**West Yorkshire’s**

**Reducing Reoffending Strategy**

**2018- 2021**



**West Yorkshire’s Reducing Reoffending Strategy**

STRONG CJS & COMMUNITY PARTNERSHIP

* INCREASE COLLABORATION
* sHARE KNOWLEDGE AND INFORMATION
* pROFILE REOFFENDING IN wy
* CO-ORDINATE SERVICES AND FUNDING
* SUPPORT THIRD SECTOR
* KEEP PEOPLE INFORMED

EARLY IDENTIFICATION & INTERVENTION

* INNOVATIVE SOLUTIONS TO EARLY TARGETED INTERVENTION AND DIVERSION
* WORK TO REDUCE INTERGENERATIONAL CRIME
* YOUNG PEOPLE AND GANG RELATED OFFENDING

TARGET RESOURCES TO GREATEST IMPACT

* STRONG INTEGRATED OFFENDER MANAGEMENT
* TRANSITION TO ADULTHOOD CRITICAL PATHWAYS
* INTENSIVE CASE MANAGEMENT
* IDENTIFY SERVICE GAPS FOR INTERVENTION

PATHWAYS TO MEET REOFFENDING NEEDS

* STRENGTHEN CUSTODY TO COMMUNITY PATHWAY/SUPPORT
* INCREASE ENGAGEMENT WITH WIDER COMMUNITY TO OVERCOME BARRIERS
* IDENTIFY GAPS WORKING TOGETHER TO OVERCOME THEM

STRATEGIC APPROACH TO FEMALE OFFENDERS

* IDENTIFY SOLOUTIONS TO DIVERT WOMEN FROM THE CJS
* IMPROVE INTEGRATION AND WORK TO A WHOLE SYSTEM APPROACH BUIDING ON THE SERVICES ACROSS THE REGION

FOCUS ON OVERREPRESENTED GROUPS IN CJS

* ACTION PLAN AROUND BAME OFFENDERS
* WORK AROUND THOSE WITH LEARNING DIFFICULTIES OVER REPRESENTED IN CUSTODY
* SUPPORT STRATEGIES FOR VETERANS

**STRATEGIC PRINCIPLES:**

|  |  |
| --- | --- |
| 1. Partnership Orientated
2. Evidence Led
3. Targeted
4. Community and Family Orientated
 | 1. Restorative in Approach
2. Victim and Witness Focussed
3. Inclusive
4. Desistance and Strength Approach
 |

**STRATEGIC OUTCOMES:**

* People in West Yorkshire are safe and feeling safe
* More offenders desist from crime as they are rehabilitated and resettled in the community
* The well-being of offenders is improved
* Victims and vulnerable people are protected, listened to and supported
* There is Increased confidence in the CJS

**West Yorkshire’s Reducing Reoffending Strategy 2018 – 2021**

**Introduction**

**Mission** – this strategy supports the delivery of the West Yorkshire Police and Crime Plan (WYPCP) and the work of the Local Criminal Justice Board (LCJB) through increased partnership working to reduce reoffending and crime.

**Vision** – the impact of reducing reoffending activity will be maximised by criminal justice agencies working effectively together on focused activity with community partners and service users. Tackling reoffending is complicated because every offender's circumstances are different. However, if we can reduce the cycle of offending, everyone's lives improve – offenders, their families, victims and communities.

**Values** – central to reducing reoffending is the individual offender, their needs, motivation and securing effective pathways to services that enable them to take the opportunity to transform their lives. This is relevant to those within the criminal justice system and those at the verge of entering it. Our guiding principles for desistence1 are:

* being realistic about the complexity and difficulty of the process
* individualising support for change
* Building and sustaining hope
* Recognising and developing people’s strengths
* Supporting self determination to change.
* Working with and through relationships (both personal and professional)
* developing social as well as human capital
* recognising and celebrating progress

Research and analysis identifies a cohort of chronic offenders in need of a more focused, effective approach. The individuals most likely to reoffend are those leaving custody, young men leaving juvenile custody have the highest reoffending rate at over 70%, closely followed by around two thirds of women serving less than 12 months in custody and also men serving short sentences. Those with no previous convictions have a 7.9% reoffending rate, whilst around a third of those serving community orders reoffend. Overall three quarters of reoffending is committed by a third of the reoffenders (Ministry of Justice Proven Reoffending statistics bulletin 2017).2

Beyond the core criminal justice agencies other community partners are central to achieving these aims. Local authorities (LA) are pivotal in reducing reoffending, providing essential services including housing, benefits, education, substance misuse support, family services and in their central role in community safety partnerships. The prison and probation service focus on pathways to reduce re-offending which closely mirror services provided by LAs.

