



# West Yorkshire's Reducing Reoffending Strategy 2019 - 2021



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Firstly, I want to thank all our partners for helping to contribute to this 'Reducing Reoffending Strategy' after lengthy consultation.

Here in West Yorkshire, the reoffending rates for those serving custodial sentences of 12 months or under is approximately 63% for men, 67% for women and 70% for males under 18. Reducing reoffending is therefore central to achieving the outcome in the Police and Crime Plan to tackle crime and anti-social behaviour. The Reducing Reoffending Strategy is not just about tackling crime, it is about safeguarding vulnerable people, making sure criminal justice works for our communities and providing support for victims and witnesses.

Quite simply, reducing reoffending changes lives. It changes the lives of our victims and witnesses, the lives of those who are offending and the lives of their families, in our communities, across West Yorkshire. It isn't just about improving our statistics or making the savings we need to provide services in the future, this is also about making a real difference to people's lives.

Reducing reoffending is not the responsibility of the police alone or indeed just the responsibility of any one of our Local Criminal Justice Board (LCJB) partners which I Chair here in West Yorkshire. These partners are of course key in delivering the collective change we need but we also need a wider effort from the public, private and third sectors to provide the right preventions and interventions at the right time.

Working better together to reduce reoffending, with our partners and with communities, is the only way we will achieve our shared vision of 'keeping West Yorkshire safe and feeling safe'. As such I have set up a Reducing Reoffending Board to consult, contribute and to help produce and promote this reducing reoffending strategy. This will be underpinned by a Delivery Plan so that we can work together towards shared aims and outcomes, which will be reviewed regularly.

I look forward to seeing this strategy become a reality and will be working with the police, Criminal Justice partners and importantly our communities to bring about the change needed. This will help make a real difference in West Yorkshire to help improve people's lives and to keep our communities as safe as possible.

Mark Burns-Williamson OBE  
Police and Crime Commissioner

## STRATEGIC OUTCOMES:

- People in West Yorkshire are safe and feel safe
- Victims and vulnerable people are protected, listened to and supported
- Offenders are supported towards positive lifestyle change
- More offenders turn away from crime as they are rehabilitated and resettled in the community
- There is increased confidence in the Criminal Justice System (CJS)

STRATEGIC PRIORITIES (From page 7)		
<b>1. Strong CJS &amp; Community Partnership</b> <ul style="list-style-type: none"> <li>• Increase collaboration</li> <li>• Share knowledge and information</li> <li>• Profile offending in West Yorkshire</li> <li>• Co-ordinate service and funding</li> <li>• Support third sector</li> <li>• Keep people informed</li> </ul>	<b>2. Early Identification &amp; Intervention</b> <ul style="list-style-type: none"> <li>• Early targeted intervention and diversion</li> <li>• Reduce intergenerational crime</li> <li>• Focus on young people and gang related offending</li> </ul>	<b>3. Target resources to greatest impact</b> <ul style="list-style-type: none"> <li>• Strong integrated offender management</li> <li>• Transition to adulthood critical pathways</li> <li>• Intensive case management</li> <li>• Identify service gaps for intervention</li> </ul>
<b>4. Pathways to meet reoffending needs</b> <ul style="list-style-type: none"> <li>• Strengthen custody to community pathway/support</li> <li>• Increase engagement with wider community to overcome barriers</li> <li>• Identify gaps, working together to overcome them</li> </ul>	<b>5. Strategic approach to female offenders</b> <ul style="list-style-type: none"> <li>• Identify solutions to divert women from the CJS</li> <li>• Improve integration and work to a whole systems approach building on the services across the region</li> </ul>	<b>6. Focus on over-represented groups in CJS</b> <ul style="list-style-type: none"> <li>• Black, Asian and minority groups (BAME)</li> <li>• Care leavers</li> <li>• Those with learning difficulties</li> <li>• Support strategies for veterans</li> </ul>

## STRATEGIC PRINCIPLES:

1. Partnership Orientated
2. Evidence Led
3. Targeted Intervention
4. Community and Family Centered
5. Restorative in Approach
6. Victim and Witness Focussed
7. Inclusive
8. Reduce Offending



This strategy supports the delivery of the Police and Crime Commissioner's (PCC) West Yorkshire Police and Crime Plan (WYPCP) and the work of the Local Criminal Justice Board (LCJB) through increased partnership working to reduce reoffending and crime.

