

Police and Crime Panel

16th October 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 5-8, 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?

- 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 reoffending, including the refocusing of integrated offender management for the most prolific individuals and improving the confidence of sentencers around community sentence provision. 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 to strengthen the ‘prevent and diversionary’ approach the PCVC is committed to reducing and preventing inter-generational offending.

Ministry of Justice Reoffending Rates

- 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 re-offender. 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.
- The recent published data suggest that the percentage of offenders who reoffend is on an upward trend. Although, they remain lower than they have been historically. Whilst the actual number of offences committed per re-offender appears to be increasing, it is worth noting that the successful use of early interventions via out of court disposals results in the cohort entering the criminal justice process being more likely to be those harder to reach individuals. Thus, being 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.

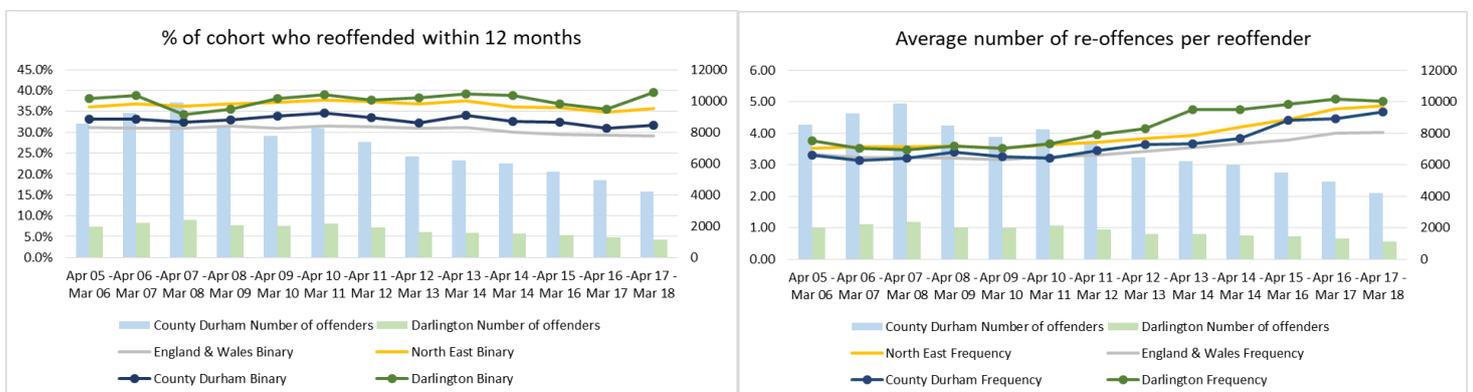


Figure 2: Percentage of offenders who reoffend in twelve months & Average number of re-offences per reoffender.
Source: County Durham and Darlington Reducing Reoffending Group – Local Criminal Justice Partnership (LCJP)

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

- 11. NB The initial review of these pieces of work has largely been completed and now provide a basis from which new objectives are being developed. The latest plan will be shared with board members at future meetings on request.
- 12. Some of the highlights of the previous years’ work include 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 is 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 strategic group has been established and 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.
13. Other highlights include 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.
14. 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.
15. Those more prolific young offenders are referred to the YOS Enhanced Intervention Programme. A higher reoffending rate is expected for this group but in the most recent cohort from Durham, (Oct 19) only 14.3% (2 young people) reoffended within the first 6 months in Durham and in Darlington. This is the lowest reoffending rate after 6 months than any previous cohort. Likewise the April 19 cohort had the lowest reoffending rate after 12 months with only 26.3% of the cohort going on to reoffend. Again this is the lowest number that County Durham YOS has seen since they began to track the group. In Darlington this cohort are lower numbers but there was an overall decrease in reoffending across the caseload.
16. IOM allows the police, probation services and other partners to co-ordinate the management of those adults who are prolific in their offending. Durham and Darlington IOM has undergone a review to ensure it is targeting the most appropriate offenders, has a fully coordinated operational delivery plan and information sharing agreement and a new performance framework is in the infancy of its development.