The community and voluntary sector are vital in the delivery of essential services engaging and working with offenders ensuring services reach often the most difficult to engage but who need services the most. It is essential, as a region, that we work in partnership with local authorities and the third sector to provide support, information and the best environment to deliver effective services.

The role of the health sector is equally significant with 70% of custodial offenders identified having a mental health issue and similar numbers engaged in substance misuse.

Finally the wider community both social and economic provides the potential for sustainable reduction in reoffending and changed lives for example with employers and landlords willing to take on ex-offenders. The strategy will specifically aim to engage with the wider community for sustainable change.

This strategy has been developed to establish the conditions for greatest positive impact on those most at risk of re-offending in order to deter them and reduce harm caused to victims, families and the wider public.

**Current Position**

West Yorkshire has a strong, established Local Criminal Justice Board (LCJB), chaired by the Police and Crime Commissioner. The Board has made significant efficiency and effectiveness gains across the criminal justice system (CJS) and improved the experiences of victims and witnesses through the criminal justice journey.

Each of the five local authorities in the region has its own Community Safety Partnership. This is a statutory alliance of organisations which generate strategies and policies, implement actions and interventions concerning crime and disorder within their partnership area. The partnership is tasked to work collaboratively to promote safer, stronger and cohesive communities and to reduce both crime and reoffending within their area. CSPs are key to delivery of recognised, effective pathways to reduce reoffending.

National initiatives for Transforming Summary Justice and Better Case Management have created the conditions for a swifter system, reduced delays and fewer hearings. This has resulted in a rationalisation of the Magistrates Court estate. This area of work will be strengthened by developing the role of digital support to criminal justice.

Fundamental change to the probation service, through TransformingRehabilitation3, sees high risk offenders supervised by the National Probation Service during custody, release and during community orders whilst the Community Rehabilitation Company supervises low and medium risk offenders and those serving short sentences (less than 12 months) after release from prison.

Those in custody from West Yorkshire are generally held in one of three West Yorkshire Prisons HMP Leeds, HMP Wealstun and women in HMP & YOI New Hall. Young men are held in HMYOI Wetherby and HMP Doncaster. Most West Yorkshire offenders are held within, or close to, the Region. Opportunities exist as funding changes are being made in the prison system4 to allow governors to decide how to fund rehabilitation work in the prison to meet local needs allowing for a local partnership approach to commissioning.

Youth offending teams (YOTs) are in place across each local authority area to work with young people that come into contact with the police and actively try to help them stay away from the Criminal Justice System. YOTs are multi agency teams with representation that includes police, health, social services and probation. YOTs have seen great success in deterring young people at the fringe of offending and supporting those that are convicted and are a key player in efforts to strengthen our approach to young people.

The voluntary and community sector are recognised as being in a unique position to engage and support those who statutory organisations often find hard to reach. The sector is, increasingly, service user-led offering potential to develop services that will have the greatest impact.

Developing and strengthening effective partnership working is key to exploiting opportunities that exist to better support offenders or those on the fringe of offending, their families and the wider community.

Local Criminal Justice Board members



**Strategic Objectives**

Our aim is to support the delivery of the WYPCP and the work of the LCJB through increased partnership working to reduce reoffending and crime.

**Our strategic principles are:**

* Partnership orientated and integration across the CJS and wider community
* Intelligence and evidence-led with a focus on outcomes
* Targeted to where we can make the most impact on offending
* Community and family orientated
* Preventative or restorative in approach ensuring service users and communities involved in designing and delivering services
* Victim and witness focussed
* Inclusive in approach
* Desistance based supporting approaches aimed at chronic offenders

**Strategic Priorities:**

1. **Build on our strong CJS, local community partnerships and evidence-based approaches to reduce reoffending**

We will:

Brings partners together to increase collaboration supporting partnership work and informing and influencing local CSPs, Ministry of Justice (MoJ) and police commissioning.

