



## **Police and Crime Panel**

**Date**        **Thursday 14 March 2019**  
**Time**        **2.00 pm**  
**Venue**       **Meeting Room 2 - Darlington Borough Council, Town Hall,  
Darlington DL1 5QT**

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### **Business**

#### **Part A**

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

1. Apologies for absence
2. Substitute Members
3. Minutes of the meeting held on 1 February 2019 (Pages 3 - 6)
4. Declarations of interest, if any
5. Recent Media Activity - Report of Police, Crime and Victims' Commissioner (Pages 7 - 8)
6. Local Criminal Justice Partnership 'One year on' (Pages 9 - 20)
7. Quarterly Performance Report - Report of the Office of the Durham Police, Crime and Victims' Commissioner (Pages 21 - 34)
8. Focused Report on Police, Crime and Victims' Plan Outcomes - Outcome 3: 'Reoffending is reduced and rehabilitation is improved' - Report of the Office of the Durham Police, Crime and Victims' Commissioner (Pages 35 - 42)
9. Commissioning Update - Report of Police, Crime and Victims' Commissioner (Pages 43 - 48)

10. PCVC Decision Records - Report of Police, Crime and Victims' Commissioner (Pages 49 - 52)
11. Policing and Mental Health: Picking Up the Pieces - Report of the Police, Crime and Victims' Commissioner (Pages 53 - 56)
12. Such other business, as in the opinion of the Chairman of the meeting, is of sufficient urgency to warrant consideration

**Helen Lynch**  
Monitoring Officer

County Hall  
Durham  
6 March 2019

To: **The Members of the Police and Crime Panel**

**Durham County Council**

Councillors D Boyes, P Brookes, P Crathorne, L Hovvels (Chair), J Nicholson, A Savory, M Simmons and J Grant

**Darlington Borough Council**

Councillors H Crumbie, B Jones (Vice-Chair) and M Knowles

**Independent Co-opted Members**

Mr N J H Cooke and Mr D K G Dodwell

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**Contact: Ian Croft**

**Tel: 03000 269702**

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**DURHAM COUNTY COUNCIL**

At a Meeting of **Police and Crime Panel** held in Committee Room 1A - County Hall, Durham on **Friday 1 February 2019 at 10.25 am**

**Present:**

**Councillor L Hovvels (Chair)**

**Durham County Council:**

Councillor S Quinn

**Darlington Borough Council:**

Councillor M Knowles

**Independent Co-opted Members:**

Mr N J H Cooke

The meeting started 25 minutes late due to the inclement weather.

The Chairman informed the Panel that, due to the low attendance because of inclement weather, Agenda Item Numbers 8 and 10 would be deferred to a later meeting of the Panel.

**1 Apologies for Absence**

Apologies for absence were received from Councillors Boyes, Brookes, Crathorne, Crumbie, Jones, Nicholson, Savory and Simmons and Mr Dodwell.

**2 Substitute Members**

Councillor S Quinn as substitute Member for Councillor Crathorne.

**3 Declarations of interest**

There were no declarations of interest.

**4 Minutes**

The Minutes of the meeting held on 10 January 2019 were confirmed as a correct record and signed by the Chairman.

**5 Recent Media Activity**

The Panel noted a report of the Police, Crime and Victims' Commissioner which provided an update on media activity during the period since the last Panel meeting (for copy see file of Minutes).

**Resolved:**

That the report be noted

**6 Consultation on Council Tax Police Precept 2019-20**

The Panel considered a report of the Police, Crime and Victims' Commissioner (PCVC) which provided an update on the process for setting the Policing Precept for 2019-20 and which sought the Panel's support in doing so (for copy see file of Minutes).

S White, Chief Executive, Office of the PCVC informed the Panel that there had been a 43% increase in consultation responses compared to the previous year with approximately 50% of responses being made on-line. 78.1% of responses were accepting of the proposed precept increase to some degree, with 21.9% of responses being opposed to an increase.

Councillor Knowles **moved** that the Panel should dismiss consideration of a veto to the PCVC's proposed precept increase. This was **seconded** by Mr Cook.

Councillor Hovvells accepted that the proposed 13% precept increase would be difficult for some residents of County Durham and Darlington but the consultation showed a general feeling of support for the police and the Commissioner.

The Chief Executive, Office of the PCVC provided the Panel with details of the following qualitative responses which had been received to the consultation:

- the office costs of the PCVC were too high;
- the role of the PCVC was unnecessary
- students should not be exempt from the precept
- bars should be charged more for late night policing
- the role of the PCSOs should remain

Councillor Hovvells considered that PCSOs were well valued within the community and were a good source of intelligence gathering. Councillor Knowles asked whether it was the role of the Panel to promote the role of the PCVC so that the public had a better understanding. The Chief Executive replied that this was not the role of the Panel but was the role of the PCVC and his officers to explain and promote the role of the PCVC. This would form part of the review of office communications which the Chief Executive would be undertaking.

**Resolved:**

- (i) That the consultation returns be noted
- (ii) That the proposed 13.24% precept increase be agreed
- (iii) That there be no veto of the PCVC proposal
- (iv) That the Chairman respond to the PCVC and the response be published online.

**7 Revenue and Capital Budgets 2019/20, Medium Term Financial Plan 2019/20 to 2022/23 and Revenue and Capital Budgets 2018/19**

The Panel considered a report of the PCVC Chief Finance Officer which provided details of the proposed Revenue and Capital Budgets 2019/20, Medium Term Financial Plan 2019/20 to 2022/23 and Revenue and Capital Budgets 2018/19 (for copy see file of Minutes).

**Resolved:**

That the report be noted.

**8 Local Criminal Justice Partnership 'One year on'**

This item was deferred to a later meeting of the Panel.

**9 Campaigning and Influencing Activity**

The Panel considered a report of the PCVC which provided an annual update on campaign activity by the PCVC to influence others, in particular central Government policy (for copy see file of Minutes).

**Resolved:**

That the report be noted.

**10 Policing and Mental Health - Picking Up the Pieces**

This item was deferred to a later meeting of the Panel.

**11 Brexit Preparations**

The Panel considered a report of the PCVC which provided an up to date summary of the preparations for Brexit relating to the impact of Brexit on Durham Constabulary (for copy see file of Minutes).

**Resolved:**

That the report be noted.

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## Police and Crime Panel

14 March 2019

### Recent media activity



## Report of the Office of the Police, Crime and Victims' Commissioner

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### 1. Purpose

At the Panel's Development Session in April 2018, there was discussion about coverage in the press of the work of the Police, Crime and Victims' Commissioner, and Durham Constabulary. A commitment was made to update the Panel about key press activity at each Panel meeting. This paper provides an update covering the period since the previous meeting.

### 2. Top stories in the press and broadcast media

Press coverage since the last meeting has included:

- Hate Hurts campaign
- Police Federation report into police welfare
- Prison reform and shorter sentencing

### 3. Social media activity

- 7153 followers on Twitter
- 4646 followers on Facebook

Top tweet: PCVC speaks about Police Fed Federation report into police welfare

Top Facebook post: Action Fraud / fake emails

The office Instagram account currently has 163 followers

### 4. Columns

Monthly columns in Advertiser series, covering road safety and community speedwatch.

### 5. Recommendations

Panel Members are recommended to note the information contained in this report.

**Jon Carling**

Head of Policy and Communications

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**Appendix 1: Risks and Implications**

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**Finance**

None

**Staffing**

None

**Equality and Diversity**

None

**Accommodation**

None

**Crime and Disorder**

None

**Children's Act 2004**

None

**Stakeholder/Community Engagement**

None

**Environment**

None

**Collaboration and Partnerships**

None

**Value for Money and Productivity**

None

**Potential Impact on Police and Crime Plan Priorities**

Positive coverage of activity will help to boost confidence in policing.

**Commissioning**

None

**Other risks**

None

Contact Officer:	Jon Carling
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# Local Criminal Justice Partnership Plan – January 2018

## Local Criminal Justice Partnership objectives:

- 1** An end-to-end service for supporting Victims and Witnesses, so that they:
  - Receive the support they need to cope and recover from the impact of the crime
  - Are supported to provide their evidence before and at court so that justice is delivered both fairly and effectively; this will include support with advocacy and navigation through the court process as well as making full use of technology;
  - Where appropriate, feel involved in the ongoing sentencing and rehabilitation of those people who offend so that they can continue to recover from their experience;
  - Are not passed from one agency to another without good cause;
  - Receive tailored support based on individually assessed need.
- 2** An end-to-end system for rehabilitating offenders and reducing reoffending so that those who offend:
  - Are challenged to accept responsibility and change their offending behaviour;
  - Have any underlying causes of their offending identified, and are provided with access to specialist services to help to resolve those issues – including drugs, alcohol, relationship and emotional support, and mental health - as early as possible in the system and throughout;
  - Gain opportunities to improve their skills and employability, and have access to work upon completion (or as part) of their sentence, so that their offending stops and they contribute to the local economy and community;
  - Are provided with access to settled and safe accommodation, particularly vulnerable people who offend;
  - Receive integrated support from agencies so that the public are kept safe;
  - Are offered effective rehabilitation as part of any punishment.
- 3** The most efficient and integrated local criminal justice system in the country so that agencies:
  - Provide good value for money to taxpayers and local communities and work to eradicate waste;
  - Work together to monitor their own performance and resolutely resolve issues;
  - Recognise the impact that one service has on another and see solving problems as a shared responsibility;
  - Harness the opportunities of reforms and freedoms, nationally and locally, to take new and innovative approaches in pursuit of our overall objectives.



