

**Council**

**Thursday 30 November 2017**

**CONFIRMATION OF CABINET AND COMMITTEE RECOMMENDATIONS AND RELEVANT ORIGINATING BACKGROUND PAPERS**

ITEM ON SUMMONS	CABINET / COMMITTEE RECOMMENDATION	ORIGINATING REPORT
7.	Recommendation Cabinet I: (13 July 2017)  COMMUNITY SAFETY AND VIOLENCE VULNERABILITY AND EXPLOITATION STRATEGY	Report of Divisional Director Strategic Commissioning and amendments proposed at Council on 28 September 2017 (Pages 3 - 214)
8.	Recommendation Cabinet I: (12 October 2017)  YOUTH JUSTICE PARTNERSHIP PLAN 2017-18	Report of Divisional Director Strategic Commissioning (Pages 215 - 282)

Recommendation Cabinet  
I:  
(12 October  
2017)

9. IMPLEMENTATION OF THE  
MARKETS IN FINANCIAL  
INSTRUMENTS DIRECTIVE  
(MiFID II) Report of Director of Finance  
(Pages 283 - 294)
- 

Recommendation Pension Board  
I:  
(8 November  
2017)

11. PENSION BOARD ANNUAL  
REPORT Report of Director of Finance  
(Pages 295 - 298)
-

# **Community Safety, Violence Vulnerability and Exploitation Strategy 2017 – 2020**

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## Foreword

On behalf of Safer Harrow, the Harrow Community Safety Partnership, I am pleased to introduce Harrow's Community Safety and Violence, Vulnerability and Exploitation Strategy for 2017-2021. This year we are presenting a Community Safety Strategy that is different from last year's Strategy, which was based around the seven crime priorities from the Mayor's Office for Policing and Crime such as robbery, theft from vehicles and burglary (known as the MOPAC 7).

Following consultation on a new Police and Crime Plan, the Mayor has significantly changed his priorities for London, which involves the scrapping of the MOPAC 7 crime targets in favour of a thematic approach which gives local areas greater control of local community safety priorities. This new approach will ensure that police and councils are focused on the issues of greatest concern in their areas and that serious, high-harm, high vulnerability crimes that are a priority for the whole city are more central to our local approach. Within our strategy we still have a clear commitment to tackle high volume crime such as burglary, but we have also given a greater focus to what are low-volume but high harm crimes, which include youth violence, domestic abuse and drug and alcohol misuse. Given this greater focus on high harm crimes, we have also taken the decision to merge our Domestic and Sexual Violence Strategy (which would be up for renewal this year) into a single overarching Community Safety and Violence, Vulnerability and Exploitation Strategy.

Under my leadership, Safer Harrow will continue to work to address those high volume crimes which have seen an increase in the last year, including burglary, non domestic violence with injury, and anti-social behaviour, whilst ensuring we are tackling ~~the~~ high-harm crimes. Through this approach I feel we are firmly echoing the Mayor's priorities, which includes a renewed focus on tackling knife crime and youth violence, which also builds on recommendations from a Home Office led Ending Gangs and Youth Violence Peer Review which took place in 2015, and is clearly in my view aimed at delivering better outcomes for Harrow residents and making Harrow as a place safer for everyone.

I am also committed to working with partners, including the Harrow Youth Parliament, to develop better approaches to raising awareness in young people of the impact of anti-social behaviour and other forms of crime, so that young people are and remain safe.

Again, through a greater focus on partnership I believe we can make our limited and stretched resources go further so we do make Harrow a safer place.

Councillor Varsha Parmar

Portfolio Holder, Public Health, Equality and Community Safety

Chair, Safer Harrow

## Introduction

~~The Council's vision is "working together to make a difference for Harrow". This is particularly relevant to the work of Harrow's Community Safety Partnership, Safer Harrow. The Partnership brings together many organisations that contribute to our ambition of making Harrow the Safest Borough in London. The Council's vision is also "working together to make a difference for Harrow" and this is particularly relevant to the work of Safer Harrow, which as a We Partnership are is working together to achieve better and safer outcomes for people who live, work, and study in the borough.~~

It is recognised that many of our priorities connect with those of other multi-agency strategic partnerships in Harrow such as the Harrow Safeguarding Children Board, Harrow Safeguarding Adults Board and the Health and Well-being Board. The partnership taking the strategic lead on each agenda will of course vary according to its statutory obligations, but by collaborating on relevant topics, the partnerships can be more effective by supporting each other's objectives. This means for example, that key messages can reach a wider audience and Safer Harrow can influence the direction of many more local initiatives through several lines of coordinated activity across the community.

All Community Safety Partnerships are required by law to conduct an annual assessment of crime, disorder, anti-social behaviour, substance misuse and reoffending within the borough. This is known as the Strategic Assessment. The Strategic Assessment is then used to produce the partnership's Community Safety Plan. The last Community Safety Strategy was published in 2016 and is refreshed on an annual basis. However, with a new Mayor in post, the priorities from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes have changed significantly<sup>1</sup>, which involves the replacement of the previous Mayor's crime targets in favour of a thematic approach which gives local areas greater control of local police priorities.

This new approach is designed to ensure that police, councils, and other [strategic](#) partners are focused on the issues of greatest concern in their areas and that serious, high-harm,

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<sup>1</sup> MOPAC 7 crimes are: Violence with injury; Robbery; Burglary; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage

high vulnerability crimes that are a priority for the whole city are not overlooked. The new themes in the Mayor's Police and Crime Plan 2017-21 are:

- Neighbourhood Policing
- Keeping Children and Young People Safe
- Tackling Violence Against Women and Girls
- Criminal Justice that Works for London
- Hate Crime

This Community Safety and Violence, Vulnerability and Exploitation (VVE) Strategy sets out the Council's vision for tackling community safety in Harrow and takes into account the recommendations from two substantial reviews; the Home Office led Ending Gang and Youth Violence peer review in 2015 and the Local Assessment Process (LAP) in 2016, which addressed the issue of gang and youth violence locally. Furthermore, given that there is now a new strategic approach from the Mayor to policing and crime, there are clear synergies with the VVE agenda in general and also with domestic and sexual violence under the '*Tackling Violence Against Women and Girls*' theme. This Strategy will therefore include our vision for Domestic and Sexual Violence.

In taking forward the proposed Community Safety and VVE Strategy the following partners have been consulted through Safer Harrow:

- Environmental Crime / Community Safety (Public Protection)
- Children's Services (YOT, Early Intervention)
- Housing
- Domestic and Sexual Violence
- Local Safeguarding Children's Board
- [Harrow Safeguarding Adults Board](#)
- Safeguarding Adults Services
- Police
- Public Health
- Probation
- Community Rehabilitation Company
- Health partners
- London Fire Brigade



## Local Context

Harrow prides itself in being one of the most ethnically and religiously diverse boroughs in the country with people of many different backgrounds and life experiences living side by side. It is the richness of this diversity, and the positive impact that it has on the borough and our community, that we believe helps make Harrow such a great place to live, work and visit. 69.1% of residents classify themselves as belonging to a minority ethnic group and the White British group forms the remaining 30.9% of the population, (down from 50% in 2001). The 'Asian/Asian British: Indian' group form 26.4% of the population. 11.3% are 'Other Asian', reflecting Harrow's sizeable Sri Lankan community, whilst 8.2% of residents are 'White Other', up from 4.5% in 2001. In terms of religious belief, Harrow had the third highest level of religious diversity of the 348 local authorities in England or Wales. The borough had the highest proportion of Hindus, Jains and members of the Unification Church, the second highest figures for Zoroastrianism and was 6<sup>th</sup> for Judaism. 37% of the population are Christian, the 5<sup>th</sup> lowest figure in the country. Muslims accounted for 12.5% of the population.

Harrow has a population of 247,130 people<sup>2</sup> which has grown over the last decade by 11.8%. This is above the UK average annual population increase rate over the same time period. 49.8% of the population are male, whereas 50.2% of Harrow's residents are female. Harrow is an affluent borough with pockets of deprivation mainly around the centre, the south and east of the borough; including the wards, Roxbourne, Greenhill, Marlborough, Harrow Weald, and Wealdstone, which also has the highest level of income deprivation in the borough. Harrow's least deprived areas are largely found in the north and west of the borough.

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<sup>2</sup> According to 2015 Mid-Year Population Estimates

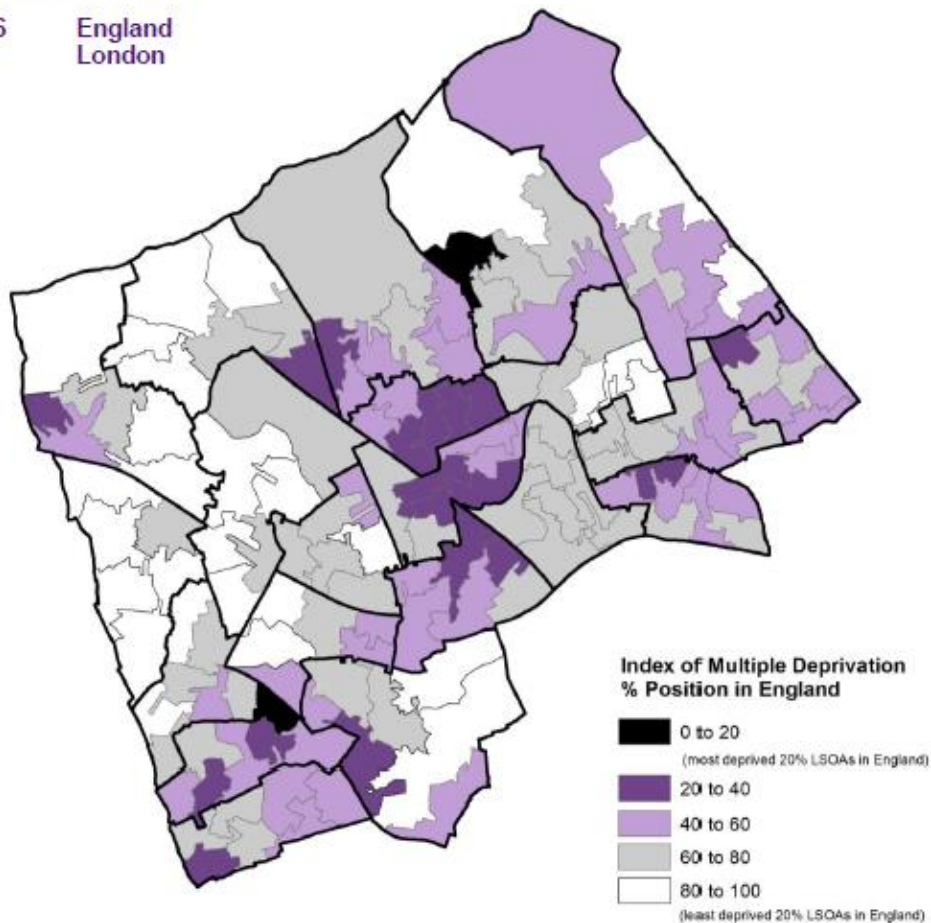


Figure 1 – Deprivation in Harrow based on the Index of Multiple Deprivation, 2015

Employment levels in Harrow are generally good, and Harrow has seen a reduction in unemployment and the number of long term unemployed claimants. However, a number of residents are low paid and have low functional skills. The employment deprivation domain within the 2015 Index of Multiple Deprivation (IMD) indicates 12,083 of Harrow's residents experiencing employment deprivation. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.

Overall, Wealdstone is Harrow's most deprived ward for employment deprivation, closely followed by Roxbourne. Unemployment figures are highest in Greenhill, Wealdstone and Roxbourne wards. Employment deprivation is generally concentrated in areas with higher levels of social housing, such as the Rayners Lane Estate in Roxbourne; the Headstone Estate in Hatch End and Harrow Weald; the Woodlands and Cottesmore Estates in Stanmore Park; and the former Mill Farm Close Estate in Pinner.<sup>3</sup>

<sup>3</sup> Harrow Council (2017) *Equality Matters: Reducing Inequality in Harrow*

It should be noted however that a report by London School of Economics (2016)<sup>4</sup> suggests that the £140m regeneration programme in the Rayners Lane estate has brought positive changes to the estate. With residents saying that they think the estate is now 85% better than it was.

In terms of income deprivation, the Indices of Multiple Deprivation (IMD) Income Deprivation scale indicates that 30,733 of Harrow's residents are currently experiencing income deprivation. Wealdstone is Harrow's most deprived ward for this measure and for income deprivation affecting children, closely followed by Roxbourne, then Marlborough and Harrow Weald. Over a fifth of Harrow's residents are in low paid jobs. In part this relates to the business composition of the borough, with small businesses paying less than larger companies and in part due to a significant number of residents having low skills<sup>5</sup>.

In terms of child poverty<sup>6</sup>, Within Harrow, the highest proportions of the population without qualifications or with low level qualifications are in Kenton East, Edgware, Roxbourne and Roxeth. Poor language skills are a major barrier to progressing in the workplace. Harrow was one of 25 local authority areas identified by the Department for Communities and Local Government as an area with high levels of need for English Language provision. 28.5 % of Harrow's residents have a foreign first language. In 15.9 % of households English is not the main language of any household occupants, the 10th highest ranking nationally and much higher than the national level of 4.3 %. The 2011 census showed 1% of Harrow residents unable to speak English at all, compared to 0.6% for London and a national figure of 0.3%.

In terms of child poverty, 17% (London average 17%) children are living in poverty in Harrow before housing costs, and this rises to 27% (London average 37%) after housing costs in Harrow (Dec 2015)<sup>7</sup>. Child poverty has long-lasting effects. By the time children reach GCSE-age, there is a 28 per cent gap between children receiving free school meals

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<sup>4</sup> LSE, (2016) *Moving on without moving out: the impacts of regeneration on the Rayners Lane Estate*

<sup>5</sup> CLG, *Indices of Deprivation 2015*, Crown Copyright

<sup>6</sup> Poverty in this document refers to the *relative* poverty measure (defined by Peter Townsend as "Resources that are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary living patterns, customs and activities."). The definition of poverty used in this document is: *Families which have £79 less per week than families on average income.*

<sup>7</sup> <http://www.endchildpoverty.org.uk/poverty-in-your-area-2016/>

<https://www.gov.uk/government/statistics/households-below-average-income-199495-to-201516>

(FSM) and non FSM in terms of the number achieving at least 5 A\*-C GCSE grades. Families in Harrow experience poverty for a variety of reasons, but its fundamental cause is not having enough money to cope with the circumstances in which they are living. A family might move into poverty because of a rise in living costs, a drop in earnings through job loss or benefit changes. Children in large families are at a far greater risk of living in poverty – 34% of children in poverty live in families with three or more children.

Schools in Harrow are; on the whole, among the best performing in the country which has been maintained over a number of years, with 95% being judged as Good or Outstanding (31st August 2016). However, inequalities in education exist in Harrow, particularly amongst children with special educational needs (SEN), those eligible for FSM, and specific ethnic groups. There is a wider gap between pupils who have special educational needs and their peers at Key Stage compared to the national average. Additionally, children who receive FSM show less progress across all subjects between Key Stage 1 and Key Stage 2 compared to their peers.

In terms of public voice and victim satisfaction, *Harrow is currently recording 79% victim satisfaction (ranked 20th in London) and 64% ‘good job’ confidence levels for residents of the borough (27<sup>th</sup> of the 32 London boroughs);* this is according to data published by the Mayor’s Office for Policing and Crime.

Between October 2015 and September 2016, a total of 13,631 crimes were recorded in Harrow, this equates to 1.79% of all crime reported in Greater London and was the sixth lowest of actual crimes reported.

The table below shows the difference in crime rate between Harrow and our neighbouring boroughs from October 2014-September 2015 and October 2015-September 2016. Hillingdon has shown the [greatest reduction/lowest increase](#) in the crime rate between the same two time periods and Ealing’s reduction was slightly lower than Harrow’s. Barnet showed a similar increase to Harrow and Brent recorded the largest increase in the area.

Total offences	October 2014-September 2015		October 2015-September 2016		% Change
	Offences	Rate (per 1,000)	Offences	Rate (per	

				1,000)	
Hillingdon	21921	73.63	22415	75.29	2%
Ealing	26775	78.05	27877	81.26	4%
<b>Harrow</b>	<b>12598</b>	<b>50.98</b>	<b>13631</b>	<b>55.16</b>	<b>8%</b>
Barnet	24002	63.21	25824	68.01	8%
Brent	24833	76.64	27540	85.00	11%
Greater London	727488	83.87	758919.00	87.50	4%

*Figure 2: Rate change showing the change in percentage when comparing crime per 1,000 population*

Crime increased by 8% compared to the same period of time the previous year; this is higher percentage increase than Greater London as a whole, where crime increased by just 4%.

*Progress under the Mayor's Office for Policing and Crime (MOPAC) 7 crimes*

This section reports on progress made against 6 of the 7 previous MOPAC 7 crimes, which includes, Violence with injury; Robbery; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage. As Burglary has increased considerably in Harrow this has been identified as a strategic objective in this strategy and will be looked at in more detail in the Strategic Objectives chapter.

*Violence with Injury* includes a range of offences including murder, wounding / grievous bodily harm (GBH) and assault with injury, and there were 1,327 offences that took place in relation to this indicator from October 2015 to September 2016. There has been a reduction of 4 offences (or 0.3%) compared to the same period in the previous year (see table below). However, data on victims of knife crime shows an increase over the same period (see below) which corresponds with experience of local police and other front line staff.

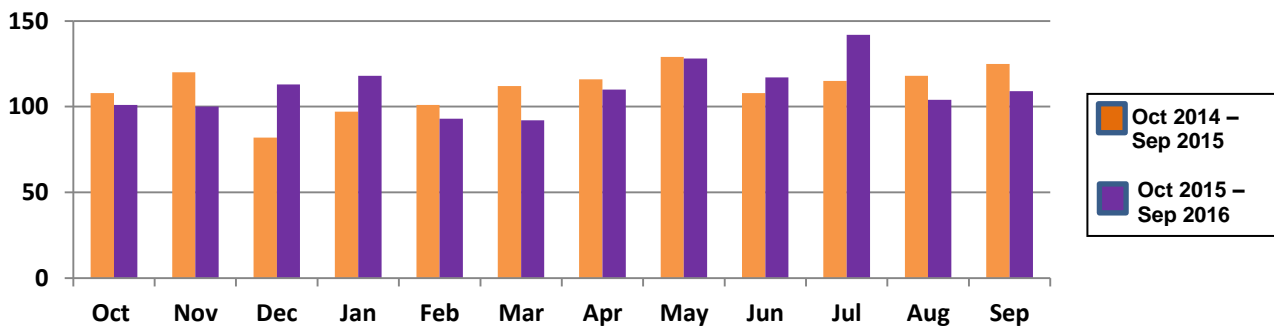


Figure 3 – Violence with injury offences (number) between October 2015 and September 2016 compared to the previous year

Incidences of *Robbery* (including crimes such as theft with the use of force or a threat of force, personal robberies, commercial robberies snatch), have increased significantly by 22.2%, with 391 offences being recorded this year compared to 320 offences being recorded in in the previous year.

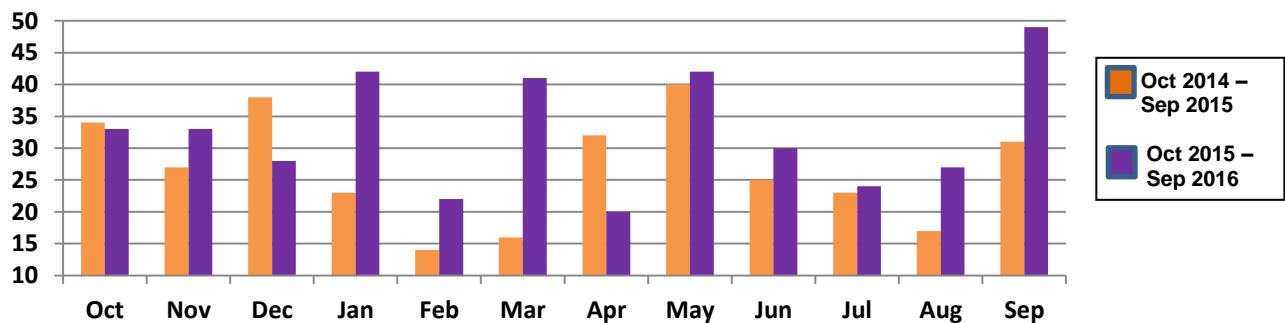


Figure 4 – Robbery offences between October 2015 and September 2016 compared to the previous year

*Theft of a motor vehicle* has seen the largest increase in percentage terms of all of the MOPAC indicators, having increased 44% in the last year in the same reporting period. When looking at this in a population context, this translates to an increase of 0.36 per 1000 population.

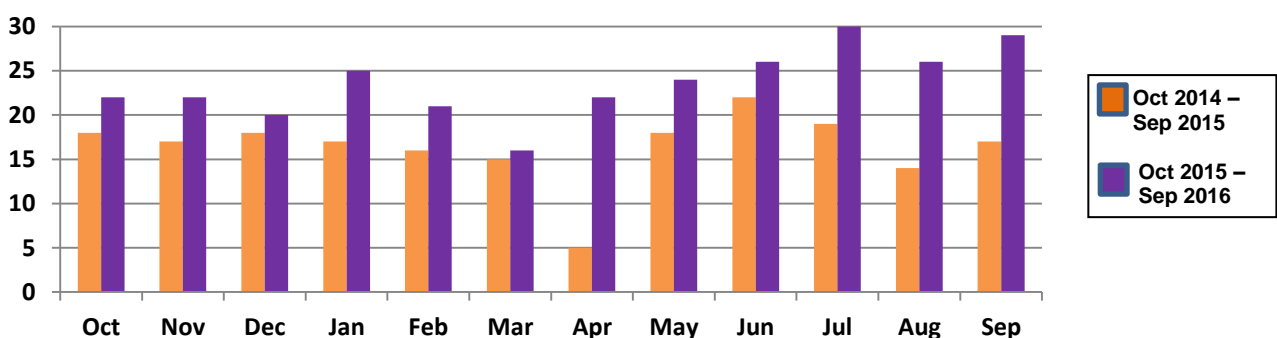


Figure 4 – Theft of a motor vehicle offences between October 2015 and September 2016 compared to the previous year

There were a total of 1,133 offences relating to *theft from a motor vehicle* between October 2015 and September 2016, which is an increase of 6% compared to the previous year.

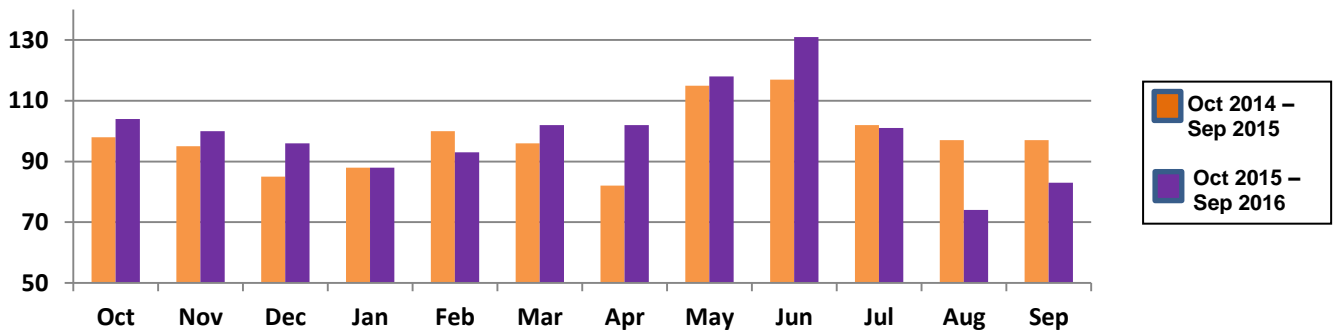


Figure 5 – Theft from a motor vehicle offences between October 2015 and September 2016 compared to the previous year

346 offences in relation to *theft from a person* took place during the last year; this has risen by 21.4%, and is a significant increase.

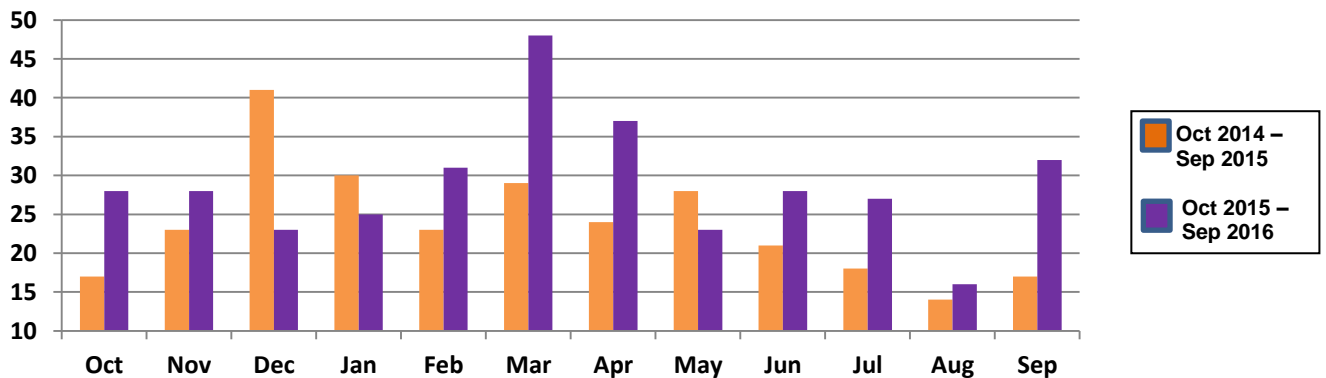


Figure 6 – Theft from a person offences between October 2015 and September 2016 compared to the previous year

*Criminal damage* includes offences such as damage to a dwelling, damage to other buildings, damage to a motor vehicle and other criminal damage offences. There were a total of 1,192 offences this year, which translates to a small increase of 1.7% or 20 additional offences.

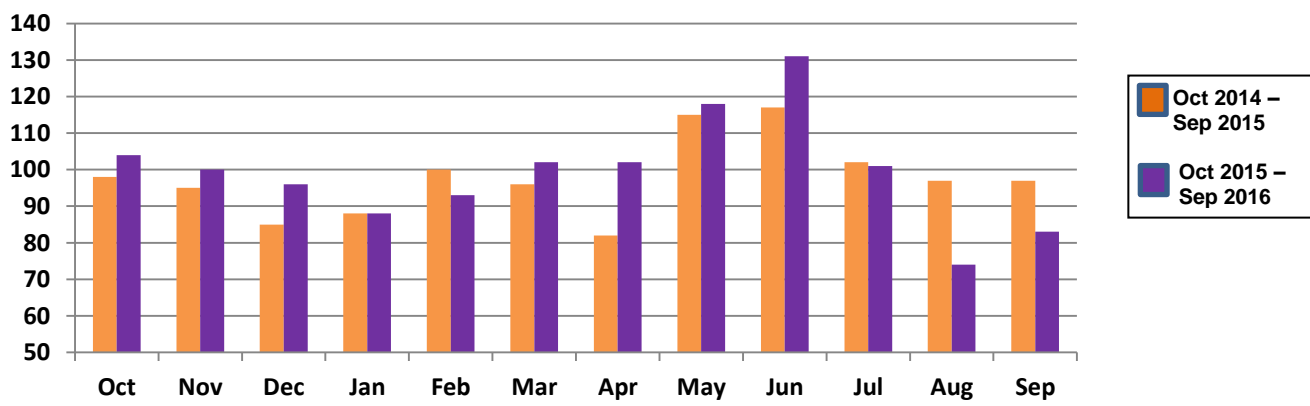


Figure 7 – Criminal damage offences between October 2015 and September 2016 compared to the previous year



## Strategic Objectives

Our aim is to deal with the cause of crime and not just the problem itself through the continuation of our services across the partnership and a distinct set of projects which work with perpetrators and those on the edge of crime. Harrow's strategic objectives are two-fold, and based around intelligence gathered from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes and around anecdotal accounts such as the rise in youth violence and gang-related activity, which has given us an understanding of what is important in Harrow. Our focus for the next four years will be based on two strategic areas; *high volume crime*, which include crimes that have seen a significant increase in the last year, and *high harm crime*, which encompass Harrow's central commitment to tackle *Violence, Vulnerability and Exploitation (VVE)* in the borough.

We understand that while there are many indicators of high harm crime, the nature of the root causes are not always understood. There has never been a more critical time to explore the strong link between the complex needs of vulnerable young people who are at risk of being exploited and individuals who take to offending. However, vulnerability isn't just limited to people, and at times local areas can turn into crime hotspots and vulnerability can become concentrated into particular areas, where people are more likely to become victims of both high volume and high harm crimes. By putting VVE at the core of our strategy we plan to reduce crime in the borough not just through enforcement and convictions but by also working with those people who are vulnerable to being brought into association with crime either as a perpetrator or as victim (and in some instances both).

We pledge to make Harrow the safest place to live for all those who live, work, and study in the borough and this will be achieved through a distinct set of strategic objectives set out below:

### High volume crime

The following crimes will be prioritised following a significant increase in these areas and in agreement with the Mayor's Office for Policing and Crime (MOPAC):

1. *Burglary* – To reduce the number of burglaries and fear of crime in the borough and increase public confidence in the police;

2. *Non-domestic violence with injury* – To reduce the number of incidents of grievous bodily harm and actual bodily harm (NB, this is still an emerging theme with MOPAC, but in devising our strategy and concentrating on high harm crime, we believe we will cover non-domestic violence with injury with the areas in our delivery plan)
3. *Anti-social behaviour (ASB)* – To reduce the number of anti-social behaviour incidents that occur in the borough and ensure victims get the support ~~they~~ need-specific to their needs.

### High harm crime

We will have a strong focus on the following aspects of high harm crime which reinforce our commitment to tackle violence, vulnerability and exploitation in the borough. This also firmly echoes the current Mayor's priorities, and includes a renewed focus on Anti-Social Behaviour and Youth Violence.

1. *Youth violence and knife crime* –
  - a. To reduce the number of young people involved in youth violence and gang crime and to decrease the number of young people carrying offensive weapons,
  - b. To ~~embed support schools to deal more effectively with a cultural shift within the schools on the~~ issues of sexual assault, child sexual exploitation and digital exploitation, and to promote a culture of awareness of child sexual exploitation;
2. *Domestic and sexual abuse* – To provide critical support to the most vulnerable members of our community who are affected by domestic and sexual violence and female genital mutilation;
3. *Drug and alcohol misuse* –

- a. To reduce the number of young people involved in the supply of illegal substances and to build resilience in young people so that they are able to spot the signs of dealer grooming;
  - b. To reduce alcohol and drug-related reoffending via targeted early support and treatment for ex-prisoners;
4. *Extremism and hate crime* – To prevent young people from being drawn into terrorism; and to improve hate crime reporting rates.

## High Volume Crime

### 1. Burglary

The Indices of Deprivation (IMD) Crime Domain and Burglary, Robbery, Violence with Injury and ASB [\(BRVA\)](#) Data from 2015-16 provides a list of wards in which residents are most at risk of crime victimisation. The following wards feature in both top 7 most at-risk lists: Greenhill, Edgware, Marlborough, Roxeth, Harrow on the Hill, Roxbourne, and Queensbury. Analysis of these wards shows a particular peak in some crime during the winter months when clocks go back and the nights get longer, making homes an easier target. Notably, Edgware, which is the 2<sup>nd</sup> most at risk according to BRVA data, and is also 1<sup>st</sup> in the IMD Crime Domain. Furthermore, 6 out of 10 of the most deprived wards according to the Index of Multiple Deprivation (IMD) are also in the top 10 wards at the highest risk of crime based on the BRVA measurement. These are, Roxbourne, Greenhill, Marlborough, Edgware, Roxeth, and Harrow on the Hill. This suggests a correlation between deprivation and crime levels.

There were a total of 2,025 burglary offences between October 2015 and September 2016. This is a significant increase when compared to the same period in the previous year, and translates to a 27% increase or 489 additional offences in this period. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Burglary	October 2014 - September 2016		October 2015 – September 2016		Offences Change	% Change
	Offences	Rate (per 1,000)	Offences	Rate (per 1,000)		
Ealing	2782	8.11	2542	7.41	-240	-9%
Hillingdon	2471	8.30	2064	6.93	-407	-16%
Barnet	3700	9.74	3707	9.76	7	0%
Brent	2660	8.21	2747	8.48	87	3%
<b>Harrow</b>	<b>1586</b>	<b>6.42</b>	<b>2025</b>	<b>8.19</b>	<b>439</b>	<b>28%</b>
<b>Greater London</b>	<b>58768</b>	<b>6.78</b>	<b>69456</b>	<b>8.01</b>	<b>10688</b>	<b>18%</b>

Table 1 – Burglary offences in Harrow and neighbouring boroughs

The chart below shows the number of offences recorded in Harrow during each month between October 2015 and September 2016 (purple) compared to the previous year (orange).

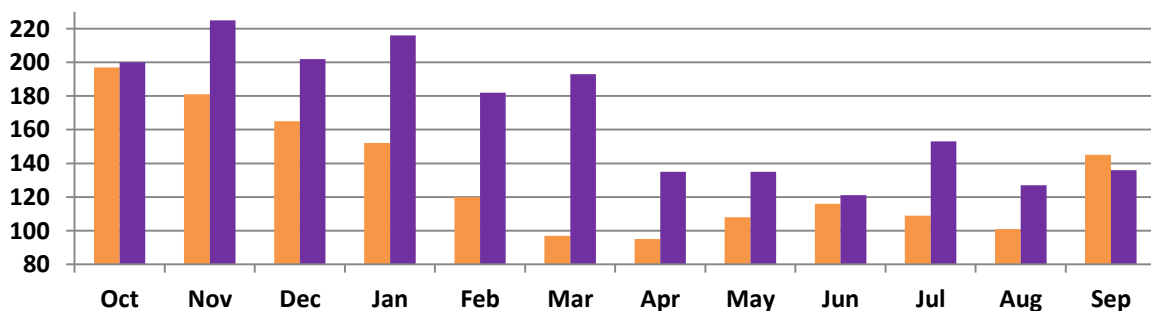


Figure 8 – Burglary offences between October 2015 and September 2016 compared to the previous year

Harrow Police have launched a campaign called [‘Autumn Nights’](#) [‘Be Safe’](#) which is aimed at increasing public confidence and reduction of a fear of crime, as well as a reduction of burglaries itself. This project aims to:

- Provide a lawful and proportionate policing response to the anticipated rise in residential burglary during the darker nights of the autumn
- Prevent burglary and provide a reasonable and proportionate response if a burglary is committed
- Work together with partner agencies

In preparation for this campaign, police teams will be working to identify vulnerable people and burglary and theft 'snatch' hotspots across the borough. Once launched, the campaign will provide specific Intelligence and the tasking of Safer Neighbourhood Teams, including fortnightly street briefings and weekly contact with hard to reach groups, community events, faith premises, and sellers which include supermarkets. In addition to this, literature and other publicity material will be used to promote anti-burglary messages, which typically increase as the clocks go back and the nights are longer.

The police also plan on increasing signage on roads, raising awareness of panic alarms and light timers and ensure there is higher visibility in burglary areas, including the deployment of high visual cycle patrol officers who will cover high-risk areas at particular times of the day or night. In addition to this, METRACE will continue to be rolled out to priority areas. The police commit to working closely with the Council to make best use of opportunities to use CCTV intelligence.

With regards to intervention and prevention at schools, dedicated Schools Officers already exist, and the aim is to ensure all Schools Officers discuss concerns in relation to the misuse of fireworks and 'trick or treating' and highlight the consequences of offences. Following on from this the police will maintain a list of bail/curfew restrictions and carry out truancy patrols.

In the past this [campaign, previously known as e-'Autumn Nights' campaign](#) has proved successful in reducing burglaries during autumn when a number of religious festivals, including Navratri, Diwali, Hanukkah and Christmas occur. In 2015 the project was very popular with the community in reminding them to keep their home safe. However with such a great increase in burglary in the last year it is clear that there now needs to be a greater focus on this area.

In addition to this, the Harrow Safeguarding Adults Board (HSAB) has identified a priority for future work in tackling scams, door step crime and distraction burglary which relate to

older and vulnerable people. Locally there have also been victims and the HSAB wants to get a better understanding of the numbers and is promoting the [Home Office / Metropolitan Police](#) “little book of big scams” (~~Home Office/Metropolitan Police~~) and [the National Trading Standard / Police](#) “watch out for scams” (~~National Trading Standards/Police~~) publications as widely in the borough as possible.

## **2. Non-domestic violence with injury**

This is a new indicator for MOPAC and is recorded as allegations of grievous bodily harm, actual bodily harm, wounding, and assault with injury. We aim to address this through our commitment to tackling violence, vulnerability and exploitation in its general sense and this is explored in further detail in the next section.

The MOPAC Crime Dashboard<sup>8</sup> shows an increase in Common Assault offences in the last 12 months, which make up 9.5% of total notable offences. Offences are highest in five wards in the south and centre of the borough, namely; Greenhill, Harrow on the Hill, Roxbourne, Marlborough and Roxeth wards. Over 43% of Common Assault offences across the borough occur in these five wards.

## **3. Anti-Social Behaviour**

Anti-social behaviour covers a wide range of unacceptable activity that causes harm to an individual, to their community or to their environment. This could be an action by someone else that leaves a person feeling alarmed, harassed or distressed. It also includes fear of crime or concern for public safety, public disorder or public nuisance.

Examples of anti-social behaviour include:

- Nuisance, rowdy or inconsiderate neighbours
- Vandalism, graffiti and fly-posting
- Street drinking
- Environmental damage including littering, dumping of rubbish and abandonment of cars
- Prostitution related activity

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<sup>8</sup> <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/crime>

- Begging and vagrancy
- Fireworks misuse
- Inconsiderate or inappropriate use of vehicles

The police, local authorities and other community safety partner agencies, such as Fire & Rescue and social housing landlords ([which includes registered providers and the Council](#)), all have a responsibility to deal with anti-social behaviour and to help people who are suffering from it, [including resolving issues at the earliest point of an incident of ASB.](#)

There has been an upward trend in incidents of Anti-Social Behaviour since summer 2016 with Harrow recording an 8.2% increase compared to the previous 12 month period, which currently ranks Harrow at 27<sup>th</sup> out of 33 boroughs within London.

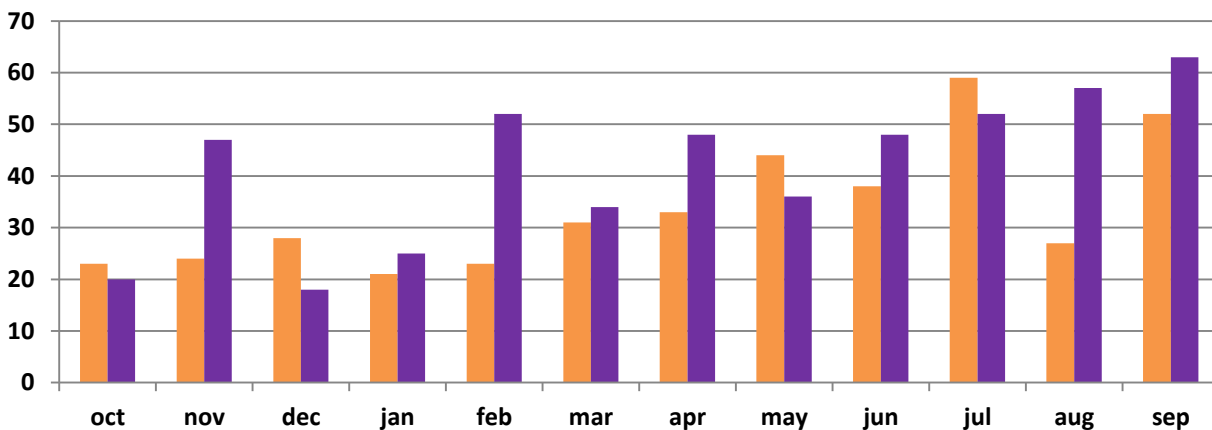


Figure 9 – Anti social behaviour incidents between October 2015 and September 2016 [as reflected in Police Crime data](#) compared to the previous year

Locations in the borough that have seen a considerable rise include Queensbury, Stanmore Park, and Belmont, with the peak months for anti-social behaviour incidents occurring in September, August, and February.

The Council’s Community Safety Team is responsible for dealing with matters of Anti-Social Behaviour [with the exception of Council housing. The Community Safety Team arising in the Borough and](#) is responsible for investigating **all** complaints of ASB through to resolution using the appropriate tools and powers and through engagement with partners, [including the Council’s Housing Team](#). In order to enhance our partnership between the Council and the Police, Police Officers sit with the Team to ensure sharing of information and a co-ordinated approach for the Borough. To ensure the protection of the community, the team remit includes elements of violence and vulnerability and the central focus of the

team is the victim and also supporting the community. Officers are also responsible for taking forward recommended actions outlined on the partnerships Risk Matrix, part of the Council's Anti-Social Behaviour Action Group (ASGAB), to support victims.

Currently the team has been acting as the Single Point of Contact for operational issues in relation to gangs and has been coordinating a partnership approach to dealing with gang related crime through monthly Gangs Multi Agency Partnership ([GMAP](#)) meetings, which has been set up in response to increasing violence from gangs on the borough and emerging risks of those exploited by gangs. The group meets on a monthly basis and bring together partners to add value to the enforcement options delivered by the police. [GMAP is attended by key agencies, including Schools Officers who are represented by the Police Team, and the Youth Offending Team \(YOT\) who ~~are~~ provide an insight into the current interventions taking place which can influence decisions around enforcement options for young people.](#) The Community Safety Team work with internal and external agencies to tackle matters of violence, vulnerability and exploitation through identification, education, disruption and enforcement. The aims are to:

- Provide first line support and act as primary co-ordinators and enforcers for matters of ASB, crime and disorder in the Borough in partnership with other Council partners and external agencies;
- Take the recommended action outlined on the Partnership Matrix to support the victim(s) as well as the appropriate course of action to tackle the perpetrator(s)
- Investigate all ASB complaints to resolution using the appropriate tools and powers and through engagement with partners, [with the exception of Council housing](#). This includes the organisation of a series of meetings that are governed by set protocols that ultimately report to the Safer Harrow Board and the Home Office where necessary;
- Provide proactive reassurance and support in relation to ASB issues, to those who live, work and visit Harrow in partnership with relevant agencies
- Work closely with other Councils to share best practice in combatting crime and disorder, in line with Home Office guidance
- Support and protect vulnerable victims and manage risk in accordance to them, working closely with safeguarding units

In addition to this, CCTV continues to play an instrumental role in making the borough safer. The Council works closely with the police in this area and delivers a 24/7/365 CCTV



service. This has worked well and includes utilising direct video and radio links. The good work of the team has been recognised at a local and regional level.

Over recent months a MOPAC-led taskforce has been exploring opportunities to secure sustainable CCTV provision in London. This is in recognition of the challenging financial climate faced by local authorities, which are the primary funders of public space community safety CCTV. Harrow Council is one of the sites that the taskforce visited. The findings from the work of the taskforce will inform future approaches to CCTV. In addition, the council will continue to engage with the development of any regional strategy in this area.

### *Services for offenders*

All local authorities have a significant role to play in reducing reoffending as well as tackling crime. This includes ensuring partners take account of the concerns of residents and businesses and understanding the health and wider needs of offenders. A number of partners are responsible for commissioning and providing a range of services that support the rehabilitation of offenders. Examples include community based and residential drug and alcohol treatment and recovery services, support with mental health needs, housing provision and benefits, social care services, and access to training, volunteering, education, and employment opportunities.

The Council continues to develop an effective working relationship with the National Probation Service a Community Rehabilitation Company through various panels, including the Integrated Offender Management (IOM) service. The IOM panel meets on a monthly basis providing an opportunity for the provision of intelligence sharing through a number of partners and uses of a range of enforcement powers to take action against offenders who choose not to engage with IOM services, and who continue to offend. Harrow Council plays an integral role in the strategic development and operational delivery of IOM in terms of securing partnership buy-in and resources for multi-disciplinary IOM teams and ensuring robust governance arrangements are in place to support delivery and ensure accountability.

### **High Harm Crime**

### **Violence, Vulnerability and Exploitation (VVE)**

This strategic objective for Harrow has been informed by the Ending Gang and Youth Violence Peer Review, which was commissioned by the Home Office in 2015. The Review found that Harrow is dealing with some of the highest risk young people, and recognised emerging issues of serious youth violence vulnerability and exploitation. Following the Peer Review, a Local Area Profile was commissioned which involved a one-day Local Area Assessment, giving us invaluable insight through interviews and focus groups with front-line practitioners to gather information, building a qualitative picture of the key issues and drivers around county lines with our neighbouring boroughs, gangs, youth violence and vulnerability. Additionally, one of the recommendations of the Peer Review was to develop a problem profile, which explores the risk factors that affect violence, vulnerability and exploitation and gain an in-depth understanding of the causes of gang membership. In identifying these issues, we hope to reduce the number of people drawn into gang membership through early intervention and equipping existing gang members with the support they need to exit a disruptive pathway. This will not only safeguard younger siblings and family members who may be on the periphery of exploitation but also help to prevent gang culture becoming further embedded in Harrow.

Several partners have a role to play in dealing with all aspects of VVE in our strategic objectives and boroughs have received funding from MOPAC via the London Crime Prevention Fund (LCPF) in order to address key priorities related to crime reduction. We have worked with our voluntary and community sector (VCS) to design a range of interventions that have been proven to be successful in the borough and elsewhere, these are outlined in more detail further on. Our aim is that by working in partnership with the local VCS they will be able to leverage in additional funding and resource to support this agenda in addition to what the Council can provide.

#### **4. Youth violence and knife crime**

We have seen an increase in the number of victims of knife crime within the borough and young people convicted of weapons offences has also risen. In 2016/17 36 young people were convicted of possession of an offensive weapon, compared to 28 young people in the previous year however, the number of first time entrants has decreased by 7.9% compared to the previous year; this is based on data collected by the Council's Youth Offending Team (YOT). The graph below shows how FTE has changed over the past six years.

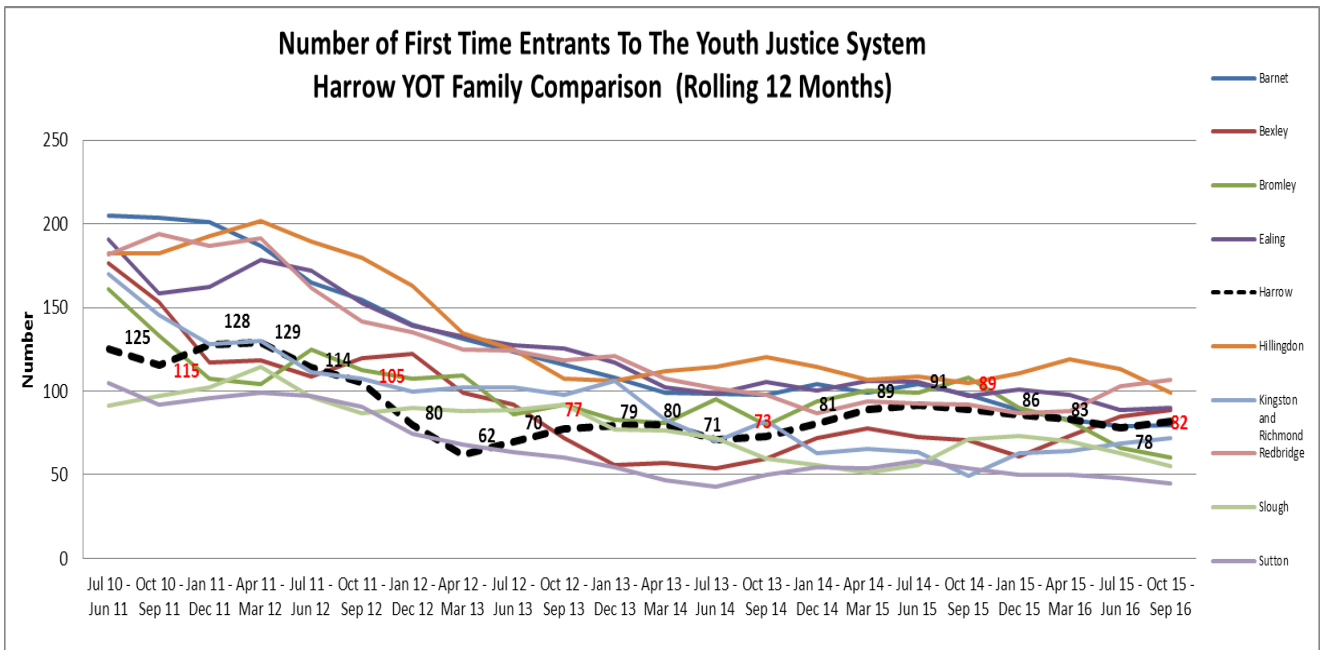


Figure 10 – Number of first time entrants to the Youth Justice System

In addition to this, the Triage service has been transferred to Harrow’s YOT service which has meant a more streamlined approach to early intervention to address youth violence. During 2016/17 the YOT received 73 referrals, 68 of which went on to have a triage intervention. Overall; including those already with triage at the start of the year; the team delivered triage interventions to 83 young people. There were a total of 50 young people discharged from the triage programme in 2016/17 45 (90.0%) of whom completed the programme successfully.

However, assessments of young people by the YOT indicate that young people are carrying knives due to feeling unsafe and the majority of knives have been kitchen knives rather than “trophy” knives. Knife crime incidents made up a total of 281 offences in April 2015 to March 2016 in young people aged 0-25, this increased by 29% in the following year to 362 incidents between April 2016 to March 2017. The graph below shows the upward trend of knife related incidents in the borough:

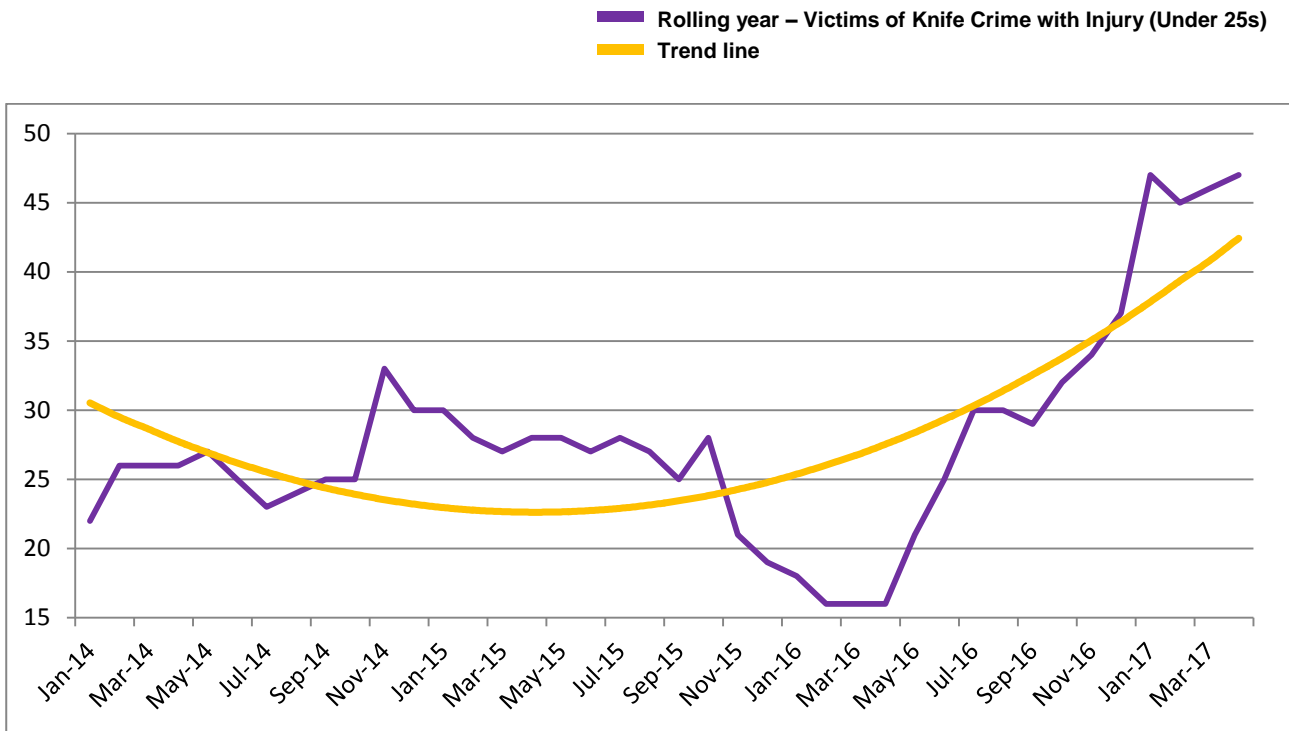


Figure 11 - Knife Crime with Injury (Under 25s) from October 2015 – April 2017, MOPAC Dashboard

Harrow has seen a particular rise in youth violence in the South Harrow and Rayners Lane area and in light of this increase, and in response to offences linked to knife crime and serious offences involving stabbings, the Council are developing a Youth Offer as part of the Early Support [Offer](#) and in conjunction with Youth Offending Team to directly address young people who are vulnerable to being either victims or perpetrators of such crime.

In addressing the issue of youth violence, the Council have been working with Ignite a well-known voluntary and community organisation, with a team of experienced youth workers, to recruit a full-time Gangs Worker for the Rayners Lane Estate and South Harrow area. The programme is specifically aimed at working with young people connected to ~~the~~ known gangs in the area and those who are engaged in high levels of anti-social, violent and criminal behaviour.

This service aims to achieve a reduction in youth offending and gang-related behaviour, and support young people to disengage with and ultimately leave associated gangs. The Gangs Worker will work in close partnership with the Community Safety Team and attend monthly GMAP meetings to share intelligence and anecdotal insight. Outcomes will

include reduced incidents of violent youth crime in Harrow and a reduction in children and young people 'coming to notice' by the police and young people demonstrating improved self-esteem, engagement, confidence and skills, helping them to make positive choices and increasing their aspirations and hope for the future. The programme will enable young people to demonstrate improved personal and social skills such as communication and emotional resilience.

Connected to this, we believe that prevention and early intervention is better than cure, and we have therefore invested in a drama programme with Synergy Theatre. Synergy have a proven track record in working to rehabilitate ex-prisoners and have featured in the national press for their successful work in changing the attitudes and behaviours of participants and the audience. The production company will work in a select number of targeted schools where young people are at risk of entering the criminal justice system to help them discover alternative pathways and become an integral and meaningful part of society. Synergy have developed a ground breaking, interrelated programme of artistic work that seeks to build a bridge from prison to social reintegration, prevent young people from entering the criminal justice system, and inspire change by capturing the imagination and affecting the feelings, behaviours and attitudes of participants and public.

Through the opportunities offered by this project, participants will be challenged to try new activities and learn new skills to overcome destructive patterns of thinking and behaviour. Many may discover untapped potential and talent and these achievements and skills gained can foster a more positive mode of behaviour and encourage re-engagement with education and increase future employability.

In addition to this programme YOT are seeking to add provision by delivering collaborative sessions across schools. YOT are currently working in partnership with Prospects whereby a workshop on the impact of having a criminal record on future life chances is delivered and this will be considered as part of the wider offer to schools.

Another programme called Street Doctors has been selected to assist Harrow Youth Service in addressing the rise in knife crime. Street Doctors is a group of 2<sup>nd</sup> year medical students who volunteer their time to work with young people who may come into contact with a stab victim. They work with multiple partners across London to help fund, facilitate and strengthen the delivery of pragmatic, life-saving first aid to young people at risk of

youth violence in the city. The programme they deliver includes a minimum of 42 young people (potentially 6 per cohort) at risk of youth violence educated in each of two modules – ‘What to do when someone is bleeding’ (6 sessions) and ‘What to do when someone is unconscious’ (6 sessions). Those at risk are defined as any one of the following:

- Young people who have already received a conviction for violence or weapon carrying
- Young people who are deemed by other services as being at higher risk. Example services include: Youth Offending Institutes/ Teams, Pupil Referral Units, Specialist Charities, and Youth Clubs
- Young people living in areas where there is a high rate of violence

Young people who attend the Street Doctors course receive a certificate of attendance at the end of the programme. Once the course is complete the team share subsequent intelligence and analysis with key stakeholders. Discussions are also underway with the Beacon Centre which is located in Rayners Lane to host these sessions. We know from recent experience that this is a worthwhile venture as two young people known to the YOT who witnessed the aftermath of a stabbing were able to utilise their skills learned from these sessions and stop the bleeding of a victim.

In conjunction with these practical activities, the Youth Offer delivers a programme to help young people explore their current mind-set and consider ways of approaching different situations that they are faced with both in and out of school. The Youth Offer addresses a number of key factors which can lead young people into crime, such as social skills, cognitive deficits, self-esteem, emotional resilience, confidence building, and ensuring a strengths based model is adopted which moves away from a deficit model of working with the “problem”. The Mental Toughness programme works closely with young people aged 12 to 19 to help them drive positive and sustainable changes that will make a real difference to their attitude, mind-set and behaviour. The aims of the programme are to help them; not to fear failure; challenge stereotypes & ditch labels; be resilient to challenge; be confident to make mistakes.

The Council are also engaged with a number of other partners, including Prospects, MIND, Watford Football Club employability programmes, and Xcite. All organisations are delivering sessions across the youth offer as a preventative strand but also a range of provision is available for those who may have offended through the YOT including a

[dedicated education worker](#). In addition, Children's Services have been in discussion with Ignite to look at ways in which to partner further and develop a more bespoke youth offer to the area which will include joint outreach/detached youth work, engagement events with young people in the South Harrow area and youth club sessions built on the feedback from young people as to what they want to see delivered. It is the intention that once a model of delivery is agreed and rolled out at the Beacon Centre, that this model is then replicated in other areas of Harrow where there is a need.

Work continues to extend the youth offer to other areas of the Borough including activities being run in partnership with Watford FC based at the Cedars Youth and Community Centre and plans to add youth services to the programme of activities from the Early Support Hub at the Pinner Centre.

Key to further developments around the Youth Offer is our partnership with Young Harrow Foundation, a not for profit youth organisation, who are assisting Harrow Early Support in developing an overarching youth strategy along with other partners within the private and voluntary sector.

In addition to this some of Harrow's young people access services at St Mary's Hospital Emergency Department run by Red Thread, a collaborative youth charity, which provides youth intervention programmes to support and engage with victims of serious youth violence and exploitation.

In providing a joint response to child sexual exploitation (CSE), missing children, and gang related activity, Harrow Children's Services took the steps to mobilise resources associated with Violence Vulnerability and Exploitation and create the Violence, Vulnerability and Exploitation (VVE) team in April 2016. The VVE Team has a CSE Coordinator, Missing Children/Runaways Family Support Worker and a Gangs worker in order to provide a joined up response to children and young people displaying vulnerabilities associated with these key risk areas. This work compliments the work being carried out by the Community Safety Team, informing and supporting intelligence shared at monthly Gangs Multi Agency Partnership meetings. The VVE team works in collaboration with key partners, including the Police, [Harrow Safeguarding Children's Board \(HSCB\)](#), Youth Offending Team and Education to provide a joint response to CSE, Missing Children and Gang related activity, as well as being involved in Channel and preventing extremism. The team also serves to develop key themes and trends, improve

collective response through an informed understanding of the issues, which will feed into the development of the problem profile in respect of young people.

In November 2016 a Harrow led Violence, Vulnerability and Exploitation mapping exercise of approximately 40 known young people was undertaken involving professionals across the partnership including Harrow Children's Services, Police, Education, Housing, Community Safety Team, Helix Pupil Referral Unit (PRU), [HSCB](#) and Health. The [purpose aim](#) was to explore the links and key themes between the young people in respect of VVE indicators and vulnerabilities. The mapping exercise highlighted links and relationships involving missing young people, CSE, youth violence, suspected county lines drug trafficking and gang associations, primarily the development of a new group/gang. The Helix PRU was also becoming a prominent location where a key number of VVE young people were meeting and forming peer groups.

### Case Study

In December 2016 a Multi-Agency Child Protection Strategy meeting was held involving approximately 35 multi-agency professionals across the partnership regarding a family address and location in the Roxbourne Ward, Harrow. The location was a recurring theme with young people associated with VVE. The concerns at the address included CSE, Missing young people, substance use and youth violence associated with the new 'Group/Gang'.

The Police, with support of Children's Services and the Community Protection Team, were able to submit representations to Harrow court and obtain a Closure Order for 3 months covering period 10.12.16 – 4.3.17. (*ASB Crime & Police Act 2014 – Sect.80*). *Disorderly, offensive or criminal behaviour ...serious nuisance... disorder to members of the public*. The order ensured that only the named individuals residing at the address could be there prohibiting access to the premises to anyone else.

Effective partnership working with corporate and with key stakeholders led to successful disruption activity, safeguarding children missing from home and care and [those](#) at risk of Child Sexual Exploitation. The success of the disruption activity and reduced anti-social behaviour firmly rests with the strength of



partnership working between Children's Services, Police, Community [Safety](#) and Housing. Swift action on the part of everyone involved led to a reduction in criminality and children being safeguarded.

Over the next two years the Council will also invest in a programme aimed at generating a cultural shift within schools on the issue of sexual assault, CSE, and digital exploitation violence, and promote a culture of awareness.

We know that young women in Harrow, particularly from the Black, Asian and Minority Ethnic communities (BAME), are disproportionately affected by crimes of sexual assault in schools, and Child Sexual and Digital Exploitation. A report by the Government's Women and Equalities Committee released on 13 September 2016 shows that sexual harassment and sexual violence in schools are widespread nationally. Testimonials from young women and girls affected suggest that schools are failing to deal effectively with the problem. A new programme aimed at early intervention and prevention will be delivered by Wish, a charity supporting young people into recovery from self harm, violence, abuse and neglect. Wish will work in close partnership with the Harrow Violence Vulnerabilities and Exploitation team, to deliver an Outreach and Support service to young people within identified schools and/or "hotspot" areas in Harrow. Working within clearly identified strategic goals agreed across multi-agency partnerships such as the local authority, police, health and other key agencies like probation and youth offending, information and intelligence will be shared to fully understand the local patterns of child sexual exploitation and peer related sexual violence, to disrupt and deter perpetrators and to identify, help and protect children. Raising awareness across the community is crucial, and the service will work with children to develop materials to support other children to understand the risks and issues. Schools will be supported to deliver appropriate responses to young people on the issues, and to tackle incidents such as sexual assault in appropriate ways.

This project aims to narrow the vulnerability gap by increasing targeted interventions in schools where a high percentage of sexual assault and digital exploitation incidents are known and through a whole school approach will generate a strong counter culture of challenge and change to tackle and prevent violence, vulnerability and exploitation.

### **Female Genital Mutilation (FGM)**

Female genital mutilation (FGM) refers to procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. FGM is a criminal offence – it is child abuse and a form of violence against women and girls, and has been illegal in the UK since 1985, with the law being strengthened in 2003 to prevent girls travelling from the UK and undergoing FGM abroad<sup>9</sup>. FGM is a procedure where the female genital organs are injured or changed and there is no medical reason for this. It is frequently a very traumatic and violent act for victims and can cause harm in many ways the practice can cause severe pain and there may be immediate and/or long-term health consequences, including mental health problems, difficulties in child birth, causing danger to the child and mother and/or death. The age at which FGM is carried out varies enormously according to the community. The procedure may be carried out shortly after birth, during childhood or adolescence, just before marriage or during a woman's first pregnancy.

Between April 2015 and March 2016, 70 women or girls (i.e. under 18) in Harrow were identified as having had FGM at some point in their lives<sup>10</sup>. Compared to the rest of the local authorities in England, Harrow ranks joint 27<sup>th</sup> highest and joint 19<sup>th</sup> highest in London. The highest numbers identified were seen in Birmingham, Bristol and Brent. These small numbers do not allow us to divide the cases into those aged under or over 18. The recording of age at which FGM took place is very poorly recorded and so it is not currently possible to say how many are recent cases, or indeed, if any of them are.

Harrow ranks 4<sup>th</sup> highest nationally in the rate of hospital, clinical, or GP attendances for women or girls with FGM, i.e. the number of contacts with the health services that any woman previously or concurrently identified as having FGM. We do not have data on the reasons for these attendances. Some/most are certainly maternity cases and will be receiving a number of antenatal attendances while others may be having treatment for their FGM and other attendances could be completely unrelated to their FGM. What is clear is that the number of attendances in Harrow is 6 times the number of cases compared to 3 times the cases in Brent, who use the same hospital Trust, and between 1

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<sup>9</sup> Under section 1(1) of the Female Genital Mutilation Act 2003, a person is guilty of an offence if they excise, infibulate or otherwise mutilate the whole or any part of a girl's labia majora, labia minora or clitoris. Section 6(1) of the 2003 Act provides that the term "girl" includes "woman" so the offences in section 1 to 3 apply to victims of any age.

<sup>10</sup> The number of newly recorded cases has been rounded to the closest 5 to prevent disclosure.

and 2 times elsewhere. Due to poor quality data it is impossible to ascertain the reasons behind this at this time.

North West London Healthcare Trust safeguarding nurses have ensured that questions about FGM are routinely asked as part of the Trust's safeguarding policy. These questions are asked regardless of whether the child or mother are attending accident and emergency, paediatrics, maternity or a surgical ward. Since the introduction of mandatory reporting for certain professions, combined with the local awareness raising activity, referral figures are increasing. Referral figures to the MASH have risen from an average of 3-4 per year prior to 2015 to 14 in 2015-6. While most of these cases were children identified as potentially "at risk" of FGM, one case was of a young woman who had already had FGM. This case was investigated and it was established that she had undergone FGM prior to arriving in the UK.

The Harrow Domestic and Sexual Violence Forum has identified FGM as a priority area. In line with this, a series of posters and communication plan have been produced to raise the profile of this critical issue. They were distributed throughout the Borough at 26 on street sites and in council publications, with the design options distributed to local sites for display at their discretion. In addition to this, the Harrow Local Children's Safeguarding Board (LSCB) ran briefings for staff on the new duties and to reinforce understanding about the harmful initial and long term effects of FGM. Harrow has two safeguarding health professionals who lead on FGM based at Northwick Park Hospital within London North West Healthcare Trust (LNWHT). They provide training, advice, and support to health professionals within the hospital community; to other health providers such as the mental health trust; and to safeguarding leads based in general practice settings. This increased awareness has improved the quality and timeliness of GP referrals and their action plans. In turn, ~~the~~ GPs have reported ed that responses from MASH have improved so they know what is happening with their patients.

As part of the HSBCHSCB, colleagues in Public Health have FORWARD trained FGM trainers who deliver a cross agency session as part of our race, culture, faith and diversity implications for safeguarding children effectively course. These trainers work as part of our voluntary community and faith child safeguarding engagement.

Schools in Harrow have been working with NSPCC and FORWARD on FGM. Norbury School is the leading primary school in the NSPCC Talk PANTS programme and lead in Female Genital Mutilation education, working alongside the Azure Project with the Metropolitan Police. The school had six months of regular meetings with stakeholders including health services, children's services, their parent group, the voluntary sector, the police, cluster schools and charities to understand the facts, the various educational approaches, training and engagement with communities. Following these meetings the school created their own FGM lesson plans, resources and approaches which they were shared with their stakeholders and modified as required. All Year 5 & 6 pupils' parents met the school and reviewed the resources before the lessons were piloted and INSETs were held for their staff, governors and parents. Under the slogan My Body My Rules, Norbury has specific FGM lessons from year 3-year 6. Norbury School has also delivered CPD Online seminar lessons and has participated in three conferences, a radio programme and has developed a video. They are also a case study championed by the Home Office and have shared the approach and learning with other schools. Their role in raising awareness of FGM has also been recognised by the United Nation, within the Big Bro Movement.

A number of lesson plans are being created in Harrow schools and colleges, in partnership with their community, under the support and guidance of Norbury Primary School. Norbury is also working with older students from a high school to train as providers in lessons. As local education champions on FGM, Norbury has developed the lesson plans for PANTS from Nursery through to year 6. Norbury has trained and facilitated assemblies, seminar lessons and taught across 10 different boroughs in London. Norbury is now a facilitator for a national training provider speaking at Conferences in Bristol, Manchester and London.

In addition to this, Harrow High School met with KS3 parents to share Harrow High's Talk PANTS and FGM vision with the plan to deliver lessons. Elmgrove has received staff training and is working with Community Ambassadors to deliver Talk PANTS/FGM lessons. Grange has completely adopted the programme working with Norbury on a weekly basis in the Autumn Term. HASVO (Harrow Association of Somali Voluntary Organisations) are working with Rooks Heath School to support the FGM agenda and developing an FGM film. Harrow College has included FGM awareness in its health fair.

## **Domestic and Sexual Violence**

Domestic violence and abuse is any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial and/or emotional abuse<sup>11</sup>.

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour. Coercive control is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

Since the publication of our [last](#) Domestic and Sexual Violence Strategy, the legislative and policy context has developed considerably. We see this is a positive step. A range of new legislative measures have been introduced including specific offences of stalking, forced marriage, failure to protect from Female Genital Mutilation (FGM), and revenge pornography, as well as a new definition of domestic abuse which includes young people aged 16 to 17 and “coercive control”. Other key legislative developments include the introduction of the Modern Slavery Act (2015), the rolling out of Domestic Violence Protection Orders (DVPOs) and the Domestic Violence Disclosure Scheme (DVDS), the introduction of FGM Protection Orders and an FGM mandatory reporting duty, and enhanced measures to manage sex offenders and those who pose a risk of sexual harm.

The Government has also released a national strategy, Ending Violence Against Women and Girls 2016-20. This refreshes the first UK national VAWG Strategy launched in 2010. The strategy retains the framework of Prevention, Provision of services, Partnership working and Pursuing perpetrators. In addition to this, the London Mayor has launched five new priorities for London as part of the Police and Crime Plan, and this includes a priority to tackle violence against women and girls, putting this issue right at the top of the political agenda.

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<sup>11</sup> [It must be noted that a young person is still a child in law up to the age of 18, for example if abuse is experienced from a family member then child protection procedures must be followed rather than domestic abuse. Domestic abuse however, is relevant for peer on peer relationships.](#)

There is a general acceptance that cases of domestic abuse are under reported, and the new laws around coercive control have not resulted in many convictions to date. There have been four reports to Police in Harrow over the past year, and none have resulted in further action being taken.

There has been a clear increase in recorded domestic offences in London. In the year [up](#) to December 2016 there were over 149,000 incidents, which was an increase of 3.0% compared to the previous year. In December 2012 there were 118,013 incidents, which has increased year on year. Barking and Dagenham has the highest recorded rate of domestic abuse in London, with 26 incidents per 1,000 population as of December 2016. In Harrow the rate was 12 as of December 2016, with only Richmond upon Thames and Kensington and Chelsea having lower incident levels (11 recorded incidents per 1,000 population).

There are challenges in capturing an accurate picture of the levels of domestic and sexual violence in Harrow, including under-reporting by victims, inconsistencies in approach to data collection across services, Home Office changes to the way MPS police forces record domestic violence offences and the hidden nature of this type of violence and associated stigma. Therefore, whilst the data we have collected enables us to look at general trends, we suspect that the true levels of domestic violence in the borough are likely to be higher.

In Harrow, the local Community Independent Domestic Violence Advocates (IDVAs) are now receiving an average of 93 referrals per quarter. This is set against 81 referrals per quarter for 2015/16 and 30 per quarter for 2014/15. The IDVA based in the MASH (Multi Agency Safeguarding Hub) is receiving an average of 30 referrals per quarter, slightly down on last year's peak of 35, but against just 18 referrals per quarter in 2014/15.

The local Multi Agency Risk Assessment Conference (MARAC), which deals with the highest level of domestic abuse cases, has considered an average of 16 cases each month; this number has remained largely consistent for the past two years (18 cases per month in 2015/16 and 19 cases per month in 2014/15). This may well reflect that the MARAC referral process is well embedded into local organisations and working well.

In terms of the national Troubled Families agenda, locally referred to as "Together with Families", 314 out of 718 eligible and verified families on this programme in Harrow have domestic violence recorded as one of the criteria; which is 43.7%.

This local data clearly demonstrates that the Harrow Domestic and Sexual Violence Strategy, and the hard work of the local authority and partner organisations, has been successful in terms of raising the profile of domestic violence services; educating the local community around how to access the available services; and ultimately, increasing our referral rates and therefore being able to provide an intervention, help and support to more local victims of domestic and sexual violence.

