

# Police and Crime Panel

28 June 2019

## Quarterly Performance Report

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

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#### 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 1-4, considering questions of how safe our communities are, crime levels, and support for victims and the vulnerable. I will be revisiting these questions again in the report following this one.
4. This report considers KPQs 5-6, looking at questions of reoffending, rehabilitation, and confidence.

<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?

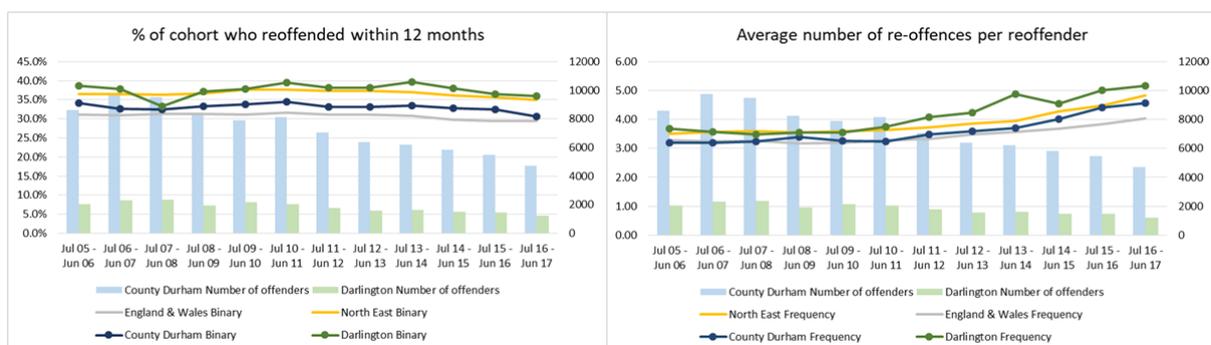
Figure 1: Police Crime and Victims' Plan Outcomes and KPQs

**Outcome 3 – Reoffending is Reduced and Rehabilitation is Improved**  
**KPQ5: How well are we reducing reoffending?**

5. Offending and reoffending rates both nationally and locally have remained stubbornly high. In Durham and Darlington around a third of people who offend reoffend within 12 months. There are also many examples of inter-generational reoffending, where members of the same families are locked into a pattern of criminal activity. I am committed to reducing and preventing this.

*Ministry of Justice Reoffending Rates*

6. These measures are limited in how helpful they are because the data released is always a couple of years old. There are two measures, one – the percentage of offenders who reoffended in twelve months, and two – the average number of re-offences per reoffender.
7. The most recent published data at national, regional and local authority level (to June 2017) suggest that the % of offenders who reoffend is on a downward trend (now the lowest in ten years), whilst the actual number of offences committed per re-offender is increasing. The reduction in re-offenders is due to the success of early interventions, leaving a cohort of ‘hard core’ prolific offenders. The highest levels of re-offending relate to theft offences.

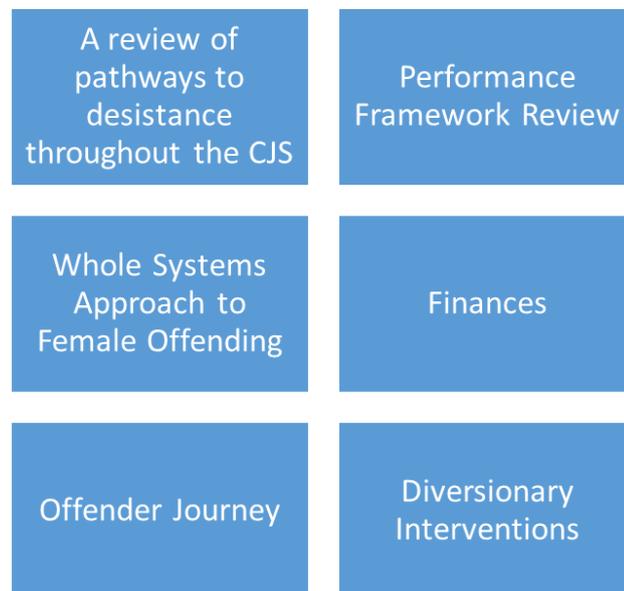


*Figure 2: Percentage of offenders who reoffend in twelve months*

*County Durham and Darlington Reducing Reoffending Group – Local Criminal Justice Partnership (LCJP)*

8. The LCJP for Cleveland and Durham brings together agencies with responsibility for delivering criminal justice services.

