



## **POLICE AND CRIME PANEL – 1 FEBRUARY 2024**

### **REHABILITATION OF OFFENDERS**

#### **REPORT BY THE CHIEF EXECUTIVE**

#### **PURPOSE OF THE REPORT**

*To provide members with an update on the PCC's work in support of the rehabilitation of offenders. This paper also seeks to address the following four Key Lines of Enquiry as provided by the Dorset Police and Crime Panel:*

- I. How does the PCC define rehabilitation and what does the PCC see as his role?
- II. Can the PCC explain each of the seven pathways to reoffending and elaborate on:
  - The role that the PCC plays in these areas, including funding and commissioning,
  - How Value for Money is evaluated from commissioned work,
  - How the PCC works in partnership with others, including who leads on each pathway,
  - The key challenges,
  - What achievements have been delivered by the PCC including in partnership with others,
  - How success is monitored.
- III. How does the OPCC monitor both existing and proposed legislative change in areas which may impact on 'rehabilitation'?
- IV. What input and influence does the PCC have over national rehabilitation initiatives commissioned by central government?

#### **1. INTRODUCTION**

- 1.1. One in four offenders reoffend. National statistics measure the proven reoffending rate as those offenders who received a custodial sentence, non-custodial court conviction, reprimand or warning and then go on to commit a further offence within one year (or within one year of release where a custodial sentence was received).
- 1.2. The overall proven reoffending rate was 25.4% for the October to December 2021 offender cohort, the latest period for which data are available<sup>1</sup>.
- 1.3. Adult offenders had a proven reoffending rate of 25.1%, and youth offenders of 32.5% for the same period. In Dorset, for the same period, adult offenders had a proven reoffending rate of 22.1% (as 2,533 offenders out of 11,447 reoffended), and youth offenders of 33.0% (206 offenders out of 624 reoffended). An offender's geographical location is based on their postcode on the date they received their disposal.

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<sup>1</sup> <https://www.gov.uk/government/statistics/proven-reoffending-statistics-october-to-december-2021>

- 1.4. Of the overall national offender cohort, 85% were male and 15% were female, a gender split which has remained reasonably stable over time. Male offenders reoffended at a higher rate of 26.1% compared to female offenders who reoffended at a rate of 21.1%. The highest reoffending rate was observed for White offenders (26.8%), followed by Black offenders (26.3%), Asian offenders (20.2%), and offenders in the Other Ethnicity category (17.0%).

## 2. BACKGROUND

- 2.1. Rehabilitation services are primarily operated through the prison and probation services. However, this also involves co-operation with other public bodies, such as the police, and with voluntary organisations.
- 2.2. Offender rehabilitation is a primary component in reducing reoffending rates, and this report will set out the key factors associated with this. Evidence shows the importance of the role of supervision and the relationship between offender and offender manager in achieving these desired outcomes, for example, the Ministry of Justice evidence summary on reducing reoffending<sup>2</sup> concludes that: *“Good quality supervision, case management and holistic, tailored approaches can support and enable rehabilitation and reintegration.”*
- 2.3. The PCC supports this approach and notes that the ‘revolving door’ analogy of reoffending is widely recognised. Over the years, criminogenic theory – that is the consideration of systems, factors and approaches that are likely to give rise to or enable criminal behaviour – has pondered the question why.
- 2.4. Some commentators will state that prisons are too soft, holiday camps even, and that they afford offenders opportunities to meet like-minded individuals who strengthen their divergent beliefs, help them further develop their tradecraft, and forge new connections and alliances.
- 2.5. The suggestion often follows then that our prison regime should be more punitive. However, whilst there are certainly harsher prison regimes elsewhere in the world, these are rarely associated with lower recidivism rates.
- 2.6. The challenge in considering options for rehabilitation is that some demand that a more punitive or ‘common-sense’ approach is taken, and that minimal public funds should be used on the rehabilitation of offenders, an approach which has in the past given rise to initiatives like ‘Scared Straight’. These programmes typically involve supervised visits to prisons by young offenders or those at risk of offending, with the expectation that the reality of imprisonment helps them understand the risks associated with a criminal lifestyle.
- 2.7. From a common-sense perspective, this initiative might seem valid as it recognises the retributive consideration of the impact of crime on victims and does not seek to reduce the individual responsibility and culpability of offenders, or those at risk of offending. However, the summary evidence<sup>3</sup> over decades of research, and with interventions focused on children as young as ten, is clear that these types of approach increase offending.

