

CITY OF
WOLVERHAMPTON
COUNCIL

Adults and Safer City Scrutiny Panel

10 April 2018

Time 6.00 pm **Public Meeting?** YES **Type of meeting** Scrutiny

Venue Committee Room 3 - Civic Centre

Membership

Chair Cllr Linda Leach (Lab)
Vice-chair Cllr Patricia Patten (Con)

Labour

Cllr Dr Michael Hardacre
Cllr Rupinderjit Kaur
Cllr Lynne Moran
Cllr Anwen Muston
Cllr Rita Potter
Cllr Tersaim Singh

Conservative

Cllr Barry Findlay

Quorum for this meeting is four Councillors.

Information for the Public

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Agenda

Part 1 – items open to the press and public

Item No. *Title*

MEETING BUSINESS ITEMS

- 1 **Apologies**
- 2 **Declarations of Interest**
- 3 **Minutes of previous meetings** (Pages 3 - 6)
- 4 **Matters arising**

DISCUSSION ITEMS

- 5 **Adults and Safer City Scrutiny Panel - work programme** (Pages 7 - 8)
[Earl Piggott-Smith, Scrutiny Officer, to present report]
- 6 **Black Country Reducing Reoffending Strategy** (Pages 9 - 42)

Attendance

Members of the Adults and Safer City Scrutiny Panel

Cllr Barry Findlay
Cllr Dr Michael Hardacre
Cllr Linda Leach (Chair)
Cllr Anwen Muston
Cllr Rita Potter

Employees

David Watts	Service Director Adult Services
Jas Kakkar	Lead Commissioner
Earl Piggott-Smith	Scrutiny Officer

Part 1 – items open to the press and public

Item No. *Title*

- 1 Apologies**
Apologies for absence were submitted on behalf of Councillors Moran, Patten, Mattu and Tersaim Singh
- 2 Declarations of Interest**
No declarations of interests were made.
- 3 Minutes of previous meetings**
Resolved:
That the minutes of the previous meeting held on 7 November 2017 be approved as a correct record and signed by the Chair.
- 4 Matters arising**
The panel expressed their concern about the delay in receiving a response from the scrutiny manager to a complaint about the reports being published after the agreed deadline. The scrutiny officer agreed to refer the matter to the scrutiny manager for a response.
- 5 Quality Assurance and Compliance Update**
David Watts, Service Director Adults, introduced the report and invited panel members to comment on the content. The Service Director explained that the report

covers both adults and children's but the focus of discussion will be services provided to adults.

The panel queried a concern raised by a resident that their needs had not been assessed six months after moving into a residential home. The Service Director advised that a care assessment would be done before a person was moved and agreed to investigate and contact the Councillor directly.

The panel queried the frequency of visits made by members of the quality assurance and compliance team and how visits are co-ordinated with those made by Care Quality Commission (CQC). Jas Kakkar, Lead Commissioner, explained that the team works closely with the Quality Nurse Advisors from the CCG to plan visits to homes during the year. The team will discuss with providers any actions plans produced following an inspection and help them to improve the quality of services – for example, sharing good practice from other establishments.

The Service Director explained that the Council can suspend further admissions where there are serious concerns and prevent new admissions until the required improvements have been completed. A decision to suspend or re-instate admissions to a home is taken by the Service Director.

The panel queried what checks are done to ensure the necessary care is provided as part of domiciliary visit to a service user and whether it was sufficient for their needs. The Lead Commissioner advised the panel that she was confident that the current monitoring arrangements provide information about the time spent during a visit. The system records the time the carer arrives and leaves and we will review the situation if they are spending more time or less time on tasks based on the previous assessment of needs. The situation will be reviewed and changes made as appropriate to the care package in discussion with the service user and their family members. The system would also record missed visits. In addition, a social worker will visit the service user to check if their care needs have changed and their views on the quality of care provided.

The Service Director added the Council want to encourage people to raise concerns about the quality of care and not to feel concerned that it will be held against them. The Lead Commissioner added that the service is working with representatives of Wolverhampton Healthwatch to collect information about the user experience. The Lead Commissioner added they Healthwatch are being more independent and this will hopefully encourage service users to share any concerns about the care they are receiving.

The panel commented suggested that the structure of the report was difficult to follow as it included details of both children and adults. The panel suggested that in future they would like a progress report to focus on the provision of services to adults. The panel commented that section 3 of the report should be redrafted to make clear the role of the regulator.

The panel commented that the paragraph 3.4 of the report contains errors in the calculation about the rating of nursing homes and needs to be checked and redrafted. The Service Director accepted the comment and agreed to make the necessary changes to the content of the report.

The Service Director added that the rating given by CQC of a nursing home can be affected by issues such as change in management and a high turnover staffing

changes – which result in homes being graded down on management score that affects the overall rating given to the home.

The Lead Commissioner, added that where there are concerns about a nursing home that staff from the service will make more regular visits, some of which are unannounced, to check that progress is being made to make the changes detailed in the improvement action plan.

The panel discussed the training and support given to lay volunteers who to be able to ask the appropriate questions to provide reassurance that examples of poor care are identified and the necessary action taken. The Lead Commissioner explained the good practice is shared with volunteers to help them to understand what ‘good care’ looks like.

The panel commented on the value of desktop intelligence exercises but also it was important to get information directly from users when making judgements about the quality of care provided to vulnerable people by a provider.

The panel suggested para 4.3 of the report should include details of the number of suspensions of placements, contract defaults and contract termination. The panel suggested that the information should cover a three-year period so that trends could be identified. The Service Director Adult Services agreed to provide the information and make changes to future reports. The Service Director suggested that the report for each establishment could also include more detail about the reasons for the decision and if for example, placements have been suspended previously for the same home.

The panel discussed the willingness of care staff to report concerns about the quality care provided. The Service Director explained that there is a general requirement for all care establishments to have a whistleblowing policy and that staff should feel confident to report any concerns. The Service Director added that the service will also collect information from other sources to help to identify examples of inferior quality care.

In addition, the Council also undertakes a bi-monthly case file audit to look in detail at case notes and make recommendations about what can be improved and specific issues are taken forward by senior management team.

The Chair commented on the valuable information and training provided by the Head of Safeguarding and encouraged panel members to make enquiries, as it would help members to better understand the work being done to support vulnerable people.

The panel asked the Lead Commissioner to set out future challenges for the service and key priorities for 2018. The Lead Commissioner commented that the key aim of the service will be to sustain the improvements made so far and to continue working with providers. The Lead Commissioner commented that there are seven people in the Quality Assurance and Compliance Team - the service is being restructured and there is a plan to appoint a Quality Assurance Manager to the team.

Resolved:

1. The Service Director agreed to make the suggested changes to the layout and content of future reports to the panel summarising findings from the annual programme of all registered social care providers.

2. The Service Director to provide the panel with an analysis of number of suspended placements, contract defaults and contract termination during the previous three years.

