



AUDIT AND GOVERNANCE COMMITTEE

FINAL REPORT

RE-OFFENDING INVESTIGATION

MAY 2014

AUDIT AND GOVERNANCE COMMITTEE



Report of: Audit and Governance Committee

Subject: RE-OFFENDING - FINAL REPORT

1. PURPOSE OF REPORT

1.1 To present the draft findings of the Audit and Governance Committee following its investigation into re-offending in Hartlepool.

2. BACKGROUND

2.1 The Audit and Governance Committee met on the 27 June 2013 to establish its Work Programme for 2013/14. In doing so, the Committee agreed to select one investigation topic from within each of the areas covered by its statutory scrutiny responsibilities.

2.2 Given its role as the Councils Crime and Disorder Committee, the Audit and Governance Committee welcomed suggestions from a variety of sources in relation to potential community safety / crime and disorder topics. Information provided, highlighted the essential role of the Safer Hartlepool Partnership in reducing crime and disorder, anti-social behaviour, substance misuse and re-offending in Hartlepool and drew particular attention to the issue of re-offending and the activities being undertaken to reduce it.

2.3 Following consideration of quarterly performance reports from the Safer Hartlepool Partnership, the Committee noted the success of the activities of the Partnership and its partners in reducing the re-offending rate in Hartlepool. Prolific and young offenders reducing by 48% and 52% respectively. Members commended the improvements made but were concerned that despite the work undertaken, Hartlepool currently still has the second highest re-offending rate in the country, with adult re-offending a significant factor.

2.4 The Committee was astounded to find that the financial cost to the taxpayer of re-offending was estimated to be within the region of £9.5 billion to £13 billion per year). However, of equal concern were the other less quantifiable costs, many of which have a devastating and long-term effects on the most vulnerable in society, i.e.:

- Victims, their families and whole communities; and
- Families of re-offenders.

2.5 Given the importance of the re-offending issue and its wide ranging effects, the Committee welcomed the development of a local Reducing Re-offending Strategy to tackle high rates of re-offending. The Committee felt strongly that it could play a beneficial role in the development of the strategy, and on this basis select the issue of re-offending as its 'crime and disorder' investigation in 2013/14. The Safer Hartlepool Partnership supported the selection of re-offending by the Audit and Governance Committee as its chosen topic and welcomed input in to the strategy.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

3.1 The overall aim of the Scrutiny investigation was to explore the level and impact of re-offending in Hartlepool and gain an understanding of the complexity of associated issues and services.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-

- (a) To ascertain the level, impact of re-offending nationally, regionally and locally and gain an understanding of the complexity of key factors which influence / impact upon it;
- (b) To gain an understanding of the role and responsibilities of the local authority, and its partners, in reducing re-offending levels;
- (c) To explore:-
 - i) National and local strategies / rehabilitation programmes in place to reduce re-offending rates and consider if they are being effectively implemented and resourced; and
 - ii) The services provided in Hartlepool to reduce / prevent re-offending and gain an understanding of how partners work together in the provision of these services.
- (d) To explore any good practice being implemented elsewhere and consider the potential effectiveness of its use in Hartlepool; and
- (e) To seek the views of service users (re-offenders and their families) in relation to their experience of services and potential improvements.

5. MEMBERSHIP OF THE AUDIT AND GOVERNANCE COMMITTEE

5.1 The membership of the Audit and Governance Committee was as detailed below:-

Councillors Ainslie, S Akers-Belcher, Brash, Fisher, Loynes, Robinson and Shields

6. METHODS OF INVESTIGATION

6.1 Members of the Audit and Governance Committee met formally from 20 September 2013 to 17 April 2014 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

6.2 A brief summary of the methods of investigation are outlined below and **Appendix A** to this report:-

(a) Feedback on:

- Visit to Holm House Prison
- Hartlepool Business Forum Event 'A Chance 4 Change – Exploding the Myths of Employing Ex-Offenders'

(b) 'Setting the Scene' presentation from the Community Safety Team

(c) Presentations and evidence from:

- Tees, Esk and Wear Valley NHS Foundation Trust
- North Tees and Hartlepool Foundation Trust
- Youth Offending Service (Hartlepool Borough Council)
- Hartlepool and Stockton-on-Tees Clinical Commissioning Group
- Durham Tees Valley Probation Trust
- National Offender Management Directorate (NOMS)
- Cleveland Police

(d) Written and verbal evidence from:

- Jobcentre Plus
- Member of Parliament for Hartlepool
- Cleveland Police and Crime Commissioner
- Chair of Hartlepool's Neighbourhood Services Policy Committee

(e) Offenders / Re-offenders and their families

(f) Evidence from Voluntary and Community Sector Groups:

- West View Advise and Resources Centre

FINDINGS

7. AN INTRODUCTION TO RE-OFFENDING

7.1 As a starting point for the investigation, the Committee felt that it was important to obtain a clear understanding of the issue in terms of:

- How re-offending is defined and measured; and
- The level and impact of reoffending.

7.2 How is Re-offending Measured and Defined?

7.2.1 The Committee was informed that six different measures had historically been used to record offending and re-offending rates. However, with the identification of re-offending rates as one of the main Ministry of Justice measures, for use by communities to hold local services providers to account, it became apparent that the establishment of a single measure was required. Subsequently, in 2011, a single unified measure of proven re-offending was created to bring all 6 measures in line and align the calculation / cohort. As part of the measure:-

- i) Proven re-offending is defined as ‘Where an offender is convicted at court or receives a caution for an offence committed within the follow-up period (12 months) and then disposed of within either this follow-up period, or waiting period (a further 6 month period)’.
- ii) The cohort now includes all individuals that re-offend, including those who:
 - Receive a caution, reprimand or warning;
 - Receive a court conviction other than immediate custody;
 - Were discharged from custody;
 - Tested positive for Class A drugs on arrest
 - Within a rolling 12 month period
- iii) Proven reoffending is broken down by various elements, of particular interest were those by:
 - Local Authority
 - Probation Trust
 - Youth Offending Service
 - Drug Action Team
 - Prison Establishment

7.2.2 Members supported the creation of a SINGLE measure of proven re-offending as a logical development, to provide information on a rolling 12 month basis, making effective comparison and service development easier. It was, however, acknowledged that the length of the data gathering process means that the data published, albeit on a quarterly basis, is nearly 2 years old. The Committee expressed concern that this makes it very difficult to develop tailored strategies for the future to effectively meet need.

7.2.3 These issues had also been recognised by Officers and the Committee commended the Community Safety Partnership, in partnership with Durham Tees Valley Probation Trust, on the implementation of a process for the collection and evaluation of up to date local data to supplement the 'SINGLE Measure' data. Details of this data were presented to the Committee as part of the evidence gathering process and have been utilised in the formulation of this report and the conclusions/recommendations contained within it.

7.3 **What is the Level and Impact of Re-offending?**

7.3.1 The Committee recognised the importance of gaining an understanding of baseline national and local offending/re-offending information, in order to effectively consider the success or otherwise of activities / services to reduce re-offending in Hartlepool. This information was presented to the Committee by the Community Safety Partnership, and Durham Tees Valley Probation Trust, at the meeting held on the 31 October 2013.

The National Position

7.3.2 Members noted with interest that on a national basis, whilst the number of offenders going to court (and overall crime rates) continued to reduce, an increasing number of those who commit crime were now receiving prison sentences. Recent figures showed that in the year up to September 2011:

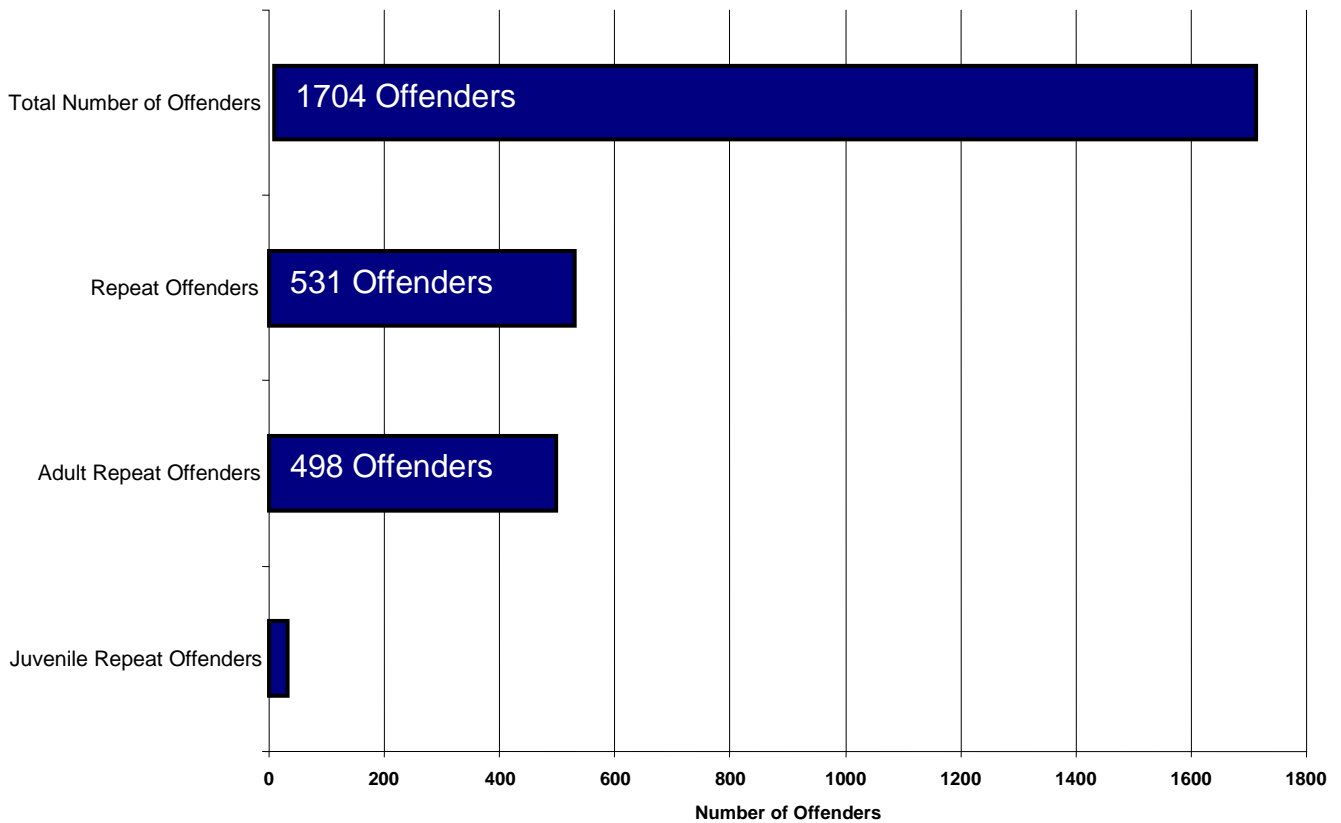
- More than 400,000 crimes were committed by those who had broken the law before;
- Of those sentenced to less than 12 months, 58.5% have gone on to reoffend within 12 months of release; and
- The cost of this to the taxpayer is estimated to be £9.5 billion to £13 billion per year.

The Position in Hartlepool

7.3.3 The Committee reiterated concern that Hartlepool currently has the second highest re-offending rate in the country, with re-offending accounting for more than two thirds of crime, and adult re-offending a significant factor within that.

