BENCH AREA OFFENDERS STUDY
VERSION 2.3
FEBRUARY 2014

'Cambridgeshire Research Group' is the brand name for Cambridgeshire County Council's Research & Performance Function. As well as supporting the County Council we take on a range of work commissioned by other public sector bodies both within Cambridgeshire and beyond.

All the output of the team and that of our partners is published on our dedicated website
www.cambridgeshireinsight.org.uk

For more information about the team phone 01223 715300

Document Details	
Title:	BeNCH Area Offenders Study
Date Created:	January 2014
Description:	The purpose of this document is to provide an overview of the number of offenders within the BeNCH area and to provide details on the main 'needs' of this group.
Produced by:	Michael Soper, Research Team Manager, Cambridgeshire County Council Michael.Soper@Cambridgeshire.gov.uk 01223 715312 Richard Potter, Director, AnalyticsCambridge, http://www.analyticscambridge.co.uk/Home.php info@analyticscambridge.co.uk 07547 132551
Additional Contributions:	We are grateful for the data supplied for this study from: Bedfordshire Police, Northamptonshire Police, Cambridgeshire Police, Hertfordshire Police, Bedfordshire Probation Trust, Cambridgeshire & Peterborough Probation Trust, Hertfordshire Probation Trust, Northamptonshire Probation Trust National Offender Management Service. We would also like to thank the various data managers and other officers of the above organisations for the additional advice and professional expertise shared with us thought the data sharing process. This has supported us in the interpretation and analysis of the data.
On behalf of:	The BeNCH Group. This is a cooperative group formed by the Police & Crime Commissioners responsible for oversight of policing and community safety in **Be**dfordshire, **N**orthamptonshire, **C**ambridgeshire & **H**ertfordshire
Geographic Coverage:	Bedfordshire, Northamptonshire, Cambridgeshire & Hertfordshire (including the unitary authority areas of Luton and Peterborough)
Time Period:	The majority of the data quoted relates to the 2013.
Format:	PDF
Status:	Final Version for Comment 2.3 (inc NOMs data)
Usage Statement:	This product is the property of the Research and Performance team, Cambridgeshire County Council. If you wish to reproduce this document either in whole, or in part, please acknowledge the source and the author(s).
Disclaimer:	Cambridgeshire County Council, while believing the information in this publication to be correct, does not guarantee its accuracy nor does the County Council accept any liability for any direct or indirect loss or damage or other consequences, however arising from the use of such information supplied.

CONTENTS

FIGURES

TABLES

- This needs assessment was commissioned by the BeNCH group. This is a cooperative group formed by the Police & Crime Commissioners responsible for oversight of policing and community safety in **Be**dfordshire, **N**orthamptonshire, **C**ambridgeshire and **H**ertfordshire

- The *context* of the needs assessment is the significant changes being made to offender rehabilitation services and the broad *conclusion* is that newly commissioned services will need to take account of the unique profile of offenders and offending within the BeNCH area. Close cooperation between the new Community Rehabilitation Company (CRC), National Probation Service (NPS), Police and Crime Commissioners and with Community Safety Partnerships who have an understanding of their own 'patch' would be the ideal way to achieve this.

- Over a twelve month period the police had **54,574** records for offenders across the BeNCH area. These records were associated with **36,617 unique individuals.**

- Analysis of repeat offending within this group of 36,617 identified that within a twelve month period, **1% (366) of the most prolific offenders were responsible for 8% of all offences**.

- This can be contrasted with the approximate **800 offenders** across the BeNCH area who managed through Integrated Offender Management schemes (IOM).

- Taking a slightly wider view across the same twelve month time period the **10% (3,661) most prolific offenders were responsible for 32% of all offences.** For this group of offenders in particular, it is recommended that PCCs and the new CRC consider cooperative action given they are not currently covered by IOM.

- There are contrasting rates of offending across the BeNCH area and together PCCs, Community Safety Partnerships and the new CRC may wish to consider what local services currently exist to cover the areas of most need. Part of this consideration should be the **strong link between the level of offenders and relative deprivation.**

  - **Peterborough, Stevenage and Luton** had the highest proportion of areas[1] within the top 20% rates of resident offenders.

  - Other districts such as **Fenland, Bedford, Corby, and Northampton** have at least one area within the top 10 highest rates of offenders.

  - The **offender population is ethnically and nationally diverse, reflecting local demography**. Information from wider needs assessments also identifies the extent of disability and health problems with offender populations. It is recommended that all partners consider how due regard can be given to 'protected characteristics'[2] within the commissioning of new services.

- There are currently around **1,380 prisoners within the two 'local' prisons** allocated to the BeNCH area, Bedford and Peterborough. There are a further 1,320 prisoners in the area's shared training prison,

---

[1] Lower Level Super Output Areas (LSOA)

[2] As defined by the Equality Act 2010

Highpoint, Suffolk.

- It has been challenging to estimate the precise number of short sentence prisoners whose needs will need to be assessed and met for the first time. A tailored query for this study undertaken by NOMS identifies that over the last 12 months:

  - **at any one time, there are an average of 171 prisoners from the BeNCH area serving a sentence of up to six months**.

  - **And an average of 84 prisoners serving a six – twelve month sentence.**

  - all the evidence points to a considerable turnover of this population with many serving a very short time in prison. We have estimated that there **are probably a <u>minimum</u> of 1,530 offenders from the BeNCH area serving short sentences each year.**

- This needs assessment identifies that short sentence prisoners have multiple needs that need to be addressed in order to reduce their offending behaviour. Due to the length of sentence this work will largely need to be carried out within the community. Specific issues that will require partnership input are:

  - **Drug and Alcohol misuse;**
  - **Health issues including long-standing illness, disability, anxiety, depression and mental ill-health;**
  - **Employment, training and education;**
  - **Homelessness and unstable accommodation;**

- The MOJ have estimated that there will be approximately **9,570 offenders within the BeNCH area Community Rehabilitation Company (CRC) cohort.** Making it the 7th largest CRC (out of 21)

- Performance data for this modelled cohort shows that the **rate of reoffending is currently relatively low compared to national rates but could be even lower** given the demographic profile of the group.

- It has been challenging to gain a comparable data set from each of the local probation services. **From the 12,000 records provided** the information shows that: **:**

  - Compared with the police data the probation services currently work with **proportionately fewer female offenders (around 13.5% compared with 20%).** Given that 59% of women entering prison serve short-prison sentences then future CRC services will need to adapt to seeing more women in the future.

  - The age profile for current probation service clients is older compared to police offender data.

  - As with the police data the **offender population is ethnically and nationally diverse, reflecting local demography**.

- **In total there are approximately 3,100 offenders subject to MAPPA across the BeNCH area.**

- Nationally there are just over 60,000[3] offenders subject to MAPPA, a figure that has increased by over 34% since 44,820 in 2008/09. This increase is in part due to the significant changes in sentencing and policy

---

[3] As at March 2013, MAPPA Annual Report, MoJ, October 2103

towards the management of sex offenders. This includes the extension of the length of time offenders are subject to registration and other orders.

- **Nationally the rate of registered sex offenders is 88 per 100,000[4] population whereas for the BeNCH area it is 65 per 100,000.**

- This study places reliance on routine administrative datasets. As per normal for this type of data source there were data quality problems in terms of completeness and accuracy that needed to be taken into account during interpretation of the analysis.

  It was also a significant challenge to collect datasets of the same standard across many different agencies. We are very grateful for the cooperation of the data information leads concerned but inevitably due to differences in practice, computer systems and interpretation of information sharing guidelines it has not been possible to pull together datasets that totally match each other to provide a fully unified picture of the BeNCH area.

  The analysis that follows should therefore be viewed as pragmatic – making best use of available data to develop a 'picture' of offending in the BeNCH area.

---

[4] Ibid

INTRODUCTION

THE COMMISSIONERS

This work was commissioned by the BeNCH group. This is a cooperative group formed by the Police & Crime Commissioners responsible for oversight of policing and community safety in **Be**dfordshire, **N**orthamptonshire, **C**ambridgeshire and **H**ertfordshire.

The first Police and Crime Commissioners (PCCs) were elected on the 15th November 2012.   They have the following main responsibilities:

- Secure an efficient and effective police force for their area;
- Appoint the chief constable and hold them to account;
- Set the police and crime objectives for their area by producing a police and crime plan;
- Set the annual police budget and police precept and produce an annual report setting out progress against the objectives in the police and crime plan;
- Contribute to the national and international policing capabilities;
- Cooperate with the criminal justice system;
- Work with partners and fund community safety activity to tackle crime and disorder.

Under the act there is a duty to cooperate between Community Safety Partnerships and PCCs. This reciprocal duty extends to planning and prioritisation. Creating a shared evidence base is a good way to facilitate this duty; albeit recognising that not all priorities will be shared.

In reference to these duties[5] the Ministry of Justice (MoJ) has clarified that post implementation of the 'Transforming Rehabilitation' reforms it expects **all** providers of probation services to work together with PCCs to ensure effective arrangements for 'an efficient and effective criminal justice system for the local police area'. Similarly new Community Rehabilitation Companies (CRC) will be designated a 'responsible authority' and therefore be subject to statutory requirements to participate in Community Safety Partnerships.

CHANGES TO THE NATIONAL PROBATION SERVICES

Under the heading of 'Transforming Rehabilitation' the government is implementing significant changes[6] to the way that services to support the rehabilitation of offenders are managed.

The key aspects of the reforms are as follows:

- **Every** offender released from custody will receive statutory supervision and rehabilitation in the community. For the first time statutory supervision and rehabilitation will be extend to all 50,000 of those nationally sentenced each year to less than 12 months in custody.
- A 'through the prison gate' resettlement service will be put in place, meaning most offenders are given continuous support by one provider from custody into the community (this will be supported by ensuring that most offenders are held in a prison designated to their area for at least three months before release).
- One rehabilitation provider will be awarded the contract to work with offenders from the BeNCH area (with the existing probation services ceasing to exist).

---

[5] http://www.justice.gov.uk/downloads/publications/transforming-rehabilitation/statutory-partnerships.pdf
[6] http://www.justice.gov.uk/transforming-rehabilitation

- A new payment by results mechanism will be introduced, giving the provider incentive to implement measures to reduce reoffending.
- A new national probation service will be established to risk assess all offenders and manage those posing a high risk to the community (mainly existing MAPPA clients).

To support the role the PCCs have in the reform process the Cambridgeshire Research Group have been asked to conduct a basic needs assessment for offenders living in the BeNCH area.

NEEDS ASSESSMENT METHODOLOGY

This report takes an epidemiological approach; describing the number and rate of offenders in contact with various agencies. Some attention is also given to the expected versus actual level of offending within the population. The report draws on a range of primary and secondary data sources to describe the overall 'needs' of the group so casting light on the potential services that will need to be in place in order to support the reform objective of reducing reoffending. There will also be some focus on 'place' as a linking factor between different datasets and where geographic information is provided maps to Lower Super Output Area (LSOA) are produced to show the distribution of offending within the study area.

In order to do this, the report attempts to gather together and combines for the first time datasets from each of the existing probation services that cover the BeNCH area as well as information from the respective police forces and the National Offender Management Service (NOMS).

Defining someone as an 'offender' is, more often or not, dependent on where that individual is in relation to the criminal justice system. For the purpose of this assessment we will define an 'offender' as someone normally resident with the four policing areas who falls into one of the following groups:

- They are currently within the prison system or have been released from prison in the last 12 months;
- They are part of the existing probation service caseload;
- They are part of the caseload of schemes to prevent re-offending e.g. IOM / MAPPA;
- They are identified on the police nominal database as an 'offender' for a crime committed in the previous 12 months;

Ex-offenders, as a broad group, not fitting into any of the categories above are excluded from the project. Information and data sources gathered together for this study include:

- Prison release statistics from NOMS relevant to short sentence prisoners eligible for the revised offender services but not currently engaged with local probation services;
- If available prison health needs assessments for prisons in the study area;
- Selected data from each probation service;
- Selected data from each police force;
- Published MAPPA scheme statistics for each area;
- IOM scheme statistics for each area;

From each set of data, relevant tables are produced and a short summary of key points of interest are written.

Map 1: The BeNCH area showing district / borough and unitary authorities

INTRODUCTION

This section presents probably the best source of data on offenders and offending that this study had access to; police recorded offenders. Data was requested in the same format / standard from each of the four force areas participating in the study. There was some variation in the data which will be discussed below. All data was shared securely within the context of existing or tailored information sharing agreements.

OFFENDING: AN OVERVIEW

This section aims to provide a broad context within which to consider the police data about offenders, issues to consider include:

- The possible extent of offending within the community;

- How the general level of offending will be reflected within the criminal justice system;

- When offending starts, the length of criminal careers and when it ends.

There also needs to be awareness of some key concepts such as 'prolific' offending and 'persistent' offending and how they fit in the local context.

OFFENDING WITHIN THE GENERAL POPULATION

It is important to acknowledge that offending behaviour within the community is common. Home Office Research Study 275, 'Crime and Justice in England & Wales 2003' estimates that "just over four in ten (41 per cent) of ten to sixty-five year olds living in private households in England & Wales had committed at least one of twenty core offences in their life-time". This is based on self-reported offending in response to a detailed survey (it should be noted that other studies[7] have shown that self-reporting of offending has validity, particularly for younger males) but it is acknowledged that some respondents will '*inevitably*' report incidents that were relatively trivial.

There was variation in the frequency of offending within the Crime and Justice sample. Prolific offenders (defined as being those who had committed six or more offences within the last year) formed two per cent of the sample. Importantly this two per cent of the survey sample was responsible for 75 per cent of all the offences reported.

A similar pattern of prolific offending within a small part of the population was also identified within the 'Cambridge Study'. A small percentage of the males (seven per cent), described by the authors as the 'chronic' offenders, accounted for over half (52 per cent) of all the officially recorded offences for the group as a whole. Each of these 'chronic' offenders had at least ten convictions. On average their criminal careers began at age 14 and lasted on average for 21 years.

---

[7] Home Office Research Study 299. Criminal careers up to age 50 and life success up to age 48: new findings from the Cambridge Study in Delinquent Development.

CRIMINAL CAREERS: ONSET TO DESISTANCE

There are a number of aspects to a criminal career; a person committing two or more offences within their lifetime. These are as follows:

- Onset: The time at which someone first offends;
- Prolific / Non prolific: The rate at which someone offends;
- Persistence: The length of time (often in years) over which someone will continue to offend;
- Desistence: The point at which the offending behaviour conclusively ends.

According to the Crime & Justice Survey the age of on-set varies greatly depending on the first offence that is committed. Shop-theft and other minor theft offences have an earlier mean onset age (13) whilst the mean age of onset for more serious offences such as drug selling is much later (20).   e at first offence being 15).