**LCJP** | Cleveland & Durham  
Local Criminal Justice Partners

**PLAN 2018 - 2021**

National Probation Service



Durham Tees Valley Community Rehabilitation Company



Legal Aid Agency



Tees & Wear Reform Prisons



Stockton-on-Tees BOROUGH COUNCIL



HM Prison & Probation Service



HM Courts & Tribunals Service

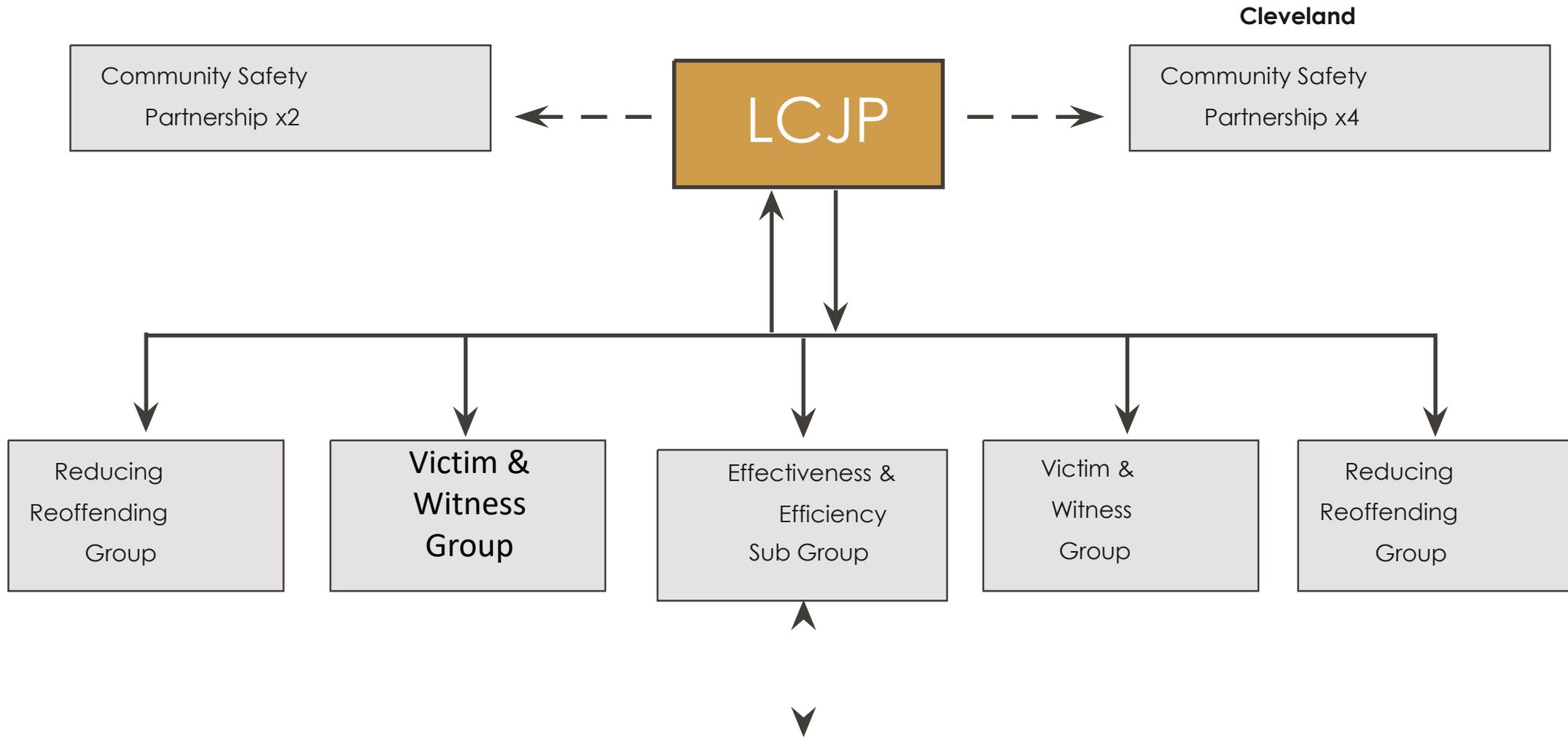


**Vision:** County Durham, Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton-On-Tees are areas where people have confidence in a local criminal justice system which supports victims, rehabilitates offenders and reduces reoffending, and delivers value for money

Positive Outcomes for Victims and Witnesses

Reduced Intergenerational and Repeat Offending

High Public Confidence in the Criminal Justice System



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# Victim and witnesses

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# Victim and Witnesses

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- Partnership – victim and witness group;
- New model of delivery for victim services ;
- Independent advocacy mental health and hate crime;
- Victim initiated Restorative justice;
- Criminal justice worker;
- Improvements to the court waiting areas
- Review of victim impact statements;
- Review of SV/DV provision.

## Critical Contact Points

- Awareness Raising;
- Review of initial assessment process;
- Ensuring effective referral pathways;
- Explore use of technology;
- Reviewing current commissioned services;
- Identifying enhanced pathway need.

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# Reducing Reoffending

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# Reducing Reoffending

- Partnership – reducing reoffending group
- Offender journey workshops
  - Use of time in court cells
  - Late prison releases
- Female offender group
- Research /evidence bases
- Early intervention projects
- Integrated offender management review

# The Critical Pathways



Finances



Drugs



Employment



Accommodation



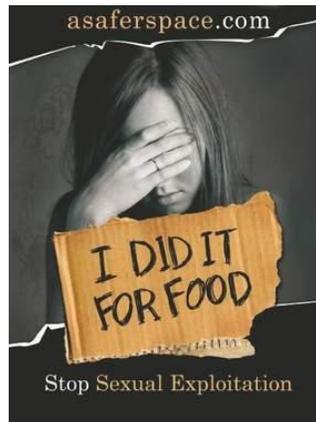
Alcohol



Health



Relationships



Sexual Exploitation



Domestic Violence

*Any questions?*

**Police and Crime Panel**

**14 March 2019**

**Quarterly Performance Report**

**Office of the Durham Police, Crime and Victims' Commissioner**



**Purpose**

1. To update the Panel and the public on performance against the Police, Crime and Victims' Plan 2018-2021.

**Background**

2. The Police, Crime and Victims' Plan sets out my vision for County Durham and Darlington, the outcomes I seek, and the Key Performance Questions (KPQs) which will help determine whether those outcomes are being achieved.
3. My last public performance report looked at KPQs 5-8, considering questions of reoffending, rehabilitation, and confidence. I will be visiting these questions again in the report following this one.
4. This report considers KPQs 1-4, looking at questions in relation to the safety of our communities, crime levels, and support for victims and the vulnerable.

<b>Communities are safe and crime is reduced</b>	<b>Victims and the vulnerable feel supported</b>	<b>Reoffending is reduced and rehabilitation is improved</b>	<b>People have confidence in the police and the criminal justice system</b>
KPQ1: How safe are our communities?	KPQ3: How well are victims supported to cope and recover, and engage in criminal justice processes?	KPQ5: How well are we reducing reoffending?	KPQ7: How confident are people in the Criminal Justice System?
KPQ2: How well are we preventing and reducing crime?	KPQ4: How well are vulnerable people supported?	KPQ6: How well are we rehabilitating people who have offended?	KPQ8: How confident are people in the police?

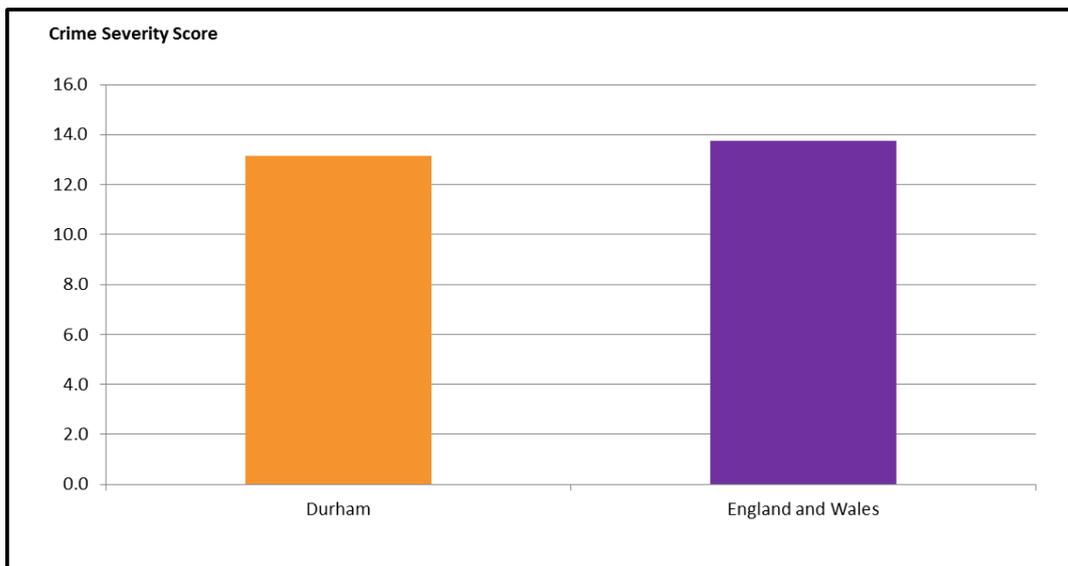
*Figure 1: Police Crime and Victims' Plan Outcomes and KPQs*

**Outcome 1 – Communities are safe and crime is reduced**

**KPQ1: How safe are our communities?**

5. At its heart, keeping communities safe is part of the essence of policing. And, that our communities both are safe and feel safe is important.

