

SCRUTINY PRESENTATION NOTES

REDUCING RE-OFFENDING

1. CONTEXT

“The social & economic costs of re-offending are estimated between £7 billion and £10 billion a year”

(National Audit Office)

“Half of all crime is committed by people who have already been convicted of a criminal offence”

“ 75% of young offenders sentenced to youth custody re-offend within a year”

- 1.1 It is important to note that whilst these statistics seem concerning a relatively small number of highly prolific offenders tend to be responsible for a disproportionate amount of crime. Recent evidence suggests there is a group of around 16,000 active offenders nationally at any one time, who each have over 75 previous convictions.
- 1.2 On average these very individuals have been to prison 14 times, usually for less than 12 months, with 9 community sentences and 10 fines. It is these criminals that cause the most damage to communities and wards. Offenders sentenced to short term prison sentences i.e.; less than 12 months are more likely to re-offend than those with sentences of over four years. Sunderland has a range of schemes that tackle these very issues.
- 1.3 Offenders convicted of theft, handling stolen goods and burglary tend to have the highest rates of re-offending, with fraud and sex offences the lowest.
- 1.4 Whilst short term prison sentences remain a vital option for courts, there is growing evidence that properly enforced community sentences which combine punishment, payback and rehabilitation (green paper) can be just as effective. **For example in 2007; reoffending for offenders on community orders was 7% lower than for those who served short term prison sentences.** The cost of sending an offender to prison costs on average £60,000

2. SAFER SUNDERLAND PARTNERSHIP AND GOVERNANCE ARRANGEMENTS

- 2.1 Reducing re-offending is both a national and local priority and is a strategic priority for the Safer Sunderland Partnership contributing to the overall outcomes set out in the Safer Sunderland strategy that **“by 2023,**

Sunderland will be a city where people are safe and secure where they can enjoy life without the concerns of being a victim of crime or being harmed”

SSP structure and governance

- 2.2 The SSP is one of a number of key delivery partnerships that supports the wider Sunderland Partnership in delivering the Sunderland strategy.
- 2.3 Under sections five and six of the Crime and Disorder Act 1998, the SSP brings together the public, private, community and voluntary sectors to deliver the Safer Sunderland Strategy. There are currently six ‘responsible authorities’ on the SSP and they have the legal duty to work in partnership, carry out an annual strategic assessment and implement a partnership plan to tackle crime, disorder, substance misuse and re-offending.
- 2.4 The six responsible authorities are:
1. Sunderland City Council
 2. Northumbria Police
 3. Northumbria Police Authority (until 22nd November 2012)
 4. Tyne and Wear Fire and Rescue Service
 5. Sunderland Teaching Primary Care Trust (until 31st March 2013)
 6. Northumbria Probation Trust
- 2.5 The six responsible authorities are also required, under **section 17 of the Crime and Disorder Act 1998**, to exercise their functions with due regard, and do all that they reasonably can to prevent, crime, disorder, substance misuse, and anti-social behaviour (including behaviour adversely affecting the environment), in their area. **This was extended in 2010 to include reducing re-offending.**
- 2.6 For 2012/13, the headline strategic priorities are to tackle:
1. Alcohol misuse and alcohol-related crime and disorder
 2. Drug misuse and drug related crime and disorder
 3. Domestic violence (including other violent crime)
 4. Anti-social behaviour (people and places)
 5. Safety and feelings of safety for high risk victims/vulnerable groups (incl. hate crime); and
 6. Re-offending
- 2.7 A delivery group of a range of crime and disorder partners drives the work of the SSP to address re-offending, which then feeds into the Safer Sunderland Partnership Board and the Local Criminal Justice Board.

Why is Reducing Re-Offending important

2.8 Citizens have the right to expect that offenders are effectively punished, yet despite record spending the prison population has doubled since 1993. Has this addressed what really matters? In other words has this improved public safety by reducing the prospect of criminals re-offending time and time again and breaking the destructive cycle of crime.

