

Agenda

**Meeting: Corporate and Partnerships
Overview & Scrutiny Committee**

**Venue: Grand Meeting Room,
County Hall, Northallerton DL7 8AD
(see location plan overleaf)**

Date: Monday 18 January 2016 at 10.30 am

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Business

1. **Minutes of the meeting held on 16 November 2015**

(Pages 1 to 4)

2. **Public Questions or Statements.**

Members of the public may ask questions or make statements at this meeting if they have given notice to Neil White of Policy & Partnerships (*contact details below*) no later than midday on Wednesday 13 January 2016, three working days before the day of the meeting. Each speaker should limit themselves to 3 minutes on any item. Members of the public who have given notice will be invited to speak:-

- at this point in the meeting if their questions/statements relate to matters which are not otherwise on the Agenda (subject to an overall time limit of 30

minutes);

- when the relevant Agenda item is being considered if they wish to speak on a matter which is on the Agenda for this meeting.

3. **Executive Member Update** - Oral Report of County Councillor Les
4. **Update on the Community Safety Priorities and Activities within the Police and Crime Plan** – Oral Report of the Police and Crime Commissioner
5. **Transforming Rehabilitation - Changes to Probation Services** – Report of the Scrutiny Team Leader
(Pages 5 to 78)
6. **North Yorkshire Youth Justice Service** – Report of the Head of Youth Justice Service
(Pages 79 to 112)
7. **Prevent** - Report of the Assistant Director Policy and Partnerships
(Pages 113 to 118)
8. **Work Programme** – Report of the Scrutiny Team Leader.
(Pages 119 to 122)
9. **Other business which the Chairman agrees should be considered as a matter of urgency because of special circumstances.**

Barry Khan
Assistant Chief Executive (Legal and Democratic Services)

County Hall
Northallerton

Date 8 January 2016

NOTES:

- (a) Members are reminded of the need to consider whether they have any interests to declare on any of the items on this agenda and, if so, of the need to explain the reason(s) why they have any interest when making a declaration.

The relevant Corporate Development Officer or Monitoring Officer will be pleased to advise on interest issues. Ideally their views should be sought as soon as possible and preferably prior to the day of the meeting, so that time is available to explore adequately any issues that might arise.

(b) **Emergency Procedures For Meetings**

Fire

The fire evacuation alarm is a continuous Klaxon. On hearing this you should leave the building by the nearest safe fire exit. From the **Grand Meeting Room** this is the main entrance stairway. If the main stairway is unsafe use either of the staircases at the end of the corridor. Once outside the building please proceed to the fire assembly point outside the main entrance

Persons should not re-enter the building until authorised to do so by the Fire and Rescue Service or the Emergency Co-ordinator.

An intermittent alarm indicates an emergency in nearby building. It is not necessary to evacuate the building but you should be ready for instructions from the Fire Warden.

Accident or Illness

First Aid treatment can be obtained by telephoning Extension 7575.

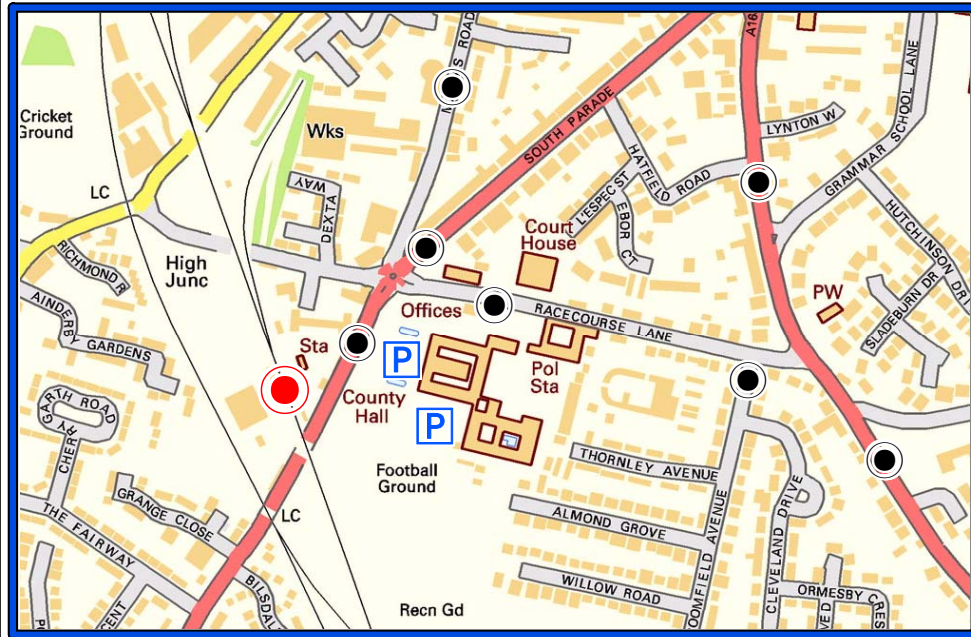
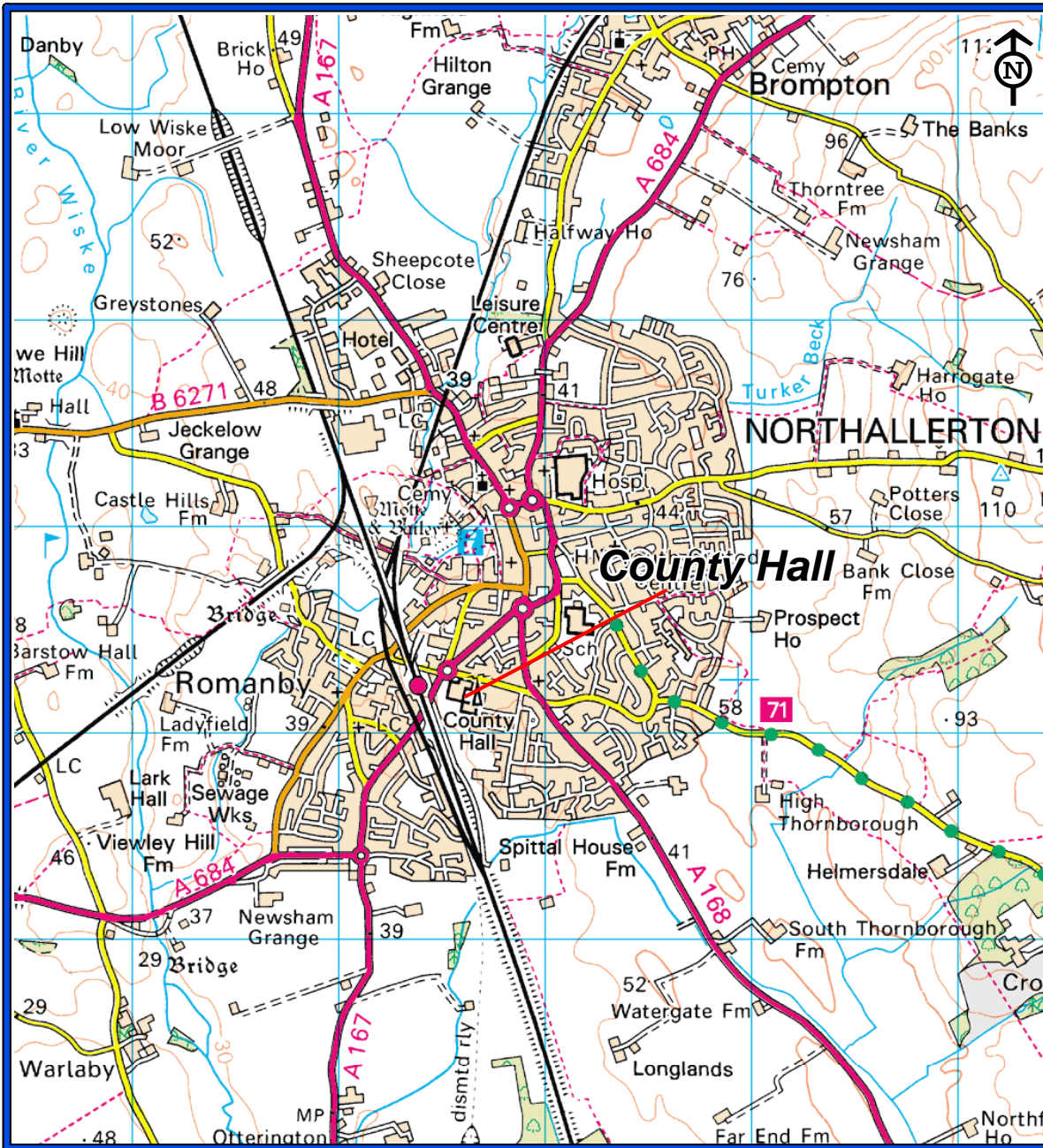
Corporate and Partnerships Overview and Scrutiny Committee

1. Membership

County Councillors (13)							
	<i>Councillors Name</i>			<i>Chairman/Vice Chairman</i>	<i>Political Party</i>	<i>Electoral Division</i>	
1	ARNOLD, Val				Conservative		
2	BASTIMAN, Derek			Chairman	Conservative		
3	BATEMAN, Bernard MBE				Conservative		
4	BLACKBURN, John				Conservative		
5	BUTTERFIELD, Jean				Conservative		
6	CROSS, Sam				UKIP		
7	GRIFFITHS, Bryn				Liberal Democrat		
8	LEE, Andrew				Conservative		
9	LUNN, Cliff				Conservative		
10	PARSONS, Stuart				NY Independent		
11	RANDERSON, Tony				Labour		
12	SHAW-WRIGHT, Steve			Vice Chairman	Labour		
13	SWALES, Tim				Conservative		
Total Membership – (13)				Quorum – (4)			
Con	Lib Dem	NY Ind	Labour	Liberal	UKIP	Ind	Total
8	1	1	2	0	1	0	13

2. Substitute Members

Conservative		Liberal Democrat	
	<i>Councillors Names</i>		<i>Councillors Names</i>
1	ATKINSON, Margaret	1	HOULT, Bill
2	BAKER, Robert	2	De COURCEY-BAYLEY, Margaret-Ann
3	PLANT, Joe	3	
4	MOORHOUSE, Heather	4	
5		5	
NY Independent		Labour	
	<i>Councillors Names</i>		<i>Councillors Names</i>
1	HORTON, Peter	1	
2		2	
3		3	
4		4	
5		5	
UKIP			
	<i>Councillors Names</i>		
1	SIMISTER, David		
2			
3			
Independent			
1			



Visitor Parking
at County Hall



Northallerton National
Rail Station



Bus Stops

County Hall

Northallerton
North Yorkshire
DL7 8AD

Tel : 0845 8 72 73 74



North
Yorkshire County Council

North Yorkshire County Council

Corporate and Partnership Overview and Scrutiny Committee

Minutes of the meeting held at County Hall, Northallerton on 16 November 2015 at 10.30 am.

Present:-

County Councillor Derek Bastiman in the Chair.

County Councillors: Val Arnold, Bernard Bateman MBE, John Blackburn, Jean Butterfield, Sam Cross, Bryn Griffiths, Cliff Lunn, Robert Packham (as substitute for Tony Randerson), Stuart Parsons, John Ritchie (as substitute for Steve Shaw-Wright) and Tim Swales.

Also in Attendance

County Councillors: Chris Metcalfe (Executive Member), Carl Les (Leader of the Council), David Chance (Executive member).

Officers: Mary Weastell, Assistant Chief Executive (Central Services), Julie Blaisdale, Assistant Director (Library, Customer and Community Services), Sarah Foley, Customer Services Centre Manager, Marie-Ann Jackson, Head of Stronger Communities Programme, Neil White, Corporate Development Officer.

Apologies for absence were received from County Councillors: Steve Shaw-Wright and Tony Randerson.

Copies of all documents considered are in the Minute Book

63. Minutes

Resolved that – the minutes of the meeting held on 12 October 2015, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

64. Public Questions or Statements

There were no public questions or statements received.

65. Executive Member Update

County Councillor Metcalfe advised that his portfolio covered Library Registration and Archives, Economic Development, Rail and Transport, Trading Standards, Planning Policy and Waste Services.

Councillor Metcalfe commented that there he was involved in a number of partnerships in his role which included the effective Transport for the North which was working to get increased investment into the county. He was keen to develop relationships between the County Council and the District/ Borough Councils to explore co-location and co working opportunities as have been so successfully developed with Selby District Council.

66. Reconfiguration of the Library Services

The Committee considered the report from Mary Weastell, Assistant Chief Executive

(Central Services) and Julie Blaisdale, Assistant Director, Library, Customer and Community Services which reminded the committee that in July 2015, the Executive had agreed to the proposed reconfiguration of libraries, into seven core, five hybrid and a further twenty one community managed libraries, with the reconfiguration due to come into effect in the Spring of 2017.

Mary Weastell advised that the Executive had also agreed to receive a further report on the progress made with the community groups, highlighting areas of potential risk which was to be considered at its meeting on 8 December 2015. The Overview and Scrutiny Committee were being asked to consider the report and pass on any appropriate comments to the Executive.

The Committee noted that this was an extremely challenging programme of change and the Library service together with a representative from Stronger Communities had met with the majority of the councillors with a prospective Community Library in their area as well as most councillors with a Hybrid library.

The officers had also been having meetings with prospective groups, as well as Parish and Town Councils in order to explore different options and to help the groups to understand what they will need to do.

Mary Weastell commented that in the four months since the Executive made its decision, a considerable amount of work has been undertaken in the different communities. Across the County there have been 38 meetings with local groups/town and parish councils and 31 Volunteer Information sessions.

Appendix 2 to the report contained details of the work that had been done and an analysis of progress for each prospective community library, including a current RAG (Red, Amber, and Green) rating. The ratings had been based on whether a group had come forward; whether that group had submitted an expression of interest; whether there is volunteer capacity and whether there is support from the local parish/town council. The ratings were those at the beginning of November 2015 and would change as the individual discussions around each library continued.

The Committee considered the RAG status for each of the Libraries and noted that the intention was to apply the council's resources proportionately to the RAG status of the Libraries with the most resources being focused to those Libraries that had a red RAG status. The Council did not want any of these Libraries to fail and would explore all viable options with the local community to seek an appropriate solution.

The Committee further noted that of those Libraries that were marked as being green it was expected that progress could be made relatively swiftly with the library at Pateley Bridge, having already transferred to community management and is now operated by Nidderdale Plus, in their new premises with the support of volunteers and some dedicated library staffing. There may be some scope for the other libraries to transfer to community management prior to 2017.

The seven amber rated libraries have either an established group in place or have made some progress towards establishing a group and identifying volunteers, but require further support to progress further. In addition to the above, four of the hybrids are currently rated amber on this basis.

Of those marked red, the unique civilian-military community of the Catterick garrison, means that for a community-managed library to succeed all possible routes to sustainability must be considered, including joint proposals across Richmond-Colburn-Catterick. It was noted that for this work to succeed it would require a significant focus by officers over a number of months. However, the local County Councillors were working well together which could significantly help this process along.

In respect of Kirbymoorside Library, this too would require some focused work over a number of months, particularly to resolve the issue of funding the current premises for the community library.

The Committee noted that in respect of Stokesley Library, the Parish Council was potentially considering raising the Parish precept to enable additional support to be given to the community library.

The Committee further noted that there was still some way to go in respect of the other Libraries that were marked as red – Crosshills, Settle, Thirsk and the hybrid library at Pickering and it was hoped that progress may be a little quicker with these libraries to reach a solution.

The Committee welcomed the report and agreed that it would like to be kept informed of the progress being made through an updated Library RAG status list being submitted to the Committee's meeting on 18 January 2016 and a further update report on the library reconfiguration programme of work be submitted to the Committee's meeting on 18 April 2016.

The Committee expressed its thanks to the Library staff for their level of commitment during such a difficult period of change and would like them to know how much it is appreciated.

Resolved that – (A) the update report on the library reconfiguration programme of work be noted as it currently stands,

(B) a updated Library RAG status list be submitted to the Committee's meeting on 18 January 2016, and

(C) a further update report on the library reconfiguration programme of work be submitted to the Committee's meeting on 18 April 2016.

67. Customer Strategy

Mary Weastell, Assistant Chief Executive (Central Services) and Sarah Foley Customer Services Centre Manager gave a presentation on the council's customer strategy.

Mary Weastell advised that the vision for the strategy was that in five years' time the way in which the Council transacted with its customers would be increasingly on-line. The aim was to have 70% of customer contact managed by digital self-service channels with the remainder supported through "assisted digital" channels.

The Committee noted that assisted digital was support for people who can't use or access online services on their own. The support can be someone guiding a user through the digital service, entering a user's information into the digital service on their behalf or providing a location where people can access the equipment and connectivity to get on-line.

Mary Weastell added that the customer strategy aimed to put the customer at the heart of the design and delivery of the Council's services and in doing so would enable the council to achieve the savings of £33 million detailed within the 2020 programme.

Sarah Foley advised that this could be achieved, in part, via an improved customer experience through consistency of services and re-use, supporting customers to be self-reliant so that they could use cheaper means of contact and through a marketing campaign aimed at changing customer and staff behavior.

Sarah Foley added that it was intended for there to be a clear customer engagement in the service design process with a full customer involvement during the testing stage for service changes. Furthermore, priority resources would be given to those projects where benefits delivered from the use of customer components was clear.

Sarah Foley considered that there was a role for the councillors in helping to communicate the customer vision with customers; supporting the consultation on the customer strategy and being ambassadors for the customer theme. It was also intended to create a Customer Members Support Group and Councillors Bateman, Blackburn, Lunn, Parsons and Swales expressed an interest to be part of this group.

The Committee commented that currently 70% of all contact to the council was by phone and that a change to get to 70% online would require quite a bit of work particularly for those older people who do not go online or are unable to get online. It agreed that it would like an update as the strategy developed on the changes in channel switching.

Resolved - that an update report on the development of the council's customer strategy be given to a future meeting of the committee.

68. Work Programme

The Committee considered the report of the Scrutiny Team Leader inviting comments from Members on the content of the Committee's programme of work scheduled for future meetings.

Resolved - that the content of the work programme report and schedule be agreed.

The meeting concluded at 12:45pm

North Yorkshire County Council**Corporate and Partnerships Overview and Scrutiny Committee****18 January 2016****Transforming Rehabilitation – Changes to Probation Services****1 Purpose of the report**

To inform the Corporate and Partnerships Overview and Scrutiny Committee of the changes to delivery of probation services under the Government's Transforming Rehabilitation agenda.

2 Background

- 2.1 The Committee may recall that at its meeting on 19 January 2015, the National Probation Service attended the meeting to inform the committee of the changes to the delivery of probation services under the Government's Transforming Rehabilitation agenda.
- 2.2 The agenda report and minutes from that meeting are at Appendix 1 and 2 of this report.
- 2.3 A representative from the National Probation Service and a representative from the Community Rehabilitation Company Purple Futures will be attending the meeting to provide a progress report on their joint working arrangements.

3 Transforming Rehabilitation

- 3.1 The thrust of the Government's 2013 Transforming Rehabilitation: A Strategy for Reform was to set out plans for transforming the way in which offenders are managed in the community in order to bring down reoffending rates.
- 3.2 The reforms included:
 - opening up the market to a diverse range of rehabilitation providers from the private, voluntary and social sectors (including mutuals) through 21 Community Rehabilitation Companies (CRCs);
 - using a 'payment by results' approach to develop and implement effective ways of rehabilitating offenders and rewarding providers that devise and deliver the most effective rehabilitation programmes;
 - extending statutory rehabilitation to around 45,000 short sentenced offenders released from prison every year, who have the highest reoffending rates and yet previously received no supervision after release;
 - reorganising the prisons to resettle offenders 'through the gate', with continuous support from custody to community. This means the majority of prisoners will be

moved to a resettlement prison close to their community at least 3 months before release; and

- creating a new public sector National Probation Service (NPS), to manage high risk offenders.

3.3 The NPS advises courts on sentencing, conducts risk assessments and determines the allocation of cases. It manages offenders who pose a high risk of serious harm or have committed the most serious offences, delivering specialised interventions but in general purchasing interventions from CRCs. It will respond to potential escalations in risk, including taking enforcement action, on referral from the CRCs.

3.4 CRCs are responsible for:

- determining and providing each offender's package of rehabilitative support, with maximum flexibility and the ability to compel offenders to undertake any activity that falls within the terms of their sentences;
- ensuring all sentence requirements or licence conditions/supervision requirements on the offenders they manage are delivered and complied with, taking appropriate action in relation to any breaches by offenders;
- managing the risk of serious harm posed to the public by each offender, identifying and referring to the NPS any potential escalations to high risk (any cases in which risk of serious harm has escalated to high is the responsibility of the NPS, although CRCs may continue to deliver some services).

3.5 The strategy stated – “Last year, around 600,000 crimes were committed by those who had broken the law before. Nearly half of those released from prison went onto reoffend, in many cases not just once but time and again.”

3.6 Furthermore, it states – “When it comes to awarding probation contracts, driving efficiencies will be one factor, but quality of service and the ability to stop the cycle of crime are the central tests. Only by doing this will we bear down on the long-term costs of the criminal justice system.”

4 Reoffending and desistance

4.1 At Appendix 3 is the Ministry of Justice document Transforming Rehabilitation: A summary of evidence on reducing reoffending which provides an overview of key evidence relating to reducing the reoffending of adult offenders.

4.2 The report shows that, within 12 months of being released from custody, more than half (58 %) of prisoners released from under 12 months' custody will have reoffended, and over a third (35 %) of those released after 12 months or more in custody.

4.3 A range of individual and social factors are associated with the risk of reoffending. These include substance misuse problems, pro-criminal attitudes, difficult family backgrounds (including childhood abuse or time in care), unemployment, financial problems, homelessness and mental health problems.

Many of these 'criminogenic needs' are interlinked and may be further linked to specific criminal activity.

- 4.4 There is an equally strong evidence base in relation to factors associated with desistance i.e. the process of giving up crime. They may be connected to external, social aspects of a person's life (such as the supportiveness of those around them) or to internal/psychological factors (such as their beliefs or what they want from life), or a combination of both. They include: getting older and maturing, family and relationships, sobriety, employment, hope, motivation and a sense of self-worth.
- 4.5 Information on offenders shows them to be a highly 'heterogeneous' group. The wide range of characteristics and criminogenic needs must be borne in mind when considering best approaches to working with offenders and to reducing reoffending.