6. And, while policing is importantly connected to community safety, it still takes a wider range of organisations across the public and voluntary sectors working together, and working with local people in all areas, urban and rural alike, to keep where we all live safe.
7. Accordingly, community safety is a broad topic to consider, so – in the interests of length and accessibility – this report remains focused on some top level information and indicators.
8. Firstly, the Crime Severity Score is a measure where sentencing information is used to ‘weight’ the severity of offences. Such a statistic is helpful when changes to recording practices for crime can significantly have an effect upon police recorded offences. Another benefit is that it allows for easy comparison between Durham and the rest of England and Wales in a more meaningful way than perhaps recorded crime. Of course, such an indicator is limited by the extent to which sentencing guidelines reflect the severity of an offence. Similarly, over time this indicator can still be affected by changes to crime recording practices.



*Figure 2: Crime Severity Score (Year Ending September 2018, Office for National Statistics)*

9. The Crime Severity Score shows broadly similar results between Durham and England and Wales.
10. In a similar way to the Crime Severity Score, looking at the offence rate per 1000 population has benefit in allowing easy comparison with England and Wales.

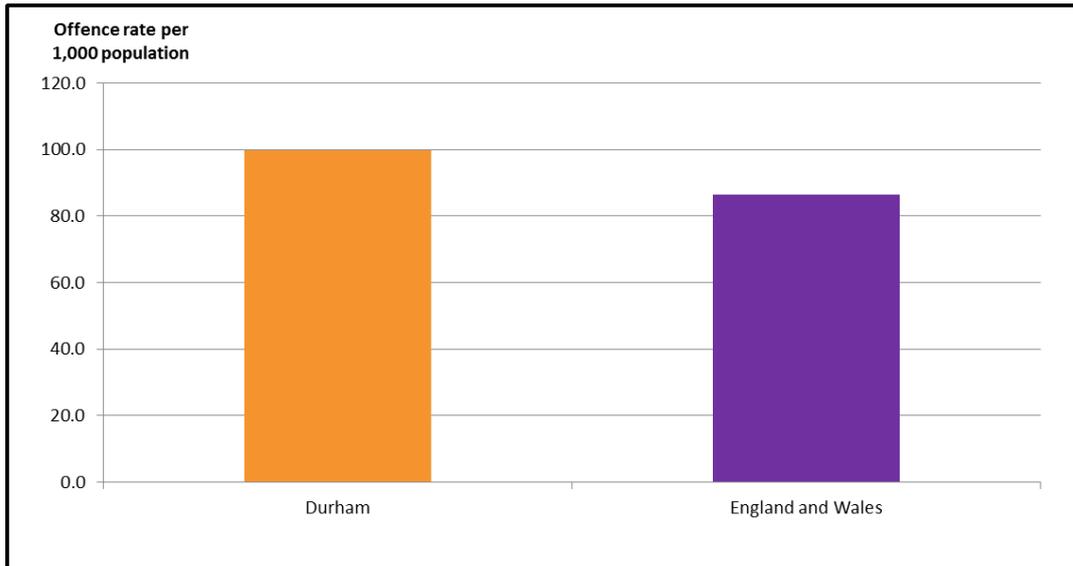


Figure 3: Offence Rate per 1000 Population (Year Ending September 2018, Office for National Statistics)

11. The police recorded rate per 1000 population is higher for Durham than it is for the England and Wales average because of the effect of changes to recording practices – and how well the Constabulary records offences – and because the North East region has higher levels of recorded Criminal Damage and Arson.
12. Moving slightly away from these top level indicators, it is important – and pertinent to community safety – that when people require a police response, they are confident that officers will arrive when they need them.
13. The graph below therefore shows the percentage of victims satisfied with arrival time.

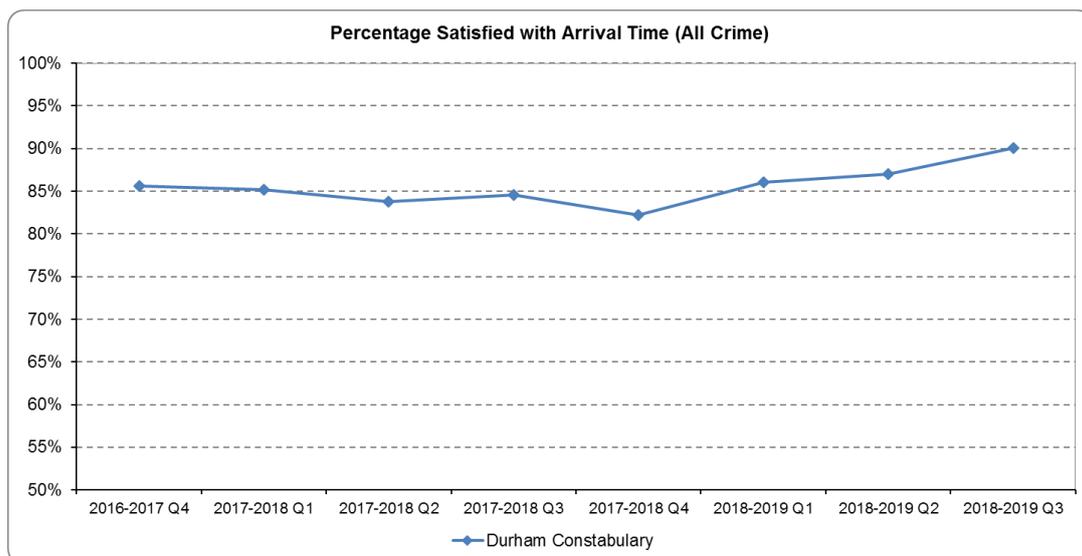


Figure 4: Percentage Satisfied with Arrival Time (All Crime)

14. Moving on, and as highlighted in previous reports, police recorded Anti-Social Behaviour (ASB) incidents have fallen year-on-year, as has the proportion of all incidents which are

ASB incidents. Reasons for this lie in changes to crime recording, where some incidents formerly recorded as an ASB incident now of necessity may be recorded as a crime – for example, harassment.

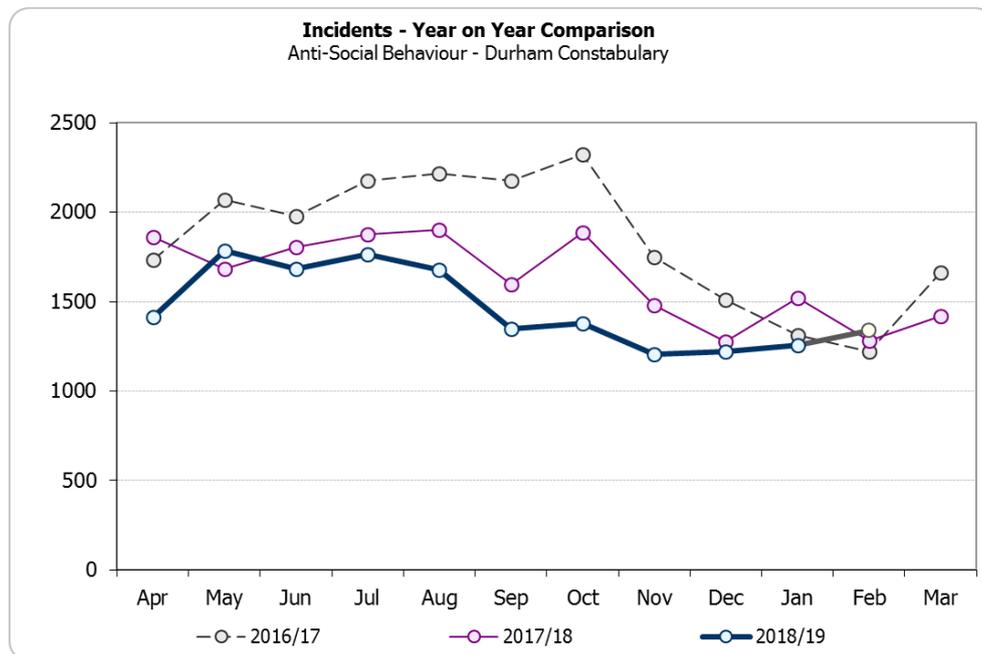


Figure 5: Police Recorded Anti-Social Behaviour Incidents

15. In terms of road safety, improving this is a priority for me – and the number of people killed or seriously injured on our roads can be an important indicator in helping to answer KPQ1.
16. Thus, the two graphs below (taken from the North East Regional Road Safety Resource) show the number of fatal and seriously injured casualties for Durham’s force area. While still provisional, the number of these casualties fell in 2018 compared with 2017 (NB. being provisional, it is likely these numbers will increase slightly prior to being confirmed and signed off by the Department for Transport).
17. Explaining why the number of fatal and serious casualties may have fallen is challenging given the number of factors that influence an accident.