We need to better understand domestic violence in our local community, and will work jointly with our strategic partners to ensure access to high quality intelligence to map the nature of domestic violence in Harrow. In addition, we propose to work with local communities, partners and all stakeholders, to increase the number of crime reports, and in particular raising awareness of coercive control as a form of domestic violence.

Harrow has invested £552,000 over two years in domestic and sexual violence services through a contract with Hestia. Through this we have provided a six unit refuge for women and children fleeing domestic abuse; practical and emotional support, advice and advocacy to victims and their children on matters including housing, welfare benefits, legal options, health, education, training and childcare; and Independent Domestic Violence Advocate (IDVA) provision.

The big success over the past year has been the successful delivery of Harrow Couple's Domestic Violence Programme, where Harrow Children's Services partnered with the renowned Tavistock Relationships to deliver a feasibility project trialling a 'mentalisation' based couple's therapy approach to intervention with couples who are parents of one or more Children in Need, and where there is situational violence between the partners. The aim of the pilot was to assess whether the intervention helps alleviate the incidence of violence, improves the couple's relationship, and improves outcomes for children. This was the first time a programme like this has been used in a domestic violence context and so was ground breaking; it was a small pilot and it indicated proof of concept as well as offering a promising potential intervention in a field where there is very little research on what works for couples experiencing domestic violence and abuse.

The results of the programme indicated that it is possible to deliver a couple therapy intervention to carefully assessed and selected parents with a history of domestic violence safely and productively. Couples referred to the project had a total of 67 police call outs

(average of 6.1, range 1 - 24) and 41 contacts (average of 3.7, range 1 - 11) with Children's Services prior to starting the intervention (each police call out is calculated at £477). Working with the couples together led to no further incidents of domestic violence being recorded to date. A post-intervention review by Harrow Children's Services in October 2016 showed that there had been no new incidents involving the Police or referrals to Children's Services for any of the 11 couples in the project.

The improvements can also be demonstrated through the reduced need for statutory social care interventions. Four couples who had been on Child Protection Plans were stepped down to Child in Need Plans; two couples whose children had been on Child in Need Plans improved and their cases were closed; four couples remain on Child in Need Plans (partly because there are other concerns, for example about a parent's mental health or accommodation issues); one couple was not on a Plan.

Qualitative reports from interviews with the couples showed how much they valued the intervention and how much it helped change the interactions in their relationships, and, in some cases at least, had a beneficial knock-on effect on their children, who were happier and more able to function at school. Partners reported not arguing as much or as heatedly and being able to cool things down between them when they did begin to argue. They talked about being able to keep their children in mind and being better parents. Eight out of eleven partners said they would seek the same kind of help again, and one had recommended it to a friend. Officers have now successfully secured funding from the Department of Education to extend the programme for another year.

### Case Study

This case summarises the advice and support provided to a low/medium risk victim of domestic abuse during a two year period within the Harrow Floating Support Service.

The client's past experiences of domestic abuse within the former abusive relationship include physical abuse, intimidating/threatening behaviours, emotional abuse, controlling and/or coercive behaviour, verbal abuse, sexual abuse including rape and financial abuse. The provision of advice and support to the client has ensured on-going safety planning and review of relevant risk factors attributable to the former partner's abusive behaviour. In addition to safeguarding, the client was provided with support in gaining legal remedies (referral to immigration lawyer and family lawyer who applied for a Non Molestation Order



and Child Arrangement Order), alleviating her housing situation (referral to housing service and support in applying for JSA and housing benefit), extending her support networks, assisting with her finances and budgeting and work (pursued an Employer User Programme within the NHS (Mental Health Service) and through this programme, the client secured part-time employment), and empowerment and self-esteem in her moving-on/recovery process towards leading an independent and safe life.

'The Floating Support Worker has accompanied me to the Police station on a number of occasions and she has also accompanied me to a Parent-Teacher meeting in relation to my child; her presence has made me feel safer and more confident. The Floating Support Worker has since the beginning of my case focused a lot on how I can increase my self-esteem, self-worth and sense of empowerment in my moving-on/recovery process in particular when I interact with my former partner during handovers and when we need to communicate by email. During this process I have gradually strengthened my emotional resilience and my ability to detach from my former partner's abusive behaviour on a mental and emotional level which has proved vital as I need to meet him face to face during handovers. I have learnt that I cannot give my power and control away to my former partner and that I cannot stop him from exercising these forms of abuse against me. Instead I am slowly starting to understand that by detaching myself from my former partner on a mental, emotional and psychological level, I can reclaim power and control in my own life and chose how to respond to his abusive behaviour by not allowing it to affect me on a deeper level. This is a process however I have a greater belief in myself that I can do it'.

The Floating Support Worker has empowered me to take charge of the situation and it has made me realise that I have the right to assert boundaries and that my former partner can only stop me from exercising my independence if I allow him to. I feel that this is still a learning process and the Floating Support Worker has played a big part in lifting me up and supporting me to believe in myself and my potential to be able to move forwards in my life. In this context, I feel that the provision of emotional support and focus on increasing self-esteem and independence has had a significant and positive impact on my wellbeing and moving-on/recovery process. There is a safety plan in place which I am mindful of and I feel safer now compared to before when I was not supported by the Harrow IDVA or Harrow Floating Support Service'.

In 2014 we published our Domestic and Sexual Violence Strategy and over the past four years, this has enabled us to make real progress in delivering an integrated approach to

tackling domestic violence across Harrow. We are proud to have made this a priority for the Council and provided additional investment to enhance our service offer. Despite our achievements, domestic violence still exists, and its prevalence remains too high and so we still have work to do.

One of the [Domestic and Sexual Violence](#) Strategy Group's priorities for 2016/17 was signing up to the UK SAYS NO MORE campaign. UK SAYS NO MORE is a national campaign to raise awareness to end domestic violence and sexual assault and is a unifying symbol and campaign to raise public awareness and engage bystanders around ending domestic violence and sexual assault. We were very proud to be the first local authority partner and will continue to support the campaign over the coming year.

Over the life of the strategy, there has been a marked increase in referrals received into our services. This can be attributed to a number of factors, including the increased investment the Council has made; the fact that it has been a priority for the Administration and therefore has been subject of a long running communications campaign; and the profile of domestic violence having been raised significantly, through changes in legislation, national campaigns and high profile media cases.

We now make a renewed commitment through this strategy on behalf of all of the members of the Safer Harrow Partnership, to prioritise tackling domestic violence through a closer working and will now be integrated into the overall Community Safety and VVE Strategy. We commit to aligning budgets across the partnership, where possible, to make the best use of available resources in challenging financial times, to funding high quality provision, and to putting victims, and those affected, at the forefront of our work.

We recognise that some sectors of society can experience multiple forms of discrimination and disadvantage, or additional barriers to accessing support. These include victims from Black, Asian and Minority Ethnic (BAME) communities, lesbian, gay, bisexual and transgender (LGB&T), older people, disabled people, those with insecure immigration status and men. We are committed to ensuring that our approach takes into account the differing needs of victims, and the wider needs of our communities. In particular we recognise that adults in need of care/support are often at risk of domestic violence and abuse. A recent deep dive by the Safeguarding Adults Team showed that 33% (171 cases) of all safeguarding adults enquiries taken forward in 2016/17 had an element of domestic violence and abuse, and older people were the most "at risk group" (45%)

followed by mental health users (42%). The Harrow Safeguarding Adults Board (HSAB) has agreed that training and ~~awareness~~-raising awareness should be targeted to agencies where no/low referrals have been generated, this will also include a greater focus on the multi-agency training programme for safeguarding adults in relation to this domestic violence and abuse.

The Safer Harrow and Harrow Domestic and Sexual Violence Forum also aim to secure funding to continue current provision of domestic violence services for 2018/19. This will demand a true partnership approach with all avenues being considered. It is also proposed that a business case be developed to ascertain the options around potentially commissioning or developing a perpetrator programme locally. In addition, we would aim to future proof the Harrow Couples Domestic Violence Programme, to ensure that we can continue to provide this vital, ground breaking service, this would include exploring advances in technology which support the management of perpetrators. Perpetrator programmes aim to help people who have been abusive towards their partners or ex-partners change their behaviour and develop respectful, non abusive relationships. Taking part in a perpetrator programme can make a real difference to the lives of those involved, including children who have been affected. The Harrow Domestic Violence Forum and Strategy Group have long called for a perpetrator programme to be provided more widely in Harrow (it is currently spot purchased by Children's Services on a case by case basis).

### **Drug and alcohol misuse**

Our strategic objective for drug and alcohol misuse lie around the need to ensure there is a continuity of treatment from prison to community. There is evidenced correlation between the commission of acquisitive crimes such as burglary and the misuse of Class A drugs, especially crack cocaine and heroin. Most prisoners recovering from drug or alcohol addiction will continue to require treatment after they leave prison and there is also a greater risk of drug-related deaths in the few weeks after release. It is also crucial to attack both the supply and demand for drugs, while ensuring addicts are given the best possible help to recover and necessary for those prisoners and their families who are faced with the destructive consequences of addiction. It is essential~~also necessary~~ for local people who become victims of preventable crimes every year at the hands of those desperately trying to pay for their drug and/or alcohol habits and reinforces our commitment to helping the most vulnerable.

The Harrow Substance Misuse Service is tailored for both young people and adults. The role of specialist substance misuse services is to support young people and adults to address their alcohol and drug use, reduce the harm caused by it and prevent it from becoming a greater problem.

Harrow Young People’s Substance Misuse Service (YPSMS) is provided by Compass who delivers a well-developed care pathway and range of early, targeted and specialist interventions that have been further developed throughout the year to increase Service User engagement including a Young People’s Service User Group. Compass’s co-location continues within the Youth Offending Team (YOT) to respond to youth cautions, youth conditional cautions and court orders in partnership with the YOT and the Police. The Compass Service Manager is a member of the Youth Offending Board and the Service has recently developed closer joint working arrangements at A&E to identify young people attending A&E with drug and /or alcohol related conditions.

There has been a significant increase in referrals from universal and alternative education between 15/16 Q3 and 16/17 Q3 with referrals from YOT remaining consistent. In 16/17 Q3 there were more referrals from education than from YOT which reflects the changing national picture. The Young people’s statistics from the National Drug Treatment Monitoring System (NDTMS) recent report highlighted that nationally, it is the first year of reporting that referrals from education services have exceeded referrals from youth/criminal justice sources.

The number of young people receiving drug and alcohol treatment intervention has also increased and this is a reflection of the increased engagement and co-locations of Harrow’s Young People’s Substance Misuse Service across the borough.

Harrow Young People’s Substance Misuse Service	Q3 15-16	Q4 15-16	Q1 16-17	Q2 16-17	Q3 16-17
Numbers in Treatment	72	78	89	83	90

During 2016/17 (information up until Q3) 48% of young people exiting treatment were drug free and 26% exiting treatment had reduced use. Compass has continued to undertake workforce development of multi-agency practitioners working with young people at risk of

offending and offenders to enable early identification of substance use and to be able to deliver brief interventions.

### Case Study

Compass's first contact with a young person was in June 2016 when they were given 'Triage' by the Police for a possession of cannabis offence. The young person was required to complete statutory appointments with the YOT and Compass. Prior to their assessment with Compass, the young person had been using cannabis (on average) twice per month had a sibling in prison for a serious offence, a history of gang affiliation, anger issues and a complex family relationship. The young person (who had been using cannabis as a coping mechanism to deal with these issues) engaged well with the YOT who, as part of the process communicated with the police to inform them the young person had successfully completed their YOT programme. Once the sessions were completed with the YOT, the young person was given the option by Compass to continue to work with them on a voluntary basis which was accepted. ~~The young and they person~~ appreciated the safe place they were given to talk and throughout their engagement and attendance was exemplary. The young person also reported during their Compass engagement that they only used cannabis on 2 occasions from their assessment with Compass to discharge (period of engagement lasting 9 months).

To encourage positive activities, Compass also visited a gym with the young person that they were interested in joining and also attended their school (with their permission) to complete some three-way work with the staff. In addition, Compass also completed some of their sessions at the school so this did not impinge of after school studies/activities. In planning discharge, Compass made arrangements with the school for the young person to have access to a staff member for regular support sessions/counselling so they did not lose a safe place to talk. ~~The~~ young person was discharged from Compass in March 2017 with no evident of reoffending during their time of engagement.

Compass have also recently been awarded a two-year grant which aims to provide preventative interventions to support young people at risk of becoming involved in the supply of illicit substances and build resilience in young people to recognise the signs of

dealer grooming. This project will work with young people to help them build resilience so that they are able to spot the signs of dealer grooming and are able to choose not to supply substances, and to reduce the harm that supply of substances does to individuals, families and communities by supporting them to exit this lifestyle. It also seeks to reduce the numbers of young people choosing to or being coerced into supplying substances; by measuring the number of young people referred to the drug and alcohol service regarding preventative work using local public health data.

Compass will deliver focused early interventions to young people involved in the supply of illicit substances in the form of Cognitive Behaviour Therapy (CBT) based 1-1 sessions, and delivering targeted preventative interventions to support young people who are risk of becoming involved in the supply of illegal substances via psycho-educational 1-1 and group sessions. In addition to this, the project will roll out universal awareness sessions in schools via assemblies and tutor groups to help build young people's resilience against offending. Compass will build on its close working relationships with Harrow Council and specific agencies, including MACE, MARAC, YOT, CSE and Northwick Park paediatric A&E to deliver this programme.

The chart below shows Substance Misuse Service users by age during October 2015 to September 2016. The highest numbers of users of the Service are aged 35-39 and interestingly, where there is a high proportion of young people aged 15-19 years old entering the service, this drops dramatically young people aged 20-24, which could indicate a potential gap in services for young people transitioning to adult services. To reduce the risk of 'cliff edge' of support between Young People's and Adult Services, the age range for access to Harrow's Young People's Substance Misuse Service has been extended to 24 years.

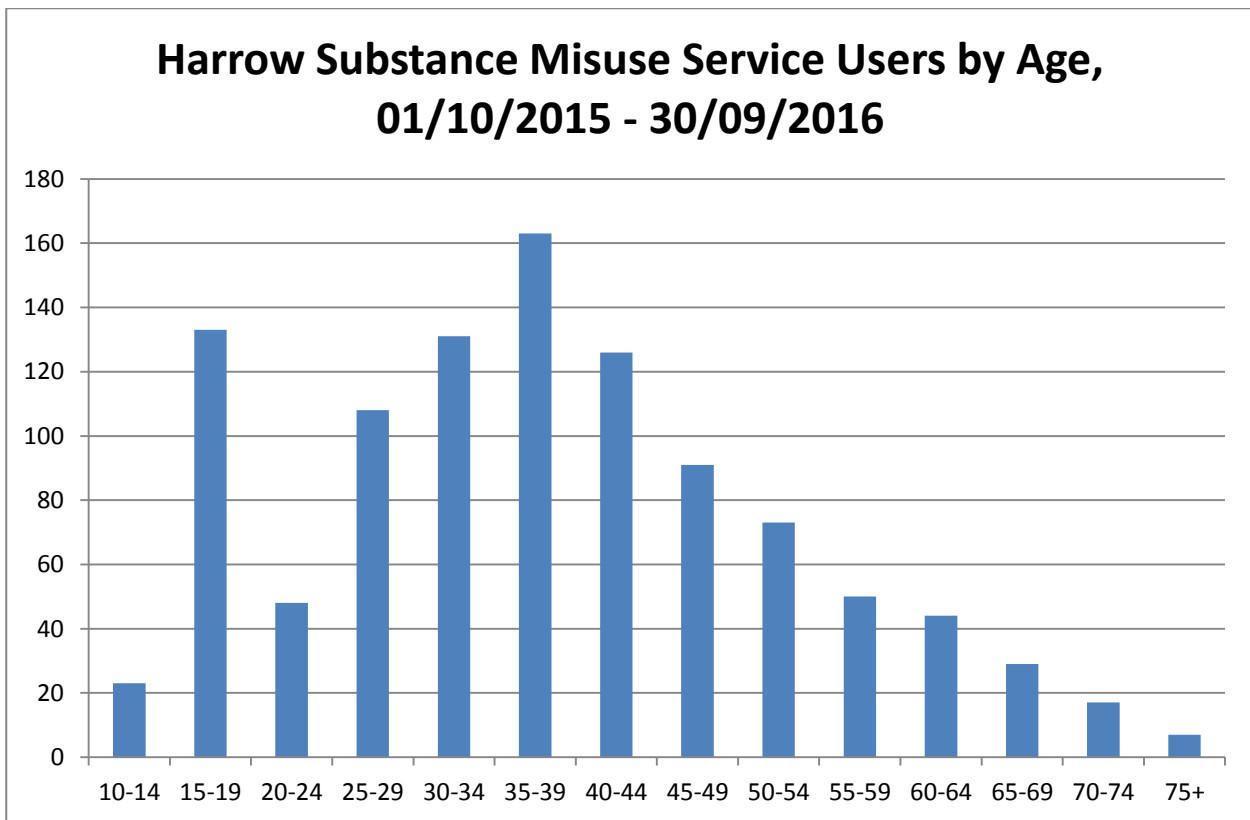


Figure 11 - Harrow Substance Misuse Service Users by Age, October 2015 – September 2016

The Harrow Adult Substance Misuse Service is delivered by Westminster Drug Project (WDP) who have a strong partnership and satellite provision with their Criminal Justice System partners by joint working and co-location with Police, Probation (National Probation Service and the Community Rehabilitation Company and at Court where Drug Rehabilitation Requirements and Alcohol Treatment Reports are delivered. WDP are co-located in Custody three mornings a week to undertake assessments and offer seven slots a week for required assessment appointments and all individuals that commit a “trigger offence” such as burglary, shoplifting and common assault are target tested. If positive for cocaine/heroin they will be required to come and see WDP for an assessment and also a follow up appointment to support them into treatment. There is also continuation of the local drug testing on arrest (DTOA) initiative implemented in 2012 in partnership with the Metropolitan Police and continuation of the prison link/community resettlement pathway for substance-misusing prisoners with Integrated Offender Management (IOM). The presence of WDP staff in Custody also provides support to Custody officers in what to look out for in terms of an individual experiencing withdrawal of alcohol and / or opiates). WDP staff working in custody have MET clearance so they can undertake “cell sweeps” and deliver Identification and Brief Advice on alcohol (‘IBA’) which is a brief intervention approach and is aimed at identifying increasing risk drinkers.

The number of adults assessed in a Criminal Justice System (CJS) setting has remained consistent, although there was a sharp rise in referrals during 16/17 Q2. However there is still opportunity and on-going joint work between WDP and Police Custody to increase referrals and improve the rate of individuals being referred to and accessing treatment. A number of individuals coming through Police Custody reported themselves to be recreational users. Whilst numbers of individuals assessed in a CJS setting were lower in 16/17 Q3 than 16/17 Q2, the conversion rate into treatment was higher at 61% from 56%.

The number of individuals on Court ordered Drug Rehabilitation Requirements has increased over the past 12 months with an increase in treatment starts in 15/16 Q3 and the number of individuals on Court ordered Alcohol Treatment Requirements plus treatment starts have also increased.

The new Public Health Outcome Framework (PHOF) indicator 2.16 supports a priority under the National Partnership Agreement between NHS England, National Offender Management Service (NOMS) and Public Health England (PHE) to strengthen integration of services and continuity of care between custody and the community. Prisoners will need to be supported to engage in community treatment within three weeks of their release. The recent PHOF 2.16 activity shows the rate of successful transfer from prison to community treatment in Harrow is lower than the national average and represents a lost opportunity to potentially engage people who had been in treatment while in prison.

WDP have recently been awarded a two-year grant to provide a Prison Link Worker. Although a particularly difficult cohort to engage there is a great deal that can be undertaken to improve outcomes in this area and the Prison Link Worker will work with the prison's CARAT (Counselling, Assessment, Referral, Advice and Through-care) team to identify substance misusers within prisons. Links will be reinforced with key individuals within prisons and robust referral pathways implemented to ensure that all offenders are offered an appointment on release and where appropriate can be assessed within prison before their release. The Prison Link Worker will be co-located at NPs and CRC and other appropriate criminal justice settings including but not limited to prisons themselves.

Increased involvement of Harrow Substance Misuse Service with the CRC and NPS via a new Prison Link Worker will help make the critical phase of transition more likely to succeed and support the engagement of drug and alcohol misusing offenders into



effective treatment with the objective of reducing drug and/or alcohol-related crimes and anti-social behaviour.

Despite high abstinence levels, partly due to the ethnic and religious breakdown of the borough it is estimated that 50,000 people in Harrow are drinking at hazardous and harmful levels and 1,607 people have an alcohol dependence requiring treatment<sup>12</sup>. We are committed to addressing the cause of alcohol misuse. Those drinkers who are drinking at any elevated level of risk will benefit from accurate identification and advice from their professional and the evidence base for the effectiveness of IBA is strong. The World Health Organisation and the Department of Health have both acknowledged over 50 peer reviewed academic studies that demonstrate IBA is both effective and cost effective in reducing the risks associated with drinking. On average, 1 in 8 drinkers who receive this type of support from a health care professional will reduce their drinking to the lower-risk levels<sup>13</sup>. However, this may be an underestimation of the benefits as some may reduce their drinking but not to lower-risk levels.

WDP is currently delivering IBA [training](#) across the borough and supporting Harrow stakeholders in the shared objective to improve the wellbeing and quality of life of residents. IBA training is currently being offered to frontline staff including Custody and Neighbourhood Police, Domestic Violence Agencies, Children and Family Services (including supporting family members to respond to change resistant drinkers, making family members more aware of barriers to change, harm reduction and impact of physical effects) to improve engagement with individuals who may not normally access a Drug and Alcohol Service.

The Council helps support the responsible retailing of alcohol through its' statutory duties under the Licensing Act 2003, which includes preventing crime and disorder arising from alcohol-licensed premises. In 2016 it launched the Best Bar None accreditation scheme for pubs and bars with the police, Harrow Town Centre Business Improvement District and the private sector, in which thirteen premises participated. The Council's plan is to increase the number and type of premises taking part in Best Bar None year-on-year.

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<sup>12</sup> Estimates of Alcohol Dependence in England based on APMS 2014, including Estimates of Children Living in a Household with an Adult with Alcohol Dependence Prevalence. Trends, and Amenability to Treatment - Public Health England, March 2017

<sup>13</sup> Moyer, A., Finney, J., Swearingen, C. and Vergun, P. (2002) Brief Interventions for alcohol problems: a meta-analytic review of controlled investigations in treatment-seeking and non-treatment seeking populations, *Addiction*, 97, 279-292.

In 2017 the Council's licensing team conducted on-street surveys in Burnt Oak Broadway and Sudbury which confirmed that on-street drinking was perceived as a concern for local residents of both sexes and across different ages and ethnic backgrounds. The licensing team will work with the police and Trading Standards to introduce Neighbourhood Watch-style schemes with off-licences in Wealdstone, Burnt Oak Broadway, Sudbury Town and potentially Northolt Road to promote responsible alcohol retailing, information-sharing and reduce on-street drinking.

### **Extremism and hate crime**

The Counter Terrorism and Security Act (2015) placed a duty on specified authorities to have due regard to the need to prevent people from being drawn into terrorism. Authorities subject to the provisions must have regard to the Prevent Duty Guidance when carrying out the duty.

Specified authorities include:

- Local authorities
- Higher/further education
- Schools and registered child care providers
- The health sector
- Prisons and probation (including Young Offenders Institutions)
- Police

By endorsing and supporting the approach being taken in Harrow the Council will be working towards complying with the Prevent duty Harrow. The Prevent strategy, published by the Government in 2011, is part of the overall counter-terrorism strategy, CONTEST.

There are four work streams within CONTEST:

- PREVENT: to stop people becoming terrorists or supporting terrorism
- PROTECT: to strengthen our protection against an attack
- PREPARE: to mitigate the impact of an attack
- PURSUE: to stop terrorist attacks

The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism. The Prevent strategy has three specific objectives:

- Responding to the ideological challenge of terrorism and the threat we face from those who promote it;
- Preventing people from being drawn into terrorism and ensuring that they are given appropriate advice and support; and
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

Terrorist groups often draw on extremist ideology, developed by extremist organisations. The Government has defined extremism in the Prevent strategy as: 'vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces.'

The Prevent strategy was explicitly changed in 2011 to deal with all forms of terrorism and with non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists then exploit. Prevent is intended to deal with all kinds of terrorist threats in the UK.

The current threat level for international terrorism for the UK is assessed as severe, which means that a terrorist attack is highly likely. Preventing people from being drawn into terrorism is therefore a high priority for government, and by introducing the Prevent duty all named authorities must ensure that they have due regard to the need to prevent people from being drawn into terrorism.

The approach taken in Harrow has been to work in partnership with other named authorities bound by the duty, and to engage with communities in this challenging and high profile area of work.

Harrow's approach has also been firmly rooted from a safeguarding perspective. The Prevent strategy states that 'safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm'.

In complying with the duty a risk assessment has been carried out in Harrow (in partnership with Harrow police and SO15 – Counter Terrorism Command) and a local Prevent Action Plan has been drawn up. A multi-agency Prevent Action Plan Group has been set up to review progress of the action plan and where necessary to agree additional actions if required.

Some of the main areas of work to date have been around raising awareness of Prevent, staff training [which has been supported by the local HSCB and HSAB](#) (Workshop to Raise Awareness of Prevent – WRAP), establishing and effectively operating a multi-agency panel for those individuals identified as vulnerable to radicalisation (Channel), and ensuring that publically owned venues and resources do not provide a platform for extremists. All of these actions assist us in meeting the recommendations of the Prevent Duty Guidance which was issued in 2015 alongside the counter Terrorism and Security Act.

Our aim is to ensure that all relevant practitioners and frontline staff, including those of its contractors, have a good understanding of Prevent and are trained to recognise vulnerability to being drawn into terrorism and are aware of available programmes to deal with these issues. Over the last year over 1,500 people were trained, by the Council, using the Home Office WRAP package – Workshop to Raise Awareness of Prevent.

There are a number of expectations upon local authorities including:

- Making appropriate referrals to Channel (a programme that provides support to individuals who are at risk of being drawn into terrorism, which has been put on a statutory footing by the Counter Terrorism and Security Act). Channel arrangements are established in Harrow and the multi-agency panel meets on a monthly basis.
- Ensuring publically-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views. This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. Prevent advice (and police recommendations regarding halls for hire), has been shared across the Council and with partners.

- Ensuring organisations who work with the Council on Prevent are not engaged in any extremist activity or espouse extremist views. Currently the Council is not delivering any specific Prevent projects.

In addition to this, all Local Authorities are also expected to ensure that these principles and duties are written into any new contracts for the delivery of services in a suitable form. Discussions around this have been started with procurement colleagues and commissioners.

In relation to community cohesion, Harrow is a hugely diverse borough, which benefits from positive levels of community cohesion. In the last Reputation Tracker 79% of residents were positive about people from different backgrounds in their area getting on well together.

However, we are not complacent about community cohesion, and on a weekly basis (in partnership with Harrow police) we monitor community tensions. Where necessary, appropriate action is taken with relevant partners to ensure that tensions do not escalate.

Following national and international events the Council has brought leaders from different communities together to hear key messages from the police and council and to ensure that messages of unity, community cohesion and reassurance are given and disseminated via different community leaders. This has proved to be a very helpful approach.

[We recognise that hate crime is often under reported and reported](#) Harrow has the lowest level of [reported](#) hate crime in London, ~~but we recognise that hate crime is often under reported.~~ The Council has commissioned Stop Hate UK to provide third party reporting arrangements. Stop Hate UK information is widely promoted and communities are encouraged to report incidents of hate crime directly to the police or via Stop Hate UK. Victims of hate crime are provided with casework support via the Community Safety Team.

In addition to this we often hear from people with care/support needs and those with learning disability about being targeted e.g. bullying by young people around the bus station. They also experience “mate crime” where they can be befriended for the purposes of exploitation. The Safeguarding Adults Board has prioritised community safety this year and hope to formally launch the “Safe Place Scheme” later this year.

## Delivering the Strategy

The Strategy's objectives will be delivered in partnership through Safer Harrow, which is responsible for co-ordinating activity between the Police, the British Transport Police, the Council, the London Fire Brigade, the London Probation Service, the Voluntary and Community Sector and any other relevant organisation to reduce crime, disorder, anti-social behaviour and the fear of crime. In light of our renewed focus in the Strategy, Safer Harrow will be reviewing the current governance arrangements and are in the process of developing a process which will be better aligned to ensuring the effective implementation of the Delivery Plan.

The role of Safer Harrow is to bring key agencies and players together in order to ensure that we are working effectively with one another ~~in order~~ to reduce crime and disorder in Harrow. Safer Harrow adds value by having a strategic overview of all programmes and providing support to partners ~~in order~~ to ensure that the overall objectives of the partnership are achieved through effective collaboration. Its purpose is to identify links, reduce duplication, and make sure that gaps in service provision are identified so that programmes can address issues that are of particular concern. Although Safer Harrow cannot instruct other agencies what to do or how to do it, it can highlight 'need' and encourage joint working, co-operation and participation in achieving improvements and solutions. [As part of this, the partnership will look for all opportunities to communicate the impact of our initiatives that are taking place across the borough.](#)

Safer Harrow also provides a forum in which to examine the performance of programmes and how they can be assessed. This includes facilitating the sharing of data and information in a timely and relevant way so that those who need to know can easily find out about problems, issues, individuals of interest, and those needing support. A number of data sharing agreements have been reviewed in the last year and will be refreshed to facilitate better joint working.

Governance of community safety, including this Strategy, sits with Safer Harrow and the strategic objectives will be measured through a Delivery Plan, which will clear outcomes and measures. In order to establish an effective delivery mechanism of the fund, Safer Harrow will be working closely with the voluntary and community sector to deliver the projects outlined in this strategy aimed at reducing violence, vulnerability and exploitation,

and a Delivery Group will oversee the whole programme. In doing this we will ensure that we avoid duplication and support existing bodies where they already exist.

Over the next two years the Council will be receiving funding under the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF) to tackle priorities in the new London Police and Crime Plan. As part of this, MOPAC have approved funding aimed at a programme of Violence, Vulnerability and Exploitation projects, outlined in this strategy, which will help us respond to the gangs peer review, the rise in youth violence that we are seeing in the borough.

We are fortunate in that we have a vibrant and efficient voluntary and community sector with which we have a close working partnership. This has meant that to date we have made substantial gains in closing the gap between vulnerable groups through targeted interventions, and this will continue to be the theme of our forthcoming programmes.

In delivering this Strategy Safer Harrow will be producing a themed Delivery Plan which will oversee projects which will contribute to the strategic objectives outlined in this Strategy, including all of the MOPAC funded projects agreed for the 2017/18 and 2018/19 financial years.

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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	13 July 2017
<b>Subject:</b>	Community Safety, Violence, Vulnerability and Exploitation Strategy
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Alex Dewsnap, Divisional Director of Strategic Commissioning
<b>Portfolio Holder:</b>	Councillor Varsha Parmar, Portfolio Holder for Public Health, Equality and Community Safety
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No, as the decision is reserved to Council
<b>Wards affected:</b>	All
<b>Enclosures:</b>	<ol style="list-style-type: none"><li>1. Community Safety, Violence, Vulnerability and Exploitation Strategy</li><li>2. Annual Crime Report</li><li>3. Reference from Overview and Scrutiny Committee</li></ol>

## **Section 1 – Summary and Recommendations**

This report sets out the strategic vision of Harrow's Community Safety Partnership in the Annual Community Safety, Violence, Vulnerability and Exploitation Strategy for 2017-2020.

**Recommendation:**

Cabinet is requested to:

- 1) Recommend endorsement and adoption of the Community Safety Strategy 2017-2020 to Council; and
- 2) Authorise the Portfolio Holder for Public Health, Equality & Community Safety to make minor amendments to the draft report, in conjunction with Harrow Community Safety Partnership, Safer Harrow, for presentation to Harrow Full Council meeting in September 2017.

**Reason:** To endorse the Safer Harrow Partnership's Community Safety Strategy 2017-2020 and adopt it as Harrow Council's Community Safety Plan.

## Section 2 – Report

### Introductory paragraph

All Community Safety Partnerships are required by law to conduct an annual assessment of crime, disorder, anti-social behaviour, substance misuse and reoffending within the borough. This is known as the Strategic Assessment. The Strategic Assessment is then used to produce the partnership's Community Safety Strategy. The last Community Safety Strategy was published in 2016 and is refreshed on an annual basis. However, with a new Mayor in post, the priorities from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes have changed significantly<sup>1</sup>, which involves the replacement of the previous Mayor's crime targets in favour of a thematic approach which gives local areas greater control of local police priorities.

This Community Safety and Violence, Vulnerability and Exploitation (VVE) Strategy sets out the Council's vision for tackling community safety in Harrow and takes into account the recommendations from two substantial reviews; the Home Office led Ending Gang and Youth Violence peer review in 2015 and the Local Assessment Process (LAP) in 2016, which addressed the issue of gang and youth violence locally. Furthermore, given that there is now a new strategic approach from the Mayor to policing and crime, there are clear synergies with the VVE agenda in general and also with domestic and sexual violence under the '*Tackling Violence Against Women and Girls*' theme. This Strategy will therefore include our vision for Domestic and Sexual Violence.

The following high volume crimes have been prioritised following a significant increase in these areas and in agreement with the Mayor's Office for Policing and Crime (MOPAC):

1. *Burglary*
2. *Non-domestic violence with injury*

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<sup>1</sup> MOPAC 7 crimes are: Violence with injury; Robbery; Burglary; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage

### 3. *Anti-social behaviour (ASB)*

The Strategy also has a strong focus on the following aspects of high harm crime which reinforce the commitment to tackle violence, vulnerability and exploitation in the borough. This also firmly echoes the current Mayor's priorities, and includes a renewed focus on tackling Youth Violence. The following areas are seen as priorities in Harrow:

1. *Youth violence and knife crime (including gang crime, and Child Sexual Exploitation)*
2. *Domestic and sexual abuse*
3. *Drug and alcohol misuse (including tackling the supply of illegal substances, and targeted support for ex-prisoners)*
4. *Extremism and hate crime*

### **Options considered**

No other option has been considered as it is a statutory requirement for Council to produce an Annual Community Safety Plan. The new Strategy has been updated to reflect changes in the Mayor's Office for Policing and Crime priorities.

### **Risk Management Implications**

There are none specific to this report.

### **Legal Implications**

The Crime and Disorder Act 1998, as amended by the Police and Crime Act 2009 requires that the Partnership be set up, and the formulation of the strategy is required under s6 of the Crime and Disorder Act 1998.

The plan, formulated with the relevant partner agencies, must address

- (a) a strategy for the reduction of re offending, crime and disorder and for combating substance misuse in the area
- (b) the priorities identified in the strategy for the previous year
- (c) steps necessary for responsible authorities to implement the strategy and meet priorities
- (d) How resources should be allocated to implement the strategy and meet priorities
- (e) steps for each responsible authority to take to measure its success to implement strategies and meet priorities
- (f) steps strategy group proposes to comply with community engagement obligations, considering the extent that people in the area can assist in reducing re offending, crime and disorder and substance misuse, and publicising that partnership plan.

S17 of the Act imposes a duty on the Council when exercising its functions to have due regard to the likely effect of the exercise of those functions on, and the need to prevent, crime and disorder, misuse of drugs, alcohol and other substances and re offending.

## Financial Implications

All Councils have received funding under the MOPAC London Crime Prevention Fund (LCPF) to tackle priorities in the new London Police and Crime Plan. Harrow has been allocated £266,525 in year 1, and £186,376 in year 2 (after a 30% MOPAC top slice), which gives us a combined 2 year allocation of £452,628. As part of this, we have approved funding aimed at a programme of Violence, Vulnerability and Exploitation projects which will help us respond to the gangs peer review, and the rise in youth violence that we are seeing in the borough.

All other activities will be met within existing budgets.

## Equalities implications / Public Sector Equality Duty

No; equality implications may have to be considered on implementation of the recommendations.

## Council Priorities

The Council's vision:

### Working Together to Make a Difference for Harrow

This Strategy relates to the corporate priorities of:

- Protect the most vulnerable and support families

## Section 3 - Statutory Officer Clearance

Name: Dawn Calvert	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 15 June 2017		
Name: Sharon Clarke	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 14 June 2017		

<b>Ward Councillors notified:</b>	<b>NO, as it impacts on all Wards</b>
<b>EqIA carried out:</b>	<b>YES</b>
<b>EqIA cleared by:</b>	Alex Dewsnap – DETG Chair, Resources & Commercial Directorate

**Section 4 - Contact Details and Background Papers**

**Contact:** Shumaila Dar, Policy Office, x.2820  
Shumaila.dar@harrow.gov.uk

**Background Papers:** EqIA

<b>Call-In Waived by the Chair of Overview and Scrutiny Committee</b>	<b>NOT APPLICABLE</b>  <i>[Call-in does not apply as the decision is reserved to Council]</i>
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**Community Safety,  
Violence  
Vulnerability and  
Exploitation Strategy  
2017 – 2020**

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## Foreword

On behalf of Safer Harrow, the Harrow Community Safety Partnership, I am pleased to introduce Harrow's Community Safety and Violence, Vulnerability and Exploitation Strategy for 2017-2021. This year we are presenting a Community Safety Strategy that is different from last year's Strategy, which was based around the seven crime priorities from the Mayor's Office for Policing and Crime such as robbery, theft from vehicles and burglary (known as the MOPAC 7).

Following consultation on a new Police and Crime Plan, the Mayor has significantly changed his priorities for London, which involves the scrapping of the MOPAC 7 crime targets in favour of a thematic approach which gives local areas greater control of local community safety priorities. This new approach will ensure that police and councils are focused on the issues of greatest concern in their areas and that serious, high-harm, high vulnerability crimes that are a priority for the whole city are more central to our local approach. Within our strategy we still have a clear commitment to tackle high volume crime such as burglary, but we have also given a greater focus to what are low-volume but high harm crimes, which include youth violence, domestic abuse and drug and alcohol misuse. Given this greater focus on high harm crimes, we have also taken the decision to merge our Domestic and Sexual Violence Strategy (which would be up for renewal this year) into a single overarching Community Safety and Violence, Vulnerability and Exploitation Strategy.

Under my leadership, Safer Harrow will continue to work to address those high volume crimes which have seen an increase in the last year, including burglary, non domestic violence with injury, and anti-social behaviour, whilst ensuring we are tackling the high-harm crimes. Through this approach I feel we are firmly echoing the Mayor's priorities, which includes a renewed focus on tackling knife crime and youth violence, which also builds on recommendations from a Home Office led Ending Gangs and Youth Violence Peer Review which took place in 2015, and is clearly in my view aimed at delivering better outcomes for Harrow residents and making Harrow as a place safer for everyone.

Councillor Varsha Parmar

Portfolio Holder, Public Health, Equality and Community Safety

Chair, Safer Harrow

## Introduction

The Council's vision is "working together to make a difference for Harrow". This is particularly relevant to the work of Harrow's Community Safety Partnership, Safer Harrow. The Partnership brings together many organisations that contribute to our ambition of making Harrow the Safest Borough in London. We are working together to achieve better and safer outcomes for people who live, work, and study in the borough.

All Community Safety Partnerships are required by law to conduct an annual assessment of crime, disorder, anti-social behaviour, substance misuse and reoffending within the borough. This is known as the Strategic Assessment. The Strategic Assessment is then used to produce the partnership's Community Safety Plan. The last Community Safety Strategy was published in 2016 and is refreshed on an annual basis. However, with a new Mayor in post, the priorities from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes have changed significantly<sup>1</sup>, which involves the replacement of the previous Mayor's crime targets in favour of a thematic approach which gives local areas greater control of local police priorities.

This new approach is designed to ensure that police, councils, and other partners are focused on the issues of greatest concern in their areas and that serious, high-harm, high vulnerability crimes that are a priority for the whole city are not overlooked. The new themes in the Mayor's Police and Crime Plan 2017-21 are:

- Neighbourhood Policing
- Keeping Children and Young People Safe
- Tackling Violence Against Women and Girls
- Criminal Justice that Works for London
- Hate Crime

This Community Safety and Violence, Vulnerability and Exploitation (VVE) Strategy sets out the Council's vision for tackling community safety in Harrow and takes into account the recommendations from two substantial reviews; the Home Office led Ending Gang and Youth Violence peer review in 2015 and the Local Assessment Process (LAP) in 2016,

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<sup>1</sup> MOPAC 7 crimes are: Violence with injury; Robbery; Burglary; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage

which addressed the issue of gang and youth violence locally. Furthermore, given that there is now a new strategic approach from the Mayor to policing and crime, there are clear synergies with the VVE agenda in general and also with domestic and sexual violence under the '*Tackling Violence Against Women and Girls*' theme. This Strategy will therefore include our vision for Domestic and Sexual Violence.

In taking forward the proposed Community Safety and VVE Strategy the following partners have been consulted through Safer Harrow:

- Environmental Crime / Community Safety (Public Protection)
- Children's Services (YOT, Early Intervention)
- Housing
- Domestic and Sexual Violence
- Local Safeguarding Children's Board
- Safeguarding Adults Services
- Police
- Public Health
- Probation
- Community Rehabilitation Company
- Health partners
- London Fire Brigade

## Local Context

Harrow prides itself in being one of the most ethnically and religiously diverse boroughs in the country with people of many different backgrounds and life experiences living side by side. It is the richness of this diversity, and the positive impact that it has on the borough and our community, that we believe helps make Harrow such a great place to live, work and visit. 69.1% of residents classify themselves as belonging to a minority ethnic group and the White British group forms the remaining 30.9% of the population, (down from 50% in 2001). The 'Asian/Asian British: Indian' group form 26.4% of the population. 11.3% are 'Other Asian', reflecting Harrow's sizeable Sri Lankan community, whilst 8.2% of residents are 'White Other', up from 4.5% in 2001. In terms of religious belief, Harrow had the third highest level of religious diversity of the 348 local authorities in England or Wales. The borough had the highest proportion of Hindus, Jains and members of the Unification Church, the second highest figures for Zoroastrianism and was 6<sup>th</sup> for Judaism. 37% of the population are Christian, the 5<sup>th</sup> lowest figure in the country. Muslims accounted for 12.5% of the population.

Harrow has a population of 247,130 people<sup>2</sup> which has grown over the last decade by 11.8%. This is above the UK average annual population increase rate over the same time period. 49.8% of the population are male, whereas 50.2% of Harrow's residents are female. Harrow is an affluent borough with pockets of deprivation mainly around the centre, the south and east of the borough; including the wards, Roxbourne, Greenhill, Marlborough, Harrow Weald, and Wealdstone, which also has the highest level of income deprivation in the borough. Harrow's least deprived areas are largely found in the north and west of the borough.

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<sup>2</sup> According to 2015 Mid-Year Population Estimates

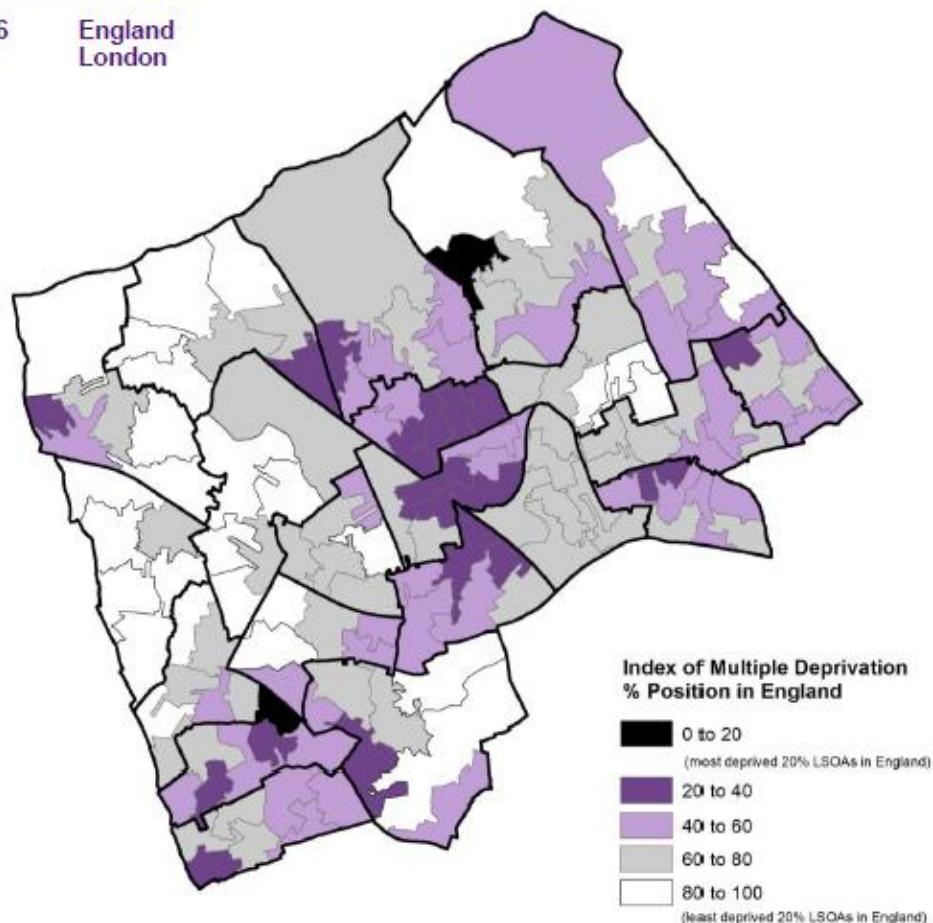


Figure 1 – Deprivation in Harrow based on the Index of Multiple Deprivation, 2015

Employment levels in Harrow are generally good, and Harrow has seen a reduction in unemployment and the number of long term unemployed claimants. However, a number of residents are low paid and have low functional skills. The employment deprivation domain within the 2015 Index of Multiple Deprivation (IMD) indicates 12,083 of Harrow's residents experiencing employment deprivation. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.

Overall, Wealdstone is Harrow's most deprived ward for employment deprivation, closely followed by Roxbourne. Unemployment figures are highest in Greenhill, Wealdstone and Roxbourne wards. Employment deprivation is generally concentrated in areas with higher levels of social housing, such as the Rayners Lane Estate in Roxbourne; the Headstone Estate in Hatch End and Harrow Weald; the Woodlands and Cottessmore Estates in Stanmore Park; and the former Mill Farm Close Estate in Pinner.<sup>3</sup>

<sup>3</sup> Harrow Council (2017) *Equality Matters: Reducing Inequality in Harrow*

It should be noted however that a report by London School of Economics (2016)<sup>4</sup> suggests that the £140m regeneration programme in the Rayners Lane estate has brought positive changes to the estate. With residents saying that they think the estate is now 85% better than it was.

In terms of income deprivation, the Indices of Multiple Deprivation (IMD) Income Deprivation scale indicates that 30,733 of Harrow's residents are currently experiencing income deprivation. Wealdstone is Harrow's most deprived ward for this measure and for income deprivation affecting children, closely followed by Roxbourne, then Marlborough and Harrow Weald. Over a fifth of Harrow's residents are in low paid jobs. In part this relates to the business composition of the borough, with small businesses paying less than larger companies and in part due to a significant number of residents having low skills<sup>5</sup>.

In terms of child poverty<sup>6</sup>, Within Harrow, the highest proportions of the population without qualifications or with low level qualifications are in Kenton East, Edgware, Roxbourne and Roxeth. Poor language skills are a major barrier to progressing in the workplace. Harrow was one of 25 local authority areas identified by the Department for Communities and Local Government as an area with high levels of need for English Language provision. 28.5 % of Harrow's residents have a foreign first language. In 15.9 % of households English is not the main language of any household occupants, the 10th highest ranking nationally and much higher than the national level of 4.3 %. The 2011 census showed 1% of Harrow residents unable to speak English at all, compared to 0.6% for London and a national figure of 0.3%.

In terms of child poverty, 17% (London average 17%) children are living in poverty in Harrow before housing costs, and this rises to 27% (London average 37%) after housing costs in Harrow (Dec 2015)<sup>7</sup>. Child poverty has long-lasting effects. By the time children reach GCSE-age, there is a 28 per cent gap between children receiving free school meals

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<sup>4</sup> LSE, (2016) *Moving on without moving out: the impacts of regeneration on the Rayners Lane Estate*

<sup>5</sup> CLG, *Indices of Deprivation 2015*, Crown Copyright

<sup>6</sup> Poverty in this document refers to the *relative* poverty measure (defined by Peter Townsend as "Resources that are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary living patterns, customs and activities."). The definition of poverty used in this document is: *Families which have £79 less per week than families on average income.*

<sup>7</sup> <http://www.endchildpoverty.org.uk/poverty-in-your-area-2016/>  
<https://www.gov.uk/government/statistics/households-below-average-income-199495-to-201516>

(FSM) and non FSM in terms of the number achieving at least 5 A\*-C GCSE grades. Families in Harrow experience poverty for a variety of reasons, but its fundamental cause is not having enough money to cope with the circumstances in which they are living. A family might move into poverty because of a rise in living costs, a drop in earnings through job loss or benefit changes. Children in large families are at a far greater risk of living in poverty – 34% of children in poverty live in families with three or more children.

Schools in Harrow are; on the whole, among the best performing in the country which has been maintained over a number of years, with 95% being judged as Good or Outstanding (31st August 2016). However, inequalities in education exist in Harrow, particularly amongst children with special educational needs (SEN), those eligible for FSM, and specific ethnic groups. There is a wider gap between pupils who have special educational needs and their peers at Key Stage compared to the national average. Additionally, children who receive FSM show less progress across all subjects between Key Stage 1 and Key Stage 2 compared to their peers.

In terms of public voice and victim satisfaction, *Harrow is currently recording 79% victim satisfaction (ranked 20th in London) and 64% ‘good job’ confidence levels for residents of the borough (27<sup>th</sup> of the 32 London boroughs);* this is according to data published by the Mayor’s Office for Policing and Crime.

Between October 2015 and September 2016, a total of 13,631 crimes were recorded in Harrow, this equates to 1.79% of all crime reported in Greater London and was the sixth lowest of actual crimes reported.

The table below shows the difference in crime rate between Harrow and our neighbouring boroughs from October 2014-September 2015 and October 2015-September 2016. Hillingdon has shown the greatest reduction in the crime rate between the same two time periods and Ealing’s reduction was slightly lower than Harrow’s. Barnet showed a similar increase to Harrow and Brent recorded the largest increase in the area.

Total offences	October 2014-September 2015		October 2015-September 2016		% Change
	Offences	Rate (per 1,000)	Offences	Rate (per	

				1,000)	
Hillingdon	21921	73.63	22415	75.29	2%
Ealing	26775	78.05	27877	81.26	4%
<b>Harrow</b>	<b>12598</b>	<b>50.98</b>	<b>13631</b>	<b>55.16</b>	<b>8%</b>
Barnet	24002	63.21	25824	68.01	8%
Brent	24833	76.64	27540	85.00	11%
Greater London	727488	83.87	758919.00	87.50	4%

*Figure 2: Rate change showing the change in percentage when comparing crime per 1,000 population*

Crime increased by 8% compared to the same period of time the previous year; this is higher percentage increase than Greater London as a whole, where crime increased by just 4%.

*Progress under the Mayor's Office for Policing and Crime (MOPAC) 7 crimes*

This section reports on progress made against 6 of the 7 previous MOPAC 7 crimes, which includes, Violence with injury; Robbery; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage. As Burglary has increased considerably in Harrow this has been identified as a strategic objective in this strategy and will be looked at in more detail in the Strategic Objectives chapter.

*Violence with Injury* includes a range of offences including murder, wounding / grievous bodily harm (GBH) and assault with injury, and there were 1,327 offences that took place in relation to this indicator from October 2015 to September 2016. There has been a reduction of 4 offences (or 0.3%) compared to the same period in the previous year (see table below). However, data on victims of knife crime shows an increase over the same period (see below) which corresponds with experience of local police and other front line staff.



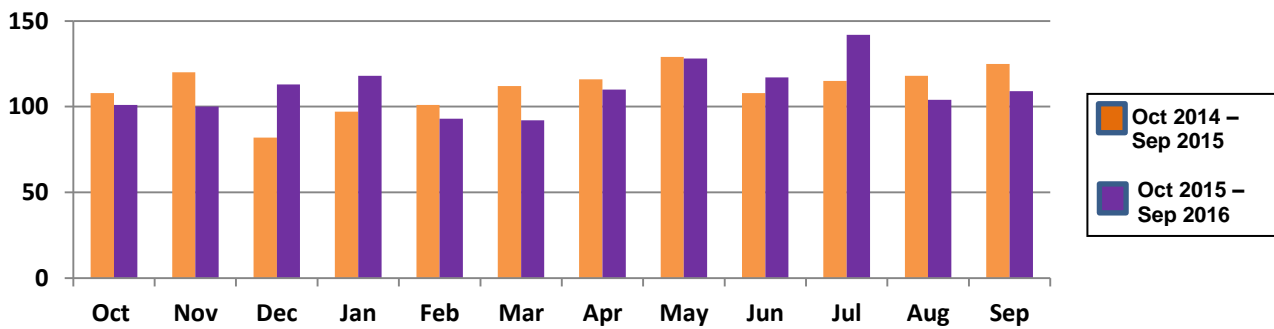


Figure 3 – Violence with injury offences (number) between October 2015 and September 2016 compared to the previous year

Incidences of *Robbery* (including crimes such as theft with the use of force or a threat of force, personal robberies, commercial robberies snatch), have increased significantly by 22.2%, with 391 offences being recorded this year compared to 320 offences being recorded in in the previous year.

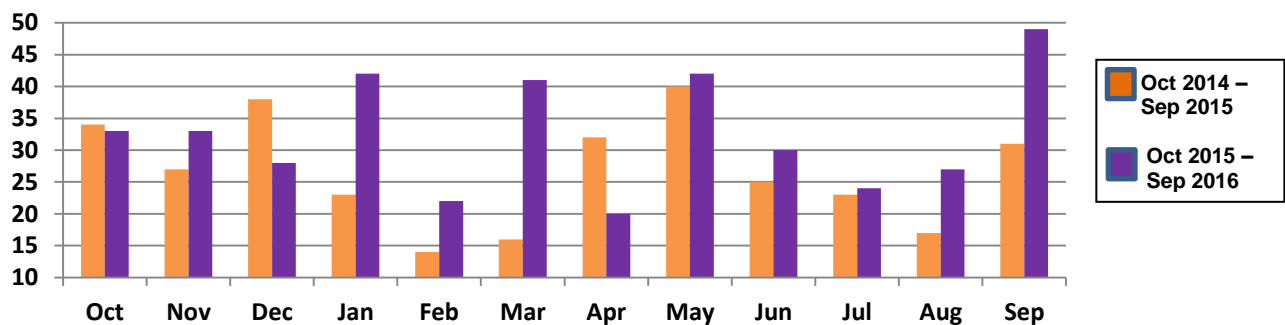


Figure 4 – Robbery offences between October 2015 and September 2016 compared to the previous year

*Theft of a motor vehicle* has seen the largest increase in percentage terms of all of the MOPAC indicators, having increased 44% in the last year in the same reporting period. When looking at this in a population context, this translates to an increase of 0.36 per 1000 population.

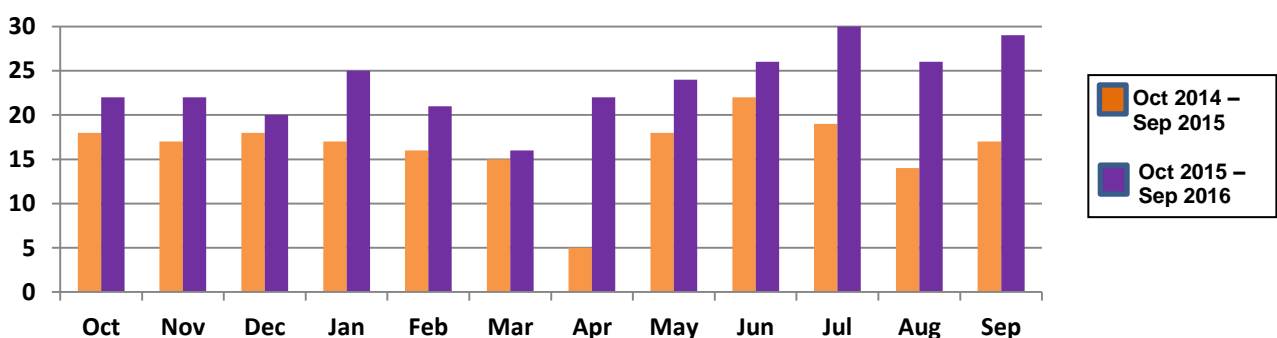


Figure 4 – Theft of a motor vehicle offences between October 2015 and September 2016 compared to the previous year

There were a total of 1,133 offences relating to *theft from a motor vehicle* between October 2015 and September 2016, which is an increase of 6% compared to the previous year.

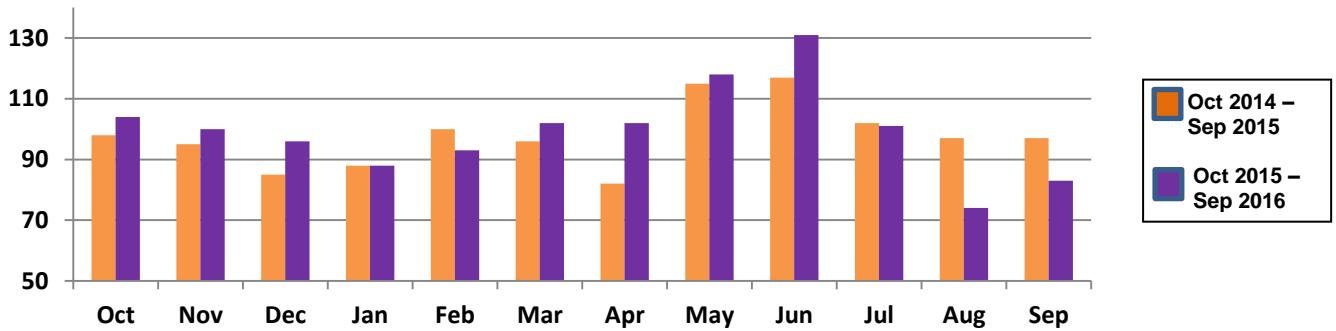


Figure 5 – Theft from a motor vehicle offences between October 2015 and September 2016 compared to the previous year

346 offences in relation to *theft from a person* took place during the last year; this has risen by 21.4%, and is a significant increase.

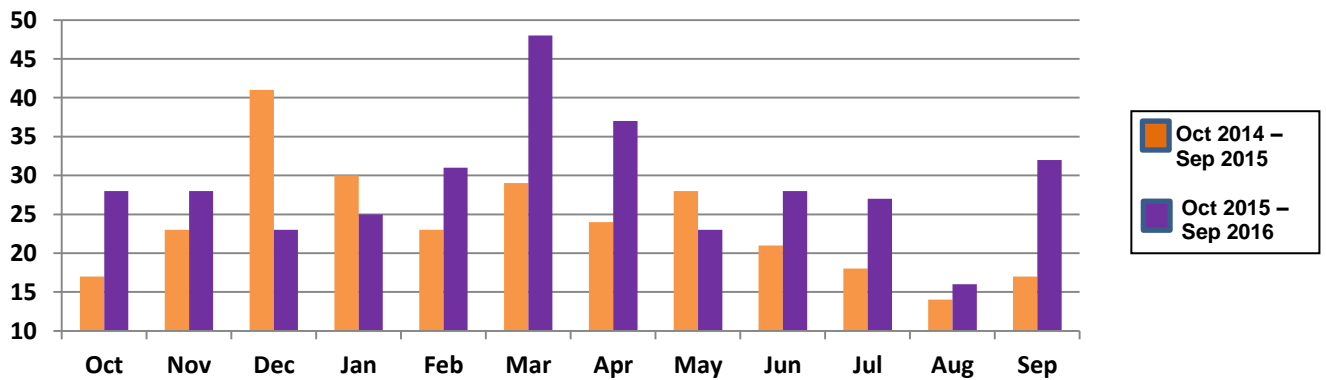


Figure 6 – Theft from a person offences between October 2015 and September 2016 compared to the previous year

*Criminal damage* includes offences such as damage to a dwelling, damage to other buildings, damage to a motor vehicle and other criminal damage offences. There were a total of 1,192 offences this year, which translates to a small increase of 1.7% or 20 additional offences.

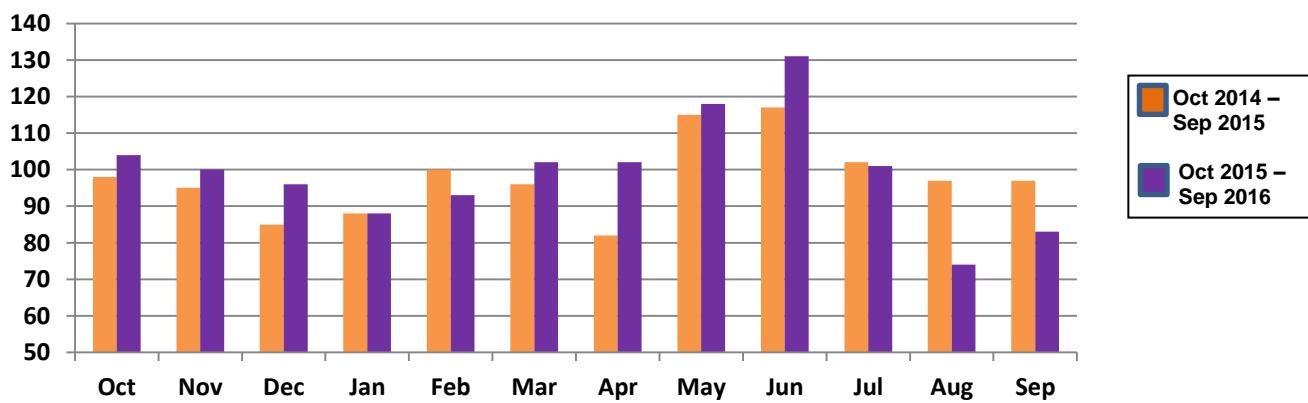


Figure 7 – Criminal damage offences between October 2015 and September 2016 compared to the previous year

## Strategic Objectives

Our aim is to deal with the cause of crime and not just the problem itself through the continuation of our services across the partnership and a distinct set of projects which work with perpetrators and those on the edge of crime. Harrow's strategic objectives are two-fold, and based around intelligence gathered from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes and around anecdotal accounts such as the rise in youth violence and gang-related activity, which has given us an understanding of what is important in Harrow. Our focus for the next four years will be based on two strategic areas; *high volume crime*, which include crimes that have seen a significant increase in the last year, and *high harm crime*, which encompass Harrow's central commitment to tackle *Violence, Vulnerability and Exploitation (VVE)* in the borough.

We understand that while there are many indicators of high harm crime, the nature of the root causes are not always understood. There has never been a more critical time to explore the strong link between the complex needs of vulnerable young people who are at risk of being exploited and individuals who take to offending. However, vulnerability isn't just limited to people, and at times local areas can turn into crime hotspots and vulnerability can become concentrated into particular areas, where people are more likely to become victims of both high volume and high harm crimes. By putting VVE at the core of our strategy we plan to reduce crime in the borough not just through enforcement and convictions but by also working with those people who are vulnerable to being brought into association with crime either as a perpetrator or as victim (and in some instances both).

We pledge to make Harrow the safest place to live for all those who live, work, and study in the borough and this will be achieved through a distinct set of strategic objectives set out below:

### High volume crime

The following crimes will be prioritised following a significant increase in these areas and in agreement with the Mayor's Office for Policing and Crime (MOPAC):

1. *Burglary* – To reduce the number of burglaries and fear of crime in the borough and increase public confidence in the police;

2. *Non-domestic violence with injury* – To reduce the number of incidents of grievous bodily harm and actual bodily harm (NB, this is still an emerging theme with MOPAC, but in devising our strategy and concentrating on high harm crime, we believe we will cover non-domestic violence with injury with the areas in our delivery plan)
3. *Anti-social behaviour (ASB)* – To reduce the number of anti-social behaviour incidents that occur in the borough and ensure victims get the support they need.

### High harm crime

We will have a strong focus on the following aspects of high harm crime which reinforce our commitment to tackle violence, vulnerability and exploitation in the borough. This also firmly echoes the current Mayor's priorities, and includes a renewed focus on Anti-Social Behaviour and Youth Violence.

1. *Youth violence and knife crime* –
  - a. To reduce the number of young people involved in youth violence and gang crime and to decrease the number of young people carrying offensive weapons,
  - b. To embed a cultural shift within the schools on the issues of sexual assault, child sexual exploitation and digital exploitation, and to promote a culture of awareness of child sexual exploitation;
2. *Domestic and sexual abuse* – To provide critical support to the most vulnerable members of our community who are affected by domestic and sexual violence and female genital mutilation;
3. *Drug and alcohol misuse* –
  - a. To reduce the number of young people involved in the supply of illegal substances and to build resilience in young people so that they are able to spot the signs of dealer grooming;

b. To reduce alcohol and drug-related reoffending via targeted early support and treatment for ex-prisoners;

4. *Extremism and hate crime* – To prevent young people from being drawn into terrorism; and to improve hate crime reporting rates.

## High Volume Crime

### 1. Burglary

The Indices of Deprivation (IMD) Crime Domain and Burglary, Robbery, Violence with Injury and ASB Data from 2015-16 provides a list of wards in which residents are most at risk of crime victimisation. The following wards feature in both top 7 most at-risk lists: Greenhill, Edgware, Marlborough, Roxeth, Harrow on the Hill, Roxbourne, and Queensbury. Analysis of these wards shows a particular peak in some crime during the winter months when clocks go back and the nights get longer, making homes an easier target. Notably, Edgware, which is the 2<sup>nd</sup> most at risk according to BRVA data, and is also 1<sup>st</sup> in the IMD Crime Domain. Furthermore, 6 out of 10 of the most deprived wards according to the Index of Multiple Deprivation (IMD) are also in the top 10 wards at the highest risk of crime based on the BRVA measurement. These are, Roxbourne, Greenhill, Marlborough, Edgware, Roxeth, and Harrow on the Hill. This suggests a correlation between deprivation and crime levels.

There were a total of 2,025 burglary offences between October 2015 and September 2016. This is a significant increase when compared to the same period in the previous year, and translates to a 27% increase or 489 additional offences in this period. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Burglary	October 2014 - September 2016		October 2015 – September 2016		Offences Change	% Change
	Offences	Rate (per 1,000)	Offences	Rate (per 1,000)		
Ealing	2782	8.11	2542	7.41	-240	-9%
Hillingdon	2471	8.30	2064	6.93	-407	-16%
Barnet	3700	9.74	3707	9.76	7	0%
Brent	2660	8.21	2747	8.48	87	3%
<b>Harrow</b>	<b>1586</b>	<b>6.42</b>	<b>2025</b>	<b>8.19</b>	<b>439</b>	<b>28%</b>
<b>Greater London</b>	<b>58768</b>	<b>6.78</b>	<b>69456</b>	<b>8.01</b>	<b>10688</b>	<b>18%</b>

Table 1 – Burglary offences in Harrow and neighbouring boroughs

The chart below shows the number of offences recorded in Harrow during each month between October 2015 and September 2016 (purple) compared to the previous year (orange).

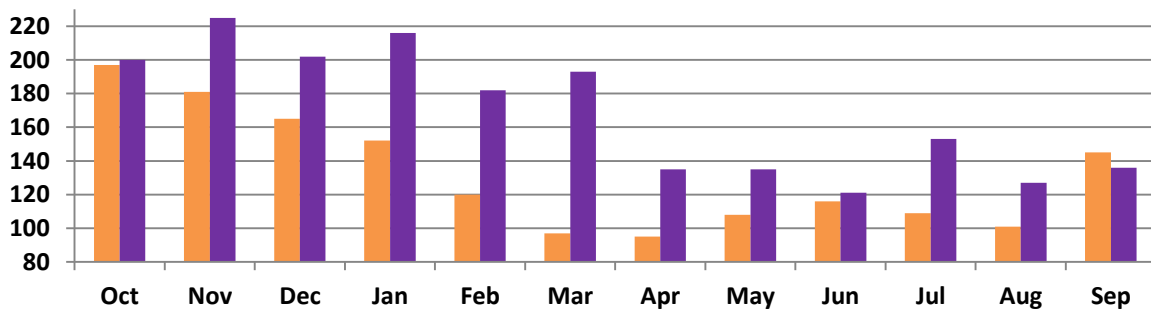


Figure 8 – Burglary offences between October 2015 and September 2016 compared to the previous year

Harrow Police have launched a campaign called ‘Autumn Nights’ which is aimed at increasing public confidence and reduction of a fear of crime, as well as a reduction of burglaries itself. This project aims to:

- Provide a lawful and proportionate policing response to the anticipated rise in residential burglary during the darker nights of the autumn

- Prevent burglary and provide a reasonable and proportionate response if a burglary is committed
- Work together with partner agencies

In preparation for this campaign, police teams will be working to identify vulnerable people and burglary and theft 'snatch' hotspots across the borough. Once launched, the campaign will provide specific Intelligence and the tasking of Safer Neighbourhood Teams, including fortnightly street briefings and weekly contact with hard to reach groups, community events, faith premises, and sellers which include supermarkets. In addition to this, literature and other publicity material will be used to promote anti-burglary messages, which typically increase as the clocks go back and the nights are longer.

The police also plan on increasing signage on roads, raising awareness of panic alarms and light timers and ensure there is higher visibility in burglary areas, including the deployment of high visual cycle patrol officers who will cover high-risk areas at particular times of the day or night. In addition to this, METRACE will continue to be rolled out to priority areas. The police commit to working closely with the Council to make best use of opportunities to use CCTV intelligence.

With regards to intervention and prevention at schools, dedicated Schools Officers already exist, and the aim is to ensure all Schools Officers discuss concerns in relation to the misuse of fireworks and 'trick or treating' and highlight the consequences of offences. Following on from this the police will maintain a list of bail/curfew restrictions and carry out truancy patrols.

In the past the Autumn Nights campaign has proved successful in reducing burglaries during autumn when a number of religious festivals, including Navratri, Diwali, Hanukkah and Christmas occur. In 2015 the project was very popular with the community in reminding them to keep their home safe. However with such a great increase in burglary in the last year it is clear that there now needs to be a greater focus on this area.

In addition to this, the Harrow Safeguarding Adults Board (HSAB) has identified a priority for future work in tackling scams, door step crime and distraction burglary which relate to older and vulnerable people. Locally there have also been victims and the HSAB wants to get a better understanding of the numbers and is promoting the "little book of big scams"



(Home Office/Metropolitan Police) and “watch out for scams” (“National Trading Standards/Police) publications as widely in the borough as possible.

## **2. Non-domestic violence with injury**

This is a new indicator for MOPAC and is recorded as allegations of grievous bodily harm, actual bodily harm, wounding, and assault with injury. We aim to address this through our commitment to tackling violence, vulnerability and exploitation in its general sense and this is explored in further detail in the next section.

The MOPAC Crime Dashboard<sup>8</sup> shows an increase in Common Assault offences in the last 12 months, which make up 9.5% of total notable offences. Offences are highest in five wards in the south and centre of the borough, namely; Greenhill, Harrow on the Hill, Roxbourne, Marlborough and Roxeth wards. Over 43% of Common Assault offences across the borough occur in these five wards.

## **3. Anti-Social Behaviour**

Anti-social behaviour covers a wide range of unacceptable activity that causes harm to an individual, to their community or to their environment. This could be an action by someone else that leaves a person feeling alarmed, harassed or distressed. It also includes fear of crime or concern for public safety, public disorder or public nuisance.

Examples of anti-social behaviour include:

- Nuisance, rowdy or inconsiderate neighbours
- Vandalism, graffiti and fly-posting
- Street drinking
- Environmental damage including littering, dumping of rubbish and abandonment of cars
- Prostitution related activity
- Begging and vagrancy
- Fireworks misuse
- Inconsiderate or inappropriate use of vehicles

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<sup>8</sup> <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/crime>

The police, local authorities and other community safety partner agencies, such as Fire & Rescue and social housing landlords, all have a responsibility to deal with anti-social behaviour and to help people who are suffering from it.

There has been an upward trend in incidents of Anti-Social Behaviour since summer 2016 with Harrow recording an 8.2% increase compared to the previous 12 month period, which currently ranks Harrow at 27<sup>th</sup> out of 33 boroughs within London.