5 Effect of the changes in Transforming Rehabilitation on reoffending rates

- 5.1 Historically, there have been six different measures that have been used to record offending and re-offending rates. However, with the identification of re-offending rates as one of the main Ministry of Justice measures, for use by communities to hold local services providers to account, it became apparent that the establishment of a single measure was required. Subsequently, in 2011, a single unified measure of proven re-offending was created to bring all 6 measures in line. As part of the measure:-
- 5.2 Proven re-offending is defined as 'Where an offender is convicted at court or receives a caution for an offence committed within the follow-up period (12 months) and then disposed of within either this follow-up period, or waiting period (a further 6 month period)'.
- 5.3 This will now include all individuals that re-offend, including those who:
 - Receive a caution, reprimand or warning;
 - Receive a court conviction other than immediate custody;
 - Were discharged from custody;
 - Tested positive for Class A drugs on arrest
 - Within a rolling 12 month period
- 5.4 The impact of this change to how the reoffending rates will now be measured means that the effects of the changes to the delivery of probation services will not be able to be analysed until the reoffending rates have been released in 2017.

6 Attendance by the National Probation Service and the Community Rehabilitation Company Purple Futures

- 6.1 Both the National Probation Service and the Community Rehabilitation Company Purple Futures have agreed to attend the meeting to answer the committee's questions on this issue.
- 6.2 The initial questions that they have been asked to answer are:
 - a. What is the current adult reoffending rate in North Yorkshire?

- b. What measures will you both use to judge whether the changes in the delivery of the service have been a success?
- c. What have you found to be the significant pathways out of re-offending in North Yorkshire?
- d. Have you seen a different mix of offenders in the county that would have an effect on the future offending rates?
- e. How have you dealt with the change that gives compulsory supervision to prisoners serving less than 12 months?
- f. How have you developed your relationship together with other partner agencies and what areas do you still need to improve on?
- g. How have you worked towards closing the gaps in services such as Through the Gate?
- h. How do you ensure a good working relationship focused on reducing youth offending with local youth offending teams?

Recommendation - that the Corporate and Partnerships Overview and Scrutiny Committee invites the National Probation Service and the Community Rehabilitation Company, Purple Futures to one of its meeting in 2017 to advise on the changes in the reoffending rates within North Yorkshire.

Neil White, Corporate Development Officer
Tel: (01609) 532669
Email: neil.white@northyorks.gov.uk

Background Documents: None

28 October 2015

Annexes:

- Appendix 1: Report to Corporate and Partnership Overview and Scrutiny Committee – 19 January 2015
- Appendix 2: Minutes of the Corporate and Partnership Overview and Scrutiny Committee – 19 January 2015
- Appendix 3: Transforming Rehabilitation: a summary of evidence on reducing reoffending - Ministry of Justice Analytical Series 2013

North Yorkshire County Council**Corporate and Partnerships Overview and Scrutiny Committee****19 January 2015****Transforming Rehabilitation – changes to Probation Services****1 Purpose of the report**

- 1.1 To inform the Corporate and Partnerships Overview and Scrutiny Committee of the changes to delivery of probation services under the Government's Transforming Rehabilitation agenda.

2 Background

- 2.1 During 2014, the implementation of the Government's Transforming Rehabilitation agenda brought the most significant changes to probation services since their inception more than 100 years ago, transforming the way in which offenders are managed in the community.
- 2.2 York and North Yorkshire Probation Trust, along with all 35 former Probation Trusts, ceased to exist with effect from 31 May 2014. The responsibility for assessment of offenders, management of high risk of harm offenders, delivery of sex offender treatment programmes and the delivery of services to victims, the Courts and the Parole Board transferred to the National Probation Service (NPS) on the 1st June 2014. Management of low to medium risk of harm offenders and the delivery of all interventions apart from sex offender treatment transferred to 21 Community Rehabilitation Companies (CRCs).

3 New Organisations

- 3.1 The NPS sits as a directorate within the National Offender Management Service (NOMS), under the Ministry of Justice, and in England is divided into six divisions, each led by a Deputy Director. The York and North Yorkshire cluster, overseen by Head of Services Louise Johnson, sits within the North East Division. This is the largest division, stretching from the Wash to the Scottish border, and led by Lynda Marginson, a former Assistant Chief Officer of the York and North Yorkshire Probation Trust.
- 3.2 The CRCs within the North East have been divided into 5 Contract Package Areas, with York and North Yorkshire forming part of the Humberside, Lincolnshire and North Yorkshire Community Rehabilitation Company (HLNYCRC). The work covered by the CRCs has been subject to tender, and last month the Secretary of State for Justice confirmed that contracts had been signed with the new providers. Ownership of the HLNYCRC transfers on 1 February to Purple Futures.

- 3.3 Purple Futures is a partnership between Interserve and national voluntary sector organisations 3SC, Addaction, P3, and Shelter. Interserve is the majority partner, and as an international company with a track record in delivering services to the public sector, will be responsible for overall service delivery. 3SC is a social enterprise formed by the third sector to build and manage voluntary community social enterprise (VCSE) supply chains nationally and locally. They work with local, community based charities to ensure local charities are properly represented in the supplier base. Addaction is a national charity specialising in preventing and treating addictions to alcohol and drugs. P3 is a national charity providing link worker and mentoring support to people with complex needs and chaotic lives, including low level mental health issues. Shelter will be familiar to you as the national housing charity, who also provide legal advice and finance, benefit and debt advice.
- 3.4 CRCs will be able to be innovative in designing and delivering rehabilitation services. They will be paid for managing the cases allocated to them, and a proportion of their payment will be dependent on their performance in reducing reoffending. Purple Futures will be providing a detailed briefing of its service on its website before service delivery commences in February.

4 Future Practice

- 4.1 Both the NPS and the CRCs remain fully committed to providing the highest standard of assessment and management of offenders, to protect the public, support victims and reduce reoffending. A number of new operating procedures have been introduced by the Ministry of Justice/National Offender Management Service to provide clarity of expectations for the two new organisations, support collaborative working and good practice.
- 4.2 2015 will also see the implementation of the Offender Rehabilitation Act 2014, which brings changes to the sentencing and release of offenders, including the introduction of supervision on release for offenders serving custodial sentences of less than 12 months. This will give CRCs the opportunity to engage with most prisoners before their release, so they can provide through the gate services. The new post-sentence supervision period tops up the licence period so that overall, every eligible offender will receive 12 months of supervision in the community after release. The purpose of the supervision period is the rehabilitation of the offender, and a range of requirements may be imposed on them, to support their move away from crime.
- 4.3 The Offender Rehabilitation Act also creates a new rehabilitation activity requirement (RAR) for offenders sentenced to community orders and suspended sentence orders. The Court will be able to impose a RAR for a certain number of days, and the Responsible Officer, who will be managing the offender under the NPS or CRC, will determine what activities should be undertaken under the RAR, informed by their assessment of risk and need. This flexibility will support the effective management of offenders, as issues related to offending do sometimes emerge, or circumstances change, during the post-sentence period. The Responsible Officer will be able to respond to any such developments by building appropriate interventions into the RAR.

5 Recommendations

- 5.1 That the Corporate and Partnerships Overview and Scrutiny Committee notes the changes to delivery of probation services under the Government's Transforming Rehabilitation agenda.

Joanne Atkin
Area Manager, National Probation Service North Yorkshire

8 January 2015

Annexes:

Appendix 1: National Probation Service map

Appendix 2: Community Rehabilitation Companies: Geographical areas



National Probation Service Map

Appendix 1

National Probation Service map

Geographic Areas of the New Divisions



North West:
covering Merseyside;
Cumbria; Lancashire;
Cheshire; Greater
Manchester.
Deputy Director:
Roz Hamilton



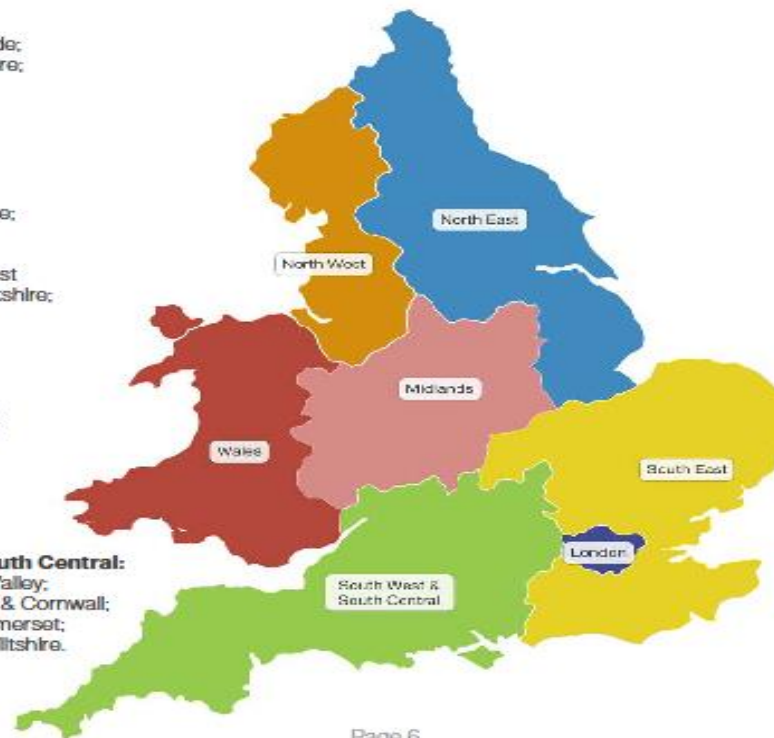
Midlands:
covering Derbyshire;
Leicestershire;
Nottinghamshire;
Staffordshire & West
Midlands; Warwickshire;
West Mercia.
Deputy Director:
Sarah Chand



Wales:
responsible for the
National Probation
Service in Wales.
Deputy Director:
Ian Barrow



South West & South Central:
covering Thames Valley;
Hampshire; Devon & Cornwall;
Dorset; Avon & Somerset;
Gloucestershire; Wiltshire.
Deputy Director:
Angela Cossins



North East:
covering Northumbria;
Durham Tees Valley;
York and North
Yorkshire; Humberside;
West Yorkshire;
Lincolnshire; South
Yorkshire.
Deputy Director:
Lynda Marginson



South East:
covering Kent; Surrey &
Sussex; Bedfordshire;
Cambridgeshire;
Northamptonshire; Essex;
Hertfordshire; Norfolk &
Suffolk.
Deputy Director:
Sonia Crozier



London
Deputy Director:
Sara Robinson



Community Rehabilitation Companys CRC

(Geographical areas of 21 CRC's)



North Yorkshire County Council
Corporate and Partnership Overview and Scrutiny
Committee

Minutes of the meeting held at County Hall, Northallerton on 19 January 2015 at 10.30 am.

Present:-

County Councillor Derek Bastiman in the Chair

County Councillors Val Arnold, John Blackburn, Jean Butterfield, Sam Cross, John Ennis, Andrew Lee, Stuart Parsons, Tony Randerson, Steve Shaw-Wright and Tim Swales

Also in Attendance

County Councillor Carl Les (Executive Member)

Officers: Robert Ling, Assistant Director (Technology & Change), Helen Edwards, Head of Communications, Stuart Langston, Shared Head of Health and Safety, Fiona Sowerby, Corporate Risk and Insurance Manager and Jonathan Spencer, Corporate Development Officer

Present by Invitation: Joanne Atkin, Area Manager Public Protection, National Probation Service

Copies of all documents considered are in the Minute Book

40. Minutes

Resolved –

That the minutes of the meeting held on 13 October 2014, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

41. Public Questions or Statements

There were no public questions or statements.

42. Executive Member Update

Considered -

The oral report of Executive Member County Councillor Les highlighting some of the recent items considered by the Executive since the last meeting of the Committee and identifying some of the key priorities for the coming months.

Key issues included:

- The financial settlement for 2015/16 was largely as expected.
- The Stronger Communities team was now in place and working on mapping their areas, and attending all Area Committee meetings.
- The first meeting of the County wide Community Safety Partnership had been held in October. Mary Weastell, in her capacity of Chief Executive of Selby District Council, had been appointed as Chair.

Future issues included:

- The partnership with the local newspaper group Johnston Press was due to be reviewed. Since the partnership started in February 2012, the Council had been including one page of information in six local papers each month, at a total cost of approximately £2500. The exact cost was linked to the level of public notices that the Council placed. This partnership was set up as a way of ensuring that residents were kept up to date with important Council information following the cancellation of the monthly Council newspaper NYTimes. The partnership has been kept under review and would be looked at again towards the end of the financial year. Executive County Councillor Carl Les said that he was conscious of the savings requirements for the Council, and was considering whether to continue with the partnership. He was minded to do so as it was innovative and cost effective. The Department for Communities & Local Government had just asked for volunteer councils to come forward for trials on piloting how councils and newspapers could work together to modernise public notices and their publication. He would be looking at whether the Council's work with Johnston Press could become one of those.

Members made the following key comments:

- The current partnership with Johnston Press provided good value for money and should be continued.

Resolved -

- a) That the report be noted.
- b) That the Committee recommends the continuation of the County Council's partnership with Johnston Press.

43. Overview of 2020 North Yorkshire Cross-Cutting Themes

Considered -

A report and presentation provided by Robert Ling, Assistant Director (Technology and Change) sharing progress of the 2020 programme, managing the programme and the current position of the cross-cutting themes.

The presentation outlined:

- The financial summary of total programme
- Managing the programme
- Project Management Office: Role & Responsibilities
- End Stage Review
- Cross cutting themes:
 - Customer – key activities to date and challenges
 - Stronger Communities – key activities to date and challenges
 - Organisational Development – key activities to date and challenges
 - Alternative Delivery Models and Commercial
 - Property – key activities to date and challenges

Robert Ling elaborated on the 2020 cross-cutting themes. He noted that the purpose of the Customer theme was to standardise, simplify and further reduce costs. The current focus was on working with the HAS directorate around the requirements of the Care Act 2014 and the Better Together programme in Selby. Technological changes would be part of the customer theme including greater

use of the internet by customers to 'self-serve'. Digital improvements were not without costs however. The challenge was how to decrease costs of providing customer services whilst working towards achieving customer excellence.

The Stronger Communities theme was a key plank of the 2020 programme. A Head of Stronger Communities and 7 Delivery Managers covering each of the districts were now in place. The current focus was on the library consultation. The team was currently mapping the impact of service changes by geographical area. The big challenge was to understand the cumulative impact of service changes – for example reducing the number of Childrens' Centres at the same time as reducing bus services. There would be no standard approach across the county as communities needed to be allowed to develop something that was right for the area.

The Organisational Development theme was about the County Council becoming a smaller, more innovative Council. A key part of this was ensuring that the County Council employed the right people with the right skills required to move the Council forward. A series of pilots were underway.

The Alternative Delivery Model and Commercial theme was originally two separate workstreams. However it had become apparent that they were one and same. One of the challenges was to understand the long term viability of these models before proceeding.

The Property theme involved greater use of shared accommodation to link in with new ways of working and reducing the amount of property overall. The challenge was to align property requirements with service changes.

Members made the following key comments:

- A Member queried the ways in which customer experience could be improved whilst reducing the costs of service delivery. Robert Ling replied that one of the ways of doing this was to know the customer better so that the individual did not have to provide information from scratch every time they contacted the County Council. By reducing multiple systems, costs could be reduced.
- The need to take into account the impact that budget cuts in one directorate had upon others. There was also a need to look at the impact that County Council cuts had upon other organisations such as the health service. Instead of taking a silo approach our service planning should be aligned with those of our partners. Robert Ling acknowledged that there were no easy answers when each organisation was under budget pressures. He acknowledged the interdependency of public sector providers, noting the recent increase in A&E waiting times due to bed blocking issues and the impact that this then had upon social care provision. He highlighted the increasing links that were being made between the County Council and the health sector such as through the reablement programme. The Health & Wellbeing Board was also bringing health professionals together. The County Council was also working with some district councils in North Yorkshire on shared services provision.
- Clarity was needed on when the Stronger Communities grant scheme would be up and running, what its precise use would be and the amount available for each scheme.
- Within the authority each director was focusing on their own individual projects so how was progress being tracked to ensure that the savings programme as a whole remained on target? What measures were taken

when there was slippage in the timescales and savings for each project? Robert Ling explained that the different savings programmes in each directorate were being tracked centrally and he went on to explain the governance structure in place including the NY Operations Group and the Programme Board. If there were delays with a project achieving its savings target the Programme Board determined how the savings would be picked up. This would either be from within the same directorate or from elsewhere in the organisation.

- There could be no one size fits all solution across the county to community involvement in the running of services. Each district had its own problems and solutions. Robert Ling confirmed that Stronger Communities in each district would focus on a project by project basis tailored to meet the needs of local communities. He went on to mention about the business intelligence gathering exercise that was being undertaken.

Resolved -

That the report and presentation be noted.

44. Transforming Rehabilitation - Changes to the Probation Service

Considered -

The report of the Area Manager Public Protection, National Probation Service, updating the Committee of the changes to delivery of probation services under the Government's Transforming Rehabilitation agenda.

Joanne Atkin referred to section 2 of the report explaining the background to the changes brought about by the Government's Transforming Rehabilitation agenda, including the introduction of Community Rehabilitation Companies (CRCs) and the creation of the National Probation Service. Purple Futures had won the contract to provide the CRC for Humberside, Lincolnshire and North Yorkshire. She referred to the Appendices 1 and 2 of the report showing the divisional areas for the National Probation Service and the geographical areas of each of the CRCs.

Joanne Atkin mentioned about what the changes would mean in practice. She commented that the National Probation Service remained committed to delivering the highest standards of work and its priorities remained the same. In York and North Yorkshire the Probation Service benefitted from having experts in assessing and managing offender behaviour. Although it had been a busy transition period with lots of new operating procedures to put in place staff were working hard to maintain business as usual.

Joanne Atkin went on to refer to section 4 of the report explaining about the requirements of the Offender Rehabilitation Act 2014.

Members made the following key comments:

- It was imperative to ensure that very good lines of communication and co-operation would be established between the Probation Service and the CRC in the county if re-offending rates were to be driven down. Of concern from a training and qualification point of view was that CRCs were not required to employ qualified staff. Would a training regime be put in place to mitigate risks? Joanne Atkin replied that all of the companies that had bid for the CRC contracts had been required to include staff development in their submissions. Furthermore in North Yorkshire a number of staff from the

previous Probation Trust had been transferred over to the CRC. There would also be the possibility of other staff in the Probation Service having placements in the CRC. The Probation Service and Purple Futures would be delivering joint training on aspects such as Child Protection. Despite the challenge of the organisational changes and the disruption caused the nature of the work and key priorities remained the same. Some opportunities had arisen by the re-organisation in that the increased geographical coverage of the Probation Service in this area meant that it was easier to deal with offenders on a cross-county basis.

- A Member commented that as a union representative he had been aware of a number of stress-related cases of absence in the Probation Service in the past. He went on to ask what processes had been put in place to support staff in carrying out their duties through this time of change. Joanne Atkin acknowledged that it had been a challenging year with the introduction of new processes. The Probation Service locally had a good staff development structure which would remain. There was also a supportive leadership team in place working closely together to pool resources.
- It was noted that the impact on reoffending rates brought about by the changes would not be known for at least two years. The suggestion was made for a future Secretary of State for Justice to be invited to comment on the impact of the changes in North Yorkshire, particularly if there was not a positive impact on re-offending rates. Disappointment was expressed that a representative from Purple Futures had not been available to attend today's meeting.

Resolved -

- a) That the report be noted.
- b) That a representative from the National Probation Service and a representative from Purple Futures be invited to attend a meeting of the Committee in 2016 to provide a progress report on their joint working arrangements.

45. Position Statement and Performance Report: Health and Safety and Insurance

Considered -

The report of the Corporate Director - Strategic Resources providing the Committee with an update on the position statement, updating the Committee on the Council's Health and Safety function, including the most recently available performance data and providing an overview of insurance claims experience over recent years and an analysis of the pattern and costs of Public Liability claims over the last ten years.

Stuart Langston provided an overview of the health and safety section of the report. With reference to Section 3 of the report he referred to recent health and safety developments at the County Council including the co-ordination of H&S planning and reporting processes. There had also been an on-going programme of reviewing directorate health and safety procedures. Continued assistance was provided to directorates and schools to implement the findings of legionella risk assessments and other relevant audits.

With reference to section 4 of the report Stuart Langston referred to the developments in the management of health and safety. A review of the County
NYCC Corporate and Partnerships O&S Committee – Minutes of 19 January 2015/5

Council's approach to health and safety and the health and safety risk management function was carried out in 2014. The main purpose of this review to evaluate how well the County Council performed against legislative standards and best practice. Arising from this review the County Council had now entered into an agreement with City of York to employ a Shared Head of Health and Safety overseeing health and safety at both Councils. This would have mutual benefits for both councils by sharing best practice and working more efficiently. The findings of the review had been used to develop an improvement action plan.

Stuart Langston went on to refer to Section 5 of the report relating to health and safety performance data. He reported on the reductions in serious employee reportable accidents from 2006/07 to 2013/14. There had been a slight increase in accidents in schools.

Fiona Sowerby provided an overview of the insurance section of the report, providing a position statement as at 30 September 2014.

Referring to section 7 of the report and Appendix B she provided a summary of the motor claims experience for each Directorate over the last three years.

Fiona Sowerby went on to refer to sections 8, 9 and 10 of the report and Appendices C and D relating to general liability claims experience, employers liability and public liability. As public liability claims are the greatest cost to the County Council she highlighted the further analysis provided in Appendix D.

Referring to section 11 of the report, Appendix D and Appendix E she highlighted that the figures for Business and Environmental Services remained the highest for the County Council in relation to public liability claims. One of the most common causes of claims is due to the surface condition of the highway such as potholes. The increase in the number of claims received were linked to the weather conditions during the three winters of 2009/10, 2010/11 and 2012/13. However the County Council has a strong record in repudiating public liability claims. The current repudiation rate for pothole/road surface claims was approximately 84% for each insurance year up to insurance year 2012/13. The defence of these claims was supported by various actions taken by officers in Business and Environmental Services, as set out in paragraph 11.12 of the report.

Fiona Sowerby referred to section 12 of the report relating to the recent tender exercise for the County Council's liability insurance. The latest premium was higher due to the increase in public liability claims across all local authorities. The insurance provider had been changed and the individual excess level had been increased from £100k to £250k.