2.9 By reducing re-offending we reduce the social and economic costs on society and the individual costs that victims face. Offender's not re-offending means less victims and less costs incurred by the criminal justice system, the health service, and victim services. Mention lost output costs

Example; a violent crime against a person can total in excess of £22,000

Robbery can equate to nearly £6,000.

Even a theft from a shop or vehicle can be hundreds of pounds.

2.10 Effectively tackling re-offending not just punishing but rehabilitating offenders means a more confident public in the criminal justice system and improved feelings of safety.

The Collective Approach

2.11 To deliver a reduction in re-offending Sunderland has a multi-disciplinary approach comprising of Northumbria Probation Trust (managing offenders); the Integrated Offender Management Unit (managing the most prolific offenders); a range of drug and alcohol treatment services commissioned by the PCT; Job Centre Plus with offender specialists assisting in education and training; mental health provision in custody; support for women offenders; and a range of services provided by the Youth Offending Service targeting young people. The Strengthening Families project will also go some way to supporting the most vulnerable families affected by crime and Anti Social Behaviour.

The Delivery Plan

2.12 The Reducing Re-offending Delivery group is working to a plan which highlights the key areas to be progressed in the next year, who is leading and when this is to be delivered by. This is refreshed regularly.

Reducing Re-Offending as a National Priority

2.13 Coalition Government has proposed reform to the criminal justice system due to the concerns that half of all adult offenders released from custody re-offend within a year and the expense involved in prison sentences.

2.14 Its aims are; that prisons to become places of hard work and industry, instead of enforced idleness; greater use of unpaid work as part of

community sentencing; more enforcement on fines; stronger emphasis on compensation for victims of crime; payment by results models i.e.; organisations paid to reduce re-offending; rehabilitation of offenders diverting those with less serious offences into mental health provision; and drug treatment.

3. PATHWAYS OUT OF OFFENDING

3.1 Significant proportion of crime is committed by offenders who have multiple problems, evidence tells us that;

- 64% of newly sentenced prisoners report using a drug during the four week period before custody (30% heroin, 28% crack cocaine)
- 44% of offenders assessed in 2008 had problems with alcohol misuse and required treatment

In a survey;

- 37% of prisoners said they needed help finding somewhere to live on release
- Offenders with accommodation and employment problems are 43% more likely to re-offend
- 12% said they had a mental illness or depression, 20% reported needed help with an emotional health problem
- 24% had been taken into care as a child
- Almost half had no qualifications and 13% have never had a paid job

This indicates the complexity of problems offenders present with and the need to focus on all other areas which is why Sunderland has adopted the following nine pathways.

4. PROGRAMMES TO ADDRESS RE-OFFENDING

IOM – Integrated Offender Management

4.1 IOM is the framework that brings together agencies in local areas to tackle offenders causing the greatest damage to communities ensuring that these offenders are prioritised for support. These tend to be offenders with high levels of convictions often serving a series of short term prison sentences and offenders with high levels of substance misuse, homelessness, poverty and debt. Sunderland IOM brings together Probation, HMP Durham, Health Services, YOS to develop problem solving approaches focusing on offenders and not offences.

PPO- Prolific & Priority Offender Scheme

4.2 The PPO programme was launched in 2004 to tackle the most prolific offenders. The aim is to deter, catch & convict, rehabilitate & resettle. The scheme is regularly refreshed. The programme has made a significant impact on crime reduction (you will see in the next slides key

achievements re; PPO), the top 10 PPO's in each ward are shared at LMAPS to enable partners to share intelligence and also to hear any progress from the Police on the offenders engagement in terms of IOM.

DIP – Drug Interventions Programme

- 4.3 DIP is a key part of the Government's strategy for tackling drugs and reducing crime this is delivered in Sunderland by a commissioned voluntary sector partner Turning Point.
- 4.4 The offenders who are targeted for DIP are the most problematic drug users and are offenders who have not previously engaged with treatment.
- 4.5 DIP includes;
- Identification by police of drug misuse problem when arrested in Gillbridge and tested to confirm drug use (heroin, crack, cocaine)
 - Compulsory needs assessment then done by Turning Point
 - Case management of offenders to provide gateway into treatment
 - Reintegration into wider services
 - Restriction on bail
- 4.6 Since it began in 2003, nationally DIP has contributed to a 32% reduction in acquisitive crime.

