



# Briefing: Impact on re-offending WY-FI Project

August 2019



## Consequences of the lack of support

There is a significant impact on services and communities as a result of the lack of effective engagement with people experiencing multiple needs and exclusion, whose pre-existing needs and chaotic circumstances have not been addressed. WY-FI research shows that services are often being used at the point of crisis. This means effective care cannot be planned and delivered to people experiencing multiple needs but also puts added pressure on services in ways which consequently affects the other service users and communities.

## Re-offending in West Yorkshire

According to latest statistics, the overall proven re-offending statistics for West Yorkshire (2017) state that 30.7% of offenders re-offend, which represents an increase of 0.7%.

- Re-offending rates for those serving custodial sentences of 12 months or under are:
  - 63% for men.
  - 67% for women.
  - 70% for males aged under 18.
- The average number of previous offences per re-offender stands at around 20.
- The majority of crime resulting from re-offending is committed by a relatively small group of people according to the Ministry of Justice 2017. Three quarters of re-offending is committed by a third of offenders.
- 70% of offenders in custody have a mental health issue and similar numbers are engaged in substance use.

## Aims of the Police and Crime Commissioner in West Yorkshire

In February 2019, West Yorkshire PCC announced a strategy to reduce re-offending over the next two years. The aim is to work together to reduce re-offending to make the people in West Yorkshire safe and feel safe. The points below, outlined in West Yorkshire PCC's strategic plan, are those that specifically apply to WY-FI.

- Victims and vulnerable people are protected, listened to and supported.
- Offenders are supported towards a positive lifestyle change.
- More offenders turn away from crime as they are rehabilitated and resettled in the community.

Government policy direction, including Criminal Justice, is increasingly recognising the need for a different approach to supporting people with multiple needs, who are low in volume but high in demand/cost.

## WY-FI beneficiaries

It is important to understand the demographics of WY-FI beneficiaries to better understand their needs and problems.

- At the end of May 2019 (5 years of WY-FI) 813 people have become WY-FI beneficiaries. 637 (78%) of WY-FI beneficiaries have a re-offending need. Of the 637 beneficiaries that have a re-offending need:
  - 98% have an addiction need.
  - 76% have a homelessness need.
  - 97% have a mental ill-health need.
- Offending is also more likely amongst beneficiaries aged 18 – 24.
- Around 24% of WY-FI beneficiaries have been recorded as having no qualifications. This is much higher than the local government estimation for West Yorkshire, where only 9.5% aged 16 - 64 are estimated to have no qualifications<sup>1</sup>.

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<sup>1</sup> Local Government Association (2017). Reports. Online. Available at: <https://lginform.local.gov.uk/> [Accessed 18 March 2019]

Almost all of those with a re-offending need have a mental-ill health need. It is important to access support. In their first three months with the project:

- Only 7% obtained any counselling or psychotherapy.
- Only 15% had contact with a community mental health team.
- Only 6% attended a mental health outpatient appointment.

Almost all have an addiction need. Tackling addiction will help reduce re-offending. In their first three months with the project:

- Only 57% had contact with drug and alcohol services.
- Only 2% had spent some time in detox services.
- Only 1% entered residential rehabilitation.

Only 45% of WY-FI beneficiaries with a mental health need gained access to mental health inpatients, mental health outpatients, a community mental health team, psychotherapy, cognitive behavioural therapy or counselling in their completed journey with WY-FI.

### Progress of WY-FI beneficiaries

- The lack of support and inclusion in the community leads to problems in terms of offending. Of those with a re-offending need, in their first three months with WY-FI:
  - 29% were arrested at least once. One beneficiary was arrested 11 times. Estimates put the cost of an arrest at £720, meaning this one beneficiary cost £7,920 in one quarter.
  - Around 52% of those that are arrested in the first three months with WY-FI, get arrested at least once in the next 12 months. Persistent re-offending is a recurring issue for people with multiple and complex needs. This figure would be higher without the intervention of WY-FI.
  - 15% received a police caution.
  - 16% stayed at least one night in police custody.
  - 12% stayed in prison.
  - 17% admit to begging for money.
  - 24% admit to gaining income from an illegal source.
  - 7% admit to carrying out sex work.
- Accommodation is also uncertain for WY-FI beneficiaries. Of those with a re-offending need, in their first 3 months with WY-FI:
  - 22% report that they have been rough sleeping.
  - Only 29% have their own social housing tenancy and 15% have their own private tenancy.
  - 14% get evicted.
  - Accommodation is not stable and secure for these individuals. **71% of WY-FI beneficiaries show a reduction in arrests when they are housed in more stable accommodation.**

The Chaos Index<sup>2</sup> is a score that represents beneficiary progress in ten categories. The prevalence of scores relevant to re-offending are:

- Impulse control – this is essential for reducing re-offending. At the start of the project the average score was 2.9, with 36% of WY-FI beneficiaries scoring the highest score of 4, indicating a severe level of a lack of control, which means re-offending is therefore more likely.
- Alcohol/drug abuse - average score is 3.4. A score of 4 is the most common (63%), which indicates the daily use of alcohol/drugs causing significant impairment.

