



www.revolving-doors.org.uk

First Generation: One Year On

How police and crime commissioners are shaping local responses to young adults, people with complex needs, and other key groups

BARROW CADBURY
TRUST

TRA
TRANSITION TO
ADULTHOOD

Acknowledgements

Lead Author: Shane Britton

Research Support: Rosa Vass, Nicola Benton, Samantha Leonard and Eleanor Healy-Birt

Revolving Doors Agency would like to thank the Barrow Cadbury Trust for funding this report, and Jenny Talbot, Samantha Leonard and Eleanor Healy-Birt from the Prison Reform Trust who helped to advise on the research and contributed to the review of police and crime plans. We would also like to thank the police and crime commissioners and their staff who have spoken to us and taken the time to respond to our call for evidence.

About Revolving Doors Agency

Revolving Doors is a charity working to change systems and services for people facing multiple and complex needs, including poor mental health, who come into repeated contact with the criminal justice system. Revolving Doors is a member of the Transition to Adulthood Alliance (T2A), although the views contained in this paper are not necessarily those of the T2A Alliance or its other member organisations.

About the Barrow Cadbury Trust

The Barrow Cadbury Trust is an independent, charitable foundation, committed to supporting vulnerable and marginalised people in society. The Trust provides grants to grassroots voluntary and community groups working in deprived communities in the UK, with a focus on Birmingham and the Black Country. It also works with researchers, think tanks and government, often in partnership with other grant-makers, seeking to overcome the structural barriers to a more just and equal society.

About the Transition to Adulthood Alliance (T2A)

The Transition to Adulthood Alliance (T2A) is a coalition of 12 criminal justice, health and youth organisations, which identifies and promotes effective ways of working with young adults throughout the criminal justice process. Convened by the Barrow Cadbury Trust since 2008, its membership encompasses Addaction, Catch22, The Centre for Crime and Justice Studies, Clinks, the Criminal Justice Alliance, the Howard League for Penal Reform, Nacro, the Prince's Trust, the Prison Reform Trust, Revolving Doors Agency and Young Minds.

About the Prison Reform Trust

The Prison Reform Trust (PRT) is an independent UK charity working to create a just, humane and effective penal system. In partnership with the National Federation of Women's Institutes, they have convened the Care not Custody Coalition to campaign for the diversion of people with mental health needs from custody into treatment and care. PRT are a member of the Transition to Adulthood Alliance.

For further information contact:

Shane Britton, Senior Policy Officer, Revolving Doors Agency

Email: shane.britton@revolving-doors.org.uk Tel: 0207 940 9743

Contents

1. Introduction	4
2. Background	5
2a - Policy context	5
2b - The ‘middle c’: the PCC’s role in cutting crime and reducing reoffending	6
2c - Two priorities: the ‘revolving door’ group and young adults	7
2d - Our research	8
3. Findings: Key Issues	9
3a - Multiple and complex needs – the ‘revolving door’ group	9
3b - Young adults and young people	12
3c - Mental health and learning disability	17
3d - Women	20
3e - BAME groups	22
4. Findings: PCC activity	24
4a - Prevention and early intervention	24
4b - Reducing reoffending	26
4c - Partnership working	28
4d - Commissioning, joint commissioning and pooled budgets	33
4e - Service user consultation and involvement	35
5. Conclusion	37
Appendix A: Summary of recommendations	38
Appendix B: Police and crime plan comparison table	40

I. Introduction

The first generation of Police and Crime Commissioners (PCCs) took office following elections held on 15 November 2012, having been created in the *Police Reform and Social Responsibility Act 2011*. Over the past year, PCCs have been working across the country as an important local decision maker: setting the strategic direction for their police force; setting the budget for policing and community safety activity; consulting with the public to establish police and crime priorities; and commissioning services and working with partners to prevent crime and reduce reoffending.

The purpose of this report is to look into how PCCs are responding to a particular set of challenges in their area: firstly, how to use their strategic role to coordinate responses to people facing multiple and complex needs who come into repeated contact with the criminal justice system (the ‘revolving door’ group), and secondly improving responses to young adults (18-24), who are the most likely age group to come into contact with the police as both victims and offenders, and who face a system that often fails to acknowledge their particular needs or their variable levels of maturity. We also look into their responses to the related and cross-cutting issues of mental health and learning disability; women in contact with the justice system; BAME groups; and vulnerable people.

While not all PCCs have acknowledged these issues specifically in their plans, we have identified a range of important initiatives in linked and cross-cutting areas through a more common emphasis on youth justice; crime prevention; and reducing reoffending which will impact on these groups. Many PCCs have also made commitments to work in partnership with health and other agencies that can help address the underlying causes of offending and tackle these needs.

Our research aimed to establish the level of recognition and prioritisation of these issues among PCCs, as well as looking at the shape that their responses are taking and for examples of good practice. This was assessed through a review of all 42 police and crime plans across England and Wales, as well as a call for evidence sent to all PCC’s offices. Our findings include:

- 7 PCCs made some reference to complex needs specifically in their plans. Many more (21) contained a commitment to tackle the “underlying causes” of crime, while almost all plans included commitments around preventing crime (40) and reducing reoffending (40).
- 4 plans referred to young adults specifically, while most (38) plans mentioned “young people” more broadly without specifying whether this included those aged 18-24.
- 29 plans mentioned mental health, and there was a strong emphasis on mental health from those that responded to our call for evidence. Only 4 plans mentioned learning disability, with each of these mentions representing only a brief acknowledgment.
- 3 plans mentioned women as suspects/offenders, and 14 plans mentioned women as victims, usually referring to Violence against Women and Girls (VAWG) strategies. Almost all plans (41) made commitments around domestic abuse, which affects women disproportionately.

Our analysis in the report below takes all of these relevant areas into account, while identifying potential gaps and making recommendations that PCCs may want to consider as they begin renewing their plans and budgets for the next financial year (see appendix A). It is hoped that by highlighting potential gaps in recognition and pointing to areas of good practice, this report can make a contribution to the on-going debate around the role of PCCs, and give some indication of how they can use their current position to drive local responses to some of the most complex issues in crime and justice.

2. Background

2a - Policy context

Ever since their introduction in November 2012, police and crime commissioners (PCCs) have faced a series of challenges. Alongside the difficulties inherent in making a rapid organisational transition from the Police Authorities they have replaced to a much broader remit, PCCs have also been faced with a complex and rapidly changing local environment. Key challenges in this context include:

- **Budget cuts** – A range of funding streams were transferred to the PCC when they took office, but almost all of these have shrunk significantly as they transferred to them. The Home Office grant to the police was cut by 20% in the run up to the PCC election, while many of the funding streams that now make up the PCC's Community Safety Fund also faced reductions.¹ This has taken place in the context of shrinking budgets across all public sector partners.
- **Health reforms** – Significant changes in the NHS have contributed to an unstable local environment just as PCCs have taken office, with the introduction of Clinical Commissioning Groups (CCGs) and Health and Wellbeing Boards (HWBs) to replace Primary Care Trusts and Strategic Health Authorities, and changes to public health and offender health commissioning structures.
- **Probation and prison reforms** – The government's *Transforming Rehabilitation* strategy sets out plans for substantial changes to probation, with around 70% of probation services set to be contracted out by the Ministry of Justice (MOJ) and a public sector National Probation Service responsible for managing only the highest risk offenders. Many PCCs have raised concerns that this process will be centrally contracted, while the transition process is likely to cause disruption with a key partner for PCCs. More than 70 prisons are also set to become designated 'resettlement prisons', and from next year all short sentenced prisoners will receive mandatory supervision in the community for one year.

Alongside the difficulties inherent in being a new entrant into this complex and changing local environment, PCCs have also faced a consistently negative press. Much of the early discussion focused on the low turnout for the November election, which saw just 15% of voters across the country participate and drew criticism over the handling of the elections from the Electoral Commission.² There have also been concerns raised over the perceived overuse of PCCs' power to remove chief constables, and criticism of the size, cost, and make-up of their offices. Both of these issues have also been the subject of reports by the Home Affairs Select Committee.³

Indeed, there remains some uncertainty over how long the office of PCC will remain in its current form. Despite winning in 13 areas, Labour have remained critical of PCCs as a concept, with shadow chancellor Ed Balls recently questioning their existence on cost grounds⁴ and Labour PCC Bob Jones

¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/143831/community-safety-fund.pdf

² http://www.electoralcommission.org.uk/_data/assets/pdf_file/0003/154353/PCC-Elections-Report.pdf

³ Available at: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/69/69.pdf> and <http://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/inquiries/parliament-2010/police-and-crime-commissioners/>

⁴ <http://www.labour.org.uk/striking-the-right-balance-for-the-british-economy>

arguing for his own position to be scrapped.⁵ The party's policy will be informed by their policing policy commission (led by Lord Stevens and which had yet to report at the time of writing), but some reform of the office is likely to be proposed, and abolishing PCCs altogether has yet to be ruled out.

On the other hand, there some who argue that PCCs need to have more power devolved to them in order to make the most of their role. Before they were even elected, the think tank Reform published a report calling for emergency "blue light" services to be integrated under the responsibility of the PCC (Haldneby et al, 2012), while the recent *Power Down* report by Policy Exchange has argued for a far greater devolution of power to PCCs, suggesting that they should become a kind of 'minister for the local criminal justice system' by giving them greater power over local criminal justice strategy and allowing them to performance manage criminal justice agencies (Chambers et al, 2013, p. 6).

Despite this uncertain context, a number of PCCs have hit the ground running, doing innovative work in their areas and leading national debate on a number of issues. The work of the Staffordshire PCC Matthew Ellis, for example, was highlighted in a recent speech by the Home Secretary Theresa May on mental health and policing⁶, while Vera Baird's work on tackling violence against women and girls as Northumbria PCC has frequently been raised. As will be seen below, many other PCCs have used their local leadership role to begin developing local solutions to some of the most difficult problems around policing and crime. As such, it is crucial that this debate over the future of PCCs is informed by a richer understanding of what they are currently achieving across the country.

2b - The 'middle C': the PCC's role in cutting crime and reducing reoffending

Despite the current uncertainty over how their role might be reformed in the future, the first generation of PCCs can do much within their current role to reduce crime and reoffending in their area and to improve responses to some of the most vulnerable people in their community.

The importance of the "and crime" part of the police and crime commissioner's role was consistently highlighted when they were established, with ministers keen to stress that the role is broader than the Police Authorities that PCCs replaced and includes a remit to work with partners and commission services to reduce crime and reoffending. As early guidance from the Home Office suggested:

"[the PCC] could be a catalyst for partnership work to cut crime, encourage joint planning, commissioning and prioritisation"

(Home Office, 2011, p. 4)

This is backed up by the transfer of a number funding streams to the PCC beyond the policing grant and precept, including the community safety fund; a portion of the Drug Intervention Project (DIP) funding; and funding for victims services set to transfer to PCCs in the next financial year. As noted above, many of these funding streams are shrinking substantially, but the removal of ringfencing gives PCCs the opportunity to use their resources flexibly with partners and according to their local policing and crime priorities. This broader remit also gives PCCs a crucial perspective on the system as whole, providing the opportunity to lead partnership responses to some of the root causes of offending and to improve responses to people that currently fall between gaps in the system.