- 6 **Mental Capacity Act - Deprivation of Liberty (report to follow)**
David Watts, Service Director Adults, explained that the report should have been removed from the agenda as no further progress has been made in taking forward the recommendations of the Law Commission to current rules relating the circumstances that would trigger an independent assessment regarding deprivation of liberty safeguards. The Service Director advised that a panel that a decision on any changes to the legislation is unlikely for some months. The panel will be advised of any policy changes.

Adults and Safer City Scrutiny Panel 2017/18

Draft Work Programme

Agenda Item No: 5

10.04.2018	<ul style="list-style-type: none">• Reducing Reoffending Strategy Consultation
12.06.2018	<ul style="list-style-type: none">• Safer Wolverhampton Partnership Annual Report• Modern Slavery – update report
25.09.2018	
27.11.2018	
29.01.2019	
26.03.2019	

Long list of topics 2017/18 - dates for presentation and method of scrutiny to be agreed

1. Quality of Care – issues of quality assurance - Sarah Smith, Head of Commissioning
2. Adult Education
3. Draft People Directorate Commissioning Strategy – 13.6.17
4. Responding to Serious and Organised Crime - To provide an outline of partnership proposals to address serious and organised crime in the city and the Council's contribution. (Karen Samuels – CWC Community Safety/Chief Inspector Karen Geddes – West Midlands Police/Andy Moran – CWC Procurement)

Briefing notes for distribution via the Document Library:

1. Fatal Contraband and Alcohol - Update requested from meeting in July 2016 – Sue Smith agreed to lead
2. Crime Reduction and Community Safety and Drugs Strategy Update – request from meeting held in July 2017 – Karen Samuels and David Watts
3. Supporting a Safe and Seamless Transfer from Specialist Care or Hospital Setting – Update to be provided following meeting on 31 January 2017 (David Watts).
4. Better Care Fund – Update requested at meeting held on 31 January 2017.
5. Dementia City – Update on how GP services could be improved, any identified strengths and weaknesses and if possible data on which GPs were reporting incidents – lead Kathy Roper

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Adults and Safer City Scrutiny Panel

10 April 2018

Report title	Black Country Reducing Reoffending Strategy Consultation	
Cabinet member with lead responsibility	Councillor Paul Sweet Public Health and Wellbeing	
Wards affected	All	
Accountable director	Mark Taylor, Strategic Director	
Originating service	Community Safety	
Accountable employee(s)	Karen Samuels	Head of Community Safety
	Tel	01902 551341
	Email	Karen.samuels@wolverhampton.gov.uk
	Lynsey Kelly	Community Safety Manager
	Tel	01902 550042
	Email	Lynsey.kelly@wolverhampton.gov.uk
Report to be/has been considered by	Safer Wolverhampton Partnership Board	20 April 2018
	Senior Management Team	22 May 2018
	People Leadership Team	04 June 2018
	Strategic Executive Board	05 June 2018
	Cabinet	11 July 2018

Recommendation(s) for action or decision:

The Scrutiny Panel is recommended to:

1. Comment on the draft Black Country Reducing Reoffending Strategy.
2. Approve in principle the draft strategy proposal.
3. Agree to receive an update on the outcome of the public consultation to panel meeting on 27 November 2018.

1.0 Purpose

- 1.1 The members of Safer Wolverhampton Partnership are working with partners from the Black Country, which include Dudley, Sandwell and Walsall to develop a strategy to reducing reoffending across the Black Country area.
- 1.2 Managing repeat offenders is key national priority – it is estimated that around half of all crime is committed by individuals with previous convictions with an estimated cost to the taxpayer of £9.5 to £13.0 billion per year. A high number of offences are committed by a very small group of individuals.
- 1.3 The panel are asked to contribute to the consultation on the draft Black Country Reducing Reoffending Strategy Document which sets out plans for achieving this. The consultation ends on 8 May 2018.

2.0 Background

- 2.1 The Crime and Disorder Act 1998 sets out a statutory obligation for Community Safety Partnerships (CSP) to produce a strategy to reduce reoffending.
- 2.2 The Community Safety and Harm Reduction Strategy 2017-2020 underlines the commitment from Wolverhampton to reducing reoffending across the city. This commitment is strengthened by the development of the Black Country Reoffending Strategy Document.
- 2.3 The decision was taken by Wolverhampton, in collaboration with CSPs from Dudley, Sandwell and Walsall and support from the National Probation Service, Community Rehabilitation Company and Youth Offending to produce a joint Black Country Reducing Reoffending Strategy. Several factors influenced this decision, namely:
 - The close geography and demographics of the Black Country area
 - Offending behaviour spanning across authority areas
 - Financial and capacity constraints, and organisational changes across partners agencies
 - To align to the strategic ambitions of the West Midlands Combined Authority and the Police and Crime Commissioner
 - To provide value for money, improve intelligence and allow for joint commissioning

3.0 Progress

- 3.1 The Document (Appendix 1) has been written in collaboration with CSPs across the Black Country and the National Probation Service, Community Rehabilitation Company and Youth Offending. These agencies have provided performance data, and, this combined with local knowledge and intelligence from West Midlands Police have informed the priorities listed within the document.

3.2 All partners agreed three main overarching priorities:

- **Prevention:** Development of a model which will provide early identification and interventions preventing offending and re-offending.
- **Reducing Reoffending:** Strengthening pathways to prevent the cycle of reoffending.
- **Reducing the Risk of Harm:** Management of high risk offenders and targeting of key cohorts to reduce reoffending and the seriousness of offences committed.

3.3 Each priority has a list of identified outcomes

Priorities	Outcomes
Prevention	Development of a prevention model to achieve: <ul style="list-style-type: none">➤ Earlier identification and engagement into support➤ Improved use of civil interventions➤ Increased victim resilience (including children where appropriate)➤ Improved communication and awareness➤ A 'whole family' approach
Reducing Reoffending	<ul style="list-style-type: none">➤ Reduced repeat offences (adult and youth)➤ Strengthened pre-release support➤ Improved care pathways to challenge attitudes and behaviour➤ Increased successful court outcomes➤ Reduced volume crimes
Reducing the Risk of Harm	<ul style="list-style-type: none">➤ Development of risk-based stepped model for volume offenders➤ Reduced escalation of risk➤ Disruption of organised criminality

3.4 An action plan will be developed by each Black Country area to ensure that local delivery is tailored to meet need and to drive forward the commitments made within the strategy document. A local action plan will allow for local distinctions to be recognised and will focus delivery as identified by each CSP.

3.5 A performance framework will be developed once the strategy has been approved, which will monitor delivery and allow for scrutiny if required.

4.0 Consultation

4.1 The draft Black Country Reducing Reoffending Strategy Document is currently out for consultation, which is due to end on 8 May 2018. The consultation is available electronically as a [Survey Monkey Questionnaire](#) and as a paper copy for both individuals and groups to complete. A paper copy can be sent by email: safes@wolverhampton.gov.uk or telephone 01902 550042.

4.2 Each Black Country CSP is using the same consultation document so that views and opinions can be collated for the region.