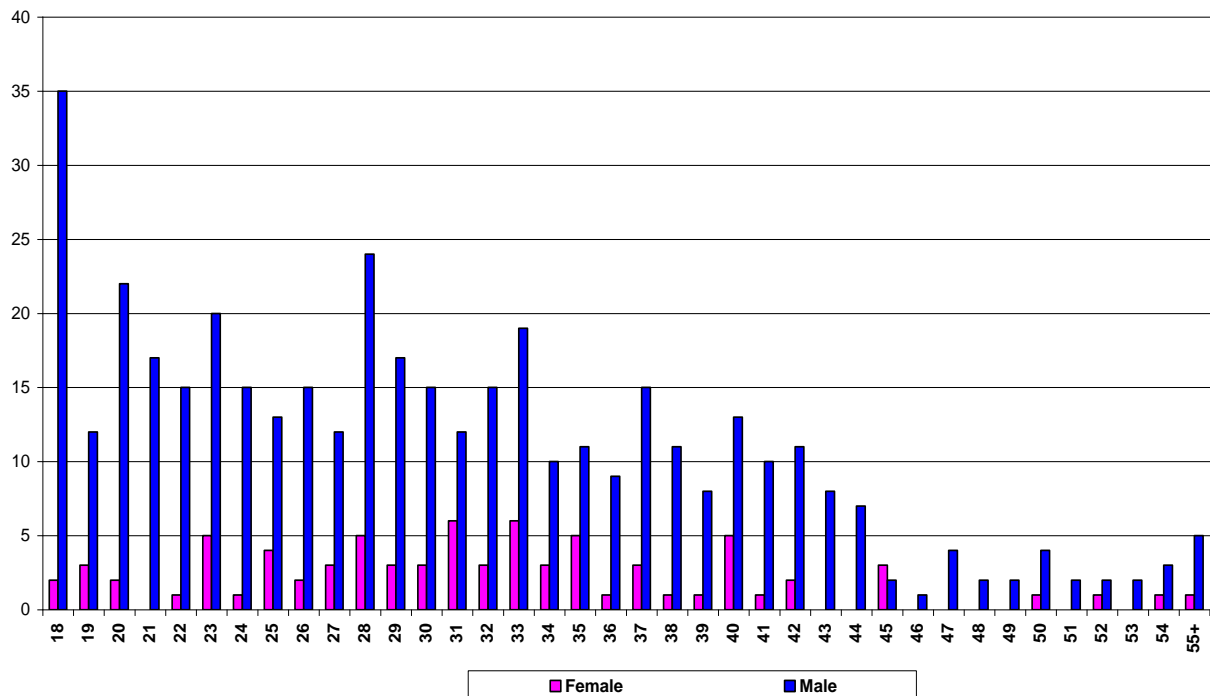
7.3.4 As a starting point Members gained an understanding of the level and make up, of re-offended activity in Hartlepool and noted with interest that there are currently 1704 offenders in Hartlepool. Of this figure, 93% are adult offenders and 8% juvenile offenders. Breaking these figures down further, it became apparent to the Committee that of these 1704 offenders 500 are categorised as 'repeat offenders', and concern was expressed regarding both aspects of the composition of this figure. Whilst Members were concerned to find that the largest proportion (92% - 498) were adults, they were particularly concerned that 8% were juveniles.

7.3.5 A graphical representation of this is shown below.



7.3.6 Given the high proportion of adult re-offenders in Hartlepool, Members explored with interest the gender demographic profile of the re-offender cohort, as illustrated in the table below.

Demographic Profile of Repeat Adult Offenders in Hartlepool
April 2012 - March 2013



7.3.7 Members noted with concern the prevalence of male re-offenders and drew particular attention to the spike in the 18 year age group. With this in mind, Members expressed concern regarding the effectiveness of transition services between juvenile (up to the age of 17) and adult service (commencing at 18).

7.3.8 The Committee found of interest that the majority of the 498 adult re-offenders had committed offences that did not require Probation Service intervention and the figures provided broke down as follows:

- 7% are currently Prolific and Priority Offenders (PPO)
- 7% are currently High Crime Causers
- 2% are known to Team around the Household
- 34% tested positive for Class A drugs (nearly 4 out every 10)
- 35% are known to local drug & alcohol treatment services

7.3.9 Information considered by the Committee also provided an understanding of the types of crimes committed by re-offenders, as detailed below.

RE-OFFENDERS KNOWN TO PROBATION	RE-OFFENDERS NOT KNOWN TO PROBATION
26% Shoplifting 12% Violence – 35% Domestic Violence related 8% Burglary 7% Drug Offences 7% Driving Offences	22% Shoplifting 17% Violence – 34% Domestic Violence related (majority assault without injury) 8% Drunk & Disorderly 7% Criminal Damage - (mainly to dwellings)

GENDER SPLIT (those known to Probation)	
FEMALE 35% Known to Probation 36% Tested Positive for Class A 57% Known to Treatment Services 10% High Crime Causers 4% Team around the Household 39% Shoplifting	MALE 43% Known to Probation 38% Tested Positive for Class A 32% Known to Treatment Services 8% PPO's 7% High Crime Causers 1% Team around the Household 22% Shoplifting 12% Violence 7% Burglary

7.3.10 It was noted with interest that, local and national data suggests that those who receive short prison sentences are at the greatest risk of re-offending. On this basis, the Committee felt strongly that partnership working to identify those offenders who present the most risk to their communities, ensuring early intervention to prevent the escalation of offending and providing community based support to address needs, is essential.

7.3.11 The Committee considered the information provided in detail and was surprised to find that the level of Prolific Priority Offenders (PPO) and high crime causers makes up a relatively low proportion of the re-offending figures. Looking in more detail at the top 10 offenders, Members found that only one was classified as a PPO and supported the view that this demonstrated the effectiveness of offender management in Hartlepool.

7.3.12 Members were also surprised to find that whilst the majority of re-offenders live in the more deprived neighbourhoods they do offend in their own home areas (as demonstrated in **Appendix B**). This contradicted the perception that offenders gravitate to more affluent areas and avoid their local area.

Offender	Age	Gender	Probation	Order	PPO	HCC	Class A	Treatment	Shoplifting	Violence	Crim Dam	Vehicle Crime	Theft	D&D	Stolen Goods	Motoring	Public Order
Offender 1	30	Male		Community Order													
Offender 2	38	Male															
Offender 3	27	Female		Community Order				?									
Offender 4	38	Male		Community Order													
Offender 5	34	Male															
Offender 6	31	Male		Community Order													
Offender 7	40	Male		Community Order													
Offender 8	20	Male		Community Order													
Offender 9	21	Male		Community Order													
Offender 10	37	Male															

7.3.13 Taking into the consideration the information provided, concern was, however, expressed that:-

- i) Acquisitive crime accounts for the highest proportion of re-offences; with shoplifting accounting for more than half of these (nearly 40% of women and over 20% of men are convicted for shoplifting offences).
- ii) Drugs are becoming a major issue in the town, with opiate misuse a key driver in the occurrence of acquisitive crime (a high proportion of those arrested tested Positive for Class A drugs / known to drug treatment services):
 - Female (36% Tested Positive for Class A drugs, 57% Known to Treatment Services); and
 - Male (38% Tested Positive for Class A drugs, 32% Known to Treatment Services).

- iii) The level of violent crime (in particular the prevalence of domestic violence, with statistics showing that 34% of overall violent crime in Hartlepool is domestic violence related).
- iv) Offenders are often the most socially excluded and have complex and deep rooted health and social problems, such as substance misuse, mental health, housing and debt, family and financial problems. A significant concern was the impact of welfare reform and the potential increase in acquisitive (i.e. shoplifting) and violent crimes, impacting further on the most vulnerable communities and individuals.

8. THE COMPLEXITY OF KEY FACTORS WHICH INFLUENCE RE-OFFENDING

8.1 The Committee learned that a wide range of factors contribute significantly to the likelihood of an individual re-offending and these are known as the criminogenic needs of offender and the ‘pathways out of offending’. These were refined in 2004 in the National Re-offending Action Plan and added to as a result of the review undertaken by Baroness Corston in 2010:

- Accommodation and Support
- Education, Training and Employment
- Mental and Physical Health
- Drugs & Alcohol
- Finance, Benefits and Debt
- Children and Families
- Attitudes, Thinking and Behaviour
- Women affected by sexual exploitation and rape
- Women affected by domestic violence

8.2 The Committee noted that the provision of accommodation and employment/education/training are the two most significant pathways out of re-offending and queried what, if any, are the differences between the criminogenic needs of offenders and those who go on to re-offend. Members noted with interest that those who re-offend have a significantly greater need for support in 4 key areas, as detailed below.

CRIMINOGENIC NEEDS OF RE- OFFENDERS	
Employability Needs	92% more
Drugs Misuse	83% more
Accommodation	79% more
Financial Management	79% more

8.3 Members supported the view that the provision of services that meet the complex and deep rooted needs of offenders, in relation to health and social problems, is essential to the provision of pathways out of offending, reducing crime and breaking the cycle of offender behaviour across generations.

8.4 The Committee welcomed an assurance that the provision of services that focus on these needs is a priority for the Council and its partners and the structure and effectiveness of the services provided were discussed in greater detail as part of the investigation.

9. NATIONAL AND LOCAL STRATEGIES / REHABILITATION PROGRAMMES IN PLACE TO REDUCE RE-OFFENDING RATES

9.1 The Committee gained an understanding of national and local strategies and programmes in place to reduce re-offending rates. Members noted with interest the recently published “Transforming Rehabilitation: A Strategy for Reform” strategy, which is the Government’s response to the consultation document “Transforming Rehabilitation: a revolution in the way we manage offenders”. Evidence provided highlighted to the Committee the Government’s plans to transform the way in which offenders are managed in the community in order to bring down reoffending rates.

9.2 Members learned that the key aspects of the reforms are as follows:

- A new public sector National Probation Service will be created, working to protect the public and building upon the expertise and professionalism which are already in place.
- For the first time in recent history, every offender released from custody will receive statutory supervision and rehabilitation in the community. We are legislating to extend this statutory supervision and rehabilitation to all 50,000 of the most prolific group of offenders – those sentenced to less than 12 months in custody.
- A nationwide ‘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. We will support this by ensuring that most offenders are held in a prison designated to their area for at least three months before release.
- The market will be opened up to a diverse range of new rehabilitation providers, so that we get the best out of the public, voluntary and private sectors, at the local as well as national level.
- New payment incentives for market providers to focus relentlessly on reforming offenders will be introduced, giving providers flexibility to do what works and freedom from bureaucracy, but only paying them in full for real reductions in reoffending.

9.3 Members welcomed the development of new strategies, however, concern was expressed that whilst the proposed reforms are changing the face of services, measures could place additional burdens on services at a time of financial restraint. These concerns were compounded by the need to protect services and potential impacts of the privatisation of the probation service.

9.4 The Committee was particularly interested in the Community Payback and Restorative Justice schemes and their use / potential impact in Hartlepool. Details of the basis of each being:

- Community Payback (Provides offenders with the opportunity through a court order to put something back into the community).
- Restorative Justice (An approach to justice that focuses on the needs of the victims and the offenders, as well as the involved community, instead of satisfying abstract legal principles or punishing the offender).

9.5 On a local basis, the Committee learned about the importance of the development of a Local Reoffending Strategy, with the aim of 'ensuring that local services are co-ordinated in a manner that meets the needs of offenders, whilst at the same time ensuring local communities remain safe'. Members supported the importance of a single Reducing Re-offending Strategy as the most effective means of identifying gaps, learning more about non-statutory offenders and offender health and wellbeing needs.

10. THE ROLE AND RESPONSIBILITIES OF THE LOCAL AUTHORITY, AND ITS PARTNERS, IN REDUCING RE-OFFENDING

10.1 Having obtained an understanding of re-offending levels and activity, the Committee explored the roles and responsibilities of the local authority and its partners in reducing re-offending.

10.2 Evidence provide outlined statutory responsibilities under the Crime and Disorder Act 1998 to work together to reduce crime, disorder, substance misuse and re-offending:

- Local Authority (Safer Hartlepool Partnership - SHP)
- Police
- Fire Brigade
- Clinical Commissioning Group
- Probation

10.3 The Local Authority (through the Community Safety Partnership) has a commitment to dealing with offending / re-offending in Hartlepool, with its inclusion as a key strategic objective within the 3 year Community Safety Strategy (2011/14). It has also been established as a priority for 2013/14, with the aim of 'tackling offending and re-offending behaviour through a combination of prevention, diversion and enforcement activity underpinned by a strong multi agency approach'.

