

AUDIT AND GOVERNANCE COMMITTEE AGENDA



Thursday 6 March 2014

at 9.30 am

**in Committee Room B,
Civic Centre, Hartlepool.**

MEMBERS: AUDIT AND GOVERNANCE COMMITTEE

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

Standards Co-opted Members; Mr Norman Rollo and Ms Clare Wilson.

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

3.1 To confirm the minutes of the meeting held on 23 January 2014.

3.2 To confirm the minutes of the meeting held on 20 February 2014 (to follow)

4. AUDIT ITEMS

No items.

5. STANDARDS ITEMS

No items.



6. STATUTORY SCRUTINY ITEMS

6.1 Feedback from the visit to Holme House Prison – *Members of the Committee*

6.2 Re-offending Investigation - Final Evidence Gathering Session – Covering Report – *Scrutiny Manager*

(a) **Family Support Services:-**

- (i) Joint presentation from the Team Around the Household / Team Around the Family.

(b) **Mental Health services:-**

- (i) Presentation (s) from North Tees and Hartlepool NHS Foundation Trust and Tees, Esk and Wear Valleys NHS Foundation Trust.

(c) **Drug / Alcohol Services:-**

- (i) Written Evidence from the Service Delivery Manager Drugs and Alcohol, Hartlepool Borough Council.

(d) **Housing Services:-**

- (i) Written evidence from Housing Hartlepool and Tees Valley Probation Trust (to follow).

(e) **Employment Services:-**

- (i) Written Evidence and Presentation from the Economic Development Team, Hartlepool Borough Council.

(f) **Financial Management:-**

- (i) Written Evidence from West View Advice and Resource Centre

(g) **Employment and Benefit Services:-**

- (i) Evidence / presentation (to follow)

6.3 Verbal Feedback from the Oversight Group for the Implementation and Evaluation of Acute Medicine and Critical Care Reconfiguration – North Tees and Hartlepool NHS Foundation Trust (19 February 2014) – *Scrutiny Manager*

7. MINUTES FROM THE RECENT MEETING OF THE HEALTH AND WELLBEING BOARD

7.1 To receive the minutes of the meeting held on 9 December 2013.



8. MINUTES FROM THE RECENT MEETING OF THE FINANCE AND POLICY COMMITTEE RELATING TO PUBLIC HEALTH

8.1 Extract from the minutes of the meeting held 31 January 2014.

9. MINUTES FROM RECENT MEETING OF TEES VALLEY HEALTH SCRUTINY JOINT COMMITTEE

No items.

10. MINUTES FROM RECENT MEETING OF SAFER HARTLEPOOL PARTNERSHIP

10.1 To receive the minutes of the meeting held on 13 December 2013.

11. REGIONAL HEALTH SCRUTINY UPDATE

No items.

12. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION

Date of next meeting – 20 March 2014 at 2.00pm in the Civic Centre, Hartlepool.



AUDIT AND GOVERNANCE COMMITTEE

MINUTES AND DECISION RECORD

23 JANUARY 2014

The meeting commenced at 9.30 am in the Civic Centre, Hartlepool

Present:

Councillor Keith Fisher (In the Chair)

Councillors: Jim Ainslie, and Linda Shields.

Co-opted Members: Norman Rollo and Clare Wilson

Also Present: In accordance with Council Procedure Rule 5.2; Councillor Geoff Lilley
as substitute for Councillor Jonathan Brash
Councillor Peter Jackson, Chair of the Neighbourhood Services
Committee

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

Officers: Mark Smith, Head of Integrated Youth Support Services
Clare Clark, Neighbourhood Manager (Central)
Karen Clark, Treatment Effectiveness Manager
Joan Stevens, Scrutiny Manager
David Cosgrove, Democratic Services Team

93. Apologies for Absence

Councillors Brash, Loynes and Robinson.

94. Declarations of Interest

None.

95. Minutes of the meeting held on 28 November 2013

Confirmed.

96. Minutes of the meeting held on 12 December 2013

Confirmed.

97. Audit Items

No items.

98. Standards Items

No items.

99. Re-offending Investigation - Second Evidence Gathering Session - Verbal Evidence from the Chair of the Neighbourhood Services Committee

The Chair of the Neighbourhood Services Committee, Councillor Peter Jackson, reported that the Neighbourhood Services Committee had overview of the Community Safety Team and strategic input into the Community Safety Plan and the Domestic Violence Strategy among others. The Committee had recently received reports on reoffending statistics and the strategy to deal with the levels of reoffending in the town. Councillor Jackson commented that most reoffending appeared to be connected to the most disadvantaged areas of the town. Until issues of disadvantage through unemployment and poor educational attainment in these areas was tackled by the Council and its partners there was little hope of reducing the levels of reoffending. Reoffending consistently reoccurred when offenders were released from custody and returned home to face the same issues that had driven them to offend in the first place. Each reoffender committed, on average, 3.6 new crimes with reoffending accounting for two thirds of all recorded crime.

Councillor Jackson commented that the Neighbourhood Services Committee had recently received a report on Community Payback which provided offenders with the opportunity through a court order to put something back into the community. This could have a very positive outcome for both the community and offenders.

Most services in this area were coordinated through the Community Safety Partnership. However, the pressures on budgets on one side and the pressures placed on the community through the welfare reforms and unemployment on the other increased the burden placed on those teams. The changes to probation services through the government's transition to payment by results were expected to have a detrimental effect to services to offenders in general.

Members questioned how Hartlepool benefitted from Community Payback.

Councillor Jackson indicated that the Council had facilitated the team delivering the project and they had been used on schemes such as graffiti removal and horticultural projects where they had been quite effective. The report to Neighbourhood Services Committee did highlight some issues for council staff and there was a need for training in how to deal with offenders in these situations.

The vice-chair indicated that some residents groups had identified motivation as a major issue for reoffenders with long term worklessness being a significant problem. The vice-chair also considered that, in his opinion, as a nation we were soft on crime and greater emphasis should be placed on offender involvement in schemes such as Community Payback.

A Member highlighted that the community payback scheme did not replace work that would normally be undertaken by Council employees and it had to be constructive work. The representative for Durham Tees Valley Probation Trust indicated that an offender's involvement in Community Payback may be through a court order or as a standalone sanction. Some offenders involved would be subject to supervision orders and in some cases, female offenders of non violent crimes may be placed in charity shops for example.

Recommended

That the comments and discussions be noted.

100. Re-offending Investigation - Second Evidence Gathering Session - Evidence from NOMS (National Offender Management Service) North East

The Reducing Reoffending Project Manager, National Offender Management Service (NOMS), North East and the Reducing Reoffending Project Manager, Association of North East Councils gave a presentation outlining the work of NOMS in reducing reoffending and improving the joint working between prisons and local authorities.

The presentation highlighted –

- The Reoffending Project was commissioned to look at what services currently exist around the nine resettlement pathways who is delivering these services now and how we can avoid duplication and improve co-ordination in the future. A mapping exercise involving over 90 partners was carried out in early 2013 and the findings formed the basis of the report which was approved by all NE Council's Leaders and Elected Mayors in July 2013.
- The reoffending rate is 60% for those serving less than 12 months in custody and 50% for those serving more than 12 month.
- The Breaking the Cycle document recognises that "a significant proportion of crime is committed by offenders who have multiple problems"

- The average duration a short stay prisoner is detained is 45 days, while waiting times for activities aimed at reducing reoffending is 26 days.
- Short sentence prisoners constitute around 10% of the prison population at any given time.
- 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 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.
- There was a lack of provision for women with complex and multiple needs.
- Between 2011-2012 the service received 14 referrals for women with backgrounds of offending; 13 had problems with substance/alcohol misuse. 11 weren't housed because they were deemed too high a risk. 3 were initially accommodated but offending and substance misuse increased and 1 was evicted and the other 2 returned to custody after committing serious offences. The Project had had NO positive outcomes with female offenders in a 2 year period and there was currently no alternative accommodation to which they can signpost women with multiple and complex needs.
- 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.
- There were 110 Offenders from Hartlepool in Prison; 90 were in North East Prisons, 20 are located in Prisons outside of North East.
- Sex offences and violence against the person (which will include domestic violence) were the highest rate of offences with 45 of the 110 Hartlepool offenders in prison for these offences.
- 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.
- Hartlepool had carried out its own multi-agency mapping exercise of accommodation provision for offenders and how they can access accommodation support and this was real progress in tackling this key resettlement pathway. The outcome report is due to be delivered to the Safer Hartlepool Partnership in the next few months to inform future commissioning of services and the development of the Reducing Re-offending Strategy.
- An Offender Housing Needs group had been established bringing together social housing providers, community safety and drug and alcohol services. Looking at developing a supported housing facility – all big steps in improving joint working to meet the needs of offenders and reduce reoffending.

The Chair thanked the NOMS representatives for their informative presentation. The Chair commented that he saw reoffending as one of the biggest problems Hartlepool had. Accommodation had been highlighted as a particular problem for offenders returning to the community. However, sight should not be lost of the victims of crime.

The issue of prisoners' family links and the costs of caring for their families, particularly when children were involved was highlighted by a member. The NOMS representative commented that with schools now mandated not to allow children time off during term time was impacting on family cohesion when they were not allowed regular visits to a parent in prison.

Members noted the high numbers of prisoners from Hartlepool in custody due to sex offences or crimes against the person and questioned if drugs and alcohol were an issue in many of these offences.

In closing the debate the Chair indicated that the size of the problem with reoffending and many over-lapping issues that perpetuated much reoffending had been clearly highlighted and that the services to address this problem needed consistent coordination.

Recommended

That the presentation and comments be noted.

101. Re-offending Investigation - Second Evidence Gathering Session - Evidence from the Durham Tees Valley Probation Trust

The Durham Tees Valley Probation Trust (the Trust) representatives gave a presentation outlining the work of the Trust.

Currently the Hartlepool Offender Management Unit was responsible for 386 offenders and the Hartlepool Integrated Offender Management Scheme was responsible for further 98; giving a total of 484 Hartlepool offenders as at 6 January 2014. 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.

It was highlighted that the predicted adult reoffending rate always closely mirrored the actual rates never being more than five percentage points adrift. Over the past twelve months actual reoffending rates had dipped below the predicted rate for the first time.

The presentation outlined the Criminogenic factors that had been instrumental in leading probation offenders to reoffend. Employment, training and education were a factor in 92% of cases. Drug misuse (83%), accommodation (79%) and financial management and Income (79%) were the other major factors. The Trust representatives commented that alcohol could also be added to that list of major factors, particularly in relation to violent reoffending.

The Trust representatives then outlined for the Committee's information a case study of a 27 year old male reoffender 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.

The case study highlighted that 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 how if services were front-loaded with offenders when they came back into the community, they could have greater long term pay-offs. It was acknowledged, however, that there were more successes with low-risk offenders than the high-risk offender that was the subject of the case study.

The major concern was that when the services transitioned to the government's new approach of payment by results, the case study highlighted would probably have been 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.

The Chair thanked the representatives of the Probation Trust for their informative presentation, particularly in relation to the case study. The Chair commented that he was unsupportive of the payments by results approach to probation services particularly for the reasons highlighted in the presentation. Member echoed the comments and referred to the comments in the letter submitted by the Police and Crime Commissioner and asked for the Trusts' comments. The Probation Trust representatives indicated that they had not seen the letter prior to the meeting and would wish to consider it in detail before passing any specific comments.

Recommended

That the presentation and comments be noted.

102. Re-offending Investigation - Second Evidence Gathering Session - Evidence from the Youth Offending Service

The Head of Integrated Youth Support Services gave a presentation to the committee outlining the work of the Youth Offending Service in Hartlepool. In 2008/09 over 200 young people had formally entered the Youth Justice System in Hartlepool. Last year that figure had fallen to only 64. The number of court disposals over the same period had reduced from 250 to 150 which had had a consequent affect on the number of youth courts in the town leading to the recent decision by the Courts and Tribunals Service to move all Youth Court hearings to Middlesbrough.

The numbers of offences committed by young people was now down to around 300 with the reoffending rate having fallen to 1.1. From the statistics shown it was notable that 171 of the convicted youth offenders total of 235 did not go onto reoffend while only four reoffenders were responsible for 63 further offences; over a quarter of the total. The service could, therefore, quite easily predict the young people who were likely to reoffend and could make the Police aware and also offer them greater support.

The Head of Integrated Youth Support Services considered that the challenges the Youth Offending Service faced were centred around funding, the move of the Youth Courts to Middlesbrough and the new payment by results probation service contracts.

The Chair and Members expressed their concern at the move of the Youth Court to Middlesbrough. The success of the service in reducing reoffending was very commendable but the move of the youth court would make dealing with those persistent reoffenders more difficult. The move penalised the innocent as well and was likely to significantly increase the

numbers of young people failing to attend court.

The Head of Integrated Youth Support Services commented that the triage system used in conjunction with the Police for dealing with young people who had been arrested diverted 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.

The Vice-Chair commented that there was a need to consider what the committee's recommendations from the investigation were to be as in order to add value from this process, the finance behind the services had to be considered. The role of the local authority in conjunction with its partners in this area needed to be assessed; were we each doing the right things without duplication. The closure of the Youth Court in Hartlepool was a significant concern as the effects of the closure in terms of Police time in following up non-attendees for example could be quite significant. The Vice-Chair considered lack of consultation with the local authority as a major oversight and suggested that the Committee write to the Justice Minister expressing our concerns in light of the excellent partnership working that has been developed over recent years was now being fundamentally undermined by the removal of the Youth Court.

The Chair supported the Vice-Chair's comments and proposal and expressed his concern for the long term future we of the Courts in Hartlepool as he was aware that all road traffic matters had been transferred to Middlesbrough magistrates Courts as well. Chief Inspector Beeston commented that there would be a significant impact on the Police in terms of court time as travelling to Middlesbrough had to be factored in as well.

Recommended

1. That the presentation and comments be noted.
2. That the Chair write to the Justice Minister setting out the Committee's concerns in relation to the Youth Court moving from Hartlepool to Middlesbrough.

103. Re-offending Investigation - Second Evidence Gathering Session - Evidence from Chief Inspector Lynn Beeston, Local Policing Area Commander for Hartlepool

Chief Inspector Beeston commented that the Police did have a slightly different perspective in relation to enforcement. There were Police representatives in many joint teams and often “had a foot in both camps”. In terms of offending, drugs and alcohol were the two main drivers behind the majority of crime in Hartlepool. The Chief Inspector also considered that from her own experience, many offenders had a family background of offending having grown up in households with parents and other relatives that offended.

Through the work with the various partnerships in the town the Police had very good intelligence as to who the main offenders were and much of their work was targeted at these people. There was a focus on violent and sexual offenders and a neighbourhood policing focus on domestic violence with regular follow up visits to domestic violence victims. Drugs testing was undertaken in the custody suite in Hartlepool with follow up work to get users into treatment schemes.

The Triage system in place to divert young people out of the court system had already been discussed by the Committee and the system was a very successful example of how partnership working could have significant and beneficial effect. Restorative Intervention was a pre triage intervention with young people where if the Police were called to a case of shop lifting or minor damage and the young person accepted responsibility and the victim of the crime was also agreeable then the Police would look to some kind of restorative work. It only was applied to young people at the moment but its extension to adults was being considered as this was being done in Durham with some success.

Chief Inspector Beeston indicated that there was merit in all of the schemes that looked to divert people away from the courts system and thereby a criminal record. However, Hartlepool still had one of the worst reoffending rates in the country. To some extent that was not always a bad thing from the Police's perspective as whatever the crime, there was likely to be a very small number of individuals committing them. This did tend to give the Police a high success rate.

The Police faced the same challenges as many other organisations in terms of the ongoing budget cuts and the effects this was having on the numbers of Police Officers. At this time this had not affected the crime figures and a further reduction was expected in next year's figures as well. The Police also had some concerns with the forthcoming new probation arrangements. The Police did feel that often they were sending people to court and rather than them receiving custodial sentences, they were released back into the community. The numbers of licence recalls that the Police had to action as

a result of this were increasing.

Members did feel that through the cut backs in funding and the consequent reductions in Police Officer numbers, the subsequent reorganisations were about making policing cheaper not better. The Chief Inspector acknowledged that the force had undergone a significant restructure recently to accommodate the budget reductions but those officers that remained were still committed to making it work for the community they served.

Members welcomed the reports on the Triage System and also Restorative Intervention. There was, however, real disappointment in the community at the reduction in PCSOs around the town as they had a positive affect in communities. The Chief Inspector indicated that Hartlepool had been the original pilot of neighbourhood policing in the Cleveland area and had had more than its fair share often through joint funding with the local authority which had now had come to an end. One of the benefits of the new structure was that it had removed the area boundaries making resource allocation more fluid. At present the Redcar and Cleveland area was suffering an increase in crime so more resources had been directed to that area. In Hartlepool, there were often officers from Stockton assisting with policing the night-time economy. There would be 24 PCSOs retained in Hartlepool with 28 Neighbourhood Police Officers.

The Healthwatch representative questioned if the Police had seen any impact from the removal of the emergency mental health care bed in the town. The Chief Inspector indicated that in such instances, individuals were taken to Roseberry Park in Middlesbrough who were generally much quicker at dealing with those needing mental health care thus releasing the officers sooner. Mental health facilities were an issue for the Police Force as many of the individuals they had contact with on a daily basis had mental health issues.

The Chair thanked the Chief Inspector for her comments.

Recommended

That the Chief Inspector's comments be noted.

104. Re-offending Investigation - Second Evidence Gathering Session - Written evidence from Barry Copping, Police and Crime Commissioner (*Scrutiny Manager*)

The Scrutiny Manager submitted for the Committee's information written evidence submitted by the Police and Crime Commissioner.

Recommended

That the Police and Crime Commissioner's evidence be noted.

105. Re-offending Investigation - Second Evidence Gathering Session - Written evidence from Iain Wright MP *(Scrutiny Manager)*

The Scrutiny Manager submitted for the Committee's information written evidence submitted by the Member of Parliament for Hartlepool.

Recommended

That the Member of Parliament's evidence be noted.

106. Safer Hartlepool Partnership's Draft Community Safety Plan 2014 - 17 *(Neighbourhood Manager (Community Safety))*

The Neighbourhood Manager, Community Safety presented for the Committee's consideration the Safer Hartlepool Partnership's Draft Community Safety Plan for 2014 to 2017. The Neighbourhood Manager highlighted that for the seventh successive year the strategic assessment showed that crime rates were still falling. Hartlepool did still have one of the highest crime rates in the country with drug dependency at twice the national average and reoffending rates as one of the highest in the country. The Committee's feedback on the Draft Plan was sought for submission to the Safer Hartlepool Partnership.

Members acknowledged the work that was being done to tackle crime, particularly youth crime and reoffending in Hartlepool. There was concern in some areas of the town with hate crime occurrences particularly targeted at the asylum seeker/ refugee community. The Neighbourhood Manager commented that there was national and anecdotal evidence from the Lesbian, Bisexual, Gay and Transgender (LGBT) community that hate crime against them was under reported. If the numbers of centres where the LGBT community felt safe and confident in reporting such crimes then there was hope that the reporting of such instances could be more reflective of the actual situation. The same applied to the asylum seeker and refugee community. Members commented that these communities did integrate well into the local community but there were still problems.

The Neighbourhood Manager highlighted that the consultation on the Draft Community Safety Plan ended on 23 February.

Recommended

That the report be noted.

107. Safer Hartlepool Partnership Performance – Quarter 2 *(Neighbourhood Manager (Community Safety))*

The Neighbourhood Manager, Community Safety presented for the Committee's consideration the Safer Hartlepool Partnership performance

statistics for quarter 2, July to September 2013. It was highlighted that Hartlepool had been the only Cleveland Police area to show a reduction in crime during the quarter. Shop lifting and reoffending rates were still a major concern. Hartlepool had also exceeded its targets for drug rehabilitation. There was a reduction in the overall view that drugs were a major concern for communities though this had increased in the areas of greatest disadvantage.

Recommended

That the report be noted.

108. PCP Forward Plan and Scrutiny Work Programme
(*Scrutiny Manager*)

The Scrutiny Manager submitted for the Committee's information, the Forward Plan and Scrutiny work programme of the Cleveland Police and Crime Panel.

Recommended

That the report be noted.

109. Local HealthWatch Work Plan 2013/14 (*HealthWatch Representatives*)

The Chair suggested that this issue be deferred The Neighbourhood Manager, Community Safety presented for the Committee's consideration

Recommended

That the report be noted.

110. Minutes of the recent meeting of the Health And Wellbeing Board

The minutes of the meeting of the Health and Wellbeing Board of 28 October 2013 were submitted for the Committee's information.

Recommended

That the minutes be received.

111. Minutes of the recent meeting of the Finance and Policy Committee Relating to Public Health (*Scrutiny Manager*)

The Scrutiny Support Officer submitted an extract of the minutes of the Finance and Policy Committee of 29 November 2013 relating to the Public Health Commissioning Programme 2014/15.

Recommended

That the report be received.

112. Minutes of recent meeting of Tees Valley Health Scrutiny Joint Committee

The minutes of the Tees Valley Health Scrutiny Joint Committee meeting held on 28 October, 2013 were submitted for the Committee's information.

Recommended

That the minutes be received.

113. Minutes of recent meeting of Safer Hartlepool Partnership

The minutes of the meeting of the Safer Hartlepool Partnership held on 1 November 2013 were submitted for the Committee's information.

Recommended

That the minutes be received.

114. Regional Health Scrutiny Update

No items.

115. Any Other Items which the Chairman Considers are Urgent

The Chairman ruled that the following items of business should be considered by the Committee as a matter of urgency in accordance with the provisions of Section 100(B) (4)(b) of the Local Government Act 1972 in order that the matter could be dealt with without delay.

Timing of Committee Meetings

The Chair reported to the Committee that he had received a further e-mail from a Member of the Committee seeking an amendment to the regular start time of meetings of the committee. The Chair commented that he believed that the normal approach for meetings should be agreed at the beginning of the municipal year. Members had been asked previously if they wished to see the timing of meetings change but there had been no support for such a move. The members present at the meeting indicated their desire to see the meeting times remain as currently scheduled. The Chair indicated that he would respond accordingly.

Visit to Holme House Prison

The Scrutiny Manager confirmed with Members that a visit to Holme House Prison would be held on 14 February when Members would have an opportunity to speak to a small number of inmates.

The meeting concluded at 12.15 pm.

CHAIR

AUDIT AND GOVERNANCE COMMITTEE

6th March 2014



Report of: Scrutiny Manager

Subject: RE-OFFENDING INVESTIGATION – FEEDBACK
FROM VISIT TO HOLME HOUSE PRISON -
COVERING REPORT

1. PURPOSE OF REPORT

1.1 To provide feedback from the visit to Holme House Prison.

2. BACKGROUND INFORMATION

- 2.1 The Committee at its meeting on the 20 September 2013 agreed the Scope and Terms of Reference for its investigation into Re-offending. As part of the investigation a visit to Holme House Prison was organised for 14 February 2014 for Members to look at the Prisoner location areas (wings) and speak with 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.
- 2.2 Those Members who attended the visit were Councillors Ainslie, Loynes and Shields. Members will provide feedback at today's meeting. However a summary of the key issues is 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 undertook 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.

3. RECOMMENDATION

- 3.1 It is recommended that the Members of the Audit and Governance Committee consider the feedback from the visit and formulate views for either further consideration or inclusion in the Committee final report.

Contact Officer:- Joan Stevens – Scrutiny Manager
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BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into Re-offending – Scoping Report' Presented to the Audit and Governance Committee on 20 September 2013.
- (ii) Minutes of the Audit and Governance Committee held on 20 September 2013.

AUDIT AND GOVERNANCE COMMITTEE

6th March 2014



Report of: Scrutiny Manager

Subject: RE-OFFENDING INVESTIGATION - FINAL
EVIDENCE GATHERING SESSION - COVERING
REPORT

1. PURPOSE OF REPORT

- 1.1 To set the scene for the third evidence gathering session as part of the re-offending investigation and introduce evidence from a variety of sources to inform the Committees consideration of the issue.

2. BACKGROUND INFORMATION

- 2.1 The Committee at its meeting on the 20 September 2013 agreed the Scope and Terms of Reference for its investigation into Re-offending.
- 2.2 In line with the agreed process the Committee, at its meeting on the 23 January 2014, received evidence from the sources outlined below in relation to activities undertaken and services provided in relation to re-offending:
- Police
 - Prison Service
 - Probation Service
 - Youth Offending Service
 - Police and Crime Commissioner (PCC)
 - Iain Wright (MP)
 - Cllr Peter Jackson (Chair of the Neighbourhood Services Policy Committee)
- 2.3 As part of today's third evidence gathering session, the Committee agreed that the focus would be on a further selection of specific areas / services that impact, affect and influence re-offending. The evidence received so far has demonstrated that the issues outlined over the page are all primary factors contribution to re-offending, therefore meeting aims to explore in greater detail the services provided to deal with these issues:-

Family Support Housing
 Drugs / Alcohol Misuse
 Employment
 Financial Management.
 Mental Health

2.4 To assist the Committee, and inform discussion at today's meeting, the following questions have been put forward to representatives from each body.

- (a) What services are provided and how?
- (b) How effective are the services currently provided in the north east (in particular Hartlepool) to reduce re-offending?
- (c) How are services co-ordinated across the responsible authorities?
- (d) What are the challenges facing providers?
- (e) What could be changed?
- (f) What will be the financial impact of reducing resources on the ability of the service to meet needs?

2.5 Invitations have also been extended to organisations from the voluntary and community sector.

2.6 Members are asked to receive and consider the following evidence:-

(a) **Family Support Services**

(i) Joint Presentation from the Team Around the Household / Team Around the Family:

- Lisa Oldroyd, Community Safety Research and Development Co-ordinator, Hartlepool Borough Council)
- Julie McShane, Probation Officer, Tees Valley Probation Trust
- Roni Checksfield, Youth Inclusion Custody Co-ordinator, Hartlepool Borough Council

(b) **Mental Health Services**

(i) Presentation(s) from Tees, Esk and Wear Valleys NHS Foundation Trust:

- Paul Cartmell, Head of Forensic Learning Disability Services, Tees, Esk and Wear Valleys NHS Foundation Trust
- Lisa Taylor, Service Manager Offender Health, Tees, Esk and Wear Valleys NHS Foundation Trust

(c) **Drug / Alcohol Services**

(i) Written evidence from the Service Delivery Manager Drugs and Alcohol, Hartlepool Borough Council (**attached**):

- Karen Clark, Service Delivery Manager Drugs and Alcohol; and

- Julie Keoy, Criminal Justice Integrated Team (CJIT) Manager

(d) **Housing Services**

- (i) Written evidence from Housing Hartlepool and Tees Valley Probation Trust (to follow)

(e) **Employment Services**

- (i) Written evidence **(attached)** and presentation from Economic Regeneration Team, Hartlepool Borough Council:

- Caron Auckland, Project Officer - Employability

(f) **Financial Management**

- (i) Written evidence **(attached)** from West View Advice and Resource Centre Ltd

- Katherine Parker, Senior Debt Advice Worker
- Val Evans, Manager

(g) **Employment and Benefit Services** (to follow)

3. RECOMMENDATION

- 3.1 It is recommended that the Members of the Audit and Governance Committee consider the evidence presented and formulate views for either further consideration or inclusion in the Committee final report.