### THE PRISON ESTATE

The prison estate itself should also be briefly considered in terms of its impact on reoffending rates. In June 2023, the latest date for which statistics are available, there were 85,851 people in the prison population, a figure which has been relatively static for over 15 years (aside from the Covid-19 pandemic period).

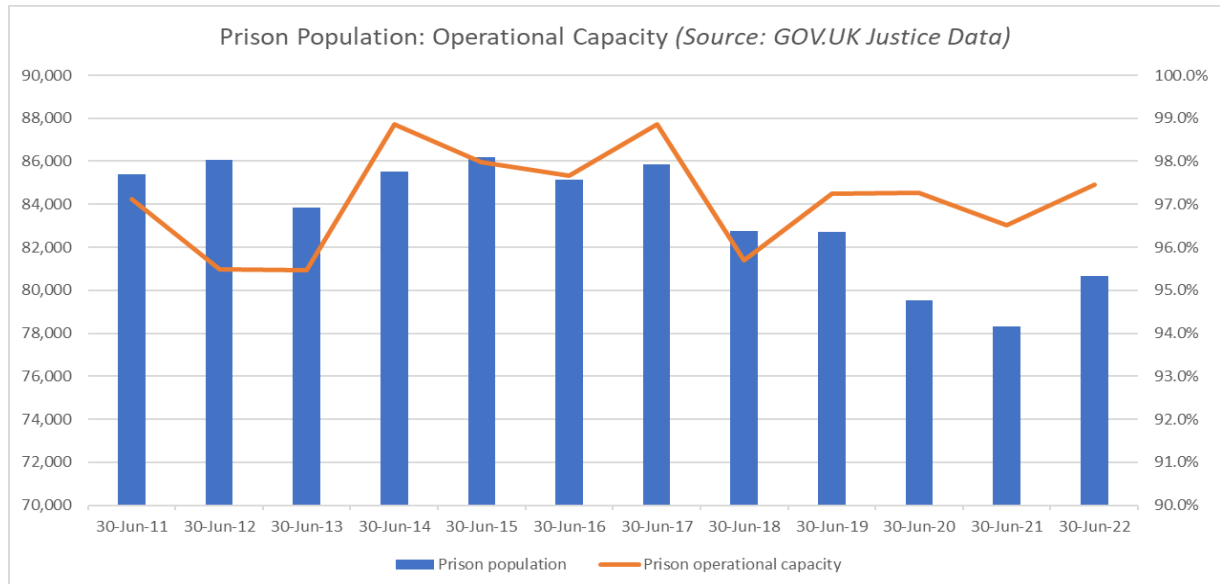
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<sup>2</sup> <https://assets.publishing.service.gov.uk/media/5a7565a8e5274a1baf95e408/evidence-reduce-reoffending.pdf>

<sup>3</sup> <https://www.college.police.uk/research/crime-reduction-toolkit/scared-straight>

## THE PRISON ESTATE (continued)

Data on the operational capacity of the prison estate is available from 2011, and this is shown below (orange line) alongside the overall population (blue bars). The prison population has varied between 96% and 99% of the total operational capacity since 2011.



In October 2023, it was widely reported by the national media that two-thirds of prisons were officially overcrowded. At that point, official statistics<sup>4</sup> showed that there were just 557 prison places available, from a total operational capacity of 88,782.

At the same time, national media also highlighted that the senior presiding judge for England and Wales, Lord Justice Edis, advised crown court judges to delay the sentencing of convicted criminals due to the capacity issues with the prison estate.

Again, at the same time, the NPCC lead for custody wrote to all Chief Constables highlighting that the prison estate was near full capacity and that Operation Safeguard should be initiated.

In October 2006, because of pressure on prison places, the Home Office implemented Operation Safeguard – the use of police cells to hold prisoners who could not be accommodated in prison establishments. Operation Safeguard operates under the Imprisonment (Temporary Provisions) Act 1980 which allows prisoners remanded or sentenced to prison by the courts to be temporarily held in police cells.

