



WEST YORKSHIRE POLICE AND CRIME PANEL

5th May 2017

Reducing Reoffending Update

Background

The vision of the PCC has been to Keep West Yorkshire Safe and Feeling safe. Set out in the Police and Crime Plan are also four outcomes: tackle crime and anti-social behaviour; safeguard vulnerable people; make sure criminal justice works for communities; and support victims and witnesses. The PCC recognises that a very important strand to tackling crime is to tackle reoffending and as such the Interim Chief Executive at the OPCC is working with partners to devise and deliver a Reducing Reoffending strategy for West Yorkshire. The aim will be to work together with partners and communities to support the strategic development and delivery of services through local co-ordination and engagement.

It is recognised that current co-ordination is provided through a variety of forums at a regional level but that a focus solely on reoffending reduction is needed. The development and delivery of a Reducing Reoffending strategy gives the opportunity for connection between local, regional and national agencies and organisations to further engage and co-ordinate and maximise benefit of resources. A key feature of the development of the strategy will be about engaging communities and offenders returning and living in those communities to give the best possible chance to reduce likelihood of returning to crime.

Criminal Justice Context

The Criminal justice system is delivered by a number of organisations with the recent introduction of the Community Rehabilitation Companies. The prisons, police, courts and probation service can be seen as core services of the system. Connection comes at a local level with community safety through Community Safety Partnerships (CSPs) and support for young people with Youth Offending Teams and third sector organisations across the region.

There has been significant criminal justice reform in recent years with the advent of the Police and Crime Commissioners (2012); Legal Aid, Sentencing and punishment of offenders Act (2012); the Crime and Courts Act (2013); Liaison and Diversion Services National Specification (2014); Transforming Rehabilitation (2015); and most recently the Secretary for State for Justice's White Paper Prison Safety and Reform (2016). These changes have reshaped the criminal Justice landscape and it is important to regionally co-ordinate and shape services to deliver improving services and together reduce reoffending.

Reoffending rates for West Yorkshire

- The proportion of West Yorkshire offenders who reoffend is 26.5% (2014 cohort); above the England & Wales average of 25.6%. The Yorkshire & Humber average is slightly higher at 26.8%
- Adult and juvenile reoffending rates both closely match the England & Wales average. The adult reoffending rate has changed little over the past ten years (currently 25.4%), however the juvenile reoffending rate has risen since 2010 and at 38.0% is at its highest level during the period 2005-2014.
- Reoffending rates are highest in Leeds (28.3%), followed by Bradford and Wakefield (26.7%). Kirklees (24.7%) is the only West Yorkshire district currently with a reoffending rate below the Eng. & Wales average (25.6%).

Values (2014 cohort)	Bradford	Calderdale	Kirklees	Leeds	Wakefield
% of offenders who reoffend	26.7	26.4	24.7	28.3	26.7
Av. no. of reoffences per reoffender	3.43	3.22	2.90	3.26	3.27
Number of reoffences	9,780	3,100	5,115	14,822	5,015
Number of reoffenders	2,853	963	1,765	4,540	1,532
Number of offenders in cohort	10,676	3,653	7,160	16,056	5,747
Av. no. of prev. offences per offender	14.41	14.80	13.11	15.25	14.67

Looking at re-offending rates for specific crime types, West Yorkshire has a rate above the England & Wales average for violence against the person (23.6% v. 20.6% in Eng. & Wales); possession of a weapon (27.9% v 24.8% nationally); robbery (37.9% v. 34.6% nationally), and summary motoring offences (14.2% v 12.1% nationally).

Re-offending rates by sentence length – West Yorkshire prison establishments

There are some omissions to the data for the 2014 cohort, but an in-house calculation of reoffending rates for those released from West Yorkshire establishments would be **65%** for sentences less than 12 months, and **41%** for those over 12 months. These figures are greatly influenced by HMP Leeds' statistics.

A caveat is that we cannot assume that all those released from West Yorkshire prisons go on to offend in West Yorkshire.

Re-offending data (2014 cohort)	Leeds	New Hall	Wakefield	Wealstun	Wetherby
Less than 12 months					
Proportion of offenders who reoffend (%)	65.3	65.6	-	-	-
Average number of reoffences per reoffender	5.38	6.71	-	-	-

Number of reoffences	3,237	1,383		83	106
Number of reoffenders	602	206		14	20
Number of offenders in cohort	922	314		29	27

12 months or more	Leeds	New Hall	Wakefield	Wealstun	Wetherby
Proportion of offenders who reoffend (%)	46.9	31.6	-	38.8	57.1
Average number of reoffences per reoffender	3.64	3.87	-	3.34	-
Number of reoffences	714	240	2	611	75
Number of reoffenders	196	62	2	183	20
Number of offenders in cohort	418	196	12	472	35

Research on reoffending and profiles

Research on reoffending and profiles generally have identified that;

- Offenders generally have higher rates of homelessness, unemployment and needs around basic education compared to the general population.
- Before coming into custody rates of unemployment are high.
- 49% of people in custody have an identifiable mental health problem including depression, anxiety and psychosis.

Research on reducing reoffending generally identifies that finding employment is one of the most significant factors in reducing reoffending. Prisons provide a focus for opportunities for education, training and employment with funds allocated to prisons to achieve this. Part of our strategy will be maximising this resource to support employment on release within the region.