10.4 As indicated earlier in the report, considerable progress has been made in terms of reducing prolific and youth offending, however, Hartlepool's performance in relation to the Single Proven Re-offender Measure remains high. The Committee welcomed indications that, as part of its responsibilities, the Partnership is developing a local Reducing Re-offending Strategy to tackle high rates, whilst being mindful of anticipated changes as part of the Governments Transformation of Rehabilitation Strategy.

10.5 It was noted that re-offending has over the years had differing priorities and that local partners have had differing understanding. In light of these comments, the Committee welcomed a move towards improved partnership working and emphasised the need to focus on the embedding of a offender centric approach to:

- Improve pathways out of re-offending by shaping current services to meet the needs of offenders.
- Provide appropriate support to offenders to keep them on the right track and break the cycle of re-offending.
- Improve a shared understanding of the complexities of offending behaviour on individuals and our communities.

11. SERVICES PROVIDED IN HARTLEPOOL TO REDUCE / PREVENT RE-OFFENDING

11.1 The Committee learned that services to offenders, in an effort to prevent re-offending are provided across the following organisations / partners:

- Police / Police and Crime Commissioner
- Prison Service
- Probation Service
- Health Services
- Youth Offending Service
- Local Authority (Family Services - Early intervention / adult care)
- Employment and Benefits
- Housing Services
- Voluntary and Community Sector

11.2 A summary of the services are outlined below.



- 11.3 Evidence provided helped to demonstrate to the Committee the cross cutting nature of the services re-offenders access and during the course of the investigation each organisation was asked a number of key questions:-
- i) What are the key issues connected to / influencing reoffending
 - ii) How and what services are provided both in and outside prisons;
 - iii) How effective are services;
 - iv) How are services co-ordinated across the responsible authorities;
 - v) What are the strategic aims and how are they implemented / communicated;
 - vi) What are the challenges facing providers (including potential impact of Welfare reform); and
 - vii) What could be changed?
- 11.4 In asking these questions the Committee was particularly interested in how services are provided in response to the primary issues / factors that influence and impact re-offenders i.e. employment, financial management, family support, mental health and drug / alcohol services.

Prison Services

- 11.5 At the meeting on the 23 January 2014, the Committee received evidence from National Offender Management Service (NOMS) and Association of North East Councils in relation to joint working between prisons and local authorities to reduce re-offending.
- 11.6 Members were interested to learn about the background of the Reoffending Project in looking at services that currently exist around the nine resettlement pathways, who delivers these services now and how we can avoid duplication and improve co-ordination in the future. Members noted the results of the project in that:
- The process of sending an offender to prison costs £60,000, excluding the £16,500 prison costs for a six month detention in a male local prison.
 - There were 1200 prisoners at Holme House Prison, with around 4500 men a year being housed there.
 - NOMS had found that local authorities and prisons weren't always aware of service providers and there was significant duplication.
 - The Hartlepool Team around the Household – was seen as a positive multi-agency approach, addressing behaviour of persistently problematic households.
 - Housing, was an area that needed further development – access to social housing was described as “an administrative nightmare” for someone with a background of offending. There was local anecdotal evidence that offenders were often poorly when applying for social housing, excluding them based on outdated lists of all previous convictions etc.

- If offenders had good secure accommodation there was a 20% reduction in reconviction rates.
 - More than three quarters of prisoners who reported being homeless before entering custody were reconvicted within a year.
 - Offenders are repeatedly found to experience multiple problems including substance misuse, homelessness and poor mental health. When combined, these problems could perpetuate a cycle of sustained offending behaviour, punctuated by short periods of detention, and significant barriers faced on release.
 - Strong links need to be built with prisons so that work can start early to build motivation and plan for release.
 - 11 people in custody were on remand and 16 were serving less than 12 months. Under the current processes, these individuals would not be receiving the support services and interventions that were available to those serving longer sentences. Under the government's Transforming Rehabilitation reforms this would change and those serving less than 12 months would be receiving supervision and support.
 - The Regional Reducing Reoffending Project, through the Gate Housing Service had commissioned NOMS NE and RHG – to work with multiple needs offenders. A NE Region Prisons Resettlement Group and a NE Offender Housing Forum had been established and were developing an action plan of regional priorities. This would mean big changes for how services for offenders were delivered.
- 11.7 Members welcomed recognition of the positive work being undertaken in Hartlepool by the Team around the Household, as a multi-agency approach, identifying and addressing behaviour of persistently problematic households. This approach was effective at removing barriers and strengthening engagement, leading to improved outcomes.
- 11.8 It was noted that 20% reduction in reconviction rates among offenders who had secure accommodation. The Committee was of the view that housing is an area that needs further development, with access to social housing described as an administrative nightmare for someone with a background of offending. Members also supported the view that more partnership working around housing and expressed concern regarding anecdotal evidence that Housing Options teams can treat offenders poorly, excluding them based on outdated lists of all previous convictions, etc.
- 11.9 In terms of the location of offenders and its impact on family relationships, the picture is outlined over the page.

• 110 Offenders from Hartlepool in Prison

90 are in North East Prisons, 20 are located in Prisons outside of NE

HMP Location of Offenders

• Deerbolt	5
• Durham	<5
• Frankland	9
• Holme House	47
• Kirklevington Grange	10
• Low Newton (female)	<5
• Northumberland	12
• Out of Region	20

11.10 Whilst the majority of Hartlepool offenders are detained at the local prison Holme House, a number are not and the Committee was keen to make sure that this is taken into consideration in terms of the potential impact that may be having on offender's families. Given that it is estimated that approximately 45% of prisoners lose touch with their families, it is particularly important to support families in their ability to visit given the long distance to travel, affordability, etc. This is particularly important given the importance of maintaining good family relationships to help reduce reoffending and the support of families on release.

11.11 From the evidence provided, the Committee:

- Supported the need in the future to:

- i) Strengthen strategic partnerships and improve partnership working
- ii) Have the Prison Service needs to be at the heart of the local offender management approach
- iii) Identify barriers and develop solutions
- iv) Develop Through the Gate services

- Commended the activities of the Regional Reducing Reoffending Project in:

- i) Commissioning Through the Gate Housing Service (NOMS NE & RHG – to work with multiple needs offenders)
- ii) Establishing a NE Region Prisons Resettlement Group
- iii) Establishing a NE Offender Housing Forum (all partners) and working up an action plan of regional priorities

Probation Service

11.12 The Committee at its meeting on the 23 January 2014, received a presentation from the Durham Tees Valley Probation Trust (the Trust) outlining the work of the Trust.

11.13 Members were advised that currently, the Hartlepool Offender Management Unit is responsible for 386 offenders and the Hartlepool Integrated Offender

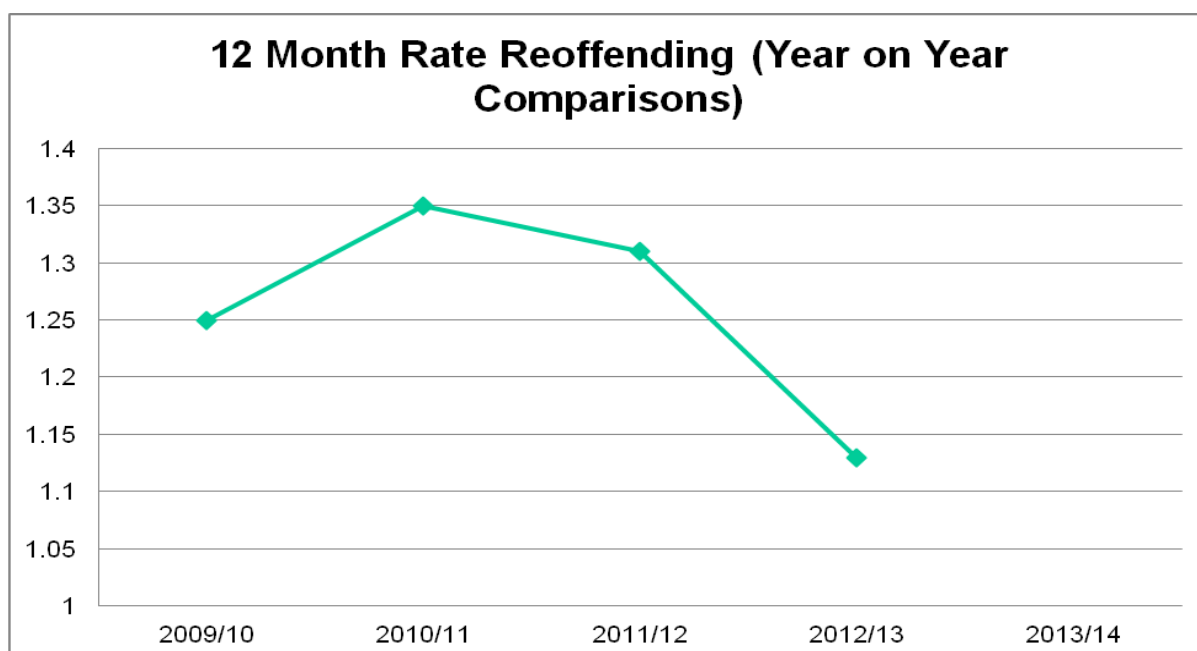
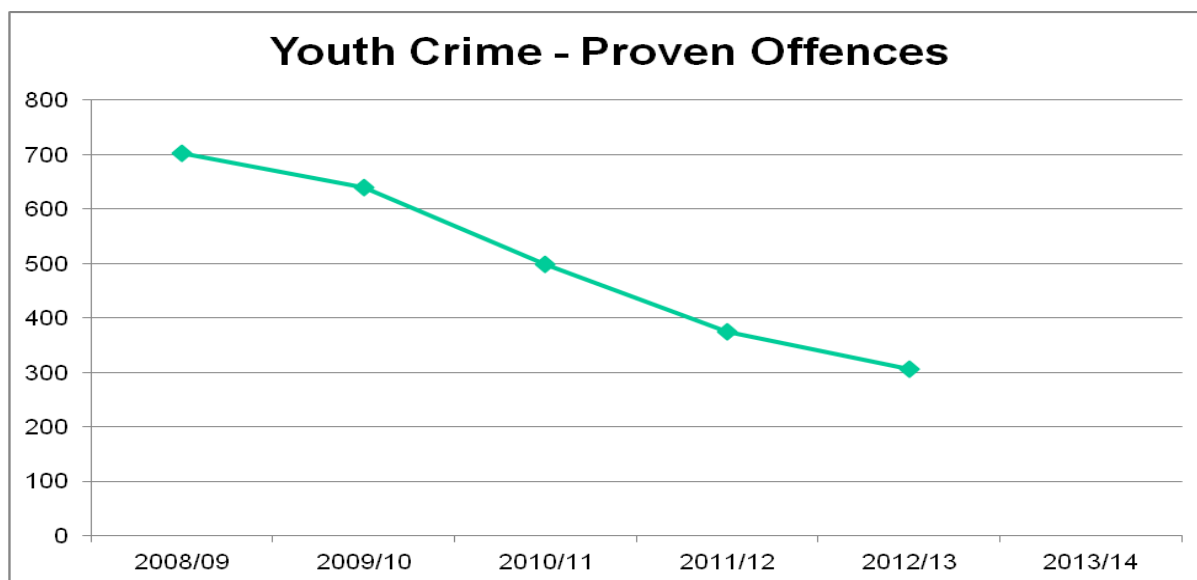
Management Scheme for a further 98; giving a total of 484 Hartlepool offenders as at 6 January 2014. It was noted that under the new government Transition Programme for Probation Services the National Probation Service would be responsible for 86 high risk prisoners with a further 390 becoming the responsibility of the new Community Rehabilitation Company. The total of 476 prisoners was based on the figures as at 11 November 2013 which had been submitted to government.