Operation Safeguard has been reinstated multiple times since its first introduction, however its impact on Dorset Police has been minimal, with the last local implementation occurring in 2008.

Whilst the position in October 2023 was critical, the data show that there has been an extended pressure on the prison population for many years. This will have undoubtedly shaped national policy, sentencing guidelines, the use of community sentences, and more.

Whilst this is an important contextual element, as are ‘though the gate services’ that are typically used within the prison estate to prepare prisoners for release, resettlement, and preparation from a life away from crime, a full consideration of these factors is clearly beyond the remit of this paper.

<sup>4</sup> <https://assets.publishing.service.gov.uk/media/65290a31244f8e00138e752b/prison-pop-13-october-2023.ods>

### 3. WHAT WORKS

- 3.1. Having set out some of the challenges with identifying suitable approaches to rehabilitation and reducing reoffending, the OPCC approach to commissioning and supporting the rehabilitation of offenders will be briefly outlined.
- 3.2. Firstly, as usual, OPCC takes an evidence-based approach, ensuring commissioned and funded activities have high efficacy and utility, all whilst aligning with the aims and objectives of the Police and Crime Plan. There are seven widely accepted pathways to reducing reoffending<sup>5</sup>, as follows:

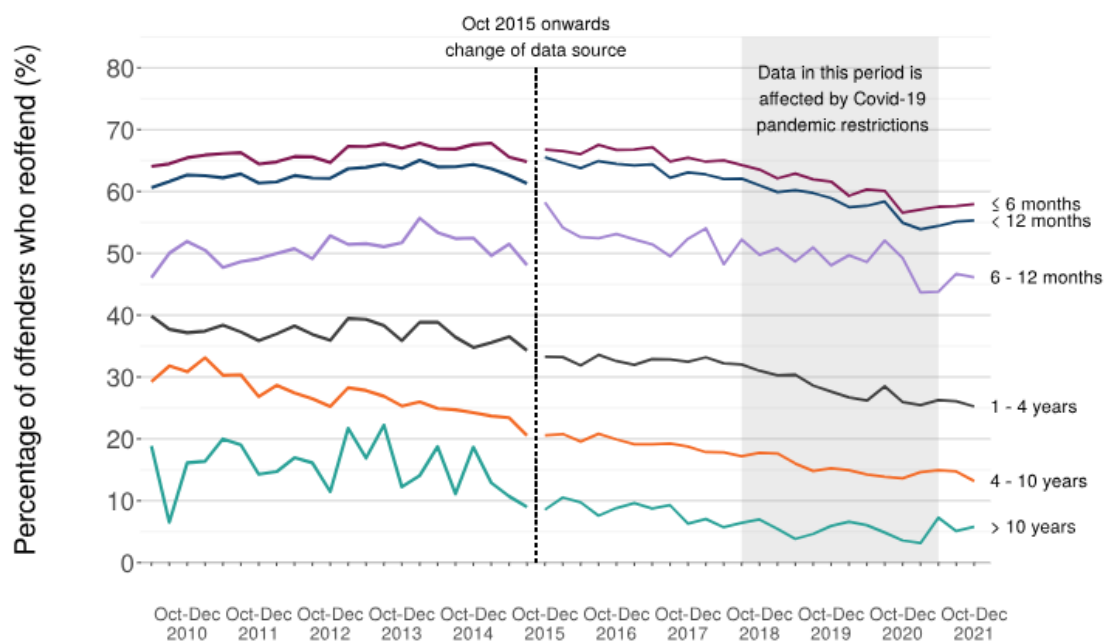
<b>Accommodation</b>	Getting offenders into accommodation is the foundation for rehabilitation and can factor in other crucial steps to rehabilitation such as finding employment and accessing healthcare. Offenders with accommodation problems have been found to be more likely to reoffend.
<b>Education, training, and employment</b>	Gaining employment upon release is crucial for stability and can influence a person's ability to lead a more stable life. Education and training are common prerequisites.
<b>Physical and mental health</b>	Many offenders have unmet or undiagnosed physical and mental health needs, which can lead to self-medication with drugs and/or alcohol as a coping mechanism, which further drives offending behaviour.
<b>Drugs and alcohol</b>	<p>There are well-established links between drug misuse and offending, with a particularly strong link to acquisitive offending. In 2022/23, for example, 53% of arrestees, in police forces who provided the Home Office with statistics<sup>6</sup>, had cocaine or other opiates in their system.</p> <p>Alcohol consumption both impairs judgement and lowers inhibition; and is associated with a range of violent crime both in the night-time economy and in private spaces.</p>
<b>Finance, benefits, and debt</b>	The economic drivers of crime are clear and, therefore, achieving financial stability through legitimate means, can reduce both the need for and the act of offending.
<b>Children and family</b>	Stable children and family pathways are important for rehabilitation to support normality and to prevent intergenerational offending by reducing family stressors. Prisoners receiving family visits have been found to be more likely to desist from future offending, more likely to engage in employment or training, and more likely to seek opportunities for accommodation support upon release, for example.
<b>Attitudes, thinking and behaviour</b>	Choosing to offend is a conscious choice and, therefore, can be influenced. Faulty thinking and behaviour – typically including high impulsivity or low self-control – can be addressed through various initiatives that support the development of positive social networks, and personal problem solving and resilience skills.

