

WILTSHIRE CRIMINAL JUSTICE REDUCING REOFFENDING BOARD

STRATEGIC INTENTIONS 2020 - 2023



Criminal
Defence
lawyers



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1. Executive Summary

Wiltshire statistically has one of the lowest levels of crime across England, however this does not mean that there is not further work that can be done to reduce the emotional impact that crime imposes on our citizens who become victims and on our wider community and to reduce the financial impact crime has on our local economy.

Crime and offending behaviour across Wiltshire and Swindon will continue to be dealt with robustly. Protecting the public, appropriate punishment and effective disposals, both in custody and in the community, will not be compromised. Where people do offend, they will be held to account for their actions.

However we will work together across Wiltshire and Swindon to provide the support that is required for offenders to move on and desist from re-offending in the future. This, though, requires a wider public sector commitment from organisations both within and external to the criminal justice system, underpinned by the appropriate exercise of responsibilities falling to communities, families, and individuals.

The purpose of this Strategic Framework is to give direction to a joint system wide approach to reducing reoffending, recognising the broader societal issues we need to tackle to achieve real and sustainable reductions in reoffending through a common and consistent system focus on reducing reoffending.

Working together a coherent approach to supporting offenders to change or manage their behaviours and lifestyles to move away from reoffending behaviour will be developed. At its core there will be the recognition that each offender will have a different desistance journey and may have to make repeated journeys through the criminal justice system before their criminality reduces or desists.

The challenge for this strategic framework is to ensure that the right service(s) are available at the right time uniquely for each offender, to enable them to get the support they need when they need it.

Whilst the proposed approaches to reducing reoffending in this document contribute to the Police and Crime Plan 2020 – 2025 priority areas, it aims to develop these further through to 2023 to ensure that partners continue to work together to reduce reoffending.

What we are going to do in the first year

Priority Groups

- Review and evaluate the Integrated Offender Management model.
- Review services for female offenders.
- Understand veteran support and services.

Performance and data

- Embed the Reducing Reoffending Framework.
- Develop a system pathway map.

Criminal Justice system

- Review performance against the Lammy review.
- Support HMP Erlestoke as it becomes a resettlement prison.
- Support the NPS merger.
- Engage all criminal justice organisations in planning.

Housing and wellbeing services

- Embed an Offender Housing Support worker post.
- Support the development of a Housing First pilot.
- Review offender drug and alcohol services.
- Review mental health and wellbeing services.

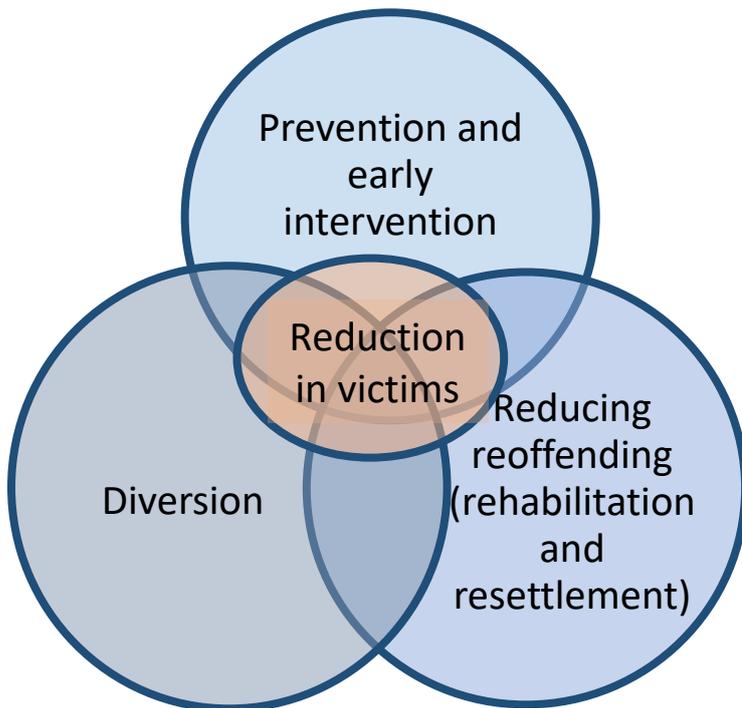
Diversionary opportunities and custody services

- Re-commission Appropriate Adult services.
- Join up custody services and ensure they are meeting need.
- Review Out Of court Disposal processes and interventions.

