

**COMMUNITY OVERVIEW AND SCRUTINY PANEL – 18 MARCH 2014****STRATEGIES TO REDUCE RE-OFFENDING****1 DEFINITION OF RE-OFFENDING**

- 1.1 Measuring true re-offending is difficult. Official records are taken from either the police or courts, but they will underestimate the true level of re-offending because only a proportion of crime is detected and sanctioned and not all crimes and sanctions are recorded on one central system. Other methods of measuring re-offending, such as self report studies, are likely to also underestimate the rate.
- 1.2 A proven re-offence is defined as any offence committed in a one year follow-up period and receiving a court conviction, caution, reprimand or warning in the one year follow-up or a further six month waiting period. The data source is extracted from the Police National Computer (PNC) held by the Ministry of Justice.
- 1.3 The current framework used by the Ministry of Justice allows agencies to:
- form a clear picture of proven re-offending at national and local levels;
  - compare adult and youth results;
  - enable other work on transition between the youth and adult system;
  - understand how results for different offender groups (such as those managed by the prison and probation services, those under the Integrated Offender Management schemes, drug-misusing offenders, first time entrants, etc.) fit into the overall picture on proven re-offending; and
  - continue to analyse proven re-offending behaviour for particular types of offender.
- 1.4 In the New Forest, the recommendations for tackling the reduction of re-offending are drawn from this data with additional local data used to examine specific crime types. The District Council has a statutory requirement to work to reduce re-offending.

**2. TRANSFORMING REHABILITATION – A STRATEGY FOR REFORM**

- 2.1 The Ministry of Justice has published “Transforming Rehabilitation: A Strategy for Reform” and is changing the way in which offenders are managed in the community in order to bring down re-offending rates.

The key aspects of the reforms to be fully implemented during 2014 are:

- A new public sector National Probation Service will be created, working with those offenders considered most harmful to the community i.e. the most violent offenders
  - Area based Community Rehabilitation Companies to be contracted using ‘Payment by Results’ frameworks
- 2.2 Every offender released from custody will receive statutory supervision and rehabilitation in the community. Currently only offenders who receive a custodial sentence of 12 months or more receive assistance from the Probation Trust. This approach will increase the UK caseload by about 50,000 of the most prolific offenders

2.3 Nationwide 'Through The Prison Gate' resettlement service will be put in place, meaning most offenders are given continuous support by one provider from custody into the community. This approach will be supported by ensuring that most offenders are held in a prison designated to their area for at least three months before release.

### **3. CURRENT RE-OFFENDING DATA - ADULTS AND UNDER 18S**

3.1 The latest adult figures were released in February 2011 and are based on a Probation Trust area of Hampshire (not including the unitaries). Hampshire had a reduction of re-offending figure of 9.8% compared to Southampton at 10.14%, and a SE England figure of 9.4%.

3.2 The latest under 18s figures are available for the period January 2011 to December 2011. The Hampshire figure is 34.2% compared to a regional figure of 35.4%. New Forest has a youth re-offending rate of 23.8%.

3.3 The Safer New Forest Partnership utilises local partner data when constructing the strategic assessment, a considerable section of which is obtained from the police records management system. The strategic assessment identified 623 individuals who had committed more than one crime or anti-social behaviour offence in the 12 month period. There were 24 people identified in the New Forest who have been arrested more than 10 times during the period of review.

3.4 The Integrated Management Offender Cohort are currently performing at 100% reduction of re-offending after 2 years

3.5 There are 7 pathways out of offending behaviour that form the basis for work with adults. These are:

- Accommodation Housing and Support.
- Education, Training and Employment
- Health
- Drugs and Alcohol
- Finance, Benefits and Debt
- Children and Families
- Attitudes, thinking and behaviour

3.6 There are 12 associations to a young person's life that are recognised to impact on re-offending. These are:

- Living arrangements
- Family and personal relationships
- Education training and employment
- Neighbourhood
- Lifestyle
- Substance use
- Physical Health
- Emotional and mental health
- Perception of self and others
- Thinking and Behaviour
- Attitudes to offending
- Motivation to change

## **4. AN OVERVIEW OF NATIONAL STRATEGIES**

- 4.1 There are a number of strategies that directly or indirectly set out the work to reduce re-offending. The main focus of these strategies covers the management of the convicted offenders as well as the intervention to reduce the drivers of crime e.g. issues related to alcohol and drug use, non employment, unsuitable housing, ill health.
- 4.2 There is a national project that is led by Community Safety Partnerships and facilitated by Local Criminal Justice Boards known as Integrated Offender Management (IOM). IOM is not a strategy; it is an overarching framework that enables local agencies to come together to ensure that the offenders whose crimes cause most damage and harm locally are managed in a co-ordinated way. IOM does not include violent offenders that are managed under Multi Agency Public Protection Arrangements (MAPPA). In the New Forest, the IOM cohort is made up of 31 offenders, 5 of which are linked to Troubled Families. The IOM scheme in the New Forest has proved very successful with an overall 70%+ reduction of offending.