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<sup>2</sup> For ongoing beneficiary assessment WY-FI navigators use the New Directions Team Assessment (NDTA or Chaos Index see <http://www.meam.org.uk/wp-content/uploads/2010/05/NDT-Assessment-process-summary-April-2008.pdf>) and Homelessness Outcomes Star (see <http://www.outcomesstar.org.uk/using-the-star/see-the-stars/homelessness-star/>) data is gathered continuously throughout the beneficiary journey and used to measure the impact of interventions.

- Risk to others scores – average score is 4.8. This score is double weighted due to the significant impact. 17% of WY-FI beneficiaries are considered to be a very high risk to others, as they score the highest possible score.

The Homelessness Outcomes Star is another score that represents the progress of beneficiaries throughout their journey at WY-FI. This score is slightly different, as it is scored in collaboration with the beneficiary.

### Offending

The central score for offending on the Chaos Index is three. 38% of re-offending beneficiaries score a 1 or 2 for offending, showing that beneficiaries are stuck in their behaviour. WY-FI Navigators know or suspect that a beneficiary is committing offences but the beneficiary is not willing to discuss the issue. The beneficiary will deny any responsibility and they will not acknowledge that they have a problem with breaking the law. In some cases they may have outstanding court appearances or be subject to other orders, and they will not be dealing with any of the consequences.

### Meaningful use of time

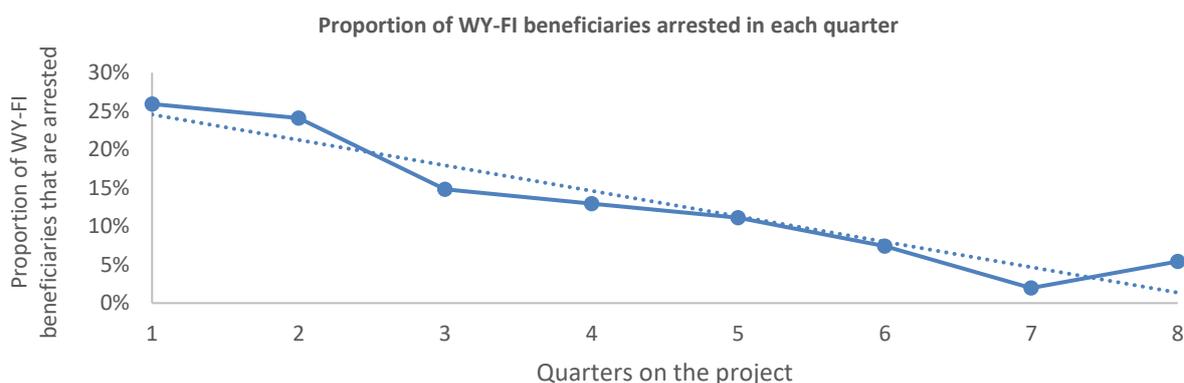
This score represents how well a beneficiary is spending their time. For some, this will mean taking steps towards education, training, volunteering or employment. Spending time doing meaningful activities helps build a beneficiary's confidence and skills. It also should coincide with reduced offending. The median score at the start of the project for beneficiaries is two. 69% of beneficiaries score either 1 or 2, indicating a large proportion of beneficiaries are really struggling with spending their time in a meaningful way. (A score of 1 indicates that they are doing nothing with their time, or it revolves around drugs, alcohol or criminal activity. A score of 2 would indicate that they occasionally get fed up with the lack of activities, however, they are not ready to accept any offers or help with finding meaningful activities.)

Analysing WY-FI data shows that:

- Beneficiaries that take part in activities are more likely to have a planned (successful) exit.
  - 82% of those that attended an arts/culture event during their WY-FI journey have gone on to have a successful exit.
  - 74% of those that took part in an activity had a successful exit. Conversely, only 45% of beneficiaries who did *not* take part in an activity had a successful exit.
- Beneficiaries that take part in education or training are more likely to have a successful exit.
  - Of the 79 beneficiaries that have taken part in life skills lessons, 67% have had a successful exit.
  - Only 19 beneficiaries have gone on to a work experience placement. However, 84% of these have had a successful exit.
  - Similarly, 84% of the 19 beneficiaries that took part in an educational course leading to a qualification, had a successful exit.
  - 71% of beneficiaries that took part in education and training had a successful exit. Conversely, only 46% of WY-FI beneficiaries who did *not* take part in education or training had a successful exit.

