

Police and Crime Panel

January 2020

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 the PCVC's vision for County Durham and Darlington, the outcomes he seeks, and the Key Performance Questions (KPQs) which will help determine whether those outcomes are being achieved.
3. The 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. We will be visiting these questions again in the report following this one.
4. This report considers KPQs 5-6, looking at questions of reoffending, rehabilitation, and confidence.

Communities are safe and crime is reduced	Victims and the vulnerable feel supported	Reoffending is reduced and rehabilitation is improved	People have confidence in the police and the criminal justice system
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 although there has been a slight decrease recently as the figures below evidence. In Durham and Darlington around a third of offenders reoffend within 12 months, and there is evidence that the highest risk period is within the first three months of sentence or release. Work is ongoing to address the increase in the frequency of offender reoffending. There are also many examples of inter-generational reoffending, where members of the same families are locked into a pattern of criminal activity. Working alongside partners the PCVCs committed to reducing and preventing this.

Ministry of Justice Reoffending Rates

6. These rates are available to the public and provide two measures, one – the percentage of offenders who reoffended in twelve months, and two – the average number of re-offences per reoffender. Whilst the data released is always two years old and therefore limited in its application, it does give us a baseline figure and a one which compares rates nationally.
7. The recent published data suggest that the percentage of offenders who reoffend is on an upward trend. However, these levels are still lower than historical levels. Whilst the actual number of offences committed per re-offender is increasing, this increase is partly due to the success of early interventions, providing an out of court disposal in order to support desistance from future offending. In turn, this results in those entering the criminal justice process being the harder to reach individuals and those most likely to reoffend. The highest levels of re-offending relate to theft offences in our area but there has also been an increase in less serious violent offences.

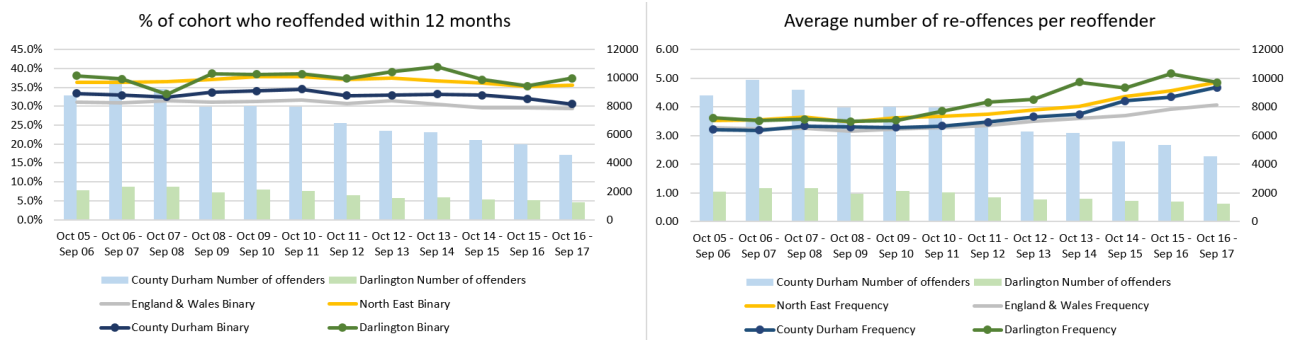


Figure 2: Percentage of offenders who reoffend in twelve months

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

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

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 working in partnership to ensure 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 reports into both the LCJP board and the two community safety partnerships agencies.
10. The initial plan for the board had key pieces of work identified which included :