- 4.3 Within Wolverhampton the consultation document has been shared and published widely using the following forums:

Wolverhampton Voluntary Sector Council	Youth Groups
X2Y	Youth Offending Service
Community Cohesion Forum	Community Rehabilitation Company
SWP Board and Delivery Group	Stakeholders
Councillors	Police and Crime Commissioner
Social Media – Facebook, Twitter	City People
West Midlands Police	National Probation Service
Youth Council	

5.0 Financial implications

- 5.1 There are no direct financial implications for the City of Wolverhampton Council, Wolverhampton CSP receives an annual grant allocation from the West Midlands Police and Crime Commissioner to deliver services which align to the partnerships strategic priorities.
- 5.2 The strategy, once finalised will be used across all four CSPs to inform delivery and as such, a contribution will be made by each Black Country area to the development and printing of the document.
- 5.3 Each Black Country area will fund, via their CSP grant, activities within their local area.
- 5.4 Joint service commissioning will be considered if it is identified as best practice and provides value for money.

[NM/28032018/Q]

6.0 Legal implications

- 6.1 The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 (the regulations), was created following ss6 and 114 of the Crime and Disorder Act 1998 (the Act).

Regulation 3 requires the creation of strategy groups in each areas, the function of which is to prepare strategic assessments and prepare and implement a partnership plan for the area on behalf of the responsible authorities. This report has been compiled under this remit.

Section 6(1)(c) of the Act requires the responsible authorities for a local government area to formulate and implement a strategy for the reduction of re-offending in the area. This report is produced in order to fulfil this statutory duty.

The Act itself recommends partnership working as widely as possible, and although it does not impose partnership working with adjacent authorities, working across the Black Country is the obvious way forward and would be supported by both the Act and the Regulations.

Under section 6(8) of the Act, implementation of a strategy includes keeping it under review to monitor its effectiveness, and making changes as and when they appear necessary, so this policy will require reviewing on a regular basis.

Regulation 12, dealing with Community Engagement, requires a wide consultation exercise for the preparation of the strategic assessment, specifically to obtain the views of persons and bodies who live or work in the area, about the levels of patterns of re-offending and matters that should be prioritised to reduce re-offending.

This exercise will therefore fulfil all the statutory requirements imposed on the City of Wolverhampton Council in relation to its initial re-offending policy.

[LW/29032018/B]

7.0 Equalities implications

7.1 It is recognised that the strategy will positively discriminate to ensure those who are at greater risk of reoffending receive the correct support, however a full equalities assessment will be completed once the consultation period is over as this may contribute to and/or inform the assessment. A full equalities assessment will be completed before the final Black Country Reducing Reoffending Strategy document is completed.

8.0 Environmental implications

8.1 None

9.0 Human resources implications

9.1 None

10.0 Corporate landlord implications

10.1 None

11.0 Schedule of background papers

11.1 None

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Black Country Reducing Reoffending Strategy 2018 - 2020



safe & sound
Dudley's Community Safety Partnership



Wolverhampton
A Safe City
Operating as Wolverhampton's Local Police & Crime Board



Safer Sandwell Partnership
Local Police and Crime Board



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Section 1 – Foreword [To be inserted upon completion]

[CSP Chair photos to be inserted]

Section 2 - Executive Summary

[Insert following completion]

Section 3 - Introduction

Managing repeat offenders remains a key priority not only for the Black Country but nationally. Statistics estimate that 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. A high number of offences are committed by a very small group of individuals, termed Prolific and Other Priority Offenders (PPOs).

The model of Integrated Offender Management (IOM) is used in the management of offenders with the West Midlands authority areas having a history of being amongst the highest performing in the country. IOM brings together all agencies, including police, probation, local authority, drug treatment services and a range of third sector providers working closely together to cut reoffending through the targeted management of youth and adult offenders. As these successes were not replicated on a national scale, however, a significant shift in national policy was introduced with an unprecedented overhaul of criminal justice agencies with the aim of strengthening the approach to rehabilitate offenders.

National Context

Reducing reoffending remains a national priority with responsibility shared across a number of government departments including the Home Office, Ministry of Justice and the National Offender Management Service. Legislative change has driven restructures across Her Majesty's Prison and Probation Services, with the Offenders Rehabilitation Act 2014 changing the way adult services are provided nationally and extending the scope of these services to more offenders. Similarly, legislative change such as Legal Aid, Sentencing and Punishment of Offenders Act 2012 and the Anti-social Behaviour, Policing and Crime Act 2014, have introduced revisions to the criminal justice responses for youth offending, and the civil interventions available to agencies respectively.

Regional context

The West Midlands Combined Authority (CA) aims to work across the West Midlands area with strategic and third sector partners to address offending. The CA have a particular focus on reducing repeat offending and working to invest upstream using tools and incentives rather than managing those who have reoffended. The CA has several key areas of focus which will complement the strategy, which include;

- Understand children and young people's pathways and profile
- Benchmark current interventions and service provision - cost, outcomes, governance
- Review research and best practice nationally, regionally and internationally
- Explore Adverse Childhood Experiences (ACES) and the effect they have on offending behaviours.

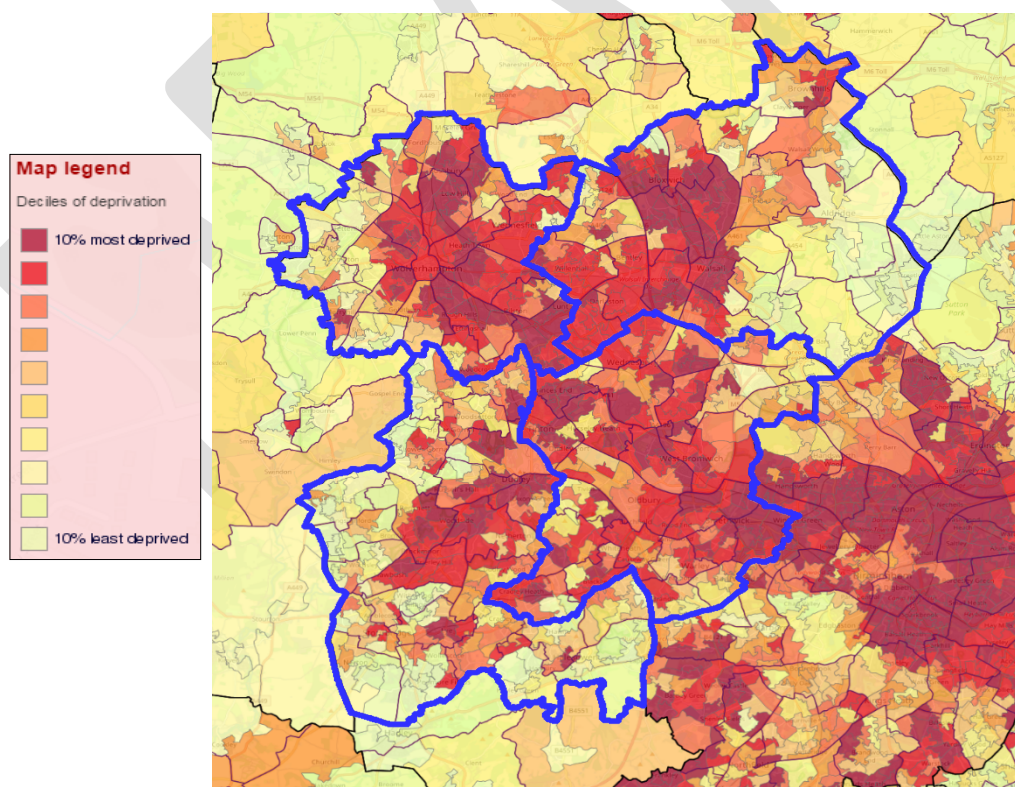
The West Midlands Police and Crime Commissioner (PCC), has committed to working with partners across the West Midlands area to reduce reoffending and to support offenders away from criminality. Offender management remains a high priority for the PCC, who will work with partners to minimise the levels of reoffending in the West Midlands area. The Police and Crime Plan 2016-2020 developed by the Office of the PPC sets out in detail how they will aim to reduce reoffending across the West Midlands area.