- 3.3. In recognising these pathways, OPCC is not seeking to diminish individual responsibility and culpability or otherwise develop a narrative that criminals are themselves victims.

<sup>5</sup> e.g. <https://assets.publishing.service.gov.uk/media/5a7565a8e5274a1baf95e408/evidence-reduce-reoffending.pdf>

<sup>6</sup> <https://www.gov.uk/government/publications/drug-testing-on-arrest-dtoa-programme-data/drug-testing-on-arrest-dtoa-programme-data>

- 3.4. However, offenders are not a homogenous group, and the dynamic and protective factors that influence whether, respectively, offending takes place or is desisted from, are complex. This necessitates the use of bespoke, individualised interventions to address the particular factors that will deliver the best opportunities to build the capability to desist from crime within those who currently choose to reoffend.
- 3.5. The 2023 King’s Speech recognised this complexity, where Government set out its intention to lay a Sentencing Bill before Parliament, which will introduce a presumption in favour of a suspended sentence for custodial sentences of twelve months or fewer. This will effectively mean that those sentenced to a 12-month custodial sentence, and so whom would typically serve six months, would instead serve their sentence in the community.
- 3.6. The recent Home Affairs Committee report<sup>7</sup> supported this intention, finding that community sentences currently fall significantly short of their potential, but with the right investment, intensive community sentences can succeed where short prison sentences fail. The future focus on the use of more effective community rehabilitation is welcomed.
- 3.7. A helpful way of illustrating this complexity in offending and rehabilitation is comparing the national proven reoffending rate (as described in paragraph 1.1) by the custodial sentence length. The below shows a clear linear relationship between the length of sentence and the percentage of reoffenders who reoffend, with those receiving less than a 12-month custodial sentence going on to reoffend at very high rates:



Source: Fig. 6, Proven reoffending statistics: October to December 2021, Ministry of Justice

### Integrated Offender Management

- 3.8. Recognising the individual complexity of offenders and of factors that influence offending, and that delivery against many of the offending pathways will sit outside of policing and the wider criminal justice service, in 2002, the Prolific and Persistent Offender (PPO) programme was nationally implemented by the Home Office to identify those offenders who were responsible for a disproportionate amount of (at the time) acquisitive crime.

<sup>7</sup> <https://committees.parliament.uk/committee/519/justice-and-home-affairs-committee/news/199104/better-use-of-community-sentences-would-help-cut-crime-and-ease-pressure-on-prisons/>