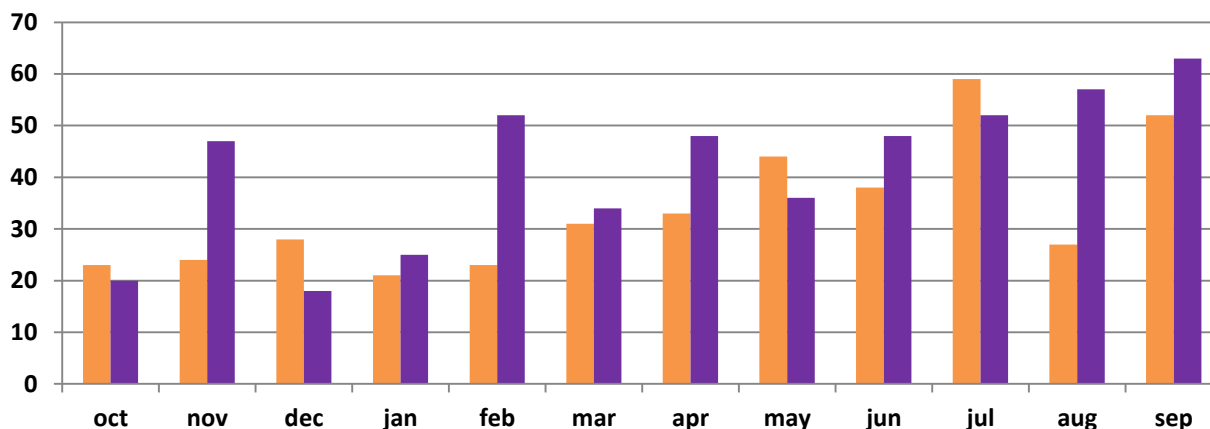


Figure 9 – Anti social behaviour incidents between October 2015 and September 2016 compared to the previous year

Locations in the borough that have seen a considerable rise include Queensbury, Stanmore Park, and Belmont, with the peak months for anti-social behaviour incidents occurring in September, August, and February.

The Council’s Community Safety Team is responsible for dealing with matters of Anti-Social Behaviour arising in the Borough and is responsible for investigating all complaints of ASB through to resolution using the appropriate tools and powers and through engagement with partners, including the Council’s Housing Team. In order to enhance our partnership between the Council and the Police, Police Officers sit with the Team to ensure sharing of information and a co-ordinated approach for the Borough. To ensure the protection of the community, the team remit includes elements of violence and vulnerability and the central focus of the team is the victim and also supporting the community. Officers are also responsible for taking forward recommended actions outlined on the partnerships Risk Matrix, part of the Council’s Anti-Social Behaviour Action Group (ASGAB), to support victims.

Currently the team has been acting as the Single Point of Contact for operational issues in relation to gangs and has been coordinating a partnership approach to dealing with gang related crime through monthly Gangs Multi Agency Partnership meetings, which has been set up in response to increasing violence from gangs on the borough and emerging risks of those exploited by gangs. The group meets on a monthly basis and bring together partners to add value to the enforcement options delivered by the police. The Community Safety Team work with internal and external agencies to tackle matters of violence, vulnerability and exploitation through identification, education, disruption and enforcement. The aims are to:

- Provide first line support and act as primary co-ordinators and enforcers for matters of ASB, crime and disorder in the Borough in partnership with other Council partners and external agencies;
- Take the recommended action outlined on the Partnership Matrix to support the victim(s) as well as the appropriate course of action to tackle the perpetrator(s)
- Investigate all ASB complaints to resolution using the appropriate tools and powers and through engagement with partners. This includes the organisation of a series of meetings that are governed by set protocols that ultimately report to the Safer Harrow Board and the Home Office where necessary;
- Provide proactive reassurance and support in relation to ASB issues, to those who live, work and visit Harrow in partnership with relevant agencies
- Work closely with other Councils to share best practice in combatting crime and disorder, in line with Home Office guidance
- Support and protect vulnerable victims and manage risk in accordance to them, working closely with safeguarding units

In addition to this, CCTV continues to play an instrumental role in making the borough safer. The Council works closely with the police in this area and delivers a 24/7/365 CCTV service. This has worked well and includes utilising direct video and radio links. The good work of the team has been recognised at a local and regional level.

Over recent months a MOPAC-led taskforce has been exploring opportunities to secure sustainable CCTV provision in London. This is in recognition of the challenging financial climate faced by local authorities, which are the primary funders of public space community safety CCTV. Harrow Council is one of the sites that the taskforce visited. The findings from the work of the taskforce will inform future approaches to CCTV. In addition,

the council will continue to engage with the development of any regional strategy in this area.

### *Services for offenders*

All local authorities have a significant role to play in reducing reoffending as well as tackling crime. This includes ensuring partners take account of the concerns of residents and businesses and understanding the health and wider needs of offenders. A number of partners are responsible for commissioning and providing a range of services that support the rehabilitation of offenders. Examples include community based and residential drug and alcohol treatment and recovery services, support with mental health needs, housing provision and benefits, social care services, and access to training, volunteering, education, and employment opportunities.

The Council continues to develop an effective working relationship with the National Probation Service a Community Rehabilitation Company through various panels, including the Integrated Offender Management (IOM) service. The IOM panel meets on a monthly basis providing an opportunity for the provision of intelligence sharing through a number of partners and uses of a range of enforcement powers to take action against offenders who choose not to engage with IOM services, and who continue to offend. Harrow Council plays an integral role in the strategic development and operational delivery of IOM in terms of securing partnership buy-in and resources for multi-disciplinary IOM teams and ensuring robust governance arrangements are in place to support delivery and ensure accountability.

## **High Harm Crime**

### **Violence, Vulnerability and Exploitation (VVE)**

This strategic objective for Harrow has been informed by the Ending Gang and Youth Violence Peer Review, which was commissioned by the Home Office in 2015. The Review found that Harrow is dealing with some of the highest risk young people, and recognised emerging issues of serious youth violence vulnerability and exploitation. Following the Peer Review, a Local Area Profile was commissioned which involved a one-day Local Area Assessment, giving us invaluable insight through interviews and focus groups with front-line practitioners to gather information, building a qualitative picture of the key issues

and drivers around county lines with our neighbouring boroughs, gangs, youth violence and vulnerability. Additionally, one of the recommendations of the Peer Review was to develop a problem profile, which explores the risk factors that affect violence, vulnerability and exploitation and gain an in-depth understanding of the causes of gang membership. In identifying these issues, we hope to reduce the number of people drawn into gang membership through early intervention and equipping existing gang members with the support they need to exit a disruptive pathway. This will not only safeguard younger siblings and family members who may be on the periphery of exploitation but also help to prevent gang culture becoming further embedded in Harrow.

Several partners have a role to play in dealing with all aspects of VVE in our strategic objectives and boroughs have received funding from MOPAC via the London Crime Prevention Fund (LCPF) in order to address key priorities related to crime reduction. We have worked with our voluntary and community sector (VCS) to design a range of interventions that have been proven to be successful in the borough and elsewhere, these are outlined in more detail further on. Our aim is that by working in partnership with the local VCS they will be able to leverage in additional funding and resource to support this agenda in addition to what the Council can provide.

#### **4. Youth violence and knife crime**

We have seen an increase in the number of victims of knife crime within the borough and young people convicted of weapons offences has also risen. In 2016/17 36 young people were convicted of possession of an offensive weapon, compared to 28 young people in the previous year however, the number of first time entrants has decreased by 7.9% compared to the previous year; this is based on data collected by the Council's Youth Offending Team (YOT). The graph below shows how FTE has changed over the past six years.

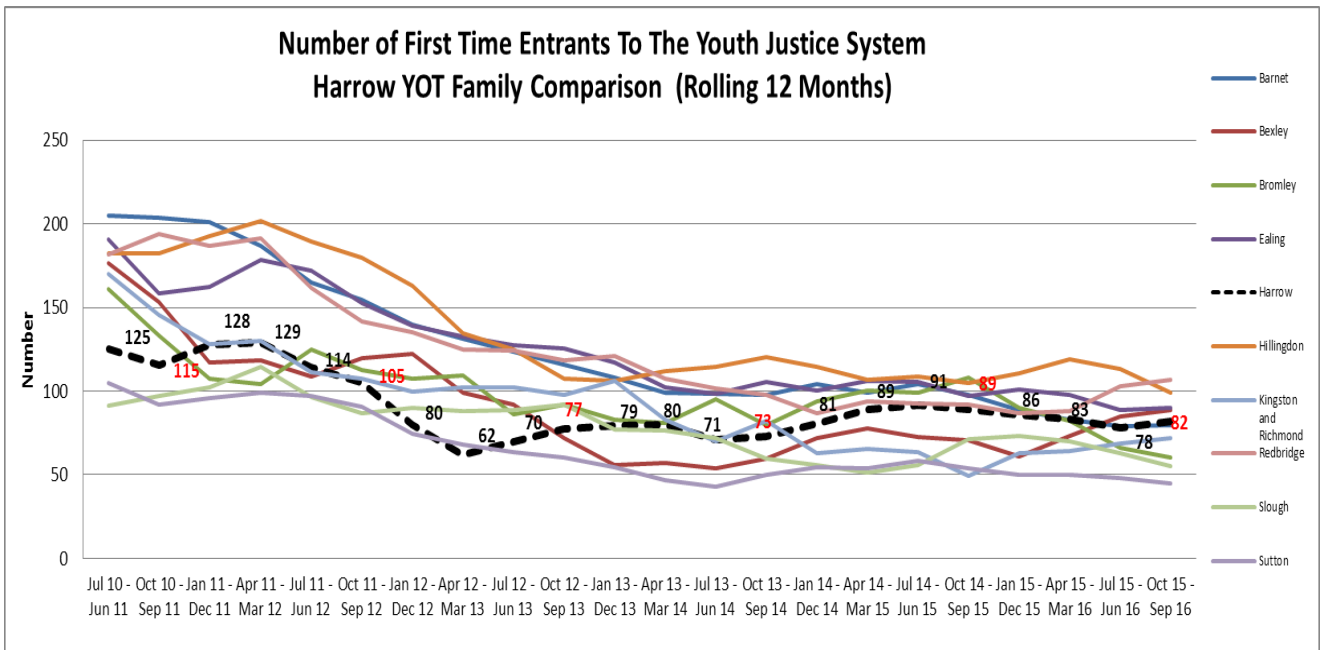


Figure 10 – Number of first time entrants to the Youth Justice System

In addition to this, the Triage service has been transferred to Harrow’s YOT service which has meant a more streamlined approach to early intervention to address youth violence. During 2016/17 the YOT received 73 referrals, 68 of which went on to have a triage intervention. Overall; including those already with triage at the start of the year; the team delivered triage interventions to 83 young people. There were a total of 50 young people discharged from the triage programme in 2016/17 45 (90.0%) of whom completed the programme successfully.

However, assessments of young people by the YOT indicate that young people are carrying knives due to feeling unsafe and the majority of knives have been kitchen knives rather than “trophy” knives. Knife crime incidents made up a total of 281 offences in April 2015 to March 2016 in young people aged 0-25, this increased by 29% in the following year to 362 incidents between April 2016 to March 2017. The graph below shows the upward trend of knife related incidents in the borough:

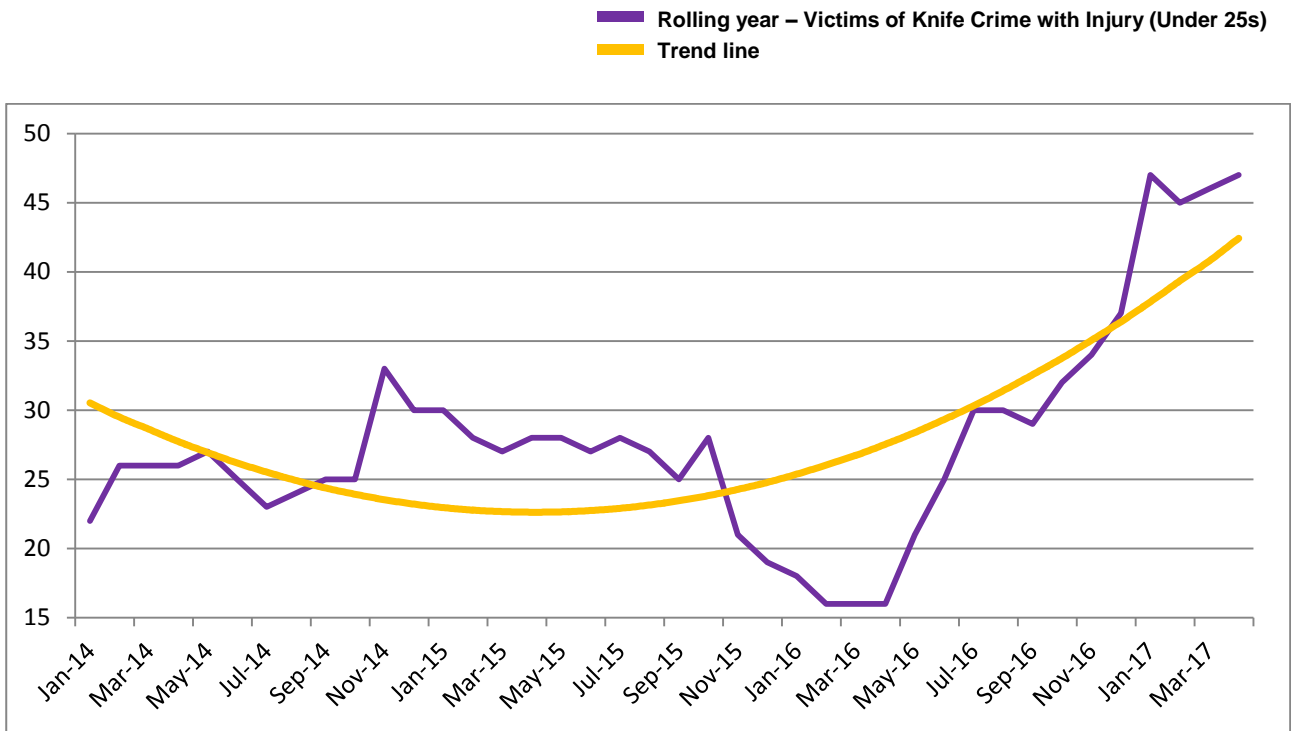


Figure 11 - Knife Crime with Injury (Under 25s) from October 2015 – April 2017, MOPAC Dashboard

Harrow has seen a particular rise in youth violence in the South Harrow and Rayners Lane area and in light of this increase, and in response to offences linked to knife crime and serious offences involving stabbings, the Council are developing a Youth Offer as part of the Early Support and in conjunction with Youth Offending Team to directly address young people who are vulnerable to being either victims or perpetrators of such crime.

In addressing the issue of youth violence, the Council have been working with Ignite a well-known voluntary and community organisation, with a team of experienced youth workers, to recruit a full-time Gangs Worker for the Rayners Lane Estate and South Harrow area. The programme is specifically aimed at working with young people connected to the known gangs in the area and those who are engaged in high levels of anti-social, violent and criminal behaviour.

This service aims to achieve a reduction in youth offending and gang-related behaviour, and support young people to disengage with and ultimately leave associated gangs. The Gangs Worker will work in close partnership with the Community Safety Team and attend monthly GMAP meetings to share intelligence and anecdotal insight. Outcomes will

include reduced incidents of violent youth crime in Harrow and a reduction in children and young people 'coming to notice' by the police and young people demonstrating improved self-esteem, engagement, confidence and skills, helping them to make positive choices and increasing their aspirations and hope for the future. The programme will enable young people to demonstrate improved personal and social skills such as communication and emotional resilience.

Connected to this, we believe that prevention and early intervention is better than cure, and we have therefore invested in a drama programme with Synergy Theatre. Synergy have a proven track record in working to rehabilitate ex-prisoners and have featured in the national press for their successful work in changing the attitudes and behaviours of participants and the audience. The production company will work in a select number of targeted schools where young people are at risk of entering the criminal justice system to help them discover alternative pathways and become an integral and meaningful part of society. Synergy have developed a ground breaking, interrelated programme of artistic work that seeks to build a bridge from prison to social reintegration, prevent young people from entering the criminal justice system, and inspire change by capturing the imagination and affecting the feelings, behaviours and attitudes of participants and public.

Through the opportunities offered by this project, participants will be challenged to try new activities and learn new skills to overcome destructive patterns of thinking and behaviour. Many may discover untapped potential and talent and these achievements and skills gained can foster a more positive mode of behaviour and encourage re-engagement with education and increase future employability.

Another programme called Street Doctors has been selected to assist Harrow Youth Service in addressing the rise in knife crime. Street Doctors is a group of 2<sup>nd</sup> year medical students who volunteer their time to work with young people who may come into contact with a stab victim. They work with multiple partners across London to help fund, facilitate and strengthen the delivery of pragmatic, life-saving first aid to young people at risk of youth violence in the city. The programme they deliver includes a minimum of 42 young people (potentially 6 per cohort) at risk of youth violence educated in each of two modules – 'What to do when someone is bleeding' (6 sessions) and 'What to do when someone is unconscious' (6 sessions). Those at risk are defined as any one of the following:



- Young people who have already received a conviction for violence or weapon carrying
- Young people who are deemed by other services as being at higher risk. Example services include: Youth Offending Institutes/ Teams, Pupil Referral Units, Specialist Charities, and Youth Clubs
- Young people living in areas where there is a high rate of violence

Young people who attend the Street Doctors course receive a certificate of attendance at the end of the programme. Once the course is complete the team share subsequent intelligence and analysis with key stakeholders. Discussions are also underway with the Beacon Centre which is located in Rayners Lane to host these sessions. We know from recent experience that this is a worthwhile venture as two young people known to the YOT who witnessed the aftermath of a stabbing were able to utilise their skills learned from these sessions and stop the bleeding of a victim.

In conjunction with these practical activities, the Youth Offer delivers a programme to help young people explore their current mind-set and consider ways of approaching different situations that they are faced with both in and out of school. The Mental Toughness programme works closely with young people aged 12 to 19 to help them drive positive and sustainable changes that will make a real difference to their attitude, mind-set and behaviour. The aims of the programme are to help them; not to fear failure; challenge stereotypes & ditch labels; be resilient to challenge; be confident to make mistakes.

In addition, Children's Services have been in discussion with Ignite to look at ways in which to partner further and develop a more bespoke youth offer to the area which will include joint outreach/detached youth work, engagement events with young people in the South Harrow area and youth club sessions built on the feedback from young people as to what they want to see delivered. It is the intention that once a model of delivery is agreed and rolled out at the Beacon Centre, that this model is then replicated in other areas of Harrow where there is a need.

Work continues to extend the youth offer to other areas of the Borough including activities being run in partnership with Watford FC based at the Cedars Youth and Community Centre and plans to add youth services to the programme of activities from the Early Support Hub at the Pinner Centre.

Key to further developments around the Youth Offer is our partnership with Young Harrow Foundation, a not for profit youth organisation, who are assisting Harrow Early Support in developing an overarching youth strategy along with other partners within the private and voluntary sector.

In addition to this some of Harrow's young people access services at St Mary's Hospital Emergency Department run by Red Thread, a collaborative youth charity, which provides youth intervention programmes to support and engage with victims of serious youth violence and exploitation.

In providing a joint response to child sexual exploitation (CSE), missing children, and gang related activity, Harrow Children's Services took the steps to mobilise resources associated with Violence Vulnerability and Exploitation and create the Violence, Vulnerability and Exploitation (VVE) team in April 2016. The VVE Team has a CSE Coordinator, Missing Children/Runaways Family Support Worker and a Gangs worker in order to provide a joined up response to children and young people displaying vulnerabilities associated with these key risk areas. This work compliments the work being carried out by the Community Safety Team, informing and supporting intelligence shared at monthly Gangs Multi Agency Partnership meetings. The VVE team works in collaboration with key partners, including the Police, Youth Offending Team and Education to provide a joint response to CSE, Missing Children and Gang related activity, as well as being involved in Channel and preventing extremism. The team also serves to develop key themes and trends, improve collective response through an informed understanding of the issues, which will feed into the development of the problem profile in respect of young people.

In November 2016 a Harrow led Violence, Vulnerability and Exploitation mapping exercise of approximately 40 known young people was undertaken involving professionals across the partnership including Harrow Children's Services, Police, Education, Housing, Community Safety Team, Helix Pupil Referral Unit (PRU) and Health. The purpose was to explore the links and key themes between the young people in respect of VVE indicators and vulnerabilities. The mapping exercise highlighted links and relationships involving missing young people, CSE, youth violence, suspected county lines drug trafficking and gang associations, primarily the development of a new group/gang. The Helix PRU was also becoming a prominent location where a key number of VVE young people were meeting and forming peer groups.

## Case Study

In December 2016 a Multi-Agency Child Protection Strategy meeting was held involving approximately 35 multi-agency professionals across the partnership regarding a family address and location in the Roxbourne Ward, Harrow. The location was a recurring theme with young people associated with VVE. The concerns at the address included CSE, Missing young people, substance use and youth violence associated with the new 'Group/Gang.

The Police, with support of Children's Services and the Community Protection Team, were able to submit representations to Harrow court and obtain a Closure Order for 3 months covering period 10.12.16 – 4.3.17. (*ASB Crime & Police Act 2014 – Sect.80*). *Disorderly, offensive or criminal behaviour ...serious nuisance... disorder to members of the public*. The order ensured that only the named individuals residing at the address could be there prohibiting access to the premises to anyone else.

Effective partnership working with corporate and with key stakeholders led to successful disruption activity, safeguarding children missing from home and care and at risk of Child Sexual Exploitation. The success of the disruption activity and reduced anti-social behaviour firmly rests with the strength of partnership working between Children's Services, Police, Community safety and Housing. Swift action on the part of everyone involved led to a reduction in criminality and children being safeguarded.

Over the next two years the Council will also invest in a programme aimed at generating a cultural shift within schools on the issue of sexual assault, CSE, and digital exploitation violence, and promote a culture of awareness.

We know that young women in Harrow, particularly from the Black, Asian and Minority Ethnic communities (BAME), are disproportionately affected by crimes of sexual assault in schools, and Child Sexual and Digital Exploitation. A report by the Government's Women and Equalities Committee released on 13 September 2016 shows that sexual harassment and sexual violence in schools are widespread nationally. Testimonials from young women and girls affected suggest that schools are failing to deal effectively with the problem. A

new programme aimed at early intervention and prevention will be delivered by Wish, a charity supporting young people into recovery from self harm, violence, abuse and neglect. Wish will work in close partnership with the Harrow Violence Vulnerabilities and Exploitation team, to deliver an Outreach and Support service to young people within identified schools and/or “hotspot” areas in Harrow. Working within clearly identified strategic goals agreed across multi-agency partnerships such as the local authority, police, health and other key agencies like probation and youth offending, information and intelligence will be shared to fully understand the local patterns of child sexual exploitation and peer related sexual violence, to disrupt and deter perpetrators and to identify, help and protect children. Raising awareness across the community is crucial, and the service will work with children to develop materials to support other children to understand the risks and issues. Schools will be supported to deliver appropriate responses to young people on the issues, and to tackle incidents such as sexual assault in appropriate ways.

This project aims to narrow the vulnerability gap by increasing targeted interventions in schools where a high percentage of sexual assault and digital exploitation incidents are known and through a whole school approach will generate a strong counter culture of challenge and change to tackle and prevent violence, vulnerability and exploitation.

### **Female Genital Mutilation (FGM)**

Female genital mutilation (FGM) refers to procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. FGM is a criminal offence – it is child abuse and a form of violence against women and girls, and has been illegal in the UK since 1985, with the law being strengthened in 2003 to prevent girls travelling from the UK and undergoing FGM abroad<sup>9</sup>. FGM is a procedure where the female genital organs are injured or changed and there is no medical reason for this. It is frequently a very traumatic and violent act for victims and can cause harm in many ways the practice can cause severe pain and there may be immediate and/or long-term health consequences, including mental health problems, difficulties in child birth, causing danger to the child and mother and/or death. The age at which FGM is carried out varies enormously according to the

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<sup>9</sup> Under section 1(1) of the Female Genital Mutilation Act 2003, a person is guilty of an offence if they excise, infibulate or otherwise mutilate the whole or any part of a girl's labia majora, labia minora or clitoris. Section 6(1) of the 2003 Act provides that the term “girl” includes “woman” so the offences in section 1 to 3 apply to victims of any age.

community. The procedure may be carried out shortly after birth, during childhood or adolescence, just before marriage or during a woman's first pregnancy.

Between April 2015 and March 2016, 70 women or girls (i.e. under 18) in Harrow were identified as having had FGM at some point in their lives<sup>10</sup>. Compared to the rest of the local authorities in England, Harrow ranks joint 27<sup>th</sup> highest and joint 19<sup>th</sup> highest in London. The highest numbers identified were seen in Birmingham, Bristol and Brent. These small numbers do not allow us to divide the cases into those aged under or over 18. The recording of age at which FGM took place is very poorly recorded and so it is not currently possible to say how many are recent cases, or indeed, if any of them are.

Harrow ranks 4<sup>th</sup> highest nationally in the rate of hospital, clinical, or GP attendances for women or girls with FGM, i.e. the number of contacts with the health services that any woman previously or concurrently identified as having FGM. We do not have data on the reasons for these attendances. Some/most are certainly maternity cases and will be receiving a number of antenatal attendances while others may be having treatment for their FGM and other attendances could be completely unrelated to their FGM. What is clear is that the number of attendances in Harrow is 6 times the number of cases compared to 3 times the cases in Brent, who use the same hospital Trust, and between 1 and 2 times elsewhere. Due to poor quality data it is impossible to ascertain the reasons behind this at this time.

North West London Healthcare Trust safeguarding nurses have ensured that questions about FGM are routinely asked as part of the Trust's safeguarding policy. These questions are asked regardless of whether the child or mother are attending accident and emergency, paediatrics, maternity or a surgical ward. Since the introduction of mandatory reporting for certain professions, combined with the local awareness raising activity, referral figures are increasing. Referral figures to the MASH have risen from an average of 3-4 per year prior to 2015 to 14 in 2015-6. While most of these cases were children identified as potentially "at risk" of FGM, one case was of a young woman who had already had FGM. This case was investigated and it was established that she had undergone FGM prior to arriving in the UK.

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<sup>10</sup> The number of newly recorded cases has been rounded to the closest 5 to prevent disclosure.

The Harrow Domestic and Sexual Violence Forum has identified FGM as a priority area. In line with this, a series of posters and communication plan have been produced to raise the profile of this critical issue. They were distributed throughout the Borough at 26 on street sites and in council publications, with the design options distributed to local sites for display at their discretion. In addition to this, the Harrow Local Children's Safeguarding Board (LSCB) ran briefings for staff on the new duties and to reinforce understanding about the harmful initial and long term effects of FGM. Harrow has two safeguarding health professionals who lead on FGM based at Northwick Park Hospital within London North West Healthcare Trust (LNWHT). They provide training, advice, and support to health professionals within the hospital community; to other health providers such as the mental health trust; and to safeguarding leads based in general practice settings. This increased awareness has improved the quality and timeliness of GP referrals and their action plans. In turn, the GPs report that responses from MASH have improved so they know what is happening with their patients.

As part of the HSCB, colleagues in Public Health have FORWARD trained FGM trainers who deliver a cross agency session as part of our race, culture, faith and diversity implications for safeguarding children effectively course. These trainers work as part of our voluntary community and faith child safeguarding engagement.

### Case Study

Schools in Harrow have been working with NSPCC and FORWARD on FGM. Norbury School is the leading primary school in the NSPCC Talk PANTS programme and lead in Female Genital Mutilation education, working alongside the Azure Project with the Metropolitan Police. The school had six months of regular meetings with stakeholders including health services, children's services, their parent group, the voluntary sector, the police, cluster schools and charities to understand the facts, the various educational approaches, training and engagement with communities. Following these meetings the school created their own FGM lesson plans, resources and approaches which they were shared with their stakeholders and modified as required. All Year 5 & 6 pupils' parents met the school and reviewed the resources before the lessons were piloted and INSETs were held for their staff, governors and parents. Under the slogan My Body My Rules, Norbury has specific FGM lessons from year 3-year 6. Norbury School has also delivered CPD Online seminar lessons and has participated in three conferences, a radio programme and has developed a video. They are also a case study championed by the

Home Office and have shared the approach and learning with other schools. Their role in raising awareness of FGM has also been recognised by the United Nation, within the Big Bro Movement.

A number of lesson plans are being created in Harrow schools and colleges, in partnership with their community, under the support and guidance of Norbury Primary School. Norbury is also working with older students from a high school to train as providers in lessons. As local education champions on FGM, Norbury has developed the lesson plans for PANTS from Nursery through to year 6. Norbury has trained and facilitated assemblies, seminar lessons and taught across 10 different boroughs in London. Norbury is now a facilitator for a national training provider speaking at Conferences in Bristol, Manchester and London.

In addition to this, Harrow High School met with KS3 parents to share Harrow High's Talk PANTS and FGM vision with the plan to deliver lessons. Elmgrove has received staff training and is working with Community Ambassadors to deliver Talk PANTS/FGM lessons. Grange has completely adopted the programme working with Norbury on a weekly basis in the Autumn Term. HASVO (Harrow Association of Somali Voluntary Organisations) are working with Rooks Heath School to support the FGM agenda and developing an FGM film. Harrow College has included FGM awareness in its health fair.

### **Domestic and Sexual Violence**

Domestic violence and abuse is any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to psychological, physical, sexual, financial and/or emotional abuse.

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour. Coercive control is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

Since the publication of our Domestic and Sexual Violence Strategy, the legislative and policy context has developed considerably. We see this is a positive step. A range of new legislative measures have been introduced including specific offences of stalking, forced marriage, failure to protect from Female Genital Mutilation (FGM), and revenge pornography, as well as a new definition of domestic abuse which includes young people aged 16 to 17 and “coercive control”. Other key legislative developments include the introduction of the Modern Slavery Act (2015), the rolling out of Domestic Violence Protection Orders (DVPOs) and the Domestic Violence Disclosure Scheme (DVDS), the introduction of FGM Protection Orders and an FGM mandatory reporting duty, and enhanced measures to manage sex offenders and those who pose a risk of sexual harm.

The Government has also released a national strategy, Ending Violence Against Women and Girls 2016-20. This refreshes the first UK national VAWG Strategy launched in 2010. The strategy retains the framework of Prevention, Provision of services, Partnership working and Pursuing perpetrators. In addition to this, the London Mayor has launched five new priorities for London as part of the Police and Crime Plan, and this includes a priority to tackle violence against women and girls, putting this issue right at the top of the political agenda.

There is a general acceptance that cases of domestic abuse are under reported, and the new laws around coercive control have not resulted in many convictions to date. There have been four reports to Police in Harrow over the past year, and none have resulted in further action being taken.

There has been a clear increase in recorded domestic offences in London. In the year to December 2016 there were over 149,000 incidents, which was an increase of 3.0% compared to the previous year. In December 2012 there were 118,013 incidents, which has increased year on year. Barking and Dagenham has the highest recorded rate of domestic abuse in London, with 26 incidents per 1,000 population as of December 2016. In Harrow the rate was 12 as of December 2016, with only Richmond upon Thames and Kensington and Chelsea having lower incident levels (11 recorded incidents per 1,000 population).

There are challenges in capturing an accurate picture of the levels of domestic and sexual violence in Harrow, including under-reporting by victims, inconsistencies in approach to data collection across services, Home Office changes to the way MPS police forces record



domestic violence offences and the hidden nature of this type of violence and associated stigma. Therefore, whilst the data we have collected enables us to look at general trends, we suspect that the true levels of domestic violence in the borough are likely to be higher.

In Harrow, the local Community Independent Domestic Violence Advocates (IDVAs) are now receiving an average of 93 referrals per quarter. This is set against 81 referrals per quarter for 2015/16 and 30 per quarter for 2014/15. The IDVA based in the MASH (Multi Agency Safeguarding Hub) is receiving an average of 30 referrals per quarter, slightly down on last year's peak of 35, but against just 18 referrals per quarter in 2014/15.

The local Multi Agency Risk Assessment Conference (MARAC), which deals with the highest level of domestic abuse cases, has considered an average of 16 cases each month; this number has remained largely consistent for the past two years (18 cases per month in 2015/16 and 19 cases per month in 2014/15). This may well reflect that the MARAC referral process is well embedded into local organisations and working well.

In terms of the national Troubled Families agenda, locally referred to as "Together with Families", 314 out of 718 eligible and verified families on this programme in Harrow have domestic violence recorded as one of the criteria; which is 43.7%.

This local data clearly demonstrates that the Harrow Domestic and Sexual Violence Strategy, and the hard work of the local authority and partner organisations, has been successful in terms of raising the profile of domestic violence services; educating the local community around how to access the available services; and ultimately, increasing our referral rates and therefore being able to provide an intervention, help and support to more local victim of domestic and sexual violence.

We need to better understand domestic violence in our local community, and will work jointly with our strategic partners to ensure access to high quality intelligence to map the nature of domestic violence in Harrow. In addition, we propose to work with local communities, partners and all stakeholders, to increase the number of crime reports, and in particular raising awareness of coercive control as a form of domestic violence.

Harrow has invested £552,000 over two years in domestic and sexual violence services through a contract with Hestia. Through this we have provided a six unit refuge for women and children fleeing domestic abuse; practical and emotional support, advice and

advocacy to victims and their children on matters including housing, welfare benefits, legal options, health, education, training and childcare; and Independent Domestic Violence Advocate (IDVA) provision.

The big success over the past year has been the successful delivery of Harrow Couple's Domestic Violence Programme, where Harrow Children's Services partnered with the renowned Tavistock Relationships to deliver a feasibility project trialling a 'mentalisation' based couple's therapy approach to intervention with couples who are parents of one or more Children in Need, and where there is situational violence between the partners. The aim of the pilot was to assess whether the intervention helps alleviate the incidence of violence, improves the couple's relationship, and improves outcomes for children. This was the first time a programme like this has been used in a domestic violence context and so was ground breaking; it was a small pilot and it indicated proof of concept as well as offering a promising potential intervention in a field where there is very little research on what works for couples experiencing domestic violence and abuse.

The results of the programme indicated that it is possible to deliver a couple therapy intervention to carefully assessed and selected parents with a history of domestic violence safely and productively. Couples referred to the project had a total of 67 police call outs (average of 6.1, range 1 - 24) and 41 contacts (average of 3.7, range 1 - 11) with Children's Services prior to starting the intervention (each police call out is calculated at £477). Working with the couples together led to no further incidents of domestic violence being recorded to date. A post-intervention review by Harrow Children's Services in October 2016 showed that there had been no new incidents involving the Police or referrals to Children's Services for any of the 11 couples in the project.

The improvements can also be demonstrated through the reduced need for statutory social care interventions. Four couples who had been on Child Protection Plans were stepped down to Child in Need Plans; two couples whose children had been on Child in Need Plans improved and their cases were closed; four couples remain on Child in Need Plans (partly because there are other concerns, for example about a parent's mental health or accommodation issues); one couple was not on a Plan.

Qualitative reports from interviews with the couples showed how much they valued the intervention and how much it helped change the interactions in their relationships, and, in some cases at least, had a beneficial knock-on effect on their children, who were happier

and more able to function at school. Partners reported not arguing as much or as heatedly and being able to cool things down between them when they did begin to argue. They talked about being able to keep their children in mind and being better parents. Eight out of eleven partners said they would seek the same kind of help again, and one had recommended it to a friend. Officers have now successfully secured funding from the Department of Education to extend the programme for another year.

### Case Study

This case summarises the advice and support provided to a low/medium risk victim of domestic abuse during a two year period within the Harrow Floating Support Service.

The client's past experiences of domestic abuse within the former abusive relationship include physical abuse, intimidating/threatening behaviours, emotional abuse, controlling and/or coercive behaviour, verbal abuse, sexual abuse including rape and financial abuse. The provision of advice and support to the client has ensured on-going safety planning and review of relevant risk factors attributable to the former partner's abusive behaviour. In addition to safeguarding, the client was provided with support in gaining legal remedies (referral to immigration lawyer and family lawyer who applied for a Non Molestation Order and Child Arrangement Order), alleviating her housing situation (referral to housing service and support in applying for JSA and housing benefit), extending her support networks, assisting with her finances and budgeting and work (pursued an Employer User Programme within the NHS (Mental Health Service) and through this programme, the client secured part-time employment), and empowerment and self-esteem in her moving-on/recovery process towards leading an independent and safe life.

'The Floating Support Worker has accompanied me to the Police station on a number of occasions and she has also accompanied me to a Parent-Teacher meeting in relation to my child; her presence has made me feel safer and more confident. The Floating Support Worker has since the beginning of my case focused a lot on how I can increase my self-esteem, self-worth and sense of empowerment in my moving-on/recovery process in particular when I interact with my former partner during handovers and when we need to communicate by email. During this process I have gradually strengthened my emotional resilience and my ability to detach from my former partner's abusive behaviour on a mental and emotional level which has proved vital as I need to meet him face to face during handovers. I have learnt that I cannot give my power and control away to my former

partner and that I cannot stop him from exercising these forms of abuse against me. Instead I am slowly starting to understand that by detaching myself from my former partner on a mental, emotional and psychological level, I can reclaim power and control in my own life and chose how to respond to his abusive behaviour by not allowing it to affect me on a deeper level. This is a process however I have a greater belief in myself that I can do it'.

The Floating Support Worker has empowered me to take charge of the situation and it has made me realise that I have the right to assert boundaries and that my former partner can only stop me from exercising my independence if I allow him to. I feel that this is still a learning process and the Floating Support Worker has played a big part in lifting me up and supporting me to believe in myself and my potential to be able to move forwards in my life. In this context, I feel that the provision of emotional support and focus on increasing self-esteem and independence has had a significant and positive impact on my wellbeing and moving-on/recovery process. There is a safety plan in place which I a mindful of and I feel safer now compared to before when I was not supported by the Harrow IDVA or Harrow Floating Support Service'.

In 2014 we published our Domestic and Sexual Violence Strategy and over the past four years, this has enabled us to make real progress in delivering an integrated approach to tackling domestic violence across Harrow. We are proud to have made this a priority for the Council and provided additional investment to enhance our service offer. Despite our achievements, domestic violence still exists, and its prevalence remains too high and so we still have work to do.

One of the Strategy Group's priorities for 2016/17 was signing up to the UK SAYS NO MORE campaign. UK SAYS NO MORE is a national campaign to raise awareness to end domestic violence and sexual assault and is a unifying symbol and campaign to raise public awareness and engage bystanders around ending domestic violence and sexual assault. We were very proud to be the first local authority partner and will continue to support the campaign over the coming year.

Over the life of the strategy, there has been a marked increase in referrals received into our services. This can be attributed to a number of factors, including the increased investment the Council has made; the fact that it has been a priority for the Administration and therefore has been subject of a long running communications campaign; and the

profile of domestic violence having been raised significantly, through changes in legislation, national campaigns and high profile media cases.

We now make a renewed commitment through this strategy on behalf of all of the members of the Safer Harrow Partnership, to prioritise tackling domestic violence through a closer working and will now be integrated into the overall Community Safety and VVE Strategy. We commit to aligning budgets across the partnership, where possible, to make the best use of available resources in challenging financial times, to funding high quality provision, and to putting victims, and those affected, at the forefront of our work.

We recognise that some sectors of society can experience multiple forms of discrimination and disadvantage, or additional barriers to accessing support. These include victims from Black, Asian and Minority Ethnic (BAME) communities, lesbian, gay, bisexual and transgender (LGB&T), older people, disabled people, those with insecure immigration status and men. We are committed to ensuring that our approach takes into account the differing needs of victims, and the wider needs of our communities. In particular we recognise that adults in need of care/support are often at risk of domestic violence and abuse. A recent deep dive by the Safeguarding Adults Team showed that 33% (171 cases) of all safeguarding adults enquiries taken forward in 2016/17 had an element of domestic violence and abuse, and older people were the most “at risk group” (45%) followed by mental health users (42%). The Harrow Safeguarding Adults Board (HSAB) has agreed that training and awareness raising should be targeted to agencies where no/low referrals have been generated, this will also include a greater focus on the multi-agency training programme for safeguarding adults in relation to this domestic violence and abuse.

The Safer Harrow and Harrow Domestic and Sexual Violence Forum also aim to secure funding to continue current provision of domestic violence services for 2018/19. This will demand a true partnership approach with all avenues being considered. It is also proposed that a business case be developed to ascertain the options around potentially commissioning or developing a perpetrator programme locally. In addition, we would aim to future proof the Harrow Couples Domestic Violence Programme, to ensure that we can continue to provide this vital, ground breaking service. Perpetrator programmes aim to help people who have been abusive towards their partners or ex-partners change their behaviour and develop respectful, non abusive relationships. Taking part in a perpetrator programme can make a real difference to the lives of those involved, including children

who have been affected. The Harrow Domestic Violence Forum and Strategy Group have long called for a perpetrator programme to be provided more widely in Harrow (it is currently spot purchased by Children's Services on a case by case basis).

## **Drug and alcohol misuse**

Our strategic objective for drug and alcohol misuse lie around the need to ensure there is a continuity of treatment from prison to community. There is evidenced correlation between the commission of acquisitive crimes such as burglary and the misuse of Class A drugs, especially crack cocaine and heroin. Most prisoners recovering from drug or alcohol addiction will continue to require treatment after they leave prison and there is also a greater risk of drug-related deaths in the few weeks after release. It is also crucial to attack both the supply and demand for drugs, while ensuring addicts are given the best possible help to recover and necessary for those prisoners and their families who are faced with the destructive consequences of addiction. It is also necessary for local people who become victims of preventable crimes every year at the hands of those desperately trying to pay for their drug and/or alcohol habits and reinforces our commitment to helping the most vulnerable.

The Harrow Substance Misuse Service is tailored for both young people and adults. The role of specialist substance misuse services is to support young people and adults to address their alcohol and drug use, reduce the harm caused by it and prevent it from becoming a greater problem.

Harrow Young People's Substance Misuse Service (YPSMS) is provided by Compass who delivers a well-developed care pathway and range of early, targeted and specialist interventions that have been further developed throughout the year to increase Service User engagement including a Young People's Service User Group. Compass's co-location continues within the Youth Offending Team (YOT) to respond to youth cautions, youth conditional cautions and court orders in partnership with the YOT and the Police. The Compass Service Manager is a member of the Youth Offending Board and the Service has recently developed closer joint working arrangements at A&E to identify young people attending A&E with drug and /or alcohol related conditions.

There has been a significant increase in referrals from universal and alternative education between 15/16 Q3 and 16/17 Q3 with referrals from YOT remaining consistent. In 16/17

Q3 there were more referrals from education than from YOT which reflects the changing national picture. The Young people’s statistics from the National Drug Treatment Monitoring System (NDTMS) recent report highlighted that nationally, it is the first year of reporting that referrals from education services have exceeded referrals from youth/criminal justice sources.

The number of young people receiving drug and alcohol treatment intervention has also increased and this is a reflection of the increased engagement and co-locations of Harrow’s Young People’s Substance Misuse Service across the borough.

Harrow Young People’s Substance Misuse Service	Q3 15-16	Q4 15-16	Q1 16-17	Q2 16-17	Q3 16-17
Numbers in Treatment	72	78	89	83	90

During 2016/17 (information up until Q3) 48% of young people exiting treatment were drug free and 26% exiting treatment had reduced use. Compass has continued to undertake workforce development of multi-agency practitioners working with young people at risk of offending and offenders to enable early identification of substance use and to be able to deliver brief interventions.

### Case Study

Compass’s first contact with a young person was in June 2016 when they were given ‘Triage’ by the Police for a possession of cannabis offence. The young person was required to complete statutory appointments with the YOT and Compass. Prior to their assessment with Compass, the young person had been using cannabis (on average) twice per month had a sibling in prison for a serious offence, a history of gang affiliation, anger issues and a complex family relationship. The young person (who had been using cannabis as a coping mechanism to deal with these issues) engaged well with the YOT who, as part of the process communicated with the police to inform them the young person had successfully completed their YOT programme. Once the sessions were completed with the YOT, the young person was given the option by Compass to continue to work with them on a voluntary basis which was accepted. The young

person appreciated the safe place they were given to talk and throughout their engagement and attendance was exemplary. The young person also reported during their Compass engagement that they only used cannabis on 2 occasions from their assessment with Compass to discharge (period of engagement lasting 9 months).

To encourage positive activities, Compass also visited a gym with the young person that they were interested in joining and also attended their school (with their permission) to complete some three-way work with the staff. In addition, Compass also completed some of their sessions at the school so this did not impinge of after school studies/activities. In planning discharge, Compass made arrangements with the school for the young person to have access to a staff member for regular support sessions/counselling so they did not lose a safe place to talk. The young person was discharged from Compass in March 2017 with no evident of reoffending during their time of engagement.

Compass have also recently been awarded a two-year grant which aims to provide preventative interventions to support young people at risk of becoming involved in the supply of illicit substances and build resilience in young people to recognise the signs of dealer grooming. This project will work with young people to help them build resilience so that they are able to spot the signs of dealer grooming and are able to choose not to supply substances, and to reduce the harm that supply of substances does to individuals, families and communities by supporting them to exit this lifestyle. It also seeks to reduce the numbers of young people choosing to or being coerced into supplying substances; by measuring the number of young people referred to the drug and alcohol service regarding preventative work using local public health data.

Compass will deliver focused early interventions to young people involved in the supply of illicit substances in the form of Cognitive Behaviour Therapy (CBT) based 1-1 sessions, and delivering targeted preventative interventions to support young people who are risk of becoming involved in the supply of illegal substances via psycho-educational 1-1 and group sessions. In addition to this, the project will roll out universal awareness sessions in schools via assemblies and tutor groups to help build young people's resilience against offending. Compass will build on its close working relationships with Harrow Council and specific agencies, including MACE, MARAC, YOT, CSE and Northwick Park paediatric A&E to deliver this programme.



The chart below shows Substance Misuse Service users by age during October 2015 to September 2016. The highest numbers of users of the Service are aged 35-39 and interestingly, where there is a high proportion of young people aged 15-19 years old entering the service, this drops dramatically young people aged 20-24, which could indicate a potential gap in services for young people transitioning to adult services. To reduce the risk of ‘cliff edge’ of support between Young People’s and Adult Services, the age range for access to Harrow’s Young People’s Substance Misuse Service has been extended to 24 years.

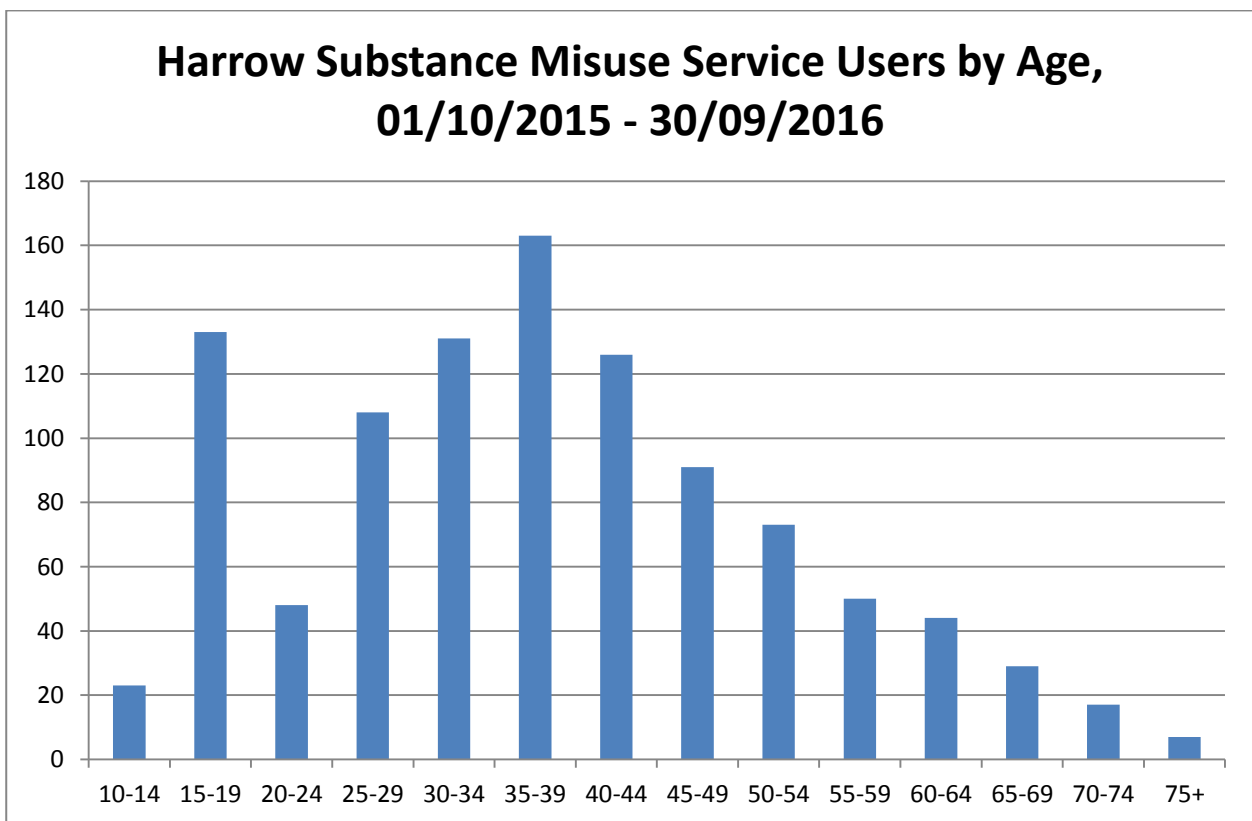


Figure 11 - Harrow Substance Misuse Service Users by Age, October 2015 – September 2016

The Harrow Adult Substance Misuse Service is delivered by Westminster Drug Project (WDP) who have a strong partnership and satellite provision with their Criminal Justice System partners by joint working and co-location with Police, Probation (National Probation Service and the Community Rehabilitation Company and at Court where Drug Rehabilitation Requirements and Alcohol Treatment Reports are delivered. WDP are co-located in Custody three mornings a week to undertake assessments and offer seven slots a week for required assessment appointments and all individuals that commit a “trigger offence” such as burglary, shoplifting and common assault are target tested. If positive for cocaine/heroin they will be required to come and see WDP for an assessment and also a

follow up appointment to support them into treatment. There is also continuation of the local drug testing on arrest (DTOA) initiative implemented in 2012 in partnership with the Metropolitan Police and continuation of the prison link/community resettlement pathway for substance-misusing prisoners with Integrated Offender Management (IOM). The presence of WDP staff in Custody also provides support to Custody officers in what to look out for in terms of an individual experiencing withdrawal of alcohol and / or opiates). WDP staff working in custody have MET clearance so they can undertake “cell sweeps” and deliver Identification and Brief Advice on alcohol (‘IBA’) which is a brief intervention approach and is aimed at identifying increasing risk drinkers.

The number of adults assessed in a Criminal Justice System (CJS) setting has remained consistent, although there was a sharp rise in referrals during 16/17 Q2. However there is still opportunity and on-going joint work between WDP and Police Custody to increase referrals and improve the rate of individuals being referred to and accessing treatment. A number of individuals coming through Police Custody reported themselves to be recreational users. Whilst numbers of individuals assessed in a CJS setting were lower in 16/17 Q3 than 16/17 Q2, the conversion rate into treatment was higher at 61% from 56%.

The number of individuals on Court ordered Drug Rehabilitation Requirements has increased over the past 12 months with an increase in treatment starts in 15/16 Q3 and the number of individuals on Court ordered Alcohol Treatment Requirements plus treatment starts have also increased.

The new Public Health Outcome Framework (PHOF) indicator 2.16 supports a priority under the National Partnership Agreement between NHS England, National Offender Management Service (NOMS) and Public Health England (PHE) to strengthen integration of services and continuity of care between custody and the community. Prisoners will need to be supported to engage in community treatment within three weeks of their release. The recent PHOF 2.16 activity shows the rate of successful transfer from prison to community treatment in Harrow is lower than the national average and represents a lost opportunity to potentially engage people who had been in treatment while in prison.

WDP have recently been awarded a two-year grant to provide a Prison Link Worker. Although a particularly difficult cohort to engage there is a great deal that can be undertaken to improve outcomes in this area and the Prison Link Worker will work with the prison’s CARAT (Counselling, Assessment, Referral, Advice and Through-care) team to

identify substance misusers within prisons. Links will be reinforced with key individuals within prisons and robust referral pathways implemented to ensure that all offenders are offered an appointment on release and where appropriate can be assessed within prison before their release. The Prison Link Worker will be co-located at NPs and CRC and other appropriate criminal justice settings including but not limited to prisons themselves.

Increased involvement of Harrow Substance Misuse Service with the CRC and NPS via a new Prison Link Worker will help make the critical phase of transition more likely to succeed and support the engagement of drug and alcohol misusing offenders into effective treatment with the objective of reducing drug and/or alcohol-related crimes and anti-social behaviour.

Despite high abstinence levels, partly due to the ethnic and religious breakdown of the borough it is estimated that 50,000 people in Harrow are drinking at hazardous and harmful levels and 1,607 people have an alcohol dependence requiring treatment<sup>11</sup>. We are committed to addressing the cause of alcohol misuse. Those drinkers who are drinking at any elevated level of risk will benefit from accurate identification and advice from their professional and the evidence base for the effectiveness of IBA is strong. The World Health Organisation and the Department of Health have both acknowledged over 50 peer reviewed academic studies that demonstrate IBA is both effective and cost effective in reducing the risks associated with drinking. On average, 1 in 8 drinkers who receive this type of support from a health care professional will reduce their drinking to the lower-risk levels<sup>12</sup>. However, this may be an underestimation of the benefits as some may reduce their drinking but not to lower-risk levels.

WDP is currently delivering IBA across the borough and supporting Harrow stakeholders in the shared objective to improve the wellbeing and quality of life of residents. IBA training is currently being offered to frontline staff including Custody and Neighbourhood Police, Domestic Violence Agencies, Children and Family Services (including supporting family members to respond to change resistant drinkers, making family members more aware of

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<sup>11</sup> Estimates of Alcohol Dependence in England based on APMS 2014, including Estimates of Children Living in a Household with an Adult with Alcohol Dependence Prevalence. Trends, and Amenability to Treatment - Public Health England, March 2017

<sup>12</sup> Moyer, A., Finney, J., Swearingen, C. and Vergun, P. (2002) Brief Interventions for alcohol problems: a meta-analytic review of controlled investigations in treatment-seeking and non-treatment seeking populations, *Addiction*, 97, 279-292.

barriers to change, harm reduction and impact of physical effects) to improve engagement with individuals who may not normally access a Drug and Alcohol Service.

The Council helps support the responsible retailing of alcohol through its' statutory duties under the Licensing Act 2003, which includes preventing crime and disorder arising from alcohol-licensed premises. In 2016 it launched the Best Bar None accreditation scheme for pubs and bars with the police, Harrow Town Centre Business Improvement District and the private sector, in which thirteen premises participated. The Council's plan is to increase the number and type of premises taking part in Best Bar None year-on-year.

In 2017 the Council's licensing team conducted on-street surveys in Burnt Oak Broadway and Sudbury which confirmed that on-street drinking was perceived as a concern for local residents of both sexes and across different ages and ethnic backgrounds. The licensing team will work with the police and Trading Standards to introduce Neighbourhood Watch-style schemes with off-licences in Wealdstone, Burnt Oak Broadway, Sudbury Town and potentially Northolt Road to promote responsible alcohol retailing, information-sharing and reduce on-street drinking.

### **Extremism and hate crime**

The Counter Terrorism and Security Act (2015) placed a duty on specified authorities to have due regard to the need to prevent people from being drawn into terrorism. Authorities subject to the provisions must have regard to the Prevent Duty Guidance when carrying out the duty.

Specified authorities include:

- Local authorities
- Higher/further education
- Schools and registered child care providers
- The health sector
- Prisons and probation (including Young Offenders Institutions)
- Police

By endorsing and supporting the approach being taken in Harrow the Council will be working towards complying with the Prevent duty Harrow. The Prevent strategy, published by the Government in 2011, is part of the overall counter-terrorism strategy, CONTEST.

There are four work streams within CONTEST:

- PREVENT: to stop people becoming terrorists or supporting terrorism
- PROTECT: to strengthen our protection against an attack
- PREPARE: to mitigate the impact of an attack
- PURSUE: to stop terrorist attacks

The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism. The Prevent strategy has three specific objectives:

- Responding to the ideological challenge of terrorism and the threat we face from those who promote it;
- Preventing people from being drawn into terrorism and ensuring that they are given appropriate advice and support; and
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

Terrorist groups often draw on extremist ideology, developed by extremist organisations. The Government has defined extremism in the Prevent strategy as: 'vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces.'

The Prevent strategy was explicitly changed in 2011 to deal with all forms of terrorism and with non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists then exploit. Prevent is intended to deal with all kinds of terrorist threats in the UK.

The current threat level for international terrorism for the UK is assessed as severe, which means that a terrorist attack is highly likely. Preventing people from being drawn into

terrorism is therefore a high priority for government, and by introducing the Prevent duty all named authorities must ensure that they have due regard to the need to prevent people from being drawn into terrorism.

The approach taken in Harrow has been to work in partnership with other named authorities bound by the duty, and to engage with communities in this challenging and high profile area of work.

Harrow's approach has also been firmly rooted from a safeguarding perspective. The Prevent strategy states that 'safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm'.

In complying with the duty a risk assessment has been carried out in Harrow (in partnership with Harrow police and SO15 – Counter Terrorism Command) and a local Prevent Action Plan has been drawn up. A multi-agency Prevent Action Plan Group has been set up to review progress of the action plan and where necessary to agree additional actions if required.

Some of the main areas of work to date have been around raising awareness of Prevent, staff training (Workshop to Raise Awareness of Prevent – WRAP), establishing and effectively operating a multi-agency panel for those individuals identified as vulnerable to radicalisation (Channel), and ensuring that publically owned venues and resources do not provide a platform for extremists. All of these actions assist us in meeting the recommendations of the Prevent Duty Guidance which was issued in 2015 alongside the counter Terrorism and Security Act.

Our aim is to ensure that all relevant practitioners and frontline staff, including those of its contractors, have a good understanding of Prevent and are trained to recognise vulnerability to being drawn into terrorism and are aware of available programmes to deal with these issues. Over the last year over 1,500 people were trained, by the Council, using the Home Office WRAP package – Workshop to Raise Awareness of Prevent.

There are a number of expectations upon local authorities including:

- Making appropriate referrals to Channel (a programme that provides support to individuals who are at risk of being drawn into terrorism, which has been put on a

statutory footing by the Counter Terrorism and Security Act). Channel arrangements are established in Harrow and the multi-agency panel meets on a monthly basis.

- Ensuring publically-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views. This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. Prevent advice (and police recommendations regarding halls for hire), has been shared across the Council and with partners.
- Ensuring organisations who work with the Council on Prevent are not engaged in any extremist activity or espouse extremist views. Currently the Council is not delivering any specific Prevent projects.

In addition to this, all Local Authorities are also expected to ensure that these principles and duties are written into any new contracts for the delivery of services in a suitable form. Discussions around this have been started with procurement colleagues and commissioners.

In relation to community cohesion, Harrow is a hugely diverse borough, which benefits from positive levels of community cohesion. In the last Reputation Tracker 79% of residents were positive about people from different backgrounds in their area getting on well together.

However, we are not complacent about community cohesion, and on a weekly basis (in partnership with Harrow police) we monitor community tensions. Where necessary, appropriate action is taken with relevant partners to ensure that tensions do not escalate.

Following national and international events the Council has brought leaders from different communities together to hear key messages from the police and council and to ensure that messages of unity, community cohesion and reassurance are given and disseminated via different community leaders. This has proved to be a very helpful approach.

Harrow has the lowest level of hate crime in London, but we recognise that hate crime is often under reported. The Council has commissioned Stop Hate UK to provide third party reporting arrangements. Stop Hate UK information is widely promoted and communities

are encouraged to report incidents of hate crime directly to the police or via Stop Hate UK. Victims of hate crime are provided with casework support via the Community Safety Team.

In addition to this we often hear from people with care/support needs and those with learning disability about being targeted e.g. bullying by young people around the bus station. They also experience “mate crime” where they can be befriended for the purposes of exploitation. The Safeguarding Adults Board has prioritised community safety this year and hope to formally launch the “Safe Place Scheme” later this year.



## **Delivering the Strategy**

The Strategy's objectives will be delivered in partnership through Safer Harrow, which is responsible for co-ordinating activity between the Police, the British Transport Police, the Council, the London Fire Brigade, the London Probation Service, the Voluntary and Community Sector and any other relevant organisation to reduce crime, disorder, anti-social behaviour and the fear of crime. In light of our renewed focus in the Strategy, Safer Harrow will be reviewing the current governance arrangements and are in the process of developing a process which will be better aligned to ensuring the effective implementation of the Delivery Plan.

The role of Safer Harrow is to bring key agencies and players together in order to ensure that we are working effectively with one another in order to reduce crime and disorder in Harrow. Safer Harrow adds value by having a strategic overview of all programmes and providing support to partners in order to ensure that the overall objectives of the partnership are achieved through effective collaboration. Its purpose is to identify links, reduce duplication, and make sure that gaps in service provision are identified so that programmes can address issues that are of particular concern. Although Safer Harrow cannot instruct other agencies what to do or how to do it, it can highlight 'need' and encourage joint working, co-operation and participation in achieving improvements and solutions.

Safer Harrow also provides a forum in which to examine the performance of programmes and how they can be assessed. This includes facilitating the sharing of data and information in a timely and relevant way so that those who need to know can easily find out about problems, issues, individuals of interest, and those needing support. A number of data sharing agreements have been reviewed in the last year and will be refreshed to facilitate better joint working.

Governance of community safety, including this Strategy, sits with Safer Harrow and the strategic objectives will be measured through a Delivery Plan, which will clear outcomes and measures. In order to establish an effective delivery mechanism of the fund, Safer Harrow will be working closely with the voluntary and community sector to deliver the projects outlined in this strategy aimed at reducing violence, vulnerability and exploitation, and a Delivery Group will oversee the whole programme. In doing this we will ensure that we avoid duplication and support existing bodies where they already exist.

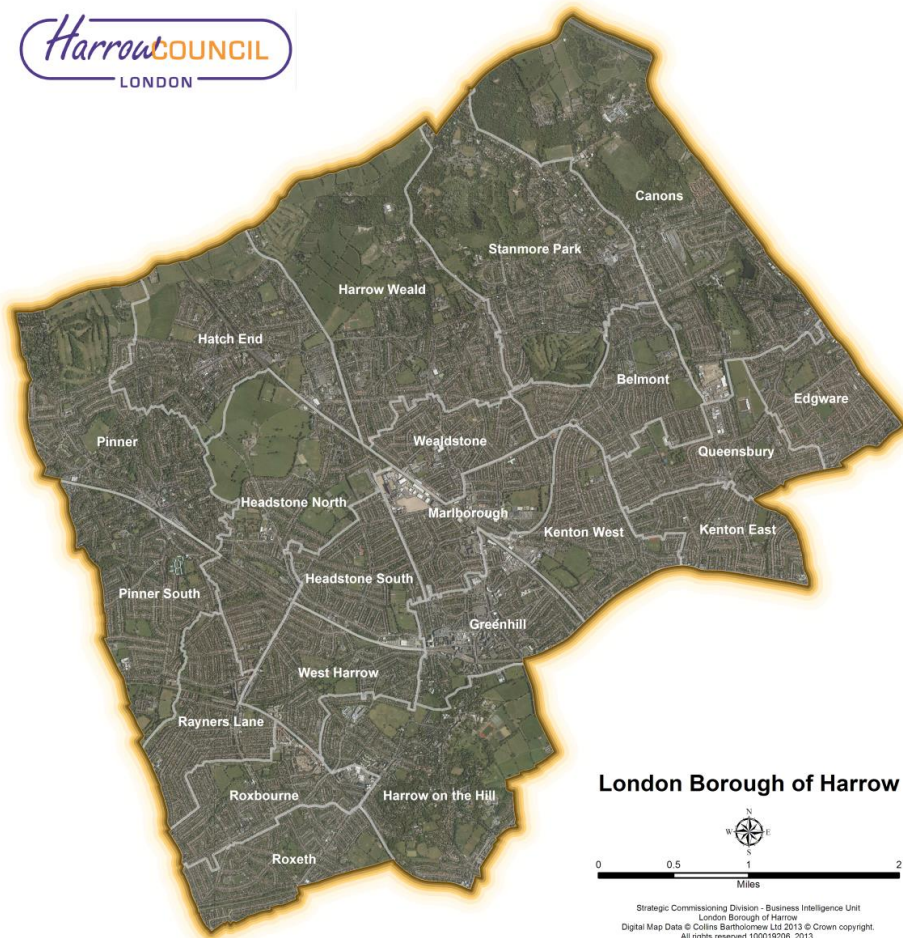
Over the next two years the Council will be receiving funding under the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF) to tackle priorities in the new London Police and Crime Plan. As part of this, MOPAC have approved funding aimed at a programme of Violence, Vulnerability and Exploitation projects, outlined in this strategy, which will help us respond to the gangs peer review, the rise in youth violence that we are seeing in the borough.

We are fortunate in that we have a vibrant and efficient voluntary and community sector with which we have a close working partnership. This has meant that to date we have made substantial gains in closing the gap between vulnerable groups through targeted interventions, and this will continue to be the theme of our forthcoming programmes.

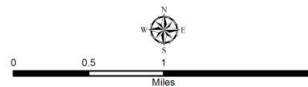
In delivering this Strategy Safer Harrow will be producing a themed Delivery Plan which will oversee projects which will contribute to the strategic objectives outlined in this Strategy, including all of the MOPAC funded projects agreed for the 2017/18 and 2018/19 financial years.

# Annual Crime Report 2015 & 2016

## A Summary of Crime in Harrow



London Borough of Harrow



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London Borough of Harrow  
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Harrow Council, Station Road, Harrow, HA1 2XY  
Strategic Commissioning Division - Business Intelligence Unit



## Harrow Annual Crime Report 2015 & 2016

<b>Title:</b>	Safer Harrow Annual Crime Report
<b>Purpose:</b>	Planning for Community Safer Strategy
<b>Relevant to:</b>	Safer Harrow Management Group
<b>Authors:</b>	Harrow Council - Business Intelligence Unit
<b>Date Created:</b>	December 2016

### Acknowledgements

- Metropolitan Police – <http://maps.met.police.uk/tables.htm>
  - Data extract: December 2016
- Safe Stats – <https://maps.london.gov.uk/safestats/>
  - Data extract: March 2017



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### Purpose

Safer Harrow refers to the Community Safety Partnership that was set up following the 1998 Crime and Disorder Act with the aim of promoting a multi-agency approach to reducing crime and anti-social behaviour. Safer Harrow comprises the Police, Harrow Council, the Primary Care Trust, London Probation, London Fire Brigade, Trading Standards and the voluntary sector.

Crime rates were based on ONS Mid-year Population Estimates:

- Harrow: 246,000 (2014), 247,130 (2015)
- Greater London: 8,530,700 (2014), 8,673,713 (2015)

Time periods:

1. October 2014 through September 2015
2. October 2015 through September 2016

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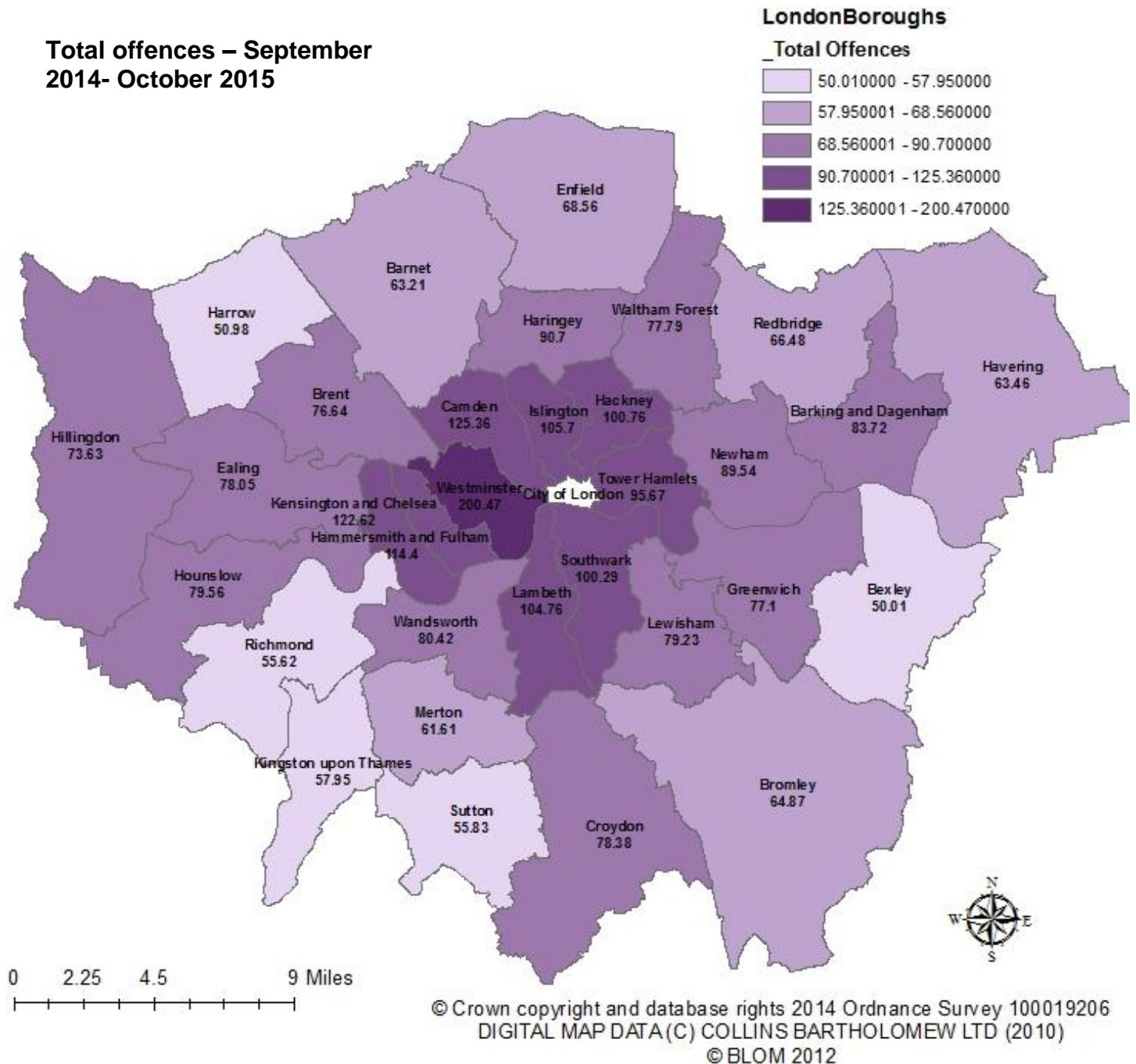
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## Level of total crime in Harrow & Greater London

### Greater London

The total of recorded offences during Period 1 (October 2014 - September 2015), for Greater London, was 727,488. The total of recorded offences during Period 2 (October 2015 - September 2016), for Greater London, was 758,919

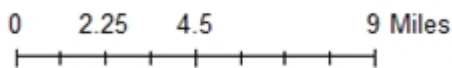
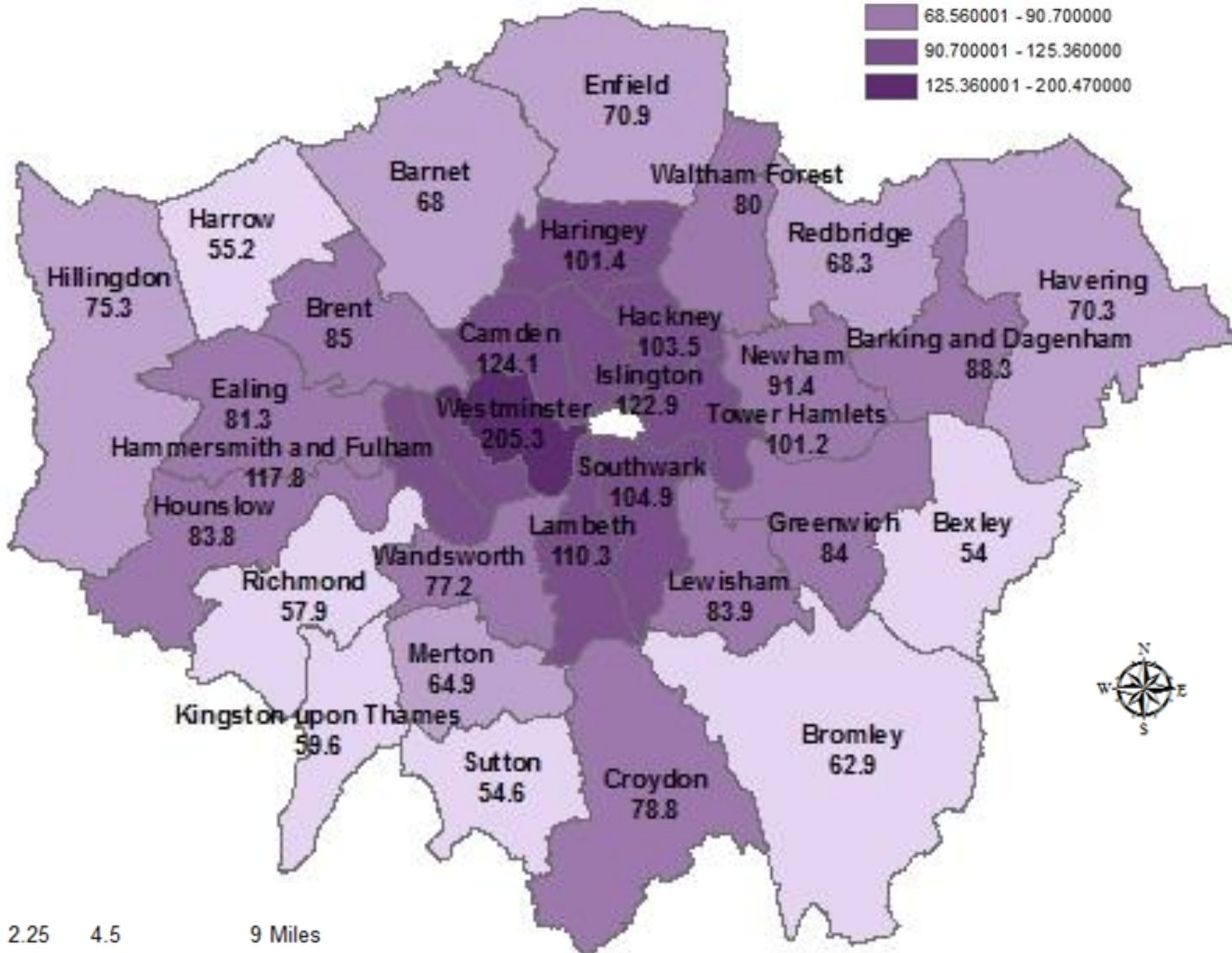
This represents a 4.32% increase or 31,431 more crimes in period 2 over period 1.



