 people from within police custody (4,383) or courts (825) and referred 240 to County Durham Community Drug Service. 80% of those approached within Police custody declined to engage, as did 73% of those seen through the courts. Within the same period, 251 referrals to County Durham Community Drug Service were recorded as coming via Drug

Intervention Programme team and arrest referral routes. This suggests that the links between Drug Intervention Programme and structured treatment services are strong.

- 9.77 Alcohol related youth offending continues to see reductions. 23.8% of youth offending in 2013/14 was alcohol related; a reduction of 20.1% on the previous year. The number of young people committing alcohol related offences also reduced by 21.5% from 233 in 2012/13 to 183 in 2013/14. As expected there are differences when alcohol related offending is broken down by age group. 32.6% of all offences committed by young people aged 16 or over were alcohol related, compared to 17.8% for those aged 14-15yrs and 2.6% for those aged 10-13yrs. All age groups saw a reduction in the number of alcohol related offences committed when compared to 2012/13. Although these figures are encouraging, CDYOS will continue to focus on reducing alcohol related offending by young people.
- 9.78 CDYOS, as a specialist service, provides tier 1 and 2 interventions in house. Tier 3 is provided by 4Real – robust pathway from CDYOS. Number of referrals to 4Real from CDYOS has reduced due to impact of CDYOS early intervention.

## **9.8 Restorative Approaches**

- 9.81 In 2013 the Safe Durham Partnership began a programme to bring together existing work around delivering restorative approaches with a view to delivering a 'Restorative' County Durham. A Restorative Approach brings those harmed by crime or conflict and those responsible for the harm together, enabling everyone affected by the incident to play a part in repairing the harm and finding a positive way forward.
- 9.82 All front line police officers have been trained in Level 2 Restorative Approaches (over 400 officers) and are actively using restorative justice interventions in everyday interactions with harmer / harmed (offender / victim). This includes people going through the Criminal Justice System or as a police led diversion. The rollout of Level 1 training (for the rest of the force) has commenced with all staff trained by 2014/15.
- 9.83 Using restorative approaches to low level incidents of crime, anti-social behaviour, and neighbour disputes are bringing people together to resolve conflict and is being successfully used as a diversion from more formal complaints and incident reporting. Partners have incorporated restorative practice into local problem solving to manage and de-escalate incidents. Anti-social behaviour escalation procedures now incorporate a restorative step in the process before more punitive measures are taken.
- 9.84 County Durham Youth Offending Service (CDYOS) has expanded restorative justice across all orders within existing resources in both pre court, out of court and post court. All young people now working with the service now have the opportunity to access a restorative justice intervention and all staff have a responsibility for implementing restorative justice interventions. A drive to improve victim involvement in reparation sees

CDYOS contact all identified victims of youth crime. 64% of identified victims participated in direct or indirect restorative processes (April – Dec. 2013) compared to 45% (April – Dec 2012). All staff within CDYOS have been trained to level 1 with 90 staff and volunteers trained to level 2/3.

- 9.85 The Restorative Approaches for Prolific and Priority Offenders (RAPPO) project delivers Restorative Justice Conferencing to offenders and their victims through joint working with Integrated Offender Management and HMP Durham. To date over 35 conferences have taken place with 16 of these held in a prison setting. The restorative justice work with IOM teams is now embedded into mainstream work.

***‘For me RJ was one of the hardest things I ever had to do. In the past a victim was just a piece of paper in the form of a statement and it was easy for me to justify my actions to a faceless A4 piece of paper. The RJ conference had a massive impact, meeting the victim really made me think.’***  
**(Ex Offender)**

(Restorative Approaches for Prolific and Priority Offenders (RAPPO) project).

- 9.86 ‘Looked After Children’ Services have used restorative approaches for some time as it has proved to contribute to placement stability (consistently around 98%), low staff turnover, dealing with conflict without damage to individuals and promoting wellbeing. Restorative Approaches is also being promoted in schools to improve the learning environment and developing important skills for learning; reducing exclusions and improving attendance.
- 9.87 A comprehensive training program is being delivered across a number of agencies to embed restorative approaches in an ever widening range of services. Our approach means fewer victims, fewer crimes and reduced demand on the criminal justice system.
- 9.88 We will continue to develop and promote restorative practices with a focus on victim involvement.

## **9.9 Regional and National Drivers**

### **Transforming Rehabilitation**

- 9.91 In May 2013 the Ministry of Justice published ‘Transforming Rehabilitation: A Strategy for Reform’. The strategy sets out the Government’s plans for transforming the way in which adult offenders are managed in the community and provides strategic direction for taking forward the probation and rehabilitation reforms. The proposals for reforming the delivery of adult offender services include:

- A new public sector National Probation Service dealing with all those who pose the highest risk of serious harm to the public
- Twenty one regional private sector Community Rehabilitation Companies managing all other adult offenders

- Extending statutory supervision and rehabilitation to those offenders sentenced to less than 12 months in custody
- Reorganising the prison estate to provide 'resettlement' prisons and a nationwide 'through the gate' resettlement service

9.92 A Safe Durham Partnership Task and Finish group was established in January 2014 providing strategic level co-ordination of Safe Durham Partnership issues relating to the 'Transforming Rehabilitation' programme during the transition of probation services across County Durham. The group is working to mitigate risks and issues that include the speed of change for planned reforms, reduced funding, offender access in resettlement prisons, management of the Community Rehabilitation Company contract post award and the working arrangements for statutory and non-statutory partnership responsibilities.

9.93 The national programme of reform continues at speed with tight and challenging deadlines. The Ministry of Justice are now in the implementation phase of these changes. Forthcoming milestones include:

- Replacing Probation Trusts with a new National Probation Service and public sector Community Rehabilitation Companies on 1 June 2014
- Completion of the competition process in October 2014
- Contract Package Areas awarded and ownership of the Community Rehabilitation
- Companies transferred by January 2015

9.94 The Task and Finish Group will continue to provide strategic level co-ordination throughout 2014/15 for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders.

9.95 The delivery of a Safe Durham Partnership Reducing Re-offending Strategy will provide the local framework for the effective management of offenders and their families in County Durham.

#### **Association of North East Councils and the National Offender Management Service**

9.96 In September 2013 the Association of North East Councils (ANEC) and the National Offender Management Service (NOMS) reported their finding and recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'. Through Community Safety Partnerships and Health and Wellbeing Boards local authorities have a vital role to play in reducing re-offending.

9.97 The Safe Durham Partnership has full engaged with this project and we will integrate appropriate recommendations including; women offenders, welfare rights and mental health needs; highlighted in the project into our Reducing Re-offending Delivery Plan.

## **10. Priority actions**

10.1 Although provision to manage offenders in County Durham is strong, there is still more work to be done to address the needs of offenders before they become prolific and entrenched in their attitudes and behaviours. We will expand our integrated offender management principles to a wider and lower level cohort, providing diversion and interventions away from the Criminal Justice System.

10.2 With limited resources available more emphasis must be placed on the services already provided rather than adding to the list of support already available. The joining up of services where possible to provide more robust support and changing services where necessary to fill the identified need, must be the overriding priority.

10.3 We have identified and categorised our priority action that sit under our strategic objectives and will form the basis of our delivery plan.

### **10.4 SO 1: Prevent inter-generational offending**

We will

- Maintain and develop pre-court assessments and interventions for young people
- Reduce first time entrants to the youth justice system
- Reduce alcohol related offending by young people
- Improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years
- Develop pathways and access for identified health needs of young people who offend (with a focus on Speech, Language and Communication needs)
- Continue to improve and develop our 'Think Family' approach for identified offenders (both adult and young people who offend) and their families

### **10.5 SO 2: Prevent repeat offending**

We will

- Manage offence related needs (critical pathways\*) of prolific adult offenders in order to stop their offending
- Expand our integrated offender management approach to lower level offending using alternatives to custody
- Maintain and develop support for women offenders and women vulnerable to offending

- Conduct further mental health research to enhance our understanding and ability to respond to offender needs and links to health support services
- Ensure adult offenders are retained in effective drug treatment, drug recovery and abstinence
- Develop and promote victim involvement within restorative practices
- Reduce the impact of offending behaviour on public confidence
- Improve partnership performance of the single re-offending measure
- Continue to provide strategic level co-ordination for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders
- Continue to implement Association of North East Councils and National Offender Management Service recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'
- Analyse the impact of Welfare Reform; monitor this in the Force Threat and Risk Group and assess against regional neighbours and most similar Forces

\* The critical pathways for adult offenders are: Accommodation; Drug and Alcohol Misuse; Financial Management and Income; Education, Training and Employability; Children and Families; Health; Attitudes, Thinking and Behaviour; Sexual Exploitation and Domestic Violence.

## **11. Performance monitoring**

- 11.1 This strategy is supported by the performance arrangements of the Safe Durham Partnership.
- 11.2 The strategy will be reviewed annually, and be informed by the Safe Durham Partnership annual Strategic Assessment.
- 11.3 The strategic objectives and priority actions will be assigned lead officers and be monitored by a RAG system within a delivery plan and reviewed quarterly.
- 11.4 The Reducing Re-offending Group has agreed a performance framework (Appendix 3), enabling them to monitor performance against outcomes, targets and delivery plans. Performance reports will be presented and reviewed quarterly.

**ENDS**



## Appendices

These appendices have been attached to support the main strategy document.

Appendix 1 provides a national and local context to the development of the Reducing Re-offending agenda as it had developed over the last twelve years.

Appendix 2 gives details of our 2010/11 to 2013/14 performance.

Appendix 3 provides a snap shot of our offender profiles in 2013, the information is already historic as offender information is regularly updated and presented to the Reducing Re-offending Group.

Appendix 4 gives an example of the Reducing Re-offending Group performance framework which will continue to be developed and refined as the Reducing Re-offending Strategy is implemented.