- 3.9. PPO was then incorporated into the Integrated Offender Management programme in 2009, which allowed individual local areas to set their own priorities for how the offenders should be identified, allowing for the types of offences deemed to be of importance to local partners and communities to be prioritised.
- 3.10. The Government refreshed the national Integrated Offender Management<sup>8</sup> (IOM) strategy, in 2020, with a focus on tackling neighbourhood crime. The strategy requires local police and probation services to identify three cohort types:
- Fixed (priority) – neighbourhood crime offenders with a high, very high or prolific risk of reoffending, assessed using the Offender Group Reconviction Score. Offenders assessed as having a medium risk, but associated with more serious crimes such as robbery and burglary were upweighted and included in this group.
  - Flex – in addition to nationally set criteria, ‘flex’ allowed the local IOM to recognise the importance of local crime trends and priority offences and ensure that services were targeted toward addresses those issues of local concern.
  - Free – the final cohort recognised the utility of employing the IOM approach with a much wider variety of offence types, including high hard offences such as domestic abuse.
- 3.11. The IOM Team has a dual function to target both neighbourhood crime and high harm offences and is particularly focused on perpetrators of domestic abuse and sexual harm. The team has a sergeant and two constables. There are currently 74 people under its management – 25 of whom are high harm, and eight are out of county (including in prison).
- 3.12. The IOM has good links with housing providers and drug and alcohol treatment services to support the cohort with access to other reducing reoffending pathways. The PCC supports the work of the IOM Team through funding both electronic monitoring (‘tags’) and restorative justice (see section 10).
- 3.13. The performance of the IOM Team is monitored quarterly through the Dorset Criminal Justice Board. The reporting includes: the level of risk; the numbers in each of the fixed, flex and free cohorts; the reoffending and reconviction data for each cohort and overall reoffending rate; and an overview of the reasons for reoffending and pathways data – where available.

### **Family Drug and Alcohol Courts**

- 3.14. Family Drug and Alcohol Courts (FDACs) aim to stop parental substance misuse and keep families together where it is safe to do so, through a court process where trained judges and a specialist multi-disciplinary FDAC team collaborate to give parents a ‘trial for change.’
- 3.15. The Dorset Combatting Drugs Partnership is considering piloting FDACs in Dorset in 2024/25, with one of the key challenges being funding, although cost/benefit analysis work has shown this to have a likely positive impact, including savings on costs of care for children and young people.
- 3.16. BCP Council has established a Parental Substance Misuse Court in conjunction with the Bournemouth Family Court. There is one full-time co-ordinator who acts on behalf of the parents, ensuring that they have an advocate, liaising with the Judge, undertaking assessments of need, and making recommendations for treatment to the court. If those recommendations are agreed by the court, the co-ordinator will also make the referrals to the treatment services and ensure that treatment is meeting the parents’ needs.

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<sup>8</sup> <https://www.gov.uk/government/publications/integrated-offender-management-strategy>



## **Dorset Criminal Justice Board**

- 3.17. The PCC is the Chair of the Dorset Criminal Justice Board (DCJB). The DCJB brings together the agencies with responsibility for delivering criminal justice services across Dorset, recognising that the justice landscape is complex and multi-faceted, and that no single agency is responsible for the system as a whole. The DCJB Strategy 2021-24 contains four priorities – including to promote the rehabilitation of offenders by ensuring services are available to support reductions in offending.
- 3.18. In support of this priority, the DCJB strategy identifies six key areas of focus, namely: prioritising agencies' understanding of the complex needs of females involved in offending; encouraging joint collaboration; establishing the Community Sentence Treatment Requirement in Dorset (see section 6.1); supporting the joint IOM model (see 3.8); improving the prison to community transition; and focus on the transitional age group (age 18-24).
- 3.19. A number of sub-groups support the DCJB in delivering these priorities and areas of focus. Most relevant to the work outlined in this paper, is the Reducing Reoffending sub-group. At the last meeting of this sub-group, by way of example, the following issues were discussed:
- Data and activity relating to IOM Cohorts and reoffending rates;
  - An update from the Health and Justice Partnership on the implementation of Community Sentence Treatment Requirements and the ongoing work to support continuity of care of people leaving prison, as well as the commissioning of personal wellbeing and dependency and recovery services; and
  - The latest position for the Reconnect Project, which seeks to address care after custody. The update included progress reports on the uptake of healthcare and relevant support services for those released from prison or Immigration Removal Centres.
- 3.20. The DCJB, and indeed the PCC as Chair, will continue to work in partnership to ensure that further improvements are made within these areas.