Figure 1 shows the reported age at which offending behaviour first commenced. A much higher percentage of serious and prolific offenders commit their first offence at an early age (the mean age at first offence for this group being 11) compared to the population of all offenders (mean age at first offence being 15).

Figure 1: On-set of offending
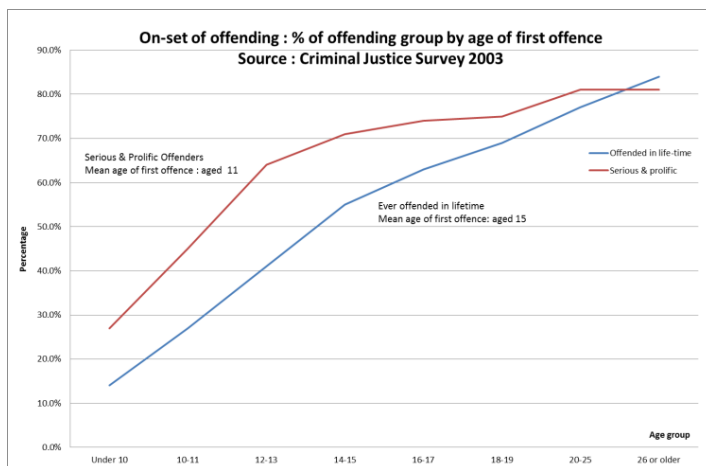
The 'Cambridge Study' also showed that men who committed their first offences early then went on to committ the most offences (they were prolific) and had longer criminal careers (they were persistent).

"The men who started at age 10-13 committed nine offences on average, compared with six offences committed by those who started at age 14-16. These two groups of men with a juvenile onset committed three-quarters of all crimes"

As well as those who offend early it should also be noted that the 'Cambridge study' also identified a further smaller group of 'late onset' offenders. They shared some but not all the characteristics of early onset offenders. In particular they socialised less within their peer group. At age 32 late onset offenders were more likely to have mental health or substance misuse problems than non-offenders and less successful employment histories.

The term desistence is used for offenders who have ceased offending for a given period of time. The Crime and Justice Survey uses the term 'non-active' offenders for those who have not committed an offence for the last 12 months. Of these a substantial proportion (60 per cent) had not offended for at least five years. The average age of last offence for those that had stopped offending was 23.

POLICE DATA

SCOPE OF DATA

Data was extracted by each force from their variant of a 'Nominal' database. Data was extracted for a twelve month period Oct 2012 to Sept 2013. Nominal databases consist of all people who have been in significant contact with police. For this study we were interested in all those who have been charged, cautioned or had other similar disposals in relation to recorded offences. As with many routine administrative datasets, there are data quality problems in terms of completeness, accuracy and reliability that can affect the interpretation of the analysis.

Loss of accuracy is particularly marked at the geographical level since people may genuinely have had more than one address during the year, or may not have given a correct address or postcode at the time of the offence. Many offenders are also from outside of the each police force area or travelling around with no fixed abode making associating them with one place difficult.

In addition, incompleteness and data entry error confounds interpretation further. The recording of the person's age can vary, because this is self-reported. There may also be variations in recording practice between different police forces meaning that caution should be taken in interpreting the differences between different force areas.

The analysis that follows should therefore be viewed as pragmatic – making best use of available data to develop a 'picture' of offending in the BeNCH area.

SUMMARY

Overall we were provided with **54,574** records for offenders across the BeNCH area over a 12 month period. Following analysis these records were associated with **36,617** unique individuals. The represents a mean of between 1.4 and 1.6 offences per offender; in reality though the distribution of repeat offending within the 12 month period is heavily skewed towards a few prolific offenders whilst most individuals only appear on the database once.

Table 1: Basic description of data supplied by each force

Force Area	Bedfordshire	Cambridgeshire	Hertfordshire*	Northamptonshire
Number of records	10,354	13,690	19,466	11,064
Number of unique individuals	7,060	9,960	12,834	6,763
Mean number of offences	1.47	1.37	1.51	1.64
Rate of offenders per 1,000 population	11.3	12.2	11.4	9.7

* Data supplied by Hertfordshire Police included a larger number of records for individuals (over 32,000) compared to that supplied by other forces. Using disposal codes, caution, fixed penalty notice etc. we were able to create a dataset comparable with other forces.

The following tables two – nine show the data for each of the force areas and the respective districts / boroughs / unitary authorities with a summary of each force provided at the end for comparison.

From analysis of the results the following was apparent:

- The proportion of female offenders in each district / borough ranges from 25.6% in Stevenage to 17.6% in Daventry and East Cambridgeshire.

- For districts with a relative low number of offenders, such as South Northamptonshire, Daventry and South Cambridgeshire there are proportionately fewer adult compared to young offenders. For example in South Northamptonshire offenders aged 11-17 make up 23.9% of all offenders compared to 12.8% in urban, relatively deprived, Watford.

- Unsurprisingly the peak age for offending is between 18 and 24 with this age group accounting for approximately 30% of offenders in each police force area.

- There was some difficulty in comparing the variations in ethnicity between force areas as each dataset had slightly different ethnic categories.

  However there are significant differences in the recorded ethnicity of offenders between districts reflecting the differing demography across the BeNCH area. For example:
   - 20% of Peterborough offenders are from a 'white other' background (a recording category associated with eastern European groups;
   - 19% of Fenland offenders are from a 'white other' background;
   - 22% of offenders from Luton are from an Asian background and a further 17% from a black ethnic background;
   - 25.5% of offenders from Bedford and 22.8% of offenders from Watford are from an Asian or Black background.

- There are inconsistencies in the recording of nationality. Apart from those of UK or Irish origin only offenders from Poland, Romania and Lithuania were identified in any great number.

- Analyses of repeat offending showed that, within a twelve month period, 1% (366) of the most prolific offenders were responsible for 8.2% (4,490) offences with a mean of 12 offences each.

- Taking a slightly wider view across the same twelve month time period the 10% (3,661) most prolific offenders were responsible for 31.8% of all offences.

- In contrast to this group, it is estimated[8] that at any one time approximately 800 offenders across the BeNCH area are managed through Integrated Offender Management schemes.

---

[8] Exact numbers fluctuate over time. The exact scope of each IOM scheme also varies between different force areas meaning it is difficult to compare like with like.

Table 2: Count of Unique Bedfordshire Offenders Identified by the police (all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Unknown	Outside County	Bedford BC	Central Bedfordshire	Luton
Gender						
Unrecorded	17	-	-	-	-	-
Female	1407	170	71	327	354	485
Male	5636	773	350	1312	1068	2133
Age Group						
Unrecorded	20	-	-	-	-	-
Under 11	-	-	-	-	-	-
11-14	319	38	-	63	95	118
15-17	764	90	22	205	169	278
18-20	911	106	60	205	174	366
21-24	1129	140	92	282	210	405
25-29	1110	181	77	226	188	438
30-39	1438	203	87	324	280	544
40-49	866	114	47	211	186	308
50-59	348	47	15	78	79	129
60-69	103	19	12	20	28	24
70-79	40	-	-	17	-	10
80+	-	-	-	-	-	-
Ethnic Appearance						
Asian	923	80	45	204	22	572
Black	897	110	63	216	57	451
Unknown	663	160	36	115	143	209
White (North European)	4357	552	253	1074	1179	1299
White (South European)	189	43	22	24	16	84
Other recorded ethnic appearance	31	-	-	10	-	-
Nationality						
Unrecorded	6070	861	392	1479	1172	2166
British Indian Ocean Territory	41	-	-	-	14	-
England	18	-	-	-	-	-
Irish Republic	22	-	-	-	-	11
Poland	36	-	-	-	-	23
Romania	24	-	-	-	-	-
United Kingdom	739	46	13	120	218	342
Other recorded nationallity	110	14	-	21	10	57

Notes:

- data supplied by Bedfordshire Police;

- coding to geographic location undertaken by Bedfordshire Police

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis

Table 3: Unique Bedfordshire Offenders Identified by the police as a percentage of all offenders within each column (all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Unknown	Outside County	Bedford BC	Central Bedfordshire	Luton
Gender						
Unrecorded	0.2%	-	-	-	-	-
Female	19.9%	18.0%	16.8%	19.9%	24.8%	18.5%
Male	79.8%	81.7%	82.9%	79.9%	74.9%	81.3%
Age Group						
Unrecorded	0.3%	-	-	-	-	-
Under 11	-	-	-	-	-	-
11-14	4.5%	4.0%	-	3.8%	6.7%	4.5%
15-17	10.8%	9.5%	5.2%	12.5%	11.9%	10.6%
18-20	12.9%	11.2%	14.2%	12.5%	12.2%	13.9%
21-24	16.0%	14.8%	21.8%	17.2%	14.7%	15.4%
25-29	15.7%	19.1%	18.2%	13.8%	13.2%	16.7%
30-39	20.4%	21.5%	20.6%	19.7%	19.6%	20.7%
40-49	12.3%	12.1%	11.1%	12.8%	13.1%	11.7%
50-59	4.9%	5.0%	3.6%	4.7%	5.5%	4.9%
60-69	1.5%	2.0%	2.8%	1.2%	2.0%	0.9%
70-79	0.6%	-	-	1.0%	9	0.4%
80+	-	-	-	-	-	-
Ethnic Appearance						
Asian	13.1%	8.5%	10.7%	12.4%	1.5%	21.8%
Black	12.7%	11.6%	14.9%	13.1%	4.0%	17.2%
Unknown	9.4%	16.9%	8.5%	7.0%	10.0%	8.0%
White (North European)	61.7%	58.4%	60.0%	65.4%	82.7%	49.5%
White (South European)	2.7%	4.5%	5.2%	1.5%	1.1%	3.2%
Other recorded ethnic appearance	0.4%	-	-	0.6%	-	-
Nationality						
Unrecorded	86.0%	91.0%	92.9%	90.0%	82.2%	82.5%
British Indian Ocean Territory	0.6%	-	-	-	-	-
England	0.3%	-	-	-	-	-
Irish Republic	0.3%	-	-	-	-	0.4%
Poland	0.5%	-	-	-	-	0.9%
Romania	0.3%	-	-	-	-	-
United Kingdom	10.5%	4.9%	3.1%	7.3%	15.3%	13.0%
Other recorded nationallity	1.6%	1.5%	-	1.3%	0.7%	2.2%

Notes:

- data supplied by Bedfordshire Police;

- coding to geographic location undertaken by Bedfordshire Police

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis

Table 4: Unique Cambridgeshire Offenders Identified by the police
(all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Unknown	Cambridge	City of Peterborough	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire
Gender								
Female	1939	311	306	570	93	216	261	182
Male	8021	1556	1149	2359	434	861	975	687
Age Group								
Unrecorded	60	19	-	17	-	-	12	-
Under 11	16	-	-	-	-	-	-	-
11-14	495	47	70	130	30	83	86	49
15-17	961	143	129	276	63	101	136	113
18-20	1447	255	226	364	71	145	215	171
21-24	1689	386	260	493	84	148	185	133
25-29	1528	303	204	499	72	178	167	105
30-39	1956	387	308	612	98	213	192	146
40-49	1187	229	165	373	66	117	156	81
50-59	435	73	59	125	25	58	57	38
60-69	143	19	25	26	-	23	24	20
70-79	37	-	-	-	-	-	-	-
80+	-	-	-	-	-	-	-	-
Ethnicity								
Unrecorded	1432	417	152	373	72	162	153	103
Asian - Bangladeshi	29	-	18	-	-	-	-	-
Asian - Indian	41	-	-	19	-	-	-	-
Asian - Pakistani	154	-	-	121	-	-	15	-
Any Other Asian Background	102	19	17	53	-	-	-	-
Black - African	86	36	11	27	-	-	-	-
Black - Caribbean	82	19	26	23	-	-	-	-
Any Other Black Background	85	14	28	23	-	-	-	-
White - British	6263	1006	977	1581	407	678	934	680
Any Other White Background	1377	289	147	587	30	206	88	30
Traveller / Gypsy / Roma / Irish Traveller	57	-	-	25	-	-	-	-
Any other ethnic background	252	40	62	94	-	-	19	23
Nationality								
not available within this dataset								

 Notes:
- data supplied by Cambridgeshire Police;
- coding to geographic location undertaken by Bedfordshire Police
- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis

Table 5: Unique Cambridgeshire Offenders Identified by the police as a percentage of all offenders within each column (all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Unknown	Cambridge	City of Peterborough	East Cambridgeshire	Fenland	Huntingdonshire	South Cambridgeshire
Gender								
Female	19.5%	16.7%	21.0%	19.5%	17.6%	20.1%	21.1%	20.9%
Male	80.5%	83.3%	79.0%	80.5%	82.4%	79.9%	78.9%	79.1%
Age Group								
Unrecorded	0.6%	1.0%	-	0.6%	-	-	1.0%	-
Under 11	0.2%	-	-	-	-	-	-	-
11-14	5.0%	2.5%	4.8%	4.4%	5.7%	7.7%	7.0%	5.6%
15-17	9.6%	7.7%	8.9%	9.4%	12.0%	9.4%	11.0%	13.0%
18-20	14.5%	13.7%	15.5%	12.4%	13.5%	13.5%	17.4%	19.7%
21-24	17.0%	20.7%	17.9%	16.8%	15.9%	13.7%	15.0%	15.3%
25-29	15.3%	16.2%	14.0%	17.0%	13.7%	16.5%	13.5%	12.1%
30-39	19.6%	20.7%	21.2%	20.9%	18.6%	19.8%	15.5%	16.8%
40-49	11.9%	12.3%	11.3%	12.7%	12.5%	10.9%	12.6%	9.3%
50-59	4.4%	3.9%	4.1%	4.3%	4.7%	5.4%	4.6%	4.4%
60-69	1.4%	1.0%	1.7%	0.9%	-	2.1%	1.9%	2.3%
70-79	0.4%	-	-	-	-	-	-	-
80+	-	-	-	-	-	-	-	-
Ethnicity								
Unrecorded	14.4%	22.3%	10.4%	12.7%	13.7%	15.0%	12.4%	11.9%
Asian - Bangladeshi	0.3%	-	1.2%	-	-	-	-	-
Asian - Indian	0.4%	-	-	0.6%	-	-	-	-
Asian - Pakistani	1.5%	-	-	4.1%	-	-	1.2%	-
Any Other Asian Background	1.0%	1.0%	1.2%	1.8%	-	-	-	-
Black - African	0.9%	1.9%	0.8%	0.9%	-	-	-	-
Black - Caribbean	0.8%	1.0%	1.8%	0.8%	-	-	-	-
Any Other Black Background	0.9%	0.7%	1.9%	0.8%	-	-	-	-
White - British	62.9%	53.9%	67.1%	54.0%	77.2%	63.0%	75.6%	78.3%
Any Other White Background	13.8%	15.5%	10.1%	20.0%	5.7%	19.1%	7.1%	3.5%
Traveller / Gypsy / Roma / Irish Traveller	0.6%	-	-	0.9%	-	-	-	-
Any other ethnic background	2.5%	2.1%	4.3%	3.2%	-	-	1.5%	2.6%
Nationality								
not available within this dataset								

 Notes:

- data supplied by Cambridgeshire Police via a direct link to Cambridgeshire County Council ;

- coding to geographic location undertaken by Cambridgeshire County Council;

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis.