- 11.14 The presentation reiterated the criminogenic factors that had been instrumental in leading probation offenders to reoffend in relation to employment, training and education (92%), drug misuse (83%), accommodation (79%) and financial management and Income (79%). In addition to these factors, the impact alcohol was also highlighted as a significant factor in relation to violent reoffending.
- 11.15 The Trust representatives outlined for the Committee's information a case study of a 27 year old male re-offender who had been given a 12 month Community Order and a 6 months Drug Rehabilitation Order (DRR). The case study highlighted the impact of family circumstances and particularly the lack of supported accommodation with wrap around services to support the drug rehabilitation in particular. A multi-agency approach was required to support such offenders particularly when they had chaotic lifestyles and had frequently drifted into homelessness. It also highlighted that, if services were front-loaded with offenders when they came back into the community, they could have greater long term pay-offs. However, it was acknowledged that there were more successes with low-risk offenders than the high-risk offender that was the subject of the case study.
- 11.16 Of major concern to the Committee was the transition of services to the government's new approach of payment by results, with the case study probably written off as a failure to allow capacity to concentrate on the easier to manage offenders that would create income. At present all offenders were referred to the Probation Trust but with the payments by results system there was the potential for services to become fragmented and some offenders falling through the gaps.
- 11.17 The Chair thanked the representatives of the Probation Trust for their evidence and commented that he was unsupportive of the payments by results approach to probation services particularly for the reasons highlighted in the presentation. Members echoed the comments and noted that the view was also supported by the Police and Crime Commissioner in Section 14.9 of the report.

Youth Offending Service

- 11.18 The Committee at its meeting on the 23 January 2014, obtained an understanding of the background to the establishment of the Hartlepool Youth Offending Service (YOS), following the introduction of the Crime and Disorder Act 1998. The primary functions of Youth Offending Services are to prevent offending and re-offending by Children & Young People and reduce the use of custody.

11.19 As a multi-agency service, it is made up of representatives from the Council’s Children Services, Police, Probation, Health, Education and the voluntary/community and sits within the Local Authorities broader Youth Support Service. Demonstrating the strength of partnership working that already exists with the ability to respond to the needs of young offenders and their families in a comprehensive and coordinated way. The success of the service demonstrated below.



11.20 In recent years, the average number of young people who go on to re-offend in Hartlepool has reduced from 40% to 35% in recent years. The majority of re-offences are undertaken by a small minority of young people whose offending behaviour could be deemed repetitive and prolific. Offences committed by young people in recent years tend to be grouped around acquisitive crime and public order offences including violent assaults (often on other young people).

11.21 In looking a 'What Works', Members acknowledged and supported the importance of:

- A Holistic Assessment of need,
- Engagement with Education, Employment or Training
- Restorative work to develop victim understanding and empathy
- Interventions to reduce substance misuse
- Cognitive behavioural interventions
- Support to parents/carers
- Consistency and perseverance (Deter Young Offenders Programme)

11.22 The Committee, however, noted with concern the challenges facing the service in the future in relation to:

- Funding reductions at both a national and local level.
- Proposed changes to Probation Services that require new models of working.
- The decision to re-locate Youth Court listings to Middlesbrough has the potential to penalise young people (and their families) who do not have the means to travel to and from Middlesbrough (and is likely to place a greater pressure on the Youth Offending Service).

11.23 Attention was also drawn to the triage system, used in conjunction with the Police for dealing with young people who had been arrested, and its success in diverting many young people away from the court system and had a 78% success rate. This had led to the PCC rolling out the triage system to the other Cleveland policing districts. Chief Inspector Beeston commented that were it not for the triage system, many first time offenders would have received a Police Caution and then received no further support. The triage system provided the opportunity through the Youth Offending Service to divert those young people away from further offending and the court system. The Police viewed the system as being a positive means of keeping young people out of court and from further offending. It did have resource implications but they were worth the success of the scheme.

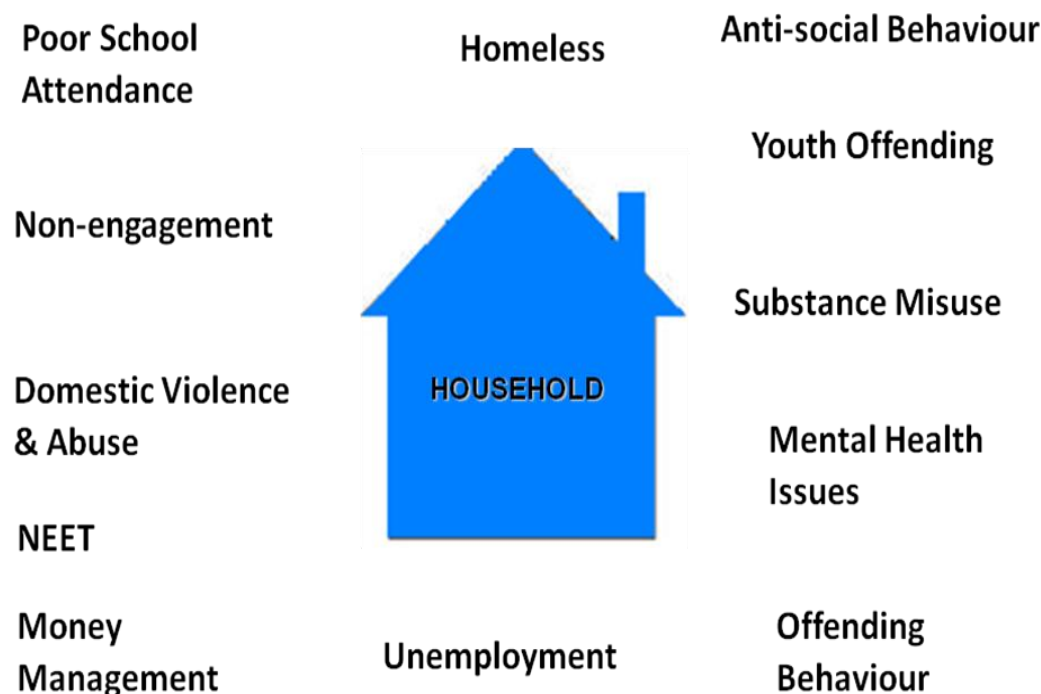
11.24 The Committee supported the view in relation to the move of the Youth Court to Middlesbrough, and whilst the success of the service in reducing reoffending was very commendable concern was expressed that the move of the youth court would make dealing with persistent re-offenders more difficult. The move would penalise the innocent, as well and was likely to significantly increase the numbers of young people failing to attend court. Concern was expressed regarding the lack of consultation with the local authority as a major oversight and the Committee had formally expressed its concerns in light of the excellent partnership working that had been developed over recent years was now being fundamentally undermined by the removal of the Youth Court.

Local Authority Services

11.25 The Committee explored the services provided by the local authority in terms of Integrated Offender Management, Team around the Household, Troubled Families Initiative and Community Payback Initiative.

11.26 **Team around the Household** - The Committee noted that some 290 families had initially been involved with the initiative, with positive results from input into 201 of those families. The input was, however, intensive and involved close working with many agencies to deliver results. Drug misuse was prevalent within these families but so too was domestic violence. The team aimed to provide intensive support to families to break the cycle of reoffending and anti-social behaviour and stop it occurring with new generations in the families. In some cases the support had to protect children first and foremost and there had been occasions where young children had been removed due to persistent drug dealing within a family for example.

The Model



11.27 Members noted that a Probation Officer was seconded from the Durham Tees Valley Probation Trust to the Team to provide intensive multi-agency support to families identified as needing this kind of support. This required a high level of multi-agency support but support of this type had considerable benefits in braking the cycle of reoffending and anti-social behaviour.

11.28 In conjunction with the trend forming throughout the investigation, it was noted that worklessness is one of the biggest issues for these families, alongside domestic abuse and drug abuse. Members were keen to highlight that the problems experienced by these families on released should not be underestimated and whilst they may have a home to go back to but re-integrating back into family life could be very difficult and often traumatic for

younger children. Conversely, it was noted that those in drug rehabilitation programmes often found those services seamless when they left prison. Prisoners who had been in prison long-term, 24 months or more, often commented that they found switching back to the pace of normal life very difficult.

11.29 Members, however, noted concerns that there was a need for greater coordination of services when prisoners were released particularly between the different agencies. More planning was also needed for the reintroduction of prisoners into their families. There had been a tendency in the past to work with the family and assume the family member in prison was being looked after. The prisoner needed to be an integral part of the work if it was intended that they would return to the home.

11.30 Evidence of the effectiveness of the initiative was provided from practitioners as follows:

- 89% said partnership working good or excellent
- 93% reported communication between agencies good or excellent
- 96% reported quality of data sharing as good or excellent
- 83% reported both the speed and quality of responses of other agencies was good or excellent
- Agency staff reported that the Team approach delivers greater accountability, increased officer responsibility beyond departmental silos, and increased staff knowledge of other service areas.
- The Lead Practitioner in a co-ordinating role is key to this success. It has prevented inter-agency tensions about which organisation should lead on a multi-agency case.

11.31 The Committee welcomed the 'Team Around' as an excellent example of how various agencies could come together in a targeted approach. The majority of families that received this approach were very thankful for the support they received. There were still some offending but others were working hard to gain some 'normality'.

Think Families, Think Communities (Troubled Families)

11.32 Members explored the background to the "Troubled Families" programme, which had been set up by government in April 2012, with a clear definition of a troubled family:

- A member of the family involved in criminal behaviour or anti social behaviour;
- Children not attending school – either poor attendance or excluded; and
- Parent/s not in employment.

11.33 Evidence provided showed that in addition to one or two of the above criteria, families in Hartlepool are also monitored in relation to domestic violence and substance misuse.

- 11.34 It was reiterated that there are approximately 290 families in Hartlepool meeting the required criteria and the Committee was pleased to find that a number of these families already have a significant number of people working with them due to the complexities of the family's issues.
- 11.35 An offer had been extended to some of the families who in the service to participate in the investigation, but, given the sensitive nature of the issue this had not been possible. The Committee, however, put forward a number of questions which were put to around to around twenty families outside the meeting:
- What did you find the hardest to deal with when you (or your family member) left prison (i.e. no money, no home, no family support, no job, health (drugs and alcohol issues), social pressure, etc)?
 - How easy was it to get the help you (or your family member) needed on leaving prison to deal with these problems?
 - Did the help you need continue when you (or your family member) left prison?
- 11.36 The following responses were received and a number of issues and problems identified from the consultation.

Responses

"It's OK, but at times I just wanted to be left alone"

"They helped put a roof over my head and sorted my benefits which was a nightmare"

"The worker tried hard to help me and I'm grateful for their support"

"I really want to work but it's all confusing me, go here, go there, sign this, sign that, I just want a job"

"We all found it hard when he came out, especially the kids but with the support it's getting better slowly"

Issues / Problems

- Benefits arranged upon release – set up and in place in the community upon release
 - Accessing employment training programmes
 - Housing/Accommodation issues
 - Setting up drug treatment
 - Rebuilding trust with family members
 - Social/peer/community pressures: offenders being released with good motivation to change but then returning to communities with strong influences which are hard to resist
- 11.37 Members commended officers, and partners, on the aims and aspirations of the programme, as a means of exploring creative and innovative ways of working with difficult families to support an improvement in outcomes and

reduce reliance of high cost services. The Committee welcomed the activities of the team, in co-ordination with lead practitioners to move towards the development of a one family plan, with all required plans sitting within this. Members felt that this is the way forward, in assisting all families to lead themselves through their plans, with support and challenge as needed to ensure that children’s lives are improved.

Employment and Benefits Services

11.38 The Committee’s attention was drawn to the results of an analysis of the impact of employment on re-offending following release from custody, using Propensity Score Matching (undertaken by the Ministry of Justice (MoJ) in March 2013).

11.39 Members noted with interest, that whilst employment has been shown to reduce the likelihood of re-offending, offenders leaving custody face significant barriers to finding and staying in work.