17. The force offender management unit contributes significantly to IOM arrangements and has also 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.
18. Although a significant decline over recent years the proportion of the IOM cohort who reoffended in Q1 2020-21 has increased in both areas which is of concern and something which will be monitored going forward.

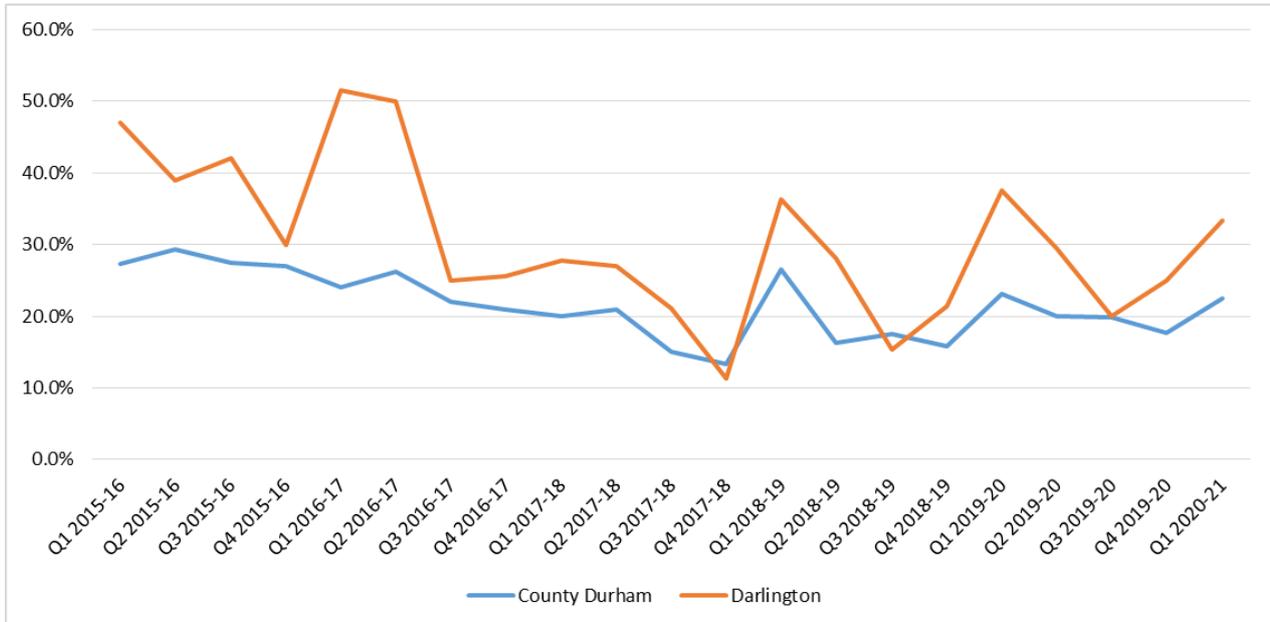


Figure 4: % of offenders in the IOM cohort reoffending in a quarter

19. 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.
20. In order to evaluate whether the programme works to reduce reoffending, a Randomised Control Trial was undertaken with Cambridge University. A paper describing the findings from the randomised control trial on the basis of prevalence, frequency, and harm of offending are due to be submitted shortly.