⁵ <http://www.theguardian.com/public-leaders-network/2013/sep/04/police-crime-commissioner-job-scrapped>

⁶ <https://www.gov.uk/government/speeches/home-secretary-speech-to-police-federation-annual-conference-2013>

2c - Two priorities: The ‘revolving door’ group and young adults

Two such groups are the core concern of this report. Both are responsible for high levels of crime in their local areas, while both are also simultaneously more likely to be victims of crime. They are two of the groups most likely to come into regular contact with the police and other emergency services, but they also experience poor responses from the health, mental health, housing and employment services that could help to tackle their underlying problems. As such, we believe that PCCs’ attempts to cut crime, cut costs, and reduce reoffending in their area could be enhanced by a focus on:

- **The ‘revolving door’ group** – The term ‘revolving door’ group refers to people facing **multiple and complex needs** who come into repeated contact with the criminal justice system. Each individual may suffer from a range of needs, including poor mental health, substance misuse, homelessness and other behavioural, practical and skills based needs. These problems occur simultaneously and interact so that existing services, working in ‘silos’ and focusing on one need at a time, struggle to respond, leaving people stuck in negative cycle of crisis and crime. We estimate that there are around 60,000 people in this situation across the country at any one time, with many more at risk of entering it.
- **Young adults in transition** – Young adults (18-24) are only 10% of the population, but account for a third of recorded crime. They have a distinct set of needs, but face a difficult transition between youth and adult systems as soon as they turn 18, with a system that is inconsistent in taking account of their variable levels of maturity. For those who suffer the kind of multiple and complex needs outlined above this transition is particularly difficult, as they face an abrupt disruption and loss of support at the time when they arguably need it the most. While they are the most likely age group to commit an offence, they are also the most likely to desist from offending and “grow out of crime” with the right intervention and support.⁷

Local solutions to these issues are achievable, and PCCs can be an important local leader in achieving change. In the run up to the election, our First Generation project⁸ highlighted a number of key areas where PCCs could make a difference, including supporting “common-sense” policing and diversionary approaches for these groups; working with partners at a strategic level and joint commissioning to tackle the underlying needs of repeat offenders; and engaging and involving those with experience of the criminal justice system in the process of designing these strategies.⁹

The rest of this report looks into the level of recognition of these issues among PCCs, as well as highlighting examples of good practice where PCCs are driving responses in their area. Before moving onto our findings, however, there is a brief comment on how we have conducted this research.

⁷ Transition to Adulthood Alliance (2012) *Pathways from Crime: ten steps to a more effective approach for young adults in the criminal justice process* London: Barrow Cadbury Trust. Available here: <http://www.t2a.org.uk/wp-content/uploads/2012/11/T2A-Pathways-from-Crime.pdf>

⁸ <http://www.revolving-doors.org.uk/partnerships--development/programmes/first-generation/>

⁹ See our two briefings for further details, both available here: <http://www.revolving-doors.org.uk/partnerships--development/programmes/first-generation/>

2d - Our research

As noted above, the purpose of this report is to look at the extent to which PCCs have been using their role to tackle the problems of two key groups: a ‘revolving door’ group of people with multiple and complex needs in repeat contact with the criminal justice system, and young adults (18-24) who face a difficult transition to adulthood and consistently fall through the gaps in service provision. It also looks at good practice in other cross-cutting areas within the ‘and crime’ part of the PCC’s role, and promising developments that could be enhanced by a greater focus on either of these groups.

The core of the research was a review of all 42 police and crime plans using a standardised template. This data was then analysed and coded across a range of categories which were added to and amended as key themes developed. Our initial categories (each explained in turn in the analysis section below) looked for mentions of multiple and complex needs; young adults; young people; mental health; substance misuse; homelessness; women (as suspects/offenders and victims); BAME groups; and vulnerable people (as suspects/offenders and victims). Beyond looking for recognition of these issues, we were also keen to understand how PCCs are aiming to respond. As such, we also looked for pledges around partnership working; commissioning and joint commissioning; preventing crime; reducing reoffending and service user involvement.

We are aware that a number of other analyses of police and crime plans have been completed, including one by the Association of Police and Crime Commissioners (APCC) looking at priorities in plans¹⁰ and one by the Safer Future Communities network looking at the issues most relevant to VCSE partners.¹¹ We were keen not to duplicate their work and as such avoided an analysis of the crime types prioritised by PCCs in favour of an approach which sought to look more in depth at the ‘and crime’ part of their role, and to gain a greater qualitative understanding of how PCCs are pledging to respond to any crime areas they identify.

We are also aware that while police and crime plans provide a useful indicator of PCCs headline priorities, they are not a robust measure of current recognition and performance on all of these issues. There was great variation in the level of detail in the police and crime plans reviewed, with plans ranging from 7 to 67 pages in length. Many were deliberately public-facing documents, with little detail beyond setting broad priorities. Furthermore, many were also completed relatively early in the PCCs term and lack the most up to date details.

To go some way to balancing this, we supplemented the review with a call for evidence, which was sent to all PCC offices requesting information on our key areas. We have had contact with 11 PCCs via this approach, which has provided a useful and illuminating source of good practice examples.

The report does not seek to provide a fully comprehensive account of what is happening across the country, nor does it seek to provide an evaluation or assessment of PCCs one year into their term. Rather, it is hoped that by analysing levels of recognition at this early stage of PCC’s development and pointing to areas of good practice this report can make a contribution to the on-going debate around the role of PCCs, and give some indication of how they can use their current role to respond to some of the most important and challenging issues in crime and justice.

¹⁰ Available here: http://www.apccs.police.uk/fileUploads/homepage-adverts/Analysis_of_priorities_workforce_and_finance_issuesv2.pdf

¹¹ Available here: <http://www.clinks.org/sites/default/files/PoliceCrimePlansAnalysis1314.pdf>

3. Findings: Key issues

3a - Multiple and complex needs – the ‘revolving door’ group

We know that many people in repeated contact with criminal justice agencies face multiple needs, including poor mental health, substance misuse issues, homelessness, and a range of other behavioral, emotional and skills based needs. We also know that these needs are often complex and interacting. This means that individual services often struggle to respond, leaving people caught in a chaotic ‘revolving door’ cycle of crisis and crime.

There is growing recognition of multiple and complex needs as an issue in its own right, with the government’s *Breaking the Cycle* Green Paper acknowledging that “a significant proportion of crime is committed by offenders who have multiple problems” (MOJ, 2010), while the government’s Social Justice strategy has provided a focus on tackling the multiple and complex needs of the most disadvantaged adults (HM government, 2012). In a number of areas, initiatives are developing to help services to better coordinate responses to this problem in the community.¹²

Recognition in police and crime plans

We looked for recognition of these multiple needs across all police and crime plans, searching for any mentions of multiple and complex needs; multiple problems; complex needs; multiple and severe disadvantage; or other variations. We also searched for mentions relating to those living chaotic lives, or comments where specifically identified needs were acknowledged to overlap, such as in these quotes from the Gloucestershire and Staffordshire plans respectively:

“The links between substance misuse, poor mental health, social exclusion and offending are so strong that interventions to address any one these issues are likely to benefit the others. Up to 90% of prisoners nationally have a diagnosable mental health problem, a substance misuse problem, or both. Being held in custody can worsen mental health problems, and increase the risk of self-harm and suicide.”

(Gloucestershire, p.55)

“The evidence is clear that ‘breaking the cycle’, which is often generational, really works. By managing and working with offenders and families that are chaotic or have dysfunctional lives, crime will reduce faster, wider and for the long term.”

(Staffordshire, p.6)

Only 7 plans demonstrated this kind of recognition. Where pledges were made in relation to this, they were generally quite broad and related to the need to work with partners to tackle the complexity of need. For example, Avon and Somerset PCC’s pledge to:

¹² This includes the Big Lottery’s Fulfilling Lives programme, which is investing £100m over eight years in 12 areas with the aim of improve outcomes for people facing a combination of offending, mental health, substance misuse and housing issues. It aims to bring together services and prevent these individuals falling through gaps. Further details available here: http://www.biglotteryfund.org.uk/prog_complex_needs The Making Every Adult Matter (MEAM) coalition have also developed the MEAM approach to responding to complex needs, with further details available here: <http://www.themeamapproach.org.uk/>

“Work with the police and local partners including local authorities, probation, health and local voluntary organisations to prevent crime and anti-social behaviour, particularly by tackling the complex needs of those that offend.”

(Avon and Somerset, foreword)

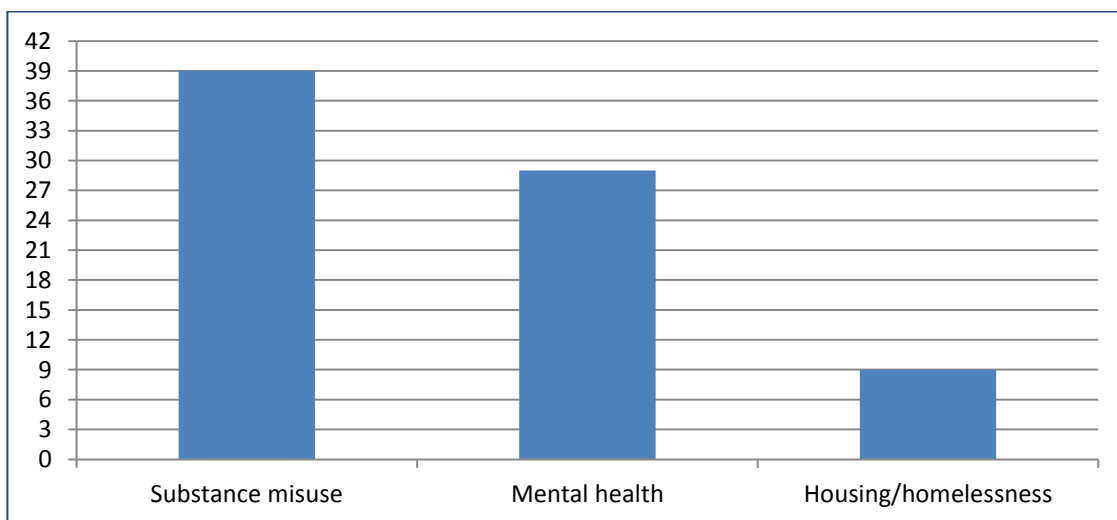
While very few plans referred to these multiple and complex needs specifically, many more (21) made broader pledges about their intention to tackle the ‘underlying causes’ of crime. This ranged from broad structural problems such as poverty and entrenched disadvantage, to listing a range of need areas that were noted as problems. One such example can be found in the Humberside plan, which claimed that the:

“approach to policing and crime reduction will see a greater focus on the underlying issues that drive crime, such as re-offending, drugs and alcohol misuse, mental health, social care and wider socioeconomic factors such as deprivation, education and employment”

(Humberside, p.5)

Individual needs

Many plans mentioned a range of underlying needs in isolation, which in reality often combine at the personal level to create an even more challenging situation for the individual. Graph 1 below shows the number of plans that identify each of the needs identified in the Big Lottery’s Fulfilling Lives programme as combining to constitute “multiple and complex needs” (excluding offending, which was obviously covered in all plans). While many more are important, including a range of behavioural, emotional, and practical and skills based needs, the categories of substance misuse, metal health, and homelessness provide a useful framework.



Graph 1: Individual needs identified in plans

As graph 1 shows, almost all plans mentioned substance misuse, with 39 of the 42 plans making a specific reference to drugs and 35 to alcohol. There was often an emphasis on tackling drug or alcohol related crime, but also a high level of recognition of the need for treatment and diversionary approaches for people facing drug or alcohol addiction:

“I will also be seeking a renewed effort on promoting and enabling drug and alcohol recovery through treatment services that will reduce this demand and its associated crimes. In doing so, this can have positive health and social benefits for individuals and communities”

(Humberside, p.13)

“[I will] Continue to provide drug testing, assessment and wrap around support for drug misusing offenders”

(Nottinghamshire, p.6)

29 plans mentioned mental health (see 4c below for further details), while considerably fewer (9) referred to housing or homelessness issues. Mentions of housing or homeless were typically brief, simply recognising it as an issue related to crime or an issue faced by prisoners on release with few plans making specific pledges.

