



## Public Health Outcomes Framework (PHOF) Summary

**Outcome Title:** Re-offending rates

### Context

The Public Health Outcomes Framework (PHOF) [Healthy lives, healthy people: Improving outcomes and supporting transparency](#) sets out a vision for public health, desired outcomes and the indicators that will help us understand how well public health is being improved and protected. The framework concentrates on two high-level outcomes to be achieved across the public health system, and groups further indicators into four 'domains' that cover the full spectrum of public health. The outcomes reflect a focus not only on how long people live, but on how well they live at all stages of life.

### Definitions

#### **1.13i – % of offenders who re-offend from a rolling 12 month cohort**

The number of re-offenders in the 12 month rolling cohort expressed as a percentage of the total number of offenders in the cohort

#### **1.13ii – Average number of re-offences committed per offender**

The number of re-offences committed from a rolling 12 month cohort divided by the number of offenders in the cohort

### Why is re-offending a problem or issue?

Tackling a person's offending behaviour is often intrinsically linked to their physical and mental health, and in particular any substance misuse issues. This outcome therefore cannot be addressed in isolation. Offenders often also experience significant health inequalities that will need to be identified, examined and addressed locally in partnership with organisations across the criminal justice system. Furthermore, a large proportion of families with multiple needs are managed through the criminal justice system, and their issues are inter-generational. Re-offending therefore has a wide impact on the health and well-being of individuals, their children and families, and the communities they live in.

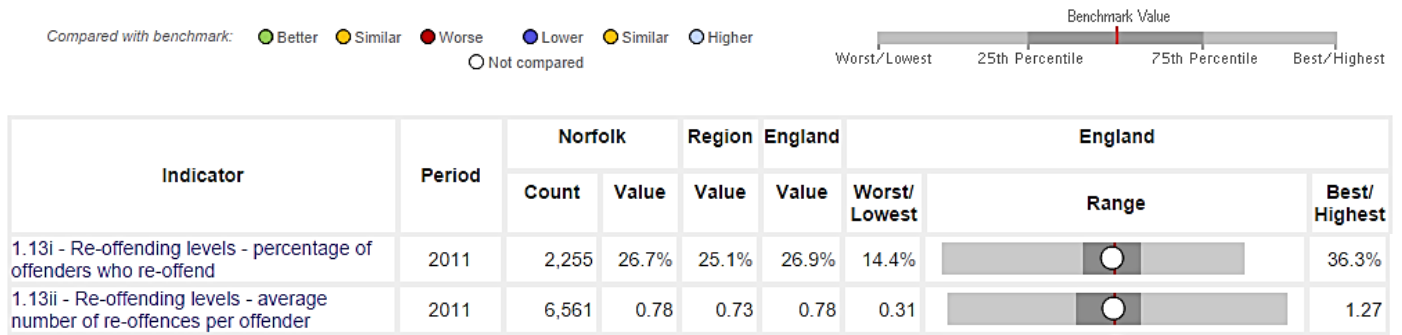
The consequences of tackling offending and re-offending will benefit a wide range of services agencies and enhance their outcomes. Public health is a crucial part of a multi-agency approach to reducing re-offending, which includes police, courts, prisons, probation, community safety partners, social services, housing and education at a local level.

### What does the evidence show?

During 2011, Norfolk's rate of offenders who re-offended remained at the same level as the previous year (26.7%), compared with worsening rates over the period for the East of England region and for England as a whole. Norfolk's rate remains higher (worse) than the regional average of 25.1%.

