

## Police and Crime Panel

12 March 2021

## 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 Plan (PCP) sets out the Police Crime & Victim Commissioner's (PCVC) vision for County Durham and Darlington, the outcomes sought, and the Key Performance Questions (KPQs) which will help determine whether those outcomes are being achieved.
3. This report considers KPQs 5-8, looking at questions in relation to reducing reoffending, improving rehabilitation of offenders, and enabling communities to have confidence in the police and criminal justice system.

<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?

### **Outcome 3 – Reoffending is reduced and Rehabilitation is improved**

#### **KPQ5: How well are we reducing reoffending?**

4. 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.

#### *Prevention*

5. The Early Help and Stronger Families Programmes approach includes a new way in which partners can request early intervention support for children, young people and families they feel would benefit from additional help and support to ensure children and young people achieve positive outcomes. The work around children and families of people who have offended is seen as a priority and there is ongoing discussion to ensure that the group receives assurances around the offender specific agenda, in order to increase and sustain effective collaborative working with criminal justice agencies to support whole family working, and in particular, Checkpoint and IOM schemes, CRC and NPS caseloads. Funding for this Troubled Families programme has recently been extended. The work is overseen by County Durham's Early Help and Think Family Partnership.
6. The PCVC's office, together with Durham Constabulary and the 2 Local Authorities, was successful in obtaining £784,278 as part of the Home Office Safer Streets Fund, as well as an additional £75,000 of additional funding. This funding is being used to support situational crime prevention (i.e. target hardening security equipment to addresses which have been a victim of burglary, repeat burglary and properties in close proximity to the burgled property) in Horden, County Durham with the aim of preventing residential burglaries. The Home Office has committed another £21 million nationally for 2021-22.
7. Recent published data in the Ministry of Justice's reoffending rates 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 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.

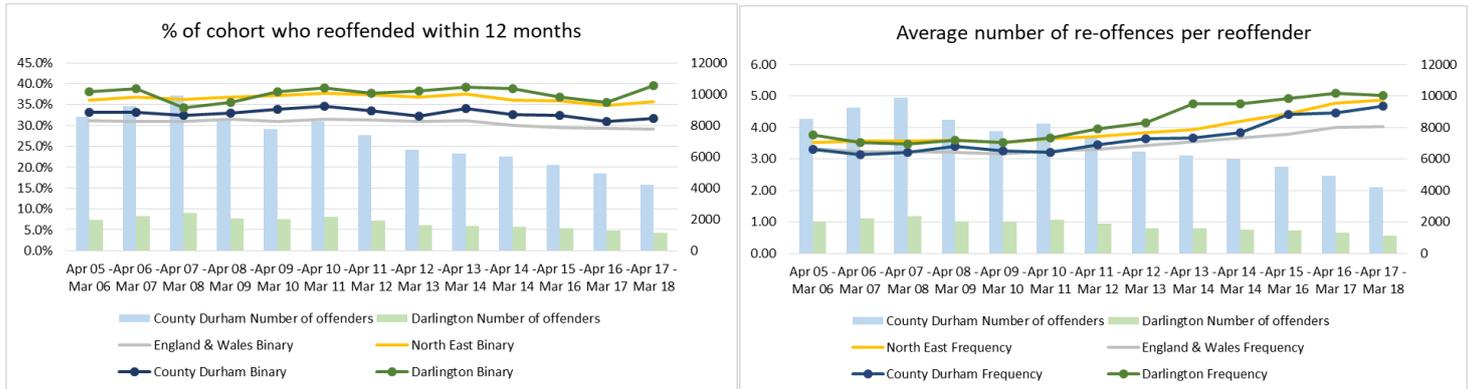


Figure 2: Percentage of offenders who reoffend in twelve months & Average number of re-offences per reoffender. Source: County Durham and Darlington Reducing Reoffending Group – Local Criminal Justice Partnership (LCJP)

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

*Early intervention*

8. Regarding Youth Justice, the Enhanced Intervention Programme for the Persistent Reoffending Cohort continues to operate. Both Youth Justice/Offending Services were successful in the Early Intervention Fund to pilot a programme (named VISIT) across Durham and Darlington. This pilot supports young people with a violence history who come into contact with the police but are no further actioned, into enhanced, holistic support from the youth justice services with the aim of diverting them away from future offending.
9. Durham Constabulary has, over the years, maximised its use of adult out of court disposals (OOCs) for eligible offences and remains in the top quartile compared to other force areas. Durham Constabulary is currently reviewing its out of court disposal framework (as per NPCC Out of Court Disposal and Charging Strategy and guidance), to ensure that interventions are as effective as they can be and this is likely to result in a reduction in the number of out of court disposal options available.
10. Durham Constabulary’s Checkpoint Deferred Prosecution randomised control trial concluded in March 2018, with the analysis of the evaluation from the 2 year follow up concluded in April 2020. The results from the trial indicate that the prevalence of reoffending for Checkpoint cohort was 36.6% compared to 46.9% for the control (non-Checkpoint) cohort, indicating a 10.3% reduction in reoffending amongst a moderate risk cohort.