Offender voice and mentoring

- Joined up communication plan to support reducing reoffending
- Ensure the offender voice is heard in reducing reoffending.
- Review peer and community mentor schemes.

2. Introduction



The best way to reduce reoffending is to stop people offending in the first place. To be successful in driving down offending, **prevention and early intervention** approaches and reducing the opportunities to commit crime must be developed and delivered. With offending and criminal behaviour linked to a broad range of societal factors, a number of approaches will be required to do this and this work will be taken forward through work by the Police and Crime Commissioner and partners as part of other work described in the Police and Crime Plan.

Whilst all offending needs to be reduced, the community has a specific right to expect public agencies to use their contact with known offenders to reduce the risk that they will offend again. Reoffending, and continuing criminality, means there is an on-going impact on individual victims and families and hard pressed communities, and also on the offenders themselves and their families.

Therefore diverting offenders, managing repeat offenders and reducing reoffending remains a key priority for the Wiltshire Criminal Justice Board. It is estimated that, nationally, around half of all crime is committed by individuals with previous convictions with an estimated cost to the taxpayer of £9.5 to £13 billion per year.

In order to stop the 'revolving door' of reoffending, this strategic framework sets out how offenders and their families are to be supported to access the services they need to deal with the root causes of offending behaviour, which includes, but is not limited to:

- Accommodation
- Mental health and wellbeing
- Substance misuse
- Health and social care
- Families and children
- Finance and benefits
- Education, training and employment
- Attitudes, thinking and behaviour.

The strategic framework will build upon current best practice and establish a shared understanding of what a reducing reoffending based approach encompasses and can deliver when the criminal justice system works together. A coherent approach to supporting offenders to change or manage their behaviours and lifestyles to move away from reoffending behaviour will be developed.

At its core there will be the recognition that each offender will have a different desistance journey. It is acknowledged that some offenders will have to make repeated journeys through the criminal justice system before their criminality reduces or desists. The challenge for this strategic framework is to ensure that the right service(s) are available at the right time uniquely for each offender, to enable them to get the support they need when they need it.

Wiltshire Criminal Justice Board Reducing Reoffending Board

Reducing reoffending cannot be a task for the criminal justice system alone, bodies responsible for Housing, Health, Benefits, Education & Training and Employment in particular also have a central role to play in creating stronger, safer communities and need to recognise offenders and their families as groups who should have equal access to their services.

Being responsible and accountable to the Wiltshire Criminal Justice Board (WCJB), a Wiltshire Criminal Justice Reducing Reoffending Board (supported by Bristol, Gloucester, Somerset and Wiltshire Community Rehabilitation Company, the National Probation Service, HMP Erlestoke, Public Health, Wiltshire Police, Bath and North East Somerset, Swindon and Wiltshire CCG, Wiltshire and Swindon Councils) has therefore been set up to jointly tackle the risk factors of reoffending through the use of appropriate enforcement, early intervention, rehabilitation and support.

It will take responsibility to deliver a joined up County wide reducing reoffending strategy and operational plan, coordinating and driving improvements across the Criminal Justice System (CJS) to reduce the reoffending and increase the

rehabilitation of those adults and young people in the CJS, in order to improve outcomes for the offender, the community and the criminal justice system.

There will be a particular focus on developing and co-commissioning services across Wiltshire and Swindon to reduce reoffending to drive the improvement of rehabilitation, support and diversion opportunities and pathways, particularly for difficult to reach cohorts.

The Board will also consider how to jointly improve the gathering and sharing of data between all relevant agencies and work together to share and maximise all available resources.

