



Open Report on behalf of Glen Garrod, Executive Director - Adult Care and Community Wellbeing

Report to:	Public Protection and Communities Scrutiny Committee
Date:	13 December 2022
Subject:	The work of the Safer Lincolnshire Partnership: Reducing Reoffending

Summary:

This report provides an overview of the actions undertaken by the Safer Lincolnshire Partnership to tackle proven reoffending in Lincolnshire.

Actions Required:

Members of the Public Protection and Communities Scrutiny Committee are invited to consider and comment on the contents of this report and consider the progress made by the Safer Lincolnshire Partnership to reduce proven reoffending.

1. Background

This briefing paper seeks to provide an overview of the planned work that will be undertaken under the Reducing Reoffending Core Priority Group (RRO CPG), including key areas of activity that will be completed under the new delivery plan. The workstreams under the remit of the RRO CPG are numerous and varied due to the complexity of the priority area which it focuses upon. Should the committee express an interest in a more detailed paper with reference to one or more of the workstreams highlighted today, this can be provided in line with the planned committee scheduling.

The Safer Lincolnshire Partnership (SLP) and all its collective members are committed to working collaboratively with the objective of keeping people in Lincolnshire safe. Reducing Offending is one of the key priorities of the SLP, which is managed by the RRO CPG. The RRO CPG's work is directed by a Delivery Plan which is informed by a strategic needs assessment completed in 2021 by the Community Safety Analytical Team. The current Delivery Plan runs from April 2022-March 2025. The delivery plan focuses on female offenders and those aged 18-24 and aims to provide alternatives to the Criminal Justice System (CJS) that will lead to a reduction in repeat offending.

At a national level it is noted by the Ministry of Justice (December 2020)¹ that 80% of crime is committed by those who have previous offences. Binary reoffending rates for

Lincolnshire (which measure whether an offender committed another offence within 12 months) are comparable to national averages. The overall reoffending rate for Lincolnshire according to latest national figures cohort was 25.82% with the national average for England and Wales being 25.38%. These figures relate set cohorts of adults and children known to the CJS as at September 2020.

Research indicates that those who commit offences and then reoffend are likely to have a very complex range of needs that underpin their offending behaviour. For many individuals these behaviours are entrenched and may date back to their childhood. As such appropriate evidence-based interventions that address these underpinning factors, such as housing, substance misuse, education, training, employment, and mental health (including trauma responses) are vital to reduce reoffending rates. This also includes recognising and responding to the differing needs of specific cohorts of offenders, including females and those who are between 18-24 years of age. It is important to note that it is likely that the needs of individuals are likely to cut across many of the above areas.

By using a partnership approach to break the cycle of offending behaviour, we seek to reduce the impact of crime upon victims, their families, and our local community. When an individual desists from crime, this also reduces the economic impact that this has upon local service providers. The work of the RRO CPG is an example of partnership work undertaken, under the governance of the SLP, to tackle reoffending in Lincolnshire.

Key activity and initiatives coordinated – or supported by the RRO CPG:

Integrated Offender Management (IOM)

Following the government review and the publication of its national strategy in December 2020, Lincolnshire revised its approach to working with those who pose a high risk of reoffending. This is a significant strategic and operational shift from the previous model of working, Assisting Rehabilitation through Collaboration (ARC), and the revised multi-agency approach is in the process of being implemented in a phased manner.

Based on the national strategy, the Lincolnshire IOM Strategy was finalised in November 2021. The aims of the Lincolnshire IOM approach are to:

- Reduce the volume and frequency of reoffending
- Reduce the risk of reoffending scores assessed for offenders and reduce the severity of further offences.
- Reduce neighborhood crime and improve prison leaver resettlement outcomes.

A range of agencies work in partnership to achieve these aims, including, but not limited to, Lincolnshire Police, Lincolnshire Probation Services, Lincolnshire Action Trust, all seven District Council Housing Teams, Lincolnshire Partnership Foundation Trust (LPFT), We Are With You, Her Majesty's Prison Service, NACRO, Ingeous, and the Department for Work and Pensions. Lincolnshire County Council are engaged with this approach through Children's Services, the Youth Offending Service, Community Safety and Adult Care. Edan Lincs also provide an Independent Domestic Violence Advisor (IDVA) one day per week.

This is anticipated to increase to a full-time position as of April 2023. The post holder will be able to work with all levels of risk posed in the form of domestic abuse.