Strengthen the inclusion of courts in this partnership particularly in informing rehabilitative opportunities and reoffending.

Build on existing mechanisms to ensure the third sector is actively involved and consulted in the ongoing development and delivery of the strategy.

Be informed by service user views and victims sharing experiences with partners.

Use intelligence and share information across services and the wider community to understand need, demand and emerging trends and to support action.

Develop a shared understanding of partner data, inferences from the data and gaps to address.

Continue to follow the evidence base for desistence, developing our understanding and contributing to the evidence of how and why people stop offending.

Share best practice, evidence and knowledge of reoffending for priority crime types such as knife crime, hate crime, cybercrime and domestic abuse to inform strategy and commissioning.

Strategy:

* Support and grow the third sector in working with offenders and those at risk of offending
* Increase collaboration across the CJS post recent CJ reforms, reviewing and making recommendations for improving the system
* Include enhanced links with courts around data and services
* Review and develop further processes for service user input in service development
* Increase a shared information profile of reoffending in West Yorkshire
* Collaborate across custody, community and stakeholder agencies and regionally in strategic assessment, needs analysis and commissioning
* Explore reoffending for crime types to inform commissioning
1. **Early identification and targeted interventions for those at risk of entering the CJS or continuing within it and breaking the cycle of intergenerational offending through work with families**

We will:

Continue to drive early intervention measures that prevent young and or other vulnerable groups of people entering the CJS.

Interweave the five West Yorkshire Police (WYP) district early intervention plans with wider partnerships across our local communities.

Build on Positive Futures work by ensuring safeguarding hubs work closely with youth offending services, schools and children and adult social care to develop policy and practice.

Review the use of out of court disposals to establish a position of increased partnership working and third sector support.

Support liaison and diversion services to deliver effective responses to mental health needs.

Prioritise early intervention work around the issue of gangs and the carrying of weapons.

Strategy:

* Deliver a collaborative early intervention approach testing out innovative solutions for early intervention
* Review criminal justice diversion strategies for appropriate offender cohorts and advise the LCJB and partners on future action
* Work closely with the troubled families programme, CJ and third sector partners to support the reduction of intergenerational crime
* Review and inform the use of out of court disposals
* Develop a focused early intervention strategy for young people and gang related reoffending
1. **Effectively target work of CJS to areas with greatest impact on reduction of reoffending to make best use of resources**.

We will:

Continue, through the Integrated Offender Management (IOM) system, to proactively work with persistent and prolific offenders and those that bring greatest risk and harm to the community, targeting

* High risk of reoffending
* High risk of harm
* Female offenders at greatest risk of reoffending
* Young people transitioning to adulthood where there are significant reoffending concerns or exposed to negative influences.

Support the Community Rehabilitation Company (CRC) providing services and supervision for low and medium risk offenders serving less than 12 months in custody and community orders.

Target chronic offenders through IOM hubs located in prisons in partnership with the CRC and local services.

Work, in conjunction with the National Crime Agency (NCA), implement the Serious and Organised Crime Strategy to manage organised crime groups and dangerous offenders.

Pay particular attention to knife crime, working across agencies to address reoffending in this area.

Strategy:

* Ensure a consistent IOM strategy with clear governance arrangements targeting those at highest risk of reoffending and of harm working effectively with our CRC and communities
* Focus early intervention and diversion schemes for some offender cohorts where this has been shown to be an effective alternative to short sentences
* Review transitions to adult hood and how this can be further supported through IOM across West Yorkshire
* Deliver a knife crime strategy led by WYP working with the community and partner agencies to reduce knife related reoffending
* Work collectively to identify gaps in service provision for those on the IOM group and work to meet those gaps
1. **Ensure there are effective pathways to meet recognised critical needs to reduce reoffending**

We will:

Work collectively to deliver pathways to

* Accommodation
* Education Training and Employment
* Health and social care
* Drugs and alcohol support
* Finance, benefits and debt support
* Children, families and relationships support
* Attitudes, thinking and behaviour support.