Re-offending rates by P45 employment status in the year after release from custody in 2008.	One year proven re-offending rate	
	P45 employment spell after release	No P45 employment spell after release
Length of custodial sentence		
Less than one year	32%	69%
1 year or more	18%	43%

11.40 Attention was drawn to the importance of ensuring that offenders receive specialist support as soon as possible after release from custody, with the Department for Work and Pensions and the Ministry of Justice fast-tracking offenders leaving custody into the Work Programme. In addition to this, Members learned that:

- From early 2012, Jobcentre Plus advisers started to take claims for Jobseeker’s Allowance in prison, to start entitlement on release and to facilitate mandatory referral to the Work Programme.
- Any prison leaver claiming Jobseeker’s Allowance within 13 weeks of leaving custody now has a mandatory referral to the Work Programme.
- The MoJ is committed to working with businesses to significantly increase work activity undertaken by offenders in custody, which in addition to repaying society, aims to ensure that offenders are motivated to work and return to their lives outside prison, better prepared for employment.

11.41 It was acknowledged that, although it is thought that employment has a positive effect on offenders, it is difficult to make firm conclusions about the direct impact of employment on re-offending from the majority of the published literature.

11.42 The Committee, however, discovered that after release from custody offenders tend to have employment levels well below the general population with barriers to work for offenders including a range of other factors such as health problems; substance misuse; housing problems and homelessness; poor basic skills; low levels of qualifications, self-confidence and motivation to find work; and lack of work experience.

11.43 Local Authority Services - Looking at service provision in Hartlepool, the Committee considered the activities of the Economic Regeneration Team to remove barriers and support ex-offenders back into employment. Delivering, through services that are centred on independent information advice and guidance, work trails, volunteering opportunities and in-work mentoring. The Committee also noted with interest the support offered to both businesses through a series of different programmes.

11.44 Services provided include:

- Core Offer to Employers – partnership with Jobcentre Plus, National Careers Service and National Apprenticeship Service.
- Hartlepool Works Consortium;
- Self employment support via Hartlepool Enterprise Centre
- Core Offer to Employers
- Construction Skills Certification Scheme (CSCS) Test Centre.
- Hartlepool Youth Investment Project
- Connect to Work (NEET programme)
- Youth Engagement and Support (YES) Project;
- Youth Contract
- FamilyWise (linked to Troubled Families team).

11.45 The Committee considered information in relation to the effectiveness of the service and noted that 80% of customers have been supported into a positive outcome. Looking in more detail, this equated in 2012/13 to:

- 101 into Employment
- 343 into Training
- 1,007 Business Assisted
- 88 New Business Start-ups
- 262 Jobs Created

11.46 In relation to the co-ordination of services, the Committee welcomed indications that the team work closely with Durham and Tees Valley Probation, Hartlepool Youth Offending Team, Jobcentre Plus, Think Families / Think Communities and all of the Tees Valley Local Authorities through the Tees Valley Local Enterprise Partnership.

11.47 Members noted the information provided and welcomed assurances that the provision of support for all working age adults to secure long term sustainable employment is a key priority for the Council; with ex-offenders identified are a priority group. The Committee felt strongly that this continued commitment would be essential for the future of the reducing re-offending agenda and noted the challenges facing service provision in relation to:

- Hartlepool currently has 6.8% or 3,961 of working age adults are out of work which is more than double the national average.
- According to research over 17% of the UK population between the ages of 18 and 52 have a criminal conviction.
- Local labour market – availability and quality of jobs.
- Employer discrimination – employers may need educating.
- Lack of qualifications, including low levels of literacy and numeracy.
- Motivation, confidence and reliability of offenders.
- Too far removed from the labour market unlikely to get jobs – low skills, no or little work experience.
- Others issues such as poverty and debt, housing, health, substance misuse but also life, social and thinking skills.
- Lack of funding.

11.48 In terms of the potential for change the Committee noted suggestions that the way forward could be:

- i) Investment in the provision of intensive 1-2-1 interventions and support to address barriers to employment, education and training.
- ii) Closer working with key partners in line with the Troubled Families model which aims to create a culture of empowerment rather than dependency.
- iii) Sustaining current levels of services to:
 - Ensure that offenders returning to the area after a custodial sentence have access to a specialist Employment Adviser.
 - Be able to continue to work with providers to strengthen pathways out of offending into education, employment and training.
 - Expand on specialist provision to ensure re-offenders are able to maintain engagement with the Council.

11.49 Department of Work and Pensions (DWP) – The Committee at its meeting on the 17 April 2014, received evidence from Job Centre Plus in relation to the support they provided to offenders upon release from custody/prison. These services including the provision of a designated advisor to work with local partners i.e. the Probation Service to identify any barriers for claimants with a view to preventing reoffending.

- 11.50 It was highlighted that housing / homelessness is also a fundamental cause of re-offending and access to benefits and the Committee received clarification that arrangements are in place to support individuals in these situations. Members were assured that a care of address is acceptable, or alternatively claimants can register at the Job Centre daily. Some concerns were expressed by Members regarding the practicalities of registering at the Job Centre on a daily basis as well as the impact on individuals as a result.
- 11.51 With regard to access to employment opportunities and benefits following release from prison, a query was raised as to whether information was shared with family members and the Committee assured that extensive work is undertaken in relation to post release support. In response, it was reported that there was some uncertainty as to whether information of this type was shared with family members and clarification would be provided under separate cover following the meeting.
- 11.52 The Committee welcomed confirmation of the existence of good working relationships between the Council and Job Centre Plus and was pleased to find that a number of key activities are available, including joint working with National Apprenticeship Service and National Careers Service. Members were, however, concerned that a key challenge facing a number of agencies was supporting individuals with access to employment following release from prison.
- 11.53 The Committee highlighted the proposal under the new JCP regime to reduce the number of job search facilities within the Job Centre and were concerned regarding the potential impact on job seekers. Members welcomed confirmation that access to free wifi was to be made available in Job Centres in the coming months as an alternative and noted that Job Centre Plus shared the concerns expressed throughout the presentation in relation to the potential impact of the changes to the Probation Service. Of particular concern was the role of work programme providers and payment by results programmes.

Housing Services

- 11.54 As discussed during the course of the investigation, evidence from Housing Hartlepool reinforced Members concerns regarding the importance of the provision of suitable accommodation and support as one of the most important pathways in reducing the risk of re-offending.
- 11.55 Members were very concerned to discover that locally, practitioners had highlighted a particular problem with regards the lack of suitable accommodation for low to medium risk offenders in Hartlepool. Members were also aware that the standard of accommodation was often low and Members were pleased to find that work is being undertaken with one local private landlord who had provided a multi-occupancy house for ex-offenders that was working well.

11.56 Evidence provided by a range of organisations, utilising the OASys assessment tool, clarified that the level of housing need in Hartlepool (as at 30th September 2013) equated to:

- 36% (137) of offenders were assessed as having a criminogenic need associated with accommodation linked to their risk of re-offending.
- 71% (97) of offenders were assessed as medium risk.
- 14% (19) of offenders were assessed as low risk.
- 86% (118) of offenders were male.

11.57 The Committee was advised that in terms of the most problematic and chaotic offenders managed by the Hartlepool Integrated Offender Management (IOM) Team, more than half (52%) of those who were assessed had a criminogenic need associated with accommodation linked to their risk of re-offending. Based on the information provided, Members noted that the ten offenders recently released from prison had been unable to access suitable accommodation in Hartlepool upon their release. Members were very concerned to find that of these ten offenders, five were placed in temporary accommodation outside of Hartlepool, with four of them gravitating back to Hartlepool without securing accommodation.

11.58 Members explored the number of request received from offenders for Sheltered Accommodation and were advised that between October 2013 and December 2013, 23 offenders had approached Shelter to access support. It was, however, highlighted that as a result of housing shortages in Hartlepool, Shelter had been required to refer a large number of their clients to out of area provisions.

11.59 In relation to other support services, it was noted that ‘Through the Gate’ referrals services had been provided to eight offenders in Hartlepool between October 2013 and December 2013. The Committee welcomed the availability of this service and the level of service provided to re-offenders, with a comparison of other neighbouring Authorities showing that Hartlepool has the highest number of offenders accessing the service in Cleveland. Concern was, however, expressed that for same time period, numbers remained low in terms of accommodation secured and referrals made to Hartlepool Housing Options Service. This was supported by data from the Housing Options Service which indicated that referral numbers in terms of prison leavers are low and account for less than 2% of referrals.

11.60 The Committee was reassured to find that the Safer Hartlepool Partnership’s Local Offender Housing Needs Group recognised the importance of gaining an insight into the following issues and was exploring solutions to strengthening the accommodation pathway to break the cycle of re-offending:

- The accommodation needs of offenders;
- Existing locally commissioned accommodation and support services relating to offenders;
- Evidence of unmet need; and
- Shared good practice.

11.61 It was highlighted that the Local Offender Housing Needs Group had in fact agreed, with its partners, the following priorities for action to address the accommodation needs of offenders:

- Housing Liaison Post
- Housing Directory
- Single Assessment Form
- One Stop Shop
- Compass Application
- Team around the Offender
- Hostel with Licensed Tenancies

11.62 The Committee supported the progression of these priorities and in relation to the establishment of a Housing Liaison Post, considered further information in relation to the initiative from Sunderland Council. This information was considered at the meeting on the 17 April and details of discussions are outlined in Section 12 of this report.

Voluntary and Community Sector Services (Financial Services)

11.63 The Committee welcomed evidence from the West View Advice and Resource Centre (WVARC) on their work in providing support for offenders referred to the Community. Advice provided being as follows:

- Welfare Benefits advice,
- Employment advice,
- Housing advice,
- General support with consumer queries, Debt advice/support,
- Appeals support/advice.

11.64 It was noted that WARC services are provided by centre visits, outreach locations, home visits, Macmillan support visits (home /residential care facility). The Committee noted concerns that problems had been experienced following the release of offenders on Fridays, with no access to benefits. Ex-offenders often find themselves having to go to several different agencies in different buildings and places simply to access the services they needed and this could be challenging for some of them in the immediacy after their release from prison. The development of a 'one-stop shop' approach was viewed by WARC as a significant development in bringing benefits directly to offenders on their release from prison. The Committee supported this view.

11.65 WARC was asked to comment in relation to potential issues for the future and the Committee noted that:

- Waiting Times can impact on the time without income, whilst awaiting benefit claims to be processed / waiting times for debt appointments etc.
- Effective support and financial management delivered to the partners of those in prison can reduce issues when the offender is released from prison.

11.66 The Committee noted the issues / concerns raised.

Health Services

11.67 The Committee expressed concern at the propensity for mental health problems among offenders and was concerned that this was not being tackled appropriately within the wider services to re-offenders. The Committee went on to received evidence in relation to services provided through the national commissioning arrangements for prisons, and secure training centres in the region.

11.68 Members ascertained that services are provided in relation to prisoners' general health care and secondary health care services including substance misuse. Information provided the Committee with details of the health issues facing offenders, summarised as follows:

- 90% of prisoners have substance misuse problems, mental health problems or both;
- 72% of male prisoners and 70% of female prisoners suffer from two or more mental health disorders;
- 20% of prisoners have four or five major mental health disorders;
- 83% of prisoners smoke (averaging 16 cigarettes per day);
- 9% of prisoners suffer from severe and enduring mental health illness;
- 10% of prisoners have a learning disability;
- up to 50% of new prisoners are estimated to be problem drug users;
- 40% of prisoners declare no contact with primary care prior to detention;
- People who have been in prison are up to 30 times more likely to commit suicide (in the first month after discharge from prison) than the general population;
- 20% of male and 37% of female sentenced prisoners have previously attempted suicide;
- There is commonly poor continuity of health care information on admission to prison, on movement between prisons and on release;
- 49% of male, sentenced prisoners were excluded from school (2% in general population).