Table 6: Unique Hertfordshire Offenders Identified by the police
(all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Out of County / Unknown	Broxbourne	Dacorum	East Hertfordshire	Hertsmere	North Hertfordshire	St.Albans	Stevenage	Three Rivers	Watford	Welwyn Hatfield
Gender												
Female	2690	667	195	253	156	166	227	148	287	147	203	240
Male	10144	3174	623	996	552	593	769	598	835	477	758	765
Age Group												
Unrecorded	-	-	-	-	-	-	-	-	-	-	-	-
Under 11	24	-	-	-	-	-	-	-	-	-	-	-
11-14	576	73	66	63	22	47	79	30	81	41	39	35
15-17	1084	238	84	171	59	67	114	56	77	64	84	70
18-20	1616	503	94	166	100	92	114	93	135	84	104	131
21-24	2078	727	97	170	110	110	143	115	196	81	139	190
25-29	1961	672	118	175	103	104	137	103	167	83	157	141
30-39	2619	886	166	224	127	150	179	156	206	110	213	200
40-49	1787	494	126	181	108	114	131	119	154	85	142	132
50-59	778	177	49	65	54	55	60	49	77	50	61	80
60-69	227	55	15	22	17	15	22	15	16	16	15	19
70-79	69	12	-	-	-	-	10	-	-	-	-	-
80+	13	-	-	-	-	-	-	-	-	-	-	-
Ethnic Appearance												
Afro-Caribbean	141	49	-	-	-	-	27	-	-	-	18	10
Asian	761	304	19	54	11	27	46	72	27	20	129	51
Black	1051	553	38	52	13	34	64	38	57	24	72	106
Unknown	150	47	-	13	-	-	16	-	19	10	12	-
White European	1785	290	94	239	132	109	157	131	203	111	146	173
White North European	8326	2288	610	859	526	548	658	454	776	438	546	619
White South European	445	238	36	15	19	27	21	18	16	-	-	28
Other recorded ethnic appearance	175	72	-	11	-	-	-	15	15	-	20	11
Nationality												
Unrecorded	644	187	45	51	40	41	64	34	74	28	34	45
United Kingdom	9778	2485	645	1047	605	600	862	593	944	528	694	771
Romanian	416	358	-	-	-	13	-	-	-	-	-	-
Polish	278	114	24	16	10	14	-	15	16	-	31	30
Irish Republic	133	58	10	14	-	12	-	-	-	-	16	-
Lithuania	127	74	20	-	-	-	-	-	-	-	-	12
Other	1460	565	69	113	46	77	53	94	77	52	174	138

Notes:

- data supplied by Hertfordshire Police;

- coding to geographic location undertaken by Cambridgeshire County Council;

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis.

Table 7: Unique Hertfordshire Offenders Identified by the police as a percentage of all offenders within each column (all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Out of County / Unknown	Broxbourne	Dacorum	East Hertfordshire	Hertsmere	North Hertfordshire	St.Albans	Stevenage	Three Rivers	Watford	Welwyn Hatfield
Gender												
Female	21.0%	17.4%	23.8%	20.3%	22.0%	21.9%	22.8%	19.8%	25.6%	23.6%	21.1%	23.9%
Male	79.0%	82.6%	76.2%	79.7%	78.0%	78.1%	77.2%	80.2%	74.4%	76.4%	78.9%	76.1%
Age Group												
Unrecorded	-	-	-	-	-	-	-	-	-	-	-	-
Under 11	0.2%	-	-	-	-	-	-	-	-	-	-	-
11-14	4.5%	1.9%	8.1%	5.0%	3.1%	6.2%	7.9%	4.0%	7.2%	6.6%	4.1%	3.5%
15-17	8.4%	6.2%	10.3%	13.7%	8.3%	8.8%	11.4%	7.5%	6.9%	10.3%	8.7%	7.0%
18-20	12.6%	13.1%	11.5%	13.3%	14.1%	12.1%	11.4%	12.5%	12.0%	13.5%	10.8%	13.0%
21-24	16.2%	18.9%	11.9%	13.6%	15.5%	14.5%	14.4%	15.4%	17.5%	13.0%	14.5%	18.9%
25-29	15.3%	17.5%	14.4%	14.0%	14.5%	13.7%	13.8%	13.8%	14.9%	13.3%	16.3%	14.0%
30-39	20.4%	23.1%	20.3%	17.9%	17.9%	19.8%	18.0%	20.9%	18.4%	17.6%	22.2%	19.9%
40-49	13.9%	12.9%	15.4%	14.5%	15.3%	15.0%	13.2%	16.0%	13.7%	13.6%	14.8%	13.1%
50-59	6.1%	4.6%	6.0%	5.2%	7.6%	7.2%	6.0%	6.6%	6.9%	8.0%	6.3%	8.0%
60-69	1.8%	1.4%	1.8%	1.8%	2.4%	2.0%	2.2%	2.0%	1.4%	2.6%	1.6%	1.9%
70-79	0.5%	0.3%	-	-	-	-	1.0%	-	-	-	-	-
80+	0.1%	-	-	-	-	-	-	-	-	-	-	-
Ethnic Appearance												
Afro-Caribbean	1.1%	1.3%	-	-	-	-	2.7%	-	-	-	1.9%	1.0%
Asian	5.9%	7.9%	2.3%	4.3%	1.6%	3.6%	4.6%	9.7%	2.4%	3.2%	13.4%	5.1%
Black	8.2%	14.4%	4.6%	4.2%	1.8%	4.5%	6.4%	5.1%	5.1%	3.8%	7.5%	10.5%
Unknown	1.2%	1.2%	-	1.0%	-	-	1.6%	-	1.7%	1.6%	1.2%	-
White European	13.9%	7.6%	11.5%	19.1%	18.6%	14.4%	15.8%	17.6%	18.1%	17.8%	15.2%	17.2%
White North European	64.9%	59.6%	74.6%	68.8%	74.3%	72.2%	66.1%	60.9%	69.2%	70.2%	56.8%	61.6%
White South European	3.5%	6.2%	4.4%	1.2%	2.7%	3.6%	2.1%	2.4%	1.4%	-	-	2.8%
Other recorded ethnic appearance	1.4%	1.9%	-	0.9%	-	-	-	2.0%	1.3%	-	2.1%	1.1%
Nationality												
Unrecorded	5.0%	4.9%	5.5%	4.1%	5.6%	5.4%	6.4%	4.6%	6.6%	4.5%	3.5%	4.5%
United Kingdom	76.2%	64.7%	78.9%	83.8%	85.5%	79.1%	86.5%	79.5%	84.1%	84.6%	72.2%	76.7%
Romanian	3.2%	9.3%	-	-	-	1.7%	-	-	-	-	-	-
Polish	2.2%	3.0%	2.9%	1.3%	1.4%	1.8%	-	2.0%	1.4%	-	3.2%	3.0%
Irish Republic	1.0%	1.5%	1.2%	1.1%	-	1.6%	-	-	-	-	1.7%	-
Lithuania	1.0%	1.9%	2.4%	-	-	-	-	-	-	-	-	1.2%
Other	11.4%	14.7%	8.4%	9.0%	6.5%	10.1%	5.3%	12.6%	6.9%	8.3%	18.1%	13.7%

Notes:

- data supplied by Hertfordshire Police;

- coding to geographic location undertaken by Cambridgeshire County Council;

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis.

Table 8: Unique Northamptonshire Offenders Identified by the police
(all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Out of County / Unknown	Corby	Daventry	East Northamptonshire	Kettering	Northampton	South Northamptonshire	Wellingborough
Gender									
Female	1318	48	179	93	100	174	512	53	158
Male	5427	536	607	435	447	625	1977	244	549
Unknown	18	-	-	-	-	-	-	-	-
Age Group									
Under 11	22	-	-	-	-	-	-	-	-
11-14	477	-	69	38	45	64	154	32	67
15-17	668	27	67	71	66	89	234	39	75
18-20	889	68	93	69	77	113	334	40	95
21-24	1070	110	127	91	62	101	428	43	106
25-29	1016	112	133	66	70	121	382	28	102
30-39	1306	148	153	90	109	169	470	41	123
40-49	847	74	85	71	72	91	315	42	96
50-59	300	24	44	14	21	33	130	12	22
60-69	108	12	-	14	19	10	26	13	-
70-79	31	-	-	-	-	-	-	-	-
80+	-	-	-	-	-	-	-	-	-
Ethnic Appearance									
Unrecorded	257	14	21	31	25	29	89	21	27
Asian - Bangladeshi	39	-	-	-	-	-	32	-	-
Asian - Indian	43	-	-	-	-	-	21	-	-
Asian - Pakistani	-	-	-	-	-	-	-	-	-
Any Other Asian Background	76	-	-	-	-	-	45	-	10
Any other ethnic background	254	29	14	10	-	24	130	-	33
Black - African	125	-	-	-	-	-	86	-	10
Black - Caribbean	124	-	-	-	-	-	65	-	32
Any Other Black Background	102	19	-	-	-	-	53	-	14
White - British	4843	363	611	433	470	619	1594	254	492
Any Other White Background	891	133	126	35	25	102	376	15	78
Nationality									
Unrecorded	4992	391	527	411	409	586	1935	237	490
British / English / UK	1710	184	247	116	137	211	542	62	209
Irish	19	-	-	-	-	-	-	-	-
All other nationalities	42	-	10	-	-	-	14	-	-

Notes:

- data supplied by Northamptonshire Police;

- coding to geographic location undertaken by Cambridgeshire County Council;

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis.

Table 9: Unique Northamptonshire Offenders Identified by the police as a percentage of all offenders within each column (all counts of less than 10 have been supressed)

	Total (all offenders)	Loction Out of County / Unknown	Corby	Daventry	East Northamptonshire	Kettering	Northampton	South Northamptonshire	Wellingborough
Gender									
Female	19.5%	8.2%	22.8%	17.6%	18.3%	21.8%	20.6%	17.8%	22.3%
Male	80.2%	91.8%	77.2%	82.4%	81.7%	78.2%	79.4%	82.2%	77.7%
Unknown	0.3%	-	-	-	-	-	-	-	-
Age Group									
Under 11	0.3%	-	-	-	-	-	-	-	-
11-14	7.1%	-	8.8%	7.2%	8.2%	8.0%	6.2%	10.8%	9.5%
15-17	9.9%	4.6%	8.5%	13.4%	12.1%	11.1%	9.4%	13.1%	10.6%
18-20	13.1%	11.6%	11.8%	13.1%	14.1%	14.1%	13.4%	13.5%	13.4%
21-24	15.8%	18.8%	16.2%	17.2%	11.3%	12.6%	17.2%	14.5%	15.0%
25-29	15.0%	19.2%	16.9%	12.5%	12.8%	15.1%	15.3%	9.4%	14.4%
30-39	19.3%	25.3%	19.5%	17.0%	19.9%	21.2%	18.9%	13.8%	17.4%
40-49	12.5%	12.7%	10.8%	13.4%	13.2%	11.4%	12.7%	14.1%	13.6%
50-59	4.4%	4.1%	5.6%	2.7%	3.8%	4.1%	5.2%	4.0%	3.1%
60-69	1.6%	2.1%	-	2.7%	3.5%	1.3%	1.0%	4.4%	-
70-79	0.5%	-	-	-	-	-	-	-	-
80+	-	-	-	-	-	-	-	-	-
Ethnic Appearance									
Unrecorded	3.8%	2.4%	2.7%	5.9%	4.6%	3.6%	3.6%	7.1%	3.8%
Asian - Bangladeshi	0.6%	-	-	-	-	-	1.3%	-	-
Asian - Indian	0.6%	-	-	-	-	-	0.8%	-	-
Asian - Pakistani	-	-	0.0%	-	-	-	-	-	-
Any Other Asian Background	1.1%	-	-	-	-	-	1.8%	-	1.4%
Any other ethnic background	3.8%	5.0%	1.8%	1.9%	-	3.0%	5.2%	-	4.7%
Black - African	1.8%	-	-	-	-	-	3.5%	-	1.4%
Black - Caribbean	1.8%	-	-	-	-	-	2.6%	-	4.5%
Any Other Black Background	1.5%	3.3%	-	-	-	-	2.1%	-	2.0%
White - British	71.6%	62.2%	77.7%	82.0%	85.9%	77.5%	64.0%	85.5%	69.6%
Any Other White Background	13.2%	22.8%	16.0%	6.6%	4.6%	12.8%	15.1%	5.1%	11.0%
Nationality									
Unrecorded	73.8%	67.0%	67.0%	77.8%	74.8%	73.3%	77.7%	79.8%	69.3%
British / English / UK	25.3%	31.5%	31.4%	22.0%	25.0%	26.4%	21.8%	20.9%	29.6%
Irish	0.3%	-	-	-	-	-	-	-	-
All other nationalities	0.6%	-	1.3%	-	-	-	0.6%	-	-

Notes:

- data supplied by Northamptonshire Police;

- coding to geographic location undertaken by Cambridgeshire County Council;

- Ethnic appearance and Nationality are as shown in the data apart from the 'other' categories which is a grouping added during analysis.

POLICE OFFENDER DATA AT A SMALL AREA LEVEL

The information supplied to the research team enabled the mapping of offenders to a small area level. Lower Level Super Output Areas (LSOA) were chosen as the basic unit of geographic analysis. LSOA are a unit of geography established specifically for the display of statistical data and have an average of 672 households[9]. For each LSOA the rate of unique offenders was calculated using Office of National Statistics (ONS) population data. These rates are shown on Map 2 overleaf.

The top ten LSOA with the highest rates of offending are shown below.

Table 10: The top 10 LSOA in the BeNCH Area for Offenders as a rate per 1,000 population

LSOA Code	Local Authority Name **	Rate per 1,000 population for unique police offenders	Townsend (deprivation) Score relative to England and Wales Using 2011 Census data
E01015639	Peterborough	58	5.69
E01026968	Corby	56	5.90
E01017466	Bedford	54	7.14
E01026965	Corby	54	3.20
E01032979	Northampton	54	9.26
E01033112	Fenland*	54	5.25
E01015729	Luton	52	8.83
E01015604	Peterborough	51	5.62
E01017471	Bedford	51	7.84
E01027244	Northampton	50	8.27
E01015658	Peterborough	48	5.12

* LSOA Located in Wisbech, ** All other LSOA are located within the main urban area for the named local authority.