**Total offences – September 2015- October 2016**

**London Boroughs**

**\_Total Offences**



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## Change in the level of crime in Harrow & Greater London

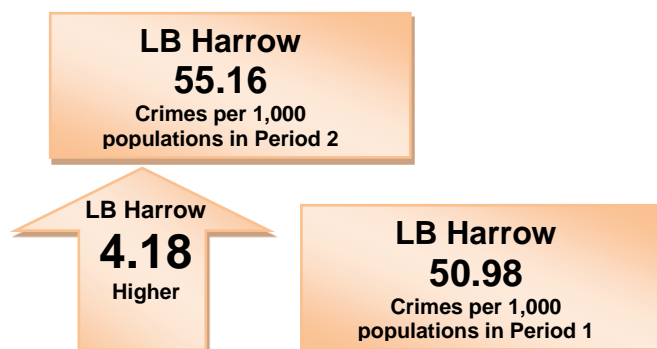
### Harrow

In Harrow, a total of 13,631 crimes were recorded during Period 2, which was 1.79% of all crime reported in Greater London. This was the sixth lowest of actual crimes reported. When this total is divided by Harrow's population the resulting crime rate is 55.2 crimes per 1,000 population. This gives Harrow the third lowest crime rate in London.

The total number of all crimes in Harrow in Period 2 increased by 8.19%, compared to Period 1 (12598 to 13631). This is higher than Greater London's 4.42% increase as a whole.

When comparing with Harrow's neighbouring boroughs; Hillingdon has shown the greatest reduction in the crime rate between the two time periods and Ealing' increase was slightly lower than Harrow's. Barnet showed a similar increase to Harrow and Brent recorded the largest increase in the area.

Total offences	Period 1 - Previous		Period 2 - Current		Offences Change
	Offences	Rate	Offences	Rate	
Hillingdon	21921	73.63	22415	75.29	1.66
Ealing	26775	78.05	27877	81.26	3.21
<b>Harrow</b>	<b>12598</b>	<b>50.98</b>	<b>13631</b>	<b>55.16</b>	<b>4.18</b>
Barnet	24002	63.21	25824	68.01	4.80
Brent	24833	76.64	27540	85.00	8.35
<b>Greater London</b>	<b>727488</b>	<b>83.87</b>	<b>758919.00</b>	<b>87.50</b>	<b>-3.62</b>



Borough	Previous *	Current *	Change *	Borough	Previous *	Current *	Change *
Barking and Dag'	83.72	88.28	4.56	Hounslow	79.56	83.77	4.21
Barnet	63.21	68.01	4.80	Islington	105.70	122.89	17.20
Bexley	50.01	53.97	3.96	Kens' and Chelsea	122.62	129.67	7.04
Brent	76.64	85.00	8.35	Kings' upon Thames	57.95	59.60	1.65
Bromley	64.87	62.91	-1.96	Lambeth	104.76	110.25	5.48
Camden	125.36	124.11	-1.25	Lewisham	79.23	83.88	4.65
Croydon	78.38	78.83	0.45	Merton	61.61	64.88	3.27
Ealing	78.05	81.26	3.21	Newham	89.54	91.40	1.86
Enfield	68.56	70.88	2.32	Redbridge	66.48	68.35	1.87
Greenwich	77.10	83.98	6.88	Rich' upon Thames	55.62	57.92	2.31
Hackney	100.76	103.49	2.73	Southwark	100.29	104.91	4.62
Ham and Fulham	114.40	117.85	3.45	Sutton	55.83	54.61	-1.23
Haringey	90.70	101.38	10.68	Tower Hamlets	95.67	101.23	5.57
<b>Harrow</b>	<b>50.98</b>	<b>55.16</b>	<b>4.18</b>	Waltham Forest	77.79	80.04	2.25
Havering	63.46	70.35	6.89	Wandsworth	80.42	77.21	-3.21
Hillingdon	73.63	75.29	1.66	Westminster	200.47	205.34	4.87

\* Previous - Crime rates based on offences from October 2014 - September 2015 with ONS Mid-Year Estimates from 2014 & 2015.

\* Current - Crime rates based on offences from October 2015 - September 2016 with ONS Mid-Year Estimates from 2015.

\* Change - The percentage change based on the two time periods.



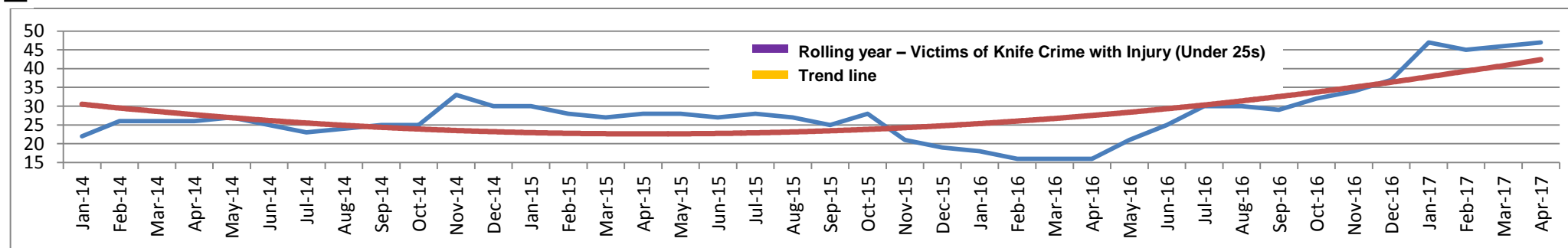
# Gang Crime and Serious Youth Violence

## Knife Crime w/Injury

This includes victims of knife injury aged between 1-24 years not flagged as Domestic Abuse. There was a total of 47 under 25s victims of knife crime injury in 2016/17. This translates to a 0.13 rate increase or 31 additional victims from 2015/16. Both Barnet and Ealing have seen a decrease in victims both over last 4 years and the recent year. Brent and Harrow have seen significant increases over these periods.

	Rolling year April 2014		Rolling year April 2015		Rolling year April 2016		Rolling year April 2017		(over 4 years) Actual Change	(over 4 years) Rate change	(over last year) Actual Change	(over last year) Rate change
<b>Barnet</b>	42	0.11	34	0.09	67	0.18	37	0.10	-5	-0.01	-30	-0.08
<b>Brent</b>	40	0.12	60	0.19	55	0.17	92	0.28	52	0.16	37	0.11
<b>Ealing</b>	65	0.19	78	0.23	67	0.195	61	0.18	-4	-0.01	-6	-0.02
<b>Harrow</b>	26	0.11	28	0.11	16	0.06	47	0.19	21	0.08	31	0.13
<b>Hillingdon</b>	28	0.10	30	0.10	32	0.11	47	0.16	19	0.06	15	0.05

The graph shows from January 2014- April 2017 that there is an upward trend in under 25 year old victims of knife crime with injury. In January 2014 the trend began by decreasing but then started increase from June 2015 with a sharper increase from October 2016.



Source: MOPAC Gangs Dashboard April 20

## Gang Flagged offences

This includes any crime or crime-related incident where any individual believes that there is a link to the activities of a gang or gangs.

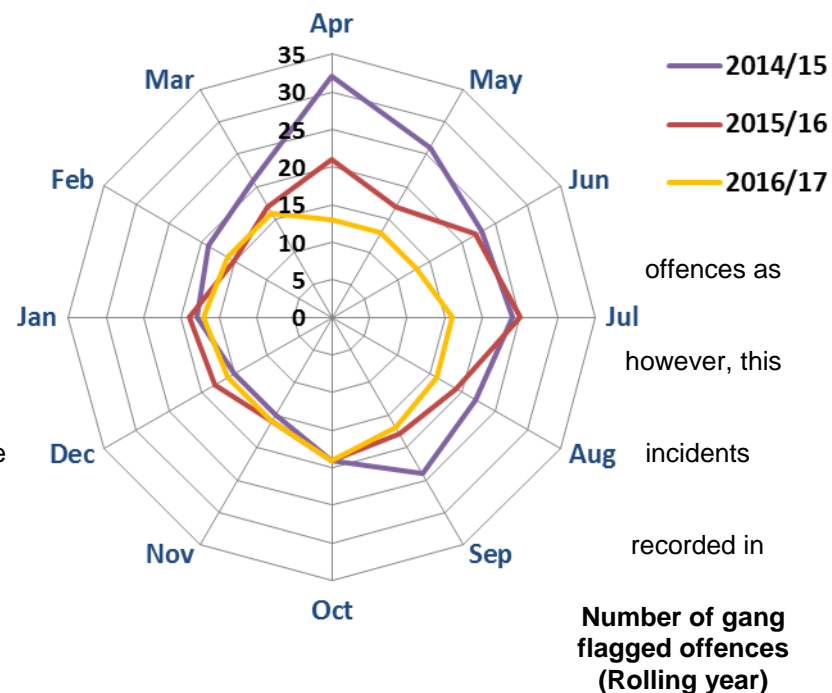
The chart below shows that since 2014/15 the number of gang flagged offences has fallen significantly. There has been a downward trend in gang flagged offences in Harrow, with a total of 17 in 2016/17. This translates to a 0.6 rate decrease or 15 fewer incidents since 2014.

The data does not correspond with local experience so may reflect a change in the tendency to flag gang related

In 2014 Brent had the highest amount of offences, reducing significantly to 39 in 2016. Over the last year has increased to 53.

Barnet has experienced the most significant upward trend of Harrow's nearest neighbours – with 38 more recorded in 2017 than in 2014.

Over the last four years Ealing has sustained a downward trend in offences, with 38 fewer incidents 2017 than in 2014 and 4 fewer incidents since 2016.



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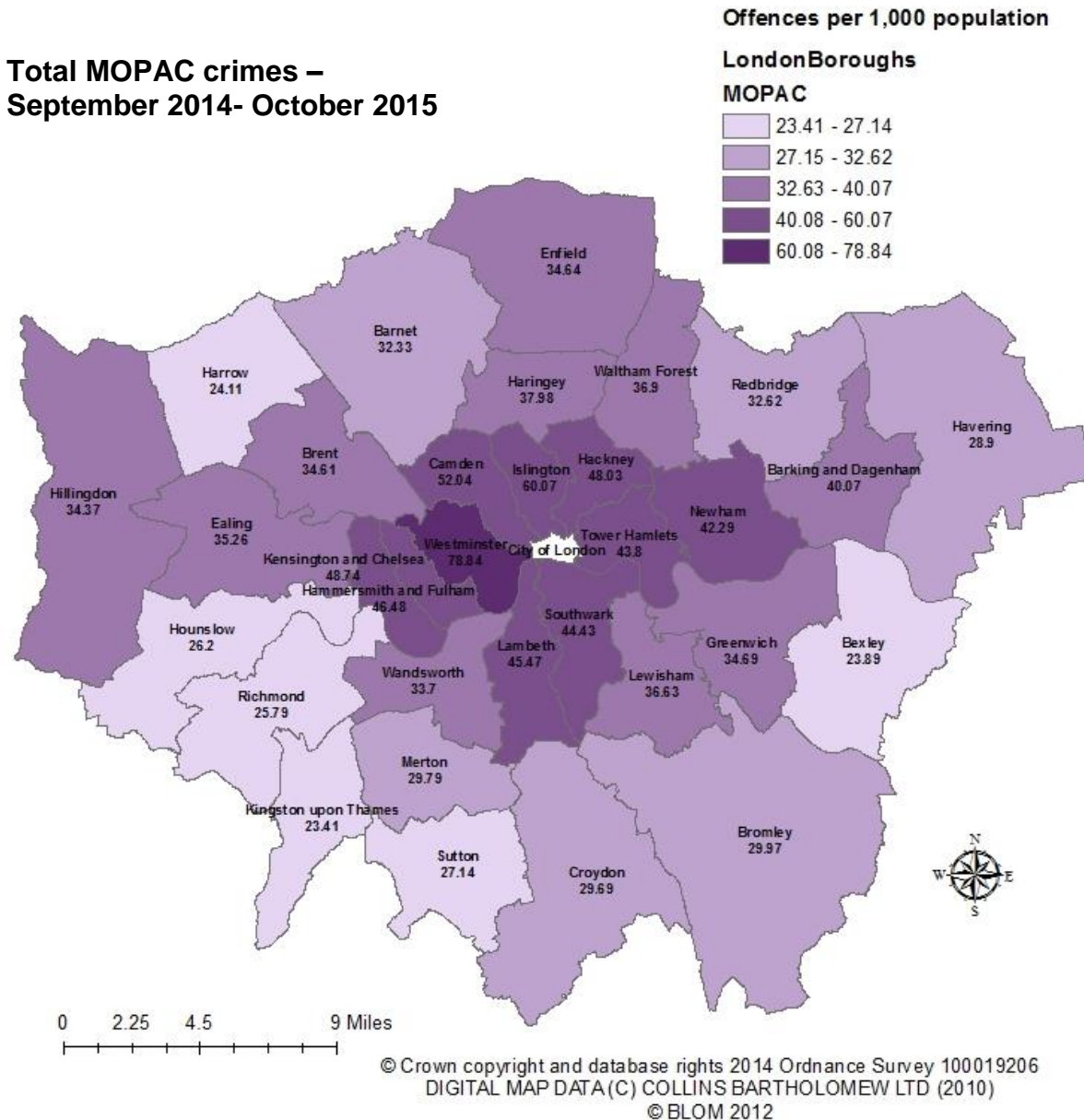
	Rolling year April 2014	Rate	Rolling year April 2015	Rate	Rolling year April 2016	Rate	Rolling year April 2017	Rate	(over 4 years) Actual Change	(over 4 years) Rate change	(over last year) Actual Change	(over last year) Rate change
<b>Barnet</b>	22	0.06	54	0.14	20	0.05	58	0.15	36	0.09	38	0.10
<b>Brent</b>	71	0.22	44	0.14	39	0.12	53	0.16	-18	-0.06	14	0.04
<b>Ealing</b>	30	0.09	42	0.17	18	0.07	14	0.04	-16	-0.05	-4	-0.03
<b>Harrow</b>	32	0.13	21	0.08	13	0.05	17	0.07	-15	-0.06	4	0.02
<b>Hillingdon</b>	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a	N/a

Source: MOPAC Gangs Dashboard April 2017

## MOPAC 7 Crimes in Greater London

There were 406,797 MOPAC offences reported throughout Greater London during Period 2 (October 2015 - September 2016) giving a rate of 46.9 crimes per 1,000 population. This was an increase of 2.5% from the 335,482 MOPAC 7 crimes committed during time Period 1 (October 2014 through September 2015) at a rate of 38.68 crimes per 1,000 population.

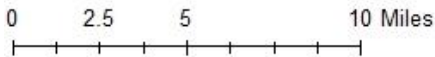
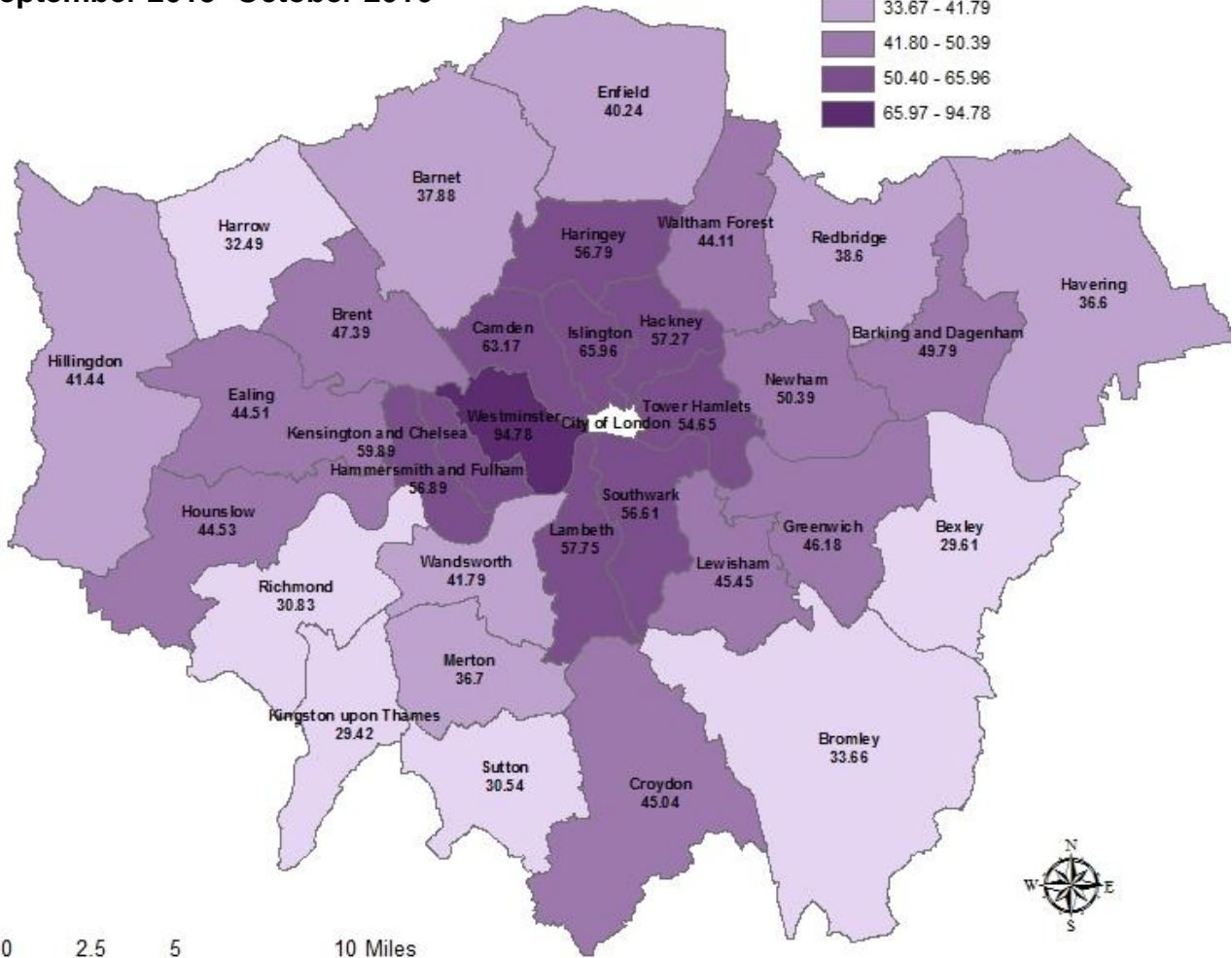
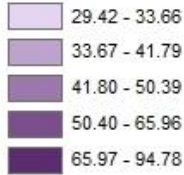
In Harrow, a total of 6,697 MOPAC crimes were recorded during Period 2, which was 2% of all MOPAC 7 crimes reported in Greater London. This was the sixth lowest number of crimes reported giving Harrow a rate of 27.10 MOPAC crimes per 1,000 population. Harrow had the sixth lowest MOPAC 7 recorded crime rate, with Barnet Kingston upon Thames, Bexley, Sutton and Richmond upon Thames all being above Harrow.



**Total MOPAC crimes –  
September 2015- October 2016**

**Crime rate values**

**London Boroughs**



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**Greater London**  
**38.68**  
MOPAC Crimes per 1,000  
populations in Period 1

Greater  
London  
**8.22**  
higher

**Greater London**  
**46.9**  
MOPAC Crimes per 1,000  
populations in Period 2

**LB Harrow**  
**24.11**  
MOPAC Crimes per 1,000  
populations in Period 1

LB Harrow  
higher  
**2.99**

**LB Harrow**  
**27.10**  
MOPAC Crimes per 1,000  
populations in Period 2

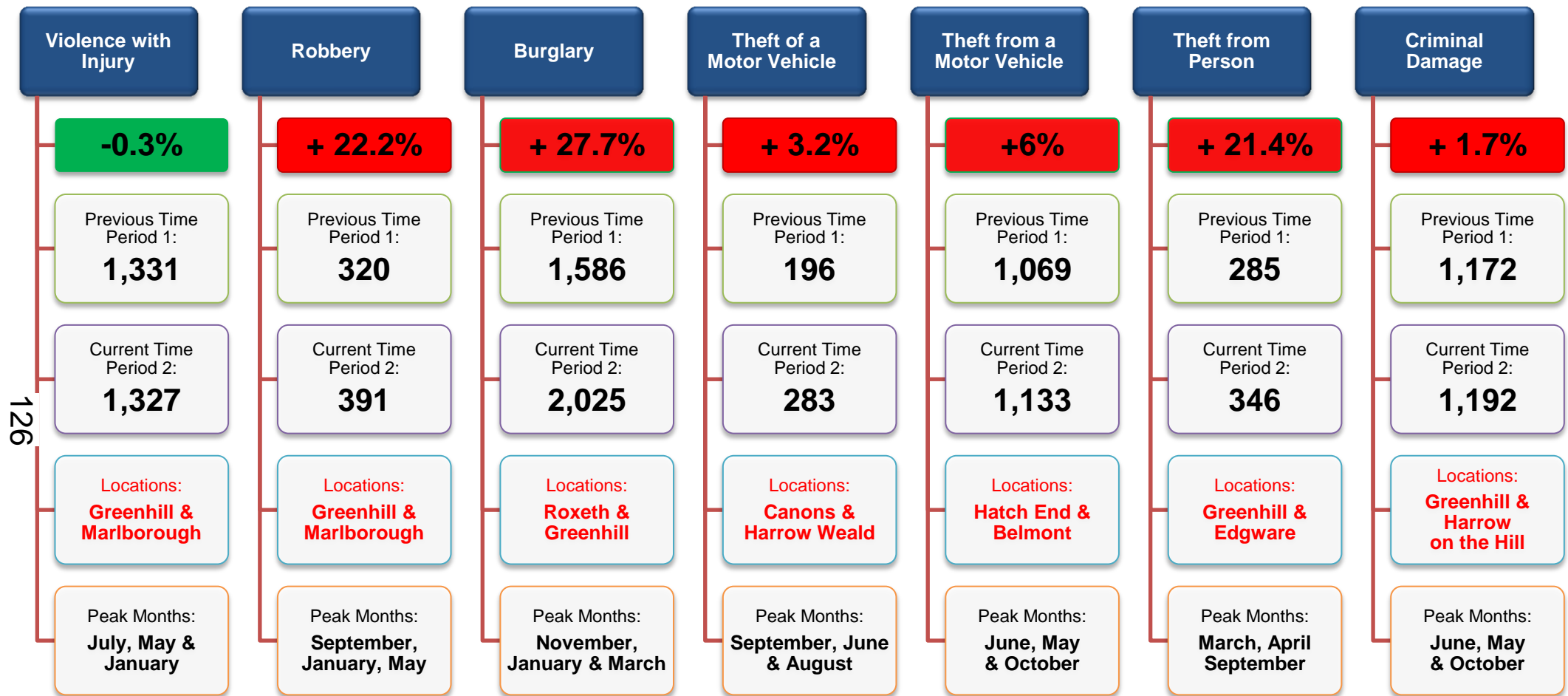
**MOPAC 7 Crimes in Greater London** Below are the MOPAC 7 Crime totals and rates per 1,000 pop from the latest 12 month period (October 2015 to September 2016).

Borough	Violence with Injury		Robbery		Burglary		Theft of Motor Vehicle		Theft from a Motor Vehicle		Theft from Person		Criminal Damage	
	Figures	Rate	Figures	Rate	Figures	Rate	Figures	Rate	Figures	Rate	Figures	Rate	Figures	Rate
Barking and Dagenham	2139	10.59	587	2.91	1413	7.00	868	4.30	1025	5.07	353	1.75	2004	9.92
Barnet	2226	5.86	478	1.26	3707	9.76	832	2.19	2323	6.12	667	1.76	2244	5.91
Bexley	1494	6.17	198	0.82	1055	4.36	570	2.35	919	3.80	164	0.68	1646	6.80
Brent	3042	9.39	975	3.01	2747	8.48	827	2.55	1965	6.06	729	2.25	2247	6.93
Bromley	2014	6.20	339	1.04	2340	7.20	733	2.26	1390	4.28	308	0.95	2179	6.71
Camden	2378	9.86	865	3.59	2697	11.19	849	3.52	1563	6.48	2614	10.84	1954	8.11
Croydon	3475	9.17	1106	2.92	2755	7.27	1077	2.84	1895	5.00	587	1.55	3253	8.58
Ealing	2935	8.56	667	1.94	2542	7.41	838	2.44	2114	6.16	624	1.82	2633	7.68
Enfield	2377	7.24	861	2.62	2715	8.27	704	2.14	1905	5.80	534	1.63	2097	6.38
Greenwich	2761	10.05	500	1.82	1754	6.38	858	3.12	1384	5.04	559	2.03	2500	9.10
Hackney	2723	10.12	1028	3.82	2816	10.47	641	2.38	1531	5.69	2485	9.24	1984	7.38
Hammersmith & Fulham	1759	9.80	368	2.05	1605	8.95	829	4.62	1770	9.87	722	4.02	1437	8.01
Haringey	2922	10.71	1209	4.43	2441	8.95	898	3.29	1807	6.62	1775	6.51	2246	8.23
Harrow	1327	5.37	391	1.58	2025	8.19	283	1.15	1133	4.58	346	1.40	1192	4.82
Havering	1984	7.97	308	1.24	1940	7.79	793	3.18	1004	4.03	392	1.57	1827	7.33
Hillingdon	2492	8.37	393	1.32	2064	6.93	701	2.35	1706	5.73	447	1.50	2472	8.30
Hounslow	2357	8.77	383	1.43	1817	6.76	758	2.82	1914	7.12	444	1.65	2255	8.39
Islington	2443	10.73	923	4.05	2167	9.52	703	3.09	1398	6.14	3344	14.69	2010	8.83
Kensington & Chelsea	1246	7.90	485	3.08	1506	9.55	875	5.55	1678	10.64	1234	7.82	1073	6.80
Kingston upon Thames	1121	6.46	132	0.76	872	5.03	242	1.39	464	2.67	404	2.33	1060	6.11
Lambeth	3732	11.50	1141	3.52	3010	9.28	961	2.96	2144	6.61	2092	6.45	2791	8.60
Lewisham	2852	9.59	837	2.82	2130	7.16	889	2.99	1407	4.73	588	1.98	2365	7.95
Merton	1433	7.01	267	1.31	1512	7.39	567	2.77	957	4.68	241	1.18	1411	6.90
Newham	3312	9.95	1295	3.89	2123	6.38	969	2.91	2463	7.40	1369	4.11	2478	7.45
Redbridge	2051	6.91	589	1.98	1952	6.58	952	3.21	1738	5.86	546	1.84	1748	5.89
Richmond upon Thames	930	4.78	125	0.64	1292	6.63	472	2.42	1001	5.14	210	1.08	1154	5.93
Southwark	3275	10.60	1239	4.01	2925	9.47	1039	3.36	1920	6.22	1724	5.58	2678	8.67
Sutton	1254	6.27	158	0.79	1216	6.08	332	1.66	751	3.75	145	0.72	1287	6.43
Tower Hamlets	2933	9.93	1183	4.01	2700	9.15	1163	3.94	1539	5.21	1606	5.44	2353	7.97
Waltham Forest	2466	9.09	583	2.15	1970	7.26	678	2.50	1518	5.60	648	2.39	2034	7.50
Wandsworth	2162	6.87	597	1.90	2444	7.77	1173	3.73	2122	6.75	703	2.23	1860	5.91
Westminster	3339	13.78	1770	7.31	3192	13.17	985	4.07	2166	8.94	5919	24.43	2182	9.01
<b>Greater London Totals:</b>	<b>140268</b>	<b>16.17</b>	<b>21984</b>	<b>2.53</b>	<b>69456</b>	<b>8.01</b>	<b>25090</b>	<b>2.89</b>	<b>50680</b>	<b>5.84</b>	<b>34590</b>	<b>3.99</b>	<b>64729</b>	<b>7.46</b>
Upper Quartile		6.91		1.32		6.89		2.37		4.93		1.57		6.64
Median		8.93		2.02		7.59		2.83		5.77		2.01		7.42
Lower Quartile		9.94		3.54		9.00		3.23		6.51		5.48		8.25

## MOPAC 7 Crimes in Harrow

October 2015 to September 2016

All figures stated below were taken from the MET Police website that was available at the end of December 2016. (+/- Percentage change of **actual** recorded crimes)



## MOPAC 1: Violence with Injury

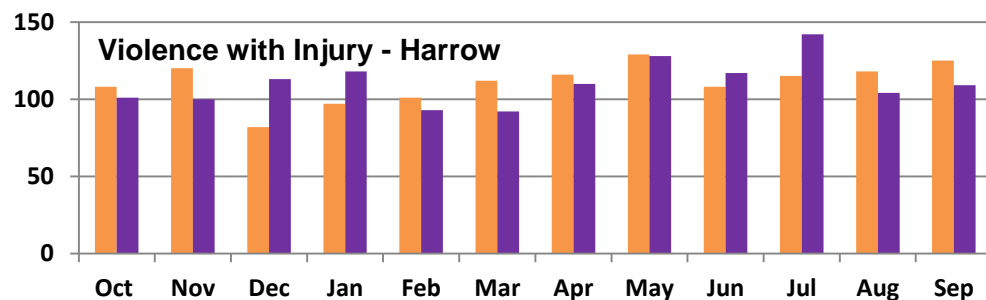
This includes a range of offences such as Murder, Wounding / GBH and Assault with Injury.



There were a total number of 1,327 offences during Period 2, which is a slight decrease from the Period 1. This translates to a 0.02 rate reduction or -4 offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

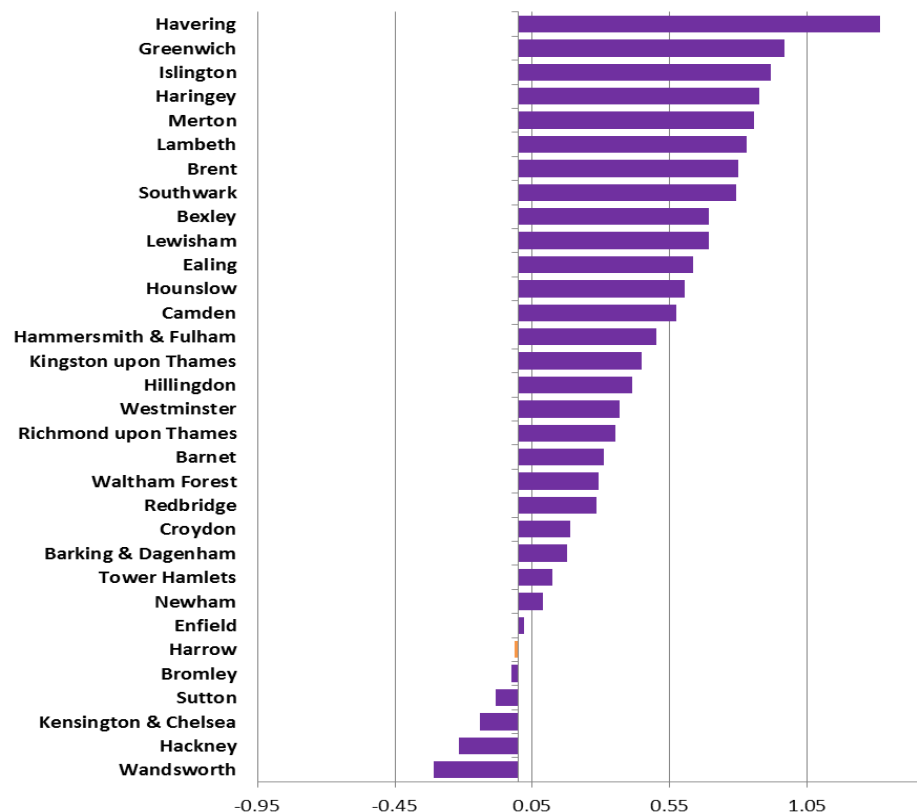
Violence with Injury	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
<b>Harrow</b>	<b>1331</b>	<b>5.39</b>	<b>1327</b>	<b>5.37</b>	<b>-4</b>	<b>-0.02</b>
Barnet	2108	5.55	2226	5.86	118	0.31
Brent	3042	9.39	3042	9.39	0	0.00
Ealing	2717	7.92	2935	8.56	218	0.64
Hillingdon	2369	7.96	2492	8.37	123	0.41
<b>Greater London</b>	<b>116162</b>	<b>13.39</b>	<b>140268</b>	<b>16.17</b>	<b>24106</b>	<b>2.78</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. Harrow has recorded small decrease in violence with injury between Periods 1 and 2. Less than a fifth of boroughs recorded a decrease.

Violence with injury - Rate change Period 1 – 2



## MOPAC 2: Robbery

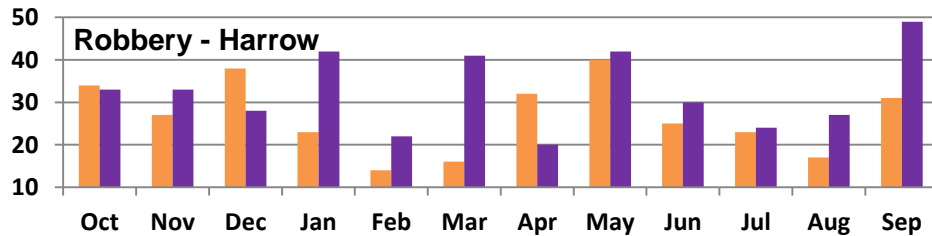
This includes crimes such as theft with the use of force or a threat of force. Personal robberies, commercial robberies and snatch are also included.



There was a total of 391 offences during Period 2, which is an increase from Period 1. This translates to a 0.29 rate increase or 71 additional offences in Period 2. The chart below also shows the number of offences in neighbouring boroughs and in Greater London.

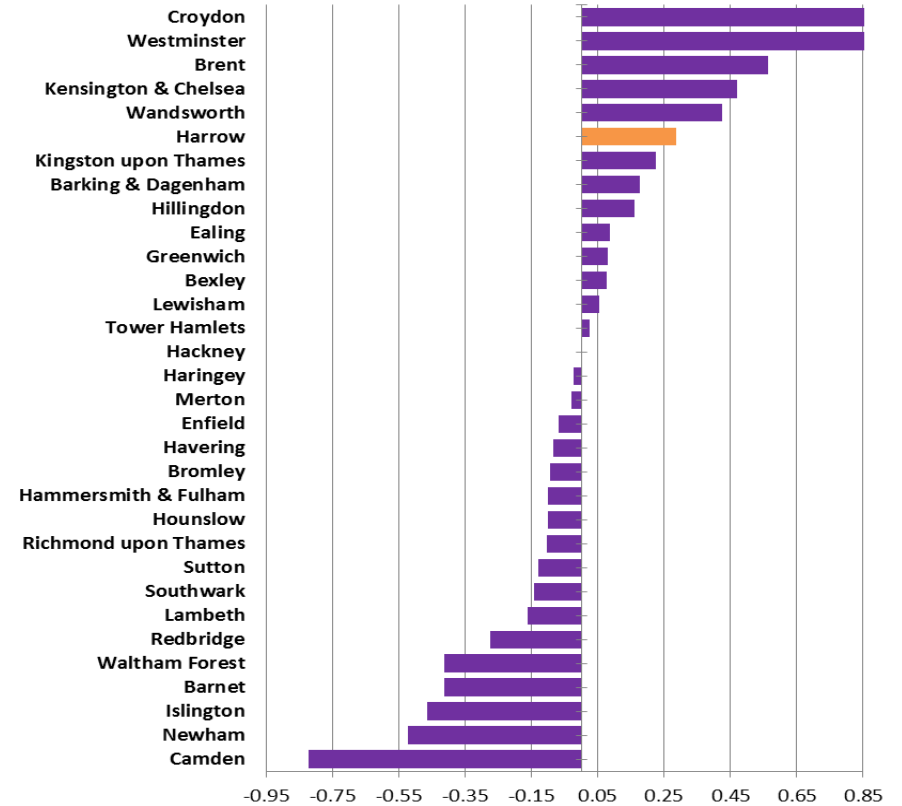
Robbery	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
Ealing	637	1.86	589	1.98	-48	-0.12
Barnet	635	1.67	478	1.26	-157	-0.41
Hillingdon	345	1.16	393	1.32	48	0.16
<b>Harrow</b>	<b>320</b>	<b>1.29</b>	<b>391</b>	<b>1.58</b>	<b>71</b>	<b>0.29</b>
Brent	792	2.44	975	3.01	183	0.57
Greater London	18623	2.15	21984	2.53	3361	0.39

The chart below shows in purple the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2.



The following chart shows the change in robbery from Period 1 and Period 2 by each London Borough. Harrow has recorded an increase. Slightly fewer than half of boroughs saw a decrease in robbery between Periods 1 and 2.

Robbery - rate change Period 1 – 2





## MOPAC 3: Burglary

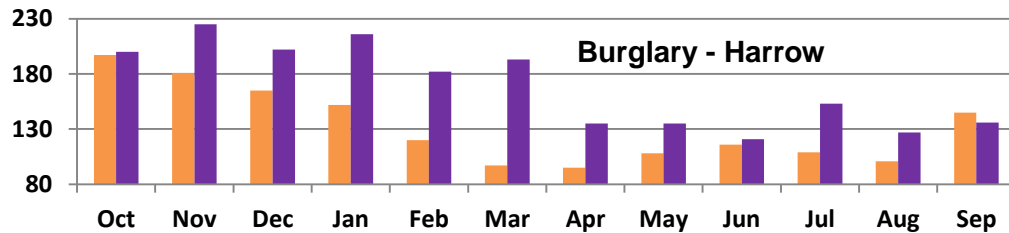
This includes the theft, or attempted theft, from a residential or commercial building/premises where access is not authorised. Damage to a building/premises that appears to have been caused by a person attempting to enter to commit a burglary, is also counted as burglary.



There was a total of 2,025 offences during Period 2, which is a significant increase from Period 1. This translates to a 1.78 rate increase or 489 additional offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

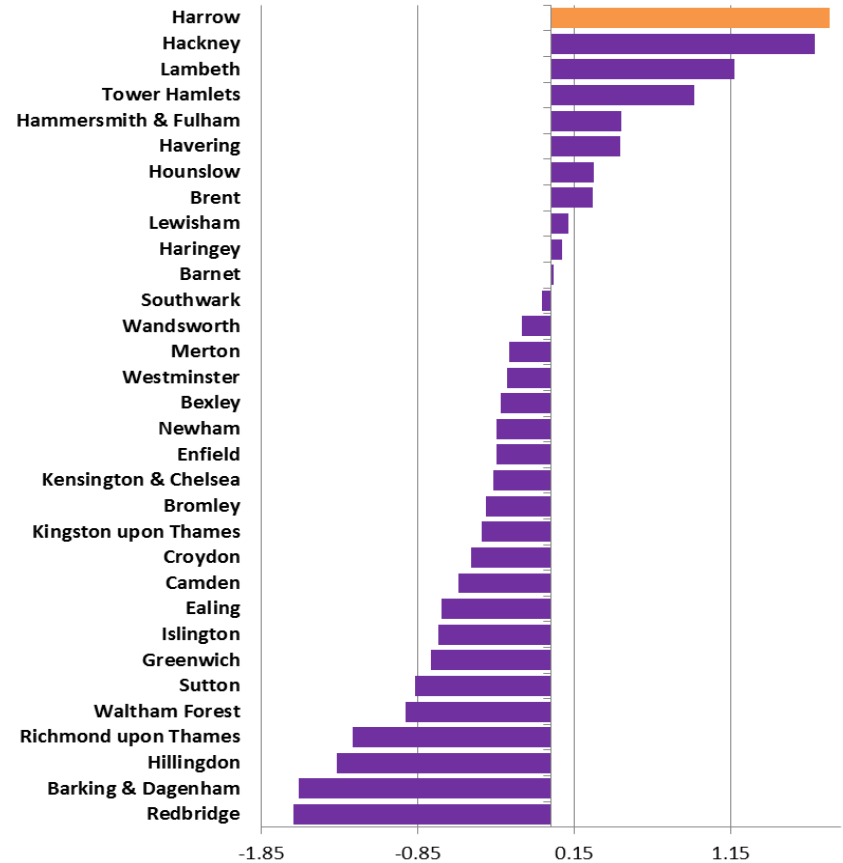
Burglary	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
Ealing	2782	8.11	2542	7.41	-240	-0.70
Hillingdon	2471	8.30	2064	6.93	-407	-1.37
Barnet	3700	9.74	3707	9.76	7	0.02
Brent	2660	8.21	2747	8.48	87	0.27
<b>Harrow</b>	<b>1586</b>	<b>6.42</b>	<b>2025</b>	<b>8.19</b>	<b>439</b>	<b>1.78</b>
<b>Greater London</b>	<b>58768</b>	<b>6.78</b>	<b>69456</b>	<b>8.01</b>	<b>10688</b>	<b>1.23</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. The burglary rates in over half of London boroughs have shown a decrease. Harrow experienced the largest rate increase when compared with the rest of Greater London.

Burglary rate change Period 1 – 2



## MOPAC 4: Theft of a Motor Vehicle

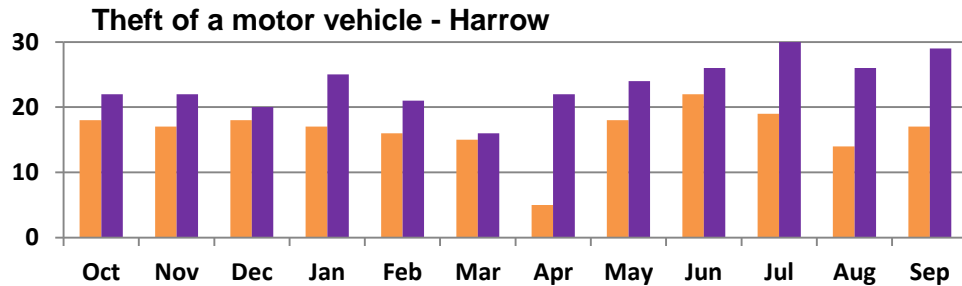
This includes the theft / taking of a motor vehicle or a similar type of motor vehicle.

**0.35**  
Increase

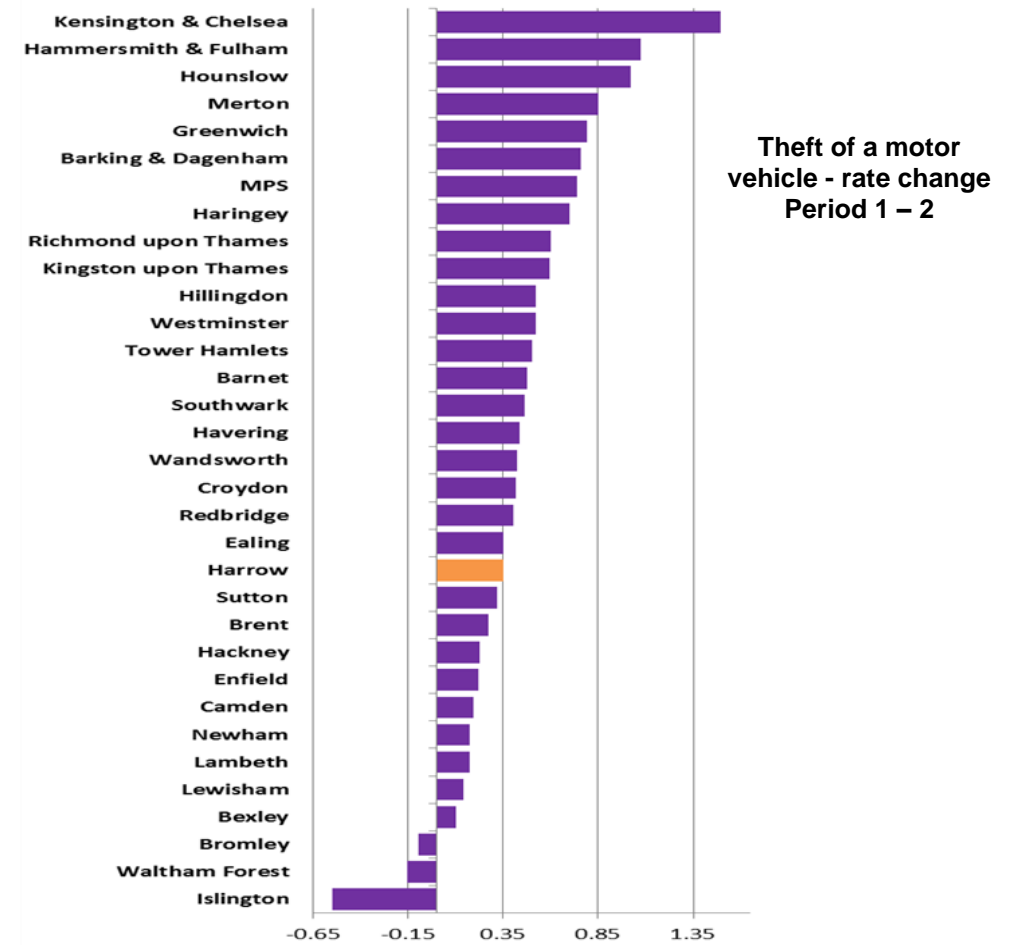
There was a total of 283 offences during Period 2, which is up from the previous Period. This translates to a 0.35 rate increase or 87 additional offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Theft of a motor vehicle	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
Hillingdon	546	1.83	701	2.35	155	0.52
Barnet	651	1.71	832	2.19	181	0.48
<b>Harrow</b>	<b>196</b>	<b>0.79</b>	<b>283</b>	<b>1.15</b>	<b>87</b>	<b>0.35</b>
Ealing	717	2.09	838	2.44	121	0.35
Brent	739	2.28	827	2.55	88	0.27
<b>Greater London</b>	<b>18677</b>	<b>2.15</b>	<b>25090</b>	<b>2.89</b>	<b>6413</b>	<b>0.74</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. Harrow has shown a small increase in the rate of theft of a motor vehicle within Greater London. There is an upward trend across London as nearly all London Boroughs also experienced an increase.



## MOPAC 5: Theft from a Motor Vehicle

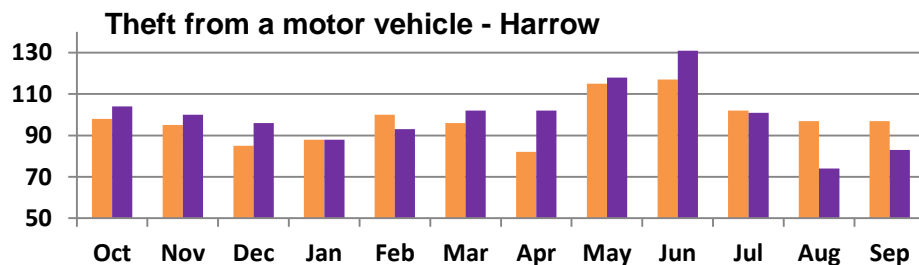
This includes theft of an item or object from a Motor Vehicle.



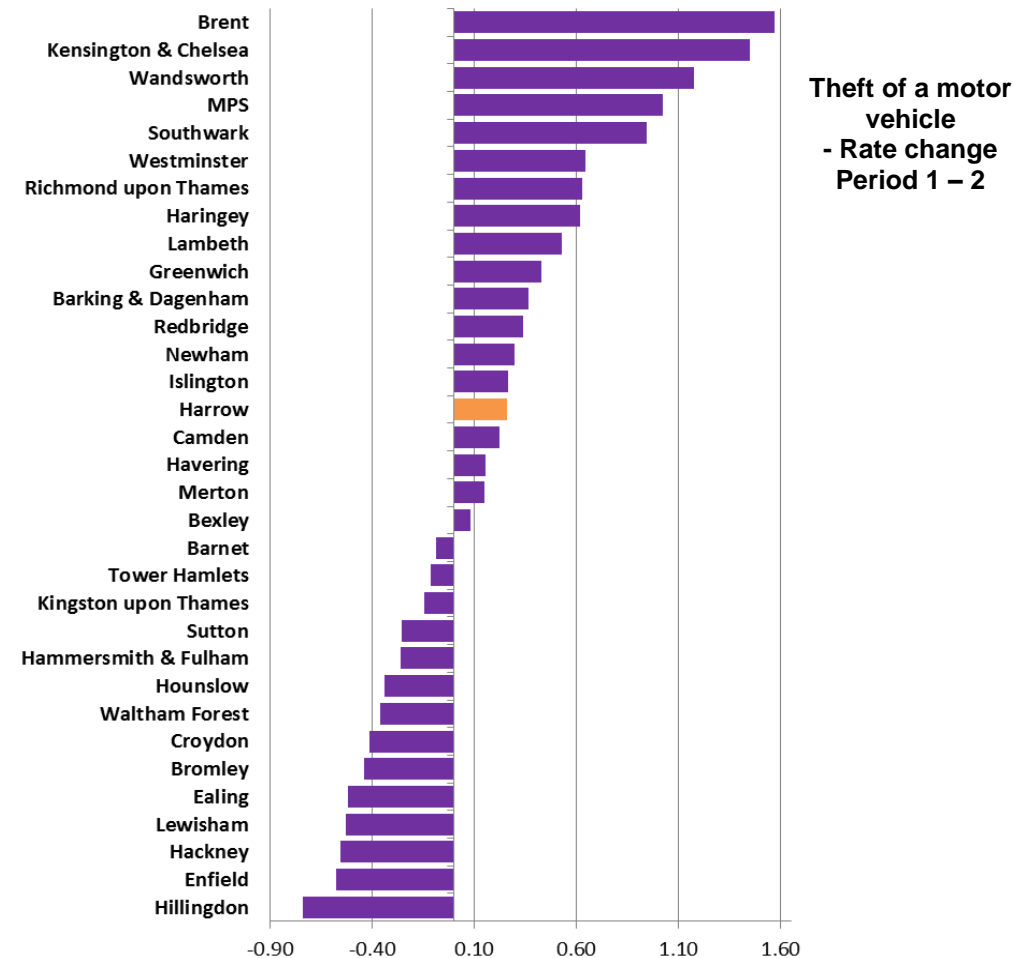
There was a total of 1,192 offences during Period 2, which is an increase from Period 1. This translates to a 0.08 rate increase or 20 additional offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Theft from a Motor Vehicle	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
<b>Harrow</b>	<b>1,172</b>	<b>4.74</b>	<b>1,192</b>	<b>4.82</b>	<b>20</b>	<b>0.08</b>
Barnet	2,202	5.80	2,244	5.91	42	0.11
Brent	2,109	6.51	2,247	6.93	138	0.43
Ealing	2,402	7.00	2,633	7.68	231	0.67
Hillingdon	2,214	7.44	2,472	8.30	<b>258</b>	<b>0.87</b>
<b>Greater London</b>	<b>53,456</b>	<b>6.16</b>	<b>64,729</b>	<b>7.46</b>	<b>11273</b>	<b>1.30</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. Over half of boroughs experienced an increase in the rate of theft from a motor vehicle within Greater London. When compared to these areas Harrow's increase was relatively small.



## MOPAC 6: Theft from a Person

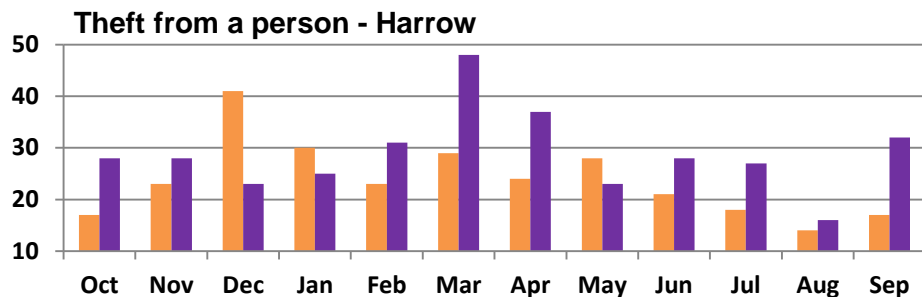
This includes theft from a person, pickpocket and other theft.

There was a total of 346 offences during Period 2, which is down from Period 1. This translates to a 0.25 rate increase or 61 additional offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

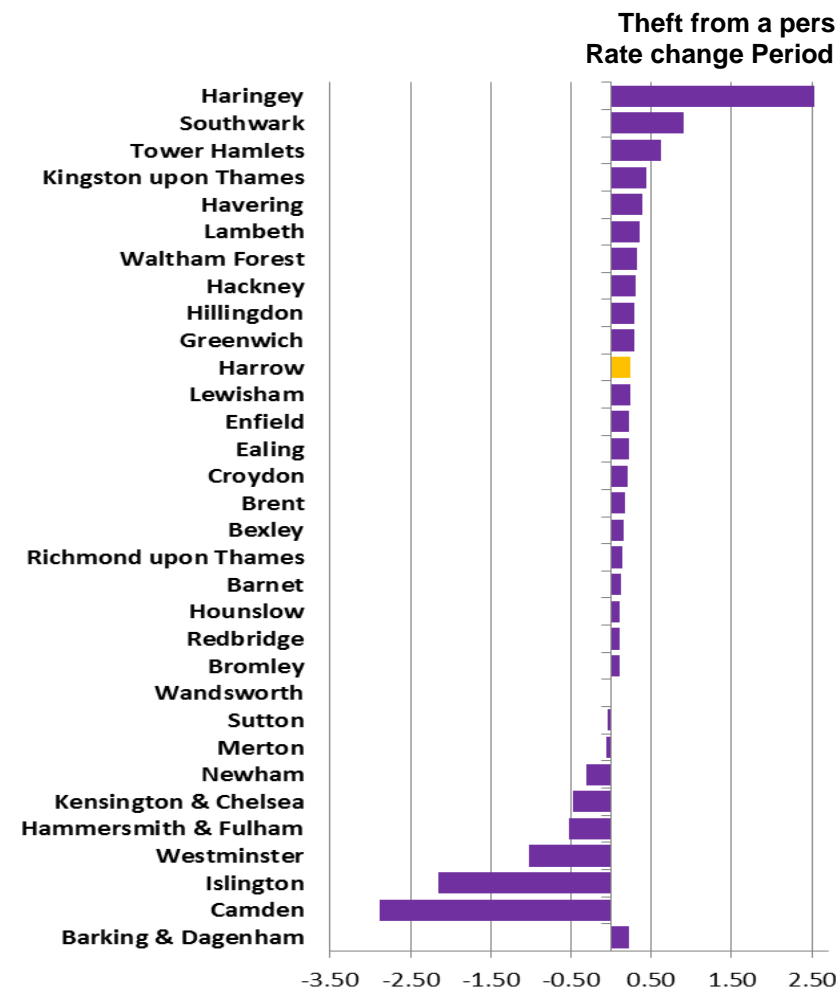


Theft from a person	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
<b>Harrow</b>	<b>285</b>	<b>1.15</b>	<b>346</b>	<b>1.40</b>	<b>61</b>	<b>0.25</b>
Barnet	621	1.64	667	1.76	46	0.12
Brent	675	2.08	729	2.25	54	0.17
Ealing	547	1.59	624	1.82	77	0.22
Hillingdon	361	1.21	447	1.50	86	0.29
<b>Greater London</b>	<b>27,981</b>	<b>3.23</b>	<b>34,590</b>	<b>3.99</b>	<b>6609</b>	<b>0.76</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. Harrow has shown an increase in the rate of theft from a person. Over half of boroughs experience an increase within Greater London.



## MOPAC 7: Criminal Damage

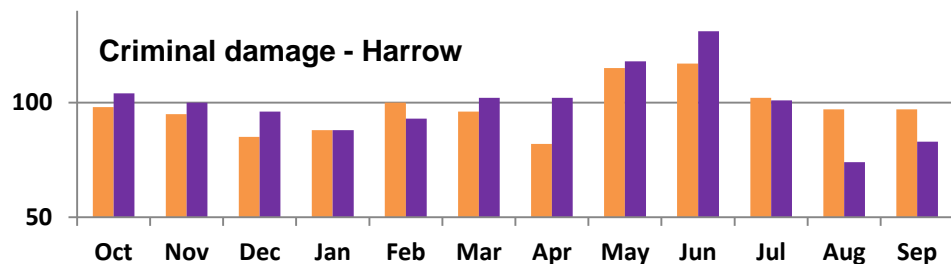
This includes offences such as damage to a dwelling, damage to other buildings, damage to a motor vehicle and other criminal damage offences.



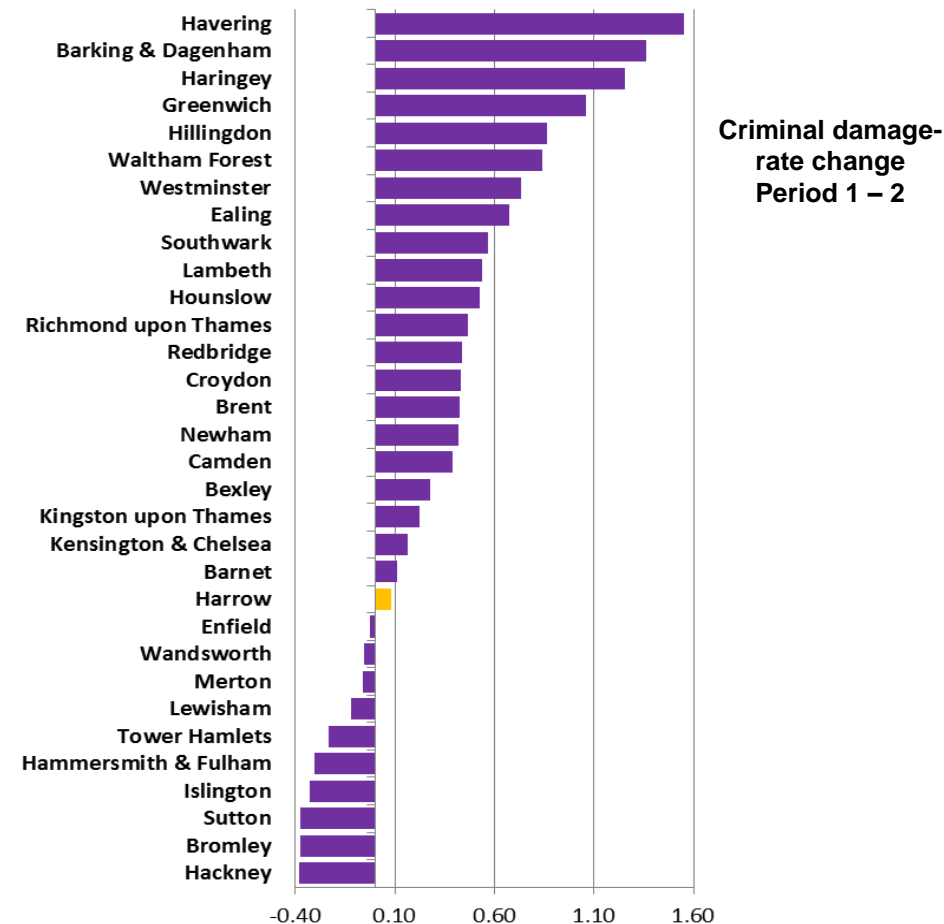
There was a total of 1,192 offences during Period 2, which is up from Period 1. This translates to a 0.08 rate increase or 20 additional offences in Period 2. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Theft from a Motor Vehicle	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
<b>Harrow</b>	<b>1,172</b>	<b>4.74</b>	<b>1,192</b>	<b>4.82</b>	<b>20</b>	<b>0.08</b>
Barnet	2,202	5.80	2,244	5.91	42	0.11
Brent	2,109	6.51	2,247	6.93	138	0.43
Ealing	2,402	7.00	2,633	7.68	231	0.67
Hillingdon	2,214	7.44	2,472	8.30	<b>258</b>	<b>0.87</b>
<b>Greater London</b>	<b>53,456</b>	<b>6.16</b>	<b>64,729</b>	<b>7.46</b>	<b>11273</b>	<b>1.30</b>

The chart below shows the number of offences recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



The following chart shows the change in crime from Period 1 and Period 2 by each London Borough. Harrow has shown a relatively small increase in the rate of criminal damage in Greater London. There is an upward trend across London as nearly all London Boroughs also experienced an increase.

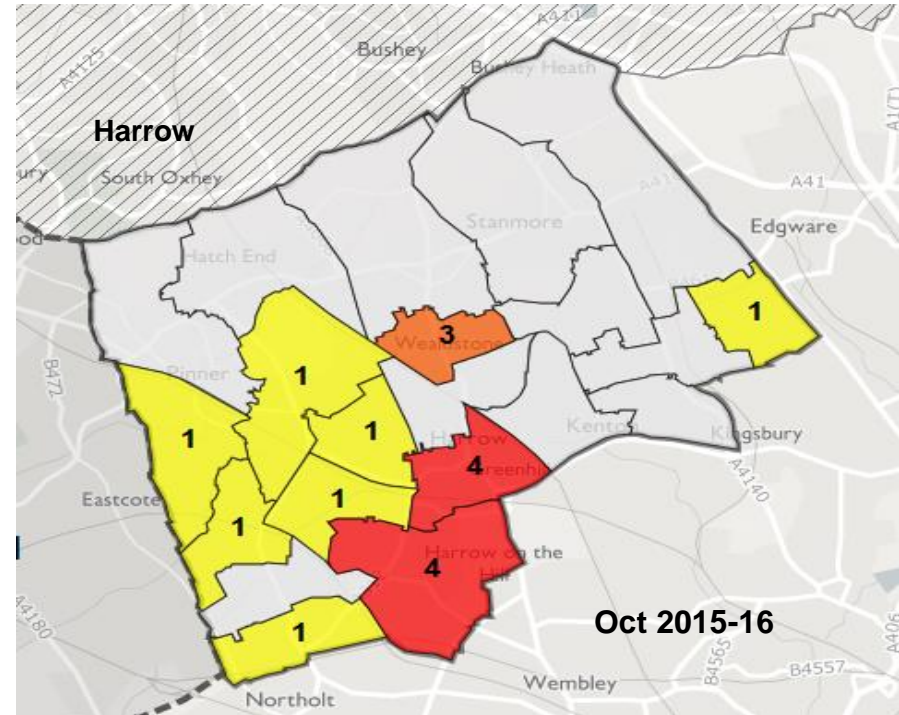
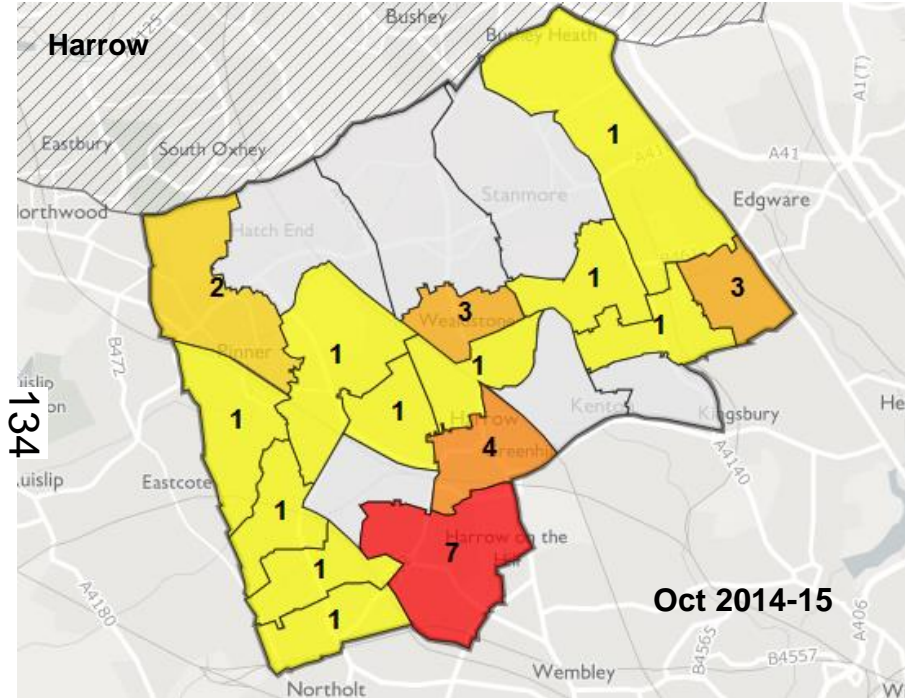


## Emergency Care Data Set

London's Information Sharing to Tackle Violence (ISTV) project estimates that currently only 23% of people injured and treated in hospital as a result of violent assaults are also recorded by police.

**62%  
Reduction**

The maps below illustrate Emergency Department (ED) attendances from across London, resulting from violent incidents taken place in Harrow. This data does not include ED attendances from outside London.



For period 2, a total 18 (11 fewer than period 1), emergency attendances took place where the location of the incident given was a ward in Harrow.

The majority of these incidents took place in the south west of the borough - with the highest numbers in Harrow on the Hill and Greenhill wards.

Data Source: Safe Stats portal (Information sharing to Tackle violence, ISTV), March 2017

For period 1 there were a total 29 emergency attendances where the location of the incident given was a ward in Harrow. The majority of these incidents took place in and around the Borough's boundaries. The highest number of these incidents took place in Harrow on the Hill.

## Anti-Social behaviour

### Anti-Social behaviour incidents- Local

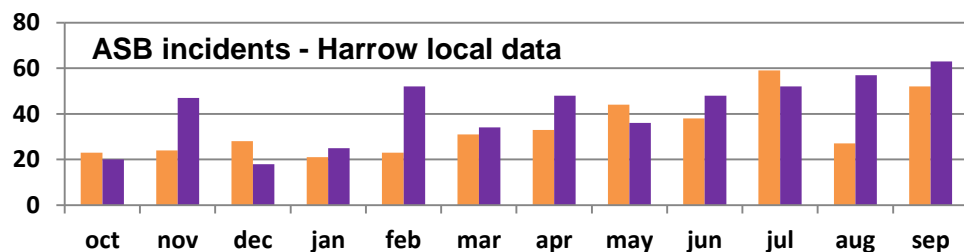
Anti-social behaviour covers a wide range of unacceptable activity that causes harm to an individual, to their community or to their environment. This could be an action by someone else that leaves a person feeling alarmed, harassed or distressed. It also includes fear of crime or concern for public safety, public disorder or public nuisance.

Examples of anti-social behaviour include nuisance, rowdy or inconsiderate neighbours, vandalism, graffiti and fly-posting, street drinking, environmental damage including littering, dumping of rubbish and abandonment of cars, prostitution related activity, begging and vagrancy, fireworks misuse, inconsiderate or inappropriate use of vehicles.

There were a total of 500 incidents recorded during Period 2, which is up from Period 1. This translates to a 0.37 rate increase or 97 additional incidents.



The chart below shows the number of incidents recorded in Harrow during each month for Period 1 in orange and Period 2 in purple.



Source: Harrow MVM data March: 2016

Ward	Sep-Oct 2014/15	Sep – Oct 2015/16	Incidents +/-
Belmont	11	25	14
Canons	27	28	1
Edgware	43	54	11
Greenhill	34	36	2
Harrow on the Hill	16	10	-6
Harrow Weald	20	23	3
Hatch End	6	8	2
Headstone North	8	9	1
Headstone South	13	17	4
Kenton East	21	20	-1
Kenton West	9	15	6
Marlborough	18	29	11
Pinner	7	13	6
Pinner South	8	3	-5
Queensbury	27	49	22
Rayners Lane	30	16	-14
Roxbourne	30	25	-5
Roxeth	26	45	19
Stanmore Park	17	38	21
Wealdstone	23	21	-2
West Harrow	9	16	7
<b>Grand Total</b>	<b>403</b>	<b>500</b>	<b>97</b>

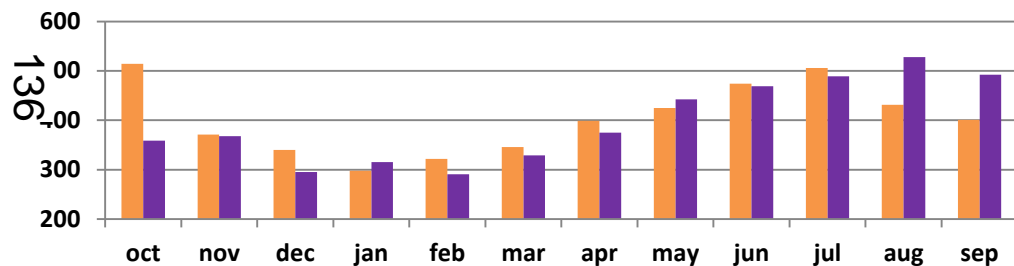
## Anti-Social behaviour incidents- MET

There were a total of 4752 incidents recorded during Period 2, which is up from Period 1. This translates to a 0.3 rate decrease or 75 fewer incidents.

ASB	Period 1 - Previous		Period 2 - Current		Offences Change	Rate Change
	Offences	Rate	Offences	Rate		
Harrow	4827	19.53	4752	19.23	-75	-0.3
Barnet	8074	21.26	8242	21.71	168	0.44
Brent	8242	25.44	9234	28.50	992	3.06
Ealing	9613	28.02	9981	29.09	368	1.07
Hillingdon	8188	27.50	8949	30.06	761	2.56

Source: Police street crime data set,  
<https://data.police.uk/docs/method/crime-street/> March 2016

The chart below shows the number of incidents recorded in Harrow during each month for Period 1 in orange and Period 2 in purple. The chart shows that for period 2 the peak months were August, September and July.