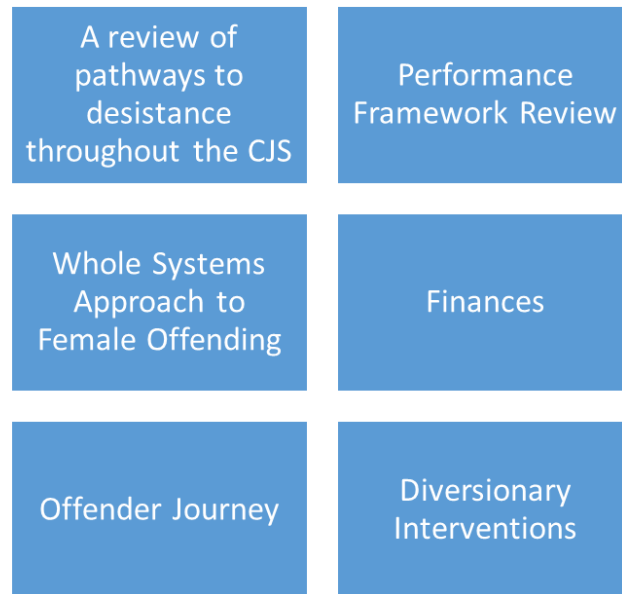


Figure 3: Reducing reoffending group priority work-streams

These pieces of work have now largely been completed and a new programme of work is being developed which builds on the progress made. The latest plan will be shared with board members at future meetings on request. Some of the highlights of the previous years' work include:

11. Building of an evidence base around local desistance pathway need. This was achieved through consultancy and engagement with partners. The prison research identified employment, accommodation and family ties as key needs for those who offend and those given custodial sentences. Crest consultancy have highlighted priorities as being, substance misuse and mental health, which will be reflected in the work programme going forward. The initial focus work around the availability of accommodation has shown the benefits of partnership arrangements, consequently a number of regional funding bids have been successful including a:

- Rough Sleeper Initiative
- Rapid Rehousing Pathway - those eligible will be taken to assessment centres where they will be looked after for up to 72 hours and then connected to the appropriate local authority for immediate housing.
- Tenancy Sustainment Officer
- Project Beta -A partnership between HMPPS, Durham County Council and the Durham Tees Valley Community Rehabilitation Company (CRC)

to assist high risk offenders to develop relationships with landlords, and to provide support to tenants. A project worker has been appointed, a post which has been funded by the OPCVC. In addition, a cross agency group has been established, comprising of; the national probation service, local authority and an accommodation group, which is being chaired by the head of housing services in Durham.

- Encouraging family ties - The PCVC provides funds to enable NEPACS (North East Prison Aftercare Society) to extend their suite of family support activities which includes child parent visits, homework clubs and the visitor centres. Development work is being undertaken to tackle the issue of children as hidden victims as a result of a parent committing an offence. This is also being looked at in terms of adverse childhood experiences and the preventative services required to support them. A recent NEPACS evaluation suggests reductions in reoffending rates amongst service beneficiaries in all County Durham prisons where NEPACS delivers family support. If we take an average of reoffending rates across all prisons, we arrive at a standard prison reoffending rate of 38% compared to 26% for those with NEPACS family support.
12. The OPCVC provides support to the youth justice/youth offending service both in relation to those young people who offend and young victims. 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. With this approach in mind the first 6 months of 2019/20 saw a 35.2% reduction in the number of young people offending and a 28% reduction in the number of offences committed compared to the same period in 2018/19.
 13. Another preventative programme supporting desistance pathways is 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.
 14. In order to evaluate whether the programme works to reduce reoffending, a Randomised Control Trial was undertaken with Cambridge

University. Whilst we need to wait until April 2020 to assess reoffending rates over two years, in line with the MOJ definition of proven reoffending, the results so far are promising and indicate that the Checkpoint group reoffends 15.7% less than the group which received a traditional criminal justice disposal.