## **5. KEY STRATEGIES FOR THE NEW FOREST**

### **5.1 Safer New Forest Partnership Plan**

#### **5.1.1 Reducing Re-offending**

The rolling Partnership Plan is required to encompass a reduction of re-offending strategy. The work in the New Forest contributes to the reduction of re-offending figure for Hampshire and has in 2013–2014 delivered core activities and concentrated on 6 strategic improvements and 5 partnership actions.

#### **5.1.2 Tackling Anti-social Behaviour**

The work of the Partners Ops JAG and Partnership Intervention Panel is focused on reducing victimisation and re-offending of anti-social behaviour (ASB), and associated crime in the New Forest District. This Council provides 1.5FTE officers to work directly with victims and perpetrators, assisted by support for the process. It has with partners, achieved 5.7% reduction in Environmental ASB, 6.0% reduction in Nuisance ASB and 8.3% in personal ASB. Deliberate secondary fires have not decreased and the arson forum is delivering partnership activities through the Arson Forum.

### **5.2 New Forest District Council Housing**

The Homelessness strategy is currently being developed and will include the provision of housing for offenders; the availability of suitable accommodation is one of the measured drivers of offending behaviour included within the personal assessments undertaken and monitored by Probation.

Housing are currently reviewing their strategy and associated policies relating to reducing nuisance and anti-social behaviour. This work delivers reduction of re-offending of this type of behaviour on NFDC housing estates.

### **5.3 Hampshire Alcohol and Drugs Strategy**

Under this strategy, the drug and alcohol recovery journeys are delivered by the Hampshire Operational Model for Effective Recovery (HOMER). The service is available to all over 18s.

#### **5.4 Hampshire Troubled Families Strategy**

The Troubled Families Initiative is supported by New Forest District Council. It is a three year programme with partners to turn around the lives of at least 1,600 Hampshire families with multiple, complex and persistent issues including unemployment, poor school attendance, involvement in crime and antisocial behaviour. At case level it is already apparent that in the New Forest this is reducing re-offending.

#### **5.5 Hampshire and IOW Integrated Offender Management Strategy**

The core aims of the Hampshire Integrated Offender Management (IOM) Service are to reduce crime and reduce reoffending through providing the right interventions, to the right individuals, at the right time. In the New Forest, the scheme is delivered in a manner bespoke to the challenges faced especially those related to geography and accessibility.

#### **5.6 Reduction of Youth Offending – Hampshire Youth Offending Team**

Hampshire YOT has over 90 staff and about 150 volunteers who work together to prevent young people offending or reoffending. Within the YOT are many specialist teams and interventions, all of which provide a bespoke action plan tailored to the identified needs of the young person.

There are a number of strategies, policies and action plans delivered by the YOT.

#### **5.7 Hampshire Reducing Domestic Abuse Strategy**

Domestic Abuse is recognised as a key priority and is embedded in core processes and work of partners. The Hampshire Domestic Abuse Strategy provides a strategic lead and the identified actions are either commissioned across Hampshire or delivered by partners and local Domestic Abuse Forums. The 2 areas focused upon are the reduction of re-offending and the increase of reporting.

### **6. NEW FOREST DISTRICT COUNCIL – TACKLING ASB**

6.1 This Council deals with reports and incidents of ASB across many departments; in particular Housing and Community Safety. The repeat incident work covers non targeted action such as behaviours by groups and individuals on NFDC property, and personal ASB where offenders specifically target or affect repeat victims. There are a number of processes, logging requirements and enforcements undertaking to help reduce this type of offending with many of the final outcomes for reduction obtained with partnership working.

We are also awaiting the enactment of the ASB Bill which will include new tools and powers and also the enabling of a community trigger resource for community members who believe the issue they are reporting has not been dealt with appropriately by the Council and its partners.

## 7. SUMMARY

- 7.1 This report has concentrated on the current work being undertaken to reduce re-offending in relation to the Hampshire level strategies, and those of New Forest District Council and Safer New Forest. The drivers of re-offending for adults and young people are extensive. This is reflected in the number of strategies, initiatives and core actions undertaken by agencies, partners and the voluntary sector in providing those services. This report has not included National Strategies nor the work that reduces the risk of victimisation e.g. CCTV that indirectly reduces re-offending.

## 8. RECOMMENDATIONS

It is recommended that:

1. NFDC continues to monitor and influence the contractual elements of the Community Rehabilitation Company in order to deliver an accessible and appropriate service for New Forest offenders; and
2. This Panel to monitor the performance of the new system of National Probation Service and the Community Rehabilitation Company once the services are operational.

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### **Background Papers:**

Proven re-offending statistics: definitions and measurement

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/192407/proven-reoffending-definitions-measurement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/192407/proven-reoffending-definitions-measurement.pdf)

Transforming Rehabilitation

<http://www.justice.gov.uk/transforming-rehabilitation>

Beyond Youth Custody

<http://www.beyondyouthcustody.net/about/facts-and-stats/>

Youth Justice Statistics 2012 – 2013

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/278549/youth-justice-stats-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278549/youth-justice-stats-2013.pdf)