Sub Regional context

Recognising local variations of need and delivery of response, each area will develop its own action plan to drive delivery within its area. Reoffending behaviour may be impacted by differing variables such as retail locations, regeneration developments or population which need a tailored intervention and have differing services to respond. whilst ensuring delivery in one area does not impact negatively on another. Oversight of performance responsibilities will remain with each CSP with opportunities for joint working and sharing of good practice.

Section 4 - Demographics

The map below illustrates the four local authorities (LAs) that make up the Black Country - it is shaded according to deprivation levels designated by the Index of Multiple Deprivation (IMD)¹.



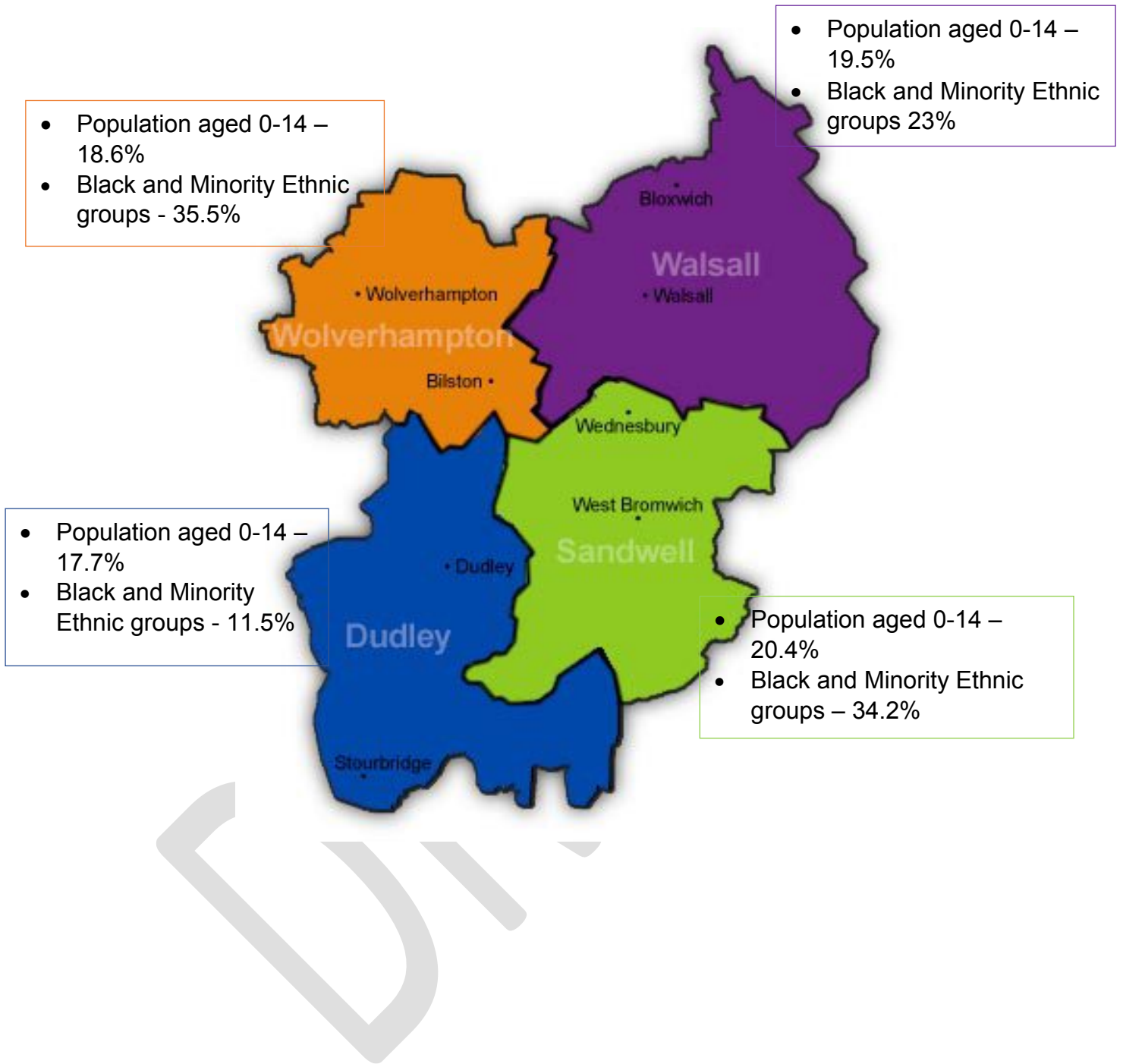
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¹ <http://dclgapps.communities.gov.uk/imd/idmap.html>

The IMD is divided into 'domains' of deprivation – displayed in the corners of the map, alongside the IMD overall ranking, are the rankings of each LA in terms of the 'Crime' domain.

The Black Country is a sub-region of the West Midlands located to the west of Birmingham. It gained its name in the mid-19th century due to the smoke from the many thousands of iron foundries and forges. Today the Black Country covers the three Metropolitan District Council areas of Dudley, Sandwell, Walsall and the City of Wolverhampton. The region is 356 square kilometres and has a population of 1,166,420. Dudley has the largest population with 313,600; Sandwell has 311,300, Walsall 270,900 and Wolverhampton with 251,900.

- The age breakdown for the Black Country shows that 50.8% are aged 25 to 64. 20.7% (241,096) are aged under 16 years which is higher than the percentage rate for England (19%). Conversely Dudley has the largest percentage of people aged 60 and over (25.2%) and Sandwell the smallest (20.1%).
- Within the Black Country there are 260,552 (22.9%) people who are described as belonging to the Black and Minority Ethnic groups, 29,665 (2.7%) of the population cannot speak English well or at all.
- The Black Country is significantly worse than England when comparing income deprivation, child poverty and older people in deprivation. Income deprivation in this area is 21.6% or 247,465 affected people. 61,104 older people (aged 60+) only have their pensions to live on. Unemployment in the Black Country affects 24,448 (3.4%) of the population in this area with 7,145 (9.9%) having been unemployed for a year or more. 7.1% (32,877) of people in the Black Country are living in overcrowded accommodation.
- Health indicators for the sub-region show that 234,991 (20.6%) of the population are living with a limiting long-term illness or disability. 135,509 (15.6%) of the adult population are recorded as binge drinkers, 41,909 of hospital admissions between 2011 and 2016 were for alcohol related harm.



