

The Safe Durham Partnership  
*Altogether safer*

# Reducing Re-Offending Strategy

2014 – 2017

Altogether  
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## **Safe Durham Partnership Reducing Re-offending Strategy 2014 – 2017**

### **1. Executive summary**

- 1.1 The Reducing Re-offending Strategy 2014 – 2017 sets out the Safe Durham Partnership’s approach to reduce re-offending by adults and young people in County Durham. The strategy will be delivered and monitored by the Reducing Re-offending Thematic Group.
- 1.2 The strategy outlines our overall aspirations to reduce re-offending. For adult offenders it is necessary to continue our approach to prioritise the effective management of the most difficult, chaotic and persistent offenders. We will expand our integrated offender management principles to a wider cohort and for those young people who offend we will continue to reduce the number of children and young people entering the criminal justice system.

Our strategic objectives are;

- Prevent intergenerational offending
- Prevent repeat offending

- 1.3 Underpinning these strategic objectives are two distinct strands: adults and young people. Adult offenders are managed by the National Probation Service and local Community Rehabilitation Company. Young people who offend are managed by County Durham Youth Offending Service.
- 1.4 Our priority area of work will focus on the following:

#### ***Prevent intergenerational offending***

- Maintain and develop pre-court assessments and interventions for young people
- Reduce first time entrants to the youth justice system
- Reduce alcohol related offending by young people
- Improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years
- Develop pathways and access for identified health needs of young people who offend (with a focus on Speech, Language and Communication needs)
- Continue to improve and develop our ‘Think Family’ approach for identified offenders (both adult and young people who offend) and their families

#### ***Prevent repeat offending***

- Manage offence related needs (critical pathways\*) of prolific adult offenders in order to stop their offending

- Expand our integrated offender management approach to lower level offending using alternatives to custody
- Maintain and develop support for women offenders and women vulnerable to offending
- Conduct further mental health research to enhance our understanding and ability to respond to offender needs and links to health support services
- Ensure offenders are retained in effective drug treatment, drug recovery and abstinence
- Develop and promote victim involvement within restorative practices
- Reduce the impact of offending behaviour on public confidence
- Improve partnership performance of the single re-offending measure
- Continue to provide strategic level co-ordination for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders
- Continue to implement Association of North East Councils and National Offender Management Service recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'
- Analyse the impact of Welfare Reform; monitor this in the Force Threat and Risk Group and assess against regional neighbours and most similar Forces

\* The critical pathways (adult offenders) are: Accommodation; Drug and Alcohol Misuse; Financial Management and Income; Education, Training and Employability; Children and Families; Health; Attitudes, Thinking and Behaviour; Sexual Exploitation and Domestic Violence.

- 1.5 The successful delivery of the strategic objectives will rely upon the Safe Durham Partnership effectively coordinating initiatives and mainstreaming activities to maximise partnership resources. Partners across the community, voluntary sector and statutory agencies are committed to working together to deliver services that bring the most impact and provides a focus on early intervention.
- 1.6 This strategy will be reviewed after 12 months in light of the Ministry of Justice 'Transforming Rehabilitation' proposals and implementation reforming the delivery of adult offender services.

## **Safe Durham Partnership Reducing Re-offending Strategy 2014 – 2017**

### **2. Introduction**

- 2.1 The purpose of this document is to set out our strategic direction for reducing re-offending across County Durham. This strategy supports the Safe Durham Partnership Plan 2014/17.
- 2.2 The strategy will be delivered and monitored by the Reducing Re-offending Thematic Group. This strategy will be reviewed on a yearly basis in the context of major national developments for example the Ministry of Justice 'Transforming rehabilitation programme etc.'
- 2.2 This strategy acknowledges and reinforces the linkage with other local partnerships such as the Children's and Families Partnership, the Health and Wellbeing Board, the Local Criminal Justice Board and the County Durham Partnership. The governance of this strategy will remain with the Safe Durham Partnership.
- 2.3 Although this document will not highlight all of the partnership activities we have undertaken, our strategic outcomes are informed and shaped both by knowledge and experience of the work in this area.
- 2.4 Following consultation we have determined our strategic aim and outcomes with partners, stakeholders and service users.

### **3. Equality and diversity**

- 3.1 This strategy may impact on certain groups of individuals who are over represented in the re-offending cohorts. Such groups may originate from deprived communities, vulnerable households, those with mental health issues, those with substance addiction and other related factors. This strategy recognises the need to provide support to those vulnerable people who are over represented.
- 3.2 The evidence shows the majority of those impacted are known to be male and therefore a greater proportion of the services will geared towards male offenders.

### **4. Successes in Reducing Re-offending**

- 4.1 The first Reducing Reoffending Strategy has seen a number of high level achievements made between 2011/13. These include:
- Youth Offending Service awards for Investing in Volunteers (2013), Intensive Employability Programme (2013) and Fully Integrated Pre Court System (2012)
  - The prolific offenders mentor support extended to all IOM hubs

- Prison pre-release planning with IOM established within HMP Durham
- Embedding Think Family with the introduction of hidden sentence training, implementing the NOMS ‘common offer’ on troubled families within prison settings, parenting courses delivered in our local prisons and piloting a family support worker in HMP Durham.
- Housing Solutions evaluated and mainstreamed housing officer supporting IOM
- Restorative Justice introduced within IOM as part of the Restorative Approaches for Prolific and Priority Offenders (RAPPO) Project.
- Over 400 police officers trained in ‘Level 2’ Restorative Approaches. ‘Level 1’ training for the whole force commenced Sep 2013
- CDYOS have expanded restorative justice across all orders within existing resources. All CDYOS staff trained to level 1 Restorative Approaches with 50 case managers and 50 volunteers trained to level 2/3.
- Restorative Approach neighbourhood projects piloted in Bishop Auckland, Peterlee and Durham.
- Restorative Approaches training requirement has been added to the ‘Stronger Families’ Workforce Plan.
- Funding to support four drug workers to provide family and offender support
- Implementation of the Probation / Jobcentre Plus Data Exchange Agreement
- New ‘Step Forward’ service developed by housing
- Provision of safe and secure accommodation for vulnerable women offenders
- Implemented a Women’s Diversion Project
- Development of processes to support the management of dangerous or violent offenders (falling outside of MAPPA arrangements)

- 4.2 Success has been achieved where the motivation of the offender to change has been strong. Where they have been willing to engage with services and accept the interventions offered, such as Integrated Offender Management, Pre-Reprimand Disposal and Restorative Approaches.
- 4.3 Despite these successes the Reducing Re-offending group will continue to focus on reducing crime, reducing the number of victims of crime and contributing to the delivery of the Safe Durham Partnership vision for a Durham which is; ‘Altogether Safer’; where every adult, child and place in County Durham will be, and will feel, safe.