A more informed way of considering the rate of offending across the area is to look at the proportion of LSOA in each district that fall within the highest quintile (20%) for all LSOA in the BeNCH area. Figure 2 below shows that Peterborough had just over half of its LSOAs in the highest quintile for the rate of offenders living there; followed by Stevenage and Luton.

Fenland, Bedford, Corby and Northampton are all areas that have at least one LSOA in the top ten (see table 10 above) and have a number of LSOAs in the highest quintile.

At the other end of the scale areas such as South Northamptonshire, South Cambridgeshire and East Northamptonshire have very few if any LSOA within the highest quintile.

---

[9] http://www.ons.gov.uk/ons/rel/census/2011-census/population-and-household-estimates-for-wards-and-output-areas-in-england-and-wales/stb-population-and-household-estimates-for-small-areas-in-england-and-wales.html

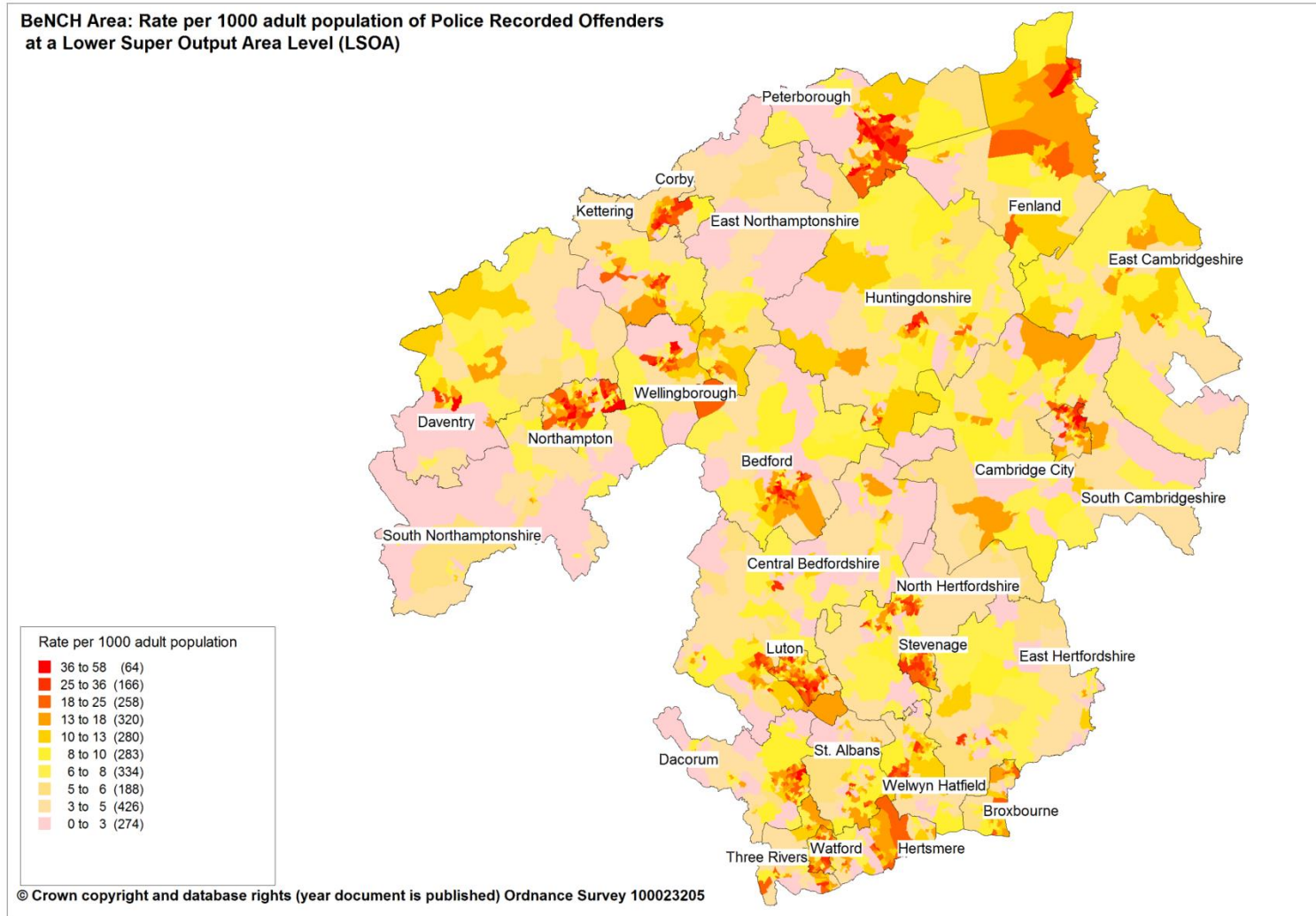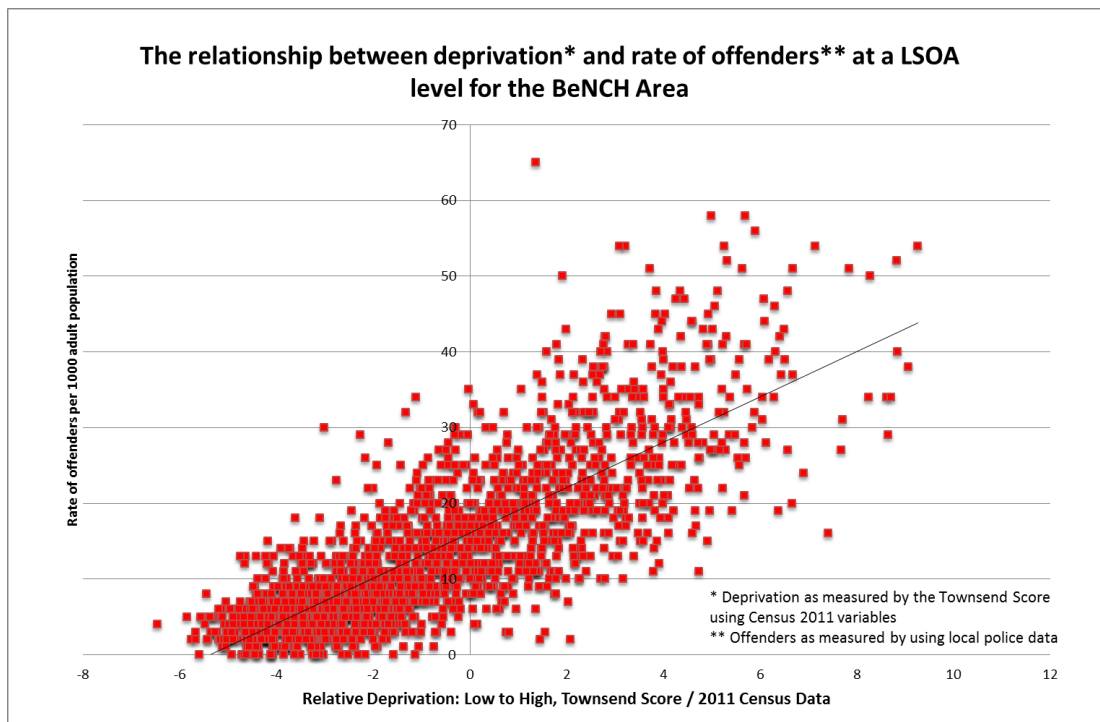**Map 2: Rate of unique police offenders per 1,000 population at LSOA level**

BeNCH Area: Rate per 1000 adult population of Police Recorded Offenders at a Lower Super Output Area Level (LSOA)

Rate per 1000 adult population

- 36 to 58 (64)
- 25 to 36 (166)
- 18 to 25 (258)
- 13 to 18 (320)
- 10 to 13 (280)
- 8 to 10 (283)
- 6 to 8 (334)
- 5 to 6 (188)
- 3 to 5 (426)
- 0 to 3 (274)

© Crown copyright and database rights (year document is published) Ordnance Survey 100023205

Figure 2: Percentage of LSOA in each Quintile by Local Authority District

Percentage of LSOAs in each Quintile (1st quintile = highest rate of offenders) by Local Authority District
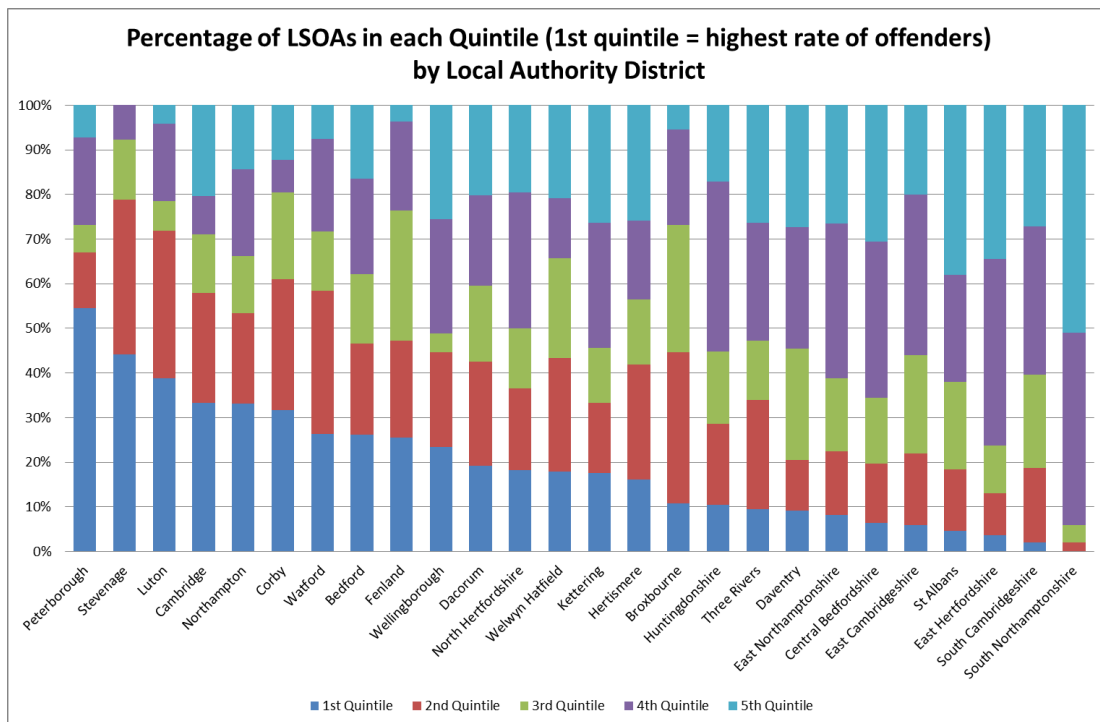
One of the key drivers for the location of offenders is available housing and previous research has shown that they are particularly concentrated in areas of social housing or where there is a supply of relatively cheap private rented property. There is also a very strong correlation between the rates of offenders and the level of relative deprivation within each LSOA (as shown by figure 3 below).

Figure 3: The relationship between deprivation and the rate of offenders at a LSOA Level

The relationship between deprivation* and rate of offenders** at a LSOA level for the BeNCH Area

* Deprivation as measured by the Townsend Score using Census 2011 variables
** Offenders as measured by using local police data

THE PRISON ESTATE

INTRODUCTION

The Target Operating Model (2013)[10] published by the Ministry of Justice explains how the new system of rehabilitation will operate in practice. In particular it describes how the 'through the gate' rehabilitation of prisoners will work.

- During induction to prison a new prisoner will have a needs assessment that will include their rehabilitation needs;
- Their designated 'home' Community Rehabilitation Company (CRC) will receive this within three working days and develop a resettlement plan for that prisoner;
- The CRC will then receive a fee to deliver a range of resettlement services which can begin whilst the individual is in prison. Prisons will retain an important role in enabling the delivery of these services in custody;

These new arrangements require prisoners to be located in a prison designated as their local prison for resettlement purposes *"The resettlement prison model will aim to release at least 80% of adult male offenders from a resettlement prison designated to their 'home'" (MoJ 2013).*

Thus far all adult male 'local' prisons have been redesignated as 'resettlement' prisons, all eight 'open' prisons in England and Wales have also been given the same designation. Each area will also be allocated at least one category C prison (normally a training establishment).

Due to the uneven distribution of prison establishments across England and Wales not all resettlement prisons will be geographically located within their respective 'home' areas. In some cases, CRCs will be allocated prisons in neighbouring areas, usually maintaining current court / prison links.

In the instances where an offender is located in a resettlement prison that is not allocated to their 'home', the CRC for that prison's area will contact the 'home' CRC and share a copy of resettlement plan. It may also give the 'home' CRC a schedule of services available in the prison and they will ensure that the 'home' CRC is able to make contact with the offender in custody.

Nationally these challenges will be exacerbated in relation to women offenders and young adults due to the distribution of the prisons that take these prisoners.

For the BeNCH area the allocated 'home' prisons are[11]:

- Bedford ('local' adult male / Young Offenders Institution)
- Peterborough ('local' adult male / adult female / Young Offenders Institution)
- Highpoint, Suffolk (adult male category 'c' training prison).

There are no allocated prisons in Hertfordshire or Northamptonshire. As prisons placed geographically in these counties have either been excluded from the programme or allocated to other areas e.g. The Mount (Herts) and Olney (Northants) have been allocated to take London prisoners. However it is likely that relationships will continue with other prisons within the South East / Midlands that have previously taken significant numbers of BeNCH residents (most notably those in Buckinghamshire).

---

[10] Target Operating Model, Transforming Rehabilitation, MoJ, Sept 2013
http://www.justice.gov.uk/downloads/rehab-prog/competition/target-operating-model.pdf
[11] http://www.justice.gov.uk/transforming-rehabilitation/resettlement-prisons

BEDFORD PRISON

Currently Bedford is a category B local prison with an operational capacity of 509. According to monthly prison bulletins the prison is operating at 154% of its Certified Normal Accommodation (CNA), or uncrowded capacity. Bedford normally accepts adult male prisoners from Luton Crown Court and magistrates courts in Bedfordshire. The prison also accepts young males (18-21s). We have requested the Health Needs Assessment for Bedfordshire Prison (it is not available on-line) and have collated need information from other sources.

According to the Drug Treatment Plan for the prison,[12] the prison has a high turnover of inmates with many on remand or serving short sentences (an average of 60 receptions per week, over 3,100 throughout the year). The likely demand for drug treatment in 2009-10 was estimated to be 121 prisoners at any one time and an estimated 809 (26%) of prisoners over a 12 month period.

The plan reports that nearly two-thirds of HMP Bedford's population are recorded as White (64%) and that Black & Asian prisoners make up nearly a third (31%) of the establishment's population.