9. Under the LCJP, the reducing reoffending work-stream – which is comprised of two groups, one for County Durham and Darlington, and another for Cleveland – looks to reduce offending and reoffending by ensuring that adults and young people who offend are challenged and supported to desist from crime. The group has objectives relating to prevention and early intervention – and, recognising that both the Community Safety Partnerships (CSPs) for Durham and for Darlington have reducing reoffending within their own priorities, works in partnership with both CSPs, with local authorities, and with criminal justice agencies.



*Figure 3: Reducing reoffending group priority work-streams*

#### Examples of offender-specific targeted work

##### 10. Checkpoint

The programme offers low-medium risk offenders in County Durham and Darlington the opportunity to defer a prosecution and divert them away from the Criminal Justice System if they comply with a 4 month contract and address the reasons why they offended.

11. In order to evaluate whether the programme works to reduce reoffending, a Randomised Control Trial was undertaken. Whilst we need to wait another year to assess reoffending rates, in line with the MOJ definition of proven reoffending, the results so far are promising

and indicate that the Checkpoint group reoffends 15% less than the group which received a traditional criminal justice disposal.

## 12. Integrated Offender Management Unit (IOMU)

The IOMU allows the police and probation services to co-ordinate the management of offenders, particularly persistent and prolific offenders. The Durham and Darlington IOMU has undergone a review to ensure it is targeting the most appropriate offenders. The type of offenders this unit manages has diversified recently to include serious acquisitive crime offences or violence offences not managed by any agency, offenders on statutory orders by the NPS or the CRC, offenders on serious crime prevention orders and youth to adult transitions.

13. The proportion of offenders who reoffend from Durham and Darlington has decreased from about 40% in Q1 2015/16 to 20% during 2018/19, although there are significant variations depending on the cohort, risk level, type of offender, and as such these figures can't be compared.

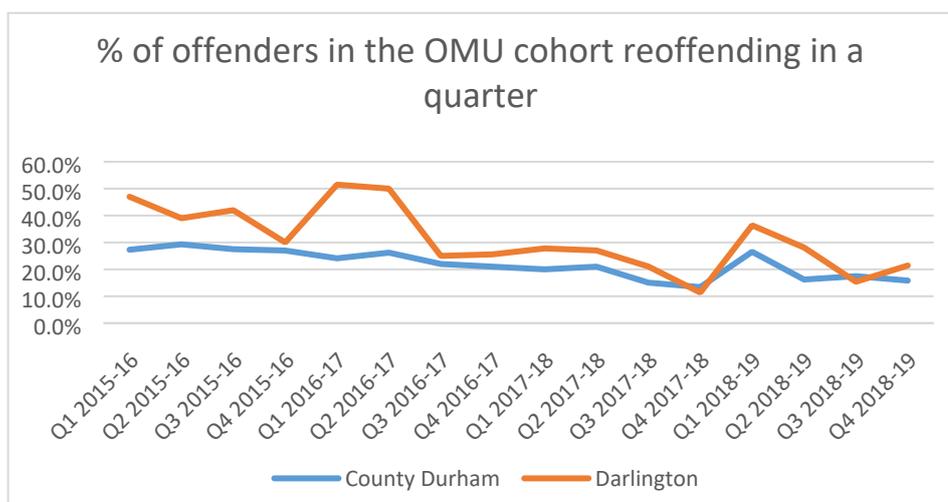


Figure 4: % of offenders in the OMU cohort reoffending in a quarter

## 14. Youth Offending Service

Young people who receive an early intervention such as pre-caution disposal or a restorative approach, have a lower re-offending rate than those given a charge or a caution. The effect of this is for the number of offences per re-offender to increase as a hard-core group of offenders makes up the bulk of the remaining cohort.

15. The Restorative Justice (RJ) Hub

The Restorative Hub is an organisation that works with victims and offenders through restorative justice.

