Reducing Reoffending and Improving Life Chances
Durham Constabulary Policing Area
Durham Constabulary UK Policing Area

- 20% ↓ in Police funding
- 21% ↓ change in local workforce since 2010
Synopsis

1. Scanning
2. Analysis
3. Response
4. Assessment
5. Conclusion
1. Scanning

The Problem

• Reoffending Rates
• Number of Reoffenders
Durham – Fourth highest reoffending rate of all Police Force Areas.

Scanning - Flows through the system in Durham: Overview

- 2009
  - Out of Court disposals
    - 61,179 recorded crime (year ending 2018)
    - 620 Penalty Notices for Disorder (PNDs) and 1389 cautions
    - 6540 committed to trial at court
    - 4443 convicted
    - 686 at Crown Court and 5,854 at Magistrates Court

- 68% committed to court are convicted (excl summary motoring and TV licence evasion offences)
  - 1,176 Fines
  - 441 Suspended Sentences
  - 892 Community Sentences
  - 583 Custodial Sentences

- 26.5% of convictions in Durham
- 9.9% of convictions in Durham
- 20.1% of convictions in Durham
- 13.1% of convictions in Durham

- 32.7% Go on to Reoffend (Proven reoffending geographical data tool, 2017)
- Compared to 50.4% nationally
- Compared to 7.5% nationally
- Compared to 14.4% nationally
- Compared to 12.9% nationally
- Compared to 29.5% nationally


*Summary motoring offences and TV license evasion offences have been removed from the point of committal to trial onwards to prevent a skew in data between Durham and Cleveland Courts. This has also been removed from the national to allow for a national comparison.
Number of reoffenders decreased in Durham, while the reoffending rate rose until 2010. It has since started to drop, but remains above the national average.

Source: Reoffending Geographical Data Tool, 2016
Scanning - Reoffending in Durham (Overall data)

Proportion of offenders who reoffend: 32.7%
Compared to 29.5% nationally

Average number of reoffences per reoffender: 4.53
Compared to 3.91 nationally

Average number of previous offences per offender: 20.84
Compared to 18.64 nationally

Number of reoffenders: 2,200

Number of reoffences: 9,969

*Average rates of County Durham and Darlington
The task is to understand:

• What is driving reoffending in Durham?
• What does the data say?
• What do the experts say?
• What do we need to test?
Analysis - Pathways to Offending

- Relationships
- Accommodation
- Finance

- Drugs
- Alcohol
- Mental Health

- Attitudes, Thinking, and Behaviour
- Physical Health
- Education, Training, and Employment

Analysis - What is driving reoffending in Durham?

Durham

- High levels of substance misuse
- High levels of complex need
- Relatively high acquisitive crime, but also violence/assault
- High reoffending rates
High levels of substance misuse

High levels of complex need

Relatively high acquisitive crime, but also violence/assault

High reoffending rates
Analysis - What is driving reoffending in Durham?

Durham

- High levels of substance misuse
- High levels of complex need
- Relatively high acquisitive crime, but also violence/assault
- High reoffending rates

- Class A Drug Misuse
- Unemployment
- Long term Mental Health Problems
- Alcohol Misuse
- Depression and Anxiety

Check Point Critical Pathways
Analysis - What does the data say?

We have taken into account the socio-demographic character of the different force areas...

Durham is in the highest quartile of police force areas measured on the index of multiple deprivation.

Analysis - What does the data say?

...as well as the demand profile of different force areas (both in terms of crime and non-crime demand)

Durham is in the top quartile of force areas in terms of highest non-crime demand when looking at Mental Health Services in 2017.

- Rate People in contact with Mental Health Services
- Rate Missed Care Appointments

31.31 per 1000 population

Offender Desistance Policing (ODP)

Theory and Process:

Swiftness and certainty of punishment are more important than the severity—Deterrence

Identifying dynamic, social processes can help divert offenders away from crime—Desistance

Threat may be more effective than punishment itself—the ‘Sword of Damocles’

criminal conviction = life long harm
## Analysis - What do the experts say?