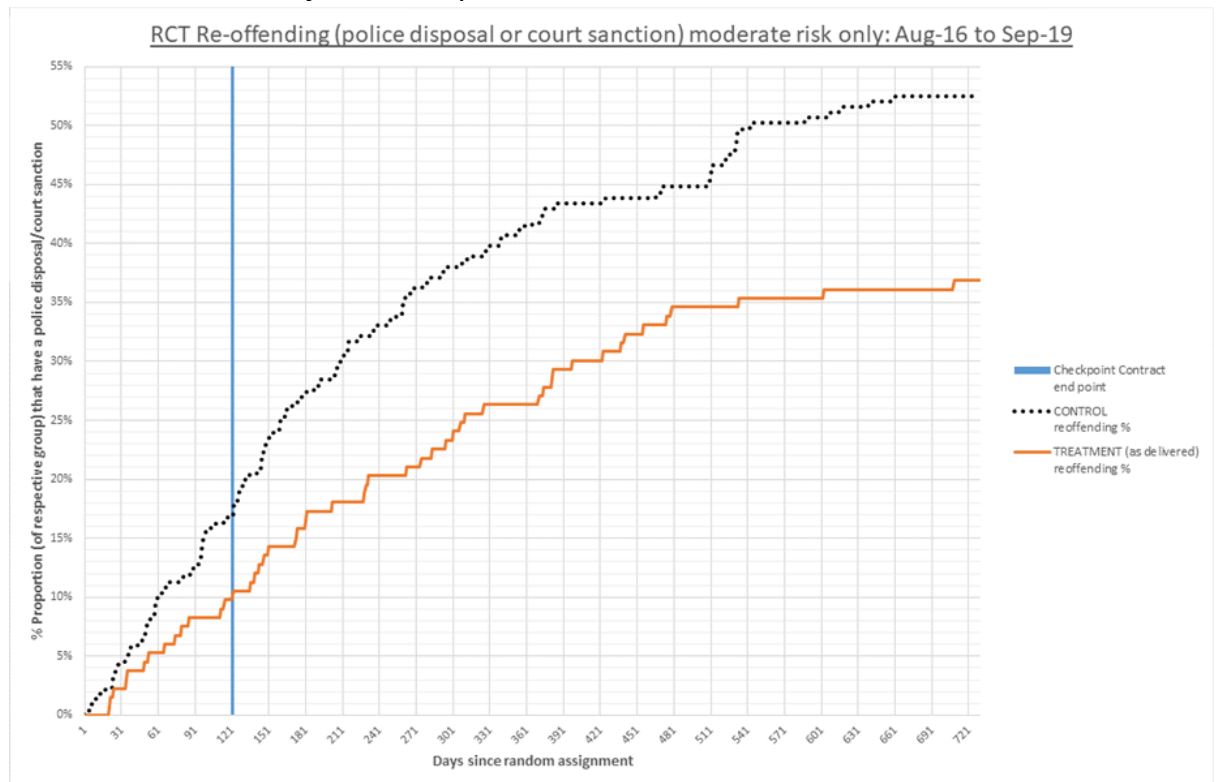
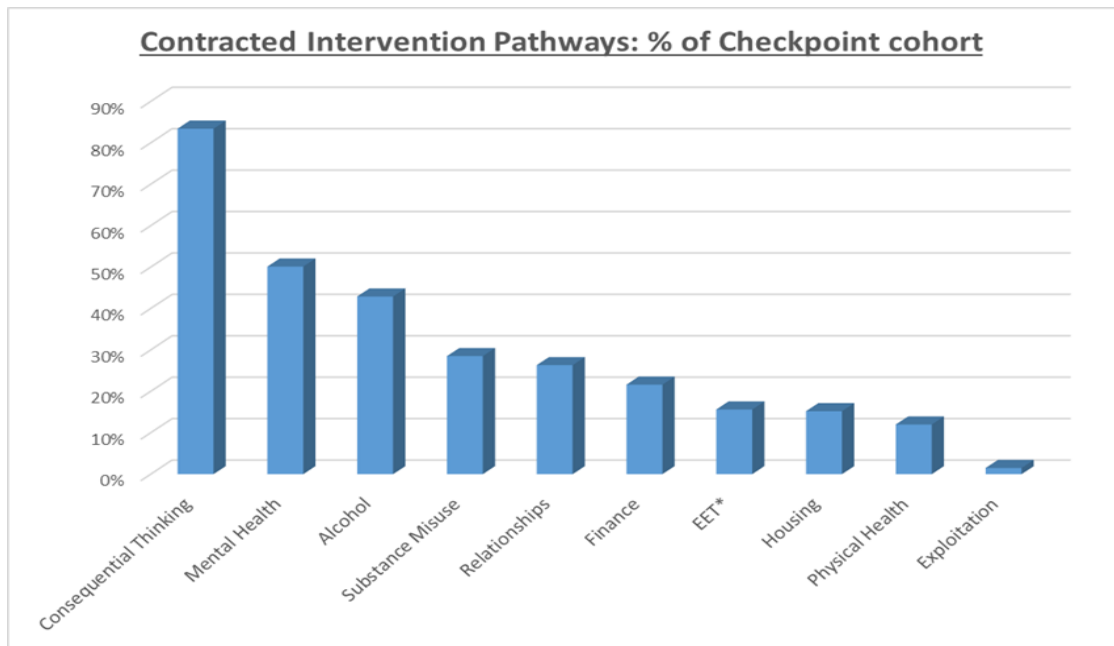


Figure 4: % re-offending in control vs treatment

15. 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.
16. Representatives from the Checkpoint team attended the 2019 Herman Goldstein Award in Problem-Oriented Policing, an international policing award hosted by the Santa Cruz Police Department. The Checkpoint programme during the Randomised Control Trial period, (2016-2018) showed a significant reduction in reoffending for the associated cohort. Checkpoint was one of five finalists, one of which was another Durham Constabulary project, with Checkpoint being the overall winner.