**LONDON BOROUGH OF HARROW**

**CABINET – 13 JULY 2017**

**REFERENCE FROM THE OVERVIEW AND SCRUTINY COMMITTEE  
– 27 JUNE 2017**

**Community Safety, Violence, Vulnerability and Exploitation Strategy for  
2017-2020**

The Committee considered a report setting out the strategic vision of Harrow's Community Safety Partnership in the Annual Community Safety, Violence, Vulnerability and Exploitation Strategy for 2017-2020. In discussion, the following principal points were made:

- a) The information in the strategy related to the year October 2015 to September 2017, and it was therefore not reflecting the current position in the Borough, but rather the circumstances more than 9 months previously. Some more recent information was made available at the meeting, and it was acknowledged that reporting comprehensive, up-to-date information was challenging, but the Committee nevertheless considered it difficult to engage with the issues raised in the report when circumstances could have altered significantly in the interim period. It was suggested that arrangements be made for the Committee's consideration of the data to be brought forward to February while retaining the approval of the annual strategy in June.
- b) The strategy had been influenced by the new approach to policing and crime taken by the Mayor of London elected in May 2016. The previous Mayor had established seven key areas of priority across the capital based on the outcome of public consultation, yet some of these were not prevalent issues in Harrow borough and there had therefore been a mismatch between regional and local priorities.
- c) One of the themes of the new strategy was the value of focusing on some low volume, but high impact crimes rather than simply targeting the high volume crimes. There had also been efforts to coordinate with other separate strategies, for example, by integrating the domestic violence strategy.
- d) There was reference to instances of people coming from other boroughs to commit crime locally, for example, the recent case of someone stabbed to death in South Harrow. There were a number of cross-borough initiatives, including on knife crime, designed to mount a more effective response to these situations. Meetings on crime and community safety were held with Ealing, Brent, Barnet and Watford. Superintendent Claire Clark confirmed that there were also discussions about the Mayor's Office for Policing and

Crime (MOPAC) moving towards a “merger” of their policing resources across groups of boroughs.

- e) There had been growing concerns over the number of young people caught carrying knives; there were some links to gang activity, but also many young people were mistakenly doing so for reasons of self-defence. Young people were increasingly worried over the issue as there were predominantly the victims of knife attacks. A considerable amount of time and effort was devoted to trying to engage young people. By comparison with other areas of London, Harrow did not have high numbers of these crimes, but they were on the increase and were often associated with perpetrators from other areas. Superintendent Clark confirmed that regular weapons sweeps were carried out and there was good community support for spreading the message about the dangers involved.
- f) The Harrow Youth Parliament had produced very helpful cards for young people on the subject of knife crime; it was suggested that these would help both spread the message about dangers in carrying knives but also help in the interaction between police officers and young people when searches were carried out. Superintendent Clark was interested in learning more about the cards and confirmed that she was aware of some loss of confidence among officers in carrying out knife searches of young people. She underlined that searches could only be initiated where the Police officer had a reasonable suspicion that a weapon might be involved; they had to be targeted and carried out for a specific reason. She was concerned that young people often did not object to the search itself, but perhaps to the manner and approach of the Police officer, so there were lessons to be learned about appropriate and respectful conduct in these situations. In conjunction with knife crime charities, Superintendent Clark was planning a seminar for parents in September, and was keen to develop a range of community-based activities to highlight the issues involved, including role models among those who had turned away from knife crime, engagement with Police cadets, the use of drama, etc. The Street Doctor scheme was a new programme and further information would be provided at the seminar for parents.
- g) Harrow was in the fortunate position that Michael Lockwood was a lead Chief Executive for policing and crime in the capital and was therefore in a better position to influence discussions and decisions at a regional level.
- h) Members expressed concern that there had as yet been no convictions for Female Genital Mutilation (FGM) in the Borough. Superintendent Clark was aware that there had been very few across London and would check whether any prosecutions had been initiated in the Borough. A separate report on FGM had been prepared for the Scrutiny Lead Members and this included some data on referrals as well as an outline of the good work being done to encourage reporting.
- i) In relation to tackling domestic violence, the Council had invested funds in the work of community-based organisations providing support to victims and building confidence to report crimes and abuse. There was also support for school-based programmes highlighting issues of sexual violence and coercion. The Council was keen to work with voluntary and community

organisations, such as the Shiva Foundation, in these areas. It was acknowledged that one of the factors behind under-reporting of these crimes was the immigration status of the victims. It was understood that cases of domestic abuse involving “coercive control” were not progressed mainly because complainants were not willing to appear in court to give evidence.

- j) London Councils had led the project examining the opportunities to secure sustainable CCTV provision across the capital. It was understood this had been reported to the London Crime Board but this would be confirmed.
- k) The “Equaliteach” project, funded through the Home Office, was being offered to schools to help respond to the risks of radicalisation of vulnerable young people. Some schools had been concerned about WRAP training within the Prevent programme, but there had been few, if any, issues about information sharing.
- l) The Harrow Youth Council representative expressed concern that the report gave insufficient coverage to prevention strategies; reference was made to the work of charitable organisations such as WISH and Compass, and to the impact of the reorganisation of youth services on the level of support which could be provided to young people. The Council was trying to maximise the value of its resources even though there had been cuts in funding; the Police were also facing further budget cuts totalling £400 million across London. The point with regard to the balance in the strategy between prevention of crime and dealing with perpetrators would be reconsidered. There were many measures focused on early intervention and prevention and the contribution of the Harrow Youth Parliament to the review of these, was very welcome.
- m) There was some concern that progress in the Borough on crime and community safety might be overshadowed by an undue focus on London-wide issues and this was reinforced by the reference to future merging of Police responsibilities across boroughs. It was argued that Harrow should continue to focus on its own priorities and take pride in the effectiveness of so many of its activities. Superintendent Clark could not provide any assurances about the decisions by the Mayor of London and MOPAC about the reorganisation of policing across the capital or indeed, about the impact of pending budget cuts in the Metropolitan Police. However, in her first few months in post in the Borough, she had been impressed by the potential of the initiatives developed to tackle crime and improve community safety.
- n) It was acknowledged that access to mental health services for young people has been an issue; indeed it now had a national profile. It would be increasingly important for the Council to continue working closely with the health sector and relevant voluntary organisations and schools to strengthen the Future in Mind [Harrow Horizons] programme which has recently been commissioned through Barnardos, to deliver an extensive menu of emotional well-being and mental health services for children and young people in Harrow.

**RESOLVED –**

That the report be noted and that the comments made at the meeting be drawn to the attention of the Cabinet when it considers the Annual Community Safety, Violence, Vulnerability and Exploitation Strategy.

Background Documents:

Agenda of the Overview and scrutiny Committee – 27 June 2017: Report on the Community Safety, Violence, Vulnerability and Exploitation Strategy for 2017-2020.

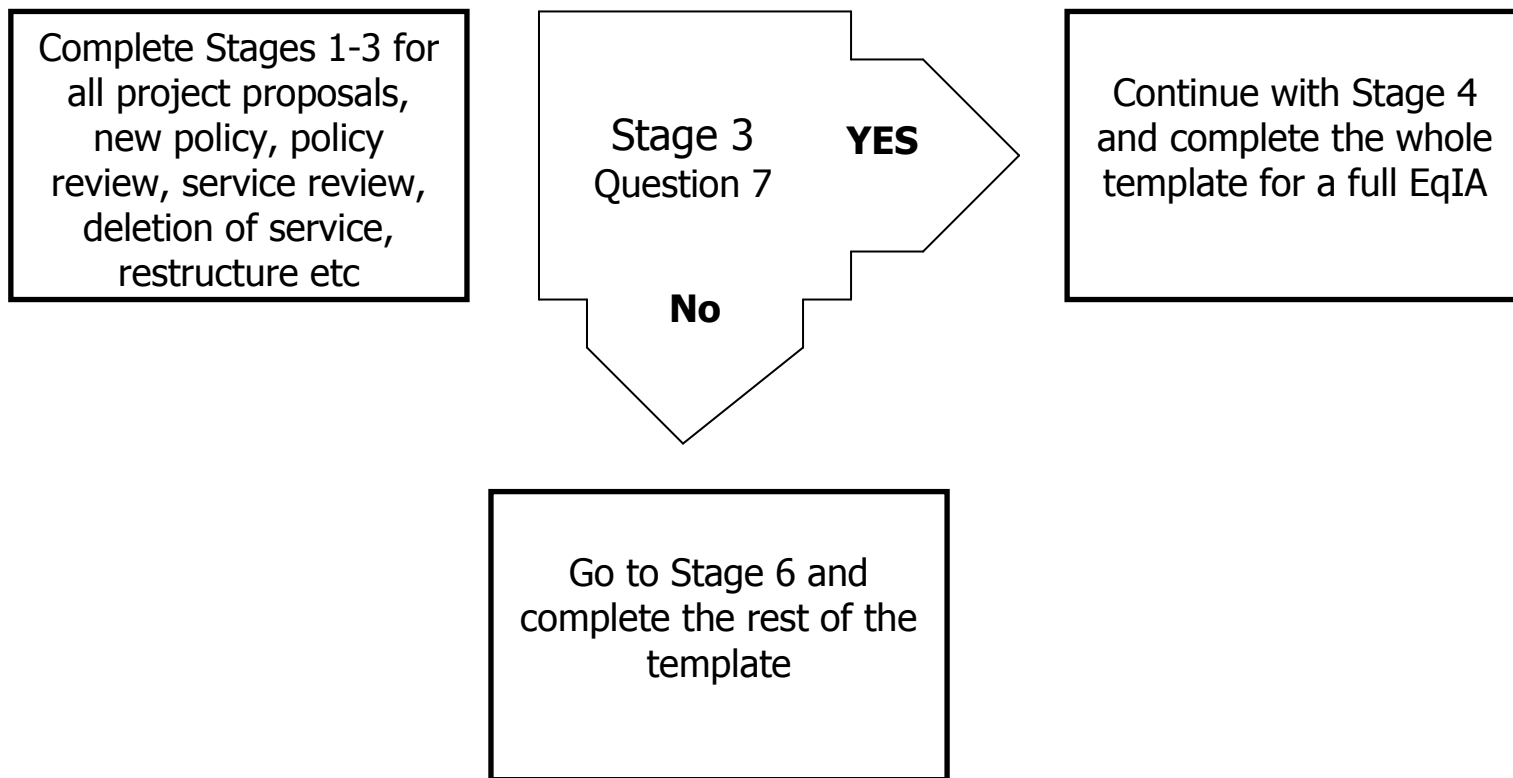
Contact Officer:

Frankie Belloli, Senior Democratic Services Officer

Tel: 020 8424 1263

## Equality Impact Assessment Template

The Council has revised and simplified its Equality Impact Assessment process. There is now just one Template. Project Managers will need to complete **Stages 1-3** to determine whether a full EqIA is required and the need to complete the whole template.



### Equality Impact Assessment (EqIA) Template

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this assessment.

It will also help you to look at the EqIA Template with Guidance Notes to assist you in completing the EqIA.

Type of Project / Proposal:		Tick ✓	Type of Decision:		Tick ✓
Transformation			Cabinet		✓
Capital			Portfolio Holder		
Service Plan			Corporate Strategic Board		
Other			Other		
Title of Project:		The Community Safety Strategy for 2017-2020			
Directorate/Service responsible:		Resources to co-ordinate; all to deliver			
Name and job title of lead officer:		Shumaila Dar, Policy Officer			
Name & contact details of the other persons involved in the assessment:		Safer Harrow			
Date of assessment:		20 <sup>th</sup> June 2017			

#### Stage 1: Overview

##### 1. What are you trying to do?

(Explain proposals e.g. introduction of a new service or policy, policy review, changing criteria, reduction / removal of service, restructure, deletion of posts etc)

All Community Safety Partnerships are required by law to conduct an annual assessment of crime, disorder, anti-social behaviour, substance misuse and reoffending within the borough. This is known as the Strategic Assessment. The Strategic Assessment is then used to produce the partnership's Community Safety Strategy. This Strategy sets out priorities for community safety activity over the years 2017-2020 so that the Council, the Police, the Health Service, voluntary and community organisations and others share a common direction of travel in relation to community safety.

The priorities from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes have changed significantly, which involves the replacement of the previous Mayor's crime targets in favour of a thematic approach which gives local areas greater control of local police priorities. This Community Safety and Violence,

Vulnerability and Exploitation (VVE) Strategy sets out the Council's vision for tackling community safety in Harrow and takes into account the recommendations from the Home Office led Ending Gang and Youth Violence peer review in 2015, which addressed the issue of gang and youth violence locally. Furthermore, given that there is now a new strategic approach from the Mayor to policing and crime, there are clear synergies with the VVE agenda in general and also with domestic and sexual violence under the '*Tackling Violence Against Women and Girls*' theme. This Strategy will therefore include our vision for Domestic and Sexual Violence.

The following high volume crimes have been prioritised following a significant increase in these areas and in agreement with the Mayor's Office for Policing and Crime (MOPAC):

1. *Burglary*
2. *Non-domestic violence with injury*
3. *Anti-social behaviour (ASB)*

The Strategy also has a strong focus on the following aspects of high harm crime which reinforce the commitment to tackle violence, vulnerability and exploitation in the borough. This also firmly echoes the current Mayor's priorities, and includes a renewed focus on tackling Youth Violence. The following areas are seen as priorities in Harrow:

1. *Youth violence and knife crime (including gang crime, and Child Sexual Exploitation)*
2. *Domestic and sexual abuse*
3. *Drug and alcohol misuse (including tackling the supply of illegal substances, and targeted support for ex-prisoners)*
4. *Extremism and hate crime*

In addition to this we have considered commitments within the forthcoming **Safeguarding Adults Strategic Plan 2017-20** and the **Review of Female Genital Mutilation (FGM) in Harrow**, in order to ensure a consistent and joined up approach across the Council.

2. Who are the main people/Protected Characteristics that may be affected by your proposals? (✓ all that apply)

Residents/Service Users	✓	Partners	✓	Stakeholders	✓
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Staff	✓	Age	✓	Disability	✓
Gender Reassignment	✓	Marriage and Civil Partnership		Pregnancy and Maternity	
Race	✓	Religion or Belief	✓	Sex	✓
Sexual Orientation	✓	Other			

3. Is the responsibility shared with another directorate, authority or organisation? If so:

- Who are the partners?
- Who has the overall responsibility?
- How have they been involved in the assessment?

All Council Directorates, including Environmental Crime, Community Safety, and Children's Services (YOT, Early Intervention), Domestic and Sexual Violence, Safeguarding Adults Services, Housing, Public Health, and Police, Local Safeguarding Children's Board, Probation, Community Rehabilitation Company, Health partners, and the London Fire Brigade.

Safer Harrow has considered the Annual Crime Report which analyses all Mayor's Office for Policing and Crime 7 crimes (Violence with injury; Robbery; Burglary; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage) as well as, ASB, Knife Crime with Injury, and Gangs Flagged Offences. This Community Safety Strategy has been drafted in light of the evidence we have gathered in relation to these high volume and high harm crimes. Had any adverse impacts been identified in this report, they would have been reported to Safer Harrow to consider changing the Strategy.

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### Stage 2: Evidence / Data Collation

4. What evidence/data have you reviewed to assess the potential impact of your proposals? Include the actual data, statistics reviewed in the section below. This can include census data, borough profile, profile of service users, workforce profiles, results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys; complaints etc. Where possible include data on the nine Protected Characteristics.

**(Where you have gaps (data is not available/being collated), you may need to include this as an action to address in your Improvement Action Plan at Stage 7)**

Age (including carers of young/older people)

20.6% of Harrow's residents are under 16. 64.5% of Harrow's population are of working age (16 to 64) and 14.9% of Harrow's residents are 65 or older.<sup>2</sup> The average (median) age is 37 years, lower than most other places<sup>3</sup>. As with most areas in the country, the borough has an aging population. It is expected that the number of residents aged 65 plus will increase by nearly 42% and those aged 85 plus could increase by over 62% by 2029.

Of the crime types where the age of the victim and the suspect might be relevant, crimes relating to the



	<p>following crime types will be young, aged from 0-25:</p> <ul style="list-style-type: none"> <li>• <b>Youth Violence</b> – In 2016/17 36 young people were convicted of possession of an offensive weapon, compared to 28 young people in the previous year, this is based on data collected by the Council's Youth Offending Team.</li> <li>• <b>Knife Crime</b> – Assessments of young people by the YOT indicate that young people are carrying knives due to feeling unsafe and the majority of knives have been kitchen knives rather than "trophy" knives. Knife crime incidents made up a total of 281 offences in April 2015 to March 2016 in young people aged 0-25, this increased by 29% in the following year to 362 incidents between April 2016 to March 2017.</li> <li>• <b>Child Sexual Exploitation and Female Genital Mutilation</b> – Crimes are relating to young people aged under the age of 18. <b>Young people involved in the supply of illegal substances</b> – There has been a significant increase in referrals to the Harrow Young People's Substance Misuse Service from universal and alternative education between 15/16 Q3 and 16/17 Q3 with referrals from YOT remaining consistent. In 16/17 Q3 there were more referrals from education than from YOT which reflects the changing national picture</li> </ul> <p>There is a particular focus on high harm crime in the Community Safety Strategy which is aimed largely at young people. This reinforces our commitment to tackle violence, vulnerability and exploitation in the borough and firmly echoes the current Mayor's priorities, and includes a renewed focus on Anti-Social Behaviour and Youth Violence</p>
Disability (including carers of disabled people)	15.4% of Harrow's working age population classified themselves as disabled, a total of 24,600 people <sup>6</sup> . 7,690 individuals, 3.1% of the total population, receive Disability Living Allowance. We recognise that adults in need of care/support are often at risk of domestic violence and abuse. A recent deep dive by the Safeguarding Adults Team showed that 33% (171 cases) of all safeguarding adults enquiries taken forward in 2016/17 had an element of domestic violence and abuse, and older people were the most "at risk group" (45%) followed by mental health users (42%). The Harrow Safeguarding Adults Board (HSAB) has agreed that training and awareness raising should be targeted to agencies where no/low referrals have been generated, this will also include a greater focus on the multi-agency training programme for safeguarding adults in relation to this domestic violence and abuse.
Gender Reassignment	No data on crime affecting this protected characteristic
Marriage/Civil Partnership	No data on crime affecting this protected characteristic
Pregnancy and Maternity	No data on crime affecting this protected characteristic

<p>Race</p> <p>146</p>	<p>9.1% of residents in Harrow classify themselves as belonging to a minority ethnic group. The White British group forms the remaining 30.9% of the population, (down from 50% in 2001). The 'Asian/Asian British: Indian' group form 26.4% of the population. 11.3% are 'Other Asian', reflecting Harrow's sizeable Sri Lankan community. 8.2% of residents are 'White Other', up from 4.5% in 2001. In percentage terms, in 2011, Harrow had the second largest Indian, the largest 'Other Asian' and the 7th largest Irish population of any local authority in England and Wales. Harrow also had the highest proportion of Romanian (4,784) and Kenyan born residents, the latter reflecting migrants from Kenya who are of Asian descent</p> <p>Of the crime types where the ethnicity of the victim and of the suspect might be relevant, there is no clear pattern.</p> <p>Harrow has the lowest level of hate crime. However, there is thought to be significant under reporting in relation to racist and religious hate crime nationally.</p> <p>There is limited data in relation to the racial make-up of offenders, however last year the Government published the Lammy Review, which looks at BAME disproportionality in the criminal justice system in England and Wales.</p> <p>According to a developing 'Problem Profile' it would appear that there is a danger of young females, particularly of Black British/Black African ethnicity, becoming involved in gang-related activity. Among those deemed at risk of involvement (eg through sibling relationship to gang nominals) who are under the age of 13, there is a significant gender difference compared to the older gang-related cases: almost 50% of this sub-group are females, while 44% are of Black or Black British ethnicity. Addressing this issue can be seen as part of the Mayor of London's objective of diverting young females from the criminal justice system.</p>
<p>Religion and Belief</p>	<p>Harrow had the third highest level of religious diversity of the 348 local authorities in England or Wales. The borough had the highest proportion of Hindus, Jains and members of the Unification Church, the second highest figures for Zoroastrianism and was 6th for Judaism. 37% of the population are Christian, the 5th lowest figure in the country. Muslims accounted for 12.5% of the population. Harrow has the lowest level of hate crime. However, there is thought to be significant under reporting in relation to racist and religious hate crime nationally.</p>
<p>Sex/Gender</p>	<p>49.8% of the population in Harrow are male and 50.2% are female. 92% of cases referred to MARAC, Community IDVA and MASH IDVA were women.</p> <p>There is currently no provision for refuge accommodation for male victims of DV in Harrow; however this is a pan-London issue and is identified as a service provision gap. Most recent MOPAC figures (March</p>

	2017) show that men represented 24% of all victims of Domestic Abuse and Violence. Closer working with police partners and neighbouring Boroughs would appear to be beneficial in this area, with a view to widen the provision of support. From the data available it would also seem necessary to consider the provision of hostel space and support for male victims – in line with Equality and Diversity strategies – as these are, at present, wholly lacking.
Sexual Orientation	2% of cases referred to MARAC, Community IDVA and MASH IDVA were LGBTQ.
147 Socio Economic	<p>Harrow is an affluent borough with pockets of deprivation mainly around the centre, the south and east of the borough; including the wards, Roxbourne, Greenhill, Marlborough, Harrow Weald, and Wealdstone, which also has the highest level of income deprivation in the borough. Harrow's least deprived areas are largely found in the north and west of the borough.</p> <ul style="list-style-type: none"> <li>• The 2015 Index of Multiple Deprivation (IMD) indicates 12,083 of Harrow's residents experiencing employment deprivation (this includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities).</li> <li>• Wealdstone is Harrow's most deprived ward for employment deprivation, closely followed by Roxbourne.</li> <li>• Unemployment figures are highest in Greenhill, Wealdstone and Roxbourne wards.</li> <li>• Employment deprivation is generally concentrated in areas with higher levels of social housing, such as the Rayners Lane Estate in Roxbourne; the Headstone Estate in Hatch End and Harrow Weald; the Woodlands and Cottesmore Estates in Stanmore Park; and the former Mill Farm Close Estate in Pinner (however a recent report by London School of Economics (2016) suggests that the £140m regeneration programme in the Rayners Lane estate has brought positive changes to the estate)</li> <li>• The Indices of Multiple Deprivation (IMD) Income Deprivation scale indicates that 30,733 of Harrow's residents are currently experiencing income deprivation. Wealdstone is Harrow's most deprived ward for this measure and for income deprivation affecting children, closely followed by Roxbourne, then Marlborough and Harrow Weald.</li> <li>• Over a fifth of Harrow's residents are in low paid jobs. In part this relates to the business composition of the borough, with small businesses paying less than larger companies and in part due to a significant number of residents having low skills<sup>1</sup>.</li> <li>• The highest proportions of the population without qualifications or with low level qualifications are in Kenton East, Edgware, Roxbourne and Roxeth, and Harrow was one of 25 local authority areas identified by the Department for Communities and Local Government as an area with high levels of need for English Language provision.</li> </ul>

<sup>1</sup> CLG, *Indices of Deprivation 2015*, Crown Copyright

- 28.5 % of Harrow’s residents have a foreign first language. In 15.9 % of households English is not the main language of any household occupants, the 10th highest ranking nationally and much higher than the national level of 4.3 %.
- The 2011 census showed 1% of Harrow residents unable to speak English at all, compared to 0.6% for London and a national figure of 0.3%.
- 17% of children are living in poverty in Harrow before housing costs, and this rises to 27 after housing costs in Harrow (Dec 2015).

**5. What consultation have you undertaken on your proposals?**

Who was consulted?	What consultation methods were used?	What do the results show about the impact on different groups / Protected Characteristics?	What actions have you taken to address the findings of the consultation? (This may include further consultation with the affected groups, revising your proposals).
Safer Harrow 148	Consultation at Safer Harrow and informally with key stakeholders.	There is no significant adverse impact on our proposals on any of the protected characteristics within the borough. However there is a small issue with data collection around the ethnicity of young people committing crimes. There is also an issue around the collection of data in relation to cases of FGM, however this is a national issue and not exclusive to Harrow.	The issue of better data collection will be picked up as part of Safer Harrow’s governance review and will be part of the Community Safety and VVE Delivery Plan which will be published in September 2017.  In addition to this, colleagues from Children’s Services are involved in a roundtable discussion in relation to the David Lammy review of the disproportionality of ethnic minorities in the criminal justice system. Outcomes and recommendations from this will be addressed by the Safer Harrow partnership.

**6. What other (local, regional, national research, reports, ...)**

- Metropolitan Police

media) data sources that you have used to inform this assessment?  
 List the Title of reports / documents and websites here.

- Safe Stats
- MOPAC Crime Dashboard
- MOPAC Gangs Dashboard
- Emergency Care Dataset
- Harrow MVM data
- Police street crime data set
- Mid-Year Population Estimates
- Indices of Deprivation 2015
- Harrow Council (2017) Equality Matters: Reducing Inequality in Harrow
- LSE, (2016) Moving on without moving out: the impacts of regeneration on the Rayners Lane Estate
- Harrow Council's Safeguarding Adults Strategic Plan 2017-20
- Harrow Council's Review of Female Genital Mutilation (FGM) in Harrow

**Stage 3: Assessing Potential Disproportionate Impact**

7. Based on the evidence you have considered so far, is there a risk that your proposals could potentially have a disproportionate adverse impact on any of the Protected Characteristics?

149	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes									
No	x	x	x	x	x	x	x	x	x

**YES** - If there is a risk of disproportionate adverse Impact on any **ONE** of the Protected Characteristics, continue with the rest of the template.

- **Best Practice:** You may want to consider setting up a Working Group (including colleagues, partners, stakeholders, voluntary community sector organisations, service users and Unions) to develop the rest of the EqIA
- It will be useful to also collate further evidence (additional data, consultation with the relevant communities, stakeholder groups and service users directly affected by your proposals) to further assess the potential disproportionate impact identified and how this can be mitigated.

**NO** - If you have ticked 'No' to all of the above, then go to **Stage 6**

- Although the assessment may not have identified potential disproportionate impact, you may have identified actions which can be taken to advance equality of opportunity to make your proposals more inclusive. These actions should form your Improvement Action Plan at Stage 7

**Stage 4: Collating Additional data / Evidence**

**8. What additional data/evidence have you considered in relation to your proposals as a result of the analysis at Stage 3?**

(include this evidence, including any data, statistics, titles of documents and website links here)

**9. What further consultation have you undertaken on your proposals as a result of your analysis at Stage 3?**

Who was consulted?	What consultation methods were used?	What do the results show about the impact on different groups / Protected Characteristics?	What actions have you taken to address the findings of the consultation? (This may include further consultation with the affected groups, revising your proposals).

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**Stage 5: Assessing Impact and Analysis**

**10. What does your evidence tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, if so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?**

Protected Characteristic	Adverse ✓	Positive ✓	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.  <b>Note – Positive impact can also be used to demonstrate how your proposals meet the aims of the PSED Stage 9</b>	What measures can you take to mitigate the impact or advance equality of opportunity? E.g. further consultation, research, implement equality monitoring etc (Also Include these in the Improvement Action Plan at Stage 7)
Age (including carers of young/older)	If you ticked no for the PC's in Stage 3,	x	Harrow Council has been successful in securing funding from the Mayor's London Crime Prevention Fund aimed at tackling violence, vulnerability and exploitation in young people and children. Four innovative programmes will focus on secondary	

people)	you don't need to complete this section, go to stage 6.		<p>aged children with a view to engaging with vulnerable young people who are at risk of criminal activity. This includes:</p> <ul style="list-style-type: none"> <li>• Recruitment of a gangs worker who will work with young people connected to the known gangs in the area and those who are engaged in high levels of anti-social, violent and criminal behaviour.</li> <li>• Art and drama programme aimed at Years 9 and 10 for children at risk of entering the criminal justice system.</li> <li>• Working with WISH to deliver targeted outreach and support services to young people within identified schools specifically aimed at promoting awareness of sexual assault, CSE, and digital exploitation.</li> <li>• Delivering preventative interventions via Compass to support young people at risk of becoming involved in the supply of illicit substances via 1-1 and group sessions.</li> </ul>	
Disability (including carers of disabled people)				
Gender Reassignment				
Marriage and				

Civil Partnership				
Pregnancy and Maternity				
Race				
Religion or Belief				
Sex				
Sexual orientation				
<b>11. Cumulative Impact</b> – Considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on a particular Protected Characteristic?  If yes, which Protected Characteristics could be affected and what is the potential impact?	Yes		No	<b>x</b>
<b>11a. Any Other Impact</b> – Considering what else is happening within the	Yes		No	<b>x</b>

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Council and Harrow as a whole (for example national/local policy, austerity, welfare reform, unemployment levels, community tensions, levels of crime) could your proposals have an impact on individuals/service users socio economic, health or an impact on community cohesion?

If yes, what is the potential impact and how likely is to happen?

**12.** Is there any evidence or concern that the potential adverse impact identified may result in a Protected Characteristic being disadvantaged?  
 (Please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act) available on Harrow HUB/Equalities and Diversity/Policies and Legislation

	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes									
No	x	x	x	x	x	x	x	x	x

If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)

**13.** If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is proportionate to achieve the aims of the proposal.

- If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. **(select outcome 4)**
- If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. **(select outcome 4)**

### Stage 6: Decision

**13.** Please indicate which of the following statements best describes the outcome of your EqIA ( ✓ tick one box only)

<b>Outcome 1</b> – No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality are being addressed.	✓
<b>Outcome 2</b> – Minor adjustments to remove / mitigate adverse impact or advance equality have been identified by the EqIA. <i>List the actions you propose to take to address this in the Improvement Action Plan at Stage 7</i>	
<b>Outcome 3</b> – Continue with proposals despite having identified potential for adverse impact or missed opportunities to advance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. <b>(Explain this in 13a below)</b>	
<b>Outcome 4</b> – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected	

groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)	
<b>13a.</b> If your EqIA is assessed as <b>outcome 3</b> or you have <b>ticked 'yes' in Q12</b> , explain your justification with full reasoning to continue with your proposals.	

**Stage 7: Improvement Action Plan**

**14.** List below any actions you plan to take as a result of this Impact Assessment. This should include any actions identified throughout the EqIA.

Area of potential adverse impact e.g. Race, Disability	Action required to mitigate	How will you know this is achieved? E.g. Performance Measure / Target	Target Date	Lead Officer	Date Action included in Service / Team Plan
154					

**Stage 8 - Monitoring**

The full impact of the proposals may only be known after they have been implemented. It is therefore important to ensure effective monitoring measures are in place to assess the impact.

<b>15.</b> How will you monitor the impact of the proposals once they have been implemented? What monitoring measures need to be introduced to ensure effective monitoring of your proposals? How often will you do this? <i>(Also Include in Improvement Action Plan at Stage 7)</i>	The Crime Report is produced annually and the Community Safety Strategy updated to reflect changing circumstances. Therefore, a change in the crime pattern affecting one or more protected characteristic will be highlighted early in the new financial year. Safer Harrow is also in the process of developing a Community Safety and VVE Delivery Plan which will enable Safer Harrow to monitor the progress of all proposals.
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16. How will the results of any monitoring be analysed, reported and publicised? (Also Include in Improvement Action Plan at Stage 7)	Regular crime monitoring at Safer Harrow will enable the impact of the actions proposed in the Community Safety Strategy to be assessed.
17. Have you received any complaints or compliments about the proposals being assessed? If so, provide details.	No

### Stage 9: Public Sector Equality Duty

18. How do your proposals contribute towards the Public Sector Equality Duty (PSED) which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.

(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)

Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	Advance equality of opportunity between people from different groups	Foster good relations between people from different groups
The Strategy includes recognition of the importance of Community Cohesion in setting a climate in which crime is regarded as unacceptable. Community Cohesion is enhanced by more comprehensive reporting of crimes and especially Hate Crime and its prompt and robust investigation.		Reducing crime increases community confidence and cohesion, enabling people from different backgrounds more easily to trust each other.

### Stage 10 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group)

The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.

19. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?			
Signed: (Lead officer completing EqIA)	Shumaila Dar	Signed: (Chair of DETG)	Alex Dewsnap
Date:	20 <sup>th</sup> June 2017	Date:	20 <sup>th</sup> June 2017
Date EqIA presented at the EqIA Quality Assurance Group	27 <sup>th</sup> June 2017	Signature of ETG Chair	Alex Dewsnap



## **Community Safety, Violence Vulnerability and Exploitation Strategy 2017 – 2020**

Amendment to be moved by Councillor Georgia Weston

Seconder: Councillor James Bond

This amendment is an additional piece of text to be inserted on Page 27, after the second to last paragraph:

“In addition to this programme YOT are seeking to add provision by delivering...”

But before last paragraph:

Another programme called street Doctors has been selected to assist Harrow Youth Service...”

The proposed amendment reads:

**There is a lack of youth centres in the wards where gang crime and youth violence is most prominent and it is increasingly difficult to intervene to support young people who are at risk of engaging in crime. Therefore, the Council will seek to obtain external sources of funding in order to develop new youth centres in the areas of Harrow where youth crime is a major issue. In addition, the Council will use any lobbying powers available in order to encourage community organisations and other partners to provide the necessary finance.**

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**Proposed Amendments**

**To be moved by Councillor Paul Osborn**

**To be seconded by Councillor Barry Macleod-Cullinane**

# **Community Safety, Violence Vulnerability and Exploitation Strategy 2017 – 2020**

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## Foreword

On behalf of Safer Harrow, the Harrow Community Safety Partnership, I am pleased to introduce Harrow's Community Safety and Violence, Vulnerability and Exploitation Strategy for 2017-2021. This year we are presenting a Community Safety Strategy that is different from last year's Strategy, which was based around the seven crime priorities from the Mayor's Office for Policing and Crime such as robbery, theft from vehicles and burglary (known as the MOPAC 7).

Following consultation on a new Police and Crime Plan, the Mayor has significantly changed his priorities for London, which involves the scrapping of the MOPAC 7 crime targets in favour of a thematic approach which gives local areas greater control of local community safety priorities. This new approach will ensure that police and councils are focused on the issues of greatest concern in their areas and that serious, high-harm, high vulnerability crimes that are a priority for the whole city are more central to our local approach. Within our strategy we still have a clear commitment to tackle high volume crime such as burglary, but we have also given a greater focus to what are low-volume but high harm crimes, which include youth violence, domestic abuse and drug and alcohol misuse. Given this greater focus on high harm crimes, we have also taken the decision to merge our Domestic and Sexual Violence Strategy (which would be up for renewal this year) into a single overarching Community Safety and Violence, Vulnerability and Exploitation Strategy.

Under my leadership, Safer Harrow will continue to work to address those high volume crimes which have seen an increase in the last year, including burglary, non domestic violence with injury, and anti-social behaviour, whilst ensuring we are tackling ~~the~~ high-harm crimes. Through this approach I feel we are firmly echoing the Mayor's priorities, which includes a renewed focus on tackling knife crime and youth violence, which also builds on recommendations from a Home Office led Ending Gangs and Youth Violence Peer Review which took place in 2015, and is clearly in my view aimed at delivering better outcomes for Harrow residents and making Harrow as a place safer for everyone.

[I am also committed to working with partners, including the Harrow Youth Parliament, to develop better approaches to raising awareness in young people of the impact of anti-social behaviour and other forms of crime, so that young people are and remain safe.](#)

Again, through a greater focus on partnership I believe we can make our limited and stretched resources go further so we do make Harrow a safer place.

Councillor Varsha Parmar  
Portfolio Holder, Public Health, Equality and Community Safety  
Chair, Safer Harrow

## Introduction

~~The Council's vision is "working together to make a difference for Harrow". This is particularly relevant to the work of Harrow's Community Safety Partnership, Safer Harrow. The Partnership brings together many organisations that contribute to our ambition of making Harrow the Safest Borough in London. The Council's vision is also "working together to make a difference for Harrow" and this is particularly relevant to the work of Safer Harrow, which as a We-Partnership are-is working together to achieve better and safer outcomes for people who live, work, and study in the borough.~~

It is recognised that many of our priorities connect with those of other multi-agency strategic partnerships in Harrow such as the Harrow Safeguarding Children Board, Harrow Safeguarding Adults Board and the Health and Well-being Board. The partnership taking the strategic lead on each agenda will of course vary according to its statutory obligations, but by collaborating on relevant topics, the partnerships can be more effective by supporting each other's objectives. This means for example, that key messages can reach a wider audience and Safer Harrow can influence the direction of many more local initiatives through several lines of coordinated activity across the community.

All Community Safety Partnerships are required by law to conduct an annual assessment of crime, disorder, anti-social behaviour, substance misuse and reoffending within the borough. This is known as the Strategic Assessment. The Strategic Assessment is then used to produce the partnership's Community Safety Plan. The last Community Safety Strategy was published in 2016 and is refreshed on an annual basis. However, with a new Mayor in post, the priorities from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes have changed significantly<sup>1</sup>, which involves the replacement of the previous Mayor's crime targets in favour of a thematic approach which gives local areas greater control of local police priorities.

This new approach is designed to ensure that police, councils, and other [strategic](#) partners are focused on the issues of greatest concern in their areas and that serious, high-harm,

<sup>1</sup> MOPAC 7 crimes are: Violence with injury; Robbery; Burglary; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage

high vulnerability crimes that are a priority for the whole city are not overlooked. The new themes in the Mayor's Police and Crime Plan 2017-21 are:

- Neighbourhood Policing
- Keeping Children and Young People Safe
- Tackling Violence Against Women and Girls
- Criminal Justice that Works for London
- Hate Crime

This Community Safety and Violence, Vulnerability and Exploitation (VVE) Strategy sets out the Council's vision for tackling community safety in Harrow and takes into account the recommendations from two substantial reviews; the Home Office led Ending Gang and Youth Violence peer review in 2015 and the Local Assessment Process (LAP) in 2016, which addressed the issue of gang and youth violence locally. Furthermore, given that there is now a new strategic approach from the Mayor to policing and crime, there are clear synergies with the VVE agenda in general and also with domestic and sexual violence under the '*Tackling Violence Against Women and Girls*' theme. This Strategy will therefore include our vision for Domestic and Sexual Violence.

In taking forward the proposed Community Safety and VVE Strategy the following partners have been consulted through Safer Harrow:

- Environmental Crime / Community Safety (Public Protection)
- Children's Services (YOT, Early Intervention)
- Housing
- Domestic and Sexual Violence
- Local Safeguarding Children's Board
- [Harrow Safeguarding Adults Board](#)
- Safeguarding Adults Services
- Police
- Public Health
- Probation
- Community Rehabilitation Company
- Health partners
- London Fire Brigade

## Local Context

Harrow prides itself in being one of the most ethnically and religiously diverse boroughs in the country with people of many different backgrounds and life experiences living side by side. It is the richness of this diversity, and the positive impact that it has on the borough and our community, that we believe helps make Harrow such a great place to live, work and visit. 69.1% of residents classify themselves as belonging to a minority ethnic group and the White British group forms the remaining 30.9% of the population, (down from 50% in 2001). The 'Asian/Asian British: Indian' group form 26.4% of the population. 11.3% are 'Other Asian', reflecting Harrow's sizeable Sri Lankan community, whilst 8.2% of residents are 'White Other', up from 4.5% in 2001. In terms of religious belief, Harrow had the third highest level of religious diversity of the 348 local authorities in England or Wales. The borough had the highest proportion of Hindus, Jains and members of the Unification Church, the second highest figures for Zoroastrianism and was 6<sup>th</sup> for Judaism. 37% of the population are Christian, the 5<sup>th</sup> lowest figure in the country. Muslims accounted for 12.5% of the population.

Harrow has a population of 247,130 people<sup>2</sup> which has grown over the last decade by 11.8%. This is above the UK average annual population increase rate over the same time period. 49.8% of the population are male, whereas 50.2% of Harrow's residents are female. Harrow is an affluent borough with pockets of deprivation mainly around the centre, the south and east of the borough; including the wards, Roxbourne, Greenhill, Marlborough, Harrow Weald, and Wealdstone, which also has the highest level of income deprivation in the borough. Harrow's least deprived areas are largely found in the north and west of the borough.

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<sup>2</sup> According to 2015 Mid-Year Population Estimates

National & London Rank

213/326 England  
28/33 London

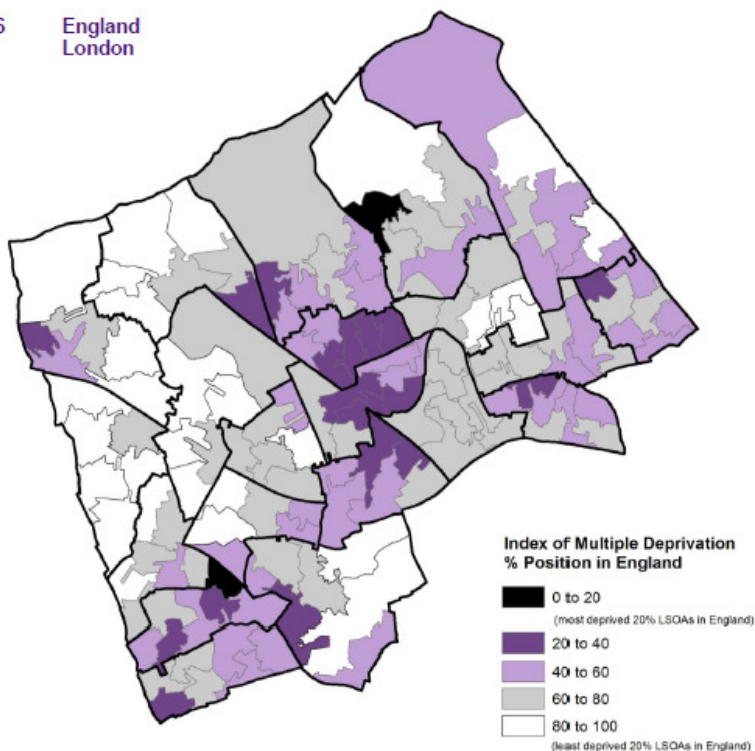


Figure 1 – Deprivation in Harrow based on the Index of Multiple Deprivation, 2015

Employment levels in Harrow are generally good, and Harrow has seen a reduction in unemployment and the number of long term unemployed claimants. However, a number of residents are low paid and have low functional skills. The employment deprivation domain within the 2015 Index of Multiple Deprivation (IMD) indicates 12,083 of Harrow's residents experiencing employment deprivation. This includes people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.

Overall, Wealdstone is Harrow's most deprived ward for employment deprivation, closely followed by Roxbourne. Unemployment figures are highest in Greenhill, Wealdstone and Roxbourne wards. Employment deprivation is generally concentrated in areas with higher levels of social housing, such as the Rayners Lane Estate in Roxbourne; the Headstone Estate in Hatch End and Harrow Weald; the Woodlands and Cottesmore Estates in Stanmore Park; and the former Mill Farm Close Estate in Pinner.<sup>3</sup>

<sup>3</sup> Harrow Council (2017) *Equality Matters: Reducing Inequality in Harrow*

It should be noted however that a report by London School of Economics (2016)<sup>4</sup> suggests that the £140m regeneration programme in the Rayners Lane estate has brought positive changes to the estate. With residents saying that they think the estate is now 85% better than it was.

In terms of income deprivation, the Indices of Multiple Deprivation (IMD) Income Deprivation scale indicates that 30,733 of Harrow's residents are currently experiencing income deprivation. Wealdstone is Harrow's most deprived ward for this measure and for income deprivation affecting children, closely followed by Roxbourne, then Marlborough and Harrow Weald. Over a fifth of Harrow's residents are in low paid jobs. In part this relates to the business composition of the borough, with small businesses paying less than larger companies and in part due to a significant number of residents having low skills<sup>5</sup>.

In terms of child poverty<sup>6</sup>, Within Harrow, the highest proportions of the population without qualifications or with low level qualifications are in Kenton East, Edgware, Roxbourne and Roxeth. Poor language skills are a major barrier to progressing in the workplace. Harrow was one of 25 local authority areas identified by the Department for Communities and Local Government as an area with high levels of need for English Language provision. 28.5 % of Harrow's residents have a foreign first language. In 15.9 % of households English is not the main language of any household occupants, the 10th highest ranking nationally and much higher than the national level of 4.3 %. The 2011 census showed 1% of Harrow residents unable to speak English at all, compared to 0.6% for London and a national figure of 0.3%.

In terms of child poverty, 17% (London average 17%) children are living in poverty in Harrow before housing costs, and this rises to 27% (London average 37%) after housing costs in Harrow (Dec 2015)<sup>7</sup>. Child poverty has long-lasting effects. By the time children reach GCSE-age, there is a 28 per cent gap between children receiving free school meals

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<sup>4</sup> LSE, (2016) *Moving on without moving out: the impacts of regeneration on the Rayners Lane Estate*

<sup>5</sup> CLG, *Indices of Deprivation 2015*, Crown Copyright

<sup>6</sup> Poverty in this document refers to the *relative* poverty measure (defined by Peter Townsend as "Resources that are so seriously below those commanded by the average individual or family that they are, in effect, excluded from ordinary living patterns, customs and activities."). The definition of poverty used in this document is: *Families which have £79 less per week than families on average income.*

<sup>7</sup> <http://www.endchildpoverty.org.uk/poverty-in-your-area-2016/>

<https://www.gov.uk/government/statistics/households-below-average-income-199495-to-201516>

(FSM) and non FSM in terms of the number achieving at least 5 A\*-C GCSE grades. Families in Harrow experience poverty for a variety of reasons, but its fundamental cause is not having enough money to cope with the circumstances in which they are living. A family might move into poverty because of a rise in living costs, a drop in earnings through job loss or benefit changes. Children in large families are at a far greater risk of living in poverty – 34% of children in poverty live in families with three or more children.

Schools in Harrow are; on the whole, among the best performing in the country which has been maintained over a number of years, with 95% being judged as Good or Outstanding (31st August 2016). However, inequalities in education exist in Harrow, particularly amongst children with special educational needs (SEN), those eligible for FSM, and specific ethnic groups. There is a wider gap between pupils who have special educational needs and their peers at Key Stage compared to the national average. Additionally, children who receive FSM show less progress across all subjects between Key Stage 1 and Key Stage 2 compared to their peers.

In terms of public voice and victim satisfaction, *Harrow is currently recording 79% victim satisfaction (ranked 20th in London) and 64% 'good job' confidence levels for residents of the borough (27<sup>th</sup> of the 32 London boroughs);* this is according to data published by the Mayor's Office for Policing and Crime.

Between October 2015 and September 2016, a total of 13,631 crimes were recorded in Harrow, this equates to 1.79% of all crime reported in Greater London and was the sixth lowest of actual crimes reported.

The table below shows the difference in crime rate between Harrow and our neighbouring boroughs from October 2014-September 2015 and October 2015-September 2016. Hillingdon has shown the [greatest reduction](#) [lowest increase](#) in the crime rate between the same two time periods and Ealing's reduction was slightly lower than Harrow's. Barnet showed a similar increase to Harrow and Brent recorded the largest increase in the area.

Total offences	October 2014-September 2015		October 2015-September 2016		% Change
	Offences	Rate (per 1,000)	Offences	Rate (per	



				1,000)	
Hillingdon	21921	73.63	22415	75.29	2%
Ealing	26775	78.05	27877	81.26	4%
<b>Harrow</b>	<b>12598</b>	<b>50.98</b>	<b>13631</b>	<b>55.16</b>	<b>8%</b>
Barnet	24002	63.21	25824	68.01	8%
Brent	24833	76.64	27540	85.00	11%
Greater London	727488	83.87	758919.00	87.50	4%

Figure 2: Rate change showing the change in percentage when comparing crime per 1,000 population

Crime increased by 8% compared to the same period of time the previous year; this is higher percentage increase than Greater London as a whole, where crime increased by just 4%.

Progress under the Mayor's Office for Policing and Crime (MOPAC) 7 crimes

This section reports on progress made against 6 of the 7 previous MOPAC 7 crimes, which includes, Violence with injury; Robbery; Theft of a motor vehicle; Theft from a motor vehicle; Theft from a person; Criminal damage. As Burglary has increased considerably in Harrow this has been identified as a strategic objective in this strategy and will be looked at in more detail in the Strategic Objectives chapter.

*Violence with Injury* includes a range of offences including murder, wounding / grievous bodily harm (GBH) and assault with injury, and there were 1,327 offences that took place in relation to this indicator from October 2015 to September 2016. There has been a reduction of 4 offences (or 0.3%) compared to the same period in the previous year (see table below). However, data on victims of knife crime shows an increase over the same period (see below) which corresponds with experience of local police and other front line staff.

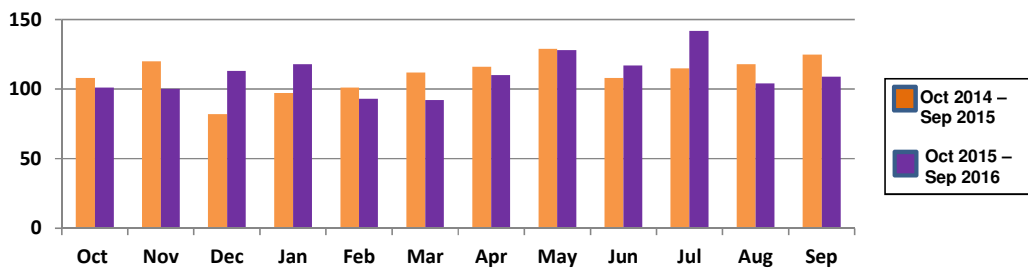


Figure 3 – Violence with injury offences (number) between October 2015 and September 2016 compared to the previous year

Incidences of *Robbery* (including crimes such as theft with the use of force or a threat of force, personal robberies, commercial robberies snatch), have increased significantly by 22.2%, with 391 offences being recorded this year compared to 320 offences being recorded in in the previous year.

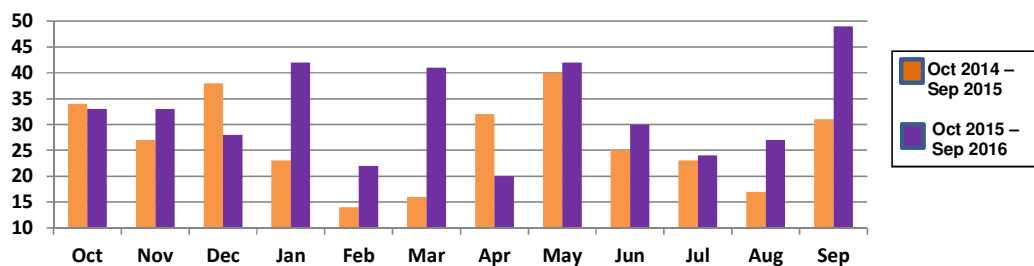


Figure 4 – Robbery offences between October 2015 and September 2016 compared to the previous year

*Theft of a motor vehicle* has seen the largest increase in percentage terms of all of the MOPAC indicators, having increased 44% in the last year in the same reporting period. When looking at this in a population context, this translates to an increase of 0.36 per 1000 population.

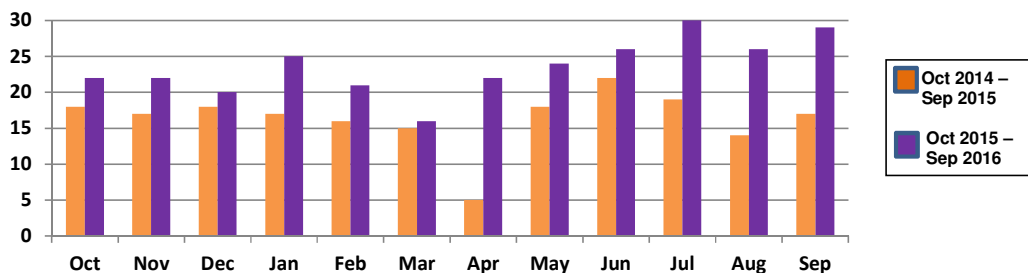


Figure 4 – Theft of a motor vehicle offences between October 2015 and September 2016 compared to the previous year

There were a total of 1,133 offences relating to *theft from a motor vehicle* between October 2015 and September 2016, which is an increase of 6% compared to the previous year.

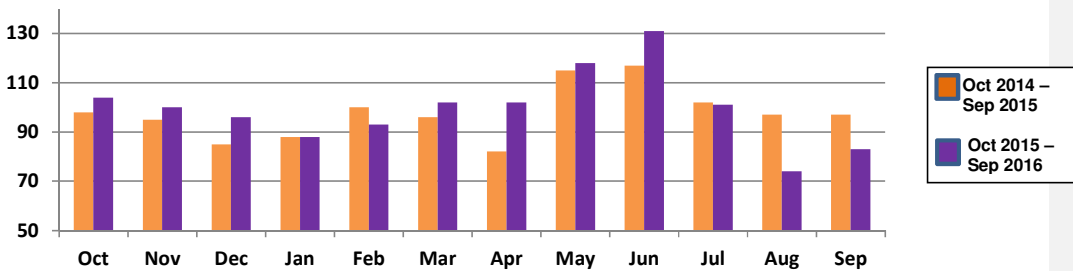


Figure 5 – Theft from a motor vehicle offences between October 2015 and September 2016 compared to the previous year

346 offences in relation to *theft from a person* took place during the last year; this has risen by 21.4%, and is a significant increase.

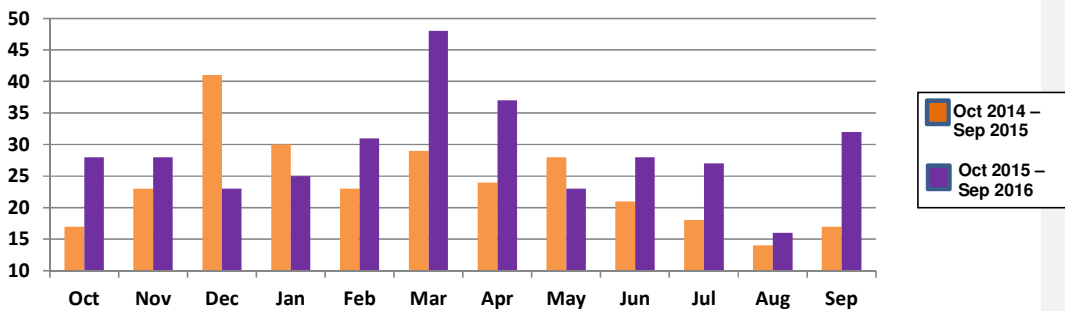


Figure 6 – Theft from a person offences between October 2015 and September 2016 compared to the previous year

*Criminal damage* includes offences such as damage to a dwelling, damage to other buildings, damage to a motor vehicle and other criminal damage offences. There were a total of 1,192 offences this year, which translates to a small increase of 1.7% or 20 additional offences.

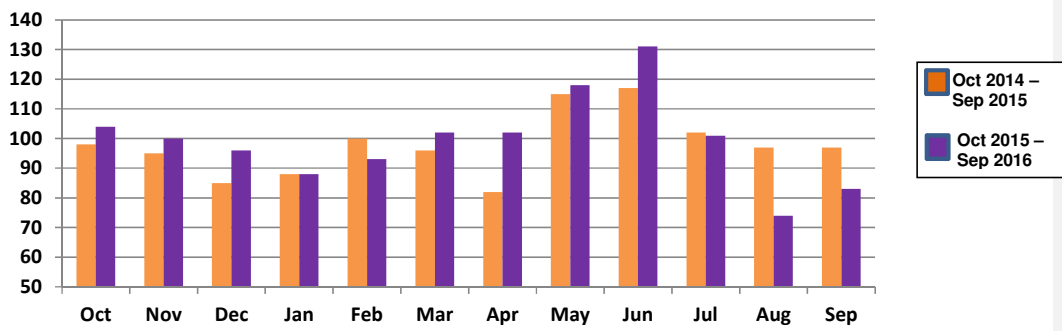


Figure 7 – Criminal damage offences between October 2015 and September 2016 compared to the previous year

## Strategic Objectives

Our aim is to deal with the cause of crime and not just the problem itself through the continuation of our services across the partnership and a distinct set of projects which work with perpetrators and those on the edge of crime. Harrow's strategic objectives are two-fold, and based around intelligence gathered from the previous Mayor's Office for Policing and Crime (MOPAC) 7 crimes and around anecdotal accounts such as the rise in youth violence and gang-related activity, which has given us an understanding of what is important in Harrow. Our focus for the next four years will be based on two strategic areas; *high volume crime*, which include crimes that have seen a significant increase in the last year, and *high harm crime*, which encompass Harrow's central commitment to tackle *Violence, Vulnerability and Exploitation (VVE)* in the borough.

We understand that while there are many indicators of high harm crime, the nature of the root causes are not always understood. There has never been a more critical time to explore the strong link between the complex needs of vulnerable young people who are at risk of being exploited and individuals who take to offending. However, vulnerability isn't just limited to people, and at times local areas can turn into crime hotspots and vulnerability can become concentrated into particular areas, where people are more likely to become victims of both high volume and high harm crimes. By putting VVE at the core of our strategy we plan to reduce crime in the borough not just through enforcement and convictions but by also working with those people who are vulnerable to being brought into association with crime either as a perpetrator or as victim (and in some instances both).

We pledge to make Harrow the safest place to live for all those who live, work, and study in the borough and this will be achieved through a distinct set of strategic objectives set out below:

### High volume crime

The following crimes will be prioritised following a significant increase in these areas and in agreement with the Mayor's Office for Policing and Crime (MOPAC):

1. *Burglary* – To reduce the number of burglaries and fear of crime in the borough and increase public confidence in the police;

2. *Non-domestic violence with injury* – To reduce the number of incidents of grievous bodily harm and actual bodily harm (NB, this is still an emerging theme with MOPAC, but in devising our strategy and concentrating on high harm crime, we believe we will cover non-domestic violence with injury with the areas in our delivery plan)
  
3. *Anti-social behaviour (ASB)* – To reduce the number of anti-social behaviour incidents that occur in the borough and ensure victims get the support ~~they~~ need-specific to their needs.

### High harm crime

We will have a strong focus on the following aspects of high harm crime which reinforce our commitment to tackle violence, vulnerability and exploitation in the borough. This also firmly echoes the current Mayor's priorities, and includes a renewed focus on Anti-Social Behaviour and Youth Violence.

1. *Youth violence and knife crime* –
  - a. To reduce the number of young people involved in youth violence and gang crime and to decrease the number of young people carrying offensive weapons,
  
  - b. To ~~embed support schools to deal more effectively with a cultural shift within the schools on the~~ issues of sexual assault, child sexual exploitation and digital exploitation, and to promote a culture of awareness of child sexual exploitation;
  
2. *Domestic and sexual abuse* – To provide critical support to the most vulnerable members of our community who are affected by domestic and sexual violence and female genital mutilation;
  
3. *Drug and alcohol misuse* –

- a. To reduce the number of young people involved in the supply of illegal substances and to build resilience in young people so that they are able to spot the signs of dealer grooming;
- b. To reduce alcohol and drug-related reoffending via targeted early support and treatment for ex-prisoners;

4. *Extremism and hate crime* – To prevent young people from being drawn into terrorism; and to improve hate crime reporting rates.

## High Volume Crime

### 1. Burglary

The Indices of Deprivation (IMD) Crime Domain and Burglary, Robbery, Violence with Injury and ASB ([BRVA](#)) Data from 2015-16 provides a list of wards in which residents are most at risk of crime victimisation. The following wards feature in both top 7 most at-risk lists: Greenhill, Edgware, Marlborough, Roxeth, Harrow on the Hill, Roxbourne, and Queensbury. Analysis of these wards shows a particular peak in some crime during the winter months when clocks go back and the nights get longer, making homes an easier target. Notably, Edgware, which is the 2<sup>nd</sup> most at risk according to BRVA data, and is also 1<sup>st</sup> in the IMD Crime Domain. Furthermore, 6 out of 10 of the most deprived wards according to the Index of Multiple Deprivation (IMD) are also in the top 10 wards at the highest risk of crime based on the BRVA measurement. These are, Roxbourne, Greenhill, Marlborough, Edgware, Roxeth, and Harrow on the Hill. This suggests a correlation between deprivation and crime levels.

There were a total of 2,025 burglary offences between October 2015 and September 2016. This is a significant increase when compared to the same period in the previous year, and translates to a 27% increase or 489 additional offences in this period. The chart below also shows the number of offences in boroughs around Harrow and in Greater London.

Burglary	October 2014 - September 2016		October 2015 – September 2016		Offences Change	% Change
	Offences	Rate (per 1,000)	Offences	Rate (per 1,000)		
Ealing	2782	8.11	2542	7.41	-240	-9%
Hillingdon	2471	8.30	2064	6.93	-407	-16%
Barnet	3700	9.74	3707	9.76	7	0%
Brent	2660	8.21	2747	8.48	87	3%
<b>Harrow</b>	<b>1586</b>	<b>6.42</b>	<b>2025</b>	<b>8.19</b>	<b>439</b>	<b>28%</b>
<b>Greater London</b>	<b>58768</b>	<b>6.78</b>	<b>69456</b>	<b>8.01</b>	<b>10688</b>	<b>18%</b>

Table 1 – Burglary offences in Harrow and neighbouring boroughs

The chart below shows the number of offences recorded in Harrow during each month between October 2015 and September 2016 (purple) compared to the previous year (orange).

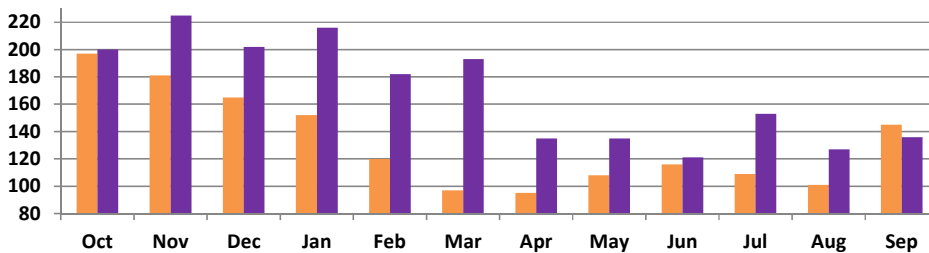


Figure 8 – Burglary offences between October 2015 and September 2016 compared to the previous year

Harrow Police have launched a campaign called [‘Autumn Nights’ ‘Be Safe’](#) which is aimed at increasing public confidence and reduction of a fear of crime, as well as a reduction of burglaries itself. This project aims to:



- Provide a lawful and proportionate policing response to the anticipated rise in residential burglary during the darker nights of the autumn
- Prevent burglary and provide a reasonable and proportionate response if a burglary is committed
- Work together with partner agencies

In preparation for this campaign, police teams will be working to identify vulnerable people and burglary and theft 'snatch' hotspots across the borough. Once launched, the campaign will provide specific Intelligence and the tasking of Safer Neighbourhood Teams, including fortnightly street briefings and weekly contact with hard to reach groups, community events, faith premises, and sellers which include supermarkets. In addition to this, literature and other publicity material will be used to promote anti-burglary messages, which typically increase as the clocks go back and the nights are longer.

The police also plan on increasing signage on roads, raising awareness of panic alarms and light timers and ensure there is higher visibility in burglary areas, including the deployment of high visual cycle patrol officers who will cover high-risk areas at particular times of the day or night. In addition to this, METRACE will continue to be rolled out to priority areas. The police commit to working closely with the Council to make best use of opportunities to use CCTV intelligence.

~~With regards to intervention and prevention at schools, dedicated Schools Officers already exist, and the aim is to ensure all Schools Officers discuss concerns in relation to the misuse of fireworks and 'trick or treating' and highlight the consequences of offences. Following on from this the police will maintain a list of bail/curfew restrictions and carry out truancy patrols.~~

Comment [m1]: Amendment 12

In the past this ~~campaign, previously known as e-~~'Autumn Nights' ~~campaign has~~ proved successful in reducing burglaries during autumn when a number of religious festivals, including Navratri, Diwali, Hanukkah and Christmas occur. In 2015 the project was very popular with the community in reminding them to keep their home safe. However with such a great increase in burglary in the last year it is clear that there now needs to be a greater focus on this area.

In addition to this, the Harrow Safeguarding Adults Board (HSAB) has identified a priority for future work in tackling scams, door step crime and distraction burglary which relate to

older and vulnerable people. Locally there have also been victims and the HSAB wants to get a better understanding of the numbers and is promoting the [Home Office / Metropolitan Police](#) “little book of big scams” (~~Home Office/Metropolitan Police~~) and the [National Trading Standard / Police](#) “watch out for scams” (~~National Trading Standards/Police~~) publications as widely in the borough as possible.

## **2. Non-domestic violence with injury**

This is a new indicator for MOPAC and is recorded as allegations of grievous bodily harm, actual bodily harm, wounding, and assault with injury. We aim to address this through our commitment to tackling violence, vulnerability and exploitation in its general sense and this is explored in further detail in the next section.

The MOPAC Crime Dashboard<sup>8</sup> shows an increase in Common Assault offences in the last 12 months, which make up 9.5% of total notable offences. Offences are highest in five wards in the south and centre of the borough, namely; Greenhill, Harrow on the Hill, Roxbourne, Marlborough and Roxeth wards. Over 43% of Common Assault offences across the borough occur in these five wards.

## **3. Anti-Social Behaviour**

Anti-social behaviour covers a wide range of unacceptable activity that causes harm to an individual, to their community or to their environment. This could be an action by someone else that leaves a person feeling alarmed, harassed or distressed. It also includes fear of crime or concern for public safety, public disorder or public nuisance.

Examples of anti-social behaviour include:

- Nuisance, rowdy or inconsiderate neighbours
- Vandalism, graffiti and fly-posting
- Street drinking
- Environmental damage including littering, dumping of rubbish and abandonment of cars
- Prostitution related activity

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<sup>8</sup> <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/crime>

- Begging and vagrancy
- Fireworks misuse
- Inconsiderate or inappropriate use of vehicles

The police, local authorities and other community safety partner agencies, such as Fire & Rescue and social housing landlords ([which includes registered providers and the Council](#)), all have a responsibility to deal with anti-social behaviour and to help people who are suffering from it, [including resolving issues at the earliest point of an incident of ASB.-](#)

There has been an upward trend in incidents of Anti-Social Behaviour since summer 2016 with Harrow recording an 8.2% increase compared to the previous 12 month period, which currently ranks Harrow at 27<sup>th</sup> out of 33 boroughs within London.

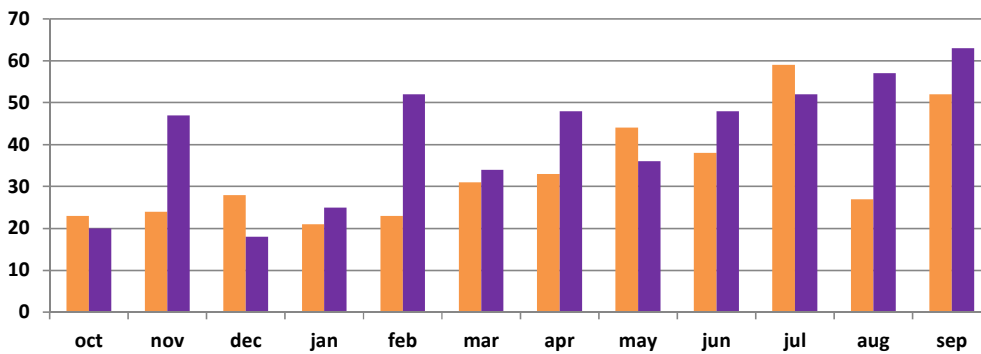


Figure 9 – Anti social behaviour incidents between October 2015 and September 2016 [as reflected in Police Crime data](#) compared to the previous year

Locations in the borough that have seen a considerable rise include Queensbury, Stanmore Park, and Belmont, with the peak months for anti-social behaviour incidents occurring in September, August, and February.

The Council's Community Safety Team is responsible for dealing with matters of Anti-Social Behaviour [with the exception of Council housing. The Community Safety Team arising in the Borough and](#) is responsible for investigating [all](#) complaints of ASB through to resolution using the appropriate tools and powers and through engagement with partners, [including the Council's Housing Team](#). In order to enhance our partnership between the Council and the Police, Police Officers sit with the Team to ensure sharing of information and a co-ordinated approach for the Borough. To ensure the protection of the community, the team remit includes elements of violence and vulnerability and the central focus of the

team is the victim and also supporting the community. Officers are also responsible for taking forward recommended actions outlined on the partnerships Risk Matrix, part of the Council's Anti-Social Behaviour Action Group (ASGAB), to support victims.

Currently the team has been acting as the Single Point of Contact for operational issues in relation to gangs and has been coordinating a partnership approach to dealing with gang related crime through monthly Gangs Multi Agency Partnership (GMAP) meetings, which has been set up in response to increasing violence from gangs on the borough and emerging risks of those exploited by gangs. The group meets on a monthly basis and bring together partners to add value to the enforcement options delivered by the police. GMAP is attended by key agencies, including Schools Officers who are represented by the Police Team, and the Youth Offending Team (YOT) who ~~are~~ provide an insight into the current interventions taking place which can influence decisions around enforcement options for young people. The Community Safety Team work with internal and external agencies to tackle matters of violence, vulnerability and exploitation through identification, education, disruption and enforcement. The aims are to:

- Provide first line support and act as primary co-ordinators and enforcers for matters of ASB, crime and disorder in the Borough in partnership with other Council partners and external agencies;
- Take the recommended action outlined on the Partnership Matrix to support the victim(s) as well as the appropriate course of action to tackle the perpetrator(s)
- Investigate all ASB complaints to resolution using the appropriate tools and powers and through engagement with partners, with the exception of Council housing. This includes the organisation of a series of meetings that are governed by set protocols that ultimately report to the Safer Harrow Board and the Home Office where necessary;
- Provide proactive reassurance and support in relation to ASB issues, to those who live, work and visit Harrow in partnership with relevant agencies
- Work closely with other Councils to share best practice in combatting crime and disorder, in line with Home Office guidance
- Support and protect vulnerable victims and manage risk in accordance to them, working closely with safeguarding units

Harrow Council will increase its co-operation with schools in order to develop a comprehensive awareness course, for students and other young people, which will explore

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the impact that engaging in anti-social behaviour and gang crime can have on a wide range of stakeholders including offenders, victims and the local community. The Council will also seek to introduce this in youth centres throughout the borough, so as to ensure that a number of young people are involved in programmes to raise awareness about the negative impacts of crime and anti-social behaviour and therefore deter them from participating in it. In order to deliver these sessions, the council will seek to work alongside voluntary sector partners whose activities involves addressing certain types of anti-social behaviour such as street drinking and substance misuse.

Comment [m2]: Amendment 1

The council will seek to extend the commissioning of Prospects who are an organisation which provide careers information and employment support to young people. This is so that they play an active role in the delivery of sessions on anti-social behaviour in youth groups and youth centres. As part of this process, the aim would be to support young people to investigate the impact that criminal records and convictions can have on future life chances, including any aspirations which the young person has. This in turn would increase the relevance and urgency of the message being conveyed regarding the negative effects of crime and hence, it is more likely that the young person would be deterred from committing criminal offences as a result.

Comment [m3]: Amendment 2

In addition to this, CCTV continues to play an instrumental role in making the borough safer. The Council works closely with the police in this area and delivers a 24/7/365 CCTV service. This has worked well and includes utilising direct video and radio links. The good work of the team has been recognised at a local and regional level.

Over recent months a MOPAC-led taskforce has been exploring opportunities to secure sustainable CCTV provision in London. This is in recognition of the challenging financial climate faced by local authorities, which are the primary funders of public space community safety CCTV. Harrow Council is one of the sites that the taskforce visited. The findings from the work of the taskforce will inform future approaches to CCTV. In addition, the council will continue to engage with the development of any regional strategy in this area.

#### *Services for offenders*

All local authorities have a significant role to play in reducing reoffending as well as tackling crime. This includes ensuring partners take account of the concerns of residents

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and businesses and understanding the health and wider needs of offenders. A number of partners are responsible for commissioning and providing a range of services that support the rehabilitation of offenders. Examples include community based and residential drug and alcohol treatment and recovery services, support with mental health needs, housing provision and benefits, social care services, and access to training, volunteering, education, and employment opportunities.

The Council continues to develop an effective working relationship with the National Probation Service a Community Rehabilitation Company through various panels, including the Integrated Offender Management (IOM) service. The IOM panel meets on a monthly basis providing an opportunity for the provision of intelligence sharing through a number of partners and uses of a range of enforcement powers to take action against offenders who choose not to engage with IOM services, and who continue to offend. Harrow Council plays an integral role in the strategic development and operational delivery of IOM in terms of securing partnership buy-in and resources for multi-disciplinary IOM teams and ensuring robust governance arrangements are in place to support delivery and ensure accountability.

## **High Harm Crime**

### **Violence, Vulnerability and Exploitation (VVE)**

This strategic objective for Harrow has been informed by the Ending Gang and Youth Violence Peer Review, which was commissioned by the Home Office in 2015. The Review found that Harrow is dealing with some of the highest risk young people, and recognised emerging issues of serious youth violence vulnerability and exploitation. Following the Peer Review, a Local Area Profile was commissioned which involved a one-day Local Area Assessment, giving us invaluable insight through interviews and focus groups with front-line practitioners to gather information, building a qualitative picture of the key issues and drivers around county lines with our neighbouring boroughs, gangs, youth violence and vulnerability. Additionally, one of the recommendations of the Peer Review was to develop a problem profile, which explores the risk factors that affect violence, vulnerability and exploitation and gain an in-depth understanding of the causes of gang membership. In identifying these issues, we hope to reduce the number of people drawn into gang membership through early intervention and equipping existing gang members with the support they need to exit a disruptive pathway. This will not only safeguard younger

siblings and family members who may be on the periphery of exploitation but also help to prevent gang culture becoming further embedded in Harrow.