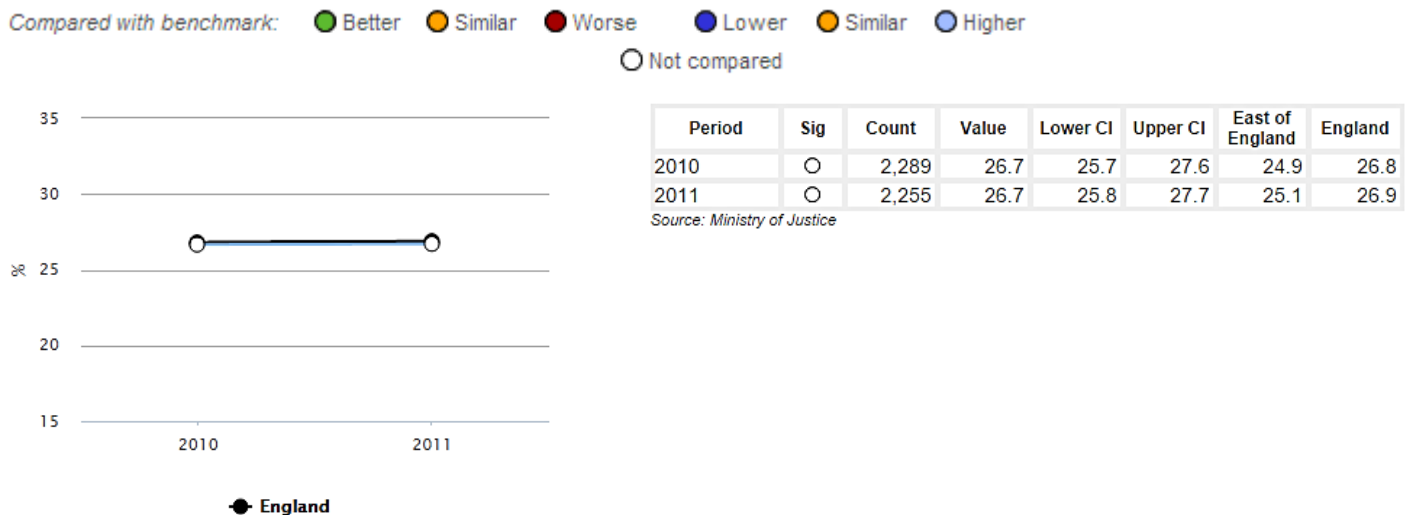
The average number of re-offences per offender for Norfolk increased (worsened) from 0.75 in 2010 to 0.78 in 2011. The East of England region and England as a whole experienced similar worsening levels. Norfolk's average number per offender remains higher (worse) than the regional average of 0.73.

**Figure 1: Norfolk re-offending levels comparative data from PHOF, 2011**



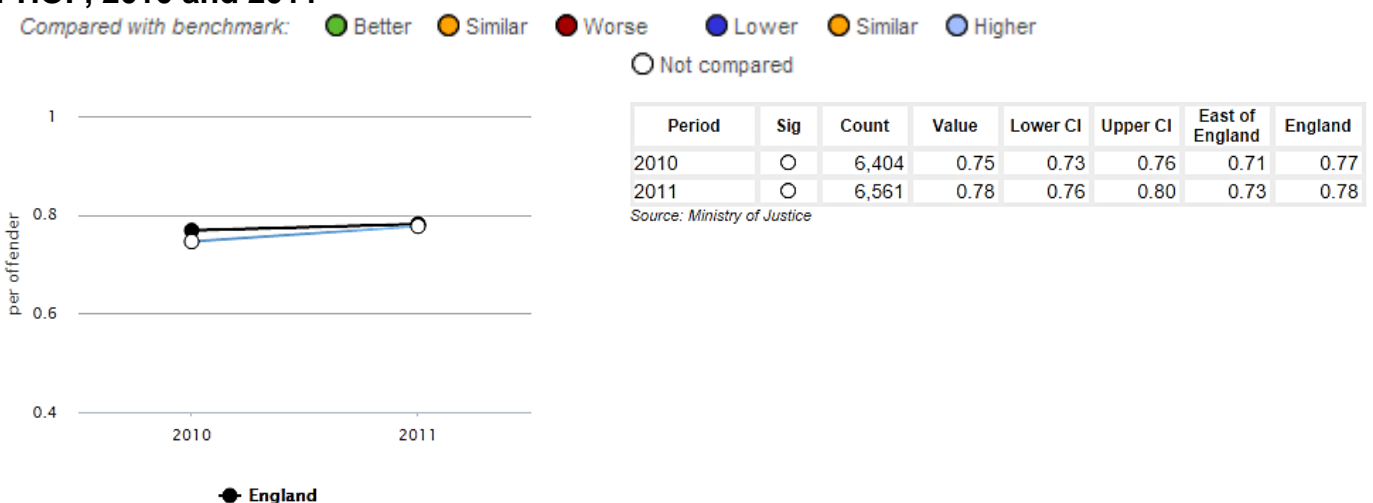
Source: PHOF, January 2015 – Ministry of Justice