Focus on delivering pathways for females with specific needs to reduce reoffending, in particular

* Support for women who have experienced domestic abuse or sexual abuse
* Support for women involved in prostitution including as a result of slavery.

Share information across organisations to support delivery and sustainability of pathways.

**Strategy:**

* Work with CSPs to address homelessness for vulnerable groups and support offenders into suitable housing in the community
* Work with the Local Economic Partnership (LEP), CRC, work and pensions, LA and wider community to give ex-offenders an equal opportunity at securing a job
* Divert those with mental health issues away from the CJS through the development of liaison and diversion services
* Commission services to deliver substance misuse interventions
* Work with the Troubled Families programme, YOTs and new family services provision in custody to strengthen support for offenders in custody and their family
* Ensure all offenders have access to clear advice and information about benefits for them and their families and support for finance management, accessing benefit and managing debt
* Ensure a tailored approach to commissioning programmes that support the development of thinking, problem solving and social skills
1. **Develop a focused approach to support female offenders and their families**

We will:

Drawing on the existing network of women’s centres across WY and learning from the WY local diversion pilot (Together Women Programme and WYP) and other initiatives, develop and support a focused strategy for female offenders and their family.

Embrace the MoJ national strategic approach for female offenders building on the review by Baroness Corston (2007)5 and the Whole System Approach pilots, ensuring diversion is a key part of the approach.

**Strategy:**

* Work across agencies, including health and victim services, to ensure sufficient interventions6 to reduce the likelihood of offending and reoffending for victims of abuse
* Develop and pilot an approach aimed at embracing learning on what works7 to reduce reoffending through the provision of specific support to female offenders and their families
* Work with women involved in prostitution, human trafficking and modern slavery to develop and commission services based on need
1. **Ensure we reflect the needs of over represented populations in the CJS and recognise inclusion and diversity**

We will:

Review the recommendations of the Lammy review8 to establish actions to reduce reoffending by those in BAME groups across West Yorkshire.

Develop our understanding and responses to other over-represented groups in the CJS, including those with learning difficulties, particularly autism, care leavers and veterans of the armed forces.

**Strategy:**

* Develop, implement and monitor an action plan in relation to the Lammy review
* Undertake research to develop the drivers for other over-represented groups in the CJS

**Action Plan**

| Objective | Outcome | How | When | Who |
| --- | --- | --- | --- | --- |
| 1. Build on our strong CJS, local community partnerships and evidence based approaches to reduce reoffending  | More efficient and effective use of CJ resources Collaborate across custody, community and stakeholder agencies in strategic assessment, needs analysis and commissioningIncrease collaboration across the CJ system post recent CJ reforms, reviewing and making recommendations to improve the systemEnhanced links with courts with respect to data and servicesService user input in service development Strong third sector working in the CJ system in West Yorkshire Develop inclusion and diversity framework for the management offenders to encourage and sustain desistance from crime | Map commissioned services for ;* Women in Custody
* Substance Misuse
* Offenders in custody to community