Many plans mentioned more than one of these issues, although often discussed them in separate sections of the plan, or simply listed them without acknowledging that for many people these problems overlap. This is not to criticise PCCs for not including this concept of “multiple and complex needs” explicitly in their plans – for many their first police and crime plan was a highly strategic document, setting broad priorities such as ‘reducing reoffending’ or ‘tackling underlying causes of crime’ without getting into the detail of the need profile of many repeat offenders. As will be seen below, many also pledge to support activities that could help to tackle this problem without using this language specifically, with a high level of support for Integrated Offender Management (IOM) approaches for example (see 4b below).

However, it is important to highlight that having a strategic understanding of these complex needs, and the kind of partnerships and system change required to respond, could contribute to the existing plans of PCCs to reduce crime and reoffending in their area. Bringing partners together around this kind of understanding could have the dual purpose of preventing crime by responding earlier and more effectively to people’s problems in the community, and reducing reoffending by acknowledging that many who do come into repeated contact often face multiple needs.

It should be noted that there was a far higher recognition of families having multiple or complex needs, rather than individuals. 25 plans mentioned families with multiple problems, or made an explicit reference to their local variant of the government’s Troubled Families programme. It is precisely the kind of co-ordinated, multi-agency support that these family interventions provide that could benefit individuals facing multiple and complex needs, if they were extended to them.¹³

Recommendation 1: All PCCs should consider how they can apply an understanding of multiple and complex needs to build a partnership strategy to respond earlier and more effectively to the ‘revolving door’ group in the community.

Recommendation 2: All PCCs should look at how the principles of the “Troubled Families” approach, providing coordinated support to families, could be applied to individuals in the ‘revolving door’ group.

¹³ The LIFE programme, run by Participle in a number of areas including Swindon, Lewisham and Colchester, provides an example of a successful scheme responding to families with complex needs:

<http://www.participle.net/projects/view/3/102/>

3b - Young adults and young people

Young adults are the age group most likely to come into contact with the police and criminal justice system – both as suspects and offenders and as the victims of crime. They are an age group that consistently falls between the gaps between youth and adult systems: particularly in mental health, criminal justice, drug and alcohol services or when leaving care. Recognition has been growing around the need for a distinct approach to young adults in the criminal justice system, from Sentencing Council guidelines for adults recognising the need to take maturity into account, to the new ACPO Children and Young People’s Strategy and the new CPS code of conduct for prosecution of adults. These developments are the result of increasing recognition that a young adult specific approach achieves far more effective sentences and better results.¹⁴

Young adults in transition

Despite this increasing recognition across the sector, only 4 police and crime plans refer to young adults specifically. Three of these plans highlight improving responses to young adults as a key strategic priority (Leicestershire; Gloucestershire and South Wales), while the fourth (Nottinghamshire) makes a brief reference to young adults being included in the region’s integrated offender management (IOM) approach, and makes a brief reference to this age group raising concerns about the night time economy:

“Young people in the 16-24 year old age group also recognise the issues in relation to street drinking and rowdiness and intimidation as being a problem for them – indeed, there is an indication that these are more of an issue for younger than older residents.”

(Nottinghamshire, p.18)

Each of these plans define this group in a slightly different way: Leicestershire and Nottinghamshire as the 16-24 age group; South Wales as 18-25; while Gloucestershire refers more broadly to “young people becoming adults” (Gloucestershire, p.4)

A common concern across these plans is young adult reoffending, with Leicestershire identifying “working with partners to reduce reoffending amongst young people and adults - young people 16-24 years (by 31st March 2014)” (Leicestershire, p. 37) as a strategic priority, and South Wales identifying “a reduction in offending and reoffending by those in the 18-25 age group” as a key outcome (South Wales, p. 23). These plans also indicate a similar evidence-led approach to achieving these aims:

“There is national evidence that this group benefits from a bespoke approach that supports their transition into a constructive and crime free adulthood. With partners, I would like to ensure that our approach with this group is as effective as possible. This will require an analysis of offending related needs across the pathways out of offending for this age group including education, employment and training, and it will need to be underpinned by local experience and national research, so that the design of interventions and commissioning is well informed.”

(Leicestershire, p.37)

¹⁴ See www.t2a.org.uk for further details.

“a team approach to [young adult] offenders and those at risk of being drawn into offending based on “what works” and an up-to-date analysis of trends”

(South Wales, p. 23)

As well as a focus on reducing reoffending among young adults, there is also a broader emphasis in these plans on improving outcomes for young adults in the community before they come into contact with the justice system, as well as brief acknowledgement of the need to address issues around the policing of this group and the fact young adults are also likely to be the victims of crime:

“Young people becoming adults – We need sensitive, relevant and effective policing to ensure our young people become law-abiding, productive members of society. The ‘system’ must work for them, not against them”

(Gloucestershire, p.4)

“We will also ensure that this age group continues to be informed about their rights, as those aged 18-25 are statistically most likely to be stopped and searched. Young men in this age group are also at the greatest risk of becoming the victims of violence. We will seek to increase mutual respect and understanding between the police and this age group”

(South Wales, p.23)

In terms of engaging with young adults, Leicestershire referred to their involvement as a pilot area for the Youth Commission for Policing and Crime *“reaching out and engaging with 14-25 year olds across Leicester, Leicestershire and Rutland to work with me in shaping and supporting the engagement with this particular age group”* (Leicestershire, p. 47). We know that Hampshire is also hosting this pilot, although this was not mentioned in their police and crime plan.¹⁵ Furthermore, while Avon and Somerset do not refer to the young adult age group specifically in their plan, their response to our call for evidence clarified that the work of their “youth champion”, recruited to the office of the PCC to improve engagement with young people, includes those up to the age of 24.

¹⁵ <http://www.youthcommission.co.uk/>

South Wales – Bridgend County 18-25 project

In line with a pledge in their police and crime plan, the South Wales PCC is supporting a pilot targeted at 18-25 year olds at risk of antisocial behaviour, offending, and reoffending. The pilot has been established in Bridgend with partners from the Local Authority, Youth Offending Service, Probation and voluntary sector agencies such as St Giles Trust. It aims to build on the holistic multi-agency Youth Offending Service model, combining this with the more adult based skills of the Probation Service and therefore offering a model that can deliver across a range of maturity levels, sharing experience and expertise.

The pilot has two key areas of focus:

- **Employment, apprenticeships and training** - The PCC has agreed support the pilot scheme to take the financial risk of employing a young adult with a criminal record away from small local businesses. The project identifies local business with a genuine vacancy, explains the project to the employer and young person, and then the PCC covers insurance costs, training costs, costs of equipment needed, as well as 50% of the wages for the first three months. If they successful complete the trial period, the young person will become employed like any other member of that small business.
- **“Relapse prevention” and out of court disposals** – It also involves developing a triage scheme whereby young adults that have previously been involved with YOS are identified if they come into police custody and linked back into the YOS team and further targeted support. This approach applies to 18-21 year olds. There is also work underway to expand out of court disposals for the 18-25 age groups, and to gather information on the support needs of young adults coming into custody to identify gaps in provision and develop a more evidence-based approach to the provision of diversionary pathways.

This is occurring alongside work already underway to improve the transition between Youth Offending Services and Probation. Young adults who have previously been in contact with YOS and the criminal justice system have also been consulted in the development of the pilot.

Young people

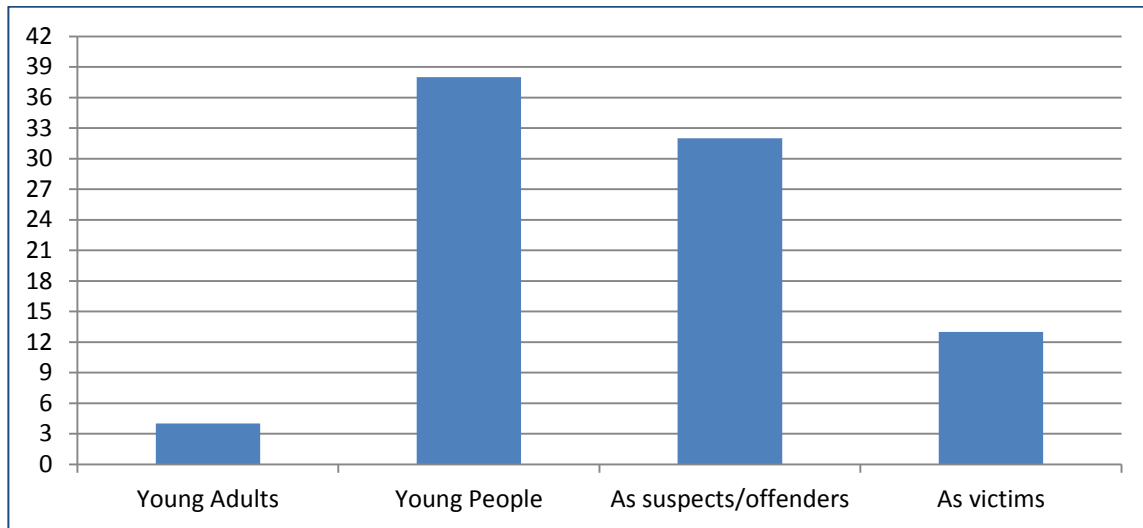
While very few plans made a specific reference to young adults, almost all of them made some reference to young people more broadly without specifying the age range this represents. This has been analysed separately as it is unclear whether or not each PCC includes young adults within their definition of “young people” or whether the initiatives and strategies they refer to reinforce the arbitrary cut off at 18 found elsewhere. However, it should be noted that many of the issues raised above in relation to young adults are the same as those raised for young people more broadly, and PCCs would benefit from extending their work with young people to include this transition age group. As the South Wales plan states:

“Young people in the 18-25 age group are an often neglected section of society, and I will aim to use the lessons learned through work with young offenders (under 18), to tackling offending in the 18-25 age group.”

(South Wales, p.23)

As graph 2 below shows, 38 plans made some reference to young people. In 31 of these plans, they made reference to young people as offenders or potential offenders in terms of working to divert

them away from the justice system, or reduce youth offending and reoffending. Just 13 plans also mentioned young people as victims (excluding references to safeguarding arrangements with children’s services).



Graph 2: Young adults and young people in plans

A number of these made calls for a more positive image of young people, with 17 plans stressing the importance of engaging with young people specifically as part of the PCCs engagement with the community. For example, the Northamptonshire PCC pledges that:

“There will be a massive programme of youth engagement. I will establish a commission to look positively and constructively at young people’s lives, the contribution they can make to our society and how we can better galvanise the skill, ideas and commitment of young people to create a safer county.”

(Northamptonshire, p.6)

While the majority of plans do refer to young people as either offenders or potential offenders, it is encouraging that there is a strong emphasis on diverting young people away from crime. 30 plans raised this, with many highlighting it as a key part of their broader approach to crime prevention and early intervention. Many also pledged to support greater use of restorative approaches in support of this:

“In recent years too many young people have been criminalised by our ‘system’. There is a need for targeted earlier intervention, an increase in diversionary opportunities, and greater use of restorative interventions which could improve victim outcomes and offender rehabilitation”

(Hampshire, p.22)

“Young people who enter the criminal justice system (CJS) can face a bleak future. Many come from troubled backgrounds, have been excluded from school, grown up in care, or have experienced

physical or sexual abuse. There are often links to alcohol and drugs, and mental health issues. Early identification and intervention has been shown to be more effective at reducing offending and anti-social behaviour than intervention when the behaviour is established and entrenched”

(Essex, p.15)

Cleveland – Young People’s Strategic Planning group

The Cleveland PCC Barry Coppinger made a number of pledges relating to young people in his police and crime plan, including a pledge to “engage with young people in custody and involved in the criminal justice system”. He also pledged more broadly to “listen to the experts’ when it comes to making decisions on services for young people” (Cleveland, p. 5), and has established a Young People’s Strategic Planning Group to help review and commission services.

