



# SAFER HARTLEPOOL PARTNERSHIP AGENDA



**Friday 18 July 2014**

**at 1.00 pm**

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

## **MEMBERS: SAFER HARTLEPOOL PARTNERSHIP**

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council  
Councillor Chris Simmons, Elected Member, Hartlepool Borough Council  
Dave Stubbs, Chief Executive, Hartlepool Borough Council  
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council  
Clare Clark, Head of Community Safety and Engagement, Hartlepool Borough Council  
Louise Wallace, Director of Public Health, Hartlepool Borough Council  
Chief Superintendent Gordon Lang, Neighbourhood Partnership and Policing Command, Cleveland Police  
Barry Copping, Office of Police and Crime Commissioner for Cleveland  
Chief Inspector Lynn Beeston, Chair of Youth Offending Board  
Julie Allan, Director of Offender Management, Tees Valley Probation Trust  
Steve McCarten, District Manager, Cleveland Fire Authority  
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley  
Andy Powell, Director of Housing Services, Housing Hartlepool  
Karen Hawkins, Representative of Hartlepool and Stockton on Tees Clinical Commissioning Group  
Mark Smith, Head of Youth Services, Hartlepool Borough Council  
Hartlepool Magistrates Court, Chair of Bench (vacant)

- 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 9 May 2014



**4. PRESENTATIONS**

No items

**5. BUDGET AND POLICY FRAMEWORK ITEMS**

No items

**6. KEY DECISIONS**

No items

**7. OTHER ITEMS FOR DECISION**

- 7.1 Safer Hartlepool Partnership Reducing Re-Offending Strategy 2014-17 – *Director of Regeneration and Neighbourhoods*
- 7.2 Teesside Sexual Violence Strategy 2014-2016 – *Director of Public Health*
- 7.3 Potential Topics for Inclusion in the Audit and Governance Work Programme relating to Crime and Disorder – *Scrutiny Manager*
- 7.4 Scrutiny Investigation into Re-Offending – Action Plan – *Director of Regeneration and Neighbourhoods*

**8. ITEMS FOR DISCUSSION / INFORMATION**

- 8.1 Prevent Silver Group Update – *Director of Regeneration and Neighbourhoods*
- 8.2 Safer Hartlepool Partnership Performance – *Head of Community Safety and Engagement*

**9. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT**

**FOR INFORMATION:**

Date of next meeting – Friday 12 September 2014 at 1.00 pm in the Civic Centre, Hartlepool.



## **SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD**

9 May 2014

The meeting commenced at 2.00 pm in the Civic Centre, Hartlepool

### **Present:**

Councillor: Christopher Akers-Belcher (In the Chair)  
Denise Ogden, Director of Regeneration and Neighbourhoods  
Louise Wallace, Director of Public Health  
Clare Clark, Head of Community Safety and Engagement  
Chief Inspector Lynn Beeston, Chair of Youth Offending Board  
Councillor Carl Richardson, Cleveland Fire and Rescue  
Authority Nominated Member  
Andy Powell, Housing Hartlepool  
John Bentley, Safe in Tees Valley  
Karen Hawkins, Hartlepool and Stockton on Tees Clinical  
Commissioning Group

In accordance with Council procedure rule 5.2 (ii) Julie Keay  
was in attendance as a substitute for Luicia Saiger-Burns

Officers: Mark Smith, Head of Youth Support Services  
Denise Wimpenny, Principal Democratic Services Officer

### **83. Apologies for Absence**

Apologies for absence were submitted on behalf of Dave Stubbs, Chief Executive, Chief Superintendent Gordon Lang, Cleveland Police, Barry Coppinger, Office of Police and Crime Commissioner for Cleveland, Luicia Saiger-Burns, Durham Tees Valley Probation Trust.

### **84. Declarations of Interest**

None.

### **85. Minutes of the meeting held on 21 March 2014**

Confirmed.

**86. Hartlepool Youth Justice Plan 2014-15** *(Director of Child and Adult Services)*

**Type of decision**

Budget and Policy Framework

**Purpose of report**

To present the final draft of the Youth Justice Strategic Plan for 2014-15 (Appendix 1) to the Safer Hartlepool Partnership prior to the Plan being considered by Council in June 2014.