## **South West Reducing Reoffending Partnership**

- 3.21. The South West Reducing Reoffending Partnership provides strategic governance for regional collaborations and partners who work together to reduce the level of reoffending, drive down crime and make the communities of the South West safer.
- 3.22. Led by the five PCCs, this group comprises of senior representation from policing, the National Probation Service, Community Rehabilitation Companies, NHS England, Public Health England and local clinical commissioning groups, plus prison governors and the Youth Justice Service.
- 3.23. The Partnership's strategic aim<sup>9</sup> is to reduce the frequency and harm of reoffending by adults and young people to reduce crime and improve outcomes for people (both victims and offenders), by working collectively to reduce the misuse of substances by people in the Criminal Justice System, and to identify and address the needs of people with health and wellbeing vulnerabilities.
- 3.24. Having set out the framework for how rehabilitation and reducing reoffending is delivered by Dorset Police in partnership with other local agencies, and across the South West region, the following sections will contain a highlight summary of OPCC-led actions against the seven reoffending pathways.

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<sup>9</sup> <https://devonandcornwall.s3.amazonaws.com/Documents/SWRRP%20strategy%20final%20revised.pdf>

## **4. ACCOMMODATION**

- 4.1. The Prisoners Building Homes programme is led by the five South West PCCs through the South West Reducing Reoffending Partnership. The purpose is to enable prisoners to be employed and trained by modular housing providers to build low carbon, modular homes for local communities and vulnerable people.
- 4.2. Participation in the scheme also provides an opportunity to reduce reoffending by ensuring prisoners have the skills they need to help secure employment upon their release. In Devon the proof-of-concept home was completed in March 2021.
- 4.3. In Dorset a suitable site, for 15 homes, has been identified in Poole. However, this has been challenging to progress as it is between two railway lines, and the relevant utilities have been slow to respond. Both the OPCC and BCP Council remain supportive of this scheme and are continuing to apply pressure as needed to ensure it moves to a successful outcome.
- 4.4. In the interim, the programme continues to work with HMP The Verne to explore the opportunity to open workshops within the prison to train offenders with the requisite skills. This is also subject to delay, as the Ministry of Justice Property Directorate has advised that reparative work would first need to be carried out to the workshops to make them fit for purpose. This matter has been escalated to the Secretary of State for Justice and the Prisons and Probation Minister.

## **5. EDUCATION, TRAINING AND EMPLOYMENT**

- 5.1. OPCC has funded Dorset Trade Skills to deliver four types of education or training to improve employment opportunities for around 45 young people in:
  - Construction Skills and Health and Safety – to allow access to roles within the construction industry;
  - Maths and English – to provide appropriate qualifications to enable the young person to meet the minimum entry requirements for courses, apprenticeships, and jobs;
  - Customer Service – to help to achieve customer facing jobs such as retail and sales; and
  - Communication Skills – to enable success in employment and transferable to positive communication in everyday life.
- 5.2. Future Roots is funded to deliver practical courses to provide young people with direct experience in and qualifications for a range of vocational roles, including animal care, cooking and food hygiene, and health and safety. Additionally, training on broader life skills has also been funded under a National Open College Network accreditation.
- 5.3. AFC Bournemouth is funded to break the cycle of county lines involvement, through an initial 12-week programme with specific objectives to: bring about positive attitude and behaviour change, by enhancing employability, education, or training aspirations, and thereby steering young people away from criminal activity, violent behaviour and ASB.

## **6. PHYSICAL AND MENTAL HEALTH**

- 6.1. Community Sentence Treatment Requirements (CSTRs) are court ordered clinical interventions as an alternative to custody, either as a standalone requirement or as part of one of several orders.
- 6.2. For many years, Alcohol Treatment Requirements and Drug Rehabilitation Requirements have been used locally, with success, as part of the wider CSTR regime.



- 6.3. Mental Health Treatment Requirements were the missing component for the menu of CSTRs used by Courts as part of sentencing in Dorset, and therefore the PCC was pleased to part fund these once the scheme was up and running here.
- 6.4. The scheme started in June 2023 and is funded for three years, with the monitoring being reported quarterly to both the Dorset Criminal Justice Board, and the Dorset CSTR Steering Group, of which the OPCC is a member.