## **5. Our approach to reducing adult re-offending**

5.1 Our approach to reducing adult re-offending in County Durham is founded on the following statements / principles:

- The Safe Durham Partnership is committed to integrated offender management principles as our approach to offender management
- All offenders will be considered as appropriate for interventions, they will be offered opportunities to change their offending behaviour, failure to accept these opportunities or to change will ultimately result in targeted enforcement action
- We recognise that an offender is often part of a family unit or household and their offending behaviour puts the family or household at risk. We will develop interventions and support services around minimising that risk and to break inter-generational offending
- We will consider the 'critical pathway' needs of our offenders to form integral parts of the solution to sustain a long term change in the offenders behaviour

## **6. Our approach to reducing re-offending by young people**

6.1 County Durham Youth Offending Service co-ordinates the provision of youth justice services for young people 10 – 17 and is accountable to a multi-agency CDYOS Management Board. The Safe Durham Partnership will adopt the strategic aims of CDYOS in the Youth Justice Plan 2014/16. These strategic aims are:

- To prevent re-offending by children and young people
- To reduce first time entrants(FTE) to the youth justice system
- To be achieved by delivering specialist interventions
- Underpinned by safeguarding and public protection

6.2 This is underpinned by an improvement priority (within Durham County Council's Plan) to reduce youth crime. The 3 key actions for 2014/17 are:

- Reduce re-offending by young people
  - Implementing the Reducing Re-offending Strategy in respect of young people
  - Implementing the new youth justice assessment framework (AssetPlus)
- Reduce first time entrants (FTEs) to the youth justice system:
  - Developing a quality assurance framework and improvement plan for pre court work
  - Working with partners to implement the Out of Court Disposals (OOCD) Scrutiny process
- Reduce the use of custody (both sentence and remand)

- Reviewing and amending the Reducing Remand Bed Nights Strategy
  - Reviewing and amending the Reducing Offending by Looked After Children Strategy
  - Implementing actions to reduce youth custody based on detailed analysis of custody cases
- 6.3 The CDYOS Service Improvement Plan breaks these key actions down further and we will support our Youth Offending Service to fulfil these actions by incorporating them into our Reducing Re-offending action plan.

## **7. Strategic aim**

- 7.1 The strategic aim of the Safe Durham Partnership is to reduce crime by reducing re-offending.

## **8. Strategic objectives**

8.1 Given the information presented in the annual Safe Durham Partnership Strategic Assessment, coupled with the profile of our offenders in County Durham presented in Appendix 2, this strategy has two clear pathways; one to prevent the repeat offending and inter-generational offending in County Durham; and one to tackle the current offending behaviour.

- 8.2 The successful delivery of the strategic objectives will rely upon the Safe Durham Partnership effectively coordinating initiatives and mainstreaming activities to maximise partnership resources. Partners across the community, voluntary sector and statutory agencies are committed to working together to deliver services that bring the most impact and provides a focus on early intervention.
- 8.3 We will promote our successes in reducing re-offending, turning around the lives of offenders and improving victim involvement; to reduce the impact of offending behaviour on public confidence. Our approach will mean fewer victims, fewer crimes and reduced demand on the criminal justice system.

- 8.3 Our strategic objectives are;

**SO 1: Prevent inter-generational offending**

**SO 2: Prevent repeat offending**

## **9. Priority areas of work**

### **9.1 Prevention and early identification**

- 9.11 The Safe Durham Partnership recognises that children and families of adult offenders are an important vulnerable group often overlooked by services and are one of the most socially excluded groups in society. Approximately 160,000 children in the UK have a parent in prison each year. These children are often vulnerable and at risk of poor outcomes. They are three

times more likely to have a mental health problem or to engage in anti-social or criminal activity than children without a parent in prison.

- 9.12 Offender management teams have embedded ‘Think Family’ into their work and strong links now exist to promote and support the needs of families and children of offenders. ‘Think Family’ services now provide parenting courses in our local prisons and we have piloted a family support worker in HMP Durham. A range of staff including Social Care staff receive hidden sentence training giving a clear overview of the issues facing prisoners’ families and providing a range of strategies and support. We have implemented the National Offender Management Services (NOMS) ‘common offer’ on troubled families within prison setting.
- 9.13 The ‘Troubled Families’ programme is known as ‘Stronger Families’ within County Durham and our offender management structures, Youth Offending Service and Anti-social Behaviour teams are fully engaged in this work. We know these ‘households’ are at a greater risk of offending; it is important therefore to break the cycle of offending early with targeted interventions and support rather than wait for the offending behaviour to happen. We will use the learning from the Family Support Worker pilot to inform the Stronger Families mentors involvement in reducing re-offending. The aim is to ensure the children in these families have the chance of a better future themselves, their families and the wider public.
- 9.15 We will continue to improve and develop our ‘Think Family’ approach for identified offenders and their children and families and we will seek out new opportunities to integrate ‘Think Family’ resources into our offender management structures.
- 9.16 In County Durham, the rate of First Time Entrants to the youth justice system continues to be lower than the North East region and its statistical neighbours. There are two programmes that have been crucial in delivering sustainable reductions in the number of young people entering the youth justice system in County Durham and developed by County Durham Youth Offending Service. The award winning fully integrated Pre Court System and Pre Caution Disposal provides early assessment of need and intervention.
- 9.17 These programmes improve young people’s life chances by ensuring that their needs are identified and met and that they avoid being criminalised. Both are excellent examples of prevention, early identification and value for money. We will continue to maintain and develop pre-court assessments and interventions for young people and to reduce first time entrants in to the youth justice system.
- 9.18 Similarly, County Durham Youth Offending Service will continue to improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years old.

## **9.2 Women Offenders**

- 9.21 National data tells us that many female offenders have a background of abuse, and first-hand experience of the care system. The proportion of women prisoners that report abuse in their lifetime is twice that of males. In 2011 self-harm was 10 times higher for women than for men, and females in custody are twice as likely to suffer from anxiety and depression. Many of them will have problems with drugs and alcohol misuse, and nearly two-thirds leave behind dependent children when entering prison. (Strategic objectives for female offenders, MoJ 2013).
- 9.22 These finding are reflected locally; all the females within Integrated Offender Management are Class A poly-drug users. All women have a history of sexual abuse or sexual assault and domestic violence. These females misuse drugs to cope with past trauma in their lives. Tackling their drug dependency and providing robust emotional intervention when replacing their harmful coping strategies is important in terms of their risk of self-harm and re-offending. There is also an absence of positive male role models in the women's lives.
- 9.23 Although none of the women are currently homeless, none have secure appropriate safe accommodation; they struggle to hold down tenancies and in some respects don't know how to manage a property. They are vulnerable to the attention of male offenders, due to fear and low self-esteem and other offenders misuse their property.
- 9.24 In 2013 we introduced a woman's diversion scheme with the aim to divert women offenders from the criminal justice system. It includes custody diversion with inclusion into Integrated Offender Management and a mentoring support element. The project is supported by the Home Office and the Prison Reform Trust and is part of a national Women's diversions pilot.