### Appendix 1 – National and local context

'Reducing Re-offending by Ex-prisoners' (2002) was a highly influential report. It highlighted for the first time the poor social, economic and educational disadvantage faced by the majority of prisoners, it stated that prisoners were on average:

- 13 times more likely to have been taken into care as children
- 20 times more likely to have been excluded from school
- 13 times more likely to have been unemployed
- 35 times more likely to have been homeless
- 20 times more likely to have been suffering from two or more mental disorders

In 2004 The National Offender Management Service (NOMS) introduced the idea of structuring interventions around seven 'critical pathways' and promoted action at national, regional and local level. The critical pathways are:

- Accommodation
- Drug and Alcohol Misuse
- Financial Management and Income
- Education, Training and Employability
- Children and Families
- Health
- Attitudes, Thinking and Behaviour

In the same year the Government launched its Prolific and Priority Offender (PPO) Strategy designed to tackle the small number of offenders who were responsible for a large percentage of crime. The strategy had 3 clear strands:

- **Deter** – those offenders who are already active, or those whose families have a criminal career, from becoming the next prolific offenders
- **Catch and convict** – those offenders who are already prolific
- **Rehabilitate and resettle** – those offenders who are already prolific, to effectively break the cycle of offending

In 2009 a joint document was published by the Ministry of Justice and the Department for Children, Schools and Families proposing a framework for improving the local delivery of support for families of offenders. The key principles within the framework are:

- Offenders having the opportunity (both in custody and the community) to maintain and develop appropriate family and community ties
- The well-being and safeguarding needs of offenders' children are taken into account at all stages of the Criminal Justice System (CJS) and by local authorities and other local agencies delivering services to children
- Families and children of offenders are treated with respect and helped with appropriate information and support through the coordination of local services

In 2009 a joint policy document was published by the Home Office and the Ministry of Justice providing Community Safety Partnerships (CSP) and Local Criminal Justice Boards (LCJB) with a new framework for the management of repeat offenders, intended to enhance the success of PPO schemes. The document introduced a structure known as Integrated Offender Management (IOM) providing key principles for the development of IOM as well as addressing potential overlaps between existing approaches.

In July 2010 the Coalition Government through the Ministry of Justice and Home Office published 'Draft Structural Reform Plans' and included:

- A new Reducing Re-offending strategy
- Improving and providing more effective rehabilitation of offenders
- Helping offenders to get off drugs
- Developing detailed options for sentencing reform including more community sentencing

In May 2013 the Ministry of Justice published 'Transforming Rehabilitation: A Strategy for Reform'. The strategy sets out the Government's plans for transforming the way in which adult offenders are managed in the community and provides strategic direction for taking forward the probation and rehabilitation reforms. These include:

- The creation of a new public sector National Probation Service
- Commissioning probation services within new regional contract package areas aligned with clustered local authority boundaries
- Extending statutory supervision and rehabilitation to all 50,000 of the most prolific group of offenders, (those sentenced to less than 12 months in custody)
- Reorganising the prison estate to provide 'resettlement' prisons and a nationwide 'through the gate' resettlement service
- Opening the majority of probation services to competition at a local as well as national level
- A new payment by results incentive for market providers to focus on reforming offenders and reducing reoffending rates

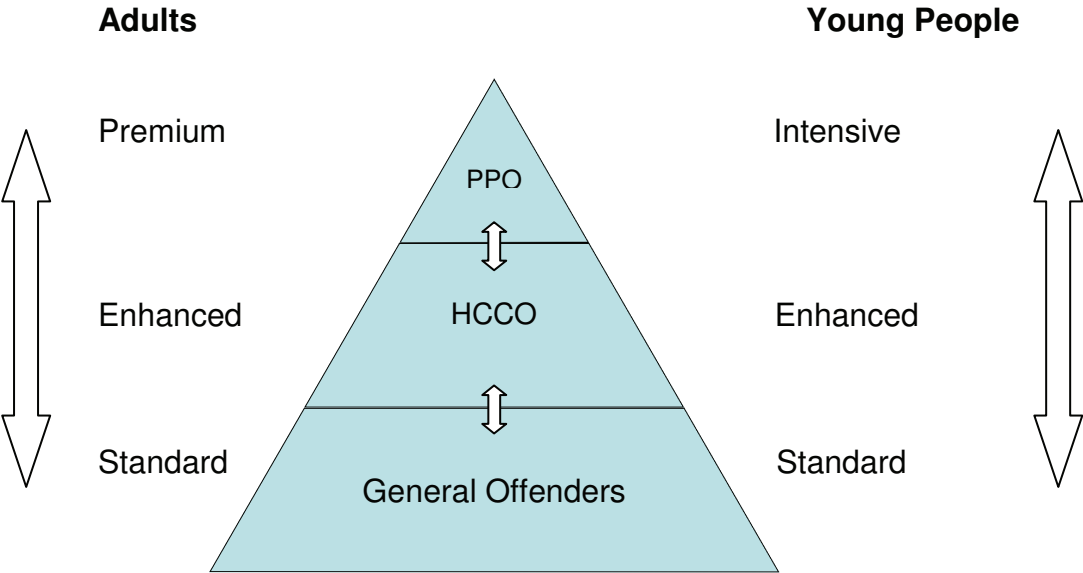
Adult offenders managed by the new National Probation Service will include all those who pose the highest risk of serious harm to the public – this group will include those subject to Multi-Agency Public Protection Arrangements. The new National Probation Service will continue to carry out assessments of the risk of serious harm posed by each offender and advise the courts and Parole Board accordingly.

All other adult offenders will be managed and supervised by Community Rehabilitation Companies.

Transforming Rehabilitation programme proposes a number of reforms to the existing legislation regarding the sentencing and release of offenders, including the introduction of supervision on release for offenders serving custodial sentences of less than 12 months and changes to the requirements available to the court as part of community orders and suspended sentence orders. On 9 May 2013, the Offender Rehabilitation Bill was introduced into the House of Lords. This Bill implements the sentencing and release reforms set out in the Transforming Rehabilitation programme.

**County Durham perspective**

The delivery of a Safe Durham Partnership Reducing Re-offending Strategy provides the local framework for the effective management of offenders in County Durham. Robust service provision and support is in place for managing high harm, high risk offenders such as the MAPPAs and MARAC case conferences.

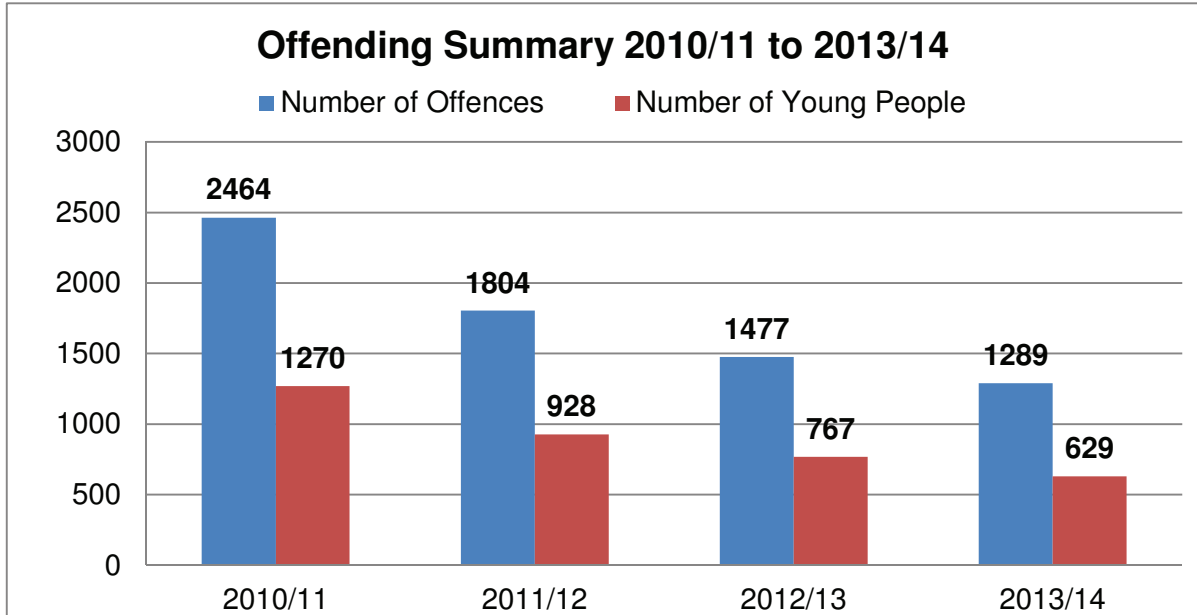


Offender management within County Durham is provided as a tiered approach with the effective management of the most difficult, chaotic and persistent offenders while expanding our integrated offender management principles to a wider and lower level cohort.