Several partners have a role to play in dealing with all aspects of VVE in our strategic objectives and boroughs have received funding from MOPAC via the London Crime Prevention Fund (LCPF) in order to address key priorities related to crime reduction. We have worked with our voluntary and community sector (VCS) to design a range of interventions that have been proven to be successful in the borough and elsewhere, these are outlined in more detail further on. Our aim is that by working in partnership with the local VCS they will be able to leverage in additional funding and resource to support this agenda in addition to what the Council can provide.

#### 4. Youth violence and knife crime

We have seen an increase in the number of victims of knife crime within the borough and young people convicted of weapons offences has also risen. In 2016/17 36 young people were convicted of possession of an offensive weapon, compared to 28 young people in the previous year however, the number of first time entrants has decreased by 7.9% compared to the previous year; this is based on data collected by the Council's Youth Offending Team (YOT). The graph below shows how FTE has changed over the past six years.

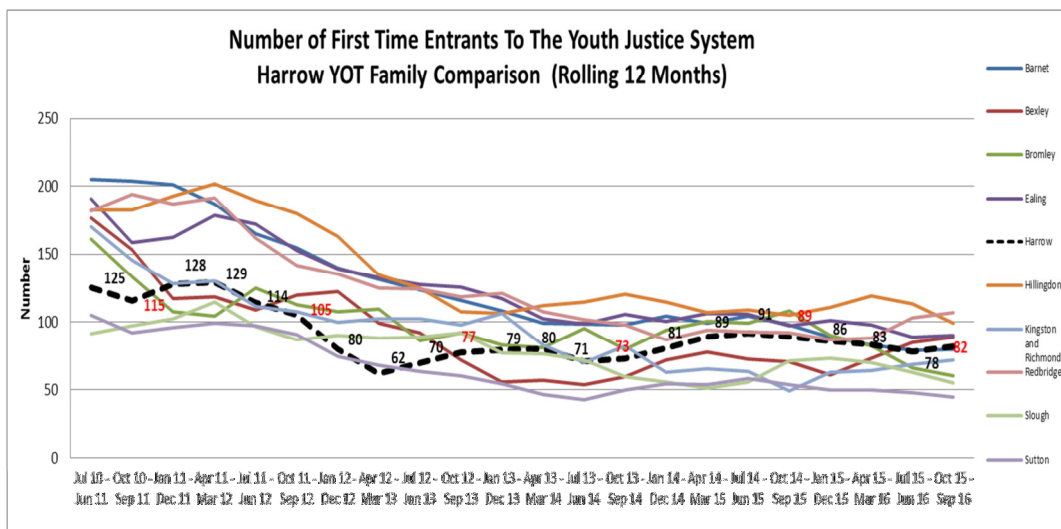


Figure 10 – Number of first time entrants to the Youth Justice System

In addition to this, the Triage service has been transferred to Harrow's YOT service which has meant a more streamlined approach to early intervention to address youth violence. During 2016/17 the YOT received 73 referrals, 68 of which went on to have a triage intervention. Overall; including those already with triage at the start of the year; the team delivered triage interventions to 83 young people. There were a total of 50 young people discharged from the triage programme in 2016/17 45 (90.0%) of whom completed the programme successfully.

However, assessments of young people by the YOT indicate that young people are carrying knives due to feeling unsafe and the majority of knives have been kitchen knives rather than "trophy" knives. Knife crime incidents made up a total of 281 offences in April 2015 to March 2016 in young people aged 0-25, this increased by 29% in the following year to 362 incidents between April 2016 to March 2017. The graph below shows the upward trend of knife related incidents in the borough:

■ Rolling year – Victims of Knife Crime with Injury (Under 25s)  
■ Trend line



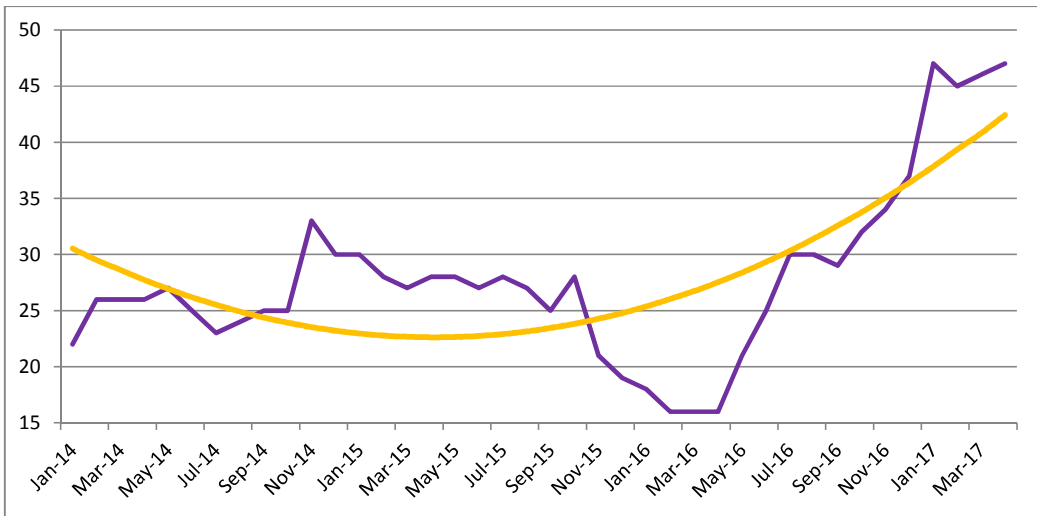


Figure 11 - Knife Crime with Injury (Under 25s) from October 2015 – April 2017, MOPAC Dashboard

Harrow has seen a particular rise in youth violence in the South Harrow and Rayners Lane area and in light of this increase, and in response to offences linked to knife crime and serious offences involving stabbings, the Council are developing a Youth Offer as part of the Early Support Offer and in conjunction with Youth Offending Team to directly address young people who are vulnerable to being either victims or perpetrators of such crime.

As many young people report that they carry knives on the basis that they feel unsafe and as a result, more activities which develop confidence and emotional resilience are required. The Council therefore will seek to increase the number of sessions which involve creative arts (including dance, drama, art, and music) in youth centres across the borough and will seek to work with voluntary and private sector organisations in order to design and subsequently deliver these sessions. This is because feelings of insecurity can be addressed by providing opportunities for self expression. Creative arts such as music, dance and drama offer a way of doing this. Furthermore, public speaking – which teaches debating skills – enables young people to investigate their views and challenge those of others so that they can become more inclined to develop opinions on the world around them. In this sense, it increases their confidence in expressing their ideas and so would help to tackle the sense of insecurity which results in some young people carrying knives.

Comment [m4]: Amendment 7

In addressing the issue of youth violence, the Council have been working with Ignite a well-known voluntary and community organisation, with a team of experienced youth workers, to recruit a full-time Gangs Worker for the Rayners Lane Estate and South

Harrow area. The programme is specifically aimed at working with young people connected to ~~the~~ known gangs in the area and those who are engaged in high levels of anti-social, violent and criminal behaviour.

This service aims to achieve a reduction in youth offending and gang-related behaviour, and support young people to disengage with and ultimately leave associated gangs. The Gangs Worker will work in close partnership with the Community Safety Team and attend monthly GMAP meetings to share intelligence and anecdotal insight. Outcomes will include reduced incidents of violent youth crime in Harrow and a reduction in children and young people 'coming to notice' by the police and young people demonstrating improved self-esteem, engagement, confidence and skills, helping them to make positive choices and increasing their aspirations and hope for the future. The programme will enable young people to demonstrate improved personal and social skills such as communication and emotional resilience.

Harrow Council will seek to work with the police and voluntary sector partners in order to introduce a gangs awareness course in youth centres across the borough as well as in wards where gang crime is a particular issue. Young people – particularly those who are vulnerable to crime – should be able to engage in workshops and consultations with youth workers and the police which explore the negative effects of gang crime and the impact that it can have on their personal development.

~~Connected to this, As~~ we believe that prevention and early intervention is better than cure, ~~and~~ we have therefore invested in a drama programme with Synergy Theatre. Synergy have a proven track record in working to rehabilitate ex-prisoners and have featured in the national press for their successful work in changing the attitudes and behaviours of participants and the audience. The production company will work in a select number of targeted schools where young people are at risk of entering the criminal justice system to help them discover alternative pathways and become an integral and meaningful part of society. Synergy have developed a ground breaking, interrelated programme of artistic work that seeks to build a bridge from prison to social reintegration, prevent young people from entering the criminal justice system, and inspire change by capturing the imagination and affecting the feelings, behaviours and attitudes of participants and public.

**Comment [m5]:** Amendment 10

Through the opportunities offered by this project, participants will be challenged to try new activities and learn new skills to overcome destructive patterns of thinking and behaviour.

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Many may discover untapped potential and talent and these achievements and skills gained can foster a more positive mode of behaviour and encourage re-engagement with education and increase future employability.

In addition to this programme YOT are seeking to add provision by delivering collaborative sessions across schools. YOT are currently working in partnership with Prospects whereby a workshop on the impact of having a criminal record on future life chances is delivered and this will be considered as part of the wider offer to schools.

Another programme called Street Doctors has been selected to assist Harrow Youth Service in addressing the rise in knife crime. Street Doctors is a group of 2<sup>nd</sup> year medical students who volunteer their time to work with young people who may come into contact with a stab victim. They work with multiple partners across London to help fund, facilitate and strengthen the delivery of pragmatic, life-saving first aid to young people at risk of youth violence in the city. The programme they deliver includes a minimum of 42 young people (potentially 6 per cohort) at risk of youth violence educated in each of two modules – ‘What to do when someone is bleeding’ (6 sessions) and ‘What to do when someone is unconscious’ (6 sessions). Those at risk are defined as any one of the following:

- Young people who have already received a conviction for violence or weapon carrying
- Young people who are deemed by other services as being at higher risk. Example services include: Youth Offending Institutes/ Teams, Pupil Referral Units, Specialist Charities, and Youth Clubs
- Young people living in areas where there is a high rate of violence

Young people who attend the Street Doctors course receive a certificate of attendance at the end of the programme. Once the course is complete the team share subsequent intelligence and analysis with key stakeholders. Discussions are also underway with the Beacon Centre which is located in Rayners Lane to host these sessions. We know from recent experience that this is a worthwhile venture as two young people known to the YOT who witnessed the aftermath of a stabbing were able to utilise their skills learned from these sessions and stop the bleeding of a victim.

The Council will seek to work alongside local employers and voluntary sector organisations in order to design – and subsequently implement – a work experience and skills based programme for vulnerable young people and those who are on the periphery of crime. In order to prevent young people from becoming involved in crime, it is imperative that they are able to engage in activities which increase their employability skills. This in turn increases the range of future career paths which they can access and thus instils a sense of aspiration. In the process, it is possible to combat the disillusionment which can diminish confidence and resilience and therefore act as a ‘pull’ factor towards gangs.

Comment [m6]: Amendment 6

In conjunction with these practical activities, the Youth Offer delivers a programme to help young people explore their current mind-set and consider ways of approaching different situations that they are faced with both in and out of school. The Youth Offer addresses a number of key factors which can lead young people into crime, such as social skills, cognitive deficits, self-esteem, emotional resilience, confidence building, and ensuring a strengths based model is adopted which moves away from a deficit model of working with the “problem”. The Mental Toughness programme works closely with young people aged 12 to 19 to help them drive positive and sustainable changes that will make a real difference to their attitude, mind-set and behaviour. The aims of the programme are to help them; not to fear failure; challenge stereotypes & ditch labels; be resilient to challenge; be confident to make mistakes.

The council commits to finding partners to introduce sessions across youth centres which teach a range of important life skills such as financial management and the establishment of bank accounts. The aim of this is to ensure that vulnerable young people and those on the periphery of crime are better prepared for later life. Therefore, they can emerge as more informed and well rounded citizens, as opposed to feeling alienated and potentially more likely to engage in gangs.

Comment [m7]: Amendment 8

The Council will explore the option of working with charities to include sessions which focus on victim empathy as part of its programme for youth centres. In order to prohibit involvement in crime, it is necessary to emphasise the negative effects that one’s behaviour could have on others as well as the community at large. This can enable young people to comprehend the suffering that crime can inflict and hence victim empathy is a deterrent to criminal activity.

Comment [m8]: Amendment 5

The Council are also engaged with a number of other partners, including Prospects, MIND, Watford Football Club employability programmes, and Xcite. All organisations are delivering sessions across the youth offer as a preventative strand but also a range of provision is available for those who may have offended through the YOT including a dedicated education worker. In addition, Children's Services have been in discussion with Ignite to look at ways in which to partner further and develop a more bespoke youth offer to the area which will include joint outreach/detached youth work, engagement events with young people in the South Harrow area and youth club sessions built on the feedback from young people as to what they want to see delivered. It is the intention that once a model of delivery is agreed and rolled out at the Beacon Centre, that this model is then replicated in other areas of Harrow where there is a need.

Work continues to extend the youth offer to other areas of the Borough including activities being run in partnership with Watford FC based at the Cedars Youth and Community Centre and plans to add youth services to the programme of activities from the Early Support Hub at the Pinner Centre.

Harrow Council will endeavour to introduce more ambitious and engaging after school activities in youth centres across the borough and therefore provide an area for young people to gather and participate in sessions which they enjoy. This is with the aim of reducing any interactions they may potentially have with gangs.

Comment [m9]: Amendment 9

Key to further developments around the Youth Offer is our partnership with Young Harrow Foundation, a not for profit youth organisation, who are assisting Harrow Early Support in developing an overarching youth strategy along with other partners within the private and voluntary sector.

Harrow Council will seek to increase the participation of vulnerable young people - and those who at risk of committing crime – in local community forums where they would be able to interact with a wide range of residents and therefore gain an understanding of their concerns and experiences regarding the area. This should aid efforts to prevent alienation which can lead to a lack of respect for the community and thus exacerbate the likelihood that a young person will engage in anti-social behaviour.

Comment [m10]: Amendment 4

The Council will also work with partners with the aim of introducing a volunteer-led mentoring programme for vulnerable young people and those who could become involved in crime which will be rolled out to youth centres across Harrow. The council will also seek to working with schools in order to develop - and subsequently deliver - mentoring programmes for students who are at risk of participating in crime.

In addition to this ~~Some~~ of Harrow's young people access services at St Mary's Hospital Emergency Department run by Red Thread, a collaborative youth charity, which provides youth intervention programmes to support and engage with victims of serious youth violence and exploitation.

Comment [m11]: Amendment 3

In providing a joint response to child sexual exploitation (CSE), missing children, and gang related activity, Harrow Children's Services took the steps to mobilise resources associated with Violence Vulnerability and Exploitation and create the Violence, Vulnerability and Exploitation (VVE) team in April 2016. The VVE Team has a CSE Coordinator, Missing Children/Runaways Family Support Worker and a Gangs worker in order to provide a joined up response to children and young people displaying vulnerabilities associated with these key risk areas. This work compliments the work being carried out by the Community Safety Team, informing and supporting intelligence shared at monthly Gangs Multi Agency Partnership meetings. The VVE team works in collaboration with key partners, including the Police, ~~Harrow Safeguarding Children's Board (HSCB)~~, Youth Offending Team and Education to provide a joint response to CSE, Missing Children and Gang related activity, as well as being involved in Channel and preventing extremism. The team also serves to develop key themes and trends, improve collective response through an informed understanding of the issues, which will feed into the development of the problem profile in respect of young people.

In November 2016 a Harrow led Violence, Vulnerability and Exploitation mapping exercise of approximately 40 known young people was undertaken involving professionals across the partnership including Harrow Children's Services, Police, Education, Housing, Community Safety Team, Helix Pupil Referral Unit (PRU), ~~HSCB~~ and Health. The ~~purpose aim~~ was to explore the links and key themes between the young people in respect of VVE indicators and vulnerabilities. The mapping exercise highlighted links and relationships involving missing young people, CSE, youth violence, suspected county lines drug trafficking and gang associations, primarily the development of a new- group/gang. The

Helix PRU was also becoming a prominent location where a key number of VVE young people were meeting and forming peer groups.

Due to a lack of youth centres in wards where gang crime and youth violence are prominent, it is increasingly difficult to intervene to support young people who are at risk of engaging in crime. Therefore, the council will seek to obtain external sources of finance (both in the form of grants from voluntary and private sector organisations and planning gain) in order to develop new youth centres in areas where youth crime is a prevalent issue. In addition, if developments are taking place in these areas, the council will seek to develop new youth centres as part of the process and may use any lobbying powers available to it in order to encourage community organisations and other partners to provide the necessary finance.

Comment [m12]: Amendment 11

### Case Study

In December 2016 a Multi-Agency Child Protection Strategy meeting was held involving approximately 35 multi-agency professionals across the partnership regarding a family address and location in the Roxbourne Ward, Harrow. The location was a recurring theme with young people associated with VVE. The concerns at the address included CSE, Missing young people, substance use and youth violence associated with the new 'Group/Gang.

The Police, with support of Children's Services and the Community Protection Team, were able to submit representations to Harrow court and obtain a Closure Order for 3 months covering period 10.12.16 – 4.3.17. (*ASB Crime & Police Act 2014 – Sect.80*). *Disorderly, offensive or criminal behaviour ...serious nuisance... disorder to members of the public.* The order ensured that only the named individuals residing at the address could be there prohibiting access to the premises to anyone else.

Effective partnership working with corporate and with key stakeholders led to successful disruption activity, safeguarding children missing from home and care and those at risk of Child Sexual Exploitation. The success of the disruption activity and reduced anti-social behaviour firmly rests with the strength of partnership working between Children's Services, Police, Community Safety and

Housing. Swift action on the part of everyone involved led to a reduction in criminality and children being safeguarded.

Over the next two years the Council will also invest in a programme aimed at generating a cultural shift within schools on the issue of sexual assault, CSE, and digital exploitation violence, and promote a culture of awareness.

We know that young women in Harrow, particularly from the Black, Asian and Minority Ethnic communities (BAME), are disproportionately affected by crimes of sexual assault in schools, and Child Sexual and Digital Exploitation. A report by the Government's Women and Equalities Committee released on 13 September 2016 shows that sexual harassment and sexual violence in schools are widespread nationally. Testimonials from young women and girls affected suggest that schools are failing to deal effectively with the problem. A new programme aimed at early intervention and prevention will be delivered by Wish, a charity supporting young people into recovery from self harm, violence, abuse and neglect. Wish will work in close partnership with the Harrow Violence Vulnerabilities and Exploitation team, to deliver an Outreach and Support service to young people within identified schools and/or "hotspot" areas in Harrow. Working within clearly identified strategic goals agreed across multi-agency partnerships such as the local authority, police, health and other key agencies like probation and youth offending, information and intelligence will be shared to fully understand the local patterns of child sexual exploitation and peer related sexual violence, to disrupt and deter perpetrators and to identify, help and protect children. Raising awareness across the community is crucial, and the service will work with children to develop materials to support other children to understand the risks and issues. Schools will be supported to deliver appropriate responses to young people on the issues, and to tackle incidents such as sexual assault in appropriate ways.

This project aims to narrow the vulnerability gap by increasing targeted interventions in schools where a high percentage of sexual assault and digital exploitation incidents are known and through a whole school approach will generate a strong counter culture of challenge and change to tackle and prevent violence, vulnerability and exploitation.

### **Female Genital Mutilation (FGM)**

Female genital mutilation (FGM) refers to procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons. FGM is a criminal offence – it is

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child abuse and a form of violence against women and girls, and has been illegal in the UK since 1985, with the law being strengthened in 2003 to prevent girls travelling from the UK and undergoing FGM abroad<sup>9</sup>. FGM is a procedure where the female genital organs are injured or changed and there is no medical reason for this. It is frequently a very traumatic and violent act for victims and can cause harm in many ways the practice can cause severe pain and there may be immediate and/or long-term health consequences, including mental health problems, difficulties in child birth, causing danger to the child and mother and/or death. The age at which FGM is carried out varies enormously according to the community. The procedure may be carried out shortly after birth, during childhood or adolescence, just before marriage or during a woman's first pregnancy.

Between April 2015 and March 2016, 70 women or girls (i.e. under 18) in Harrow were identified as having had FGM at some point in their lives<sup>10</sup>. Compared to the rest of the local authorities in England, Harrow ranks joint 27<sup>th</sup> highest and joint 19<sup>th</sup> highest in London. The highest numbers identified were seen in Birmingham, Bristol and Brent. These small numbers do not allow us to divide the cases into those aged under or over 18. The recording of age at which FGM took place is very poorly recorded and so it is not currently possible to say how many are recent cases, or indeed, if any of them are.

Harrow ranks 4<sup>th</sup> highest nationally in the rate of hospital, clinical, or GP attendances for women or girls with FGM, i.e. the number of contacts with the health services that any woman previously or concurrently identified as having FGM. We do not have data on the reasons for these attendances. Some/most are certainly maternity cases and will be receiving a number of antenatal attendances while others may be having treatment for their FGM and other attendances could be completely unrelated to their FGM. What is clear is that the number of attendances in Harrow is 6 times the number of cases compared to 3 times the cases in Brent, who use the same hospital Trust, and between 1 and 2 times elsewhere. Due to poor quality data it is impossible to ascertain the reasons behind this at this time.

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<sup>9</sup> Under section 1(1) of the Female Genital Mutilation Act 2003, a person is guilty of an offence if they excise, infibulate or otherwise mutilate the whole or any part of a girl's labia majora, labia minora or clitoris. Section 6(1) of the 2003 Act provides that the term "girl" includes "woman" so the offences in section 1 to 3 apply to victims of any age.

<sup>10</sup> The number of newly recorded cases has been rounded to the closest 5 to prevent disclosure.

North West London Healthcare Trust safeguarding nurses have ensured that questions about FGM are routinely asked as part of the Trust's safeguarding policy. These questions are asked regardless of whether the child or mother are attending accident and emergency, paediatrics, maternity or a surgical ward. Since the introduction of mandatory reporting for certain professions, combined with the local awareness raising activity, referral figures are increasing. Referral figures to the MASH have risen from an average of 3-4 per year prior to 2015 to 14 in 2015-6. While most of these cases were children identified as potentially "at risk" of FGM, one case was of a young woman who had already had FGM. This case was investigated and it was established that she had undergone FGM prior to arriving in the UK.

The Harrow Domestic and Sexual Violence Forum has identified FGM as a priority area. In line with this, a series of posters and communication plan have been produced to raise the profile of this critical issue. They were distributed throughout the Borough at 26 on street sites and in council publications, with the design options distributed to local sites for display at their discretion. In addition to this, the Harrow Local Children's Safeguarding Board (LSCB) ran briefings for staff on the new duties and to reinforce understanding about the harmful initial and long term effects of FGM. Harrow has two safeguarding health professionals who lead on FGM based at Northwick Park Hospital within London North West Healthcare Trust (LNWHT). They provide training, advice, and support to health professionals within the hospital community; to other health providers such as the mental health trust; and to safeguarding leads based in general practice settings. This increased awareness has improved the quality and timeliness of GP referrals and their action plans. In turn, ~~the~~ GPs [have reported](#) that responses from MASH have improved so they know what is happening with their patients.

As part of the [HSBCHSCB](#), colleagues in Public Health have FORWARD trained FGM trainers who deliver a cross agency session as part of our race, culture, faith and diversity implications for safeguarding children effectively course. These trainers work as part of our voluntary community and faith child safeguarding engagement.

### Case Study

Schools in Harrow have been working with NSPCC and FORWARD on FGM. Norbury School is the leading primary school in the NSPCC Talk PANTS programme and lead in Female Genital Mutilation education, working alongside the Azure Project with the

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Metropolitan Police. The school had six months of regular meetings with stakeholders including health services, children's services, their parent group, the voluntary sector, the police, cluster schools and charities to understand the facts, the various educational approaches, training and engagement with communities. Following these meetings the school created their own FGM lesson plans, resources and approaches which they were shared with their stakeholders and modified as required. All Year 5 & 6 pupils' parents met the school and reviewed the resources before the lessons were piloted and INSETs were held for their staff, governors and parents. Under the slogan My Body My Rules, Norbury has specific FGM lessons from year 3-year 6. Norbury School has also delivered CPD Online seminar lessons and has participated in three conferences, a radio programme and has developed a video. They are also a case study championed by the Home Office and have shared the approach and learning with other schools. Their role in raising awareness of FGM has also been recognised by the United Nation, within the Big Bro Movement.

A number of lesson plans are being created in Harrow schools and colleges, in partnership with their community, under the support and guidance of Norbury Primary School. Norbury is also working with older students from a high school to train as providers in lessons. As local education champions on FGM, Norbury has developed the lesson plans for PANTS from Nursery through to year 6. Norbury has trained and facilitated assemblies, seminar lessons and taught across 10 different boroughs in London. Norbury is now a facilitator for a national training provider speaking at Conferences in Bristol, Manchester and London.

In addition to this, Harrow High School met with KS3 parents to share Harrow High's Talk PANTS and FGM vision with the plan to deliver lessons. Elmgrove has received staff training and is working with Community Ambassadors to deliver Talk PANTS/FGM lessons. Grange has completely adopted the programme working with Norbury on a weekly basis in the Autumn Term. HASVO (Harrow Association of Somali Voluntary Organisations) are working with Rooks Heath School to support the FGM agenda and developing an FGM film. Harrow College has included FGM awareness in its health fair.

### **Domestic and Sexual Violence**

Domestic violence and abuse is any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The

abuse can encompass, but is not limited to psychological, physical, sexual, financial and/or emotional abuse<sup>11</sup>.

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour. Coercive control is an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

Since the publication of our [last](#) Domestic and Sexual Violence Strategy, the legislative and policy context has developed considerably. We see this is a positive step. A range of new legislative measures have been introduced including specific offences of stalking, forced marriage, failure to protect from Female Genital Mutilation (FGM), and revenge pornography, as well as a new definition of domestic abuse which includes young people aged 16 to 17 and “coercive control”. Other key legislative developments include the introduction of the Modern Slavery Act (2015), the rolling out of Domestic Violence Protection Orders (DVPOs) and the Domestic Violence Disclosure Scheme (DVDS), the introduction of FGM Protection Orders and an FGM mandatory reporting duty, and enhanced measures to manage sex offenders and those who pose a risk of sexual harm.

The Government has also released a national strategy, Ending Violence Against Women and Girls 2016-20. This refreshes the first UK national VAWG Strategy launched in 2010. The strategy retains the framework of Prevention, Provision of services, Partnership working and Pursuing perpetrators. In addition to this, the London Mayor has launched five new priorities for London as part of the Police and Crime Plan, and this includes a priority to tackle violence against women and girls, putting this issue right at the top of the political agenda.

There is a general acceptance that cases of domestic abuse are under reported, and the new laws around coercive control have not resulted in many convictions to date. There have been four reports to Police in Harrow over the past year, and none have resulted in further action being taken.

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<sup>11</sup> [It must be noted that a young person is still a child in law up to the age of 18, for example if abuse is experienced from a family member then child protection procedures must be followed rather than domestic abuse. Domestic abuse however, is relevant for peer on peer relationships.](#)

There has been a clear increase in recorded domestic offences in London. In the year [up](#) to December 2016 there were over 149,000 incidents, which was an increase of 3.0% compared to the previous year. In December 2012 there were 118,013 incidents, which has increased year on year. Barking and Dagenham has the highest recorded rate of domestic abuse in London, with 26 incidents per 1,000 population as of December 2016. In Harrow the rate was 12 as of December 2016, with only Richmond upon Thames and Kensington and Chelsea having lower incident levels (11 recorded incidents per 1,000 population).

There are challenges in capturing an accurate picture of the levels of domestic and sexual violence in Harrow, including under-reporting by victims, inconsistencies in approach to data collection across services, Home Office changes to the way MPS police forces record domestic violence offences and the hidden nature of this type of violence and associated stigma. Therefore, whilst the data we have collected enables us to look at general trends, we suspect that the true levels of domestic violence in the borough are likely to be higher.

In Harrow, the local Community Independent Domestic Violence Advocates (IDVAs) are now receiving an average of 93 referrals per quarter. This is set against 81 referrals per quarter for 2015/16 and 30 per quarter for 2014/15. The IDVA based in the MASH (Multi Agency Safeguarding Hub) is receiving an average of 30 referrals per quarter, slightly down on last year's peak of 35, but against just 18 referrals per quarter in 2014/15.

The local Multi Agency Risk Assessment Conference (MARAC), which deals with the highest level of domestic abuse cases, has considered an average of 16 cases each month; this number has remained largely consistent for the past two years (18 cases per month in 2015/16 and 19 cases per month in 2014/15). This may well reflect that the MARAC referral process is well embedded into local organisations and working well.

In terms of the national Troubled Families agenda, locally referred to as "Together with Families", 314 out of 718 eligible and verified families on this programme in Harrow have domestic violence recorded as one of the criteria; which is 43.7%.

This local data clearly demonstrates that the Harrow Domestic and Sexual Violence Strategy, and the hard work of the local authority and partner organisations, has been successful in terms of raising the profile of domestic violence services; educating the local

community around how to access the available services; and ultimately, increasing our referral rates and therefore being able to provide an intervention, help and support to more local victims of domestic and sexual violence.

We need to better understand domestic violence in our local community, and will work jointly with our strategic partners to ensure access to high quality intelligence to map the nature of domestic violence in Harrow. In addition, we propose to work with local communities, partners and all stakeholders, to increase the number of crime reports, and in particular raising awareness of coercive control as a form of domestic violence.

Harrow has invested £552,000 over two years in domestic and sexual violence services through a contract with Hestia. Through this we have provided a six unit refuge for women and children fleeing domestic abuse; practical and emotional support, advice and advocacy to victims and their children on matters including housing, welfare benefits, legal options, health, education, training and childcare; and Independent Domestic Violence Advocate (IDVA) provision.

The big success over the past year has been the successful delivery of Harrow Couple's Domestic Violence Programme, where Harrow Children's Services partnered with the renowned Tavistock Relationships to deliver a feasibility project trialling a 'mentalisation' based couple's therapy approach to intervention with couples who are parents of one or more Children in Need, and where there is situational violence between the partners. The aim of the pilot was to assess whether the intervention helps alleviate the incidence of violence, improves the couple's relationship, and improves outcomes for children. This was the first time a programme like this has been used in a domestic violence context and so was ground breaking; it was a small pilot and it indicated proof of concept as well as offering a promising potential intervention in a field where there is very little research on what works for couples experiencing domestic violence and abuse.

The results of the programme indicated that it is possible to deliver a couple therapy intervention to carefully assessed and selected parents with a history of domestic violence safely and productively. Couples referred to the project had a total of 67 police call outs (average of 6.1, range 1 - 24) and 41 contacts (average of 3.7, range 1 - 11) with Children's Services prior to starting the intervention (each police call out is calculated at £477). Working with the couples together led to no further incidents of domestic violence being recorded to date. A post-intervention review by Harrow Children's Services in

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October 2016 showed that there had been no new incidents involving the Police or referrals to Children's Services for any of the 11 couples in the project.

The improvements can also be demonstrated through the reduced need for statutory social care interventions. Four couples who had been on Child Protection Plans were stepped down to Child in Need Plans; two couples whose children had been on Child in Need Plans improved and their cases were closed; four couples remain on Child in Need Plans (partly because there are other concerns, for example about a parent's mental health or accommodation issues); one couple was not on a Plan.

Qualitative reports from interviews with the couples showed how much they valued the intervention and how much it helped change the interactions in their relationships, and, in some cases at least, had a beneficial knock-on effect on their children, who were happier and more able to function at school. Partners reported not arguing as much or as heatedly and being able to cool things down between them when they did begin to argue. They talked about being able to keep their children in mind and being better parents. Eight out of eleven partners said they would seek the same kind of help again, and one had recommended it to a friend. Officers have now successfully secured funding from the Department of Education to extend the programme for another year.

### Case Study

This case summarises the advice and support provided to a low/medium risk victim of domestic abuse during a two year period within the Harrow Floating Support Service.

The client's past experiences of domestic abuse within the former abusive relationship include physical abuse, intimidating/threatening behaviours, emotional abuse, controlling and/or coercive behaviour, verbal abuse, sexual abuse including rape and financial abuse. The provision of advice and support to the client has ensured on-going safety planning and review of relevant risk factors attributable to the former partner's abusive behaviour. In addition to safeguarding, the client was provided with support in gaining legal remedies (referral to immigration lawyer and family lawyer who applied for a Non Molestation Order and Child Arrangement Order), alleviating her housing situation (referral to housing service and support in applying for JSA and housing benefit), extending her support networks, assisting with her finances and budgeting and work (pursued an Employer User Programme within the NHS (Mental Health Service) and through this programme, the

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client secured part-time employment), and empowerment and self-esteem in her moving-on/recovery process towards leading an independent and safe life.

'The Floating Support Worker has accompanied me to the Police station on a number of occasions and she has also accompanied me to a Parent-Teacher meeting in relation to my child; her presence has made me feel safer and more confident. The Floating Support Worker has since the beginning of my case focused a lot on how I can increase my self-esteem, self-worth and sense of empowerment in my moving-on/recovery process in particular when I interact with my former partner during handovers and when we need to communicate by email. During this process I have gradually strengthened my emotional resilience and my ability to detach from my former partner's abusive behaviour on a mental and emotional level which has proved vital as I need to meet him face to face during handovers. I have learnt that I cannot give my power and control away to my former partner and that I cannot stop him from exercising these forms of abuse against me. Instead I am slowly starting to understand that by detaching myself from my former partner on a mental, emotional and psychological level, I can reclaim power and control in my own life and chose how to respond to his abusive behaviour by not allowing it to affect me on a deeper level. This is a process however I have a greater belief in myself that I can do it'.

The Floating Support Worker has empowered me to take charge of the situation and it has made me realise that I have the right to assert boundaries and that my former partner can only stop me from exercising my independence if I allow him to. I feel that this is still a learning process and the Floating Support Worker has played a big part in lifting me up and supporting me to believe in myself and my potential to be able to move forwards in my life. In this context, I feel that the provision of emotional support and focus on increasing self-esteem and independence has had a significant and positive impact on my wellbeing and moving-on/recovery process. There is a safety plan in place which I a mindful of and I feel safer now compared to before when I was not supported by the Harrow IDVA or Harrow Floating Support Service'.

In 2014 we published our Domestic and Sexual Violence Strategy and over the past four years, this has enabled us to make real progress in delivering an integrated approach to tackling domestic violence across Harrow. We are proud to have made this a priority for the Council and provided additional investment to enhance our service offer. Despite our achievements, domestic violence still exists, and its prevalence remains too high and so we still have work to do.



One of the [Domestic and Sexual Violence](#) Strategy Group's priorities for 2016/17 was signing up to the UK SAYS NO MORE campaign. UK SAYS NO MORE is a national campaign to raise awareness to end domestic violence and sexual assault and is a unifying symbol and campaign to raise public awareness and engage bystanders around ending domestic violence and sexual assault. We were very proud to be the first local authority partner and will continue to support the campaign over the coming year.

Over the life of the strategy, there has been a marked increase in referrals received into our services. This can be attributed to a number of factors, including the increased investment the Council has made; the fact that it has been a priority for the Administration and therefore has been subject of a long running communications campaign; and the profile of domestic violence having been raised significantly, through changes in legislation, national campaigns and high profile media cases.

We now make a renewed commitment through this strategy on behalf of all of the members of the Safer Harrow Partnership, to prioritise tackling domestic violence through a closer working and will now be integrated into the overall Community Safety and VVE Strategy. We commit to aligning budgets across the partnership, where possible, to make the best use of available resources in challenging financial times, to funding high quality provision, and to putting victims, and those affected, at the forefront of our work.

We recognise that some sectors of society can experience multiple forms of discrimination and disadvantage, or additional barriers to accessing support. These include victims from Black, Asian and Minority Ethnic (BAME) communities, lesbian, gay, bisexual and transgender (LGB&T), older people, disabled people, those with insecure immigration status and men. We are committed to ensuring that our approach takes into account the differing needs of victims, and the wider needs of our communities. In particular we recognise that adults in need of care/support are often at risk of domestic violence and abuse. A recent deep dive by the Safeguarding Adults Team showed that 33% (171 cases) of all safeguarding adults enquiries taken forward in 2016/17 had an element of domestic violence and abuse, and older people were the most "at risk group" (45%) followed by mental health users (42%). The Harrow Safeguarding Adults Board (HSAB) has agreed that training and ~~awareness~~-raising [awareness](#) should be targeted to agencies where no/low referrals have been generated, this will also include a greater focus on the

multi-agency training programme for safeguarding adults in relation to this domestic violence and abuse.

The Safer Harrow and Harrow Domestic and Sexual Violence Forum also aim to secure funding to continue current provision of domestic violence services for 2018/19. This will demand a true partnership approach with all avenues being considered. It is also proposed that a business case be developed to ascertain the options around potentially commissioning or developing a perpetrator programme locally. In addition, we would aim to future proof the Harrow Couples Domestic Violence Programme, to ensure that we can continue to provide this vital, ground breaking service, [this would include exploring advances in technology which support the management of perpetrators.](#) Perpetrator programmes aim to help people who have been abusive towards their partners or ex-partners change their behaviour and develop respectful, non abusive relationships. Taking part in a perpetrator programme can make a real difference to the lives of those involved, including children who have been affected. The Harrow Domestic Violence Forum and Strategy Group have long called for a perpetrator programme to be provided more widely in Harrow (it is currently spot purchased by Children's Services on a case by case basis).

### **Drug and alcohol misuse**

Our strategic objective for drug and alcohol misuse lie around the need to ensure there is a continuity of treatment from prison to community. There is evidenced correlation between the commission of acquisitive crimes such as burglary and the misuse of Class A drugs, especially crack cocaine and heroin. Most prisoners recovering from drug or alcohol addiction will continue to require treatment after they leave prison and there is also a greater risk of drug-related deaths in the few weeks after release. It is also crucial to attack both the supply and demand for drugs, while ensuring addicts are given the best possible help to recover and necessary for those prisoners and their families who are faced with the destructive consequences of addiction. It is [essential](#) ~~also necessary~~ for local people who become victims of preventable crimes every year at the hands of those desperately trying to pay for their drug and/or alcohol habits and reinforces our commitment to helping the most vulnerable.

The Harrow Substance Misuse Service is tailored for both young people and adults. The role of specialist substance misuse services is to support young people and adults to

address their alcohol and drug use, reduce the harm caused by it and prevent it from becoming a greater problem.

Harrow Young People’s Substance Misuse Service (YPSMS) is provided by Compass who delivers a well-developed care pathway and range of early, targeted and specialist interventions that have been further developed throughout the year to increase Service User engagement including a Young People’s Service User Group. Compass’s co-location continues within the Youth Offending Team (YOT) to respond to youth cautions, youth conditional cautions and court orders in partnership with the YOT and the Police. The Compass Service Manager is a member of the Youth Offending Board and the Service has recently developed closer joint working arrangements at A&E to identify young people attending A&E with drug and /or alcohol related conditions.

There has been a significant increase in referrals from universal and alternative education between 15/16 Q3 and 16/17 Q3 with referrals from YOT remaining consistent. In 16/17 Q3 there were more referrals from education than from YOT which reflects the changing national picture. The Young people’s statistics from the National Drug Treatment Monitoring System (NDTMS) recent report highlighted that nationally, it is the first year of reporting that referrals from education services have exceeded referrals from youth/criminal justice sources.

The number of young people receiving drug and alcohol treatment intervention has also increased and this is a reflection of the increased engagement and co-locations of Harrow’s Young People’s Substance Misuse Service across the borough.

Harrow Young People’s Substance Misuse Service	Q3 15-16	Q4 16-16	Q1 16-17	Q2 17-17	Q3 16-17
Numbers in Treatment	72	78	89	83	90

During 2016/17 (information up until Q3) 48% of young people exiting treatment were drug free and 26% exiting treatment had reduced use. Compass has continued to undertake workforce development of multi-agency practitioners working with young people at risk of offending and offenders to enable early identification of substance use and to be able to deliver brief interventions.

## Case Study

Compass's first contact with a young person was in June 2016 when they were given 'Triage' by the Police for a possession of cannabis offence. The young person was required to complete statutory appointments with the YOT and Compass. Prior to their assessment with Compass, the young person had been using cannabis (on average) twice per month had a sibling in prison for a serious offence, a history of gang affiliation, anger issues and a complex family relationship. The young person (who had been using cannabis as a coping mechanism to deal with these issues) engaged well with the YOT who, as part of the process communicated with the police to inform them the young person had successfully completed their YOT programme. Once the sessions were completed with the YOT, the young person was given the option by Compass to continue to work with them on a voluntary basis which was accepted. ~~The young and they~~ person appreciated the safe place they were given to talk and throughout their engagement and attendance was exemplary. The young person also reported during their Compass engagement that they only used cannabis on 2 occasions from their assessment with Compass to discharge (period of engagement lasting 9 months).

To encourage positive activities, Compass also visited a gym with the young person that they were interested in joining and also attended their school (with their permission) to complete some three-way work with the staff. In addition, Compass also completed some of their sessions at the school so this did not impinge of after school studies/activities. In planning discharge, Compass made arrangements with the school for the young person to have access to a staff member for regular support sessions/counselling so they did not lose a safe place to talk. ~~The~~ young person was discharged from Compass in March 2017 with no evident of reoffending during their time of engagement.

Compass have also recently been awarded a two-year grant which aims to provide preventative interventions to support young people at risk of becoming involved in the supply of illicit substances and build resilience in young people to recognise the signs of dealer grooming. This project will work with young people to help them build resilience so that they are able to spot the signs of dealer grooming and are able to choose not to supply substances, and to reduce the harm that supply of substances does to individuals,

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families and communities by supporting them to exit this lifestyle. It also seeks to reduce the numbers of young people choosing to or being coerced into supplying substances; by measuring the number of young people referred to the drug and alcohol service regarding preventative work using local public health data.

Compass will deliver focused early interventions to young people involved in the supply of illicit substances in the form of Cognitive Behaviour Therapy (CBT) based 1-1 sessions, and delivering targeted preventative interventions to support young people who are risk of becoming involved in the supply of illegal substances via psycho-educational 1-1 and group sessions. In addition to this, the project will roll out universal awareness sessions in schools via assemblies and tutor groups to help build young people's resilience against offending. Compass will build on its close working relationships with Harrow Council and specific agencies, including MACE, MARAC, YOT, CSE and Northwick Park paediatric A&E to deliver this programme.

The chart below shows Substance Misuse Service users by age during October 2015 to September 2016. The highest numbers of users of the Service are aged 35-39 and interestingly, where there is a high proportion of young people aged 15-19 years old entering the service, this drops dramatically young people aged 20-24, which could indicate a potential gap in services for young people transitioning to adult services. To reduce the risk of 'cliff edge' of support between Young People's and Adult Services, the age range for access to Harrow's Young People's Substance Misuse Service has been extended to 24 years.

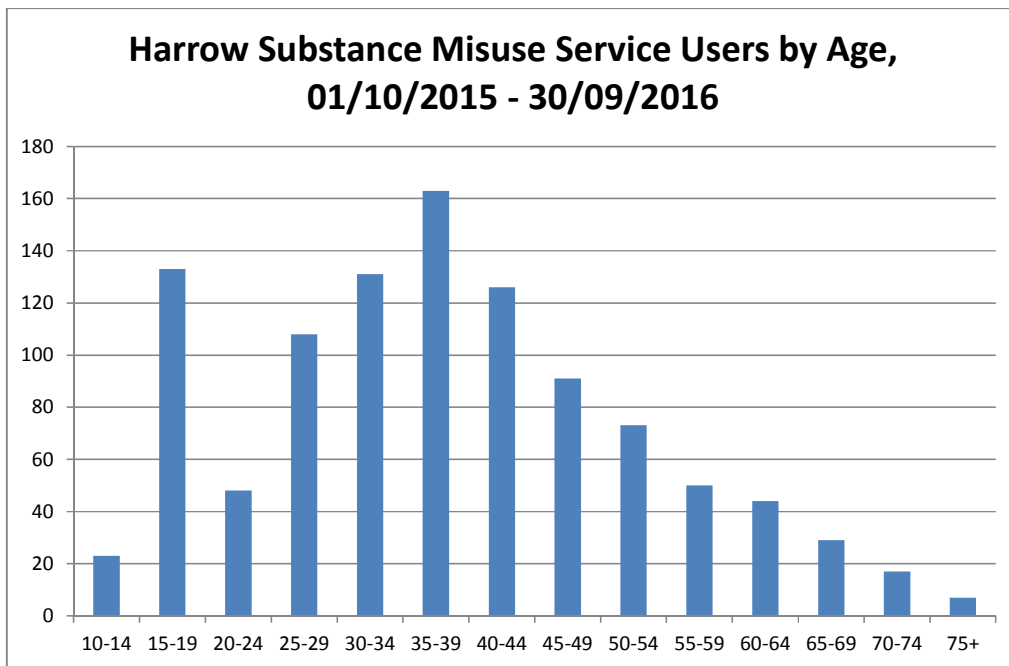


Figure 11 - Harrow Substance Misuse Service Users by Age, October 2015 – September 2016

The Harrow Adult Substance Misuse Service is delivered by Westminster Drug Project (WDP) who have a strong partnership and satellite provision with their Criminal Justice System partners by joint working and co-location with Police, Probation (National Probation Service and the Community Rehabilitation Company and at Court where Drug Rehabilitation Requirements and Alcohol Treatment Reports are delivered. WDP are co-located in Custody three mornings a week to undertake assessments and offer seven slots a week for required assessment appointments and all individuals that commit a “trigger offence” such as burglary, shoplifting and common assault are target tested. If positive for cocaine/heroin they will be required to come and see WDP for an assessment and also a follow up appointment to support them into treatment. There is also continuation of the local drug testing on arrest (DTOA) initiative implemented in 2012 in partnership with the Metropolitan Police and continuation of the prison link/community resettlement pathway for substance-misusing prisoners with Integrated Offender Management (IOM). The presence of WDP staff in Custody also provides support to Custody officers in what to look out for in terms of an individual experiencing withdrawal of alcohol and / or opiates). WDP staff working in custody have MET clearance so they can undertake “cell sweeps” and deliver Identification and Brief Advice on alcohol (‘IBA’) which is a brief intervention approach and is aimed at identifying increasing risk drinkers.

The number of adults assessed in a Criminal Justice System (CJS) setting has remained consistent, although there was a sharp rise in referrals during 16/17 Q2. However there is still opportunity and on-going joint work between WDP and Police Custody to increase referrals and improve the rate of individuals being referred to and accessing treatment. A number of individuals coming through Police Custody reported themselves to be recreational users. Whilst numbers of individuals assessed in a CJS setting were lower in 16/17 Q3 than 16/17 Q2, the conversion rate into treatment was higher at 61% from 56%.

The number of individuals on Court ordered Drug Rehabilitation Requirements has increased over the past 12 months with an increase in treatment starts in 15/16 Q3 and the number of individuals on Court ordered Alcohol Treatment Requirements plus treatment starts have also increased.

The new Public Health Outcome Framework (PHOF) indicator 2.16 supports a priority under the National Partnership Agreement between NHS England, National Offender Management Service (NOMS) and Public Health England (PHE) to strengthen integration of services and continuity of care between custody and the community. Prisoners will need to be supported to engage in community treatment within three weeks of their release. The recent PHOF 2.16 activity shows the rate of successful transfer from prison to community treatment in Harrow is lower than the national average and represents a lost opportunity to potentially engage people who had been in treatment while in prison.

WDP have recently been awarded a two-year grant to provide a Prison Link Worker. Although a particularly difficult cohort to engage there is a great deal that can be undertaken to improve outcomes in this area and the Prison Link Worker will work with the prison's CARAT (Counselling, Assessment, Referral, Advice and Through-care) team to identify substance misusers within prisons. Links will be reinforced with key individuals within prisons and robust referral pathways implemented to ensure that all offenders are offered an appointment on release and where appropriate can be assessed within prison before their release. The Prison Link Worker will be co-located at NPs and CRC and other appropriate criminal justice settings including but not limited to prisons themselves.

Increased involvement of Harrow Substance Misuse Service with the CRC and NPS via a new Prison Link Worker will help make the critical phase of transition more likely to succeed and support the engagement of drug and alcohol misusing offenders into

effective treatment with the objective of reducing drug and/or alcohol-related crimes and anti-social behaviour.

Despite high abstinence levels, partly due to the ethnic and religious breakdown of the borough it is estimated that 50,000 people in Harrow are drinking at hazardous and harmful levels and 1,607 people have an alcohol dependence requiring treatment<sup>12</sup>. We are committed to addressing the cause of alcohol misuse. Those drinkers who are drinking at any elevated level of risk will benefit from accurate identification and advice from their professional and the evidence base for the effectiveness of IBA is strong. The World Health Organisation and the Department of Health have both acknowledged over 50 peer reviewed academic studies that demonstrate IBA is both effective and cost effective in reducing the risks associated with drinking. On average, 1 in 8 drinkers who receive this type of support from a health care professional will reduce their drinking to the lower-risk levels<sup>13</sup>. However, this may be an underestimation of the benefits as some may reduce their drinking but not to lower-risk levels.

WDP is currently delivering IBA [training](#) across the borough and supporting Harrow stakeholders in the shared objective to improve the wellbeing and quality of life of residents. IBA training is currently being offered to frontline staff including Custody and Neighbourhood Police, Domestic Violence Agencies, Children and Family Services (including supporting family members to respond to change resistant drinkers, making family members more aware of barriers to change, harm reduction and impact of physical effects) to improve engagement with individuals who may not normally access a Drug and Alcohol Service.

The Council helps support the responsible retailing of alcohol through its' statutory duties under the Licensing Act 2003, which includes preventing crime and disorder arising from alcohol-licensed premises. In 2016 it launched the Best Bar None accreditation scheme for pubs and bars with the police, Harrow Town Centre Business Improvement District and the private sector, in which thirteen premises participated. The Council's plan is to increase the number and type of premises taking part in Best Bar None year-on-year.

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<sup>12</sup> Estimates of Alcohol Dependence in England based on APMS 2014, including Estimates of Children Living in a Household with an Adult with Alcohol Dependence Prevalence. Trends, and Amenability to Treatment - Public Health England, March 2017

<sup>13</sup> Moyer, A., Finney, J., Swearingen, C. and Vergun, P. (2002) Brief Interventions for alcohol problems: a meta-analytic review of controlled investigations in treatment-seeking and non-treatment seeking populations, *Addiction*, 97, 279-292.



In 2017 the Council's licensing team conducted on-street surveys in Burnt Oak Broadway and Sudbury which confirmed that on-street drinking was perceived as a concern for local residents of both sexes and across different ages and ethnic backgrounds. The licensing team will work with the police and Trading Standards to introduce Neighbourhood Watch-style schemes with off-licences in Wealdstone, Burnt Oak Broadway, Sudbury Town and potentially Northolt Road to promote responsible alcohol retailing, information-sharing and reduce on-street drinking.

### **Extremism and hate crime**

The Counter Terrorism and Security Act (2015) placed a duty on specified authorities to have due regard to the need to prevent people from being drawn into terrorism. Authorities subject to the provisions must have regard to the Prevent Duty Guidance when carrying out the duty.

Specified authorities include:

- Local authorities
- Higher/further education
- Schools and registered child care providers
- The health sector
- Prisons and probation (including Young Offenders Institutions)
- Police

By endorsing and supporting the approach being taken in Harrow the Council will be working towards complying with the Prevent duty Harrow. The Prevent strategy, published by the Government in 2011, is part of the overall counter-terrorism strategy, CONTEST.

There are four work streams within CONTEST:

- PREVENT: to stop people becoming terrorists or supporting terrorism
- PROTECT: to strengthen our protection against an attack
- PREPARE: to mitigate the impact of an attack
- PURSUE: to stop terrorist attacks

The aim of the Prevent strategy is to reduce the threat to the UK from terrorism by stopping people becoming terrorists or supporting terrorism. The Prevent strategy has three specific objectives:

- Responding to the ideological challenge of terrorism and the threat we face from those who promote it;
- Preventing people from being drawn into terrorism and ensuring that they are given appropriate advice and support; and
- Work with sectors and institutions where there are risks of radicalisation that we need to address.

Terrorist groups often draw on extremist ideology, developed by extremist organisations. The Government has defined extremism in the Prevent strategy as: 'vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. We also include in our definition of extremism calls for the death of members of our armed forces.'

The Prevent strategy was explicitly changed in 2011 to deal with all forms of terrorism and with non-violent extremism, which can create an atmosphere conducive to terrorism and can popularise views which terrorists then exploit. Prevent is intended to deal with all kinds of terrorist threats in the UK.

The current threat level for international terrorism for the UK is assessed as severe, which means that a terrorist attack is highly likely. Preventing people from being drawn into terrorism is therefore a high priority for government, and by introducing the Prevent duty all named authorities must ensure that they have due regard to the need to prevent people from being drawn into terrorism.

The approach taken in Harrow has been to work in partnership with other named authorities bound by the duty, and to engage with communities in this challenging and high profile area of work.

Harrow's approach has also been firmly rooted from a safeguarding perspective. The Prevent strategy states that 'safeguarding vulnerable people from radicalisation is no different from safeguarding them from other forms of harm'.

In complying with the duty a risk assessment has been carried out in Harrow (in partnership with Harrow police and SO15 – Counter Terrorism Command) and a local Prevent Action Plan has been drawn up. A multi-agency Prevent Action Plan Group has been set up to review progress of the action plan and where necessary to agree additional actions if required.

Some of the main areas of work to date have been around raising awareness of Prevent, staff training [which has been supported by the local HSCB and HSAB](#) (Workshop to Raise Awareness of Prevent – WRAP), establishing and effectively operating a multi-agency panel for those individuals identified as vulnerable to radicalisation (Channel), and ensuring that publically owned venues and resources do not provide a platform for extremists. All of these actions assist us in meeting the recommendations of the Prevent Duty Guidance which was issued in 2015 alongside the counter Terrorism and Security Act.

Our aim is to ensure that all relevant practitioners and frontline staff, including those of its contractors, have a good understanding of Prevent and are trained to recognise vulnerability to being drawn into terrorism and are aware of available programmes to deal with these issues. Over the last year over 1,500 people were trained, by the Council, using the Home Office WRAP package – Workshop to Raise Awareness of Prevent.

There are a number of expectations upon local authorities including:

- Making appropriate referrals to Channel (a programme that provides support to individuals who are at risk of being drawn into terrorism, which has been put on a statutory footing by the Counter Terrorism and Security Act). Channel arrangements are established in Harrow and the multi-agency panel meets on a monthly basis.
- Ensuring publically-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views. This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. Prevent advice (and police recommendations regarding halls for hire), has been shared across the Council and with partners.

- Ensuring organisations who work with the Council on Prevent are not engaged in any extremist activity or espouse extremist views. Currently the Council is not delivering any specific Prevent projects.

In addition to this, all Local Authorities are also expected to ensure that these principles and duties are written into any new contracts for the delivery of services in a suitable form. Discussions around this have been started with procurement colleagues and commissioners.

In relation to community cohesion, Harrow is a hugely diverse borough, which benefits from positive levels of community cohesion. In the last Reputation Tracker 79% of residents were positive about people from different backgrounds in their area getting on well together.

However, we are not complacent about community cohesion, and on a weekly basis (in partnership with Harrow police) we monitor community tensions. Where necessary, appropriate action is taken with relevant partners to ensure that tensions do not escalate.

Following national and international events the Council has brought leaders from different communities together to hear key messages from the police and council and to ensure that messages of unity, community cohesion and reassurance are given and disseminated via different community leaders. This has proved to be a very helpful approach.

We recognise that hate crime is often under reported and Harrow has the lowest level of reported hate crime in London, ~~but we recognise that hate crime is often under reported.~~

The Council has commissioned Stop Hate UK to provide third party reporting arrangements. Stop Hate UK information is widely promoted and communities are encouraged to report incidents of hate crime directly to the police or via Stop Hate UK.

Victims of hate crime are provided with casework support via the Community Safety Team.

The Council also commits to working with the Police and other partners with the aim of reducing the levels of hate crime in Harrow.

**Comment [m13]:** Amendment 13

In addition to this we often hear from people with care/support needs and those with learning disability about being targeted e.g. bullying by young people around the bus station. They also experience “mate crime” where they can be befriended for the purposes

of exploitation. The Safeguarding Adults Board has prioritised community safety this year and hope to formally launch the “Safe Place Scheme” later this year.

### **Delivering the Strategy**

The Strategy’s objectives will be delivered in partnership through Safer Harrow, which is responsible for co-ordinating activity between the Police, the British Transport Police, the Council, the London Fire Brigade, the London Probation Service, the Voluntary and Community Sector and any other relevant organisation to reduce crime, disorder, anti-social behaviour and the fear of crime. In light of our renewed focus in the Strategy, Safer Harrow will be reviewing the current governance arrangements and are in the process of developing a process which will be better aligned to ensuring the effective implementation of the Delivery Plan.

The role of Safer Harrow is to bring key agencies and players together in order to ensure that we are working effectively with one another ~~in order~~ to reduce crime and disorder in Harrow. Safer Harrow adds value by having a strategic overview of all programmes and providing support to partners ~~in order~~ to ensure that the overall objectives of the partnership are achieved through effective collaboration. Its purpose is to identify links, reduce duplication, and make sure that gaps in service provision are identified so that programmes can address issues that are of particular concern. Although Safer Harrow cannot instruct other agencies what to do or how to do it, it can highlight ‘need’ and encourage joint working, co-operation and participation in achieving improvements and solutions. [As part of this, the partnership will look for all opportunities to communicate the impact of our initiatives that are taking place across the borough.](#)

Safer Harrow also provides a forum in which to examine the performance of programmes and how they can be assessed. This includes facilitating the sharing of data and information in a timely and relevant way so that those who need to know can easily find out about problems, issues, individuals of interest, and those needing support. A number of data sharing agreements have been reviewed in the last year and will be refreshed to facilitate better joint working.

Governance of community safety, including this Strategy, sits with Safer Harrow and the strategic objectives will be measured through a Delivery Plan, which will clear outcomes and measures. In order to establish an effective delivery mechanism of the fund, Safer

Harrow will be working closely with the voluntary and community sector to deliver the projects outlined in this strategy aimed at reducing violence, vulnerability and exploitation, and a Delivery Group will oversee the whole programme. In doing this we will ensure that we avoid duplication and support existing bodies where they already exist.

Over the next two years the Council will be receiving funding under the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF) to tackle priorities in the new London Police and Crime Plan. As part of this, MOPAC have approved funding aimed at a programme of Violence, Vulnerability and Exploitation projects, outlined in this strategy, which will help us respond to the gangs peer review, the rise in youth violence that we are seeing in the borough.

We are fortunate in that we have a vibrant and efficient voluntary and community sector with which we have a close working partnership. This has meant that to date we have made substantial gains in closing the gap between vulnerable groups through targeted interventions, and this will continue to be the theme of our forthcoming programmes.

In delivering this Strategy Safer Harrow will be producing a themed Delivery Plan which will oversee projects which will contribute to the strategic objectives outlined in this Strategy, including all of the MOPAC funded projects agreed for the 2017/18 and 2018/19 financial years.



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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	12 October 2017
<b>Subject:</b>	Harrow Youth Offending Team Youth Justice Partnership Plan 2017-2018
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Chris Spencer, Corporate Director, Peoples Services
<b>Portfolio Holder:</b>	Councillor Christine Robson
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No, as the decision is reserved to the council.
<b>Wards affected:</b>	All Wards
<b>Enclosures:</b>	<b>Appendix A</b> – Youth Justice Partnership Plan 2017 – 2018 <b>Appendix B</b> – Equalities Impact Assessment <b>Appendix C</b> – Reference from the Overview and Scrutiny Committee

**Section 1 – Summary and Recommendations**

This report presents an annual Harrow Youth Justice Plan 2017 - 2018 which sets out how the following 3 outcome indicators would be achieved in Harrow:

- Reducing First Time Entrants
- Reducing Reoffending

- Reducing the use of custody

The Youth Justice Plan provides details of the progress made against agreed outcomes and outlines potential future challenges and priorities.

**Recommendations:**

Cabinet is requested to:

- Consider the statutory Youth Justice Plan and recommend it for approval by Full Council.

**Reason: (For recommendations)**

- It is a statutory requirement to produce a Youth Justice Plan.

## **Section 2 – Report**

This Youth Justice Plan is produced in compliance with the Crime and Disorder Act 1998, Section 40 which stipulates the following:

It shall be the duty of each local authority, after consultation with the relevant persons and bodies, to formulate and implement for each year a plan (a “youth justice plan”) setting out—

- (a) How youth justice services in their area are to be provided and funded; and
- (b) How the Youth Offending Team (YOT) or teams established by them (whether alone or jointly with one or more other local authorities) are to be composed and funded, how they are to operate, and what functions they are to carry out.

The plan also incorporates guidance from the Youth Justice Board (YJB) and must be submitted to the Youth Justice Board for England and Wales and published in accordance with the directions of the Secretary of State.

The Youth Justice Plan highlights the key challenges and priorities for 2017-18 and a detailed Annual Report outlining progress made in 16-17.

### **Options considered**

It is a statutory requirement to produce a Youth Justice Plan.

### **Background**

The Mayor’s Office for Police and Crime (Police and Crime Plan 2017 – 2021) has identified a key priority in keeping children safe and aims to reduce the number of crimes that harm children and young people such as Knife crime, crimes caused by gangs, Sexual Abuse alongside a commitment to tackling serious youth violence whilst enhancing the role of YOT’s in doing this.

The Youth Justice Plan is closely aligned with the Violence, Vulnerability & Exploitation (VVE) Strategy; which emphasises the need to reduce serious youth crime; address issues of gangs and exploitation and focus on knife



crime. The Youth Offending Team is central to delivery of the VVE action plan.

The Youth Offending Team engages in a wide variety of work with young people who offend (those aged between 10-17 years) in order to achieve the three outcome indicators. The Youth Offending Team supervises young people who have been ordered by the court to serve sentences in the community or in the secure estate, and provides a range of interventions to help young people make effective and sustainable changes to prevent them from further offending.

The governance of the YOT is through line management accountability to the Corporate Director of People Services and the Harrow Youth Offending Partnership Board, which is accountable to the Safer Harrow Partnership.

### **Current situation**

Harrow restructured the service in 2015/16 and now comprises of a fully permanent workforce with closer alignment with the newly redesigned prevention services known as Early Support.

Harrow has seen a reduction in first time entrants as well as a reduction in youth reoffending however the use of custody has increased. This demonstrates the significance of a national increase in knife related offences and serious youth violence impacting on the complexity of cases held within the YOT.

The Government's response to the review into the Youth Justice System has now been received and there has remained a commitment to improve services across the criminal justice system. Harrow YOT has considered its services in light of the recommendations which focusses on the need for robust early intervention and preventative services.

There have been no significant changes in the budget allocation to Harrow YOT.

### **Implications of the Recommendation**

The Youth Offending Partnership Youth Justice Plan sets out the resource implications and the staffing establishment, needed to deliver the key outcomes.

The budget for Harrow Youth Offending Team is resourced by grant funding from the Youth Justice Board, Harrow Council and Statutory Partners. Statutory Partners have also contributed through the deployment or secondment of key personnel.

The review of Youth Justice Services has taken into account how Criminal Justice Agencies respond in particular to deterring and providing early intervention to prevent further criminalisation of groups such as Black, Asian, Minority Ethnic (BAME) and Children Looked After. This has led to the alignment of the newly redesigned Early Support Youth Offer with Harrow YOT.

The Youth Offer aims to provide all young people including those identified at risk of crime or social exclusion an opportunity to engage in positive activities influencing lifestyle choices to improve life chances. In addition to this, bespoke services are being considered and developed to try and address disproportionality of those entering the system and repeat offending.

### **Performance Issues:**

The three performance indicators for Youth Offending Teams, set by the Youth Justice Board nationally are:

- Reducing First Time Entrants
- Reducing Reoffending
- Reducing the Use of Custody

**First Time Entrants** - From Oct 2015 - Sep 16, Harrow has seen a reduction of 8% in first time entrants which accounts for 82 individuals as opposed to 89 in the previous year.

**Reoffending** – The latest figure available of 39.4% (Apr 14 - Mar 15) represents a 5% reduction on the previous year's figure of 44.4% (Apr 13 - Mar 14).

**Use of Custody** – Data from Jan 16 - Dec 16 shows a figure of 8 which is an increase on the previous year's figure of 7 (Jan 15 - Dec 15), and the highest it has been for 2 years (0.34% increase).

### **Environmental Impact**

None

### **Risk Management Implications**

None

### **Legal Implications**

Section 40 of the Crime and Disorder Act 1998 makes it a duty of the Local Authority to formulate and implement a Youth Justice Plan for each year setting out:

- How youth justice services are to be provided and funded
- How Youth Offending Teams are to be comprised and funded, how they are to operate and what functions they are to carry out.

Such functions may include the local authority's duty to take reasonable steps to encourage children and young people not to commit offences.

Partner agencies are the chief officer of police, local probation board and strategic health authority. Partners have been consulted and their feedback has been incorporated into the finalised plan.

Following approval the youth justice plan has to be submitted to the Youth Justice Board and be published.

As a statutory plan the Youth Justice Plan forms part of the council's policy framework and as such requires approval of full Council.

## Financial Implications

The 2017-18 budget for the Youth Offending Service is shown as follows:

<b>AGENCY</b>	<b>STAFFING COSTS (£)</b>	<b>PAYMENTS IN KIND – REVENUE (£)</b>	<b>OTHER DELEGATED FUNDS (£)</b>	<b>TOTAL (£)</b>
<b>Local Authority</b>	£677,994			£677,994
<b>Police service</b>		£66,231 (x2 FTE Police Officers)		£66,231
<b>National Probation Service</b>		£49,173 (x1 FTE Probation Officer)		£49,173
<b>Health Service</b>		£16,833 (jointly funded CAMHS p/t post) YJLD worker £60,650 (x1 FTE)		£16,833  £60,650
<b>Police and Crime Commissioner</b>				
<b>YJB Youth Justice Grant (YRO Unpaid work order is included in this grant)</b>	£211,435 (Provisional)			£211,435
<b>Other</b>				
<b>Total</b>	<b>£889,429</b>	<b>£192,887</b>		<b>£1,082,316</b>

Partner contributions have remained the same and demonstrate an ongoing commitment to Harrow YOT.

There are currently no other significant financial implications to note.

## Equalities implications / Public Sector Equality Duty

An equality impact assessment was carried out and is appended at **Appendix B**. This identifies the groups that are currently over-represented in the youth offending numbers and the actions that are being taken to address this. By taking these actions the impact should be positive on these protected groups.

The team will continue to collect data and analyse the impact of the youth justice plan over the lifetime of the plan.

## Council Priorities

The report contributes to the Council's vision:

### Working Together to Make a Difference for Harrow

- Making a difference for the vulnerable
- Making a difference for communities
- Making a difference for local businesses
- Making a difference for families

## Section 3 - Statutory Officer Clearance

Name: ...Jo Frost.....	<input checked="" type="checkbox"/>	on behalf of the * Chief Financial Officer
Date: ..10 September 2017.....		
Name: ..Sarah Wilson.....	<input checked="" type="checkbox"/>	on behalf of the * Monitoring Officer
Date: ...2 October 2017.....		

<b>Ward Councillors notified:</b>	<b>NO</b> as it impacts on all Wards
<b>EqIA carried out:</b> YES	
<b>EqIA cleared by:</b> Sarah Wilson, Legal Services	

## **Section 4 - Contact Details and Background Papers**

Contact: Contact: Errol Albert, Head of Service, 0208 424 1321, [errol.albert@harrow.gov.uk](mailto:errol.albert@harrow.gov.uk)

### **Background Papers:**

**Appendix A** – Youth Justice Partnership Plan 2017 – 2018

**Appendix B** – Equalities Impact Assessment

**Appendix C** – Reference from the Overview and Scrutiny Committee

**Call-In Waived by the  
Chair of Overview and  
Scrutiny Committee**

**NOT APPLICABLE** – Decision  
Reserved to Council

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# **Harrow Youth Offending Partnership**

## **Youth Justice Plan**

**July 2017-2018**

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## Executive Summary

<b>Priority Status</b>	Harrow is no longer a priority YOT which demonstrates the confidence the Youth Justice Board have in the improvements made.
<b>Staffing</b>	Harrow YOT (HYOT) has a fully staffed, permanent workforce and has a structure that is fit for purpose. However, demands on the team have increased including the move to a new assessment framework and an increase in the number of complex cases. Board members agreed to an additional YOT practitioner post. However, to ensure it was cost effective this has been advertised as a fixed term 12 month contract rather than an agency post.
<b>Representation at other panels</b>	HYOT are represented and members on a number of panels, including Multi-Agency Sexual Exploitation panel (MASE), Children Missing Meeting, Channel Panel, Violence, Vulnerability, Exploitation (VVE) daily intel meetings.
<b>Strengthening Preventative Services</b>	The Youth offer within the newly redesigned Early Support is committed to further developing a robust preventative framework in which to reduce first time entrants and reoffending. HYOT are supporting Met police initiative Operation Sceptre to prevent the proliferation of knife related offences.
<b>Review of Youth Justice Services</b>	HYOT continues to deliver and improve services despite a backdrop of national changes and wider government reviews of Youth Justice Services.  <a href="http://www.yjlc.uk/wp-content/uploads/2016/12/Review-of-the-Youth-Justice-System.pdf">http://www.yjlc.uk/wp-content/uploads/2016/12/Review-of-the-Youth-Justice-System.pdf</a>
<b>IT Infrastructure</b>	HYOT has moved to a new database (One) and on 1 <sup>st</sup> July 2017 will go live with Assetplus.
<b>Outcome Indicators</b>  <i><b>NB – All data is retrospective and historical. This is the official measure accounting for appropriate timescales to measure desistance.</b></i>  <i><b>Data demonstrates a positive reduction, however there is an increase in serious youth violence which could impact future First Time Entrant trends as serious offences do not readily warrant an Out Of Court Disposal.</b></i>	<b>First Time Entrants</b> - From Oct 2015 - Sep 16, Harrow has seen a reduction of 8% in first time entrants which accounts for 82 individuals as opposed to 89 in the previous year.  <b>Reoffending</b> – The latest figure available of 39.4% (Apr 14 - Mar 15) represents a 5% reduction on the previous year's figure of 44.4% (Apr 13 - Mar 14).  <b>Use of Custody</b> – Data from Jan 16 - Dec 16 shows a figure of 8 which is an increase on the previous year's figure of 7 (Jan 15 - Dec 15), and the highest it has been for 2 years (0.34% increase).
<b>Trends</b>	HYOT is in line with the national picture of managing more complex cases involving young people and 16-17 data would show a significant increase in weapons related offences, in particular knife crime. This is reflected in the new Assetplus

	assessment framework which offers a more sophisticated way to measure risk and safety and wellbeing levels accounting for the “likelihood and impact” alongside the likelihood of reoffending calculations based on <b>YOGRS</b> . This is the youth justice system specific version of the (Youth) Offender Group Reconviction Scale (OGRS). OGRS estimates the probability that offenders with a given history of offending will be re-sanctioned for any recordable offence within two years of sentence, or release if sentenced to custody.
<b>Innovation</b>	HYOT has been involved in the development of a prototype Mobile App. This has formed part of a funding bid to Mayor’s Office of Policing And Crime (MOPAC) where other Local Authorities have supported the funding application.
<b>Regeneration Plan</b>	There has been input and representation from Harrow YOT with regards to the regeneration strategy and young people and HYOT will be contributing to the delivery of the plan.

## **Youth Justice Plan**

### **Our Vision**

***Creating a Safer Harrow and Positive Futures for Young People and Their Families.***

### **Harrow Council Priorities**

- Making a difference for the most vulnerable;
- Making a difference for communities;
- Making a difference for businesses; and
- Making a difference for families.