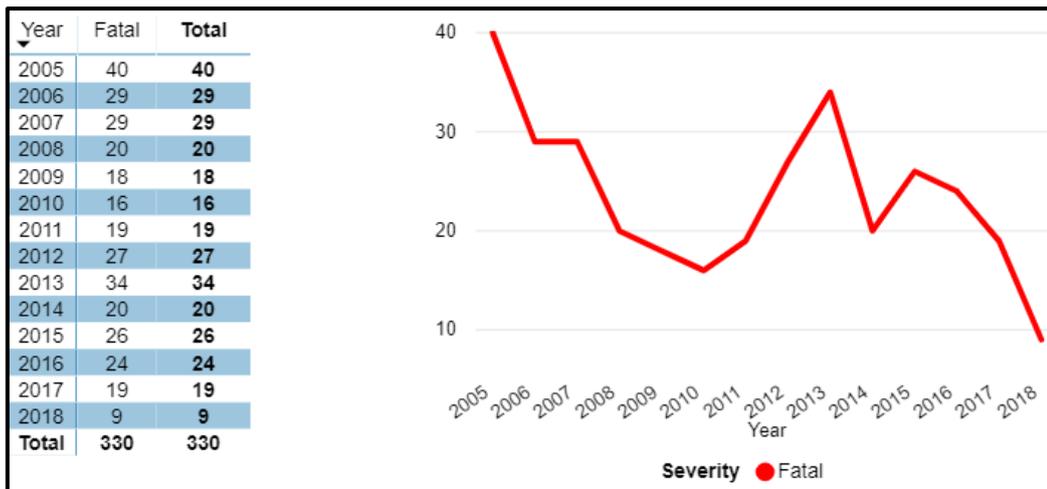


Figure 6: Fatal Casualties (North East Regional Road Safety Resource)

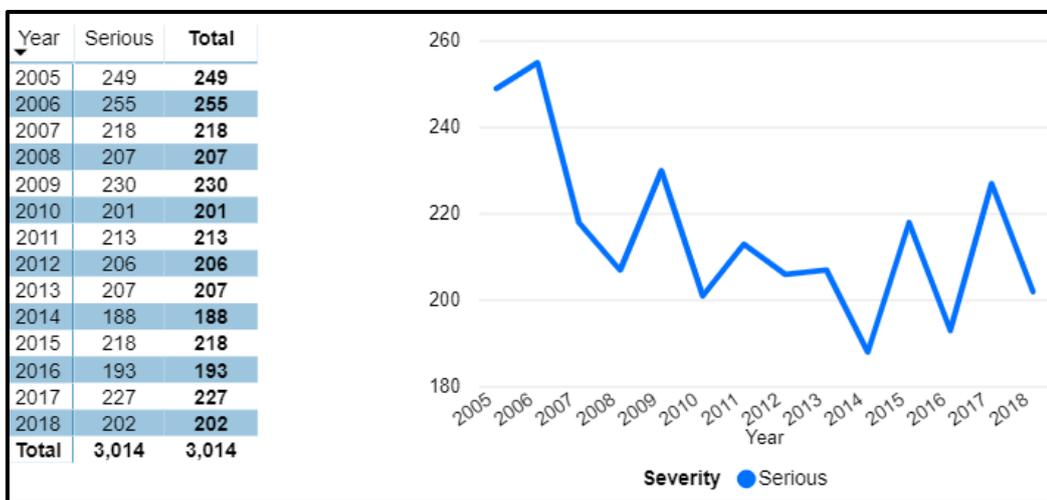


Figure 7: Seriously Injured Casualties (North East Regional Road Safety Resource)

18. Other work related to road safety include Community Speed Watch, a scheme that allows communities to work with the police and other agencies in monitoring and addressing speeding issues. There were 686 deployments in 2018, with volunteers dedicating over 431 hours of their time.

19. The Roads Policing Unit of Cleveland and Durham Specialist Operations Unit (CDSOU) also supports a calendar of campaigns throughout the year on top of their continuous policing and enforcement work. In quarter three of 2018-19 these campaigns were in relation to trucks and buses, the carriage of dangerous goods, insurance, and drink drug driving.

KPQ2: How well are we preventing and reducing crime?

20. Overall, Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) has graded Durham Constabulary as ‘Outstanding’ at preventing crime for three years in a row.

21. Crimes recorded by the police have risen recently in Durham and nationally. This is because of changes to recording practices, improved recording, increased confidence to report certain crimes, and actual rises for some categories.

Police Recorded Crime % Change, Year Ending September 2018 Compared With Year Ending September 2017			
	Durham	North East	England and Wales
All crime (excl. fraud offences)	12%	14%	8%
Violence Against the Person	25%	26%	19%
Sexual Offences	17%	18%	14%
Robbery	31%	14%	17%
Theft Offences	2%	3%	1%
Criminal Damage and Arson	0%	2%	-1%

Figure 8: Police Recorded Crime Percentage Change, Year Ending September 2018 Compared With Year Ending September 2017 (Crime Survey for England and Wales)

Police Recorded Crime Rate of Offences, Year Ending September 2018			
	Durham	North East	England and Wales
All crime (excl. fraud offences)	99.8	107.7	86.4
Violence Against the Person	37.3	33.6	26.3
Sexual Offences	3.2	3.3	2.7
Robbery	0.4	0.6	1.4
Theft Offences	29.7	36.7	34
Criminal Damage and Arson	15.4	15.9	9.9

Figure 9: Police Recorded Crime Rate of Offences per 1000 Population, Year Ending September 2018 (Crime Survey for England and Wales)

22. Durham Constabulary has a higher proportion of resolved outcomes – where a crime has been solved by the police – than is the case nationally. Between April and September 2018, then, Durham’s solved rate was 25%, compared to a 15% average for forces across England and Wales.

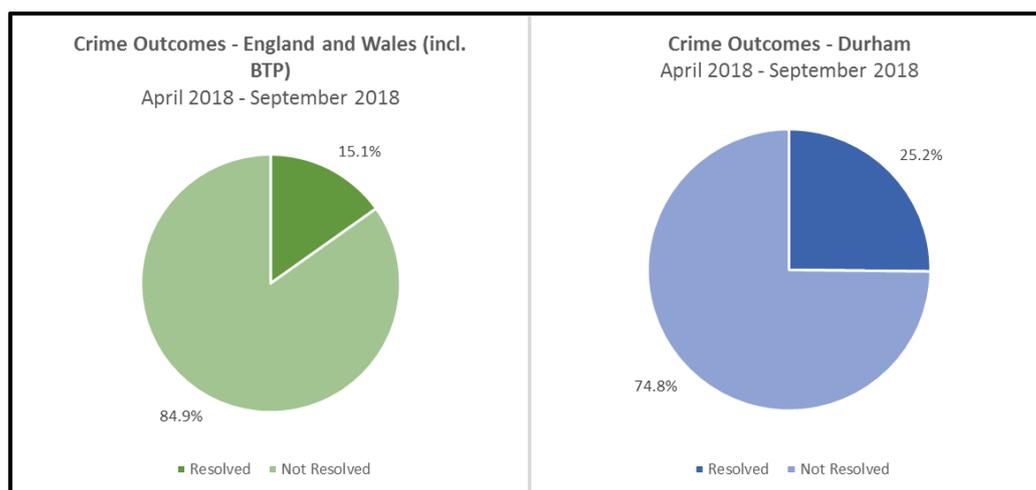


Figure 10: Crime Outcomes for England & Wales and Durham (Home Office)

23. On a wider point around crime prevention, Durham Constabulary is committed to keeping County Durham and Darlington safe for residents, businesses, students and visitors alike. A large part of this centres around the work of Durham’s neighbourhood policing teams who are always out and about in their local areas, helping to promote public safety. In

addition, the Constabulary's crime prevention officers offer specific advice about particular crimes – as well as how individuals and households can help to prevent crime through keeping their valuables and homes secure. More information can be found on Durham Constabulary's website ([www.durham.police.uk/Information-and-advice](http://www.durham.police.uk/Information-and-advice)).

24. More detail on crime prevention activities will be included in future performance reports.

## **Outcome 2 – Victims and the vulnerable feel supported**

KPQ3: How well are victims supported to cope and recover, and engage in criminal justice processes?

25. Victims often feel let down by the system because of the way in which they are passed from one agency to another and are not properly supported. My office and I work (through the Local Criminal Justice Partnership (LCJP)) to ensure that victims and witnesses are able to cope and recover from their experience – and, that they are able to engage with the Criminal Justice System in a positive way.

26. The work is led and coordinated through the LCJP's County Durham and Darlington Victim and Witness Group. That group has a delivery plan mirroring its Strategic Plan on a Page. There are five sections to this delivery plan (beneath each section is a small update on some of the work ongoing):

### 25.1. Provide co-ordinated, end-to-end care and support for victims and witnesses

First and foremost this means understanding and identifying current pathways for victims as a part of ongoing commissioning to reach the right model in support of victims.

Another continuous part of this section of the delivery plan is ensuring that officers within the Constabulary have the correct level of understanding and awareness of victim and witness services.

### 25.2. Effective pathways

In terms of these pathways for victims, the establishment of the Root Cause Analysis Group (detailed further below) helps the LCJP's Victim and Witness Group to identify gaps in service provision.

### 25.3. Victim centred criminal justice system processes

The trial of the Criminal Justice Victim Liaison Officer is a significant part of this section of work (further detail below).

### 25.4. Performance management

A performance framework group has worked to develop a performance management framework to enable better monitoring against outcomes and the delivery plan. This is now in place.

### 25.5. Awareness raising

Work is ongoing to develop a communications plan – and to ensure improved understanding among partners of one another's work.

27. VCAS is commissioned by the PCVC for Durham and the PCC for Cleveland. It, alongside other – more specialised – services supports victims to cope and recover. As the current contract comes to an end, there will be a great deal of work ongoing to learn lessons ahead of recommissioning. The below graph shows the number of referrals received by VCAS over time.