The Bedfordshire Health Needs Assessment for Homelessness looked at the link between homelessness and offending. It quoted a study that identified 70% of residents within a homeless project in Bedford had an offending history and 45% had been in Bedford prison at some point in their history although only 13% had arrived at the hostel directly from this route.

PETERBOROUGH PRISON

Peterborough Prison is a local category B prison for male prisoners and a multi-functional prison for female prisoners. The majority of males are from the local area with 53 per cent of total prisoner discharges being to Cambridgeshire and Peterborough (76 per cent being to the Eastern Region as a whole). As of November 2013 there were 872 prisoners housed at the prison[13].

The health needs assessment for Peterborough Prison[14] has information on the nationality of prisoners that have passed through the prison during a six month period. After UK nationals the largest single group were Jamaicans (137) followed by Vietnamese (90), Polish (57), Latvian (52) and Portuguese (45). Together foreign nationals make up 21 per cent of the Peterborough Prison population. This is consistent with national data (as quoted in the Bromley Briefings) for 2010; there were 11,367 foreign national prisoners (defined as non-UK passport holders), 13 per cent of the overall prison population.

The length of sentences served by Peterborough prisoners are shown overleaf. As a 'local' prison Peterborough has a significant proportion of short-sentence prisoners. More detail on this group within the prison population and also specifically on the 'One Service' based around Peterborough prison is included in the short-sentence prisoners section shown in the following section.

---

[12] http://www.nta.nhs.uk/uploads/bedford_idts_trpl1_0910.pdf
[13] Monthly Prison Bulletin, Ministry of Justice, November 2013
[14] Health Needs Assessment (HNA) 2009

Table 11: Sentence length at Peterborough Prison

Prison Sentence Length	Male		Female		Total	
	%	Number	%	Number	%	Number
Remand or unsentenced	27%	168	20%	77	24%	245
Up to 6 months	12%	75	16%	61	14%	136
6-12 months	5%	31	6%	23	5%	54
12 months to 2 years	13%	81	17%	65	15%	146
2-4 years	21%	131	19%	73	20%	204
4 years plus	16%	100	9%	35	13%	134
Life and IPPS	5%	31	5%	19	5%	50
Detainees	1%	6	8%	31	4%	37

Source: Peterborough Prison Health Needs Assessments 2011

HIGHPOINT, SUFFOLK

Currently, Highpoint is a category C male training prison with an operating capacity of 1,323. The prison currently accepts any prisoners regardless of geographic origin, including those on life sentences and those with more complex health needs.

Within the Drug Treatment needs assessment for Highpoint[15] approximately 45% of prisoners are recorded as being from a black or minority ethnic background. The assessment also reported similar levels of churn in the population observed in other prisons with 11% of prisoners residing in Highpoint for less than a month. This is likely to have a significant impact on the extent to which therapeutic relationships can be established and delivered whilst someone is in prison. Approximately 54% of prisoners were identified as being sentenced for 'trigger' offences closely associated with substance misuse.

---

[15] http://www.suffolkdaat.org.uk/LinkClick.aspx?fileticket=0N1AbVDnBBs%3D&tabid=3225&mid=6282

SHORT SENTENCE PRISONERS

INTRODUCTION

A prison sentence of less than 12 months differs from longer sentences because, previously by statute, prisoners, except those aged 18-21, are unconditionally released when they have served half their sentence without further supervision. In addition, while in prison, short-sentenced prisoners were not subject to Offender Management (where an offender manager formally assesses risk of harm and the factors underlying offending, and plans and supervises the sentence).

Research was carried out by the National Audit Office (2010) which looked at managing offenders on short custodial sentences. This noted that while they make up 9 per cent of all prisoners, they account for some 65 per cent of all sentenced admissions and releases. A key feature showing the need to improve rehabilitation is that re-offending by short-sentenced prisoners is greater than by offenders receiving any other sentence: 60 per cent are convicted for another offence within one year of release. In 2007 each short-sentenced prisoner who re-offended after release (in 2007) was convicted, on average, of five further offences within the year.

Short term prisoners therefore form an important element in the key aim of "Transforming Rehabilitation: A Strategy for Reform" (Ministry of Justice 2013) which is reducing reoffending. This strategy includes reports on the analysis that those on community orders or suspended sentences have a lower rate of reoffending than those on short prison sentences[16] – even when controlling for other characteristics. This suggests that access to offender support can make a difference. There can be up to an 8 percentage point difference in reoffending rates between those on community orders and those who received a short prison sentence – as previously stated, these are currently without statutory rehabilitation on release.

Evidence indicates that the relationship between an offender and the person managing them is an important factor in successful rehabilitation. The supervising officer will assess the offender and oversee a plan to make sure they receive the interventions that will have the greatest impact on changing their behaviour and improving public safety. The offender's motivation to change is critical and lapses are quite typical as the offender begins to change their life and starts to desist from offending.

SHORT SENTENCE PRISONERS – TRENDS AND CHARACTERISTICS

NUMBER OF OFFENDERS ON SHORT SENTENCES

As already referred to, the National Audit Office report (2010)[17] identified that over 60,000 short sentence adult prisoners accounted for 65 per cent of all sentenced admissions and releases per year.

As Figure 4 shows, the number of adults given short prison sentences peaked at 73,000 in 2002.

The main factors determining the trend for the numbers sentenced are:

- the amount and type of offending brought to court and changes in guidelines from the Sentencing Guidelines Council;
- alternatives available to sentencers; and

---

[16] Taking account of comparing offenders on a like-for-like basis

[17] National Audit Office (2010), OA Managing offenders on short custodial sentences, (http://www.nao.org.uk/report/managing-offenders-on-short-custodial-sentences/ ,visited on 11/12/2013)

- decisions made by magistrates and judges on the seriousness of individual offences and the circumstances of each offender.

The volume of offenders entering prisons is also infuenced by the extent to which they breach the terms of their community sentences. Almost one in six (16 per cent) of the short-sentenced group is imprisoned for breaching a court-imposed order allowing them to be in the community.

Figure 4: The number of adults on short sentences, 1998-2008, England & Wales

Number sentenced (000)
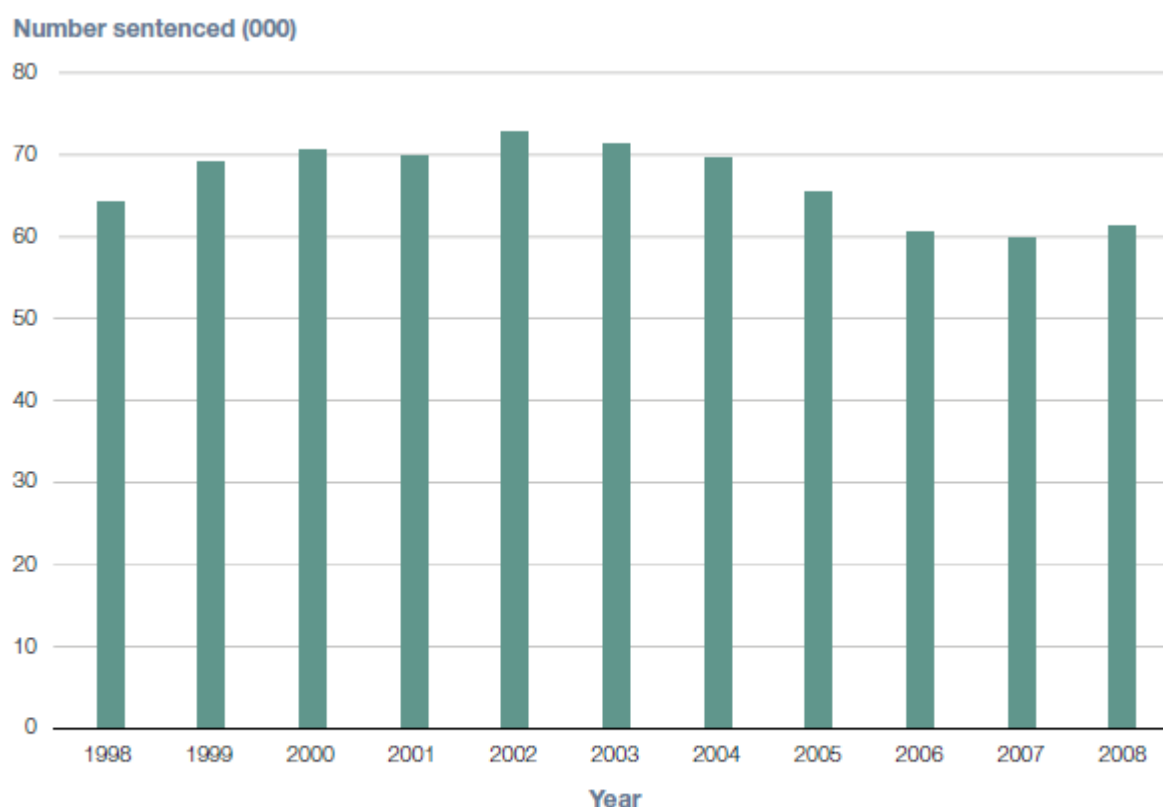
Source: Sentencing Statistics 2008, Ministry of Justice

NOTE
Includes a minority of offenders who served their sentence on remand.

Source: National Audit Office (2010**)**

More recent information (Table 12) shows that the number of short sentenced offenders for England and Wales (both on 6 month and 12 month sentences) has reduced from 2012.

Table 12: Number of short term prisoners

| Number of offenders discharged, by sentence length band	2012, Apr-Jun	2012, Jul-Sep	2012, Oct-Dec	2013, Jan-Mar	2013, Apr-Jun
Less than or equal to 6 months	9,112	9,108	9,265	7,959	8,448
Greater than 6 months to less than 12 months	2,088	2,126	2,182	2,110	2,033

Source: Ministry of Justice data

AGE OF OFFENDERS ON SHORT SENTENCES

The National Audit Office report (2010) shows that the average age of a short-sentenced offender is 28. Nine per cent are women. Looking at the age of short term prisoners from 2000 to 2007 there has been an increase in the proportion of short term offenders who are older. In 2000 around 30% of short term prisoners were aged over 35 and by 2007 the proportion aged over 35 had increased to over 40%[18].

Within Cambridgeshire the average age of short term prisoners discharged from Peterborough Prison in 2010/2011 was 33, with the oldest being 73 and the youngest 21 (Social Finance, 2011)

Figure 5: Age profile of cohorts of short-sentenced offenders
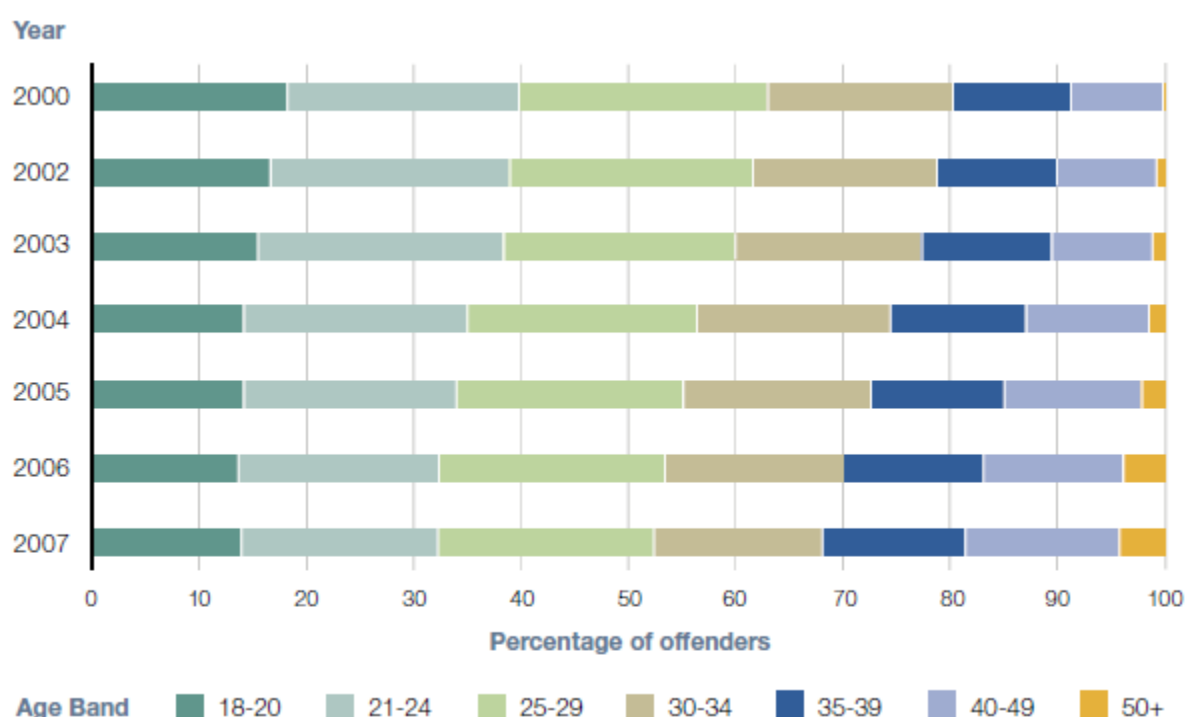
Source: Re-offending of Adults: results from the 2007 cohort England and Wales, Ministry of Justice, 2009

Source: National Audit Office (2010), from "Re-offending of adults: results from the 2007 cohort England and Wales, Ministry of Justice, 2009"

## OFFENDERS ON DIFFERENT LENGTHS OF SHORT TERM SENTENCES

The descriptions of trends and characteristics of those on short term sentences have largely looked at offenders who are on sentences of less than 12 months. Though, as Table 12 shows, around 4 times as many prisoners have sentences of 6 months or less compared to those on between 6 months and 12 months. Figure 6 gives a further breakdown showing that over half (58%) of offenders on short terms sentences are given sentences of 3 months or less.

---

[18] Over the same period the population of England aged over 35 increased slightly by 2 percentage points, to 56% by 2007

Only 10 per cent of the short term sentences given were for more than six months. This means that most short-sentenced prisoners serve less than six weeks as they are automatically released when they have served half their sentence.

Within Cambridgeshire the average sentence length of short term prisoners discharged from Peterborough Prison in 2010/2011 was seven weeks (Social Finance, 2011).