This group meets once a month, and is made up of representatives from each of the Youth Offending Services and Integrated Youth Support Services in Cleveland; Cleveland Police; the Probation Service; the Prison Services; CPS; Social Housing; the PCC’s office and VCSE representatives. The purpose of the group is to identify and champion continuous improvement in services for young people, and to support a single planning model and the development and implementation of a commissioning plan that ensures delivery of key targets. They also work as a research group, looking into areas such as diversionary projects and restorative justice that could be applied locally, and conducting gap analysis to inform the commissioning plan and to ensure that there are adequate pathways available in Cleveland to make the most of the youth triage system that is already in place.

A conversation with a member of staff in the PCC’s office revealed that they have extended their remit up to the age of 24, acknowledging the need to deal with the spike in offending at 18 and adding the local probation service to the group to help ensure an easier transition to adult services.

A range of interesting models have also been developed by PCCs to engage with young people in the community.¹⁶ These include Kent PCCs much publicised appointment of a youth PCC, Cheshire’s appointing of a youth champion, and a number of PCCs including Dorset and Gloucestershire pledging to engage with their local youth parliament or setting up dedicated youth engagement groups. 3 plans also pledged to engage with young people who have been in contact with the justice system, with 2 of these referring specifically to the Howard League’s U R Boss campaign.¹⁷

Recommendation 3: All PCCs should review their strategic responses to diversion and reducing reoffending to ensure that they include specific approaches for young adults.

Recommendation 4: All PCCs should ensure meaningful engagement with young people, and should include young adults and young people in contact with the justice system in these strategic engagement groups.

Recommendation 5: All PCCs should work with the probation service (and any future contracted providers) to ensure that there is a smooth transition between youth offending services and adult probation.

¹⁶ A range of models of youth engagement have been collated by NCVYS, available here: <http://pccyouthcharter.wordpress.com/youthengagement/>

¹⁷ <http://www.urboss.org.uk/campaigns/police-and-crime-commissioners-campaign>

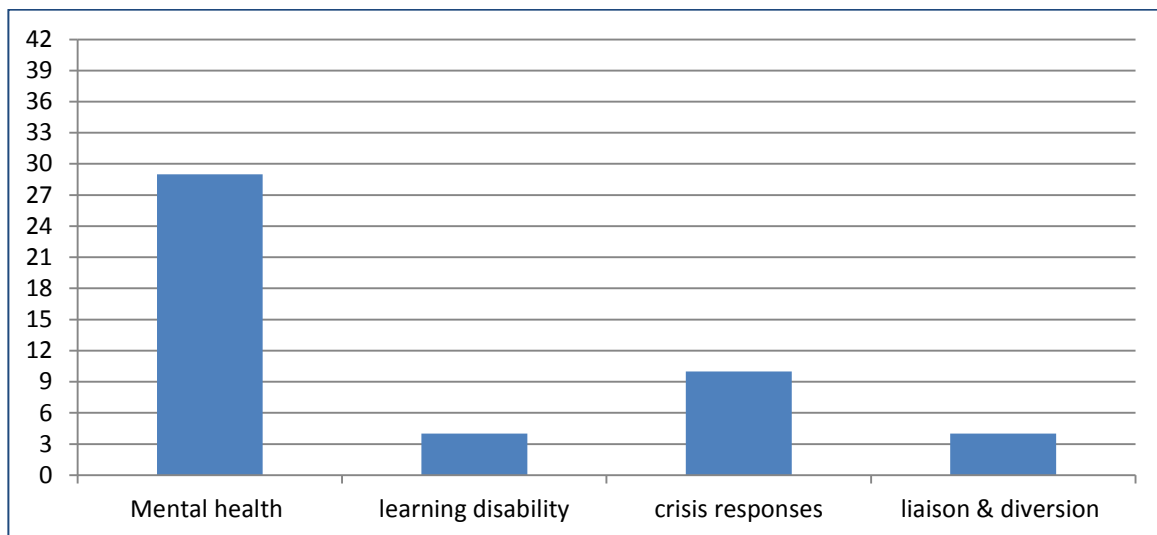
3c - Mental health and learning disability

Poor mental health is often a core exacerbating factor for people facing multiple and complex needs. There is known to be a higher prevalence of mental health problems among people in contact with criminal justice agencies, with 72% of male and 71% of female prisoners found to suffer from two or more mental health problems in one study (Singleton et al, 1998). There is also a higher prevalence of learning disability, with 7% of the prison population estimated to have a learning disability compared with 2% of the general population (Louks, 2006 & Mottram, 2007), while a recent report commissioned by the Transition to Adulthood Alliance (T2A) demonstrates strong evidence of a link between brain injury and the risk of offending.¹⁸

There has been growing recognition of the need to respond more effectively to the mental health needs of people who come into contact with the criminal justice system. The Bradley Report (2009) made a range of recommendations, including the introduction of mental health liaison and diversion services available at courts and police custody to identify mental health problems and learning disability at the earliest possible point in the system, and to divert people away from the criminal justice system and into support services where appropriate. The government have since committed to a staged roll out of liaison and diversion services by 2015, while the Prison Reform Trust's *Care Not Custody* Campaign is providing a continued emphasis on this area.¹⁹

Recognition

Overall, PCCs showed a high level of recognition of mental health, with 29 plans containing some mention. While many (around 16 of these) made only a brief mention recognising mental health as an underlying issue for many offenders, many also made specific pledges to improve mental health responses. By contrast only four plans mentioned learning disability, with each of these mentions representing only a brief acknowledgment.



Graph 3: Mental health and learning disability in plans

¹⁸ Williams, H., (2012) *Repairing Shattered Lives: Brain injury and its implications for criminal justice* London: T2A and University of Exeter. Available here: http://www.t2a.org.uk/wp-content/uploads/2012/10/Repairing-Shattered-Lives_Report.pdf

¹⁹ <http://www.prisonreformtrust.org.uk/ProjectsResearch/Mentalhealth/CarenotCustody>

Many plans made a relatively broad reference to mental health as an issue closely linked to policing and crime, stressing the importance of working with partners locally to address these issues:

“Mental Health is clearly a cross-cutting theme within policing and across the wider public sector. The issue permeates all areas of the criminal justice system. Promoting good mental health will reap rewards across the whole sector”

(Cambridgeshire, p.7)

“Mental health more widely is a challenge for agencies working to keep people safe and support them in looking after themselves. With mental health being one of the four acknowledged triggers for crime, coupled with different levels of resources across West Yorkshire for mental health provision, more needs to be done to understand the issues and challenges for community safety, criminal justice and health agencies around those with mental health issues. Resources need to be prioritised and practices integrated to deliver a new way of working and a more effective and efficient service for individuals who are in need”

(West Yorkshire, p. 16)

Crisis responses

Where more specific pledges were made, this tended to be in relation to crisis responses such as the police role in responding to people under s136 of the Mental Health Act. These refer to incidents where police have a role in responding for the safety of the individual, and S136 specifically was the subject of a recent review by Her Majesty’s Inspectorate of Constabulary (HMIC), which made a series of important recommendations.²⁰

10 plans made some reference to these crisis responses, with some making a specific reference to appropriate places of safety, and others referring to improved partnership responses to reduce demands on police time. This area was also a key theme in our call for evidence, with the majority of respondents referring to work they had undertaken to improve protocols around s136 of the Mental Health Act. These included engaging CCGs and other health partners to ensure that were adequate places of safety (Avon & Somerset and Dorset), supporting street triage (Dorset), piloting response schemes with the local Mental Health Trust (Norfolk), and taking a lead in bringing partners together to reissue joint protocols covering places of safety and conveyance (Bedfordshire). It is clear that PCCs have seen improving crisis responses as an area where they can bring partners together and add value, even if they did not necessarily raise this as a specific area in their police and crime plan.

Recommendation 6: All PCCs should work with health partners to review mental health crisis responses in their area, ensuring that protocols are being enacted and referral processes are in place.

Recommendation 7: All PCCs should ensure adequate data collection and follow up protocols are in place to track outcomes for those who experience crisis interventions. This would better inform the design of referral pathways.

²⁰Available at: <http://www.hmic.gov.uk/media/a-criminal-use-of-police-cells-20130620.pdf>

Staffordshire - Policing and mental health review

Staffordshire PCC Matthew Ellis has identified mental health responses as a key area for action. In March 2013, he commissioned a review into policing and mental health in Staffordshire. It found that police officers responded to 15,000 incidents in Staffordshire in the previous year, many of which he argued could have been dealt with by more appropriate agencies. The review also highlighted the large amount of time officers spend dealing with mental health issues (estimated to represent between 15-25% of police time) and the significant impact this has on operational policing.

In recognition of these issues, ongoing discussions are now taking place with mental health agencies in the county to create round-the-clock teams working closely with police officers. The Police and Crime Commissioner has appointed a mental health programme manager to work alongside Staffordshire Police and take this work forward, ensuring services work more effectively together around mental health.

Further information is available here:

<http://www.staffordshire-pcc.gov.uk/2013/09/pcc-appoints-mental-health-programme-manager/>.

A copy of the report is available here:

<http://www.staffordshire-pcc.gov.uk/mental-health-review/>

Suspects and offenders

Some plans also made pledges around the need to respond to the mental health needs of suspects and offenders once they come into contact with system. For example, the Humberside and MOPAC police and crime plans stated that:

“I feel the treatment of vulnerable individuals with mental health problems is vital. I will be looking at ways to improve the early assessment and screening of mental health in custody suites through innovative practices that can provide better support for vulnerable offenders.”

(Humberside, p.13)

“The government’s mental health strategy “No Health without Mental Health” notes the importance of improving mental health outcomes for people who come into contact with the criminal justice system. This includes raising the understanding of mental health amongst those dealing with offenders and ensuring that there are diversion options available where appropriate.”

(MOPAC, p. 65)

Mental health liaison and diversion services represent a key opportunity to improve identification of these issues at the earliest possible point, improving responses as well as providing opportunities to divert people away from the justice system and into support where appropriate. The government has committed to a staged roll out liaison and diversion services by 2015. However, only four police and crime plans made a specific reference to these services:

“I wish to see the very successful work of the Criminal Justice Mental Health Liaison Service continue and to secure longer term funding for mental health services for offenders and those at risk of offending.”

(Warwickshire, p. 15)

“[Mopac will] contribute to a strategic needs assessment for liaison and diversion in London”

(MOPAC, p. 65)

Given the number of PCCs recognising mental health as an issue, it is to be hoped that more follow the lead of MOPAC and Warwickshire above in engaging with and contributing to the roll out of liaison and diversion services in their area. Although the services themselves will be commissioned by the local health in the justice system teams within NHS England, there is a strong role for PCCs in creating an environment where these services will be most effective, and commissioning with partners to ensure that there are clear pathways for these services to divert people into.

Recommendation 8: All PCCs should engage with NHS England health in the justice system teams to contribute to the planning for liaison and diversion services in their area.