Following on from employment is the need for stable accommodation as a significant factor to reduce reoffending. In our recent third sector engagement event this was identified as the biggest priority. The community Rehabilitation Companies are tasked with locating accommodation for offenders though with obvious issues in the context of high housing demand.

Some key differences for women offenders would be that;

- A significant proportion of women in custody are victims of domestic and sexual abuse.
- Many women offenders report experiencing emotional, physical or sexual abuse as a child
- Poor mental health, alcohol and or drug misuse problems are also recognised as particularly significant within the female offender population.

These are general national research statistics on reoffending. We need to see how this is reflected particularly in West Yorkshire with work on identifying a reoffending profile an early task in developing the strategy. Sharing information across partner organisations is key to this.

Where we are now

The strategy is in very early days of development with the following actioned:

- Reducing Reoffending Strategy Board reporting to the PCC's Partnership Executive Group established.
- Third sector Reference Group held
- Work initiated to identify a profile of reoffending across West Yorkshire

The Reducing Reoffending Strategy Board has met on two occasions, have agreed the Terms of Reference for the Board and are in the process of developing and agreeing priorities for the Board and an overall programme of work. A key part of the work will be in the scoping of funding and joint commissioning opportunities. In support of collaboration with other organisations the PCC has recently met with the director of Public Sector Prisons for the Region and the Director for Probation Services.

The Board currently consists of the following members;

OPCC; West Yorkshire Police; Prison Service; National Probation Service; Community Rehabilitation Company; Youth Offending Team rep; Community Safety Partnership Rep; and soon to join 3rd sector rep; NHS England.

The Terms of Reference are:

Reducing Reoffending Strategy Board

Devise and deliver a reducing reoffending strategy for West Yorkshire. Through this support the delivery of the West Yorkshire Police and Crime Plan informing the plan and the Partnership Executive Group in the OPCC with respect to reoffending in West Yorkshire.

1. Support a strategic approach to reducing reoffending through oversight of the West Yorkshire OPCC reducing reoffending strategy.
2. Through this shared ambition establish how through working together we can identify solutions that work in West Yorkshire to reduce reoffending.
3. Focus on our collective delivery, including our existing organisational strategies and therefore better deliver together on our shared outcomes.
4. Identify a profile of reoffending in West Yorkshire, needs and gaps in meeting needs to reduce reoffending
- 6 Look for opportunities for co commissioning Promoting improved partner strategic commissioning supporting sustainable services across West Yorkshire that make a real difference.
- 7 Provide strategic support and links to district reducing reoffending teams and community safety partnerships on the reducing reoffending agenda.
- 8 Ensure all our work is inclusive, open and transparent and is focused on delivering improved outcomes for people and for the communities of West Yorkshire.

The Board has agreed an initial focus must be on establishing local information on reoffending rates and profiles. Current reoffending information is only accessible at a West Yorkshire level via the Home office rather than district level. Information is also on longer timescales than we would normally hope. In addition to provide a local profile picture of reoffending we have agreed to establish an information sharing agreement that we hope will support a local profile of re offending and inform local strategy, delivery and service integration over time.

Third Sector Reference Group

The third sector reference group was facilitated by the OPCC and aimed to identify with third sector partners what their key priorities are to reduce reoffending, how to increase voluntary, community sector and service user engagement and what the PCC can do to support this. The event was attended by over 50 delegates, including partners working across a variety of the reducing reoffending pathways, including housing, substance misuse, domestic violence and education.

Key Discussion Points
<p>Key Priorities</p> <ul style="list-style-type: none">• Providing suitable housing and having placements organised before offenders leave prison• Taking a strategic approach to securing paid employment opportunities for offenders• Tackling substance misuse and addictions to drugs and alcohol• Providing more frequent access to mental health services in prison• Extending relationships with healthcare services to explore opportunities for early interventions• Being aware that we need to use 'different tools for different communities', including providing interpreters and encouraging English lessons whilst continuing to promote a positive action recruitment drive
<p>Opportunities for Support</p> <ul style="list-style-type: none">• Coordinating an E-Newsletter focusing on working with offenders in West Yorkshire• Providing networking opportunities such as breakfast meetings to allow partners to make 'business connections'• Researching community resolution opportunities to reduce short sentences which are deemed to be ineffective for providing rehabilitation whilst in custody• Mapping the services which currently exist within West Yorkshire to encourage partnership working• Encourage sustainable paid employment opportunities for ex-offenders as well as volunteering opportunities
<p>Proposals for Ongoing Third Sector Engagement</p> <ul style="list-style-type: none">• Funding streams which encourage collaboration not competition• Increase service user involvement, consulting with service users and their families to improve services• Tackle preconceived 'labels' limiting ex-offenders and inhibiting them from gaining employment (and other opportunities) because of the restrictions which currently stand

This valuable feedback will be incorporated into the strategy.

Next Steps

The Board will move to develop information sharing agreements across services to facilitate greater understanding of the profile of reoffending across the region and inform the developing strategy.

Engagement and discussion so far will formulate initial strategy priorities for the Board to agree and this will move into a programme of work for delivery.