Members made the following key comments:

- A Member queried why the 'fee for intervention' referred to in paragraph 5.9 of the report not been recharged to schools and what was the cost? Stuart Langston replied that it related to issues at some schools. As the schools were community schools the employer is County Council and as such the council is liable for the cost. However this had been taken up with the schools and a reminder sent to all schools.. The fee for intervention was about £160.
- The decrease in reportable accidents/incidents amongst employees was pleasing to note however account needed to be taken of the fact that a number of services had been contracted out and so did not reflect in these figures.
- A Member commented on an incident relating to a primary school in his

division in Selby district. Asbestos had been uncovered in the school building, which had then resulted in the school's closure on 13 and 14 October 2014 to allow for investigations to be completed. He asked why the County Council had not communicated the reason for the school's closure to parents when it happened. Stuart Langston replied that colleagues from the County Council had attended a meeting for parents and carers on 14 October to provide information and advice about the incident. A press release had gone out the Monday following the incident stating why the school had been closed. He acknowledged however that the timeliness of communications could always be improved and to this end would be working with the Council's Communications Unit. The Member concerned went on to ask what if any action would be taken against the first contractor for allegedly not reporting the discovery of asbestos. Stuart Langston said that he would report back on this after the meeting.

- A Member queried if the County Council was getting value for money by paying such a large premium for £250k excess. She asked if consideration had been given to covering large claims only. Fiona Sowerby said that the local authority had looked at what was the most cost-effective level of excess based on the claims record. When the Council had undertaken its insurance tender exercise it had invited quotations based on excess thresholds of £100k, £250k and £500k. A £250k level of excess had proved to be the most cost-effective.

Resolved -

- (a) That the Health and Safety performance in 2013/14 be noted.
- (b) That the areas where further efforts should be made to improve the Health and Safety performance of the County Council be noted.
- (c) That the information provided in relation to insurance claims be noted and that any further action be taken as required.

46. Work Programme

The future work programme of the Committee was discussed.

Resolved –

That the items listed within the future Work Programme schedule be agreed without amendment.

The meeting concluded at 12.20pm



Ministry
of Justice

Transforming Rehabilitation: a summary of evidence on reducing reoffending

Ministry of Justice Analytical Series
2013

Analytical Services exists to improve policy making, decision taking and practice by the Ministry of Justice. It does this by providing robust, timely and relevant data and advice drawn from research and analysis undertaken by the department's analysts and by the wider research community.

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Ministerial foreword

For too long, reoffending rates have remained stubbornly high, particularly among short sentence prisoners. This Government is absolutely committed to addressing this problem.

This is why, on 9 May, we published *Transforming Rehabilitation: A Strategy for Reform*. This document sets out the Government's plans for transforming the way in which offenders are managed in the community in order to bring down reoffending rates.

For the first time in recent history, every offender released from custody will receive statutory supervision and rehabilitation in the community. We want to make sure that all those who break the law are not only punished, but also engage in rehabilitation.

Our reforms will put in place a system that encourages innovation to improve outcomes. We are introducing new payment incentives for market providers to focus relentlessly on reforming offenders, giving providers flexibility to do what works and freedom from bureaucracy, but only paying them in full for real reductions in reoffending.

Using evidence to inform service delivery is not necessarily a straightforward matter, and is certainly not a simple case of selecting from a menu of options. We know that for some interventions the evidence on effectiveness is strong, with convincing evidence of the impact on reoffending levels. For other interventions, evidence is only just emerging, or it is very weak; this may be because the interventions are new, under-researched or difficult to research (for instance, because of their complexity).

This should not hold us back from trying to improve the quality of our services. There is no excuse for not seeking to reduce reoffending rates, to turn lives around and achieve improved rehabilitation outcomes.

In those cases where there is no clear evidence about effectiveness, that should not prevent us from considering new approaches. In the absence of decisive evidence, partners will want to have a sound theoretical rationale for their approaches, and will want to draw on the extensive insight and learning offered from a range of different research types, both qualitative and quantitative, to inform their thinking.

Expertise, whether scientific or operational, will inform the best approaches. We should be using the best available evidence and the best thinking, the best minds to take well-informed

decisions about the most effective and efficient approaches to take, to support innovation and improve rehabilitation outcomes.

To support organisations working with offenders, we have also launched the pilot Justice Data Lab. This new service will support organisations, in particular the voluntary, community and social enterprise sector, to understand their specific impact on reducing reoffending. We will also be publishing the results from the Justice Data Lab, enabling all those working with offenders to see clearly what works and to help create a culture of best practice and transparency.

Taken together, these diverse sources of information, data and evidence will support the day-to-day work of ensuring the right individuals receive the right interventions, and that sentences are implemented in the best possible way and to best effect.

We look forward to continuing to work with providers of rehabilitative services to improve outcomes, reduce reoffending, and improve and build the evidence base for the future.

Jeremy Wright

Contents

List of tables

- 1. Introduction 1**
 - 1.1 Purpose of this evidence summary 1
 - 1.2 Structure of the document 2

- 2. Reoffending and desistance 3**
 - 2.1 Measures of reoffending 3
 - 2.2 Factors which influence reoffending 3
 - 2.3 Desistance 7
 - 2.4 Understanding different offender populations 9

- 3. Working effectively with offenders 10**
 - 3.1 Skilled supervision 10
 - 3.2 Addressing offender needs in a holistic and sequenced manner 11
 - 3.3 Integrated offender management and multi-agency partnership 11
 - 3.4 Quality 11

- 4. Evidence on reducing reoffending 13**
 - 4.1 Scope and quality of evaluation evidence on reoffending 13
 - 4.2 Addressing drug misuse 16
 - 4.3 Addressing alcohol misuse 17
 - 4.4 Addressing accommodation needs 18
 - 4.5 Addressing employment needs 19
 - 4.6 Addressing mental health problems 20
 - 4.7 Offending behaviour programmes 21
 - 4.8 Developing and enhancing family relationships 24
 - 4.9 Addressing negative peer relationships 25
 - 4.10 Restorative justice conferencing 25
 - 4.11 Mentoring 26

- 5. Conclusions 28**

- Annex A 29**
 - Further information on links to reoffending 29

Annex B	30
Sources on data and research evidence on offenders and reoffending	30
Annex C	34
Prevalence of factors commonly associated with reoffending	34
Annex D	37
Standards of evidence	37
Annex E	40
Commissioned and co-commissioned services	40
Annex F	42
Interim findings from payment by results pilots at Peterborough and Doncaster prisons	42
End notes	44

List of tables

Table 2.1: Dynamic factors commonly associated with reoffending	5
Table 2.2: What helps individuals desist from crime?	8
Table 4.1: Evaluations of effectiveness in reducing reoffending	15
Table A1: Variables predicting one-year reoffending for prisoners	29
Table D1: A description of evaluation designs and their ability to establish attribution to a specific intervention	39
Table F1: Peterborough (and national equivalent) interim reconviction figures with a six- month reconviction period	42
Table F2: Doncaster (and national equivalent) interim reconviction figures using a partial (nine-month) cohort and a six-month reconviction period	43

1. Introduction

1.1 Purpose of this evidence summary

This summary provides an overview of key evidence relating to reducing the reoffending of adult offenders. It has been produced to support the work of policy makers, practitioners and other partners involved in offender management and related service provision.

The summary outlines evidence on factors associated with reoffending as well as desistance. It also presents evidence on aspects of general offender management and supervision, and on particular interventions and approaches that can reduce reoffending. These include drug and alcohol treatment, accommodation, education, mental health services, offending behaviour programmes and mentoring.

The summary does not aim to be exhaustive and is not a formal systematic review. Evidence is drawn from the UK where possible, and reference is also made to international studies. A number of in-depth reviews of evidence on reducing reoffending have also been produced by UK and international researchers and should be referred to for detailed information. Annex B sets out useful information sources.

The summary is not intended to be prescriptive. It does not offer direction or recommend particular activities. The aim is to provide a starting point for understanding the range of evidence available to support policy and practice in this area.

This summary does not cover all activities and interventions that can contribute to reductions in reoffending among the adult population. These are numerous and include, for instance, activities by local partners such as the police, Police and Crime Commissioners, local authorities, and local and national health bodies. However, reference is made to general public services linked to reducing reoffending and to key partners, with examples of responsibilities for commissioning services set out briefly in Annex E to illustrate their breadth.

1.2 Structure of the document

The remainder of this document sets out:

- Information on reoffending, including factors linked to reoffending and those associated with desisting from offending (Chapter 2).
- A description of the features of effective working with offenders (Chapter 3).
- Evidence on specific approaches to reducing reoffending (Chapter 4).
- Further information on factors linked to reoffending, sources of data, prevalence of offending, assessments of evidence and the commissioning of services (Annexes A to E).

2. Reoffending and desistance

This chapter outlines levels of reoffending and describes evidence on factors that are known to be associated with reoffending and desistance. It concludes by setting out some key data sources on offender populations.

2.1 Measures of reoffending

Reoffending rates are based on the number of offenders who reoffend within a set timescale. Reoffending which results in a court conviction or caution is referred to as *proven*.¹ Recent proven reoffending rates show that the proportion of adults reoffending within 12 months is as follows:

- 58 per cent of prisoners released from under 12 months' custody.
- 35 per cent of prisoners released after 12 months or more in custody (excluding public protection and life sentences).
- 34 per cent of those starting a court order.²

2.2 Factors which influence reoffending

Although offenders are not a homogeneous group, a range of problems or needs are more frequently observed in offender populations than in the general population. These include substance misuse problems, pro-criminal attitudes, difficult family backgrounds including experience of childhood abuse or time spent in care, unemployment and financial problems, homelessness and mental health problems.^{3 4 5} Many of these factors are interlinked. They will vary from individual to individual and group to group, for instance by gender and age.

A series of individual or social factors are understood to be associated with an increased risk of reoffending⁶ and these are routinely assessed as part of offender management practice. These factors or 'criminogenic needs' can be particularly associated with certain types of crime. For example, heroin and crack use is particularly associated with some types of acquisitive offending such as shoplifting, and binge drinking of alcohol is particularly associated with violence.

These factors can be divided into those that are *static* and those that are *dynamic*. Static factors, such as criminal history, age and gender, cannot be altered and can be among the strongest predictors of reoffending. Dynamic factors, such as education, employment and drug misuse, are amenable to change. Table 2.1 lists a series of dynamic risk factors and

briefly outlines their link to reoffending. In many cases, reoffending may be related to a combination of several factors, rather than just a single factor.

While the same factors may be relevant for both men and women, the strength of their relationship with reoffending can vary. For instance, substance misuse has been found to have a stronger relationship with reoffending for women than for men,⁷ and women have been found to be more likely than men to offend to support others' drug misuse⁸ as well as their own.

In addition to those factors known to have a direct link with reoffending, offenders may have other needs that require addressing in order to support effective rehabilitation and engagement.

Table 2.1: Dynamic factors commonly associated with reoffending

Criminogenic need	Link to reoffending
Drug misuse	There are well-established links between drug misuse and offending, with a particularly strong link between the use of opiates and crack and acquisitive offending. Drug misuse is also associated with reoffending: higher reconviction rates have been observed among prisoners who said they had used drugs in the month before custody compared with those who had never used drugs or had used them less recently. The links between drug use and reoffending have been found to be particularly pronounced for 'poly-drug use' and Class A drug use (including opiates, crack and cocaine). ⁹
Alcohol misuse	Problematic alcohol consumption is associated with crime, particularly heavy or binge drinking and violent crime. However, the links between alcohol, crime and reoffending are complex: other mediating factors, for example personality disorder, childhood experiences of violence and social/cultural norms, are likely to play a role in the relationship between alcohol misuse and violent crime. ¹⁰ There is a link between alcohol misuse and reoffending: for example, prisoners who had drunk alcohol every day shortly prior to custody were more likely to be reconvicted within a year following release than those who had not. ¹¹
Impulsivity or low self-control	A temperament which is highly impulsive and sensation-seeking has been identified in a number of theories of anti-social behaviour. ¹² High levels of impulsivity have also been identified as a significant factor that predicts general ¹³ as well as violent ¹⁴ reoffending.
Attitudes that support crime	An attitude that supports crime, such as anticipating and evaluating crime as worthwhile, has been found to link to reoffending. ¹⁵ Pro-criminal attitudes can be just as strongly associated with reoffending as factors such as homelessness and employment. ¹⁶
Social networks	Relationships with 'anti-social' peers are regarded as important in supporting or maintaining criminal behaviour among offenders. There is evidence that negative peer influences are a relevant factor in adult reoffending, ¹⁷ although the negative influence of peers is understood to reduce with age.
Lack of/poor family and intimate relationships	Strong and supportive family and intimate relationships are widely considered important factors in the desistance from crime (see below). Prisoners receiving family visits have been found to be less likely to reoffend and more likely to have employment or training and accommodation arranged for their release than prisoners who receive no family visits. ¹⁸
Lack of employment	There is a complex interplay between employment, offending and reoffending. Evidence points towards employment status affecting and being influenced by offending. It has also been found to affect other factors linked to offending and reoffending, particularly accommodation and drug and alcohol misuse. ¹⁹ Studies have shown that the extent and frequency of offending diminish when offenders gain employment, ^{20 21 22} and offenders with stable and quality employment are less likely to reoffend. ²³
Suitable accommodation	Offenders with accommodation problems have been found to be more likely to reoffend. ²⁴ Access to stable accommodation is important in enabling ex-offenders to access employment and training opportunities, which may in turn support their rehabilitation. ²⁵ Accommodation needs can also impact on family relationships and the chances of successful reintegration into the community on release from prison, which are important in reducing reoffending. ²⁶ Accommodation problems have been found to be linked to other offender needs: a survey of prisoners identified greater accommodation-related needs, including homelessness, among prisoners with alcohol or drug problems. ²⁷

Two recent studies have provided further evidence on factors independently associated with reoffending for prisoners and for offenders on community sentences (see Boxes A and B).

Box A: Risk of reoffending following custodial sentence

For offenders released from custody, the following directly related factors have been identified as being associated with an **increased** likelihood of offending:

- Higher ‘Copas rates’ (these are scores based on the number of previous sanctions and time elapsed between current and first sanction).
- Additional punishment while in prison (for example, as a result of breaking rules):
- Being homeless or in temporary accommodation prior to custody.
- Use of Class A drugs (ecstasy, LSD, heroin, crack cocaine, cocaine and methadone) after release.
- Reporting regularly playing truant while at school.
- Having an index offence that was acquisitive (robbery, burglary, theft and handling).

The following factors were directly associated with a **reduced** likelihood of reoffending:

- First time in custody.
- Employment in the 12 months before custody.
- Reporting feeling worried about spending time in prison.
- Being older (with each year of age being associated with a two per cent reduction in the odds of reoffending).
- Longer sentences (greater than one year).

Source: Surveying Prisoner Crime Reduction. See Annex A for further details of this analysis.

Box B: Risk of reoffending for offenders on community sentences

For offenders on community sentences (Tiers 2–4*), the following factors were identified in preliminary analysis as independently associated with reoffending:

- Being male.
- Offenders identified by OGRS** as being at higher risk of reoffending.
- Having an index offence that was acquisitive (theft, burglary or fraud).
- Being identified as having a drug use problem.
- Starting a Drug, Alcohol or Mental Health Treatment Requirement***.
- Having a pro-criminal attitude.
- Having short meetings with offender managers.

Source: Offender Management Community Cohort Study Preliminary Findings.

* Offenders are usually assigned to one of four ‘tiers’ during their management by NOMS, based on a number of factors including their risk of reoffending and risk of serious harm, to identify the level of resource to direct to an offender. Tier 1 is the lowest tier. As the tier number rises, there is an increase in risk, the needs of the offender, demands of the sentence and the level of resource needed to manage them.

** The Offender Group Reconviction Scale, which uses static factors (e.g. age at sentence, gender, offence committed) to predict the likelihood of proven reoffending.

*** These requirements are typically targeted at offenders with the highest levels of need, for which they may require long-term, ongoing treatment (e.g. alcohol dependency as opposed to problematic alcohol use). The association with reoffending may therefore reflect the high level of needs among these offenders rather than the effectiveness of such orders.

2.3 Desistance

Desistance describes the process by which those engaged in a sustained pattern of offending give up crime.²⁸ Research into desistance has tended to focus on high volume ('prolific') offending such as burglary, drug supply and low-level violence, while fewer studies examine desistance from more serious crimes such as sexual offending²⁹ and organised violence.³⁰ However, some evidence suggests that similar factors could also be important in supporting the desistance from more serious offence types.³¹

Desistance is connected both to the external, social aspects of a person's life (such as the supportiveness of those around them) and to internal/psychological factors (such as what they believe in and what they want from life).³² Some of the evidence on factors relating to desistance is set out in Table 2.2.

Table 2.2: What helps individuals desist from crime?

Desistance factor	Link to desistance
Getting older and maturing	Getting older and maturing tend to support desistance, particularly for those involved in street crime where, typically, offending rates peak in the late teens or early 20s, then decline steadily before dropping off sharply around the age of 30. ³³ This may be due to ex-offenders giving more attention to their families and relationships (see below). The likelihood of reoffending after release from custody reduces with age. ³⁴
Family and relationships	There is evidence that forming strong and supportive intimate bonds with others appears to help desistance from crime, although more contemporary research is needed on this subject. ³⁵ Such relationships can reduce the amount of time spent in groups of same-age, same-sex friends (a known risk factor for young male offending). ³⁶ Strong partnerships and relationships with his or her children also provide an individual with something to lose if there is a return to prison. ³⁷ Living with non-offending parents can have the same sort of effect on ex-offenders who have returned to the family home. ³⁸ Finally, family and intimate attachments may give offenders a sense of purpose, meaning and direction. ³⁹ Individuals who devote themselves to raising their children ⁴⁰ or caring for elderly parents ⁴¹ may find that crime and imprisonment are incompatible with such roles.
Sobriety	Drug and alcohol dependency and misuse are associated with offending. Recovery from addiction is often a key part of desistance processes, although the effect is not automatic, and some individuals may abstain from addictive substances but not crime, or vice versa. ⁴²
Employment	Evidence suggests that steady employment – particularly if it offers a sense of achievement, satisfaction or mastery – can support offenders in stopping offending. ⁴³ Employment has been identified as an important factor in supporting desistance among offenders aged over 27. ⁴⁴ However, employment alone cannot prevent offending, and some offenders can desist without employment. ⁴⁵
Hope and motivation	Research suggests that individuals who desist from crime are usually very motivated and confident that they can change their lives: offenders who clearly say they want to stop offending are the most likely to desist. ⁴⁶ The impact of these motivational factors has even been found in long-term studies up to ten years after release from prison. ⁴⁷
Having something to give to others	People who feel and show concern and empathy for others are more likely to desist from crime. ⁴⁸ Offenders who find ways to contribute to society, their community or their families appear to be more successful at giving up crime. ⁴⁹ If these achievements are formally recognised, the effect may be even stronger. ⁵⁰
Having a place within a social group	Those who feel connected to others in a (non-criminal) community are more likely to stay away from crime. Social networks that help desistance include extended family, mutual aid groups, clubs and cultural or religious groups. ⁵¹
Not having a criminal identity	People with criminal records who do not define themselves purely as ‘offenders’ but see themselves as basically good people who made a mistake may find it easier to desist. ^{52 53}
Being believed in	Research with desisters has identified that having someone believe in them is important ⁵⁴ and that desistance can be supported by interactions with others who communicate a belief that they can and will change, that they are good people, and that they have something to offer society or other people. ⁵⁵

2.4 Understanding different offender populations

A range of published information is available on offenders in England and Wales. This includes official statistics as well as reports from specifically designed cohort studies such as the Ministry of Justice's Surveying Prisoner Crime Reduction Study and the Offender Management Community Cohort Study. Annex B describes a number of key information sources, while Annex C presents figures on the prevalence of factors commonly associated with reoffending, using the above cohort studies and the system of assessment for offenders known as OASys.

The evidence from these and other sources cited in this chapter highlights the variability of characteristics and criminogenic needs among offenders. For example, it shows that: men are more likely than women to reoffend; reoffending peaks in the mid-teens and then declines steadily; and the highest reoffending rates are among those whose last offence was an acquisitive one.⁵⁶ In terms of criminogenic needs, analysis indicates that, for example, drug use patterns vary by area and age.^{57 58} Evidence also shows that a number of criminogenic needs, such as drug and alcohol misuse problems, education, training and employment needs, and accommodation problems, are identified more frequently among prisoners sentenced to under 12 months' imprisonment than among those given longer prison sentences or community sentences.⁵⁹ The heterogeneity of offender cohorts needs to be borne in mind when considering how best to work with offenders and approaches to reduce reoffending, with these being the subject of the next two chapters.

3. Working effectively with offenders

This chapter sets out some of the key learning about what works in supporting offenders' rehabilitation through the supervisory relationship and case management. For example, the principles of Risk, Need and Responsivity⁶⁰ are known to be important to successful management of offenders. These involve the accurate assessment of individual offenders' needs and providing tailored responses. Such approaches caution against over-treatment of low risk offenders, and ensure that interventions are targeted where they are most needed and likely to be useful. Identifying styles of delivery that offenders are most likely to respond to is also an important aspect, since different offender groups may have different needs (including, for instance, women offenders, those with learning disabilities or mental health issues, or LGBT offenders). More broadly, a number of studies emphasise the importance of the quality of individuals' relationships with their offender manager in the context of reducing reoffending.⁶¹ A recent study found that 30% of offenders who said they had an 'excellent' relationship with their offender manager reoffended, compared with 40% who said their relationship was 'not very good' or 'bad'.⁶²

The remainder of this chapter considers some key aspects of effective working with offenders, including:

- The role of skilled, trained practitioners.
- Well-sequenced, holistic approaches.
- Delivery of services and interventions in a joined-up, integrated manner.
- Delivery of high quality services.