***'Working with probation and the others came at just the right time. I was ready to engage and take the chance to get my life onto a more even keel. I really appreciated the support, you know, having the mentor to talk to and keeping me on track'***

(Woman's Diversion Scheme).

- 9.25 We will continue to maintain and develop support for women offenders and those women vulnerable to offending.

## **9.3 Accommodation issues for adult offenders**

- 9.31 It is widely researched and recognised that securing suitable accommodation can provide the foundations for an offender to leave a chaotic lifestyle. It provides a platform for an offender to change, opening up access to employment, training and benefits opportunities, while also providing access to health and social care such as drug treatment. All of which is essential for offenders to stop offending in the long term.

- 9.32 The majority of offenders have a housing specific need that has been met with a private rented housing solution. The support of a Housing Solutions officer within Integrated Offender Management has created strong and formal links with Register Social Landlords and has encouraged them to contribute to housing solutions for offenders. The Reducing Re-offending Group will continue to support the work in this area through Durham County Council County Durham Homelessness Strategy 2013-18.
- 9.33 Across the Homelessness Action Partnership there is continued concern that welfare reforms will have an adverse effect upon the vulnerable groups, including offenders. Vulnerable groups will experience a shortfall between the Housing Benefit and the basic rental cost, even for those properties in the most deprived areas where rental costs are cheaper. Other budgetary restraints have the potential to further exacerbate this problem.
- 9.34 We will continue to work with the Homelessness Action Partnership around barriers to social housing for offenders and ex-offenders in regards to exclusions. We will support the Regional Homelessness Group in their engagement with social housing providers working with those services managing offenders to ensure blanket exclusions are not applied and a partnership approach to assessment / support and access is developed. We will advocate stronger links with the Association of North East Councils (ANEC) and the National Offender Management Service (NOMS) regional offender housing group with the work of the Regional Homelessness Group.
- 9.35 Female offenders are particularly vulnerable in terms of safe and secure housing need and historically the absence of any form of supported accommodation and the lack of alternative provision means they most often return to their previous partner(s), and a continuation of their criminal activity. In 2014 the Commissioning Section of Children and Adults, Durham County Council (formerly Supporting People) remodelled an existing service to provide safe and secure accommodation for vulnerable women. We have also been successful in a recent bid to 'Making Every Adult Matter' for an additional support worker.

#### **9.4 Offender skills and employment**

- 9.41 The educational standard of the male adult offender cohort is in general very low and their skill levels are limited. In most cases they have no previous employment.
- 9.42 Current emphasis on female offenders is towards maintaining suitable accommodation and drug treatment. Their criminogenic needs are complex however the particular needs of women offenders are recognised; and we will ensure an holistic approach which addresses need, empowers and promotes their economic and social inclusion.
- 9.43 The Safe Durham Partnership will engage with local business community and voluntary sector to identify local skill shortages, vocational need, appropriate training for jobs should be explored together with standard

mainstream training opportunities. We aim to make this available both for offenders in the community and short term prisons sentencing / resettlement prisons.

- 9.44 We will continue to place emphasis on volunteering work for offenders developing opportunities to engage with local community projects and local voluntary organisations.
- 9.45 Many offenders face significant problems achieving financial stability and appropriate access to benefits. For those offenders without employment Offender Managers will ensure offenders have contacted and engaged with welfare benefits to help maintain basic living requirements.
- 9.46 Further analyse of welfare reforms will be taken forward by the Force Threat and Risk Group and be assessed against regional neighbours and most similar forces. The Reducing Re-offending group will monitor this work and adjust initiatives and support accordingly.
- 9.47 County Durham Youth Offending Service has implemented its Intensive Employability Programme providing intensive support and guidance for a targeted group supervised by CDYOS on a range of orders. The majority are high crime causers, with significant offending histories and multiple complex needs.
- 9.48 The programme works with all the Further Education colleges and training providers (statutory and voluntary sector) in County Durham to support successful progression into appropriate, accredited education, training and employment, with the aim of preventing re-offending. The programme, works with young people on a 1-2-1 basis, responsive to individual needs. Engagement in the programme is voluntary, but close working between the Intensive Employability Programme Officer and case managers in CDYOS has resulted in excellent engagement, retention and progression rates. The programme is now mainstreamed as part of CDYOS core business.

*'If I didn't have this I would have reoffended. I would have ended up getting drunk, fighting with someone and be back in prison. Now I'm looking forward to finding a job.'*

(‘Engaging Vulnerable Young People’ – Interim Evaluation of the County Durham ESF Project, January 2012).

## **9.5 Gaining access to health and social care services**

- 9.51 The Bradley Report (2009) is quite clear that intervening as early as possible in the criminal justice process provides the best opportunity for improving how people with mental health problems or learning disabilities are managed, with a particular focus for services to be developed around the whole family. Effective health interventions have the potential not only to impact on immediate offending and re-offending rates, but also to influence children and young people away from an adulthood of offending.

- 9.52 Dual diagnosis of mental health and drug / alcohol problems is commonplace among our offender cohort. However, our offenders have experienced significant problems gaining access to adequate health and social care services. The 2011 Durham Tees Valley Probation Trust Health Needs Assessment found that offenders had four main issues; mental health (depression, stress and anxiety), smoking, dental issues and anger management, with mental health taking over as the highest priority need. Similarly, the County Durham Women's Diversion project mentioned at 9.24 shows that 21% (29) of women taking part in the 'Women's Diversion Project' have a mental health problem.
- 9.53 Providing motivational support to access services has begun to provide a pathway into health services for those offenders within Integrated Offender Management receiving mentoring support.
- 9.54 With funding from the Big Diversion Project a Criminal Justice Liaison Nurse (CJLN) has been attached to the Integrated Offender Management in the east of the county. It aims to identify 'frequent users' of the Criminal Justice Services who have associated mental health, learning disability or drug and alcohol issues. It works to signpost and engage health services to reduce offender contact with the Criminal Justice Services. 80% of referrals were male. The average age of clients was 27 and none were in employment. All were registered with a GP and 88% had over 10 previous convictions. Most had served a prison sentence, had existing license or supervision requirements and had previous contact with Mental Health services.
- 9.55 The top three primary Mental Health diagnosis results included personality disorder, schizophrenia or other delusional disorder and depressive illness. Funding from the North East Offender Health Commissioners will see the project run to March 2015. A further funding bid will hope to see two further Criminal Justice Liaison Nurse's attached to Integrated Offender Management.
- 9.56 The relationship between mental health and crime and disorder has not suddenly emerged as a key risk. However, our understanding of that relationship and ability to respond to it would benefit from further research.
- 9.57 The Mental Health Crisis Care Concordat is a commitment from organisations to prevent crises through prevention and early intervention. In County Durham this work will be delivered through the Mental Health Framework Implementation Plan and is currently being developed by the Mental Health Partnership, a sub group of the Health and Wellbeing Board. The Mental Health Framework Implementation Plan is also the local implementation plan of the national 'No Health without Mental Health' strategy.
- 9.58 We will support actions in the Mental Health Framework Implementation Plan, develop better links to health support services and the strategic link to health at the Reducing Re-offending Group will also be strengthened.