### **Harrow Safeguarding Children's Board (HSCB) Priorities**

- Refocus on core business: knowing that systems and practice are fit for purpose in identifying, assessing and responding to risk.
- Reduce vulnerabilities for young people in Harrow: to achieve a reliable understanding of the single and overlapping risks faced by young people in Harrow, so that preventative action is meaningful to young people and targeted action is based on sound local intelligence and national developments.
- Actively incorporate the views of children and staff: ensuring that what we do and how we do it is accurately and regularly informed by the 'Voice of the Child' and the views of front line practitioners and their managers.
- Effective collaboration: ensuring that the priorities of the HSCB are acknowledged and supported by other strategic partnerships within Harrow and that opportunities to work in collaboration with neighbouring LSCB's are sought and initiated.

## **INTRODUCTION**

The Youth Justice Plan was endorsed for 3 years from 2015-2018 by the Youth Justice Board, the Youth Offending Management Board as well as the Local Authority Crime and Disorder Partnership (Safer Harrow), Cabinet and Overview and Scrutiny.

This is an updated plan for 2017-2018 and provides a detailed annual report of the progress made.

Multi-agency Youth Offending Teams (YOTs) were established in 2000 following the 1998 Crime and Disorder Act with the intention of reducing the risk of young people offending and re-offending, and to provide counsel and rehabilitation to those who do offend. The act stipulates the composition of the YOT and identifies statutory partners with the Local Authority as the Police, Probation and Health.

The Youth Justice Board (YJB) has set three national outcome indicators for all Youth Offending Teams:

- To reduce the number of First Time Entrants (FTE) to the Youth Justice System
- To reduce Re-offending
- To reduce the Use of Custody

There is a requirement that each local authority produces an annual Youth Justice Plan setting out achievements and plans for the future delivery of the service.

The prevention of offending and re-offending and anti-social behaviour by children and young people is a priority for all partners in Harrow, and we believe this is best achieved through effective collaborative working. The Harrow Youth Offending Team (HYOT) sits within the Peoples Directorate in the council. The Youth Offending Team is therefore represented throughout children's services strategic and operational groups and influences strategic planning for children and young people who offend or are at risk of offending.

The Youth Offending Team engages in a wide variety of work with young people who offend (those aged between 10-17 years) in order to achieve the three outcome indicators. The Youth Offending Team supervises young people who have been ordered by the court to serve sentences in the community or in the secure estate, and provides a range of interventions to help young people make effective and sustainable changes to prevent them from further offending.

The governance of the YOT is through line management accountability to the Corporate Director of People Services and the Harrow Youth Offending Partnership Board, which is accountable to the Safer Harrow Partnership.

**The strategic aims for the YOT are:**

- Effective delivery of Youth Justice Services
- Positive outcomes for children and young people who offend or are at risk of offending through effective partnership arrangements between the Youth Offending Team statutory partners and other stakeholders
- Efficient deployment of resources to deliver effective Youth Justice systems

An Annual Report is provided as an appendix to this YJ plan (Appendix 1). This offers detailed information on the overall progress made from 2016 – 2017 in all aspects of delivery of youth justice services including key achievements and challenges and any innovative practice. This includes official data published by the Youth Justice Board, some of which is historical trend data.

**STRUCTURE AND GOVERNANCE**

Effective governance, partnership and management are in place (see Appendix 7)

Through the role of Corporate People Director and Divisional Director Harrow YOT is represented at the following Boards and Forums

- HSCB
- Safer Harrow
- Health and Well Being Board
- Together with Families Strategic Board

Safer Harrow is the local Crime and Disorder partnership and holds strategic responsibility for crime and disorder issues within Harrow. The membership consists of the following statutory partners

- London Community Rehabilitation Company (CRC)
- MOPAC
- Police
- London Fire Brigade
- Harrow Children and Young People Services

- Environmental Health (Public Protection)
- Community Safety/Crime reduction and Health
- National Probation Service
- Voluntary Sector representation

The Youth Offending Partnership Board provides strategic direction with the aim of preventing offending by children and young people. The role of the Board is to determine and oversee the following:

- How the YOT is composed and funded,
- How it is to operate and what functions it is to carry out
- How appropriate youth justice services are to be provided and funded
- The formulation each year of a draft youth justice plan
- The appointment or designation of a YOT manager
- As part of the Youth Justice Plan, agree measurable objectives linked to key performance indicators, including the National Standards for Youth Justice.
- Senior management oversight to offer Head of service or YOT Team Manager support in areas that are affecting the team's performance e.g. IT issues

All statutory partners and the voluntary sector are represented on the Board at the appropriate level of seniority. The Board is chaired by the Divisional Director for Children and Young Peoples Services and Vice Chaired by the CEO of the Young Harrow Foundation showing our commitment to work in true partnership with the voluntary sector. (Membership of the Management Board is noted in appendix 2)

The Youth Offending Partnership Board meets every 6 weeks, receives national and local performance data and reports of relevant issues affecting the YOT and partners.

The Youth Offending Management Team oversees the development and implementation of the Youth Justice Plan, considers resource and workload issues, finance, performance and data reporting, and the implementation of policies and procedures.

The positioning of the Youth Offending Team with governance and accountability through Safer Harrow, and line management within the People Directorate enables the YOT to meet its dual strategic functions relating to both justice and welfare.

The Board receives regular performance reports and a yearly financial report. The reports enable the Board to monitor compliance with grant conditions and timely submission of data. The Board also receives national and local data to support the understanding of offending trends, allowing the effective allocation of targeted resources. The Board will continue to be informed about compliance with secure estate placement information, the outcomes of the annual National Standards audit and any Community Safeguarding and Public Protection (CSPPI) notifications.

## **RESOURCES AND VALUE FOR MONEY (PARTNER CONTRIBUTIONS)**

Harrow's YOT (HYOT) is resourced by contributions from Harrow Council and statutory partners. All YJB funding streams have been incorporated into the Good Practice Grant and the Youth Justice Board expects HYOT to demonstrate a continued commitment to Restorative Services within the grant funding allocated. Grant funding is allocated to providing services which achieve the three outcome indicators. This includes:

- Part funding of Children, Adolescent Mental Health Services (CAMHS) Practitioner
- Goldseal Enterprise Project (Intervention)
- Delivery of unpaid work
- Staffing costs

In addition HYOT continue to seek out community based initiatives to support in the delivery of youth justice work.

HYOT spot purchase spaces with a local charity organisation (Ignite) to assist in the delivery of unpaid work and is committed to embedding Restorative practice across the service.

Valuable partnership resources have remained, with little change. This has supported the YOT in managing financial cuts to the Good Practice Grant, both in year, and for the new financial year of 17-18. (Please see Appendix 3 for finance table).

In April 2016 HYOT restructured and now have a fully permanent workforce including a permanent Head of Service providing a sense of stability to the team. Please see Appendix 4 for structure chart and staffing breakdown of ethnicity and gender.

Volunteer recruitment has remained open and HYOT have increased their pool from 9 to 16, with a further 34 who have expressed an interest and are “potential” volunteers. Volunteers undertake duties as Referral Order Panel members and have undergone Panel Matters and Restorative Justice Training. It is a statutory responsibility to provide a community panel for young people who have been sentenced to a Referral Order by the courts. In addition 1.5 Restorative Justice (RJ) coordinator positions have been appointed to, both of whom are RJ Council (RJC) accredited. Given the focus on RJ and desire to embed across the service it was agreed the initial 0.5 post would be increased to full time for a period of 12 months to support improvements in this area. HYOT are keen to encourage a local approach across all criminal justice agencies which increases and delivers services in a restorative way. There is national evidence which promotes the use of RJ service wide and recognise it to be most beneficial when adopted as a wider Local Authority (LA) approach. This includes consideration being given to protocols with carehomes that commit to RJ approaches. HYOT are keen to continue to train staff across LA and partners in RJ awareness/ approaches / methods and will continue to do so.

## **PARTNERSHIP ARRANGEMENTS**

The YOT partnership ensures that the YOT is strongly linked to other planning frameworks. As stated earlier the Youth Offending Management Board reports to Safer Harrow and feeds into the development of a strategic approach to Crime and Disorder. HYOT has actively contributed to local strategies including the VVE strategy, Knife Crime Strategy and have participated in the Home Office Peer Review.

### **Police**

Resource levels have remained consistent from partners with a good commitment from the Police securing 2 Full Time Equivalent police officers within the YOT.

### **Mental Health**

The Mental health needs of young people remains a key government agenda, and remains the focus of those within the criminal justice system. These challenges can often be drivers of offending and offer an important opportunity to support the welfare of these vulnerable young people.

The mental health post (Clinical Nurse Specialist) is jointly funded by Harrow CCG and the Youth Offending Team. This has historically been for 2 days a week with a rolling contract year on year. However both parties agreed to increase provision to 3 days a week and have now agreed a 3 year contract until 2018.

This provides the YOT with the opportunity to embed the role within the YOT; ensuring young people have access to sustainable provision throughout the duration of their court order, and supporting referral pathways to higher tier intervention.

It is hoped funding will continue post 2018 as the role is considered invaluable to service delivery in YOT.

### **Probation**

Amongst the wider Probation changes, HYOT retained a full time Probation secondee who commenced her post in June 2016. This has continued to support the delivery of specialised work such as taking the lead on Multi Agency Public Protection Arrangements (MAPPA), transitions from YOT to Probation, and has supported delivery of training in MAPPA to increase awareness across the team.

### **Substance Misuse**

The Local Authority continues to have wider commissioning arrangements with Compass as providers of substance misuse services for young people in Harrow. HYOT has an allocated worker who is based within the team 4 mornings a week. The links with Compass services remain strong, as the view is this supports transitional arrangements to community services if continued support is needed post the completion of the statutory order. Those arrested on triage for possession of Cannabis / drug related also have direct referral route in, and 6 sessions are offered as part of the standard package of intervention.

### **Court**

There are systems in place to ensure good communication with the courts through attendance at the Court User Group and the North West London Youth Panel Meetings. Court representation and attendance at the YOT Board has been most helpful in ensuring a solution-focused approach to raising standards, and to offer consistent support and appropriate scrutiny.

HYOT continue to gain feedback from magistrates re: delivery of services to court and provide data on a quarterly basis regarding court throughput and offending trends.

Revised sentencing guidelines which came into effect on 1<sup>ST</sup> June 2017 provide up to date, comprehensive and accessible guidance on the general principles to be applied when sentencing children and young people, along with new offence-specific guidelines on robbery and sexual offences. The guidelines will look with far greater detail at the age, background and circumstances of each child or young person, while meeting the legal requirement to consider their welfare. The aim is to reach the most appropriate sentence that will best achieve the goal of preventing reoffending, which is the main function of the youth justice system. Information has been disseminated to the team and a summary is being produced by one of the practitioners within the team to ensure there is a consistent understanding across the service.

### **Youth Justice Liaison and Diversion (YJLD)**

The YJLD role now sits within the YOT and provides mental health screenings for all young people at point of arrest. A steering group consisting of LA, YJB and National Health Service (NHS) rep, Police and other partners oversees the work and supports in the identification of local trends. There have been additional funds to consider how pathways are made accessible to young people across the Criminal Justice System, and this work is on-going.

## Early Support

Implementation of the revised Early Support service is currently embedding in and continues to be overseen by the Head of Service (HOS) for YOT. The realignment of a shared HOS across both YOT and Early Support has strengthened the preventative work of the YOT. There has been a significant focus on Youth Offer services and how this can be further aligned to meet the needs of those at risk of entering the Criminal Justice System. Support is currently being offered by the YOT Manager in the redesign of youth services and engagement with youth volunteers in moving this work forward is also underway. The Youth Offer aims to provide all young people including those identified at risk of crime or social exclusion an opportunity to engage in positive activities influencing lifestyle choices to improve life chances. In addition to this, bespoke services are being considered and developed to try and address disproportionality of those entering the system and repeat offending. An example of such a piece of work is MIND have developed a bespoke session for Black, Asian, Minority Ethnic (BAME) young people looking at emotional regulation / wellbeing which is currently being trialled in the YOT with a vision to become part of a standard package of offer available for all young people to access.

## Commissioned Services

The Goldseal music provision continues to support the YOT in providing quantitative outcomes by way of academic qualifications, as well as providing a creative way to assist engagement in statutory court orders. Goldseal has continued to provide outcomes for young people by using music, production and enterprise skills as a way of encouraging self-confidence, team building. It provides a platform for young people to express their emotions in creative ways by writing / recording lyrics in a local Youth Centre. This also exposes the Young People to other services which may be accessible at the Youth Centre, promoting community engagement.

## Harrow School / Tallships Youth Trust

The Tall Ships Youth Trust, is a registered charity founded in 1956 dedicated to the personal development of young people through the crewing of ocean going sail training vessels. It is the UK's oldest and largest sail training charity for young people aged 12-25.

Harrow School is one of Britain's leading independent schools, specialising in providing a high quality boarding school education for boys.

Due to the success of the previous years the partnership board endorsed a further activity for 2017, enabling a group of ten young men from Harrow School and ten young men known to YOT to undertake a week long Tall Ships challenge.

## 3<sup>rd</sup> Sector Partners

In addition HYOT engages with partners across the voluntary sector to support service delivery, some of these include:

- Street Doctors – Medical students who have agreed to deliver 12 sessions across the YOT and as part of the Youth Offer which raises awareness and educates young people on the impact of knife crime.
- Prospects – work one day a week alongside YOT Education lead to support young people (including delivery of a workshop called *moving on*).
- MIND – committed to deliver workshops for groups of young people (aged 14-25), providing info on mental health and emotional resilience across YOT and Youth Offer.
- Ignite – Offering a Gangs and youth violence post in South Harrow and Rayners lane (Funded through MOPAC)



- WISH – Offering a full school training and support package around CSE (Funded through MOPAC)
- Synergy – Offering 8 schools over 2 years a drama and workshop around not engaging in youth violence and gang activity (Funded through MOPAC)
- Compass – Offering a drug dealing early intervention program and 1:1 support throughout the secondary schools in Harrow (Funded through MOPAC)

We also work alongside the following in supporting Referral Order / Reparation delivery;

- Royal British Legion, Ignite Trust, Watford Football Club, Dogs Trust, Milmans, Age UK, local Methodist Church, local businesses including Foodbank.

### **Other Partners**

HYOT are members of a wide range of panels / meetings across the directorate and this is reflected in the staff's commitment to having varying champion areas (See appendix 9).

There is YOT representation, contribution and regular information sharing at the following:

- Missing Children / Children at Risk meeting (monthly and weekly)
- MASE
- Gmap (gangs mapping meeting)
- Prevent / Channel Panel
- Anti-Social Behaviour Action Group (ASBAG)
- Monthly transition meetings alongside National Probation Service (NPS) / Community Rehabilitation Company (CRC)

Regular attendance also takes place at YJB effective practice forum and RJ forums.

HYOT continue to sit alongside other Children Services providers, so are able to have access to provisions such as "Access to Resources Panel", where cases are presented to senior managers to secure outcomes, this can range from therapeutic input to specific accommodation types.

In addition HYOT have been involved in the development of an innovative project developing a mobile app. Young people have been key in the design and content of the prototype and is now being put forward as part of a funding bid to MOPAC which other local authorities have also provisionally agreed to be part of.

### **RISKS TO FUTURE DELIVERY AGAINST THE YOUTH JUSTICE OUTCOME MEASURES**

The total proposed grant for the HYOT Partnership for 2017/18 is **£211,435**. Although this is a 0.4% increase to last year's grant, YOTs remains concerned regarding the risk to in-year cuts from the YJB.

Despite partner contributions remaining relatively stable, there is concern that the future of services within the public sector are volatile and any small changes to resource could significantly impact delivery of Youth Offending services. Intense and varied resources are needed to reduce reoffending of the most complex cohorts that continue to present themselves within the Criminal Justice System.

HYOT are part of the wider council's quality assurance framework and commit to auditing 3 cases a month in addition to quality assuring all initial assessments and PSR's. The quality assurance framework is in the process of being revised and updated in light of changes to the National Assessment Framework and the introduction of the Assetplus.

Assetplus is a new assessment and planning interventions framework developed by colleagues at the Youth Justice Board (YJB) which replaces the current Asset framework. It has been designed to provide a holistic “end to end” assessment and intervention plan, allowing one record to follow a child’s journey throughout their time in the criminal justice system.

Harrow are amongst the last group of YOT’s who are in the process of rolling out Assetplus on their current case management system (Capita One Youth Justice). There have been significant technical difficulties impacting the effective roll out of Assetplus. YOT board continue to monitor this to ensure there is minimal disruption to services being delivered, however the impact on timeliness of completion against current National Standards remains to be tested.

The Charlie Taylor review of Youth Justice was published in December 2016. (<http://www.yjlc.uk/wp-content/uploads/2016/12/Review-of-the-Youth-Justice-System.pdf>). Although there has been significant political change, there has remained a commitment to improve services across the Criminal Justice Sector. In particular by the development of Her Majesty’s Prison and Probation Service (HMPPS), which replaces National Offender Management Service (NOMS) and will be responsible for rolling out the Government’s reform programme aimed at reducing reoffending rates. (<http://www.yjlc.uk/wp-content/uploads/2016/12/The-government-response-to-Charlie-Taylor%E2%80%99s-Review-of-the-Youth-Justice-System.pdf>). HYOT continues to deliver and improve services despite a backdrop of political uncertainty.

**Harrow Youth Offending Team Annual Report 16-17**

This annual report provides detailed information on the progress made over the last year in relation to addressing youth offending trends in Harrow and the performance of the Youth Offending Team (YOT). In addition the report considers priorities for the service for the forthcoming year 17/18

**Our Vision**

Creating a Safer Harrow and Positive Futures for Young People and Their Families.

**Overview**

The Harrow Youth Offending Partnership Youth Justice Plan set the following key priorities for 16/17

- Reducing reoffending
- Implementation of revised assessment framework
- Increasing capacity with preventative activities as a result of the redesign of the Early Intervention Service, now known as Early Support Service.
- Work closely with IT providers to improve system performance and reliability

These remain key priorities for the Youth Justice Plan in 2017-2018.

**Key challenges in the last year have included:**

- Continued difficulties with integrating new database and impact on implementation of Assetplus
- Increased complexity of cohorts adding to existing resource pressures
- Uncertainty in respect of the future of Youth Justice

**Youth Crime**

Overall youth crime in Harrow has been variable but the general trend is a gradual decrease in numbers of orders, offences committed and numbers of young people committing offences. Figures dipped considerably in 2014/15 to 105 individuals committing crime; this had risen in 2015/16 to 159 but has since fallen in 2016/17 to 129.

Numbers of offenders have decreased during 2016/17 from 159 to 129 (a 18.9% decrease), the number of offences committed have also decreased but at a higher rate, from 336 to 237 (a 29.5% decrease). This suggests a reduction in the frequency of offending. This is supported by the decrease in the average numbers of offences committed by offender with 1.84 in 2016/17 compared to 2.11 in 2015/16.

Disposals have also decreased in 2016/17 at a faster rate than offenders. Total disposals have decreased from 206 to 139, this is a 33% decrease compared to the 18.9% decrease for the numbers of offenders. This suggests a reduction in the number of disposals being given by the courts.

**Table 1**

	<b>15/16</b>	<b>16/17</b>	<b>Increase / Decrease (%)</b>
Number of Young People who Offend.	159	129	18.9% decrease
Number of Offences committed	336	237	29.5% decrease
Average Number of Offences Committed Per offender	2.11	1.84	0.27 decrease
Number of Disposals	206	139	18.9% decrease

2016/17 has seen some slight changes in the distribution of disposal types being issued. The most notable change is an increase in the proportion of Referral Orders (first tier disposals), with 50.4% compared to 44.2% for the previous year and a decrease in the proportion of youth rehabilitation orders (community disposals), with 28.1% compared to 34.5% for the previous year. This could be associated with an increase in seriousness of offences, thus not suitable for Out of Court Disposals such as possession of offensive weapons.

The revised Out of Court Disposal (OOCd) process allowing police to offer Out of Court Disposals for a wider range of offences, and consider factors such as remorse at point of arrest has allowed for a more meaningful disposal which can assist in the diversion from the Youth Justice System. The number of Out of Court Disposals has decreased in 2016/17 to 19 compared to 36 in 2015/16. This accounts for pre-court disposals which are considered substantive outcomes so Triage (prevention programme) cases are not included.

### National Data – Youth Justice Board (YJB)

HYOT has seen good progress in reducing its re-offending rates compared to the previous year. There has been a 5% reduction in re-offending. This level of reduction is not reflected in comparator figures which are only showing minimal changes.

First Time Entrants (FTE's) have reduced by 8% but is still slightly higher than YOT family and London averages which have also decreased.

Harrow's use of custody rate was previously lower than all comparators at 0.26 but has increased to 0.34 (increase of 0.8). This is in contrast to a reduction in comparator figures. Harrow is now above YOT family averages for use of custody but lower than London and National averages.

HYOT has scrutinised the increase in the use of custody through the YOT board. Upon analysis of those cases, HYOT were satisfied that all steps had been taken to avoid the use of custody and the challenge was put to court representative at board who remain responsible for the judicial decisions made in youth court.

FTE's remain a challenge for HYOT due to the increase in young people being convicted of a knife offence as their first offence – this makes those cases unsuitable for consideration under OOCd route due to the seriousness of the offence and a duty to protect the public. Work is taking place across the borough as part of the wider Met Police initiative known as Operation Sceptre, which is a long term strategy to reduce violence with injury and combat knife crime. HYOT are engaged with partners across the council and community to proactively reduce the number of young people carrying knives. In addition the closer alignment of YOT and the Youth Offer means Harrow are able to bring expertise over to preventative services to divert to positive activities prior to entry into the system.

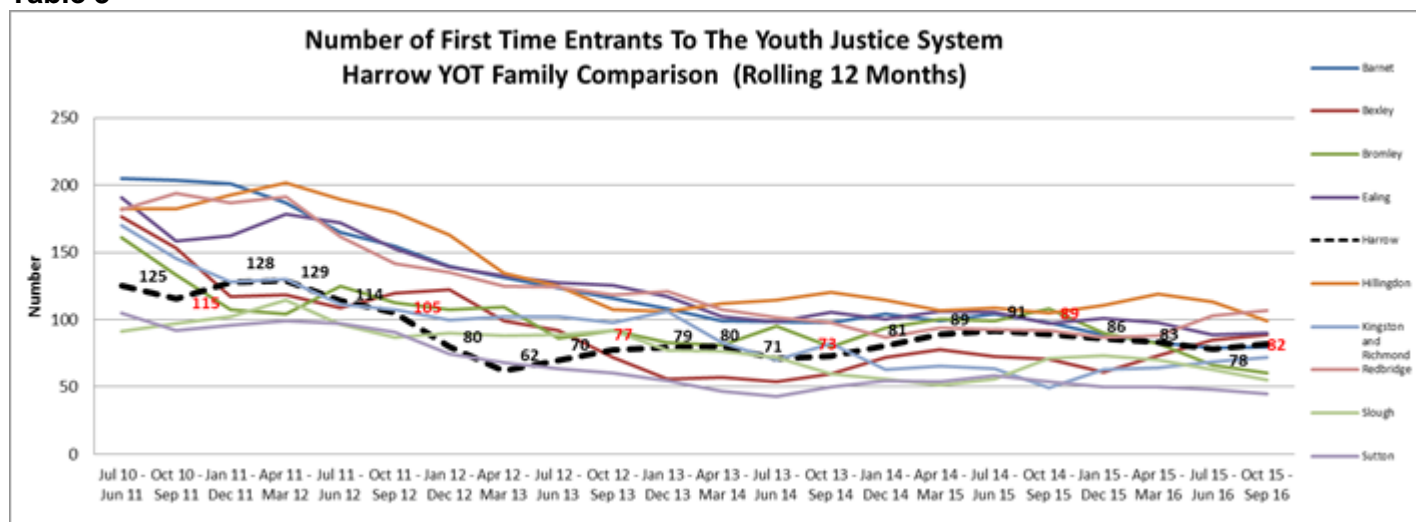
**Table 2**

	Harrow	London	YOT Family	England
<b>FTE PNC rate per 100,000 of 10-17 population</b> <b>**Good performance is typified by a negative percentage</b>				
<b>Oct 15 - Sep 16 (latest period)</b>	<b>349</b>	<b>395</b>	<b>292</b>	<b>334</b>
Oct 14 - Sep 15	379	422	314	380
per cent change from selected baseline	-8.0%	-6.5%	-6.8%	-12.0%
<b>Use of custody rate per 1,000 of 10 -17 population</b> <b>**Good performance is typified by a low rate</b>				
<b>Jan 16 - Dec 16 (latest period)</b>	<b>0.34</b>	<b>0.66</b>	<b>0.30</b>	<b>0.37</b>
Jan 15 - Dec 15	0.26	0.70	0.39	0.43
change from selected baseline	0.09	-0.04	-0.09	-0.07

<b>Reoffending rates after 12 months</b>				
<b>Reoffences Per Reoffender Apr 14 - Mar 15 cohort (latest period)</b>	<b>2.88</b>	<b>3.15</b>	<b>2.88</b>	<b>3.27</b>
Reoffences Per Reoffender Apr 13 - Mar 14 cohort	2.59	2.99	2.77	3.13
change from selected baseline	11.30%	5.20%	4.10%	4.60%
<b>Frequency rate - Apr 14 to Mar 15 cohort (latest period)</b>				
<b>Frequency rate - Apr 14 to Mar 15 cohort (latest period)</b>	<b>1.14</b>	<b>1.36</b>	<b>1.22</b>	<b>1.23</b>
Frequency rate - Apr 13 - Mar 14 cohort	1.15	1.29	1.12	1.19
change from selected baseline	1.2%	5.4%	9.1%	4.0%
<b>Binary rate - Apr 14 to Mar 15 cohort (latest period)</b>				
<b>Binary rate - Apr 14 to Mar 15 cohort (latest period)</b>	<b>39.4%</b>	<b>43.3%</b>	<b>42.4%</b>	<b>37.7%</b>
Binary rate - Apr 13 - Mar 14 cohort	44.4%	43.2%	40.5%	37.9%
percentage point change from selected baseline	-5.0%	0.1%	2.0%	-0.2%

The below graphs show YJB data in comparison to Harrow's "YOT Family" against the following three outcome indicators: Reducing First Time Entrants, Reducing Reoffending and Reducing the use of Custody.

**Table 3**

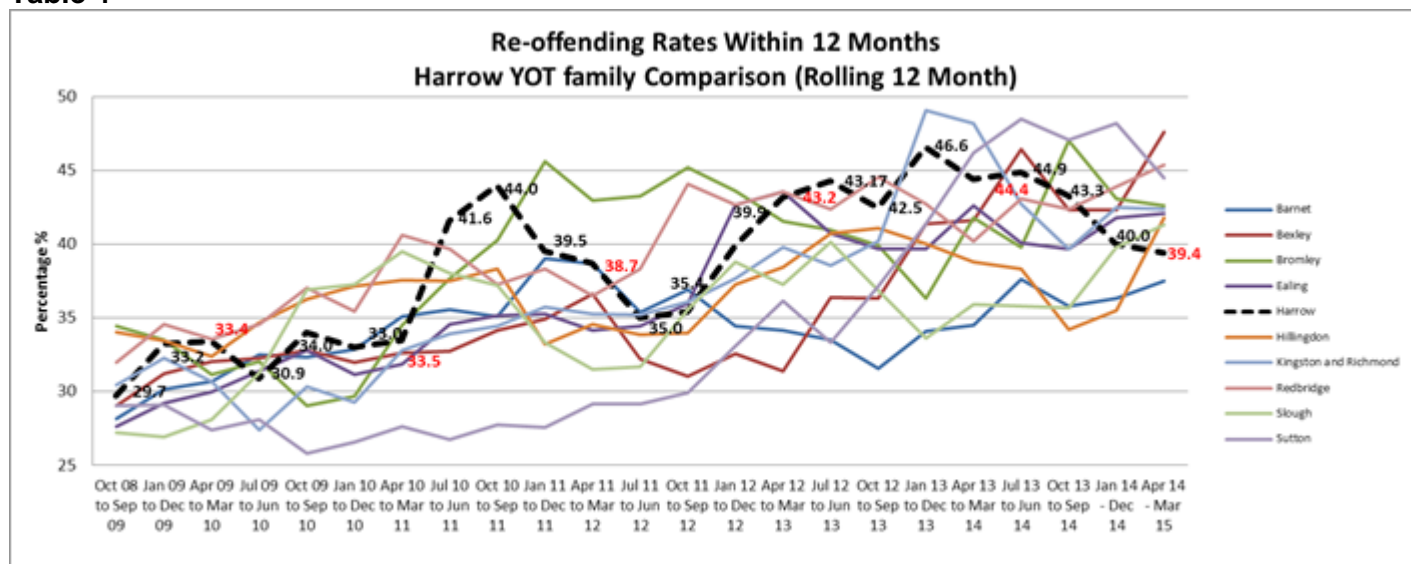


Between 2010/11 and 2013/14 there had been a steady year on year decrease in the number of first time entrants to the criminal justice system in Harrow, which is reflective of national and statistical neighbour trends.

Harrow has seen a reduction of 8% in first time entrants during the latest reporting period (Oct 15 – Sep 16) with 82 individuals compared to 89 in the previous year (Oct 14 – Sep 15).

The rate per 100,000 has decreased for Harrow in the latest reporting period (Oct 15 – Sep 16) with 349 compared to 379 in the previous year (Oct 14 – Sep 15). The current rate is higher than YOT family averages (292) and National averages (334) but lower than the London average (395). The 8% reduction for Harrow is reflective of the national picture with a reduction of 6.8% for the YOT family, 6.5% for London and 12% nationally.

**Table 4**



The YJB official re-offending statistics operate at a lag with the latest available reporting period for Apr 14 – Mar 15 (young people who received a court/pre-court disposal or who were released from custody in the period and subsequently re-offended within a 12 month period).

Within Harrow's YOT family the general trend shows a considerable increase in the re-offending rate between the Jul 08 - Jun 09 cohort and the Apr 14 - Mar 15 cohort. This upward trend is also reflected in London and national figures.

The latest figure of 39.4% (Apr 14 - Mar 15) represents a 5% reduction on the previous year's figure of 44.4% (Apr 13 - Mar 14). This reduction is not reflected in comparator figures with London and England figures remaining the same and YOT family figures increasing slightly (2.0%). Harrow's current figure is the second lowest in its YOT family and comes in lower than the YOT family average (42.4%) and London averages (43.3%).

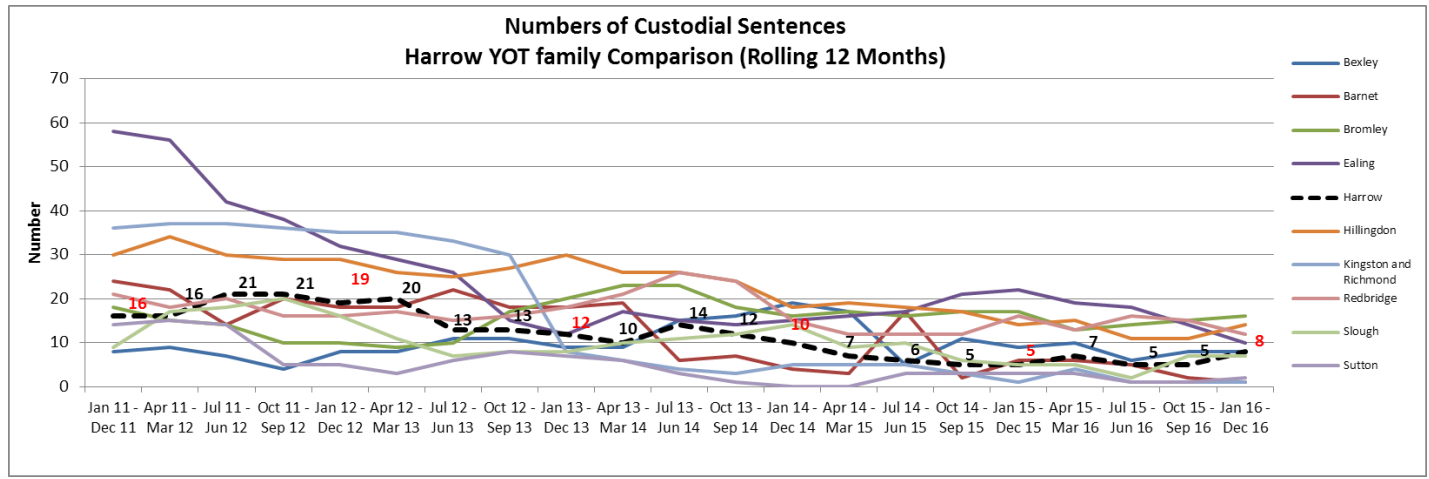
Harrow's most recent re-offending rate of 39.4% accounts for 52 re-offenders from a cohort of 132. This compares to last year's figure of 72 re-offenders from a cohort of 160 (Apr 13 - Mar 14). The last 4 quarters are showing a steady decrease in both the size of the cohort and the numbers of re-offenders.

A further measure of Re-offending is the re-offences per re-offender rate. This is the average number of re-offences committed by each re-offender. For Harrow the most recent figure is 2.88 (Apr 14 - Mar 15), which is an increase on the previous year's figure of 2.59 (Apr 13 - Mar 14). Comparator data is higher for London (3.15) but the same for the YOT family group (2.88) also reflect an increase in the last year, London increasing by 5.2% and YOT family increasing by 4.1%.

**Key point**

*This data indicates that there is a smaller cohort of re-offenders but proportionately they are committing more re-offenses, recognising the increased complexity of issues being presented.*

**Table 5**



Over the past 3 years, Harrow's numbers in custody have been varied from between 5 and 21 in any 12 month rolling period. From Jan 16 - Dec 16 the figure of 8 demonstrates an increase on the previous year's figure of 7 (Jan 15 - Dec 15) and the highest it's been for 2 years.

The custody rate per 1,000 indicators allows for a better comparison between YOT's performance. Overall, Harrow's current position of 0.34 (Jan 16 - Dec 16) is higher than the previous year's figure of 0.26 (Jan 15 - Dec 15). Harrow is currently the 5th highest of the 10 YOT's, and is higher than the YOT Family averages (0.30) but lower than the London averages (0.66) and National averages (0.37).

**Key point**

*Unlike other indicators, there is no significant trend in the number of custodial sentences across the YOT family group.*

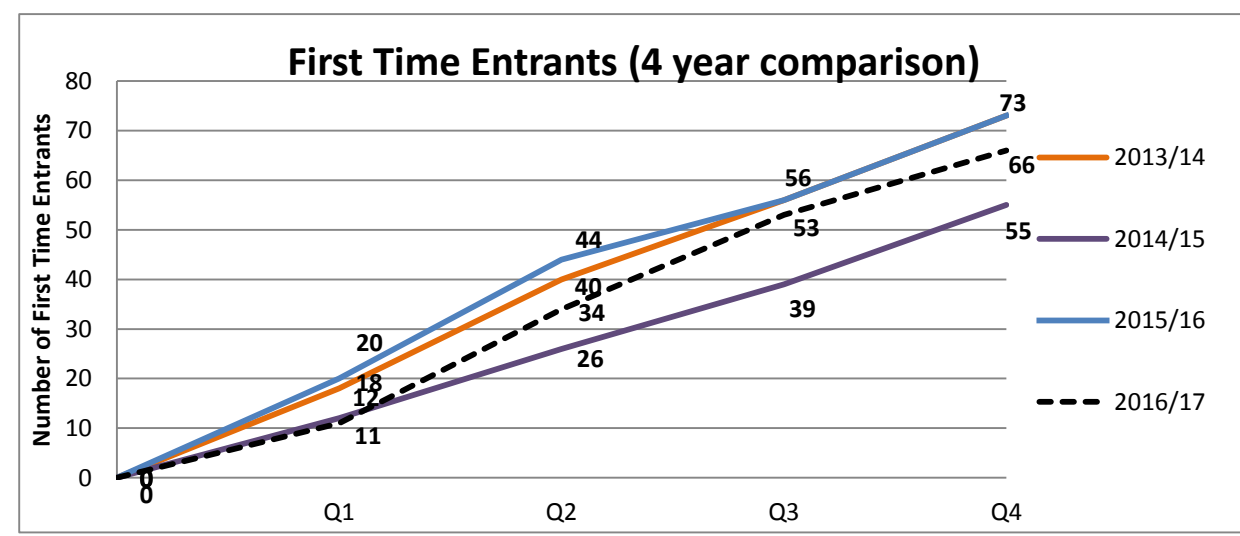
**LOCAL DATA**

**First Time Entrants (FTE's) Local Data**

Local analysis of FTE differs from national figures. National figures are calculated from Police National Computer (PNC Data) compared to the local figures which are taken from the local case management system. The local figure will differ from the national figure as the national figure takes into account offences that may not be recorded on the local system, such as offences receiving a police caution.

Over the past 4 years the numbers of first time entrants have varied with 55 in 2014/15, 73 in 2015/16 and 66 in 2016/17. The most recent figure of 66 represents a 9.6% decrease on the previous year's figure of 73.

**Table 6**



FTE Outcomes types for 2016/17 are proportionately similar to those of the previous year.

56/66 young people (84.8%) were male and 10 (15.2%) were female.

17 year olds made up 25.8% of the FTE starts, followed by 15 and 16 year olds (22.7%), 18 year olds (13.6%), 14 year olds (9.1%).

FTE's with conditional cautions in 2015/16 (9) were higher than in 2016/17 (2). Conditional cautions were used 6 times in 2016/17 but the majority of these cases had already entered the youth justice system at an earlier date. In 2016/17 FTE's receiving referral orders (65.2%) were slightly higher than in 2015/16 (56.2%). The numbers of first time entrants receiving custodial sentences was also slightly higher in 2016/17 (6.1%) compared to 2015/16 (2.8%) accounting for 4 young people.

Of the 66 young people who were first time entrants in 2016/17, offences falling into the Violence Against the Person category are most frequent accounting for 43.9%, followed by Drug offences (13.6%), theft and handling stolen goods (10.6%) and Robbery (10.6%).

### **Key point**

*The violence against the person offences were mostly possessions of knives or other offensive weapons (18 cases - 27.3%) and the rest were Assaults (11 cases - 16.7%), this demonstrates the increase in seriousness of first time offences.*

### **Prevention Programmes (Triage)**

During 2016/17 the YOT received 73 new referrals considered suitable for triage intervention, 68 of which went on to engage with the programme. A total of 75 were subject to triage in the year including those already active at the start of the year.

In 2016/17 there were a total of 50 young people discharged from the triage programme. 45 (90.0%) of whom completed the programme successfully. The remaining 5 out of 50 young people (10%) had an outcome of 'not completed' – i.e. x1 breach, x2 did not engage and x2 moved out of Borough. Those not accounted for in terms of outcomes were considered "still active".

Of those 75, 17 (22.7%) were female and 58 (77.3%) were male. 15 year olds made up 24.0% of the triage starts, followed by 16 year olds (24.0%), 17 year olds (21.3%), 14 year olds (10.7%), 13 year olds (9.3%), 12 year olds (4.0%), 11 year olds (2.7%).

For the 75 young people starting a triage intervention, offences falling into the Theft and Handling Stolen Goods category are most frequent and account for 36.0% of all offences. Drug offences are also common accounting for 30.7% of cases, with Possession of Cannabis accounting for 16% and Possession of Class B accounting for 13.3%. Violence against the person offences account for 21.3%, which includes common assault at 16%.

There are some clear differences seen in the types of offending between males and female. As there are fewer females (22.7% of the triage group), their offending patterns are less represented in the overall figures. Females are less likely to commit drug offences 11.8% compared to 30.7% for males. However, females are more likely to commit theft and handling offences at 58.8 % compared to 29.3% for males. Offences falling into the violence against the person category are more balanced with 17.6% for females and 22.4% for males.

Of the 75 young people involved in Triage, 5 had committed a further offence and became a First Time Entrant by End of May 2017. Of the 5 who became First Time Entrants;

- 1 received a Youth Conditional Caution,
- 1 received a Conditional Caution,
- 2 received Referral Orders and
- 1 received a Youth Rehabilitation Order.

Re-offences included 4 Violence Against the Person offences and 1 Vehicle Theft.



This figure will continue to be monitored for up to 12 months after the end of the year to capture any further re-offending.

### Key point

*HYOT has made significant improvements on delivery of triage services as this was previously an area which failed against National Standards Audit. The alignment of the Youth Offer will increase provision for triage cases ensuring positive engagement is offered in community based provision at the earliest opportunity.*

### Out of Court Disposals (O OCD)

During 2016/17 there were a total of 30 out of court disposals. This accounts for 10 youth conditional cautions that were already active at the start of the year and 20 new out of court disposals starting in the year (14 Youth Conditional Cautions and 6 Conditional Cautions).

Of those 30 on O OCD in 2016/17, 5 (16.7%) were female and 25 (83.3%) were male.

Ages were spread for the out of court disposals. 17 year olds made up 23.3%, followed by 13 and 15 year olds (20.0%), 16 year olds (16.7%), 14 year olds (13.3%) and 18 year olds (6.7%).

Of the 30 young people offences falling into the violence against the person category are most frequent accounting for 33.3%, followed by Drug offences (23.3%), theft and handling stolen goods (13.3%) and public order offences (13.3%).

The violence against the person offences included, Possession of an offensive weapon (13.3%) and Assault or occasioning actual bodily harm (10.0%).

25 out of the 30 young people subject to O OCD were first time entrants, whereas 5 of those young people had a previous outcome, 1 x conditional discharge, 1 x conditional caution, 2 x Referral Order, 1 x Youth Rehabilitation order.

At the end of May 2017, 9 of the 30 young people subject to an out of court disposal had committed a further offence.

This figure will continue to be monitored for up to 12 months after the end of the year to capture further re-offending.

Of the 9 cases that re-offended;

- 1 received a conditional caution
- 5 received referral orders
- 2 received a youth rehabilitation order and
- 1 received a custodial sentence

Re-offences included 3 x drug offences, 2 x Robbery, 2 x Theft, 1 x possession of knife and 1 x motoring.

### Triage/O OCD/ FTE Comparisons – offences

**Table 7**

Offence Type	Triage		Out of Court Disposals		FTE's	
	Number	%	Number	%	Number	%
Criminal Damage	1	1.3%	1	3.3%	2	3.0%
Drugs	23	30.7%	7	23.3%	9	13.6%
Non Domestic Burglary	1	1.3%	1	3.3%	0	0.0%
Other	4	5.3%	3	10.0%	4	6.1%
Public Order	2	2.7%	4	13.3%	5	7.6%
Robbery	0	0.0%	0	0.0%	7	10.6%

Theft And Handling Stolen Goods	27	36.0%	4	13.3%	7	10.6%
Vehicle Theft / Unauthorised Taking	1	1.3%	0	0.0%	3	4.5%
Violence Against The Person	16	21.3%	10	33.3%	29	43.9%
Total	75		30		66	

Offence types vary between first time entrants, triage and out of court disposals. The most noticeable difference is Violence against the person offences with 43.9% for first time entrants, 33.3% for out of court disposals and 21.3% for triage. Knife and offensive weapons offences are higher in the first time entrants category with 27.3% of offences being for offensive weapons compared to only 2.7% in the triage group. Most of the first time entrants that were sentenced for Knife/offensive weapons offences received a referral order.

Theft and handling stolen goods are seen much more frequently in the triage group (36.0%), compared to OOC (13.3%) and First Time Entrants (10.6%). Drug offences are also seen more frequently in the Triage group (30.7%) compared to OOC (23.3%) and First Time Entrants (13.6%). Those committing robbery type offences only fall into the first time entrants category making up 10.6% of the first time entrants. All those with a robbery offence were sentenced to referral orders or youth rehabilitation orders.

**Key Point**

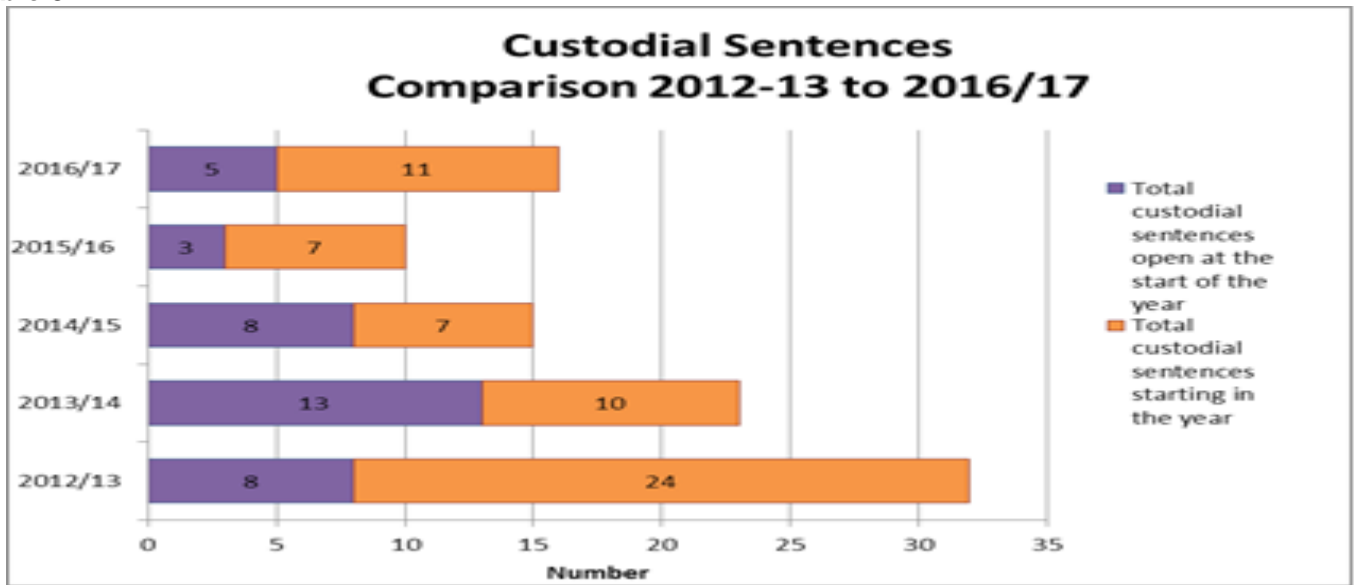
*The above demonstrates decisions regarding out of court disposals are commensurate to the offence category, where more serious offences are considered FTE's which HYOT consider to be appropriate decision making. This continues to add to the workload given all Out of Court Disposals are managed by the Youth Offending Team as well as the responsibility for the delivery of intervention.*

**Use of Custody**

**Table 8**

Annual Numbers in custody April - March	2012/13	2013/14	2014/15	2015/16	2016/17
Total custodial sentences open at the start of the year	8	13	8	3	5
Total custodial sentences starting in the year	20	10	7	7	11
Total in custody during year	28	23	15	10	16
Rate per 100,000	0.84	0.42	0.30	0.34	0.47

**Table 9**



The general trend for Harrow, which was reflected nationally, had been a considerable decrease in the number of young people in custody up until 2015/16, falling from 24 new custodial sentences in 2012/13 to 7 in 2015/16.

However, 2016/17 has seen an increase in new custodial sentences (11), which is higher than the 2015/16 and 2014/15 figure (7).

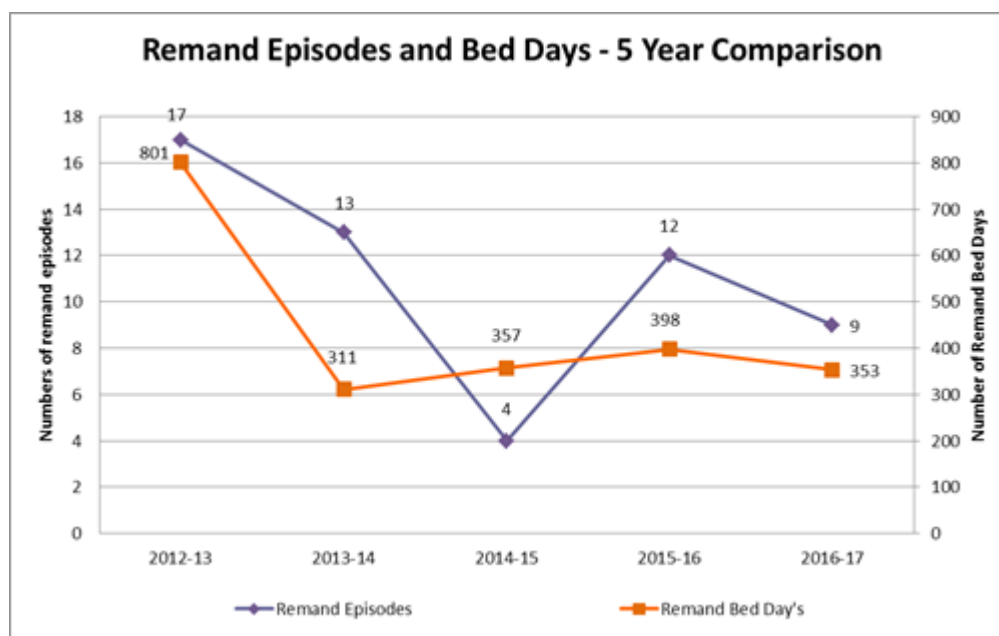
At the start of 2016/17 Harrow had 5 young people on custodial sentences, there have been a further 11 new custodial sentence and at the end of March 2017 there were 5 young people in custody and 3 young people on a post custodial licence.

## Use of Remand

Table 10

Annual Remand Figures April - March	Remand Episodes	Remand Bed Day's
2016-17	9	353
2015-16	12	398
2014-15	4	357
2013-14	13	311

Table 11



Over the past 5 years Harrow's numbers on remand have been variable, decreasing to only 4 in 2014/15. The 9 remands account for 2 already open at the start of the year and 7 new remands starting in the year.

Although there was a decrease in both remands and bed day's during 2016/17 compared to the previous year, the numbers of bed days is still relatively high. Numbers of remands decreased by 33.3% while bed days only decreased by 12.7%. This is due to a few cases where the length of time on remand was longer than average because of the seriousness of the offence.

At the end of the year (31<sup>st</sup> March 2017) there was 1 young person on remand, however at the time of writing this report a further two have been remanded for serious offences.

## Key point

*The above data demonstrates the increase in seriousness of offending leading to more custodial sentences and increased length of remand periods in custody, leading to increased placement costs.*

## Data Summary – Outcome Indicators

### FTE –

From Oct 2015 - Sep 16, Harrow has seen a reduction of 8% in first time entrants which accounts for 82 individuals as opposed to 89 in the previous year.

### Reoffending –

The latest figure of 39.4% (Apr 14 - Mar 15) represents a 5% reduction on the previous year's figure of 44.4% (Apr 13 - Mar 14).

### Use of Custody –

From Jan 16 - Dec 16 the figure of 8 demonstrates an increase on the previous year's figure of 7 (Jan 15 - Dec 15) and the highest it has been for 2 years (0.34% increase).

## Education, Training, Employment (ETE)

Table 12

Current ETE for Open Interventions							
Actively engaged in ETE	Total In Age Group	Total Actively Engaged	% Actively Engaged	Engaged in ETE for less than standard Hrs.	% Engaged in ETE for less than standard Hrs.	Total NEET	% NEET
Statutory School Age (25+ Hrs. ETE)	57	46	80.7%	5	8.8%	6	10.5 %
Non Statutory School Age (16+ Hrs. ETE)	40	30	75.0%	1	2.5%	9	22.5 %
Total	97	76	78.4%	6	6.2%	15	15.5 %

Rates for young people in Education, training or employment (ETE) have been variable over the year. Harrow's local target is 75%. The ETE status for the active caseload at the 31<sup>st</sup> March 2017 is displayed in the table above and is 78.4%, this compares to 62.0% for the same point in the previous year (31<sup>st</sup> March 2016). This can be attributed to the appointment of a qualified Education Specialist within the YOT who has been proactive in helping young people into Training, Education and Employment and has made significant links with education providers.

The snapshot shows that 80.7% of young people aged 10-16 were accessing 25+ hours of education and 75.0% of those aged 17-18 years were accessing 16+ hours. Detailed reports are provided on a quarterly basis to the YOT board on all NEET (Not in Education Employment or Training) young people

## Ethnicity and Gender

Due to Harrow's unique demography, it is difficult to make comparisons to National and London averages for the ethnicity of young offenders. Thus, all ethnicity comparisons are made against the local demographic make-up of the 10-17 year old population based on Office of National Statistics (ONS) 2011 mid-year population estimates.

Over the past 6 years (2011/12 to 2016/17), Harrow has seen some key changes to the ethnic make-up of its offending population.

Asian/Asian British makes up 41.1% of Harrow's general 10-17 population, yet only accounts for 18.6% of the young offending population in 2016/17. Asian/Asian British have been consistently under represented over the past 5 years, but had fallen to their lowest in 2015/16 (15.3%) with a small increase in 2016/17 (18.6%).

Young people of Mixed Ethnicity make up 8.0% of Harrow's general 10-17 population. The rate of offending amongst this group has been gradually increasing since 2012/13 and prior to 2015/16 remained in line with the

Harrow population. From 2015/16 figures have seen an increase bringing them above the Harrow general population to 11.6% in 2016/17.

The numbers of White British young people in the YOT has been variable over the past 6 years; there was an increase in 2015/16 to 39.7% bringing it above the Harrow general population figure of 33.7%. However, 2016/17 has seen a dramatic decrease down to 25.6% which is the lowest recorded in the last 6 years. This means that the white offending population is now under represented in youth offending services. More in depth work needs to be done to understand the changes to the white offending population in Harrow. White ethnicities cover white British but also white European and other nationalities such as Roman and Polish.

The most notable difference between local demographics and youth offending demographics can be seen in the Black/African/Caribbean/Black British group. This group are considerably over represented, making up only 12.9% of Harrow's general 10-17 population but 34.1 % of the youth offending population in 2016/17. Over the past six years this group have been consistently over represented in youth offending services. The current figure represents an increase on the last two years. The Youth Offer is currently developing bespoke provision for BAME young males to support diversion away from Criminal Justice. For example MIND have developed an emotional wellbeing workshop which is targeted at young black males and accounts for cultural sensitivities in delivery and content.

In 2016/17 the gender split of young people convicted of an offence was nationally 84.6% Male to 15.4% female. In London females represent a smaller proportion with 13.7% to 86.4% male and for the YOT statistical neighbours they represent 14.4% to 85.7% Male.

Over the past 6 years Harrow's figures have been variable between 13.4% females in 2011/12 up to the highest rate of 19.5% in 2015/16. 2016/17 represents a dramatic decrease in the proportion of YOT clients who are female with only 8.5% (11) and a high number of males at 91.5% (118). Harrow has a lower proportion of females convicted of an offence (8.5%) compared to the National Average (15.4%), London Average (13.7%) and YOT Family average (14.4%).

Over the past 5 years the average number of females convicted of an offence each year is 21 (lowest 11 and highest 31). For males this figure is more variable with the average being 116 (lowest 87 and highest 149).

### **National Standards Audit**

The YJB do not measure National Standards – rather, it seeks that the YOT Partnerships/Management Boards undertake their own quality audit and provide results to the YJB annually. This is a condition of the Youth Justice Grant. The audits follow a thematic approach which supports the strategic aims of the YJB and the wider youth justice system plus a data extract relevant to the standards being audited. The YOT partnership board were requested to commission the self- audit for NS 2016/17 which focussed on the theme – Reducing Custody.

126 cases were audited against 5 sets of national standards. All cases under each NS were then aggregated to provide an overall standard out of three possible categories. Standards met, (+85%), Standards met with recommendations for improvement: (65 to 84%), Standard not met and improvement required: (-64%).

All 5 standards fell within the “standard met with recommendations for improvement” category. Comparator data from 15-16 demonstrates an increase in National Standard 7 percentage. 15-16 data showed of the 24 cases audited, 50% were standard met, and 41.7% were standard met with improvements. 16-17 data showed of the 22 cases audited, 72.7% were standard met and 27.3% standard met with improvements.

### **Internal Performance Measures**

Internal performance measures continue to be reported on, however due to the move to Assetplus there is an anticipated “parallel” reporting process that will need to take place whilst all cases move to the revised assessment process.

The table below (table 13) represents the key targets and progress between 2014/15 and 2016/17. There was a gap in performance monitoring between September 2015 and January 2016 due to migration to a new case management system. New reports had to be written before performance reporting could return to normal. The

gap in weekly reports has negatively impacted on performance during 2015/16. Weekly performance reporting returned to normal and was in operation throughout 2016/17.

- Countersigning for Risk Of Serious Harm (ROSH) has increased by 13% and countersigning for Risk Management Plans /Vulnerability (now known as Safety and Wellbeing) Management Plans by 21%.
- Home visits within timescales have increased from 50.5% to 59.2%. (Home visits have shown a recent improvement in Q4 with 76.9% within timescales)
- ASSET completion within timescales has fallen to 62.7% compared to 73.4% for the previous year.
- Intervention plans within timescales have remained relatively stable at 52.2% (1% decrease on the previous year).

There have been continued challenges with IT impacting the ability to effectively record work – this has been considered at the YOT board and monthly performance narrative reports are provided to members which give a detailed overview on reasons for dip / increase in performance month on month.

These performance narratives alongside performance measures continue to be shared with YOT Partnership Board which offers appropriate challenge and oversight to ensure timeliness of performance improves.

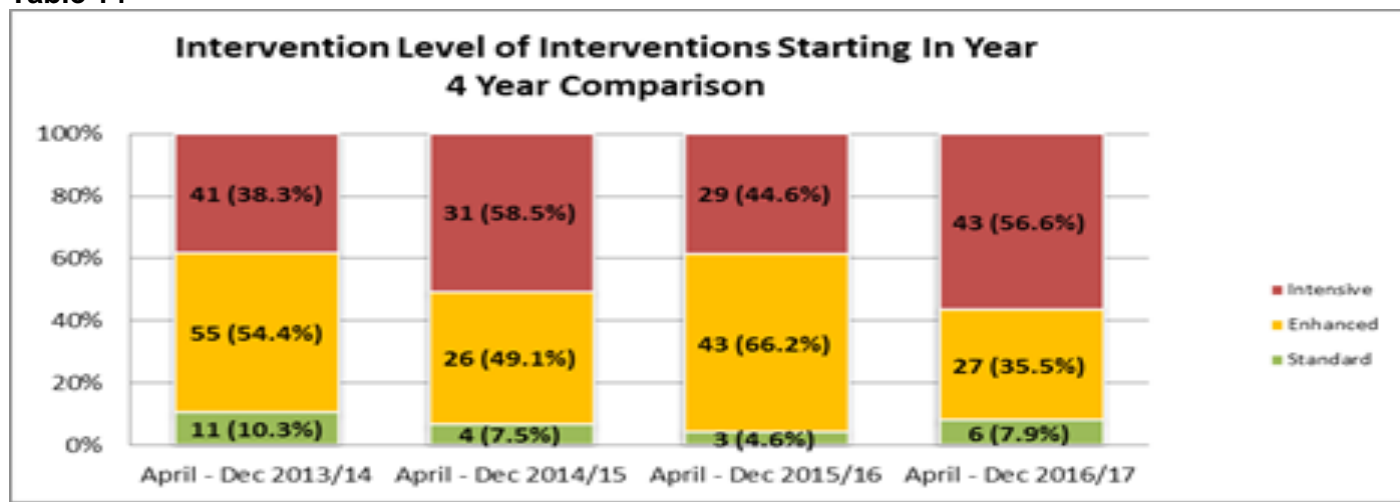
**Table 13**

Target	Description of Measures/Indicators	Q4 2014/15	Full Year Figure 2014/15	Q4 2015/16	Full Year Figure 2015/16	Q1 2016/17	Q2 2016/17	Q3 2016/17	Q4 2016/17	Full Year Figure 2016/17	Q4 comparison on between 2015/16 and 2016/17	Full year comparison between 2015/16 and 2016/17
1	% ASSETS Completed within 15 days (20 days for referral orders)	90.9%	90.7%	56.5%	73.4%	55.3%	72.0%	70.0%	50.0%	62.7%	-6%	-11%
2	% Interventions with Plans completed within 15 working days (Referral Orders - 20 days)	59.4%	72.4%	33.3%	53.5%	50.0%	63.0%	51.6%	45.0%	52.2%	12%	-1%
3	% ROSH's (Risk of Serious Harm Assessment) that were countersigned in period	94.0%	90.3%	65.0%	69.4%	85.2%	72.2%	89.6%	82.2%	82.7%	17%	13%
4	% Risk Management Plans (RMP) and Vulnerability Management Plans (VMP) countersigned in period	83.3%	91.9%	66.7%	61.9%	79.0%	74.5%	96.4%	78.2%	82.6%	12%	21%
5	Of those appropriate for Home Visits, % having them within 28 days of the intervention start	67.9%	74.0%	61.1%	50.5%	60.6%	48.9%	59.5%	76.9%	59.2%	16%	9%

### Caseloads / Intensity Levels

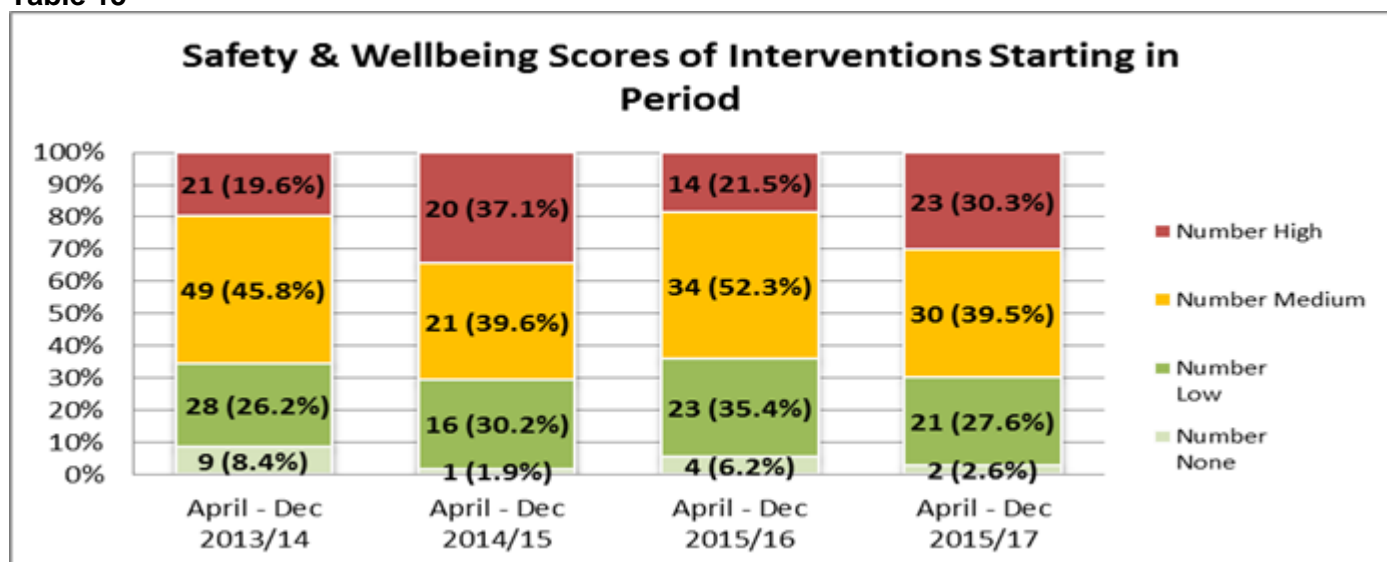
In 2016/17 there has been a slight decrease in the number of interventions starting in the year (78) compared to the previous year (82). The graphs below show the assessed levels of intensity at the start of the intervention. (Assessed levels of intensity determine the minimum number of contacts a young person has as part of their court order). 2016/17 has seen a shift in the proportion of the caseload assessed as “intensive” (requiring the most amount of contact), from 44.6% to 56.6% demonstrating an increase in the complexity of cases entering the Youth Justice System.

**Table 14**



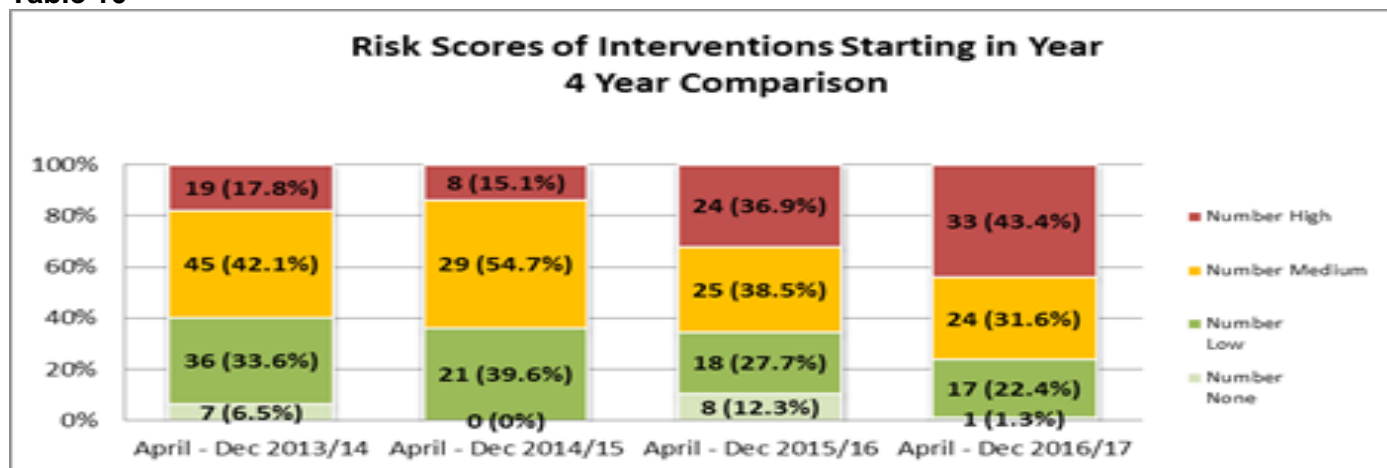
In addition assessed levels of Safety and Wellbeing have shown a notable increase in those assessed as having very high/high safety and wellbeing with 23 (30.3%) of cases having high/very high safety and wellbeing in 2016/17 compared to 14 (21.5%) in 2015/16. There is also a decrease in the numbers having low safety and wellbeing with 21 (27.6%) in 2016/17 compared to 23 (35.4%) in 2015/16. This demonstrates that the continued increase in complexity of the cases being presented to YOT.

**Table 15**



Assessed levels of risk have also shown a notable increase in those assessed as having very high/high risk with 33 (43.4%) of cases having high/very high risk in 2016/17 compared to 24 (36.9%) in 2015/16. Hilighting again the increased risks needing to be managed by the YOT.

**Table 16**



Although the 16/17 data demonstrates there is only one case assessed as very high risk of harm and 0 assessed as very high in terms of safety and wellbeing; we are aware that the trend in increased risks / safeguarding concerns continues; in that 2 young people currently known to YOT are assessed as very high in terms of safety and wellbeing and 2 as very high in terms of risk to public.

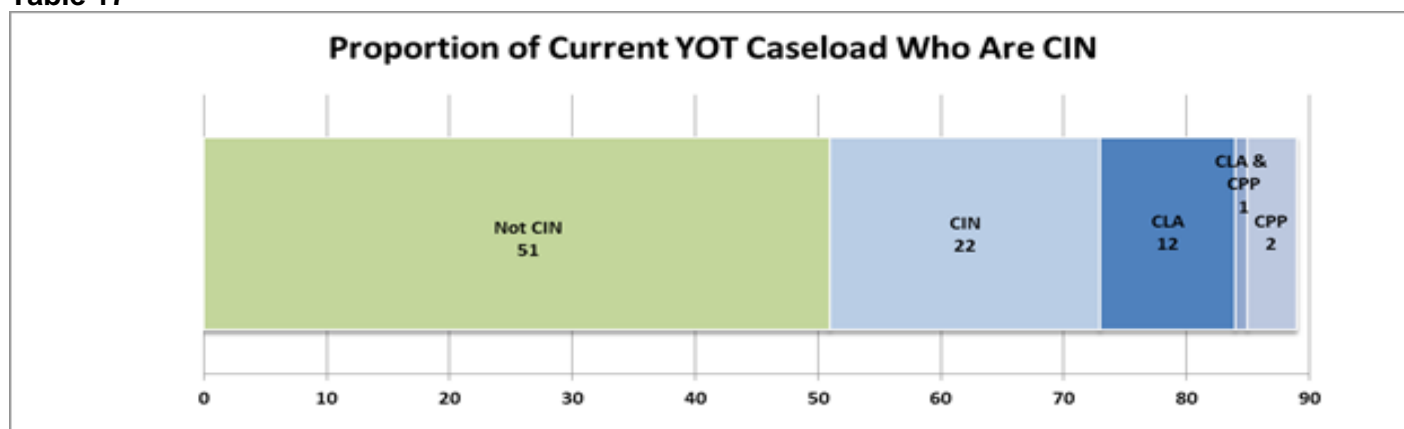
There was also a considerable increase in the number of referrals made from YOT to Multi Agency Safeguarding Hub (MASH) demonstrating an increased understanding of welfare based issues and again supporting the evidence suggesting an increase in complexity of cases being received. Data from 15-16 shows only 16 referrals were made, yet there were 36 referrals from April 2016– March 2017.

In summary, the data shows that increased complexity of cases leading to higher levels of assessed intensity and resource commitment (in delivery of court orders) has meant additional work load pressures for the team.

**YOT and Looked After Children**

A snapshot of the YOT caseload in February 2017 showed that there were a total of 12 young people who were also looked after, this represents 13.18% of the YOT caseload. In addition to this 22 (24.72%) were classed as children in need and 5 (5.6%) were on a child protection plan.

**Table 17**



The snapshot data for children looked after in Feb 2017 shows that on the whole a higher proportion of the Children Looked After (CLA) caseload are re-offenders than the general YOT population. Of the 12 young people looked after, 9 (81.8%) had been re-offenders with only 2 (18.2%) being first time entrants, this compares to only 45.6% of the YOT caseload who are re-offenders. In addition to this, 6 of the CLA re-offenders are in the top 12 most frequent re-offenders having received 5+ separate sentences.

An analysis completed in January 2017 demonstrated the following:



- *Less CLA children entering the Criminal Justice System compared to previous years, however high number known to CIN / FRT at time of first offence*
- *4 were due to criminal remand route and not solely welfare reasons, of the 4 none remained CLA required post release from custody / sentence.*
- *High number of cases with previous historical / current social care involvement generally in this cohort*

Work continues alongside social care colleagues to have an increased understanding of those identified “at risk” of repeat offending. In addition a YOT / CLA champion has been identified across both services to tackle the issue of CLA repeat offending. There is further work to be considered regarding the use of Restorative solutions within carehomes. CLA and care leavers who are also subject to YOT interventions are scrutinised through the Corporate Parenting Panel and a report on this was presented in January 2017.

## **Interventions**

Despite significant reductions in budgets HYOT continue to try and source the opportunity to deliver creative interventions.

HYOT embarked on sessions with a Charity called Street Doctors. Street Doctors are second year medical students who volunteer their time to deliver training to groups of young people on the impact of knife crime and first aid in relation to someone who has been stabbed. Where HYOT has seen a significant increase in Carrying of Offensive Weapon, this is a key intervention in raising awareness of the impact of and seriousness of knife crime. The outcome of which has been two young people applying what they had learnt to stop the bleed when witnessing a stabbing.

HYOT were incredibly successful in the delivery of their Summer Arts College funded by UNITAS in 16/17 and were deemed by the moderator as “.one of the best he had assessed..”. All 8 young people who attended the programme improved their literacy and numeracy skills and gained Bronze Arts awards, some of whom went on to gain the Silver Arts awards post the programme ending. Based on successes of last year HYOT have been encouraged to apply for funding again to run Summer College in 2017. The Summer Arts College is for NEET and our most vulnerable and high risk young people as outlined in the conditions of the grant funding

The development of the Youth Offer has provided the YOT with direct access to a range of services and provisions on offer for young people. In addition young people will be supporting the regeneration of the centre by way of painting the building as part of their reparation hours.

HYOT continue to source out and engage with community projects that can support engagement / delivery of services to young people.

## **IT / Assetplus**

Harrow YOT has continued to suffer from IT issues which have also impacted the smooth transition to the revised framework of Assetplus.

All issues have been reported at the YOT Partnership Board as well as the Youth Justice Board and a representative from Capita One (Database providers) now attends the YOT board to provide regular updates on progress being made.

HYOT are amongst the last YOT's nationally to “go live” with this revised assessment tool. Staff have all been trained and had refresher training prior to going live with Assetplus. As of the 1<sup>st</sup> July 2017 all new cases will start on Assetplus framework. A local agreement has been put in place in measuring performance, recognising the shift to a new assessment combined with on-going IT issues is problematic.