## Appendix 2 – County Durham Performance 2010/11 – 2013/14

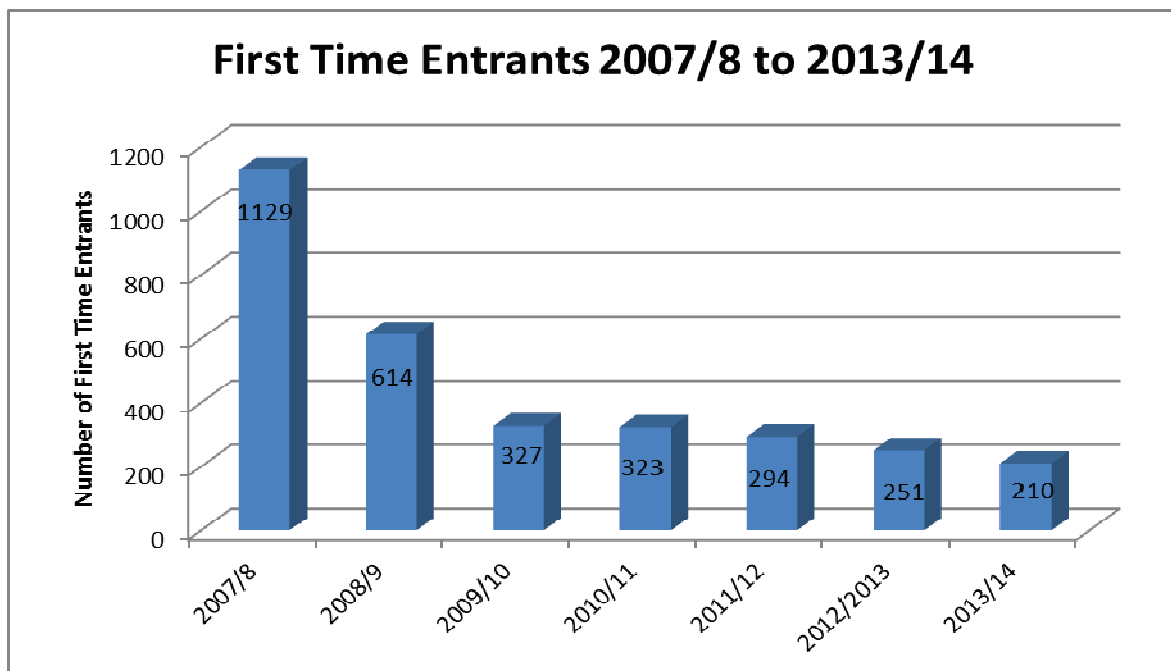
### Young People

- **47.7% reduction** in the number of offences committed and a **50.5% reduction** in the number of young people offending (2010/11 – 2013/14). This includes all offences committed by young people aged 10-17 years, resulting in a pre-reprimand disposal (PRD) – a pre caution disposal (PCD) since April 2013 - pre court/out of court decision or court conviction.



### First Time Entrants 2007/08 - 2013/14

- Between 2007/08 and 2013/14 we have achieved **81.4% reduction** in first time entrants, from 1129 in 2007/08 to 210 in 2013/14.



## Adults

- Percentage change in detected crimes for offenders in the IOM cohort over the last 12 months for 2013/14 was 65%. The average between April 2010 and March 2013 was 58.5%.
- Proportion of IOM (all) offenders re-offending (cautioned, reprimanded & convicted) in 2013/14 was 23%. The average between April 2010 and March 2013 was 23.7%.

INDICATOR	2010/11	2011/12	2012/13	2013/14	
Percentage change in detected crimes for offenders in the IOM cohort over the last 12 months (replaces NI 30)	50% Reduction	61% Reduction	58% Reduction	65% Reduction	<b>58.5% average</b>
Proportion of IOM (all) offenders re-offending (cautioned, reprimanded & convicted):	24%	23%	25%	23%	<b>23.7% average</b>

## National Indicators

From April 2009 – March 2011 the National NI30 Priority & Prolific Offender re-offending rate showed that Durham achieved a 37% reduction against a Home Office target of 24%. (The NI30 national performance indicator was abolished from March 2011).

The new National Single Indicator for re-offending covers proven re-offending in England and Wales. It gives proven re-offending figures for offenders who were released from custody, received a non-custodial conviction at court, received a caution, reprimand, warning or tested positive for opiates or cocaine. Proven re-offending is defined as any offence committed in a one year follow-up period and receiving a court conviction, caution, reprimand or warning in the one year follow up. Following this one year period, a further 6 months is allowed for cases to progress through the courts. The new NI has a 21 month lag.

Most recent data shows Durham having a rate of 29.2% of proven re-offending between January 2011 and December 2011 (compared to 26.8% nationally).

In terms of the new National Single Indicator for re-offending, County Durham has the lowest rate across the region but is higher than the national average.

## **Appendix 3 – Offender profiles**

### **Integrated Offender Management (IOM) – Adult offender profiles**

The Integrated Offender Management teams continually refresh the IOM cohort and tracks their offending behaviour while on the scheme against their previous years offending.

The following is a breakdown of the 195 offenders in the cohort as of August 2013;

- The majority of offenders are male with ages spread evenly from 18 to 33
- The cohort of 195 offenders was responsible for 889 offences in 2012/13
- The main offences being shop theft, burglary, drugs, and vehicle crime
- Of the 195 offenders only 2 were assessed as not having an issue with substance misuse. Heroin was the most frequently problematic drug abused with many offenders using more than one substance, (poly-drug users)
- 69% of the cohort has accommodation issues linked to their re-offending
- At the end of 2012/13, only 1 of the cohort was in legitimate employment
- 78 of the 195 offenders have children. 35 have no contact with their children, 31 have contact and 12 live with their children
- There are 58 PPOs (1 female), 42 Drug Rehabilitation Requirement Offenders (9 female) and 95 High Crime Causers (27 women)
- All the females within IOM are Class A poly-drug users, (Heroin, Cocaine, Amphetamine & Benzos)
- There is a history of sexual abuse, sexual assault and domestic violence within the female cohort.
- There is an absence of positive male role models in the female's lives
- No female offenders have secure appropriate safe accommodation
- Main crime type for female offenders is shop theft

## Youth Offending Service – Young people offender profiles

A total of 1,477 offences were committed by 767 young people aged 10-17 (605 male and 162 female) across County Durham in 2012/13.

- 50% (737) of all offences were committed by young people aged 16 or over
- 33% (487) committed by 14-15 year olds
- 17% (253) committed by those aged 10-13 years
  
- 85% (1251) of all offences were committed by males
- 15% (226) by females

Acquisitive and violent crime remain the top 2 offences, though both saw a reduction from previous years; Acquisitive crime 29.3% from 468 to 331 offences and violence offences 13.6% from 381 to 329.

Of the 1,477 offences, 383 (25.9%) were alcohol related, a reduction on the previous year, while the number of young people committing alcohol related offences also reduced from 310 to 233. The three most frequent alcohol related offences committed by young people across the County were public order (83), violence against the person (82) and criminal damage (76).

As expected there are differences when alcohol related offending is broken down by age group. 35.4% of all offences committed by young people aged 16 or over were alcohol related, compared to 23% for those aged 14-15yrs and 4% for those aged 10-13yrs. All age groups saw a reduction in the number of alcohol related offences committed when compared to 2011/12.

157 young people (131 male and 26 female) were tracked during 2012/13 for the 2012 cohort. This breaks down into the following tiers:

- Pre-Court (reprimands and final warnings) = 67
- First Tier (referral and reparation orders, fines and discharges) = 45
- Community Penalties (all court orders excluding referral & reparation orders) = 36
- Custodial Release = 9

The 2012 cohort, tracked until June 2013, saw 62 of the 157 young people re-offending (39.5%) within 12 months, an 18.6% reduction when compared to the previous cohort (2011) where 48.5% re-offended.

CDYOS will track a new cohort of 151 young people (124 male and 27 female) during 2013/14. This breaks down to 55 young people 'Pre-Court', 55 'First Tier', 34 'Community Penalties' and 7 'Custodial Release'.

8.3% (17 young people) of the total 2013 cohort were aged 18 years or over at the end of March 2013. This will increase to 24.4% (50 young people) by the end of December 2013 and 39.5% (81 young people) by the end of the monitoring period in June 2014.

## Appendix 4 – Reducing Re-offending Performance Framework

### Reducing Re-offending Performance Report

Indicator	2013/14 Outturn	2014/15				2014/15 Target	Notes
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
Percentage change in detected crimes for offenders in the Integrated Offender Management (IOM) cohort over the last 12 months (replaces NI 30)							
Number of First Time Entrants into the Youth Justice System (Local measure)							
Rate of First Time Entrants per 100,000 10-17 population (National measure)							
Proportion of children and young people re-offending in a 12 month period (Binary measure)							
Number of offences per young re-offender (Frequency measure)							
Custody rate per 1,000 10-17 population							
Proportion of IOM offenders re-offending (cautioned & convicted):							



Change in offending (detected crimes) for offenders in the IOM cohort during Drug Rehabilitation Requirements (DRRs) for Class A drugs										
Proportion of IOM offenders re-offending after prison release										
Proportion of all offenders (adults & juveniles) re-offending in a 12-month period										
Time lapsed from custody release to re-offending for the IOM cohort										
Proportion of IOM offenders re-offending under statutory supervision (managed by CRC)										

**ENDS**

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**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**Update on the Anti-Social  
Behaviour, Crime and Policing Act  
2014**

**28 October 2014**



**Safe Durham Partnership**

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**Report of Chief Superintendent Ivan Wood, Chair of the Anti-Social  
Behaviour Group**

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**Purpose of the Report**

1. The purpose of this report is to update the Safer and Stronger Communities Overview and Scrutiny Committee with the detail and implications of the Anti-Social Behaviour (ASB), Crime and Policing Act 2014.

**Background**

2. In July 2010 the Home Secretary announced a review of the Anti-social Behaviour Toolkit, to ensure it offered better protection to victims and communities and a more effective deterrent to perpetrators. The Home Office carried out an analysis of the use of specific tools and the way that different practitioners used the current toolkit and put forward some proposals for radically simplifying and improving this to tackle anti-social behaviour. In February 2011 the Government sought views on the proposals and consultation was carried out. The Safe Durham Partnership (SDP) submitted a response to this consultation in April 2011.
3. In May 2012, the Government published its White Paper 'Putting Victims First – More Effective responses to Anti-social Behaviour', with a proposal to introduce a simpler toolkit with 19 complex existing powers reduced to just 6 simple new ones.
4. In December 2012, the Government published the Draft Anti-social Behaviour Bill. Consultation was carried out on this until March 2013. Partnership responses were collated and agreed by the Anti-social Behaviour Group and then submitted as a Safe Durham Partnership response to the Home Office.
5. The Bill has been progressing through legislation and was introduced in the Queen's Speech as the Anti-social Behaviour, Crime and Policing Bill which proposed a raft of measures not only to tackle anti-social behaviour, but also to make forced marriage illegal and improve professional standards of the Police.
6. This Bill became an Act of Parliament in March 2014. (See Appendix 2 for an overview of the Act.) Part 5 of the Act was implemented on the 13 May 2014, which extends the scope of the existing ASB grounds to cover nuisance to the landlord or their employees, and the new riot related discretionary possession ground also came into force on that date.