9.59 Young people in the youth justice system have a range of complex health needs. All young people who offend (pre and post court) in County Durham receive a basic health screening as part of the assessment process by County Durham Youth Offending Service (CDYOS). This is undertaken by generic case managers in the service and any health issues evident or suspected are referred to one of the three Community Nurses for more specialist assessment and intervention. This screening process has identified the following priority issues.

- Sexual health
- Healthy Lifestyles
- Mental Health
- Self Harm
- Attention Problems
- Learning Disabilities
- Substance Misuse Needs
- Social Vulnerability Needs
- Speech, Language and Communication Needs

## **9.6 Speech, language and communication needs of young people who offend**

- 9.61 CDYOS has identified Speech, Language and Communication Needs (SLCN) as a major priority. National research suggests that 60-90% of young people in the youth justice system have an undiagnosed speech, language or communication need. All case managers in CDYOS have been trained in SLCN awareness during 2013. Young people's offending is often linked to poor Speech, Language and Communication skills. The frustration of not being able to articulate complex emotions, combined with other unmet needs, frequently increases offending – and the young person's journey in the criminal justice system can have an adverse effect on his/her emotional wellbeing.
- 9.62 CDYOS has been chosen as 1 of only 31 youth offending services nationally to work with the British Dyslexia Association on a 2 year programme (commencing April 2014) funded by the Department for Education (DfE) in order to become a dyslexia friendly Youth Offending Service. This is an exciting opportunity to improve outcomes for young people in the youth justice system in County Durham.
- 9.63 Partnership work with the North Durham Clinical Commissioning Group (NDCCG), CDYOS and Speech and Language Therapy Services, County Durham and Darlington Foundation Trust (CDDFT) has resulted in an innovative pilot project. Non-recurrent funding from NDCCG supplemented by CDYOS, has enabled the secondment of a Speech and Language Therapist from CDDFT to CDYOS for 7 months (March – Sept 14).
- 9.64 The aim of the pilot is to review and improve all CDYOS' communication processes with young people. The pilot will ensure CDYOS staff are able to identify and support young people's speech, language or communication needs; improve young people's understanding of the criminal justice process; improve outcomes and reduce re-offending.

9.65 Learning from the pilot will be shared with partners to inform broader communication-friendly practice across the criminal justice arena. The SLT pilot is being extended to include young victims of youth crime as well as young people who offend.

#### **9.7 Drug and alcohol misuse**

9.71 Through adult offender management the level of offender engagement with the drug treatment system is good. However, there are a number of offenders who choose to 'top up' their substitute prescriptions with heroin and other cocktails of drugs.

9.72 The partnership will continue to move from a position of effectively managing an offender's drug use to actively engaging, encouraging and providing assistance to offenders in their efforts to become drug free. We will ensure offenders are retained in effective drug treatment, drug recovery and abstinence.

9.73 Recovery Academy Durham began in Dec 2011, funded by the NHS and aligned to the Drug Treatment Service. It was set up to enable recovery from drug and alcohol dependency and is the first of its kind in the region. It is helping graduates live completely drug free lives.

9.74 The quasi-residential abstinence based recovery service delivers a proven comprehensive 12-step recovery model to enable recovery from drug and alcohol addiction. The academy's 12-step programme includes a course of intensive study, on a one-to-one basis with trained peer therapists, and offers opportunities for education, employment and training. In addition, services are also delivered to offenders in all four of the county's prisons as Integrated Drug Treatment Services.

*'I put 100 per cent into the program which showed me a new way to live and a better way to live. Drugs weren't the problem – I was. We can't change the drugs, we can only change ourselves. I had to learn the program and learn how to apply it to my life.'*

*'I am 17 month clean now and I work as a volunteer for NECA as a drug and alcohol recovery ambassador in County Durham, helping addicts find recovery. I have got a life beyond my wildest dreams.'*

(Recovery Academy Durham).

9.75 A sister project is also delivered on HMP Durham's I Wing and allows clients to transfer to the recovery academy to begin the programme on completion of their sentence.

9.76 During 2012/13, the Drug Intervention Programme team in County Durham approached 5,208 people from within police custody (4,383) or courts (825) and referred 240 to County Durham Community Drug Service. 80% of those approached within Police custody declined to engage, as did 73% of those seen through the courts. Within the same period, 251 referrals to County Durham Community Drug Service were recorded as coming via Drug

Intervention Programme team and arrest referral routes. This suggests that the links between Drug Intervention Programme and structured treatment services are strong.

- 9.77 Alcohol related youth offending continues to see reductions. 23.8% of youth offending in 2013/14 was alcohol related; a reduction of 20.1% on the previous year. The number of young people committing alcohol related offences also reduced by 21.5% from 233 in 2012/13 to 183 in 2013/14. As expected there are differences when alcohol related offending is broken down by age group. 32.6% of all offences committed by young people aged 16 or over were alcohol related, compared to 17.8% for those aged 14-15yrs and 2.6% for those aged 10-13yrs. All age groups saw a reduction in the number of alcohol related offences committed when compared to 2012/13. Although these figures are encouraging, CDYOS will continue to focus on reducing alcohol related offending by young people.
- 9.78 CDYOS, as a specialist service, provides tier 1 and 2 interventions in house. Tier 3 is provided by 4Real – robust pathway from CDYOS. Number of referrals to 4Real from CDYOS has reduced due to impact of CDYOS early intervention.