## **Safeguarding**

In January 2017, Harrow were inspected by Ofsted via the Single Inspection Framework where around 200 safeguarding cases were audited as part of the inspection. Children remaining in custody overnight and Children Looked After who offend or repeat offend were considered as key lines of enquiry during the

inspection. Inspectors were satisfied that the appropriate measures were in place to ensure the needs of this cohort were met.

There was one reported Community Safeguarding and Public Protection Incident in 16-17 and all necessary procedures as outlined in YJB guidance were adhered to.

### **Staffing / Resource**

HYOT have a structure that is fit for purpose. However, the increased demand of shifting to a new assessment framework as well as an increase in the number of cases and complexity led to discussions regarding further additional resources. Board members agreed to an additional YOT practitioner post. However, to ensure it was cost effective this has been advertised as a fixed term 12 month contract rather than an agency post.

Harrow YOT continues to access training via HSCB and the YJB inset calendar, however has also accessed training in house on topics such as Trauma from Children, Adolescent Mental Health Services (CAMHS) Nurse within team, RJ / Victim training from RJ coordinator.

There has also been an informal agreement where a local Met Police Community Engagement Officer will be based alongside the YOT, to support improving relationships between young people and police but also access resources such as police cadets and other police led engagement services.

### **Key achievements for 16-17**

- Reducing reoffending rates amongst Harrow Young People
- Fully permanent workforce
- Integrated and promoted the work of the YOT across Harrow's Children's Division

### **Key priorities for 17 – 18**

- Embed the revised Youth Offer into the preventative work of the YOT in order to continually reduce the number of FTEs
- Embed the revised Asset plus assessment framework and continue to work closely with IT providers to improve system performance and reliability
- Active contribution in developing strategies corporately and alongside partners to reduce serious youth violence and knife crime as part of the VVE delivery plan that is monitored by Safer Harrow.

## **Appendix 2 – YOT Board Membership**

<b>Name</b>	<b>Role and organisation</b>	<b>Contact Details</b>
Paul Hewitt Chair	Divisional Director Children and Families	Paul.Hewitt@harrow.gov.uk
Dawn Hargadon	Metropolitan Police Detective Inspector	Dawn. Hargadon@met.pnn.police.uk
Errol Albert	Head of Service Youth Offending Team and Early Support	Errol.Albert@harrow.gov.uk
Aman Sekhon-Gill	Team Manager, YOT	Aman.Sekhon-Gill@harrow.gov.uk
David Harrington	Head of Business Intelligence	David.Harrington@harrow.gov.uk
Paa-King Maselino	Head Teacher The Helix Pupil Referral Unit	Paa-King.Maselino@harrow.gov.uk
Mike Herlihy	Youth Magistrate and former Chair of NW London Youth Panel	hamlin.herlihy@talktalk.net
Sue Sheldon	Designated Nurse Safeguarding Children Harrow CCG	suesheldon1@nhs.net
Antony Rose/ Russell Symons	Assistant Chief Officer, National Probation Service  Senior Probation Officer, Probation Service	Antony.rose@probation.gsi.gov.uk / russell.symons@london.probation.g si.gov.uk
Janice Noble / Alun Goode	Community Safety	Janice.noble@harrow.gov.uk / Alun.goode@harrow.gov.uk
Dan Burke	CEO Young Harrow Foundation – Voluntary Sector	Dan.burke@youngharrow.org
Delroy Etienne	Service Manager, COMPASS Harrow	Delroy.Etienne@compass-org.uk
Nomination awaited	Service Manager CAMHS	
Mellina Williamson- Taylor (MWT)	Head of Virtual School – HSIP	<a href="mailto:Mellina.Williamson-Taylor@harrow.gov.uk">Mellina.Williamson- Taylor@harrow.gov.uk</a>
Nomination awaited	Chief Executive Officer Ignite Trust – Voluntary Sector	

**Appendix 3 – Finance Table**

<b>AGENCY</b>	<b>STAFFING COSTS (£)</b>	<b>PAYMENTS IN KIND – REVENUE (£)</b>	<b>OTHER DELEGATED FUNDS (£)</b>	<b>TOTAL (£)</b>
<b>Local Authority</b>	£677,994			£677,994
<b>Police service</b>		£66,231 (x2 FTE Police Officers)		£66,231
<b>National Probation Service</b>		£49,173 (x1 FTE Probation Officer)		£49,173
<b>Health Service</b>		£16,833 (jointly funded CAMHS p/t post)  YJLD worker £60,650 (x1 FTE)		£16,833   £60,650
<b>Police and Crime Commissioner</b>				
<b>YJB Youth Justice Grant (YRO Unpaid work order is included in this grant)</b>	£211,435 (Provisional)			£211,435
<b>Other</b>				
<b>Total</b>	<b>£889,429</b>	<b>£192,887</b>		<b>£1,082,316</b>

#### **Appendix 4 – Staffing structure and breakdown**

<b>Position</b>	<b>Permanency/Agency</b>	<b>Gender</b>	<b>Ethnicity</b>
Head of Service	Permanent	M	Black Caribbean
Team Manager	Permanent	F	Indian
Deputy Team Manager	Permanent	M	British Asian
Deputy Team Manager	Permanent	F	White British
Technical Business Support	Permanent	F	White British
Practitioner	Permanent	F	Black/British/Caribbean
Practitioner	Permanent	F	White British
Practitioner	Permanent	F	White British
Practitioner	Permanent	F	White – Australian
Practitioner	Permanent	M	White British
Practitioner	Permanent - PT	M	White British
Probation Officer	Seconded	F	White British
Practitioner	Agency	M	White British
Practitioner	Permanent	F	Black British
Practitioner	Agency – PT	F	White British
Practitioner – Triage	Permanent	F	White British
Restorative Justice Co-ordinator	Permanent	F	White British
Restorative Justice Co-ordinator	Permanent	F	Black / Caribbean
Victim Liaison officer	Permanent	F	Black/Caribbean
Education Specialist	Permanent	M	Black British
Clinical Nurse Specialist	Secondment	M	White British
Substance misuse worker	Secondment	F	White British
Police Officer	Secondment	F	White British
Police Officer	Secondment	F	White British

## Appendix 5 Glossary of terms

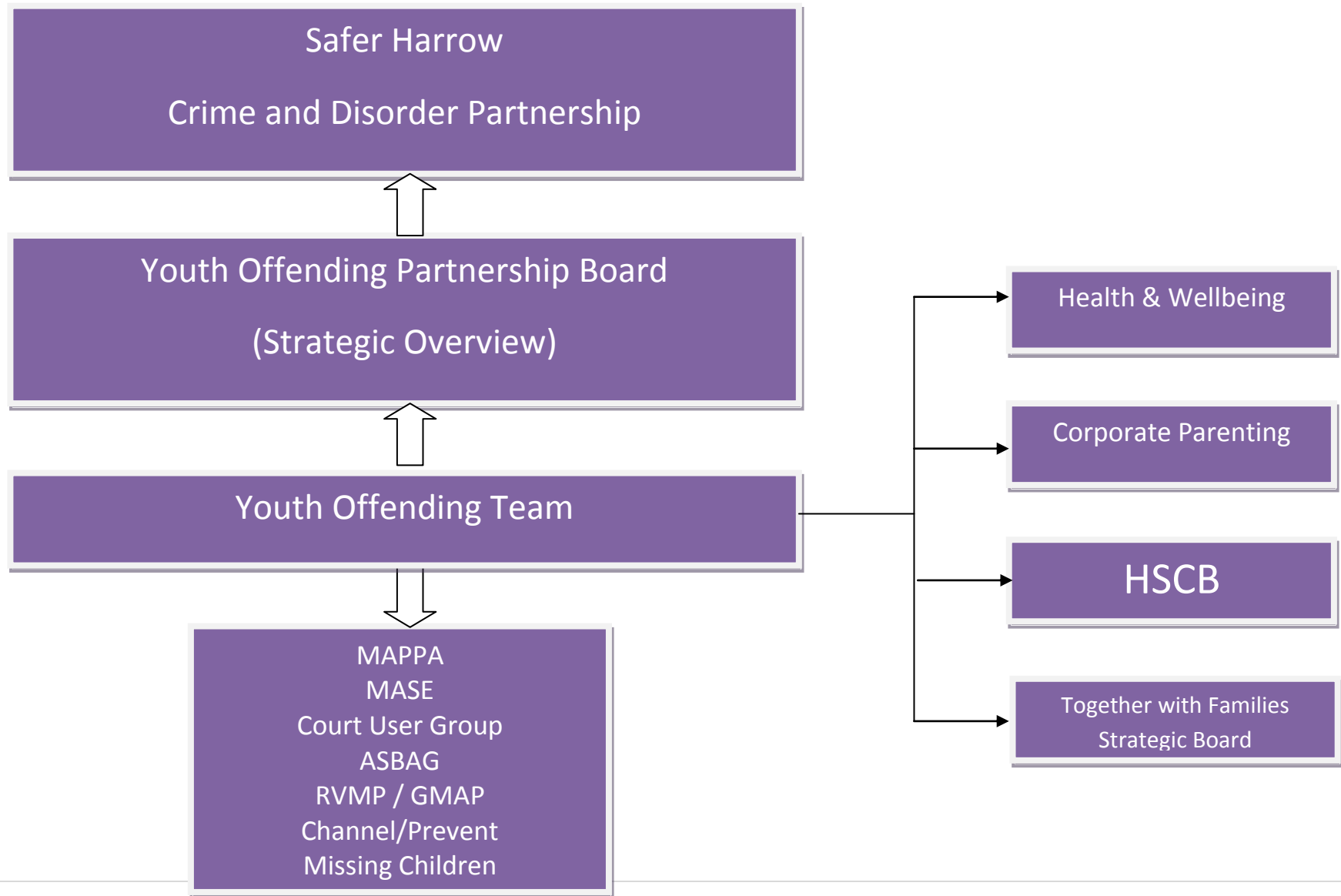
ASBAG	Anti-Social Behaviour Action Group
BAME	Black and Asian Minority Ethnic
CAMHS	Children and Adolescent Mental Health
CCG	Clinical Commissioning Group
CIN	Children in Need
CLA	Children Looked After
CRC	Community Rehabilitation Company
CSPPI	Community Safety and Public Protection
CSE	Child Sexual Exploitation
ES	Early Support
ETE	Education, Training and Employment
FTE	First Time Entrant
HMPPS	Her Majesty's Prison and Probation Service (Formally National Offender Management Service - NOMS)
HSCB	Harrow Safeguarding Children Board
HYOT	Harrow Youth Offending Team
LASPO	Legal Aid, Sentencing and Punishment of Offenders Act
LA	Local Authority
MASE	Multi Agency Sexual Exploitation (Panel)
MASH	Multi Agency Safeguarding Hub
MAPPA	Multi Agency Public Protection Arrangements
MOPAC	Mayor's Office for Policing and Crime
NEET	Not in Employment, Education or Training
NHS	National Health Service
ONS	Office of National Statistics
PVE	Preventing Violent Extremism
PNC	Police National Computer
RJ	Restorative Justice
ROTL	Release on Temporary Licence

ROSH	Risk of Serious Harm
R/VMP	Risk / Vulnerability Management Plan
YJB	Youth Justice Board
YOT	Youth Offending Team
YJLD	Youth Justice Liaison and Diversion
YJILS	Youth Justice Interactive Learning Space
YRO	Youth Rehabilitation Order

**APPENDIX 6**

**Structure and Governance arrangements**

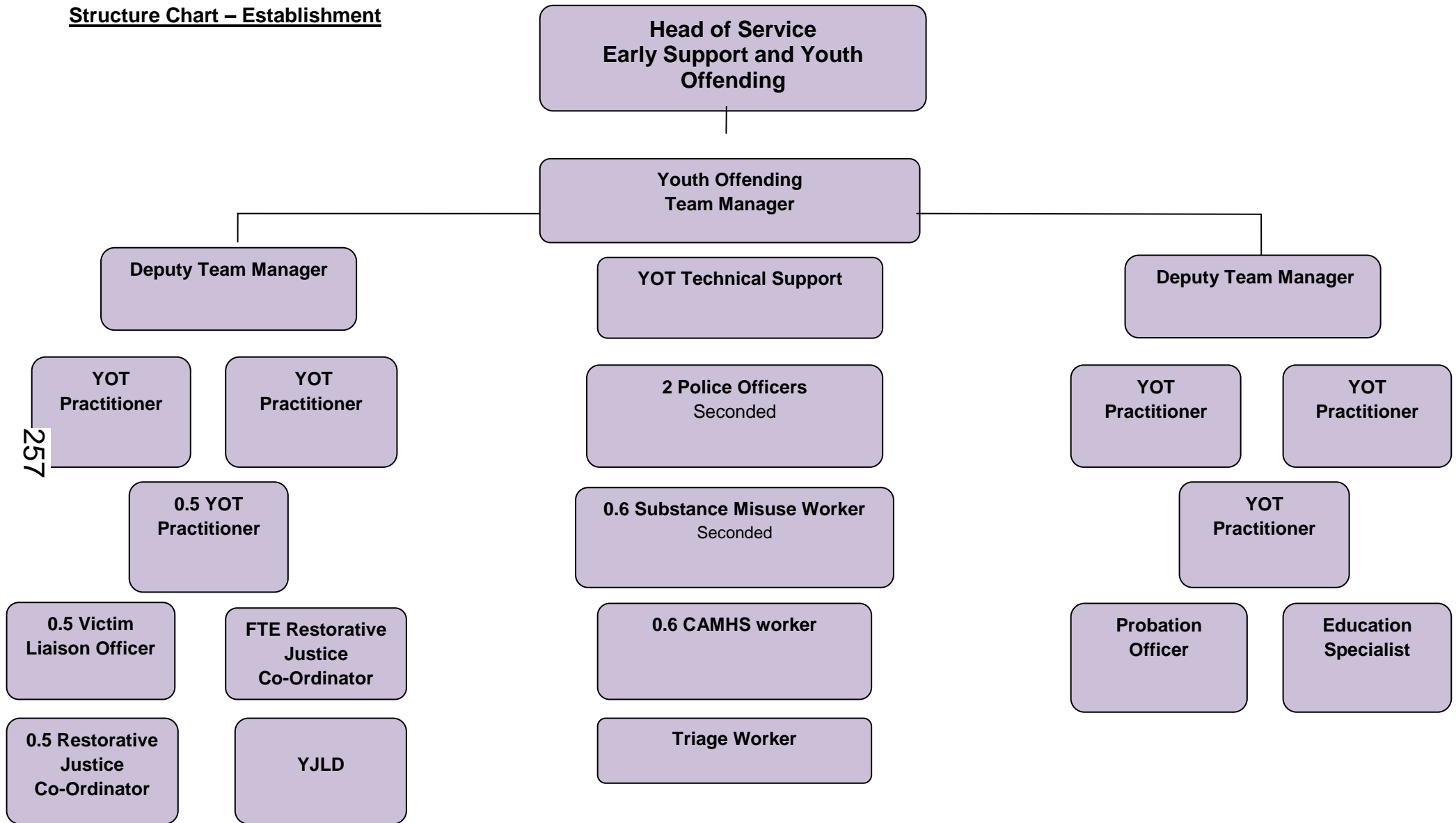
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**APPENDIX 7**

**Structure Chart – Establishment**



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## Appendix 8

### Allocation of Good Practice Grant

<u>Area of Delivery</u>	<u>Activity</u>	<u>Associated Costs</u>
Service delivery improvements	Implementation of Assetplus, including improving casework practice and performance.	£100,435
Reducing FTE's	Strengthen preventative services within the YOT, including improved links with Together with Families work by way of increased data collation with partners and tracking	£40,000
Reducing Re-Offending	Completing further analysis on reoffending cohort to identify trends and triggers.  Development and further investment in programmes and resources targeting reoffending cohort needs.	£30,000
Reducing the Use of Custody	The YOT will continue to ensure robust programmes are available including positive activities for YP to access as part of their bail / resettlement from custody.	£31,000
Restorative Justice work including work with Victims	Identifying creative methods of engagement to support victims of crime and encourage increased engagement in restorative processes	£10,000
		£211,435

**APPENDIX 9 – YOT Champion Roles**

*The role of a champion is to ensure they keep abreast of relevant research, legislation and local policies and procedures to support the knowledge / awareness of staff in a particular area. In addition, it gives staff the opportunity to attend training and advocate for an area of work which affects our young people. Your role is to be a “central point” for your chosen area so other members of the team can come and seek advice / guidance from you. Being a champion doesn’t mean you have to know everything, but it is important you are able to identify the appropriate links for staff and advocate the relevance of this area in the lives of young people in the criminal justice system.*

CHAMPION AREA	STAFF MEMBER	MEETINGS ATTENDED / INPUT TO / GATHER INFO FROM	WHAT ARE YOU EXPECTED TO ACHIEVE BY BEING A CHAMPION? <i>(how you do this is up to you to determine but managers will be willing to support and discuss where needed – remember this is not an exhaustive list, just the overarching vision)</i>
Child Sexual Exploitation	Deputy Team Manager	MASE	Immediate action <ul style="list-style-type: none"> <li>- LS to ensure CSE lead is invited to Team meeting to discuss process of referral</li> </ul> Ongoing Role <ul style="list-style-type: none"> <li>- LS to feedback to team any patterns / risk areas / trends on a monthly basis at team meeting (standing agenda item)</li> <li>- Identify and share research in relation to those who are at risk of CSE and any links to Youth Justice.</li> </ul>
Prevent	YOT Manager	Channel	Immediate actions: <ul style="list-style-type: none"> <li>- Ensure staff understand referral process into channel</li> <li>- Ensure all staff have completed online training</li> </ul> Ongoing Role
37   Page			<ul style="list-style-type: none"> <li>- ASG to feedback any significant information in relation to risk / vulnerabilities</li> </ul>

			<ul style="list-style-type: none"> <li>- Any identified/ increased risk in relation to LB Harrow</li> </ul>
Missing Children	Yot Practitioner	Monthly at risk missing children meeting	<p>Immediate actions</p> <ul style="list-style-type: none"> <li>- ASG will continue to attend Monthly at risk meeting and individual information on cases will be collated from YOT Practitioner</li> </ul> <p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- Share research in relation to push and pull factors as to why children go missing and any link to YJ system</li> </ul>
Gangs	Yot Practitioner and Deputy Team Manager	Gangs Matrix Meeting YJB Gangs Forum	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- LS to ensure written update is provided to all staff re: police operations / impact on geographical locations / those linked to Young People known to YOT.</li> <li>- To bring back research / effective interventions from forum and share with team as resources</li> <li>- To support referrals into gangs intervention within LA</li> </ul>
Safeguarding	YOT Practitioner / Deputy Team Manager		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To support staff in increasing their understanding of safeguarding within the YJ system</li> <li>- Link research to practice and support this within assessments (DTM)</li> </ul>
Victim work	Victim Liaison Practitioner		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To ensure staff understand the importance of individualising victim empathy work</li> <li>- To identify meaningful ways this can be supported within plans</li> </ul>
Restorative Justice	Restorative Justice		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To train staff in RJ practice</li> </ul>

	Coordinator		<ul style="list-style-type: none"> <li>- To support staff in embedding RJ within their day to day work</li> <li>- To identify meaningful ways this can be supported within plans</li> </ul>
Effective Interventions / Research	Probation Officer / YOT Practitioner	YJB Effective Practice Forum	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To increase understanding and share resources that are considered to be effective in reducing offending / further offending in young people.</li> <li>- To increase and promote what meaningful engagement means</li> <li>- To assist staff in focussing on a strengths based model such as Good Lives Model</li> </ul>
Group Work	YOT Practitioner/ Restorative Justice Coordinator		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To develop sustainable group work programmes that run throughout the year and can be accessed by all young people within the YOT.</li> <li>- To support bespoke delivery of programmes based on changing needs / trends being identified</li> <li>- To incorporate services from within then multi agency YOT for regular delivery of group sessions (such as compass)</li> </ul>
Health	Clinical Nurse / Youth Justice Liaison Diversion Practitioner		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To support increased understanding of health needs for those young people within the YJ system</li> <li>- To share relevant information / research</li> <li>- To assist in the incorporation of health needs within plans for young people</li> </ul>
Education/ SEN	Educational Specialist	YJB Send Forum	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To advocate with education providers increased access of provision for young people</li> </ul>

			<p>within the criminal justice system</p> <ul style="list-style-type: none"> <li>- To provide regular sessions at the YOT for young people who are NEET / Excluded to ensure education needs are being met in the interim</li> <li>- To share effective practice and research in relation to education needs of those young people within the criminal justice system.</li> </ul>
Substance Misuse	Substance Misuse Worker		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- Increase awareness of impact of substances within staff group</li> <li>- Deliver regular sessions to groups of YOT cohort regarding the use of substances / possession of cannabis</li> <li>- Ensure research regarding the impact of substances is shared across the service (this can also be in relation to parental substance abuse impact on children)</li> </ul>
Transition arrangements	Probation Officer	Case transfer meetings	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To ensure there is understanding across the service regarding the process of transitional arrangements</li> <li>- To support staff understanding of what makes a “good transition” based on inspection / research available across probation</li> </ul>
Quality Assurance	YOT Practitioner	YJB QA support	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To increase the use of research in assessments</li> <li>- To support developing a “peer” QA network within the team</li> <li>- To support increased consistency of QA across service.</li> </ul>
Children Looked After	YOT Practitioner	CLA Team Meetings	<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To attend CLA team meeting and deliver training to support understanding of “at risk”</li> </ul>

			<p>cohort</p> <ul style="list-style-type: none"> <li>- To share research with CLA and YOT regarding the increasing issue of criminalisation of children looked after</li> </ul>
Children With Disabilities	YOT Practitioner		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To develop links with CWD team</li> <li>- To increase awareness in team re: CWD and impact in youth justice</li> </ul>
Workforce Development	YOT Practitioner		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To create a wider understanding across the service of what “workforce development” entails</li> <li>- Share emerging research across the team</li> <li>- To increase knowledge / skills across the team to deliver effective and meaningful services to children and families</li> </ul>
Early Support (ES)	YOT Manager		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- To increase access to youth services provision for young people known to YOT across the borough</li> <li>- To improve partnership links with Early Support services</li> <li>- To increase awareness of what ES can offer for young people and families</li> </ul>
Reflective Practice	Clinical Nurse		<p>Ongoing Role</p> <ul style="list-style-type: none"> <li>- Develop Reflective Practice across the service</li> </ul>

## Appendix 10

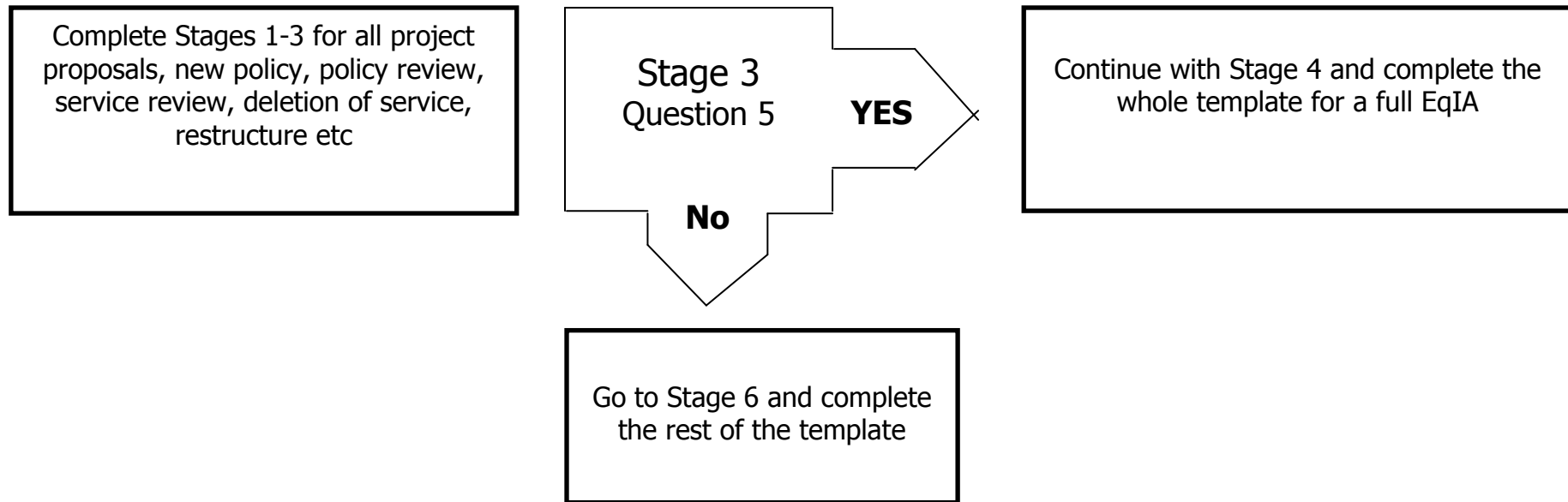
### Definitions of Key Terms

<b>Disposal</b>	A disposal is considered an outcome to an offence that has been committed, some of which lead to a criminal record and others that are considered diversionary.
<b>Triage</b>	Prevention programme which is offered to those who have committed a low level offence and demonstrate remorse for their offence.
<b>Operation Sceptre</b>	Metropolitan Police Led initiative to tackle the national increase in Knife related offending.
<b>Youth Justice Board</b>	A non-departmental public body responsible for overseeing the youth justice system in England and Wales.
<b>Youth Justice Liaison and Diversion</b>	The Youth Justice Liaison and Diversion (YJLD) scheme was developed in 2008 to enhance health provision within the youth justice system, facilitate help, at the earliest opportunity after entering the youth justice system. At first point of arrest all Young People receive a mental health screening to assist in determining the most suitable way to progress the young person through the criminal justice system, if at all.
<b>Restorative Justice</b>	A system of criminal justice which focuses on the rehabilitation of those who offend through reconciliation with victims and the community at large. Aims to repair the harm caused and provide victims a voice.
<b>Out of Court Disposals</b>	Responses to crime that the police can administer locally without having to take the matter to court. Supports diverting young people from the criminal justice system, recognising that the experiences of court can further cause young people trauma.
<b>Remand to custody</b>	For young people who have been arrested and charged with an offence, but the offence / aggravating features of the offence mean the young person is considered too high risk to public and thus is placed in a secure facility, Young Offender Institute / Secure Training Centre. This will be until a verdict of guilty or not guilty is reached. This automatically triggers a young person to become Looked After by the Local Authority.
<b>Remand to local authority care</b>	Young people are arrested and charged with an offence and are placed into the care of the Local Authority. This will be until a verdict of guilty or not guilty is reached. This automatically triggers a young person to become Looked After by the Local Authority
<b>Levels of intervention</b>	Based on assessment completed, this determines the frequency at which a young person must be seen. <b>Intensive</b> is a minimum of 12 contacts per month, <b>Enhanced</b> is a minimum of 4 contacts per month, <b>Standard</b> is a minimum of 2 contacts per month. <i>Practitioners are very likely to see young people more frequently than the minimum standard required to assist in relationship building.</i>



## Appendix B - Equality Impact Assessment Template

The Council has revised and simplified its Equality Impact Assessment process (EqIA). There is now just one Template. Lead Officers will need to complete **Stages 1-3** to determine whether a full EqIA is required and the need to complete the whole template.



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- In order to complete this assessment, it is important that you have read the Corporate Guidelines on EqIAs and preferably completed the EqIA E-learning Module.
- You are also encouraged to refer to the EqIA Template with Guidance Notes to assist you in completing this template.
- SIGN OFF: All EqIAs need to be signed off by your Directorate Equality Task Groups.
- Legal will NOT accept any report without a fully completed, Quality Assured and signed off EqIA.
- The EqIA Guidance, Template and sign off process is available on the Hub under Equality and Diversity

## Equality Impact Assessment (EqIA) Template

<b>Type of Decision: Tick ✓</b>		Cabinet		Portfolio Holder		Other (explain)	Council following Overview & Scrutiny Committee and Cabinet
Date decision to be taken:	30 November 2017						
Value of savings to be made (if applicable):	Not applicable						
Title of Project:	Youth Justice Plan						
Directorate / Service responsible:	Paul Hewitt Divisional Director Children and Young People Services						
Name and job title of Lead Officer:	Errol Albert, Head of Service: – 07766251758						
Name & contact details of the other persons involved in the assessment:	Errol Albert: Head of Service: – 07766251758 or x 2321 Aman Sekhon-Gill: Team Manager - Youth Offending Team x 6755 Mital Vagdia: People Services Commissioner x6418						
Date of assessment (including review dates):							
<b>Stage 1: Overview</b>							
<p><b>1. What are you trying to do?</b></p> <p>(Explain your proposals here e.g. introduction of a new service or policy, policy review, changing criteria, reduction / removal of service, restructure, deletion of posts etc)</p>	<p>Cabinet is requested to consider Harrow’s statutory Youth Justice Plan (YJ Plan) and recommend it for approval by Full Council.</p> <p>There is a requirement to ensure a statutory Youth Justice Plan is produced annually and monitored by the Council. The Youth Justice Plan highlights the key challenges and priorities for 2017-18 and a detailed Annual Report outlining progress made in 2016-17. The Youth Offending Team engages in a wide variety of work with young people who offend (those aged between 10-17 years) in order to achieve the three</p>						

outcome indicators. The Youth Offending Team supervises young people who have been ordered by the court to serve sentences in the community or in the secure estate, and provides a range of interventions to help young people make effective and sustainable changes to prevent them from further offending.

The Youth Justice Board (YJB) has set three national outcome indicators for all Youth Offending Teams:

- To reduce the number of First Time Entrants (FTE) to the Youth Justice System
- To reduce Re-offending
- To reduce the Use of Custody

The prevention of offending and re-offending and anti-social behaviour by children and young people is a priority for all partners in Harrow, we believe this is best achieved through effective collaborative working. The Harrow Youth Offending Team (HYOT) sits within the Peoples Directorate in the council. The Youth Offending Team is therefore represented throughout children's services strategic and operational groups and influences strategic planning for children and young people who offend or are at risk of offending.

Overall youth crime in Harrow has been variable but the general trend is a gradual decrease in numbers of orders, offences committed and numbers of young people committing offences. Figures dipped considerably in 2014/15 to 105 individuals committing crime; this had risen in 2015/16 to 159 but has since fallen in 2016/17 to 129.

Harrow YOT has seen good progress in reducing its re-offending rates compared to the previous year. There has been a 5% reduction in re-offending. This level of reduction is not reflected in comparator figures which are only showing minimal changes.

First Time Entrants (FTE's) have reduced by 8% but is still slightly higher than YOT family and London averages which have also decreased.

Harrow's use of custody rate was previously lower than all comparators at 0.26 but has increased to 0.34 (increase of 0.8). This is in contrast to a reduction in comparator figures. Harrow is now above YOT family averages for use of custody but lower than London and National averages.

This Equality Impact Assessment (EqIA) is being carried out to ensure that the needs

	of all current and potential service users are being met and that the service is improving outcomes for all equality groups. The EqIA covers a wide breadth of the Youth Offending Teams' work.					
<b>2. Who are the main groups / Protected Characteristics that may be affected by your proposals? (✓ all that apply)</b>	Residents / Service Users	✓	Partners	✓	Stakeholders	✓
	Staff	x	Age	✓	Disability	✓
	Gender Reassignment	x	Marriage and Civil Partnership	x	Pregnancy and Maternity	x
	Race	✓	Religion or Belief	✓	Sex	✓
	Sexual Orientation	x	Other			
<b>3. Is the responsibility shared with another directorate, authority or organisation? If so:</b> <b>208</b> Who are the partners? <b>08</b> Who has the overall responsibility? <ul style="list-style-type: none"> <li>How have they been involved in the assessment?</li> </ul>	<p>All Council Directorates, including Environmental Crime, Community Safety, and Children's Services (YOT, Early Intervention), Domestic and Sexual Violence, Safeguarding Adults Services, Housing, Public Health, Police, Local Safeguarding Children's Board, Probation, Community Rehabilitation Services, MOPAC, Health partners and London Fire Brigade.</p> <p>The Youth Justice Plan was endorsed for 3 years from 2015-2018 by the Youth Justice Board, the Youth Offending Management Board as well as the Local Authority Crime and Disorder Partnership (Safer Harrow), Cabinet and Overview and Scrutiny. The Youth Justice Plan has been updated for 2017-2018 and provides a detailed annual report of the progress made.</p>					
<b>Stage 2: Evidence &amp; Data Analysis</b>						
<p>4. What evidence is available to assess the potential impact of your proposals? This can include census data, borough profile, profile of service users, workforce profiles, results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, press reports, letters from residents and complaints etc. Where possible include data on the nine Protected Characteristics.</p> <p>(Where you have gaps (data is not available/being collated for any Protected Characteristic), you should include this as an action to address in your Improvement Action Plan at Stage 6)</p>						

Protected Characteristic	Evidence	Analysis & Impact
<p>Age (including carers of young/older people)</p> <p>269</p>	<p>20.6% of Harrow's residents are under 16. 64.5% of Harrow's population are of working age (16 to 64) and 14.9% of Harrow's residents are 65 or older.</p> <p>17 year olds made up 25.8% of the triage starts, followed by 15 and 16 year olds (22.7%), 18 year olds (13.6%), 14 year olds (9.1%)</p> <p>Over the past 4 years the numbers of first time entrants have varied with 55 in 2014/15, 73 in 2015/16 and 66 in 2016/17. The most recent figure of 66 represents a 9.6% decrease on the previous year's figure of 73.</p>	<p>All referrals to the service are monitored by age. While the Youth Justice Plan is primarily geared towards working with young people aged 10 - 17 (the statutory age for juvenile criminality) it also works with parents/carers of young people and carries out preventative work with young people below the age of 10.</p> <p>The service has age focussed programmes to take into account the different needs of service users. For example, the Cognitive Behavioural programme 'Teen Talk' is aimed at younger members of the cohort. 'Changing Offending behaviour is resources for promoting positive change, SMART thinking and Knife Possession Prevention Programme KPPP are also used to support young people.</p> <p>The Youth Justice Plan aims to improve life chances for young people who have offended or who are at risk of offending. It is therefore intended to have a positive impact on this age group. In particular, the service focuses on changing attitudes, behaviours and mind-sets among young offenders and therefore is intended to have a positive impact on young people in Harrow.</p>
<p>Disability (including carers of disabled people)</p>	<p>Currently data is not available but can be if required at a later date</p> <p>The service has historically had a very low proportion of referrals of young people with physical disabilities. However, because all young offenders have their own personalised programme of support and have one case worker that they have regular contact with; the service would tailor support programmes accordingly for any service user with physical disabilities.</p> <p>New Asset plus captures any difficulties with Speech</p>	<p>The Youth Offending Team has regular contact with offenders who experience mental health disabilities such as Attention Deficit Hyperactivity Disorder (ADHD) and Dyslexia. These conditions often contribute to their offending behaviour or educational under achievement. These Young People are currently been educated outside of main stream educational settings. The new ASSET tool captures this information.</p> <p>The mental health post (Clinical Nurse Specialist) is jointly funded by Harrow CCG and the Youth Offending Team. This ensures young people have access to sustainable</p>

	<p>and Language, communication difficulties, mental health, Physical Health and Wellbeing, substance misuse and learning difficulties.</p> <p>The Mental health needs of young people remains a key government agenda, and remains the focus of those within the criminal justice system. These challenges can often be drivers of offending and offer an important opportunity to support the welfare of these vulnerable young people</p>	<p>provision throughout the duration of their court order, and supporting referral pathways to higher tier intervention.</p> <p>Youth Justice Liaison and Diversion (YJLD) The YJLD role sits within the YOT and provides mental health screenings for all young people at point of arrest. A steering group consisting of LA, YJB and National Health Service (NHS) rep, Police and other partners oversees the work and supports in the identification of local trends. There have been additional funds to consider how pathways are made accessible to young people across the Criminal Justice System, and this work is on-going.</p>
Gender Reassignment	No data on Youth Offending affecting this protected characteristic	Not applicable
Marriage / Civil Partnership	No data on Youth Offending affecting this protected characteristic	Not applicable
270 Pregnancy and Maternity	No data on Youth Offending affecting this protected characteristic	Not applicable
Race	<p>9.1% of residents in Harrow classify themselves as belonging to a minority ethnic group.</p> <p>The White British group forms the remaining 30.9% of the population, (down from 50% in 2001).</p> <p>The 'Asian/Asian British: Indian' group form 26.4% of the population. 11.3% are 'Other Asian', reflecting Harrow's sizeable Sri Lankan community. 8.2% of residents are 'White Other', up from 4.5% in 2001. In percentage terms, in 2011.</p> <p>Harrow had the second largest Indian, the largest 'Other Asian' and the 7th largest Irish population of any local</p>	<p>Over the past 6 years (2011/12 to 2016/17), Harrow has seen some key changes to the ethnic make-up of its offending population.</p> <p>Asian/Asian British makes up 41.1% of Harrow's 10-17 population, yet only accounts for 18.6% of the young offending population in 2016/17. Asian/Asian British have been consistently under represented over the past 5 years, but had fallen to their lowest in 2015/16 (15.3%) with a small increase in 2016/17 (18.6%).</p> <p>Young people of Mixed Ethnicity make up 8.0% of Harrow's 10-17 population. The rate has been gradually increasing since 2012/13 and prior to 2015/16 remained in</p>

	<p>authority in England and Wales. Harrow also had the highest proportion of Romanian (4,784) and Kenyan born residents, the latter reflecting migrants from Kenya who are of Asian descent.</p> <p>Due to Harrow's unique demography, it is difficult to make comparisons to National and London averages for the ethnicity of young offenders. Thus, all ethnicity comparisons are made against the local demographic make-up of the 10-17 year old population based on ONS 2011 mid-year population estimates.</p>	<p>line with the harrow population. From 2015/16 figures have seen an increase bringing them above the Harrow population to 11.6% in 2016/17.</p> <p>The numbers of White British young people in the YOT has been variable over the past 6 years; there was an increase in 2015/16 to 39.7% bringing it above the Harrow population figure of 33.7%. However, 2016/17 has seen a dramatic decrease down to 25.6% which is the lowest recorded in the last 6 years. This means that the white offending population is now under represented in youth offending services. More in depth work needs to be done to understand the changes to the white offending population in Harrow. White ethnicities cover white British but also white European and other nationalities.</p> <p>The most notable difference between local demographics and youth offending demographics can be seen in the Black/African/Caribbean/Black British group. This group are considerably over represented, making up only 12.9% of Harrow's 10-17 population but 34.1 % of the youth offending population in 2016/17. Over the past six years this group have been consistently over represented in youth offending services. The current figure represents an increase on the last two years.</p> <p>HYOT will continue to monitor the impact and consider national guidance and best practice to identify further work that can support the reduction in offending in this group.</p>
Religion and Belief	<p>Currently this data is limited as there is a new IT system in place – ASSET plus.</p>	<p>While the service does not monitor referrals by religion/belief, it has taken into account the needs of service users when organising activities.</p> <p>Religious beliefs are taken into account in custody and out in the community setting. Professional would avoid organising events on Fridays for example for Muslim</p>

		<p>clients or not organising reparation activities on Sunday morning to avoid Morning mass timing etc.).</p> <p>It will be important for the Youth Offending Team to monitor any needs by religion/belief over time.</p>
<p>272 Sex / Gender</p>	<p>In 2016/17 the gender split of young people convicted on an offence was nationally 84.6% Male to 15.4% female. In London females represent a smaller proportion with 13.7% to 86.4% male and for the YOT statistical neighbours they represent 14.4% to 85.7% Male.</p> <p>Over the past 6 years Harrow's figures have been variable between 13.4% females in 2011/12 up to the highest rate of 19.5% in 2015/16. 2016/17 represents a dramatic decrease in the proportion of YOT clients who are female with only 8.5% (11) and a high number of males at 91.5% (118). Harrow has a lower proportion of females convicted of an offence (8.5%) compared to the National Average (15.4%), London Average (13.7%) and YOT Family average (14.4%).</p> <p>Over the past 5 years the average number of females convicted of an offence each year is 21 (lowest 11 and highest 31). For males this figure is more variable with the average being 116 (lowest 87 and highest 149).</p> <p><b>Prevention Programme:</b> During 2016/17 the YOT received 73 new referrals considered suitable for triage intervention, 68 of which went on to engage with the programme. A total of 75 were subject to triage in the year including those already active at the start of the year.</p> <p>Of those 75, 17 (22.7%) were female and 58 (77.3%)</p>	<p><b>First Time Entrants (FTE's):</b> Of the 66 young people who were first time entrants in 2016/17, offences falling into the Violence Against the Person category are most frequent accounting for 43.9%, followed by Drug offences (13.6%), theft and handling stolen goods (10.6%) and Robbery (10.6%). 56 young people (84.8%) were male and 10 (15.2%) were female</p> <p><b>Prevention Programme:</b> In 2016/17 there were a total of 50 young people discharged from the triage programme. 45 (90.0%) of whom completed the programme successfully. The remaining 5 out of 50 young people (10%) had an outcome of 'not completed' – i.e. x1 breach, x2 did not engage and x2 moved out of Borough. Those not accounted for in terms of outcomes were considered "still active". For the 75 young people starting a triage intervention, offences falling into the Theft and Handling Stolen Goods category are most frequent and account for 36.0% of all offences. Drug offences are also common accounting for 30.7% of cases, with Possession of Cannabis accounting for 16% and Possession of Class B accounting for 13.3%. Violence against the person offences account for 21.3%, which includes common assault at 16%.</p> <p>There are some clear differences seen in the types of offending between males and female. As there are fewer females (22.7% of the triage group), their offending patterns are less represented in the overall figures. Females are less likely to commit drug offences 11.8% compared to 30.7% for males. However, females are more</p>



were male. 15 year olds made up 24.0% of the triage starts, followed by 16 year olds (24.0%), 17 year olds (21.3%), 14 year olds (10.7%), 13 year olds (9.3%), 12 year olds (4.0%), 11 year olds (2.7%).

**Offences:**  
In 2016/17 the gender split of young people convicted on an offence was nationally 84.6% Male to 15.4% female. In London females represent a smaller proportion with 13.7% to 86.4% male and for the YOT statistical neighbours they represent 14.4% to 85.7% Male.

Over the past 6 years Harrow's figures have been variable between 13.4% females in 2011/12 up to the highest rate of 19.5% in 2015/16. 2016/17 represents a dramatic decrease in the proportion of YOT clients who are female with only 8.5% (11) and a high number of males at 91.5% (118). Harrow has a lower proportion of females convicted of an offence (8.5%) compared to the National Average (15.4%), London Average (13.7%) and YOT Family average (14.4%).

likely to commit theft and handling offences at 58.8 % compared to 29.3% for males. Offences falling into the violence against the person category are more balanced with 17.6% for females and 22.4% for males.

Sexual Orientation	No data on Youth Offending affecting this protected characteristic	No data on Youth Offending affecting this protected characteristic
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### Stage 3: Assessing Potential Disproportionate Impact

5. Based on the evidence you have considered so far, is there a risk that your proposals could potentially have a disproportionate adverse impact on any of the Protected Characteristics?

	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes									
No	✓	✓	✓	✓	✓	✓	✓	✓	✓

**YES** - If there is a risk of disproportionate adverse Impact on any **ONE** of the Protected Characteristics, complete a FULL EqIA.

- **Best Practice:** You may want to consider setting up a Working Group (including colleagues, partners, stakeholders, voluntary community sector organisations, service users and Unions) to develop the rest of the EqIA
- It will be useful to also collate further evidence (additional data, consultation with the relevant communities, stakeholder groups and service users directly affected by your proposals) to further assess the potential disproportionate impact identified and how this can be mitigated.
- **NO** - If you have ticked 'No' to all of the above, then go to **Stage 6**
- Although the assessment may not have identified potential disproportionate impact, you may have identified actions which can be taken to advance equality of opportunity to make your proposals more inclusive. These actions should form your Improvement Action Plan at Stage 6

**Stage 4: Further Consultation / Additional Evidence**

6. What further consultation have you undertaken on your proposals as a result of your analysis at **Stage 3**?

274	Who was consulted? What consultation methods were used?	What do the results show about the impact on different groups / Protected Characteristics?	What actions have you taken to address the findings of the consultation? E.g. revising your proposals

**Stage 5: Assessing Impact**

7. What does your evidence tell you about the impact on the different Protected Characteristics? Consider whether the evidence shows potential for differential impact, if so state whether this is a positive or an adverse impact? If adverse, is it a minor or major impact?

Protected Characteristic	Positive Impact ✓	Adverse Impact		Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.  <b>Note – Positive impact can also be used to demonstrate how your proposals meet the aims of the PSED Stage 7</b>	What measures can you take to mitigate the impact or advance equality of opportunity? E.g. further consultation, research, implement equality monitoring etc <b>(Also Include these in the Improvement Action Plan at Stage 6)</b>
		Minor ✓	Major ✓		

Age (including carers of young/older people)					
Disability (including carers of disabled people)					
Gender Reassignment					
275 Marriage and Civil Partnership					
Pregnancy and Maternity					
Race					
Religion or Belief					

Sex					
Sexual orientation					
<b>8. Cumulative Impact</b> – Considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on a particular Protected Characteristic?  If yes, which Protected Characteristics could be affected and what is the potential impact?	Yes		No	✓	
<b>9. Any Other Impact</b> – Considering what else is happening within the Council and Harrow as a whole (for example national/local policy, austerity, welfare reform, unemployment levels, community tensions, levels of crime) could your proposals have an impact on individuals/service users socio economic, health or an impact on community cohesion?  If yes, what is the potential impact and how likely is it to happen?	Yes		No	✓	
<b>Stage 6 – Improvement Action Plan</b>					
List below any actions you plan to take as a result of this Impact Assessment. These should include:					
<ul style="list-style-type: none"> <li>Proposals to mitigate any adverse impact identified</li> <li>Positive action to advance equality of opportunity</li> <li>Monitoring the impact of the proposals/changes once they have been implemented</li> <li>Any monitoring measures which need to be introduced to ensure effective monitoring of your proposals? How often will you do this?</li> </ul>					
Area of potential adverse impact e.g. Race, Disability	Proposal to mitigate adverse impact	How will you know this has been achieved? E.g. Performance Measure / Target	Lead Officer/Team	Target Date	

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	<p><b>Key priorities for 17 – 18</b></p> <ul style="list-style-type: none"> <li>• Embed the revised Youth Offer into the preventative work of the YOT in order to continually reduce the number of FTEs</li> <li>• Embed the revised Asset plus assessment framework and continue to work closely with IT providers to improve system performance and reliability</li> <li>• Active contribution in developing strategies corporately and alongside partners to reduce serious youth violence and knife crime as part of the VVE delivery plan that is monitored by Safer Harrow.</li> </ul>	Monitoring by service and Safer Harrow.	YOT Team manager	2017-18
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### Stage 7: Public Sector Equality Duty

**10.** How do your proposals meet the Public Sector Equality Duty (PSED) to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
2. Advance equality of opportunity between people from different groups
3. Foster good relations between people from different groups

### Stage 8: Recommendation

**11.** Which of the following statements best describes the outcome of your EqIA ( ✓ tick one box only)

**Outcome 1** – No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality of opportunity are being addressed.

✓

**Outcome 2** – Minor Impact: Minor adjustments to remove / mitigate adverse impact or advance equality of opportunity have been

identified by the EqIA and these are included in the Action Plan to be addressed.	
<b>Outcome 3</b> – Major Impact: Continue with proposals despite having identified potential for adverse impact or missed opportunities to advance equality of opportunity. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. <b>(Explain this in Q12 below)</b>	
<b>12.</b> If your EqIA is assessed as <b>outcome 3</b> explain your justification with full reasoning to continue with your proposals.	

Stage 9 - Organisational sign Off			
<b>13.</b> Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?			
Signed: (Lead officer completing EqIA)		Signed: (Chair of DETG)	
Date:		Date:	
Date EqIA presented at Cabinet Briefing (if required)		Signature of DETG Chair (following Cabinet Briefing if relevant)	

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**CABINET – 12 OCTOBER 2017**

**REFERENCE FROM OVERVIEW AND SCRUTINY COMMITTEE –  
19 SEPTEMBER 2017**

**YOUTH JUSTICE PARTNERSHIP PLAN 2017-18**

The Committee received a report on the Council's draft Youth Justice Partnership Plan for 2017-18. The Divisional Director, Children and Young People introduced the report commending those who had worked to produce the draft plan and to achieve improvements in the service such that the "priority rating" of the Youth Offending Team had now been withdrawn. He apologised to the Committee for the late circulation of a further version of the plan which contained certain minor amendments. He established the context of the draft plan, including various relevant reviews of youth justice such as those conducted by Charlie Taylor, David Lammy and the Mayor's Office for Policing and Crime (MoPAC). The officer reported that the plan included proposals made by the Youth Justice Board and was aligned with the Community Safety, Violence, Vulnerability and Exploitation Strategy; the intention was to bring together a more coordinated "youth offer" for local young people. The officer confirmed that the staffing position had developed with fully permanent appointments and a good skills mix in place; he considered that there was now an effective "triage" system diverting young people away from behaviours likely to put them at risk of entering the youth justice system.

In response to a Member's query about crime levels, the officer confirmed that while overall levels were down, there were increases in certain crimes and in the severity and seriousness of some of these; for example, there had been an increase in the use of knives. So while there had been success in reducing first time entrants to the youth justice system, the seriousness and impact of violent crimes was a real area of concern.

A Member considered that the plan contained too much detail in certain parts and did not adequately highlight the key issues; he gave the example of the section on "Out of Court Disposals" (Page 18 of the plan) as being unclear as to the trend compared to previous periods.

The representative of the Harrow Youth Parliament considered that there was room for improvement in the "youth offer" as part of the Early Support Service, particularly in relation to activities and initiatives to develop self-confidence in young people. His view was that the current offer did not go far enough in addressing these needs and he proposed that the Council should do further work with relevant voluntary organisations in this area. An officer reported that such opportunities were available in existing programmes although they tended not to be overtly labelled as "self-confidence" sessions since this was likely to deter young people. Instead, the relevant skills and approaches were included in sessions on such subjects as creative writing, drama and even cookery; there were also classes on presentation skills. It was intended that these programmes would continue with the involvement of groups such as Ignite.

A Member raised concerns about street crime in South Harrow, particularly incidents involving knives. The Divisional Director, Children and Young People confirmed that knife crime was a top priority for multi-agency work on crime reduction and prevention; this reflected the seriousness of its impact on victims and their families. The Council and local Police had made representations to the MoPAC about improved cross-border work to address individuals and groups involved in incidents outside their own boroughs of residence. It was hoped that this would lead to increased resources for this work.

A Member felt that the analysis of local crime trends did not readily equip councillors to make decisions about the appropriate allocation of resources, nor to evaluate the degree of success of the Council's programmes. The Divisional Director, Children and Young People conceded that it was very difficult to understand the reasons for crime trends; however, he referred to the development of "problem profiles" making use of data drawn from a wide range of sources, including the YOT, Police and Early Support Hubs. He gave the example of the Council assisting the Police to shut down the operations of one gang in Wealdstone. An officer added that the causes of crime were complex and difficult to understand fully; the factors included levels of education, family life changes and housing conditions. Nevertheless, these could mislead, an example being the increase in the incidence of certain crimes locally even in a period of reducing deprivation.

A Member suggested that the Council's regeneration strategy should address the implications for youth crime; for example, how Wealdstone town centre would be affected in this respect. The Divisional Director, Children and Young People confirmed this was being addressed in one of the strategy workstreams, though the work was in its infancy. Consultation with young people would be part of this project. The Corporate Director, People Services cautioned that this particular report to the Committee was solely about the Youth Justice Partnership Plan, much of which was constrained by the requirements of the youth Justice Board; its focus would be diluted by extending its range to cover other areas such as the regeneration programme. He underlined that preventative work was a significant part of the plan.

A Member proposed that the Council should make arrangements for young people who had been victims and perpetrators of knife crime to become involved in preventative programmes as this approach was much more likely to influence others. An officer confirmed that young people with such involvement in crime were invited to explain the impact of the crimes on them to audiences of school pupils and other young people. This type of work was supplemented by an annual viewpoint survey of young people to inform the development of services.

The Harrow Youth Parliament representative was concerned about the apparent reduction in the drama programme during the summer and about the infrequency of other related sessions which were often held at times of the day which were inconvenient for some young people. He acknowledged that the programme included much good work, but he considered that there was considerable scope to improve provision. He referred to the indications in Table 13 of the draft plan that there were more vulnerable young people and, in this context, he was concerned that the opportunities for one-to-one mentoring had been removed. The Corporate Director,



People Services underlined that the YOT did not provide a universal service; it was a targeted provision operating within budget constraints and pressures, and it was therefore difficult to do more. He acknowledged the points made by the Harrow Youth Parliament, which he had noted in many other forms and meetings, but the Council could not keep repeating its explanations of the reasons behind the reorganisation of the services.

The Harrow Youth Parliament representative considered that the Council could do more to use data available on young people exiting the criminal justice system to offer a more customised and targeted service. An officer advised that while there was no specific mentoring scheme in place, staff were engaged in coaching and advising young people who had been involved in and affected by crime.

A Member asked about the following aspects of the plan: the extent of the IT challenges, the timing of the equalities impact assessment, the need to strengthen the references to preventative work and to joint work with MoPAC on knife crime involving young people. An officer acknowledged the difficulties which had been experienced with the new IT system and confirmed that work continued to improve performance; there had been further investment in both infrastructure and software. The Divisional Director, Children and Young People reported that the equalities impact assessment was very nearly ready to circulate to Members; it was the first time that such an assessment had been conducted for the youth justice partnership plan. The assessment would be included in the documents submitted to the Cabinet when considering the plan. The principal equalities issue was the over-representation of people from BME communities in the criminal justice system.

**RESOLVED** - That the draft Youth Justice Plan 2017-18 be noted and that the Committee's consideration of it be reported to the Cabinet which will then report to full Council for formal adoption of the plan.

## **FOR CONSIDERATION**

### Background Documents:

Minutes of the Overview and Scrutiny Committee – 19 September 2017

### Contact Officer:

Frankie Belloli, Senior Democratic Services Officer

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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	12 October 2017
<b>Subject:</b>	Implementation of the Markets in Financial Instruments Directive (MiFID II)
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Dawn Calvert – Director of Finance
<b>Portfolio Holder:</b>	Councillor Adam Swersky, Portfolio Holder for Finance and Commercialisation
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No as the decision is reserved to full Council
<b>Wards affected:</b>	All
<b>Enclosures:</b>	Appendix 1: Protections available to retail clients Appendix 2: Opt up Process Flowchart

**Section 1 – Summary and Recommendations**

This report outlines the impact of the implementation of the Markets in Financial Instruments Directive 2014/65 (“MiFID II”) and in particular the risk to the Council of becoming a retail client on 3<sup>rd</sup> January 2018, and recommends that Cabinet recommend to Council that elections for professional client status should be made on behalf of the authority immediately.

## **Recommendations:**

### **That Cabinet**

- i. Notes the potential impact on the treasury investment strategy of becoming a retail client with effect from 3<sup>rd</sup> January 2018.
- ii. Recommends to Council that it agrees to the immediate commencement of applications for elected professional client status with all relevant institutions in order to ensure it can continue to implement an effective investment strategy.
- iii. Recommends to Council that it delegates responsibility to the Director of Finance, following consultation with the Portfolio Holder for Finance and Commercialisation, for the purposes of completing the applications and determining the basis of the application as either full or single service.

### **Reasons**

- (a) To comply with the Markets in Financial Instruments Directive.
- (b) To adhere to the Financial Regulations set out in the Council's Constitution.

## **Section 2 – Report**

### **Context**

1. Under the current UK regime, local authorities are automatically categorised as 'per se professional' clients in respect of non-MiFID scope business and are categorised as 'per se professional' clients for MiFID scope business if they satisfy the MiFID Large Undertakings test. Local authorities that do not satisfy the Large Undertakings test may opt up to elective professional client status if they fulfil certain 'opt-up criteria'.
2. Following the introduction of the Markets in Financial Instruments Directive 2014/65 ("MiFID II") from 3 January 2018, firms will no longer be able to categorise a local public authority or a municipality that (in either case) does not manage public debt ("local authority") as a 'per se professional client' or elective eligible counterparty (ECP) for both MiFID and non-MiFID scope business. Instead, all local authorities must be classified as "retail clients" unless they are opted up by firms to an 'elective professional client' status. The extra protections applied to "retail clients" are set out in **APPENDIX 1**.
3. Furthermore, the Financial Conduct Authority (FCA) has exercised its discretion to adopt gold-plated opt-up criteria for the purposes of the quantitative opt-up criteria, which local authority clients must satisfy in order for firms to reclassify them as an elective professional client.

### **Potential impact**

4. A move to retail client status would mean that all financial services firms like banks, brokers, advisers and fund managers will have to treat local authorities the same way

they do non-professional individuals and small businesses. That includes a raft of protections ensuring that investment products are suitable for the customer's needs, and that all the risks and features have been fully explained. This provides a higher standard of protection for the client, but it also involves more work and potential cost for both the firm and the client, for the purpose of proving to the regulator that all such requirements have been met.

5. Such protections would come at the price of local authorities not being able to access the wide range of assets needed to implement an effective, diversified investment strategy. Retail status would significantly restrict the range of financial institutions and instruments available to authorities. Many institutions currently servicing local authorities are not authorised to deal with retail clients and may not wish to undergo the required changes to resources and permissions in order to do so.
6. Even if the institution secures the ability to deal with retail clients, the range of instruments it can make available to the client will be limited to those defined under FCA rules as 'non-complex' which would exclude many of the asset classes and financial instruments included in the Council's current treasury management strategy. In many cases, managers will no longer be able to even discuss ('promote') certain asset classes and vehicles with the authority as a retail client.

### **Election for professional client status**

7. MiFID II allows for retail clients which meet certain conditions to elect to be treated as professional clients (to 'opt up'). There are two tests which must be met by the client when being assessed by the financial institution: the quantitative and the qualitative test.
8. The Local Government Pension Scheme Advisory Board (SAB) and the Local Government Association (LGA) along with the Department of Communities and Local Government (DCLG) and the Investment Association (IA) have successfully lobbied the FCA to make the test better fitted to the unique situation of local authorities.
9. The qualitative test can now be performed on the authority as a collective rather than an individual. The election to professional status must be completed with all financial institutions prior to the change of status on 3<sup>rd</sup> January 2018. Failure to do so by local authorities could result in the financial institution having to take 'appropriate action' which could include a termination of the relationship at a significant financial risk to the authority.
10. The SAB and the LGA have worked with industry representative bodies including the IA, the British Venture Capital Association (BVCA) and others to develop a standard opt-up process with letter and information templates. This process should enable a consistent approach to assessment and prevent authorities from having to submit a variety of information in different formats.
11. A flowchart of the process is attached as **APPENDIX 2**.
12. Applications can be made in respect of either all of the services offered by the institution (even if not already being accessed) or a particular service only. A local authority may wish to do the latter where the institution offers a wide range of complex instruments which the authority does not currently use and there is no intention to use the institution again once the current relationship has come to an end.

13. Authorities are not required to renew elections on a regular basis but will be required to review the information provided in the opt-up process and notify all institutions of any changes in circumstances which could affect their status, for example, if the membership of the committee changed significantly resulting in a loss of experience, or if the relationship with the authority's investment advisor was terminated.

### **Options considered**

14. It is open to the Council not to apply to 'opt up'. However, this will adversely affect the Council's ability to access the widest possible range of investments and is therefore not recommended.

### **Next steps**

15. In order to continue to effectively implement the authority's investment strategy after 3<sup>rd</sup> January 2018, applications for election to be treated as a professional client should be submitted to all financial institutions with which the authority has an existing or potential relationship in relation to prescribed "Complex" investments within the treasury management strategy.
16. This process should commence as soon as possible in order to ensure completion in good time and avoids the need for appropriate action to be taken by institutions in relation to the authority's pension fund investments.
17. The officer named in the recommendations should be granted the necessary delegation to make applications on the authority's behalf and to determine the nature of the application on either full or single service basis.
18. The Pension Fund Committee approved the opting up to professional status at its meeting on 18<sup>th</sup> September 2017 and referred the report to Council which endorsed the recommendation on 28<sup>th</sup> September. A separate decision is required for the Council's treasury management activity.

## **IMPLICATIONS OF THE RECOMMENDATIONS**

19. The recommendations do not affect the Council's staffing / workforce and have no equalities or community safety impact.

## **LEGAL IMPLICATIONS**

20. The report has been reviewed by the Legal Department and comments received are incorporated into the report.

## **FINANCIAL IMPLICATIONS**

21. In addition to supporting the Council's revenue and capital programmes, the Treasury Management budget is an important part of the General Fund budget. Any savings achieved, or overspends incurred, have a direct impact on the achievements of the budgetary policy.

## PERFORMANCE ISSUES

22. The Council meets the requirements of the CIPFA Code of Practice for Treasury Management and therefore is able to demonstrate best practices for the Treasury Management function.
23. As part of the Code, the Council must agree a series of prudential indicators and measure its performance against them.

## ENVIRONMENTAL IMPACT

24. There are no direct environmental impacts.

## RISK MANAGEMENT IMPLICATIONS

25. The identification, monitoring and control of risk are central to the achievement of the treasury objectives. Potential risks are included in the Directorate risk register and are identified, mitigated and monitored in accordance with treasury practice notes approved by the Treasury Management Group.

## EQUALITIES IMPLICATIONS

26. There is no direct equalities impact.

## CORPORATE PRIORITIES

27. This report deals with the Treasury Management Strategy which plays a significant part in supporting the delivery of all the Council's corporate priorities.

### Section 3 - Statutory Officer Clearance

Name: Dawn Calvert	<input checked="" type="checkbox"/>	Director of Finance
Date: 27 September 2017		
Name: Caroline Eccles	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 28 September 2017		

<b>Ward Councillors notified:</b>	<b>NO</b>
<b>EqIA carried out:</b>	<b>NO</b>
<b>EqIA cleared by:</b>	<b>N/A</b>

## **Section 6 - Contact Details and Background Papers**

**Contact:** Iain Millar (Treasury and Pensions Manager) Tel: 020-8424-1432 / Email: iain.millar@harrow.gov.uk

**Background Papers:** None

**Call-In Waived by the Chair  
of Overview and Scrutiny  
Committee**

*NOT APPLICABLE – COUNCIL  
DECISION*



## **Warnings - loss of protections as a Professional Client**

Professional Clients are entitled to fewer protections under the UK and EU regulatory regimes than is otherwise the case for Retail Clients. This document contains, for information purposes only, a summary of the protections that you will lose if you request and agree to be treated as a Professional Client.

### **1. Communicating with clients, including financial promotions**

As a Professional Client the simplicity and frequency in which the firm communicates with you may be different to the way in which they would communicate with a Retail Client. They will ensure however that our communication remains fair, clear and not misleading.

### **2. Information about the firm, its services and remuneration**

The type of information that the firm provides to Retail Clients about itself, its services and its products and how it is remunerated differs to what the firm provides to Professional Clients. In particular,

- (A) The firm is obliged to provide information on these areas to all clients but the granularity, medium and timing of such provision may be less specific for clients that are not Retail Clients; and
- (B) there are particular restrictions on the remuneration structure for staff providing services to Retail Clients which may not be applicable in respect of staff providing services to Professional Clients;
- (C) the information which the firm provides in relation to costs and charges for its services and/or products may not be as comprehensive for Professional Clients as it would be for Retail Clients, for example, they are required when offering packaged products and services to provide additional information to Retail Clients on the risks and components making up that package; and
- (D) when handling orders on behalf of Retail Clients, the firm has an obligation to inform them about any material difficulties in carrying out the orders; this obligation may not apply in respect of Professional Clients.

### **3. Suitability**

In the course of providing advice or in the course of providing discretionary management services, when assessing suitability for Professional Clients, the firm is entitled to assume that in relation to the products, transactions and services for which you have been so classified, that you have the necessary level of experience and knowledge to understand the risks involved in the management of your investments. The firm will assess this information separately for Retail Clients and would be required to provide Retail Clients with a suitability report.

### **4. Appropriateness**

For transactions where the firm does not provide you with investment advice or discretionary management services (such as an execution-only trade), it may be required to assess whether the transaction is appropriate. In respect of a Retail Client, there is a specified test for ascertaining whether the client has the requisite investment

knowledge and experience to understand the risks associated with the relevant transaction. However, in respect of a Professional Client, the firm is entitled to assume that they have the necessary level of experience, knowledge and expertise to understand the risks involved in a transaction in products and services for which they are classified as a Professional Client.

**5. Dealing**

A range of factors may be considered for Professional Clients in order to achieve best execution (price is an important factor but the relative importance of other different factors, such as speed, costs and fees may vary). In contrast, when undertaking transactions for Retail Clients, the total consideration, representing the price of the financial instrument and the costs relating to execution, must be the overriding factor in any execution.

**6. Reporting information to clients**

For transactions where the firm does not provide discretionary management services (such as an execution-only transactions), the timeframe for our providing confirmation that an order has been carried out is more rigorous for Retail Clients' orders than Professional Clients' orders.

**7. Client reporting**

Investment firms that hold a retail client account that includes positions in leveraged financial instruments or contingent liability transactions shall inform the Retail Client, where the initial value of each instrument depreciates by 10% and thereafter at multiples of 10%. These reports do not have to be produced for Professional Clients.

**8. Financial Ombudsman Service**

The services of the Financial Ombudsman Service may not be available to you as a Professional Client.

**9. Investor compensation**

Eligibility for compensation from the Financial Services Compensation Scheme is not contingent on your categorisation but on how your organisation is constituted. Hence, depending on how you are constituted you may not have access to the Financial Services Compensation Scheme.

**10. Exclusion of liability**

The FCA rules restrict the firm's ability to exclude or restrict any duty of liability which the firm owes to Retail Clients more strictly than in respect of Professional Clients.

**11. Trading obligation**

In respect of shares admitted to trading on a regulated market or traded on a trading venue, the firm may, in relation to the investments of Retail Clients, only arrange for such trades to be carried out on a regulated market, a multilateral trading facility, a systematic internaliser or a third-country trading venue. This is a restriction which may not apply in respect of trading carried out for Professional Clients.

12. **Transfer of financial collateral arrangements**

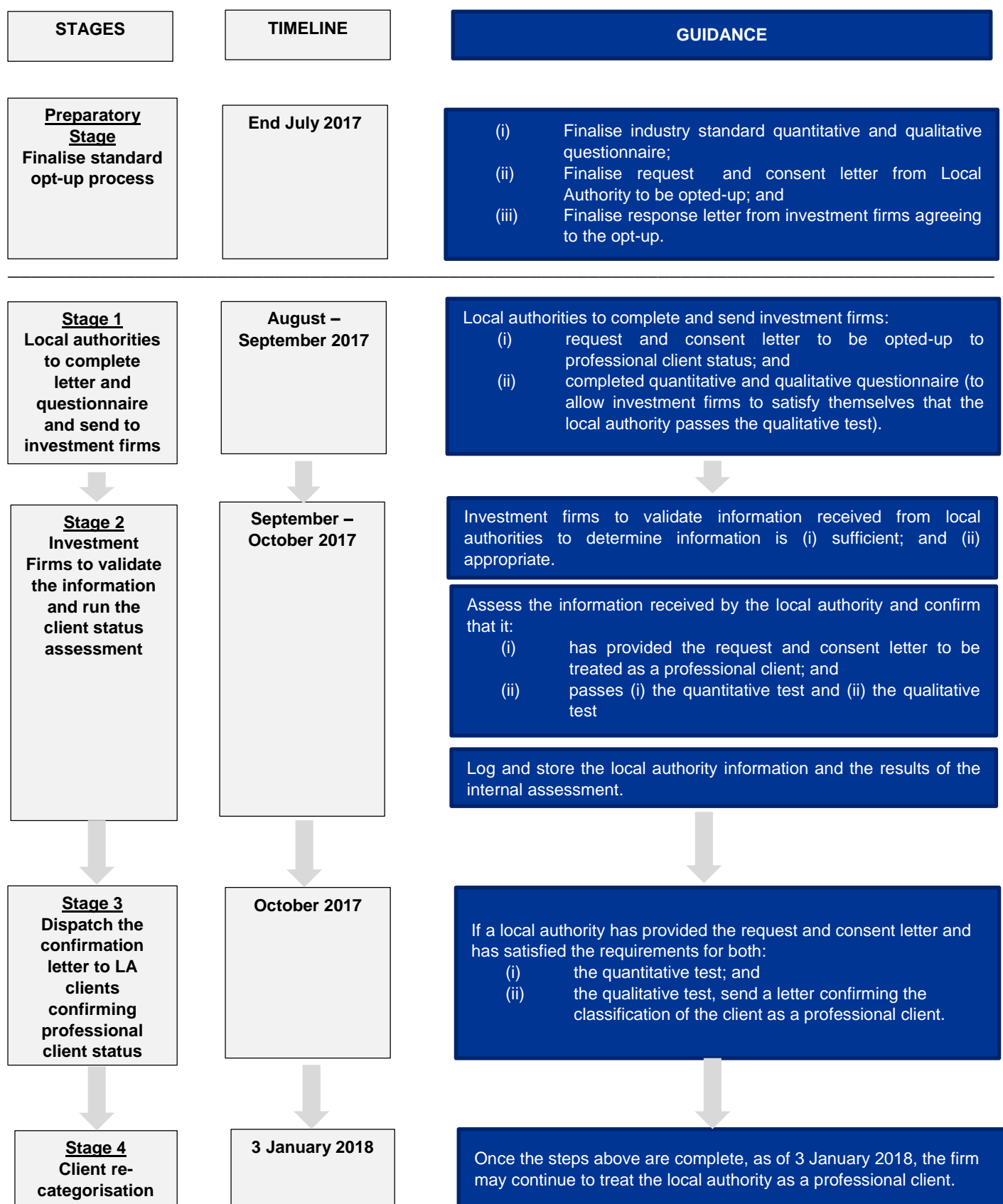
As a Professional Client, the firm may conclude title transfer financial collateral arrangements with you for the purpose of securing or covering your present or future, actual or contingent or prospective obligations, which would not be possible for Retail Clients.

13. **Client money**

The requirements under the client money rules in the FCA Handbook (CASS) are more prescriptive and provide more protection in respect of Retail Clients than in respect of Professional Clients.

It should be noted that at all times you will have the right to request a different client categorisation and that you will be responsible for keeping the firm informed of any change that could affect your categorisation as a Professional Client.

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**UK Local Authority Client Opt-Up Process**

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## **REPORT FOR: Pension Board**

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<b>Date of Meeting:</b>	8 November 2017
<b>Subject:</b>	London Borough of Harrow Pension Board: Draft Annual Report to Council 2017
<b>Responsible Officer:</b>	Dawn Calvert, Director of Finance
<b>Exempt:</b>	No
<b>Wards Affected:</b>	All
<b>Enclosure:</b>	Draft Annual Report to Council 2017 (Appendix)

### **Section 1 – Summary and Recommendation**

#### **Summary**

This report advises the Board of the need to prepare a report on their work to be presented to the Full Council on 30 November 2017 and provides a draft for their consideration (attached as an appendix).

#### **Recommendation**

The Board is recommended to agree a report on their work to be presented to the Full Council on 30 November 2017.

## Section 2 – Report

1. The Terms of Reference of the Board require them to present a report on their work to the Full Council once a year. At their last meeting the Board received an initial draft for their consideration in advance of this meeting.
2. A revised draft is attached for the Board to consider and they are recommended to agree a final version to be presented to the Full Council on 30 November 2017.

### Financial Implications

3. There are no financial implications arising directly from this report.

### Risk Management Implications

4. All risks are included within the Pension Fund Risk Register.

### Equalities implications

5. There are no direct equalities implications arising from this report.

### Council Priorities

6. The financial health of the Pension Fund directly affects the resources available for the Council's priorities.

## Section 3 - Statutory Officer Clearance

Name: Dawn Calvert	<input checked="" type="checkbox"/>	Director of Finance
Date: 6 November 2017		
Name: Caroline Eccles	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 6 November 2017		

<b>Ward Councillors notified:</b>	<b>Not applicable as the proposal affects all wards</b>
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## **Section 4 - Contact Details**

**Contact:** Iain Millar, Treasury and Pensions Manager  
0208 424 1432; Email: [iain.millar@harrow.gov.uk](mailto:iain.millar@harrow.gov.uk)

**Background Papers - None**

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