The Board is made up of members from the following organisations:

- Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company
- Expert(s) by experience
- National Probation Service
- HM Prison Service (HMP Erlestoke)
- Wiltshire Public Health
- Wiltshire and Swindon Office of the Police and Crime Commissioner
- Wiltshire Constabulary Integrated Offender Management



3. Why reduce reoffending?

Benefits for communities

Reoffending impacts on people in the community in different ways, but working together benefits for our communities by reducing reoffending will include:

- A reduction in the number of victims of crime.
- Reduced fear of crime, contributing to people feeling both safer and more secure.
- Improved public protection.
- Increased confidence in the effectiveness of work with offenders and use of public money.
- Improved understanding of the reasons for rehabilitation and resettlement.
- Added community value through ex-offenders contributing positively to the community.
- Increased engagement with/from communities who are more confident in and see the value in working with the criminal justice partners

Benefits for offenders

These will differ depending on the unique circumstances of each offender but through joint working, benefits for offenders will include:

- Being an active participant in their own journey.
- Improved meeting of individual needs to break the cycle of reoffending.
- Having the right support in the right place at the right time.
- Sustained or improved physical and mental well-being.
- Increased self-worth and feeling valued.
- Improved opportunities for timely access to services to sustain suitable accommodation, change substance use behaviours and access employment, training and/or education.
- Maintained or improved relationships with families, peers and community.
- Improved public narrative around rehabilitation removing stigmas and supporting greater integration with the wider community.

Benefits for the system

There are a range of benefits that will improve the efficiency and effectiveness of the system, through jointly working to reduce reoffending, which will include:

- Reduced duplication and increased coordination of services, processes and systems.
- Greater understanding of the roles of partners and wider organisations.
- Improved co-commissioning of rehabilitation and resettlement pathways and services.
- Shared best practice and improved understanding of impacts of interventions.
- More effective targeting of services to the right people.
- Improved system information and data sharing to understand the causes of reoffending.
- Improved consistency of approach in reducing the frequency and seriousness of reoffending.
- Reduced resources required for arrests, prosecutions, convictions, custody and probation in relation to reoffenders.

4. Opportunities and challenges

Levels of criminality

Wiltshire remains the 3rd lowest Force area in terms of recorded crime.

Joint working

Working with Social Care and CCG commissioners and the Local Authorities to develop and deliver services to meet complex needs

Development of strategic intentions

The joint development of an agreed system wide approach, prioritising services and pathways to reduce reoffending has started.

Development of Outcomes Framework

Joint agency work to develop an Outcomes Framework and dataset to show how the system is progressing against key priority reducing reoffending outcomes.

Sharing resources and co-commissioning

There are opportunities for sharing of resources, including the co-commissioning of services.

Relationships

There are currently good relationships between partners who are engaged which provides a good base for delivering partnership working going forward.

Complexity of system

Fragmented system with lack of a shared understanding of what current services and pathways there are across Wiltshire and Swindon to reduce reoffending, how much they are being used and where there are gaps.

Complex needs

Many of the people in the justice system have vulnerabilities, including mental health issues, learning/communication difficulties, substance misuse and difficult family backgrounds.

Lack of consistency

No single agreed joint strategic approach to reducing reoffending that will enable consistent and coordinated planning and delivery of evidence based and value for money pathways and services.

Data and information

Understanding the data and information available and bringing it together in a way that supports a joined up and consistent approach to reducing reoffending

Unable to benchmark

Currently not able to benchmark system performance against other systems that prevents learning and developing and understanding of better practice.

Budgetary pressures

In a generally financially constrained criminal justice environment, the introduction of funding for new police officers in 2020-21 may impact and create stress on resources across other areas of the criminal justice system.

Bringing together all partners

Difficulties in ensuring engaging with broad range of criminal justice, other statutory, community and voluntary sector organisations and particularly in engaging with people in the system.