Section 5 - Adult and Youth Reoffending

Reoffenders

April 2015 – March 2016

Out of 21536 offenders
6436 reoffended

29.9%

5466
84.9%

970
14.1%



April 2014 – March 2015

Out of 20548 offenders
5900 reoffended

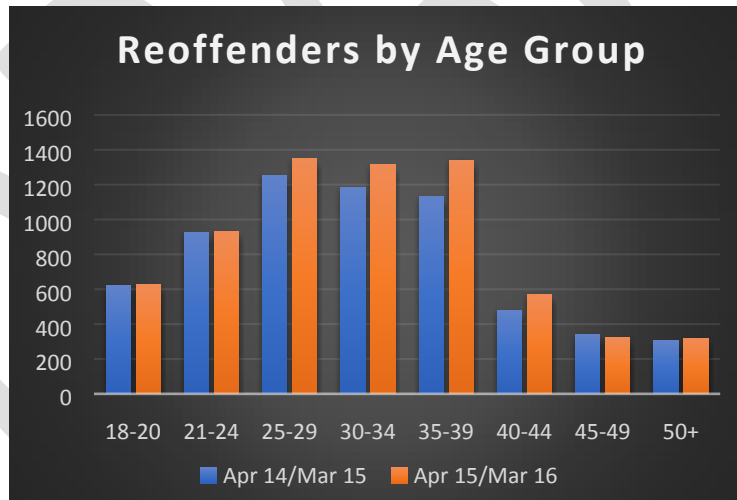
28.7%

4938
83.7%

962
16.3%

April 15 – March 16
Violence against a person
859 Offenders
211 Re-offenders
24.5%

April 15 – March 16
Possession of a weapon
200 Offenders
109 Re-offenders
54.5%



April 15 – March 16
Sexual Offences
133 Offenders
19 Re-offenders
14.3%

April 15 – March 16
Drug Offences
1063 Offenders
247 Re-offenders
23.2%

Youth Reoffenders

January 2015 –December 2015

Cohort 956
Reoffenders 393
Re-offences 1280
Reoffences per Reoffender **3.25**



January 2014 –December 2014

Cohort 985
Reoffenders 381
Re-offences 1140
Re-offences per Reoffender **2.99**

Managing Youth Offenders

The challenge for Youth Offending Teams (YOTs) is to continually evolve to meet the changing needs and issues of the cohort of young people it is working with. Although exact priorities at a sub-regional level depends on, and reacts to local information, each Black Country YOT does identify the following as areas for priority:

- **Childhood adversity and impact upon offending behaviour**
Practitioners may benefit from becoming better aware and informed of abuse, loss, trauma and attachment, resilience to understand the most effective ways to engage, change behaviour and secure positive outcomes. This is an area of focus being undertaken collaboratively with the WMCA.
- **Desistance and foundations for change** (Inc. education, Special Educational Needs and Disability (SEND) and speech, language and communication)

Planning and intervention increasingly focusing on positive foundations for change. Closer working is needed with education services and we have recently started a partnership with the virtual schools for vulnerable children. The Youth Justice System (YJS) performance and partnership board are working closely with the Clinical Commissioning Group (CCG) to better understand speech, language and communication needs of young people in the YJS with a view to improving resources and pathways.

- **Crime Prevention**

Numbers of young people receiving convictions at court are reducing in line with the increase in numbers we are engaging with through out of court disposals. A challenge is to find the correct balance between statutory Court work and pre-court focus on Police disposals, or particular cohorts e.g. girls and looked after children.

- **Serious Violence and emerging issues**

Such issues evolve, but currently involve exploitation 'county lines', urban street gangs, knife crime, and an ongoing focus on Child Sexual Exploitation (CSE).





- **Transition from youth to adult**

This area requires on-going focus and collaboration between youth and adult agencies.

N.B. Datasets of live reoffending information are not immediately comparable at this time; therefore, the indicator is the Youth Justice Board datasets, produced quarterly.

Managing low to Medium Risk Adult Offenders - Community Rehabilitation Company

Adult reoffending across the Black Country was higher than anticipated during October '15 – September '16.

Area	Expected Reoffending Rate	Actual Reoffending rate
Dudley 	39.58%	46.02%
Sandwell 	32.29%	38.16%
Walsall 	42.14%	47.19%
Wolverhampton 	36.78%	40.35%

General observations and key priorities for the Black Country area are:

- Service users who have been the perpetrator of **Domestic Violence** show **average** rates of re-offending (42.81%) compared to the general cohort. ²
- Service users who have a **Child Protection** flag show **higher than average** rates of re-offending (57.39%) compared to the general cohort. (expected rates 44.01%)
Priority: Child protection information sharing is improved and a streamlined flow of information is improved between existing forums such as Multi Agency Risk Assessment Conference (MARAC), One Day One Conversation (ODOC), Multi Agency Safeguarding Hub (MASH) and that cohorts where this is an identified risk factor are developed
- Service users with **Mental Health** challenges show **higher than average** rates of re-offending (57.83%) compared to the general cohort. (expected rates 40.68%)
Priority: Improve the provision and access of mental health services including priority access for those identified as part of a reducing reoffending pathway or within criminal justice services.
- Service users with an identified **substance misuse** issue or **drug rehabilitation requirement** show **higher rates** of re-offending (65.53%).
Priority: Improve the provision and access of drug and alcohol treatment services including priority access for those identified as part of a reducing reoffending pathway or within criminal justice services.

² Though DV perpetrators not meeting the threshold for criminal charging will not be reflected in this figure.

- Service users identified as **homeless** show **significantly higher rates** of re-offending - 82.50% compared to 38.36% for those with settled accommodation. The expected re-offending for homeless Service Users is 48.25%.
Priority: Increase access to stable and sustainable accommodation options especially for those leaving custodial establishments.
- Service users identified as **unemployed** also show **disproportionately higher rates** of re-offending – 60.63% compared to 32.80% for those with employment.
Priority: Increase credible and sustainable opportunities for ex-offenders including preparation for employment and increased support from local business.

Focus on Dudley

There was a higher than expected re-offending shown in **female** Service users. Observed rate of 48.23% compared to an expected rate of 39.56%.

Highest rates of offending in Dudley were:

Theft (non-motor) ³	79.31%
Burglary (domestic/from dwelling)	61.11%
Handling stolen goods	60.00%
Theft (from vehicles)	60.00%
Taking and driving away (plus related offences)	60.00%

Focus on Sandwell

Sandwell saw higher rates of re-offending than the Black Country trend for 18-21-year-olds.