11.69 Further evidence provided by the Tees Esk and Wear Valleys NHS Foundation Trust, at the meeting on the 17 April 2014, detailed the Trusts role in the provision of the following services, the aim of which is to impact, affect and influence re-offending:

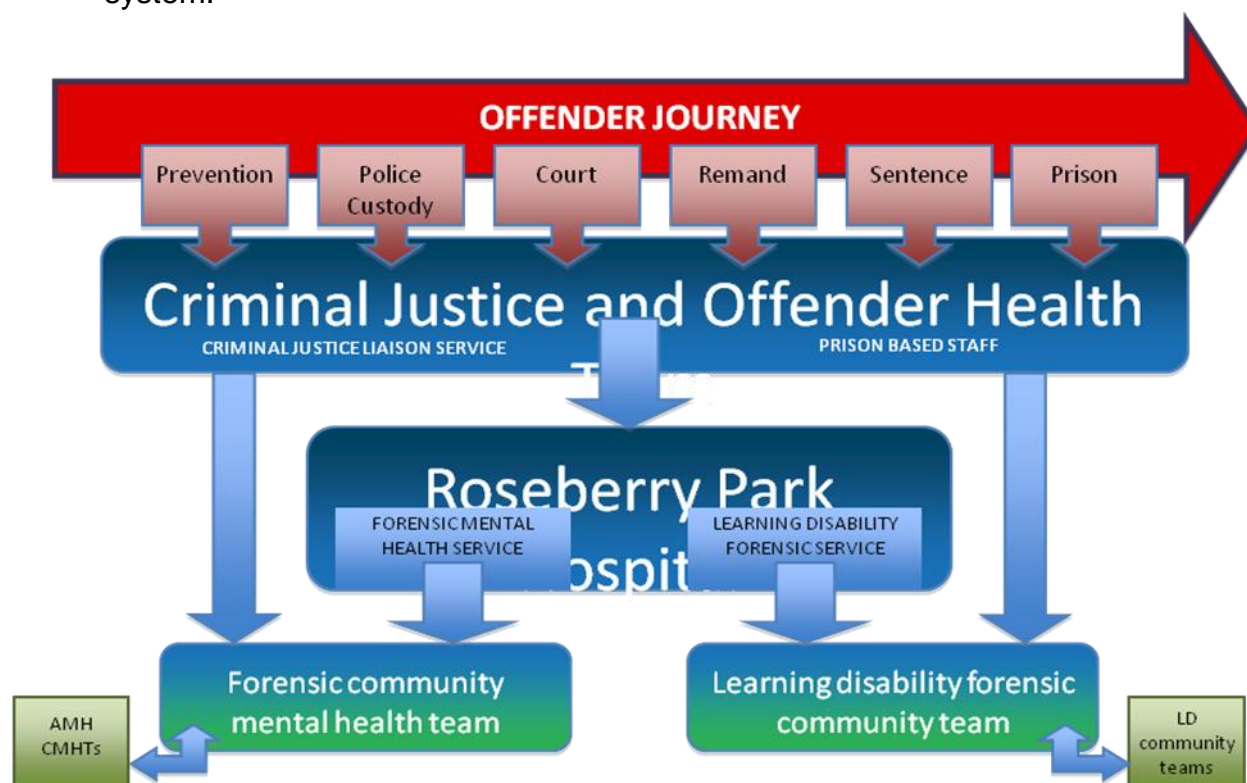
i) The Prison Mental Health Contract:

- 7 prisons (total population 5,500, every category)
- Women's prison health (HMP Low Newton)
- Women's DSPD - Primrose project
- PIPE (Psychologically informed planned environment)

ii) Community Offender Health Services:

- Criminal Justice Liaison Team
- Integrated Offender Management Unit Nurse
- Probation Personality Disorder Psychology Service
- Street Triage Team
- All-age Liaison & Diversion Service

11.70 Members noted with interest the breadth of services provided and the offender journey that offenders make through criminal justice and offender health system.



11.71 As part of its investigation, the Committee considered further information in relation to the services provided.

All Age Liaison and Diversion Service

11.72 The Committee gained an understanding of the aim of the Liaison and Diversion service to improve health and criminal justice outcomes for children, young people and adults who come into contact with the youth and criminal justice systems. It was noted that the service provides assessments, and liaison, for people with mental health problems who are either currently in the criminal justice system, or at risk of entering the criminal justice system. The focus of the services is very much towards the early part of the offender pathway.

11.73 In terms of the role of the service, it was noted that the priorities are around Advice and support to Criminal Justice Staff, Assessment of both mental state and risks and to provide Access to appropriate services. Key outcomes being:

- Improved access to health and social care services
- Improved health outcomes for individuals
- Improved criminal justice system outcomes
- Improved criminal justice outcomes for individuals
- Reduction in the number of first time entrants to the youth justice system
- Reduction in offending and re-offending by individuals passing through Liaison & Diversion services as measured by a national minimum data set

11.74 Members were advised that Government funding of £25m had been allocated for the establishment of a Liaison and Diversion Service and of that funding allocation, £800,000 had been awarded for the development of a local site at Middlesbrough. Whilst funding for the Liaison and Diversion service was substantially less than anticipated, potential benefits for Hartlepool as a result of the establishment of the site in Middlesbrough were welcomed by the Committee. Indications that discussions were currently ongoing with the Police and Crime Commissioner with a view to securing additional funding, to extend the hours of operation of services, was also welcomed by the Committee. Members were of the view that the provision of services should be extended to 24 hours a day 7 days a week.

11.75 Members supported the aims and objectives of the service with individuals to be treated and managed within a whole care pathway approach, with services working collaboratively to ensure that individuals receive a coordinated approach to address their health and social care needs and their offending behaviour. The Care Programme Approach (CPA) process will underpin service delivery and Members felt that this is an example of the type of holistic service delivery necessary to reduce re-offending in the future.

Criminal Justice Liaison Service

11.76 Members learned that the Criminal Justice Liaison Service is heavy focused on early intervention, liaison and diversion, providing an inclusive service to ensure that persons within the criminal justice system and carers receive a high quality, competent and effective range of interventions. The service delivery includes liaison, prevention and ultimately equitable access to mental health services across the trust. The service promotes social inclusion and acceptance of service users within mental health provision who have offended, or are likely to re-offend to enable them to live a more productive, positive and fulfilling life.

11.77 The Committee supported the concept of the liaison service as an integrated part of mainstream services, ensuring easy access to psychiatric assessment and advice, creating robust multi-agency working. Whilst the service is predominantly for adults, with recognition of the need for age sensitive services, in the Cleveland area a service is offered to 16-17 year olds from the CAMHS services.

11.78 If during a mental health assessment a learning disability is suspected this is brought to the attention of the custody staff, and although the CJLS team do not have specialist skills in this area they do have a general awareness and would follow the principles of Green Light and would signpost to the most appropriate service.

Street Triage Team

- 11.79 The Committee was advised that as part of the National Development Programme, a funding opportunity arose for TEWV to develop a business case for enhancements to the current Liaison and Diversion Services. It had been found that there was an increase in the number of persons brought to a place of safety under Section 136 MHA 1983, who were later released as not having mental problems. It had been shown that in Cleveland Police a high proportion of people were detained under the Mental Health Act and whilst they may not need some level of intervention the use of the place of safety as an intervention was not always proportionate, nor did it meet their needs.
- 11.80 With the basic cost of detention calculated at £1,780 per person, it was estimated that if the number of people picked up by police, and subsequently released without any intervention, had been identified by the Street Triage Team then there could be projected savings of around £690,000 in a twelve month period. A Triage Team now operates two nurses on duty at any one time between the hours of 12pm and 12am 7 days a week, who respond to calls from the police and attend the scene to assess a person's mental state and advise best course of action.
- 11.81 The Committee was impressed by the work of the Team, across the Cleveland area, and its results in achieving more timely interventions by mental health professionals, avoiding unnecessary detentions either in a police station or hospital. This equated to a better experience for individuals as well as achieving a substantial cost saving for those services.
- 11.82 Members learned that the main challenge facing Offender Health Services is funding and commended providers on the efforts being made to work smarter and leaner than ever before, reconfiguring services and looking at joint working and integrated working where possible. It was, however, noted that one of the ways to further strengthen the services position would be to explore further joint commissioning of services.

Drug and Alcohol Services

- 11.83 In relation to the provision of drug and alcohol services, the Committee learned that nationally the number of individuals accessing drug treatment has fallen by 1.1%, however, in Hartlepool numbers have increased by 5.5% (and drug related offences have reduced by 6.5%).
- 11.84 It was highlighted that the Safer Hartlepool Partnership had recognised the need to enhance the enforcement and support aspect offered by Probation and the Police, with the need to engage the offenders in effective treatment to reduce the need to offend to feed a substance misuse addiction. Subsequently, in 2008, the Criminal Justice Integrated Team (CJIT) was created, with the co-location of the Probation Service, Police and Recovery support to maximise the opportunities to capture and engage offenders in effective treatment. A subsequent review of the work of the CJIT team, the importance of multi-agency working had been clearly identified. This required the movement of disciplines out of 'silos' and had been driven from the top of the organisations involved.

11.85 To put the services provided in to context, two case studies were considered.

Case Study 1 - L is male and 35 years of age. He is a heroin user and between 2006 and 2012 he had been arrested and drug tested on 20 occasions, the last 12 for burglary. He was constantly in and out of the prison system. A referral from HMP Wealston was received in May 2013. He was assessed by a recovery worker. He was engaged in treatment and his care plan concentrated on the reduction of his drug use, remaining in treatment, supplying negative drug tests, accessing alternative activities and looking for employment opportunities.

L is identified as a Prolific and Priority Offender (PPO) and is on license from June 2013 to December 2014. L realised that he had come to a time in his life where he wants to make positive changes and was engaged by the CJIT. L had a good family support and they are now fully engaged in his recovery. In regard to his alternative activities L has been referred to Lifeline to look at getting support in getting back to work. He attended groups and worked on completing job searches and building his CV.

L was supported to access the CAB and the Food bank. He was also supported with his benefits and ensuring that he maintains his treatment regime. The recovery worker met with him weekly to look at triggers, relapse prevention, motivation to change and consequences of drug usage using mind mapping interventions. These maps provide a visual image of issues and looks at how they can be resolved. L engaged well with all agencies involved in his care and his self esteem has visibly grown.

Today L is now in full time employment. He has not re-offended since leaving prison and has addressed his drug problem.

Case Study 2 - S is female and 30 years of age. She is a heroin user and has been in treatment for a period of 7 years. Her offending had escalated recently and she had worked intensively to look at the root causes of her addiction and offending with her keyworker to identify the best options for her recovery. She started to reduce her substitute medication with a view to going into a detoxification and Rehabilitation facility.

S was awaiting her court appearance, which would, if she was convicted, jeopardise her opportunity to go into rehab. The court worker who is part of the CJIT team was informed of the situation and she met with S on the court landing. She discussed the offence of theft with S and her solicitor at length so that the solicitor was aware of the threat to her recovery should she be sentenced.

Any fine imposed would cause some difficulties as she would be contributing to her rehab placement through her benefits. The solicitor approached the bench during the case and appraised the magistrates. The worker was able to explain to them the intense engagement work that S would have to complete before entering the rehab and what the effects would be for her if she was unable to access the treatment option which best met her needs. The bench sentenced S to a 12 month conditional discharge and no costs which enabled her to commence her programme.

She is drug free and doing well in the rehab.

11.86 To achieve recovery, offenders need to understand the root cause of their addiction. The psychosocial interventions undertaken are aimed at changing mindsets and building recovery capital in the community. The support offered in Hartlepool is continually developing to meet those needs. Members supported the move for all partner organisations to sign up to these multi-discipline intervention teams and were pleased to discover that Hartlepool is a long way down the road to delivering of services through effective multi-agency working.

12. EXAMPLES OF GOOD PRACTICE

12.1 The Committee requested further information in relation to two areas of best practice.

Housing Liaison Post – Sunderland City Council

12.2 Further to evidence provided in Paragraph 11.62, Members noted that statistics had fluctuated in relation to offenders being unable to access mainstream accommodation as a result of their behaviour. As a result of a scrutiny investigation, an initiative had been introduced in Sunderland to create a Housing Liaison post to work between the custody setting and local housing teams/landlords. The aim of the post being to help offenders find tenancies in advance of release date and work with offenders and families to understand their behaviour.