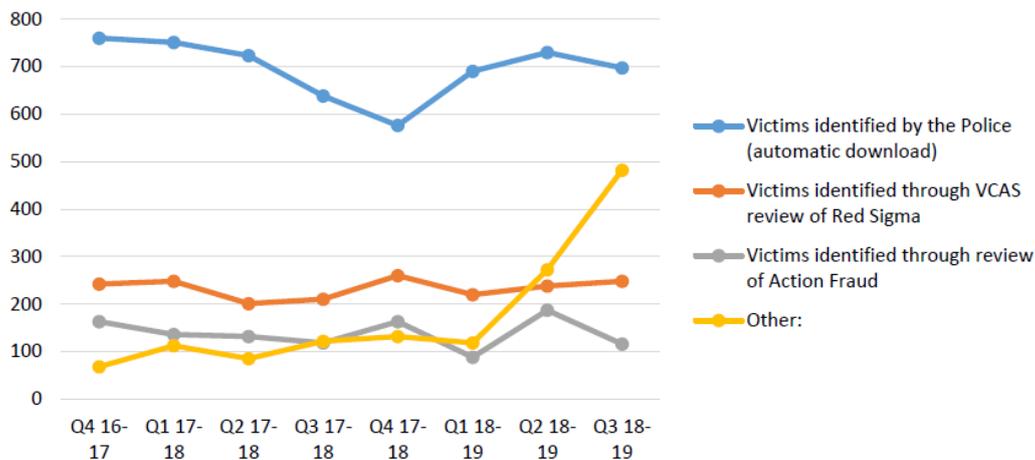


Figure 11: Referrals into VCAS

28. My office continues to work with the Constabulary to monitor these referral numbers.

29. As briefly highlighted above, feedback from the current pilot in Durham Crown Court of the Criminal Justice Victim Liaison Officer will inform the recommissioned service. The liaison is funded by me and delivered through VCAS; they work in partnership with relevant criminal justice agencies to help ensure that a victim’s voice is heard, that they feel safe, and that they are kept informed about the progress of their case.

30. More generally on support available, while VCAS remains the main support service for victims, I recognise that victims of certain crimes require a specialised element of support.

31. Accordingly, some of the specialised services that support victims include:

- the Rape and Sexual Abuse Counselling Centre (RSACC) – a charity which provides free and confidential counselling and advice for women and girls who have been raped, sexually abused, or have suffered domestic abuse;
- the Sexual Assault Referral Centre (SARC), which offers forensic medical examination, advice, support, counselling and sexual health screening for people in County Durham and Darlington who have experienced rape or sexual assault;
- Harbour, which works with families and individuals who are affected by abuse from a partner, former partner or other family member; and
- the Halo Project Charity, which supports victims with regard to those suffering abuse in the name of honour and those experiencing forced marriage.

32. In terms of these specialised areas, my office works to improve the way victims feel supported in a number of ways.
33. With regard to sexual abuse, I have increased Independent Sexual Violence Advocate (ISVA) provision for victims across Durham which is delivered through RSACC.
34. Tackling and preventing domestic abuse is a priority for me; my office therefore works with the Constabulary on this through 'The Whole System Approach' – a collaborative project across eight police force areas, and one that seeks to transform domestic abuse services, deliver lasting change, positive outcomes for victims, and meaningful consequences for perpetrators.
35. On support for victims of hate crime, and as part of the work of the Joint Hate Crime Action Group, a review of support for victims of hate crime will be undertaken.
36. More broadly, other work is ongoing, directed by the LCJP's Victim and Witness Group which established a task and finish group to understand the current provision of services for young victims of crime. This work is ongoing.
37. Taking this altogether, there is more work to do to develop the right model in supporting victims; and that is why the joint work of the LCJP – and work with other partners – remains critical.
38. Moving on, recorded victim satisfaction is one of the indicators I monitor in holding the Constabulary to account over their service to victims.

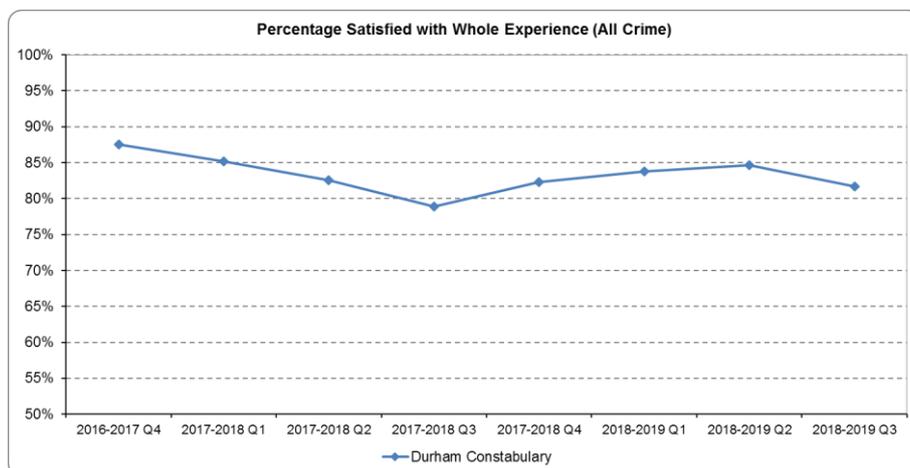


Figure 12: Percentage Satisfied with Whole Experience (All Crime)

39. While overall victim satisfaction remains high, and work is ongoing regarding the falls in the areas of actions taken and follow up noted in previous performance reports, victim satisfaction only tells part of the story.

40. Indeed, understanding the *experience* of victims – something which goes beyond measuring victim satisfaction – is important, and is undertaken by my office in a number of ways.

#### *Victim experience*

41. Firstly, then, my office works with the Constabulary and others to undertake certain scrutiny work.

42. For example, the Rape Scrutiny Panel, which was established in line with the North East Regional Violence Against Women and Girls (VAWG) Strategy, works with Durham Constabulary to improve performance in the investigation of rape cases and to improve the service offered by the police to victims of rape.

43. And the Domestic Abuse Scrutiny Panel does the same with regard to cases of domestic violence, looking at such cases where there has not been a prosecution.

44. In addition to this work, the LCJP's Victim and Witness Group established a working group which looks to build on anecdotal feedback received from victims in relation to their experience with the Criminal Justice System. These Root Cause Analysis groups report back to the Victim and Witness Group on their findings, having identified issues within the current system, thereby aiding commissioning to help deliver improvements.

45. The Victim and Witness Group also receive detailed and meaningful performance reports from an analyst working within and alongside my team to understand and measure progress.

#### KPQ4: How well are vulnerable people supported?

46. I continue to work with partners to support vulnerable people so that they do not become victims of crime and anti-social behaviour or become involved in crime.

47. From a police perspective, HMICFRS noted in their 2017 Effectiveness report, that the Constabulary has a clear understanding of what vulnerability is, that Durham has a good understanding of its demand with regard to the vulnerability it faces, and is good at identifying people who are vulnerable.

#### *Mental Health*

48. A significant number of incidents that the police deal with involve mental ill-health in one way or another.

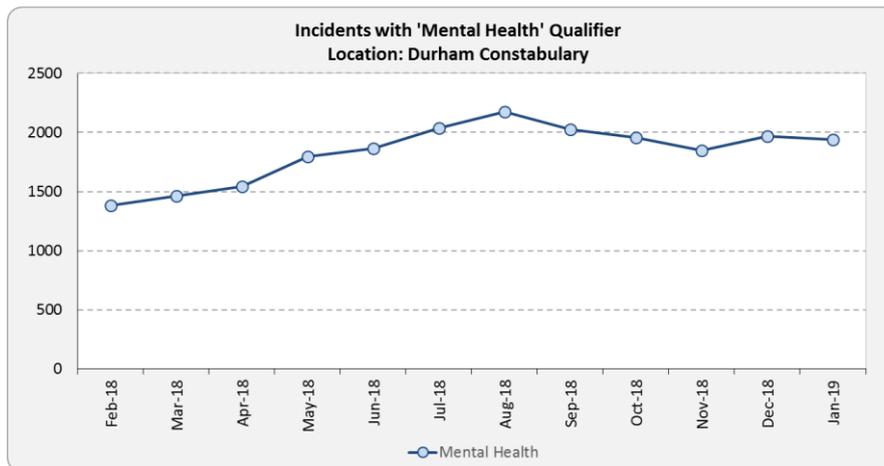


Figure 13: Incidents with a 'Mental Health' Qualifier (Durham Constabulary)

49. For the twelve month period shown on the graph above (February 2018-January 2019) there was an average of 1833 recorded incidents a month with a 'mental health' qualifier.
50. And an average of 31% of mental health related calls in 2018 were supported by the Street Triage Team – mental health nurses co-located within the Constabulary.
51. Something significant to note are changes, brought about in 2017, to the Mental Health Act which prohibited the detention of under 18s in police custody, and stressed that over 18s may be detained in only exceptional circumstances. In 2018, there were no detentions in police custody as a 'place of safety' across Durham's force area.

52. I also promote referral to Liaison and Diversion (L&D) services. These identify people who may be vulnerable when they first come into contact with the Criminal Justice System (CJS). Indeed, the service can support people into appropriate health or social care.

*Educate and Raise Awareness of Sexual Exploitation (ERASE)*

53. The ERASE team focus on Child Sexual Exploitation (CSE) – as well as on missing children (given that this can be an indicator that a child is at increased risk of sexual exploitation).
54. As part of this programme of work, the Herbert and Philomena protocols are two schemes which look to help prevent vulnerable adults, and children in care, respectively, from going missing – and in the case of someone going missing, to help to find them more quickly.

*Vulnerability Intervention Pathway (VIP)*

55. The Vulnerability Intervention Pathway (VIP) Navigator Service works with adults with particular needs that require multi-agency support. The initiative is council-led and police representatives work with partners, including on the VIP Programme Board and Tactical Group.