Highest rates of offending in Sandwell were:

Theft (non-motor)	70.00%
Burglary (other)	66.67%
Other motoring	47.54%
Handling stolen goods	42.86%
Burglary (domestic/from dwelling)	38.89%

Focus on Walsall

Less significant reductions in Highest rates of offending in Walsall were: re-offending observed for the 18-24-year-old service users than generally across the wider Black Country area.

Robbery #Note low volume	100.00%
Theft from vehicles	80.00%
Theft (non-motor)	74.00%
Burglary (domestic/from dwelling)	67.65%
Other motoring	59.46%

³ Denotes that crime type is common in all areas of the Black Country

Service Users with a domestic violence flag show much increased re-offending rates in Walsall which is atypical of the observed trends across the wider Black Country area.

Focus on Wolverhampton

Highest rates of offending in Wolverhampton were:

Theft (non-motor)	88.83%
Theft from vehicles	57.14%
Burglary (domestic/from dwelling)	56.67%
Burglary (other)	50.00%
Criminal damage	45.45%

Managing High Risk Adult Offenders - National Probation Service

The National Probation Service (NPS) has responsibility for the completion of Pre-Sentence Reports at Court and thereafter, the correct allocation of work to either the Community Rehabilitation Company (CRC) or NPS. The key factor for allocation is 'risk of serious harm'. High / Very risk of serious harm cases are allocated to NPS, with most other work (low/medium risk) is allocated to CRC. At any point during the sentence the CRC can escalate a case to NPS if the risk of harm is assessed as increasing to high.

All offenders are assessed to identify factors that are linked to the risk of re-offending and the risk of harm. A risk management plan and sentence plan are compiled with the purpose of reducing both the risk of re-offending and risk of harm.

Re-offending data assists with identifying the key need areas:

Relationships: Working with offenders to build healthy and sustainable relationships with their families/children/others which will create support networks to deter re-offending (appropriate risk management needs to be in place to protect victims).

Thinking Behaviour: Direct offending behaviour work takes place via 1-1 supervision with NPS offender managers and where appropriate, attendance on Accredited Group Programmes that are specific to the type of offending. The aim of such programmes is to challenge inappropriate thinking and to provide the skills to alter behaviour in the future. There is also an increased focus on screening cases that maybe responsive to interventions via the Personality Disorder Pathway.

Lifestyle and Associates: Providing support for service users to improve their lifestyle, this may include assistance with employment, training and education to build knowledge, confidence and increase financial stability. Support is also provided to help service users address friendships, encouraging healthy and mutually supportive relationship.

Closely linked to these three priority areas is addressing offender attitudes and aiding opportunities for service users to access employment, training or education which is suitable for them and matches with their skills and interests.

The NPS provides as standard assistance with accommodation, and support for drug and alcohol rehabilitation.

Focus for NPS in the Black Country area is to maximise successful completions of both community orders and custodial licences; this will increase the opportunity for offenders to complete offence focused work, in the form of 1-1 work and by attending accredited programmes. These may include sexual offending, violent offending programme and/or domestic abuse programmes.

Section 6 - Reducing Reoffending Priorities and Outcomes

Priorities for this strategy have been informed by analysis of data trends, organisational priorities and local need. These have been collated to identify key priorities which are shared and require a strong partnership focus. Whilst robust management of the highest risk offenders and those prolific offenders who commit high volume crimes remains a priority, increased emphasis is now placed on those offenders which commit the greatest harm to victims by their offending behaviour. This strategy therefore outlines a commitment to develop new approaches for earlier identification and intervention for those on the cusp of offending, strengthening the intervention pathways to reduce the reoffending risk such as mental health and substance misuse and will place a spotlight on offenders who pose the greatest risk and cause the greatest harm.

Part of the Focus for Youth Justice Services is around reducing the number of young people entering the YJS. An opportunity exists to build on existing preventative activity, which proactively engages young people who are at risk of offending and their families or those who have received an out of court disposal and risk escalating to Court for conviction. This strategy recognises that each Local Authority YOT may need to approach prevention activity through a localised lens however an opportunity exists to identify and share best practice as we continue to work together.

Prevention: Development of a model which will provide early identification and interventions preventing offending and re-offending.

Reducing Reoffending: Strengthening pathways to prevent the cycle of reoffending.

Reducing the Risk of Harm: Management of high risk offenders and targeting of key cohorts to reduce reoffending and the seriousness of offences committed.

Delivery Outcomes

Priorities	Outcomes
Prevention	Development of a prevention model to achieve: <ul style="list-style-type: none"> ➤ Earlier identification and engagement into support ➤ Improved use of civil interventions ➤ Increased victim resilience (including children where appropriate) ➤ Improved communication and awareness ➤ A 'whole family' approach
Reducing Reoffending	<ul style="list-style-type: none"> ➤ Reduced repeat offences (adult and youth) ➤ Strengthened pre-release support ➤ Improved care pathways to challenge attitudes and behaviour ➤ Increased successful court outcomes ➤ Reduced volume crimes
Reducing the Risk of Harm	<ul style="list-style-type: none"> ➤ Development of risk-based stepped model for volume offenders ➤ Reduced escalation of risk ➤ Disruption of organised criminality

Section 7 - Performance Framework

National frameworks are in place from which performance of youth reoffending (Youth Justice Board - YJB) and adult reoffending (Ministry of Justice - MOJ) is captured and compared. This binary system follows cohorts of offenders through the criminal justice system following sentence and tracks any re-offending over a period of time. A significant time lag of approximately 18 months exists with use of this data, due to the process of tracking offenders and any additional convictions, should they reoffend. Due to this lag, a variety of proxy measures and local performance toolkits are used by partners to capture more up to date performance, providing an in-depth insight into current offending patterns which includes detail on the seriousness of offences committed as well as the volume. The variable use of these however, means that only the MOJ and YJB published data allows for service comparison across geographic areas. Performance against this Black Country Reducing Reoffending Strategy will therefore use a mixture of both data sets to enable partners to respond promptly and flexibly to local trends and evidence what is or is not achieving positive impact.

Key Performance Indicators

Adults	Youths
Reoffending rates (those under supervision / proven)	Reoffending rates (those under supervision / proven)
SDVC outcomes	
Successful completion of community sentences (post custody release)	
Reoffending (DV perpetrators/ MARAC cases / IDIOM Data)	
Risk assessments completed (Think Family)	
Percentage of recalls (standard and fixed)	

Breach Timelines (NPS)	
Increased access and support to secure accommodation	
Support to access Education, Training and/or Employment	
Reduction in the use of Drugs and Alcohol	
Assistance to manage debts, finance and access benefits	
Support to build and/or maintain relationships with families and children	
Assistance to change attitudes, behaviours and thinking	

Section 8 - Delivering in Partnership

West Midlands Police and Integrated Offender Management (IOM)

West Midlands Police (WMP) has an established and effective Integrated Offender Management programme. In 2011, considerable investment was made in Offender Management Units (OMUs) as part of our preventative policing strategy at a time when austerity measures saw other forces scaling back IOM resourcing. This largely aimed at serious acquisitive crime (SAC) offenders, with the force enjoying unequalled success nationally in the reduction of SAC offending, who along with colleagues in SWM Probation Trust produced the lowest reoffending rates in the country.