21. The evaluation provides a reasonable degree of confirmation that the Checkpoint intervention can reduce reoffending in comparison to traditional criminal justice procedures for medium risk offenders. The statistically significant test results indicate that the prevalence of reoffending for the Checkpoint (treatment) cohort was 36.6% compared to 46.9% for the normal CJ (control) cohort (Figure 5):

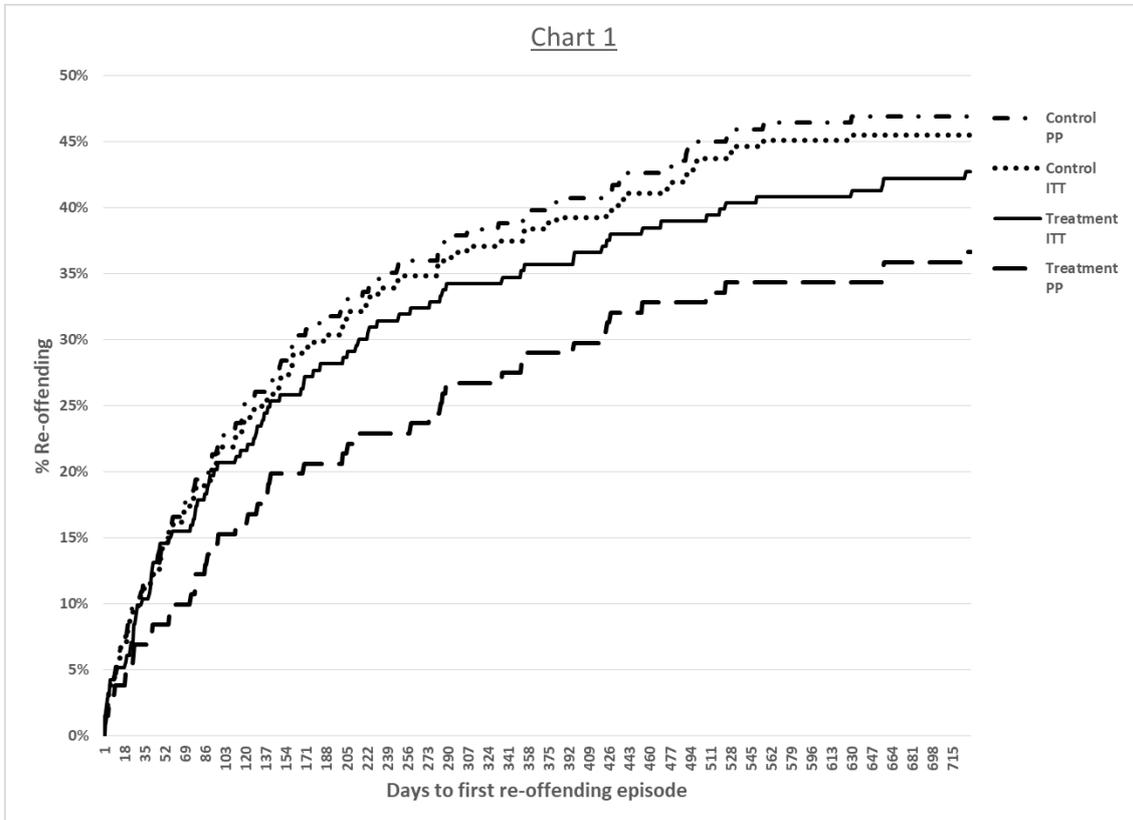


Figure 5: % re-offending in control vs treatment

22. The following table summarises the cohort results given in the above chart:

Table 1- Prevalence of Reoffending for RCT cohorts

Prevalence of Re-offending	Control ITT	Checkpoint ITT	Control PP	Checkpoint PP
Cohort	224	213	211	131
Reoffending Count	102	91	99	48
Reoffending %	45.5%	42.7%	46.9%	36.6%

23. The study suggests that Checkpoint can provide a decelerating effect on offending that may have far-reaching benefits for how policing resources are used. To contextualise the results, they indicate a potential reduction in offender caseload, on average, of 10 offenders per 100 re-offenders who were given a normal criminal justice sanction for the index offence. This could extend to as many as 50 less reoffenders following the respective interventions.