## **9.8 Restorative Approaches**

- 9.81 In 2013 the Safe Durham Partnership began a programme to bring together existing work around delivering restorative approaches with a view to delivering a ‘Restorative’ County Durham. A Restorative Approach brings those harmed by crime or conflict and those responsible for the harm together, enabling everyone affected by the incident to play a part in repairing the harm and finding a positive way forward.
- 9.82 All front line police officers have been trained in Level 2 Restorative Approaches (over 400 officers) and are actively using restorative justice interventions in everyday interactions with harmer / harmed (offender / victim). This includes people going through the Criminal Justice System or as a police led diversion. The rollout of Level 1 training (for the rest of the force) has commenced with all staff trained by 2014/15.
- 9.83 Using restorative approaches to low level incidents of crime, anti-social behaviour, and neighbour disputes are bringing people together to resolve conflict and is being successfully used as a diversion from more formal complaints and incident reporting. Partners have incorporated restorative practice into local problem solving to manage and de-escalate incidents. Anti-social behaviour escalation procedures now incorporate a restorative step in the process before more punitive measures are taken.
- 9.84 County Durham Youth Offending Service (CDYOS) has expanded restorative justice across all orders within existing resources in both pre court, out of court and post court. All young people now working with the service now have the opportunity to access a restorative justice intervention and all staff have a responsibility for implementing restorative justice interventions. A drive to improve victim involvement in reparation sees

CDYOS contact all identified victims of youth crime. 64% of identified victims participated in direct or indirect restorative processes (April – Dec. 2013) compared to 45% (April – Dec 2012). All staff within CDYOS have been trained to level 1 with 90 staff and volunteers trained to level 2/3.

- 9.85 The Restorative Approaches for Prolific and Priority Offenders (RAPPO) project delivers Restorative Justice Conferencing to offenders and their victims through joint working with Integrated Offender Management and HMP Durham. To date over 35 conferences have taken place with 16 of these held in a prison setting. The restorative justice work with IOM teams is now embedded into mainstream work.

*'For me RJ was one of the hardest things I ever had to do. In the past a victim was just a piece of paper in the form of a statement and it was easy for me to justify my actions to a faceless A4 piece of paper. The RJ conference had a massive impact, meeting the victim really made me think.'*  
*(Ex Offender)*

(Restorative Approaches for Prolific and Priority Offenders (RAPPO) project).

- 9.86 'Looked After Children' Services have used restorative approaches for some time as it has proved to contribute to placement stability (consistently around 98%), low staff turnover, dealing with conflict without damage to individuals and promoting wellbeing. Restorative Approaches is also being promoted in schools to improve the learning environment and developing important skills for learning; reducing exclusions and improving attendance.
- 9.87 A comprehensive training program is being delivered across a number of agencies to embed restorative approaches in an ever widening range of services. Our approach means fewer victims, fewer crimes and reduced demand on the criminal justice system.
- 9.88 We will continue to develop and promote restorative practices with a focus on victim involvement.

## 9.9 Regional and National Drivers

### Transforming Rehabilitation

- 9.91 In May 2013 the Ministry of Justice published 'Transforming Rehabilitation: A Strategy for Reform'. The strategy sets out the Government's plans for transforming the way in which adult offenders are managed in the community and provides strategic direction for taking forward the probation and rehabilitation reforms. The proposals for reforming the delivery of adult offender services include:

- A new public sector National Probation Service dealing with all those who pose the highest risk of serious harm to the public
- Twenty one regional private sector Community Rehabilitation Companies managing all other adult offenders

- Extending statutory supervision and rehabilitation to those offenders sentenced to less than 12 months in custody
  - Reorganising the prison estate to provide 'resettlement' prisons and a nationwide 'through the gate' resettlement service
- 9.92 A Safe Durham Partnership Task and Finish group was established in January 2014 providing strategic level co-ordination of Safe Durham Partnership issues relating to the 'Transforming Rehabilitation' programme during the transition of probation services across County Durham. The group is working to mitigate risks and issues that include the speed of change for planned reforms, reduced funding, offender access in resettlement prisons, management of the Community Rehabilitation Company contract post award and the working arrangements for statutory and non-statutory partnership responsibilities.
- 9.93 The national programme of reform continues at speed with tight and challenging deadlines. The Ministry of Justice are now in the implementation phase of these changes. Forthcoming milestones include:
- Replacing Probation Trusts with a new National Probation Service and public sector Community Rehabilitation Companies on 1 June 2014
  - Completion of the competition process in October 2014
  - Contract Package Areas awarded and ownership of the Community Rehabilitation
  - Companies transferred by January 2015
- 9.94 The Task and Finish Group will continue to provide strategic level co-ordination throughout 2014/15 for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders.
- 9.95 The delivery of a Safe Durham Partnership Reducing Re-offending Strategy will provide the local framework for the effective management of offenders and their families in County Durham.
- Association of North East Councils and the National Offender Management Service**
- 9.96 In September 2013 the Association of North East Councils (ANEC) and the National Offender Management Service (NOMS) reported their finding and recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'. Through Community Safety Partnerships and Health and Wellbeing Boards local authorities have a vital role to play in reducing re-offending.
- 9.97 The Safe Durham Partnership has full engaged with this project and we will integrate appropriate recommendations including; women offenders, welfare rights and mental health needs; highlighted in the project into our Reducing Re-offending Delivery Plan.

## **10. Priority actions**

- 10.1 Although provision to manage offenders in County Durham is strong, there is still more work to be done to address the needs of offenders before they become prolific and entrenched in their attitudes and behaviours. We will expand our integrated offender management principles to a wider and lower level cohort, providing diversion and interventions away from the Criminal Justice System.
- 10.2 With limited resources available more emphasis must be placed on the services already provided rather than adding to the list of support already available. The joining up of services where possible to provide more robust support and changing services where necessary to fill the identified need, must be the overriding priority.
- 10.3 We have identified and categorised our priority action that sit under our strategic objectives and will form the basis of our delivery plan.
- 10.4 **SO 1: Prevent inter-generational offending**  
We will
  - Maintain and develop pre-court assessments and interventions for young people
  - Reduce first time entrants to the youth justice system
  - Reduce alcohol related offending by young people
  - Improve exit strategies after statutory supervision and pathways into mainstream services, particularly for young people aged 16 to 18 years
  - Develop pathways and access for identified health needs of young people who offend (with a focus on Speech, Language and Communication needs)
  - Continue to improve and develop our 'Think Family' approach for identified offenders (both adult and young people who offend) and their families
- 10.5 **SO 2: Prevent repeat offending**  
We will
  - Manage offence related needs (critical pathways\*) of prolific adult offenders in order to stop their offending
  - Expand our integrated offender management approach to lower level offending using alternatives to custody
  - Maintain and develop support for women offenders and women vulnerable to offending

- Conduct further mental health research to enhance our understanding and ability to respond to offender needs and links to health support services
- Ensure adult offenders are retained in effective drug treatment, drug recovery and abstinence
- Develop and promote victim involvement within restorative practices
- Reduce the impact of offending behaviour on public confidence
- Improve partnership performance of the single re-offending measure
- Continue to provide strategic level co-ordination for Safe Durham Partnership issues relating to Governments Transforming Rehabilitation program to improve the management of offenders
- Continue to implement Association of North East Councils and National Offender Management Service recommendations on 'Reducing Reoffending in the North East: Improving joint working between local authorities and prisons'
- Analyse the impact of Welfare Reform; monitor this in the Force Threat and Risk Group and assess against regional neighbours and most similar Forces

\* The critical pathways for adult offenders are: Accommodation; Drug and Alcohol Misuse; Financial Management and Income; Education, Training and Employability; Children and Families; Health; Attitudes, Thinking and Behaviour; Sexual Exploitation and Domestic Violence.