16. The Hub employs staff and delivers specialist training to volunteers. It supports victims by giving them the opportunity to ask questions of the individual who has offended against them either directly with a facilitator present or indirectly. This enables victims to have a voice in the criminal justice process and offers them a chance to get the answers or explanation which will help in their cope and recovery.

17. It can also have a profound impact on offenders who engage with the process. The offender listens to the real life experiences of the person they have harmed, and can try to answer any questions that the victim might have. It challenges the offenders to consider 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 is victim focused and has positive value for all who attend.

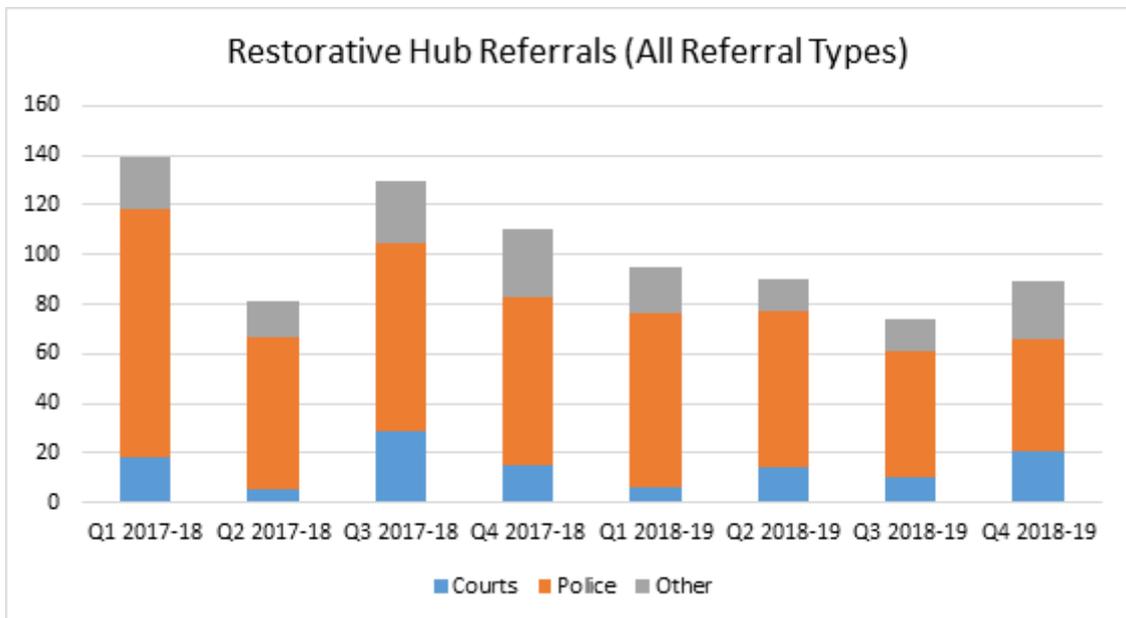


Figure 5: RJ Hub referrals

18. Working with the families of people who have re-offended

- The PCVC has joint-funded a youth worker to support teenage children of people who have offended, in order to reduce the likelihood of them offending in the future.
- The CRC's Enhanced Through the Gate provision is also supporting families

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

19. In order to prevent crime and stop people who have offended from committing further crimes, partners need to work together to implement effective measures to ensure adults and young people who offend are challenged and supported to desist from crime.

County Durham and Darlington Reducing Reoffending Group

20. One of the objectives of this work-stream is to assess and improve the effectiveness of the pathways to support desistance. These pathways include: thinking and behaviour; accommodation; employment; family and relationships; emotional and physical health; substance misuse; and finance. A recent review of mental health and drug&alcohol pathways by Crest Advisory is complete and work is underway to implement the findings.

21. Key updates for the Accommodation Pathway update

A number of regional funding bids have been successful:

- **Rough Sleeper Initiative**  
Across Durham Tees Valley, this will be used to support Rough Sleeper Coordinators and additional navigators, including outreach workers, mental health workers, adult social workers, substance misuse workers and prison-based housing officers. The prison-based housing officers will provide housing information and complete statutory assessments at an earlier stage than is currently done (offenders have to wait until day of release to receive a statutory assessment).
- **Rapid Rehousing Pathway**  
Introduction of assessment centres across the North East, including Durham, for rough sleepers and those at risk of homelessness,

including prison releases. Those eligible will be taken to assessment centres where they will be looked after for up to 72 hours then connected to the appropriate local authority for immediate housing.