## **7. DRUGS AND ALCOHOL**

- 7.1. Alcohol Education Trust (relaunching as Talk About Trust) is funded to develop and evaluate an alcohol and drugs education pilot within schools. The approach is being co-developed with two schools and will be piloted for 12 months, and then independently evaluated.
- 7.2. In due course, the finalised programme will be shared with schools and education establishments across Dorset. Five lesson plans have been produced with the pilot schools thus far and the training of teaching staff is in progress, along with the evaluation questionnaires.
- 7.3. Drug Testing on Arrest operates as its name suggests, with the intention of identifying, through testing for drugs, people who commit acquisitive crimes to fund their drug habits, and those who are misusing drugs but do not see themselves as problematic users, but whose drug use may be contributing to their offending behaviour.
- 7.4. Once identified these individuals are referred to specialist services to ensure they receive support to address their drug dependency issues, and ultimately to reduce crime. Dorset Police is piloting this from February 2024 where it is focussed on VAWG offences.
- 7.5. Out of Court Disposals are funded, for Dorset Police, and delivered through the drug and alcohol treatment service providers commissioned by both BCP and Dorset Councils. They provide access to treatment services for young people and adults with alcohol and drugs addiction needs as part of their disposal.
- 7.6. The Dorset Combatting Drugs Partnership, chaired by the PCC, has a key focus on preventing and addressing the impact of drugs and alcohol in Dorset. The work includes three sub-groups of enforcement, prevention, and treatment and recovery.
- 7.7. The enforcement group, led by Dorset Police, also includes encouraging access to rehabilitation and treatment services to address the needs of substance misusers.
- 7.8. The treatment and recovery group ensures continuity of care of treatment services in the community for offenders released from prison with substance use needs. The national Office of Health Inclusion and Disparities monitors these levels across all local partnerships, and both BCP and Dorset are performing above the national and regional averages.
- 7.9. One area being closely followed by the Combatting Drugs Partnership, and the DCJB, is that of Problem Solving Courts. The first three such courts are being piloted, as part of the national drugs reduction strategy, in Birmingham, Teesside and Liverpool and will trial a tougher approach to community sentences for low-level criminals who would otherwise face short jail terms. The trial period is expected to end later in 2024 and the PCC awaits the subsequent evaluation report.

## **8. FINANCE, BENEFIT AND DEBT**

- 8.1. Addiction to gambling causes major harm through economic crime and to those affected by it. The PCC, as the joint lead for the APCC's Addictions and Substance Misuse portfolio, has worked both locally and nationally to raise the issue of harmful gambling and its impact on communities, victims, and families, who often end up in financial difficulty. The PCC has also lobbied Government to enhance national policy, notably on the development of the Gambling Act Review.
- 8.2. Locally, through the OPCC, a range of measures have been implemented to enable the better identification of problem gamblers at various points through the criminal justice system journey – from initial screening and signposting to support, to support within police custody to reduce the risk of future offending, through to supporting the Criminal Justice Liaison Service to improve both prison and probation services.
- 8.3. Additionally, support has been put in place for Dorset Police staff through promoting the regional gambling support service, providing for both problem gamblers and affected others. Estimates from various reports published by the Gambling Commission and Gamble Aware respectively, indicate there are between 500,000 to 1.4 million problem gamblers in the UK.

## **9. CHILDREN AND FAMILY**

- 9.1. Female offenders are the focus of a specific Government strategy<sup>10</sup> and delivery plan, recognising that women in contact with the criminal justice system are often amongst the most vulnerable in society having experienced trauma, domestic abuse, mental health problems or drug or alcohol abuse. Additionally, some will have dependents who rely on them for support.
- 9.2. A coordinator for female offenders, based at HMP Eastwood Park, was funded through the five southwest PCCs, NHS England and Probation up to March 2022. The role was locally funded to determine its effectiveness in supporting female offenders 'through the gate' to enable them to access the seven reducing reoffending pathways outlined in this report.
- 9.3. Following the successful local implementation of the role, the national prison and probation service set up Health and Justice Coordinators in 2022, including at HMP Eastwood Park when female offenders from Dorset are detained.
- 9.4. The Drive Programme was funded to protect victims of domestic abuse by challenging and changing the behaviours of serial offenders and those deemed to be the most high-risk. This was a partnership initiative between OPCC, Dorset Police, BCP Council, and Dorset Council. The successful programme ran for two years from 2021 to 2023 and was funded by a Home Office grant, with some support from the PCC. OPCC continues to work creatively to identify an alternative funding source to continue this service.