24. Other Forces in the UK and in Australia are now taking advice from Durham and replicating the Checkpoint model in their areas and the MOJ is piloting this approach in other forces.
25. The specific needs of those females who offend has been mapped in order to develop a whole system approach to address their behaviour and promote desistance; work is now progressing to develop a female-specific performance framework. A conference was held 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.
26. The Restorative Hub has been developed to ensure proactive engagement with all victims who might benefit from a restorative intervention. 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.
27. 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.

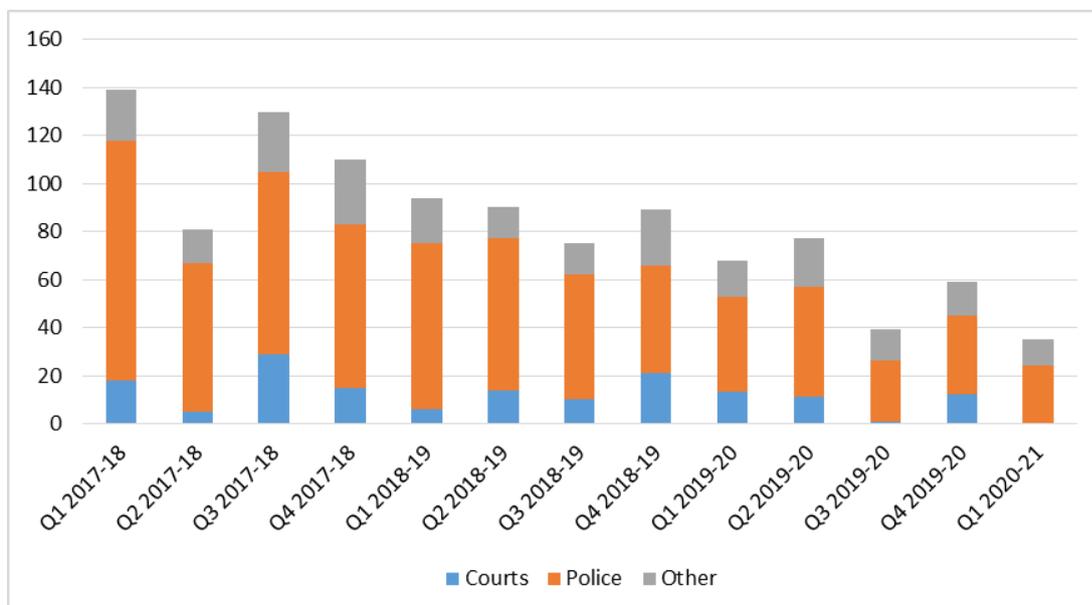


Figure 6: RJ Hub referrals

28. Whilst the number of referrals to the hub has dropped recently, the appropriateness of those referrals has increased, which is positive

29. Developing a problem- orientated approach to address offending 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?

30. 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 building on progress achieved so far with partners to improve 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.

Public Confidence in the Criminal Justice System (CJS)

31. 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.
32. One of the key objectives of the local criminal justice partnership is to increase confidence in the Criminal Justice System. Much of this is being developed through the victim and witness group which will be reported on at a future meeting. The group aims to improve outcomes for victims through partnership working and effective commissioning of services. However, the partnership also looks at performance in relation to how cases are managed through the system from arrest to sentence. This includes reviewing case file quality, identifying the number of ineffective or cracked trials, particularly due to victim or witness nonattendance, the appropriate use of pre-sentence reports and how those attending court as victims or witnesses are kept informed of their case progression.
33. 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 has been particularly helpful during the COVID-19 operating model and the impact this has had on court closures.

34. The PCVC now has responsibility for reporting criminal justice agency compliance with the Victims Code to the ministry of justice. In addition to this, targets set around domestic abuse best practice and national expectations in relation to case progression will also be progressed through the performance group.

KPQ8: How confident are people in the Police?