*Community Peer Mentors*

56. Community Peer Mentors is a project which aims to reduce the pressure on frontline emergency services by engaging with and supporting people who feel they are vulnerable owing to anti-social behaviour, neighbour disputes, or crime.

57. It engages with those who make frequent calls, helping reduce the severity and/or frequency of these calls. As a project it is now active across the whole of Durham Constabulary with area coordinators in place.

**Recommendation**

58. That the Panel note the contents of the report and seek any relevant points of clarification.

**Ron Hogg**

Police, Crime and Victims' Commissioner

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**Appendix: Risks and Implications**

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**Finance**

N/A

**Staffing**

N/A

**Equality and Diversity**

N/A

**Accommodation**

N/A

**Crime and Disorder**

N/A

**Children's Act 2004**

N/A

**Stakeholder/Community Engagement**

N/A

**Environment**

N/A

**Collaboration and Partnerships**

N/A

**Value for Money and Productivity**

N/A

**Potential Impact on Police, Crime and Victims' Plan Priorities**

Highlights performance in relation to the Police, Crime and Victims' Plan.

**Commissioning**

N/A

**Other Risks**

N/A

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## Police and Crime Panel

14 March 2019



### Focused Report on Police, Crime and Victims' Plan Outcomes

#### Outcome 3: 'Reoffending is reduced and rehabilitation is improved'

#### Office of the Durham Police, Crime and Victims' Commissioner

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#### Purpose of report

1. To provide Panel members with a focused update on Outcome 3 of the Police, Crime and Victims' Plan – 'Reoffending is reduced and rehabilitation is improved'.

#### Background

2. Each meeting of the Police and Crime Panel will receive a focused report on a single outcome from the Police, Crime and Victims' Plan. The Plan can be accessed via the Police, Crime and Victims' Commissioner's website ([www.durham-pcc.gov.uk](http://www.durham-pcc.gov.uk)) – and a summary diagram illustrating the relationship between outcomes, key performance questions (KPQs) and priorities can be found in Appendix 1 of this report.
3. This report considers Outcome 3 – under which sit the KPQs:
  - 'How well are we reducing reoffending?' (KPQ5); and
  - 'How well are we rehabilitating people who have offended?' (KPQ6).
4. It therefore builds on and reiterates many of the points made in the last quarterly performance report (presented to the Panel in January 2019), which reported on KPQs 5-8 of the Police, Crime and Victims' Plan.

#### KPQ5 – How well are we reducing reoffending?

5. Accordingly, as highlighted previously, reoffending rates both nationally and locally have remained high over time.
6. This is shown by national, publically available and accurate data. Indeed, this data goes some way to show why the work highlighted further in the report (with the Local Criminal Justice Partnership (LCJP)) is important.

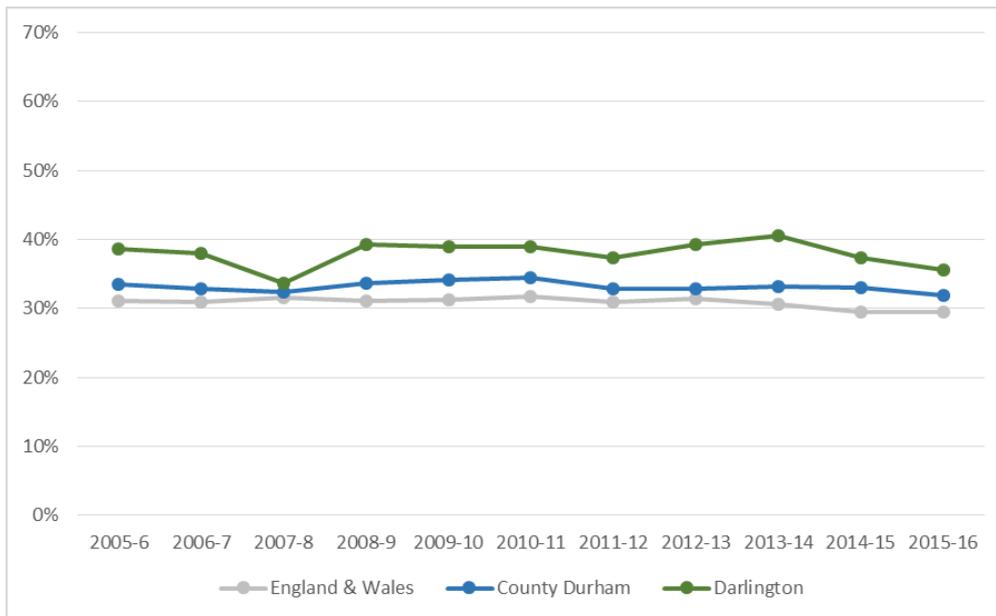


Figure 1: National proven reoffending data - % of offenders who reoffend within 12 months

- Thus, the proven reoffending graph (figure 1) shows that the proportion of all offenders who reoffend in a twelve month period remains fairly stable over time, currently at 31.0% in County Durham and 35.6% in Darlington. Unfortunately, the data has a time lapse of nearly two years between an initial offence and the data being released, meaning the latest available data is for 2015-16.
- The next graph (figure 2) is, similarly, nationally published data – with some of the same limitations – but shows the average number of offences per reoffender.

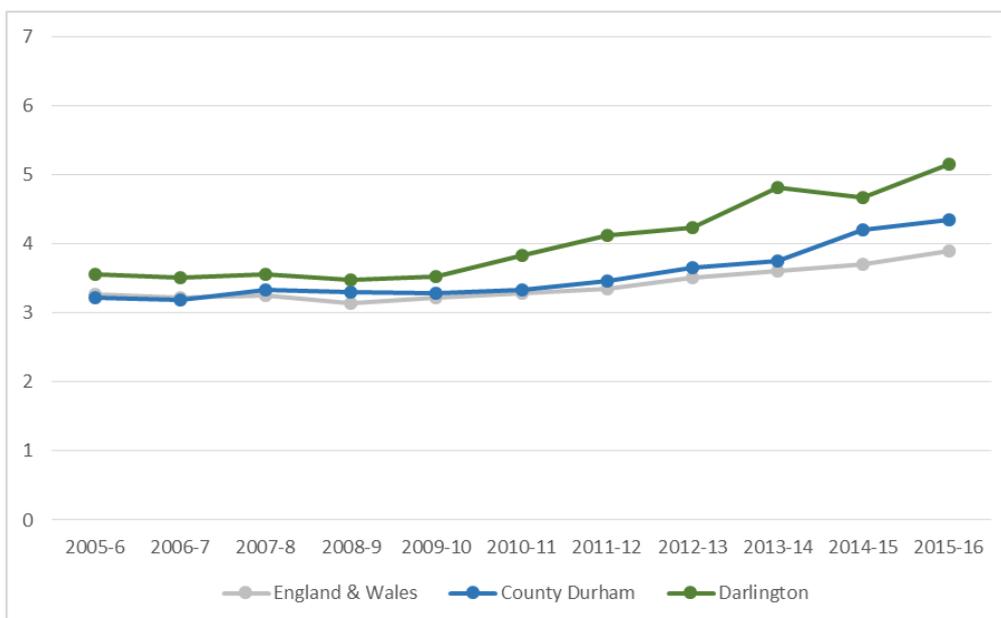


Figure 2: Average number of re-offences per reoffender

9. The average number of re-offences per reoffender is starting stabilise following a rise, currently at 4.46 in County Durham and 5.10 in Darlington.
10. Having considered the top-level reoffending indicators, the next section highlights some of the work ongoing in trying to reduce reoffending, principally in partnership through the LCJP.

*County Durham and Darlington Reducing Reoffending Group – LCJP*

11. The LCJP brings together criminal justice agencies to look at the criminal justice system (CJS) as a whole.
12. The County Durham and Darlington Reducing Reoffending Group, which is part of the LCJP, looks to reduce offending and reoffending by ensuring that adults and young people who offend are challenged and supported to desist from crime
13. The Partnership’s overall plan – including that of the Reducing Reoffending Group – can be found on my website, here: <https://www.durham-pcc.gov.uk/Your-PCC/Scrutiny/Local-Criminal-Justice-Board.aspx>.
14. Focusing specifically on the Reducing Reoffending Group, it has six priority work-streams:
  - 14.1. A review of the pathways to desistance throughout the criminal justice system  
The current focus of this work remains accommodation, family ties and employment.
  - 14.2. Performance framework review  
The idea of this work-stream is that the Reducing Reoffending Group will be able to manage reoffending performance across the system and to identify critical issues in a timely fashion.
  - 14.3. Whole system approach to female offending  
The aim of this work-stream is to develop a joined-up approach to improve support for female offenders. This, then, would allow for a more developed understanding of the needs of female offenders and what works when it comes to reducing their reoffending.
  - 14.4. Finances  
This work aims to improve the current pathway for prison-leavers and offenders in relation to benefit claims.
  - 14.5. Offender journey  
This work looks to seek improvements in the management of offenders, to reduce duplication and confusion, and to identify any gaps.

#### 14.6. Diversionary interventions

Checkpoint is connected significantly to this work-stream. Launched in April 2015, it aims to reduce the number of victims of crime by reducing reoffending and improving life chances. The programme offers eligible offenders a four month long contract to engage with services as an alternative to prosecution and offers interventions to address the underlying reasons why they committed the crime to prevent them from doing it again.