<table>
<thead>
<tr>
<th>Prior Research</th>
<th>Gaps in Offender Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Turning Point West Midlands</td>
<td></td>
</tr>
<tr>
<td>• First Time Offenders</td>
<td>• Youth Offending Service - Early Intervention</td>
</tr>
<tr>
<td>• No arrests for 5 years</td>
<td>• Integrated Offender Management Unit - Small proportion of serious offenders</td>
</tr>
<tr>
<td>• Police as Offender Manager</td>
<td>• Women’s Diversion Scheme</td>
</tr>
<tr>
<td></td>
<td>• Probation Service - Most support offered post sanction from Court</td>
</tr>
</tbody>
</table>
Analysis - What do the victims and the public say?

This system personalises things and takes away the impersonal effect.

Being able to interact with them in a way that their mindset can be changed to divert them away from crime will be key.

Important for the offender to understand how much the community values the voluntary work.

I don’t want it to happen to me or anyone else.

There’s a lot of future in it – definitely.

A really good initiative with positive objectives.

It will help the offender to understand the harm that their actions have caused.
Our hypothesis:

Police can reduce reoffending by diversion better than traditional criminal justice sanctions

Police can support the rehabilitation of offenders and improve life chances by giving offenders the opportunity to address the underlying causes of their offending behaviour
3. Response

- Implementation Plan
- The Checkpoint Process
- The Checkpoint Intervention
Response-Implementation Plan

Initial Considerations
- Stakeholder Consultation
- Legal, Ethical, Political Challenges
- Funding and Resources

Create a Structure for Implementation
- Delivery Plan with Key Milestones
- Issues Log and Risk Register
- Governance Board and Comms Strategy

Ongoing Structure once Implementation begins
- Assurance
- Audit
- Compliance and Feedback

Improve future applications
- Learning
- Adaptation
- National Policy Development
# Response-Implementation Plan

## SCORING MATRIX

<table>
<thead>
<tr>
<th>LIKELIHOOD (within next 12 months)</th>
<th>IMPACT</th>
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<tbody>
<tr>
<td>Almost Certain (4)</td>
<td>Medium (4)</td>
</tr>
<tr>
<td>Likely (3)</td>
<td>Low (3)</td>
</tr>
<tr>
<td>Possible (2)</td>
<td>Low (2)</td>
</tr>
<tr>
<td>Unlikely (1)</td>
<td>Low (1)</td>
</tr>
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</table>

## Impact Description

**Extreme:** Prevents delivery of the project

**High:** Significant impact on delivery of the project

**Medium:** Adverse impact on delivery of the project

**Low:** Minor impact on delivery of the project

## No | Risk Description | Impact Likelihood Score | Existing Controls | Impact Likelihood Score | Further Actions Required | Accountable Officer |
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<tbody>
<tr>
<td>1</td>
<td>The project fails to develop with sufficient agreement amongst all partners due to lack of governance, partner buy-in or reduced capacity to participate in project.</td>
<td>3 3</td>
<td>9</td>
<td>Governance Board established to manage the project across County Durham and Darlington.</td>
<td>3 1 3</td>
<td>Monthly financial monitoring of project via well-established budget monitoring procedures within the Constabulary.</td>
</tr>
<tr>
<td>2</td>
<td>We fail to recruit and train navigators of sufficient quality, within the budget and on time.</td>
<td>4 3</td>
<td>12</td>
<td>Police Innovation Fund successful for 2015 and 2016. The largest cost element of the bid is for salaries and the bid assumes a 1% pay rise per annum in line with expected</td>
<td>3 1 3</td>
<td>Service for navigators to be commissioned for 2017/18.</td>
</tr>
</tbody>
</table>
Response-Implementation Plan

Initial Considerations

1. Stakeholder Consultation
2. Legal, Ethical, Political Challenges
3. Funding and Resources

Create a Structure for Implementation

4. Delivery Plan with Key Milestones
5. Issues Log and Risk Register
6. Governance Board and Comms Strategy

Ongoing Structure once Implementation begins

7. Assurance
8. Audit
9. Compliance and Feedback

Improve future applications

10. Learning
11. Adaptation
12. National Policy Development
Response-Implementation Plan

Week Commencing Monday 11th April 2016

1 Year Anniversary!!!

Thank you! We celebrated our 1st anniversary this week. It has been an
entertaining year and the programme has taken off better than what we
had anticipated. We would like to take this opportunity to thank
everyone for their hard work to date. Some highlights include:

- One of the first Checkpoint referrals Steven Rockerth appeared
  alongside his victim on BBC and ITV news to promote Checkpoint. He
  shook hands with his victim on TV and to date has not
  committed any further offences and remains in full-time
  employment.
- The NAC are now advising other police forces in the UK towards
  Durham to see how we manage offenders.
- The majority of the Checkpoint offenders are thankful for the
  opportunity to sort their lives out for the better and it all started
  from the referral.
- The National Probation Service, Lifeline and RECA have provided 8
  staff in total to work as navigators at the 4 custody hubs; they have
  all done a fantastic job so far.