Contact Officer:- Joan Stevens – Scrutiny Manager
Chief Executive's Department - Corporate Strategy
Hartlepool Borough Council
Tel: 01429 284142
Email: joan.stevens@hartlepool.gov.uk

BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into Re-offending – Scoping Report' Presented to the Audit and Governance Committee on 20 September 2013.
- (ii) Minutes of the Audit and Governance Committee held on 20 September 2013.

AUDIT AND GOVERNANCE COMMITTEE

6th March 2014



Report of: Service Delivery Manager Drugs and Alcohol

Subject: SERVICES TO SUPPORT OFFENDERS WITH DRUG
AND ALCOHOL ADDICTION

1. PURPOSE OF REPORT

- 1.1 The purpose of the report is to provide evidence to members about the services which are offered to offenders to change mindsets and reduce re-offending.

2. BACKGROUND

- 2.1 The Crime and Disorder Act 1998 gave local authorities and police services duties to work together to develop crime and disorder audits and implement reduction strategies and to work in partnership with other agencies - Community Safety Partnerships (CSPs) - to tackle the identified problems. Over the years this has evolved through legislation and practice.
- 2.2 The Safer Hartlepool Partnership 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.
- 2.3 In 2008 the Criminal Justice Integrated Team (CJIT) was implemented. The Probation Service, Police and Recovery support team all co-located to maximise the opportunities to capture and engage offenders in effective treatment.
- 2.4 The Recovery support team was commissioned through a variation to the existing arrest referral contract held by Cleveland Police and provided four workers who worked with offenders to ensure that they were effectively engaged in treatment. This enhanced the teeswide contract of arrest referral and court support.

- 2.5 The CJIT team also work closely with the Community Safety Team to provide support to offenders and their families engaged with the Team around the household and the Troubled Families scheme.

3. TREATMENT

- 3.1 As stated in the Safer Hartlepool Partnership Strategic Assessment, nationally the number of individuals accessing drug treatment has fallen by 1.1% but in Hartlepool numbers have increased by 5.5% and drug related offences have reduced by 6.5%.
- 3.2 To ensure that we capitalise on the opportunities available the roles of the recovery workers have been developed to include working with the offenders using motivational interviewing and mind mapping to look at the root causes of the addiction and offending.
- 3.3 The team work in conjunction with the probation staff and treatment providers to enhance the individual's care plan and opportunities to recover.
- 3.4 Housing, relationship and benefit stability are key to providing a platform to recovery. Offenders are very often not eligible for good tenants cards because of their criminal background therefore are more likely to live in unsuitable housing with private landlords. The properties are sometimes without heating or hot water and insecure but the tenants are reluctant to complain because they may be left homeless. Evidence attached at **Appendix 1**.
- 3.5 The recovery workers have linked in with a private landlord who agreed to pilot a housing scheme for male offenders. He has converted a five bedroom property into a multiple occupancy unit with shared facilities. The tenancy is for a period of six months with a view to the landlord offering move on opportunities to other properties within their portfolio or the chance to apply for a good tenants card on completion. The CJIT team offer weekly support and facilitate house meetings with the tenants. There are now five individuals housed in the property and the landlord is looking to expand the scheme to provide another property for female offenders.
- 3.6 The aim of the CJIT team is to provide enhanced support to offenders from various community locations in the following areas:-
- Crisis response
 - Fast track access to treatment
 - Prison pre-release and post release support
 - Accompanying to appointments
 - Support through court

- Alcohol brief interventions
 - Group work on Alcohol and anger management
 - Recovery planning
 - Developing life skills
 - Healthy living support
 - Harm minimisation referral to specialist services
 - Signposting to community agencies to ensure continuity of care
 - Help with benefits, housing issues and debt management
 - Attendance at Child Protection meetings
- 3.7 To improve the offenders' opportunities for employment the team are working closely with the our Education Training and Employment service (Lifeline) and the East Durham Partnership who run an employability/ pre-employment and work skills programme. The course runs for 14 days and on completion the offenders have the opportunity to get one of the following:-
- Paid employment minimum 4 weeks up to 20 weeks resulting in a level 2 NVQ in performing manufacturing operations
 - Voluntary placements
 - £200 worth of furniture vouchers to be exchanged at the EDP workshop
 - CSCS card
- 3.8 On the first course which commenced on 6th January 6 out of 7 offenders completed the course.
- 3 got part time work
 - 2 were rewarded with £200 furniture vouchers
 - 1 achieved his CSCS card
- 3.9 There are 8 individuals on the course currently and we have twelve individuals waiting to go on the next course.
- 3.10 Using the Public Health England (PHE) value for money tool the following statistics have been identified for Hartlepool.

- **Past benefits** The benefit of drug treatment has resulted in a significant increase in crimes prevented. In 2010-11 there were 13,143 crimes prevented.
- **Cost Benefit Ratio** During the spending review period (2011-12 to 2014-15) drug treatment in Hartlepool is estimated to have a cost ratio of 1:5.51 So for every £1.00 spent on the local treatment system £5.51 is gained in total benefits.
- **Scenario Planning** There will be 568 more crimes committed in Hartlepool by drug misusing offenders for every £100,000 disinvested

4. CASE STUDIES

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.

5. FUNDING

- 5.1 The CJIT as described in Section 2.3 is a multi-disciplinary team. Contributors to the team come from mainstream staff seconded into the team. Funding for CJIT historically came from the pooled treatment budget and is now part of the public health grant. The element of the team funded by the local Authority ringfenced public health grant include 3 recovery workers, a court worker, a case co-ordinator and an Operational manager. It is noteworthy that due to the changes in other organisations including probation and police has resulted in the funding an configuration of CJIT being reviewed. A paper regarding the outcome of the review will be presented to finance and policy committee at the end of March 2014

6. DEVELOPMENT

- 6.1 The focus of this report has been on the enhanced services offered in Hartlepool to support offenders to engage in treatment effectively.

- 6.2 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.

7. RECOMMENDATIONS

- 7.1 Members are requested to note the evidence given and comment.

Contact Officer:- Karen Clark, Service Delivery Manager Drugs and Alcohol
Hartlepool Borough Council

BACKGROUND PAPERS

No background papers were used in the preparation of this report.

APPENDIX 1







Audit and Governance Committee

6 March 2014



Report of: Director of Housing Services (Housing Hartlepool)

Subject: RE-OFFENDER HOUSING NEEDS

1. PURPOSE OF REPORT

1.1 To:-

- i) Provide evidence in relation to re-offender housing needs and the key issues/factors experienced by re-offenders in obtaining accommodation; and
- ii) Outline the services provided to re-offender in response to identified housing needs.

2. BACKGROUND

Re-offender Housing Needs

- 2.1 The provision of suitable accommodation and support is identified both nationally and locally as one of the most important pathways in reducing the risk of re-offending. It is estimated that stable accommodation can reduce the likelihood of re-offending by more than a fifth.
- 2.2 Locally concerns have been raised by practitioners with regards to the lack of suitable accommodation for low to medium risk offenders in Hartlepool. To ascertain the level of the need in Hartlepool a range of data sources provided by the following organisations has been researched:
 - Durham & Tees Valley Probation Trust;
 - National Offender Management Service (NOMS);
 - Shelter;
 - Foundation – “Through the Gate”; and
 - Hartlepool Borough Council – Housing Options.

Evidence of need in Hartlepool

- 2.3 The OASys assessment tool, used by probation trusts provides a measure of housing need which links the accommodation need to offending behaviour. OASys data from Durham & Tees Valley Probation Trust, based on the Hartlepool caseload at 30th September 2013¹ indicates:
- 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.
- 2.4 In terms of the most problematic and chaotic offenders who are 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.
- 2.5 Most recent information received from the IOM Team indicates, in addition to the above, that ten offenders who have been recently released from prison² were unable to access suitable accommodation in Hartlepool upon their release. Of these ten offenders five were placed in temporary accommodation outside of Hartlepool³, with four of them gravitating back to Hartlepool without securing accommodation.
- 2.6 A snapshot of the number of prisoners from Hartlepool in prison as at December 2013 indicates that almost half of these prisoners are held in Holme House:

Prison	Number of Hartlepool Prisoners
Deerbolt	5
Durham	<5
Frankland	8
Holme House	51
Kirklevington Grange	9
Low Newton	<5
Northumberland	12
Out of North East region	19

- 2.7 In terms of the number Hartlepool prisoners who have requested assistance from Shelter regarding accommodation, data indicates between October 2013 and December 2013, 23 offenders accessed support from Shelter. This figure only includes those offenders who self reported an accommodation issue and had asked for assistance. This data does not include all offenders who are screened by peers on induction, and does not include priority debt cases who are provided with self help kits.

¹ 383 offenders – figure includes general probation caseload & Integrated Offender Management Team caseload.

² Prison releases between October 2013 – January 2014.

³ Accommodated in Stockton

- 2.8 Most importantly, in addition to the above, Shelter have advised that due to housing shortages in Hartlepool Shelter refer a lot of their clients to out of area provisions.
- 2.9 Data received from Foundation in respect of 'Through the Gate' referrals⁴ indicates that this provision has/is providing a service to eight offenders in Hartlepool between October 2013 and December 2013. In comparison to other neighbouring Authorities Hartlepool has the highest number of offenders accessing this service in Cleveland.

Prison	Hartlepool	Middlesbrough	Redcar & Cleveland	Stockton
Deerbolt	0	0	0	2
Durham	0	0	0	0
Holme House	8	0	3	1
Kirklevington	0	0	0	0
Low Newton	0	1	0	0
Northumberland	0	0	1	0
Total	8	1	4	3

- 2.10 However, for the same time period numbers remain low in terms of accommodation secured by Foundation and referrals made to Hartlepool Housing Options Service, as shown below:

Local Authority Area	Accommodation Secured	Referral to Housing Options
Hartlepool	2 (Family & Private Rented Sector)	0

- 2.11 Data obtained from the Hartlepool Borough Council Housing Options Service indicates that referral numbers in terms of prison leavers are low and account for less than 2% of referrals⁵.

3. WORK BEING UNDERTAKEN THROUGH THE LOCAL 'OFFENDER HOUSING NEEDS GROUP'

- 3.1 As a sub group of the Safer Hartlepool Partnership, the local Offender Housing Needs Group recognised the importance of gaining an insight into the following and exploring solutions to strengthening the accommodation pathway to break the cycle of re-offending:

- The accommodation needs of offenders;

⁴ April 2013 – December 2013

⁵ 1st April 2013 – 24th January 2014 – 846 referrals, 15 prison leaver referrals

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

3.2 The event brought together 34 representatives from a variety of agencies including representatives from the Probation and Prison service, Cleveland Police, Housing providers, Drug Treatment Services, and Hartlepool Borough Council. A note of the main discussion points, including issues and gaps, and details of feedback to the main Offender Housing Needs Group are attached at **Appendices A and B**, with the following priorities for action agreed to address the accommodation needs of offenders:

- **Housing Liaison Post** - Consider the creation of a Housing Liaison post to work between the custody setting and local housing teams/landlords to help offenders to find tenancies in advance of release date. Explore approach adopted in Sunderland.
- **Housing Directory** - Consider the development of a Housing contact directory/pathways guide for agencies working with offenders in Hartlepool.
- **Single Assessment Form** - Explore the feasibility of introducing the use of one risk assessment form, as used in Durham, accompanied by a workable risk management plan.
- **One Stop Shop** - Explore the feasibility of a One Stop Shop for offenders being released from custody on a Friday – to address Benefit, Housing and Substance Misuse Issues.
- **Compass Application** - Review and streamline Compass application process, including housing history, exploring the feasibility of local deviation from the regional policy.
- **Team around the Offender** - Use learning and good practice from the Team around the Household initiative to work with our most chaotic offenders in Hartlepool, ensuring a co-ordinated support and risk management plan is in place.
- **Hostel with Licensed Tenancies** - Consider hostel with licensed tenancies rather than full tenancies, with time limited stay, a similar scheme operates in Gateshead called Foyer. Explore tiered approach as operated in Camden. Would need to develop a local business case.

3.3 These priorities formed the basis of an Action Plan, attached at **Appendix C**, which is being progressed by the Offender Housing Needs Group. The plan is to be incorporated into the broader action plan that will support the 'Reducing Reoffending Strategy led by the SHP Reducing Reoffending Champion.

4. CONCLUSION

- 4.1 It is evident that 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 offender. The analysis also identifies the need to strengthen the referral pathway into the local Housing Options Service.

5. RECOMMENDATIONS

5.1 That Members:-

- i) Note the information provided and seek clarification where required.
- ii) Formulate views and comments for inclusion in the Committees Final Report.

Contact Officer:- Joan Stevens – Scrutiny Manager
Chief Executive's Department - Corporate Strategy
Hartlepool Borough Council
Tel: 01429 284142
Email: joan.stevens@hartlepool.gov.uk

BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into Re-offending – Scoping Report' Presented to the Audit and Governance Committee on 20 September 2013.
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APPENDIX A

Safer Hartlepool Partnership
Offender Housing Needs Mapping Event

December 2013

This report presents the key findings from the Offender Housing Needs Mapping Event held on the 5th December 2013, which brought together 34 representatives from:

- Hartlepool Borough Council
- Durham & Tees Valley Probation Trust
- Housing Hartlepool
- Cleveland Police
- National Offender Management Service (NOMS)
- Addaction
- Community Campus
- Homegroup - Stonham
- Shelter
- Tees Valley Housing
- DISC
- Foundation – Through the Gate

The aim of the event was to gain an improved understanding of existing locally commissioned accommodation and support services, build evidence of unmet need, share good practice and explore solutions to strengthening pathways.

Background

Both national and local research indicates that adults and young people who have offended are often the most socially excluded in society with the majority often having complex and deep rooted problems, such as substance misuse, mental health, homelessness and financial problems.

Improving pathways out of re-offending through the provision of local services that meet the needs of offenders, and tackling their issues in holistic, and coordinated way is therefore fundamental to reducing re-offending.

An insight into the needs of those offenders known to Durham Tees Valley Probation Trusts, indicates that those offenders who go onto re-offend have a different criminogenic needs profile to those who don't go on to re-offend, with accommodation, employability, substance misuse, and financial management being the key factors to addressing their offending behaviour.

The provision of suitable accommodation and support is identified as one of the most important pathways in reducing the risk of re-offending. However concerns have been raised at the local 'Offender Housing Needs Group' about a lack of suitable accommodation and support provision in Hartlepool for low to medium risk re-offenders.

APPENDIX A

Feedback from Workshops

Three round the table workshops were undertaken as part of the event exploring the:

- Pathway from custody to the community
- Pathway for offenders presenting homeless to Housing Advice
- Existing service provision in Hartlepool

Workshop 1: Pathway from custody to the community

Issues & Gaps

- **Partnership Working** – Greater links need to be developed between Housing Options and the custody setting, including Shelter, to help maintain and sustain tenancies whilst offenders are in custody, and improve information sharing.
- **Prison Locations** - There is a perception that all of Hartlepool offenders end up in a local prison (Holme House) post remand, however a percentage are placed outside of the region, number to be confirmed.
- **Self Referrals into Support** - Referrals into housing support services (Shelter) within the custody setting relies on the offender disclosing that they have an accommodation/housing need.
- **Prison Release Dates** - Short notice of prison release dates, limits the arrangements that can be put place prior to release.
- **Risk Assessment** - Offender risk assessments from the Prison Service are often poor quality and missing key information regarding risk. Several agencies complete additional risk assessments, with risk levels varying across agencies.
- **Co-ordination of Support** – Difficulties of agencies finding out what other agencies are doing with/planning with offenders while they are in prison. Agencies have to spend a substantial amount of time chasing information.

Workshop 2: Pathway for offenders presenting homeless to Housing Advice

Issues & Gaps

- **Limited Emergency Accommodation** – Lack of appropriate emergency and temporary accommodation, immediate options include 50 The Front or out of area, leading to client's lack of confidence in the service.
- **Non-Priority** – Offenders are generally classified as non-priority need.
- **Housing History** – A lack of housing history and personal identification documents act as barriers, particularly in regard to Compass applications.

APPENDIX A

- **Culture & attitudes** – Organisational and staff cultures towards offenders, preconceived policies and procedures, and lack of consistency in service provision is a problem, with many offenders being “labelled”.
- **Digital Inclusion** – Technology is a barrier for offenders, especially in terms of online Compass applications.
- **Registered Social Landlords** – There is a feeling that Registered Social Landlords in Hartlepool do not welcome housing applications from offenders, diverting most of our most chaotic offenders into the private rented sector where tenancy management is not as robust.
- **Length of Processes** – The length of housing applications and Good Tenant Scheme applications is too long for offenders who have chaotic lifestyles and complex needs.

Workshop 3: Existing service provision in Hartlepool

Issues & Gaps

- **Limited Supported Housing Options** - Very limited supported housing options available in Hartlepool. If full, offenders are usually referred to emergency accommodation located outside of Hartlepool – Stockton & Middlesbrough, but gravitate back to Hartlepool. Alternatively, offenders source their own private rented accommodation with no support and likelihood of tenancy failure.
- **Women Only Provision** – Although good work is being undertaken by Harbour, there is still limited accommodation provision for women offenders in Hartlepool.
- **Lack of intensive support** – Whilst supported housing schemes are operating in Hartlepool, there continues to be a lack of intensive support (7 days a week) for our most chaotic offenders.

Next Steps

- **Housing Liaison Post** - Consider the creation of a Housing Liaison post to work between the custody setting and local housing teams/landlords to help offenders to find tenancies in advance of release date. Explore approach adopted in Sunderland.
- **Housing Directory** - Consider the development of a Housing contact directory/pathways guide for agencies working with offenders in Hartlepool.
- **Single Assessment Form** - Explore the feasibility of introducing the use of one risk assessment form, as used in Durham, accompanied by a workable risk management plan.

APPENDIX A

- **One Stop Shop** – Explore the feasibility of a One Stop Shop for offenders being released from custody on a Friday – to address Benefit, Housing and Substance Misuse Issues.
- **Compass Application** – Review and streamline Compass application process, including housing history, exploring the feasibility of local deviation from the regional policy.
- **Team around the Offender** – Use learning and good practice from the Team around the Household initiative to work with our most chaotic offenders in Hartlepool, ensuring a co-ordinated support and risk management plan is in place.
- **Hostel with Licensed Tenancies** – Consider hostel with licensed tenancies rather than full tenancies, with time limited stay, a similar scheme operates in Gateshead called Foyer. Explore tiered approach as operated in Camden. Would need to develop a local business case.



**Safer Hartlepool Partnership
Offender Housing Needs Meeting
Community Safety Office, 173 York Road
13th January 2014**

Present

Chair: Andy Powell

Minutes: Ashleigh Wood

Lisa Oldroyd

Nick Stone

Julie Keay

Helen Neal

Richard Trow

Ashleigh Cerley

Siobhan Rafferty

Clare Clark

Nigel Johnson

Lynda Igoe

Karen Kelly

Julie Pullman

Housing Hartlepool

Hartlepool Borough Council

Safer Hartlepool Partnership

Anti-Social Behaviour Unit

Durham Tees Valley Probation Trust

Tees Valley Housing

HBC Planning Services

Durham Tees Valley Probation Trust

HBC Housing Services

Hartlepool Borough Council

HBC Housing Services

HBC Housing Services

HBC Housing Services

HBC Benefits

Apologies

Lucia Sager-Burns

Durham Tees Valley Probation Trust

1. Welcome & Introductions	Action
AP welcomed everyone to the meeting; a round of introductions took place.	
2. Feedback from Offender Housing Needs Mapping Event	
<p>LO gave an overview on the offender housing needs mapping event; the group were provided with a copy of the report. The group were asked to put forward any comments on the report; the importance of agencies working from the same risk assessment was briefly discussed.</p> <p>AP told the group that the actions from the report will be put into an action plan and a lead for each action will be needed. Information with regards to actions will be fed back to the SHP. AP asked the group if they felt any particular actions should be prioritised.</p> <p>SR suggested reviewing the compass application should be made a priority and informed the group that a lot of offenders don't have 2 forms of id, housing history or have rent arrears. The group agreed that rules in relation to the compass application are to be relaxed for Team around the Offender type members.</p>	

A discussion took place with regards to 'Team around the Offender'; AP asked if there would be enough capacity for the initiative. CC suggested Community Safety could pull together offender profiles and Probation Officers could take the role of Lead Practitioners. The group agreed to use a Team around the Household approach to work with the most chaotic offenders in Hartlepool, ensuring co-ordinated support and risk management plans are in place. JK agreed to arrange a meeting to look at possible targets.

JK

CC suggested the Housing Liaison Post should also be made a priority; a discussion took place re funding available for a 1 year post. CC suggested that the post could possibly sit within the housing team. CC/LO to provide the group with information before the next meeting.

CC/LO

The group agreed that the 'One Stop Shop' could be explored through Team around the Offender.

3. Supported Accommodation Project

AP gave feedback from the Supported Accommodation Project away day. The main issue identified was people finding it difficult sourcing accommodation. AP informed the group of two potential locations for the supported accommodation project.

Option 1 - Lime Crescent Flatlets

Lime Crescent Flatlets is a previous local authority property owned by Vela. The flatlets run out of the back of the new regeneration scheme on Easington Road. Internally the accommodation is in bad condition but externally the building is sound. The building would consist of 15/16 self contained units and would be robustly managed 24hrs a day. The building would be ran using licenses instead of tenancy agreements. AP spoke to Ned Coarsen who is interested in getting the project up and running by March 2015. AP informed the group he has reservation with regards to size and demand, and NJ expressed his concerns with regards to time scales.

Option 2 - 11 St Pauls Road

11 St Paul's Road is owned by Tees Valley Housing and has previously been used as a shared house, therefore there would be no issue regarding offering licenses instead of tenancy agreements. The property consists of 5 bedrooms, 2 shared bathrooms and 1 shared kitchen and living room. The rooms would be available to medium and low risk male offenders who can't sustain a tenancy; each individual would have a personal plan and the building would be robustly managed 24hrs a day. The idea of the project would be to move people on quickly once they have demonstrated they can sustain a tenancy and live independently; LI suggested the typical stay would be 3-6 months. The group felt this option would be more deliverable and manageable. NB asked what the cost would be to run the facility over 2 sites if a larger scale was needed.

RT to provide info re impact/criteria for both properties and forward to AP.

RT

AP to pull development brief together.

AP

LO send pen profile type of people that will be housed to HN.

LO

LO to pull together info from strategic assessment & Shelter and provide info.

LO

HN to provide info re concierge approach.

HN

HN to work on business case around costs etc to make sure option is viable.

HN

4. Any Other Business

No reports.

5. Date & Time of Next Meeting

Monday 10th Feb, 1.00pm, Community Safety Office, 173 York Road.

DRAFT
Offender Housing Needs

Action Plan



Issues & Gaps	Desired Outcome	Planned Activity	Progress	Responsibility	Action Complete
<p>Pathway from custody to the community</p> <p>Partnership Working</p> <p>Co-ordination of Support</p> <p>Agencies working from various Risk Assessment</p>	<p>Greater links developed between Housing Options and custody setting (Shelter) and improved information sharing.</p> <p>Improved contact between different agencies trying to find out what other agencies are doing with with offenders while they are in prison.</p> <p>Improved referrals into housing support services (Shelter) within the custody setting.</p> <p>Agencies to be working from the same level Offender risk assessments.</p>	<p>Consider the creation of a Housing Liaison post to work between the custody setting and local housing teams/landlords to help offenders to find tenancies in advance of release date. Explore approach adopted in Sunderland.</p> <p>Explore the feasibility of a 'One Stop Shop' for offenders being released from custody on a Friday - to address Benefit, Housing and Substance Misuse Issues.</p> <p>Explore the feasibility of introducing the use of one risk assessment form, as used in Durham, accompanied by a workable risk management plan.</p>	<p>Post to possibly sit within the Housing Team. LO to provide information for next meeting.</p> <p>'One Stop Shop' facility to be explored.</p>		

<p>Pathway for offenders presenting homeless to Housing Advice</p> <p>Lack of Housing History</p> <p>Organisational / staff cultures and attitudes towards offenders and offenders being classified as Non-Priority.</p>	<p>Reduce barrier caused by lack of housing history and personal identification documents.</p> <p>Improved attitudes towards offenders and consistency in service provision.</p>	<p>Review and streamline Compass application process, including housing history, exploring the feasibility of local deviation from the regional policy.</p> <p>Consider the development of a Housing contact directory/pathways guide for agencies working with offenders in Hartlepool.</p>	<p>The group agreed that rules in relation to the compass application are to be relaxed for Team around the Offender type members.</p>		
<p>Existing service provision in Hartlepool</p> <p>Limited Supported Housing Options available in Hartlepool.</p> <p>Lack of co-ordinated support</p>	<p>Improved supported housing and intensive support (7 days a week) for our most chaotic offenders in Hartlepool.</p> <p>Intensive co-ordinated support using a 'Team around the Offender' approach.</p>	<p>Consider supported accommodation provision with licensed tenancies rather than full tenancies, with time limited stay.</p> <p>Use learning and good practice from the Team around the Household initiative to work with our most chaotic offenders in Hartlepool, ensuring a co-ordinated support and risk management plan is in place.</p>	<p>2 supported housing options discussed.</p> <p>RT to provide info re impact/criteria for both properties and forward to AP.</p> <p>AP to pull development brief together.</p> <p>LO send pen profile of type of people that will be housed to HN.</p> <p>LO to pull together info from strategic assessment & Shelter and provide info.</p> <p>HN to provide info re concierge approach.</p> <p>HN to work on business case around costs etc to make sure option is viable.</p> <p>Community Safety to pull together offender profiles and Probation Officers to take the role of Lead Practitioners. JK to arrange a meeting to look at possible targets.</p>	<p>Richard Trow</p> <p>Andy Powell</p> <p>Lisa Oldroyd</p> <p>Lisa Oldroyd</p> <p>Helen Neal</p> <p>Helen Neal</p> <p>Julie Keay Lisa Oldroyd</p>	

AUDIT AND GOVERNANCE COMMITTEE

6th March 2014



Report of: Economic Regeneration Team

Subject: SERVICES TO SUPPORT OFFENDERS –
EMPLOYMENT

1. PURPOSE

- 1.1 To report on the support services available to ex-offenders from the Council's Economic Regeneration Team (ERT).