Identify collaborative commissioning opportunities across CJ partners and community. Developing a longer term WY wide reducing reoffending commissioning frameworkDevelop an integrated assessment process for funding Review co-location of services specifically IOM, CRC and third sectorIdentify barriers to integration and develop an action plan to overcome post recent CJ reformsReview integration of assessment of needs of individual offender’s and improve information sharingCommissioned service Support 3rd sector development in West Yorkshire identifying gaps, delivery needs and support sector Growth in delivering services in reducing reoffending. Reflected in 3rd sector growth strategy Improve access to third sector services by Criminal justice agencies with development of support ICT service/ referral databaseEnsure Policy around protected characteristics is included in practice and delivery | 1. DA Perpetrator programme Nov. 2017 to March 20182. Substance misuse, undertake a review of custodial commissioning and DIPMarch 2018 to March 2019March 2018 to march 2019  | NHS England and HMPPS NHS England /HMPPS / CSPs NHS England / HMPPSIOM / CRC IOM/CRC /HMPPS/HMCTsIOM / HMPPS / CRC HMPPS/CRC /HMCTsOPCCCommissioned provider HMPPS / WYP |
|  | Increase information profile of reoffending in West Yorkshire with Regular Published information and performance data relating to reducing reoffending and offendingExplore reoffending in West Yorkshire for specific crime types to inform commissioning  | Information and data sharing action plan from a partner task and finish group including early intervention; IOM Share best practice evidence and knowledge to ensure effectiveness Develop an intelligence and performance management frameworkImproving current mechanisms for ;a)sharing intelligence and information.b) Tracking cohorts and reporting outcomes Domestic Abuse perpetrators (Custody) | \* Explore possibility of utilising IDIOM to track distance travelled in IOM\*Review and streamline local data meetings May 2018 | CJ commissioning forumHMPPS/IOM |
| 2. Earlier identification and targeted interventions for those at risk of entering the CJS or continuing within it and breaking the cycle of intergenerational offending through work with families |  | WYP work with CSPs to identify shared and identified outcomes with respect to early intervention across the RegionEach district to provide a delivery plan around early intervention with CSP & safeguarding board partners by summer 2018Produce business case for court and custody diversion for low level offenders. To include proposal for upstream reinvestment model as part of any pilotPilot early intervention through desistance and sport initiatives.Ongoing review and monitoring of the Court liaison and diversion services identifying gaps in community support to feed into 3rd sector growth strategy Pilot a Place based strategy in 2 priority locations for those at risk of Gang related and knife crime. ( *Midlands gang crime strategy* ) Deliver early intervention around knife crime for primary age children Develop robust case conferencing and intervention plans with intensive support for those identified and a lead professionalEnhance the earlier identification of individuals at risk of offending breaking the cycle of intergenerational crimeTest out innovation programmes in districts / specific communities and share with other areas for replication around early intervention for young people, including those in CARE specifically | End Of April 2018 Report produced quarterly To RR Board  | WYP / CSPWYP Districts/ CSPOPCC / WYP/ HMC/ +NAO ??WYP Court Liaison & Diversion CSP / WYP / OPCCWYP  CSP/ WYPCSP/WYP/ HMPPSCSP/WYP |
|  | Identify and support familiesVulnerable to intergenerational offending   | Align the work of the CJS with Troubled families’ teams to support those vulnerable through reoffending of their parents or carers. | Develop action plan across the two sectors  | Early intervention partnership board WYP , HMPPS , CRC and Troubled families teams |
| 3. Effectively target work of CJS to areas with greatest impact on reduction of reoffending to make best use of resources | Effective Integrated Offender Management process targeting ;\*High risk of reoffending \*High risk of Harm\*All Female offenders\*Youth to adult Transition | Ensure Regionally consistent IOM strategy with clear governance targeting those at risk of harm and reoffending making best use of resources in working effectively with CRC Review support in transitions to adulthood from YJS to IOMReview diversion from custody approaches for consideration by LCJB. Specifically for deferred sentencing of High repeat short term male and female offenders. With CJ reinvestment as part of pilot Increase local authority / OPCC input in contract management / support of CRCEstablish ‘district reducing reoffending hubs /teams where partners can be co – locate as part of a programme of change to manage cohorts Undertake an options appraisal putting forward business case to respective CSPs with a team around the offender / FamilyPremium service of intensive case management and support for identified priority offenders ;lead professional & Virtual case management teams | October 2017 to March 2018  | IOM Lead YOT / IOM WYP / OPCC / CSPNAO ??MOJ / OPCC / CSPOPCC/ CSP/ CJ agenciesOPCC/CSP/ CJ agencies |
| 4. Ensure there are effective pathways to meet recognised critical needs to reduce reoffending | CJS to work closely with Local Community in producing and delivering a pathway action plan.Drugs and alcohol misuse increase uptake of offenders in community provisionDevelop closer links with CCG and CJS Increase use of mental health treatment requirement condition with community orders*Establish CARE programme approach across the CJ System ( Check with Debbie how this contributes )* Improve resettlement outcomes for offenders and families in custody through family focused approaches Finance benefit and debt improving the number of offenders identifying a need and receiving satisfactory help. Intensive support for offenders in first 48hours of release for continuity of CARE with support for up to 1 year Joint identification of needs for custody and community offending behaviour programmes Joint collaborative commissioning to meet needs | Accommodation plan Employment / Education & Training Review West Yorkshire collaborative custody / community sentence commissioning with community provision Align Troubled families objectives and the CJsIncrease opportunity for family engagement for those in custody Greater involvement of families, focus existing care pathways Domestic abuse perpetrator programme Arson / Fire setting programme  | Establish West Yorkshire offender accommodation forumEstablish West Yorkshire Offender Employment forum and delivery plan. | LA Offender housing Forum / CJS .LA / LEP / HMPPS / CRC / WYP / West Yorks. College Consortium / business representatives.MOJ / NHS England / Community Substance misuse leads NHS England / HMPPs / HMCS CJA/ CSPs / WYP |
| 5. Develop a focussed approach to support female offenders and their families  | Domestic abuse Human Trafficking , modern slavery and prostitution  | Business case and project outline for court Diversion programme for female offendersBusiness case and project outline for custody diversion programmeProduce cost saving reinvestment model for any diversion programme Increase support for women in CJ system who have experienced domestic abuse |  | OPCC/ HMCS/ WYP /HMPPS |
| 6. Ensure we reflect the needs of over represented populations in the CJS and recognises inclusion and diversity | Produce and monitor local action plan in relation to the Lammy review Increase knowledge of representation of those with Learning Difficulties within the CJ in West Yorkshire and establish appropriate action planning Increase knowledge of Veterans with the CJS in West Yorkshire and establish appropriate action plan | Action plan established and agreed  | March 2018 to February 2019 | OPCC / LCJB  |

