



To: Business Coordination Board

From: Chief Executive

Date: 26 March 2020

POLICE AND CRIME PLAN – OFFENDERS THEME – OPCC AND BROADER PARTNERSHIP SUPPORT

1. Purpose

1.1 The purpose of this report is to:

- update the Business Coordination Board (the “Board”) on Office of the Police and Crime Commissioner (“OPCC”) and partnership activity underway to deliver the priorities set out in the Offenders section of the Police and Crime Plan (the “Plan”);
- highlight the ongoing importance of the OPCC, Constabulary and other partners working together on prevention to reduce reoffending. This includes addressing the drivers of crime by collaborating with partners on the broad themes and issues which impact on police demand (and demand on broader public services), thereby addressing vulnerability and building social inclusion.

2. Recommendation

2.1 The Board is recommended to note the contents of this report.

3. Background

3.1 Under the Police Reform and Social Responsibility Act 2011, the Police and Crime Commissioner (the “Commissioner”) is required to produce a Police and Crime Plan.

3.2 The Commissioner’s Plan became effective from the April 2017 and is structured around four key strategic themes: Victims, Offenders, Communities, and Transformation. Each theme has its own aim and has a framework through a series of shared outcomes to enable all agencies with a part to play in community safety and

criminal justice, to strategically direct the future delivery of services through these common goals. Each theme is supported by key objectives and priorities for action.

- 3.3 The Offenders section of the plan seeks to ensure offenders are brought to justice and are less likely to reoffend. Tackling and investigating crime so that offenders are brought to justice, while ensuring the best outcomes for victims, is clearly a core policing role. A partnership approach is needed which helps to prevent crime in the first place, and makes people less likely to re-offend when they go through the criminal justice system.
- 3.4 The Constabulary have a key role in delivering the Plan and on 4th April 2019 brought a set of refreshed comprehensive Constabulary priorities to this Board. These were welcomed and were seen to address key areas of work, such as improving the quality of police investigations and police files for prosecution. The OPCC has a wider role in supporting broader partnership support for the Offenders theme. The progress around these Constabulary priorities is reported in a separate paper.
- 3.5 This section of the plan works in tandem with the other sections of the plan. Bringing offenders to justice and making people less likely to reoffend is about ensuring the best outcomes for victims and that there are less victims in the future. Being a previous victim of crime can be a factor for some people for making them vulnerable to offending. Creating stronger, safer communities will help to prevent crime in the first place. Transformation of the way we deliver public services is key to providing the savings required to deliver the plan.
- 3.6 A comprehensive update covering all elements of the offender section of the plan was considered by the Board in December 2019. This paper therefore focusses on key developments so far during 2020. The current Police and Crime Plan has ensured a local partnership focus on reducing reoffending through addressing the long term drivers of crime. The new Police and Crime Plan following the Police and Crime Commissioner elections will provide an opportunity to build on this.

4. Needs Assessment

- 4.1 The needs assessment on offending prevention and management was commissioned by the OPCC and published in June 2017. This highlighted the scale of complex needs, especially in relation to housing, employment and skills, drug and alcohol misuse, and mental health. The priority issues identified by the needs assessment are being addressed through the appropriate partnership governance mechanisms.
- 4.2 The needs assessment also highlighted the scale of overlapping, often interdependent, needs. 94% of those assessed had two or more needs. Services are also reporting the need to support individuals to access appropriate services.
- 4.3 The needs assessment is currently being updated but it is anticipated that these issues and pathways will remain key areas of partnership attention. A specific focus on key cohorts will also continue to be important (e.g. high risk/harm individuals, females, IOM, dual diagnosis, short sentences, youth), as will specific place-based approaches.

5. Addressing Vulnerability to Reduce Reoffending

- 5.1 It is recognised that the key areas of need identified above are broader social inclusion pathways. The National Policing Crime Prevention Strategy recognises the need to address the drivers of crime by collaborating with partners on the broad themes and issues which impact on police demand.
- 5.2 Officers in the Constabulary have taken an active role in the leadership of key partnership groups which impact on these key issues which influence demand. The Constabulary have also highlighted the harm-reduction opportunities afforded by the de-collaboration of custody which is scheduled for April 2020. The new arrangements are intended to enable a whole-system approach to suspect management to be developed, including diversion where appropriate and the potential for pre-release referral to multi-agency support functions.
- 5.3 Across the partnership landscape there is a strong consensus on the need to build on existing services and to work in a more holistic way, breaking down traditional boundaries between health, housing, work and benefits, social care and policing. Like policing, other services are also reporting increasingly complex demand. Pressures on resources are also recognised, with upper tier authorities having to make significant savings.