## **11. Performance monitoring**

- 11.1 This strategy is supported by the performance arrangements of the Safe Durham Partnership.
- 11.2 The strategy will be reviewed annually, and be informed by the Safe Durham Partnership annual Strategic Assessment.
- 11.3 The strategic objectives and priority actions will be assigned lead officers and be monitored by a RAG system within a delivery plan and reviewed quarterly.
- 11.4 The Reducing Re-offending Group has agreed a performance framework (Appendix 3), enabling them to monitor performance against outcomes, targets and delivery plans. Performance reports will be presented and reviewed quarterly.

**ENDS**

## **Appendices**

These appendices have been attached to support the main strategy document.

Appendix 1 provides a national and local context to the development of the Reducing Re-offending agenda as it had developed over the last twelve years.

Appendix 2 gives details of our 2010/11 to 2013/14 performance.

Appendix 3 provides a snap shot of our offender profiles in 2013, the information is already historic as offender information is regularly updated and presented to the Reducing Re-offending Group.

Appendix 4 gives an example of the Reducing Re-offending Group performance framework which will continue to be developed and refined as the Reducing Re-offending Strategy is implemented.

### **Appendix 1 – National and local context**

‘Reducing Re-offending by Ex-prisoners’ (2002) was a highly influential report. It highlighted for the first time the poor social, economic and educational disadvantage faced by the majority of prisoners, it stated that prisoners were on average:

- 13 times more likely to have been taken into care as children
- 20 times more likely to have been excluded from school
- 13 times more likely to have been unemployed
- 35 times more likely to have been homeless
- 20 times more likely to have been suffering from two or more mental disorders

In 2004 The National Offender Management Service (NOMS) introduced the idea of structuring interventions around seven ‘critical pathways’ and promoted action at national, regional and local level. The critical pathways are:

- Accommodation
- Drug and Alcohol Misuse
- Financial Management and Income
- Education, Training and Employability
- Children and Families
- Health
- Attitudes, Thinking and Behaviour

In the same year the Government launched its Prolific and Priority Offender (PPO) Strategy designed to tackle the small number of offenders who were responsible for a large percentage of crime. The strategy had 3 clear strands:

- **Deter** – those offenders who are already active, or those whose families have a criminal career, from becoming the next prolific offenders
- **Catch and convict** – those offenders who are already prolific
- **Rehabilitate and resettle** – those offenders who are already prolific, to effectively break the cycle of offending

In 2009 a joint document was published by the Ministry of Justice and the Department for Children, Schools and Families proposing a framework for improving the local delivery of support for families of offenders. The key principles within the framework are:

- Offenders having the opportunity (both in custody and the community) to maintain and develop appropriate family and community ties
- The well-being and safeguarding needs of offenders' children are taken into account at all stages of the Criminal justice System (CJS) and by local authorities and other local agencies delivering services to children
- Families and children of offenders are treated with respect and helped with appropriate information and support through the coordination of local services

In 2009 a joint policy document was published by the Home Office and the Ministry of Justice providing Community Safety Partnerships (CSP) and Local Criminal Justice Boards (LCJB) with a new framework for the management of repeat offenders, intended to enhance the success of PPO schemes. The document introduced a structure known as Integrated Offender Management (IOM) providing key principles for the development of IOM as well as addressing potential overlaps between existing approaches.

In July 2010 the Coalition Government through the Ministry of Justice and Home Office published 'Draft Structural Reform Plans' and included:

- A new Reducing Re-offending strategy
- Improving and providing more effective rehabilitation of offenders
- Helping offenders to get off drugs
- Developing detailed options for sentencing reform including more community sentencing

In May 2013 the Ministry of Justice published 'Transforming Rehabilitation: A Strategy for Reform'. The strategy sets out the Government's plans for transforming the way in which adult offenders are managed in the community and provides strategic direction for taking forward the probation and rehabilitation reforms. These include:

- The creation of a new public sector National Probation Service
- Commissioning probation services within new regional contract package areas aligned with clustered local authority boundaries
- Extending statutory supervision and rehabilitation to all 50,000 of the most prolific group of offenders, (those sentenced to less than 12 months in custody)
- Reorganising the prison estate to provide 'resettlement' prisons and a nationwide 'through the gate' resettlement service
- Opening the majority of probation services to competition at a local as well as national level
- A new payment by results incentive for market providers to focus on reforming offenders and reducing reoffending rates

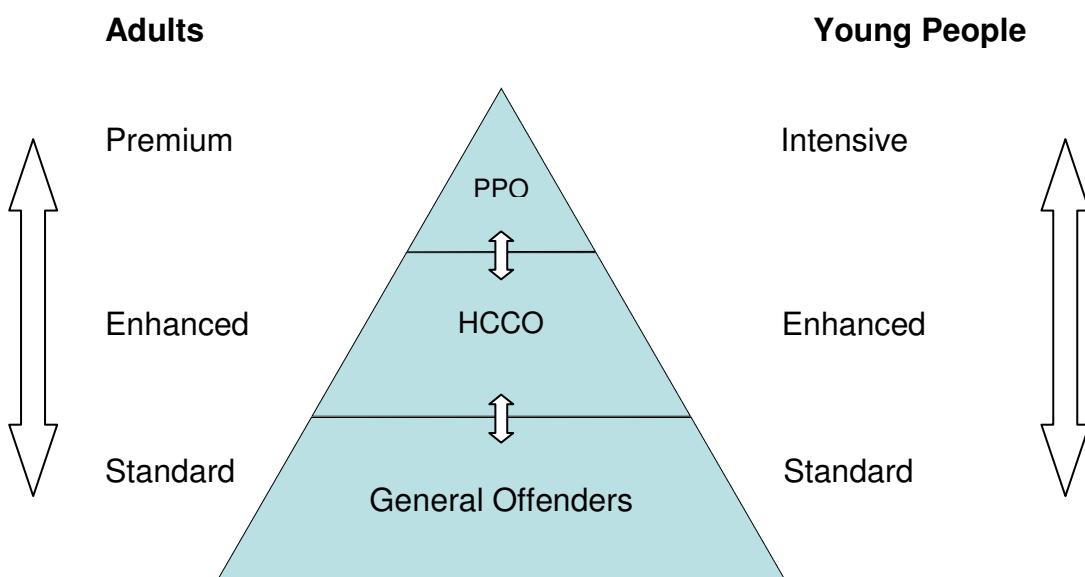
Adult offenders managed by the new National Probation Service will include all those who pose the highest risk of serious harm to the public – this group will include those subject to Multi-Agency Public Protection Arrangements. The new National Probation Service will continue to carry out assessments of the risk of serious harm posed by each offender and advise the courts and Parole Board accordingly.