2. BACKGROUND

- 2.1 A key Council priority is to support all working age adults to secure long term sustainable employment. The Council recognises that ex-offenders are a priority group and as such encourage their participation in projects we deliver as well as support from the services we provide. The main aim of the services provided for ex-offenders is to remove barriers and support them into education, employment or training.
- 2.2 The ERT offers a universal service and opportunities are provided to all priority groups (including ex-offenders) with a wide range of services offered including:-
- Independent Information, Advice and Guidance (IAG)
 - Work Trials
 - Volunteering Opportunities, and;
 - In-work Mentoring.
- 2.3 This allows an ex-offender to learn new skills, get experience of the world of work, demonstrate their attitude and progress into sustainable employment.

3. WHAT SERVICES DO WE OFFER EX-OFFENDERS?

Core Offer to Employers

- 3.1 The ERT in partnership with National Apprenticeship Service, National Careers Service and Jobcentre Plus are working closely together to provide a Core Offer to Employers on the services available to support business growth.

3.2 The services available through this offer will support ex-offenders and consist of the following:-

- Advice on grant funding such as Wage Incentive Schemes;
- Support to recruit new employees and apprentices including work trials and pre-employability training programmes;
- Offering work experience and volunteering opportunities for local people;
- Information on how Traineeships and Internships could benefit business;
- Training and support to upskill the existing workforce;
- Access to Inward Investment;
- HR and employment legislation advice, and;
- Redundancy support and Careers advice to employees.

Hartlepool Working Solutions (HWS)

3.3 HWS is based within the ERT and offers support to both businesses and residents of Hartlepool. The programmes and services managed and/or delivered by HWS include: -

- **Hartlepool Works Consortium** – The towns Employment and Skills Consortium, which consists of more than 40 organisations from the public, private and third sector. All of whom have access to funding and offer support to residents, including ex-offenders.
- **Connect2Work** – This programme provides support for 16 to 24 year olds who are not in education, employment or training (NEET) or at risk of becoming NEET to offer training and IAG to support them into education, employment or training.
- **Hartlepool Youth Investment Project (HYIP)** – The HYIP is the over-arching Council project which brings together all youth employment initiatives delivered by the Council and its partners. The project has been designed in consultation with partners to prepare young people aged 14-24 years for the world of work and to guarantee access to education, employment or training for all.
- **Youth Engagement and Support (YES) Project** – Provides support to young people aged 14 to 19 years old who are NEET or at risk of becoming NEET to re-engage them in training, education or employment (with training). In particular focussing on disengaged 16, 17 and 18 year olds from the most deprived wards.
- **Youth Contract** – Provides support to young people aged 16 to 17 years to re-engage in training, education or employment (with training) as long as they meet one of the eligibility criteria below: -
 - Failed to achieve more than 1 GCSE grade A* - C
 - Young offenders
 - Care leavers
 - Young people serving community sentences

- **FamilyWise** – This initiative provides information, advice and support to help unemployed residents of Hartlepool identify and find employment. The personalised support is provided by the customers dedicated Family Coach and is tailored to the customers' needs by removing identified barriers to employment.
- **Business Engagement** – The team offers a free recruitment service to local employer's as well as bespoke pre-employability training courses and specialist HR advice.
- **Construction Site Certification Scheme (CSCS) Test Centre** – The Department is an accredited CSCS Test Centre through Construction Skills and offer a range of tests for the construction industry from the Hartlepool Enterprise Centre.
- **Hartlepool Enterprise Team** – This service offers a variety of support and advice to assist residents to start up a new business or grow their existing business including access to grants.

3.4 All these opportunities are open to all priority groups which includes ex-offenders however each has eligibility requirements.

4. HOW DO WE LINK IN WITH EX-OFFENDERS?

4.1 The Council works with a variety of partners to link in with ex-offenders and offer our support to them including: -

- Durham and Tees Valley Probation;
- Think Families/Think Communities Project;
- Jobcentre Plus;
- Safer Hartlepool Partnership, and;
- Youth Offending Team.

Contact Officer:- Patrick Wilson, Employment Development Officer
Hartlepool Borough Council

BACKGROUND PAPERS

Analysis of the impact of employment on re-offending following release from custody, using Propensity Score Matching - Additional Information (**Appendix A**)



Analysis of the impact of employment on re-offending following release from custody, using Propensity Score Matching

Ministry of Justice
March 2013

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Executive Summary

This report presents analysis which aims to identify the impact (if any) that employment (measured by having a PAYE employment spell notified by a P45) has on reducing re-offending.

The analysis compares the re-offending rates for offenders who get P45 employment in the year following their release from custody with a matched comparison group of offenders with no P45 employment. The rate being used for comparison is the **proven one year re-offending rate**. The matched comparison group was selected using **Propensity Score Matching**. Matching enables us to more confidently estimate the impact of P45 employment post-custody on re-offending by minimising the differences between the offenders who did and did not get P45 employment on other characteristics. A limitation here is that the data used for matching is restricted to that which is available in existing systems, and there remains a possibility that the difference after matching reflects differences in underlying characteristics which are not recorded, rather than employment.

The analysis uses linked data from the Ministry of Justice's (MoJ) data linking project which brings together data on offenders from across the Criminal Justice System. This is supplemented by data on the employment and benefit status of offenders from the MoJ / DWP / HMRC data share. This has led to a rich data set with information on offenders' criminal and labour market histories and offender attitudes and criminogenic needs (such as drug or alcohol misuse). The attitudinal variables were only available from OASys data, so only offenders with a valid OASys assessment (which tend to be the more serious offenders) were included in the analysis, due to the value of including these variables. **This means that we cannot generalise the findings to the wider offender population.**

In this analysis, **P45 employment** is used as a proxy for wider definitions of employment. The available data does not include information on self-employment, and has only partial coverage of employment where earnings are below the tax threshold, and has some further issues with data quality.

The comparison group will include offenders who got other forms of employment (non-P45 employment).

Re-offending is measured as any offence committed in the 12 months after release from custody which receives a court conviction, caution, reprimand or warning in the 12 month period or within a further six month waiting period. This means that there will be many undetected or unrecorded offences not picked up in the analysis.

This analysis shows the following statistically significant results for offenders included in our sample:

- Offenders who got P45 employment at some point in the year after being released from custody were less likely to re-offend than similar offenders who did not get P45 employment.
- For custodial sentences of less than one year, the one year proven re-offending rate was **9.4 percentage points** lower for those who found P45 employment after release than for the matched comparison group.
- For sentences lasting one year or more, the one year re-offending rate was **5.6 percentage points** lower for those who found P45 employment than for the matched comparison group.
- The time from release until first re-offence was longer for offenders who got P45 employment than for the matched comparison group, who did not get P45 employment.

Identifying the impact of employment on re-offending is a challenging undertaking, because apparent associations between employment and (re-) offending will be due in part to underlying factors influencing both employment and re-offending, rather than a direct causal link. Additionally, the influence runs in both directions, with offending affecting employment as well as the reverse and there are limitations to this analysis which are highlighted in this report. However, the magnitude of the estimates of the reduction in re-offending and their statistical significance, alongside the

results of the sensitivity analysis we have conducted, means we are confident that P45 employment has a positive impact on reducing re-offending. We would be very interested in your feedback on our methodology and any suggestions for further analysis.

Key terminology

OASys assessment - this assessment is used by prisons and probation services to measure the risks and needs of offenders under their supervision.

Proven one year re-offending rate - any offence committed in the 12 months after release from custody which receives a court conviction, caution, reprimand or warning in the 12 month period or within a further six month waiting period.

P45 employment data – employment data derived from P45 forms sent to HMRC from employers.

MoJ – Ministry of Justice

DWP – Department for Work and Pensions

HMRC – Her Majesty's Revenue and Customs

NOMS – National Offender Management Service

1. Introduction

1.1 Background

There is a large body of research suggesting employment may reduce the likelihood of re-offending, however offenders leaving custody face significant barriers to finding and staying in work. To ensure that offenders receive specialist support as soon as possible after release from custody, the Department for Work and Pensions and the Ministry of Justice are fast-tracking offenders leaving custody into the Work Programme. From early 2012, Jobcentre Plus advisers have started to take claims for Jobseeker's Allowance in prison, to start entitlement on release and to facilitate mandatory referral to the Work Programme. In addition, any prison leaver claiming Jobseeker's Allowance within 13 weeks of leaving custody will now also have a mandatory referral to the Work Programme¹. The MoJ are also committed to working with businesses to significantly increase work activity undertaken by offenders in custody, which in addition to repaying society, aims to ensure offenders are motivated to work and return to their lives outside prison, better prepared for employment².

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. Many studies do not isolate the impact of employment from the other characteristics associated with increased likelihood of employment, such as criminal history and prior employment and benefit history.

Additionally, many do not consider the **timing** of employment and re-offending. If we want to look at causality, then we need to focus only on offenders who start an employment spell prior to any re-offences. There is therefore still a need to improve our understanding of the links between employment and re-offending.

¹ For more information on the Work Programme, see www.dwp.gov.uk/policy/welfare-reform/the-work-programme/

² For further details of work in prisons see: www.one3one.justice.gov.uk/

After release from custody, offenders tend to have employment levels well below the general population. Two years **after release** from custody in 2008, 15 per cent of offenders were in P45 employment, with 29 per cent of offenders starting a P45 employment spell **at some point** in the two years following their release from custody (Ministry of Justice, 2011a). Linked to this, offenders also typically have higher levels of out-of-work benefits receipt than in the general population. Two years **after release** from custody in 2008, 47 per cent of offenders were receiving a DWP out-of-work benefit³, with 75 per cent of offenders starting a new claim to an out-of-work benefit **at some point** in the two years following their release⁴. This compares to just 12 percent of the general working-age population (16-64 years) in receipt of an out-of-work benefit at any one time⁵. In addition to the direct effects of their ex-offender status (such as employer discrimination due to criminal record), studies suggest that the barriers to work for offenders include 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 (Metcalf, Anderson and Rolfe, 2001).

1.2 Challenges to analysis

Re-offending rates are substantially higher for offenders who do not enter P45 employment after release from custody than for those who do. In the sample used in this analysis (see Section 2.4 for further details of who this includes), the re-offending rate is more than twice as high for offenders without a P45 employment spell after release compared to those who do enter P45 employment. Table 1 shows that for offenders given sentences less than one year, the re-offending rate is 69 per cent for those who do not enter P45 employment after release; compared to 32 per cent for offenders who do enter P45 employment. For custodial sentences of one year or more, the re-

³ Out-of-work benefits are defined as Employment and Support Allowance, Incapacity Benefit, Severe Disablement Allowance, Passport Incapacity Benefit, Jobseeker's Allowance and Income Support.

⁴ See Annex G for more background information on the P45 employment and benefit status of offenders.

⁵ From NOMIS query; using England and Wales data at November 2008, www.nomisweb.co.uk/

offending rate for offenders who do not enter P45 employment is 43 per cent, compared to 18 per cent for offenders who do enter P45 employment.

Table 1: Re-offending rates by P45 employment status in the year after release from custody in 2008 (based on sample used in this analysis).

Length of custodial sentence	One year proven re-offending rate	
	P45 employment spell after release	No P45 employment spell after release
Less than one year	32%	69%
1 year or more	18%	43%

Many of the factors associated with employment are also known to be associated with re-offending. For example, an alcohol misuse problem is associated with likelihood of employment, but also with the likelihood of re-offending. This makes it difficult to separate out the effect of employment on re-offending from the effects of those other associated characteristics.

When offenders who enter P45 employment do not re-offend, we cannot be sure that this was directly due to being in employment. Although we can observe whether an offender re-offends after entering employment, we cannot observe the ‘counterfactual’ outcome that would have occurred had they not found P45 employment. In order to understand the direct impact of P45 employment we need to estimate this counterfactual outcome; what we would expect the re-offending rate to be if these offenders had *not* found P45 employment after leaving custody.

1.3 Analysis outline

The purpose of this analysis is to evaluate the effect (if any) of P45 employment in reducing proven re-offending, and its effectiveness in increasing the time from release until first proven re-offence. This analysis only includes offenders released from custody in 2008⁶, so that we have enough data to track offenders for a full year after release. The analysis uses data from the MoJ/DWP/HMRC data share and from MoJ’s internal data

⁶ i.e. before the roll-out of the Work Programme. This means that any effects of the Work Programme will not be picked up in this analysis.

linking project, which provides a rich and relatively new source of information we would like to exploit more fully.

We start with the cohort of all offenders released from custody in 2008 who had an OASys assessment, and select from this cohort the subset of offenders who enter P45 employment in the year following release from custody. We then compare them to a matched group of offenders to estimate what their re-offending rate would be if they had not entered P45 employment. Offenders released from custody for sentences less than twelve months and for sentences of twelve months or more are analysed separately. It is possible that the factors important in predicting employment, and perhaps re-offending, are very different for these two groups (or at least have different relative importance); especially as offenders with longer sentences are further away from the labour market; as their most recent employment spell will be longer ago.

1.4 Defining employment and re-offending

Employment: Employment information used in this study comes from HMRC P45 employment data which is included in the MoJ/DWP/HMRC data share. The employment data we currently have access to does not include self-employment or certain cases where earnings are below the tax threshold⁷. This means that offenders who do not have a P45 employment record are not necessarily unemployed. In this analysis, any P45 employment spell lasting more than one day is considered an employment spell⁸. Only P45 employment spells which occur prior to the first re-offence are included in the analysis, so we can isolate the impact of P45 employment on the likelihood of re-offending.

Re-offending: Measuring true re-offending levels is difficult because only a proportion of crime is detected and sanctioned. However, methods aimed at measuring true re-offending, such as self-report studies, are often unreliable

⁷ See DWP's Impacts and Costs and Benefits of the Future Jobs Fund (2012) for further information on the P45 data.

⁸ We also considered using 'stable employment', such as a P45 employment spell lasting at least six months, but a sample of that description would include very few re-offenders *through its design*.

as they rely on offenders being honest about their offences. In this analysis, we use the definition of ‘proven re-offending’ used in the MoJ’s Re-offending National Statistics publications. ‘Proven re-offending’ is 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)⁹.

Only **recordable offences** (which cover all offences which may be tried in a Crown Court and also the most serious summary offences) are counted as re-offences in this analysis; consistent with MoJ’s re-offending statistics.

1.5 Rationale for modelling offenders with different sentence lengths separately

This analysis looks at all offenders released from custodial sentences ending in 2008 who had an OASys assessment. This leads to a high heterogeneity of participant characteristics, as the characteristics of an offender committing an offence receiving a disposal of just a few days in prison are likely to be very different to the characteristics of an offender sentenced to many years in prison. It is likely that the factors crucial to predicting employment, and perhaps re-offending, are different for these two groups and that the relative importance of each factor will also differ.

Offences resulting in longer custodial sentences tend to be more serious. Those offenders receiving longer custodial sentences are also further removed from the labour market than those with very short custody spells, although this doesn’t mean these offenders are less likely to get employment on release. Additionally, many of the offenders with sentences of one year or more are released on licence and supervised by the probation service, which may reduce the likelihood of re-offending. Therefore, offenders with custodial sentences of less than one year are only matched with other offenders with custodial sentences of less than one year and offenders with custodial sentences of one year or more are only matched with offenders with custodial sentences of one year or more.

⁹See Ministry of Justice (2011b) for further details.

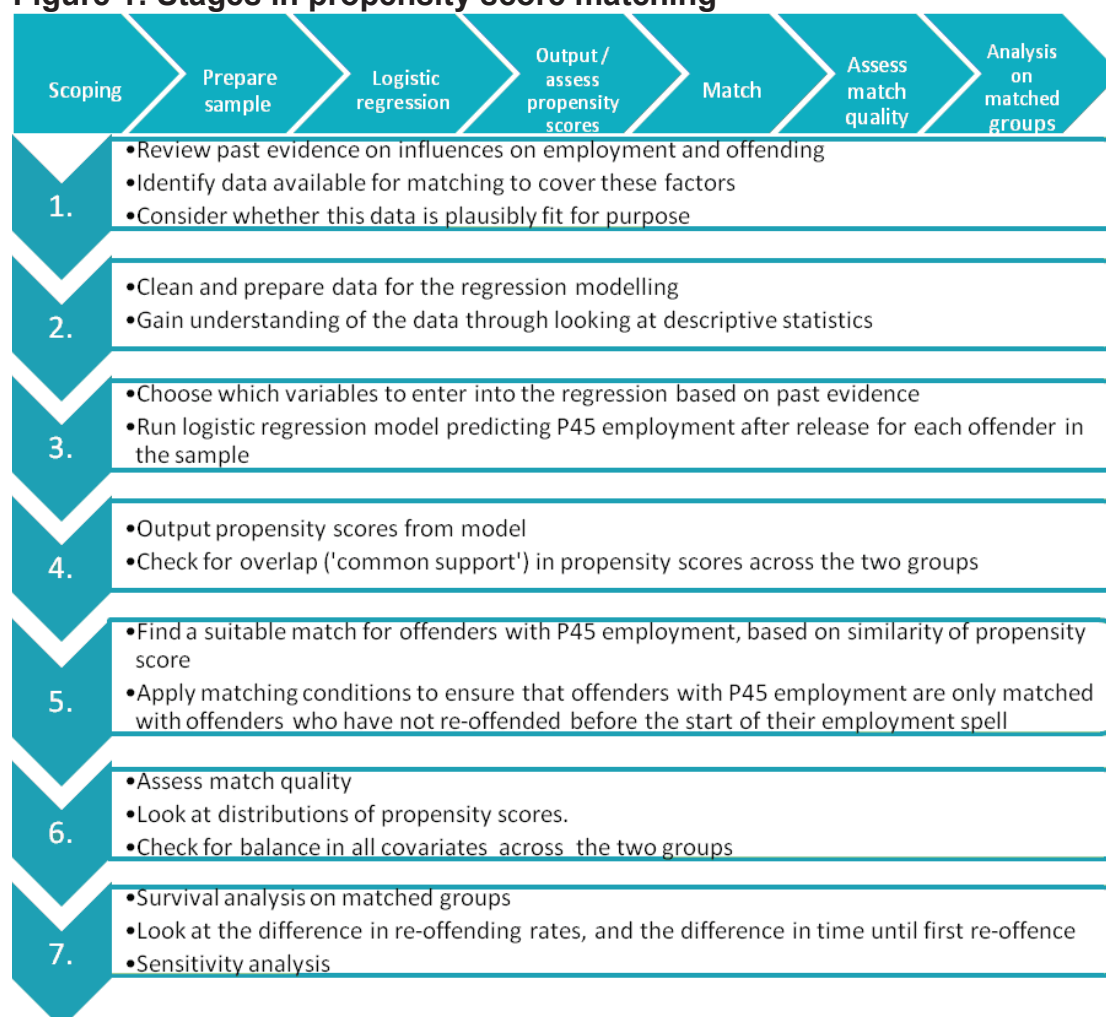
By 'hard matching' on sentence length group, we gain a more useful counterfactual; we can say things about the links between P45 employment and re-offending *for offenders receiving custody sentences of less than one year, or for offenders receiving custody sentences of one year or more.*

2. Data and Methodology

2.1 Method overview

The method used for this analysis is summarised in Figure 1 below.

Figure 1: Stages in propensity score matching



Quantifying the impact of employment on re-offending is difficult, because offenders who enter P45 employment typically have different characteristics and different likelihoods of re-offending to those who do not (see Section 2.5 of this report for descriptive statistics). Factors which predict whether an offender gains P45 employment are likely to also impact on re-offending itself. In general, when assessing the impact of an intervention, the ideal is random allocation. With a sufficient sample size, the random allocation process would enable us to assume that all the relevant characteristics, both observed and unobserved, of the two groups at the point of release from custody are

balanced. Because of this, we could then be confident that any difference in re-offending rates between the two groups would be due to the impact of P45 employment. However, assigning offenders an employment spell at random would not be feasible or ethical.

The next best option is matching. In exact matching, the aim is to create a group of similar offenders by matching on single characteristics that distinguish the two groups. For this to give us an unbiased estimate of the impact, we would need to match on every variable which influences both whether an offender will enter P45 employment and their likelihood of re-offending. This leads to what is termed the ‘dimensionality problem’ – it becomes unfeasible to match on every single characteristic, as we would struggle to find suitable individuals for the comparison group who are a match on every single characteristic. Since it is not possible to randomly allocate or carry out exact matching, the method we use here is called Propensity Score Matching (PSM). This works by aggregating all of the available covariates associated with employment and re-offending into one score, which we use in the matching. For more information on Propensity Score Matching, see Bryson, Dorsett and Purdon, 2002.

2.2 Main assumptions required for PSM

Sometimes, the characteristics of individuals in the P45 employment group are so different from the characteristics of those who are not that it is not possible to find a suitable individual from the comparison group for matching. We can only carry out PSM where there is a ‘region of common support’; meaning that there is substantial overlap between the characteristics of employed and non-employed offenders. In practice, this means that some offenders in the treatment (P45 employment) group with very high propensity scores (i.e. very high probability of getting P45 employment after release) and some offenders in the comparison group with very low propensity scores (i.e. very low probability of getting P45 employment after release) need to be excluded from the analysis. If more than just a small proportion of the sample is excluded, findings will not be representative of the original data. This is not a problem in this analysis; we could not find a suitable match for just 3 per

cent of offenders with a P45 employment spell during the year following their release from custody.

The key assumption (the 'Conditional Independence Assumption') made in PSM is that the observable data available to us capture **all** factors influencing whether an offender enters employment as we can only match on characteristics we can observe. For this assumption to be plausible, we need to be able to control for all characteristics affecting both employment and re-offending.

There are likely to be many other unobserved variables, which to varying extents, also play a role in whether an offender enters P45 employment. For example, it would be extremely helpful if we could include a variable in the matching which looked at whether or not the offender was actively looking for work. Unfortunately this variable is not available.

It is impossible to prove that we have met the Conditional Independence Assumption, so we can never be completely certain that the estimates of the effect are unbiased. However, the advantage of having a rich data set (including the OASys variables) is that some of the variables which we have observed will indirectly capture the influence of variables we have not observed. For example, although we have not been able to observe personality type, life experience, or the actual qualifications received, we believe that by controlling for criminal history, age, attitude to employment, labour market history etc. the model will capture some of their influence by proxy. Given the richness of the dataset used, the majority of factors affecting likelihood of gaining P45 employment will be captured. Additionally, in the sensitivity analysis, we test whether there would still be an observed effect of P45 employment if there was an unmeasured variable (not captured in the data) that increased the odds of entering P45 employment after release. This was not found to affect the main findings.

2.3 Data

The MoJ Data Linking Project

This analysis uses data from the MoJ Data Linking Project, which links together data sources from across the Criminal Justice System; including from the Police, the courts, prisons and probation services. It also uses P45 employment and benefit data obtained through a data-share between MoJ, DWP and HMRC in 2010.

For a full list of available variables, see Annex B of the technical annex.

This analysis uses information from the following sources, all of which have been linked together as part of the MoJ Data Improvement Project:

The re-offending cohort (2008): This dataset is produced from MoJ's extract of the Police National Computer, which is then linked to other sources. It contains a wide range of variables relating to criminal history and previous offences, as well the re-offending outcome¹⁰.

Prison conviction and reception dates: Many offenders in the linked data have missing prison reception dates, so P45 employment and benefit histories are measured in the year prior to each offender's *conviction date*. For certain offenders, conviction date may not be that close to prison reception date (e.g. offenders remanded in custody), and therefore could not have claimed benefits or been in P45 employment during that period. This is unlikely to make much difference to the findings.

NOMS accredited interventions: This dataset holds information on which offenders have started a NOMS accredited intervention during their prison sentence, as well as whether it was completed. There are three main categories of accredited interventions in prisons; the Drug Treatment Programme (DTP), General Offending Behaviour Programme (GOBP) and the Sex Offender Treatment Programme (SOTP). Given that one of the key

¹⁰ For more information on how the reoffending cohort is produced, see Ministry of Justice (2011c).

aims of interventions is to reduce re-offending and prepare for life after release, it is important to control for any interventions carried out during an offender's sentence.

Offender Assessment System (OASys): OASys assessments are carried out by probation officers/offender managers, during a lengthy interview with the offender. They are used for identifying and classifying offending related needs and for assessing the risk of harm to self and to others, as well as to assess the likelihood of the offender being reconvicted¹¹.

The OASys assessments also include a calculation of each offender's OGRS (Offender Group Reconviction Scale) score, using risk factors such as age, gender and criminal history.

Employment and benefits data

The extract of the Police National Computer held by the MoJ has also been matched with administrative datasets from DWP and HMRC, to provide information about offenders' benefit and P45 employment history, as well as whether they have subsequent P45 employment spells in the year following release from prison. From this, we can track offenders' journeys through the employment and benefits system and through the Criminal Justice System, to improve our knowledge of how the two systems are interlinked¹².

Our employment measure, a P45 employment record starting within 360 days of release from custody, is taken from the DWP / MoJ / HMRC data share. Information from the data share on labour market history and benefit receipt were also good predictors of whether offenders enter P45 employment after their release from prison, as well as being associated with likelihood to re-offend.

The MoJ / DWP / HMRC data share contains benefit and P45 employment histories for the 3.6 million offenders who received at least one caution or

¹¹ See Risk of Harm Guidance and Training Resources: 2.2 Core Risk Assessment Tool: OASys

¹² See Ministry of Justice (2011a) for more detailed information.

conviction in England or Wales between 2000 and 2010 and who were successfully matched to DWP/HMRC data¹³.

There are some data quality issues with the P45 data. Around one third of the P45 employment spells have estimated start or end dates. Where the start or end date is unknown, a date within that tax year has been randomly allocated instead. This is a particular concern for this analysis in cases where the randomly allocated start date pushes the employment spell into the tracking period (one year after release from custody), or out of it. As part of the sensitivity analysis, we show that when all of the P45 employment spells where the start date has been estimated are dropped, the effect size is still fairly consistent with our main finding.

Out-of-work benefits: We derive variables from the DWP / MoJ / HMRC data reflecting the number of weeks in the year prior to conviction an offender received out-of-work benefits. Out-of-work benefits are defined as Employment and Support Allowance (ESA), Incapacity Benefit (IB), Severe Disablement Allowance (SDA), Passported Incapacity Benefit (PIB), Jobseeker's Allowance (JSA) and Income Support (IS).

Job density: NOMIS¹⁴ publishes data on the job density of each Local Authority. Job density is defined as the number of jobs in an area divided by the resident population aged 16-64 in that area. For example, a job density of 1.0 would mean there is one job for every resident aged 16-64. We created a variable indicating standardised¹⁵ job density for each offender, based on their Local Authority's 2008 job density score. Local Authority for each offender is taken from the latest offence information provided on the PNC, so there will be some cases where the offender is no longer living in that Local Authority.