12.3 Members reiterated concerns expressed throughout the investigation in relation to the impact of the Homelessness Amendments Act. The results of the Act being that prisoners are released on a Friday afternoon and are not treated as a priority for housing accommodation, with difficulties often encountered by Advisors in prisons determining the nature of the housing issue which contributed to this problem. Whilst it was noted that there is no longer a statutory requirement for an Access to Housing service, Members were particularly impressed by the introduction of the role, and its outcomes, and voiced their support for the creation of a similar post in Hartlepool. Even if the funding was only short-term, it was felt that the post may lead to the development of new approaches to the housing of offenders that could be carried forward.

Hartlepool Business Forum Event ‘A Chance for Change Exploding the Myths of Employing Ex-Offenders’

12.4 Members of the Committee attended the Hartlepool Business Forums Event on the 3 April 2014, called ‘A Chance for Change’. From the plethora of information provided at the event, the Committee drew attention to work being undertaken in the HM Prison Service to make offenders ‘work ready’, including:

- employability strategies,
- careers guidance,
- curriculum vocational skills,
- Practical skills and high quality training opportunities.

- 12.5 Particular attention was drawn to the Change for Change scheme operated at Dearbolt Prison, whereby businesses are being championed to proactively recruit ex-offenders and be involved in mentoring programmes in prisons. Members were very supportive of this scheme and it was suggested that the potential for local authorities to lead by example in encouraging the provision of employment / apprentice opportunities for ex-offenders should be explored.

13. THE VIEWS OF SERVICE USERS IN RELATION TO THEIR EXPERIENCE OF SERVICES AND POTENTIAL IMPROVEMENTS.

- 13.1 The Committee felt that it was important to explore the views of re-offenders and their families as part of the investigation and in doing so extended an invitation to families involved with the Team around the Family to participate. Given the sensitive nature of the issue, a number of questions were put to around twenty families and the views obtained are outlined in Section 11.36.
- 13.2 In addition to this information, the Committee undertook a visit to Holme House Prison on the 14th February 2014 to look at the prisoner location areas (wings) and speak in person to Hartlepool offenders. The visit offered Members a real insight into an offender's journey in the custody setting and an overview of the services provided.
- 13.3 As part of discussions with offenders, Members notes with interest responses to the following questions:-
- 1) What will you find the hardest to deal with when you leave prison (i.e. no money, no home, no family support, no job, health (drugs and alcohol issues), social pressure, etc)?
 - 2) Is it easy to get the help you need in prison to help you with these problems?
 - 3) Do you know if this help will continue when you leave prison?
- 13.4 Members welcomed the opportunity to speak to prisoners and felt that it had provided a very useful insight, with the key issues raised by prisoners outlined as follows:-
- i) Housing is particularly key – services to help with housing start 8 weeks before release which prisoners were saying isn't enough time to sort housing out. Services can be accessed by prisoners before this on request. It was suggested maybe a three month period before release would be more suitable.
 - ii) Employment didn't appear to be a big issue, as the prisoners had undertaken courses and had employment plans after release and services were in place in prison and on release to provide support. However, success of securing a job was dependent on finding housing.

- iii) Benefits were raised as an issue, as it could often take up to six weeks before the first payment, benefits needed to start as soon as possible after release.
- iv) Prisoners weren't aware of their local Councillors and how they could help. The Members who attended were supportive of prisoners who had been released contacting them if they needed help / advice.
- v) Drug / alcohol services continued when prisoners were released – no problems were raised in relation to this.

13.5 The Committee highlighted that all of the prisoners had raised the issue of benefits and housing as major issues on release from prison. Particular concern was expressed regarding:

- The acute impact of benefit delays on prisoners released on Fridays, in that they are left with no means to access benefits or advice until the following Monday.
- Being pushed down the housing waiting list as soon as it became apparent they were an ex-offender.
- Services in relation to housing advice and help only starting in two weeks before their release date, with the potential for additional stress for prisoners as they prepare for release.

13.6 In light of the concerns raised, it was suggested that the provision of greater flexibility and the ability for housing services needed to be explored to respond more appropriately to those offenders who may wish to avoid returning to the community where their past offending had been centred.

13.7 The Committee was surprised to discover that in talking to prisoners employment wasn't one of their major issues. Whilst the Durham Tees Valley Probation Trust has a target for offenders achieving employment of 30% before the end of their supervision period, it was acknowledged that for prisoners with the array of complex issues, employment may not one of their highest priorities. Homelessness and access to drug rehabilitation programmes could be much more pressing.

13.8 Members were very grateful to prisoners for agreeing to participate and felt that the public perception of prisons was not always accurate. It was clear from the feedback from the prisoners that there was a need to break the cycle of reoffending and much was simply down to them having sufficient money to get by and somewhere to live.

14. VIEWS FROM KEY INDIVIDUALS

14.1 The Committee welcomed evidence in relation to its re-offending investigation, from the following key individuals, at its meeting on the 23 January 2014.

Councillor Jackson, Chair of the Neighbourhood Services Committee Chair

- 14.2 Members welcomed Councillor Jackson's input into the meeting and noted the Neighbourhood Services Committee's role in relation to the activities of the Community Safety Team and the strategic content of the Community Safety Plan and Domestic Violence Strategy.
- 14.3 In recognition of the connection between areas of disadvantaged and re-offending levels, Councillor Jackson reinforce the need to reducing re-offending levels and, in doing so, the importance for the Council and its partners of addressing unemployment and poor educational attainment issues in disadvantaged areas. The Committee supported this view and shared concerns that offenders released from custody, returning home to the same issues that had driven them to offend in the first place, had little chance of changing their behaviour.
- 14.4 Members were interested to hear that the Neighbourhood Services Committee had recently supported the implementation of a Community Payback scheme in the town. The team delivering the project was facilitated by the Council and had been quite effective on schemes such as graffiti removal and horticultural projects. Whilst it was noted that there had been some issues for council staff, the Committee supported Councillor Jackson's view that the way forward was the provision of staff training in how to deal with offenders in these situations.
- 14.5 During the course of discussions, the issue of motivation / aspiration was highlighted as a major issue for re-offenders, with long term worklessness a significant problem for communities. Support was also expressed for the role of such schemes as Community Payback as an opportunity to foster / promote a work ethic for the future and extend accountability past conventional prison sentences. Concern was, however, expressed that sanctions must be included as part of schemes and where there is failure to meet the requirements sanctions must be carried through. Schemes must not be viewed as easy alternatives to accountability.

Chief Inspector Lynn Beeston, Cleveland Police

- 14.6 Chief Inspector Lynn Beeston's attendance at the meeting was welcomed by Committee and attention dawn to the police role in relation to enforcement. Members were assured that Police representatives take an active part in many joint teams and often "had a foot in both camps".
- 14.7 Concerns regarding the prevalence of drugs and alcohol as the two main drivers behind the majority of crime in Hartlepool were shared, especially in relation to the impact of 'family background' on offending, with many offenders growing up in households with parents and other relatives that offended. Emphasis was placed on the merits of schemes that looked to divert people away from the courts system and thereby a criminal record.

14.8 Particular attention was drawn to the success of the Triage system as a means of diverting young people out of the court system and commended it as an excellent example of partnership working, with significant and beneficial effects. Attention was also drawn the benefits of restorative interventions as a pre triage intervention with young people and whilst it only applies to young people in Hartlepool at the moment, its successful implementation for adults in Durham was highlighted. Members supported this view and suggested that the extension of the scheme in Hartlepool should be explored.

Barry Coppinger, Cleveland Police and Crime Commissioner

14.9 Members welcomed written evidence from the Police and Crime Commissioner. The Committee noted his continued support for the Government's sustained aim of driving down the rate of reoffending, providing better value for the taxpayer and noted his concerns regarding:

- Loss of accountability for protecting the public
- These proposals threaten local collaboration and partnerships
- Risks of serious disruption to services during the transition period
- Uncertainty over the future regulation of professional standards
- Inclusion of those released from short term prison sentences in management and supervision
- Cost Implications

Iain Wright, Member of Parliament for Hartlepool

14.10 The Committee received written evidence from Iain Wright (MP), details of which are as follows:-

- i) One of the best ways to reduce crime, the number of victims and the cost of our criminal justice system is by cutting down on reoffending. The rate of reoffending in Hartlepool, which I believe is now the second highest in the country, is far too high and I welcome the focus brought by this investigation.
- ii) I think it is important that the Committee be fully aware of the challenges posed by the Government's privatisation of the Probation Service. Through its Transformation of Rehabilitation Strategy the Government intends to abolish local Probation Trusts and allow non-public providers to manage low and medium-risk offenders. In my view this approach risks fragmenting probation services, reducing their quality and will ultimately make the task of the Safer Hartlepool Partnership more difficult. I have raised this matter in Parliament and have held meetings with staff from Durham Tees Valley Probation Service to discuss their concerns.

- iii) There are two areas of risk from this policy that I would point to.
- First, the new approach to probation does not take account of the fact that many offenders fluctuate between the different risk levels. Contrary to assurances given by Ministers, private companies are clearly going to be put in charge of some of the most dangerous offenders and any lapse in supervision could put the public at risk. Agencies will need to respond quickly if risk level accelerates but if this is to involve a change in responsibility from the private sector to the public sector the inevitable bureaucracy could make this a difficult process.
 - Second, I am concerned about the introduction of payment by results (PBR) in probation for the new private providers. This is an approach untested anywhere in the world but it is now being rolled out across the country without proper piloting. My impression is that this will create an incentive for agencies to focus their attention primarily on those offenders easiest to rehabilitate and neglect the more difficult cases.

14.11 The Committee shared the Police and Crime Commissioners concerns regarding the proposals set out in the Government paper, in relation to the provision of probation services and the effectiveness of Payment by Results (PBR) mechanisms.

15. CONCLUSIONS

15.1 The Committee concluded that:-

- a) The complexity of the issues facing, and factors influencing, re-offenders can not be underestimated, along with the considerable level of social, economic and operational challenges that face local authorities and their partners.
- b) The availability of accurate, and up to date, data is essential to the development of effective services, and on this basis the Safer Hartlepool Partnership was congratulated on the development of processes in partnership with the Durham Tees Valley Probation Trust for the production of accurate local data.
- c) Reform to improve the delivery of re-offending service are welcomed, however, changes to the delivery of probation services, being implemented through the Governments Transformation of Rehabilitation Strategy, may potentially have a detrimental impact on service delivery in terms of duplication of activities, effectiveness and consistency of provision.
- d) The development and delivery of ‘holistic’ / offender centric services to meet the complex mix of needs/issues experienced by re-offenders, and robust partnership working, is an essential to the provision of pathways out of offending.

- e) It is clear that prison does not work for many offenders and as such Restorative and other alternative interventions have a role to play in the offending punishment process. This does not, however, mean that a 'soft' approach is being taken and the inclusion of sanctions, that are acted upon where required, is essential.
- f) Given the success of triage services for young people, the potential of extending its provision to include adults could be beneficial.
- g) The Community Payback scheme has been effective on schemes such as graffiti removal and horticultural projects in terms of encouraging a work ethic and raising esteem and aspirations. In order to progress the scheme further, emphasis must be placed on the importance of the provision of training to equip staff to interact effectively with ex-offenders in a work environment.
- h) The 'Team Around' model worked well and is an excellent example of how various agencies can work together in a targeted approach. The majority of families that received this approach were very thankful for the support they received. There were still some offending but others were working hard to gain some 'normality'.
- i) There is a clear need in respect of the provision of suitable accommodation for offenders in Hartlepool, especially in terms of our most chaotic and prolific offenders.
- j) A situation exists in relation to the release of offenders on Fridays, with ex-offenders often finding themselves having to go to several different agencies in different buildings and places to access the services and benefits they need. A 'one-stop shop' approach would be a beneficial development in bringing benefits directly to offenders on their release from prison.
- k) There is significant concern regarding the movement of the Youth Court from Hartlepool to Middlesbrough and the significant impact it will have on the effectiveness of the Youth Offending Team in reducing / preventing re-offending.
- l) The Council needs to lead by example in encouraging ex-offenders in to work and training.
- m) The establishment of a local Reducing Re-offending Strategy to tackle high rates of re-offending is commended and in progressing its development, consideration must be given to:-
 - i) The development of drug, housing and employment services as a priority for the future to meet the criminogenic needs of offenders in Hartlepool.

