

Official

Agenda Item: 8.0



To: Business Coordination Board

From: Chief Executive

Date: 11 June 2019

POLICE AND CRIME PLAN – OFFENDERS THEME – OPCC AND BROADER PARTNERSHIP SUPPORT

1. Purpose

1.1 The purpose of this report is to:

- update the Business Coordination Board (the “Board”) on OPCC and partnership activity underway to deliver the priorities set out in the Offenders section of the Police and Crime Plan (the “Plan”).
- highlight key areas where broader partnership support is required in 2019/20.
- to highlight the ongoing importance of the OPCC and Constabulary working closely together as work is developed with wider partners to ensure offenders are brought to justice and are less likely to reoffend.

2. Recommendation

2.1 The Board is recommended to note the contents of this report and to consider the key areas where broader partnership support is required in 2019/20.

3. Background

3.1 Under the Police Reform and Social Responsibility Act 2011, the Police and Crime Commissioner (the “Commissioner”) is required to produce a Police and Crime Plan.

3.2 The Commissioner’s Plan became effective from the April 2017 and is structured around four key strategic themes: Victims, Offenders, Communities, and Transformation. Each theme has its own aim and has a framework through a series of shared outcomes to enable all agencies with a part to play in community safety and

criminal justice, to strategically direct the future delivery of services through these common goals. Each theme is supported by key objectives and priorities for action.

- 3.3 The Constabulary have a key role in delivering the Plan and on 4th April 2019 brought a set of refreshed comprehensive Constabulary priorities to this Board. These were welcomed by the Commissioner and were seen to address key areas of work, such as improving the quality of police investigations and police files for prosecution. The OPCC has a wider role in supporting broader partnership support for the Offenders theme.
- 3.4 The progress around these Constabulary priorities is reported in a separate paper – see Agenda item 8.1.
- 3.5 This section of the plan works in tandem with the other sections of the plan. Bringing offenders to justice and making people less likely to reoffend is about ensuring the best outcomes for victims and that there are less victims in the future. Being a previous victim of crime can be a factor for some people for making them vulnerable to offending. Creating stronger, safer communities will help to prevent crime in the first place. Transformation of the way we deliver public services is key to providing the savings required to deliver the plan.
- 3.6 Nationally and locally, crime levels have fallen over the long term. However, the nature of crime has changed. Reflecting national trends in recording practices there have been increases in recorded crime in recent years. This has particularly been the case in previously ‘hidden’ crimes such as domestic abuse, sexual violence, child sexual exploitation and cybercrime.
- 3.7 Across the country, demand pressures on policing, including investigations, have resulted in a national trend of falling prosecutions. This has been reflected in Cambridgeshire. The Constabulary is progressing work to improve the quality of police investigations and police files for prosecution. Evidential difficulties, including the willingness of victims to support police action particularly in domestic abuse cases, is also a factor that is being investigated further.
- 3.8 There is a time-lag in reoffending statistics as ‘proven reoffending’ is defined in terms of offences committed in a one-year follow up period. The latest data therefore relates to the annual average reoffending rate to June 2017, in Cambridgeshire this was 26.1% with an average of 3.77 reoffences per reoffender. Nationally, for adults released from custodial sentences of less than 12 months this rises to 64.4%.

4. All agencies coming into contact with offenders ensure they address the causes of criminality

Partnership approach

- 4.1 The Offenders section of the plan seeks to ensure offenders are brought to justice and are less likely to reoffend. Tackling and investigating crime so that offenders are brought to justice, while ensuring the best outcomes for victims, is clearly a core policing role. A partnership approach is needed which helps to prevent crime in the first place, and makes people less likely to re-offend when they go through the criminal justice system.

- 4.2 The needs assessment on offending prevention and management was commissioned by the OPCC and published in June 2017. This highlighted the scale of complex needs, especially in relation to housing, employment and skills, drug and alcohol misuse, and mental health. The priority issues identified by the needs assessment are being addressed through the appropriate partnership governance mechanisms which the Commissioner has been working with partners to create.
- 4.3 The Commissioner chairs the Criminal Justice Board and the Countywide Community Safety Strategic Board to ensure a countywide strategic overview and co-ordinated multi-agency response. High risk delivery groups, key countywide prevention workstreams and Community Safety Partnerships (“CSPs”) all contribute to work to keep Cambridgeshire safe.
- 4.4 The Criminal Justice Board Offender sub group has developed an action plan for 2019/20, building on the findings of the needs assessment on offending prevention and management as outlined at 4.2 above. Key areas of focus are outlined below.
- 4.5 Delivery against the action plan will be tracked through the Offender sub group. Highlight reports and issues that extend beyond the remit of the group and its members will continue to be referred to the Countywide Community Safety Strategic Board and/or the Criminal Justice Board. There is an opportunity to build on the refreshed local partnership approach to offender management and the new national probation performance regime to develop an appropriate performance framework.