The impact of activity to reduce reoffending will be maximised by criminal justice agencies working effectively together on focused activity with community partners and service users. Tackling reoffending is complicated because every offender's circumstances are different. However, if we can reduce the cycle of offending, everyone's life improves - offenders, their families, victims and communities.

Central to reducing reoffending is the individual offender, their needs, motivation and securing effective pathways to services that enable them to take the opportunity to transform their lives. This is relevant to those within the criminal justice system and those at the verge of entering it. Our guiding principles for desistance<sup>1</sup> are:

- Being realistic about the complexity and difficulty of the process
- Individualising support for change
- Building and sustaining hope
- Recognising and developing people's strengths
- Supporting self determination to change
- Working with and through relationships (both personal and professional)
- Developing social as well as human capital
- Recognising and celebrating progress

Research and analysis identifies those repeat offenders in need of a more focused and effective approach. The individuals most likely to reoffend are those leaving custody. Young men leaving juvenile custody have the highest reoffending rate at over 70%, closely followed by around two thirds of women serving less than 12 months in custody and also men serving short sentences. Those with no previous convictions have a 7.9% reoffending rate, whilst around a third of those serving community orders reoffend. Overall however, the majority of crime resulting from reoffending is committed by a relatively small number of people. According to the Ministry of Justice statistics for 2017<sup>2</sup>, three quarters of reoffending is committed by a third of reoffenders, which means we need to target resources where they will have most impact in reducing crime.







Beyond the core criminal justice agencies other community partners are central to achieving these aims. Local Authorities are pivotal in reducing reoffending, providing essential services including housing, benefits, education, substance misuse support, family services and in their central role in community safety partnerships. The prison and probation service focus on pathways to reduce reoffending which closely mirror services provided by Local Authorities.

The community and voluntary sector are vital in the delivery of essential services, engaging and working with offenders to ensure services reach people who are often the most difficult to engage but who need services the most. It is essential, as a region, that we work in partnership with Local Authorities and the third sector to provide support, information and the best environment to deliver effective services.

The role of the health sector is equally significant with 70% of offenders in custody identified as having a mental health issue and similar numbers engaged in substance misuse.

Finally the wider community, both social and economic, provides the potential for a sustainable reduction in reoffending and changed lives, for example with employers and landlords willing to take on ex-offenders. The strategy will specifically aim to engage with the wider community for sustainable change.

This strategy has been developed to establish the conditions for the greatest positive impact on those most at risk of reoffending, in order to deter them and reduce harm caused to victims, families and the wider public. It has been developed through a series of meetings with criminal justice partners. This included the third sector, criminal justice and community commissioners, service users and strategic leads across the region, as well as horizon scanning for relevant research and policy. This led specifically to consensus on the strategic priorities, principles and outcomes as set out in the diagram on page 2.





PCCs are elected to ensure efficient and effective policing, set a Police and Crime Plan and secure safer communities. Reducing reoffending is a key element of the PCC's Police and Crime Plan. West Yorkshire Police (WYP) operate in five geographical policing districts mirroring our Local Authorities, with dedicated neighbourhood policing, crime investigation and safeguarding teams in each district.

West Yorkshire has a strong, established LCJB chaired by the PCC. This Board has made significant efficiency and effectiveness gains across the criminal justice system (CJS) and improved the experiences of victims and witnesses through the criminal justice journey.

Each of the five LA in the region has its own Community Safety Partnership (CSP). This is a statutory alliance of organisations which develop and implement strategies and interventions to tackle crime and disorder and reduce reoffending. CSPs are key to the delivery of recognised, effective pathways to reduce reoffending.

National initiatives for Transforming Summary Justice and Better Case Management will aim to create conditions for a swifter system, reduced delays and fewer hearings. This has resulted in a reduction of the Magistrates Court estate across West Yorkshire. This area of work will be strengthened by developing the role of digital support to criminal justice.