Figure 6: Length of short sentences in 2008
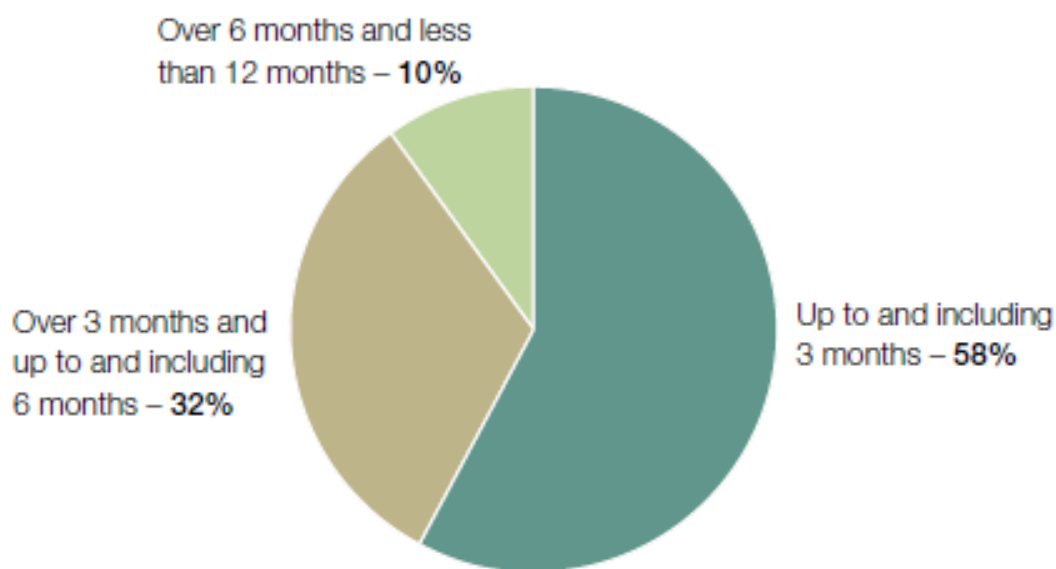
Source: National Audit Office analysis of Sentencing Statistics, 2008

Source: National Audit Office (2010)

RECONVICTION RATES OF SHORT SENTENCE PRISONERS

Work, carried out by the Scottish Prison Service (SPS) studied the **rates of return** to custody of individuals released from prison during 1997, who were subsequently re-imprisoned within two years. This showed that offenders who spent two to six months inside prison prior to their release had the highest return rates (55 per cent), with those serving under 3 months the third most likely group to return (43 per cent).

A further study by SPS shows that just under half (48 per cent) of individuals who had spent three months or less in prison returned to prison within two years. Younger offenders are more likely than older offenders to return; and that of those offenders who do return to prison; over half do so within 6 months of release (57 per cent), and over three quarters (79 per cent) within 12 months of release.

Work in England and Wales has also found that that those serving short sentences are more likely to be re-convicted. The Halliday report[19] (2000) found that 60 per cent of prisoners sentenced to less than 12 months were reconvicted within two years of their release. This was a higher rate than for other prison sentences.

---

[19] http://webarchive.nationalarchives.gov.uk/+/http://www.homeoffice.gov.uk/documents/halliday-report-sppu/

These findings were confirmed by the National Audit Office (2010)[20] research. Their findings showed that short sentenced prisoners were more likely to re-offend, with around 60 per cent convicted of at least one offence in the year after release. Figure 7 compares this to the re-conviction rates of offenders with longer sentences and non-custodial (community) sentences.

Figure 7: Actual proven re-offending rate of a cohort of 50,000 offenders, 2007
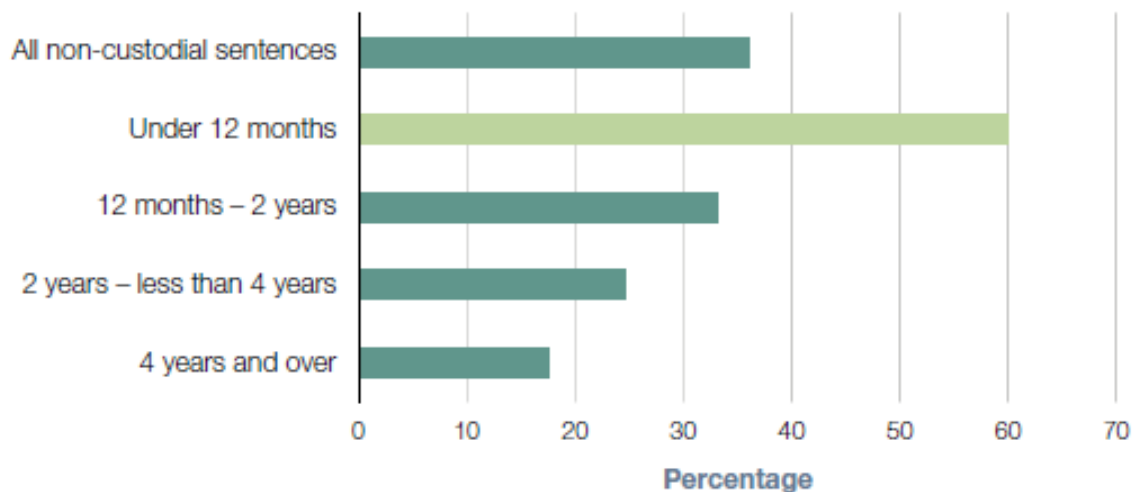
Source: National Audit Office analysis of Re-offending of Adults, 2007
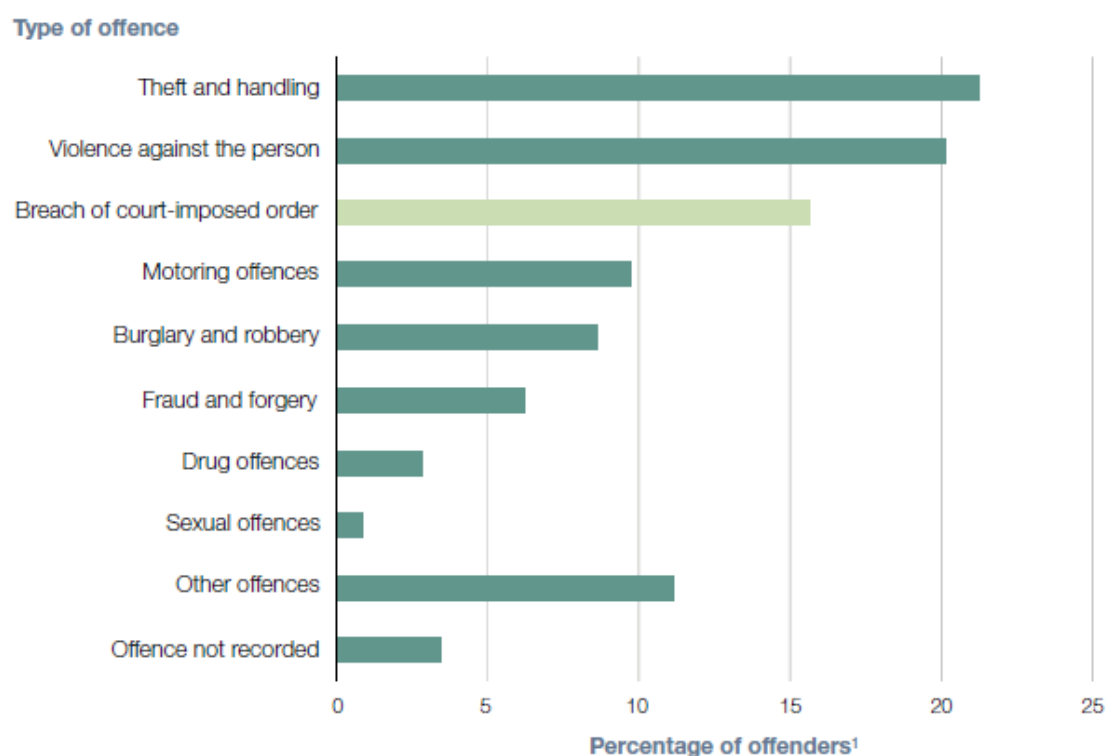
Source: National Audit Office (2010)

The National Audit Office (2010) research also found that, on average, short sentenced prisoners have 16 previous convictions, which is more than any other group of offenders. One reason for this is likely to be that the offence types for which short term prisoners are sentenced tend to be frequently repeated crimes whilst those which attract long sentences tend not to be frequently repeated (e.g. serious violent offences) (Brunton-Smith, I and Hopkins, K. 2013).

OFFENCES COMMITTED BY OFFENDERS ON SHORT TERM SENTENCES,

The National Audit Office (2010) research identified that short-sentenced prisoners are most commonly convicted of theft and violence offences. These accounted for almost half of all sentences. Breach of 'Court Imposed Order' accounted for an additional 15% of all short sentence prisoners.

---

[20] National Audit Office (2010), OA Managing offenders on short custodial sentences, (http://www.nao.org.uk/report/managing-offenders-on-short-custodial-sentences/ ,visited on 11/12/2013)

Figure 8: Offences committed by short-sentenced prisoners in custody in June 2009

Source: National Audit Office analysis of Offender Management Caseload Statistics, Ministry of Justice

NOTE

1   Offender Management Caseload Statistics measure the characteristics of the prison population on a given day in June each year.

Source: National Audit Office (2010)

SHORT SENTENCE PRISONERS – DATA FOR LOCAL AREAS

There has been some difficulty in obtaining reliable information about the number of short sentenced prisoners in the BeNCH area. Nationally released data on this group is not routinely available at a local level and additional restricts on data releases have been imposed for the period of time that the new Community Rehabilitation Company (CRC) contracts are being let.

After a period of negotiation NOMS were able to provide a limited amount of data with the understanding that this section of the report. Information has been provided from NOMS internal management information intended for use within NOMS to establish in which prison offenders from each region are being held and where local prisoners are from. The information derived from the system has some drawbacks:

- A prisoner's home local authority is determined using either a prisoner's address on reception to prison, or the committal court address if reception address is not available;
- Currently 2.9% of offenders have no home local authority;
- Due to the use of Court address as a proxy and the inaccuracies inherent in all large recording systems, the data should be regarded as approximate'

Five snapshots between July 2012 and June 2013 were taken to produce an average number of short sentenced prisoners within the prison system at any one time with an origin local authority of Bedfordshire, Cambridgeshire, Hertfordshire, and Northamptonshire. This information is shown below in Table 13.

Table 13: Number of sentenced offenders serving less than 12 months

Local Authority	Serving up to six months	Serving more than six months, but less than 12 months	Total serving less than 12 months
Bedfordshire	17	8	24
Cambridgeshire	25	12	37
Hertfordshire	51	27	78
Northamptonshire	79	37	116
Total	171	84	255

Source: NOMS Offender Location tool, July 2012 to June 2013 (average of five sample points)

The data shows that at any one time there are approximately 255 short sentenced prisoners in prison from the BeNCH area. Table 14 below shows the same figures represented as a rate per 100,000 total population for each area. There figure for those serving less than six months from Northamptonshire is high compared to all the others. This may be due to variations in sentencing practice as courts in Northamptonshire have recently been reported as being the 'toughest in the Country[21]' with 12% of those being sentence given an immediate custodial sentence.

Table 14: Rate per 100,000 population of sentenced offenders serving less than 12 months

Local Authority	Serving up to six months	Serving more than six months, but less than 12 months	Total serving less than 12 months
Bedfordshire	2.7	1.3	3.8
Cambridgeshire	3.1	1.5	4.5
Hertfordshire	4.5	2.4	6.9
Northamptonshire	11.3	5.3	16.6
Total	5.2	2.6	7.8

This does not however take into account the turnover of prisoners throughout the year. According to Prison Discharge Statistics April 2013 to June 2013 the average times sentenced and served in prison are as follows:

- Serving up to six months:
  - average sentence; 3.2 months
  - average time served in prison; 1.7 months
- Serving more than six months but less than 12 months:
  - average sentence; 8.4 months
  - average time served in prison; 3.9 months

Given the average time served we can provide an *approximation* of the numbers who *might* be released every month. If the numbers serving up to six months serve on average 1.7 months then in a year (12 months) it could be expected that around 7 times the number of prisoners serving this length of sentence at any one time would be released. For those serving six to twelve months the average time served is 3.9 months, from this it could be expected that around 3 times that number of offenders could be released in a year – these estimates are shown in table 15.

---

[21] http://www.northantstelegraph.co.uk/news/top-stories/northamptonshire-courts-toughest-in-the-country-1-5812359

Table 15: Estimates of number of offenders discharged for short prison sentences during a year

Local Authority	Estimates of number of offenders serving up to six months released in a year	Estimates of number of offenders serving more than six months, but less than 12 months released in a year	*Rounded* Estimates of number of total offenders serving less than 12 months released in a year
Bedfordshire	125	23	150
Cambridgeshire	186	37	220
Hertfordshire	380	81	460
Northamptonshire	591	112	700
Total	1282	253	1530

Note: Estimates of number of total offenders serving less than 12 months released in a year, rounded to nearest 10.

For comparison, figures are available for the Peterborough Prison based 'One Service', a social impact bond funded intervention with short-sentence prisoners. In the first year of operation (Sept 2010 to August 2011) from a prison population of approximate 840 offenders at any one time the service:

- Worked with a cohort of 537 short-sentenced prisoners (of whom 88%, 473 underwent an assessment);
- The average sentence length served by these prisoners was approximately seven weeks;
- Of those clients who engaged with the project 84%, approximately 400 were discharged to parts of Cambridgeshire.

This is suggestive of the estimates in table four being undercounts for the turnover of short sentence prisoners each year. Our estimate for Cambridgeshire of 220 is significantly lower than the 400 identified by the One Service in its first year of operation. This is possible if there is a skewed distribution around the mean length of sentence served (1.7 months for those sentenced to less than six months) towards shorter sentences.

According to the National Audit Office, short-sentenced prisoners are sometimes characterised as leading "chaotic" lives and having a higher level of need than other offenders, although many do not fit this profile. They quote a research project, Surveying Prisoner Crime Reduction[22], in which over 1,400 newly-sentenced prisoners were interviewed. The study found a higher level of homelessness, joblessness and drug and alcohol abuse amongst the short sentenced group compared to those sentenced to between one and four years (see Figure 9).

Figure 9: Life problems of newly-sentenced prisoners

Type of need	Percentage of sentenced prisoners	
	Under 12 months sentence	1 to 4 years sentence
Drug use in year before custody	71	66
Unemployed or long-term sick	52	44
No educational qualifications	49	40
Heroin use in year before custody	35	22
Anxious or depressed	34	39
Long-standing illness or disability	26	27
Alcohol drunk daily	24	13
Homeless or in temporary accommodation	17	9

Source: Surveying Prisoner Crime Reduction

Source: National Audit Office (2010)

The importance of understanding the backgrounds and lifestyles of those who offend is shown by the agreement of the National Offender Management Service (NOMS) and most independent experts agree[23] that it is important to address factors which link directly to criminal behaviour, such as attitudes, lifestyle, and substance abuse, and indirect factors such as problems with family, education and accommodation. The Governments' "Troubled Families" initiative also reflects this.

Figure 9 shows that a higher proportion of short-sentenced prisoners (compared to those sentenced for one to four years) report multiple problems.