7. The range of new powers to tackle anti-social behaviour came into effect on 20<sup>th</sup> October 2014. (See Appendix 3 for an outline of the new ASB tools and powers).
8. There will be a delay to the introduction of Part 1 of the Act, the civil injunction. This will allow changes to be made to the civil legal aid system to ensure that applications for advocacy assistance can be assessed for those involved in civil injunction hearings. These changes should be completed by the end of January 2015 at the latest.
9. Changes to the Dangerous Dogs Act came into force on the 14 May 2014. Dog owners can face prosecution if their dog attacks a person in their home or on any private property, except if they attack a trespasser. This gives protection to those who provide services in the community – housing officers, postal workers, nurses, utility workers etc. The maximum sentences for allowing a dog to attack someone have been substantially increased from two years for a fatal dog attack to 14 years; from two years for injury up to five years, and up to three years if an assistance dog is attacked. There are now new preventative powers for the police and local authorities so they can act early to stop dog attacks before they occur. These measures include steps the dog owner can take to address their own or their dog's behaviour, e.g. attending dog training classes, repairing fencing to their property to prevent the dog escaping, requiring their dog to be muzzled in public. Further measures to help tackle irresponsible dog ownership will come into force in April 2016 when micro-chipping will be a legal requirement for all dogs in England.
10. On 16 June 2014, Part 10 of the Act came into force, making it a criminal offence in England and Wales to force people into marriage. Parents who force their children to marry can be punished by up to seven years in prison. Previously, courts have only been able to issue civil orders to prevent victims being forced into marriage. The new law applies also to UK nationals at risk of being forced into marriage abroad. The civil remedy of obtaining a Forced Marriage Protection Order through the family courts will continue to exist alongside the new criminal offence, so victims can choose how they wish to be assisted.

### **Current Position**

11. The Anti-social Behaviour thematic delivery group of the Safe Durham Partnership have been planning towards the implementation of these new powers. A Scoping Day was held in January 2014 with a range of partners to look at the challenges and opportunities of the ASB, Crime and Policing Act, following which six working groups were formed to implement a plan of actions in preparation for when the new ASB tools and powers come into force. These groups comprise a number of agencies, including social housing providers.
12. The College of Policing is developing training on the new ASB powers, with support from the Home Office. Different levels of training will be tailored according to the different needs of officers and staff and will support local delivery.
13. The Home Office published draft guidance for practitioners in October 2013 and this is currently being re-written due to the Lords amendment to Part 1 of the Act which raises the threshold for the civil injunction from 'nuisance and annoyance' to 'harassment, alarm and distress'.

## Implications for the agencies of the Safe Durham Partnership

14. Introduction of the legislation needs to be supported with a common understanding and appreciation of the roles and responsibilities of individual agencies. Implementation of the new ASB powers will prompt a significant training need for practitioners to become familiar with the new toolkit in order to use it effectively. The new powers would need to be effectively communicated to communities to promote public confidence in the ability of the Police, Council and other partners to tackle anti-social behaviour.
15. The following current SDP Policies and Procedures will need to be updated to include the new measures:
  - ASB Escalation Procedure
  - ASB Publicity Policy
  - Designated Public Place Order Procedure
  - Alleygates (Gating Orders)
  - Procedure for Seizing Alcohol
  - Honour Based Violence and Forced Marriage Procedure
16. Durham County Council's (DCC) Anti-social Behaviour Team have recently adopted a new case management IT system called Orcuma FIRsT to record confirmed incidents of ASB. This also generates documentation such as warning letters, and breach of Anti-social Behaviour Contracts. This system, and the Civica IT system, used by DCC Environmental Health, will have to be updated to reflect the new tools and powers.
17. There may be cost implications for the Local Authority when **Injunctions to Prevent Nuisance and Annoyance (IPNAs)** are implemented. The Government will allow a wide range of agencies to make applications on behalf of others, such as the Police (including the British Transport Police), Local Authorities, Registered Social Landlords, the Environment Agency and NHS Protect. Currently the Police bear the financial costs of the legal action to secure Anti-Social Behaviour Orders (ASBOs) and Criminal Anti-Social Behaviour Orders (CRASBOs). If the Council were to take the lead there will be financial and capacity issues to consider.
18. **Community Protection Notices (CPN)** can be used to tackle any behaviour that has a detrimental effect on the quality of life in a community and which is persistent and unreasonable. They will be more flexible than the orders they replace. The new powers can be used by local authorities, police, registered housing providers and can be used by non-specialists. Statutory powers will continue in their current form and will not be superseded by this legislation.
19. The Review of Response to Complaints, commonly referred to as the **Community Trigger** can be invoked if a victim/community/business feels that agencies have not taken adequate action regarding an ASB incident and the problem persists. One or more of the partners within the Community Safety Partnership (CSP) could be required to take steps to resolve the problem, and reply to the complainants within a set period, explaining what it proposed to do. The reply would be copied to the Police and Crime Commissioner who would have the power to call in the CSP if it was considered that the proposed response was inadequate. There are already powers in place through Community Call for Action for Overview and Scrutiny Committee to hold the CSP to account.

The establishment of the new process would need to be considered alongside the existing arrangements. The Government do not propose to spell out in legislation exactly how local areas should implement the trigger. Instead, relevant authorities will be required to decide and publish the thresholds, criteria, process (including a single point of contact) and reporting mechanisms they intend to use locally.

20. The Act includes a clause on the **Community Remedy** which aims to make the process for dealing with low level crime and anti-social behaviour out of court transparent to victims and the public, with fair and meaningful punishments. The Government proposal will introduce legislation to allow Police and Crime Commissioners to give victims of low level crime and anti-social behaviour a say in the punishment of the offender. What is on the Community Remedy menu in a particular area will depend on the views of victims and the public. The list of remedies available needs to be drawn considering the availability of resources and funding to deliver.

## Progress

21. The Durham ASB Strategic Group has held regular monthly meetings since November 2013 to consider the implications of the Act and provide advice to, and monitor the work of, the six task and finish groups. These groups are made up of a wide range of partners:-

- Durham Constabulary
- Durham County Council (includes Children and Adult Services, Neighbourhood Services ASB Officers and Environmental Health Officers, Public Health, Youth Offending Service, Legal Services)
- Representatives from 11 registered housing providers
- Darlington Borough Council
- Durham Police and Crime Commissioner's Office

22. A project plan is in place to ensure that processes are being developed in preparation for the new range of ASB tools and powers coming into force in October 2014, and for the Community Remedy document to be in place by April 2015.

23. Training needs of all relevant partners is currently being identified and the next meeting of the strategic group will focus on the development of a training programme in order to equip practitioners with the appropriate level of knowledge and skills to use the new ASB toolkit effectively.

24. A series of briefings for frontline officers working in Durham and Darlington have been delivered throughout October.

25. Council and Police legal teams have discussed when either agency would take the lead on **Injunctions to Prevent Nuisance and Annoyance (IPNAs)** and any other relevant applications from the Act. It has been agreed that this situation should continue in the flexible manner as it does now for ASBOs. Generally if it is a case involving public areas/police concerns, with mainly Police evidence etc, then Durham Constabulary should take the lead. If it is a case concerning Council owned property/Council interests and again mainly Council evidence then Durham County Council would take the lead.

26. Initial consultation with housing providers indicates that individual housing agencies would take control of cases that relate to their houses/estates. There are other potential applicants such as British Transport Police, the Environment Agency and NHS Protect who could take the lead for cases relating to their own interests, but these are likely to be rare. Individual case arrangements would be discussed in relation to 'grey areas' to decide who would take the lead.
27. Agencies must consult the Youth Offending Service for applications for under 18s.
28. The **Public Spaces Protection Orders** amalgamate a number of different powers covered under different pieces of legislation which currently exist including Dog Control Orders, Designated Public Place Orders (DPPO) and Gating Orders. The new legislation is much broader in its coverage and can include many other restrictions dependent on local needs. The new legislation is designed with the victim in mind and is, in practice, supposed to be far less bureaucratic than former legislation. A draft Public Spaces Protection Order Procedure has been developed for County Durham which coordinates the existing procedures around DPPOs, Dog Control Orders and Gating Orders, streamlining the orders and making them much more operationally friendly. When the legislation is published in entirety, it will be clear whether the power to make an Order will be a Council or an Executive function. The Government is still to publish guidance in relation to transitional periods for existing orders which have been obtained prior to the implementation of the new legislation.
29. The Police are leading on the development of **Dispersal Powers** and are currently consulting with other forces to see how these are being taken forward in other areas.
30. To control the use of **Community Protection Notices** the strategic group propose that CPNs are only made available to frontline officers for certain pre-defined offences and that certain frontline supervisors are granted authority to authorise the use of CPNs for issues outside of the pre-defined offence list provided the individual circumstances meet the overarching criteria. A report will be prepared to amend the Council's constitution. It has been agreed that the rate for the Fixed Penalty Notice will be £100, reduced to £60 if paid within 10 days. DCC Neighbourhood Services are developing guidance for front-line officers on the use of CPN powers.
31. The **Community Trigger** has been piloted in a number of areas. Leeds Community Safety Partnership ran a 6 month pilot between July – Dec 2013. Members of the Durham ASB Strategic Group visited Leeds in December 2013 and met with their ASB Team to discuss the lessons learned. A community trigger process has now been developed for County Durham. This can be used by victims and communities when they have reported anti-social behaviour to the Council, Police or housing provider, but feel that no adequate action has been taken. A Memorandum of Understanding between partners is being produced and a draft is being examined by DCC Legal Services. A web page is being created which will be hosted by Durham Constabulary which will explain the process of how to activate a Community Trigger and this will link to other partner websites. A 'soft' launch of the community trigger will be included as part of an overall media campaign regarding the new legislation.