Fundamental change to the probation service, through Transforming Rehabilitation<sup>3</sup>, sees high risk offenders supervised by the National Probation Service (NPS) during custody, release and community orders, whilst the Community Rehabilitation Company (CRC) supervises low and medium risk offenders and those serving short sentences (less than 12 months) after release from prison.

Those in custody from West Yorkshire are generally held in one of three West Yorkshire Prisons, namely, Her Majesty's Prison (HMP) Leeds, HMP Wealstun and, for women, HMP & Young Offenders Institute (YOI) New Hall. Young men are held in Her Majesty's Young Offenders Institute (HMYOI) Wetherby and HMP Doncaster. Most West Yorkshire offenders are held within, or close to, the county. Opportunities exist as funding changes are being made in the prison system<sup>4</sup> to allow governors to decide how to fund rehabilitation work in the prison to meet local needs, allowing for a local partnership approach to commissioning.

Youth Offending Teams (YOTs) are in place across each LA area to work with young people that come into contact with the police and actively try to help them stay away from the CJS. YOTs are multi agency teams with representation that includes police, health, social services and probation. YOTs have seen great success in deterring young people at the fringe of offending and supporting those that are convicted, and are a key player in efforts to strengthen our approach to young people.

The voluntary and community sector are recognised as being in a unique position to engage and support those who statutory organisations often find hard to reach. The sector is, increasingly, service user-led offering potential to develop services that will have the greatest impact.

Developing and strengthening effective partnership working is key to exploiting opportunities that exist to better support rehabilitation opportunities for offenders, or those on the fringe of offending, to the benefit of their families and the wider community.

Our aim is to support the delivery of the WYPCP and the work of the LCJB through increased partnership working to reduce reoffending and crime.

Our strategic guiding principles are:

- Partnership orientated and integration across the CJS and wider community
- Intelligence and evidence-led with a focus on outcomes
- Targeted to where we can make the most impact on offending
- Community and family orientated
- Preventative or restorative in approach ensuring service users and communities involved in designing and delivering services
- Victim and witness focussed
- Inclusive in approach
- Desistance focused



Local Criminal Justice Board members

## 1. Build on our strong CJS, local community partnerships and evidence-based approaches to reduce reoffending

We will:

Bring partners together to increase collaboration supporting partnership work and informing and influencing local CSPs, Ministry of Justice (MoJ) and police commissioning.

Strengthen the inclusion of court services in this partnership particularly in informing rehabilitative opportunities and reoffending.

Build on existing mechanisms to ensure the third sector is actively involved and consulted in the ongoing development and delivery of the strategy.

Be informed by service user views and victims sharing experiences with partners.

Use intelligence and share information across services and the wider community to understand need, demand and emerging trends, and to support action.

Develop a shared understanding of partner data, inferences from the data and gaps to address.

Continue to follow the evidence base for desistance, developing our understanding and contributing to the evidence of how and why people stop offending.

Share best practice, evidence and knowledge of reoffending for priority crime types such as knife crime, hate crime, cybercrime and domestic abuse to inform strategy and commissioning.

Strategy:

- Support and grow the third sector in working with offenders and those at risk of offending
- Increase collaboration across the CJS post recent CJ reforms, reviewing and making recommendations for improving the system
- Include enhanced links with courts around data and services
- Review and develop further processes for service user input in service development
- Increase a shared information profile of reoffending in West Yorkshire
- Collaborate across custody, community and stakeholder agencies and regionally in strategic assessment, needs analysis and commissioning
- Explore reoffending for crime types to inform commissioning



## 2. Early identification and targeted interventions for those at risk of entering the CJS, or continuing within it, and breaking the cycle of intergenerational offending through work with families

We will:

Continue to drive early intervention measures that prevent young and or other vulnerable groups of people entering the CJS.

Interweave the five WYP district early intervention plans with wider partnerships across our local communities. Build on Positive Futures work by ensuring safeguarding hubs work closely with youth offending services, schools and children and adult social care to develop policy and practice.

Review the use of out of court disposals to establish a position of increased partnership working and third sector support.

Support liaison and diversion services to deliver effective responses to mental health needs.

Prioritise early intervention work around the issue of gangs and the carrying of weapons.