- Tenancy Sustainment Officer

An officer has been employed to work with offenders whilst in custody, to help them apply for housing post-release

- Project Beta

A partnership between the County Council and Community Rehabilitation Company (CRC) to assist high risk offenders to develop relationships with landlords, and to provide support to tenants.

*A problem-orientated approach to address offending*

22. The Police and partners have a number of innovative schemes and processes in place to reduce offending. These include:

- The **DIVERT** pilot initiative, to reduce arrest rates for alcohol related offences by identifying adults who present to Darlington police custody under the influence of alcohol, screening those persons for their level of alcohol misuse and delivering a brief intervention where appropriate and/or referrals into specialist services so that demand and harm is reduced.
- **Alcohol Interlocks**-Durham Constabulary is piloting the use of these devices with people who volunteer to engage due to ongoing problems with alcohol issues. The aim is to change behaviour and reduce drink driving offences.
- **Alcohol Sobriety Tags**-The offender management team is utilising innovative tools such as sobriety tags for alcohol related offences committed by harmful or dependent drinkers with the aim of reducing reoffending and form part of people's rehabilitation.

## Checkpoint

23. Offenders who take part in the Checkpoint programme 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 of the issues the offender may have.
24. Navigators identify 'critical pathways,' which may include: mental health, accommodation, finances, substance misuse, and family/relationships.
25. Aside from 'Consequential Thinking' – which will always feature prominently because it is a default pathway as part of the Checkpoint contract – two of the significant pathways which stand out in the below chart are 'Alcohol' and 'Mental Health'.

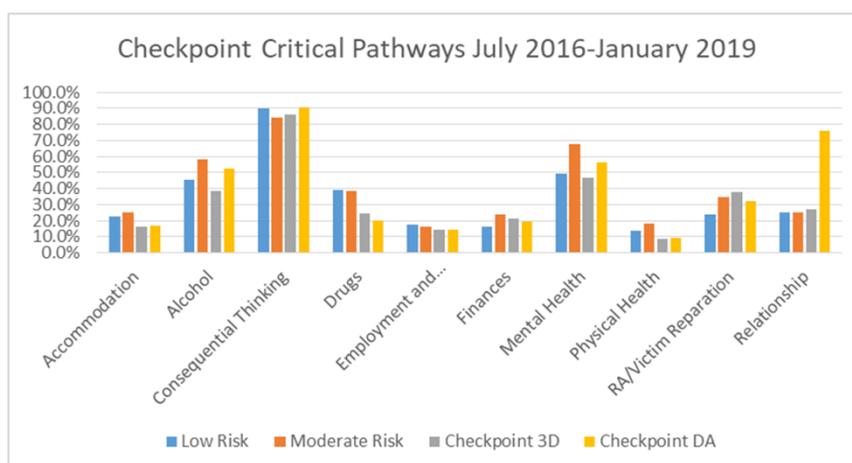


Figure 6: Checkpoint Randomised Control Trial 'Critical Pathways'

26. What remains important to highlight, however, is that – of course – those on contracts will have more than one 'critical pathway'. Accordingly, understanding how pathways 'bundle' – that is, understanding in a general way the types of pathways which might be associated with each other – would undoubtedly be helpful in better tailoring interventions.
27. Other Forces are now taking advice from Durham and replicating the Checkpoint model in their areas and the MOJ is piloting this approach in other forces.