Recommendation 9: All PCCs should ensure that there is adequate provision within police custody to support vulnerable suspects, including those with mental health problems or learning disability. This should include arrangements to ensure access to appropriate adults.

“Vulnerable people”

The majority of plans (38) made some mention of vulnerable people more broadly. All 38 of these plans included a pledge to protect vulnerable victims of crime, or prevent vulnerable people from becoming victims, while just 7 plans showed recognition of the needs of vulnerable suspects and offenders.

It is important that more PCCs acknowledge the need to respond more effectively to vulnerable people both when they are victims of crime and come into contact with the police and suspects and offenders, while acknowledging that young people fall disproportionately into both of these categories. As the Norfolk plan states:

“Understanding that many perpetrators of crime will also have been victims, it is essential to ensure everyone receives services appropriate to their needs”

(Norfolk, p.5)

3d - Women

Women face a distinct set of issues when they come into contact with criminal justice agencies, and there is a need to take a more gender-specific approach to these problems. Women suspects and offenders are known to be a particularly vulnerable group, and often have complex needs. Women are also at greater risk of being victims of particular crime types, such as domestic violence and abuse, rape, and sexual assault, and many women who come into contact with the criminal justice system as offenders have also previously been victims these crimes.²¹

²¹ See Prison Reform Trust briefing paper *Why focus on reducing women's imprisonment?* (2013), available at: http://www.prisonreformtrust.org.uk/Portals/0/Documents/Why%20focus%20on%20women%20in%20prison%20-%20Oct%202013.pdf?dm_i=47L,IX4PH,7MIJ3Q,6VW4KY,I

Almost all plans (41) made pledges around domestic violence and abuse, which could also apply to male victims but affects women disproportionately. 14 plans made a specific reference to women as victims of domestic violence, often linked to broader violence against women and girls (VAWG) strategies. Only 3 plans referred to the particular needs of women as suspects/offenders.

While few plans make a reference to women as suspects/offenders, it is important to note that these issues are often linked. As North Yorkshire PCC acknowledges, *“many people who were once victims then go on to become offenders themselves, particularly women”* (North Yorkshire, p.13)

Those plans that do mention women suspects/offenders made quite general pledges, while no plans identified this area as a specific priority. Nevertheless there is evidence of some good practice in certain areas from the police and crime plans:

“There is a commitment to ensure that police services have appropriately trained officers and the right facilities to meet the specific needs and circumstances of women offenders.”

(Nottinghamshire, p.23)

“Amongst a number of other innovative ways of working ISIS, the one stop centre for women offenders has a national reputation for best practice in genuine partnership work in reducing crime amongst women offenders.”

(Gloucestershire, p.53)

The Humberside PCC’s office also shared details of the women’s custody triage scheme in their area, which wasn’t mentioned in the police and crime plan but is supported by the PCC. This approach represents a significant opportunity to respond more effectively to the needs of women suspects in contact with the police.

Humberside – Hull Women’s Triage Project

Hull women’s triage project is a partnership between Humberside police, Hull Youth Justice Service, and Together Women Project. The pilot builds on the success of the Youth Triage system. Recognising the distinct reasons why women may commit a crime, it seeks to divert appropriate suspects away from the formal criminal justice process to address the underlying cause of their problems.

The pilot aims to assess all women in custody, and the PCC is keen to expand the project to cover all of Humberside with a single assessment framework. Those who are deemed suitable to be diverted (who also admit the offence, and with the wishes of the victim taken into account) are given an appointment at Together Women Project within a week.

The project will be subject to an independent evaluation by the University of Hull, and there is a strong ambition, subject to positive evaluation and resources, for a staged process to expand the triage approach to all adult offenders.

Recommendation 10: All PCCs should consider how the particular needs of women in contact with the criminal justice system as suspects and offenders are reflected in their plans.

3e - BAME groups

Another key cross-cutting theme is the importance of recognising the particular issues faced by black, asian and minority ethnic (BAME) groups. 13 plans made reference to ethnic minority groups specifically. The majority of these referred to pledges to better engage with BAME groups, including many who had set up specific BAME advisory groups:

“As Commissioner, I will ensure that Gwent Police works together with its partners to engage and strengthen its community links, whilst simultaneously working to gain trust and build confidence within minority communities and other under-represented groups”

(Gwent²²)

“This panel is made up of representatives from the South Yorkshire BME communities and will advise me on policy development”

(South Yorkshire, p. 28)

7 of these showed recognition of particular issues around policing that affect BAME groups disproportionately, including Stop and Search which has a particular impact on young black males:

“Both the Chief Constable and the Commissioner are aware there are some issues of policing that have a disproportionate impact on levels of confidence such as the use of Stop and Search powers which have been a source of tension between the police and, in particular, black and minority ethnic members of the community”

(West Midlands, p.7)

‘I will promote a policing service which provides equality, quality and value for money and which is sensitive to social, cultural and racial differences and to people’s problems, vulnerabilities and needs.’

(Lancashire, p10)

While only 13 plans made reference to BAME issues specifically, a larger number (27) made more general pledges to engage with “diverse” communities within their area which may develop to include specific mechanisms to engage with BAME groups.

²² The Gwent plan was hosted online. This particular reference can be accessed via this link to the plan:
<http://www.gwent.pcc.police.uk/plan/background/the-gwent-area/>

Nottinghamshire – BME Independent Advisory Group (IAG) and research

Nottinghamshire PCC Paddy Tipping has placed a particular emphasis on the importance of engaging BME groups, in line with his police and crime plan pledge to “*improve BME experience of policing through better engagement and being more responsive to needs*” (Nottinghamshire, p.6)

As part of this, he commissioned research from the University of Nottingham’s school of sociology and social policy looking into BME groups’ relationships with the police, with a particular emphasis on the way various styles of policing are interpreted. More than 500 BME residents were asked to give their feedback as part of the three-month study, which found that:

- Members of the BME community are twice more likely to become victims of crime than the rest of the population
- ‘hate crime’ is the most commonly experienced crime among BME residents
- one third of those who had been a victim of crime did not report it to the police
- 41.8% of respondents had been stopped by the police and 29.5% of respondents stopped and searched.

Recommendations from the report include: the introduction of an action plan to tackle hate crime; a supervision system whereby the performance of police officers and PCSOs will be regularly monitored to observe how they execute their duties; and a review of the Force’s Stop and Search strategy. These recommendations will inform the PCC’s strategic approach, as will the BME Independent Advisory Group (IAG) established by the PCC.

Further details available here:

<http://www.nottinghamshire.pcc.police.uk/News-and-Events/Archived-News/2013/PR-098.aspx>

4. Findings: PCC activity

This section looks more broadly at how PCCs are setting out plans to fulfil the ‘and crime’ part of their role, while considering how a greater understanding of the problems faced by the above groups could contribute to their stated priorities. As noted above, PCCs have been charged with a broader remit to reduce crime and improve community safety. However, they have been given limited direct powers to drive this change. It is interesting, therefore, to explore how they are using their partnership role to cut crime.

4a - Prevention & early intervention

Many police and crime plans stressed that the best way to cut crime was to intervene early and prevent it from happening in the first place:

“The simple truth is that if the crime is not committed none of the costs or suffering that relates to the second and third stages will be incurred, and that is why I believe in the prevention of and the reduction of victim-based crime. It makes good sense, therefore, to invest in preventing the crime”

(North Wales, p.3)

“Intervening earlier with people at risk of slipping into this kind of behaviour [repeat offending] will also lessen the burden on public services in the future, meaning tax payers will pay less and the social impact on communities that crime and wrong doing has will diminish for us all.”

(Staffordshire, p. 6)

40 of the 42 plans reviewed included some mention of crime prevention or early intervention, with the majority making some form of pledge to work with partners in this area. 19 plans included preventing crime within their headline priorities.

Common pledges included investing in early intervention with children and young people and diverting young people from crime. Some also pledged to divert low risk offenders and adults facing particular problems, such as drug addiction, away from crime, although more plans contained a focus on diverting young people (29) than on adults (15):

“[I will support] early intervention and prevention of crime and anti-social behaviour by educating young and vulnerable people about how they can avoid becoming involved in crime and improving opportunities to deal with young and low risk offenders outside of the criminal justice system”

(Avon & Somerset, p.1)

“Work is currently underway to develop an outcomes framework linked to the Youth Support Teams health prevention activity. This could be further expanded to collate data from community programmes to measure changes in attitude, behaviour and management of risk (drug and alcohol use)”

(Gloucestershire, p.31)

Mentions of preventative work were also often linked to the pledges to tackle “underlying problems” identified in 3a above. In relation to underlying problems identified, many PCCs pledged strategic partnership approaches to focus on particular issues and reduce crime, such as pledges to:

“Work with Mental Health, Drug and Alcohol Abuse organisations to explore ways of early intervention to prevent entry to the criminal justice system”

(Derbyshire, p. 4)

“I will look to work with partners to identify where services will need to be redesigned to enable the focus to be on early intervention type activities.”

(Lancashire, p5)

“Developing prevention strategies for key issues such as drugs and alcohol, mental health, violence against women and girls, gangs, guns and knives and quality of life crime.”

(MOPAC, p. 47)

Bedfordshire – Criminal Justice Demand Reduction Board

Bedfordshire PCC Olly Martins placed a strong focus on preventative work in his police and crime plan, stating that “one of the only ways left to reduce costs and find the savings required over the next few years will be to reduce the demands placed on the force. I am fully committed to redress the balance between more expensive, reactive services and less costly, preventative services that can lead to better outcomes for Bedfordshire as a whole.” (Bedfordshire, p.11)

Responding to our call for evidence, assistant PCC Simon Bullock expressed a strong desire to get the whole system in Bedfordshire working together as a whole to address underlying needs. The local criminal justice board was identified as a key driver for this, and the PCC has been an active participant including contributing to the board’s social justice work stream. However, the PCC has also formed a Criminal Justice Demand Reduction Board with partners, focusing specifically on preventative work.

These prevention strategies would also be enhanced by a focus on ensuring a more effective response to young adults and people facing multiple and complex needs in the community. This would bring together the range of prevention strategies suggested, including working with people with drug and mental health problems. It could also build on existing schemes that are working to tackle multiple and complex needs (see 3a above).

Recommendation 11: All PCCs should ensure that young adults and responses to multiple and complex needs are included their crime prevention strategies

4b - Reducing reoffending

Reducing reoffending was mentioned in the majority of plans (40), with 24 plans mentioning reducing reoffending within their headline priorities. This focus is driven by a widespread recognition among PCCs that a large amount of crime is committed by a relatively small number of people locally, and that tackling high reoffending rates is essential to cutting crime:

“It is a sad fact that a large amount of crime is committed by a small number of criminals and that many reoffend on release from prison”

(Hertfordshire, p.7)

“The revolving door that all too often sees these persistent criminals commit offences, get caught, sentenced, serve their sentence only to re-offend and go through the criminal justice system again and again is an extremely wasteful way of spending vast amounts of tax-payers’ money. My ambition is therefore nothing less than to move to a situation where, working with partners, these resources are used to reduce harm rather than perpetuate it, so that in due course they can be directed to more productive use.”

(Bedfordshire, p.2)

As with the quote from Bedfordshire above, most plans emphasised the importance of partnership approaches to reducing reoffending, with many highlighting the multiple health and other needs that contribute to reoffending in their pledges:

“Research demonstrates that the likelihood of reoffending is reduced by working with offenders to deal with problems such as housing, substance misuse and training and employment. So we will ensure that rehabilitation services are focused on offering adequate support, particularly where those offenders are young people. We will therefore work towards ensuring there is better and more universal resettlement support and a stronger grip on persistent and prolific offenders.”