17.

Females who have offended

18. Issues for female offenders have been mapped and work is now progressing to identify how a whole-system approach can be achieved. A conference was held earlier in the year which gave the opportunity for networking and identification of gaps in provision with a pledge from organisations to develop their working relationships. The CRC's 'Enhanced through the Gate' programme is designed to improve the provision of support for women in custody and afterwards.

Integrated Offender Management (IOM)

19. IOM allows the police, probation services and other partners to coordinate the management of offenders, particularly persistent and prolific offenders. Durham and Darlington IOM 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 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.

20. The proportion of the IOM cohort who reoffended in Q1 2019-20 was higher than previous quarters but it is anticipated that the recent review and refocus will have a positive impact on these figures.

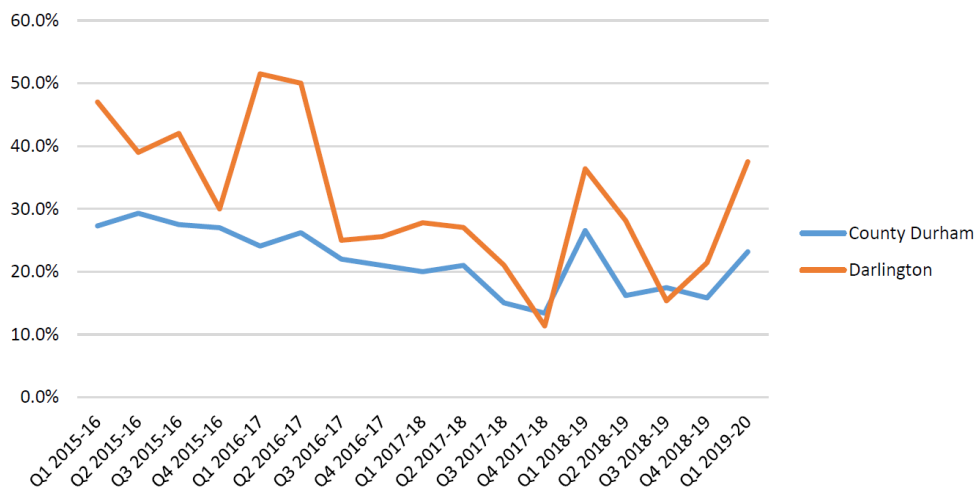


Figure 5: % of offenders in the IOM cohort reoffending in a quarter

The Restorative Justice (RJ) Hub

21. The Restorative Hub has been developed to ensure proactive engagement with all victims who might benefit from a restorative intervention.

22. 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.

23. 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.

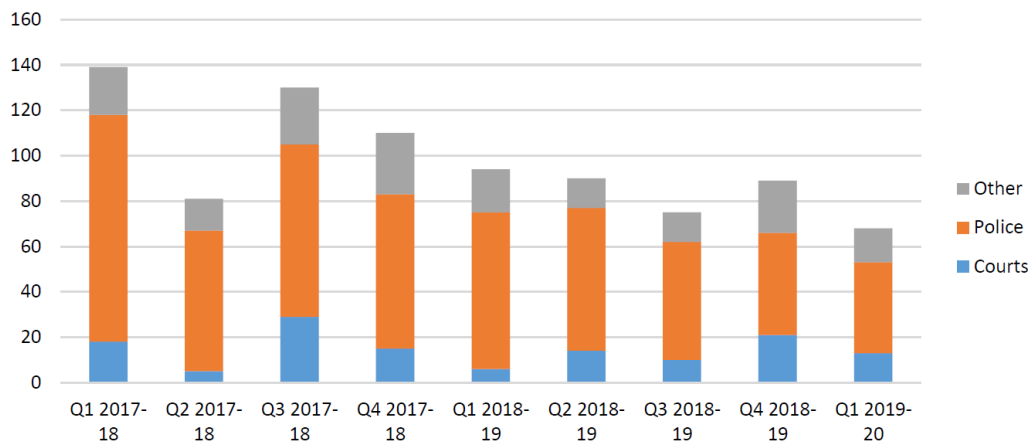


Figure 6: RJ Hub referrals

24. Whilst the number of referrals to the hub has dropped recently, the number of cases which the Restorative Hub have not been able to do anything with has dropped, which is positive. A seconded officer from the CRC is now embedded in the RJ hub.