#### *Other things to mention*

15. The Constabulary also works with those who have been identified as some of the most demanding offenders through the Integrated Offender Management Unit (IOMU), with the aim to reduce their level of offending.
16. Frequently, these individuals display complex needs and are responsible for multiple and predominantly acquisitive crimes.

#### **KPQ6 – How well are we rehabilitating people who have offended?**

17. One of the LCJP's high level objectives is to have an end-to-end system for rehabilitating offenders and reducing reoffending.
18. Part of rehabilitation here would be that the underlying causes of a person's reoffending is identified, and that they are provided with access to specialist services to help to address those challenges as early as possible in the system and throughout it.
19. Indeed, those things which might be identified as contributing to someone's reoffending can include:
  - Thinking and behaviour;
  - Accommodation;
  - Employment;
  - Family and relationships;
  - Emotional and physical health;
  - Substance misuse; and
  - Finance.
20. Much of the work through the Reducing Reoffending Group's priority work-streams, highlighted in KPQ5, look at these factors; particularly the work-streams on desistance, finances, and the offender journey.

#### *Restorative Hub*

21. In addition to these things, the work of the Restorative Hub is relevant to KPQ6.
22. The Hub is an organisation that works with victims and offenders through restorative justice and has recently been awarded the Restorative Service Quality Mark by the

Restorative Justice Council. This mark recognises and indicates that restorative justice organisations follow safe, high quality practices.

- 23. In terms of being pertinent to rehabilitation, then, restorative justice can have a profound impact on offenders. This is as well as its critical importance in offering victims the opportunity to have a voice in the criminal justice system, through getting answers to questions they may have.
- 24. Accordingly, to be eligible to take part offenders must accept responsibility for their actions and demonstrate a genuine willingness to communicate meaningfully. The offender then has the opportunity to listen to the person they have harmed, and can answer any questions that the victim might have.
- 25. It offers offenders the chance to explain their actions and understand the implications of their behaviour and, where possible and acceptable to the victim, to make some amends. Careful preparations are made to ensure that the meeting has positive value for all who attend.

### Checkpoint

- 26. Building on what was highlighted above in relation to Checkpoint – when offenders take part in the Checkpoint programme, they are supported through the process by a specialist ‘navigator’ who completes a detailed needs assessment and creates a tailored contract which includes interventions around any issues an offender may have.
- 27. These navigators can identify those factors highlighted above which might need to be addressed in one way or another to prevent future reoffending.
- 28. Those on contracts will nearly always have more than one ‘critical pathway’. The graph below (figure 3) shows these pathways for Checkpoint.

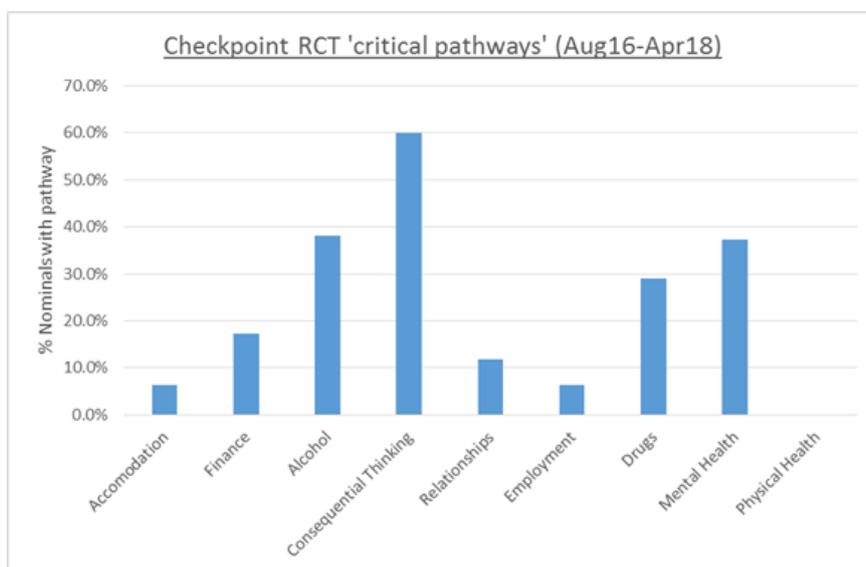


Figure 3: Checkpoint Randomised Control Trial ‘Critical Pathways’

## **Recommendations**

29. That the Panel note the contents of the report and seek any relevant points of clarification.

**Ron Hogg**

Police, Crime and Victims' Commissioner

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Appendix 1: Outcomes, Key Performance Questions, and Priorities

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Outcome 1

Outcome 2

Outcome 3

Outcome 4

KPQ1

KPQ2

KPQ3

KPQ4

KPQ5

KPQ6

KPQ7

KPQ8

12 Priorities – Cross Cutting

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**Appendix 2: Risks and Implications**

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**Finance:**

N/A

**Staffing:**

N/A

**Equality and Diversity:**

N/A

**Accommodation:**

N/A

**Crime and Disorder:**

N/A

**Children's Act 2004:**

N/A

**Stakeholder/Community Engagement:**

N/A

**Environment:**

N/A

**Collaboration and Partnerships:**

N/A

**Value for Money and Productivity:**

N/A

**Potential Impact on Police Crime, and Victims' Plan Priorities:**

Highlights performance in relation to Outcome 3 of the Police, Crime and Victims' Plan.

**Commissioning:**

N/A

**Other risks:**

N/A

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## Police and Crime Panel

14<sup>th</sup> March 2019

## Commissioning Update



## Report of Police, Crime and Victims' Commissioner

---

### Purpose

1. To advise Panel Members of the decisions taken at the Commissioning Board in December 2018 and set out the business activity of the Board for the financial year 2019/20.

### Background

2. A list of the decisions taken at the Commissioning Board in December 2018 is included in Appendix 2 of this update.

### Commissioning Board Timetable 2019/20

3. March Board:
  - a. The main purpose of this Board is to focus on looking forward and setting the agenda for the next year and beyond.
  - b. There will be a review of our 2019/20 funding decisions and the activities that must happen to shape and deliver a Commissioning and Grant Funding Action Plan.
  - c. Consideration will be given to what specific activities for funding will be directed through which established partnership groups.
  - d. There will be a strong focus on performance management and the things that we measure to assess deliveries of outcomes and outputs.
4. May Board:
  - a. The main purpose of this Board is to monitor progress of those commissioning activities that have commenced and review the impact of 2018/19 activities that have completed a full annual cycle.
5. July Board:
  - a. The main purpose of this Board will be to monitor progress of those commissioning activities that have commenced and review the impact of

2019/20 activities to date. An early indication of potential funding for 2020/21 will be assessed at this Board.

6. September Board:

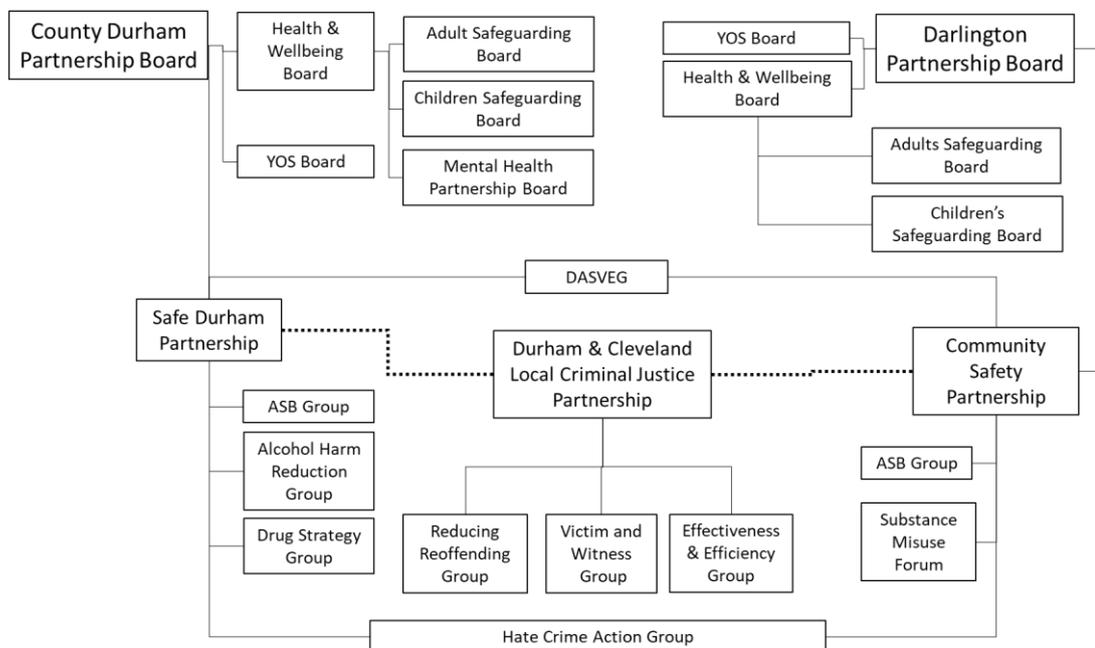
- a. The main purpose of this Board will be to monitor progress of those commissioning activities that have commenced and review the impact of 2019/20 activities to date. A more informed indication of potential funding for 2020/21 will be provided at this Board, including what will not be funded.

7. December Board:

- a. The main purpose of this Board will be to monitor progress of those commissioning activities that have commenced and review the impact of 2019/20 activities to date. A final decision on commissioned and grant funded activities for 2020/21 (and beyond if multiple year funding) will be made at this Board.

8. The OPCVC remains committed to the principles of evidence-based need driving funding decisions and getting maximum value from the allocation of public monies.