¹³ For more information about the matching process in the data share, see Ministry of Justice (2011a).

¹⁴ NOMIS is a service provided by the ONS, which provides labour market statistics.

¹⁵ Transformed, so that scale becomes unimportant. Its mean becomes zero and its standard deviation becomes one.

2.4 Criteria for inclusion in the sample

For inclusion in the sample, offenders must fit the following criteria:

- Release from a custodial sentence during 2008
- Inclusion in the MoJ/DWP/HMRC data share
- A relevant OASys record (within twenty days prior to sentencing date and one week after release from custody). Not all offenders receive an OASys assessment
- No other matching variables missing (this only reduces the sample by a small amount)
- Each offender is only included once in the sample. If an offender has multiple prison spells ending in 2008, only their first spell is included in the analysis.

See the technical annex for a flow chart showing how many offenders were in the original sample and reasons for their removal (Annex A).

Criteria for including P45 employment spells

Figure 2: Employment spells included in the analysis.

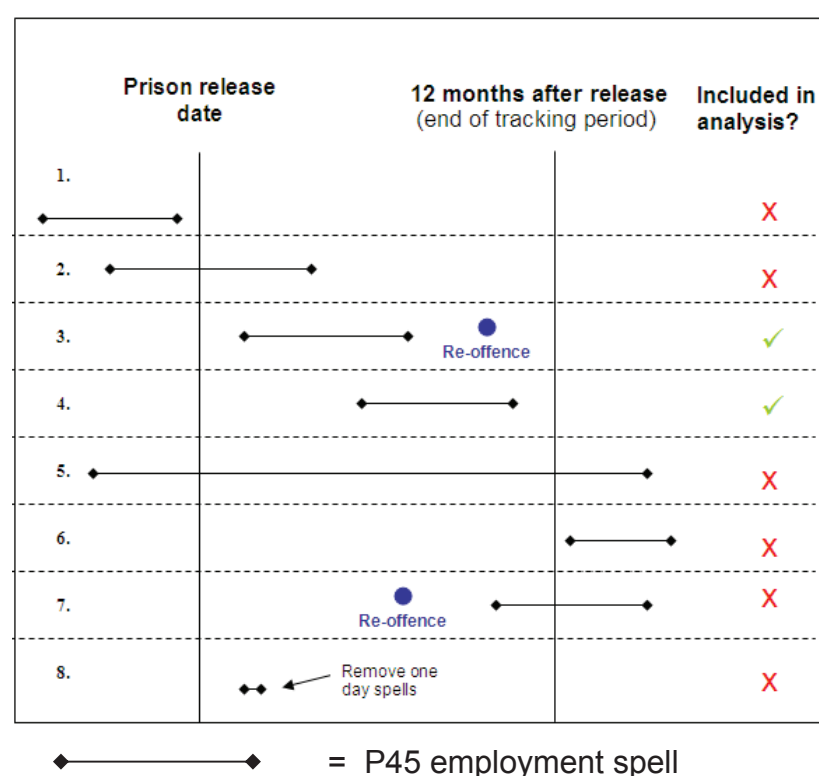


Figure 2 shows the selection criteria for whether a P45 employment spell would be counted in the analysis. We have not included offenders in scenarios 2 and 5 in the employed group in the analysis, because although occasionally it is valid to be in P45 employment while in custody, this is rare. We consider that P45 employment spells continuing through prison and after release are more likely to represent mis-recording than to represent a job being held open throughout the sentence, which is more likely to look like a new spell starting after custody. We should investigate this assumption in more detail in further analysis.

In the matching, we only consider an offender to have a valid P45 employment spell for the analysis **if** the spell starts between their release from custody and their first re-offence. For employment to influence re-offending, changes in re-offending must occur **after** the P45 employment spell starts.

Restricting analysis to offenders with an OASys record

We only include offenders with valid OASys assessments in the analysis. Not all offenders receive an electronic OASys assessment; OASys records were only obtained for around half of the original sample. OASys assessment records were only used in the analysis if the assessment was carried out within 20 days of the conviction date and before the release date. If multiple OASys assessments were carried out within this window, then the assessment closest to the release date was used. This is to ensure that the OASys assessment reflects the characteristics of the offender as close to the point of leaving prison as possible. OASys assessments include several areas where the assessor offers a subjective rating of the scale of the offender's problems in a particular aspect of their life ('no problems', 'some problems' or 'significant problems'). This does mean it is possible for probation officers to assess offenders with similar problems differently on these scales.

The rich data surrounding motivations and attitudes provided in OASys assessments is very valuable. There is a section which asks questions about education, training and employability, which should significantly improve the

quality of our matching, as should the area relating to whether the offender received income from previous criminal activity. The larger the number of available pre-release characteristics, the greater the likelihood that we can capture all of the major factors influencing whether an offender enters P45 employment, which is why this analysis has been restricted to only include offenders with a valid OASys assessment.

Offenders receiving an OASys assessment

The characteristics of offenders with OASys assessments differ slightly from those who do not. Custodial sentences of under 12 months do not require an OASys assessment to be carried out; although it often is. Additionally, offenders under the age of 18 are not usually given OASys assessments; the Youth Justice Board has a separate tool, *Asset*, used for juveniles sentenced to Detention and Training Orders.

However, limiting the analysis to those offenders receiving an OASys assessment will affect the degree to which the findings can be generalised to the wider offender population, as those offenders with an OASys assessment tend to have more complex needs than those who do not. They are more likely to have committed violent offences, more likely to have received benefits prior to sentencing and slightly more likely to re-offend. Overall though, we think that the value gained from including OASys data overrides the reduction in generalisability.

2.5 Descriptive Statistics

In this section we show that the basic characteristics of those offenders in our sample who do have a P45 employment spell after being released from custody (either in the year after release, or before the first re-offence for those offenders who re-offended) are different from those who do not, prior to matching. All figures use the sample created for this analysis; so do not include offenders without a valid OASys assessment or with key matching variables missing.

Custodial sentences less than one year

There are differences in characteristics between the two groups, with those offenders who do not get P45 employment after release from custody having more previous convictions, greater problems with drug misuse and spending less time in P45 employment prior to custody.

Table 2: Descriptive statistics for offenders sentenced to a custodial sentence of under 12 months

	<u>P45 employment after release</u>	<u>No P45 employment after release</u>
Number of offenders in the cohort:	2,360	12,190
One year proven re-offending:	32%	69%
Male:	94%	88%
Some problems in attitude towards employment:	23%	41%
Serious problems in attitude towards employment:	5%	14%
At least some problems with alcohol misuse:	64%	62%
At least some problems with drug misuse:	39%	64%
	Mean (SD)^A:	Mean (SD):
Age at date of index offence:	28.4 (9.6)	29.8 (9.4)
Previous Court Convictions:	19.0 (26.4)	38.5 (37.8)
Weeks in P45 employment in year prior to custody:	15.4 (20.6)	4.3 (12.6)
Weeks receiving an out-of-work benefit in year prior to custody:	13.6 (18.6)	24.8 (21.9)

^AThe mean is the average, a measure of the "typical" value of a data set and the standard deviation (SD) measures how spread out the values are. A high standard deviation means that the values are widely spread.

In the sample used to create the propensity scores, 16 per cent of offenders sentenced to a custodial sentence of under 12 months started a P45 employment spell during the year following release, with 84 per cent of offenders not in P45 employment. Offenders with a P45 employment spell after release from custody have lower re-offending rates in the year following release. 32 per cent of offenders with P45 employment on release from

custody re-offended within one year of their release¹⁶; 69 per cent of offenders who did not enter P45 employment re-offended within one year. Offenders who have a P45 employment spell after release from custody spent more weeks in P45 employment in the year prior to custody and fewer weeks receiving an out-of-work benefit and tend to have a more positive attitude towards employment. Offenders with a P45 employment spell spent an average of 15.4 weeks in P45 employment and 13.6 weeks in receipt of an out-of-work benefit in the year prior to custody; compared to an average of 4.3 weeks in P45 employment and 24.8 weeks receiving an out-of-work benefit for offenders who do not have a P45 employment spell after release. 28 per cent of offenders who enter P45 employment in the year following release have at least some problems with their attitude towards employment, compared to 55 per cent of offenders who do not find P45 employment.

Those offenders who find P45 employment after release typically have fewer court convictions than those who do not. Offenders who find employment have an average of 19 previous convictions; those who do not find P45 employment have on average 39 previous convictions.

Drug misuse is much more prevalent among offenders who do not enter P45 employment. 39 per cent of offenders who do have a P45 employment spell after release admit to a drug misuse problem in their OASys assessment. 64 per cent of offenders with no P45 employment in the year following release admit to problems with drug and alcohol misuse. Alcohol misuse levels are broadly similar between the two groups.

A higher proportion of offenders who enter P45 employment after release are male (94 per cent) than those who do not (88 per cent male). The average (mean) age at 'index offence' (the offence leading to the custodial sentence) is 30 for offenders who find P45 employment; 28 for those who do not.

¹⁶ Only includes employment spells occurring prior to first re-offence.

Sentences of one year or more

Table 3 shows that there are also fairly similar differences in characteristics between offenders who get P45 employment after release and those who do not, after release from custodial sentences of one year or more.

Table 3: Descriptive statistics for custodial sentences of one year or more

	<u>P45 employment after release</u>	<u>No P45 employment after release</u>
Number of offenders in the cohort:	3,753	12,320
One year proven re-offending:	18%	43%
Male:	94%	94%
Some problems in attitude towards employment:	22%	35%
Serious problems in attitude towards employment:	4%	10%
Alcohol Misuse:	54%	54%
Drug Misuse:	46%	63%
	Mean (SD):	Mean (SD):
Age at date of index offence:	30.6 (10.8)	31.4 (10.4)
Previous Court Convictions:	19.0 (26.4)	32.1 (34.9)
Weeks in P45 employment in year prior to custody:	13.2 (19.4)	4.9 (13.4)
Weeks receiving an out-of-work benefit in year prior to custody:	12.8 (18.2)	18.7 (20.4)

23 per cent of offenders sentenced to custodial sentences of 12 months or more who are included in our sample started a P45 employment spell during the year following release. This is noticeably higher than for those with shorter custodial sentences. Before matching, the one year re-offending rate is much higher for offenders who do not enter P45 employment; 18 per cent of those with P45 employment on release from custody do re-offend compared with 43 per cent of those who do not enter P45 employment in the year following release.

Offenders sentenced to a custodial sentence of 12 months or more who have a P45 employment spell after release spent more weeks in P45 employment in the year prior to custody and fewer weeks receiving an out-of-work benefit than those offenders who did not get P45 employment. They also tend to have a more positive attitude towards employment. Offenders with a P45 employment spell spent an average of 13.2 weeks in P45 employment and 12.8 weeks in receipt of an out-of-work benefit in the year prior to custody; compared to an average of 4.9 weeks in P45 employment and 18.7 weeks receiving an out-of-work benefit for offenders who do not have a P45 employment spell after release. 26 per cent of offenders who do find P45 employment after release have at least some problems in their attitude toward employment, compared to 45 per cent of those who do not find P45 employment after release.

Offenders on longer custodial sentences who start P45 employment in the year following release from custody tend to have fewer previous convictions. Offenders who do not find P45 employment after release have an average of 32 previous convictions; whereas offenders who do find P45 employment have an average of 19 previous convictions.

There is also a strong negative association between drug misuse problems and finding P45 employment. 46 per cent of offenders who do find P45 employment have admitted to problems with drug misuse (in OASys assessment); 63 per cent of offenders who do not enter P45 employment admit to problems with drug misuse. Alcohol misuse levels are similar across the two groups.

2.6 Logistic regression modelling

We create the propensity score used to create the matched comparison group using regression modelling. We entered the variables expected to predict likelihood of starting a P45 employment spell after release into a logistic

regression model¹⁷ to obtain a single score for each offender based on their characteristics, reflecting their 'propensity to gain P45 employment after release'. The propensity score is the **expected probability of entering P45 employment after release; given an offender's observed characteristics**. This is the score we use in the matching. Our aim is to find a suitable comparison group where the only difference between the two groups is that offenders in the comparison group did not enter P45 employment after release. See the technical annex (Annex C) for further details of the model.

2.7 Assessing propensity scores

There is a large region of common support; where the propensity scores for the employment and no employment groups overlap. After matching, the distribution of propensity scores for the 'treatment' (P45 employment) group and comparison group are very similar. For histograms showing the overlap in propensity scores before matching, as well as after matching, see the technical annex (Annex D).

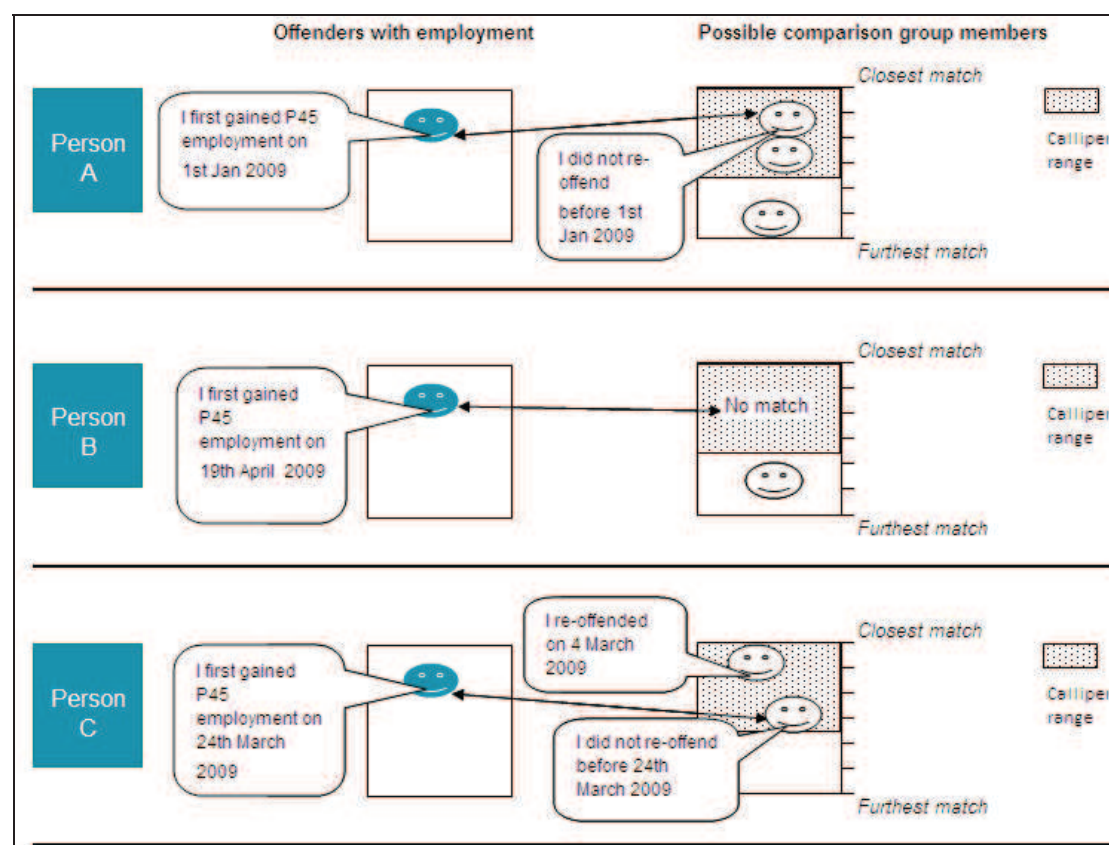
2.8 Matching process

There are a number of possible matching options available; after trying several different matching options, this study uses 1:1 Nearest Neighbour matching with a calliper of 0.2 of the standard deviation of the logit of the propensity score¹⁸, although a range of callipers were explored to test the sensitivity of the calliper size. Matching is carried out without replacement, which means that each comparison group member only appears once in the sample.

¹⁷ Logistic regression is a type of predictive model that can be used when the target variable is a categorical variable with two categories. Here, the two categories represent an offender entering P45 employment after release and not entering P45 employment after release.

¹⁸ As suggested by Austin, P.C. (2011) and Faries, Leon, Hao and Obenchain (2010).

Figure 3: The matching process



Person A – There are two potential matches in the comparison group within the calliper range. The offender with the nearest propensity score to Person A also meets the additional criteria of not having re-offended before the start of person A’s first P45 employment start, so is used as the matched comparison.

Person B – No match is found for Person B as there are no offenders in the comparison group within the calliper range.

Person C – There are 2 potential matches within the comparison group. The offender with the closest propensity score does not however meet the additional criteria, as he/she has re-offended before the start of Person C’s first P45 employment start. The next closest offender does meet this additional criteria and is therefore used for the match.

One complication in this analysis is that selection into the P45 employment group is a function of offenders **not having re-offended for long enough to search for and start work**. This means that the outcome measure (whether re-offended) indirectly affects whether someone is in the treatment group (gains P45 employment). To get around this problem, we have also added in an extra criterion to the matching process.

A match is only considered valid if the possible comparison group member **has not re-offended before the start of their matched case's first P45 employment start**. If the possible comparison member has re-offended before this point, the next best comparison member is chosen instead (next closest propensity score). This is a slightly similar approach to the pseudo start date method used in several DWP papers using PSM¹⁹.

For both groups of offenders (offenders serving short custodial sentences, and those serving longer custodial sentences), a suitable match from the comparison group was found for 97 per cent of offenders. This gives matched groups of 2,298 employed and 2,298 non-employed offenders released from custody for a sentence of less than 12 months and matched groups of 3,622 employed and 3,622 non-employed offenders released from custody for a sentence of 12 months or more.

2.9 Assessing match quality

After matching, we check that covariates at an aggregate level balance across the two groups (treatment (those who get P45 employment) and comparison). Where matching is robust, the only difference in characteristics between the two groups should be that one group enter P45 employment after release and the other does not. Whether the two groups are balanced is assessed through comparing the standardised differences for each covariate across the two

¹⁹ For example see Early Impacts of the European Social Fund 2007-13; published by the Department for Work and Pensions (2011).

groups. Smaller standardised differences reflect greater similarity between the two groups in the characteristic.

This analysis uses a cut-off point of standardised differences of less than 0.1 (or 10 per cent) when assessing balance. After the matching in this analysis, all standardised differences are below 10 per cent and vast majority are below 5 per cent, which suggests that the matched comparison groups are well balanced; see technical annex for details (Annex E).

2.10 Survival analysis

After matching, we compare the two groups. Firstly, we use McNemar's test²⁰ to compare one year re-offending rates between the two groups. After this, we produce survival curves for each of the two groups, showing time from release to first re-offence. These survival curves show the decreasing proportion of offenders who have not yet re-offended throughout the year following their release from custody. A significant difference between the two curves suggests that P45 employment has a significant impact on time to first re-offence. We also fit Cox proportional hazards models to the data to obtain a hazards ratio. The hazard ratio shows the rate at which the P45 employment group re-offend (per day) since release compared to the comparison group. For example, a hazard ratio of 1.4 would mean that the P45 employment group has a 40 per cent higher hazard of re-offending than the matched control group. A hazard ratio less than one suggests that the P45 employment group have a lower re-offending hazard of re-offending. Hazard ratios are provided in the technical annex (Annex F).

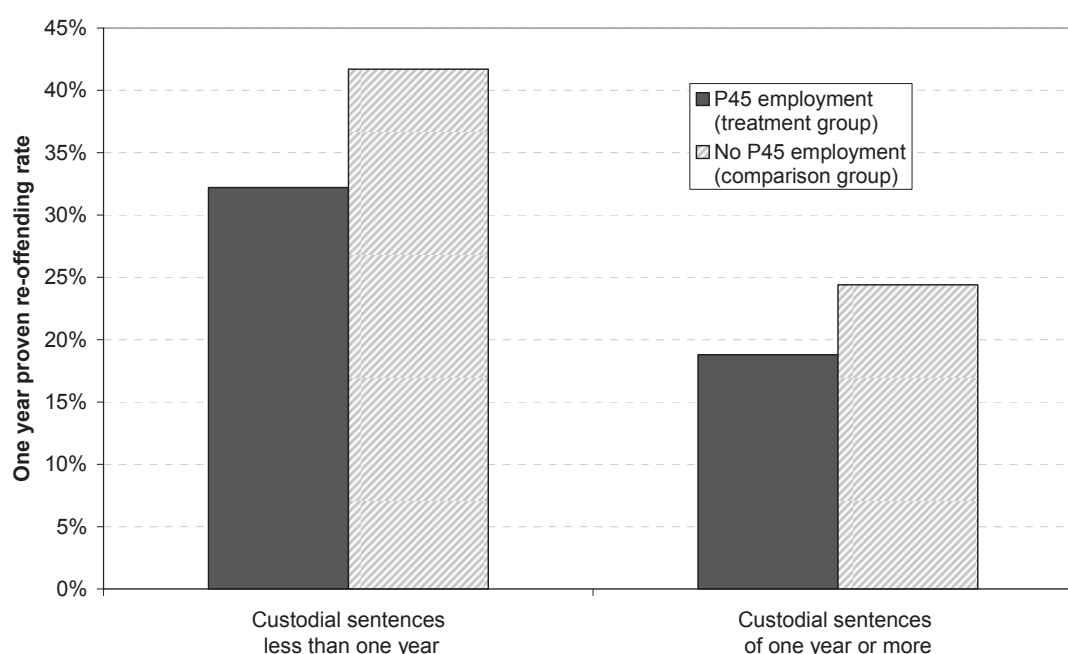
²⁰ McNemar's test is used to compare proportions (such as re-offending rates) in paired data. There is not a consensus in the literature on whether or not paired tests should be used in the matched sample, so we also apply a t-test for independent samples.

3 Results

3.1 Main findings

Offenders in our sample with a P45 employment spell within one year following their release from custody were significantly less likely to re-offend than those offenders who did not get P45 employment. For custodial sentences of less than one year, offenders with a P45 employment spell had a proven re-offending rate **9.4 percentage points lower** than the matched comparison group. For custodial sentences of one year or more, offenders entering P45 employment after release had a proven re-offending rate **5.6 percentage points lower** than the matched comparison group; see Figure 4 below.

Figure 4: One year proven re-offending rates after matching. Custodial sentences less than one year and sentences of one year or more.



These findings apply to P45 employment only. This analysis does not allow us to say anything about the impact of employment below the tax threshold or self-employment. Although we know that the comparison group members do not have a P45 employment spell within one year of their release, this

analysis does not provide any other information about their status. They may be in education or training, in low-paid/self -employment, receiving out-of-work benefits, or various other possibilities.

Sentences less than one year

32.2 per cent of offenders with a P45 employment spell after release re-offend within one year, compared to 41.7 per cent of the comparison group. This is a 9.4 percentage point decrease²¹ in the re-offending rate, which is statistically significant²². On average, the comparison group members who re-offend do so 37 days sooner than those who re-offended after getting P45 employment; 177 days (5.9 months) after release for offenders in P45 employment, 140 days (4.7 months) after release for the comparison group. As matched pairs do not necessarily have the same re-offending outcome (as they are matched on having the same likelihood of gaining P45 employment, not same likelihood of re-offending), we cannot assume that those who re-offend have the same characteristics across the employment and comparison groups.

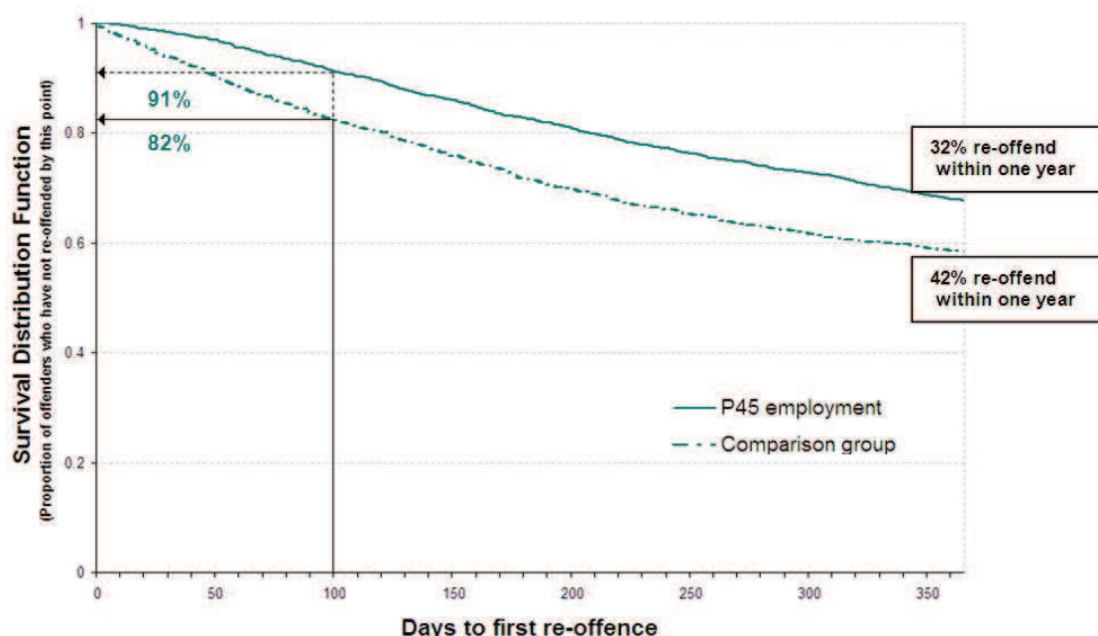
Figure 5 below shows the time to re-offend for the matched P45 employment and comparison groups. This is known as the survival curve. The difference between the survival curves is statistically significant²³, so we can be reasonably confident that P45 employment does have an effect on re-offending.

²¹ Throughout the analysis, numbers may not sum due to rounding.

²² According to McNemar's test, the one year proven re-offending rates are significantly different across the two groups ($p < 0.0001$). Additionally, an independent samples t-test also shows a significant difference ($p < 0.0001$) between the two groups.

²³ We used the test proposed by Klein and Moeschberger (1997), ($p < 0.0001$) to test for statistical significance.