### Re-offending rates within the WY-FI beneficiary population

It is also important in the context of this report to delve into the numbers of arrests for each of the beneficiaries. The graph below shows the proportion of beneficiaries arrested in each quarter of their journey. It shows a clear trend, indicating that beneficiaries are less likely to be arrested as they progress with their journey on the project. Even so, 45 beneficiaries exiting WY-FI did so because they went to prison for more than 6 months.



### Cost savings in respect of WY-FI beneficiaries

The cost effectiveness model developed by CRESR<sup>3</sup> predicts that over the lifetime of WY-FI, the Project will lead to an estimated decrease in service costs of around £1.4million. [Note: the average saving has been scaled up to 800 users.] This equates to an approximate cost saving of £1,733 per service user, on average, over five quarters.

The largest areas for cost savings over a period of five quarters result from reductions in:

- Crown Court appearances (£864,830 or £1,081 per service user)
- Evictions (£625,921 or £782 per service user)
- Arrests (£401,879 or £502 per service user)

### Other impacts

**Health and wellbeing:** WY-FI beneficiaries are reporting better physical and mental health outcomes and improvements in their relationships with their families and communities.

**Social:** WY-FI beneficiaries are engaging better with statutory services and other organisations, leading to a reduction in anti-social behaviour, street begging and rough sleeping. Those that have completed treatment journeys are also now more involved in their local communities, actively supporting peers and seeking employment, describing this as 'giving back'.

### Other Engagement with the Criminal Justice System

WY-FI beneficiaries are not just of interest because they have offended and may do so again without support and intervention. Although this is not systematically recorded as part of the data collection framework, WY-FI has evidence that a significant proportion of beneficiaries are the victims of crime themselves. As vulnerable adults, WY-FI has records of beneficiaries having possessions stolen or damaged, being defrauded of benefits by peers, having their accommodation being used for nefarious purposes (to the point that they would rather sleep rough than go home), being on the receiving end of physical abuse, mental abuse, domestic violence and assault, among other offences. WY-FI Multiple Needs Navigators have helped WY-FI beneficiaries gain access to the criminal justice system to report and resolve some of these crimes and reduce the chances of them happening again.

## connecting people, services and commissioners

<sup>3</sup> The Centre for Regional Economic and Social Research at Sheffield Hallam University is conducting an independent, external evaluation of the effectiveness of WY-FI, including a review of the cost effectiveness of the programme.

## Useful notes and definitions

### Demonstrating impact

The WY-FI Project follows the national Fulfilling Lives methodology when demonstrating local impact. Much of the information in this briefing is based on the data captured in the first three months of a beneficiary's journey. This information is treated as a baseline. Data gathered after this three month period can then be compared to the individual or group's baseline to clearly show the impact of the WY-FI Project.

### Homelessness Outcomes Star

Homelessness Outcomes Star Score is a self-assessment tool for beneficiaries to measure their distance travelled.

### New Directions Team Assessment (NDTA) or Chaos Index Score

Chaos Index Score (also known as NDTA score) is an assessment undertaken by a Navigator to establish whether an individual will benefit from WY-FI support against a series of need criteria. This is repeated regularly to measure progress.

### Dual diagnosis

When a person is experiencing mental ill health and addiction.

### Tri-morbidity

When a person is experiencing homelessness, mental and/or physical ill health and addiction.

## Other briefings in this series

- WY-FI evidence and outcomes
- Impact on homelessness services
- Impact on addiction services
- Impact on mental health services
- Impact on emergency service use
- Future demand for multiple disadvantage services

## Written by

- Geoff Doyle
- Anthony Leeman
- Mark Crowe

WY-FI Research and Evaluation Team

[www.wy-fi.org.uk](http://www.wy-fi.org.uk)

0113 887 0000

The WY-FI Project is part of [Fulfilling Lives](#), a programme set up by The National Lottery Community Fund, the largest funder of community activity in the UK. Fulfilling Lives works with people who have first-hand experience of substance misuse, homelessness, offending, and mental ill-health to make services and support better connected, easier to access and tailored to the needs of individuals. It is one of five major programmes set up by The National Lottery Community Fund to test and learn from new approaches to designing services which aim to make people's lives healthier and happier.

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