- There has been international interest in the Checkpoint programme so
  much so that UNH (Law Enforcement Against Violence) visited Durham
  in March 2016 and spoke with the Checkpoint Team to understand our
  process and the positive impact it has had on people’s lives.
- As part of a reward-recognition for the successful completion of
  Checkpoint contracts, special webinar tokens are now given out to subjects
  at the end of their contract period. It is hoped that the tokens will act as a
  ‘brief intervention’ if the person is tempted to re-offend. The Latin text means “Keep do, re-never!"
- Thank you to the ERI service at Durham City, Tracy Whitehead, Alex
  Major and Jennifer Maguire who have taken one of our clients and engaged
  him with the Washington Street Centre in Durham which assists people
  in the community with mental health issues. The client is autistic & was
  arrested for a minor public order offence. We are so delighted with
  the service provided to him. #DurhamDifference

Performance Phase 3 (17th April 2015 – 17th April 2016)

- Active: 96 (31.3%)
- Successful completions: 396 (21.4%)
- Referrals (improvement): 77 (27.0%)
- Referrals (dropped): 22 (9.4%)
- Exit: 8 (3.3%)
- Total Referrals: 539

Special Mentions

- Custody sergeant request received for over 50% of all referrals in phase 3 and received a Chief’s commendation.
- KC John Foyles (Dementors) frequently provide help with
  video footage of public order
  offences which we find invaluable.
- KC in Keswick (Durham) 3 times
  referred people to the Checkpoint to assist with their
  assessments.
- PC Guy and Wakefield Graham (GC)
  who have been building the
  forecasting nodes and CHECK
  offender management system
  respectively.
- SC in Middlesbrough for tirelessly
  passing our daily staff about
  Checkpoint on the bus for over
  1 week...

We can use the data even further by looking at what the main causes of individual offences are and then tailor our approach and interventions to best effect. We are all looking forward to the future with new opportunities to develop and improve the programme. If you would like to provide any feedback on the Checkpoint programme then please feel free to contact the Checkpoint team – checkpoint@durham.police.uk

Lessons Learned From The First 500+

In order to provide the best quality interventions to our clients it is imperative that we analyse the data available to decide on the best way forward and continue to be ‘evidence based’. Below is a snapshot of the Checkpoint offences we have dealt with:

25
Response - The Checkpoint Process

Eligibility Criteria

- Subject must live in Durham
- Offence must have taken place within Durham
- Subject must be over 18
- Offence must, at most, be suitable for trial in the Magistrates Court
- Subject must not be subject to an order imposed by the courts or be on court bail
- There must be admission of guilt OR sufficient evidence to charge
- Offence must not be more than 3 months old
- Not have co-accused
- The subject has the mental capacity to understand the requirements of Checkpoint
Response-The Checkpoint Process
Response-The Checkpoint Intervention

Navigator
Offender meets with a specialist navigator 24-72 hours after their release from custody

• Not a Police Officer
• Backgrounds in Health, Social Care, Probation
• Relationship and Trust
• Holistic Approach & Bespoke Programme
• In Depth Needs Assessment & Signpost to Services
• Problem Solve the Identified Needs-Brief Interventions/Nudges
1 – I will not reoffend over the period of my contract & I will engage with my Navigator

2 – I will engage with the appropriate services to address my drug issues until discharged from services

3- I will attend counselling services to address my mental health needs

4 – I will undertake some victim reparation (Restorative Justice)
1 – I will not reoffend over the period of my contract & I will engage with my Navigator

2 – I will engage with the appropriate services to address my drug issues until discharged from services

3 – I will attend counselling services to address my mental health needs

4 – I will undertake some victim reparation (Restorative Justice)

Compliance and Completion
• Exit from the Criminal Justice System
• NO criminal conviction

vs

Failure to comply
• Prosecution Invoked
• Traditional Criminal Justice Outcome
Response-Implementation Plan

Checkpoint Navigator

Checkpoint Navigator
4. Assessment

• Forecasting Model
• Impact on Reoffending
• Impact on Harm
• Criminogenic Pathways
• Making a Difference
• Case Study
How do we test our hypothesis?