Accommodation

- 4.6 Housing has been identified as an early priority issue informed by the needs assessment as outlined above. Homeless offenders entering prison have a much higher reconviction rate in a year (79% vs. 47%). Key issues identified in the needs assessment included the need to improve co-ordination between housing and criminal justice services; the fact that current policies can limit access to housing – which impacts on offending; and demand for appropriate housing outstripping supply. Work has therefore focussed on the need to improve pathways to housing from the criminal justice system and links between different criminal justice and housing services.
- 4.7 It was recognised that the introduction of the Homelessness Reduction Act 2017 provided an opportunity to improve co-ordination between housing and criminal justice services. The ‘duty to refer’ came into force in October 2018. The OPCC has been working with the Cambridgeshire and Peterborough Homelessness Prevention Trailblazer project and partners in the criminal justice system to improve these pathways. In May 2018 the Commissioner co-hosted an event attended by 60 practitioners across housing and criminal justice services.
- 4.8 Following the event, a multi-agency task and finish group was established, chaired by the OPCC, and continues to meet regularly. The group has developed a stronger shared understanding of respective roles, risks and issues enabling a joint housing protocol to be agreed at the end of last year, with a focus on early referral.
- 4.9 Outcome data is now being reviewed by the task and finish group. The latest data demonstrated a strong awareness amongst criminal justice partners, with the highest number of ‘duty to refer’ housing referrals coming from this sector. Criminal justice partners have reported improved engagement with housing authorities and are seeing

signs of increased success in accessing temporary accommodation, including for some challenging cases. Similarly, local authority partners have reported less individuals from this cohort simply presenting at their offices and an increase in those being accommodated. Local authority engagement with Multi Agency Public Protection Arrangements (“MAPPA”) to manage the risk posed by some of the highest risk offenders has improved.

4.10 Wider work being undertaken by partners includes:

- a partnership between the BeNCH Community Rehabilitation Company (“CRC”) and HMP Peterborough, working with NACRO to deliver an accommodation and support pilot in Peterborough. The project aims to deliver 15 units of accommodation by the end of the year which will be made available to CRC service users being released from HMP Peterborough. Residents receive tenancy support as part of the provision and a floating support function will be put in place, including specialised support for women. Links are in place with other appropriate support services;
- BeNCH CRC enhanced through the gate resources and specialist housing support workers. BeNCH CRC have recruited community integration officers and through the gate link workers to enable more through the gate support and earlier release planning from April 2019. Alongside the enhanced, more outcome-focused, through the gate specification, St Giles Trust have additional funding to enable more specialised housing support workers to be recruited;
- Provision by HMP Peterborough of additional support in Peterborough Magistrates’ Court, recognising the challenges for those who have been on remand in custody who are released straight from court and may require support and advice upon release. This pilot has been going well and is likely to be extended into the Crown Court;
- Peterborough Homelessness Strategy and Forum established. Peterborough City Council’s Homelessness Strategy agreed in June 2018 sets out the context of the current challenges, and a plan of action for the next two years. In October 2018, it established the Peterborough Homelessness Forum to provide a key focal point for the development and delivery of partnership solutions to tackle the issue of homelessness in the City. Criminal justice partners are members of the forum and the most recent meeting included a commitment to undertake discussions with Registered Social Landlords about this cohort;
- Cambridgeshire and Peterborough Homelessness Trailblazer will be holding a partnership workshop to focus on improving housing pathways for people using mental health and drug and alcohol services. We know there is a significant overlap between those receiving services from different parts of the system so this is likely to also have a positive impact on some of the offender cohort;
- In November last year, the County Council endorsed a proposal to undertake a comprehensive review of future accommodation needs of vulnerable clients in order to shape local provision and the roll out of the Combined Authority’s

Housing Strategy, and to influence the allocation of County Council assets and resources. The Council has also undertaken a review of Housing Related Support and a housing related support commissioning strategy is to be developed. It will be important for the criminal justice sector to continue to engage as this work develops.

- Local authorities in Cambridgeshire have been successful in accessing national homelessness/rough sleeping funding pots recently. It will be important to continue to ensure that links with this cohort continue to be made and opportunities to bid into funding are maximised, particularly where partnership bids might be possible.

4.11 However, there remains a core of cases where it proves difficult to engage with the individual, or where complex needs or high risk makes accommodation placement more challenging. This means there needs to be a continued focus on defining and influencing the housing and support requirements for a vulnerable cohort with complex needs. This includes ensuring that frontline officers in public services, who are increasingly dealing with a wide range of complex needs, are equipped to provide support and signpost to specialist services in a consistent way.

Health

4.12 Key issues identified in the needs assessment included a high percentage and volume of individuals in contact with the criminal justice system have a mental health issue, this is also likely to overlap with other issues such as drug and alcohol misuse and homelessness, adding further complexity. The current system has limited capacity across the whole population, including offenders. The Mental Health Delivery Board and health partners are responsible for ensuring offenders can access appropriate health support at the different pathway points in the criminal justice system.

4.13 Offenders' mental health needs will often fall short of secondary care thresholds, but are too high for services such as the Improving Access to Psychological Therapies Programme for people with anxiety and depression. This means it can be difficult for them to access services. The PRISM service to provide support for those who need more support than general medical primary care services can provide, but for whom secondary care would not be appropriate is being rolled out. However, in the meantime, a specific focus on ensuring the needs of the socially excluded, including the offender cohort, are recognised and addressed as improved access to mental health services in primary care is developed.

4.14 New arrangements to expand the use of Mental Health Treatment Requirements ("MHTRs") in Cambridgeshire in 2019/20 have recently been co-commissioned by the OPCC, CRC, National Probation Service ("NPS") and Cambridgeshire and Peterborough NHS Foundation Trust. Probation services are managing high proportions of service users with mental health issues which are often intrinsically linked to their offending behaviour. As outlined above, it can be challenging for offenders to access appropriate mental health treatment and care. Many offenders experience mental health and substance misuse problems, but the use of treatment requirements as part of community sentencing remains low. Pilot sites across the country have demonstrated the addition of clinically supervised mental health practitioners providing assessment

in court and 1:1 short, individualised psychological interventions have been required to deliver primary care MHTRs. Work in these pilot sites has enabled significant increases in the uptake of MHTRs, with high levels of compliance. Positive mental health outcomes have been maintained, with low reoffending. Work to expand the use of MHTRs in Cambridgeshire in will commence in the summer, initially with females in Peterborough

Employment, education and training (“ETE”)

- 4.15 The needs assessment identified that those offenders receiving short sentences who are most likely to re-offend are most excluded from ETE provision and that a criminal conviction can act as a barrier to future employment opportunities. It highlighted that further work is required to establish the ETE requirement across the system and how this links with local economic drivers as well as further work with employers around open recruitment.
- 4.16 Prison work coaches provide specialised support for offenders in prison custody. There is a focus on work to support clients through the Universal Credit process until first payment. New ETE support has also been made available by Jobcentre Plus in Peterborough. Links between Jobcentre Plus, HMP Peterborough and probation are to be strengthened to maximise take up and impact of available provision. It is recognised that the new probation mentoring provision may support take up and therefore have a positive impact on outcomes. There may be opportunities to further target ETE to target local skills gaps. Nationally, the Ministry of Justice continue to recognise employment as a key route out of reoffending following the launch of the Prison Education and Employment Strategy last year. They recently announced new Release on Temporary Licence Rules to allow more opportunities to work and train with employers while serving sentences. Along with employment, this is an area where CSPs could provide local coordination and input.

Drugs & Alcohol

- 4.16 The needs assessment highlighted that data suggests there are still high numbers of offenders that would benefit from addressing substance misuse issues and the extent to which these needs are met is unclear, which may be due to a lack of system-wide information on service users.
- 4.17 The Substance Misuse Delivery Board has an action plan in place to ensure that offenders with drug and alcohol dependency problems can access treatment and support at the different pathway points in the criminal justice system. This includes work with partners to improve pathways into treatment for substance misuse at local courts and to evaluate the impact of this pathway on re-offending and treatment success.

Female offenders

- 4.18 The needs assessment highlighted significant needs for female offenders in terms of drugs, accommodation, mental health and ETE. The accommodation pilot (outlined at 4.10) and the roll out of Mental Health Treatment requirements (outlined at 4.14) will both focus initially on female offenders. In addition, Cambridgeshire was also able to access some short term partnership funding from the Ministry of Justice at the start of this year to support vulnerable women in Peterborough. Work is to be undertaken to

review the current offer for female offenders and identify gaps and potential future funding opportunities.

5. A partnership approach will be taken that protects local communities from crime and manages the most complex offenders

- 5.1 A review of Integrated Offender Management (“IOM”) arrangements across the county is currently being undertaken in the context of wider offender management developments and opportunities. This will identify both short-term opportunities to improve the current IOM arrangements, notably in respect of cohort selection, current threats and effective case management and intervention, and medium/long-term opportunities.
- 5.2 The Commissioner awards around £1.2m of grants to organisations who he believes will secure or contribute to securing crime and disorder reduction in the area. A full list of the grants aligned to the offender section of the Police and Crime Plan is attached at Appendix 1.
- 5.3 The Commissioner’s contribution to the Peterborough Substance Misuse Innovation Fund has supported the Intensive Recovery Outreach Project to reduce re-offending among a small cohort of individuals who are frequent attendees of police custody. This was evaluated and work is ongoing to develop this approach and extend its reach on a larger scale. The recent IROP evaluation highlighted that the needs of this small cohort of extremely complex people extend much further than the substance misuse. In quarter three 2019/20, therefore, this funding will move to the Counting Every Adult approach. With its strategic infrastructure, this is intended to improve the outcomes for this vulnerable cohort. Drugs and alcohol services in Cambridgeshire have been re-commissioned using a model of shared outcomes, in particular for offenders who account for a large proportionate of their service users. The contribution to this pooled budget supports partners in the criminal justice system in identifying the most effective and efficient referral pathways into treatment.
- 5.4 Contributions to the Cambridgeshire and Peterborough Youth Offending Services (“YOS”) supports work on preventing re-offending and reducing the number of first time entrants to the criminal justice system, with a particular focus on prevention and restorative justice approaches. Prevention workers are able to carry out detailed assessments with young people and provide a plan for future work. YOS is also leading countywide work to improve the local offer for vulnerable young people. The joint Youth Justice Management Board across Cambridgeshire and Peterborough is well established.
- 5.5 Partnership arrangements for protecting local communities from those people who present a risk of serious harm are well established. A grant contribution is made to MAPPA which manages the risk posed by the most serious sexual and violent offenders. These arrangements bring together police, probation and prisons. The aim of MAPPA is to create a robust risk management plan, ensuring that known victims are protected and that restrictive measures are in place to reduce the likelihood of further serious harm occurring.
- 5.6 Contributions are made to support the delivery of the countywide offender work. This includes a grant to the Outside Links service run by HMP Peterborough to enable the

service to operate on a mobile basis across Cambridgeshire and Peterborough, in support of the Constabulary's work on out of court disposals. This approach enables a wide range of issues to be tackled in order to reduce reoffending. Examples of the issues which have been addressed include housing issues, anger management, drugs or alcohol misuse, mental health, employment, education and training and support for debt management. Work is underway in the Constabulary to maximise the impact of the support available. It is clear from this work that even at an early stage of low-level offending there are a range of complex issue for people which impact on their offending behaviour. A contribution has also been made to the Cambridgeshire and Peterborough Homelessness Prevention Trailblazer to support the work outlined in section 4 above. As outlined above, a contribution has also been made to support the expansion of the use of Mental Health Treatment Requirements in Cambridgeshire.

- 5.7 A contribution is made to Crimestoppers to enable people to report information anonymously.

6. Future opportunities, risks and next steps

- 6.1 The overarching outcome of the work outlined in this report is that offenders are less likely to re-offend. This is against a backdrop of increasingly complex demand, alongside reducing resources across public services.
- 6.2 It is also a time of continuing significant change across the criminal justice system, and more widely. The Government has signalled a clear direction of travel from custody towards managing and supporting offenders in the community where appropriate. The Ministry of Justice have stated that evidence suggests that community sentences are often more effective than prison in reducing reoffending. They want to see them used more often, particularly instead of short custodial sentences which can cause disruption to people's lives without offering those in prison custody the dedicated time and support available during longer sentences to address the root causes of their offending. In line with this approach, the Government announced the roll-out of electronic monitoring earlier this year. It will be important to monitor the impacts on police demand.
- 6.3 The Government has also recently announced its plan for the future of probation, bringing all offender management under the National Probation Service and building on existing work to bring down reoffending. New arrangements will be put in place by late 2020. The OPCC will continue to link into the national work to strengthen probation. The Offender sub group will build on the new national probation performance regime to develop an appropriate local performance framework.
- 6.4 This reinforces the need to work in partnership across the criminal justice system and beyond to tackle crime and address the causes of criminality and reoffending. There is a need to develop stronger pathways through these systems. The partnership governance mechanisms including the Countywide Community Safety Strategic Board and the Criminal Justice Board, chaired by the Commissioner, in addition to the high risk delivery groups, key countywide prevention workstreams and CSPs ensure the system leadership required to keep Cambridgeshire safe is as effective and efficient as possible.

- 6.5 As outlined above, in light of the current activity across key priority areas and the ongoing challenges in this area of work, strategic partners are asked to consider the areas where they can provide added value and coordinated assistance to help drive this work and manage emerging risks.
 - 6.6 The Constabulary’s focus remains on protecting the most vulnerable victims in our communities and targeting the most dangerous offenders. Criminal justice outcomes, out of court disposals and other police action all have a role to play in ensuring that offenders are dealt with appropriately, enabling other agencies to support their rehabilitation.
 - 6.7 Criminal justice agencies continue to focus on bringing offenders to justice and reducing reoffending. Working closely with wider partners such as local authorities and Jobcentre Plus is crucial to define, influence and co-commission support requirements for a vulnerable cohort with complex needs and risks.
 - 6.8 The Think Communities approach will support a local delivery model which better manages demand, while improving outcomes. As responsible authorities, local authorities have a duty to consider crime and disorder as they carry out their functions. Working closely with criminal justice agencies is vital to ensure the needs of offenders, as part of the broader cohort of those who are socially excluded, are recognised and addressed as they develop improved services.
- 7. Recommendation**
- 7.1 The Board is recommended to note the contents of this report and to consider the key areas where broader partnership support is required in 2019/20.

BIBLIOGRAPHY

Source Document(s)	<p>Police and Crime Plan 2017-20</p> <p>http://www.cambridgeshire-pcc.gov.uk/police-crime-plan</p> <p>‘Delivery of the Police and Crime Plan’, Business Coordination Board, 4th April 2019</p> <p>19-04-04-BCB-Agenda-Item-4.0-Delivery-of-the-Police-and-Crime-Plan.pdf</p> <p>19-04-04-BCB-Agenda-Item-4.2-Appendix-B-Offenders-priorities-for-action-1.pdf</p> <p>‘Approach to Crime and Disorder Reduction Grants’, Business Coordination Board, 28th February 2019</p> <p>19-02-28-BCB-Agenda-Item-9.0-Approach-to-Crime-and-Disorder-Reduction-Grants.pdf</p> <p>19-02-28-BCB-Agenda-Item-9.0-Appendix-1-DRAFT-Crime-and-Disorder-Reduction-Grants-2019-20.pdf</p>
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Crime and Disorder Reduction Grants 2019/20

57 Offenders	Attacking criminality and reducing re-offending		
	Cambridgeshire Substance Misuse Contribution the drugs prevention and treatment service	Contribution to pooled budget for wider contract currently with Change, Grow, Live	94,000
	Cambridgeshire Youth Offending Service Contribution to the YOS to fund preventative and restorative justice approaches	Cambridgeshire County Council	127,000
	Peterborough Youth Offending Service Contribution to the YOS to fund preventative and restorative justice approaches	Peterborough City Council	136,000
	Multi-Agency Public Protection Agency (MAPPA) Contribution to the partnership arrangement to manage the risk posed by the most serious sexual and violent offenders	National Probation Service	50,000
	Delivering a countywide offender strategy Supporting pathways out of re-offending	Recipients including: Sodexo	89,000

		Cambridgeshire and Peterborough Homelessness Prevention Trailblazer	
	Crimestoppers - Contribution to the running of the national call centre where people can report information anonymously	Crimestoppers	20,000

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