Figure 5: Survival curves showing time to first re-offence for offenders released from custody after a sentence of less than one year. Offenders who enter P45 employment and matched comparison group



Interpreting the survival curve chart

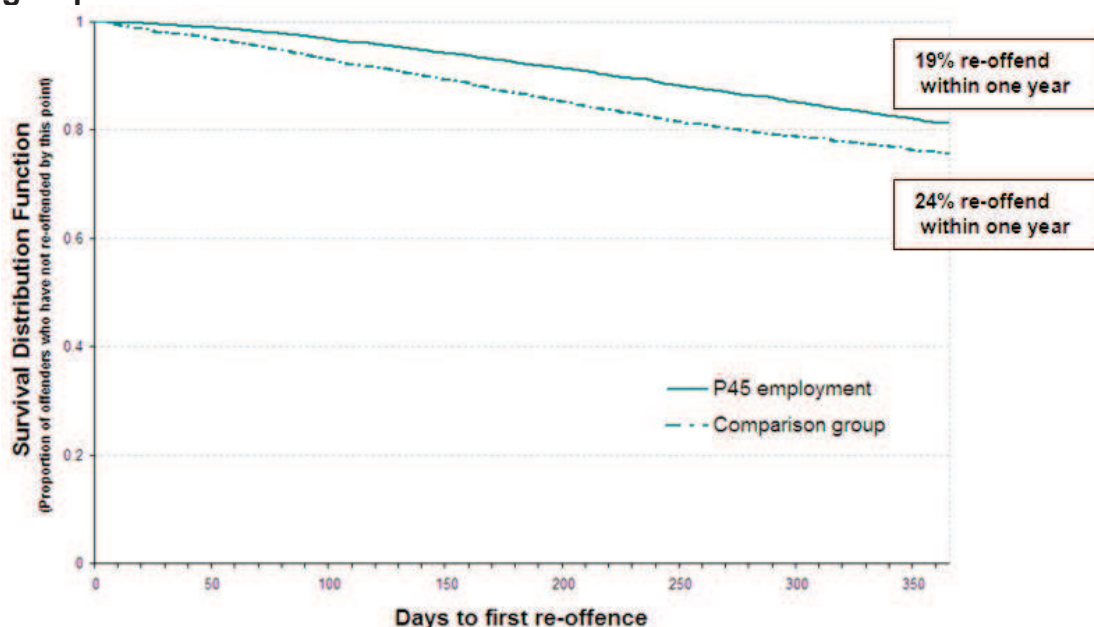
For example, 100 days after release from prison, 91 per cent of offenders who have a P45 employment spell after release have not yet committed a re-offence; compared to 82 per cent of offenders in the matched comparison group. Or conversely, 100 days after release from prison, 9 per cent of offenders who have a P45 employment spell after release have re-offended; compared to 18 per cent of the matched comparison group.

After matching, there were 380 (17 per cent of total sample after matching) matched pairs where both the treatment and control group members re-offended within one year of release, 979 (43 per cent) matched pairs where neither offender re-offended, 361 pairs (16 per cent) where the P45 employed pair member re-offended but the comparison member did not, and 578 pairs (35 per cent) where the comparison group member re-offended but the employed member did not (see table in Annex F).

Sentences of one year or more

The direction of the impact is the same as for those with sentences less than one year, but the difference is smaller. The one-year proven re-offending rates were 18.8 per cent for offenders in our sample with a P45 employment spell on release and 24.4 per cent for the comparison group; a total percentage point difference of 5.6 per cent, which is statistically significant²⁴. On average, the comparison group members who re-offended did so 34 days sooner than those in P45 employment who re-offended; 206 days (6.9 months) after release for offenders in P45 employment, 172 days (5.7 months) after release for the comparison group. Figure 6 below shows the survival curves for re-offending for the P45 employment group and the comparison group. The difference between the survival curves is statistically significant²⁵.

Figure 6: Survival curves showing time to first re-offence for offenders released from custody after a sentence of one year or more. Offenders who enter P45 employment and matched comparison group



²⁴ According to McNemar's test, the one year proven re-offending rates are significantly different across the two groups ($p < 0.0001$). Additionally, an independent samples t-test also shows a significant difference ($p < 0.0001$) between the two groups.

²⁵ We used the test proposed by Klein and Moeschberger (1997), ($p < 0.0001$) to test for statistical significance

There were 204 matched pairs (6 per cent of total matched pairs) where the offender in both the treatment and control group re-offended within one year of release, 2,262 matched pairs (62 per cent) where neither offender re-offended, 476 pairs (13 per cent) where the P45 employed pair member re-offended but the comparison member did not, and 680 pairs (19 per cent) where the comparison group member re-offended but the employed member did not.

3.2 Sensitivity Analysis

Given the limitations and caveats to this analysis it is important to conduct sensitivity analysis to check that our findings are as robust as possible. This section examines the sensitivity of the model and analysis to changes in its input.

We have carried out three separate sensitivity tests.

- **Part I** looks at whether the effect of P45 employment on re-offending would still be statistically significant if there was an unmeasured variable which increased the odds of P45 employment by up to 25 per cent.
- **Part II** shows the revised re-offending rate if all P45 employment spells with randomly allocated start dates are removed from the modelling
- **Part III** shows the impact of removing all offenders from the control group who have a P45 employment spell within one year of release, but after their first re-offence

Part I: Sensitivity to unobserved variables

Although our data is very rich, there will still be some characteristics associated with entering P45 employment which we cannot observe or measure and so are not included in the matching process. We assessed how sensitive the effect of P45 employment on re-offending is to unmeasured variables. More details on this can be found in the technical annex (Annex F).

Custodial sentences of less than one year

Even if there was an unmeasured binary variable that increased the odds of entering P45 employment after release by up to 25 per cent, and if this variable was almost perfectly associated with re-offending, the statistical significance of the observed treatment effect would still be less than 0.05 (see table in Annex F), which means that our findings would still show a statistically significant impact of P45 employment on re-offending. There is no way of testing how large the influence of unobserved variables might be, or how likely it is that there are unobserved variables, but the richness of the dataset used should minimise this as we are already controlling on a wide range of characteristics (including attitudinal characteristics).

Custodial sentences of one year or more

If there was an unmeasured binary variable that increased the odds of entering P45 employment after release by up to 25 per cent, the statistical significance of the observed treatment effect would still be less than 0.05 which means that our findings would still show a statistically significant impact of P45 employment on re-offending.

Part II: Impact of including employment spells with randomly allocated start dates

We included P45 employment spells with randomly allocated start dates in the main analysis because they still reflect genuine P45 employment spells – it is just that we are not sure when exactly these employment spells occur in the year. The majority of cases with a randomly allocated start date are unlikely to be incorrectly included / excluded from the group used in analysis, because the start date should be in the correct tax year and we know the spell end date. However, to test whether including randomly allocated start dates has a large impact on the effect size, we re-ran the matching after removing all P45 employment spells with randomly allocated start dates. From Table 4, we can see that removing randomly allocated spells does reduce the size of the effect, but not by a large amount. The effect size is still statistically significant (McNemar's test; $p < .0001$).

Table 4: Impact of removing P45 employment spells with randomly allocated start dates

Re-offending rate:	Main findings			Sensitivity test - Removing randomly allocated P45 spells		
	P45 employment (Treatment group)	Comparison group	Effect size (percentage point change in re-off rate)	P45 employment	Comparison group	Effect size
Sentences less than one year	32.2%	41.7%	9.4 ppt change ^A	31.8%	39.6%	7.8 ppt change
No. matched pairs			(2,298 pairs)			(1,869 pairs)
Sentences one year or more	18.8%	24.4%	5.6 ppt change	18.5%	22.7%	4.3 ppt change
No. matched pairs			(3,622 pairs)			(3,102 pairs)

^A ppt = percentage point

Part III: Impact of removing all offenders with P45 employment spells after first re-offence from comparison group

In the main analysis, any offender in the sample who did not have a P45 employment spell before the end of the one year tracking period **or before their first re-offence** could be used as a possible comparison group member.

We were concerned that a large number of offenders in the matched comparison group may in fact have a P45 employment spell within one year of release, but after their first re-offence. Table 5 below shows the impact of removing offenders from the comparison group who have a P45 employment spell within a year following release but after their first re-offence. The effect size is smaller, but still statistically significant (McNemar's test; $p < .0001$).

Table 5: Impact of removing offenders with a P45 employment spell after first re-offence from comparison pool

Re-offending rate:	Main findings			Removing offenders with a P45 employment spell after re-offence from comparison		
	P45 employment	Comparison group	Effect size (percentage point change in re-off rate)	P45 employment	Comparison group	Effect size
Sentences less than one year	32.2%	41.7%	9.4 ppt change	32.4%	39.1%	6.7 ppt change
No. matched pairs			(2,298 pairs)			(2,274 pairs)
Sentences one year or more	18.8%	24.4%	5.6 ppt change	18.9%	22.8%	3.9 ppt change
No. matched pairs			(3,622 pairs)			(3,609 pairs)

Further sensitivity analysis

Additional sensitivity analysis looking at the effect of removing the OASys data to see whether the effect of P45 employment on re-offending can be generalised to the wider offender population is something we could consider as further analysis.

4. Conclusions

4.1 Summary

The purpose of this analysis has been to estimate the effect P45 employment has on re-offending. It was designed to expand the evidence base on employment and what works in reducing re-offending.

Within the sample used in this analysis, the re-offending rate is lower for offenders who enter P45 employment than for the matched comparison group. The effect of P45 employment was statistically significant for offenders of either sentence length group, however P45 employment appears to have a larger impact (in terms of reducing re-offending) on offenders with custodial sentences of less than one year than custodial sentences of greater than a year. Offenders with a P45 employment spell following release who re-offended also took longer on average to re-offend. The findings of this analysis are consistent in direction with the results from previous internal Ministry of Justice research. While we can be confident in the direction of the effect (that employment reduces re-offending), the effect size cannot necessarily be generalised to the wider offender population, as we restricted analysis to offenders with an OASys assessment.

Offenders with a P45 employment spell lasting more than one day were considered 'in employment' in this analysis. We do not have data on cash-in-hand employment, self-employment or certain types of employment below the tax threshold, so these are not included here. There is a chance that some offenders in the matched comparison group may fall into one of these other employment groups. They may also be in education or training, or receiving benefits.

The impact estimates were produced using propensity score matching. Findings will only reflect the true impact of P45 employment if offenders in the P45 employment group and the matched comparison group are well-matched on all characteristics relating to P45 employment. If there are characteristics

which differ between the two groups and which impact on P45 employment, but which we haven't been able to measure, then the estimate of the effect of P45 employment on re-offending will be biased.

We cannot be sure that we have captured every important variable when calculating the propensity scores. We have minimised bias as much as possible through using a very rich data source and the sensitivity analysis is reassuring, however we are unlikely to have controlled for everything which affects whether an offender enters P45 employment or re-offends. For example, parenthood is often cited as an important factor in desistance, but whether an offender has children is not a variable we have in our data. Additionally, many ex-prisoners do not have a permanent address and therefore cannot provide these details when looking for employment. Ideally we would know more about whether those who get P45 employment soon after their release from prison are those who have secured accommodation. We also cannot capture work that prisoners do inside prison, although this information may become available in future.

4.2 Additional research questions

Impact of P45 employment on offenders without employment

This analysis focuses on offenders leaving custody who gain P45 employment and estimates their re-offending rates had they not found P45 employment. It does not estimate the inverse; the effect gaining P45 employment would have on re-offending for offenders who do not find P45 employment.

We were unable to estimate this using propensity score matching, because there was not enough overlap in the low region of propensity scores (i.e. there were not enough offenders who had a P45 employment spell after release, but who had low enough propensity scores to act as a suitable comparison group member). A greater understanding of offenders with a low propensity to enter P45 employment would be interesting however, as offenders with very low propensity scores are likely to be 'harder to help' and therefore more

persistent re-offenders. Further analysis is needed to assess the impact of P45 employment on this group.

Assessing the stability of the results over time

This analysis only includes offenders released from custody in 2008. Once we have more recent data available, it would be worthwhile to assess whether the impact is similar across years. 2008 was the start of the recession, so it may be that this has an additional effect on selection into P45 employment. In addition, more recent data would include offenders who had started the Work Programme, which may change the effect size, as it aims to give additional support to offenders claiming Jobseeker's Allowance.

Analysis of impacts of subsets of offenders

We cannot generalise our findings to the whole offender population because this analysis looks at custodial sentences only and we excluded those offenders who were not found on the MoJ/DWP/HMRC data share and those who did not have a valid OASys assessment.

We had hoped to also look at the impact of P45 employment on re-offending for offenders serving their sentence in the community. However, propensity score matching was not found to be a suitable technique, as there was not a large enough region of common support between those offenders who entered P45 employment and the possible comparison group members. We think that this is because employment history before sentence almost perfectly predicts whether an offender has a P45 employment spell after sentence. This is not the case with custodial sentences; possibly because a custodial sentence usually requires an offender to leave their current employment and seek new employment after release. Therefore there is a greater element of chance in whether an offender finds work, for offenders released from custody. Offenders who serve their sentence in the community are more likely to be able to continue in their current employment. We would welcome any comments on how we could reliably estimate the impact

employment has on re-offending for other groups of offenders – not just those serving custodial sentences.

Nature of employment spells

It would be useful to have more detail on the nature of offenders' employment spells. The P45 data does not include certain types of employment spells and some of these may never be available as, by their nature, they won't be recorded on administrative systems, but further analysis could feasibly incorporate the length of P45 spell into the analysis and other types of employment. Data on whether the offender finds their work satisfying and reasons for termination of the employment would also add value.

There is scope to improve this analysis in future as MoJ are working with DWP and HMRC to get the legal and ethical approval for a regular data share which aims to obtain more information about the employment status of offenders (potentially including information on tax credits, number of hours worked and on earnings, all of which would add value to further analysis).

Re-offending measure

This analysis focuses on the one year re-offending rate and on time from release to first re-offence. It does not include information about the severity or frequency of re-offending. If an offender has a custodial sentence for a violent assault, and is later reconvicted for another violent assault, that outcome might be considered worse than a reconviction for shoplifting. Similarly, although the re-offending rate does not take frequency of re-offending into account, this could be included in further analysis.

As this analysis is exploratory, we would welcome ideas and expert advice on how best to exploit this rich source of data in looking at the relationship between employment and re-offending. One possibility may be optimal matching; comparing offenders' life-histories and transitions between different states (employment, benefits, interventions, time in custody, offences) to look at how each of these might impact on re-offending.

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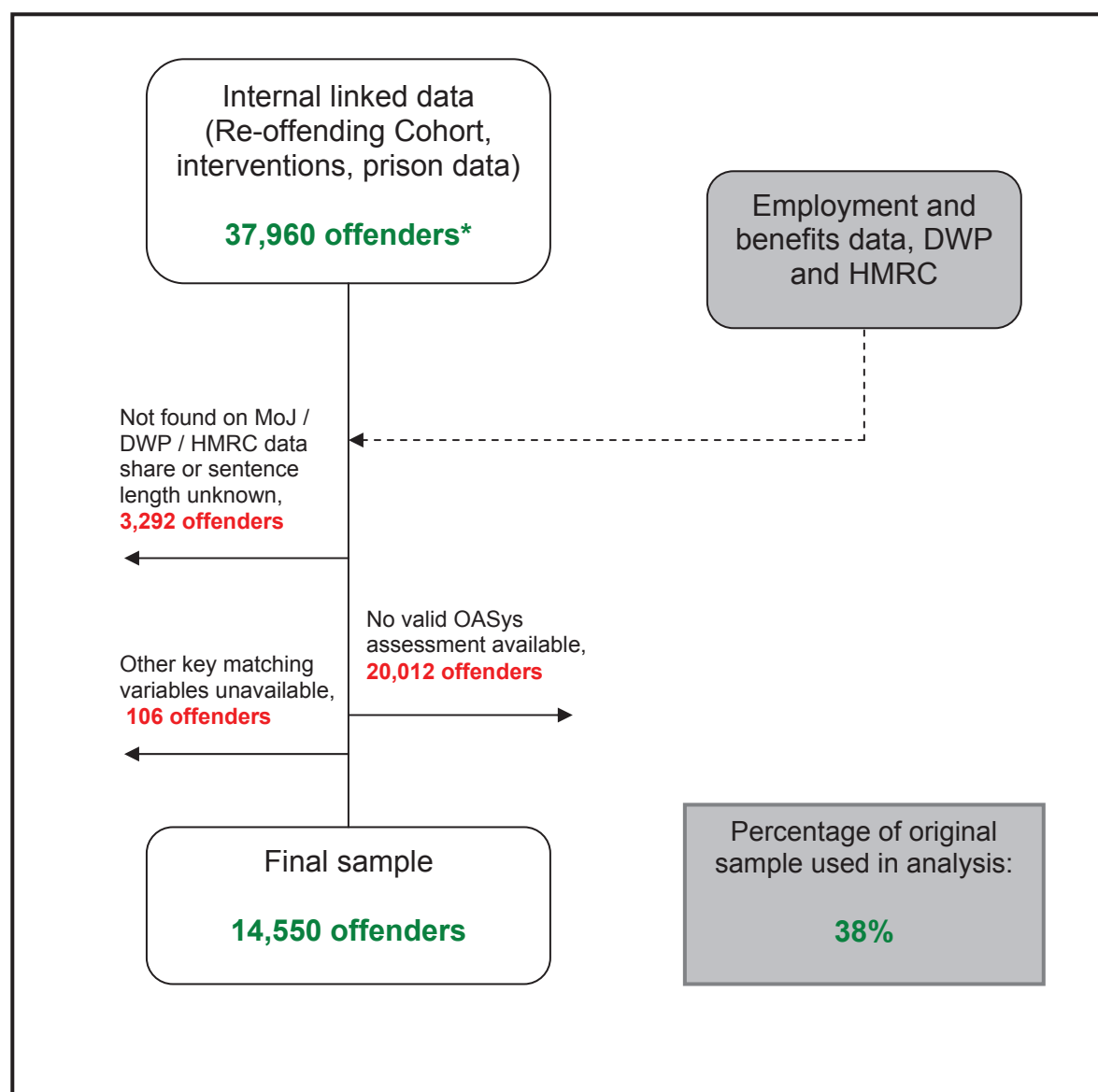
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Technical Annex

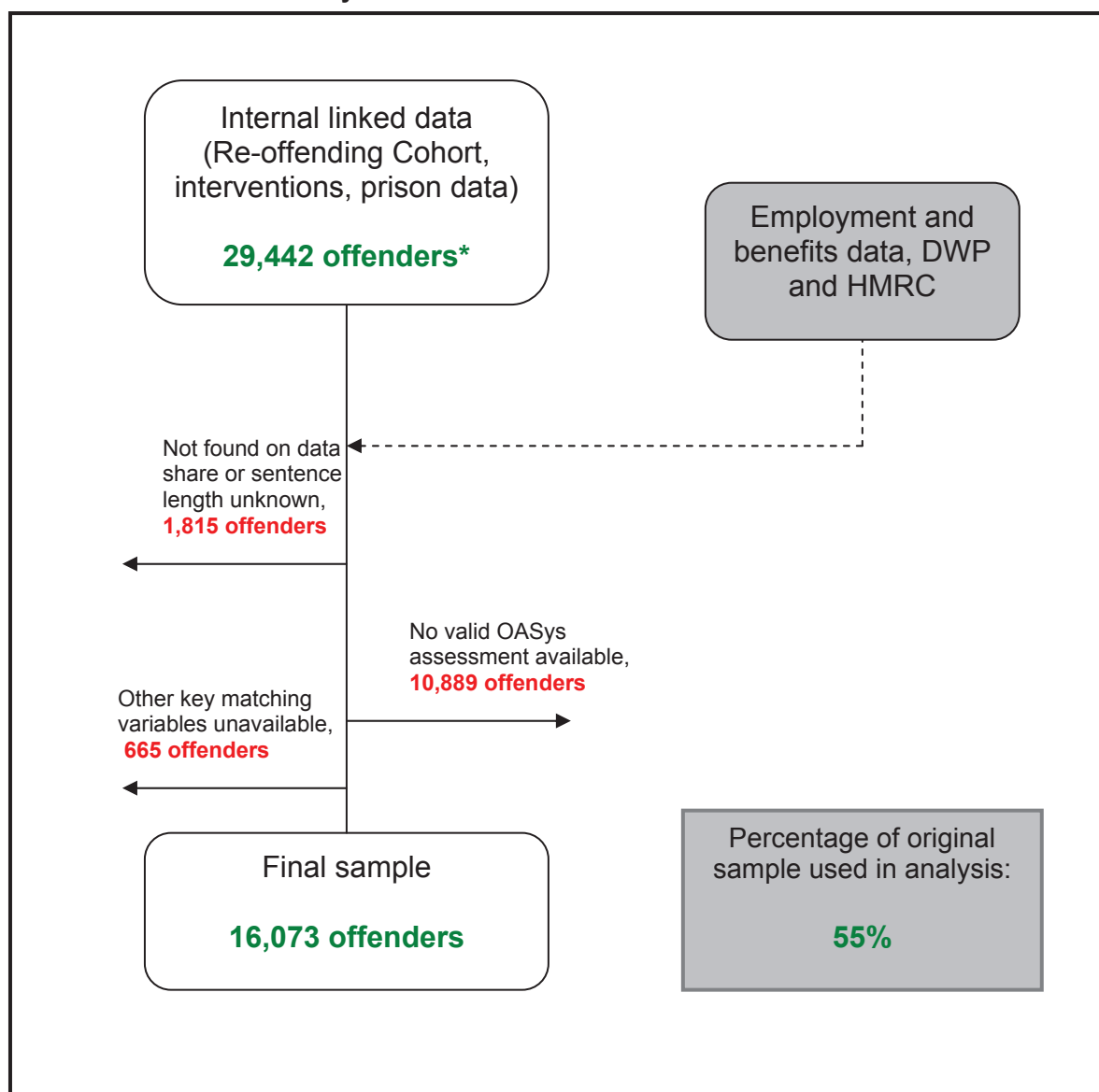
Annex A: Flow charts showing reasons for offenders' exclusions from the sample.

Custodial sentences less than one year



* These figures are in line with those in the proven re-offending publications. See 2008 figures in table 19A in the statistical tables at www.justice.gov.uk/statistics/reoffending/proven-re-offending.

Custodial sentences of one year or more



* These figures are in line with those in the proven re-offending publications. See 2008 figures in table 19A in the statistical tables at www.justice.gov.uk/statistics/reoffending/proven-re-offending.

Annex B: Available variables for creating the comparison group

The table below shows the variables available for matching and their possible values. Not all of these proved significant in the final models but all were used to assess balance in the matched sample. Index offence is the offence leading to the custodial sentence.

Variables available for matching process and possible values

Variable	Type	Values
<u>Personal/Demographic information</u>		
Gender	Categorical	<i>Male; Female</i>
Age at date of index offence (and age squared)	Numerical	Integer values 12 UK regions. Series of binary variables. (NB data only covers Prisons and Probation Services in England and Wales but some Scottish offenders included)
Government Office Region	Categorical	Series of binary variables: White, Black, Asian, Other, Unknown
Ethnicity	Categorical	
<u>Criminal history and contact with CJS</u>		
Index offence	Categorical	13 broad categories, e.g. 'robbery', 'sexual offences'
Sentence length for index offence	Numerical	Continuous variable (no. days)
Offender has received an accredited intervention while in custody	Categorical	Binary variable. Values are No / Yes
Offender has undertaken the Drug Treatment Programme	Categorical	Binary variable. Values are No / Yes
Offender has undertaken the Sex Offender Treatment Programme	Categorical	Binary variable. Values are No / Yes
Offender has undertaken the General Offending Behaviour Programme	Categorical	Binary variable. Values are No / Yes
Age at first contact with CJS (and age squared)	Numerical	Integer values
Copas rate (including PNDs) ²⁶	Numerical	Continuous variable
Number of previous violent offences ²⁷	Numerical	Continuous variable
Number of previous robbery offences	Numerical	Continuous variable
Number of previous public order offences	Numerical	Continuous variable
Number of previous sexual offences	Numerical	Continuous variable
Number of previous sexual offences (child)	Numerical	Continuous variable
Number of previous burglary offences (domestic burglaries)	Numerical	Continuous variable
Number of previous burglary offences (other burglaries)	Numerical	Continuous variable
Number of theft offences	Numerical	Continuous variable
Number of handling offences	Numerical	Continuous variable
Number of previous fraud and forgery offences	Numerical	Continuous variable

²⁶ The Copas rate controls for the rate at which an offender has built up convictions throughout their criminal career. The higher the rate, the more convictions an offender has in a given amount of time, and the more likely it is that an offender will re-offend within one year. The Copas rate formula is

$$\text{copas rate} = \log_e \left(\frac{\text{Number of court appearances or cautions} + 1}{\text{Length of criminal career in years} + 10} \right)$$

²⁷ All previous offence variables exclude Penalty Notices for Disorder.

6.2(e) Appendix A

Number of previous drink driving offences	Numerical	Continuous variable
Number of previous criminal damage offences	Numerical	Continuous variable
Number of previous drug offences (import/export/production/supply)	Numerical	Continuous variable
Number of previous drug offences (possession/small scale supply)	Numerical	Continuous variable
Number of previous absconding or bail offences	Numerical	Continuous variable
Number of previous offences which resulted in a conviction	Numerical	Continuous variable
Number of previous offences which resulted in a caution	Numerical	Continuous variable
Number of previous offences committed in the year prior to index date	Numerical	Continuous variable
<u>Benefit and labour market history</u>		
Job density in offender's Local Authority	Continuous	Continuous variable (standardised)
Number of weeks in P45 employment in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Jobseeker's Allowance in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Employment & Support Allowance in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Incapacity Benefit in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Passported Incapacity Benefit in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Severe Disablement Allowance in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving Income Support in year prior to sentence	Numerical	Values of 0-52
Number of weeks receiving a DWP out-of-work benefit in year prior to sentence	Numerical	Values of 0-52
Number of weeks on a DWP employment programme in year prior to sentence	Numerical	Values of 0-52
<u>OASys assessment variables</u>		
'Accommodation' criminogenic needs score	Numerical	Continuous variable
'Education, training and employability' criminogenic needs score	Numerical	Continuous variable
'Relationships' criminogenic needs score	Numerical	Continuous variable
'Lifestyle and associates' criminogenic needs score	Numerical	Continuous variable
'Drug misuse' criminogenic needs score	Numerical	Continuous variable
'Alcohol misuse' criminogenic needs score	Numerical	Continuous variable
'Thinking and behaviour' criminogenic needs score	Numerical	Continuous variable
'Attitude' criminogenic needs score	Numerical	Continuous variable
Work Skills	Categorical	2 binary vars, reflecting No Problems / Some Problems / Significant Problems
Attitude to Employment	Categorical	2 binary vars, reflecting No Problems / Some Problems / Significant Problems
Financial Situation	Categorical	2 binary vars, reflecting No Problems / Some Problems / Significant Problems
Financial Management	Categorical	2 binary vars, reflecting No Problems / Some Problems / Significant Problems
Illegal income from criminal activity	Categorical	2 binary vars, reflecting No Problems / Some Problems / Significant Problems
OASys re-offending predictor	Numerical	Continuous variable
OASys violence predictor	Numerical	Continuous variable

Annex C: Creating the comparison group - logistic regression model

The tables below show the variables that were used in the logistic regression model used in creating the matched control group. Many more variables were available for use (see annex B), but these are the ones that were important in predicting P45 employment after release from custody. From the model outputs we can see how different offender and offence characteristics affect whether an offender enters P45 employment on release from custody. In general, a positive coefficient means that that offender or offence characteristic increases the likelihood of entering P45 employment, and conversely, a negative coefficient means that that offender or offence characteristic decreases the likelihood of entering P45 employment. So, for example, offenders with more weeks in P45 employment in the year prior to custody are more likely to get employment after release, since 'number of weeks in P45 employment in year prior to custody' has a positive co-efficient. Some variables may have a more complex relationship with employment, however. Although receiving a NOMS accredited intervention while in custody appears to have a negative impact on an offender's chances of gaining P45 employment, it is likely that this variable is actually capturing something else, i.e. the *type of offender who is given a NOMS accredited intervention*; most likely those who are 'harder to help'²⁸.