- ii) The importance of addressing unemployment and poor educational attainment in disadvantaged areas, to raise aspirations and challenge the cycle of offender behaviour across generations.
- iii) The Committee supported this view and shared concerns that offenders released from custody, returning home to the same issues that had driven them to offend in the first place, had little chance of changing their behaviour.
- iv) The development of improved partnership working around housing, with checks in place to ensure that there is no stigma applied to offenders in the allocation of housing.
- v) Improvement in the provision of services in relation to:
 - Housing advice starting earlier than two weeks before the release date for prisoner.
 - The provision of greater flexibility and the ability for housing services to respond more appropriately to those offenders who may wish to avoid returning to the community where their past offending had been centred.
- vi) Pressures placed on the community through the welfare reforms and their potential impact on the issues and factors that influence/ effect re-offending.
- vii) The importance of family relationships to offenders and the potentially negative impact of prison placements outside the area on the maintenance of these relationships.

16. RECOMMENDATIONS

16.1 The Committee recommended that:-

Operational Issues

- a) The extension of the triage service to include adults be explored.
- b) The Community Payback scheme be supported, and in taking it forward additional training be provided for staff to equip them to effectively interact with ex-offenders in a work environment.
- c) In recognition of problems experienced by ex-offenders released on Friday's regarding the need to access services and benefits provided by different agencies, the introduction of a 'one-stop shop' approach be explored to bring services and benefits together directly to offenders on their release.

- d) In line with the priorities identified by the Local Offender Housing Needs Group, the establishment of a Housing Liaison post, similar to that in place in Sunderland, be explored.
- e) That the potential for the Council to be involved in schemes similar to the 'Change for Change' scheme operated at Dearbolt Prison, leading by example in encouraging the provision of employment / apprentice opportunities for ex-offenders, be explored.
- f) The Mental Health Criminal Justice Liaison and Diversion Service be developed in Hartlepool and options explored for the joint commissioning of the service in the future.

Contributions to the Reducing Re-offending Strategy

- g) The establishment of a local Reducing Re-offending Strategy is supported and in progressing its development, consideration be given to:-
 - i) The continued development and delivery of "holistic" / offender centric plans and services to meet the complex mix of needs/issues experienced by re-offenders, and robust partnership working,.
 - ii) The adoption of the Team Around/IOM principles as a template for the provision of holistic / offender centric re-offending prevention services.
 - iii) The role of restorative and other alternative interventions in the offending punishment process and as part of this the importance of sanctions that are acted upon where required.
 - iv) The prevention of duplication in service delivery, and loss of the positive outcomes already achieved, following the implementation of the Reform to improve the delivery of re-offending services are welcomed, however, changes to the delivery of probation services, being implemented through the Government's Transformation of Rehabilitation Strategy, may potentially have a detrimental impact on service delivery in terms of duplication of activities, effectiveness and consistency of provision.
 - v) The development of drug, housing and employment services as a priority for the future to meet the criminogenic needs of offenders in Hartlepool.
 - vi) The importance of addressing unemployment and poor educational attainment in disadvantaged areas, to raise aspirations and challenge the cycle of offender behaviour across generations.
 - vii) The development of improved partnership working around housing, with checks in place to ensure that there is no stigma applied to offenders in the allocation of housing.

viii) Improvement in the provision of services in relation to:

- Housing advice starting earlier than two weeks before the release date for prisoner.
 - The provision of greater flexibility and the ability for housing services to respond more appropriately to those offenders who may wish to avoid returning to the community where their past offending had been centred.
- ix) Pressures placed on the community through the welfare reforms and their potential impact on the issues and factors that influence/effect re-offending.
- x) The importance of family relationships to offenders and the potentially negative impact of prison placements outside the area on the maintenance of these relationships.

**COUNCILLOR KEITH FISHER
CHAIR OF THE AUDIT AND GOVERNANCE COMMITTEE**

May 2014

ACKNOWLEDGEMENTS

The Committee is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:-

Hartlepool Borough Council:

Louise Wallace, Director of Public Health
Karen Clark, Service Delivery Manager, Drugs and Alcohol
Clare Clark, Neighbourhood Manager, Central
Julie Keoy, Criminal Justice Integrated Team (CJIT) Manager
Roni Checksfield, Youth Inclusion Custody Coordinator
Lisa Oldroyd, Community Safety Research and Development Coordinator
Caron Auckland, Project Officer – Employability
Rachel Parker, Community Safety Research Officer
Neil Harrison, Head of Service
Mark Smith, Head of Integrated Youth Support Services
Lisa Taylor, Service Manager, Offender Health

External Representatives:

Barry Coppinger, Cleveland Police and Crime Commissioner

Iain Wright, MP

Libby Griffiths, Tenancy Relations and Enforcement Manager, Housing Hartlepool

Lucia Saiger-Burns, Director of Offender Services, Durham Tees Valley Probation Trust

Julie McShane, Probation Officer, Durham Tees Valley Probation Trust

Jan Dobson, Manager, PATCH Family Support

Chief Inspector Lynn Beeston, Local Policing Area Commander for Hartlepool

Anthony Lowes, Reducing Reoffending Project Manager, National Offender Management Service, North East

Tabitha Falcus, Reducing Reoffending Project Manager, Association of North East Councils

Kevin Parry and Julie Keay, Durham Tees Valley Probation Trust

Stephen Thomas and Zoe Sherry, Hartlepool Healthwatch

Andrew Tweed and Deborah Duffy, Job Centre Plus

Peter Smith, Sunderland City Council

Dorothy Wood, NHS Foundation Trust

David Brown, Tees Esk and Wear Valleys NHS Foundation Trust

Paul Cartmell, Tees Esk and Wear Valleys NHS Foundation Trust

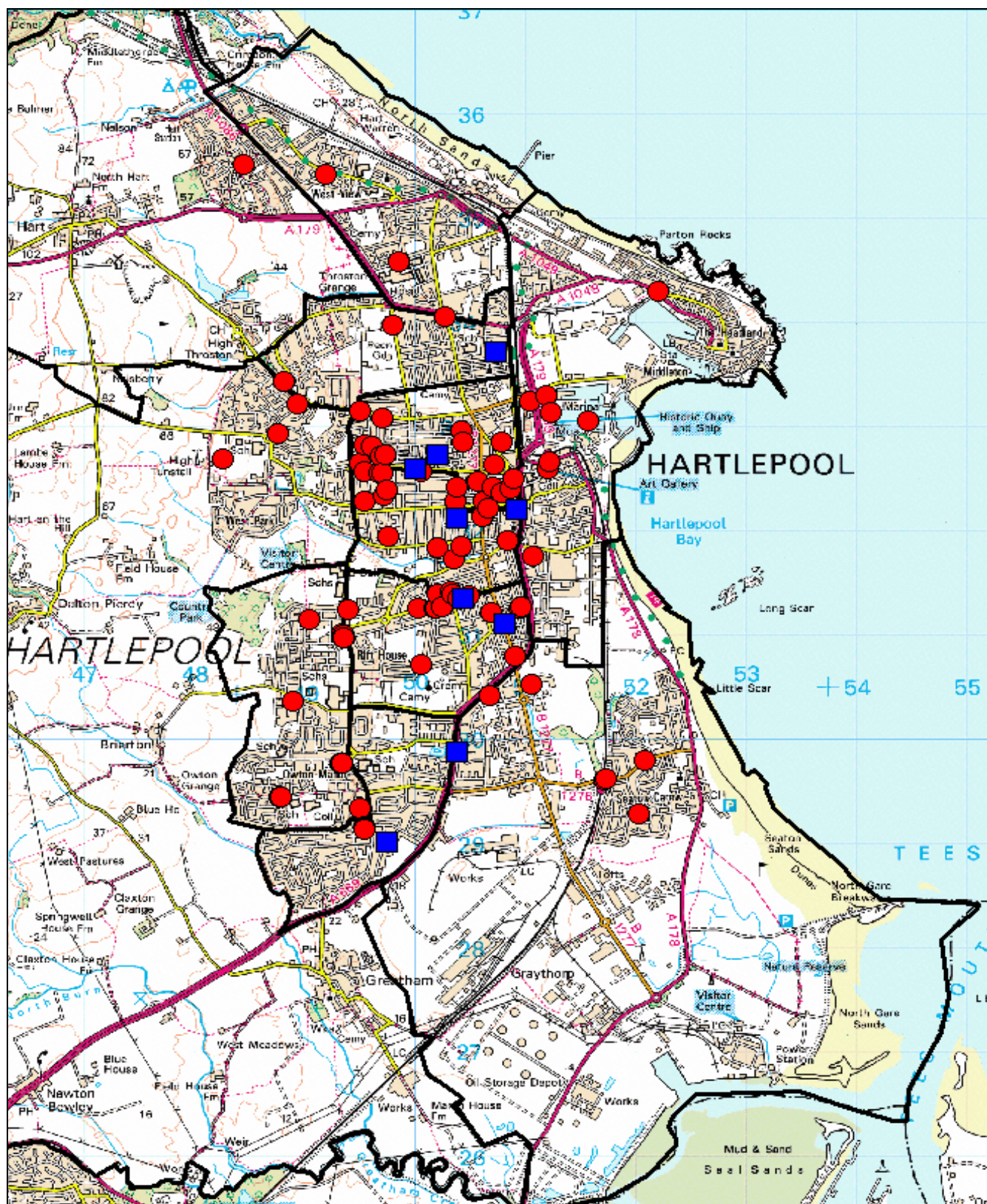
Appendix A

Evidence provided to the Forum

The following evidence was presented to the Audit and Governance Committee throughout the course of the investigation into ‘Re-offending’:-

Date of Meeting	Evidence Received
20 September 2013	Scoping Report – <i>Scrutiny Manager</i>
31 October 2013	i) Setting the Scene Presentation – <i>Community Safety Team and Durham Tees Valley Probation Trust</i> ii) Re-offender Health Provision (Presentation) – <i>Public Health and NHS England</i>
23 January 2014	Evidence from:- i) The Chair of Hartlepool’s Neighbourhood Services Committee ii) Written evidence from the Police and Crime Commissioner and Hartlepool’s MP iii) The National Offender Management Service (NOMS) iv) The Youth Offending Service (Hartlepool Borough Council) v) Cleveland Police
14 February 2014	Visit to Holme House Prison
6 March 2014	Evidence in relation to the provision of the following services for Re-offenders:- i) Family Support Services (Team Around the Household / Team Around the Family) ii) Housing Service (Housing Hartlepool / Tees Valley Probation Trust)

	<ul style="list-style-type: none"> iii) Employment Services (Economic Development Team – Hartlepool Borough Council) iv) Financial Management Services – Voluntary and Community Sector (West View Advice and Resource Centre)
<p>3 April 2014</p>	<p>Hartlepool Business Forum Event ‘A Chance for Change Exploding the Myths of Employing Ex-Offenders’</p>
<p>17 April 2014</p>	<p>Evidence in relation to the provision of the following services for Re-offenders:-</p> <ul style="list-style-type: none"> i) Mental Health Services (North Tees and Hartlepool Foundation Trust / Tees, Esk and Wear Valley NHS Foundation Trust) ii) Employment / Benefit Services (Job Centre Plus) iii) Best Practice – Sunderland City Council iv) Feedback Forum Business Forum Event – 3 April 2014



Blue squares - Offender's residence

Red dots - Offences.