Strategy:

- Deliver a collaborative early intervention approach testing out innovative solutions for early intervention
- Review criminal justice diversion strategies for appropriate offender cohorts and advise the LCJB and partners on future action
- Work closely with the troubled families programme, criminal justice and third sector partners to support the reduction of intergenerational crime
- Review and inform the use of out of court disposals
- Develop a focused early intervention strategy for young people and gang related reoffending





### 3. Effectively target work of CJS to areas with greatest impact on reduction of reoffending to make best use of resources

We will:

Continue, through the Integrated Offender Management (IOM) system, to proactively work with persistent and prolific offenders and those that bring greatest risk and harm to the community, targeting:

- High risk of reoffending
- High risk of harm
- Female offenders at greatest risk of reoffending
- Young people transitioning to adulthood where there are significant reoffending concerns or exposed to negative influences.

Support the Community Rehabilitation Company (CRC) providing services and supervision for low and medium risk offenders serving less than 12 months in custody and community orders.

Target prioritised offenders through IOM hubs located in prisons in partnership with the CRC and local services.

Work, in conjunction with the National Crime Agency (NCA), implement the Serious and Organised Crime Strategy, to manage organised crime groups and dangerous offenders.

Pay particular attention to knife crime, working across agencies to address reoffending in this area.

Strategy:

- Ensure a consistent IOM strategy with clear governance arrangements targeting those at highest risk of reoffending and of harm working effectively with our CRC and communities
- Focus early intervention and diversion schemes for some offender cohorts where this has been shown to be an effective alternative to short sentences
- Review transitions to adulthood and how this can be further supported through IOM across West Yorkshire
- Deliver a knife crime strategy led by WYP working with the community and partner agencies to reduce knife related reoffending
- Work collectively to identify gaps in service provision for those on the IOM group and work to meet those gaps



#### 4. Ensure there are effective pathways to meet recognised critical needs to reduce reoffending

We will:

Work collectively to deliver pathways to:

- Accommodation
- Education, training and employment
- Health and social care
- Drugs and alcohol support
- Finance, benefits and debt support
- Children, families and relationships support
- Attitudes, thinking and behaviour support

Focus on delivering pathways for females with specific needs to reduce reoffending, in particular:

- Support for women who have experienced domestic abuse or sexual abuse
- Support for women involved in sex work including those involved as a result of slavery

Strategy:

- Work with CSPs, LAs, landlords and third sector to support offenders into suitable housing in the community
- Work with the Local Economic Partnership (LEP), CRC, Department for Work and Pensions, LAs, Prisons and wider community to give ex-offenders an equal opportunity at securing employment
- Support opportunities to divert those with mental health issues away from the CJS, particularly supporting the development of opportunities for liaison and diversion
- Support strategies for continuity of care from custody to community for mental health, substance misuse and alcohol support
- Review substance misuse services to improve take up by the CJ population and increase continued engagement on release from custody
- Work with the Troubled Families Programme, YOTs and new family services provision in custody to strengthen support for offenders in custody and their family
- Ensure all offenders have access to clear advice and information about benefits for them and their families and support for finance management, accessing benefits and managing debt
- Ensure a tailored approach to commissioning programmes that support the development of thinking and social problem solving skills and evidence based interventions





**5. Develop a focused approach to support female offenders with co-ordinated commissioned services**

We will:

Draw on the existing network of women’s centres across WY, and learning from the WY local diversion pilot (Together Women Project and WYP) and other initiatives, to develop and support a whole system approach for female offenders focusing around custody diversion. In 2016, 70% of women receiving a custodial sentence received a sentence of 6 months or less. Women tend to commit low level crime with regionally the main offence type for women being shoplifting.

The Commons Select Committee recognised that;

‘Prison is an expensive and ineffective way of dealing with many women offenders who do not pose a significant risk of harm to public safety’

We will embrace the MoJ national strategic approach for female offenders building on the review by Baroness Corston (2007)<sup>5</sup> and the Whole System Approach pilots, ensuring diversion and collaborative service commissioning for female offenders and their families.