In 2015 WMP began to explore the wider adoption of IOM methodology into other aspects of offending. It was determined that IOM would form part of their ambitious 2020 change program to ensure that any proposals for change would dovetail with the future organisational ambitions.

IOM is now seen as a key function of the “Geared to Prevent Harm” approach on which the WMP2020 programme was built and is a key element of the Intervention & Prevention (I&P) work to prevent and reduce crime, demand and vulnerability.

The IOM work stream was reviewed to deliver consistency through central management and co-ordination but crucially retaining local delivery within Neighbourhood Policing Units (NPU). This ensures local flexibility whilst delivering consistency in IOM business across the Force area.

The current model is also set up to prevent further offending across a wider breadth of criminality. Incorporating integrated case management approaches with partners for new and emerging crime types, as well as extending the reach with increased management of violent and organised offenders will help Police and partners to prevent further offending and better protect our communities from harm.

A key feature of the change included bringing Sex Offender Managers out of Public Protection and into Local Offender Management Units (LOMUs).

Benefits of the current approach

- ✓ Corporately managed / locally delivered IOM structure.
- ✓ Force-wide consistency and accountability that maintains strong local connection.
- ✓ Implements evidenced and effective practice across the whole force.

- ✓ 7 LOMUs within each of the seven Local Authority areas
- ✓ 4 pillar approach of Core Offenders, Vulnerability, Risk and Sex Offender Management.
- ✓ Potential to invest resources into activities which we know works and invest resources into dealing with people that pose either the highest risk of harm to communities or the highest opportunity to reduce reoffending.

Police and Prison Resettlement

WMP have also launched an innovative approach to resettlement for adults leaving local prison establishments (85% of all releases), with a small team of police officers and staff that work alongside prison and probation colleagues within those resettlement prisons. These officers aim to better share information and align supported interventions for managed offenders resettling back into our communities. We anticipate that this will pay significant dividend, enabling smoother and more successful integration, reducing the otherwise negative impact of offending triggers and barriers to desistance from crime. They create a vital link between offenders in prisons as they enter resettlement and community based offender managers/neighbourhood officers through a small but dedicated resource.

Probation Services

The Offenders Rehabilitation Act 2014 facilitated the Transforming Rehabilitation reforms in 2015. The reforms split probation responsibilities between newly formed CRCs managing low-medium risk offenders and the NPS for the management of high risk offenders. The legislative change also extended the scope of offenders eligible to access probation support and designated resettlement prisons introduced providing 'through the gate' support from custody to community during the last 3 months before release.

The IOM umbrella also includes Multi Agency Public Protection Arrangements (MAPPA), the process which brings agencies together to manage serious violent criminals and sex offenders.

Youth Offending Services

The aim of the Youth Justice system is to prevent offending and reoffending. Multiagency YOT's comprise staff from partner organisations who work together in co-location to improve outcomes for children and young people and enhance the safety of the community.

The YOT works with local crime reduction partners to work with those young people who present the greatest risk to communities and themselves, providing them with specific monitoring and support. This can include early engagement and prevention services as well as intensive surveillance and support which manages the highest risk young people. The YOT also leads in the local youth MAPPA targeting those young people who have the potential to cause the most harm in our community. There are

strong initiatives in relation to our 'Deter' cohort where young people who are of the highest concern in the community receive additional Offender Management.

Under statute, a local YOT is accountable to a YOT Management Board which oversees and scrutinises the work of YOTs. The YJB provides feedback to the partnership in respect of compliance with grant requirements such as secure estate placement information and National Standards and regional or national trends in Youth Justice that should shape and inform decision making in addition to our local intelligence.

YOTs will develop annual Youth Justice Plans to direct delivery with progress reported to CSPs which provide governance and oversight in line with the requirements of the Crime and Disorder Act 1998.

A significant part of the YOT offer includes working to address the root cause of behaviour rather than addressing symptomatic behaviour, building positive foundations for change through education, language and communication and crime prevention to engage those on the cusp of offending before they enter the criminal justice system.

Her Majesty's Court and Tribunal Service (HMCTS)

A further review of the Magistrates Court service is anticipated; this follows changes in 2016 which saw closure of Sandwell Magistrates Court and introduction of a new listing pattern; trial centres continue to be offered at Dudley, Walsall, and Wolverhampton. The court maintains a close working relationship with the Crown Prosecution service, support is given to Witness Services and there is close work with the YOTs, Probation services and support services such as mental health criminal justice IDVAs and substance misuse.



Pathways to Reduce Reoffending

At the heart of any strategy to reduce reoffending are the issues of vulnerability and risk. Reducing vulnerabilities of individuals and communities by ensuring that the right services (pathways) are in place and accessible to assist people away from offending behaviour; offenders are carefully managed by agencies in a joined-up way to reduce risks to both themselves and the public.

The seven pathways to reduce reoffending:

Accommodation and Support



A third of adult prisoners do not have settled accommodation prior to custody and it is estimated that stable accommodation can reduce the likelihood of re-offending by more than a fifth. It also provides the vital building blocks for a range of other support services and gaining employment.

Education, Training and Employment



Having a job can reduce the risk of re-offending by between a third and a half. There is a strong correlation between offending, poor literacy, numeracy, language and low achievement. Many adult offenders have a poor experience of education and no experience of stable employment.

Health



Adult offenders are disproportionately more likely to suffer from mental and physical health problems than the general population also have high rates of alcohol misuse. Furthermore, 31% of adult prisoners were found to have emotional wellbeing issues linked to their offending behaviour.



Drugs and Alcohol

Around two thirds of adult prisoners use illegal drugs in the year before imprisonment and intoxication by alcohol is linked to 30% of sexual offences, 33% of burglaries, 50% of street crime and about half of all violent crimes.



Finance, benefits and debt

Ensuring that adult ex-offenders have sufficient lawfully obtained money to live on is vital to their rehabilitation. Around 48% of prisoners report a history 81% of offender's claim benefit on release.



Children and Families

Maintaining strong relationships with families and children can play a major role in helping adult prisoners to make and sustain changes that help them to avoid re-offending. Custody can place added strain on family relationships.



Attitudes, Thinking and Behaviour

Offenders are more likely to have negative social attitudes and poor self-control. Successfully addressing their attitudes, thinking and behaviour during custody may reduce re-offending by up to 14%.

Whilst many of the pathways highlighted for adults remain relevant when working with young people. It is necessary to highlight that young people do require a different approach and the pathways in and out of offending can be complex, particularly in terms of their ability to influence their environment. The YJB assessment tool ASSET+ currently focuses on the following factors, underpinned by analysis and planning.