Work within Cambridgeshire is being carried out through the One Service Social Impact Bond (SIB) with short term prisoners from Peterborough Prison. They have reported on the needs of those who were discharged from September 2010 to September 2011. Of the 473 who underwent assessment:

- 94% of had an accommodation need, and 23% were 'sleeping rough' on reception to prison;
- 82% had an Education, Training and Employment (ETE) need;
- 68% had an substance misuse (addiction) problem and of those with a substance addiction:70% were addicted to drugs and 45% to alcohol;

---

[22] Part of continuing research: Results from the Surveying Prisoner Crime Reduction survey, see
https://www.gov.uk/government/publications/results-from-the-surveying-prisoner-crime-reduction-survey
[23] Stated in National Audit Office (2010), para 1.20

- 50% had a health need and of those with a health need: 48% had a physical health need; 59% had a mental health need;
- 82% had a Finance, Banking and Debt (FBD) need: 53% do not have a bank account and 16% had problem debt.

Anderson, S., Cairns C. (2011) have also summarised research on the problems faced by short term prisoners. These are set out below.

ACCOMMODATION

Homelessness and unstable accommodation are clear issues. Pre-imprisonment, the literature identifies homelessness as a factor for between 10-21% of offenders and for many, accommodation is often lost following imprisonment.

Stewart (2008) described the pre-imprisonment housing of short-sentence prisoners: 34% were in rented accommodation, 19% were paying board, 16% were living rent-free, 13% were living in privately owned accommodation, 10% were homeless and 7% were living in a hostel or other temporary accommodation. Short-term prisoners were less likely to be in stable accommodation prior to imprisonment and more likely to have been homeless than prisoners sentenced to between 12 months and four years.

EMPLOYMENT, TRAINING AND EDUCATION

Unemployment was the norm. One survey suggested almost half of the offenders had no qualifications and 13% had never worked. Life skills were also poor.

13% of the short-term prisoners surveyed by the Surveying Prisoner Crime Reduction survey had never been employed; only half had worked in the year prior to custody, less than a third in the four weeks immediately preceding imprisonment (Stewart, 2008). This is significantly less than proportions for those serving longer sentences (58% and 38% respectively).

FINANCE, BENEFIT AND DEBT

The majority of short-sentence prisoners had been on benefits prior to imprisonment; many were concerned about their situation on release and struggled with financial management.

Maguire et al (2000) found that money was a frequently anticipated problem on release by the short-sentence prisoners they interviewed (33%) and, along with employment, was the most frequently experienced problem on a previous release (24%).

DRUGS AND ALCOHOL

Estimates of those with alcohol problems ranged from 20% to 45%. Drugs were a particular problem; with estimates ranging from 40% to 50%, with high levels of heroin and cocaine use.

Findings from the Surveying Prisoner Crime Reduction survey showed that in the year prior to custody 71% of the short-sentence prisoners had used drugs, with cannabis the most commonly reported (54%) (Stewart, 2008). Use of heroin, non-prescribed methadone or tranquilisers and crack cocaine in the year prior to custody was higher among short-sentence prisoners. Forty four per cent of short-sentence prisoners had used heroin, cocaine or crack cocaine (HCC) in the four weeks prior to custody, compared to only 35% of those serving sentences of between 12 months and four years.

FAMILY, RELATIONSHIPS AND SOCIAL NETWORKS

Family problems preceded and were exacerbated by imprisonment. Negative peers, unstable family relationships and isolation were all issues.

In many cases family and relationship problems precede imprisonment, with fractious family relationships, poor childhood experiences and the perpetration and experience of domestic violence. Violence in the home is a particular problem for women offenders; Baroness Corston (2007) reports that up to half of female prisoners report having experienced violence in the home, compared with a quarter of men.

EMOTIONAL WELLBEING

Emotional needs around bereavement, loss of children, childhood trauma and victimisation were evident, particularly in women, but provision of support was poor.

Emotional problems were a significant problem for 20% of the Pathfinder participants (Lewis et al, 2003) and, despite a programme focus on practical problems, few of the participants engaged in counselling. Prison health staff interviewed by Brooker (2009) identified a lack of counselling and other primary care services to support this group. Similarly the National Audit Office (2010) reports that only one in 15 short-sentence prisoners receives help for mental or emotional problems

MENTAL HEALTH

Short-sentence prisoners exhibited high levels of mental disorder, notably anxiety and depression – particularly amongst women offenders. Almost two thirds suffered from personality disorder.

The Surveying Prisoner Crime Reduction survey (Stewart, 2008) reported that 10% of the short-sentence prisoners surveyed were likely to have a psychotic disorder. 82% reported experiencing at least one symptom of anxiety or depression, while 34% reported between 6-10 symptoms (the highest bracket). There was little difference in prevalence rates among short or longer-term prisoners (up to four years).

DISABILITIES REQUIRING SOCIAL CARE

There was evidence of health problems and disability. Although these may inhibit prisoner's "mobility and ability to care for themselves", the engagement of local authority adult social care departments was described as poor.

Stewart (2008) identified musculoskeletal (11%) and respiratory problems (9%) as the most common long-standing health complaints among short-sentence prisoners surveyed. In some cases, prisoners experience physical health problems which impact upon their ability to move around freely, wash and care for themselves and may put them at increased risk of victimisation from others.

LEARNING DISABILITIES AND DIFFICULTIES

Although information specific to short-sentence prisoners is scarce, levels of those with learning disabilities and difficulties with in the prison population are estimated at 0.5%-1.5%, with speculation that many more prisoners on the borderline of having a condition.

THINKING, ATTITUDES AND BEHAVIOUR

Short-sentence prisoners wanted help to address their offending behaviour. Offence patterns suggest problems with impulsivity and anger management. Recidivist short-sentence prisoners demonstrated institutionalisation and fatalism about their ability to change.

Many of those prisoners interviewed by (Maguire et al (2000)) displayed hopelessness and fatalism about their lives and their capacity to stop re-offending; this was linked to concerns about coping with anticipated obstacles such as homelessness and substance misuse.: "Many men related their offences to other aspects of their lives...generally current circumstances, in the shape of problems, bad friends or drink. The men seemed to feel that they had no control over their behaviour when in the grip of these circumstances and tended to regard their offences as inevitable responses to situations they found themselves in" (Holburn, 1975, p.75).

CURRENT PROBATION SERVICE CASE LOAD

INTRODUCTION

Whilst there are no 'typical offenders' it is possible to identify some key groups within the offending population. This section of the needs assessment considers adult offenders managed by the Probation Trusts for the BeNCH area. Offenders will be managed for a number of reasons:

- They have been convicted of a crime and the court has given them a community sentence. A community sentence is a punishment that is carried out within the community and can include the offender having to do unpaid work, take a training course to address an aspect of their behaviour or perhaps have some restrictions on them such as a curfew.

- An offender has been released from prison 'on licence'. Being on licence means that they are serving part of their sentence in the community and are subject to certain terms and conditions which if breached would mean that they would have to return to prison.

- An offender is being supervised in the community as part of the Multi-Agency Public Protection Arrangements (MAPPA). This is covered in more detail in a later section.

THE MODELLED COHORTS FOR TRANSFORMING REHABILITATION

In order to inform competition for the Community Rehabilitation Company (CRC) package areas the Ministry of Justice (MOJ) have published *modelled* data for the time period 2005 to 2010. The data shows the number of offenders in what the MOJ describes as the 'payment by results cohort' and proven reoffending figures.

These figures will differ from the information provided by the individual probation services as they use a proxy[24] figure to exclude those offenders expected to be managed by the new National Probation Service (NPS) and also exclude some categories of offender not part of the payment by results mechanism e.g. those sentenced to stand alone electronic monitoring. The figures also include short-sentence prisoners not currently worked with by probation services. A full methodology[25] has been published with the data.

Overall this work shows that there will be approximately 9,570 offenders within the BeNCH area CRC cohort.

---

[24] The proxy measure is based on offenders who had, at any time in their past, been convicted of a serious offence
[25] http://www.justice.gov.uk/downloads/rehab-prog/competition/tr-prog-cpa-mi.pdf

Figure 10: CRC Contract Package Areas showing relative modelled cohort size


CRC Contract Package Areas* Showing Relative Modelled Cohort Size
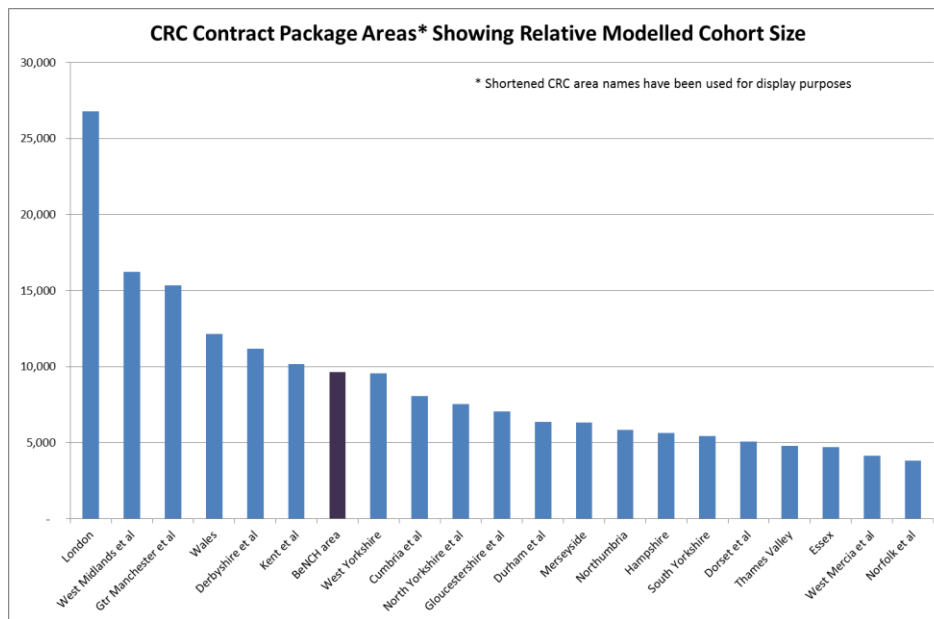
In addition to total numbers the modelled data also includes proven reoffending rates against expected rates (It should be noted that the reoffending rates shown are higher than those published annually as 'national statistics' due to the previously described exclusion of certain groups of offenders). The reason 'expected' figures are used is to reflect the relative difference in the demographics between each CRC cohort.

The BeNCH area CRC cohort has amongst the lowest proven reoffending rates of all the proposed package areas. A figure of 42.1% compared to an average of 46.2% however comparison with the expected rate of reoffending suggests that this should be lower still. The BeNCH area is not unusual in this respect as the graph below demonstrates only five out of the twenty-one package areas have a rate that is better than expected using this MOJ model.

Figure 11: Reoffending Performance for modelled cohorts for each CRC

Reoffending Performance for Modelled Cohorts for each CRC*
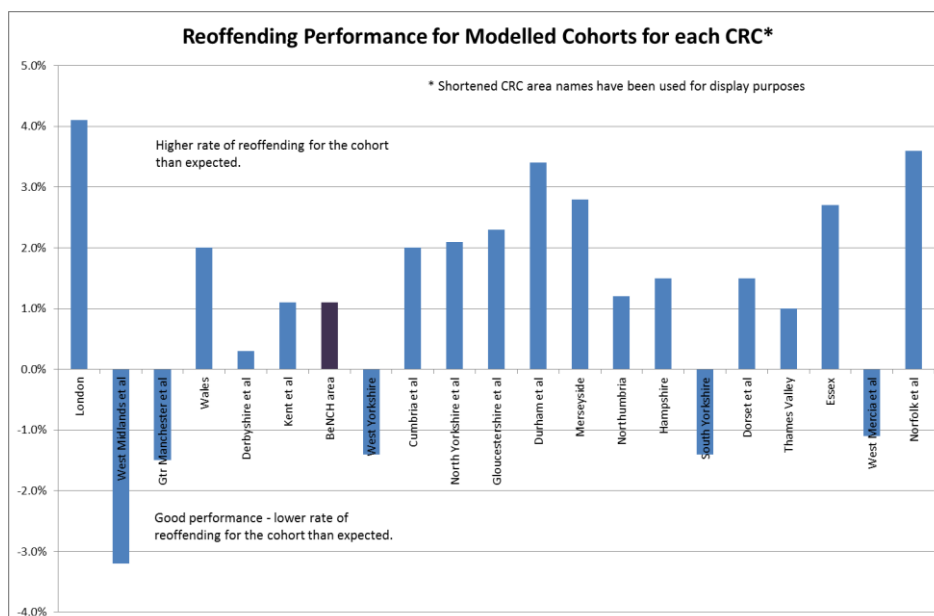
NATIONAL DATA

There are difficulties with gaining access to up to date statistics about probation services from *official* national sources. The latest quarterly release from the Office of National Statistics[26] is a May 2013 release of information for the last quarter of 2012.

Table 16: Probation clients for the BeNCH area (ONS)

	All Pre CJA orders	Youth Rehabilitation Order	Community Order	Suspended Sentence Order	**All court orders**	All pre-release supervision	All post-release supervision	**All pre-and post-release supervision**	**All Probation Service supervision**
Northamptonshire	3	7	939	588	1,518	853	515	1,361	2,862
Bedfordshire	0	18	736	358	1,096	857	434	1,286	2,374
Cambridgeshire	3	10	1,020	620	1,614	792	406	1,196	2,790
Hertfordshire	2	18	1,196	855	2,010	815	471	1,282	3,269
Totals	8	53	3,891	2421	6,238	3317	1826	5,125	11,295

Selection reproduced from Offender Management Quarterly Statistics Oct – Dec 2012, Table 4.10

This information shows that the current cohort managed by each probation service is 11,265. This is reasonably consistent with the 9,570 figure provided by the MOJ for the new CRC cohort given the division in duties / responsibilities between the new national and local probation services.

CHALLENGES OF ANALYSING LOCAL PROBATION SERVICE DATA

Analysis of adult offenders managed by probation

There was a range of challenges to analysing and understanding data provided by probation trusts. There was also significant variation in the type of data supplied. Firstly it is possible to either take a 'snapshot' of each trust's caseload as of a certain date or develop a query that extracts information for all those starting a period of supervision between two selected dates. There are advantages and disadvantages to each method. For this project we requested *'data for each offender starting a court order or pre-release supervision by the Probation Service for the 12 month period October 2012 to September 2013 inclusive'*.

Trusts expressed concern about the impact of the roll out of a new database system on the quality of the data, particularly for that being supplied retrospectively for starts pre-roll out. This is illustrated by the number of blanks within some of the fields for the data supplied. There was also concern expressed regarding the ethical walls / data disclosure during a period when trust services were being split and subject to competitive tender. In addition, one trust was concerned not to be disclosing data at too local a level to allow individuals to be identified.