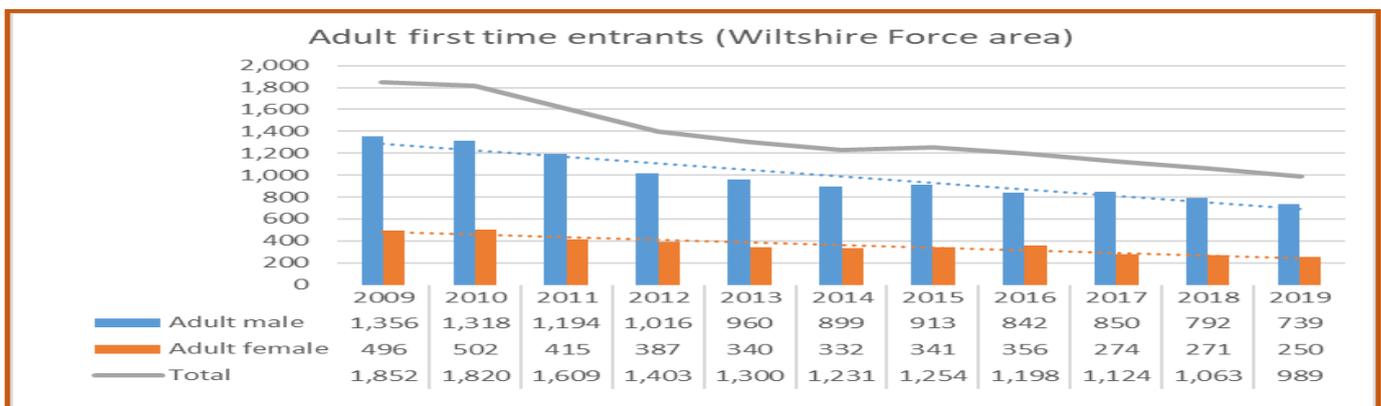
5. Background

Crime and offending

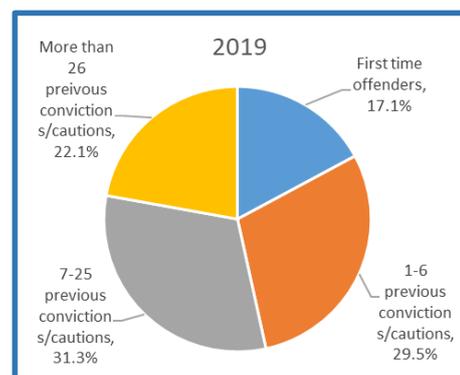
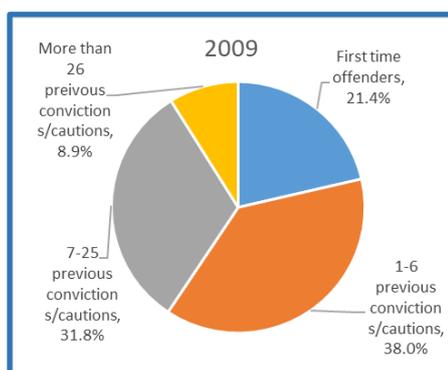
Although the rate per 1,000 of population of recorded Police crime across the Wiltshire Force area is increasing, it is below both the South West and England averages, with Wiltshire, for crime recorded in the year ending September 2019, being the 3rd lowest Force area nationally.



Although recorded crime is increasing, there has actually been a reduction in the number of adult first time entrants in the Wiltshire Force area since 2009 which would tend to imply that if there are fewer 'new' criminal, then the existing criminals are causing more crime.