(MOPAC, p. 64)

“To reduce reoffending it is vital that partners take a co-ordinated approach to ensure that offenders make the most of services and opportunities available to them and are supported to build better lives for themselves.”

(Kent, p.19)

Many PCCs (30) also highlighted local Integrated Offender Management (IOM) schemes as the core part of their approach to reducing reoffending. In doing so, they highlighted a range of successful approaches, including:

- **Avon and Somerset** - The North Somerset IMPACT team have developed innovative approaches to support individuals using the ‘pathways out of offending’ model. The pathways recognise the complex needs of this challenging group of prolific offenders, and include issues such as support to tackle substance misuse, addressing mental and physical health, and working with families and children. In response to our call for evidence, the Avon and Somerset PCC’s office highlighted the IMPACT Resettle accommodation project, which works

with private landlords to provide appropriate housing for offenders who are part of the IMPACT programme. The project links in with the other pathways to ensure the needs of the offender are addressed in a holistic manner, and the work is supported with funding the PCC's Community Safety Grant.²³

- **Sussex** – Sussex PCC Katy Bourne placed a strong emphasis on IOM in her plan, stating that “offenders often find themselves in a ‘revolving door’ of being released from prison, re-offending and then being sent back to prison. IOM aims to break this cycle by addressing the root causes of their offending, which is often a combination of serious addiction, homelessness, unemployment and mental health complications. The OSPCC will be taking a keen interest in scrutinising the effectiveness of IOM, in order to support the reduction of re-offending rates by the most prolific and high risk offenders in Sussex (Sussex, p. 30). An independent evaluation published recently found that over a two year period, the IOM approach in Sussex had reduced the proportion of offenders re-convicted by 57 per cent, with the frequency reduced by 69 per cent.²⁴

It is important to note, however, that IOM schemes work with a tightly defined and limited cohort. The approach itself is proven is often effective in reducing reoffending among prolific offenders who face complex needs, or other locally defined priority groups. However, it is important to also ensure that others who are not subject to IOM are also able to access the support they require to turn their lives around. It is encouraging, therefore, that 12 plans made pledges to improve and expand their approaches to IOM, with some specifically recognising the need to move beyond IOM alone:

“The evidence base about those actions that are most likely to reduce offending and reoffending is good; the IOM programme is working well within limited parameters. However, the challenge is still significant and only through a fully coordinated approach will this be met effectively.”

(Staffordshire, p. 24)

As with Avon and Somerset above, a number of PCCs have already begun using crime reduction grants as a means to support and expand their local IOM schemes. Hertfordshire, for example, has provided a grant from their community fund to local charity HACRO (the Hertfordshire Association for the Care and Resettlement of Offenders) to extend a pilot scheme which sees ex-offenders referred by the IOM scheme gardening or refurbishing empty properties, as well as increasing the numbers of paid and voluntary ex-offender mentors to work with those who are currently on the IOM scheme.²⁵

Recommendation 12: All PCCs should look to build on IOM approaches in their area, and apply this partnership based approach to other priority groups.

Recommendation 13: All PCCs should work with partners to ensure that all appropriate agencies are involved in IOM at a strategic and operational level.

It is also encouraging that some PCCs have identified short-sentenced prisoners as a particular group in need of support, and are working with probation trusts to improve support for these people even before the Transforming Rehabilitation reforms make supervision for this group compulsory. Areas

²³ http://www.avonandsomerset.police.uk/operations_and_initiatives/impact.aspx

²⁴ <https://www.sussex-pcc.gov.uk/news/crime-in-sussex-significantly-reduced-by-integrated-offender-management/>

²⁵ http://www.hertscommissioner.org/my_plan/community_fund/community_fund_faq/grant_recipients.aspx

that have set up partnerships and provided funds to respond specifically to this group include South Yorkshire, Lancashire, and London (MOPAC).

MOPAC – The Tri-borough community budget pilot

The Mayor’s Office for Policing And Crime (MOPAC) are providing £1.9 million in funding to the Tri-borough community budget in Westminster, Kensington and Chelsea and Hammersmith and Fulham, which is targeting resources to reduce reoffending among short-sentenced prisoners (SSPs) across these boroughs. The grant is part of the new London Crime Prevention Fund – an £18 million pot that the MOPAC has allocated to help boroughs tackle crime.

The pilot project will see the establishment of a custody referral team, which will comprehensively health screen offenders at the point of arrest for learning disabilities, mental health problems, and alcohol and drug misuse, so that their specific needs can be assessed immediately. Each offender likely to receive a short custodial sentence will be provided with a key worker who will provide continuous support from sentencing to their stay in prison and through to their release. The scheme aims to reduce reconviction rates by 10 per cent for short-sentenced prisoners over the next four years, with payments linked to outcomes.

For further information see:

<http://www.london.gov.uk/media/mayor-press-releases/2013/09/mayor-funds-scheme-to-tackle-adult-reoffending-in-the-capital>

4c - Partnership working

The importance of partnership working has been a key theme throughout this report. It is a central part of the PCC’s role, with a statutory duty to engage with community safety ‘responsible authorities’ and criminal justice agencies. However, there was deliberately minimal guidance from central government on the form these partnerships should take, and much has been left to PCCs and their local partners to work out how to configure these partnerships in a context of substantial change in the local landscape.

Unsurprisingly, all plans reviewed mentioned partnership working, with most making frequent references to partners throughout. Many (30) also mentioned partnership working in their headline priorities, with some identifying it as a priority in its own right. The South Wales police and crime plan eloquently sums up the centrality of partnership working in many plans:

“the twin themes of effective policing and genuine partnership run through our plans at every level, like a name through a stick of rock...by working with our partners, particularly in local government, and with our elected representatives across South Wales I will build on the excellent foundations already in place and continue to develop a unified approach to preventing and reducing crime, and provide the public with a voice in policing matters.”

(South Wales, p.5)

A further encouraging point is that many plans identified a wide range of partners to work with, revealing a real appetite for the “and crime” part of the PCC’s role and a desire to move beyond simply setting the strategic direction of the police and holding their force to account:

“I understand the benefits that organisations from the public, private and voluntary and community sectors can bring to help me meet the strategic objectives set out in this plan. As a result I intend to take an active role in the partnership landscape of South Yorkshire including refreshing the current partnership arrangements to ensure they continue to deliver. By making a commitment I will also meet a broader objective to be involved in the welfare of communities by positively influencing the social and economic development of South Yorkshire”

(South Yorkshire, p. 22)

“[I am] committed to supporting and encouraging effective multi agency work to target and case manage offenders who are problematic due to substance misuse or other crime related factors... I will seek to bring together partners from the Borough Councils, Drug Rehabilitation, Probation, Housing Officers, the Courts, mental health organisations, GPs and the police to develop tailored solutions for those individuals.”

(Cheshire, p.11)

Criminal justice and community safety partnerships

Probation was unsurprisingly named as a key partner in almost all plans, with most also making broader mentions of their intention to work with criminal justice partners. Some moved beyond this to specify a specific outcome-based approach, setting out plans to hold local criminal justice agencies to account for particular outcomes. MOPAC, for example, has adopted what it describes as the 20:20:20 approach, targeting a 20% reduction in youth reoffending rates; a 20% increase in compliance with community sentences; and a 20% reduction in delays in the criminal justice system by 2016 (MOPAC, p. 57-58).

As in Bedfordshire (see 4a above), many PCCs identified their local criminal justice board as a key route to more effective engagement with criminal justice partners. The Northamptonshire PCC Adam Simmonds now chairs his local board, ²⁶ although findings elsewhere that the experience of engaging with criminal justice boards varies across the country (Chambers et al, 2013, p. 42).

Almost all plans (39) highlighted the importance of working with local authorities, while most of these also mentioned local community safety partnerships (32). Some PCCs referred to making changes and innovations to local community safety partnerships, including efforts to bring existing CSPs together at a force area level to aid joint working with the PCC and expanding the partners involved:

“The County Community Safety Unit -which is jointly funded from my budget and that of the County Council – brings together officers from the Police, Fire & Rescue, Trading Standards, Probation and Public Health. It was the first of its kind in the country and is an example of what can be achieved by working together across organisational boundaries.”

(Hertfordshire, p.8)

“The Merseyside Community Safety Partnership provides for a united approach to tackling crime and anti-social behaviour on Merseyside and is comprised of local Community Safety Partnerships from Knowsley, Liverpool, Sefton, St Helens and the Wirral and the relevant council leaders from each of

²⁶ <http://www.northants.police.uk/default.aspx?id=12761&datewant=yes>

the local authority areas. Membership of the partnership may be expanded to include representatives from Merseyside Police, Probation, and the Prison Service amongst others.”

(Merseyside, p.9)

Working with health

Health agencies are also key partners for PCCs. As the Merseyside and Gloucestershire Police and Crime Plans both state:

“There is a notable correlation between health inequalities and crime, and clear benefits from a joint approach to tackling these issues.”

(Merseyside, p. 9)

”Many of the determinants of health inequality and poor health are the same as those that lead to crime. The links between substance misuse, poor mental health, social exclusion and offending are so strong that interventions to address any one these issues are likely to benefit the others.”

(Gloucestershire, p. 55)

35 plans mentioned working with health as a partner. The most common health partner referred to was the Health and Wellbeing Board (in 22 plans), newly formed in April 2013 after the *Health and Social Care Act 2012* and convened by the local authority. Of these, 6 plans mentioned the importance of linking with and influencing the Health and Wellbeing strategy and 5 mentioned joint strategic needs assessments:

“A joint strategic needs assessment (JSNA) is also prepared for the Health and Well Being Strategy, which means the potential now exists for the JSNA and other partner agency intelligence to be merged into one Strategic assessment for Gloucestershire and it is planned to research this opportunity in the coming months.”

(Gloucestershire, p. 22)

“This strategy is co-ordinated with others across Staffordshire, particularly with the plans of the Health and Wellbeing Boards and the Stoke-on-Trent and Staffordshire Local Enterprise Partnership. There is excellent work already underway through these plans and the PCC will support this”

(Staffordshire, p. 10)

A number of PCCs stated their intention to join their local HWBs, and saw this as an important route for partnership working. For other larger forces, such as MOPAC, Thames Valley or West Mercia this may be less practical as there are too many HWBs within the area. Moreover, a number of PCCs have reported difficulties in getting onto their local HWBs, and some have been refused a seat (Chambers et al, 2013, p. 42). Approaches to engaging HWBs therefore vary:

“Given the common ground between policing and public health partners, I look forward to playing a similar full role in the work of Hertfordshire’s Health and Wellbeing Board and wider work on the health agenda”

(Hertfordshire, p.26-7)

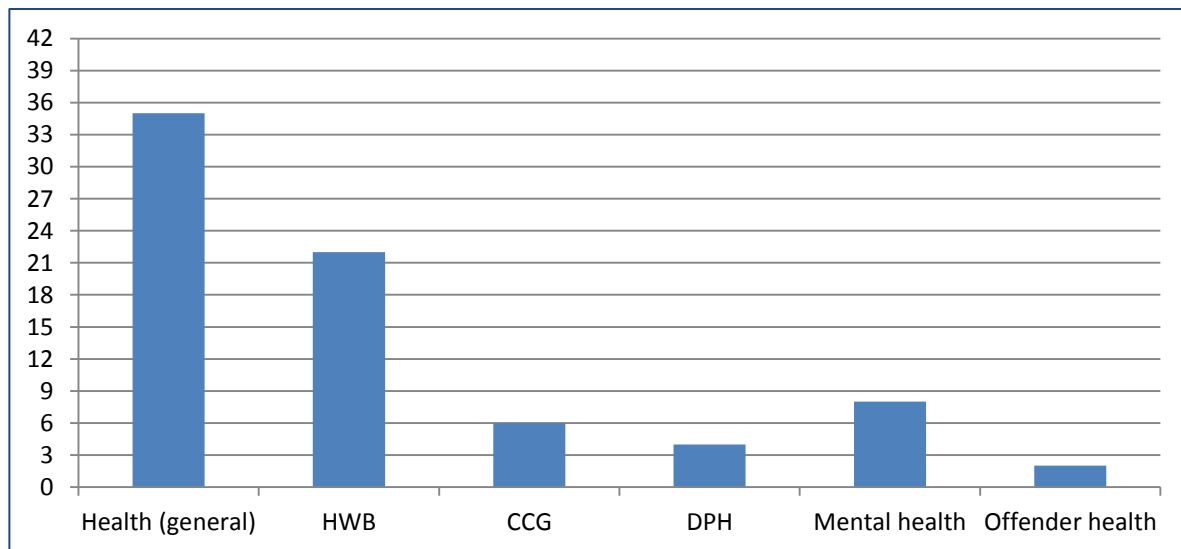
“The PCC will take an active role in helping take forward the Public Health and Wellbeing agenda, in particular through the Essex Health and Wellbeing Board, by enhancing links between the police, partners and the health sector.”