Strategy:

- Work across agencies, including health and victim services, to ensure sufficient interventions<sup>6</sup> to reduce the likelihood of offending and reoffending for victims of abuse
- Develop a whole system approach for female offenders in West Yorkshire prioritising appropriate CJ and custodial diversion and a collaborative service commissioning
- Work with women involved in sex work, human trafficking and modern slavery to develop and commission support services based on need



## 6. Ensure we reflect the needs of over-represented populations in the CJS and recognise inclusion and diversity

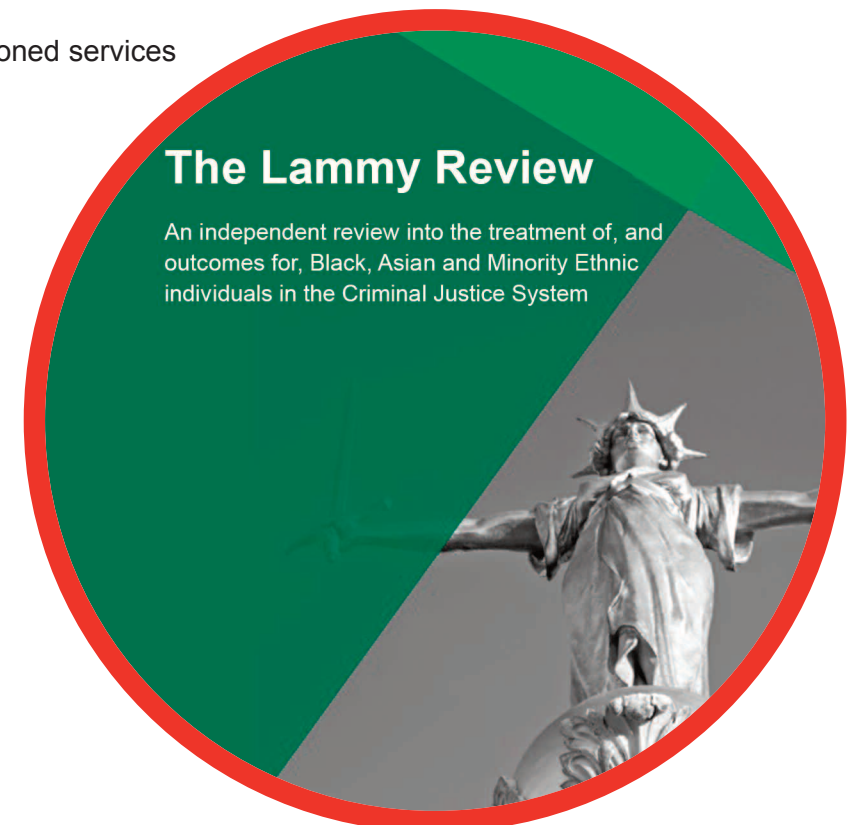
We will:

Review the recommendations of the Lammy Review<sup>7</sup> to establish local actions reflecting the priorities of the review.

Develop our understanding and responses to other over-represented groups in the CJS, including those with learning difficulties (particularly autism), care leavers and veterans of the armed forces.

Strategy:

- Develop, implement and monitor an action plan in relation to the Lammy Review
- Improve identification and support for care leavers in the CJS
- Improve support for veterans within the CJS
- Increase knowledge of those with learning difficulties in the CJS informing commissioned services and CJ process



This strategy supports the delivery of the WYPCP and the work of the LCJB through increased partnership working to reduce reoffending and crime.

Strategic ownership of the strategy sits with the LCJB. The Board is chaired by the PCC and has representatives from across the Criminal Justice System: West Yorkshire Police, Her Majesty's Prison and Probation Services, Youth Offending Team, Community Safety Partnerships, Community Rehabilitation Companies and NHS England Custodial Commissioners.

The LCJB is supported by a Reducing Reoffending Board (RRB) to drive delivery. Additionally, the RRB updates associated groups on progress, including the CSP Forum and the Partnership Executive Group (PEG).

A broad and representative Third Sector Advisory Group will work with the RRB on ongoing strategy development and delivery, complimented by service user engagement.

Both the LCJB and RRB meet quarterly and governance arrangements will be supported by:

- An effective and balanced intelligence and performance management framework
- An inclusion and diversity framework
- The strategy and delivery plan will be updated to reflect contemporary thinking for reducing reoffending and local conditions

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