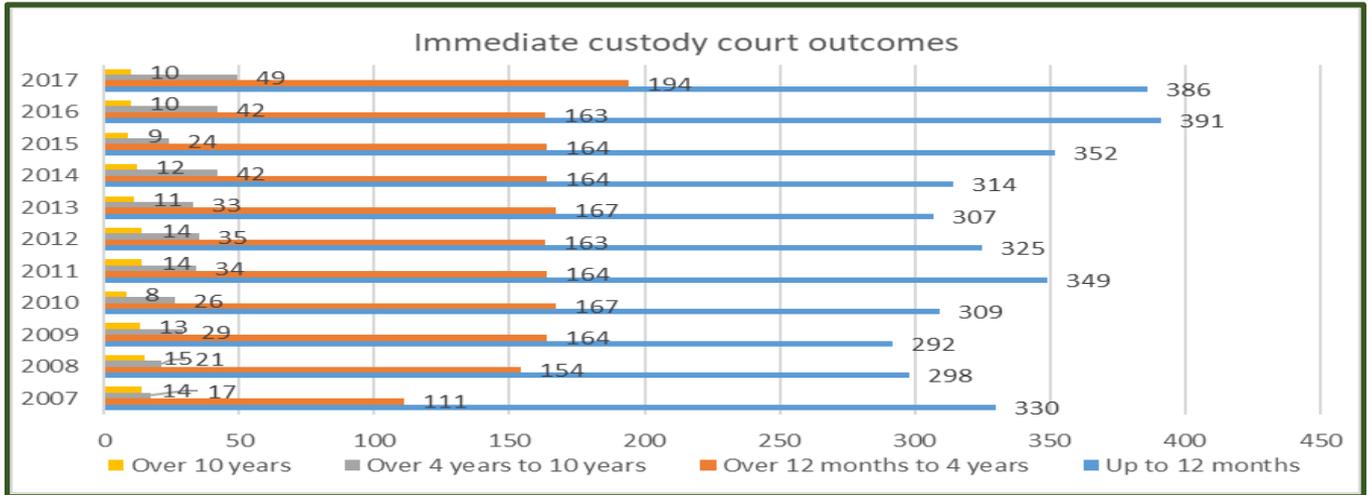


This tends to be borne out as between 2009 and 2019, there has been a reduction in adults with 1-6 previous convictions when arrested but an increase in those with more than 26 previous convictions.



Prison custody

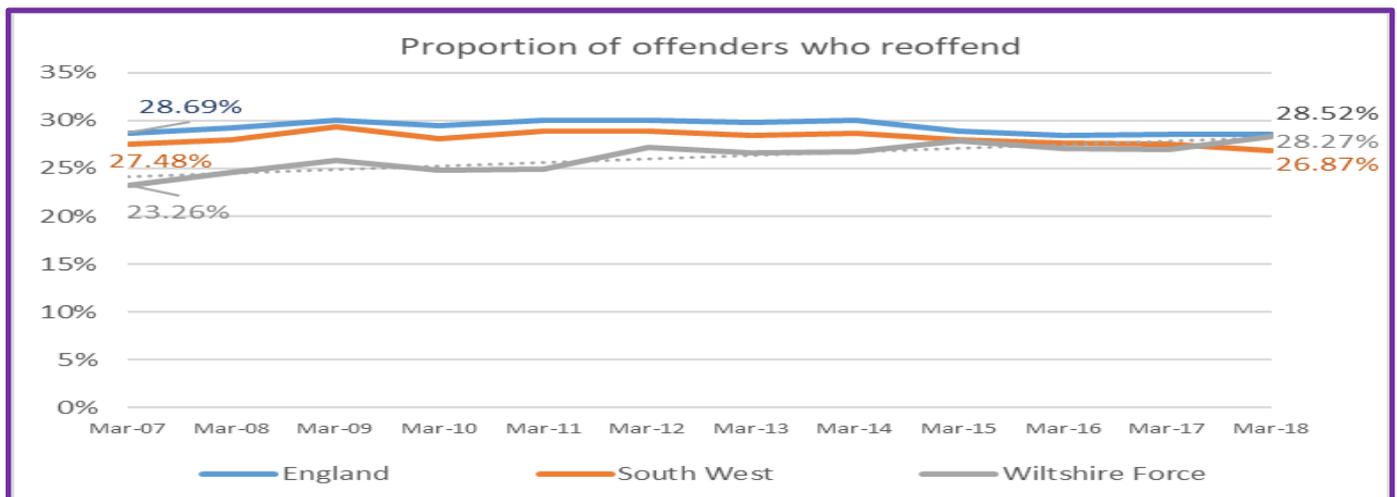
Between 2007 and 2017, the number of people given up to 12 months immediate prison custody when convicted has risen by 15% and those given between 4 years and 10 years has risen by 188%. Overall the number of people given an immediate custodial sentence has risen by 26% (472 in 2007 to 639 in 2017³). There is clear evidence that shows that community orders provide better outcomes in relation to reducing reoffending than immediate custody of 12 months or less.