²⁸ For help in interpreting logistic regression outputs, see www.ats.ucla.edu/stat/sas/dae/logit.htm

Logistic regression model predicting P45 employment after release for offenders with sentences of less than one year.

Parameter	Co-efficient	Standard Error	Wald Chi-Square	Pr > ChiSq
Intercept	-0.0643	0.28460	0.0511	0.8212
Age at date of first contact with CJS	0.0214	0.00474	20.425	<.0001
Age at date of index offence	-0.0609	0.01550	15.4447	<.0001
Age at date of index offence, squared	0.00033	0.000215	2.3591	0.1246
Previous offences: Burglary (non-domestic)	0.0323	0.011600	7.7119	0.0055
Previous offences: Theft	-0.0104	0.00526	3.9455	0.047
Previous offences: Fraud and Forgery	0.0367	0.00907	16.3427	<.0001
Previous offences: Drink driving offences	0.0856	0.0251	11.5824	0.0007
Total number of previous convictions	-0.0051	0.0021	5.9625	0.0146
Total number of convictions in year prior to index offence	-0.0347	0.00788	19.4545	<.0001
Copas rate	-0.2729	0.0576	22.4396	<.0001
Number of weeks receiving Jobseeker's Allowance in year prior to custody	0.0248	0.0104	5.6524	0.0174
Number of weeks in P45 employment in year prior to custody	0.0221	0.00156	200.0271	<.0001
Number of weeks spent on a DWP employment programme	0.00589	0.00248	5.6243	0.0177
Number of weeks receiving Incapacity Benefit in year prior to custody	0.00725	0.0105	0.4795	0.4886
Number of weeks receiving Income Support in year prior to custody	0.00766	0.0107	0.514	0.4734
Number of weeks receiving Out Of Work benefits in year prior to custody	-0.0181	0.0104	3.0529	0.0806
Whether received an intervention while in custody	-0.3294	0.151	4.7602	0.0291
Whether attended the General Offending Behaviour Programme	-0.4429	0.3046	2.1144	0.1459
No problems with financial management	0.225	0.0697	10.409	0.0013
Serious problems with work skills	-0.1173	0.0897	1.7113	0.1908
No problems with employment history	-0.1183	0.0814	2.1132	0.146
No problems with attitude to employment	0.1606	0.0752	4.563	0.0327
Female	-0.2761	0.1049	6.9255	0.0085
Burglary	-0.2983	0.1287	5.371	0.0205
Index Offence: Other Indictable offence	-0.1386	0.0735	3.5533	0.0594
Ethnicity: Asian	-0.2118	0.1142	3.4408	0.0636
GOR: London	-0.212	0.0893	5.633	0.0176
GOR: South East	0.1507	0.076	3.9342	0.0473
GOR South West	0.2312	0.1084	4.5511	0.0329
Criminogenic Needs Score: Accommodation	-0.0146	0.00882	2.732	0.0984
Criminogenic Needs Score: Education, Training and Employability	-0.146	0.0242	36.3054	<.0001
Criminogenic Needs Score: Drug Misuse	-0.036	0.0114	9.9739	0.0016

Logistic regression model predicting P45 employment after release for offenders with sentences of one year or more.

Parameter	Co-efficient	Standard Error	Wald Chi-Square	Pr > ChiSq
Intercept	0.7154	0.2335	9.389	0.0022
Age at date of first contact with CJS, squared	0.000165	0.000051	10.3973	0.0013
Age at date of index offence	-0.0427	0.0107	15.8545	<.0001
Age at date of index offence, squared	0.000231	0.000145	2.5364	0.1113
Previous offences: Sexual (child)	0.0303	0.018	2.829	0.0926
Previous offences: Fraud and Forgery	0.0131	0.0073	3.2228	0.0726
Previous offences: Drink driving offences	0.0386	0.024	2.5829	0.108
Previous offences: Criminal damage	-0.0286	0.0119	5.8049	0.016
Total number of previous cautions	0.0181	0.0138	1.7298	0.1884
Total number of previous convictions	-0.00028	0.00122	0.0527	0.8185
Total number of convictions in year prior to index offence	-0.0113	0.00697	2.6355	0.1045
Copas rate	-0.1323	0.044	9.0413	0.0026
Job density	0.0499	0.0204	5.9914	0.0144
Number of weeks receiving Jobseeker's Allowance in year prior to custody	0.00234	0.00169	1.931	0.1647
Weeks in P45 employment in year prior to custody	0.019	0.00124	233.9851	<.0001
Number of weeks spent on a DWP employment programme	0.00726	0.0022	10.8695	0.001
Number of weeks receiving Income Support in year prior to custody	-0.00862	0.00259	11.1059	0.0009
Attended Drug Treatment Programme while in custody	-0.1779	0.081	4.829	0.028
No problems with financial management	0.094	0.0578	2.6415	0.1041
No problems with work skills	-0.105	0.0634	2.7388	0.0979
Illegal income from criminal activity: Some problems	-0.1506	0.0526	8.2133	0.0042
No problems with unemployment	-0.2676	0.0672	15.855	<.0001
Index offence: Drug offences	0.1633	0.0638	6.5519	0.0105
Index offence: Fraud and Forgery	0.311	0.1290	5.8177	0.0159
Index offence: Robbery	0.218	0.0664	10.7858	0.0010
Index offence: Sexual offences	-0.1323	0.0915	2.0923	0.1480
Index offence: Violence	0.1287	0.0553	5.4245	0.0199
Ethnicity: Black	-0.1183	0.0724	2.6741	0.1020
Ethnicity: Other (Not White, Black or Asian)	0.4522	0.2300	3.8661	0.0493
GOR: London	-0.2337	0.0690	11.4799	0.0007
GOR: North East	-0.2154	0.0922	5.4603	0.0195
GOR: North West	-0.1102	0.0571	3.7269	0.0535
GOR: South West	0.1775	0.0913	3.7771	0.0520
GOR: Wales	-0.1586	0.0924	2.9472	0.0860
GOR: West Midlands	-0.1585	0.0685	5.3483	0.0207
Total criminogenic needs score	-0.0436	0.0183	5.6555	0.0174
Criminogenic Needs Score: Education, Training and Employability	-0.1953	0.0207	89.2392	<.0001
Criminogenic Needs Score: Drug Misuse	-0.0237	0.0104	5.2379	0.0221
Criminogenic Needs Score: Alcohol Misuse	0.0326	0.0107	9.3022	0.0023
Criminogenic Needs Score: Attitudes	-0.0396	0.0123	10.3005	0.0013

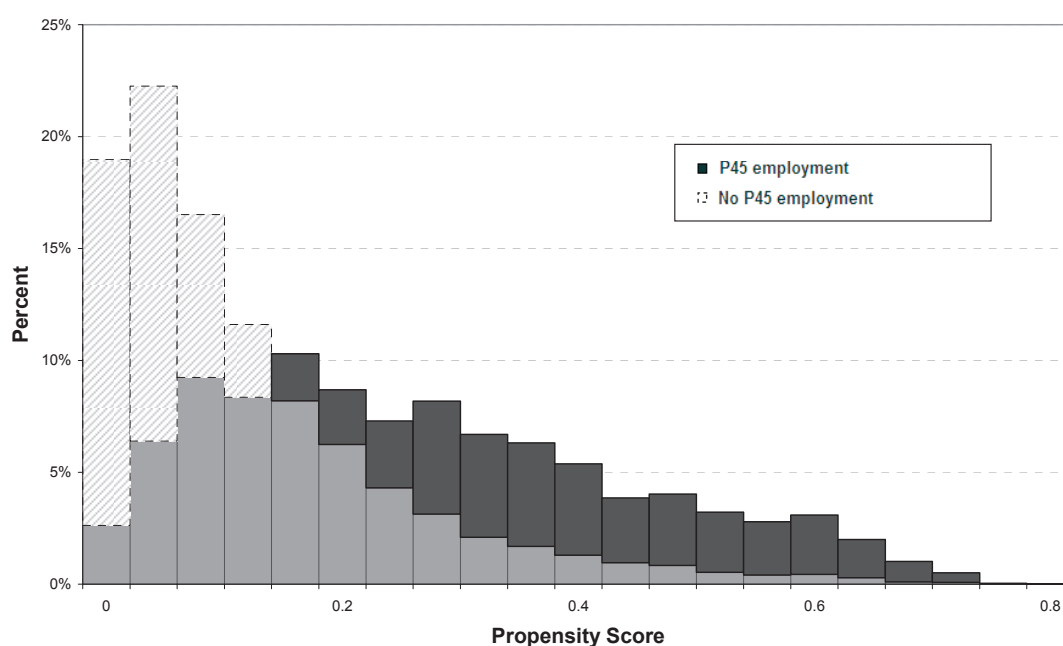
Annex D: Distributions of propensity scores before and after matching

These histograms show the distribution of propensity scores before and after matching. There was a large overlap (region of common support) in propensity scores between the two groups, which meant that we could find a match within the calliper for 97 per cent of offenders in P45 employment after release, which is very good. Offenders who do not have a P45 employment spell after release have propensity scores clustered near the bottom (left) of the distribution, as they have a lower propensity to enter P45 employment on release. The 'overlap' in propensity scores is the area shaded grey. As there are roughly three times as many offenders who do not get P45 employment, although there may not be that much overlap in the percentages, the overlap in absolute terms will be greater.

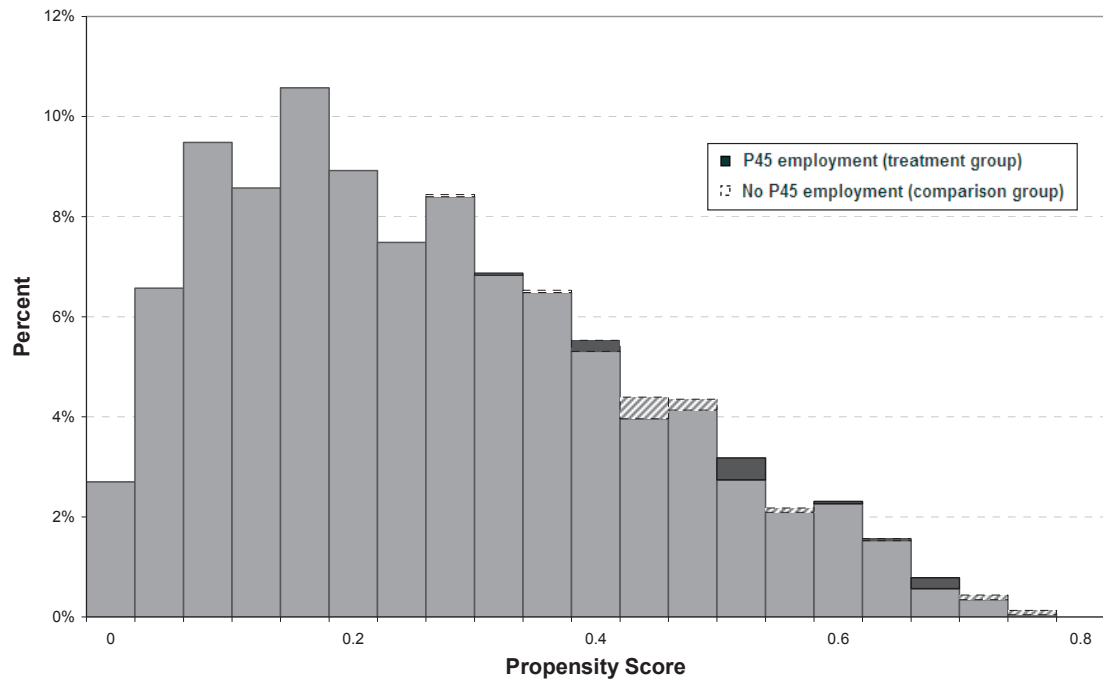
After matching, the propensity scores are much more similar across the two groups. The vast majority of the chart is grey, showing the overlap in propensity scores. The matching was successful, as only 3 per cent of the P45 employment group were off common support.

Custodial sentences of less than one year:

Distribution of propensity scores before matching

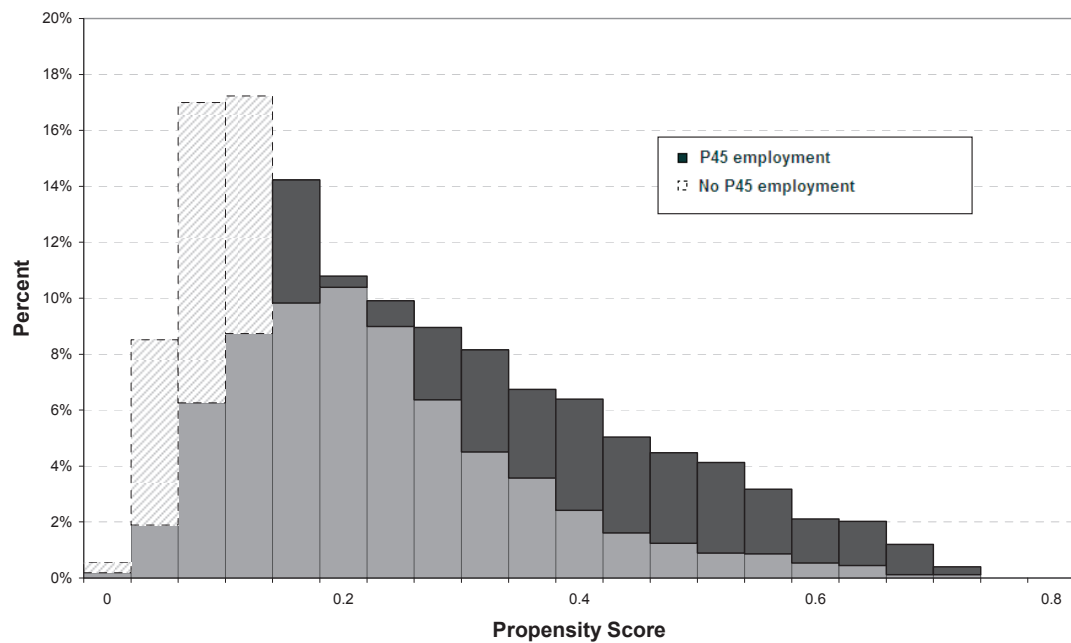


Distribution of propensity scores after matching

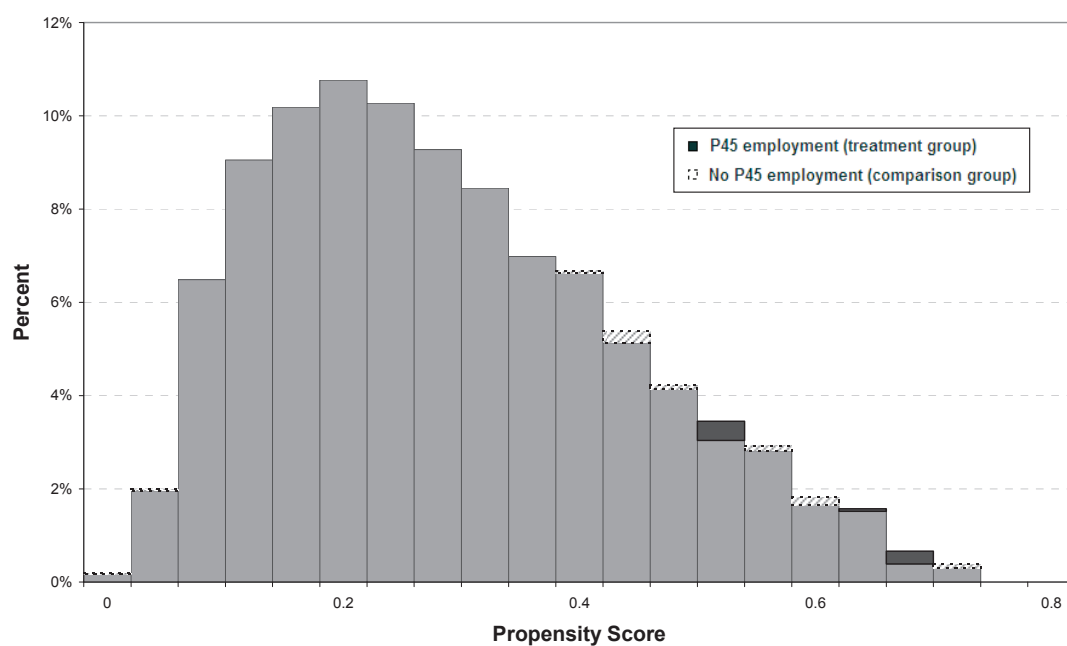


Custodial sentences of one year or more:

Distribution of propensity scores before matching



Distribution of propensity scores after matching



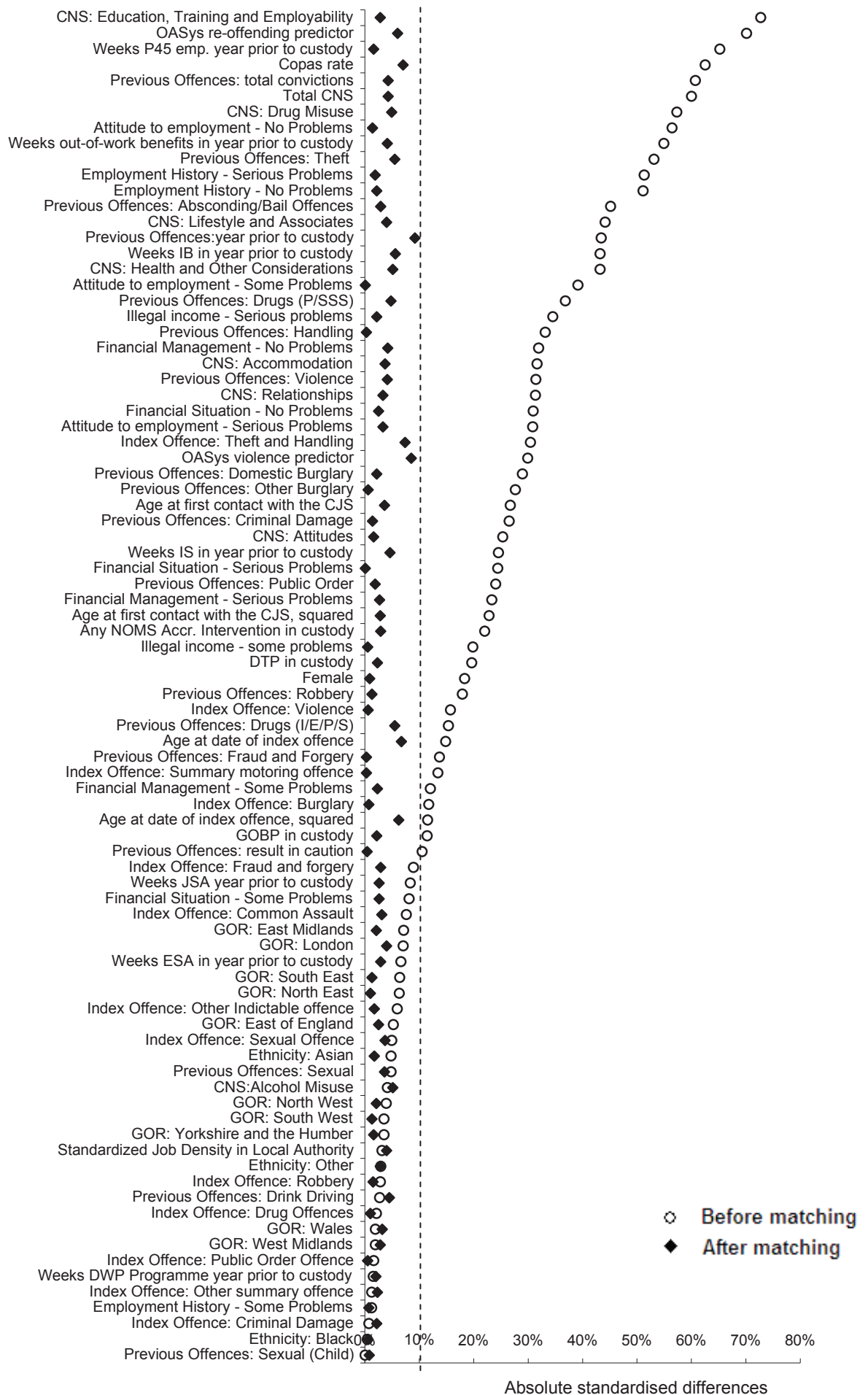
Annex E: Assessing balance after matching

After the matching, it is important to assess how similar the two groups (treatment (in P45 employment on release) and control (no P45 employment on release)) are. This helps us gauge the quality of the matching. The two groups should be identical on all characteristics except for P45 employment on release. Standardised differences between the treatment and control group of less than 10 per cent in each variable tell us that the groups are well-balanced after the matching. The chart below shows all variables and their standardised differences after matching. The tables below give variable means and standardised differences before and after matching.

Glossary for chart:

CJS	Criminal Justice System
CNS	Criminogenic Needs Score
Drugs (I/E/P/S)	Import, Export, Production, Supply
Drugs (P/SSS)	Possession, Small Scale Supply
DTP	Drug Treatment Programme
GOBP	General Offending Behaviour Programme
P45 emp.	P45 employment
SOTP	Sex Offender Treatment Programme

Characteristics before and after matching: sentences less than one year



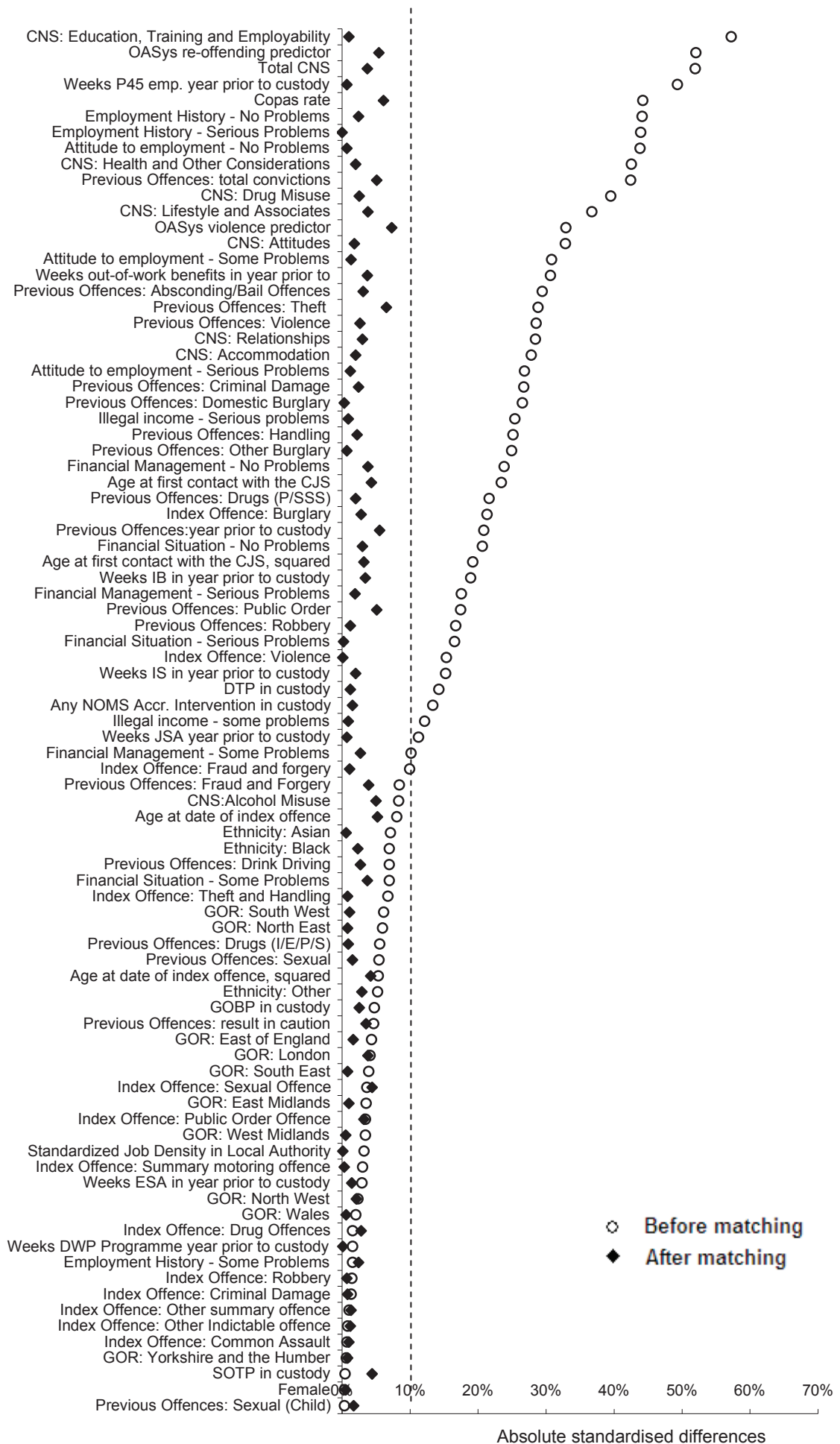
Characteristics of offenders before and after matching: sentences less than one year