3.1 Skilled supervision

There is evidence that supervision can reduce reoffending: a recent study, for example, found that offenders with zero or one previous convictions and released from custody on licence had a one-year reoffending rate between 14 and 17 percentage points lower than those released from custody not on licence.⁶³ The skills of practitioners in supervising offenders and delivering interventions are known to contribute to reducing reoffending and also to improving other outcomes.^{64 65} Core correctional practices include offender managers consistently and clearly 'modelling' behaviours and attitudes that are anti-criminal; reinforcing desired behaviour and disapproval of undesirable behaviour; using natural opportunities to enhance problem solving; cognitive restructuring (helping people consider alternatives to their attitudes and beliefs); developing a warm, empathic and non-judgemental relationship;

and motivational interviewing. Such effective practice skills require staff training,⁶⁶ and evaluations have identified the positive impact of such training on reoffending rates.⁶⁷

3.2 Addressing offender needs in a holistic and sequenced manner

As set out in Chapter 2, offenders can often have multiple problems linked to their offending, and addressing them in a holistic manner is an important part of rehabilitation and the prevention of further offending. ‘Multi-modal interventions’, which address a range of problems, are viewed as effective in reducing reoffending.⁶⁸ The sequencing of interventions can also be important in supporting good outcomes. This includes ensuring services and interventions are provided in a way that optimises an offender’s ability to engage in change; for example, by taking steps to stabilise a chaotic drug dependent offender through appropriate treatment, before engaging him or her in an offender behaviour programme. It also includes ensuring continuity of services by, for example, providing end-to-end, through-the-gate services to support transitions from prison to the community.⁶⁹

3.3 Integrated offender management and multi-agency partnership

Integrated case management and multi-agency working can play an important part in addressing the complex needs of offenders and reducing reoffending. There are indications of potential benefits from joint working at a local level and adopting a case management approach to addressing individual circumstances. The way such initiatives have been implemented makes it difficult to establish evidence on their impact on reducing reoffending. However, there is some useful evidence that supports this approach involving, for instance, the police, probation, voluntary sector, health services, local authorities and other partners at the local level. Examples include evaluations of Integrated Offender Management,⁷⁰ the Drug Interventions Programme,⁷¹ and the prison-based Ministry of Justice Payment by Results pilots.⁷² For more on the Payment by Results pilots, see Box C below.

3.4 Quality

Delivering an intervention in the way it was designed to be delivered (known as programme integrity) and the quality of delivery are necessary for successful outcomes.⁷³ There is good evidence that, when quality assurance is taken seriously and programmes are implemented as designed, the intervention has a greater impact on reoffending.^{74 75} Features of high quality delivery include adherence to specific treatment models, manualised treatment protocols, structured sessions, staff possessing general interpersonal skills, and staff being appropriately trained and supervised in programme delivery.

Box C: Payment by Results: the Peterborough and Doncaster pilots

What do the pilots do?

The **Peterborough pilot**, based at HMP Peterborough, provides support to prisoners on short sentences who would not have previously been subject to statutory supervision on release from custody. It is funded by a Social Impact Bond, delivered by Social Finance Ltd with voluntary sector organisations, including St Giles Trust. The pilot focuses on addressing the individual needs of prisoners, enabling them to access the resources and support they will need in order to break the cycle of offending once they are out of prison.

The **Doncaster pilot** is based at HMP Doncaster, a privately run prison managed by Serco. It operates an 'end-to-end' case management approach, entailing a community-based team of case workers. The pilot aims to support rehabilitation and reduce reoffending via providing continuity of support to prisoners as they make the transition from prison to the community.

How does payment by results work?

Peterborough: Social Finance will be rewarded if it achieves a ten per cent or greater reduction in reconviction events (based on offences committed within 12 months of release from prison and convicted at court within those 12 months or a further six-month period) compared with a control group of comparable offenders from other prisons.

Doncaster: Serco will only receive full payment if it reduces the reconviction rate (the proportion of offenders who commit one or more offences in the 12 months following release from prison and are convicted at court in those 12 months or in a further six months) by five percentage points or greater against a baseline year of 2009 for Doncaster prison. For each additional percentage point reduction achieved, additional reward payments will be made, up to an overall cap at ten percentage points.

Where to find out more information

Process evaluations of the early implementation of both pilots have been published at:

<https://www.gov.uk/government/publications/findings-and-lessons-learned-from-the-early-implementation-of-the-hmp-doncaster-payment-by-results-pilot>

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/162335/social-impact-bond-hmp-peterborough.pdf

The final results will be available in 2014. Interim reconviction figures for both pilots have been published and are summarised in Annex F. For more on these pilots, see:

<https://www.gov.uk/government/publications/interim-re-conviction-figures-for-the-peterborough-and-doncaster-payment-by-results-pilots>

4. Evidence on reducing reoffending

This chapter summarises the evidence on the effectiveness of existing approaches and interventions which contribute to reducing reoffending. It describes specific approaches and gives an assessment on the quality of the evidence base. In terms of coverage, consideration is first given to generic services relevant to reducing reoffending, including relating to drug and alcohol misuse, employment, accommodation and mental health. The chapter then concentrates on interventions that specifically focus on reducing reoffending.

4.1 Scope and quality of evaluation evidence on reoffending

The extent and quality of evidence on interventions and approaches to reducing reoffending vary widely. There are a number of reasons for this. For example, the availability of evidence tends to reflect the dominant theoretical approaches to rehabilitation, which have naturally shaped practice as well as research and evaluation efforts. This means that some interventions and services designed to reduce reoffending have been much more heavily evaluated than others. In addition, many interventions are often delivered as part of wider packages of support, meaning that isolating the impact of individual components is difficult. The absence of evaluation does not necessarily mean that those not yet robustly evaluated are less effective.

The following sections consider a range of offender interventions. Experts may disagree about the relative value of different theoretical models and the effectiveness of different approaches. In order to assist the reader, each section provides an assessment of the strength of the existing evidence. These assessments are based primarily on the robustness of evaluation designs, which determine the confidence we can have in the findings. Box D provides a guide to the categories used to assess the evidence in a consistent way.

Box D: Categories for assessing the evidence on reducing reoffending

Good

- One or more high quality study that shows a direct relationship between the intervention and a reduction in binary and/or frequency of reoffending.

Mixed/promising

- Where either the quality of studies or their findings vary so that it is difficult to find consensus regarding effectiveness.
- Where there is a strong theory of change underpinning the intervention, and (good quality) process evaluation has identified positive findings regarding implementation.
- Where there is strong evidence of success in tackling intermediate outcomes, and these outcomes have been shown to be linked to reoffending or desistance.
- Where there are multiple studies of lower quality that point in the same positive direction of travel.

Insufficient evidence to determine impacts on reoffending

- Some attempt has been made to evaluate approaches/interventions but this is of unknown or low quality, such that it is difficult to identify impacts.
- Where no evaluation has been found on the approaches/interventions.

Evidence on effectiveness can be provided by impact evaluations, which typically give a quantitative assessment of the impact of interventions upon a reoffending measure. These are referred to as 'effect sizes' and illustrate, often in percentage points, the difference in reoffending rates between a group who received an intervention and some form of 'control' or 'comparison' group. This summary draws upon a number of meta-analyses and evidence reviews, which use different measures of reoffending and have different ways of presenting effect sizes. It has therefore not been possible routinely to present findings on effect sizes. However, Table 4.1 sets out effect sizes for four recent evaluations that were UK-based and well designed. Effect sizes on reoffending are typically less than ten percentage points. For effect sizes based predominantly on North American evidence, see a review conducted by the Washington State Institute for Public Policy at www.wsipp.wa.gov/pub.asp?docid=06-01-1201.

Table 4.1: Evaluations of effectiveness in reducing reoffending

Type of intervention/ approach	Example reduction in reoffending	Source
Evaluation of cognitive/ motivational programmes – <i>Enhanced Thinking Skills Programme</i>	<p>A six percentage point reduction in one-year reconviction rates was found when the treatment group was compared with a matched comparison group.</p> <p>Sixty fewer recordable offences were found per 100 released prisoners within one year when the treatment group was compared with a matched comparison group.</p>	<p>Sadlier (2010)</p> <p>http://www.justice.gov.uk/downloads/publications/research-and-analysis/moj-research/eval-enhanced-thinking-skills-prog.pdf?type=Finjan-Download&slot=00000344&id=00000343&location=0A64020C</p>
Comparison of short custodial sentences, community orders and suspended sentence orders	<p>Offenders sentenced to less than 12 months in custody had a higher one-year reoffending rate than similar, matched offenders receiving:</p> <ul style="list-style-type: none"> • a community order, of 6.4 percentage points for 2010 • a suspended sentence order, of 8.6 percentage points for 2010 • a ‘court order’ (either a community order or a suspended order), of 6.8 percentage points for 2010. <p>Offenders sentenced to less than 12 months in custody also had a higher reoffending rate than offenders given an immediate custodial sentence of between one and four years. The difference was 12 percentage points for 2010.</p>	<p>Ministry of Justice (2013)</p> <p>https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/211811/compendium-reoffending-stats-2013.pdf</p>
Comparison of different forms of community sanctions	<p>Adding a punitive requirement (unpaid work or a curfew) to a supervision requirement had no impact on the likelihood that the offender reoffended, but reduced the number of reoffences committed within the first year of the community order by 8.1 per cent. This effect was sustained over time, so that the number of offences committed over the two years following the start of the order was reduced by 7.5 per cent. It appeared that this effect was largely driven by the impact of curfew requirements, rather than unpaid work.</p> <p>Adding a supervision requirement to a punitive requirement reduced the rate of reoffending one year after the start of the community order by 11.5 per cent, and the number of reoffences committed over this period by 12.7 per cent. It reduced the rate of reoffending in the two years after the start of the community order by 6.8 per cent, and the number of reoffences committed over this period by 8.7 per cent.</p>	<p>Bewley (2012)</p> <p>http://www.justice.gov.uk/publications/research-and-analysis/moj/effectiveness-community-order-requirements</p>
Comparison of those released from custody on licence with those not on licence	<p>Offenders with zero or one previous convictions and released from custody on licence had a one-year reoffending rate between 14 and 17 percentage points lower than those released from custody not on licence. The two-year reoffending rate was between 16 and 20 percentage points lower. There was no statistically significant difference in the three-year offending rate.</p>	<p>Lai (2013)</p> <p>https://www.gov.uk/government/publications/does-supervision-after-release-from-prison-reduce-re-offending-analytical-summary</p>

The following sections also draw upon smaller-scale research studies and good qualitative studies. While findings from the latter studies cannot, on their own, be regarded as evidence of an impact on reoffending, they can greatly add to our understanding of how and why particular interventions do or do not work, and of how and why interventions may be more or less effective in different delivery contexts or with different types of offender. They may also offer useful points for practitioners, for instance with regard to implementation or service delivery.

4.2 Addressing drug misuse

There is evidence of the importance of both prison- and community-based drugs interventions in reducing reoffending. Prison-based approaches include abstinence-focused approaches (such as 12-step), substitute prescribing (such as prescribing methadone for opiate users) and psycho-social approaches (such as cognitive behavioural programmes). Various approaches have been used in community settings, including early interventions such as those aiming to divert offenders with drug dependence into treatment, as well as residential and community-based treatment interventions.⁷⁶

What is the impact on reoffending?

There is **good evidence** that a wide range of drug interventions have a positive impact on reducing reoffending.⁷⁷ This includes methadone treatment, heroin treatment, therapeutic communities, psychosocial approaches, drug courts and probation and parole supervision. Various approaches are used in community settings, including those that divert or route drug offenders into treatment, typically with testing and supervision requirements. Key messages from research on community-based interventions include:

- Some **good evidence** on drugs courts regarding their impact on recidivism from the US,⁷⁸ but findings may not be directly relevant in the UK, where there is no robust evidence on the impact of drugs courts on reoffending. Qualitative evidence has identified that access to and quality of treatment services are important factors underpinning the effectiveness of drugs courts in England and Wales. The continuity of staff involved in drugs courts was believed to foster a sense of accountability on the part of offenders.⁷⁹
- **Mixed/promising evidence** that routing Class A drug users into treatment via early intervention may reduce reoffending.⁸⁰
- **Mixed/promising evidence** that treatment and testing requirements can achieve reduced levels of reoffending and drug misuse.^{81 82} Research has suggested

outcomes could be improved via better partnership working, assessment and referral procedures, and by ensuring appropriate testing regimes.⁸³

- **Good evidence** from the US that random drug testing and treatment combined with sanctions for breaches which are swift and certain, but not necessarily severe, are found to reduce reoffending.⁸⁴
- There is **mixed/promising evidence** on the impact of community-based cognitive behavioural programmes.⁸⁵

There is **good evidence** that prison-based interventions such as therapeutic communities, psycho-social approaches (for example, cognitive behavioural therapy) and abstinence-based approaches have reduced reoffending post-release.⁸⁶ There is **good evidence** that interventions delivered in custody are most effective in their impact on reoffending if followed up with community interventions or aftercare post-release.⁸⁷

Other points to note

- ‘High intensity’ drug programmes (in terms of duration and continuity) have been found to be more effective than lower intensity interventions in reducing reoffending.⁸⁸
- Accessing drug treatment quickly, and receiving it for as long as required, together with wider support if necessary, is more likely to support desistance.⁸⁹

4.3 Addressing alcohol misuse

What is the impact on reoffending?

Overall, there is currently **insufficient evidence** to determine the impact on reoffending of alcohol treatment for offenders.⁹⁰ There is, however, **good evidence** that alcohol-related interventions can help reduce hazardous drinking more generally (see ‘Other points to note’).

In the absence of evidence on the impact of Alcohol Treatment Requirements on reoffending, qualitative evidence has highlighted the benefits of probation staff and alcohol specialists working closely together, the use of motivational interviewing by probation staff, and the availability of brief interventions for offenders with less serious alcohol misuse problems.⁹¹ A Home Office trial of brief interventions offered upon arrest for an alcohol-related incident found that these did not reduce re-arrest rates.⁹²

There is **mixed/promising evidence** on the impact of drink driver programmes and their impact on subsequent drink driving offences.⁹³ Drink driver programmes often aim to educate

participants about the risks and potential implications of drink driving, and enable them to develop strategies to prevent them from drink driving in future. A meta-analysis found that drink driver programmes entailing multiple elements, particularly those involving education and psychotherapy or counselling, together with follow-up supervision contact, had greater impact on subsequent drink driving offences than programmes entailing single elements.⁹⁴

Other points to note

While there is limited evidence on the impact of alcohol interventions among offender populations, there is, however, **good evidence** supporting the effectiveness of various treatments in tackling alcohol misuse among the wider population, particularly cognitive behavioural and psycho-social interventions, but also self- and mutual-help approaches.⁹⁵ Such interventions may offer useful principles and practice points.

There is also **good evidence** that aftercare, such as follow-up appointments, can be effective in terms of preventing a return to alcohol abuse following more intensive treatment interventions.⁹⁶

4.4 Addressing accommodation needs

The provision of suitable accommodation may not reduce levels of reoffending by itself, but it can be seen as ‘a *necessary*, if not *sufficient*, condition for the reduction of reoffending’.⁹⁷

What is the impact on reoffending?

Good practice has highlighted the importance of taking a proactive approach towards managing the housing needs of prisoners, including assessing needs on entry into custody rather than immediately before release. Early intervention may, for example, enable steps to be taken to prevent the loss of accommodation when prisoners are taken into custody.⁹⁸ ‘Link’ schemes, which work with prisoners in custody and on release via through-the-gate assistance, have also been identified as potentially valuable.⁹⁹

Currently, however, there is **insufficient evidence** to determine the impact on reoffending of various forms of help for offenders to find or sustain accommodation. While there is some limited international evidence that general resettlement programmes, which include addressing accommodation needs, have reduced reoffending, it has typically not been possible to identify which specific components of such programmes have most contributed to this success.¹⁰⁰

There is some **mixed/promising** evidence that housing support for offenders with mental health problems has had a positive impact on levels of homelessness and crime.¹⁰¹

There is evidence that hostel-type accommodation tailored specifically for ex-offenders may facilitate the development of 'criminal networks', leading some researchers to conclude that it is more effective to house offenders in secure mainstream accommodation.¹⁰²

Other points to note

- Accommodation needs are often related to and/or complicated by other risk factors such as substance abuse, employment and mental health issues.¹⁰³
- Offenders are not always accustomed to seeking help from outside agencies to solve accommodation problems.¹⁰⁴
- In order to sustain their accommodation, offenders may need advice in managing money and debt.¹⁰⁵

4.5 Addressing employment needs

What is the impact on reoffending?

There is **mixed/promising evidence**, mainly from the US, on the effectiveness of employment/education programmes in reducing reoffending. For example, one review of community-based employment programmes found no significant difference in the likelihood of re-arrest between participants and non-participants.¹⁰⁶ A different review, however, found a number of rigorous evaluations of programmes which addressed educational, vocational and job skills. On average, these were found to lead to modest but statistically significant reductions in recidivism. The review noted that more evidence was needed on work release programmes.¹⁰⁷

Researchers have also concluded that employment programmes are unlikely to be effective unless they are combined with motivational, social, health and educational support services to help address other needs that may act as barriers to finding employment (for example, learning difficulties, mental illness and substance abuse).¹⁰⁸ It has also been concluded that vocational training activities without associated links to tangible employment prospects are unlikely to lead to reductions in reoffending.¹⁰⁹

Other points to note

The most successful elements of employment programmes appear to be: strong local partnership working; training which is related to local employment needs and opportunities;

long-term funding; and long lead-in times. The most successful programmes are likely to be those which co-ordinate work before and after release from prison.¹¹⁰

4.6 Addressing mental health problems

Mental health problems, including disorders such as depression and anxiety as well as more severe mental health problems such as psychosis and personality disorders, have been found to be more prevalent among offenders than the general population.¹¹¹ While mental health problems may be linked to offending behaviour, and there is evidence of a specific link between psychopathy and violent reoffending, any such relationship is likely to be complex and mediated by other factors, such as poverty, poor social environments and difficult family and interpersonal relationships.¹¹²

Interventions in this field tend to focus on aiming to ensure that the criminal justice system identifies and responds appropriately to offenders with mental health problems, particularly where mental health needs may play a part in offending behaviour. Interventions have commonly included 'diversion' to specialist mental health courts and mandatory treatment – for example, via the use of Mental Health Treatment Requirements. More recently, a programme of 'liaison and diversion' services has been funded to identify and respond to offenders with a range of vulnerabilities, including mental health problems.

What is the impact on reoffending?

There is, overall, limited evidence on interventions targeted specifically at offenders with mental health needs, and it is often inconclusive regarding criminal justice outcomes.¹¹³ There is also currently **insufficient evidence** to determine the impact on reoffending of diversion-based approaches for offenders with mental health problems.¹¹⁴

One common diversion approach involves 'court linked schemes' or 'mental health court' approaches, which aim to ensure offenders with mental health needs are appropriately assessed and sentenced. Disposals may require offenders to engage with mental health treatment. Evidence that such approaches can result in positive health outcomes and reduced reoffending can at best be described as **mixed/promising**.^{115 116}

Qualitative evidence has highlighted aspects of effective diversion approaches, including the importance of early intervention and access to services when needed, multi-agency commitment and collaboration, and the importance of training to raise awareness and understanding among staff.¹¹⁷

There is **insufficient evidence** to determine the impact on reoffending of community-based treatment for offenders with mental health problems¹¹⁸ and, more specifically, on the impact of the Mental Health Treatment Requirement.¹¹⁹ There is **mixed/promising evidence** from the US on the effectiveness of ‘speciality’ probation caseloads, whereby offenders with mental health problems are supervised by specialist officers who have reduced caseloads and play a more active role in the offender’s supervision, treatment and the input of other parties.¹²⁰

Other points to note

There is some limited evidence that accommodation projects might support small reductions in criminal activity among offenders with mental health problems.¹²¹

One review identified more positive effects for interventions which targeted both mental illness *and* criminal behaviour, as opposed to those interventions which solely targeted mental health needs.¹²² Another review concluded that, while the evidence on recidivism was mixed overall, it appeared stronger for criminal justice-based models than mental health-based models such as those entailing intensive community-based support.¹²³

4.7 Offending behaviour programmes

Offending behaviour programmes are structured interventions, usually delivered in a group setting. Based on cognitive behavioural principles and social learning theory, these programmes usually teach skills such as emotional management and problem solving and target factors related to reoffending. They are delivered by trained staff and supported by quality assurance to ensure the programme follows its intended aims and methods.

Cognitive skills programmes

Cognitive skills programmes are a common type of offending behaviour programme. Typically involving around 25–40 sessions, these programmes teach skills such as problem solving, decision making, perspective taking and moral reasoning. Their purpose is to reduce impulsivity, improve problem solving, and instil a greater sense of capability for self-management.

What is the impact on reoffending?

There is **good evidence** supporting the impact of cognitive skills programmes on reoffending. International reviews have found cognitive skills programmes have reduced reconviction rates by around eight¹²⁴ to ten¹²⁵ percentage points.¹²⁶ Studies in England and

Wales have estimated cognitive skills programmes in custody settings reduce subsequent reoffending by between six¹²⁷ and eight¹²⁸ percentage points over one- and two-year periods respectively.

There is evidence that cognitive behavioural programmes can work particularly well with higher risk offenders. They can also work well if delivered alongside other interventions such as anger management or individual therapy, and can work equally effectively if delivered in prison or the community.¹²⁹

Anger management and programmes for violent offenders

Violent offender programmes are cognitive behavioural programmes that adhere to Risk, Needs and Responsivity principles and tackle the known risk factors for violent behaviour. The most appropriate targets for such programmes include anger and emotional management, problem solving training, rehearsal of calming self-talk as a response to angry/violent thinking, countering of pro-violence attitudes, and addressing the link between alcohol and violence.

What is the impact on reoffending?

There is **good evidence** that violence can be reduced through psychosocial interventions, such as anger and emotional management, developing interpersonal skills, and social problem solving.¹³⁰ This is specifically the case for programmes that follow the Risk, Needs and Responsivity principles. Basic skills and empathy training have not been shown to increase the effectiveness of interventions which aim to reduce violent behaviour, and the evidence is less strong about offence-specific programmes for domestic violence offenders (see separate section below).

Evidence also suggests that the most effective interventions use the cognitive behavioural approach, are intensive in their session length and overall duration, and include cognitive skills training, role-play and relapse prevention.¹³¹

Offending behaviour programmes for sexual offenders

These programmes tend to focus on analysing offences, identifying individualised risk factors and considering the effect on victims, as well as providing the opportunity to develop skills for desisting from offending. However, not all these elements are well evidenced (such as the common focus on taking responsibility and developing victim empathy) and may be included for intuitive rather than evidence-based reasons. The evidence is strongest for supporting offenders to develop cognitive and behavioural skills to aid desistance.