For each of the probation services we were supplied with the following:

- Bedfordshire
  Data for each offender starting court order or pre-release supervision by the Probation Service for the 12 month period October 2012 to September 2013 inclusive. Tiers 1-4 included. Geographical data to first half of postcode only. Data was not to be disclosed beyond the BeNCH group of Police and Crime

---

[26] https://www.gov.uk/government/publications/offender-management-statistics-quarterly--2

- Cambridgeshire
  The data is a snapshot of the current caseload of offenders who were the current caseload (of Cambridgeshire & Peterborough Probation Services) on 7th November. If in the course of the year an offender had been referred to C&P Probation more than once the record on this file should represent the latest incident. Tiers 1-4 included. Full Postcode supplied.

- Northamptonshire
  Data for each offender starting court order or pre-release supervision by the Probation Service for the 12 month period October 2012 to September 2013 inclusive. Tiers 1-4 included. Full Postcode supplied.

- Hertfordshire
  Data for each offender starting court order or pre-release supervision by the Probation Service for the 12 month period October 2012 to September 2013 inclusive. Tiers 1-4 included. Full Postcode supplied.

Because of the variation in the information supplied it has not been possible to combine the datasets and complete a joint geographic analysis in the same way as we have for the police datasets. Rather we have analysed each Trust's data separately.

In addition to the challenges of data consistency / quality, there also needs to be an in-depth understanding of various aspects of the data in order to make it accessible for example understanding the OGRS3 score; the score that indicates the likelihood of someone reoffending. To aid this understanding we've added the additional notes within the appendices.

KEY POINTS OF PROBATION SERVICE ANALYSIS

A summary of each probation trust's data is shown on the following pages, however the key points identified through the analysis are as follows:

- Compared with the police data the probation services currently work with proportionately few female offenders (around 13.5% compared with 20%)

- The age profile for probation service clients is older compared to police offender data. For example approximately 20% of offenders within the police dataset are aged 30 – 39 compared to 25% within the probation dataset.

- As with the police data the variation in ethnicity between each County generally reflected differences in local demography:
  - 13.8% of probation clients from Cambridgeshire were in the 'white other' category;
  - 23.6% of Bedfordshire clients were recorded as being either black or Asian.

- There were significant variations in the levels of need between the different probation services recorded against the offending pathways. This inconsistency may reflect nature variations in demography, data inconsistencies or variable recording practice.

Table 17: Summary of local probation service data

(Bedfordshire data has been shared as part of the study but excluded from the full report at the request of Bedfordshire Probation Service)

		Bedfordshire		Cambridgeshire		Hertfordshire		Northamptonshire	
		Number	Per centage	Number	Per centage	Number	Per centage	Number	Per centage
Gender									
	Male			3,981	87.0%	2,669	88.0%	2,623	86.2%
	Female			606	13.2%	365	12.0%	421	13.8%
Age Group									
	15-17			22	0.5%	18	0.6%	26	0.9%
	18-20			521	11.4%	398	13.1%	343	11.3%
	21-24			765	16.7%	570	18.8%	520	17.1%
	25-29			873	19.1%	524	17.3%	643	21.1%
	30-39			1,225	26.8%	714	23.5%	785	25.8%
	40-49			765	16.7%	509	16.8%	493	16.2%
	50-59			296	6.5%	229	7.5%	186	6.1%
	60 and over			116	2.5%	68	2.2%	48	1.6%
	Not known / recorded	-	-	4	0.1%	4	0.1%	-	0.0%
Ethnicity									
	White			3,226	76.4%	2,168	73.9%	1,986	74.8%
	White:Other			582	13.8%	220	7.5%	352	13.3%
	Black			112	2.7%	205	7.0%	151	5.7%
	Mixed			98	2.3%	120	4.1%	90	3.4%
	Asian			172	4.1%	158	5.4%	67	2.5%
	Other			42	1.0%	61	2.1%	9	0.3%
	Not known / recorded			355	-	102	-	389	-
Tier									
	1 = Low Risk / Resource			1,243	28.2%	637	22.2%	639	23.1%
	2			992	22.5%	797	27.8%	792	28.6%
	3			1,635	37.1%	1,160	40.5%	1,052	38.0%
	4 = High Risk / Resource			551	12.5%	271	9.5%	285	10.3%
	Not known / recorded			166	-	169	-	276	10.0%
OGRS3									
	Low			1,548	38.2%	1,002	38.4%	570	41.4%
	Medium			1,413	34.9%	851	32.6%	485	35.2%
	High			822	20.3%	537	20.6%	241	17.5%
	Very High			278	6.9%	222	8.5%	82	6.0%
	Not known / recorded			526	-	422	16.2%	1,666	-
Pathways									
	Accommodation			773	27.4%	_*	_*	337	16.0%
	Alcohol			1,299	46.2%	775	40.0%	900	42.7%
	Emotional Well-Being			1,167	41.4%	650	33.5%	614	29.2%
	Lifestyle and Associates			1,717	61.0%	1,100	56.8%	1,046	49.7%
	Attitudes			1,644	58.4%	1,188	61.3%	1,634	77.6%
	Drug Misuse			917	46.0%	588	40.1%	621	29.5%
	Education, Training & Employment			693	24.6%	606	31.3%	1,061	50.4%
	Financial management and Income			1,058	37.6%	742	38.3%	669	31.8%
	Thinking and Behaviour			2,612	92.7%	1,761	90.9%	2,052	97.4%
	Relationships			1,657	58.8%	783	40.4%	813	38.6%
	Total Completed Assessments			2,817	-	19	-	2,106	100.0%

MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA)

BACKGROUND

Multi-Agency Public Protection Arrangements (MAPPA) were established in 2001 under the Criminal Justice and Court Services Act 2000 and are considered an integral part of the Criminal Justice System in dealing with serious violent and sexual offenders[27]. The Act charged the Chief Officer of police and the then local probation board for each area to assess and manage the risk posed by these offenders. The MAPPA process involves an assessment of the risk posed by an offender, upon which a risk management plan is subsequently based.

Within the new strategy for managing offenders[28] a new national public sector probation service (NPS) will have the responsibility of carrying out risk assessments for all offenders and also managing those offenders who:

- Require management under MAPPA because of the severity of the offence committed;
- Are not managed under MAPPA but are assessed as posing a high risk of serious harm to the public;
- Are transferred back to public sector management due to risk escalation.

In certain circumstances, the National Probation Service will retain responsibility for managing other offenders where it is in the public interest but the number of such offenders is expected to be very low.

THE MAPPA COHORT

There is a tiered operational structure to the management of the MAPPA cohort (the offenders as defined in previous section). This consists of three levels of management to where each offender is assigned to one. These reflect the level of risk posed by an offender and the degree of multi-agency cooperation required to manage that offender.

There are three categories of offender on the MAPPA scheme. Category 1 refers to **registered** sex offenders, Category 2 are other sex offenders or violent offenders and Category 3 are other offenders considered to pose a risk of serious harm.

In addition there are three levels of case management to focus resources where they are most needed. Level 1 involves ordinary agency management (i.e. no MAPPA meetings or resources); Level 2 is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance or commitment of resources at a senior level. Where senior oversight is required, the case would be managed at Level 3[29].

In his comprehensive study of the reconviction rates of MAPPA clients released into the community, Peck (2011)[30] describes the basic characteristic of the offenders in this group:

- Of the 9,976 offenders released into the community in 2004 95% were male and 5% female;

---

[27] Patterns of reconviction among offenders eligible for Multi-Agency Public Protection Arrangements (MAPPA), Mark Peck, Ministry of Justice, Research Series 6/11, 2011.

[28] Transforming Rehabilitation, A Strategy for Reform, May 2013

[29] Northamptonshire MAPPA 2011/12 Annual Report

[30] Patterns of Reconviction among offenders eligible for Multi-Agency Public Protection Arrangements (MAPPA), Mark Peck, Ministry of Justice, Research Series 6/11, 2011.

- 85% were violent offenders and 15% were sexual offenders;
- 44% had eleven or more previous convictions (for any offence) and 25% had between 3 and 10 previous convictions;
- Using the OGRS2[31] 39% of the cohort were judged to pose a high risk (75% or more) of reoffending.
- Peck (2011) identified little change in the nature of the MAPPA cohort each year between the years 1998 and 2004.

NUMBERS OF MAPPA OFFENDERS WITHIN THE BENCH[32] AREA

In total there are approximately 3,100 offenders subject to MAPPA across the BeNCH area. Nationally there are just over 60,000[33] offenders subject to MAPPA, a figure that has increased by over 34% since 44,820 in 2008/09. This increase is in part due to the significant changes in sentencing and policy towards the management of sex offenders including the extension of the length of time offenders are subject to registration and other orders. Nationally the rate of registered sex offenders is 88 per 100,000[34] population whereas for the BeNCH area it is 65 per 100,000.

Variations between the numbers and rates of offenders between the different areas that make up the BeNCH area are probably due to differences in the prison estate and other facilities located in each area[35].

Table 18: Level one offenders subject to MAPPA

County	Category 1: Registered sex offenders	Category 2: Violent offenders and other sex offenders	Category 3: Other offenders	Total
Bedfordshire[36]	447	113	-	560
Cambridgeshire[37]	621	135	-	756
Hertfordshire[38]	577	164	-	741
Northamptonshire[39]	484	430	-	914
Total	2129	842	-	2971

Table 19: Level two offenders subject to MAPPA

County	Category 1: Registered sex offenders	Category 2: Violent offenders and other sex offenders	Category 3: Other offenders	Total
Bedfordshire	6	36	5	47
Cambridgeshire	32	18	6	56
Hertfordshire	7	0	2	9
Northamptonshire	7	32	7	46
Total	52	86	20	158

---

[31] Offender Group Reconviction Scale-2

[32] BENCH stands for Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire

[33] As at March 2013, MAPPA Annual Report, MoJ, October 2103

[34] Ibid

[35] Prisoners who have served more than sixth months are counted where they are in prison, this is now changing to prisoners who have been sentenced to more than six months in prison.

[36] Bedfordshire MAPPA 2012/13 Annual Report

[37] Cambridgeshire & Peterborough MAPPA 2012/13 Annual Report

[38] Hertfordshire MAPPA 2012/13 Annual Report

[39] Northamptonshire MAPPA 2011/12 Annual Report

Table 20: Level three offenders subject to MAPPA

County	Category 1: Registered sex offenders	Category 2: Violent offenders and other sex offenders	Category 3: Other offenders	Total
Bedfordshire	1	0	1	2
Cambridgeshire	3	3	0	6
Hertfordshire	1	0	1	2
Northamptonshire	1	1	0	2
Total	6	4	2	12

Comparing with previous data shows that the number of level-one offenders has increased by between 5% and 8% for each of the areas over the last 12 months.

APPENDICES

APPENDIX ONE – RESERVED FOR ADDITIONAL DATA

This appendix is reserved for any additional cross-tabulations / data tables that the commissioning PCCs may wish to see included within the study for reference purposes.

TIER OF OFFENDERS

The 'tier' of the offenders is an indication of the level of seriousness of their offending behaviour.

Table 21: Explanation of the tiered approach to offender management

Tier	Offender Profile
1	- Medium or low risk of harm cases - Low likelihood of re-offending cases - Low intervention cases requiring monitoring of risk factors only - Compliant offenders who are reasonably well motivated to complete the sentence - Cases in which punishment is or has become the main objective
2	- Rehabilitation cases in which the focus of work is on the offender's situation - Rehabilitation cases with less complex intervention plans - Rehabilitation cases where the main change work has been completed - Reasonably motivated, reasonably compliant offenders - Medium or low risk of harm - Resettlement/re-integration cases where practical help is the intervention approach
3	- Medium/high likelihood of re-offending cases with multi-factor intervention plans - Medium risk of harm cases - Cases with personal change as the primary objective - Cases requiring high levels of integrative work - Cases in which mishandling would have serious organisational consequences - Vulnerable offenders
4	- High and very high risk of serious harm cases – public protection priorities - Cases requiring the highest level of skill, qualification and organisational authority - Cases requiring unusual or exceptional resource allocation - Cases requiring very high levels of inter-agency work - High local and national priority cases (prolific and/or persistent offenders)

Adapted from the NOMS offender management model

Tier One offenders were excluded from the analysis as only a limited amount of information is collected about them. Of those analysed 70 per cent were the more complex tier 3 and 4 cases.

OFFENDER GROUP RECONVICTION SCALE (OGRS3)

The Offender Group Reconviction Scale (OGRS 3rd version) is a predictor of re-offending based on static risks[40] such as age, gender and criminal history. The scale has been used for some time by probation services to assess how likely offenders are to re-offend. Within our sample 20 per cent (464) of the offenders had a high or very high rating on the scale.

---

[40] MOJ Research Summary 7/09

OFFENDING PATHWAYS

The data in this section is from OASys that identifies and classifies offending related needs, such as accommodation and poor literacy. Tackling these specific needs can reduce the probability of re-offending. There are ten 'pathways' assessed within OASys which help to identify these specific offending related factors;

The pathways are listed below from most common to least common:

- **Thinking and Behaviour:** this section assesses the offender's application of reasoning, especially to social problems. Research indicates that offenders tend not to think things through, plan or consider consequences of their behaviour and do not see things from other people's perspectives. Those with a number of such 'cognitive deficits' will be more likely to re-offend.

- **Lifestyle and Associates:** - this section examines aspects of the offender's current lifestyle. A clear link exists between how offenders spend their time, with whom they mix and likelihood of reconviction.

- **Relationships:** - this section assesses whether the offender's satisfaction with their relationships and their stability relate to their offending behaviour.

- **Attitudes:** this section considers the offender's attitude towards their offending and towards supervision. A growing body of research demonstrates that pro-criminal attitudes are predictive of reconviction. Addressing attitudes can reduce the likelihood of reconviction.

- **Alcohol Misuse:** this section considers whether alcohol misuse is a significant factor in previous or current offending. This is often linked with risk of harm.

- **Financial Management and Income:** this section deals with income, which directly relates to reoffending. It looks at how income is managed and the general ability to cope.

- **Emotional Wellbeing:** this section examines the extent to which emotional problems interfere with the offender's functioning or create risk of harm to themselves or others. Mental health problems such as anxiety and depression relate to offending for certain groups.

- **Drug Misuse**: this section identifies the extent and type of drug misuse and its effects on an offender's life. Research consistently links misuse of drugs with re-offending.

- **Accommodation**: this section looks at whether accommodation is available, the quality of accommodation and whether the location encourages reoffending or creates a risk of harm.

- **Education, Training and Employability**: research demonstrates that offenders are generally less well educated and trained than other groups in society.