This strategy also notes that all agencies involved in Lincolnshire IOM *hold a 'common vision' to make Lincolnshire the safest place to live, work and visit. This will be achieved by reducing crime and the reoffending rates of those offenders who are at the highest risk of offending, thereby improving public confidence in the criminal justice system and tackling the social exclusion of offenders.*

IOM Cohort Details-

The Lincolnshire cohorts (a group of individuals with shared characteristics) structure aligns to the national strategy to reduce neighborhood crime such as Burglary, Robbery, Theft from person, and Theft of/from a motor vehicle. It is also structured to address the local problem profile. The make up of the individuals on IOM cohorts includes both statutory and non-statutory cases. Those who have a requirement to engage as part of a Court Order, Prison License or Post Sentence Supervision requirements are statutory cases. Those who have been given a conditional caution by the Police, with a requirement to engage with IOM, are non-statutory cases.

The cohorts are categorized as fixed, flex and free. Further details regarding how areas should structure these cohorts can be found on pages 7-9 of the [Neighborhood Crime Integrated Offender Management Strategy \(December 2020\)](#).

Based upon both the national guidance and the local problem profile, Lincolnshire has adopted the following cohorts that will be managed by the IOM framework:

- Fixed Cohort: this cohort went live in December 2021. As at September 2022, 43 individuals are managed on this cohort.
- Flex Cohort: this cohort went live in December 2021. As at September 2022, 19 Offenders are managed on this cohort.
- Free Cohorts:
 - Transitional Age (18-24): this cohort went live in March 2022 with the aim to break the long-term cycle of crime. As at September 2022, 12 individuals are managed on this cohort.
 - Females: this cohort went live in January 2022 to address the lack of females within the fixed and flex cohorts As at September 2022, 18 individuals are managed on this cohort.
 - Domestic Abuse Perpetrators the launch of this cohort has been postponed pending the Lincolnshire Domestic Abuse Partnership's recommissioning of interventions for perpetrators. This is to ensure that all approaches are aligned. It is anticipated that IOM will manage a maximum of 10 individuals on this cohort.

Once all cohorts are live, Lincolnshire's IOM team will adopt up to a total of 120 individuals at any one time, and they will be managed on a case management basis. This is an increased figure compared to the national guidance due to extra support staff invested into IOM by Lincolnshire Police.

Multi Agency Case Conference (MACC) meetings are held monthly and chaired by the Police Chief Inspector/Sergeant and the Senior Probation Officer lead for IOM. This meeting is also attended by operational leads to discuss the progress of individuals on the cohort. The attendees also discuss and agree adoption of individuals onto the cohorts following referrals and also the deselection of individuals from the IOM case management arrangements. Cases are reviewed regularly to assess their progress and engagement with a RAG rating (red, amber, green) assigned. Where an individual achieves a RAG status of green on three consistent occasions, they may be considered for deselection. When this occurs an exit management plan is devised to support the individual to maintain progress beyond IOM and access universal services where appropriate.

The RRO CPG delivery plan includes an action for a robust Performance Framework to be developed, piloted and then agreed for implementation by October 2024. This timescale will allow for the full range of cohorts to go live and better enable the team to track longer term outcomes. The development of this Performance Framework is being completed by a Task and Finish group, with the first meeting due to be held in November 2022.

Lincolnshire Women's Strategy: Supporting Women and Girls at Risk of Entering the Criminal Justice System

A Strategic Delivery Group (SDG) was established in June 2022 in response to the [Lincolnshire Women's Strategy: Supporting Women and Girls at Risk of Entering the Criminal Justice System](#). The SDG aims to drive improvements in the partnership response to women and girls within the CJS, with a view to increasing the use of appropriate diversion, ensuring their gender-specific needs within the CJS are recognised and addressed. The overarching aim of the SDG is to improve outcomes for women and girls in Lincolnshire through targeted and evidence-based approaches. Members of the group represent Chief Executive Officers, across 26 organisations, that have signed a [Concordat](#) confirming their commitment to work together to deliver the strategy. Lincolnshire County Council have signed this concordat and provide representation via the Children's Services and the Adult Care and Community Wellbeing directorates.

The SDG's Terms of Reference highlight the following measurable actions to be achieved:

- Ensure that a robust delivery plan is produced to underpin the Strategy, which includes measures to assess success.
- Investigate what wraparound support is needed for women and girls to inform both the Integrated Offender Management (IOM) approach and the wider Out of Court Disposals (OOCd) discussion.
- Develop a professional development pathway (likened to the safeguarding pathway).
- Raise awareness and lobby national bodies and funders (MOJ, HO etc.) regarding the barriers to some agencies working with women and girls (e.g., funding does not reflect the additional commitment required to deliver positive outcomes).
- Ensure that the voices of women with lived experience are heard and responded to via direct engagement with women who participate in groups coordinated by Lincolnshire Action Trust.