## Offender Management Unit (OMU)

28. The Offender Management Unit offer offenders priority access to a support network of many agencies in order to address their criminogenic needs linked to their offending behaviour. This can include support to access drug treatment, housing or mentoring. The below chart shows those 'critical pathways' for an OMU cohort. The most common pathways for this group of offenders are shown in figure 7:

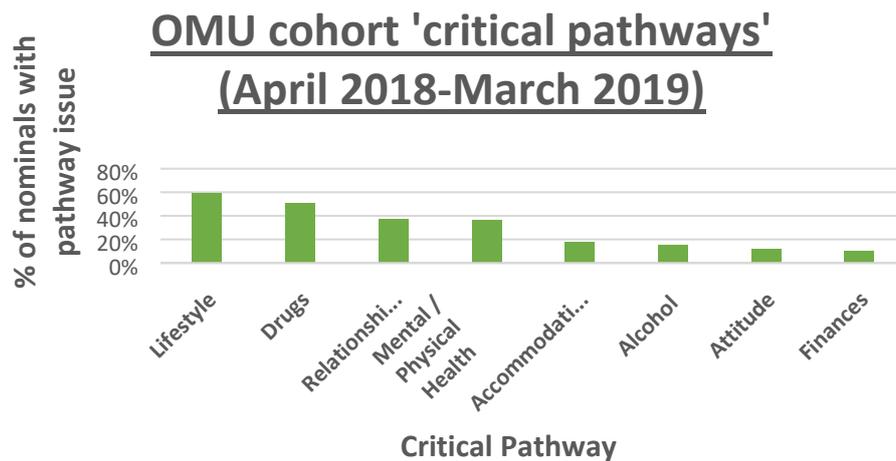


Figure 7: Offender Management Unit 'Critical Pathways'

### Females who have offended

- Issues for female offenders have been mapped, and women spoken to, and work is now progressing to identify how a whole-system approach might work
- The CRC's Enhanced Through the Gate programme is designed to improve the provision of support for women in custody and afterwards

## Outcome 4: People have confidence in the Police and the Criminal Justice System

### KPQ7: How confident are people in the Criminal Justice System?

29. I also want people to have confidence in the criminal justice system which serves their community. Over the next couple of years, I will be working with partners, building on progress achieved so far, to improve the local system so that it improves outcomes for victims, communities, and

people who have offended. People need to know that, if they are a victim of crime, not only will the police treat them with respect and dignity – and support them to recover – but the system as a whole will support them as well.

#### *Public Confidence in the Criminal Justice System (CJS)*

30. Analysis by the Ministry of Justice suggests that a broad range of factors impact on public confidence in the Criminal Justice System. These include whether or not people have experienced crime or anti-social behaviour (ASB); the extent to which people feel informed about – and that they have an influence on – issues associated with criminal justice in their local area; and positive engagement with local police.
31. At the same time, there is work being progressed through the LCJP where a difference might be made – and where an eventual outcome of increased confidence in the Criminal Justice System could be met.

#### *County Durham, Darlington and Cleveland Effectiveness and Efficiency Sub-Group – Local Criminal Justice Partnership (LCJP)*

32. Under the LCJP, the effectiveness and efficiency work-stream looks to ensure that there is end-to-end coordination across all statutory criminal justice agencies. Through its work, then, one of the work-stream's outcomes is "Increased Public Confidence in the CJS".
33. The PCVC's office has access to data which indicate that Durham and Darlington generally feature above national averages for:
  - Speed of progress through the courts
  - Number of hearings taking place
  - Case management

PCCs are to take responsibility for monitoring the victims' code across partners, from April 2020, and updates will be provided to the Panel.

#### **KPQ8: How confident are people in the Police?**

34. Communities who feel confident in their local Police are also more likely to feel safe, report crimes, and provide information and intelligence about

offenders or crimes. That's why I have maintained my commitment to having neighbourhood police teams in place, across the area, despite the heavy cuts to the Police budgets since 2010.

*Crime Survey for England and Wales (CSEW) – June 2018*

35. The Crime Survey is a large, representative, survey of households in England and Wales. People surveyed are asked how much they agree or disagree with statements about their local police. And respondents do not have to have had any contact with the police to answer questions.

36. The table shows Durham's result and the position in the national tables.

Indicator	Indicator Text	Score	Change since last quarter	Quartile (national)
Local concerns – police only	People who agree that 'the police are dealing with the crime and ASB issues that matter in this area'	57.6%	No significant change	2
Local concerns – police and council	People who agree that 'the police and local council are dealing with the crime and ASB issues that matter in this area'	50.3%	No significant change	3
Confidence	People who agree that 'overall I have confidence in the police in this area'	79.1%	No significant change	1
Good/excellent	People who state 'Good' or 'Excellent' when asked 'How good a job do you think the Police in this area are doing'?	66.8%	No significant change	1

37. The distinction between indicators 1 and 2, above, is worth noting. A Police/Council working group has been established to assess and deal with the differences between the two, and put in place measures to address them.