**Figure 2: Norfolk percentage of offenders who re-offend comparative data from PHOF, 2010 and 2011**



Source: PHOF, January 2015 – Ministry of Justice

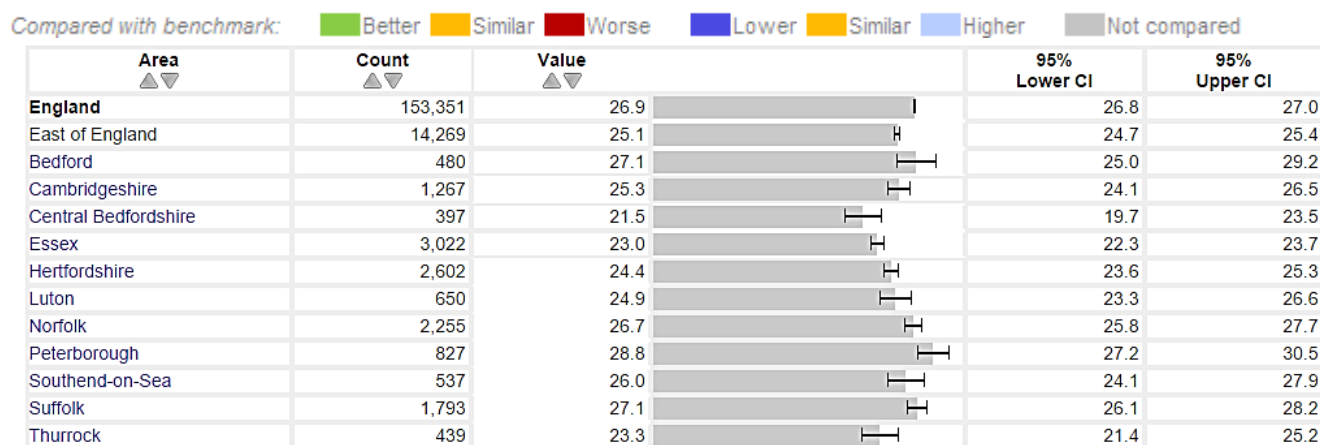
**Figure 3: Norfolk average number of re-offences per offender comparative data from PHOF, 2010 and 2011**



Source: PHOF, January 2015 – Ministry of Justice

Within the PHOF, Norfolk's rate of offenders who re-offend is compared nationally, alongside other East of England local authorities, and **Figure 4** shows Norfolk is better than the national benchmark for this indicator in 2011. The three East of England local authorities that are worse than the benchmark (26.9%) are the unitary authorities of Bedford and Peterborough, and the county authority of Suffolk.

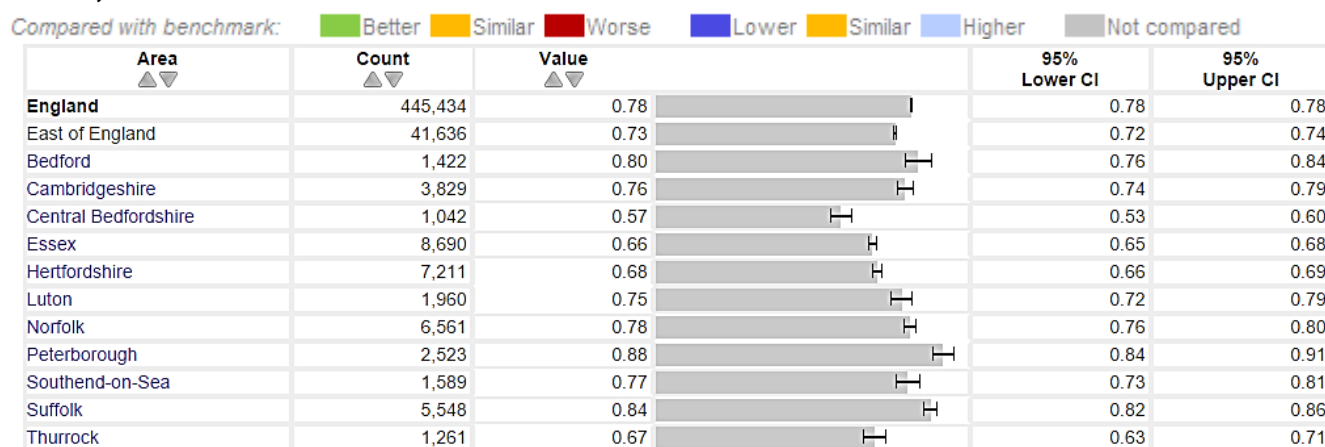
**Figure 4: Norfolk percentage of offenders who re-offend comparative data from PHOF, 2011**