9. The OPCVC recognises that achieving best outcomes for the victims and vulnerable in our communities cannot be achieved in isolation and will utilise established partnership groups to initially build the case for future funding proposals that will be considered at the OPCVC Commissioning Boards. This chart is a simplified representation of the Partnership Boards and Groups at which funding proposals are expected to be initiated.



10. Proposals should be linked to common priorities and objectives and are intended to be the start of conversations with private, public and voluntary organisations about the potential to combine our resources through a co-commissioning approach that will achieve better outcomes and value for money.

## **Recommendation**

11. To consider the report and provide any comments and questions.

**Charles Oakley**

Head of Governance & Commissioning

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## Appendix 1: Risks and Implications

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### Finance

All funding decisions will be reflected in the OPCVC 2019/20 budgets.

### Staffing

n/a

### Equality and Diversity

n/a

### Accommodation

n/a

### Crime and Disorder

Many of the projects are aimed at reducing crime and disorder.

### Children's Act 2004

n/a

### Stakeholder/Community Engagement

Information about the PCVC's funding streams is set out in the Police, Crime and Victims' Plan.

### Environment

n/a

### Collaboration and Partnerships

n/a

### Value for Money and Productivity

Value for Money is a key consideration in the allocation of all funding.

### Potential Impact on Police and Crime Plan Priorities

All funding is expected to have a positive impact on priorities.

### Commissioning

As per the report.

### Other risks

n/a

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## Appendix 2: Commissioning Board Decisions (December 2018)

Project / Contribution	Organisation	Funding
Contribution to Unit 34 Darlington, Cornmill Centre, Darlington	Age UK Darlington	£2,000
Police Crime & Victims' Commissioner's Community Safety Fund	County Durham Community Foundation	£115,000
Support for Vulnerable and Isolated People	Community Peer Mentors	£170,000
VCS Infrastructure Support	Durham Community Action	£10,000
Donation from Police Crime & Victims' Commissioner	Durham Agency Against Crime	£22,100
Restorative Justice and Community Mediation Services	Restorative Hub	£208,300
Darlington Partnership Contributions	Darlington Council	£15,000
Check Point Service	Durham Constabulary	£252,600
Services for Domestic Abuse Victims	Durham County Council	£109,000
Outreach Support for Domestic Abuse Victims	Darlington Council	£21,000
Contribution to Multi Agency Risk Assessment Conferences (MARAC)	Durham OPCVC	£45,000
Contribution to Sexual Abuse Referral Centre (SARC)	Durham OPCVC	£45,000
Counselling Provision	Rape & Sexual Abuse Counselling Centre	£20,000
Independent Sexual Violence Advocacy Provision	Rape & Sexual Abuse Counselling Centre	£59,000
Child Independent Sexual Violence Advocacy	Durham OPCVC	£50,000
Criminal Justice System Victim Support Role	Safe in Tees Valley	£37,800
Police Crime & Victims' Commissioner's Contribution to Youth Offending System	Darlington Council	£122,300
Police Crime & Victims' Commissioner's Contribution to Youth Offending System	Durham County Council	£260,000
Anti-Social Behaviour Officers	Durham County Council	£119,000
Anti-Racism Education in Schools	Show Racism the Red Card	£20,000
Trailblazer Project	700 Club	£69,000
Youth Project	North East Prison After Care Society (NEPACS)	£9,426

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## Police and Crime Panel

14<sup>th</sup> March 2019

## PCVC Decision Records



## Report of Police, Crime and Victims' Commissioner

### Purpose

1. To update Panel Members on the Police, Crime and Victims' Commissioner's decision register since the last meeting, and forward plan.

### Background

### Decision Making Process

2. Key decisions are made at an Executive Board comprising the PCVC, the PCVC's Chief Executive, the Chief Constable and the Joint Chief Finance Officer. Other officers of the PCVC or the Chief Constable will attend as and when required. On occasion it is necessary to take decisions outside of this process for reasons of expediency, but all relevant parties are consulted and informed.
3. All key decisions are supported by a report setting out the decision required, all relevant factors to be considered, the outcome of any consultation undertaken and the risks and implications of the course of action being recommended.
4. An online record is maintained of all key decisions taken by the OPCVC. This includes a link to any documents which are disclosable under FOI. This record includes decisions taken by the PCC or any person to whom delegated powers have been granted.
5. The PCVC will consider holding public meetings when this will provide a means of consultation on decisions (i.e. precept consultation) where there is a clear interest in actively seeking views of the community.
6. The PCVC may choose to delegate powers to any deputy appointed, his statutory officers or a senior member of police staff.
7. A record is kept of all decisions made under delegated powers detailing the factors taken into consideration, including any consultation carried out.
8. Decisions to be made by the PCVC will relate in the main to his statutory functions and financial responsibilities. A Forward Plan for key decisions to be taken over a 3 month period will be published on the PCVC's website.

9. Generally Key decisions are likely to include:
- The preparation, drafting and issuing of the Police and Crime Plan
  - Issuing the precept
  - Adopting a Medium Term Financial Plan
  - Commissioning of Services
  - Preparation and issue of the Annual Report
  - Any decision which is considered to be of significant public interest or impact either generally or on a particular locality
  - Any decision which will incur revenue expenditure in excess of £100,000
  - Any decision which will incur capital expenditure in excess of £100,000
  - The approval of or adoption of strategies/policies
  - Key procurement decisions
  - Significant changes to the police estate
  - Allocation of grants
10. Details of the Police Crime and Victims' Commissioner's Decision Register 2019 can be found in Appendix 2.

### **Recommendation**

11. That Panel Members note the contents of the report and ask any questions.

**Steve White**  
Chief Executive

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## Appendix 1: Risks and Implications

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### Finance

All decisions with financial implications are made with value for money as a key consideration, and are affordable within budgets.

### Staffing

n/a

### Equality and Diversity

n/a

### Accommodation

n/a

### Crime and Disorder

n/a

### Children's Act 2004

n/a

### Stakeholder/Community Engagement

Consultation with key stakeholders is carried out as appropriate to each decision.

### Environment

n/a

### Collaboration and Partnerships

Consultation with key partners is carried out as appropriate to each decision.

### Value for Money and Productivity

n/a

### Potential Impact on Police and Crime Plan Priorities

Decisions will impact directly or indirectly on the pursuit of Police and Crime Plan priorities.

### Commissioning

Several decisions relate to commissioning of services.

### Other risks

n/a

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**Key Decisions**

(Links to more detailed reports are available on the website)

Decision Number	Decision Taker	Subject
001/2019	PCVC	The PCVC has given approval, based on the financial needs of the organisation and public consultation to increase the precept by £24 per annum for a Band D property in County Durham and Darlington.
002/2019	PCVC	The Commissioning Board (December 2018) concluded the formal decision making for activities to be funded in the financial year 2019/20

## Police and Crime Panel

14 March 2019

### Policing and Mental Health: Picking Up the Pieces

#### Office of the Durham Police, Crime and Victims' Commissioner

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#### Purpose

1. To brief the Panel on the PCVC's response to the recent inspection report from Her Majesty's Inspectorate of Policing, Fire and Rescue Services (HMICFRS) into the links between policing and mental health.

#### Background

2. The report, *Policing and Mental Health*, correctly identifies increasing demands on police forces caused by gaps in mental health services and their increased role of gatekeeping to ensure access to appropriate support from other relevant services or the criminal justice system. However, the report fails to suggest alternative options to alleviate these increased demands. Whilst austerity has impacted on all organisations, including the police, the police service remains the service of first and last resort. We need the appropriate services to be able to respond to these incidents 24/7 so that the police are not the ones left dealing with them.

#### Recommendations

3. There are a number of recommendations which Durham Constabulary will need to address. I list them below, together with the responses I have submitted to the Home Secretary and the Chief Inspector.

*Recommendation 2 – All forces should carry out a 'snapshot' exercise to assess their mental health-related demand*

4. Attempts have been made in Durham to assess mental health demand based on the force's own qualifier of mental health. Once the NPCC lead and College of Policing agree a new national definition of mental ill-health, Durham Constabulary will be able to repeat the snapshot exercise.

Recommendation 3 – All forces should evaluate their mental health triage services

5. The Durham and Darlington Crisis Care Concordat is in the process of evaluating the local street triage service, following full service delivery of more than 12 months.

Recommendation 4 – All forces should review their mental health training programmes

6. Constabulary has rolled out College of Policing compliant training for the past 2 years for new officers and response officers.

**Other comments**

7. In respect of other comments made by the report, aside from the above recommendations, I also commented to the Home Secretary and Chief Inspector on joint training with partners, and the incorporation of service user and 'lived experience' feedback within training programmes.
8. On the former, Durham Constabulary has delivered numerous joint multi-agency training sessions across partnership audiences with positive feedback and future opportunities continuing to be shared.
9. On the latter, service users in County Durham and Darlington are involved in delivering police officer training, and officers regularly attend service user groups. Similarly, the liaison and diversion teams in police custody and the street triage teams in the force control room seek service-user feedback.

Ron Hogg

**Police, Crime and Victims' Commissioner**

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**Appendix: Risks and Implications**

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**Finance**

N/A

**Staffing**

N/A

**Equality and Diversity**

N/A

**Accommodation**

N/A

**Crime and Disorder**

N/A

**Children's Act 2004**

N/A

**Stakeholder/Community Engagement**

N/A

**Environment**

N/A

**Collaboration and Partnerships**

N/A

**Value for Money and Productivity**

N/A

**Potential Impact on Police, Crime and Victims' Plan Priorities**

N/A

**Commissioning**

N/A

**Other Risks**

N/A

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