	Before Matching			After Matching		
	No P45 Employment (Control group)	P45 Employment (Treatment group)	absolute standardised difference	No P45 Employment (Control group)	P45 Employment (Treatment group)	absolute standardised difference
N:	12,190	2,360		2,298	2,298	
Female	11.60%	6.40%	18%	6.60%	6.40%	1%
Black	7.70%	7.60%	0%	7.90%	7.70%	1%
Asian	4.30%	5.30%	5%	5.70%	5.40%	2%
Other	0.50%	0.80%	3%	1.00%	0.70%	3%
Criminal History:						
Age at first contact with the CJS	17.5	19.5	27%	19.7	19.4	4%
Age at first contact with the CJS, squared	348.7	454.7	23%	462.6	447.8	3%
Age at date of index offence	29.8	28.4	15%	29.1	28.5	7%
Age at date of index offence, squared	978.6	901.5	12%	945.6	902.4	6%
Index Offence: Burglary	6.3%	3.7%	12%	4.0%	3.8%	1%
Index Offence: Common Assault	11.1%	13.6%	8%	14.8%	13.7%	3%
Index Offence: Criminal Damage	2.8%	2.7%	1%	2.3%	2.7%	2%
Index Offence: Drug Offences	3.2%	3.6%	2%	3.4%	3.5%	1%
Index Offence: Fraud and forgery	1.8%	3.2%	9%	3.6%	3.1%	3%
Index Offence: Other Indictable offence	13.2%	15.2%	6%	15.6%	15.0%	2%
Index Offence: Other summary offence	6.0%	5.7%	1%	5.1%	5.7%	2%
Index Offence: Public Order Offence	2.3%	2.5%	2%	2.7%	2.6%	1%
Index Offence: Robbery	0.6%	0.8%	3%	0.7%	0.8%	2%
Index Offence: Sexual Offence	0.7%	1.1%	5%	1.6%	1.2%	4%
Index Offence: Summary motoring offence	8.4%	12.5%	13%	12.6%	12.5%	0%
Index Offence: Theft and Handling	27.3%	15.0%	30%	12.8%	15.3%	7%
Index Offence: Violence	12.0%	17.5%	16%	17.1%	17.3%	1%
<u>Mean number of previous offences:</u>						
Previous Offences: Violence	3.5	2.4	31%	2.3	2.4	4%
Previous Offences: Robbery	0.3	0.1	18%	0.1	0.1	1%
Previous Offences: Public Order	2.0	1.2	24%	1.1	1.2	2%
Previous Offences: Sexual	0.1	0.0	5%	0.1	0.0	4%
Previous Offences: Sexual (Child)	0.1	0.1	0%	0.1	0.1	1%
Previous Offences: Domestic Burglary	1.1	0.5	29%	0.5	0.5	2%
Previous Offences: Other Burglary	1.6	0.8	28%	0.8	0.8	1%
Previous Offences: Theft	8.8	2.9	53%	2.6	3.0	6%
Previous Offences: Handling	1.0	0.4	33%	0.4	0.4	0%
Previous Offences: Fraud and Forgery	1.1	0.7	14%	0.7	0.7	0%
Previous Offences: Drink Driving	0.5	0.6	3%	0.5	0.6	5%
Previous Offences: Criminal Damage	2.1	1.4	27%	1.4	1.4	1%
Previous Offences: Drugs (Import/Export/Production/Supply)	0.1	0.1	15%	0.1	0.1	6%
Previous Offences: Drugs (Possession/Small Scale Supply)	1.5	0.8	37%	0.9	0.8	5%
Previous Offences: Absconding or Bail Offences	3.5	1.9	45%	1.8	1.9	3%
Previous Offences that resulted in a caution	1.5	1.3	11%	1.3	1.3	0%
Previous Offences that resulted in a court conviction	38.5	19.4	61%	18.8	19.8	4%
Previous Offences in year prior to custody	4.9	3.0	43%	2.8	3.1	9%
Copas rate	-0.4	-0.9	63%	-0.9	-0.9	7%

6.2(e) Appendix A

Interventions:						
Received the Drug Treatment Programme in custody	6.50%	2.50%	20%	2.20%	2.50%	2%
Received the General Offending Behaviour Programme in custody	2.00%	0.70%	11%	0.50%	0.70%	2%
Received any Prison Accredited Intervention	8.00%	3.00%	22%	2.60%	3.10%	3%
Government Office Region:						
East Midlands	9%	11%	7%	10%	11%	2%
East of England	8%	10%	5%	9%	10%	3%
London	11%	9%	7%	10%	9%	4%
North East	6%	5%	6%	4%	5%	1%
North West	16%	14%	4%	15%	14%	2%
South East	11%	13%	6%	13%	13%	1%
South West	7%	8%	4%	7%	7%	1%
Wales	6%	6%	2%	7%	6%	3%
West Midlands	12%	11%	2%	12%	11%	3%
Yorkshire and the Humber	11%	10%	4%	9%	10%	2%
Labour Market:						
Standardised Job Density in Local Authority	0.0	0.0	3%	0.0	0.0	4%
Weeks in P45 employment in year prior to custody	4.3	15.4	65%	14.2	14.6	2%
Weeks receiving Jobseeker's Allowance in year prior to custody	9.7	8.5	8%	8.4	8.7	3%
Weeks in DWP Programme in year prior to custody	2.6	2.7	2%	2.6	2.8	2%
Weeks receiving Incapacity Benefit in year prior to custody	10.5	3.5	43%	4.3	3.6	6%
Weeks receiving Employment and Support Allowance in year prior to custody	0.2	0	7%	0.1	0	3%
Weeks receiving Income Support in year prior to custody	4.2	1.6	25%	2	1.6	5%
Weeks receiving out-of-work benefits in year prior to custody	24.8	13.6	55%	14.8	14	4%
OASys Assessment:						
OASys re-offending predictor	60.9	44.9	70%	44.2	45.5	6%
OASys violence predictor	39.9	34.5	30%	33.3	34.8	9%
Illegal income - some problems	21%	14%	20%	14%	14%	1%
Illegal income - Serious problems	24%	11%	35%	11%	11%	2%
Financial Management - No Problems	32%	47%	32%	49%	47%	4%
Financial Management - Some Problems	41%	35%	12%	35%	36%	2%
Financial Management - Serious Problems	27%	17%	23%	17%	18%	3%
Employment History - No Problems	15%	37%	51%	37%	36%	2%
Employment History - Some Problems	46%	46%	1%	47%	47%	1%
Employment History - Serious Problems	39%	17%	51%	16%	17%	2%
Attitude to employment - No Problems	45%	72%	56%	72%	71%	1%
Attitude to employment - Some Problems	41%	23%	39%	24%	24%	0%
Attitude to employment - Serious Problems	14%	5%	31%	4%	5%	3%
Financial Situation - No Problems	27%	41%	31%	42%	41%	3%
Financial Situation - Some Problems	42%	38%	8%	37%	39%	3%
Financial Situation - Serious Problems	31%	20%	24%	21%	20%	0%
Accommodation Criminogenic Score	3.1	2.1	32%	2.1	2.2	4%
Education, Training and Employability Criminogenic Needs Score	4.5	2.8	73%	2.8	2.9	3%
Relationships Criminogenic Needs Score	2.6	2.0	31%	2.0	2.1	3%
Lifestyle and Associates Criminogenic Needs Score	3	2.3	44%	2.2	2.3	4%
Drug Misuse Criminogenic Needs Score	3.3	1.7	57%	1.6	1.7	5%
Alcohol Misuse Criminogenic Needs Score	3	2.8	4%	2.7	2.9	5%
Attitudes Criminogenic Needs Score	4.6	4.1	25%	4.1	4.1	2%
Health and Other Considerations Criminogenic Needs Score	3.1	2.2	43%	2.2	2.3	5%
Total Criminogenic Needs Score	5.3	4.1	60%	4	4.1	4%

Characteristics before and after matching: sentences of one year or more



Characteristics of offenders before and after matching: sentences of one year or more

	Before Matching			After Matching		
	No P45 employment (Control group)	P45 employment (Treatment group)	absolute standardised difference	No P45 employment (Control group)	P45 employment (Treatment group)	absolute standardised difference
N:	12,320	3,753		3,622	3,622	
Female	6%	6%	0%	6%	6%	1%
Black	11%	9%	7%	10%	9%	2%
Asian	5%	6%	7%	6%	6%	1%
Other	0%	1%	5%	1%	1%	3%
Criminal History:						
Age at first contact with the CJS	17.9	20	23%	20.3	19.9	4%
Age at first contact with the CJS, squared	385.1	500.1	19%	516.7	494.8	3%
Age at date of index offence	31.4	30.6	8%	31.2	30.7	5%
Age at date of index offence, squared	1097.3	1053.9	5%	1093.9	1059	4%
Index Offence: Burglary	19%	12%	21%	11%	12%	3%
Index Offence: Common Assault	1%	1%	1%	1%	1%	1%
Index Offence: Criminal Damage	2%	2%	1%	2%	2%	1%
Index Offence: Drug Offences	15%	16%	2%	17%	16%	3%
Index Offence: Fraud and forgery	2%	3%	10%	3%	3%	1%
Index Offence: Other Indictable offence	11%	11%	1%	11%	11%	1%
Index Offence: Other summary offence	1%	0%	1%	0%	0%	1%
Index Offence: Public Order Offence	0%	0%	3%	0%	0%	3%
Index Offence: Robbery	12%	13%	1%	13%	13%	1%
Index Offence: Sexual Offence	7%	8%	4%	9%	8%	4%
Index Offence: Summary motoring offence	1%	1%	3%	1%	1%	0%
Index Offence: Theft and Handling	6%	5%	7%	5%	5%	1%
Index Offence: Violence	20%	27%	15%	26%	26%	0%
Mean number of previous offences:						
Previous Offences: Violence	2.9	2.0	29%	2.0	2.0	3%
Previous Offences: Robbery	0.4	0.2	17%	0.2	0.2	1%
Previous Offences: Public Order	1.3	0.9	17%	0.9	0.9	5%
Previous Offences: Sexual	0.1	0.1	5%	0.1	0.1	2%
Previous Offences: Sexual (Child)	0.1	0.1	0%	0.1	0.1	2%
Previous Offences: Domestic Burglary	1.9	1.0	27%	1.0	1.0	0%
Previous Offences: Other Burglary	1.9	1.0	25%	1.0	1.0	1%
Previous Offences: Theft	5.3	2.9	29%	2.6	3.0	7%
Previous Offences: Handling	1.1	0.6	25%	0.6	0.6	2%
Previous Offences: Fraud and Forgery	1.0	0.7	8%	0.6	0.7	4%
Previous Offences: Drink Driving	0.4	0.3	7%	0.3	0.3	3%
Previous Offences: Criminal Damage	1.7	1.1	27%	1.1	1.1	2%
Previous Offences: Drugs (Import/Export/Production/Supply)	0.2	0.1	6%	0.1	0.1	1%
Previous Offences: Drugs (Possession/Small Scale Supply)	1.4	0.9	22%	0.9	1.0	2%
Previous Offences: Absconding or Bail Offences	2.1	1.3	29%	1.3	1.4	3%
Previous Offences that resulted in a caution	1.1	1.0	5%	1.0	1.1	4%
Previous Offences that resulted in a court conviction	32.1	19.0	42%	18.3	19.6	5%

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Previous Offences in year prior to custody	2.4	1.7	21%	1.5	1.7	6%
Copas rate	-0.8	-1.2	44%	-1.2	-1.2	6%
Interventions:						
Received the Drug Treatment Programme in custody	10%	6%	14%	6%	6%	1%
Received the General Offending Behaviour Programme in custody	6%	5%	5%	4%	5%	3%
Received the Sex Offender Treatment Programme	0%	0%	0%	1%	0%	4%
Received any Prison Accredited Intervention	14%	10%	13%	10%	10%	2%
Government Office Region:						
East Midlands	8%	9%	4%	9%	9%	1%
East of England	7%	8%	4%	8%	8%	2%
London	13%	11%	4%	13%	12%	4%
North East	6%	5%	6%	5%	5%	1%
North West	18%	17%	2%	16%	17%	2%
South East	10%	12%	4%	11%	12%	1%
South West	4%	6%	6%	6%	6%	1%
Wales	6%	5%	2%	5%	5%	1%
West Midlands	11%	10%	3%	10%	10%	1%
Yorkshire and the Humber	11%	12%	1%	11%	11%	1%
Labour Market:						
Standardised Job Density in Local Authority	0	0	3%	0	0	0%
Weeks in P45 employment in year prior to custody	4.9	13.2	49%	12.2	12.1	1%
Weeks receiving Jobseeker's Allowance in year prior to custody	7.8	6.4	11%	6.5	6.6	1%
Weeks in DWP Programme in year prior to custody	1.9	2	2%	2	2.1	0%
Weeks receiving Incapacity Benefit in year prior to custody	7.9	5	19%	5.6	5.1	3%
Weeks receiving Employment and Support Allowance in year prior to custody	0.1	0.1	3%	0.1	0.1	1%
Weeks receiving Income Support in year prior to custody	2.6	1.3	15%	1.5	1.4	2%
Weeks receiving out-of-work benefits in year prior to custody	18.7	12.8	31%	13.9	13.2	4%
OASys Assessment:						
OASys re-offending predictor	52.2	39.5	52%	39	40	5%
OASys violence predictor	34.8	29	33%	28	29	7%
Illegal income - some problems	22%	17%	12%	17%	18%	1%
Illegal income - Serious problems	31%	20%	25%	21%	20%	1%
Financial Management - No Problems	38%	50%	24%	51%	49%	4%
Financial Management - Some Problems	40%	35%	10%	34%	35%	3%
Financial Management - Serious Problems	22%	15%	18%	15%	15%	2%
Employment History - No Problems	20%	40%	44%	40%	38%	2%
Employment History - Some Problems	43%	42%	2%	42%	43%	2%
Employment History - Serious Problems	37%	18%	44%	18%	18%	0%
Attitude to employment - No Problems	54%	75%	44%	74%	74%	1%
Attitude to employment - Some Problems	35%	22%	31%	22%	22%	1%
Attitude to employment - Serious Problems	10%	4%	27%	4%	4%	1%
Financial Situation - No Problems	36%	46%	21%	47%	45%	3%
Financial Situation - Some Problems	40%	36%	7%	35%	37%	4%
Financial Situation - Serious Problems	24%	18%	17%	18%	18%	1%
Accommodation Criminogenic Score	3.0	2.1	28%	2.1	2.2	2%
Education, Training and Employability Criminogenic Needs Score	4.2	2.9	57%	3.0	3.0	1%
Relationships Criminogenic Needs Score	2.4	1.9	28%	1.9	1.9	3%
Lifestyle and Associates Criminogenic Needs Score	3.1	2.5	37%	2.5	2.5	4%

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Drug Misuse Criminogenic Needs Score	2.9	1.8	40%	1.8	1.9	3%
Alcohol Misuse Criminogenic Needs Score	2.1	1.9	8%	1.8	1.9	5%
Attitudes Criminogenic Needs Score	4.3	3.6	33%	3.6	3.7	2%
Health and Other Considerations Criminogenic Needs Score	2.8	2.0	43%	2.0	2.1	2%
Total Criminogenic Needs Score	4.9	3.8	52%	3.8	3.9	4%

Annex F: Testing the difference in re-offending rates

The tables below show whether matched pairs are concordant (both offenders within the pair do re-offend, or both do not re-offend) or discordant, and the direction of the effect of P45 employment. Where the pairs are discordant, there are more pairs where comparison group member re-offends but the offender with a P45 employment spell does not, than the reverse. This suggests that P45 employment reduces the likelihood of re-offending.

A: Custodial sentences less than one year

Comparison Group	P45 Employment group	
	No proven re-offence within one year	Proven re-offence within one year
No proven re-offence within one year	979	361
Proven e-offence within one year	578	380

McNemar's Test	
Statistic (S)	50.1480
DF	1
Asymptotic Pr > S	<0.0001
Exact	1.4×10^{-12}

There is not a clear consensus in the literature about whether or not paired tests should be used to test for differences between the matched groups in PSM; therefore we also used independent samples t-tests to test for significance. The t-test also showed that re-offending was significantly lower in the P45 employment group than in the matched comparison group; $t(4581) = 6.67$, $p < 0.0001$.

Sensitivity testing for difference in re-offending rates (using McNemar's test²⁹) – testing for effect of unobserved variable: Sensitivity Analysis I

The upper bound of the p value can tell us whether the effect of P45 employment on release would be significant, even if there was an unobserved variable which increased the odds of P45 employment on release by 5 per cent, 10 per cent, 15 per cent etc. In our analysis, even if there was an unobserved variable which increased the odds of employment on release by 25 per cent, P45 employment would still have a significant effect on reducing re-offending.

Gamma	P +	p -	p (lower bound)	p (upper bound)
1.00	0.50000	0.50000	8.9×10^{-13}	8.9×10^{-13}
1.05	0.51220	0.48780	3.1×10^{-15}	8.9×10^{-13}
1.10	0.52381	0.47619	0	0.000000012
1.15	0.53488	0.46512	0	0.000000523
1.20	0.54545	0.45455	0	0.000012337
1.25	0.55556	0.44444	0	0.000174846

The upper bound reflects the highest possible value of p when we introduce an unobserved binary variable which increases the odds of P45 employment on release. If *p* becomes greater than 0.05 we can no longer conclude that P45 employment has a statistically statistical effect on re-offending.

B: Custodial sentences of one year or more

Comparison Group	P45 Employment group	
	No proven re-offence within one year	Proven re-offence within one year
No proven re-offence within one year	2,262	476
Proven re-offence within one year	680	204

McNemar's Test	
Statistic (S)	36.0000
DF	1
Asymptotic Pr > S	<.0001
Exact	2.2×10^{-9}

²⁹ McNemar's test is used to compare proportions (such as re-offending rates) in paired data.

An independent samples t-test also showed that re-offending was significantly lower in the P45 employment group than in the matched comparison group; $t(7,177) = 5.84$, $p < 0.0001$.

Sensitivity testing for difference in re-offending rates

Even if there was an unobserved variable which increased the odds of employment on release by 25 per cent, P45 employment on release would still have a significant effect on reducing re-offending.

Gamma	P +	p -	p (lower bound)	p (upper bound)
1.00	0.50000	0.50000	1.5×10^{-9}	0.000000
1.05	0.51220	0.48780	6.3×10^{-9}	0.000000
1.10	0.52381	0.47619	1.8×10^{-14}	0.000009
1.15	0.53488	0.46512	0	0.000235
1.20	0.54545	0.45455	0	0.003083
1.25	0.55556	0.44444	0	0.023152

Hazard ratios

Cox proportional hazard models were fitted to the matched samples, so that we could obtain hazard ratios for re-offending.

As the propensity score matched sample does not consist of independent observations, we used a Cox proportional hazards model that stratified on the matched pairs (Cummings, McKnight, & Greenland, 2003). This approach accounts for the within-pair homogeneity by allowing the baseline hazard function to vary across matched sets. We also fit a Cox proportional hazard model with robust standard errors (Lin & Wei, 1989) to ensure that the hazard ratio was fairly similar when using either choice of suitable model.

The hazard ratio is an expression of the hazard or chance of re-offending for offenders who entered P45 employment after release as a ratio of the hazard of re-offending occurring in the matched comparison group. For us to be able to say with confidence that re-offending occurs earlier in the absence of a P45 employment spell after release, the hazard ratio must be less than one and the upper limit of the 95% confidence interval of the hazard ratio must also be less than 1, which is the case for both samples in this analysis. The hazard

ratio also allows us to calculate the probability that an offender with a P45 employment spell after release will re-offend before an offender from the matched comparison group³⁰.

Sentences less than one year

The only predictor variable in the Cox proportional hazard model was P45 employment on release, stratified on the matched pairs. The hazard ratio for P45 employment compared to no P45 employment was 0.62 (95% CI=[0.56, 0.70], $p < 0.0001$). This corresponds to a 38 per cent chance of an offender in P45 employment re-offending before an offender from the matched comparison group.

When the alternative univariate Cox proportional hazards model was fit and a robust variance estimate was obtained, the associated hazards ratio was 0.69 (95% CI=[0.63,0.76], $p < 0.0001$). This corresponds to a 41 per cent chance of an offender in P45 employment re-offending before an offender in the matched comparison group.

This shows that offenders with P45 employment have a lower hazard of re-offending than the matched comparison group and that the hazards ratio is fairly similar in both models.

Sentences of one year or more

When we fitted a Cox proportional hazard model which was stratified on the matched pairs, the hazard ratio for P45 employment compared to no P45 employment was 0.70 (95% CI=[0.62, 0.78], $p < 0.0001$). This corresponds to a 41 per cent chance of an offender in P45 employment re-offending before an offender from the matched comparison group.

When we fitted a univariate Cox proportional hazards model with a robust variance estimate, the associated hazards ratio was 0.72 (95% CI=[0.66,0.80], $p < 0.0001$). This corresponds to a 42 per cent chance of an

³⁰ This can be calculated by **Probability = (hazard ratio) / (1 + hazard ratio)**

offender in P45 employment re-offending before an offender from the matched comparison group.

For custodial sentences of greater than one year, offenders with P45 employment have a lower hazard of re-offending than the matched comparison group and the hazards ratio is very similar in both models.

Annex G: Benefit and P45 employment status of all offenders released from custody and offenders serving sentences in the community in 2008

The analysis in the main body of this publication presents findings on the impact P45 employment has on re-offending for a sample of offenders released from prison in 2008.

To improve the quality of the matching and analysis, only offenders who had an OASys assessment were included in the analysis -these tend to be the more serious offenders with higher needs³¹. However, the key limitation of restricting the analysis to offenders with OASys assessments is that it means that the findings can not be generalised to all prisoners.

In addition, the analysis focused on offenders released from custody. The methodology used was not found to be appropriate to extend the analysis to see the impact employment has on re-offending for offenders serving sentences in the community.

Therefore, the following descriptive statistics are included to provide contextual information on the benefit and P45 employment status of **all** offenders released from prison in 2008 (i.e. not just those with an OASys assessment) and those sentenced to serving sentences in the community in 2008.

The descriptive statistics show the benefit and P45 employment status of offenders up to two years before and after their sentence.

Key findings**Offenders serving custodial sentences**

Benefit status:

- Around half of all offenders released from custody in 2008 claimed benefits on release – 51 per cent of all offenders released from custody in 2008 were claiming benefits one week after release, with 50 per cent claiming benefits two years after release

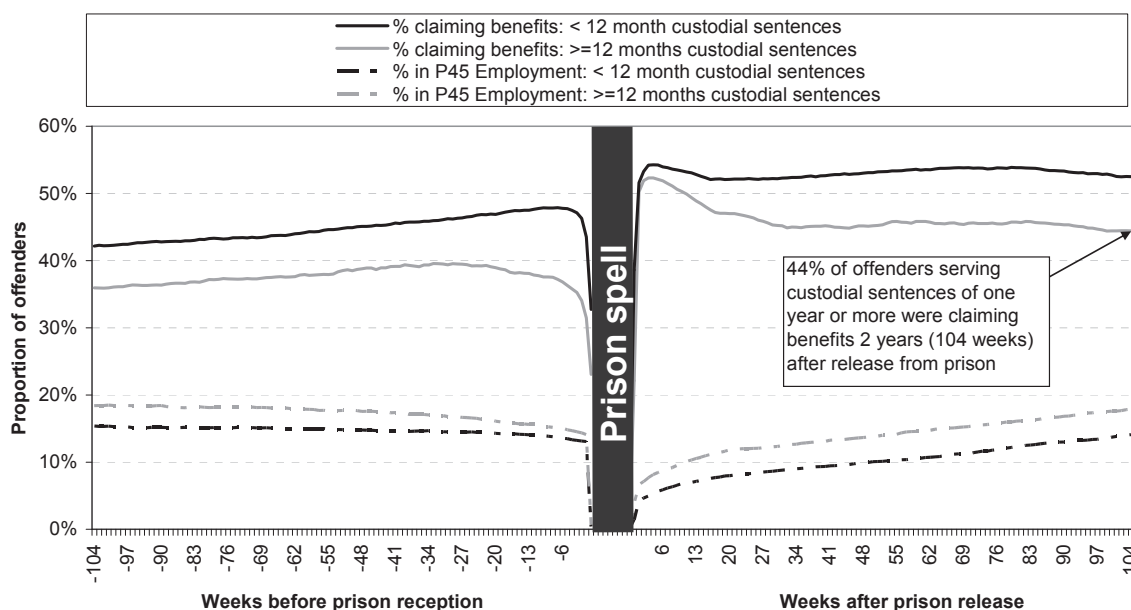
³¹ See Chapter 2 of publication for further information on the difference between offenders given an OASys assessment and those offenders who are not.

- During the two year period after release from custody in 2008, 82 per cent of offenders made a new benefit claim **at some point** in those two years.
- Offenders serving custodial sentences of under twelve months are slightly more likely to be claiming benefits than those offenders serving custodial sentences of twelve or more months - particularly a few years after release from prison:
 - 52 per cent of offenders serving custodial sentences of under twelve months were claiming benefits one week after release in 2008, with 53 per cent of these offenders claiming benefits two years after release.
 - 50 per cent of offenders serving custodial sentences of twelve months or more were claiming benefits one week after release in 2008, falling to 44 per cent of offenders claiming benefits two years after release.

P45 employment status:

- Around 5 per cent of offenders released from custody in 2008 are in some form of P45 employment a few weeks after release from prison. The proportion in P45 employment increases to 15 per cent of offenders in P45 employment two years following release from custody.
- During the two year period following release from custody overall, 29 per cent of offenders started P45 employment **at some point**.
- Offenders serving custodial sentences of twelve months or more are slightly more likely to be in P45 employment than offenders serving shorter sentences. 14 per cent of offenders serving custodial sentences of under twelve months were in P45 employment two years after release, compared to 18 per cent of offenders serving longer custodial sentences.

P45 employment and benefit status of offenders released from custody in 2008 – by sentence length: Under one year sentences (<12 month), one year or more sentences (≥12 months)



Note: This chart tracks offenders' benefit and P45 employment status for two years prior to prison reception date, and two years after release from prison. The "prison spell" bar in the chart indicates the time offenders spent in prison but is for illustration purposes only to show that it is not a continuous period.

Offenders serving sentences in the community

	Proportion of offenders	
	Claimed Benefits	In P45 employment
4 weeks before sentence date	42%	26%
Sentence Date	44%	25%
2 weeks after sentence date	46%	25%
2 years after sentence date	51%	30%

Benefit status:

- 44 per cent of offenders sentenced to a community sentence or suspended sentence order (SSO) in 2008 were claiming benefits at the time of sentence, with 51 per cent claiming benefits two years after the sentence date.

- During the two year period following their sentence date, 77 per cent of offenders serving sentences in the community made a new benefit claim **at some point**.

P45 employment status:

- Offenders serving sentences in the community (Community sentences and SSOs) in 2008 were more likely to be in P45 employment than offenders released from custodial sentences. A quarter of offenders sentenced to sentences in the community were in P45 employment at the time of sentence, compared to 30 per cent in P45 employment two years after their sentence date.
- During the two year period following their sentence date, 51 per cent of offenders serving sentences in the community were in P45 employment **at some point**.

The table below provides a cumulative measure of benefit and P45 employment status over the two year period for offenders released from prison in 2008, or sentenced to a community sentence/SSO in 2008. This does not mean that the offender was claiming benefits, or in P45 employment at the two year point following release from prison / sentence date – just that they had one (or more) of those statuses **at some point** in the two years following release / sentence date.