All other adult offenders will be managed and supervised by Community Rehabilitation Companies.

Transforming Rehabilitation programme proposes a number of reforms to the existing legislation regarding the sentencing and release of offenders, including the introduction of supervision on release for offenders serving custodial sentences of less than 12 months and changes to the requirements available to the court as part of community orders and suspended sentence orders. On 9 May 2013, the Offender Rehabilitation Bill was introduced into the House of Lords. This Bill implements the sentencing and release reforms set out in the Transforming Rehabilitation programme.

### **County Durham perspective**

The delivery of a Safe Durham Partnership Reducing Re-offending Strategy provides the local framework for the effective management of offenders in County Durham. Robust service provision and support is in place for managing high harm, high risk offenders such as the MAPPA and MARAC case conferences.

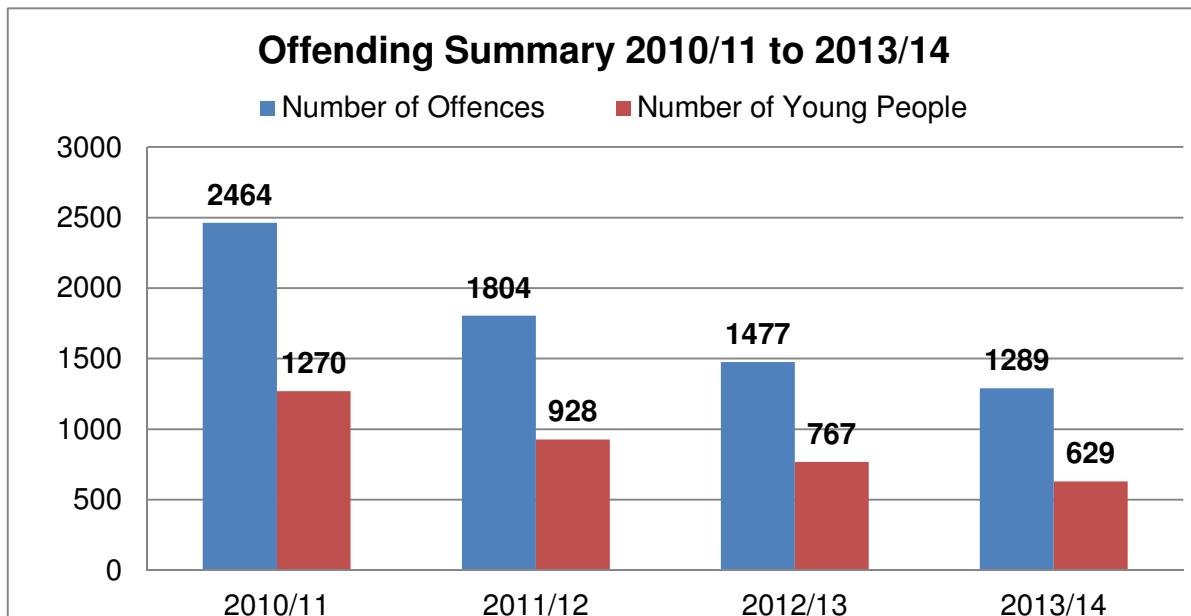


Offender management within County Durham is provided as a tiered approach with the effective management of the most difficult, chaotic and persistent offenders while expanding our integrated offender management principles to a wider and lower level cohort.

## Appendix 2 – County Durham Performance 2010/11 – 2013/14

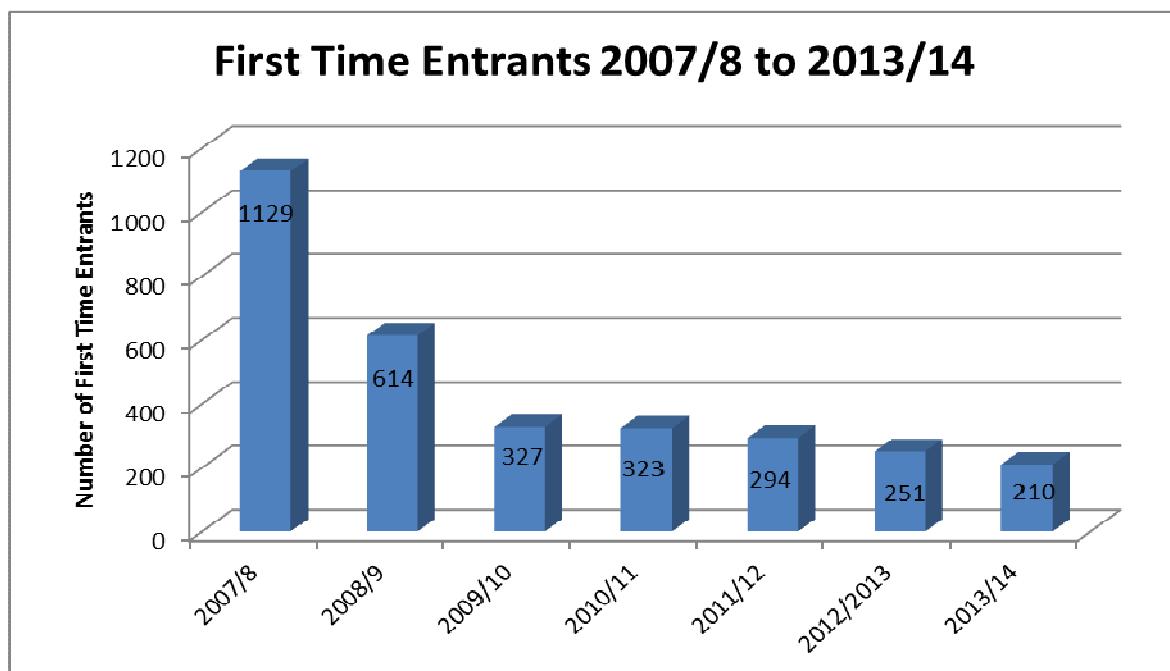
### Young People

- **47.7% reduction** in the number of offences committed and a **50.5% reduction** in the number of young people offending (2010/11 – 2013/14). This includes all offences committed by young people aged 10-17 years, resulting in a pre-reprimand disposal (PRD) – a pre caution disposal (PCD) since April 2013 - pre court/out of court decision or court conviction.