11. An audit/ inspection of the local Integrated Offender Management (IOM) was undertaken in 2020 to identify key strategic and operational risks to the current IOM provision. This enabled a local review of the integrated approach to the supervision of prolific offenders and the partnership support for activities that involve the rehabilitation of offenders to reduce reoffending, resulting in an action plan, a refresh of the operating model and an information sharing agreement. Additionally, Hub meetings have now been extended to include service providers such as; housing, drug, and alcohol. Local work is also ongoing to refine partnerships with prisons as well as substance misuse providers for the IOM cohort, however COVID-19 has hindered this work as partners operate under exceptional delivery models. The IOM continues to operate despite COVID-19 restrictions.
12. The Government published its refreshed IOM Strategy at the end of 2020. Whilst it refocuses IOM on neighbourhood crime (robbery, burglary, theft from the person, and vehicle theft), the Durham IOM strategic group’s assessment indicates that this doesn’t deviate much from the approach already taken in Durham as it always included this cohort of offenders. The group awaits operational guidance which is due in April 2021 prior to any reassessment. In addition, a further £5 million of national funding has been allocated to support the probation service to deliver the IOM strategy this financial year.
13. Although a significant decline has occurred 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.

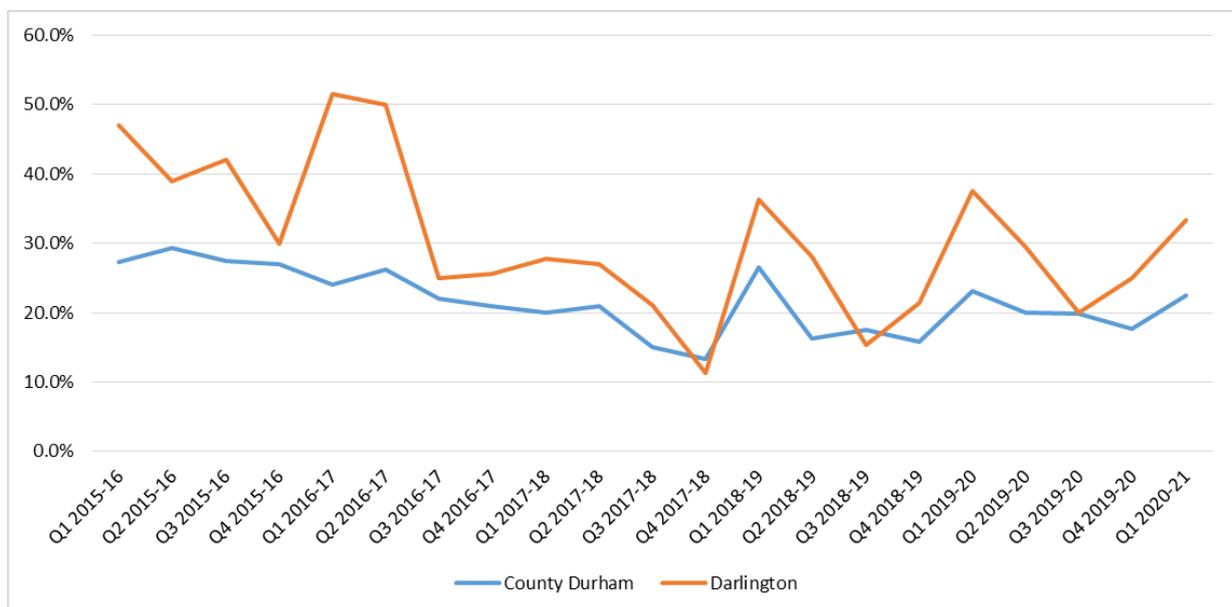


Figure 3: % of offenders in the IOM cohort reoffending in a quarter.

14. There are several ongoing projects which work towards the overall outcome of reducing reoffending via rehabilitation.

15. The Unplanned Prison Releases project which has identified a gap in the potential support for a small number of men held within HMP Durham who are released, often at short notice, with no formal arrangements in place to support their safe return back to their community. There is considerable research evidencing the increased risk of harm to both individuals and communities, re-offending, and disruption of engagement with support services following release from prison. These risks can be further increased by being released on a Friday and/or individuals having no safe, appropriate accommodation to go to. Stakeholder consultation has confirmed a strong commitment to working in partnership and an ambition to find new ways of working together to better support those leaving custody.
16. The Restorative Justice (RJ) hub is committed to offering restorative approaches at all stages, whether that is pre-charge (OOCs), pre-sentence or post-sentence. The current work of the RJ hub is to maintain links with the Youth Offending Service and improve links with offender managers within HMPPS, prisons and the CRC. Prior to covid-19, there was a Restorative Justice post embedded into the Integrated Offender Management Unit, which will be looked at again in the future.
17. The Women's Recovery Hub is a joint Durham and Cleveland project providing a whole system approach to female offender groups, which exists to ensure the provision and coordination of gender-informed services. Recommendations from a recent Health Needs Assessment (HNA) for Long Term Opiate Clients bolstered the evidence for the requirement of bespoke female-only substance misuse services in County Durham. A task and finish group led by Durham County Council's Public Health team is being established to develop a women's recovery programme of provision. All Criminal Justice Agencies have been consulted in this new approach and will be providing an advisory role in terms of its development, given the potential added benefits of ensuring that all female offender needs are met. The project provides future potential for co-commissioning opportunities amongst criminal justice agencies and public health, to enhance the offer of women-only services in a holistic approach.