Proportion of offenders released from custody or starting community sentences in 2008 who claimed benefits or were in P45 employment at some point in the two years following release / sentence date

	Proportion of offenders who either claimed benefits or were in P45 employment <u>at some point</u> in the two years after release from custody, or sentence date	
	Claimed benefits	In P45 Employment
Offenders released from custody in 2008:		
Under 12 month custodial sentences	83%	30%
Twelve month or more custodial sentences	79%	34%
All offenders released from custody	82%	31%
Offenders starting community sentences in 2008 (Community Sentences /Suspended Sentence Orders)	77%	51%

These descriptive statistics relate to offenders released from custody or who started a community sentence (including an SSO) in 2008 to allow enough time to track the benefit and P45 employment status up to two years after release / sentence date. However, we know that the actual proportion of offenders claiming benefits has increased since 2008³², which we think is due to the recession – in line with the increase in the proportion of the general population who claim benefits.

Please contact us if you would like further information on the benefit and P45 employment status of offenders. We will be extending this analysis in future with the new ongoing data share between MoJ, DWP and HMRC. We would be grateful for any feedback or suggestions for further analysis using our linked data.

³² See Chapter 2 of “Offending, employment and benefits – emerging findings from the data linkage project”

Contact points for further information

Press enquiries should be directed to the Ministry of Justice press office:

Media Enquiries: 020 3334 3536

Out-of-hours: 07659 173270

Website: www.justice.gov.uk/

Ideas and advice or any enquiries about this analysis should be directed to:

Justice Statistics Analytical Services

7th Floor, 102 Petty France, London SW1H 9AJ

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E-mail: statistics.enquiries@justice.gsi.gov.uk

General enquiries about the statistical work of the Ministry of Justice can also be e-mailed to: statistics.enquiries@justice.gsi.gov.uk

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Alternative formats are available on request from
statistics.enquiries@justice.gsi.gov.uk

Scrutiny Investigation : Re-Offending

Evidence from West View Advice & Resource Centre What services are provided and how?

What Services are provided and how?

West View Advice & Resource Centre provides:

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

This is provided by centre visits, outreach locations, home visits, macmillan support visits (home /residential care facility).

We understand that specialist advice on housing, benefits and debt is available whilst the person is in prison by most prisons

How effective are the services currently provided in the north east (in particular Hartlepool) to reduce re-offending?

- Our organisation fits in with re-offending in that if the offender gets enough support with benefits and housing in particular then s/he will have income to live on and a home to live in which should reduce re-offending
- Waiting Times can impact on this ie time without income whilst awaiting benefit claims to be processed / waiting times for debt appointments etc.
- We see a number of spouses/partners of those who are in prison. Effective support and financial management delivered to these partners can reduce issues when the offender is released from prison. For example, if partner has permission to deal with prisoners financial affairs, we can contact creditors (if in debt) or benefits agencies (if in receipt of benefits) and inform of change in circumstance. We can get the correct benefit in pay whilst the person is in prison to avoid overpayments and get interest and charges stopped on any debts. Lack of communication of prison sentence can lead to spiralling debts. If partner/spouse does not sort out and income/debt issues whilst partner is in prison, the prisoner may find himself leaving prison and coming into a very difficult situation.

Case Study

Mrs S approaches our centre for assistance after receiving a letter from her social housing provider advising that paperwork has been submitted for possession of her property. Mrs S advises that her husband is in prison and she has been finding things difficult on benefits at a single person rate. They had a small amount of arrears prior to husband being sentenced however things spiralled once Mrs S's income reduced. Husband is due to be released in 4 months time and Mrs S is in a panic that he will have no home to come back to.

I contacted Mrs S's social housing provider who explained that paperwork was submitted due to Mrs S repeatedly failing to keep to payment arrangements, failing to communicate with them and no housing benefit was received on the last benefit run. As Mrs S is in receipt of income related benefits, she should have received full housing benefit minus the under-occupation charge for one bedroom. I contacted Hartlepool Borough Council Benefits section who advised that the housing

benefit claim was cancelled as claim was in her husband's name. Mrs S had been contacted and advised she needs to make a new claim in her name. She had been issued with a new claim form but this has not yet been completed and returned. We assisted Mrs S in making a new claim for benefit which was awarded and backdating of 4 weeks was granted. We supported Mrs S in preparing for the possession hearing and provided her with budgeting advice for whilst she is on a reduced income. A DHP was also submitted for temporary assistance with the under-occupation charge. The possession hearing is due to take place in 2 weeks time however we expect a suspended possession order to be granted allowing Mrs S to remain in her home on the premise that she pays her rent plus an agreed amount off her arrears. This will mean Mr S will have a home to come to when he gets out of prison.

HEALTH AND WELLBEING BOARD

MINUTES AND DECISION RECORD

9 December 2013

The meeting commenced at 10.00am in the Civic Centre, Hartlepool

Present:

Councillor Carl Richardson (substitute for Councillor Christopher Akers-Belcher, Leader of Council) (In the Chair)

Prescribed Members:

Elected Members, Hartlepool Borough Council – Councillors Ged Hall, Geoff Lilley and Chris Simmons

Representatives of Hartlepool and Stockton-on-Tees Clinical Commissioning Group – Dr Paul Pagni

Director of Public Health, Hartlepool Borough Council - Louise Wallace

Director of Child and Adult Services, Hartlepool Borough Council – Gill Alexander

Representative of Healthwatch - Stephen Thomas

Other Members:

Representative of the NHS England – Caroline Thurlbeck

Representative of Cleveland Fire Brigade – Ian McHugh

In accordance with Council Procedure Rule 5.2 (ii), Karen Hawkins was in attendance as substitute for Ali Wilson, Mark Cotton was in attendance as substitute for Nichola Fairless and David Brown was in attendance as a substitute for Martin Barkley.

Also in attendance:-

Emma Thomas, North of England Commissioning Support

Officers: Jill Harrison, Assistant Director, Adult Services
Joan Stevens, Scrutiny Manager
Richard Starrs, Strategy and Performance Officer
Angela Armstrong, Principal Democratic Services Officer

48. Apologies for Absence

Apologies for absence were received from Ali Wilson (Hartlepool and Stockton-on-Tees Clinical Commissioning Group), Nichola Fairless (North East Ambulance NHS Trust), Martin Barkley (Tees Esk and Wear Valley NHS Trust), Dave Stubbs (Chief Executive, Hartlepool Borough Council), Denise Ogden (Director of Regeneration and Neighbourhoods, Hartlepool Borough Council, Margaret Wrenn (Healthwatch), Tracy Woodall (Hartlepool Voluntary

and Community Sector) and Alan Foster (North Tees and Hartlepool NHS Foundation Trust).

49. Declarations of interest by Members

None.

50. Minutes of the meeting held on 28 October 2013

Confirmed

51. Better Health Outcomes for Children and Young People/Child Poverty and Public Health *(Director of Public Health, Director of Child and Adult Services and Director of Regeneration and Neighbourhoods)*

The Director of Public Health presented the report which provided the background to the ongoing work to the “better health outcomes for children and young people pledge”. A joint letter from the Department of Health, Local Government Association, Royal College of Paediatrics and Child Health and Public Health England which was sent to the Lead Member for Children’s Services and Chairs of Health and Wellbeing Boards was attached at Appendix 1. Also attached at Appendix 2 was a paper which challenged Health and Wellbeing Boards to consider taking action to tackle child poverty and make a long term contribution to health outcomes.

The Chair of the Children’s Services Committee, Councillor Simmons confirmed that the Children’s Committee was supportive that the pledge was signed as it was considered very worthwhile and supported the direction of travel of Children’s Services. The Chair echoed these comments indicating the importance of implementing the pledge with the aim of eradicating child poverty.

During the discussions that followed, a Member highlighted that it was shocking to note that there had been an increase in child poverty in the 21st century and that taking a wider approach including examining the affects of mental health and the impact of the criminal justice system should also be explored.

The Director of Public Health commented that this pledge linked to the child poverty strategy which was regularly monitored and that a report would be submitted to a future meeting of the Board exploring ways of publicising the pledge and the efforts being made to eradicate child poverty and raising awareness with the public and appropriate organisations.

The representative from HealthWatch informed the Board that a health event would be held in the new year which was being designed and run by children and young people. It was noted that HealthWatch was working with local groups which involve children and young people to build an agenda for the

event and develop what they would like to see around the health and wellbeing of children and young people in the future. A Member highlighted the importance of involving Head Teachers from local schools who were ideally placed to be able to identify the affects of child poverty within families.

Decision

- (i) The Board supported the work being undertaken with partners and young people to adapt the pledge to reflect local needs.
- (ii) That further reports would be submitted to the Board on the progress of a local pledge with a view to adopting the pledge once complete.
- (iii) That all partners be encouraged to contribute to the reduction of child poverty.

52. **Strategic Planning in the NHS** (*Chief Officer, NHS Hartlepool and Stockton-on-Tees Clinical Commissioning Group*)

The representative from the NHS and Stockton on Tees Clinical Commissioning Group presented the report which informed the Board of the key activities and outputs required to complete the Annual Planning Round for the CCG for 2014/15. The report outlined the planning process which focussed on the best health outcomes which would be driven from:

- Objectives set out in the Clear and Credible Plan
- To address performance failure and ensure achievement of the NHS Constitution
- Any identified tasks
- Learning from patient feedback, including the outputs from Call to Action work
- Any national requirements and expectations, ie 7 day services
- Outcomes Frameworks

The timescale to support the delivery of the integration was outlined in the report and culminated in the submission of the final two year plan to be submitted by 4 April 2014 and the final five year plan by 20 June 2014.

Decision

The timescales and required approach to the 2014/15 NHS planning round was noted.

53. **Integration Transformation Fund** (*Director of Child and Adult Services, Hartlepool Borough Council and Chief Officer, NHS Hartlepool and Stockton-on-Tees Clinical Commissioning Group*)

The Director of Child and Adult Services presented the report which provided the background to the Integration Transformation Fund which had been

created to promote the integration of health and social care services that support some of the most vulnerable population groups. The current guidance which set out the context of the Fund and how the £3.8bn funding pool will be created, how local plans should be developed for its use and the conditions for accessing the pooled fund was outlined in the report. The Board were informed that the Fund had recently been renamed the 'Better Care Fund'.

It was noted that the completed planning template had to be submitted by 15 February 2014 and a draft template was attached at Appendix 2. The Director of Child and Adult Services highlighted that the CCG were required to submit draft five years plans through their Health and Wellbeing Boards by 4 April 2014 with a final five year plan to be submitted by 20 June 2014. The Board was informed that CCG allocations of funding were expected to be issued later in December.

The Assistant Director, Adult Services confirmed that an additional meeting of the Health and Wellbeing Board had been arranged for 13 February 2014 to finalise the plan. However, in view of concerns expressed by the Chair in relation to the tight timescale involved, it was noted that a draft plan would be submitted to the meeting of the Board on 27 January to enable further consideration of the plan prior to it being finalised at the meeting of the Board in February.

Decision

- (i) The current position in relation to the Integration Transformation Fund (now the Better Care Fund) was noted.
- (ii) That a further report along with the draft plan be submitted to the Board in January to enable comments and views to be considered.
- (iii) That the plan be submitted to the Board in February to seek approval for submission by 15 February 2013.

54. Local Healthwatch Work Plan 2013/14 (*HealthWatch Hartlepool*)

A representative from HealthWatch presented the report which informed the Board of HealthWatch Hartlepool's agreed work plan together with their Communication and Engagement proposal. The work plan would be delivered in conjunction with the Governance Framework, meetings of the associated task and finish groups, public meetings and service specification and the legislative requirements of the work plan were outlined in the report. The detailed work plan for 2013/14 was appended to the report.

During the discussions that followed it was noted that one of the key strengths of HealthWatch were the volunteers who dedicated a lot of valuable time and effort to implementing the work plan. A Member highlighted that a lot of concerns expressed by members of the public were around the discharge from hospital arrangements. The representative from HealthWatch confirmed

that this was one of the main areas highlighted, especially in relation to people who were discharged with complex care packages. It was noted that HealthWatch Hartlepool's work plan would involve examining hospital discharges across the hospital, the community and social services involvement. This will enable a full picture to be compiled to identify any pressure points on the process and how this can be managed more effectively in the future. Whilst it was recognised that this was a huge undertaking for the volunteers, all partner organisations had indicated they were fully supportive of this piece of work. One of the representatives from Hartlepool and Stockton-on-Tees CCG confirmed that they were already working with representatives from the Child and Adult Services Department to look at the hospital discharge process and were developing an Elderly Strategy with local care homes.

Decision

The HealthWatch Hartlepool work plan 2013/14 was noted.

55. Health Education North East – Presentation by Elaine Readhead *(Managing Director at Health Education North East)*

The Managing Director of Health Education North East was in attendance to provide the Board with an update on the work undertaken by the organisation. The Board were informed that the organisation was launched on 1 April 2013 to improve the quality of health and healthcare for the people and patients of England and was part of Health Education England. The Managing Director indicated that the organisation had a budget of £270, from a national budget of £5bn. It was highlighted that a significant investment was currently being made into dementia awareness and training. A brochure was circulated to Board members which provided a brief overview of the organisation, how decisions were made and how people can be involved.

The Director of Public Health commented that as the local authority had taken over responsibility for public health, it was reassuring to know that Health Education North East were co-ordinating the training for the local health sector workforce.

A Member questioned what was in place to ensure the continuation of consistent service provision through progression and recruitment. The Managing Director confirmed that one of the biggest areas of risk for the health sector was recruitment and retention and this was an area where a lot of work was ongoing and Health Education England has recently taken over responsibility for NHS Careers.

The representative from HealthWatch referred to the current economic climate and the financial difficulties being faced by organisations and questioned whether there had been a noticeable reduction in funding for training and education within the health service. The Managing Director indicated that the

funding of training and education within the health service was largely not affected in the north east, however, due to the additional winter pressures being placed on staff, the releasing of staff to attend training could be an issue.

In response to a question from the representative from HealthWatch, the Managing Director confirmed that all NHS employees were trained in dementia awareness, however this was an ongoing programme of training to ensure people understand and develop those skills further.

Decision

The Managing Director of Health Education North East was thanked for her attendance and informative presentation to the Board.

56. End of Life Care (*Director of Public Health*)

The Director of Public Health presented a letter to the Board from the Secretary of State for Health, the Rt Hon Jeremy Hunt MP. The letter outlined the work being done nationally to improve end of life care services and highlighted the importance of ensuring that people throughout the country had access to high quality services at the end of life. It was noted that this had been highlighted in the Mandate to NHS England who had undertaken to develop a fairer, per-patient funding system for palliative care. The Director of Public Health suggested that a report be submitted to a future meeting of the Board to provide an update on the actions taken locally to develop an end of life strategy. In response to a question, the Director of Public Health confirmed that the end of life strategy would be a comprehensive document that would include any provision available for children also.

A Member suggested that further examination of the wider context of end of life care be undertaken to look at how patients and their close relatives were affected. The representative from HealthWatch indicated that a number of cases regarding end of life issues were dealt with by HealthWatch and they were very distressing and traumatic for all involved and the whole grieving process should also be included.

Decision

- (i) The letter from the Secretary of State for Health, the Rt Hon Jeremy Hunt MP was noted.
- (ii) That a further report be submitted to a future meeting of the Board examining the development and implementation of the End of Life Strategy and the wider implications of this Strategy.

57. Special Educational Needs Reform – The Children and Families Bill *(Chief Officer, NHS Hartlepool and Stockton-on Tees Clinical Commissioning Group)*

One of the representatives from the NHS Hartlepool and Stockton on Tees Clinical Commissioning Group (CCG) presented the report which highlighted the implications of the new legislation relating to Special Educational Needs and health contributions to new processes to be introduced from 2014. The report provided details on how the CCG were considering and implementing the changes to their duties including the partnership working with the local authority. Further details of the proposals were included in the report and outlined the following:

- Joint Commissioning
- Joint Assessment, Planning and Individual Commissioning
- Personal Budgets
- Designated Health Officer
- Accountability

A Member questioned the reference in paragraphs 3.1.1 and 3.1.2 to the use of the term 'reasonable' and why the need to qualify the level of need was required. The representative from the CCG confirmed that the term 'reasonable' was about providing a service to meet the individual's needs without destabilising another part of their support package. Reference to 'reasonable' was key to ensuring that the overall picture was examined rather than dealing with specific issues in isolation.

Decision

- (i) The content of the report and the receipt of future updates was noted.
- (ii) The inclusion of a detailed examination of local SEN needs within the JSNA was supported.
- (iii) Joint working arrangements were encouraged to ensure joint commissioning was achieved.

58. Any Other Items which the Chairman Considers are Urgent

None.

Meeting concluded at 11.00 am

CHAIR

Extract from the minutes of the Finance and Policy Committee on 31 January 2014 relating to Public Health

204. Smoking – Cessation and Tobacco Control (*Director of Public Health*)

Type of decision

For information.

Purpose of report

To update Members on the approaches being taken by Hartlepool Borough Council and partners to reduce smoking prevalence in the town.

To seek Member views on the approaches being taken and gain support for the action plan developed, implemented and monitored by Hartlepool's Smokefree Alliance.

Issue(s) for consideration

The report provided detailed information on the prevalence of smoking which remained the single biggest preventable cause of premature death in the UK. It was noted that Hartlepool Borough Council currently coordinated a multi-partnership Smoke Free Hartlepool Alliance which aimed to reduce smoking prevalence in the Town. The Alliance developed, implemented and monitored an annual action plan which captured the range of the work being undertaken. Hartlepool Borough Council had recently signed up to the Local Government Declaration on Tobacco Control and received support on this from health partners through the Health and Wellbeing Board. In addition, the Council had also signed up to the Smokefree Action Coalition, an act that was being strongly encouraged to all North East localities and co-ordinated tobacco control nationally and provided invaluable insight and updates on suggested action at a local level to support the regional and national picture.

It was noted that preventing the uptake of smoking in children and making no smoking the norm in the town was a high priority and one action currently being pursued was to make all children's playgrounds in Hartlepool smoke free. As well as preventing the uptake of smoking in children and young people, there was currently a lack of support specifically for young people who want to quit smoking and local insight work had recently been undertaken to rectify this.

A number of samples of 'electronic' cigarettes were handed to Members at the meeting who were shocked at the level of nicotine contained within some of these devices. The Head of Health Improvement commented that whilst the need to contain nicotine within these devices was recognised, the devices did not support the breaking of the physical habit of smoking. A Member questioned whether the devices would have had any medical testing done prior to being available on the open market. The Head of Health Improvement indicated that as they were not marketed as medicine, there was no requirement for this type of testing to be undertaken.

However, it was hoped that through the European Parliament, these products will ultimately be regulated and licensed as medicines.

A Member sought clarification on whether these devices could be used in

no smoking areas. The Head of Health Improvement confirmed that the Council's No Smoking Policy had recently been reviewed and did not allow smoking of any kind, including these devices during working hours. Officers were congratulated for the amount of work being done to encourage people to stop smoking but there were concerns that these alternative devices may be damaging people's health. It was suggested that a raising awareness campaign be undertaken in conjunction with the Public Relations Team to promote the work currently being done to reduce the prevalence of smoking in the town.

Decision

- 1) The content of the report and the actions being taken to reduce the prevalence of smoking in Hartlepool were noted.
- 2) That a public awareness campaign be undertaken in conjunction with the Public Relations Team to promote the work currently being done to reduce the prevalence of smoking in the town

SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD

13 December 2013

The meeting commenced at 9.30 am in the Civic Centre, Hartlepool

Present:

Councillor: Christopher Akers-Belcher (In the Chair)
Councillor Allan Barclay, Elected Member, HBC
Denise Ogden, Director of Regeneration and Neighbourhoods
Clare Clark, Neighbourhood Manager
Chief Superintendent Gordon Lang, Cleveland Police
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Luicia Saiger-Burns, Durham Tees Valley Probation Trust
Councillor Carl Richardson, Cleveland Fire and Rescue
Authority Nominated Member
Ian McHugh, Cleveland Fire and Rescue Authority
Andy Powell, Housing Hartlepool

In accordance with Council procedure rule 5.2 (ii) Sharon Robson was in attendance as substitute for Louise Wallace, Director of Public Health, and Paula Swindale as substitute for Karen Hawkins, Stockton on Tees Clinical Commissioning Group

Also present:

Councillor Keith Fisher, Chair of Audit and Governance Committee, HBC
Tony Lowes, NoMs North East

Officers:

Lisa Oldroyd, Community Safety Officer
Richard Starrs, Strategy and Performance Officer
Rachel Parker, Community Safety Research Officer
Laura Stones, Scrutiny Support Officer
Denise Wimpenny, Principal Democratic Services Officer

51. Apologies for Absence

Apologies for absence were submitted on behalf of John Bentley, Safe in Tees Valley, Louise Wallace, Director of Public Health

52. Declarations of Interest

None

53. Minutes of the meeting held on 1 November 2013

Confirmed

54. Matters Arising from the Minutes

Minute 42 – Working with Communities Presentation - The Neighbourhood Manager indicated that a meeting had been held with the Fire Service with a view to extending activities available to young people in Hartlepool and a report would be submitted to the next meeting of the Partnership.

55. Environmental Crime Campaign (*Director of Regeneration and Neighbourhoods*)

Purpose of report

To consider a proposal to take forward an Environmental Enforcement Campaign in Hartlepool.

To seek agreement from SHP Partners to sign up to the Environmental Enforcement Campaign.

Issue(s) for consideration

The Director of Regeneration and Neighbourhoods presented the report which provided information relating to the outcome of a recent scrutiny investigation and the background to the establishment of a proposed Environmental Enforcement Campaign to be delivered across Hartlepool which had been approved by the Council's Neighbourhood Services Committee in November.

The proposed Environmental Crime Campaign and the proposed branding of 'Respect Your Neighbourhood' aimed to improve collaborative working and consisted of the following three elements:-

- Neighbourhood Action Days – one per month
- Creating a bank of Neighbourhood Improvement Volunteers
- Making use of new technologies to improve reporting and feedback to communities

Members welcomed the campaign highlighting that environmental crime and clean streets continued to be a priority for local residents and were

pleased to note that litter problems had reduced over the years. The benefits of the campaign were also noted and welcomed.

Decision

- (i) That the proposed 'Respect Your Neighbourhood Campaign' and action plan be supported.
- (ii) The Partnership agreed to their own agencies participating in the scheme underpinned by a Partnership Compact.

56. Safer Hartlepool Partnership Strategic Assessment (Executive Summary) *(Director of Regeneration and Neighbourhoods)*

Purpose of report

To consider the Safer Hartlepool Partnership's Annual Strategic Assessment 2012/13.

To consider and agree the Partnership's strategic objectives 2014-2017

To consider and agree the Partnership's annual priorities

Issue(s) for consideration

It was reported that the Partnership had a statutory responsibility to undertake an annual strategic assessment to identify and address the community safety issues that really mattered to the community.

The strategic assessment contained information to aid understanding of the priority community safety issues identified for the communities of Hartlepool including what had changed over the last year, what work the Partnership were doing as well as how the Partnership measured effectiveness and future challenges. An executive summary was attached to the report which provided a description of the current local and national delivery landscape and a reminder of the objectives and priorities that had been set the previous year. The assessment would assist the Partnership in setting strategic objectives for 2014-17.

The Community Safety and Research Officer and the Community Safety Officer, who were in attendance at the meeting, provided a detailed and comprehensive presentation which focussed on the following:-

- Strategic Objectives 2011-14
- Annual Priorities 2013-14

- The Delivery Landscape
- Performance figures as a comparator with neighbouring authorities
- Crime figures
- Anti-social behaviour incidents
- Deliberate fires
- Acquisitive Crime
- Violent Crime
- Hate Crime and Incidents
- Victims
- Community Perceptions and Neighbourhoods
- Substance Misuse
- Re-offending

Proposed Strategic Objectives and Priorities

- Reduce crime and repeat victimisation
- Reduce the harm caused by drug and alcohol misuse
- Create confident, cohesive and safe communities
- Reduce offending and re-offending

Annual Priorities 2014-15

- Create Confident Cohesive and Safe Communities
 - Re-offending
 - Acquisitive crime
 - Domestic violence and abuse
 - Anti-social behaviour
 - Substance misuse
 - Reduce hate crime
- Proposed SHP Delivery Groups

Following conclusion of the presentation, discussion ensued which included the following issues:-

- (i) A Member referred to a recent racist march in Hartlepool and sought clarification as to the costs associated with policing this event as well as the reasons why the event had been allowed to proceed. In response, Members were advised that the Council were unable to prevent permitted organisations from taking part in events of this type. The Chief Inspector added that the cost of the event was managed as a result of cancelling planned leave or rest days, utilising resources from other forces and highlighted that the new policing structure was much better equipped to deal with managing such events. It was noted that there were no arrests as a consequence of the march. Some concerns were raised regarding the potential costs of policing this event and officers went on to respond to further queries raised by Members in relation to the event.

- (ii) In response to a query raised in relation to whether there had been any analysis of retail crime in the town and whether the offenders were new or re-offenders, the Partnership was advised that in terms of shop lifting, the majority of offenders tended to be re-offenders. There had been no analysis undertaken in relation to new offenders as evidence suggested the need to focus on repeat offending.
- (iii) The potential impact of welfare reform on crime figures, particularly shop lifting was discussed including the need to monitor this issue.
- (iv) It was noted that crime figures in Hartlepool continued to remain above the national average. An explanation of victim based crime and non-victim based crime was provided, details of which were set out in the executive summary to the report.
- (v) Clarification was provided in response to a number of issues/queries raised which included the role of the police and magistrates relating to law enforcement issues.

The Partnership took the opportunity to thank the Community Safety and Research Officer, the Community Safety Officer as well as all members of the team involved in production of the strategic assessment.

The Director of Regeneration and Neighbourhoods sought the Partnership's agreement in relation to the proposed strategic objectives and partnership delivery options:-

- Hate crime be included within the anti-social behaviour priority and the Neighbourhood Manager to lead on this issue.
- That the Re-offending Group continue to deal with the re-offending and acquisitive crime priorities on behalf of the Partnership and be led by the representative from Durham Tees Valley Probation Trust.
- That the Director of Regeneration and Neighbourhoods lead on domestic violence and abuse with support from the representative from the CCG.
- The Director of Public Health to Chair and continue to lead on the Substance Misuse Group.

Decision

- (i) That the strategic assessment be agreed.
- (ii) That the strategic objectives of the Partnership for the next three years, as detailed above, be agreed.

- (iii) That the annual priorities 2014/15 of the Partnership, as detailed above, be agreed.
- (iv) That the proposed delivery options, as set out above, be agreed.

The meeting concluded at 10.45 am.

CHAIR