- Personal, family and social factors
- Living arrangements and environmental factors
- Parenting, family and relationships
- Young person development
- Learning, Education, training and employment
- Foundations for Change
- Resilience, goals and attitudes
- Opportunities
- Engagement and participation

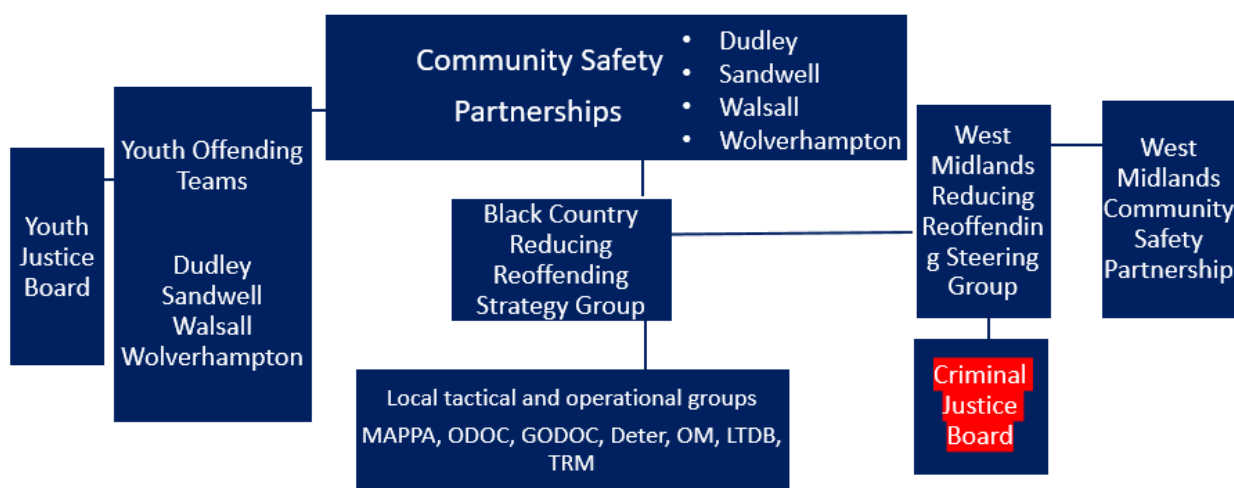
- Factors affecting desistance
- Self-assessment views from the young person and parents/carers

DRAFT

Section 9 - Governance

Whilst governance for reducing reoffending sits squarely with the respective CSP for each individual area, there are clear benefits in streamlining our approach and driving delivery across the Black Country sub-region. A representative Black Country Reducing Reoffending Strategy Group will provide a vehicle for joint working across the Black Country to progress the shared priorities within this strategy, with provision for area variances to be taken forward by each individual area. As reducing reoffending also features as a priority for the West Midlands PCC and the Combined Authority, links to those regional structures will add weight to delivery of the Black Country priorities and open up further opportunities for new approaches and additional resources to be drawn down to aid local implementation.

Black Country Reducing Reoffending Governance and Delivery Structure



Section 10 - Equalities

[Full equality analysis to be undertaken before completion. Findings to be inserted].

Section 11 - Appendices:

Partner Organisations

This strategy has been approved by the following Community Safety Partnerships and their constituent partners:

Dudley Safe and Sound Partnership

Safer Sandwell Partnership

Safer Walsall Partnership

Safer Wolverhampton Partnership

Glossary of Terms [To be inserted upon completion]

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Draft Black Country Reducing Reoffending Strategy



Background and Rationale

Community Safety Partnerships (CSPs) have a statutory responsibility to have a Reducing Reoffending Strategy in place

- Offending behaviour does not know restrictions of geographic boundaries
- Organisational changes of agencies delivering against this agenda, including Police, Probation Services, Black Country Courts and youth offending, and financial / capacity constraints
- Collaborative working will allow CSPs and partners to jointly address shared priorities
- Provide value for money – joint commissions, improved intelligence
- Contributes directly to the strategic ambitions of the Combined Authority and the Police and Crime Commissioner
- Aligns with the Strategic West Midlands Reducing Reoffending Group

Working Group

A Black Country wide working group has worked in partnership to draft the strategy document, partners include:

National Probation Service (NPS)	Wolverhampton Community Safety Partnership
Community Rehabilitation Company (CRC)	Walsall Community Safety Partnership
West Midlands Police (WMP)	Dudley Community Safety Partnership
Youth Offending Teams (YOT)	Sandwell Community Safety Partnership
Wolverhampton Domestic Violence Forum	Recovery Near You

Key Priorities

Three key areas have been identified by the group as priorities. These have been informed by both agency data and local knowledge and overarching CSP Strategy Documents:

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Prevention

Development of a model which will provide early identification and interventions preventing offending and re-offending

Reducing Reoffending

Strengthening pathways to prevent the cycle of reoffending (Seven Pathways)

Reducing the Risk of Harm

Management of high risk offenders and targeting of key cohorts to reduce reoffending and the seriousness of offences committed

Outcomes

Prevention

Development of a prevention model to achieve:

- Earlier identification and engagement into support
- Improved use of civil interventions
- Increased victim resilience
- Improved communication and awareness
- A 'whole family' approach

Reducing Reoffending

- Reduced repeat offences (adult and youth)
- Strengthened pre-release support
- Improved care pathways to challenge attitudes and behaviour
- Increased successful court outcomes
- Reduced volume crimes

Reducing the Risk of Harm

- Development of risk-based stepped model for volume offenders
- Reduced escalation of risk
- Disruption of organised criminality

Performance Framework / Action Plans

- Each Black Country area will develop an action plan to drive local delivery which will recognise local variations and allow for tailored interventions
- The Strategic Black Country Group will oversee delivery, however strategic responsibilities will sit with the CSPs
- A Performance Framework with agreed KPIs will show progress against delivery

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Consultation

- 8 week consultation across the Black Country area – (8th May)
- All partner agencies are consulting with their local partners groups and residents
- Consultation available on-line and as paper copies
- Available for individuals and/or groups

Black Country Reducing Reoffending Strategy 2018 - 2020



safe & sound
Dudley Community Safety Partnership



Wolverhampton
A Safe City
Operating as Wolverhampton's Local Police & Crime Board



In Wolverhampton:

- Youth Council
- Communities of Interest
- Voluntary Sector Council
- PACT meetings
- YOT / Probation / CRC
- Community Cohesion Forum
- Faith Groups
- SWP Board
- Councillors

Timeline

Date / Deadline	Activity
12.03.2018	8-week consultation period (until 08.05.2018)
10.04.2018	Presentation and consultation to CWC Scrutiny Panel
20.04.2018	Draft to Wolverhampton SWP Board for input
W/C 07.05.2018	Completion of Equality Analysis
22.05.2018	Wolverhampton Senior Management Team (SMT)
04.06.2018	Wolverhampton People Leadership Team (PLT)
05.06.2018	Wolverhampton Senior Executive Board (SEB)
June 2018 (virtual)	CSP Board for sign off Wolverhampton – SWP Dudley Strategic Board Walsall Strategic Board Sandwell Strategic Board
11.07.2018	CWC Cabinet