32. A **Community Remedy** document for County Durham and Darlington has been prepared. This contains a list of actions which may be chosen by the victim for the perpetrator of anti-social behaviour or low level crime to undertake, when a community resolution, conditional caution or youth conditional caution is the chosen disposal. Actions include a written or verbal apology, mediation, Acceptable Behaviour Contract, attending a Restorative Justice Panel, reparation, tenancy enforcement. The Police and Crime Commissioner has a duty to carry out public consultation and this ran between 7 July 2014 and will end on 22 August 2014. The list has now been finalised and agreed with the Chief Constable.

33. All partnership procedures have been agreed, though there are issues that require resolving before full transition to the new powers. For example, full details of the new regulations have not yet been received. However, this has prompted an extensive exercise involving a wide cross section of stakeholders. Each area of the bill has had an identified lead who has worked with others to develop the protocols/procedures. Issues requiring help have been escalated to the overarching implementation group. This has put County Durham in a strong position in terms of moving from the transition stage to the full implementation stage.

### **Recommendations and reasons**

34. The Overview and Scrutiny Committee is recommended to:

- (i) Note the contents of the report and the implications of the new ASB tools and powers.

### **Background Papers**

- Anti-social Behaviour, Crime and Policing Act 2014

<https://www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill>

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## **Appendix 1: Implications**

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### **Finance**

Cost implications if the Council were to take the lead on implementing IPNAs

### **Staffing**

There will be a significant training need for practitioners to become familiar with the new ASB toolkit in order to use it effectively.

### **Risk**

No adverse implications.

### **Equality and Diversity/ Public Sector Equality Duty**

No adverse implications.

### **Accommodation**

No adverse implications.

### **Crime and disorder**

Main focus of the report.

### **Human rights**

No adverse implications.

### **Consultation**

The Police and Crime Commissioner is required to consult on the Community Remedy. There has been wide ranging consultation as the Act has progressed.

### **Procurement**

No adverse implications.

### **Disability Issues**

No direct adverse implications.

### **Legal Implications**

The Act amends legislation that impacts on Durham County Council.

## Appendix 2: Overview of the Anti-social Behaviour, Crime and Policing Act 2014

The Act contains a variety of measures to protect the public, including from anti-social behaviour, dangerous dogs, forced marriage, sexual harm and illegal firearms used by gangs and in organised crime. It also includes changes to improve the provision of services to victims and witnesses. In addition, the Act will take forward further police reform, to enhance the public's confidence in police integrity and continue modernising police pay and conditions, as well as improving the effectiveness of our extradition arrangements and the efficiency of the criminal justice system.

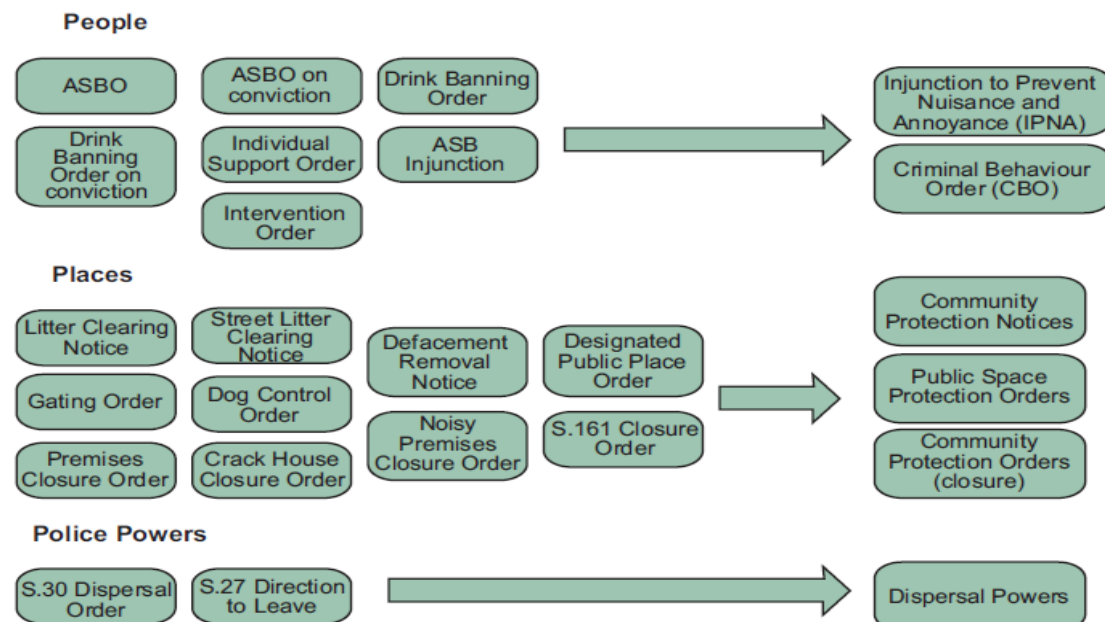
The key provisions in the Act are set out below.

### Parts 1 to 6: Anti-social behaviour

Parts 1 to 6 introduce simpler, more effective powers for tackling anti-social behaviour, which provide better protection for victims and communities, act as a real deterrent to perpetrators and give victims a say in the way their complaints are dealt with.

The provisions in Parts 1 to 4 replace the existing 19 powers to deal with anti-social behaviour with six faster, more effective ones.

#### Rationalisation of ASB tools



Part 5 gives landlords powers to deal swiftly with the most serious anti-social behaviour committed by their tenants.

Part 6 gives victims the power to ensure that action is taken to deal with persistent anti-social behaviour through the new community trigger, and a greater say in what form of sanction an offender receives out of court through the new community remedy.

### Part 7: Dangerous dogs

Part 7 strengthens powers to tackle irresponsible dog ownership by extending to private places the offence of owning or being in charge of a dog that is dangerously out of control in a public place. It also provides that a dog attack on an assistance dog constitutes an aggravated offence. Part 7 also ensures that the courts can take account of the character of the owner of the dog, as well as of the dog, when assessing whether a dog should be destroyed on the grounds that it is a risk to the public.

### **Part 8: Firearms**

Part 8 increases to life imprisonment the maximum penalty for the illegal importation/exportation of firearms and creates a new offence of “possession for sale or transfer” of prohibited firearms. The commencement date for these provisions is 14 July 2014.

It also includes a clause to correct an anomaly in the arrangements for authorising armed British Transport Police officers, bringing them into line with officers in the territorial forces.

### **Part 9: Protection from sexual harm and violence**

Part 9 reforms the system of civil orders under the Sexual Offences Act 2003 used to protect children and vulnerable adults from sexual harm, making the powers available more flexible and effective.

It also extends the use of preventative Violent Offender Orders to offenders convicted of murder abroad.

### **Part 10: Forced marriage**

Part 10 tackles forced marriage by making forced marriage a criminal offence and criminalising the breach of a forced marriage protection order.

### **Part 11: Policing**

Part 11 makes a number of policing reforms. It:

- gives the College of Policing the powers it needs to set standards for the police in England and Wales;
- extends the powers and remit of the Independent Police Complaints Commission to help it to carry out its functions;
- replaces the Police Negotiating Board with a new Police Remuneration Review Body to consider and make recommendations on police officers' pay and conditions;
- confers on Police and Crime Commissioners (PCCs) responsibility for commissioning victims services;
- enables PCCs to appoint as chief constables candidates with relevant policing experience in forces overseas;
- rectifies anomalies in the framework of financial controls on chief officers;
- ensures that samples (such as blood and hair) may be retained while they may be required as evidence in legal proceedings;
- provides the police and Border Force officers with powers to seize invalid travel documents;
- ensures that the counter-terrorism border security powers contained in Schedules 7 and 8 to the Terrorism Act 2000 strike a better balance between the need to protect public safety and the protection of individual freedoms;
- provides for the independent inspection of the Serious Fraud Office by Her Majesty's Crown Prosecution Service Inspectorate;
- provides a transparent legislative basis for the Disclosure and Barring Service's fees to be set at a level that takes into account the cost of providing criminal record checks to volunteers for free; and
- enables chief constables to give police community support officers additional powers in respect of cyclists riding without lights.

### **Part 12: Extradition**

Part 12 makes provisions to strengthen public confidence in, and the operational effectiveness of, our extradition arrangements by amending the Extradition Act 2003, including by implementing recommendations from Sir Scott Baker's review and reforming the European Arrest Warrant.

### **Part 13: Criminal justice and court reform**

The measures in Part 13 improve the efficiency and effectiveness of the justice system, while enhancing the provision of services to victims and witnesses by:

- establishing in law a test of “clear innocence” for the purpose of determining eligibility for compensation for miscarriages of justice;
- improving the speed and efficiency of the criminal justice system’s response to low-level offending by enabling the police to prosecute uncontested minor offences of shop theft;
- extending the scope of the statutory witness protection scheme to cover other vulnerable individuals;
- ensuring that offenders sentenced to custody contribute to the costs of supporting victims by removing the power of magistrates’ courts to add additional days to a sentence of imprisonment in lieu of the Victims Surcharge; and
- enabling the Lord Chancellor to set certain court and tribunal fees above cost.