### First Time Entrants 2007/08 - 2013/14

- Between 2007/08 and 2013/14 we have achieved **81.4% reduction** in first time entrants, from 1129 in 2007/08 to 210 in 2013/14.



## **Adults**

- Percentage change in detected crimes for offenders in the IOM cohort over the last 12 months for 2013/14 was 65%. The average between April 2010 and March 2013 was 58.5%.
- Proportion of IOM (all) offenders re-offending (cautioned, reprimanded & convicted) in 2013/14 was 23%. The average between April 2010 and March 2013 was 23.7%.

INDICATOR	2010/11	2011/12	2012/13	2013/14	
Percentage change in detected crimes for offenders in the IOM cohort over the last 12 months (replaces NI 30)	50% Reduction	61% Reduction	58% Reduction	65% Reduction	<b>58.5% average</b>
Proportion of IOM (all) offenders re-offending (cautioned, reprimanded & convicted):	24%	23%	25%	23%	<b>23.7% average</b>

## **National Indicators**

From April 2009 – March 2011 the National NI30 Priority & Prolific Offender re-offending rate showed that Durham achieved a 37% reduction against a Home Office target of 24%. (The NI30 national performance indicator was abolished from March 2011).

The new National Single Indicator for re-offending covers proven re-offending in England and Wales. It gives proven re-offending figures for offenders who were released from custody, received a non-custodial conviction at court, received a caution, reprimand, warning or tested positive for opiates or cocaine. Proven re-offending is defined as any offence committed in a one year follow-up period and receiving a court conviction, caution, reprimand or warning in the one year follow up. Following this one year period, a further 6 months is allowed for cases to progress through the courts. The new NI has a 21 month lag.

Most recent data shows Durham having a rate of 29.2% of proven re-offending between January 2011 and December 2011 (compared to 26.8% nationally).

In terms of the new National Single Indicator for re-offending, County Durham has the lowest rate across the region but is higher than the national average.

## **Appendix 3 – Offender profiles**

### **Integrated Offender Management (IOM) – Adult offender profiles**

The Integrated Offender Management teams continually refresh the IOM cohort and tracks their offending behaviour while on the scheme against their previous years offending.

The following is a breakdown of the 195 offenders in the cohort as of August 2013;

- The majority of offenders are male with ages spread evenly from 18 to 33
- The cohort of 195 offenders was responsible for 889 offences in 2012/13
- The main offences being shop theft, burglary, drugs, and vehicle crime
- Of the 195 offenders only 2 were assessed as not having an issue with substance misuse. Heroin was the most frequently problematic drug abused with many offenders using more than one substance, (poly-drug users)
- 69% of the cohort has accommodation issues linked to their re-offending
- At the end of 2012/13, only 1 of the cohort was in legitimate employment
- 78 of the 195 offenders have children. 35 have no contact with their children, 31 have contact and 12 live with their children
- There are 58 PPOs (1 female), 42 Drug Rehabilitation Requirement Offenders (9 female) and 95 High Crime Causers (27 women)
- All the females within IOM are Class A poly-drug users, (Heroin, Cocaine, Amphetamine & Benzos)
- There is a history of sexual abuse, sexual assault and domestic violence within the female cohort.
- There is an absence of positive male role models in the female's lives
- No female offenders have secure appropriate safe accommodation
- Main crime type for female offenders is shop theft

## Youth Offending Service – Young people offender profiles

A total of 1,477 offences were committed by 767 young people aged 10-17 (605 male and 162 female) across County Durham in 2012/13.

- 50% (737) of all offences were committed by young people aged 16 or over
  - 33% (487) committed by 14-15 year olds
  - 17% (253) committed by those aged 10-13 years
- 
- 85% (1251) of all offences were committed by males
  - 15% (226) by females

Acquisitive and violent crime remain the top 2 offences, though both saw a reduction from previous years; Acquisitive crime 29.3% from 468 to 331 offences and violence offences 13.6% from 381 to 329.

Of the 1,477 offences, 383 (25.9%) were alcohol related, a reduction on the previous year, while the number of young people committing alcohol related offences also reduced from 310 to 233. The three most frequent alcohol related offences committed by young people across the County were public order (83), violence against the person (82) and criminal damage (76).

As expected there are differences when alcohol related offending is broken down by age group. 35.4% of all offences committed by young people aged 16 or over were alcohol related, compared to 23% for those aged 14-15yrs and 4% for those aged 10-13yrs. All age groups saw a reduction in the number of alcohol related offences committed when compared to 2011/12.

157 young people (131 male and 26 female) were tracked during 2012/13 for the 2012 cohort. This breaks down into the following tiers:

- Pre-Court (reprimands and final warnings) = 67
- First Tier (referral and reparation orders, fines and discharges) = 45
- Community Penalties (all court orders excluding referral & reparation orders) = 36
- Custodial Release = 9

The 2012 cohort, tracked until June 2013, saw 62 of the 157 young people re-offending (39.5%) within 12 months, an 18.6% reduction when compared to the previous cohort (2011) where 48.5% re-offended.

CDYOS will track a new cohort of 151 young people (124 male and 27 female) during 2013/14. This breaks down to 55 young people ‘Pre-Court’, 55 ‘First Tier’, 34 ‘Community Penalties’ and 7 ‘Custodial Release’.

8.3% (17 young people) of the total 2013 cohort were aged 18 years or over at the end of March 2013. This will increase to 24.4% (50 young people) by the end of December 2013 and 39.5% (81 young people) by the end of the monitoring period in June 2014.

## Appendix 4 – Reducing Re-offending Performance Framework

### Reducing Re-offending Performance Report

Indicator	2013/14 Outturn	2014/15				2014/15 Target	Notes
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
Percentage change in detected crimes for offenders in the Integrated Offender Management (IOM) cohort over the last 12 months (replaces NI 30)							
Number of First Time Entrants into the Youth Justice System (Local measure)							
Rate of First Time Entrants per 100,000 10-17 population (National measure)							
Proportion of children and young people re-offending in a 12 month period (Binary measure)							
Number of offences per young re-offender (Frequency measure)							
Custody rate per 1,000 10-17 population							
Proportion of IOM offenders re-offending (cautioned & convicted):							

Change in offending (detected crimes) for offenders in the IOM cohort during Drug Rehabilitation Requirements (DRRs) for Class A drugs							
Proportion of IOM offenders re-offending after prison release							
Proportion of all offenders (adults & juveniles) re-offending in a 12-month period							
Time lapsed from custody release to re-offending for the IOM cohort							
Proportion of IOM offenders re-offending under statutory supervision (managed by CRC)							

**ENDS**