38. Confidence Academy Training is now being rolled out across the force, so that all officers are trained in techniques to increase public confidence in policing. In parallel, the Park, Walk and Talk programme

was introduced on 9 April, focusing on areas with high instances of crime-related incidents, public safety incidents, and ASB incidents. Early results indicate that this has led to an increase in reported incidents in the first month.

39. NB CSEW confidence indicators are reflective of force performance around nine months prior to their publication; thus, any action taken now to address the fall in confidence will not be seen in improved performance for a number of quarters.
40. PACT meetings allow a forum to identify and discuss local problems – and to agree neighbourhood priorities. These agreed priorities can be viewed on the Constabulary website, and by clicking through to a neighbourhood section. PACT, however, is only one element of community engagement of which there are many others. Indeed, social media and ‘Keep in the Know’ are just a couple of useful additional tools the Constabulary uses to engage with communities.

#### *Independent Custody Visitors (ICVs)*

41. Independent Custody Visiting is a well-established system whereby trained volunteers attend police stations to check on the welfare and treatment of detainees and to ensure that their rights and entitlements are being correctly observed. It offers protection to both detainees and the police, and reassurance to the community.
42. There are currently 23 Independent Custody Visitors appointed to the Durham scheme. Visitors can only make a custody visit when accompanied by another accredited Independent Custody Visitor. They are expected to make a minimum of six visits per year and no more than on average 4 per month. The Independent Custody Visiting Panel meets four times a year to discuss visits made. These are also attended by an Inspector from Custody Management.

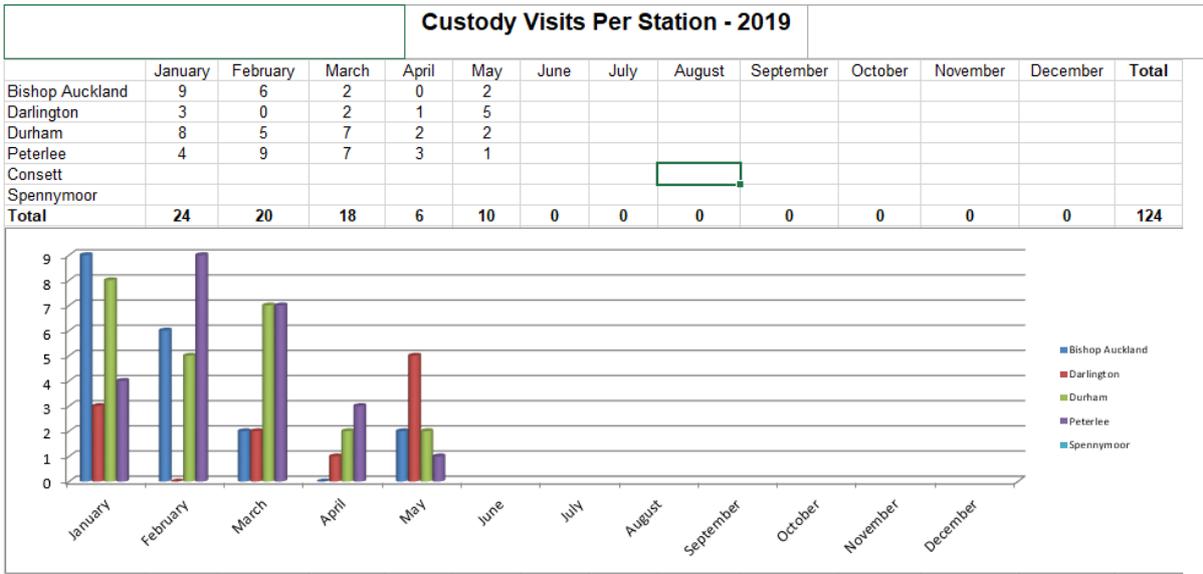


Figure 8: ICV visits – 2019

**Recommendation**

- 43. 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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