For more information on the Act, see the Government website:

<https://www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill>

## Appendix 3: New Tools and Powers to tackle Anti-social Behaviour

Existing Orders	New Tools and Powers
ASBO, CRASBO, ASB Injunction, Drink Banning Order, DBO on conviction, Individual Support Order, Intervention Order	<b>IPNA (Injunction to Prevent Nuisance and Annoyance)</b> <b>CBO (Criminal Behaviour Order)</b>
Litter Clearing Notice, Street Litter Clearing Notice, Gating Order, Dog Control Order, Premises Closure Order, Crack House Closure Order, Defacement Removal Notice, Noisy Premises Closure Order, Designated Public Place Order, S161 Closure Order	<b>Community Protection Notices</b> <b>Public Spaces Protection Order</b> <b>Community Protection Orders (closure)</b>
S30 Dispersal Order S27 Direction to Leave	<b>Dispersal Powers</b>

### **Injunction to Prevent Nuisance and Annoyance (IPNA)**

This is a civil injunction, available in the County Court for adults and the youth court for 10 to 17 year olds. It will be used to protect people from behaviour causing 'nuisance or annoyance' and can be used by a wide range of agencies including police, council and social landlords. It can also include positive requirements such as requiring individuals to seek help for their drug use. Breach of the IPNA would not be a criminal offence. An interim injunction can be obtained against the perpetrator to provide quick respite for the victim. The injunction could include a power of arrest if the anti-social behaviour included the use, or threatened use, of violence or risk of harm.

### **Criminal Behaviour Order (CBO)**

This will be available following a conviction for any criminal offence and can address the underlying causes of the behaviour through new positive requirements. Breach will be a criminal offence with a maximum penalty of up to 5 years in prison for adults. It has a similar application process to the ASBO on conviction.

### **Community Protection Notice**

Litter Clearing Notice and Street Litter Clearing Notice are being repealed and replaced with the Community Protection Notice. Fixed Penalty Notices will remain available. The Community Protection Notice can be used to deal with persistent littering and accumulations of waste. One of the benefits of using the CPN is that on breach it allows the Council to undertake works in default on any land 'open to the air' (such as a garden) to clear the rubbish with or without the owner's consent. Councils will be able to charge the full cost of any works to remove graffiti. It is more flexible than the orders they will replace. The power can be used by Local authorities, police, registered housing providers and can be used by non-specialists (without an environmental health degree). Accumulations of litter and rubbish can also be dealt with as a statutory nuisance, where the behaviour is prejudicial to health or constitutes a nuisance. Council Environmental Health has a statutory duty to issue an abatement notice where this test is met.

### **Public Spaces Protection Order**

This will be used to limit the people who can access an area, such as by gating an alleyway at certain times. Where groups regularly congregate in a park to consume alcohol and their behaviour has a detrimental effect on the area, the council can make a PSPO prohibiting the consumption of alcohol, either at all times or during specific times when the problem is more likely to occur. Consideration should be given as to whether the problem will simply be displaced elsewhere. Who can use it – Local Authorities. The Council would have to consult with the police, the local community and the Police and Crime Commissioner. Existing orders will be allowed to run for a maximum of 3 years following the commencement of the new legislation. Local Authorities will have to implement new PSPO within that timeframe if they still want restrictions to remain in place.

### **Community Protection Order**

This Closure Power can be used to deal with premises where drug misuse is causing nuisance or disorder. The power allows the Police or Council to quickly close a premises for up to 48 hours. Where it is considered that the problem may recur or continue, a closure order can be applied for through the magistrates court to close the premises for up to 3 months initially with a further extension to a maximum period of 6 months.

### **Dispersal powers**

These will enable officers to require a person who has committed, or is likely to commit ASB to leave a specified area and not return for up to 48 hours. (The behaviour must be likely to cause harassment, alarm or distress to a member of the public). There is no requirement to pre-designate an area in advance before the power could be used. No longer the need to go through a process of gathering evidence of 'serious and persistent' anti-social behaviour and getting the agreement of the local authority, enabling police officers to quickly deal with emerging trouble spots.

### **New powers to speed up eviction for serious ASB**

Introducing a new absolute ground for possession to expedite the eviction of landlords' most serious anti-social tenants, (where evidence of serious ASB has already been established by a court). This should increase the chance that the case can be determined quickly in a single hearing. This new ground will be in addition to the existing discretionary ground for possession for ASB and landlords may choose to use this in preference to the existing discretionary ground where the tenant, member of their household, or visitor to the property has been convicted of a serious housing related offence, breach of an order or notice to abate noise, or breach of a CBO; or has been found by a court to have breached an injunction to prevent nuisance or annoyance; or the tenant's property has been closed for more than 48 hours under a closure order. Includes provisions to enable a landlord to apply for possession where the tenant or a person living in the tenant's property has been convicted of an offence committed during and at the scene of a riot which took place anywhere in the UK and for acts of ASB and criminality directed at the landlord's staff.

### **Community Trigger**

- If the victim/community/business feels that agencies have not taken adequate action re ASB incidents and problems persist they can request a review of the case and bring agencies together to take a joined up, problem solving approach to find a solution.
- Qualifying complaint – to prevent someone reporting historical incidents – the ASB was reported within one month of the alleged behaviour taking place, and the application to use the Community Trigger is made within 6 months of the report of ASB.
- Threshold – to be defined by the local agencies but not more than 3 complaints in the previous 6 month period. Also, take account of the harm or potential harm caused. If threshold is met, partner agencies undertake a case review. Agencies share information related to the case. Review what action has previously been taken and decide whether additional actions are possible. Victim is informed of outcome. Action plan and timescales discussed with victim.

- Relevant agencies – Council, Police, registered housing providers (To co-opt a social landlord – where there are a number of housing providers in an area, can be represented by one housing provider on behalf of the sector).
- The Police and Crime Commissioner (PCC) must be consulted on the Community Trigger procedure when it is set up and when it is reviewed. The PCC could be directly involved in providing a route for the victim to query decision on whether the threshold was met or the way the review was carried out, auditing case reviews, or monitoring use of community trigger to identify learning and best practice.

The Community Trigger is invoked if:-

- Victim reports 3 separate incidents relating to the same problem in the past 6 months to the Council, Police or landlord and no action has been taken.
- OR victim reports 1 incident or crime motivated by hate in the last 6 months and no action has been taken
- OR at least 5 people have made reports about the same problem in the past 6 months to the Council, Police or landlord and no action has been taken.

### **Community Remedy**

The Community Remedy gives victims a say in the out-of-court punishment of offenders for low level crime and anti-social behaviour. The Act places a duty on the Police and Crime Commissioner (PCC) to consult members of the public and community representatives on what punitive, restorative or rehabilitative actions they would consider appropriate to be on the Community Remedy document. The public consultation may be undertaken in whatever format the PCC considers appropriate (eg on-line consultation, talking to community groups and local victims groups, via local newspapers or a combination of formats). The legislation does not specify what actions should be included in the Community Remedy document. This will vary from one police force to another depending on the views of the local people and the availability of actions or activities. The Consultation is being carried out by Durham Police and Crime Commissioner, commencing 7 July 2014 and ending on 22 August 2014.

Following consultation the PCC and the Chief Constable will agree the actions to be listed, which can be chosen by the victim for the perpetrator to undertake in consequence of their behaviour or offending. However, the victims' involvement is voluntary and the victim must not be made to feel they should take part in a process they are not comfortable with, that they think may put them at risk, or that they do not believe will be of benefit to them.

The Community Remedy document for County Durham and Darlington will be used as part of the existing process for delivering community resolutions. It will also be used when a conditional caution or youth conditional caution is given, as a means of consulting the victim about the possible conditions to be attached to the caution. Typically, community resolutions are used when dealing with low level criminal damage, low value theft, minor assaults (without injury) and anti-social behaviour.

The following actions have been considered to be included in the Community Remedy document which will help improve public confidence in the use of out-of-court disposals and are compatible with the perpetrator's human rights.

- A written or verbal apology.
- Mediation-use of a third party to bring together both parties to reach a common agreement.
- Acceptable Behaviour Contract-written agreement specifying behaviour
- Attend a Restorative Justice panel.
- Shuttle conference- allows the victim and perpetrator to put their views to each other without meeting face to face.
- Repairing damage to property or cleaning graffiti.
- Paying an appropriate amount for damage to be repaired or stolen property to be replaced.

- Participation in structured diversionary activities, i.e courses, training.
- Targeted intervention i.e appropriate alcohol and drugs intervention, anger management courses.
- Reparation to the community e.g by doing local unpaid work for a short period such as picking up litter in a park.
- Parenting Contract- voluntary agreement signed by the perpetrator's parent/carer/guardian outlining expected behaviour.
- Counselling
- Tenancy enforcement-through social landlords (in appropriate cases)

These actions must be appropriate and proportionate to the types of offences for which community resolutions are used and seek to have a positive impact on the offender. Each of the actions must have:

- Punitive element: reflecting the effects on the victim and the wider community.
- Restorative element: achieving appropriate restitution/reparation to the victim.
- Rehabilitative element: helping to address the causes of the perpetrator's behaviour
- Or a combination of these.



**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**28 October 2014**

**Refresh of the Safe Durham Partnership  
Plan 2015/18**



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**Report of Peter Appleton, Head of Planning and Service Strategy**

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**Purpose of Report**

1. The purpose of this report is to:
  - Update Overview and Scrutiny Committee on the objectives and outcomes framework in the Safe Durham Partnership Plan (SDPP); and
  - Provide an update on the process for the refresh of the SDPP 2015/18

**Background**

2. The Safe Durham Partnership is required by statute to develop an annual Strategic Assessment and develop and implement a Partnership Plan.
3. The Strategic Objectives and Outcomes were agreed by the Safe Durham Partnership Board in November 2013 as part of the strategic assessment process:
  - **Reduce anti-social behaviour**
    - i. Increase public confidence in the ability of partners to deal with crime and anti-social behaviour issues that matter to communities
    - ii. Reduce anti-social behaviour, low level crime and secondary deliberate fires
    - iii. Create high quality, clean, green, attractive, accessible environment
  - **Protecting Vulnerable People from Harm**
    - i. Provide protection and support to improve outcomes for victims of domestic abuse and their children, whilst working towards preventing its occurrence within County Durham
    - ii. Tackle sexual violence and the negative impact it has on individuals and families.
    - iii. Reduce the impact of Hate Crime
  - **Reducing Re-offending**
    - i. Prevent inter-generational offending
    - ii. Prevent repeat offending

- **Alcohol and Substance Misuse Harm Reduction**
    - i. Reduce the harm caused by alcohol to individuals, families and communities.
    - ii. Reduce the harm caused by drugs/substances through preventing harm, restricting supply and building recovery.
  - **Embed the Think Family Approach**
    - i. Embed 'Think Family' and 'Stronger Families' into offender and victim services as part of the prevention and early help approach
  - **Counter Terrorism and prevention of violent extremism**
    - ii. Implement 'CONTEST' (national strategy)
    - iii. Challenge extremism and intolerance
  - **Road Casualty Reduction**
    - i. Improve education and raise awareness
    - ii. Improve health and wellbeing of communities through road casualty reduction
    - iii. Develop a safer road environment
4. In addition, the strategic objectives in the SDPP are also the same as the thematic objectives for the Altogether Safer section of the Sustainable Community Strategy 2010-2030.