**Issue(s) for consideration**

The Partnership was referred to consideration of the Strategic Needs Assessment at the last meeting which had informed the development of the Youth Justice Strategic Plan, attached at Appendix 1. Approval of the Plan was sought prior to submission to Council for endorsement.

Based upon the findings of the Strategic Assessment it was proposed that the Youth Offending Service and broader Youth Justice Partnership focussed on a number of key strategic objectives during 2014/15 which included Re-offending, Early Intervention and Prevention, Remand and Custody, Restorative Justice, Risk and Vulnerability, Think Family, Maintain Standards and Effective Governance, details of which were set out in the report.

With regard to Page 25 of the Plan in relation to contributions from statutory partners, the Director of Public Health highlighted that £58,736 allocated against Hartlepool CCG was incorrect and was in relation to ring fenced public health funding and formed part of the local authority budget. It was agreed that the plan be amended to reflect this inaccuracy.

**Decision**

That the final draft of the Youth Justice Strategic Plan be approved subject to an amendment to Page 25 to reflect the ring fenced public health funding, as detailed above, prior to submission to Council for endorsement.

## **87. Substance Misuse Strategy Group – Draft Substance Misuse Treatment Plan 2014/15** *(Director of Public Health)*

### **Purpose of report**

To inform and update the Safer Hartlepool Partnership on the progress and process taken to produce a Substance Misuse Plan 2014/15.

### **Issue(s) for consideration**

The Director of Public Health reported on the background to the requirement to produce an Annual Substance Misuse Plan. The current Plan would come to an end in March 2014 and it had been decided that a complete refresh was the way forward and would produce a framework to include the governance structure, substance misuse data, key objectives and actions for the coming year. The draft Plan, attached as an appendix to the report, was being developed with a number of partners and was being consulted upon. The results of the consultation on the first draft would be considered and used to inform the production of the second draft which would be presented to the Partnership in late summer 2014.

In response to a query regarding progress against objectives over the last 12 months, the Director of Public Health agreed to provide a copy of 2012-13 Substance Misuse Treatment Plan under separate cover following the meeting.

### **Decision**

- (i) That the process taken to refresh the Substance Misuse Treatment Plan, following formal consultation, be noted.
- (ii) That a copy of the 12-13 Substance Misuse Treatment Plan be provided to all Members of the Partnership under separate cover following the meeting.

## **88. Anti-Social Behaviour Crime and Policing Act** *(Director of Regeneration and Neighbourhoods)*

### **Purpose of report**

To provide a progress update to the Safer Hartlepool Partnership on the forthcoming legislative changes to the way anti-social behaviour is dealt with in neighbourhoods and, as part of those changes, to propose a process and threshold in relation to the new Community Trigger.

**Issue(s) for consideration**

The report informed Members of the background to legislative changes on the way in which anti-social behaviour was dealt with in neighbourhoods together with an overview of what had been done to date to prepare for the implementation of the new tools and powers.

Details of the proposed local threshold was outlined together with the process in relation to the new Community Trigger which embodied a new right to request a review of the way a case about anti-social behaviour had been dealt with by local agencies.

The Head of Community Safety and Engagement went on to provide a detailed presentation in support of the report which focussed on the purpose of the Act, new tools and powers, tackling problem individuals and environmental anti-social behaviour, police powers to disperse, empowering communities, Community Trigger, relevant authorities and the Community Trigger review procedure, proposed Hartlepool Community Trigger threshold as well as the next steps.

The Head of Community Safety and Engagement responded to issues raised by the Partnership in relation to the criteria threshold and potential outcomes of anti-social behaviour complaints. The Director of Public Health added that the Public Health Team was keen to explore awareness issues and the links to anti-social behaviour from a public health drug and alcohol perspective. The importance of raising public awareness and communicating the new powers to the public to ensure there was no confusion particularly in relation to enforcement issues was emphasised.