6. Supervision of Offenders in the Community

- 6.1 Last year the Government announced its plan for the future of probation, bringing probation practitioners together under the National Probation Service. Shadow arrangements are being put into place through 2020, with full implementation scheduled for June 2021.
- 6.2 The new model seeks to help those subject to probation services by identifying the right rehabilitative support to address offending behaviour. It recognises that this approach will need to be grounded in local communities, orientated towards their needs and able to convene the local public, private and third sector partners. The new model also recognises the importance of links with policing and enables co-commissioning with Police and Crime Commissioners, and other local commissioners.
- 6.3 A positive dialogue has been underway with the Ministry of Justice and key local commissioners, led by the National Probation Service and the OPCC. This has focused on the potential for building on existing services to create a more person-centred approach, grounded in local communities. This would very much build on the learning from the establishment of the Victim and Witness Hub.
- 6.4 The link with the police vision for early intervention through custody and diversion provides a potential co-commissioning opportunity for the Ministry of Justice with the Police and Crime Commissioner. It will often be similar types of services, in line with the needs identified above, which are required whether pre-court or post-sentence.

7. Education, Training and Employment

- 7.1 The needs assessment identified that those offenders receiving short sentences who are most likely to re-offend are most excluded from ETE provision and that a criminal conviction can act as a barrier to future employment opportunities. It highlighted that further work is required to establish the ETE requirement across the system and how

this links with local economic drivers as well as further work with employers around open recruitment.

- 7.2 In light of the new Cambridgeshire-wide skills strategy and arrangements, the OPCC has facilitated new links to be established between skills partners, the combined authority and criminal justice agencies. A successful workshop was held at the end of January. A potential proposal to pilot a construction work academy for ex-offenders is under development.

8. Accommodation

- 8.1 Homeless offenders entering prison have a much higher reconviction rate in a year (79% vs. 47%). Key issues identified in the needs assessment included the need to improve co-ordination between housing and criminal justice services; the fact that current policies can limit access to housing – which impacts on offending; and demand for appropriate housing outstripping supply. The housing market in Cambridgeshire also impacts owing to relatively high accommodation costs. Partnership work between criminal justice agencies and housing services, supported by the OPCC, has therefore focussed on the need to improve pathways to housing from the criminal justice system and links between these different services.
- 8.2 Despite improvements in housing referral pathways where individuals engage, ‘no fixed abode’ prison releases remain stubbornly high. The demand for suitable housing and support remains a challenge. A deep-dive exercise which is currently ongoing has identified a lack of engagement with support services by individuals as an issue. Further work is underway to explore how a multi-agency case management approach could have a positive impact.

9. Health

- 9.1 Key issues identified in the needs assessment included a high percentage and volume of individuals in contact with the criminal justice system have a mental health issue, this is also likely to overlap with other issues such as drug and alcohol misuse and homelessness, adding further complexity. The current system has limited capacity across the whole population, including offenders.
- 9.2 Offenders’ mental health needs will often fall short of secondary care thresholds, but are too high for primary care services. This means it can be difficult for them to access services. The PRISM service to provide support for those who need more support than general medical primary care services can provide, but for whom secondary care would not be appropriate is being rolled out but requires access to GP services. We understand that additional mental health investment has recently been secured to further enhance the local offer in Peterborough. This remains an area of challenge.

10. Recommendation

- 10.1 The Board is recommended to note the contents of this report.

BIBLIOGRAPHY

<p>Source Document(s)</p>	<p>‘Police and Crime Plan – Offenders Theme – OPCC and broader partnership support’, Business Coordination Board, 19th December 2019</p> <p>https://s3.eu-west-2.amazonaws.com/media.cambridgeshire-pcc.gov.uk/uploads/2019/12/19-12-19-BCB-Agenda-Item-10.0-Offenders-Theme-OPCC-and-broader-partnership-working.pdf</p> <p>Strategic Needs Assessment: Managing Offenders; Preventing Offending – 2016, June 2017</p> <p>http://cambridgeshire.wpengine.com/wp-content/uploads/2017/09/OffenderNA-2017_final_FullReport.pdf</p> <p>Police and Crime Plan 2017-20</p> <p>http://www.cambridgeshire-pcc.gov.uk/police-crime-plan</p>
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