What is the impact on reoffending?

Evaluations of these sorts of programmes show **mixed/promising** results: some studies have found that such programmes reduce reoffending, but not all do. Meta-analysis indicates that, overall, sex offenders who receive treatment, in both prison and community settings, have a somewhat lower sexual reconviction rate than those who do not receive treatment.¹³²

Cognitive behavioural treatment has been found to be a particularly effective approach in reducing sexual and general reoffending. Pharmacological treatment (for example, hormonal drugs that reduce sexual drive) has also been shown to reduce sexual reoffending.¹³³ However, not all cognitive behavioural treatment programmes have been found to reduce reoffending, and one particularly robust randomised controlled study found no difference in outcomes between treatment groups and no treatment groups.¹³⁴

Other approaches (psychotherapy, counselling and non-behavioural treatment) have generally not been found to reduce reconviction. Reviews¹³⁵ have also confirmed that sexual offender programmes that follow the Risk, Need and Responsivity principles lead to the largest reductions in reconviction.

Other points to note

Research suggests that medium and high risk sexual offenders benefit most from treatment, while low risk sexual offenders demonstrate negligible benefits, and intensive treatment could, in fact, be counterproductive.¹³⁶

Compared with other groups of offenders, sexual offenders have relatively low recidivism rates over 2–5 years. This means it can be difficult even for robust studies to demonstrate statistically significant reductions in reoffending.

Offending behaviour programmes for domestic violence offenders

There are two popular approaches for working with domestic violence offenders: the cognitive behavioural approach and the Duluth Model, which involves various elements including educational programmes and cognitive behavioural techniques.¹³⁷

What is the impact on reoffending?

Evidence on the effectiveness of these programmes is **mixed/promising**. The most recent systematic review of US evidence indicates that the Duluth Model appears to have no effect on recidivism.¹³⁸ However, this review also identified substantial reductions in domestic violence reoffending by offenders who had attended other interventions. These interventions

varied widely in their approach (including cognitive behavioural therapy, relationship enhancement and group couples counselling), and the reviewers were therefore unable to make recommendations about specific preferred alternatives to the Duluth Model.

Some earlier reviews have identified modest reductions in reoffending following perpetrator programmes,¹³⁹ while others have concluded that such programmes have a limited impact on domestic violence, highlighting a lack of robust evidence.¹⁴⁰

One review has focused upon the effectiveness of court-mandated interventions aimed at domestic violence perpetrators in the US.¹⁴¹ It identified a modest reduction in official reports of repeated domestic violence incidents for those who received the intervention compared with those who did not. However, there was no difference between the two groups when looking at victim reported outcomes. Since these are viewed as a more reliable measure than official reports the authors concluded that the evidence did not offer strong support for court-mandated treatment.

Evaluations to date have used different methods and definitions, making it hard to draw any firm conclusions about what works. Future evaluations of programme effectiveness require clear explanations of how domestic violence is defined, identified and measured.

4.8 Developing and enhancing family relationships

Interventions that aim to improve family relationships and parenting have largely focused on young offenders, where there is good evidence that such interventions can reduce reoffending.¹⁴² Interventions with adult offenders have tended to focus on helping to maintain or improve relationships with partners or children, often while offenders are in prison.

What is the impact on reoffending?

There is, overall, **insufficient evidence** currently available that specifically focuses upon the impact of this type of intervention on adult reoffending.

There is some **promising evidence** that approaches focusing on family/intimate relationships may contribute to reducing reoffending among adults. This evidence is mainly in relation to family visits and home leave for prisoners.¹⁴³

A meta-analysis on women offenders identified that family-based interventions focusing on family processes (such as 'attachment', 'affection' and 'supervision'), on anti-social

associates and on personal criminogenic needs were most effective in reducing reoffending.¹⁴⁴

4.9 Addressing negative peer relationships

Tackling negative peer relationships does not tend to be a specific intervention with adult offenders but has sometimes been identified as one aim among others in resettlement and curfew order programmes.¹⁴⁵

What is the impact on reoffending?

There is currently **insufficient evidence** on the impact of reducing negative peer influences on adult reoffending.

Other points to note

Some small-scale studies on curfew orders have found that, although they have successfully limited negative peer associations, they have also been found to hamper pro-social ones. Offenders have reported that curfews have interfered with their ability to find and maintain employment.¹⁴⁶

There is **insufficient evidence** on the impact of interventions aimed at *improving* peer relationships on reoffending. There is some limited but promising evidence that resettlement programmes that have attempted to influence peer relationships have had more success in increasing positive peer relationships than reducing negative ones.¹⁴⁷

4.10 Restorative justice conferencing

Restorative Justice (RJ) is a process whereby parties with a stake in a specific offence collectively resolve how to deal with the aftermath of the offence and its implications for the future.¹⁴⁸ RJ aims to give victims the opportunity to explain the impact of crime upon them, to seek an explanation and apology from the offender, or to play a part in agreeing restorative or reparative activity for the offender to undertake. RJ seeks to hold offenders to account and enable them to face the consequences of their actions and the impact it has had on others. There are numerous forms of RJ with RJ conferencing appearing to be the most successful approach. This involves victims and offenders having face-to-face communication facilitated by a trained practitioner. Achieving this can be potentially resource intensive.

What is the impact on reoffending?

Evidence on the effectiveness of restorative justice conferencing is currently **mixed/promising**. There have been a number of high quality studies and at least one meta-analysis but, because of the variety of other restorative justice models included in the analysis, such as victim-offender mediation, the evidence in relation to any particular model is still relatively weak. However, a large-scale, multi-scheme evaluation in the UK found a reduction of 14 percentage points in the frequency of reoffending among those who received restorative justice conferencing, compared with a comparison group of matched offenders.¹⁴⁹ The evaluation also found high levels of satisfaction among victims who participated in the restorative process.

Overall, restorative justice seems most effective when it follows the face-to-face conferencing model¹⁵⁰ and when it is applied to certain offences and types of offender. The research to date has identified good results with people who have committed property or violent offences where there is a clear identifiable victim. Offenders with a medium or high risk of reconviction appear to respond well.¹⁵¹

The effectiveness of forms of restorative justice other than that involving conferencing varies widely across studies,¹⁵² and there are several studies where reoffending seems to be higher than expected after restorative justice, suggesting that it is not automatically useful.¹⁵³ To date, there is no reliable evidence on its effectiveness with sex offenders and their victims. There is also a lack of evidence with regard to its use with offenders convicted of intimate partner violence (domestic violence).

4.11 Mentoring

Mentoring entails the pairing of offenders with a role model to help them improve their lives and reduce reoffending. The mentor may be a 'peer' with some shared characteristics, such as an ex-offender, or a 'non-peer'. The mentoring relationship may involve teaching, guiding, coaching, modelling, signposting to support opportunities, or helping the mentee access services. The mentor may or may not be paid. The mentoring may be one-off, for a fixed period of time or ongoing. It may be stand-alone or delivered alongside other interventions. Finally, the mentoring may take place in prison or the community. It may also be provided through the gate in order to support transitions from prison to the community.

What is the impact on offending?

Because mentoring can take so many forms, it is hard to aggregate the evidence and there are insufficient studies to inform us about what forms of mentoring are most effective. Few mentoring programmes have been robustly evaluated for their effect on reducing reoffending or other outcomes. Of those that have been evaluated, some mentoring programmes have demonstrated a positive impact on reoffending, but not all. The effectiveness of mentoring is therefore **mixed/promising**.

The evidence as a whole suggests that mentoring may be most beneficial when it begins in prison and lasts beyond release. Mentoring is also most likely to be effective when the relationship is maintained over time rather than consisting of just one or two sessions. A good quality UK study¹⁵⁴ found that participants in a mentoring scheme in Wales who received between two and six contacts after release were reconvicted at a significantly lower rate than a (broadly matched) control group of those who did not maintain contact.

Further evidence on the link between mentoring and reoffending is beginning to emerge from the Ministry of Justice's Payment by Results pilots.¹⁵⁵ Here mentoring forms part of wider community resettlement support for offenders post-release and is used to help ensure offenders attend meetings by providing reminders or by accompanying them.¹⁵⁶

5. Conclusions

This report has drawn together a range of evidence on what works to reduce reoffending. Its content reflects the aim of providing a brief overview of key evidence relevant to emerging policy developments in a field that is broad and evolving.

This report has focused on presenting evidence relating to key factors associated with reoffending such as drug misuse, attitudes to offending, and accommodation and employment problems. It also sets out evidence on factors associated with desistance from offending. The evidence shows the importance of the role of supervision and the relationship between offender and offender manager. Good quality supervision, case management and holistic, tailored approaches can support and enable rehabilitation and reintegration. In addition, the review has set out the evidence on individual approaches and interventions.

Evidence on reducing reoffending has evolved over recent decades and continues to be strengthened through the use of large-scale quantitative surveys and evaluations, as well as through qualitative research. While evidence in some areas is of good or sufficient quality to demonstrate an impact on reoffending, the summary has also demonstrated that many gaps exist in our evidence base. Some of these gaps are more critical than others. The Ministry of Justice will continue to work closely with government and non-government partners to produce an overview of research gaps in the reducing reoffending area and identify priorities for future research.

Annex A

Further information on links to reoffending

Table A1: Variables predicting one-year reoffending for prisoners

Variable	Categories identified as significant compared with reference category (in <i>italics</i>)	Direction of odds (odds ratio)
Age	For every additional year of age	Lower (0.98)
Sentence length	<i>6 months or less</i> 1 year to 18 months 18 months to 2 years 2–3 years 3–4 years	Lower (0.41) Lower (0.22) Lower (0.25) Lower (0.31)
Offence type	<i>Acquisitive offence (robbery, burglary, theft and handling)</i> Drug offences Vehicle-related offences	Lower (0.38) Lower (0.54)
Copas rate (PNC)	For every unit increase on Copas index	Higher (2.53)
Whether first prison sentence	<i>Not first prison sentence</i> First prison sentence	Lower (0.55)
School truanting	<i>Did not regularly truant</i> Regular truanting from school	Higher (1.51)
Feelings about prison	<i>Not worried or confused</i> Worried or confused	Lower (0.72)
Employment	<i>Not employed in 12 months pre-custody</i> Employed in 12 months pre-custody	Lower (0.74)
Housing	<i>Not homeless pre-custody</i> Homeless or temporary accommodation prior to custody	Higher (1.86)
Punishment in prison	<i>Did not receive additional punishment in prison</i> Received additional punishment in prison	Higher (1.65)
Class A drug use	<i>Not used Class A drugs since release</i> Class A drug user since release	Higher (1.58)

Source: Surveying Prisoner Crime Reduction Study. All factors are statistically significant at $p < 0.05$.

Annex B

Sources on data and research evidence on offenders and reoffending

The Ministry of Justice publishes a range of statistics relating to the operation of the criminal and civil justice systems, on aspects of criminal justice policy, and on other areas of the department's responsibility. Key publications that help to understand the offender population include *Offender Management Statistics Quarterly*¹⁵⁷ and *Criminal Justice Statistics* (including separate releases on race and women in the justice system).¹⁵⁸ In addition, strategic needs assessments, local problem profiles and other assessments undertaken at a local level (by health and well-being boards, local authorities and other partners such as the police and Police and Crime Commissioners) provide information on the nature of local offender populations. Data sources vary in purpose, scope and coverage, which should be considered when using them to understand offender populations.

Key reoffending statistics include the *Proven Reoffending Statistics Quarterly* and *Local Adult Reoffending*.¹⁵⁹

Proven Reoffending Statistics Quarterly provides key statistics on proven reoffending in England and Wales. It gives proven reoffending figures for offenders who were released from custody, received a non-custodial conviction at court, received a caution, reprimand, warning or tested positive for opiates or cocaine during a one-year period. Proven reoffending is defined as any offence committed in a one-year follow-up period and receiving a court conviction, caution, reprimand or warning in the one-year follow-up. Following this one-year period, a further six-month waiting period is allowed for cases to progress through the courts. This means that, for example, proven reoffending rates for July 2010–June 2011 were published in April 2013.

Local Adult Reoffending provides reoffending rates across the probation caseload, including both predicted and actual rates. This is broken down by regions within England and Wales, probation trusts and local authorities.

Compendia of further analysis are also published regularly as well as ad hoc statistical releases. Statistical publications are pre-announced on the gov.uk website.¹⁶⁰

The Ministry of Justice has also sought to better understand the offender population through large-scale cohort studies, most recently *Surveying Prisoner Crime Reduction Study*¹⁶¹ and the *Offender Management Community Cohort Study*.¹⁶²

Surveying Prisoner Crime Reduction Study (SPCR)

SPCR is a longitudinal cohort study of 3,849 adult (18 years of age and over) prisoners in England and Wales sentenced to up to four years in prison. The aim of the study is to understand prisoners' characteristics and needs, and experiences in prison and on release, including reoffending. Interviews were conducted on reception to prison (Wave 1), in the weeks prior to release (Wave 2), and in the community approximately two months after release (Wave 3). Interviews were conducted between 2005 and 2010. A range of focused research outputs has been published on SPCR to date, including on criminal backgrounds and reoffending, substance misuse and mental health, employment and homelessness. Data from SPCR was matched to the Police National Computer to obtain criminal history and reoffending information.

The Offender Management Community Cohort Study (OMCCS)

OMCCS is a longitudinal study which tracked a cohort of adult offenders who commenced a community order between October 2009 and December 2010. It entailed a survey element which interviewed offenders classified as belonging on Tiers 2 to 4 only (offenders are assigned to one of four 'tiers' by offender management systems, based on a number of factors including their risk of reoffending, Tier 1 being the lowest level). Figures cited in this report are from the first wave of the OMCCS survey, which took place around three months after the start of the community order. Survey results have been weighted to be nationally representative of offenders at Tier 2 and above. Administrative data collected as part of the study means in some places estimates are for Tier 1–4 offenders in the cohort.

As well as research and statistical outputs, data on the offending population also includes that from administrative tools used in the management of offenders:

The Offender Assessment System (OASys)

OASys is used with adult offenders across the prison and probation services in England and Wales, and is a further source of information about the prevalence of needs and risks among offender groups. OASys combines actuarial methods of prediction with structured clinical judgement to provide standardised assessments of offenders' risks and needs, as well as linking these risks and needs to individualised sentence plans and risk management plans.

OASys assesses offenders against the following eight key criminogenic needs: accommodation, education, training and employment, relationships, lifestyle and associates, drug misuse, alcohol misuse, and thinking and behaviour and attitudes. Since assessments are not required for all offenders, OASys data should not be read as representative of the entire offending population.

A **full** assessment is completed with those offenders assessed at Pre-Sentence Report stage, those being supervised in the community at Offender Management Tiers 3 and 4, those prisoners subject to an indeterminate sentence (lifers and IPPs), 18–20 year old prisoners and those PPO and high/very high Risk of Serious Harm (RoSH) prisoners subject to a determinate sentence of at least 12 months. A shorter **standard** assessment is completed with Tier 2 community offenders with a Supervision requirement, prisoners subject to a determinate sentence of at least 12 months not eligible for a full assessment and 18–20 year olds subject to a determinate sentence of less than 12 months (with more than four weeks to serve). At the end of December 2013, almost two-thirds of all offenders had a full OASys assessment.

Offender Group Reconviction Scale (OGRS)

OGRS is a predictor of reoffending based only on static risks – age, gender and criminal history. It allows probation, prison and youth justice staff to produce predictions for individual offenders even when the use of dynamic risk assessment tools, such as OASys, is not possible. OGRS has been in use by probation staff and corrections researchers since the late 1990s. It is updated from time to time to reflect changing patterns of offending.

The Ministry of Justice Data Lab pilot

The Justice Data Lab pilot enables organisations working with offenders to access central reoffending data. This service will provide vital information to organisations supporting the rehabilitation of offenders and help them assess the impact of their work on reducing reoffending. For further information on the Justice Data Lab, see <http://www.justice.gov.uk/justice-data-lab>.

Sources of evaluation evidence

This report has referenced a number of systematic reviews. For new reviews and updates of existing reviews, see the following websites:

- The Campbell Collaboration: <http://www.campbellcollaboration.org/>
- The Cochrane Collaboration: <http://www.cochrane.org/>
- Washington State Institute for Public Policy: www.wsipp.wa.gov/default.asp

Future reviews of the evidence on crime reduction will also be produced by a 'what works' centre hosted by the College of Policing: <http://www.college.police.uk/en/20399.htm>

Annex C

Prevalence of factors commonly associated with reoffending

Criminogenic need	Surveying Prisoner Crime Reduction Survey ¹⁶³	Offender Manager Community Cohort Study ¹⁶⁴	OASys – sentenced prisoners in custody ⁱ	OASys – offenders with a community or suspended sentence order	OASys – offenders under post-release supervision
Drug misuse	64% of prisoners reported that they had used drugs in the four weeks before custody: 30% said they had used heroin, 28% had used crack cocaine and almost half had used cannabis. A third said they needed help for a drug problem upon reception to prison. Drug use before custody was associated with reoffending on release: 30% of those who reported never having used drugs were reconvicted within one year of release compared with 71% of those who reported using Class A and B or C drugs in the four weeks before custody.	23% of Tier 2–4 offenders said they needed help with a drug problem, and 16% said they had a drug treatment order as part of their community order. ¹⁶⁵ While 63% said they had not used any illegal drugs in the four weeks prior to their interview, 26% had used cannabis, 5% had used cocaine powder and 9% had used heroin.	41% of prisoners who were assessed were identified as having a drug misuse problem. The prevalence of this need decreased with age.	32% were assessed as having a need relating to drug misuse. The prevalence of this need decreased with age.	27% of those under post-release supervision were assessed as having a drug misuse problem.
Alcohol misuse	22% of prisoners interviewed upon reception to prison said they had drunk alcohol daily in the four weeks prior to custody: this was associated with reconviction upon release. 15% said they needed help with an alcohol problem.	10% of Tier 2–4 offenders said they had drunk alcohol daily in the four weeks preceding their interview, and 19% said they needed help with an alcohol problem. 17% said they had alcohol treatment as part of their community order. ¹⁶⁶	27% were assessed as having a criminogenic need relating to alcohol misuse. ¹⁶⁷	Just over one-third (35%) were identified as having an alcohol misuse need.	16% were assessed as having an alcohol misuse need.

i Based on offenders in custody or under probation supervision at 31 December 2012, who had a full, valid OASys assessment completed during 2012. An offender is counted as having a need if his or her score for that needs domain exceeds a designated cut-off point. Cut-off points were calculated using reoffending data – offenders with scores above the cut-off points were found to have above average reoffending rates. For further information on OASys data, see Annex B.

Criminogenic need	Surveying Prisoner Crime Reduction Survey ¹⁶³	Offender Manager Community Cohort Study ¹⁶⁴	OASys – sentenced prisoners in custody ⁱ	OASys – offenders with a community or suspended sentence order	OASys – offenders under post-release supervision
Impulsivity/low self-control/ thinking and behaviour	66% of prisoners reported that they were hoping to get help in prison with their offending behaviour.	n/a	77% were assessed with a criminogenic need relating to 'thinking and behaviour'.	61% were assessed with a 'thinking and behaviour' need.	53% were assessed as having a 'thinking and behaviour' need.
Attitudes that support crime	70% of prisoners agreed with the statement that "most people would commit a crime if they knew they could get away with it"; a fifth agreed that "in the end crime does pay"; and 30% that "there was no victim of my crime".	Around two-thirds of Tier 2–4 offenders agreed with the statement that "most people would offend if they could get away with it"; a fifth agreed that "in the end crime does pay"; and 25% that "there was no victim of my offence".	75% were assessed as having a criminogenic need relating to their attitude towards crime.	54% were assessed with a need relating to their attitude towards crime. This need decreased with age, and was less frequently identified for female offenders.	52% were assessed with a need relating to their attitude to crime. This need was less prevalent among older offenders and women.
Social networks that encourage offending behaviour	47% of prisoners reported that 'avoiding certain people' would be important in stopping them reoffending.	42% of Tier 2–4 offenders said that 'avoiding certain people' would be important in stopping them from reoffending.	83% were assessed as having a criminogenic need relating to their 'lifestyle and associates'.	57% were assessed with a 'lifestyle and associates' need. This need notably decreased with age.	65% were assessed with a 'lifestyle and associates' need. This need notably decreased with age.
Poor or lacking family and intimate relationships	Prisoners cited a range of issues relating to difficult childhood experiences: 24% had, at some point, been taken into care as a child, and 29% reported having experienced emotional, sexual or physical abuse as a child. 41% said they had observed violence in the home as a child. Each of these factors was associated with reoffending on release. Three-quarters said they felt close to their families. 15% said they needed help with family problems or their children. ¹⁶⁸	8% of Tier 2–4 offenders said that during childhood they had, at some point, lived either in an institution such as a children's home or with foster parents. Three-quarters said they felt close to their families and just 14% said they needed help with family problems or their children.	71% were assessed with criminogenic needs relating to their relationships, e.g. difficulties either at present or in the past, including domestic violence, childhood abuse, and lack of contact with family. ¹⁶⁹	67% were identified with a criminogenic need relating to their relationships.	58% were identified with a criminogenic need relating to their relationships.

Criminogenic need	Surveying Prisoner Crime Reduction Survey ¹⁶³	Offender Manager Community Cohort Study ¹⁶⁴	OASys – sentenced prisoners in custody ⁱ	OASys – offenders with a community or suspended sentence order	OASys – offenders under post-release supervision
Employment, education and training	32% were in paid employment in the four weeks prior to custody. Those who had been in prison before were less likely to have been employed than those who had not, and those who had been employed prior to custody were less likely to be reconvicted within a year of leaving prison (40% compared with 65%). 48% of prisoners said they needed help finding a job on release, 41% with education, and 40% to improve work-related skills. ¹⁷⁰	61% of Tier 2–4 offenders said that having a job would be important in stopping them reoffend, and 22% said education or training would be important. 25% of Tier 2–4 offenders were in paid employment in the seven days before their interview. 42% said they needed help with working or getting work. 32% said they needed help with education, and 15% said they needed help to improve their reading, writing or numeracy.	70% were assessed with an education, training and employment need. ¹⁷¹	54% were assessed as having an education, training and employment need.	58% were assessed with an education, training and employment need.
Accommodation	15% of prisoners reported being homeless before custody, and 37% stated that they would need help finding a place to live upon release. Self-reported homelessness was associated with a higher one-year reconviction rate (79% compared with 47% among those who did not say they were homeless prior to custody). ¹⁷²	13% of the OMCCS cohort who received a full OASys assessment were identified as in transient accommodation and 36% had problems with the 'suitability' of their housing, including living in high crime areas or with known criminal associates. 32% of Tier 2–4 offenders said they needed help with housing problems, and half that having a place to live would be important in stopping them from reoffending.	Accommodation problems were assessed as a criminogenic need for 56% of offenders in this category.	Assessed as a criminogenic need for 34% of offenders.	Assessed as a criminogenic need for 31% of offenders.