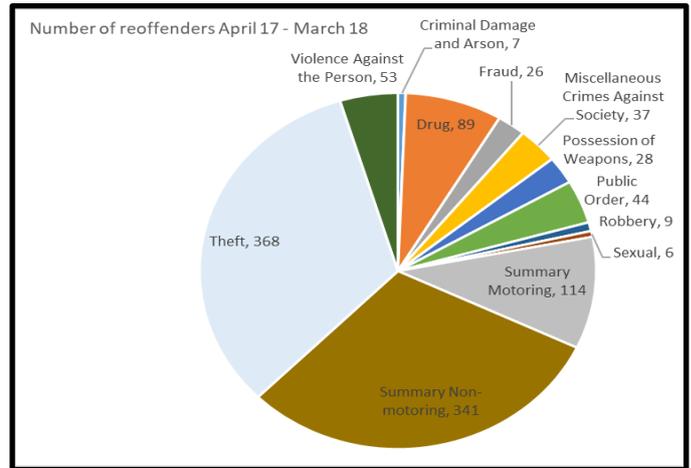
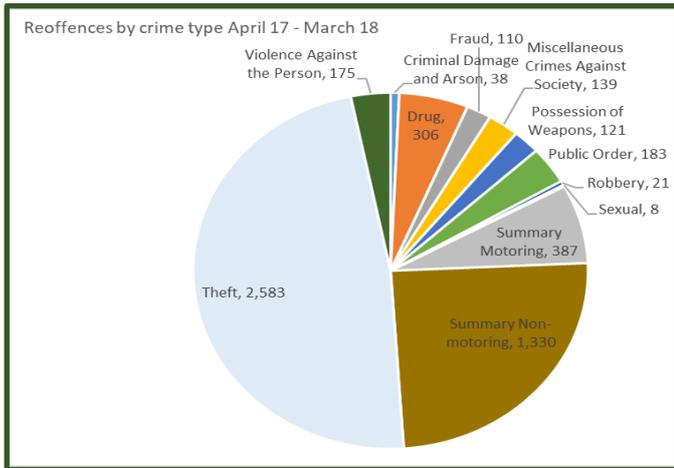
Reoffending

The figures below use Ministry of Justice official Proven Reoffending statistics defined “as any offence committed in a one-year follow-up period that resulted in a court conviction or caution in this timeframe or a further six month waiting period (to allow time for cases to progress through the courts)”.

The last 10 years has seen a rise in the proportion of offenders who reoffend across the Wiltshire Force area. In the year ending March 2018, Wiltshire Force has a higher proportion of reoffenders (28.27%) than the South West average (26.87%) but similar to the England average (28.52%).



Theft accounts for nearly half of all reoffences (48%) with on average each reoffender reoffending 7 times. Drug reoffences account for around 6% of all reoffending.



6. What we will do in Year 1 (2020 – 2021)

Priority Groups

- Review and evaluate the Integrated Offender Management model, including the Domestic Abuse Serial Perpetrators pilot.
- Review services for female offenders and develop a strategy and plan for co-commissioning reducing female offending services.
- Understand the pathways and services available to identify, engage and support veterans in the criminal justice system.

Housing and wellbeing services

- Embed and review the new Offender Housing Support Worker post.
- Work with Wiltshire Council to develop a Housing First pilot for offenders.
- Review the provision of the current drug and alcohol service offer for offenders as part of the overall review of drug and alcohol services.
- Work with CCG, Public Health and partners to review Mental Health Crisis Care, including 111, and mental wellbeing offender support and pathways.