**Decision**

- (i) That progress in relation to preparing for the introduction of the Anti-Social Behaviour and Policing Act be noted.
- (ii) That the Community Trigger Threshold and process, as outlined in Section 6 of the report, be agreed subject to consultation being carried out with the PCC, together with the development of a local communication strategy in relation to the Community Trigger with the SHP Anti-Social Behaviour Task Group being asked to take this forward.
- (iii) That the Community Trigger Process be managed by the Community Safety Team who would provide a single point of contact for Community Trigger applications.
- (iv) That any request for a review of the way a Community Trigger application had been dealt with be the responsibility of the Safer Hartlepool Partnership.

- (v) That an update report be presented to a future meeting of the Finance and Policy Committee in relation to progress in preparing for the introduction of the Anti-Social Behaviour and Policing Act .

## **89. HM Inspectorate of Constabulary Report – Cleveland Police’s Approach to Tackling Domestic Abuse** *(Chief Inspector Beeston)*

### **Purpose of report**

To inform the Partnership of the recently published HM Inspectorate of Constabulary (HMIC) report examining Cleveland Police’s approach to tackling domestic abuse and its key recommendations.

### **Issue(s) for consideration**

The Chief Inspector, Cleveland Police, reported on the background to the HM Inspectorate of Constabulary’s report into how police forces were responding to domestic violence and Cleveland Police’s approach to tackling domestic abuse.

The Inspectorate found much effective work being done across the force to tackle domestic violence and abuse including the force’s prioritisation of the problem and strong leadership and management of services. In particular, the report highlighted the effectiveness of the Multi-agency Risk Assessment Conference’s (MARAC) Independent Domestic Violence Advisor’s (IDVA) and commended the repeat visits initiative that operated in Hartlepool.

The HMIC report, attached at Appendix 1 contained a detailed analysis of Cleveland Police’s response to domestic violence and abuse and provided eleven recommendations in terms of service improvement, details of which were provided. In summary, the Chief Inspector advised that overall the Cleveland force had received a positive result despite the perception nationally that performance in relation to tackling domestic abuse was poor across all forces.

In the discussion that followed some concern was expressed regarding the low level of people consulted given the extent of the review. A view was expressed that the report would have been more meaningful if it had focussed specifically on localities as opposed to such a wide area. It was highlighted that the figures should not be considered in isolation and needed to be considered in the wider context in terms of the level of alcohol consumption and substance misuse in the town.

In response to a request for clarification as to how the actions arising from the inspection would be taken forward, the Chief Inspector advised that the Head of Crime would produce an action plan which would feed into the

Partnership. Whilst Members noted there was a role for the Domestic Violence Strategic Group in terms of taking the actions forward, the importance of partners working together to avoid any duplication was emphasised.

The Partnership discussed the extent and nature of domestic abuse and the people who may experience such abuse.

### **Decision**

That the comments of the Partnership and recommendations, as detailed in Appendix 1, be noted.

## **90. Any Other Items which the Chairman Considers are Urgent**

The Chairman ruled that the following item 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.

## **91. Any Other Business – Domestic Homicide**

The Director of Regeneration and Neighbourhoods advised the Partnership of a recent domestic homicide in Hartlepool. An urgent meeting with the relevant partner agencies had taken place that day and a domestic homicide review would need to be undertaken which would involve the appointment of an Independent Chair. There would be costs incurred by the Council and a report would be submitted to the Partnership in due course for consideration in closed session.

### **Decision**

That the information given be noted.

## **92. Future Meetings**

The Chair advised that once the Council's diary of future meetings for the next municipal year had been agreed, dates of future Partnership meetings would be provided as well as confirmation of Chair. It was envisaged that future meetings would be held at 1.00 pm on a Friday. In view of the low level of attendance during the six week school holidays, the Chair had requested that no meetings be scheduled during this period.



**Decision**

That the information given be noted.

The meeting concluded at 3.10 pm

CHAIR



# SAFER HARTLEPOOL PARTNERSHIP

18<sup>th</sup> July 2014



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** SAFER HARTLEPOOL PARTNERSHIP REDUCING RE-OFFENDING STRATEGY 2014-17

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## 1. PURPOSE OF REPORT

- 1.1 To present and seek approval from the Safer Hartlepool Partnership on the second draft of the Reducing Re-offending Strategy 2014-17 and proposed consultation process.