(Essex, p.16)

“[I will] lobby local Health and Wellbeing Boards to ensure that those issues that impact on public safety such as alcohol and mental health are prioritised”

(MOPAC, p. 65)

A range of other health partners are also important for the PCC to engage, including directors of public health²⁷, offender health commissioners within local NHS England health in the justice system teams, and mental health trusts. These were less frequently mentioned in police and crime plans.



Graph 4: Health partners mentioned in plans

While HWBs are a key strategic partner, and CCGs a key commissioning partner, PCCs should also engage these wider health agencies.

Recommendation 14: PCCs should work closely with Directors of Public and Health and Health and Wellbeing Boards, in recognition of the strong overlap between the health inequality and community safety agendas

Recommendation 15: PCCs should seek to influence the development of joint strategic needs assessments in their area, and seek to align their plans and commissioning strategies with local health and wellbeing strategies.

²⁷ See the Revolving Doors Agency briefing *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system* for further details on how directors of public health should be engaging with the community safety agenda. Available here: <http://www.revolving-doors.org.uk/documents/balancing-act/?preview=true>

Hertfordshire – the “Hertfordshire Quad”

The Hertfordshire police and crime plan is entitled “Everybody’s Business”, and like many police and crime commissioners the Hertfordshire PCC David Lloyd places a strong emphasis on a partnership approach. At the core of this is the strong relationship developing in the leadership of the so-called “Hertfordshire Quad” of the PCC, Probation, Director of Public Health and CCGs. Responding to our call for evidence, the Assistant Chief Executive of the Hertfordshire PCC office highlighted the strong relationship with the local Director of Public Health (DPH) in particular as a key component of their strategic approach.

This partnership with the DPH and CCGs at a strategic level enables a more systematic approach, acknowledging the strong links between health inequalities and offending behaviour. They each contribute to a county-wide community safety board, have monthly cabinet meetings, and seek to embed a shared ownership and delivery of strategies. Joint work currently underway includes developing a drug and alcohol programme, improving healthcare in custodial settings, improving access to mental health support, match-funding on projects, and developing shared strategies on community safety and reducing reoffending.²⁸

Working for system change

As the sheer range of partners mentioned in plans reflects, PCCs are in an important strategic position locally, sitting at a fault line of a number of different systems and with an interest in all of them. PCCs naturally straddle youth and adult justice systems, while through their desire to reduce crime and improve community safety they are also brought into contact with local government, acute health, mental health, and public health systems, as well as a housing system which often forms a barrier to rehabilitating offenders. Moreover, failures in other systems and services, such as mental health agencies or drug and alcohol treatment agencies, create demand for the police services that PCCs are directly responsible for.

The partnerships identified above go some way to addressing the “and crime” part of the PCCs role, helping to bring some of these partners together to form a strategic response to the complex needs of many of those who come into contact with the justice system. However, there is a need to move beyond this and look at the system as a whole, working at a more systemic level to fully embed these changes locally:

“The challenge is getting the ‘whole system’ to work better for all of us. Whilst there have been successes in joint working, the opportunity to do that much wider than ever before now arises for Staffordshire and Stoke-on-Trent because of the Police and Crime Commissioner (PCC) role. The role is not an answer in itself, but the statutory influence the PCC carries across policing, criminal justice and community safety means that there is an opportunity to raise ambitions, provide a consistently joined-up approach that serves people better and uses shrinking resources more effectively than ever”

(Staffordshire, p.6)

“This Police and Crime Plan has been produced by working together and not alone, and going forward we will develop a clear collective vision for a much more joined up approach, where resources are pooled and practices integrated. We, the public services, can in partnership identify better ways of

²⁸ Further information is available here, in an article by the Hertfordshire director of public health Jim McManus: http://www.fph.org.uk/uploads/PHT%20Sept%202013_low%20res.pdf (p.3)

working that reduces costs and together direct our resources to better meet the causes and consequences. In these tough times we need to work together to make our communities safer and feel safer.”

(West Yorkshire, p. 3)

As this acknowledges, PCCs have a real opportunity to use their mandate to drive not only partnerships around specific issues, but to act as a catalyst for system change and more holistic locally-driven solutions to a host of problems that are linked to crime.

Some PCCs have begun doing this. Bedfordshire, for example, has used data from a range of sources, including local authority education data, to map the pathways of young people ending up in gangs, with a view to identifying key failure points in how the system as a whole responds to these individuals and inform a more preventative partnership approach. This could be applied to other groups, such as repeat offenders or those with multiple needs coming into repeat contact with the police, to identify points of the system where resources could be targeted more effectively. Wiltshire’s police and crime plan also committed to a range of “systems thinking reviews”:

“I will commission a multi-agency ‘Systems Thinking Review’ of anti-social behaviour to report by the end of December 2013.... I will also ask this review to consider whether the creation of multi-agency Safer Community Teams would be beneficial.”

(Wiltshire, p. 19)

Recommendation 16: All PCCs should take a “whole system” view, mapping pathways of people in repeated contact with the police and criminal justice agencies locally to inform partnership strategies and identify areas where resources could be better targeted.

Recommendation 17: All PCCs should attempt to drive forward a “whole system” approach, using their unique position and mandate to embed stronger relationships between agencies and achieve a more integrated and holistic local response to shared problems.

4d - Commissioning, joint commissioning, and pooled budgets

While the bulk of every PCC’s budget is dedicated to the police force, they also have the power and funds available to commission services from other providers, including voluntary sector agencies, and the transfer of a range of community safety funds to the PCC makes them an important local commissioner.

Given the rapid organisational change due to the late November election, most PCCs have opted to broadly keep the commissioning arrangements they inherited in place – albeit with reduced funds. A number of PCCs have also set up specific funds that community safety related projects can bid to for grants, such as Wiltshire PCC’s innovation fund²⁹ or Hertfordshire’s community safety fund³⁰.

²⁹<http://www.wiltshire-pcc.gov.uk/News-and-Events/News-Archive/2013/PCC-launches-I-m-Innovation-Fund.aspx>

³⁰ http://www.hertscommissioner.org/my_plan/community_fund/community_fund_faq/grant_recipients.aspx

Many PCCs (22) also expressed an interest in joint commissioning with partners. A clear driving force for this is the need to use scarce resources more efficiently:

“Where public money is spent by other organisations like Probation or Local Councils we must also ensure that we get good value for money by working together”

(Lincolnshire, p.3)

“It’s not NHS, CPS, Police or Council money... it’s all public money. Scrap silo thinking, work to common goals - spend better, achieve more”

(Staffordshire, p.7)

It is recognised that financial pressures significantly drive the need to work in partnership with other agencies. Formally, through areas such as community budgets and, less formally, through early discussions about commissioning of services, there is a willingness within the Force to think beyond the boundaries of existing budgets.

(West Midlands, p. 9)

Many plans identified particular issues where they committed to joint commission with partners. These included North Yorkshire’s pledge to deliver a joint alcohol commissioning strategy with public health (North Yorkshire, p. 12), and Norfolk’s Children’s Joint Commission Group (Norfolk, p. 10). Many also showed support for pooled or community budgets, either supporting a Whole Place Community Budget already in their area or committing to explore future opportunities to pool funds:

“[I will] contribute to Whole Essex Community Budget programme, particularly on cross agency delivery in areas of families with complex needs, health and wellbeing, reducing domestic abuse, reducing reoffending and skills for growth”.

(Essex, p.27)

“I will work with our two local authorities and Community Area Boards and Localities to explore the introduction of community budgets and how this might advance the prevention of crime and disorder.”

(Wiltshire, p. 19)

As well as saving money, support for pooled or community budgets can also help partnership working and encourage the kind of systemic change identified above (see 4c) by overcoming barriers created by siloed budgets, and incentivising greater spending on early intervention and prevention by sharing the benefits of this with all agencies.

Recommendation 18: All PCCs should consider opportunities to pool funds and contribute to community budgets in their area to support and incentivise improved multi-agency responses.

PCCs also expressed an interest in other new approaches to funding and commissioning services, with 5 plans showing an interest in payment by results (PbR) approaches and others mentioning Social Impact Bonds and other funding models. Most of these mentions were brief, but this is likely to be an area of further development as PCCs grow their commission capacity in the coming years.

4e - Service user consultation and involvement

All PCCs have set out plans to engage with their local community, and reflecting local priorities in their police and crime plans is a core part of their role. It is important, however, that they also make a particular effort to engage with the most excluded individuals in their community, including those in contact with the criminal justice system.

A number of PCC plans (10) placed particular emphasis on the need to engage with all groups, including the most vulnerable or disadvantaged people, with many pledging to set up specific advisory groups. These include engagement groups for young people and BAME groups, as discussed above (see 3b and 3e respectively):

“There has been a tendency for the loudest voices to be heard and for more deprived communities to be ignored. I share the ambition of Welsh Government to ensure that all voices are heard as we develop out approach to policing South Wales and making every community in South Wales a safe place to live and work”

(South Wales, p.33)

“I have set up Advisory Groups drawn from the communities which are protected by the Equality Act 2010. They consist of Age, Gender, Religion and Belief, Disability, Black Minority Ethnic (BME) and Lesbian, Gay, Bisexual, Transgender (LGBT). I have also established a Victims Group. All of the groups have met with me at least once and will do so regularly”

(Northumbria, p.8)

While it is welcome that many PCCs acknowledge the need to engage the most disadvantaged in their community, very few of these acknowledged the importance of engaging with people in contact with the criminal justice system. The exceptions to this are the three plans which referred to engaging with young people in contact with the justice system (see 3b above).

PCCs would benefit from engaging those with experience of the criminal justice system to help inform their strategies and to identify key areas for improvement locally. We know anecdotally from members of the Revolving Doors Agency Service User Forum that some PCCs have been engaging with local “experts by experience” groups, including the West Midlands PCC Bob Jones. However, it is important that PCCs engage with all users of policing and criminal justice services in a more structured way, whether they are suspects, offenders or victims.

Many PCCs have also shown a strong desire to foster community action and volunteering, including increasing volunteering within the police force and making use of volunteers in other areas. Dorset PCC Martin Underhill, for example, plans to support volunteers to work in his soon to be launched

victim's bureau.³¹ PCCs should also consider how they could work with partners to expand peer support and peer mentoring approaches in which former offenders can use their experience to help others.