Lincolnshire Prisoner Release Housing Protocol

The aims of the Lincolnshire Prisoner Release Housing Protocol are to contribute towards the Government's aims of:

- Eliminating rough sleeping by the end of the current parliament (2023/24).
- Ensuring that at least 90% of people are in accommodation upon release from prison.
- Ensuring that at least 80% of people are in settled accommodation either three months after their release or upon receipt of a community sentence.

The protocol is an agreement between all Lincolnshire Local Housing Authorities (LHA), the Prison Service (HMPS), the Probation Service (PS) and Shelter, sub-contracted by NACRO, and will apply to people released from HMP Lincoln & HMP North Sea Camp or leaving Wordsworth House Approved Premises within Lincolnshire. The RRO CPG Community Safety Strategy Coordinator is in the process of introducing HMP Morton Hall to the Protocol following it becoming a Category C Prison for adult male prisoners.

The protocol was launched as a pilot in June 2022 and is also embedded within the Lincolnshire Homelessness strategy, which currently being finalised. A Task and Finish Group has been established to coordinate the roll out of the protocol, undertake an evaluation of the pilot and use findings from the evaluation to inform any future reviews to the protocol. Once the protocol is established, this workstream will move to routine monitoring by the CPG for an agreed period. Following this, activity will continue by the named organisations under a business-as-usual approach without the oversight of the CPG.

Lincolnshire Mental Health Treatment Requirement Programme Site

A Treatment Requirements (TR) programme site focuses on increasing use and effectiveness of the three treatment requirements through a locally agreed partnership.

- Mental Health Treatment Requirement (MHTR)
- Drug Rehabilitation Requirement (DRR)
- Alcohol Treatment Requirement (ATR)

All three treatment requirements were introduced as a sentencing option in the Criminal Justice Act in 2003. Many People on Probation (POP) experience mental health and substance misuse problems, but the use of treatment requirements as part of a community sentence remains low and has been declining over recent years. Improved partnership working can increase the use of treatment requirements and offer an alternative to custodial sentences and so reduce the number of vulnerable people in custody. The following video, [Introducing Sefton Complex Cases Court's Community Sentence Treatment Requirements programme](#), provides an overview of a case study and the benefits of Community Sentence Requirements.

It is important to ensure that partnerships, processes, services, and pathways are in place that can provide appropriate and accessible treatment for POPs with multiple and complex health and social needs, many of whom don't reach the threshold of secondary care services. Secondary Services are usually provided for individuals have been

diagnosed with complex mental health conditions such as, Bipolar Disorder, Psychosis, and complex Personality Disorders. The priority focus at present is to introduce a MHTR, in Lincolnshire, that provides support and accessible treatment from primary care services for mental health needs such as anxiety and depression.

A Steering Group commenced in July 2022 to plan and oversee the roll out of the Mental Health Treatment requirement in Lincolnshire, making use of existing pathways to embed this as a sentencing option for local Courts. It is anticipated that this requirement will be launched in Lincolnshire during Q4 2022-23. Ongoing monitoring of its impact will be achieved through central key performance indicators being provided to NHS England via LPFT, the potential development of an outcomes-based regional dashboard by the East Midlands Probation Service and participation in a national evaluation being conducted by the University of Northampton.

2. Conclusion

The workstreams under the remit of the RRO CPG are numerous and varied due to the complexity of the priority areas which it focuses upon. Hopefully the information in this paper has given the committee a sense of the breadth of work that is being undertaken and coordinated by the RRG CPG.

At present Lincolnshire IOM manages 92 individuals across the Fixed, Flex and Free Cohorts. This number will increase upon the Domestic Abuse Perpetrator Cohort going live to a maximum of 120 at any one time. Lincolnshire IOM strives to achieve its vision of making Lincolnshire the safest place to live work and visit.

Additional workstreams coordinated via the RRO CPG delivery plan focus on supporting women and girls so that they can be diverted from the CJS, ensuring that partners meet their statutory duty. Ensuring that prisoners released from a Lincolnshire Prison into Lincolnshire have secure accommodation and increasing the suite of options available to Lincolnshire Courts to provide credible sentencing options for those who have mental health needs.

Should the committee express an interest in a more detailed paper with reference to one or more of the workstreams highlighted today, this can be provided in line with the planned committee scheduling.

3. Consultation

a) Risks and Impact Analysis

Not applicable

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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