## **10. ATTITUDES, THINKING AND BEHAVIOUR**

- 10.1. Restorative Justice Dorset is funded given the ongoing benefit that restorative justice (RJ) practices have shown in reducing re-offending. RJ holds offenders directly accountable to their victims typically bringing them together in a facilitated meeting, which provides both better understanding of their victimisation to the victim, which aids their recovery, and better understanding of the impact of their actions to the offender, which aids their desistance from future offending.

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<sup>10</sup> <https://www.gov.uk/government/publications/female-offender-strategy-delivery-plan-2022-to-2025>

- 10.2. It can be an alternative way of dealing with a crime and/or anti-social behaviour rather than going through a more formal route using the courts. However, it can also operate alongside the criminal justice system, for example, in response to more serious crime.
- 10.3. In Dorset the offenders' reoffending rate is monitored at both 6 and 12 months after the RJ intervention – 77% do not reoffend. Recent analysis by the Integrated Offender Management Team has costed the crimes committed by three offenders both before and after they joined the IOM cohort. They were in the IOM for between 19 and 24 months and went through the RJ process – resulting in an average saving per year of over £9,000 per person.
- 10.4. Immediate Justice (IJ) is a diversionary scheme for adult offenders who have committed ASB related offences such as criminal damage, public order, assault, or lower-level theft. The offender is made to atone for the damage they inflicted on victims and communities by completing unpaid community-based work as swiftly as possible after a Conditional Caution or Community Resolution has been issued.
- 10.5. IJ can be used alongside other available diversion options. As well as the unpaid community work both ASB awareness courses and community conferencing are being used. Dorset is one of ten pilot areas funded by the Government in 2023/24, and the OPCC-managed scheme launched in November last year, with the reparative activities being delivered by Red Snapper, and the ASB awareness course and community conferencing being delivered by Restorative Solutions (who also deliver the restorative justice service in Dorset).
- 10.6. Circles South West is funded to deliver a range of interventions to reduce the risk of sex offending and reoffending by both adult and youth offenders. The support typically ranges from a high level where individuals have been sentenced for harmful sexual behaviour (HSB) through to training professionals to spot the signs of individuals at risk of HSB offending. The numbers and outcomes of the interventions are monitored by the OPCC.
- 10.7. 'Circles of Support and Accountability' are intensive interventions, designed to address deep-rooted thinking that leads to offending outcomes, for example, providing for a weekly meeting with a young person for approximately one year to continually challenge and address any harmful sexual thinking and behaviour. Development of a bespoke support programme for YP on bail and awaiting a court date, to reduce HSB reoffending on bail. This was raised as a concern by the Dorset Youth Justice Service (YJS) Partnership Board.
- 10.8. 'Circles Light Intervention Programme' is targeted at less complex cases to explore and understand the motivations for problematic sexual behaviour and deter further instances.
- 10.9. The 'Inform Young People' programme works with young people, and their schools and colleges, where concerns have been raised about their technology-assisted harmful sexual behaviour – including sexting, and the possession and/or distribution of indecent images of children (whilst being children themselves).
- 10.10. Finally, Dorset Police is funded to provide GPS electronic monitoring tags for use by the IOM Team. Tagging is widely regarded by offenders themselves as being helpful and effective in helping them desist from offending behaviour due to the immediate impact of them breaching the terms of their curfew or license.
- 10.11. There are a total of 18 tags, and when deployed result in a very low offending rate. Over the last year this was just two offences.

## **11. CONCLUSION**

- 11.1. The ultimate aim of rehabilitation remains a total and permanent desistance from future offending behaviour. Offending and reoffending are not intellectual concepts however, and

this paper recognises the complex interaction of the various practical drivers and protective factors that have an effect, and how collective public services must work in close collaboration to address them.

## **12. RECOMMENDATION**

12.1. Members are recommended to note the paper.

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