Recommendation 19: All PCCs should ensure that their community engagement arrangements include consulting with service users and “experts by experience” who have been in contact with the criminal justice system to inform their priorities and strategies.

Recommendation 20: All PCCs should seek to expand opportunities for former service users to become involved in peer support and mentoring schemes

³¹<http://www.dorset.pcc.police.uk/News-and-Events/News-Archive/2013/October-2013-/Dorset-PCC-to-hold-his-first-Victim-Forum.aspx>

5. Conclusion

It is too early to provide any comprehensive evaluation of how effectively PCCs are fulfilling their community safety role, or the impact that their introduction has had on crime and reoffending. Given the pressures of their first 100 days in office, and the need to deliver a budget and police and crime plan to extremely tight deadlines, many PCCs have been forced to focus their energies on pressing issues of organisational change and managing reduced budgets. They have also faced an uncertain local environment, characterised by extensive changes in the public services landscape.

Nevertheless, what our review of police and crime plans and our subsequent call for evidence have revealed is that across the country many PCCs have a clear ambition to move beyond police oversight and public engagement, and to make a real impact on reducing crime and improving wellbeing in their communities. Many are already working with a range of partners to achieve this change, and some have been leading the debate in areas such as mental health crisis responses and responding to violence against women and girls. It is also encouraging that a number of PCCs take a “whole systems” view to achieving change in their area, seeking lasting systemic change through partnership rather than focusing exclusively on their own budgets and tinkering at the edges.

There is, of course, plenty of scope for development, and as PCCs review their plans, develop their commissioning role, and add more detail to their broad strategic vision they may benefit from applying deeper understanding of the complexity of need faced by many repeat offenders and how best to respond to this. They should also ensure that their plans to divert young people from crime and reduce youth reoffending include specific provision for young adults (18-24), who too often fall between the gaps. Our recommendations throughout the report make suggestions as to how they could achieve this, and might act as a check list for PCCs reviewing their plans (see appendix A for a summary of recommendations).

However, it is clear that regardless of the controversy surrounding their introduction, many PCCs are already shaping into important actors in their local environment, driving partnerships and supporting innovative solutions to some of the most difficult and entrenched problems. There is certainly much that PCCs can learn from each other regarding how best to develop effective responses to these problems and fulfill the “and crime” part of their role.

Appendix A: Summary of recommendations

Multiple and complex needs

1. All PCCs should consider how they can apply an understanding of multiple and complex needs to build a partnership strategy to respond earlier and more effectively to the 'revolving door' group in the community.
2. All PCCs should look at how the principles of the "Troubled Families" approach, providing coordinated support to families, could be applied to individuals in the 'revolving door' group.

Young adults

3. All PCCs should review their strategic responses to diversion and reducing reoffending to ensure that they include specific approaches for young adults.
4. All PCCs should ensure meaningful engagement with young people, and should include young adults and young people in contact with the justice system in these strategic engagement groups.
5. All PCCs should work with the probation service (and any future contracted providers) to ensure that there is a smooth transition between youth offending services and adult probation.

Mental health and learning disability

6. All PCCs should work with health partners to review mental health crisis responses in their area, ensuring that protocols are being enacted and referral processes are in place.
7. All PCCs should ensure adequate data collection and follow up protocols are in place to track outcomes for those who experience crisis interventions. This would better inform the design of referral pathways with partners and ensure people are not repeatedly picked up without receiving support.
8. All PCCs should engage with NHS England health in the justice system teams to contribute to the planning for liaison and diversion services in their area.
9. All PCCs should ensure that there is adequate provision within police custody to support vulnerable suspects, including those with mental health problems or learning disability. This should include arrangements to ensure access to appropriate adults.

Women

10. All PCCs should consider how the particular needs of women in contact with the criminal justice system as suspects and offenders are reflected in their plans.

Prevention

11. All PCCs should ensure that young adults and responses to multiple and complex needs are included their crime prevention strategies.

Reducing reoffending

12. All PCCs should look to build on IOM approaches in their area, and apply this partnership based approach to other priority groups.
13. All PCCs should work with partners to ensure that all appropriate agencies are involved in IOM at a strategic and operational level.

Partnership working

14. All PCCs should work closely with Directors of Public and Health and Health and Wellbeing Boards, in recognition of the strong overlap between the health inequality and community safety agendas.
15. All PCCs should seek to influence the development of joint strategic needs assessments in their area, and seek to align their plans and commissioning strategies with local health and wellbeing strategies.
16. All PCCs should take a “whole system” view, mapping pathways of people in repeated contact with the police and criminal justice agencies locally to inform partnership strategies and identify areas where resources could be better targeted.
17. All PCCs should attempt to drive forward a “whole system” approach, using their unique position and mandate to embed stronger relationships between agencies and achieve a more integrated and holistic local response to shared problems.

Commissioning

18. All PCCs should consider opportunities to pool funds and contribute to community budgets in their area to support and incentivise improved multi-agency responses.

Service user involvement

19. All PCCs should ensure that their community engagement arrangements include consulting with service users and “experts by experience” who have been in contact with the criminal justice system to inform their priorities and strategies.
20. All PCCs should seek to expand opportunities for former service users to become involved in peer support and mentoring schemes

Appendix B: Police and crime plan comparison table³²

	Multiple & complex needs	Young adults	Young people	Mental health	Women suspects /offenders	BAME	Prevent crime	Reduce reoffending	Joint commission
A & S	Y	N	Y	Y	N	N	Y	Y	Y
Bedfordshire	Y	N	Y	Y	N	N	Y	Y	N
Cambs.	N	N	Y	Y	N	N	Y	Y	N
Cheshire	Y	N	Y	Y	N	N	Y	Y	N
Cleveland	N	N	Y	N	N	N	Y	Y	N
Cumbria	N	N	Y	Y	N	N	Y	Y	N
Derbyshire	N	N	Y	Y	N	Y	Y	Y	Y
D & C	N	N	Y	Y	N	N	Y	Y	N
Dorset	N	N	Y	Y	N	N	Y	Y	Y
Durham	N	N	N	N	N	N	Y	N	Y
Dyfed-Powys	N	N	Y	Y	N	N	Y	Y	N
Essex	Y	N	Y	Y	N	N	Y	Y	Y
Glouc.	Y	Y	Y	Y	Y	N	Y	Y	Y
G. Manchester	N	N	N	Y	N	N	Y	Y	Y
Gwent	N	N	N	N	N	N	Y	Y	N
Hampshire	N	N	Y	Y	N	Y	Y	Y	Y
Hertfordshire	N	N	Y	N	N	N	Y	Y	Y
Humberside	N	N	Y	Y	N	N	Y	Y	N
Kent	N	N	Y	Y	N	N	Y	Y	Y
Lancashire	N	N	Y	N	N	Y	Y	Y	Y
Leicestershire	N	Y	Y	Y	N	N	Y	Y	Y
Lincolnshire	N	N	Y	N	N	N	Y	Y	Y

³² This analysis was based specific search terms and definitions, as described above in the text above. While we have strived for this analysis to be as comprehensive as possible, we welcome any additional information that may not be represented in this table.

	Multiple & complex needs	Young adults	Young people	Mental health	Women suspects /offenders	BAME	Prevent crime	Reduce reoffending	Joint commission
Merseyside	N	N	Y	Y	N	N	Y	Y	N
MOPAC	N	N	Y	Y	N	Y	Y	Y	Y
Norfolk	N	N	Y	Y	N	N	Y	Y	Y
Northants.	N	N	Y	N	N	N	Y	N	N
Northumbria	N	N	Y	Y	N	Y	Y	Y	N
North Yorks.	N	N	Y	N	Y	N	Y	Y	Y
North Wales	N	N	N	N	N	N	Y	Y	N
Notts.	N	Y	Y	Y	Y	Y	Y	Y	N
South Wales	N	Y	Y	Y	N	Y	Y	Y	N
South Yorks.	N	N	Y	N	N	Y	Y	Y	Y
Staffs	Y	N	Y	Y	N	N	Y	Y	Y
Suffolk	N	N	Y	Y	N	N	Y	Y	N
Surrey	N	N	Y	Y	N	N	N	Y	N
Sussex	N	N	Y	Y	N	Y	Y	Y	Y
T.V	N	N	Y	N	N	N	N	Y	Y
Warwickshire	N	N	Y	Y	N	Y	Y	Y	N
West Mercia	N	N	Y	Y	N	Y	Y	Y	N
West Mids.	N	N	Y	N	N	Y	Y	Y	Y
West Yorks.	N	N	Y	Y	N	Y	Y	Y	N
Wiltshire	Y	N	Y	N	N	N	Y	Y	Y

References³³

Chambers, M; Davis, R., and McLeod, C. (2013) *Power Down: A plan for a cheaper, more effective justice system* London: Policy Exchange

HM Government (2012) *Social Justice: Transforming Lives* London: DWP

Her Majesty's Inspectorate of Constabulary, Her Majesty's Inspectorate of Prisons, the Care Quality Commission and Healthcare Inspectorate Wales (2013) *A Criminal Use of Police Cells? The use of police custody as a place of safety for people with mental health needs* London: HMIC. Available here:

<http://www.hmic.gov.uk/media/a-criminal-use-of-police-cells-20130620.pdf>

Home Office (2011) *Police and Crime Commissioners: What partners need to know* London: Home Office

Haldenby, A., Majumdar, T., Tanner, W. (2012) *Doing it justice: Integrating criminal justice and emergency services through Police and Crime Commissioners* London: Reform

Loucks (2006) *No One Knows: Offenders with learning difficulties and learning disabilities* London: Prison Reform Trust

Ministry of Justice (2010) *Breaking the Cycle: Effective punishment, rehabilitation and sentencing of offenders* London: MOJ

Mottram, P. (2007) *HMP Liverpool, Styal and Hindley Study Report* Liverpool: University of Liverpool.

Revolving Doors Agency (2012) *Ending the Revolving Door: How the first generation of PCCs can cut crime by working in partnership to address multiple needs* London: Revolving Doors Agency. Available here:

<http://www.revolving-doors.org.uk/documents/ending-the-revolving-door/>

Revolving Doors Agency (2013) *Balancing Act: Addressing health inequalities among people in contact with the criminal justice system* London: Revolving Doors Agency. Available here:

<http://www.revolving-doors.org.uk/documents/balancing-act/?preview=true>

Singleton, N., Meltzer, H., & Gatwood, R. (1998) *Psychiatric Morbidity among Prisoners in England and Wales* London: Office for National Statistics.

Transition to Adulthood Alliance (2012) *Pathways from Crime: ten steps to a more effective approach for young adults in the criminal justice process* London: Barrow Cadbury Trust. Available here:

<http://www.t2a.org.uk/wp-content/uploads/2012/11/T2A-Pathways-from-Crime.pdf>

Transition to Adulthood Alliance (2012) *Why Prioritise Young Adults? Four key messages for Police and Crime Commissioners* London: Barrow Cadbury Trust. Available here:

http://www.t2a.org.uk/wp-content/uploads/2012/10/T2A_PCC-briefing-Ver3.pdf

Williams, H., (2012) *Repairing Shattered Lives: Brain injury and its implications for criminal justice* London: T2A and University of Exeter. Available here:

http://www.t2a.org.uk/wp-content/uploads/2012/10/Repairing-Shattered-Lives_Report.pdf

³³ The police and crime plans referred to through this report are available to download from each of the relevant PCC websites.