Annex D

Standards of evidence

Assessing quality

There are many guides available to help assess the quality of research evidence. Assessing the quality of research is difficult: sometimes the approach may appear robust but the methods have not been well applied. For this reason, we have not been prescriptive about what is or is not 'acceptable' evidence. Links are provided below of where to go for further information, particularly in relation to measuring impact. Other forms of evidence may be useful in helping the development of a service or in understanding its quality and the experience of its users. These include qualitative studies, process evaluations and case studies. While these approaches cannot be used alone to demonstrate effectiveness, they can help providers identify how services might be improved or developed to improve outcomes and can add to the evidence base on what is promising.

Where to go for further guidance

The **Maryland Scale** of Scientific Methods¹⁷³ was developed by Sherman and colleagues at the University of Maryland for their review of crime prevention interventions. It is a five-point scale for classifying the strength of methodologies used in 'what works?' studies.

The **Green Book**¹⁷⁴ is HM Treasury guidance for Central Government, setting out a framework for the appraisal of all policies, programmes and projects. It sets out the key stages in the development of a proposal from the articulation of the rationale for intervention and the setting of objectives, through to options appraisal and, eventually, implementation and evaluation. It is supported by a range of supplementary guidance.

The **Magenta Book**¹⁷⁵ is HM Treasury guidance on evaluation for Central Government, but is also designed for all policy makers, including in local government, charities and the voluntary sectors. It sets out the key issues to consider when designing and managing evaluations, and the presentation and interpretation of evaluation results.

It is supported by supplementary guidance¹⁷⁶ on assessing **Quality in Qualitative Research** and **Quality in Policy Impact Evaluation**.

The Government Social Research **Rapid Evidence Assessment toolkit**¹⁷⁷ provides a useful summary of different types of secondary research and the benefits and disadvantages

of each, although this does not include a description of meta-analysis: the use of statistical techniques in a systematic review to integrate the results of included studies. The **Cochrane Collaboration** website¹⁷⁸ contains a number of useful links on the use of these techniques.

Table D1 is a useful guide to the types of conclusions that can be drawn from different sorts of impact evaluation. As noted above, the quality of individual studies also needs to be considered.

Table D1: A description of evaluation designs and their ability to establish attribution to a specific intervention

	Brief description	Ability to establish attribution
Strong research designs in the measurement of attribution	Random allocation/experimental design – Individuals or groups are randomly assigned to either the policy intervention or non-intervention (control) group and the outcomes of interest are compared. There are many methods of randomisation from field experiments to randomised control trials.	Random allocation design means that systematic differences between groups are unlikely, and so any differences and changes in outcomes between the two groups can be confidently attributed to the policy intervention.
	Quasi-experimental designs <i>Intervention group vs well matched counterfactual</i> – Outcomes of interest are compared between the intervention group and a comparison group directly matched to the intervention group on factors known to be relevant to the outcome. Done well, the matched comparison group can be treated as though it was created randomly.	Quasi-experimental designs match the groups on relevant factors, i.e. factors which could have an impact on the measured outcomes. If the matching is done well, any differences between the two groups can be concluded to be the result of the policy intervention (as there are no other observable differences between the two groups).
	<i>Strong difference-in-difference design</i> – In this quasi-experimental design, there is no direct matching. Instead it involves a before and after study comparing two groups where there is <u>strong evidence</u> that outcomes for the two groups have historically moved in parallel over time.	A strong difference-in-difference design can provide good evidence on what would have happened in the absence of a policy intervention and therefore allows a strong assessment of the impact of the policy.
Weaker/riskier research designs in the measurement of attribution	Intervention group vs unmatched comparison group – Outcomes of interest are compared between the intervention group and a comparison group. Here, the comparison group has not been well matched or there is no strong evidence that the two groups have historically moved in parallel to allow a strong difference-in-difference design, and so there is a risk that it may not provide an accurate comparison.	If a comparison group is not well matched (e.g. it might be at the aggregate rather than individual level), there is a risk that measured differences identified between the two groups might not be due to the policy, but differences between the groups. Equally, a lack of identified difference between the groups might be the result of ‘noise’ or differences between the two groups, rather than the policy lacking impact.
	Predicted vs actual – Outcomes of interest are compared with expected or predicted outcomes (often constructed/modelled at the appraisal stage) of what would be expected if no action was taken (i.e. in the absence of the policy). Outcomes are only monitored for those experiencing the policy.	Such designs can only take account of factors that have been identified/modelled: factors with an unexpected effect will not be accounted for. This level can also only ‘predict’ a counterfactual, rather than directly measure it. Such designs might provide an indication of whether there has been an effect but may not be able to provide a precise statistical estimate of its size. A long time series before and after can help improve reliability.
	No comparison group – A relationship is identified between intervention and outcome measures in the intervention group alone. This frequently takes the form of a before and after design, in which outcomes of interest are compared with baseline measures taken before the implementation of the policy.	These designs provide a weak estimate of the counterfactual, particularly if there is only a single data point before and after the intervention: any number of factors could have influenced the measured change in the ‘after’ data. This typically results in the lowest level of confidence in attributing any measured change to the intervention, except in the rare cases where this is the only plausible explanation.

Source: Quality in policy impact evaluation: understanding the effects of policy from other influences – supplementary Magenta Book guidance
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/190984/Magenta_Book_quality_in_policy_impact_evaluation__QPIE_.pdf

Annex E

Commissioned and co-commissioned services

In England, co-commissioned services can be broadly divided into those with specific provision for offenders and those that are generic provision, which offenders can access.

Examples of specific provision include the following:

- *Health* – NHS England is responsible for commissioning prison health services. Responsibility for community healthcare is with the Clinical Commissioning Groups locally. Commissioning for alcohol and substance misuse interventions for offenders in the community lies with Directors of Public Health.
- *Employment and Benefits* – the Department for Work and Pensions is responsible for commissioning employment interventions, such as the Work Programme, which place particular priority on work with offenders as part of the core offer. Job Centre Plus, as an agency of DWP, is responsible for providing employment and benefits advice surgeries for offenders in custody and the community.
- *Skills and Training* – the Department for Business Innovation and Skills and the Skills Funding Agency are responsible for commissioning the Offender Learning and Skills Service, which delivers skills and education programmes in custody.

Examples of generic provision include the following:

- *Housing and Homelessness Services* – local authorities are responsible for providing housing and support to tackle homelessness in their area.
- *Adult Social Care* – local authorities are also responsible for commissioning adult social care services which many offenders, particularly older offenders, need to be able to access, and their needs should be recognised within local Joint Strategic Needs Assessments.

The situation in Wales is different. While Criminal Justice is not a function devolved to the Welsh Assembly Government, many of the services which offenders require as part of their rehabilitation and community resettlement are. For example, the Welsh Assembly Government has devolved responsibility for local government, NHS Health services, education, training and employability and housing.

In respect of wider crime reduction activities likely to impact on offenders, Police and Crime Commissioners are responsible for working with the police and other partners to find better ways to prevent crime, and to provide an efficient and effective police service.

Annex F

Interim findings from payment by results pilots at Peterborough and Doncaster prisons

Table F1 shows that for offenders released from Peterborough between 9 September 2010 and 1 July 2012 there were an average of 78 reconviction events per 100 offenders. This compares with an average of 84 reconviction events per 100 offenders released from Peterborough in September 2008 to June 2010; a fall of eight per cent. Nationally, the equivalent figures show a rise of 12 per cent from 75 to 84 reconviction events per 100 offenders. These interim figures show a fall in the frequency of reconviction events at Peterborough while nationally there has been a substantial rise.

Table F1: Peterborough (and national equivalent) interim reconviction figures with a six-month reconviction period

Discharge period	Peterborough			National local prisons		
	Cohort size	Reconviction rate	Frequency of reconviction events per 100 offenders	Cohort size	Reconviction rate	Frequency of reconviction events per 100 offenders
Sep05–Jun07	837	40.4%	74	32,946	38.9%	66
Sep06–Jun08	1,028	40.6%	81	33,633	39.9%	71
Sep07–Jun09	1,170	41.0%	85	36,565	40.2%	74
Sep08–Jun10	1,088	40.3%	84	36,555	39.2%	75
Sep09–Jun11	941	37.6%	79	34,407	39.7%	79
Sep10–Jun12	1,006	38.6%	78	33,660	40.4%	84

Note: Figures for Sep09–Jun11 overlap with the pilot period; therefore, they should not be used as a baseline for comparison. They have only been included for completeness.

Table F2 shows a six-month reconviction rate of 39.0 per cent for offenders released from Doncaster between October 2011 and June 2012. This compares with 40.7 per cent for offenders released in October 2009 to June 2010 (a fall of 1.7 percentage points) and 44.7 per cent for offenders released in October 2008 to June 2009 (a fall of 5.7 percentage points). These two figures are compared as they are the closest October to June periods to the baseline period of calendar year 2009. Nationally, the equivalent figures show a small increase from 39.5 per cent in October 2008 to June 2009 and 39.4 per cent in October 2009 to June 2010 to 39.8 per cent in October 2011 to June 2012 (an increase of 0.2 and 0.3 percentage points respectively). These interim figures show a fall in the reconviction rate at Doncaster in the cohort period compared with the two periods covering the baseline year.

Table F2: Doncaster (and national equivalent) interim reconviction figures using a partial (nine-month) cohort and a six-month reconviction period

Discharge period	Doncaster		National local prisons	
	Cohort size	Reconviction rate	Cohort size	Reconviction rate
Oct06–Jun07	1,019	43.5%	17,004	39.0%
Oct07–Jun08	898	47.6%	18,945	41.1%
Oct08–Jun09	953	44.7%	19,655	39.5%
Oct09–Jun10	997	40.7%	18,920	39.4%
Oct10–Jun11	951	40.0%	18,894	40.0%
Oct11–Jun12	984	39.0%	19,010	39.8%

For more on these pilots, see Annex A of the proven re-offending statistics bulletin
<https://www.gov.uk/government/publications/proven-re-offending-statistics-october-2010-to-september-2011>

End notes

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North Yorkshire County Council

Corporate and Partnerships Overview and Scrutiny Committee

18 January 2016

North Yorkshire Youth Justice Service

1.0 Purpose of Report

- 1.1 To provide the Committee with an overview of the
- Key strategic priorities for the Youth Justice Service (YJS) Partnership 2015-16
 - 2020 review of YJS

2.0 Background

- 2.1 Youth Offending Teams were established under the Crime and Disorder Act 1998 which placed the primary duty on local authorities, together with statutory partners in health, police and probation, to oversee and co-ordinate the provision of youth justice services locally and to ensure that actions outlined in annual youth justice plans are carried out effectively.
- 2.2 North Yorkshire Youth Justice Service comprises staff from a range of service partners including the Police, Probation Service, Children's Social Care, Health, and Education, supported by committed and skilled volunteers. The key objectives of the Youth Justice Service are to reduce youth crime, protect the public from serious harm, and to safeguard the welfare of young people.
- 2.3 The Service works with young people who commit low level crime and receive out of court disposals such as Youth Cautions and Youth Conditional Cautions, through to those who are in custody, either on remand or who have been sentenced to detention.

3.0 North Yorkshire YJS Strategic Plan 2015-16

- 3.1 Under Section 40 of the Crime and Disorder Act 1998 it is a statutory requirement to have a Youth Justice Strategic Plan.
- 3.2 The Youth Justice Board issues guidance for completing the plan, which in addition to requiring committee approval must be signed by members of the Youth Justice Service Management Board and submitted to the Regional Youth Justice Board Manager.
- 3.3 North Yorkshire's Youth Justice Service Strategic Plan 2015-16 setting out current strategic priorities is attached.

4.0 2020 Review of YJS

- 4.1 The present service delivery model for the YJS has been in place more or less since the team's inception in 2000. Over recent years however the cohort of young people has changed, and the service is working with a considerably smaller, more challenging group of young people, many of whom are also known to either Prevention Services or Children's Social Care.

- 4.2 Furthermore, there has been significant change in the wider criminal justice partnership landscape: regionalisation of Courts and CPS, the introduction of PCCs and CCGs, and 'Transforming Rehabilitation' which saw the establishment of the National Probation Service (NPS) and Community Rehabilitation Companies (CRCs).
- 4.3 In addition to these changes, the YJS partnership is facing significant financial pressures: the overall YJS budget has reduced by over £1 million since 2011 and the service has undergone a number of re-structures. This financial year, the funding from NYCC reduced by a further £160,000, and in November the Youth Justice Board made an additional in-year reduction of £92,550 in its grant on top of the £71,980 advised earlier this year. In total the level of the YJB Good Practice Grant has decreased by 17.4% in 2015/16 alone.
- 4.4 In summary there is a projected overspend of £309,571 by the end of 2017/18 which needs to be addressed.
- 4.5 Consequently, there is to be a 2020 review of the North Yorkshire YJS to consider a range of potential service delivery models that can best meet the needs of young people in the criminal justice system in North Yorkshire whilst also meeting the statutory requirements of the Crime & Disorder Act 1998. This review is being led by Louise Ryder, Senior Project Manager who is working with key partners to progress this work over the coming few months.
- 4.6 The North Yorkshire 2020 review will run in parallel to and will be informed by a national review announced by the Ministry of Justice on 11 September 2015 which will look at the evidence and current practice in preventing youth crime and rehabilitating young offenders; exploring how the youth justice system can most effectively interact with wider services for children and young people; and considering whether the current arrangements are fit for purpose. This national review, led by Charlie Taylor will report initial findings in the spring and a final report to the Ministry of Justice at the end of the summer.

5.0 Recommendations

- 5.1 That Members note the above.

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Background Documents: None

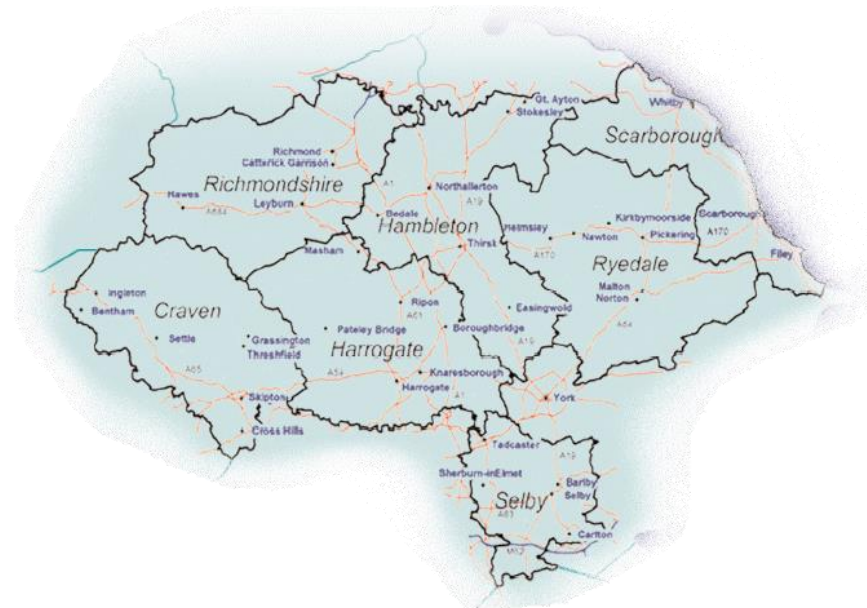
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Annex:

Appendix 1: YJS Strategic Plan 2015-16

North Yorkshire

Youth Justice Service



2014-16 (2015 Refresh)

working in partnership to reduce youth crime

Contents

Foreward	Page 3
What Is a Youth Justice Service?	Page 4
Our Teams	Page 5 - 7
The Young People We Work With	Page 8
Our Funding	Page 9
How Well Do We Perform?	Page 10
YJS Management Board	Page 11
Partnerships	Page 12-16
Engaging Young People	Page 17-18
In 2014 We Promised... and We Did...	Page 19
Our Priorities 2015-16	Page 20-25
YJS Management Board Signatures	Page 26-27
Appendices:	Page 28-32
1. NYCC Structure Chart	
2. Youth Justice Staff Chart (By Headcount)	
3. Youth Justice Staff Chart (By Gender & Ethnicity)	
4. Partner Funding Contributions	
5. Planned YJB grant expenditur	

Foreword by the Chair of the North Yorkshire YJS Management Board

In North Yorkshire we work hard and many times successfully, to support children and young people who are in the criminal justice system or are engaged in anti-social behaviour on the edges of crime. The Youth Justice Service is a multi-disciplinary team delivering specialist support and intervention, working closely with partners to prevent offending, to keep children, young people and the public safe from harm, and importantly to also support victims of crime.

At times of austerity, affecting not only the Local Authority but all partner organisations, the need to work together ever more effectively and to ensure that planning for complex and challenging young people is well co-ordinated and safely managed, is critical.

As Chair of the YJS Management Board in North Yorkshire I welcome this updated strategy which gives us a further opportunity to restate our positive commitment to improving outcomes for children and young people, as well as setting out our key priorities for the coming year and how we want to further improve outcomes. My thanks to partners for their active support of this work.



Pete Dwyer
Chair of YJS Management
Board

What is a Youth Justice Service?

Youth Offending Teams (known as the Youth Justice Service in North Yorkshire) were set up in 2000 by the Crime and Disorder Act 1998. The Act says that the local authority, the police, probation and health services must work together *'to prevent offending and re-offending by children and young people under the age of 18, and to ensure that custody for them is safe, secure and addresses the causes of their offending behaviour'*.



Our Teams

In North Yorkshire there are two Area Teams working with young people aged 10-18 years (although supervision of some young people can be up to the age of 20). Our main Area Team offices are in Harrogate and Scarborough, and there is a small satellite office in Selby.

Young people are either given out of court disposals such as Youth Cautions and Conditional Cautions, or are on court orders – this may be community orders or custody.

Young people may be sentenced to a Referral Order or Youth Rehabilitation Order (YRO) and have to attend regular appointments with professional staff from the YJS or other services. Young people who have lots of risks and needs are seen more frequently, and given a higher level of support.

Every young person under YJS supervision will complete an agreed programme of work to help them to stay out of trouble and make better choices. Courts may also add special requirements, for example a night-time curfew, school attendance or a condition that the young person does not mix with specific people who are thought to be a bad influence.

Many of the communities we work in are very rural and distant from our main offices. Our staff are flexible, often using satellite offices, partner facilities and remote working technologies such as laptops and 3G connections in York and Scarborough courts.

Both teams are opening later in the evenings, and providing an increasing range of weekend services to meet the needs of the people we work with.

A Reporting Centre meets on a Saturday in Harrogate to work with young people on the edge of criminal behaviour or who are being assessed for Youth Cautions and Conditional Cautions. Our staff and volunteers frequently deliver evening Referral Panel and group work projects, both in the office and community.

Our People

The YJS has a staff team of professional officers, support workers and admin, along with a range of seconded staff from Children's Social Care, Education, Police, Probation and Health. We also directly employ specialist posts to lead our work in key areas of service delivery.

Our staff have a broad and diverse mix of skills and expertise, including professionally-qualified Social Workers, Probation Officers, Youth Workers, Teachers, Nurses, Police Officers and a Solicitor. Many other staff hold relevant degree-level qualifications, for example in Criminology, Psychology & Law.

Includes many volunteers.....



Currently 54 volunteers provide additional services for YJS, working throughout the county in a range of roles. The quality of our volunteers is very high, through careful selection, training and supervision by our Volunteer Co-ordinators. Pictured here are volunteers from the Selby area being awarded for their long service and outstanding contributions.

Volunteer Appropriate Adults attended 359 interviews in Police stations in the last year, sometimes working beyond midnight to support a young person through police custody.

Over 4,000 hours of community reparation are ordered by Courts and Referral Panels each year. The majority of this work is completed in small group projects or individual placements, supervised by volunteers.

Last year we reported that over 81% of Reparation requirements were fully and satisfactorily completed, an increase from 70% in 2012/13. We are pleased to report that this successful rate has been maintained.

Staff Training & Development

The YJS benefits from access to NYCC training facilities through Workforce Development, and also commissions training for our specialist needs in youth justice - for example Risk Management, Restorative Justice and Pre-Sentence Report Writing.