### *Effective Pathways*

18. Appropriate accommodation is evidenced as a central factor in reducing reoffending. A Strategic and Commissioning Group is now in existence to oversee the development of the various projects linked to housing and offenders:
  - a) Project Beta;
  - b) MAPPA;
  - c) Rapid rehousing Bid;
  - d) Rough Sleeper Initiative Bid; and,
  - e) Allocation of Accommodation.

19. It was also identified there was a need for an Accommodation Manager to pull together the strands of the Accommodation pathway under the umbrella of the Accommodation Strategic and Commissioning Group. This post has been co-commissioned by the local authority, national probation Service and the PCVC. Due to COVID-19 this was put on hold but is now in post and accommodation meetings have recommenced. It is anticipated that there will be areas highlighted where there are gaps in provision and also where resources cross over.

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

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

20. 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)*

21. 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.
22. 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 the management of cases through the system from arrest to sentence. This includes monitoring of the victims' code, reviewing case file quality, identifying reasons for 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 a victim or witness are kept informed of their case progression.
23. 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.

24. The use of Virtual Remand Hearings (VRHs) by the force over the COVID-19 period have proven to be successful. VRHs were quickly identified as the means by which court business could be progressed during COVID19 lockdown and we know that Durham were one of the first forces in the country to enable this, despite the additional demands this placed upon force capacity. Whilst court backlogs remain a concern in the local Crown Courts the swift action by the force and partnership cooperation has assisted Durham to remain above the national average in terms of expectations for recovery. The effectiveness of VRHs has been recognised by colleagues in HMCTS (her Majesty’ Court and Tribunal Service) and CPS (Crown Prosecution Service).
25. 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?**

26. 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*

27. 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. Respondents do not have to have had any contact with the police to answer questions.
28. The table below 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’	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

Figure 4- Durham's position in the CSEW indicators.<sup>1</sup>

29. 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.
30. 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.

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

31. 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.
32. Due to the COVID-19 pandemic, custody visits were suspended in March. However, since then we have been continuing to monitor the situation through regular updates from Custody Management and the Independent Custody Visiting Association. ICV visits recommenced with special measures in place for our Custody Visitors and staff to ensure that we can continue to monitor custody effectively, these measures include the ability to provide telephone ICV visits.
33. 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.

---

<sup>1</sup> 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.

NB CSEW moved to a telephone only service which combined with the impact of COVID-19 has been unable to produce respondent numbers required for a force-by-force breakdown in the next tranche of data.

### *PCVC External Scrutiny*

34. The PCVC's office resumed its traditional external scrutiny cycle in January 2021. Overall scrutiny activities have increased with two new panels established in 2021; the Independent Complaints Scrutiny Panel and the BAME Arrest, Use of Force, Stop (BUS) and Search Panel. These panels will aim to facilitate scrutinisation of public complaints and expressions of dissatisfaction and correct process of application of police powers, respectively.
35. The Cleveland and Durham OOCB scrutiny panel continues to meet on a quarterly basis. At the last meeting, the panel looked at 15 dip sampled cases all of which were scored either *Consistent with Police policies and the CPS Code for Crown Prosecutors* (14) or *Appropriate, but with observations* (1). Cases scrutinised included youth caution cases, Checkpoint deferred prosecution cases, and some adult community resolution cases. The panel were reassured regarding the multi-agency decision making process around the youth cases and the support provided for cases which were dealt with by means of Checkpoint. A number of the cases included domestic abuse, harassment, drug offences, and racially aggravated public fear or distress.
36. The External Strategic Scrutiny Governance Group<sup>2</sup> has also been set up and held its inaugural meeting in January 2021. Membership of this group will consist of subsidiary group chairs and will provide oversight of external scrutiny. The group aims to identify shared scrutiny themes and best practice, problem-solve, and funnel issues into the appropriate forums for resolution.

### *PCVC internal accountability*

37. 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.
38. The OPCVC are 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.
39. 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.

---

<sup>2</sup> Membership of this group consists of chairs from the following groups/panels: Rape; Domestic Abuse; Hate Crime; Independent Custody Visitor Scheme; Ethics Committee; Complaints; Magistrates Court and Out of court disposals; BUS panel – BAME arrests, Use of Force and Stop and Search.

## **Recommendation**

40. 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

Contact Officer:	James Atkinson
Job Title:	Accountability and Scrutiny Officer
Telephone:	0191 375 2001
Email:	<a href="mailto:James.atkinson@durham.pcc.pnn.gov.uk">James.atkinson@durham.pcc.pnn.gov.uk</a>