MAPP – Multi Agency Public Protection Arrangements

- 4.7 National arrangements since 2003 between criminal justice partners to manage registered sex offenders, violent offenders coming out of prison that pose serious risk of harm to the public and to ensure robust plans are in place.

Specialist Support for Women Offenders

- 4.8 A national review was done in relation to women offenders in custody and out of custody by Baroness Corston in 2011 and it revealed that women have on average significantly more complex needs than other offenders.
- 4.9 Women have higher rates of mental health disorders, victimisation (DV), abuse, substance misuse and have lower education attainment and rates of employment.
- 4.10 In Sunderland Probation has a women's champion and a specialist women's group we also have the WOW (women outside walls) project ran by Cyrenians aimed at diverting women from custody and reducing re-offending. Needs led project tackling complex needs such as self confidence, self esteem, developing basic personal skills, learning, activities.

Safeguarding Children and Families

- 4.11 A significant proportion of women offenders in custody have children under the age of 5 and these are often the unseen victims of crime suffering stigma. The impact of offending can also be inter-generational, for example boys in particular whose parents serve a custodial sentence are 3 times more likely to end up in prison themselves.
- 4.12 Families can also be an important factor in helping offenders 'go straight' a survey showed that those offenders that received family intervention in prison were less likely to re-offend.
- 4.13 Programmes like the Family Intervention Programme in Sunderland YOS can make positive changes to the family unit and deter young people from a life of offending.

5. KEY ACHIEVEMENTS

The Safer Sunderland Partnership have achieved;

- Total crime in Sunderland reduced by 6.8% April to March 2012 against a target of 2%
- 35% improvement in number of convictions of prolific and priority offenders (PPO)
- In the last 2 years there has been a 17% reduction in offending for those on IOM
- Adult re-offending rate for probation 15.92% down 0.33%
- 39.5% under probation supervision engaged in suitable education, training and employment
- Drug offences decreased by 2.7% April to March 2012
- Percentage of young people offending in Sunderland (10-17 years of age) was 0.7%

It is worth noting that the highest need for offenders in Sunderland was support with lifestyle 87% followed by education training and employment at 84%

6. FUTURE ACHIEVEMENTS

PCC – Police & Crime Commissioner

- 6.1 The PCCs are intended to strengthen the links between police and communities and will be elected by the public on the 15th of November. Every police force will have one. The Northumbria PCC will be responsible for appointing a chief constable, determining local priorities, setting a 5 year plan. They will be held to account via a Police and Crime Panel made up of councillor representation from every area

(each local authority gets one seat on the panel and a minimum of 2 co-opted members).

- 6.2 The PCC will have substantial commissioning power as they will take over the Home Office community safety grant, the home office prevention funding usually given to YOS and the DIP main grant. There is no indication that this money will come to Community Safety Partnership's.

Breaking the Cycle (Green Paper, consultation document)

- 6.3 Presented to Parliament in Dec 2010 proposing radical reform, includes;
- Punishment & payback – prisons hard work, more community sentences, financial reparation to victims
 - Rehabilitating offenders to reduce crime – supporting them to get off drugs for good, making them pay their way, managing those with mental health problems
 - Payment by results – paying providers by the results they get
 - Sentencing reform – simpler sentencing framework easier for courts and public to understand, better use of community sentences,
 - Youth justice – preventing offending in the first place, effective sentencing, payment by results

Legal Aid, Sentencing & Punishment of Offenders Bill, June 2011 passed by parliament

- 6.4 Provisions within the Bill include;
- Legal Aid – May take some types of cases out for legal aid
 - Litigation funding and costs – in relation to civil cases ie; damages, divorce etc
 - Sentencing – new powers curfews more hours in the day, increase maximum sentences a Magistrates court can pass; from 6 to 12 months,
 - Bail & remand – To reduce the numbers of those who are unnecessarily remanded into custody
 - Release on licence – Additional restrictions for early release on home curfew, supervision of young adult prisoners of less than 12 months.