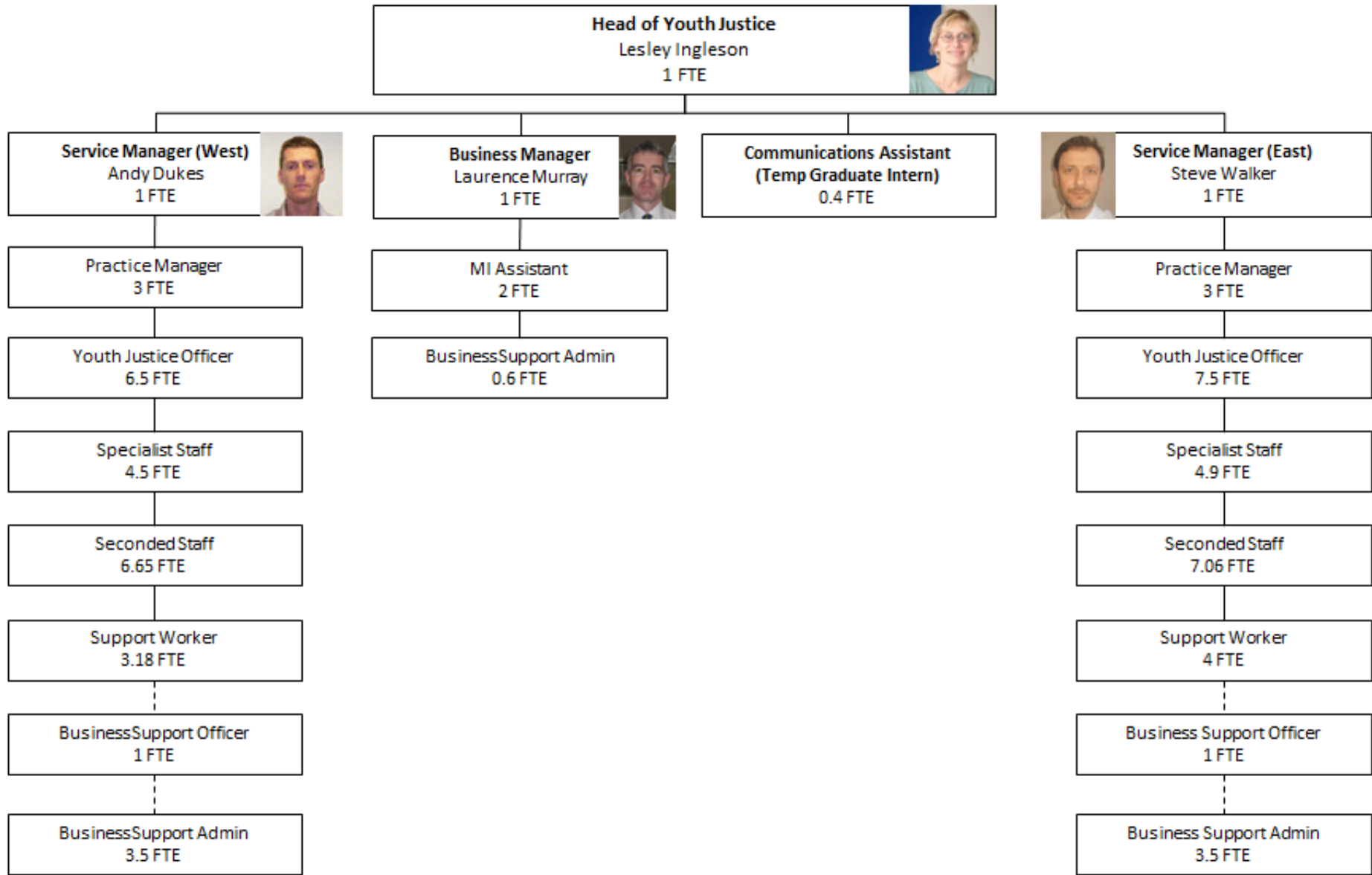
We conduct joint training and development with the staff of partner agencies, improving our practice and helping us all work together better with troubled teenagers.

We have a pro-learning team culture, with a number of student placements, and have access to the Youth Justice Board's online Youth Justice Interactive Learning System (YJILS) provides a range of specialist practice modules created by Open University & YJB experts.

The YJS has a Workforce Development Plan ensuring investment in high quality support, supervision and training of staff. On-line training planned this year includes:

- 'Channel' and 'Prevent' training to assess the risk of young people being drawn into extremism.
- Child Sexual Exploitation
- MAPPA awareness
- Preparation for AssetPlus





The Young People We Work With.....

The challenge within North Yorkshire is how to make sure our resources reach those who need them. North Yorkshire is England's largest county, stretching from the North Sea Coast to within 12 miles of Morecambe Bay, and from south of the M62 to the edge of Teesside. North Yorkshire is sparsely populated, with its 10-17 population of 56,835 (Census 2011) spread across an area covering 3,000 square miles. Approximately 32% of North Yorkshire's population live in sparse areas and 24% in areas defined as 'super sparse' with fewer than 0.5 people per hectare. Additionally, significant pockets of deprivation are found in communities such as Scarborough and Selby.

Approximately 93.4% of the 10-17 population define their ethnicity as 'White British', slightly less than the percentage for the total population of North Yorkshire (94.4% Census 2011). The single largest ethnic minority at 2.0% of the 10-17 population, as identified in the Census, is 'White Other' and this is believed to largely reflect the movement into the county by people from Eastern Europe, most notably in Harrogate and Ryedale. 2.7% of the 10-17 population in Richmondshire are identified as 'Other Asian' and this is mainly due to the number of young Nepalese soldiers/children of Nepalese soldiers recruited into the British Army who undergo training at Catterick Garrison. There are parts of Craven District with a larger ethnic minority population when compared to the rest of the county.

	10-17 Population	% White British	% White Irish	% White Gypsy or Traveller	% White Other	% Mixed Ethnicity	% Asian or Asian British	% Black or Black British	% Other Ethnic Group	% Total
Craven	5,422	93.1	0.1	0.2	0.9	1.9	3.5	0.2	0.1	100.0
Hambleton	8,340	96.7	0.1	0.3	0.9	1.3	0.5	0.1	0.1	100.0
Harrogate	15,580	89.7	0.3	0.1	3.5	2.3	2.6	1.1	0.4	100.0
Richmondshire	4,752	93.5	0.2	0.1	1.1	1.6	3.0	0.3	0.2	100.0
Ryedale	5,152	93.8	0.5	0.1	2.7	1.3	1.0	0.4	0.2	100.0
Scarborough	9,542	95.2	0.1	0.1	1.7	1.4	1.2	0.2	0.1	100.0
Selby	8,047	95.3	0.1	0.4	1.2	1.5	0.6	0.8	0.1	100.0
North Yorkshire	56,835	93.4	0.2	0.2	2.0	1.7	1.8	0.5	0.2	100.0

Our Funding

Partnership funding has remained reasonably stable over recent years, but the Youth Justice Service, like any publicly-funded organisation, has had to find savings. The National Probation Service and Health have confirmed that funding in 2015/16 will remain at the same level as the previous year. NYCC has reduced its contribution by £160,000 as part of the 2020 savings it is required to make.

Funding from the Police and Crime Commissioner (PCC) remains at the same level as last year, and is subject to a separate Service Specification agreement setting out how the funding is to be spent and what is to be achieved.

The YJS also gets a grant from the Youth Justice Board, which reduced in 2015/16 by £71,980. At the time of writing, the YJB has advised of a further potential in-year cut to this grant of between 5% and 15%. In addition, three separate grants have been awarded for 2015/16; £2,000 to maintain a programme of Restorative Justice training, £27,691 to establish a Junior Attendance Centre, and £18,343 to deliver the Unpaid Work element of court orders.

The YJS needs to be efficient whilst still improving outcomes. Savings in 2015/16 have included a further reduction in both frontline and back office staffing, as well as savings from a range of supporting budgets.

A breakdown of partner contributions to the YJS Pooled Budget for 2015/16 is contained in Appendix 4.

The grant received by the YJB is used exclusively to deliver youth justice services, and a more detailed breakdown of how we plan to use this funding is contained in Appendix 5.



How Well Do We Perform in North Yorkshire?

The Government has 3 priorities it wants us to achieve:

1. Stop young people from becoming offenders:

The number of children and young people who enter the criminal justice system for the first time has significantly reduced over recent years. From January to December 2014, there were only 210 young people compared with 1175 in January to December 2007.

2. Stop young people from committing more crime:

We measure this by tracking the young people we work with over a 12 month period to see if they commit any new offences. This takes time and the most recent data available relates to the period July 2012 to June 2013. This shows there has been a slight increase in re-offending in North Yorkshire compared with the same period 12 months previously, from 34.5% to 38.3% of the young people we worked with in this period going on to re-offend within a year.

We believe the re-offending rate is influenced by a number of different factors: the economic climate and rising poverty; because we are keeping young people who commit minor offences out of the criminal justice system (and these young people would be the ones less likely to re-offend); and because we are working with more difficult and challenging young people out in the community who might otherwise have been in custody.

3. Keep young people out of custody:

Custody rates in North Yorkshire have remained low and have reduced steadily over recent years - 16 young people were sentenced to custody in 2014-15 compared to 23 the previous year and 25 in 2012-13. We were also successful in reducing the number of nights that young people spent remanded in custody awaiting trial or sentence – this was down from 1101 in 2013/14 to only 353 nights in 2014/15. We aim to ensure that custody is only used for young people who have committed very serious crimes or where it is necessary to protect the public from serious harm.

The Youth Justice Service Management Board

The North Yorkshire Youth Justice Service Management Board comprises senior management representatives of all the partner funding agencies and other strategically important organisations. Pete Dwyer, Corporate Director of Children's Services is the Chair of the Board.

The Management Board is committed and dynamic, and members provide appropriate challenge and direction to the YJS. This has included reviewing local practice in response to the range of HMI Probation thematic reports which are published through the year.

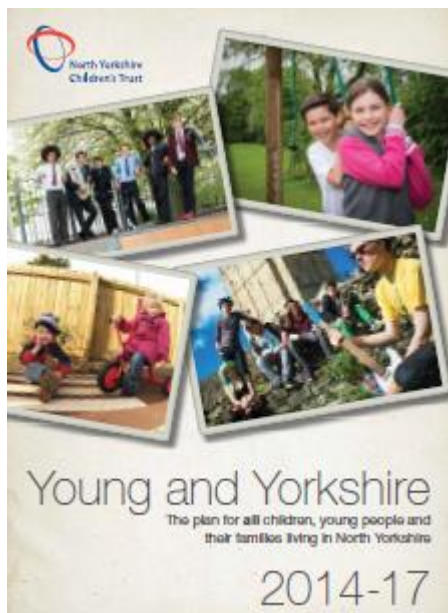
Board meetings are every 3 months at which attendance is very good. It is the role of the Chair of the Board to ensure that there is a comprehensive approach with emphasis on strategy, rather than narrowly focusing on performance matters.

As a number of Board Members and the Head of YJS sit on other key strategic groups including the Children's Trust Board, Local Criminal Justice Board, the Safeguarding Board, Reducing Re-offending Board and MAPPA, this ensures that planning is joined up and that the needs of children and young people in the criminal justice system are seen as a priority.

Who are the YJS Management Board Members?

Pete Dwyer (Chair)	Corporate Director Children's Services	North Yorkshire County Council
Vicky Metheringham	Head of Safeguarding and LAC	Children & Families Service, NYCC
Alan Clifton	Head Teacher Virtual School	Children & Families Service, NYCC
Leanne McConnell	Head of Criminal Justice	North Yorkshire Police
Gordon Martin	Court Legal Advisor	HM Courts and Tribunals Service
Tracey Bagley	Court Legal Advisor	HM Courts and Tribunals Service
Joanne James	Service Manager	Child & Adolescent Mental Health Services
Louise Johnson	Head of North Yorkshire NPS	National Probation Service
Jayne Hill	Senior Commissioning Manager	Partnerships CCG
Samantha Pariser	Commissioning & Partnership Manager	NYP / PCC Joint Corporate Commissioning & Partnership Team
Howard Emmett	Finance Manager	Children & Young People's Service, NYCC

Cllr Janet Sanderson, Lead Member for Children & Young People also attends Board meetings.



Partnership Working Across North Yorkshire

The Children's Trust Board has a key role in preventing youth crime and re-offending, and receives reports from the Head of YJS on a regular basis.

On 1st April 2015 a new Children and Families Service was created, bringing together a 0-19 years Prevention Service with Children's Social Care. The Prevention Service retains lead responsibility for delivering targeted early preventative work to young people with risky behaviours who are on the edge of crime. The YJS has invested in Family Outreach Workers, located within the Prevention teams, to support young people who are involved in anti-social behaviour or who are issued with Youth Cautions by the Police for low-level crime.

'**Young and Yorkshire**', the Children and Young People's Plan 2014–17, celebrates contributions made by young people across North Yorkshire while keeping a focus on improving outcomes for

the most vulnerable:

- Ensuring that all children and young people experience a good or outstanding education
- Keeping families together and having fewer children and young people living in care
- Helping all children and young people to lead healthy lifestyles

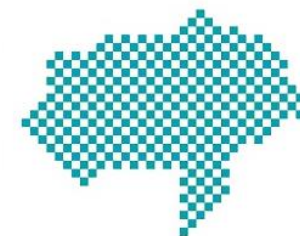
Developing Stronger Families brings together different agencies working with those families with many different and complex problems. The project works with the whole family to make sure that there is one effective, joined up plan. The YJS is represented on local operational groups to support this work and identify families who can benefit.

Multisystemic Therapy (MST) is an intensive family and community based intervention for young people at risk of care or custody. A new MST project has been set up in Scarborough, co-located with the YJS.

Police and Crime Commissioner

The election of Julia Mulligan as North Yorkshire's first Police and Crime Commissioner introduced an important element of local planning and accountability across the criminal justice services. We work closely with partners to support and deliver the Commissioner's Police and Crime Plan 2013-17.

**Police and Crime
Commissioner
North Yorkshire**



Early Intervention to Divert from Crime

Most children and young people who commit an offence will never go on to commit more crime. For most it is better to divert them away from the criminal justice system while still making sure that they are held to account for their actions. Where young people have assessed needs, we will ensure that services are in place to meet these needs.

The YJS works closely with the Police and the Prevention Service to deliver diversion schemes - known as Out of Court Disposals. This might be a Community Restorative Disposal, a Youth Caution or a Conditional Caution. The young person might have to undertake work to repair or make good some damage caused, or apologise to a victim. Sometimes this is face to face, sometimes by letter. It may also involve attending alcohol or drug counselling or working with other services on other identified needs.

The needs and wishes of victims are central to this approach and the YJS has Victim Liaison Officers who reach out to victims and support them in expressing their wishes & feelings. Victim Liaison Officers also act as a critical friend for YJS case managers, keeping the victim's safety and welfare at the heart of all our casework.

To ensure that Out of Court Disposals are used fairly, the YJS, Police and other key partners have established a Panel to monitor and review usage across the county. An Independent person chairs the Panel which meets every 3 months.

No Wrong Door

NYCC successfully secured over £2 million Innovation Funding to set up this project which brings together a variety of accommodation options, care placements, and outreach support for complex adolescents. The project will work with a number of the most challenging young people in the criminal justice system, supporting the work of YJS and other key partners.



Transitions: Youth to Adulthood

As young people move into adulthood, they can experience many changes. They may move from YJS to Probation, from fostering or residential care into independence. The change from young people friendly services to adult provision can be a difficult one.

In North Yorkshire the YJS works closely with other key services to improve assessments, joint working and provision for those aged 17 to 24 years. This year we will implement a new electronic system called the *Y2A Portal* to improve how we share information and assessments with the National Probation Service or CRC (Community Rehabilitation Companies).

Accommodation Needs of Young People

North Yorkshire has an accommodation pathway for 16 to 25 year olds, with Local Hubs staffed by District Council Housing and the Children and Families Service.

These Hubs provide a single point of access to accommodation services for young people who are at risk of being homeless. Each Hub has a multi-agency team to provide information, advice, assessment and mediation to prevent homelessness, and all 16 and 17 year olds who may be homeless have their needs assessed by a social worker. Where needed the Hubs provide access to planned or emergency accommodation and support.

Most young people who are at risk of being made homeless are supported either to return home safely or into independent living. The service is developing more accommodation for young people with high needs, including young people who are Remanded to Local Authority Accommodation by court, and young people leaving custody who need supported accommodation.

Making Communities Safer

The YJS works in partnership with the Police and Crime Commissioner, NYCC, and the North Yorkshire Community Safety Partnership (CSP) to reduce crime, anti-social behaviour and the fear of crime in communities.

Together we are delivering priorities identified in the Police and Crime Plan and focussing on how to reduce re-offending and tackle the causes of crime. For those young people who cause most harm to communities and commit most offences, agencies meet regularly to agree shared plans for managing and supporting those young people.

In Autumn 2014, a new Anti-Social Behaviour, Crime and Policing Act was introduced which replaced 19 current powers with 6 new, more flexible powers. The YJS helped develop local guidance and training in readiness for these changes.

Keeping Children and Young People Safe

Young people in the criminal justice system are especially vulnerable. Many have been in care or have had a child protection plan, have special educational needs, poor communication skills or emotional and mental health needs. This is especially true of many young people in custody.

The Head of YJS is a member of the Local Safeguarding Children Board and the YJS works with partners on a number of specific task groups to improve outcomes for young people:

- *Children who are Vulnerable, Exploited, Missing or Trafficked*
 - *MAPPA (Multi-Agency Public Protection Arrangements)*
 - *Speech, Language and Communication Needs*
 - *Housing and Accommodation*



Young People Who Sexually Harm

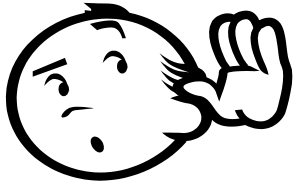
The YJS led the development of a multi-agency strategy to promote effective joint working with children and young people who display or are likely to develop sexually harmful behaviour. The strategy seeks to ensure that help and intervention is available at the earliest opportunity. Some behaviour will be normal, some will be a cause for concern but can be managed by trained staff from many different organisations such as schools, and in a small number of cases, the behaviour will be harmful and the child or young person will need specialist assessment and intervention. Children and young people who sexually harm others may also be at risk of harm or be victims of abuse themselves. Agencies will ensure they receive the help and support they need while being held responsible for their behaviour, and protecting others.

Speech, Language and Communication Project (SLC)

National research has highlighted the extent of undiagnosed SLC needs in young people who are involved in crime. Their behaviour often masks underlying problems and they may have difficulty understanding what they have to do as part of their court order.

Over a 3 year period, 4 part-time Speech Therapists are based in the YJS to develop services aimed at young people with multiple vulnerabilities. The project, which began in December 2013, is developing staff awareness and skills, ensuring that the environment for working with young people with SLC needs and the materials used in interventions are appropriate. Speech Therapists assess young people and provide specialist one to one work with those who have identified needs. The project is to be expanded this year with the recruitment of a Special Educational Needs teaching post.





Engaging Young People and Promoting Participation

The views of young people we work with are important to us, and need to be heard if we are to improve our services. One of the ways we do this is by using 'Viewpoint'.

Viewpoint is an interactive tool which young people use on the internet to share their views - what is going well for them, what their difficulties are, what needs to change.



Some early feedback from young people is detailed below -

- 88% felt that working with YJS had helped them stay out of trouble
- 97% felt YJS staff did what they said they would do
- 96% of young people felt listened to by YJS staff

As well as helping to monitor the progress individual young people make, Viewpoint provides YJS with a variety of different reports that help us improve our service. From September 2015, we will move to a new interactive tool with young people called 'Your Voice'.



Feedback from Young People

“ They helped me learn how to say no and helped me get a job with one of the victims I had hurt and disappointed, which was amazing”.

“I’m not under the influence of drugs anymore and I’m eating properly now”.

“I’m in a different place of education now, and I’m doing much better”.

“..I have grown up a lot more and I’m now a father with my own family to support and keep...I’ve now learned that I need to appreciate the life I have got a hell of a lot more. I’m a good person now, and I plan on keeping things that way”.

“I’m actually starting to attend school now”.

“I don’t think about things as much and don’t bottle things up.”

In April 2014, We Promised...

To target prolific offenders with extra support and supervision, helping them stay out of trouble.



To provide quick, effective drugs & alcohol treatment services for young offenders.



To reduce the number of young people who returned to custody after discharge.



To engage and support at least 45% of youth crime victims, and to increase their satisfaction rate



To ensure at least 80% of reparation hours in Referral Orders were successfully completed.



To improve staff awareness of Child Sexual Exploitation.



To make efficiency savings.



To Invest in training and our workforce.



During 2014-15, We Delivered...

25% fewer offences were committed by this group, and seriousness of their offending reduced by 38%.

100% of young people were seen in less than 15 days. 100% had a discharge plan to support them afterwards.

Only 5 young people were returned to custody this year compared to 8 in 2013/14. The number of repeat episodes reduced by 27%.

Victim engagement increased to 51%, and 95% said they were satisfied with our service.

79.4% successfully completed - 985 reparation hours in Referral Orders

36 staff trained since Sept. 2013. With partners, we are implementing the CSE strategy.

£344,000 savings achieved over 2 years.

Staff have attended a vast range of training events and undertaken on-line learning. The service benefits from low sickness and vacancy rates and positive team morale.

Our Priorities for 2015-16

In addition to those areas of work which are already outlined, there are other important challenges facing us in the future.

▪ *Reduction of Crime*

“targeting those who repeatedly offend and present the highest risk...”

We will reduce re-offending, by continuing to focus on those young people who repeatedly offend and present the highest risk. Early estimates of current re-offending rates indicate an increase across both York and North Yorkshire and we will work with York YOT and Police colleagues to analyse local data to identify issues and areas where resources and improvement efforts need to be focused.

The use of alcohol and drugs is a key risk factor, and we will work with other services to tackle the harm caused to young people and communities.

We know that young people are less likely to commit crime if they are in full-time Education, Training and Employment. The Youth Justice Service will continue to work to improve access to provision and increase take-up of opportunities across the county.

Early onset of offending is an indicator of future prolific and serious offending. We are investing in Family Outreach Workers, co-located within the Prevention Service to intervene earlier with those who may present the greatest risk.

If successful against this priority we will see:

- A 10% reduction in the frequency and a reduction in seriousness of offending by young people assessed as needing ‘high intensity’ intervention.
- An increase in young people attending full-time education, training or employment, and all statutory school-aged young people being offered their entitlement of full-time provision.
- Effective management of young people subject to multi-agency public protection arrangements.
- All young people under supervision having good quality risk assessment and case management.

▪ *Young People in Custody*

We will keep our focus on young people who are in or at risk of custody.

We will make sure that good quality systems are in place, and that staff across the services understand what they need to do whenever a young person ends up in custody. We will ensure that we begin the planning for young people's release from custody as soon as they are sentenced.

“focus on young people who are in or at risk of custody ...”

If we are successful:

- Custodial detention will be avoided wherever possible through provision of robust, defensible community alternatives.
- Young people who must be detained will be supported by swift, co-ordinated multi-agency planning for their placement and detention.
- Effective resettlement planning will be demonstrated by seamless transition to community provision, leading to fewer young people returning to custody through Breach or Re-offending.
- Maintain low numbers of nights young people spend Remanded to Youth Detention Accommodation (custody).

▪ *Improving our Practice – Restorative Justice and Victim Engagement*

Restorative Practice and reparation that is meaningful to victims is integral to the work we do. The Youth Justice Board provided funding to all Youth Justice Services to train staff and Referral Panel volunteers during 2014 to an accredited standard. We have invested in comprehensive training for staff and volunteers and over the coming year will further embed these approaches in our practice. As at 31.03.15 we have trained 59 members of staff and volunteers in restorative justice conference facilitation. In addition 38 members of staff have received further training in 'Working with Victims'.

“Restorative Practice is integral...”