**Governance & Accountability arrangements**

This strategy supports the delivery of the West Yorkshire Police and Crime Plan (WYPCP) and the work of the Local Criminal Justice Board (LCJB) through increased partnership working to reduce reoffending and crime.

Strategic ownership of the Strategy sits with the LCJB. The board is chaired by the PCC and has representatives from across the Criminal Justice system: West Yorkshire Police, HM Prison and Probation Services, Youth Offending Teams, Community Safety Partnership, Community Rehabilitation Company and NHS England Custodial commissioners.

The LCJB is supported by a Reducing Reoffending Board to drive delivery. Additionally, the Reducing Reoffending board will update associated groups on progress, including the CSP Forum and the Partnership Executive Group.

A broad and representative third sector advisory group will work with the Reducing Reoffending Board on ongoing strategy development and delivery, as will service user engagement.

Both the LCJB and Reducing Reoffending Boards meet quarterly and governance arrangements will be supported by

* An effective and balanced Intelligence and performance management framework
* An inclusion and diversity framework
* A communications and engagement plan for the strategy that includes all stakeholders, including service users
* The strategy and delivery plan will be updated to reflect contemporary thinking for reducing reoffending and local conditions
* The strategy will be formally refreshed in December 2018 after a further strategic assessment

**References:**

1. McNeill, Farrall, Lighthowler and Maruna (2012) How and Why People Stop Offending: Discovering Desistance

<https://www.iriss.org.uk/resources/insights/how-why-people-stop-offending-discovering-desistance>

1. Ministry of Justice (2017) Proven Reoffending Statistics Quarterly Bulletin, October 2015 to December 2015

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/658379/proven-reoffending-bulletin-oct15-dec15.pdf>

1. Ministry of Justice (2013) Transforming Rehabilitation: A Strategy for Reform

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/228744/8619.pdf>

1. Ministry of Justice (2016) Prison Safety and Reform

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/565014/cm-9350-prison-safety-and-reform-_web_.pdf>

1. Baroness Corston (2007) The Corston Report

[http://webarchive.nationalarchives.gov.uk/20130206102659/http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf](http://webarchive.nationalarchives.gov.uk/20130206102659/http%3A//www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf)

1. National Offender Management Service (2015) Effective Interventions for Women Offenders: A Rapid Evidence Assessment

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/448859/effective-interventions-for-women-offenders.pdf>

1. Lucy Jayne Carr (2016) Inside the Revolving Door: A Study of the Repeat Short-Term Imprisonment of Women at HMP New Hall, University of Sheffield

<http://etheses.whiterose.ac.uk/12995/1/THESIS%20LUCY%20CARR%20final.pdf>

1. David Lammy (2017) The Lammy Review

<https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/643001/lammy-review-final-report.pdf>