## 2. BACKGROUND

- 2.1 Following the Safer Hartlepool Partnership Development Day held in April 2013, the Safer Hartlepool Partnership agreed that there was a need to develop a local Reducing Re-offending Strategy to tackle high rates of re-offending whilst at the same time managing changes brought about by the Government 'Transforming Rehabilitation' agenda.
- 2.2 In September 2013 the first draft of the Reducing Re-offending Strategy was presented to and approved by the Safer Hartlepool Partnership; however it was later acknowledged that finalisation and consultation on the strategy should be delayed pending findings from the Audit & Governance investigation into the level, complexities and impact of re-offending in Hartlepool.
- 2.3 Following the conclusion of the Audit & Governance investigation in May 2014, the strategy has been revised, as attached at **Appendix 1**. The overall aim of the strategy has remains unchanged - 'To ensure that local services are coordinated in a manner that meets the needs of offenders, whilst at the same time ensuring local communities remain safe'. However in order to strengthen the strategy the three supporting objectives have been revised as highlighted below:

Previous Strategic Objectives	Revised Strategic Objectives
Improving pathways out of re-offending and the adoption of an offender centric approach.	Improving pathways out of re-offending.
Providing appropriate support to offenders to keep them on the right track and break the cycle of re-offending.	All partners working together with the needs of offenders and public safety at the heart of service planning.
Improving a shared understanding of the complexities of offending behaviour on individuals and our communities.	Delivering a local response to local problems through a better understanding of offending behaviour and impact of interventions.

- 2.4 In addition an action plan (attached **Appendix 2**) underpinning delivery of the strategy has been developed by the Safer Hartlepool Partnership Reducing Re-offending Theme Group, taking into account key findings from the Audit and Governance investigation, recommendations from the Offender Housing Needs Event held in December 2013 and the ongoing work to develop a Tees-wide single IOM scheme.
- 2.5 The draft Reducing Re-offending Strategy and action plan will be subject to an eight week consultation exercise comprising of the following:
- An online consultation survey – with links published on the Safer Hartlepool Partnership website, Hartlepool Borough Council website, Hartlepool Borough Council Facebook Page and Hartlepool Borough Council Twitter page.
  - The use of local media mechanisms including but not limited to the Hartlepool Mail.
  - Targeted emails will be sent to a wide range of public, private, community and voluntary sector representatives and groups containing a link to the online consultation.
  - Officers will link into community and resident groups.
  - The draft strategy will be presented to the Health & Wellbeing Board and Youth Offending Service (YOS) Management Board, the Councils Finance & Policy Committee, Audit & Governance Committee, Children's Services Committee and Adult Services Committee.
- 2.6 It is anticipated that the finalised strategy will be presented to the Partnership in October 2014 for final approval.

### 3. LEGAL CONSIDERATIONS

- 3.1 Under the Crime and Disorder Act 1998 the Safer Hartlepool Partnership has a duty to provide a co-ordinated response to reducing crime and disorder, tackling substance misuse, and reducing re-offending in Hartlepool.

#### **4. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 4.1 Effective implementation of the strategy will ensure that offenders are not placed at a disadvantage in relation to the provision of local services, as well as protecting our most disadvantaged and vulnerable communities who are the greatest risk of crime and anti-social behaviour.

#### **5. SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS**

- 5.1 Failure to implement a reducing re-offending strategy will undermine the Safer Hartlepool Partnership's ability to fulfil its statutory obligations under Section 17 of the Crime and Disorder Act to reduce re-offending.

#### **6. RECOMMENDATION**

- 6.1 That the Safer Hartlepool Partnership consider and approve the consultation process for the Reducing Re-offending Strategy 2014-2017, in line with the Hartlepool 'Community Compact'.

#### **7. REASONS FOR RECOMMENDATION**

- 7.1 The Safer Hartlepool Partnership has a statutory obligation under the Crime and Disorder Act to reduce re-offending in Hartlepool.