Custody and diversionary activities

- Re-commission custody Appropriate Adult services.
- Re-commission custody Healthcare services ensuring they link with custody and voluntary attendance Drug and Alcohol and Liaison and Diversion Services and meet needs.
- Review the range of Out of Court Disposal (OOC) interventions available for first time and high volume low risk offenders.

Offender voice and mentoring

- Develop and deliver joined up and coordinated messages to support the reduction of reoffending.
- Understand current offender feedback, engagement and inclusion opportunities, and develop new processes as required to ensure the offender voice is heard in criminal justice system planning.
- Review peer and community mentor scheme delivery across the system, sharing best practice and resources where possible.

Performance and data

- Embed and review the newly developed WCJB Reducing Reoffending Outcomes Framework.
- Develop a reducing reoffending system pathway map, showing need, demand and supply data at different points within the criminal justice system to enable improved understanding of system flow.
- Ensure that all resources across the system are maximised and value for money is being achieved.

Criminal justice system

- Ensure there is fairness, inclusion and diversity across the criminal justice system by meeting the recommendations of The Lammy Review.
- Support HMP Erlestoke as it develops into a resettlement prison.
- Support the merger and changes in the NPS delivery model.
- Ensure all criminal justice partners are engaged in strategic and delivery discussions.

7. What we will do in Years 2 and 3 (2021 – 2023)

Priority Groups

- Continue to ensure that appropriate, joined up and co-commissioned services are available for veteran and female offenders.
- Review and develop support and systems to ensure that transition from youth to adult services is as seamless as possible
- Review and develop services for families of perpetrators to reduce the risk of intergenerational criminality.

Housing and wellbeing services

- Review Year 1 accommodation projects and embed where positive change is identified and continue to develop opportunities to improve the accommodation opportunities for offenders.
- Monitor the delivery of drug and alcohol services for offenders, ensuring that services meet need.
- Working with local and national agencies to understand what finance and benefit support services are available.
- Understand and develop opportunities for education, training and employment for offenders.

Custody and diversionary activities

- Roll out and embed Out of Court Disposal (OOC) interventions available for first time and high volume low risk offenders.
- Monitor Healthcare, Drug and Alcohol and Liaison and Diversion Services delivered in custody and supporting voluntary attendance to ensure offenders are receiving the services they need.

Attitudes, thinking and behaviours

- Review of attitude, thinking and behaviours and other psycho therapeutic support services and programmes for offenders.
- Work with criminal justice organisation communication teams to develop a positive community and public message around resettlement and rehabilitation of offenders.
- Embed peer and community mentors across the criminal justice system to support offenders.

Health and mental health

- Review evidence and build business case, if appropriate, for a strengths based mental wellbeing approach to support offenders in the community.
- Ensure that Mental Health and mental wellbeing support for offenders is meeting the needs of offenders.
- Work with Public Health, Bath and North East Somerset, Swindon and Wiltshire CCG and NHS Commissioning Teams to ensure that offenders receive the physical health services that they require.

Criminal justice system

- Develop a fair, inclusive and diverse criminal justice system by building on The Lammy Review principles.
- Continue to work with HMP Erlestoke and NPS to develop pathways between prison leavers and local support services.
- Take advantage of opportunities that arise for joint commissioning through the new NPS Dynamic Purchasing arrangements.
- Jointly review pathways through the criminal justice system to understand where efficiencies can be made and effectiveness improved.

8. How will we know we are reducing reoffending?

A plan to ensure these strategic intentions to reduce reoffending are delivered will be developed by the Reducing Reoffending Board from April 2020.

The Reducing Reoffending Board also need to be sure that the delivery plan is enabling improved outcomes for offenders, the public and the system. In addition to receiving a quarterly update on progress against the delivery plan, performance against a series of key outcomes, identified by system representatives, will be able to be reviewed by the Reducing Reoffending Board on a quarterly basis through the newly developed Outcomes Based Performance Framework. These reports will also be presented to the Wiltshire Criminal Justice Board on a quarterly basis for scrutiny.

The key system outcomes in the Outcomes Performance Framework are:

