



## STRATEGIC POLICING AND CRIME BOARD 4<sup>th</sup> July 2017

### Reoffending and Criminal Justice

#### Purpose of the Report

1. The purpose of this report is to update members of the Strategic Policing and Crime Board with an overview of progress against the Police and Crime Plan priorities:
  - Reducing reoffending;
  - Working within the Criminal Justice System;
  - In particular in relation to young people and women.

#### Background

2. West Midlands Police has a strong pedigree in Integrated Offender Management (IOM). In 2007 West Midlands Police were selected as a pilot force with integrated teams in Walsall and Wolverhampton aimed at reducing reoffending principally through the Prolific and Priority Offenders (PPO) scheme.
3. By 2010 all Local Policing Units (LPUs) allocated a small team to conduct Offender Management (OM), augmenting PPO schemes with other schemes such as acquisitive crime, drug dependant and High Crime Causing Users (HCCU). In addition, some areas also developed bespoke arrangements locally in response to local problems, such as Birmingham's Multi Agency Gang Unit (MAGU).
4. By 2011 West Midlands Police invested more heavily in Offender Management Units (OMUs) as part of their preventative policing strategy when an automated risk matrix scoring system was developed with Bluestar software. In the main this focused on drugs and serious acquisitive crime offenders, with officers within OM deployed against this threat. The force enjoyed unequalled success nationally in the reduction of serious acquisitive crime and with colleagues in Staffordshire and West Midlands Probation Trust, produced the lowest reoffending rates in the country.
5. In 2012, the successes in OM were recognised by the Home Office Tilley Awards and the partnership in Sandwell, whose reoffending rate was the lowest in the country, won the "Team of The Year" from the Social Landlords Crime and Nuisance Group.

6. IOM is *by design* a bottom-up approach and as such there are differences between schemes in each policing and local authority area. In 2013 West Midlands Police began to develop greater consistency based on best practice which saw all officers deployed in OM posts trained and standard operating procedures implemented.
7. In 2015 West Midlands Police began to explore the adoption of IOM methodology into other aspects of offending, leading to IOM forming part of the 2020 accelerator program which ensured that any proposals for change were dovetailed with the future organisational ambitions.
8. IOM is now seen as a main function of the *Geared to Prevent Harm* approach on which the WMP2020 programme was built and is a key element of our Intervention & Prevention (I&P) work to prevent and reduce crime, demand and vulnerability. A key feature of the change included bringing Sex Offender Managers out of the Public Protection arena and into local units that cover the whole breadth of risk from offenders.
9. The IOM work stream was reviewed to deliver consistency through central management and co-ordination but crucially retaining local delivery within Neighbourhood Policing Units (NPU). The model is aimed at preventing further offending across a wide breadth of criminality, managing those that present harm from new and emerging criminality as well as extending the management of violent and organised offenders. There is also local flexibility to adopt offender groups that are relevant to the NPU (such as homeless offenders in a city centre) whilst maintaining consistent processes for IOM with our partners.

### **Benefits of the Current Approach**

10. The key benefits of the current IOM model are:
  - Corporately managed/locally delivered IOM structure;
  - Force wide consistency and accountability that maintains strong local connection;
  - Force wide implementation of effective practice;
  - Seven Local Offender Management Units (LOMUs) coterminous with each of the local authority areas (Birmingham LOMU covers both Birmingham East & Birmingham West NPUs);
  - Four tiered approach that responds to a wider breadth of criminality;
  - Investing resources into activities which are known to work;
  - Resources focused on people who pose either the highest risk of harm to communities or the highest opportunity to reduce reoffending.

### **Reducing Reoffending Performance Data**

11. The Ministry of Justice changes to Probation Trusts through the Transforming Rehabilitation agenda stopped locality based performance data. Consequently the only data now available nationally is the overall adult (and youth) population data for proven reoffending. This captures the actual reoffending for any persons with an address in that area that receive a disposal from caution thorough to court conviction. It requires a significant qualification period to establish 'proven' reoffending data. As a result, the data both nationally and locally is very static, relates to offender disposals some 18-24 months previous and does not reflect reoffending of those cohorts that receive joined up offender management.

12. Subsequently, West Midlands Police IOM Teams have developed a tracker approach for managed offenders, which links to Police National Computer (PNC) data using the Home Office system ID-IOM.
13. This has enabled comparison between the offending patterns of offenders both before and during their management. The system compares their reoffending and the cost of those offences using the nationally agreed *cost of crime* figures. The table below provides the latest performance information.

Total Managed Cohort		4587	as of 8/6/17	
<b>Offences</b>			<b>Cost of Crime</b> based on H.O. Cost of Crime)	
<b>Projected Annual Offences Total Cohort</b>			<b>Projected Annual Cost of Crime Total Cohort</b>	
Before Adoption		27268	Before Adoption	£110,478,201.42
During Adoption		16154	During Adoption	£61,375,191.50
Comparison (Totals)		<b>-11114</b>	Comparison (Totals)	<b>-£49,103,010</b>
Comparison (%)		<b>-40.8%</b>	Comparison (%)	<b>-44.4%</b>

14. These 4587 managed offenders (excludes Registered Sexual Offenders), represent some of the most risky, prolific and entrenched offenders in communities. Through management this information demonstrates a 41% reduction in offending equating to £49M reduction in *cost of crime harm* (total CJ system combined cost, 44% reduction in cost of crime harm).
15. In the absence of nationally agreed performance data this information is the best information available to demonstrate the effectiveness of IOM case management. This data is available to each local authority for NPU's and their local partners to explore the effectiveness of both total cohorts and those managed jointly within the four pillar structures.

### **IOM Developments Post LOMU Implementation**

16. The central IOM continue with business development to better inform effectiveness and good practise. Central IOM is conducting visits and quality assurance sampling to enable each LOMU to maximise the impact of their resources/interventions.
17. A new and innovative approach to resettlement for persons leaving local prison establishments (85% are local releases) has been introduced with police resources working alongside prison and probation colleagues. This is enabling smoother and more successful integration of offenders back into communities, creating a vital link between community based offender managers and neighbourhood officers through a small but dedicated resource working with offenders as they leave custody.
18. Central IOM are considering how technological developments could enhance the case management functionality in the Corvus briefing and tasking system. Work is also underway to determine how an improved scoring approach to understanding the risk posed by offenders could be informed through data analytics in the Data Driven Insight (DDI) project. This development within the DDI program of work is under discussion and is likely to feature a collaborative data science methodology between West Midlands Police and academics, leading the way nationally on this innovative approach.

## **Women in Criminal Justice**

19. West Midlands Police continues with its work with women in criminal justice processes through a project called New Chance, which is a PCC funded pilot that focuses on female offenders in Birmingham, Sandwell and Dudley. The New Chance project is a partnership between police, Anawim and Women's Aid focusing on a whole systems response to addressing causes of offending. The cohort is aimed at females aged 18-40 years who have no previous convictions and 5 or less arrests. The project offers an alternative to prosecution as women are assessed for needs across all pathways and a supportive plan is put in place.
20. The New Chance project has looked at personal characteristics and the following areas of need have been identified to support the women:
  - Attitudes, thinking and behaviour 60% of service users
  - Accommodation 40% of service users
  - Education 40% of service users
  - MH/Wellbeing 40% of service users
21. This demonstrates that the complexity of needs facing women who offend that are not being picked up by traditional services. Approximately half of those on the scheme have previously been referred to support services as victims of domestic abuse and even more report having been a victim of domestic abuse or coercive control in the past.
22. Early indications suggest the project has great potential in reducing reoffending. Evaluation is being carried out by Birmingham University on its impact and the process used.

## **Children and Young People in Criminal Justice**

23. There have been continued reductions in first time entrants to the criminal justice system albeit there are fluctuations across the region that are currently being analysed.
24. In the year ending 2016, there was a national reduction of 9% in total proven offending for young people aged between 10 and 17. This shows a total reduction of 74% since 2006.
25. West Midlands Police have introduced a new role of Youth Offender Manager (YOM) whose role is to support Youth Offending Teams (YOT) case managers in the management of children where joint YOT/police case management has been agreed. This increase in resource is aimed to prevent offending by working with children, their families and other agencies to prevent reoffending by addressing factors that may contribute.
26. Whilst West Midlands Police is maintaining its Youth Offending Service (YOS) funding contributions, the YOS across the region has seen a reduction in service delivery. This is undoubtedly contributed to by a reduction in funding, decreasing the available interventions in alternative disposal processes.
27. The recommendations within the Charlie Taylor report has featured in discussion at the West Midlands Reducing Reoffending Steering Group, however at present no formal local response has been formulated. Work is on-going within Public Sector

Reform (PSR) and Combined Authority (CA) programs reviewing and rationalising commissioning. The West Midlands Police focus on early intervention and prevention will enable the force to respond to the challenges posed within the Taylor review. However, the capacity for youth services to engage in this approach remains uncertain. Recent examination of operational arrangements suggest that the YOS is withdrawing to a more statutory footing, only providing a service once a child has formally entered into the CJ system.

28. Projects such as Transition to Adulthood (T2A) in Coventry are focusing on expanding the Youth Court offer to males aged into their 20s. This is based on research on neuromaturation that indicates young men particularly require the support provision of a youth court.
29. There is a continued focus on developing intervention opportunities for alternative disposals and intervention plans associated with children subject of criminal investigations. These include clear support for proportionate interventions that do not stigmatise children that have offended through poor choices rather than clear intent to adopt a criminal route of life.

### **Community Safety Partnerships, IOM and Governance**

30. Opportunities exist to strengthen the governance between Community Safety Partnerships (CSPs), their local Reducing Reoffending/IOM Boards and the link to the regional Reducing Reoffending Steering Group at which the OPCC is represented. Clarity of accountability between CSPs, IOM governance and regional structures should enhance strategic and operational effectiveness, bring consistency in commissioning and priority setting and overall strengthen the partnerships around reducing reoffending.
31. Currently, the regional steering group is harnessing the work of existing forums and thematic sub-groups, such as the regional accommodation forum to better articulate the needs of offenders and influence commissioning within those thematic areas.
32. The work under public service reform and combined CSPs should enable greater collaboration between partners to improve the supportive interventions that reduce the likelihood of reoffending. Representatives of West Midlands Police and OPCC are directly engaged in these developing arrangements.

### **Mainstream Criminal Justice Approaches to Reducing Reoffending**

33. West Midlands Police have a range of Out of Court Disposal (OCD) pathways to divert offenders into interventions based on the causes of their offending behaviour. This includes pathways for alcohol abuse, drugs, mental health, gambling, debt and homelessness.
34. The creation of Prisoner Intervention and Prevention Teams (PIPTs) to investigate offences potentially suitable for OCD has increased the number of offenders into treatment. It has also brought consistency to the decision making process. The role of the PIPT is to identify at an early stage of the investigation offenders for whom an OCD (including referral into rehabilitative treatment, reparation or restorative justice) would be a suitable outcome and likely to reduce reoffending.
35. Offenders are interviewed by trained officers and their requirements assessed before a bespoke plan is put in place to address likely causes of offending via a Conditional

Caution<sup>1</sup> or Community Resolution. Offenders who comply with the requirements of the Community Resolution or Conditional Caution will not be charged or required to go to court.

36. The fact that the conditional disposal compels the offender to complete the diversion makes it more likely that activity will take place rather than through voluntary attendance. These disposals hold the offender to account for their actions rather than simply admonishing them.
37. The PIPTs have been piloted in Birmingham and are due to be rolled out across West Midlands Police in July.

### **Other Diversionary Schemes**

38. Dedicated teams of mental health practitioners are present in the purpose built custody facilities, to assess and refer offenders suffering from mental health conditions. These teams proactively see offenders based on the risk assessment when they arrive in custody. Offenders can also be referred by investigating officers after interview.
39. Particular effort is made to use Out of Court Disposals for young people, thereby keeping them out of the court system for as long as possible. The YOS have a range of programmes to support young people and divert them from offending behaviour.
40. In Birmingham and Solihull, officers have two potential pathways for offenders who are removed from the job market. These are provided by Birmingham Industrial Therapy Association (BITA) and Birmingham Voluntary Service Council (BVSC). Both offer supported volunteering opportunities and mentoring.
41. West Midlands Police are currently involved in a pilot to culturally adapt a previously evaluated Domestic Abuse (DA) perpetrator course to the Sikh and Polish communities, these courses will shortly start to accept referrals. If successful this will be rolled out wider.
42. West Midlands Police will also be working with Victim Support to pilot an adaptation of the Victim Awareness Course, one of the most widely used diversions, for people who do not speak English as a first language.
43. This provision supplements the current part European Union and PCC funded Youth Enterprise Initiative, which in Birmingham and Solihull is a £50M project to seek positive employment for 16,000 individuals aged 16-29 years. This provision is aimed at young people at risk of offending, taking on more complex and challenging cases to help prepare those young people for employment outcomes. Similar provision exists across all Black Country boroughs. These schemes dovetail with the on-going work delivered through West Midlands Police in-house Prince's Trust courses. These courses feature on all NPUs within co-located police premises and are aimed at 16-25 year olds at risk of further offending, providing an important intervention and prevention opportunity. In order for West Midlands Police to ensure that our Young People gain employment, support from local businesses is essential (from small business to global organisations).

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<sup>1</sup> A conditional caution is where suspect is cautioned and required to maintain certain conditions which, if breached, enable the suspect to be charged for the original offence.

44. Nationally, 75% of young people involved in the Prince's Trust course will go on to positive progression (Employment, Training, Education or Volunteering) following completion of the Team Programme. Between January 2015 and June 2017, 79% of young people completing West Midlands Police Team Programme went on to positive progressions. Of the 242 young people who completed the course between April 2016 and April 2017, over half were assessed to have four or more predicted risk factors that would contribute to the likelihood of (re)offending. A comparison of young person's needs before and after the program indicate a reduction in risk of further victimisation by 76% and the likelihood of reoffending by 82%.
45. As part of the Prince's Trust course, a number of young people have been referred onto the DofE Award run by other agencies.

### **Out of Court Disposals and Reducing Reoffending**

46. West Midlands Police also use the Victim Awareness Course (a motivational interviewing course for offenders which is provided by Victim Support and available nationwide), having referred around 350 offenders in the last 2 years. We are currently assisting Portsmouth University and Victim Support to assess the impact this course has on reoffending.
47. Evaluation of the effectiveness of Out of Court Disposals completed in Dudley and Solihull suggests reoffending rates of between 5% (Community Resolutions) and 10% (Conditional Cautions) since September 2015. This compares favourably to national data of 15% (Simple Cautions) and 24% (all disposals).
48. The current Police Innovation Fund supported Out of Court Disposal project has commissioned four interventions for violent crime and domestic abuse, all of which will be evaluated. These are based on successful pilots such as Turning Point in West Midlands which showed a reduction in harm of 30% and Project CARA (Conditional Cautioning and Relationship Abuse) in Hampshire which showed a reduction in reoffending for low risk offenders of 40%. West Midlands Police is keen to contribute to the national understanding of 'what works' in terms of reducing reoffending and will continue to collaborate with other forces and universities to this end.

### **Criminal Justice and Public Sector Reform - Concerns on the Potential to Successfully Reduce Reoffending**

49. There are a number of challenges to the future of projects and diversionary activities. The Turning Point scheme provided access to supervised voluntary work organised by the Probation Service as part of a Conditional Caution. This is no longer available free of charge for adults, similar opportunities now have to be commissioned at a cost to West Midlands Police.
50. West Midlands Police are using the Police Innovation Fund (PIF) to plug gaps in the availability of quality early interventions for alcohol related offending, violence prevention and domestic abuse. Alcohol interventions commissioned by the NHS tend to be focused on dependant drinkers, whereas offenders who commit crime as a result of alcohol consumption do not generally fit into this criteria but may be binge drinkers. For this reason two alcohol related courses have been commissioned which are focused on the needs of the Criminal Justice System:
- Alcohol related violence (targeted at the Night Time Economy);

- Alcohol related Domestic Abuse (which addresses both the problematic drinking and the thinking and behaviour associated with domestic abuse).

51. However, the funding for both of these courses ends in March 2018, as does that for the violence prevention courses. These courses are being evaluated for effectiveness at reducing reoffending and wider benefits to health and social care.

## **Conclusion**

52. Integrated Offender Management remains a significant component in West Midlands Police's effort to intervene and prevent both offending and vulnerability. West Midlands Police are leading nationally to explore how far reaching IOM methodology can tackle those that present the greatest threat, risk and harm to our communities. The force continues to explore innovative opportunities to improve the approach to reducing reoffending with those selected for bespoke case management.

53. Within Criminal Justice arenas, West Midlands Police seek flexible solutions that are driven by what works in preventing reoffending, therefore reducing the amount of crime and victims in our area.

## **Financial Implications**

As outlined in this paper.

## **Legal Implications**

None other than the statutory provisions of this work outlined in this paper.

## **Equalities Implications**

None

**ACC Sarah Boycott**  
**Local Policing**