### **Strategic Assessment**

5. The 2014 Strategic Assessment, along with the Joint Strategic Needs Assessment, provides the evidence base for the development of the Safe Durham Partnership Plan. The 2014 Strategic Assessment is a summary of the current position and will be used to refresh the SDPP for 2015/18.
6. The draft Strategic Assessment has been considered with performance colleagues in both the Police and Council on 3<sup>rd</sup> October in order to ensure that key messages in both the Safe Durham Partnership Strategic Assessment and the Police Strategic Assessment align. The draft strategic assessment is to be circulated to the SDP Board for comment prior to discussion at the SDP Board meeting.
7. The draft Strategic Assessment 2014 recommends no change to the existing strategic objectives outlined in paragraph 3.

### **Process for the refresh of the SDPP 2015/18**

8. The Safe Durham Partnership Board re-affirmed the strategic objectives outlined above in the SDPP as those which will remain as a priority in 2015/16 (paragraph 3).
9. The Partnership Plan will be refreshed following consideration of the Strategic Assessment and any feedback received from stakeholders and the community.

10. As part of the process for the refresh of the SDPP a number of engagement events have been planned between November 2014 and January 2015 which will inform the refreshed document. We therefore need to be mindful that there may be changes to 'outcomes' or additional 'outcomes' added following these engagement activities. This includes consultation with this Overview and Committee on the key issues in the strategic assessment.

### **Recommendations**

11. It is recommended that the Safer and Stronger Communities Overview and Scrutiny Committee:
- (i) Note the process for the refresh of the Partnership Plan 2015/18;
  - (ii) Note that the strategic objectives in the Safe Durham Partnership Plan have been reaffirmed as being the priorities for 2015/18;
  - (iii) Note that the 'outcomes' in the Safe Durham Partnership Plan detailed in paragraph 3 may be subject to change as a result of the consultation process; and
  - (iv) Receive a report on the strategic assessment in January 2015 as part of the consultation process.

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## **Appendix 1: Implications**

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**Finance – None**

**Staffing – None**

**Risk - None**

**Equality and Diversity / Public Sector Equality Duty – None**

**Accommodation - None**

**Crime and Disorder** – Information within this report relates to reducing crime and disorder and contributes to the Altogether Safer element of the Council Plan.

**Human Rights – None**

**Consultation – A consultation process will be undertaken as part of the refresh.**

**Procurement – None**

**Disability Issues – None**

**Legal Implications** – The Safe Durham Partnership is required by statute to develop an annual Strategic Assessment and develop and implement a Partnership Plan.

**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**28 October 2014**

**Overview and Scrutiny Review  
Organised Crime – Draft Scoping  
Document**



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**Report of Lorraine O'Donnell, Assistant Chief Executive**

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**Purpose of the Report**

1. To present for consideration by Members a draft scoping document for the Committee's review on Organised Crime.

**Background**

2. At its meeting in April 2014, the Committee received information from Durham Constabulary on the approach to tackle organised crime and work undertaken by a Safe Durham partnership task and finish group. The presentation highlighted the range of criminal activity, economic impact of organised crime groups and positive partnership action.
3. In considering its work programme the Committee requested to undertake review activity looking at the impact on community confidence and crime reduction relating to organised crime. Further discussion with Durham Constabulary identified areas of illegal waste sites and their links to organised crime to be included within the Committee's work. In addition the review will also look at the potential risk of organised crime to the Council.
4. A draft scoping document and project plan is attached in Appendix 2. The document identifies the purpose of the review is to contribute to further enhancing tackling organised crime within the county through promoting the wider elements of tackling organised crime and the partnership approach, further improving confidence and reassurance within communities to report activity, identifying and removing illegal waste sites and looking at the potential risk of organised crime impacting on the Council.
5. The review will also seek to gather a wide range of evidence through research and holding review group meetings with key officers between November 2014 and January 2015.

**Recommendation**

6. Members of the Committee are asked to note information within this report and agree the scoping document attached in Appendix 2.

**Background Papers**

None

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## **Appendix 1: Implications**

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**Finance – None**

**Staffing – None**

**Risk - None**

**Equality and Diversity / Public Sector Equality Duty – None**

**Accommodation - None**

**Crime and Disorder** – Information contained in this report and presentation relates to the Altogether Safer element of the Council Plan

**Human Rights – None**

**Consultation – None**

**Procurement – None**

**Disability Issues – None**

**Legal Implications – None**

# Safer and Stronger Communities Overview and Scrutiny Committee- Draft Scoping Document

## Terms of Reference

### Rationale

The Government's Serious and Organised Crime Strategy states that *"Serious and Organised Crime is not just a threat – it is a daily reality that can affect everyone and costs the overall economy at least £24billion each year"*

At its meeting in April 2014, the Committee received information from Durham Constabulary on the approach to tackle organised crime within the County and work undertaken by a Safe Durham Partnership task and finish group. The presentation highlighted the range of criminal activity, economic impact of organised crime groups and positive partnership action and within the previous 12 months there had been a minimum of £560,000 worth of drugs seized, £332,000 in cash detained (which does not include confiscation orders made of criminal benefit) and at least 70 arrests.

In considering its work programme, the Committee requested to undertake review activity looking at the impact on community confidence and crime reduction relating to organised crime. In developing the scope, discussions with Durham Constabulary identified illegal waste sites and their links to organised crime to be included within the Committee's work. In addition the review will also look at the potential risk of organised crime to the Council.

The review will seek evidence in relation to the direction set by the objectives of 'Pursue, Prevent, Protect and Prepare' within the Government's Serious and Organised Crime Strategy and how this is being met locally. Evidence will also be gathered on the approach between the Council, Durham Constabulary and the Environment Agency regarding raising awareness of the impact of organised crime in relation to illegal waste sites. Evidence on community confidence, will be gathered through the work of Neighbourhood Police Teams, innovative use of PACT meetings and Proceeds of Crime Act. The Government's strategy also aims to reduce the vulnerability and protect local government from serious and organised crime.

### Purpose of the Review

The purpose of the review is to seek outcomes to contribute to further enhancing tackling organised crime within the county through:

- promoting the wider elements of tackling organised crime and the partnership approach
- further improve confidence and reassurance within communities to report activity;
- identifying and removing illegal waste sites; and
- looking at the potential risk of Organised crime impacting on the Council

## **Objectives**

- To undertake research on the link to organised crime in advance of each review group meeting in relation to improving confidence, illegal waste sites and protecting local government.
- To consider crime and confidence data within areas affected by organised crime, the wide range of activity across the county, partnership approach through the Disruption Intervention Panel and its impact on communities/businesses.
- To gain an understanding and comment upon delivery of the Government's strategy within County Durham through partnership working and linked into the work of the National Crime Agency.
- To gather evidence on the impact of organised crime within County Durham and existing approaches to engage and raise awareness with communities and businesses to report suspected organised crime through Neighbourhood Policing, PACT meetings, social media and use of the Proceeds of Crime Act.
- To receive evidence on a case study example of tackling an organised crime group operating an illegal waste site and to consider current partnership arrangements, powers and responsibilities to take action on illegal waste sites
- To raise awareness to the potential threat of Organised crime on the Council and look at the approaches to identify and reduce this is risk

## **Reporting Arrangements**

The Overview and Scrutiny review group will report to the County Council's Assistant Chief Executive's Management Team, Neighbourhood Services, Corporate Management Team (CMT), Safer and Stronger Communities Scrutiny Committee and Cabinet on its findings and recommendations. The report will be also shared for comment with Durham Constabulary prior to agreement by the Committee.

## **Timescale**

Review Group meetings and visits are to take place between November and January with a report scheduled to be presented to the Committee and Cabinet thereafter.



## Organised Crime – Draft OVERVIEW & SCRUTINY REVIEW PROJECT PLAN

WHEN Times/Dates/ Locations	DESIGNATED  <b>LEAD</b>  Member/ Officer	WHO Key Witness	WHAT Evidence/Information	HOW Meeting/Visit/ Correspondence/ Briefing Paper/ Research	OUTCOMES	WHY
<b>18<sup>th</sup> November County Hall, 9:30am Rm 1a</b>	Cllr Boyes	Durham Constabulary	Background and Supporting information, covering: <ul style="list-style-type: none"> <li>DVD highlighting The Government’s Organised Crime Strategy &amp; characteristics of an Organised Criminal</li> <li>Organised Crime within County Durham (inc high profile campaign, crime and confidence data, wide range of activity across the County, partnership Disruption Intervention Panel , impact on communities/businesses and priority areas</li> </ul>	Report and Briefing Presentation DVD	Provide Members with supporting information to gain further awareness of the impact and approach to tackling organised crime from both a National and local perspective	Understanding of Organised Crime Capture research and evidence in line with the objectives for the review group report
<b>24<sup>th</sup> November County Hall 9:30am CR 2</b>	Cllr Boyes	Durham Constabulary	<b>Community Intelligence to tackle Organised Crime</b> <ul style="list-style-type: none"> <li>Guess Who??</li> <li>Impact of Organised Crime on Communities Current approaches to engage and raise awareness and to report suspected organised crime within Communities through, Neighbourhood Policing, PACT meetings and social media and use of Proceeds of Crime Act Role of Crimestoppers and Neighbourhood Watch</li> </ul>	Research report, Presentation and interactive demonstration	To look at approaches to encourage awareness and increase confidence of action for communities to report suspicious activity within their communities.	Receive evidence to identify further improvements or methods to increasing confidence and engagement with communities.