- Randomised Control Trial in a Police Environment

- A supervised learning algorithm, using the Random Forest model, producing three output values or ‘risk levels’:

  LOW risk  no re-arrest
  MODERATE risk  re-arrested for any offence
  HIGH risk  re-arrested for a serious offence

(valid up to 24-months from the date of forecast)
• Compliance rate on 4 month contract
  94% (don’t reoffend)

• Prevalence of Reoffending
  15.7% difference

• Statistically Significant Results
The most prevalent pathways are:

I. Consequential Thinking (84%)
II. Mental Health (67%)
III. Alcohol (58%)
III. Drugs (38%)

Assessment – What does this difference represent?

Using Cox Regression analysis routines in SPSS (v.26):

- approximately 38% lower risk of reoffending in favour of the Checkpoint treatment group
- Lower risk is statistically significant
Assessment – Can Checkpoint reduce harm?

Harm scores comparison (in 12-mths following intervention)

Harm is calculated using the Office of National Statistics (ONS) ‘Crime Severity Score’ (CSS).

The ONS are responsible for collecting, analysing and disseminating statistics about the UK’s economy, society and population.
The most prevalent pathways are:

I. Consequential Thinking (84%)
II. Mental Health (67%)
III. Alcohol (58%)
III. Drugs (38%)

Assessment – Has Checkpoint reduced harm?

**Group Statistics**

<table>
<thead>
<tr>
<th>Assignment (SPSS)</th>
<th>N</th>
<th>Mean</th>
<th>Std. Deviation</th>
<th>Std. Error Mean</th>
</tr>
</thead>
<tbody>
<tr>
<td>Control</td>
<td>221</td>
<td>66.09</td>
<td>225.110</td>
<td>15.143</td>
</tr>
<tr>
<td>Checkpoint Treatment</td>
<td>133</td>
<td>33.77</td>
<td>127.920</td>
<td>11.092</td>
</tr>
</tbody>
</table>

**Independent Samples Test**

<table>
<thead>
<tr>
<th>Levene's Test for Equality of Variances</th>
<th>t-test for Equality of Means</th>
</tr>
</thead>
<tbody>
<tr>
<td>F</td>
<td>Sig.</td>
</tr>
<tr>
<td>Harm (sum total in following 12-mths)</td>
<td></td>
</tr>
<tr>
<td>Equal variances not assumed</td>
<td>1.721</td>
</tr>
</tbody>
</table>

• Significant difference in **sum of total harm scores** for offending in the following 12-months
The most prevalent pathways are:
I. Consequential Thinking (84%)
II. Mental Health (67%)
III. Alcohol (58%)
III. Drugs (38%)
Self-Assessment Scores
• 35% of the cohort identify a reduction, i.e. improvement
• less than 9% registered an increase
“I’m doing really well. I’m on a data/telecoms engineering course doing my first exams and I’ve been clean for ages now (bar the script) but coming down 5mls so I’d like to say thanks for your help cos without it I may not have gotten to this point.”

“It made me a lot more aware of the situation that I had found myself in and the severity of this; it aided me into taking the steps I needed to take, alongside feeling supported and motivated – it has given me a new lease of life and I can’t thank Checkpoint and my Navigator enough!”

“Durham Constabulary aren’t only there to criminalise me, but to rehabilitate me. Checkpoint picked me up, shook me off, and taught me new life skills.”

Assessment-Making a difference

“It made me a lot more aware of the situation that I had found myself in and the severity of this; it aided me into taking the steps I needed to take, alongside feeling supported and motivated – it has given me a new lease of life and I can’t thank Checkpoint and my Navigator enough!”
Assessment-Case Study

How Checkpoint changed my life
1. Scalability in force

- **Nearly 2500** offenders have received a Checkpoint intervention since the pilot phase in April 2015

- Expansion to first time offenders, domestic abuse, low level drug trafficking

2. Replication

- Support to many other police forces
Conclusion

Problem-solving on an industrial scale

Lower risk of reoffending

Less harm on average per nominal

Improvements in life chances
Thank you

Contact Us:

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Twitter:- @checkpoint999