Critically, we will improve on levels of victim satisfaction and engagement and will deliver our services in line with the new 'Code of Practice for Victims of Crime'. National research indicates that 80% of victims do not want any information, advice or support from the state or from other sources. We are committed to identifying those who do, and ensuring that they receive the information, advice and support they need. We aim to increase the number of victims who engage in face to face Restorative Justice and to consult victims and young people when putting together reparation programmes.

- Successful delivery of this priority will be demonstrated by full delivery of the national YJB training and development programme for Referral Panels and Restorative Justice.
- By April 2016, at least 40% of victims of youth crime will be receiving services from the YJS, and 80% will express satisfaction with those services.
- Evidence of increased mediation and restorative outcomes, with victims encouraged and supported to engage in face to face contact restorative justice meetings.
- Successful completion of reparation in Referral Orders will be at least 80%.

▪ *Out of Court Disposals*

Some young people are diverted from the criminal justice system at a very early stage by means of a Community Restorative Disposal. For others, Youth Cautions and Youth Conditional Cautions were introduced in April 2013 and systems are in place to assess these children and young people and to make sure that services are available to meet their needs and the needs of victims.

The Youth Justice Service is represented on a Scrutiny Panel which monitors and reviews how these different disposals are used – making sure that the decisions that are made are the right ones, and that actions taken are effective in reducing crime.

*“Some young people
can be diverted from
the criminal justice
system...”*

New Anti-Social Behaviour legislation was introduced last year and the YJS works with Community Safety Partners and other key organisations to make sure that anti-social behaviour is addressed in the community. This successful approach has led to an 8% reduction in ASB over the past 2 years.

New ‘Prevention Hubs’ provide early intervention with those children and young people who may present the greatest risk of becoming involved in crime and the YJS has invested in temporary additional staffing, co-located in three of these hubs.

If successful against this priority we will

- maintain the low numbers of children and young people entering the criminal justice system
- impact on re-offending rates by intervening much earlier with young people who are most likely to go on to offend
- ensure transparent and consistent decision-making which maintains the confidence of both the public and courts

▪ *Child Sexual Exploitation*

Child sexual exploitation (CSE) is a form of child abuse that remains hidden but is far more widespread than is recognised. Young people in the criminal justice system are especially vulnerable and their sometimes reckless and risky behaviour can be misinterpreted as a lifestyle choice. We will not make this mistake – we will protect our young people to the best of our ability, regardless of how hard they are to engage.

Together with our partners we will identify and prevent incidents of CSE by raising awareness of the problem, training staff to spot tell-tale signs, and sharing concerns and information appropriately.

NYCC has invested in work with young people, community groups and across agencies to take this work forward and develop services. A Project Co-ordinator was appointed in 2013 and works closely with the YJS and other key partners to deliver the CSE action plan.

*“identify and
prevent child
sexual
exploitation...”*

If successful against this priority we will:

- Raise the awareness and understanding of staff and members of the public to help them identify and report concerns of child sexual exploitation.
- All Youth Justice Officers will receive appropriate training.
- Attend local VEMT groups (Vulnerable, Exploited, Missing and Trafficked) to capture and map data and to support activity to Prevent, Protect and Prosecute.

- *ASSET Plus*

The Youth Justice Service took part in a YJB National Working Group to develop a new assessment framework. The resulting “ASSET Plus” model is more closely aligned to assessment tools used in the Children and Families Service.

ASSET Plus will be introduced throughout the Service in early 2016, an Implementation Plan has been developed to manage the Training, Technology and Communication aspects of this. All staff will complete intensive on-line and classroom training over the next few months to prepare a smooth transition.

If successful against this priority we will:

- Complete a planned transition as scheduled
- Maintain service delivery & performance reporting through the change period.
- Deliver improved assessment and case management practice.

- *Junior Attendance Centre*

North Yorkshire has secured an MoJ grant to develop a new model of Attendance Centre provision, working in partnership with the Prevention Service and other local agencies. Based in the hot-spot district of Scarborough, this project will deliver structured, positive activity for troubled young people, developing their skills and motivation.

If successful against this priority we will:

- Appoint a Lead Officer to develop and launch the project.
- Form a local delivery partnership with key services and stakeholders
- Establish a venue, and develop schedules and programmes of activity
- Commence operational delivery in early 2016

Management Board signatures:

Pete Dwyer, Corporate Director of Children's Services and Chair of Board:

Vicky Metheringham, Head of Safeguarding & LAC, Children & Families Service:

Alan Clifton, Head Teacher, Virtual School:

Leanne McConnell, Head of Criminal Justice, North Yorkshire Police:

Gordon Martin, Court Legal Advisor:

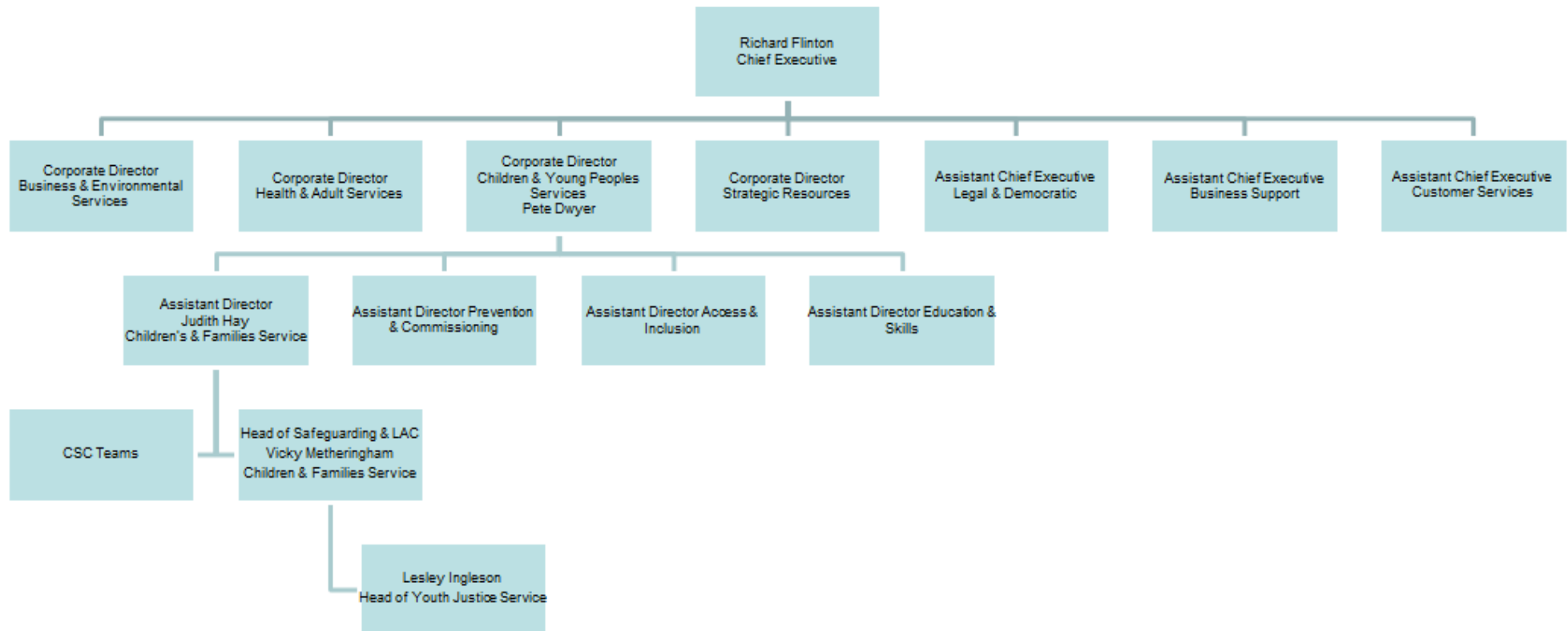
Louise Johnson, head of North Yorkshire National Probation Service:

Jayne Hill: Partnership Commissioning Unit on behalf of CCGs

Joanne James, Service Manager, CAMHS:
Howard Emmett: Finance Manager, CYPS
Samantha Pariser: NYP / PCC Joint Corporate Commissioning & Partnership Team
Tracey Bagley: Legal Team Manager

NYCC Structure Chart

Appendix 1



Youth Justice Service Staff (by Headcount)

	Strategic Manager (PT)	Strategic Manager (FT)	Operational Manager (PT)	Operational Manager (FT)	Practitioners (PT)	Practitioners (FT)	Admin Support (PT)	Admin Support (FT)	Sessional Workers	Volunteers	Total
Permanent		1	3	7	13	25	5	9			63
Fixed-term							1				1
Outsourced											
Temporary									8	54	62
Vacant			1		1						2
Seconded Children's Services Social Workers						4					4
Seconded Probation Officers						2					2
Seconded Police Officers						2					2
Seconded Health Workers					3						3
Seconded SLC Therapist					4						4
Seconded Education Liaison Workers						2					2
TOTAL											
		1	4	7	21	35	6	9	8	54	145
Disabled (self-classified)				1							1

Youth Justice Service Staff (by Gender and Ethnicity)

	Managers Strategic		Managers Operational		Practitioners		Administrative		Sessional		Volunteers		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British		1	5	4	17	35	2	11	3	5	19	31	46	87
White Irish					1			1					1	1
Other White						1								1
White & Black Caribbean														
White & Black African														
White & Asian														
Other Mixed						1								1
Indian												1		1
Pakistani														
Bangladeshi														
Other Asian														
Caribbean			1										1	
African											2	1	2	1
Other Black														
Chinese														
Any other ethnic group								1						1
TOTAL		1	6	4	18	37	2	13	3	5	21	33	50	93

Partner Contributions to the Youth Justice Service Pooled Budget 2015/16

Agency	Staffing costs (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
North Yorkshire County Council	314,880	167,679	594,220	1,076,779
Police Service	97,533	0	141,188	238,721
National Probation Service	90,070	0	51,120	141,190
Health Service	57,302	0	60,632	117,934
Police and Crime Commissioner	0	0	142,990	142,990
YJB Good Practice Grant	0	0	875,121	875,121
Total	559,785	167,679	1,865,271	2,592,735

Planned Expenditure of the YJB Grant

The YJB grant is used to achieving the following outcomes:

- Reduction in youth re-offending;
- Reduction in the numbers of first time entrants to the justice system;
- Reduction in the use of youth custody
- Effective public protection, and
- Effective safeguarding

At the time of writing the level of grant funding for 2015-16 remains uncertain, but intended expenditure is as follows:

Staffing	£640,400
Training and Development	£16,270
Preparation for AssetPlus	£39,330
Victims Services, including Reparation	£115,514
Partnership Working	£74,521

North Yorkshire County Council**Corporate and Partnerships Overview and Scrutiny Committee****18 January 2016****Prevent****Purpose of the Report**

1. To brief the Committee on implementation of the statutory Prevent Duty.

Background

2. The Government's counter terrorism strategy is called CONTEST and organised around four work streams:
 - PURSUE - To stop terrorist attacks;
 - PREVENT - To stop people becoming terrorists or supporting terrorism;
 - PROTECT - To strengthen our protection against a terrorist attack; and
 - PREPARE - To mitigate the impact of a terrorist attack.
3. The current threat from terrorism and violent extremism in the United Kingdom is severe - an attack is highly likely. Vulnerable people, including children, are at risk of becoming involved in extremist activity.
4. Following a review in June 2011, CONTEST and Prevent now address all forms of terrorism, including the extreme right wing. Prevent also addresses non-violent extremism where it creates an environment conducive to terrorism and popularises ideas that are espoused by terrorist groups.
5. The Prevent strategy has three specific strategic objectives:
 - Respond to the ideological challenge of terrorism and the threat we face from those who promote it;
 - Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
 - Work with sectors and institutions where there are risks of radicalisation that we need to address.
6. With effect from 1 July 2015, Section 26 of the Counter-Terrorism and Security Act 2015 places a statutory duty¹ on the county council and other specified authorities (local authorities, education, health, prisons, probation and the

¹ www.gov.uk/government/publications/prevent-duty-guidance

police) in exercising their functions to have “due regard to the need to prevent people from being drawn into terrorism”.

7. The police have an important role in the development of Prevent, but it is not a police programme. The success of Prevent is dependent on partnership working across local authorities, statutory agencies and community organisations. Prevent centres on early intervention to protect and divert people away from the risk they face before a crime occurs.
8. Supporting vulnerable individuals requires clear frameworks - including guidance for practitioners on how to identify vulnerability and assess risk, and to be clear on what to do with any ‘concerns’. It also requires training and awareness raising across directorates and agencies. Information sharing and work directly with communities should enhance a better understanding of the levels of risk and support across the county.
9. Actions undertaken so far relate to the key areas of the statutory guidance:
 - Governance and working in partnership
 - Risk assessment
 - Guidance and support
 - Channel Panel
 - Training
 - Links with communities

Governance and working in partnership

10. The York and North Yorkshire multi-agency Prevent Strategic Board has the strategic lead. Clear reporting structures are being developed across the Community Safety Partnership, Local Safeguarding Children Board (LSCB) and Safeguarding Adults Board (SAB) and their equivalents within the City of York. Six district based multi-agency Local Prevent Groups regularly meet. The NYCC Prevent Practitioners Group co-ordinates the work of officers within the county council.

Risk assessment

11. The police produce a counter-terrorism local profile (CTLP) on an annual basis. CTLPs seek to identify the threat and vulnerability from terrorism and extremism relating to terrorism in local areas, helping local partners understand and prioritise threat and vulnerability. The County Council has contributed to the development of the profile since 2011 via the NYCC Prevent Practitioner Group. Future CTLPs can be enhanced by using community information more effectively. The CTLP should direct future service planning, shape training and inform process development.

Guidance and support

12. The NYCC Prevent Practitioner Group has developed multi-agency guidance for both the children and adults workforce. This guidance will go to the Prevent Strategic Board in January 2016 for approval. Once approved it will be shared with other strategic partnerships. Appendix 1 is an adaptation of a newsletter that is being developed and includes information on what to do if you have a concern.

Channel Panel

13. 'Channel' is the name for the multi-agency process of identifying and referring a person at risk of radicalisation for early intervention and support. The Channel Panel is made up of multi-agency representatives and meets on a monthly basis to collectively assess the risk and decide whether the person:

- Is vulnerable to being drawn into terrorism and therefore appropriate for the Channel process;
- Should be referred to a different support mechanism; or
- Should exit the process.

14. For those adopted as 'Channel' the Panel will need to develop an appropriate support package based on the assessment of their vulnerability of being drawn into radicalisation.

Training

15. Training plans are being developed with workforce development teams. WRAP 3 (Home Office approved training) has been delivered to teams and some staff have accessed 'train the trainer' programmes. There is a need to evaluate and develop the current picture to ensure people are able to access the training relevant to their role, that the training is of a good quality and reflects the correct procedures.

16. In 2014 'Making the Link' conferences took place across North Yorkshire and 800 practitioners were able to access these events. Planning meetings have been initiated for 'Making the Link 2', and this would be an effective platform to launch the procedures that are being developed.

Links with communities

17. Prevent work conducted through local authorities will often involve, as well as have an impact on local communities. Effective dialogue and co-ordination with community based organisations will continue to be essential.

18. Prevent is an integral part of the work undertaken by the NYCC Community Cohesion Team. Community Cohesion Officers engage with the Local Prevent Groups in Scarborough and Craven and influence local action.

Recommendations

19. It is recommended that:

- a. The Committee receives and considers the report; and
- b. The Committee considers recommending that a session on Prevent is included in a future members' seminar.

Neil Irving

Assistant Director Policy and Partnerships

24 December 2015

Report author: Odette Robson, Head of Safer Communities

Appendix 1 – Radicalisation and what to do if you have a concern

Appendix 1 – Radicalisation and what to do if you have a concern

What is radicalisation?

Radicalisation refers to the process by which a person comes to support terrorism and forms of extremism.

Radicalisation is usually a process not an event. During this process, there will inevitably be opportunities to intervene in order to reduce the risks of the individual being attracted to extremist ideology and causes and safeguard him/ her from the risk of radicalisation. It is important to be able to recognise the factors that might contribute towards the radicalisation of an individual. Indeed, some of the factors that lead an individual to becoming radicalised are no different to those that might lead individuals towards involvement such as gangs, drugs and sexual exploitation.

Who does it affect?

Those involved in extremist activity come from a range of backgrounds and experiences. There is no single profile of what an extremist looks like or what might drive an individual towards becoming radicalised. It can affect impressionable young boys and men and also impressionable young girls and women.

What factors might contribute towards radicalisation?

Below are some of the factors that might contribute towards an individual becoming radicalised. These are include in the Channel Vulnerability Assessment Framework

www.gov.uk/government/publication/channel-guidance

This is not an exhaustive list and the presence of these factors does not necessarily mean that he/ she will be involved in extremist activity. However, a combination of many of these factors may increase the vulnerability to extremist activity.

- Feelings of grievance and injustice
- A need for identity, meaning and belonging
- A desire for excitement and adventure
- Susceptibility to indoctrination
- A need to dominate and control others
- A desire for political or moral change
- Family or friends' involvement in extremism
- Being at a transitional time of life
- Being influenced and controlled by a group
- Relevant mental health issues
- Over-identification with a group or ideology
- 'Them and Us' thinking
- Dehumanisation of the enemy

- Feeling under threat
- A desire for status
- Opportunistic involvement
- Attitudes that justify offending
- Harmful means to an end
- Harmful objectives

What does the law say about radicalisation and extremism?

The Prevent Strategy 2011 www.gov.uk/government/publications/prevent-duty-guidance aims to stop people becoming terrorists or supporting terrorism. It tackles all forms of extremism, including Al Qaida influenced extremism and far right extremism. From 1 July 2015, statutory guidance issued under section 29 of the 'Counter-Terrorism and Security Act 2015' requires a range of specified authorities to have 'due regard to the need to prevent people from being drawn into terrorism.'

This duty is known as the Prevent duty. The specified authorities include those judged to have a role in protecting vulnerable children, young people and adults.

What should practitioners do?

Notice - practitioners should make themselves aware of the factors that might drive somebody towards extremism so they are able to notice them should they present themselves. However, staff using their skill, expertise and professional judgement is crucial in not stigmatising individuals that may display some of the vulnerability factors highlighted.

Check - if a practitioner is concerned about an individual (child or adult) who is being drawn towards extremist activity, they should check their concern with their organisation's Prevent lead and/ or safeguarding lead officer (if available) to ensure their concerns are valid and well informed.

Share - where it is recognised that an individual (child or adult) is indeed at risk of radicalisation and involvement in extremist activity, a referral should be made to NYCC Customer Contact Centre.

Channel is a multi-agency partnership that develops a proportionate package of support and interventions to draw a vulnerable individual away from being radicalised and being involved in extremist activity. The Channel Chair in North Yorkshire can be contacted by emailing odette.robson@northyorks.gov.uk

North Yorkshire County Council

Corporate and Partnerships Overview and Scrutiny Committee

18 January 2016

Work Programme

1 Purpose of Report

This report asks the Committee to confirm, amend or add to the list of matters shown on the work programme schedule (attached at Appendix A).

2 Work Programme Schedule

The Work Programme Schedule is attached at **Appendix A** and Members are asked to consider, amend and add to the Committee's Work Programme.

3 Scheduled Committee dates/Mid-cycle briefing dates

3.1 Forthcoming Committee dates are:

- 18 April 2016, 10:30am
- 20 June 2016, 10:30am
- 03 October 2016, 10:30am
- 16 January 2017, 10:30am
- 03 April 2017, 10:30am

3.2 Forthcoming Mid-cycle briefing dates are:

- 29 February 2016, 10:30am
- 23 May 2016, 10:30am
- 05 September 2016, 10:30am
- 05 December 2016, 10:30am
- 27 February 2017, 10:30am

4 Recommendation

The Committee is asked to confirm, comment or add to the areas of work listed in the Work Programme schedule.

Neil White,
Corporate Development Officer

Tel: (01609) 532669

Email: neil.white@northyorks.gov.uk

16 December 2015

Background Documents: None

Annex: Appendix A – Work Programme

Corporate & Partnerships Overview and Scrutiny Committee – Work Programme Schedule 2016 / 17

Scope

The Council’s corporate organisation and structure, resource allocation, asset management, procurement policy, people strategy, equality & diversity, performance management, communication and access to services.

Partnership working, community development, community engagement, community strategies and community safety. This Committee shall be the Crime & Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006.

Meeting dates

Scheduled Committee Meetings	18 April 2016 10:30am	20 June 2016 10:30am	3 October 2016 10:30am	16 January 2017 10:30am	3 April 2017 10:30am
Scheduled Mid Cycle Briefings Attended by Group Spokespersons only	29 Feb 2016 10:30am	23 May 2016 10:30am	5 Sept 2016 10:30am	5 Dec 2016 10:30am	27 Feb 2017 10:30am

Corporate and Partnerships Overview and Scrutiny Committee – Work Programme Schedule 2015/16

Reports

Meeting	Subject	Aims/Term of Reference
Each meeting as available	Executive Member Update	Overview and update from the Executive Member
	Work Programme Report	Regular report where the Committee reviews its work programme
18 April 2016	Workforce update (2015/16)	Update on the Council's workforce and key workforce data
	Equalities	Report on the County Council's requirements and approach in relation to equalities
	Video Conferencing	Follow up on the Committee's review of video conferencing and the implementation of the video conferencing solution'
	Library reconfiguration programme of work	Further update report
20 June 2016	Annual Report on Health & Safety and Insurance	To provide a position statement and update on the Council's Health and Safety function, including the most recently available performance data. In relation to insurance: (a) to provide an overview of insurance claims experience over recent years, and (b) analyse the pattern and costs of Public Liability claims over the last 10 years
	Member Locality Grants	Evaluation of Year 1 to consider Year 2 scheme
	Corporate Risk Register (2015/16)	To review the Corporate Risk Register
	Performance Management	Report on performance management: council-wide and service planning/continuous improvement
	Customer Strategy	Update on progress
To be confirmed	North Yorkshire Community Safety Partnership	Designated Crime and Disorder Committee – strategic overview – future plans – annual consideration of crime and disorder matters

In-depth Scrutiny Review

Meeting	Subject	Aims/Terms of Reference
16 November	Planning Rationalisation	To help develop specific rationalisation opportunities with the aim of enabling the County Council to deliver better buildings and additional financial savings

Please note that this is a working document, therefore topics and timeframes might need to be amended over the course of the year.