<b>9<sup>th</sup> December County Hall, CR2 9:30</b>	Cllr Boyes	Durham Constabulary Durham County Council Environment Agency	<p><b>Illegal Waste Sites</b></p> <ul style="list-style-type: none"> <li>• The link between organised crime and illegal waste sites</li> <li>• Presentation by Durham Constabulary on tackling illegal waste sites</li> <li>• Partnership approach and roles and responsibilities of Durham County Council and the Environment Agency</li> </ul>	Presentation & Research report	Receive presentation from Durham Constabulary on an OCG relating to illegal waste sites but also look at responsibility of the Council and Environment Agency through licensing, regulatory powers and enforcement.	<b>Evidence to support review objectives and identify any gaps or improvements</b>
<b>29<sup>th</sup> January, County Hall CR2 9:30am</b>		Durham County Council Durham Constabulary	<p><b>Risk of Organised Crime on Durham County Council</b></p> <ul style="list-style-type: none"> <li>• Presentation to provide an overview on the risk and measures to prevent organised crime impacting on the Council's services</li> </ul>	Presentation	Protecting local government key objective within Government Organised crime Strategy. Outcome of this session is to raise awareness to the threat and identify any improvements can be made to reducing the risk of the Council being impacted by organised crime	
TBA			<p><b>Consider draft report</b></p> <p>Consider draft report containing findings from evidence meetings</p>	Report	Agree report to be considered by Cabinet	
Cabinet	Cllr Boyes		<b>Present Report to Cabinet</b>			

**Safer and Stronger Communities  
Overview and Scrutiny Committee**

**Safe Durham Partnership Update**

**28 October 2014**



**Safe Durham Partnership**

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**Report of Peter Appleton, Head of Planning and Service Strategy**

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**Purpose of the Report**

1. To provide Members of the Safer and Stronger Communities Overview & Scrutiny Committee with a summary update on the key issues discussed at the September 2014 Safe Durham Partnership (SDP) Board.

**Safe Durham Partnership Governance Review**

2. It was agreed at the commencement of a new planning cycle to review the current governance arrangements of the partnership and refresh the terms of reference for both the Safe Durham Partnership Board and the Thematic Groups.
3. Changes to the governance arrangements of the Safe Durham Partnership include:
  - a. Updated terms of reference.
  - b. Updated membership to reflect recent legislative changes. The Chief of Staff for the Office of the Police and Crime Commissioner has also been added to the extended membership.
  - c. The number of Board meetings to be held each year has been reduced to five, with the July meeting no longer scheduled.
  - d. The governance structure has been revised (see Appendix 2). This includes a new thematic group covering both Domestic Abuse and Sexual Violence, with the previous Vulnerability Group being disbanded. The Alcohol and Drugs thematic groups will remain separate until a review at the end of the Strategy periods (March 2017). The Reducing Re-Offending will merge with the Darlington Reducing Re-Offending group.
  - e. A delivery plan including high level actions in the Partnership Plan 2014-17 will be monitored and reported to the Board on a six-monthly basis. These performance monitoring arrangements will ensure that the actions and performance measures in the Plan outline progress against the strategic objectives and outcomes agreed by the SDP. Monitoring of performance indicators takes place four times per year.

- f. The SDP will consult on the strategic priorities for 2015/18 with each of the 14 Area Action Partnerships following the completion of the strategic assessment and supplement with existing consultation processes such as surveys conducted by the Police and feedback from the Police and Community Together (PACT) meetings.
- g. A Media Protocol and Communications Strategy for the Partnership was agreed. A media and communications action plan is in development.

### **Area Action Partnerships (AAPs) and Community Safety**

4. The Principal Area Action Partnership Co-ordinator with the strategic lead for the Safe Durham Partnership gave an update on AAP activity in relation to community safety. Six AAPs have selected Crime and Community Safety, Road Safety or Traffic Management as their priority for 2014/15.
5. Relevant Safe Durham Partners will continue to support and advise the AAPs task and finish groups to avoid duplication and ensure that projects developed locally complement and contribute to the Safe Durham Partnership Plan.
6. The AAPs, when considering targets and outcomes of the AAP Action Plans, will align these with those of the Safe Durham Partnership.
7. So far, 69 projects have been developed under the Altogether Safer theme in 13/14 and 14/15. The majority of projects align with the strategic objectives of reducing Anti-Social behaviour, Alcohol Harm Reduction, reduce Serious Crime. The AAPs have allocated over £85K of AAP Area Budget with an additional £344k from Councillors' Neighbourhood Budgets to projects which support children, young people and families. This gives a total of over £430k allocated to Crime and Community Safety projects of investment.

### **Safeguarding Framework**

8. The Safeguarding Framework was agreed by the SDP Board; the framework outlines the joint working arrangements between the Local Safeguarding Children's Board (LSCB) and Safeguarding Adults Board (SAB) with the Health and Wellbeing Board, Children and Families Partnership and the Safe Durham Partnership.
9. The Care Act 2014 places the Safeguarding Adults Boards on the same statutory footing as the Local Safeguarding Children's Board. This will give the SAB a clear basis in law for the first time and will strengthen the existing arrangements that are in place.
10. The Safeguarding Framework demonstrates that there are close working arrangements in place and documents the commitments from the partnership boards and the LSCB and SAB to work together in protecting vulnerable children and adults from harm.

## Community Cohesion Toolkit

11. The toolkit has been developed as a resource for Durham County Council and its partners. It follows on from work to address protest activity during 2012/13.
12. The purpose of the toolkit is to help employees:
  - Support community cohesion
  - Identify local 'triggers' which create or increase tension.
  - Report and support responses to community tensions.
  - Prepare for local protests and demonstrations if necessary.
13. The first section provides information on practical ways to build and support cohesive communities – these are the general activities which happen on a regular basis and help to reduce the risk of community tensions but also create resilience to help communities cope with difficult situations. The second section covers community tensions, how to identify and report them as well as the mechanisms in place to support communities if tensions escalate. Finally, the appendices include guidance on tension monitoring and a template action plan to be considered if there are significant tensions or if a demonstration is planned. Contact details are also included for various Durham County Council teams and other organisations which support cohesion.
14. The Tension Monitoring process will retain the existing method for raising issues and all forms will be sent to Durham County Council's Community Safety Team and Durham Constabulary's Prevent Team.
  - Each piece of information will be considered by the recipients and the appropriate action taken. Forms that provide information that, on its own, present no risk will be retained for consideration alongside future submissions.
  - Issues that have the potential for raising community tension and impacting upon cohesion will be shared with the Multi-Agency Problem Solving (MAPS) group covering the relevant locality. The MAPs group will respond in order to mitigate the risk. The toolkit provides a generic action plan template to assist with this.
  - Should the issue remain unresolved, and presents a significant risk to cohesion, consideration will be given to putting in place a Partnership Gold group.
15. A communications plan has been developed to ensure partners are aware of and make use of the toolkit. The Durham County Council intranet page for Counter Terrorism and Extremism will be updated to include access to the toolkit, the tension monitoring form and contact details for advice and support.

## **Transforming Rehabilitation**

16. The Transforming Rehabilitation Task and Finish Group was established in January 2014 and has met seven times. A Project Initiation Document has been developed including a risk register and issues log.
17. Two new issues have been added to the log. Firstly, following the deadline for bid submissions on the 30 June 2014 the competition entered an evaluation phase. Since this date there has been no communication or reassurance from the Contract Package Areas team to the Local Advisory Panel that all local issues have been captured, causing concern within the task and finish group. Although verbal reassurances were given at the August meeting, the group agreed to put concerns in writing to the Contract Package Areas team.
18. The second issue added to the log focuses on the shortening of the mobilisation phase (now January 2015 to March 2015), due to the extension of the evaluation phase. Original dates from the Ministry of Justice had the completion of the competition process in October 2014. This date has now been put back and the announcement of successful bids will take place 'by the end of 2014'. The task and finish group will begin to plan for the mobilisation phase at their October meeting.

## **Domestic Abuse Referral Pathways**

19. In early 2014 the Safe Durham Partnership (SDP) requested a simple referral pathway for disclosures of domestic abuse to ensure frontline practitioners could easily make appropriate referrals.
20. Nationally this has also been supported by the inclusion of this issue within the recently published Home Office report which provides an overview of lessons learned nationally in terms of Domestic Homicide Reviews.
21. A new Domestic Abuse Referral pathway was produced and presented to the Safe Durham Partnership (SDP) meeting on 29 July where it was well received and agreed.
22. At the SDP meeting in July the importance of this piece of work for County Durham and the need to ensure a robust programme of dissemination was raised. Further to that discussion the SDP asked that a communication plan be produced. Work has been undertaken with CAS Marketing and Information Team and a communication plan has been produced for partner's consideration. This has been circulated and amended based on comments from partners.
23. The rollout of publicity started in September with the launch of the Domestic Abuse Referral Pathway at the Domestic Homicide Review workshop held on 23<sup>rd</sup> September, which was well attended by partners from across Durham and Darlington.

## **Recommendations and reasons**

24. The Overview and Scrutiny Committee is recommended to:

- (i) Note the contents of the report.

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**Appendix 1: Implications**

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**Finance – None**

**Staffing – None**

**Risk - None**

**Equality and Diversity / Public Sector Equality Duty – None**

**Accommodation - None**

**Crime and Disorder** – Information within this report relates to reducing crime and disorder and contributes to the Altogether Safer element of the Council Plan.

**Human Rights – None**

**Consultation – None**

**Procurement – None**

**Disability Issues – None**

**Legal Implications – None**