A problem-orientated approach to address offending

25. The Police and partners have a number of innovative schemes and processes in place to reduce offending.

- **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.

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

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

26. The PCVC also wants people to have confidence in the criminal justice system which serves their community. Over the next couple of years, we 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)

27. 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.

28. 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. Much of this is being developed through the victim and witness group which will be reported on at a future meeting. However, it is also worth noting the role that the effectiveness and efficiency sub-group of the Local Criminal Justice Partnership (LCJP) plays on this matter.

29. 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".

30. The PCVC's office are supported by an analyst and we have access to data across the local criminal justice agencies, as well as being able to make a comparison with national performance. This is an area in which

we develop effective outcomes. For example, the number of hearings per case and case management within the court setting has seen the Effectiveness and Efficiency group focus on concerns around;

- Late guilty pleas, which impact on wasted court time and have an added negative impact for the victim.
- The number of cracked and ineffective trials.

31. A number of measures have already been taken, but these issues will continue to be the focus of the group going forward. Performance will continue to be measured, both in terms of the local expectations and our performance against national targets.

32. The PCVC has recently been given responsibility for reporting back on criminal justice agency compliance with the Victims Code. In addition to this, targets set around domestic abuse best practice and national expectations in relation to case progression will also be progressed through this group.

KPQ8: How confident are people in the Police?

33. 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 the PCVC has maintained a 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 2019

34. 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.

35. 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’	58.6%	No significant change	1
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’	47.5%	Dropped six places (moved from quartile three to four)	4
Confidence	People who agree that ‘overall I have confidence in the police in this area’	77.7%	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’?	65.3%	No significant change	1

36. 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.

37. 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 Park &Talk programmes were introduced on 9 April, focusing on areas with high instances of crime-related incidents, public safety incidents, and ASB incidents.

38. 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.

39. 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, force newsletters and ‘Keep in the Know’ are just a couple of useful additional tools the Constabulary uses to engage with communities.

Independent Custody Visitors (ICVs)

40. 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.

41. There are currently 25 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.

Custody Visits Per Station - 2019

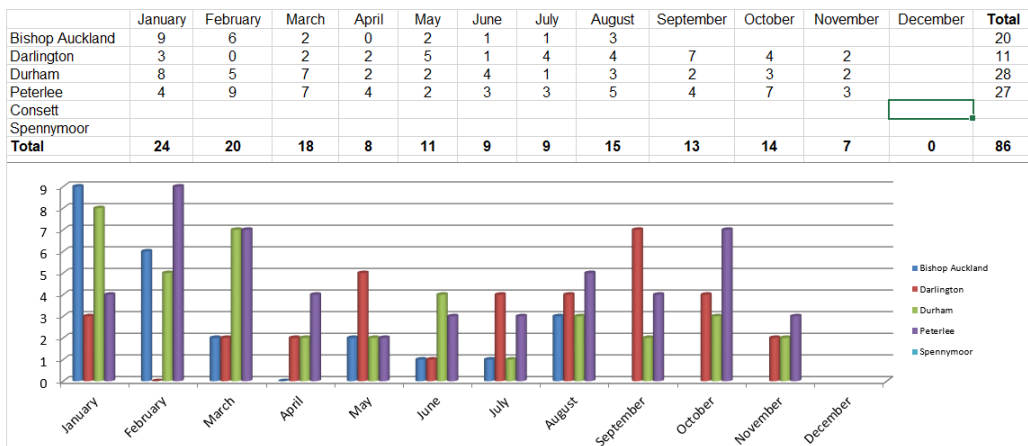


Figure 9: ICV visits – 2019

Recommendation

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

Steve White

Acting Police, Crime and Victims' Commissioner

Appendix: Risks and Implications

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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