Source: PHOF, January 2015 – Ministry of Justice

**Figure 5** shows Norfolk's average number of re-offences per offender compared nationally, alongside other East of England local authorities. Norfolk is at the same level as the national benchmark for this indicator in 2011. The three East of England local authorities that are worse than the benchmark (0.78) are the unitary authorities of Bedford and Peterborough, and the county authority of Suffolk.

**Figure 5: Norfolk average number of re-offences per offender comparative data from PHOF, 2011**



Source: PHOF, January 2015 – Ministry of Justice

### What could be done to reduce prevalence?

The Ministry of Justice (MoJ) works to protect the public and reduce reoffending, and to provide a more effective, transparent and responsive criminal justice system for victims and the public. The MoJ has published its Policy on [Reducing reoffending and improving rehabilitation](#), which identifies that around half of all crime is committed by people who have already been through the criminal justice system, and that the cost to the taxpayer of re-offending is estimated to be £9.5 to £13 billion per year. The Policy recognises the need to reduce reoffending to reduce both the number of victims and the costs to the taxpayer. To achieve this, a tough but intelligent

criminal justice system is needed that punishes people properly when they break the law, but also supports them so they don't commit crime in the future. This will be achieved by:

- Using a 'payment by results' approach to develop and implement effective ways of rehabilitating offenders and rewarding providers that devise and deliver the most effective rehabilitation programmes.
- Providing effective community-based punishments, such as the wider use of electronic tagging.
- Providing more meaningful and productive work and training for prisoners while in prison.
- Preventing drug abuse inside prisons and providing drugs counselling after release, or when serving a community sentence.
- Engaging drug misusing offenders as early as possible in their contact with the criminal justice system, from drug testing on arrest through to post-release care.
- Using integrated offender management to better manage offenders by getting partner agencies to work together.
- Supporting offenders to resettle in their communities, to become more employable and find work on behalf of victims, establishing a clearer basis for restorative justice.

The National Association for the Care and Resettlement of Offenders (Nacro) is the leading criminal justice-related charity in England and Wales, dedicated to reducing crime and re-offending. Nacro designs and delivers programmes that equip people with the skills, advice, attitude and support they need to move their lives on and move away from crime. Nacro's [Strategic Plan 2011-2015](#) details how they focus on prevention, early intervention, offender management and resettlement in order to reduce crime and re-offending, by operating:

- Statutory programmes which take place either in a prison or as part of a court order, post-custodial licence or a police caution. Nacro's role is to maximise compliance and remove barriers which lead to attrition, so as to reduce reoffending.
- Diversion programmes which aim to divert people away from the criminal justice system on the basis that their risks and needs are better dealt with outside it. These programmes target first-time entrants into the criminal justice system, and people with mental health and/or substance misuse problems.
- Information, advice and guidance programmes which help individuals build sustainable relationships, get a job, find and keep a home, handle debt, deal with drug and alcohol misuse, and disclose information about their criminal past. Nacro also provides advice to practitioners and employers and policy makers.
- Education, training and employment programmes – Nacro provides education and foundation learning as part of its prevention and early intervention activities. This combines vocational learning with functional skills and personal and social development. Nacro's specialist education, training and employment programmes, together with links with employer networks, play a pivotal role in helping offenders find sustainable work.
- Housing – As a registered social landlord Nacro provides those at risk of offending, offenders and ex-offenders with a home and the support they need to gain stability before moving on.
- Attitude and behaviour change programmes which help people become more aware of the impact of their offending, particularly on the victim. Nacro strikes the balance between supporting the individual, building motivation and challenging thinking and behaviour which leads to crime. Nacro also seeks to change societal attitudes so as to remove unnecessary barriers which stand in the way of ex-offenders' commitment to a crime-free future.
- Coaching – Nacro's mentors and volunteers act as role models and coaches to individuals, providing help, advice and support through the prison gate and also in the community.