35. 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

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

Table 2- Durham’s position in the CSEW indicators

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’	61.6%	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’	53.9%	Dropped four places	2
Confidence	People who agree that ‘overall I have confidence in the police in this area’	76.2%	Dropped five places	2
Good/excellent	People who state ‘Good’ or ‘Excellent’ when asked ‘How good a job do you think the Police in this area are doing’?	64.4%	Risen eight places (quartile change 2 to 1)	1

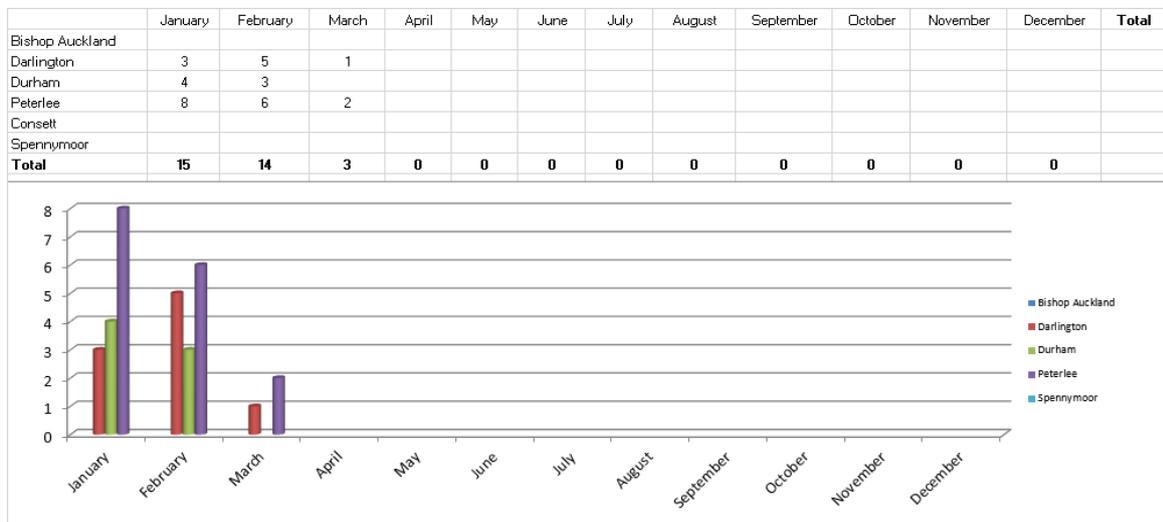
38. The discrepancy between indicators 1 and 2, above, is worth noting. A Police/Council working group has been established to assess and deal with the differences between the two, and put in place measures to address them.
39. It is notable that over the past two quarters Durham have occupied the second quartile nationally. This shows a marked improvement since the working group has been in place.
40. 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.
41. 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.
42. 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. Since the COVID-19 crisis, many PACTs across the force area have gone online, in almost every case this has proven a great success with participation and demographic reach significantly increasing.
43. 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)

44. 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.
45. Due to the COVID 19 pandemic, custody visits were suspended in March. Since then we have been continuing to monitor the situation in our Custody suites by receiving regular updates from Custody Management, we have worked closely with the Independent Custody Visiting Association who have done a brilliant job keeping us updated during these difficult times. We now have a plan to begin Custody Visiting in October with special measures in place for our Custody Visitors and staff to ensure that we can continue to monitor custody effectively.
46. 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 - 2020



PCVC internal accountability

- 47. The OPCVC has undergone a transition into a revised accountability framework. This gives greater clarity around existing governance structures and also provides a more strenuous and directed approach to holding the Chief Constable to account.
- 48. The OPCVC are also reviewing scrutiny panels under their remit. This will look at; membership, governance and their role in assisting with internal accountability. There is also an onus upon developing a COVID-19 operating model, to ensure we can carry out scrutiny duties safely and effectively.
- 49. The revised framework also holds an emphasis on greater transparency when delivering accountability on behalf of the public. In turn, this should increase public confidence in Durham Constabulary.

Recommendation

- 50. 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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