- Policy and practice innovations – Nacro works with government and other partners to establish and pilot the best ways of reducing crime, reoffending and the fear of crime in local neighbourhoods.

### **Local actions to address the issue**

Norfolk's Police and Crime Commissioner (PCC) and partner agencies work together to make the county's communities safer by reducing levels of offending. With repeat offenders being responsible for a significant amount of crime here, tackling re-offending and rehabilitating offenders is a key part of the PCC's plan for keeping Norfolk one of the safest counties in the country.

Coming together as the County Board for the Rehabilitation of Offenders, partners have identified the factors which may make individuals more likely to reoffend, such as lack of accommodation or employment, or issues with drugs and alcohol – these are referred to as 'pathways' out of offending. The Board is working to improve overall support across Norfolk, with particular focus on these pathway areas.

Initiatives being led by the Board include improving the support available to offenders prior to, during and following their release from prison, ensuring their health and social care needs are fully understood and met, working with the local business sector to increase training and employment opportunities for ex-offenders and replicating a highly successful rehabilitation programme already in place for male prolific offenders for women.

To make accessing advice, information and support easier for those wanting to make positive changes in their lives and break the cycle of crime, the PCC led the development of the N-Compass website, providing details of the local organisations and projects working in the following pathways:

- Accommodation
- Attitudes, thinking and behaviour
- Domestic abuse
- Drugs and alcohol
- Education, training and employment
- Finance, benefits and debt
- Physical and mental health
- Sex workers support
- Social networks (friends and family)

The website also assists the Rehabilitation Board in its ongoing work to improve the support available to ex-offenders, helping members to plot and assess current provision, addressing overlap and identifying gaps.

Norfolk Public Health Intelligence Team has led on the development of an [offender health profile for Norfolk](#), with the aim of providing a picture of how the services fit together and are developing following and during major structural change in the Criminal Justice System. Provision of health services has always been complicated, with a mix of national and local services developed to ensure the health and wellbeing of those in custody, convicted of crimes and ex-offenders. The aim of this project is to investigate and set out how these services and provisions work in Norfolk, and to make an assessment of their apparent effectiveness and any gaps in the system. The needs assessment was published in November 2014.

### **More detailed information on this subject**

Links to more data, information and analysis on re-offending rates and related issues are listed below.

**Public Health Outcomes Framework** – the national view on performance on re-offending rates can be found in this national tool – it provides comparisons to other parts of the country.

<http://www.phoutcomes.info/public-health-outcomes-framework#gid/1000041/pat/6/ati/102/page/0/par/E12000006/are/E10000020>

**Ministry of Justice** - work to protect the public and reduce reoffending, and to provide a more effective, transparent and responsive criminal justice system for victims and the public.

<https://www.gov.uk/government/organisations/ministry-of-justice>

**National Association for the Care and Resettlement of Offenders** - dedicated to reducing crime and reoffending in communities across England and Wales.

<http://www.nacro.org.uk/>

**Norfolk Constabulary** – <http://www.norfolk.police.uk/>

**Police and Crime Commissioner** – the main responsibility of PCCs is to make sure the area in which they are elected has an efficient and effective police force.

<http://www.norfolk-pcc.gov.uk/>

[www.ncompass.org.uk](http://www.ncompass.org.uk)

**Norfolk Public Health Intelligence Team** - Offender Health Profile for Norfolk

<http://www.norfolkinsight.org.uk/resource/view?resourceId=1031>

For further information about this report, please contact JSNA Manager Judy Lomas at [judy.lomas@norfolk.gov.uk](mailto:judy.lomas@norfolk.gov.uk)

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Additional PHOF summaries are available on Norfolk Insight

<http://www.norfolkinsight.org.uk/jsna/phoutcomes>



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