#### **8. BACKGROUND PAPERS**

- Report to Safer Hartlepool Partnership 27<sup>th</sup> September 2013 – Reducing Re-offending in Hartlepool  
[http://www.hartlepool.gov.uk/egov\\_downloads/27.09.13 -  
\\_Safer Hartlepool Partnership Agenda.pdf](http://www.hartlepool.gov.uk/egov_downloads/27.09.13_-_Safer_Hartlepool_Partnership_Agenda.pdf)
- Report to Audit and Governance Committee 15<sup>th</sup> May 2014 – Draft Final Report – Re-offending Investigation  
[http://www.hartlepool.gov.uk/egov\\_downloads/15.05.14 -  
\\_Audit and Governance Committee Agenda.pdf](http://www.hartlepool.gov.uk/egov_downloads/15.05.14_-_Audit_and_Governance_Committee_Agenda.pdf)

#### **9. CONTACT OFFICERS**

Denise Ogden  
Director of Regeneration and Neighbourhoods  
Hartlepool Borough Council  
Regeneration and Neighbourhoods  
Civic Centre  
Level 3

[Denise.ogden@hartlepool.gov.uk](mailto:Denise.ogden@hartlepool.gov.uk)

Tel: 01429 523301

Clare Clark  
Head of Community Safety and Engagement  
Hartlepool Borough Council  
Civic Centre  
Level 4

[Clare.Clark@hartlepool.gov.uk](mailto:Clare.Clark@hartlepool.gov.uk)

Tel: 01429 523100



# Hartlepool Reducing Re-offending Strategy

## 2014-2017

*'Ensuring that local services are coordinated in a manner that meets the needs of offenders, whilst at the same time ensuring local communities remain safe.'*

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## **Foreword**

I am very pleased to be able to introduce the Hartlepool Reducing Re-offending Strategy 2014-2017 which has been developed by the Safer Hartlepool Partnership.

The strategy builds in the excellent work that has been going on in Hartlepool for a number of years now.

Despite this, re-offending continues to be of great concern in Hartlepool, with a small number of offenders causing a disproportionate amount of crime and disorder in our local community.

As a partnership we need improve pathways out of re-offending and ensure services meet the needs of offenders, whilst at the same time keeping the Hartlepool community safe.

**Cllr Christopher Akers-Belcher**  
**Chair of the Safer Hartlepool Partnership**

## **National Context**



Nationally, significant changes are currently underway in relation to the transformation of rehabilitation services with the aim of bringing about greater reductions in re-offending and addressing the wider harm caused to the community by re-offending behaviour.

Re-offending has a personal cost for victims. In many cases this may be an immediate financial loss, but it is the impact of crime on the mental and physical well being of victims that can often have long lasting devastating consequences on individuals, and their families.

Re-offending also has a broader economic impact on society in general (estimated to be over £4bn annually). Investment in prisons and probation has not realised reduced reoffending rates with those sentenced to under 12 months receiving no form of statutory support in the community. This has led to a review in the way rehabilitation services could be delivered in the future. As such the recently published report 'Transforming Rehabilitation: A Strategy for Reform' (May 2013) sets out governments plans to transform the way rehabilitation services will be delivered in the future underpinned by the following principles:

- Offenders need to be **supported through the prison gate**, providing consistency between custody and community.
- Those released from **short-term sentences**, who currently do not get support, need rehabilitation if we are to bring their offending under control.
- **Public protection** is paramount, and the public sector must take the role in keeping people safe.
- **The voluntary sector** has an important contribution to make in **mentoring** and turning offenders lives around.
- Nothing will work unless it is rooted in **local partnerships** and brings together the full range of support, be it housing, employment advice, drug treatment or mental health service.

The reforms thus make provision for: new 'through the gate' services and designated resettlement prisons where prisoners will be returned for at least 3 months prior to release; the extension of rehabilitation to the most prolific offenders (those receiving less than a 12 month custodial sentence); the opening up of competition for the delivery of rehabilitation services to a wider range of providers; and the introduction of a payment by results system.

The new system which will go live in autumn 2014 also introduces a new national public sector probation service which will retain the management of offenders who pose a high risk of serious harm to the public. For those offenders falling outside of the 'high risk' category new providers of services

will be expected to integrate with existing local partnerships to make the new system work. In this respect 21 contract package areas have been identified

nationally with the current Durham Tees Valley Probation Trust area being identified as one contract package area.

As such intelligence on local needs and priorities will be fundamental in informing the future commissioning process, as will the commissioning priorities of local partners, including the Police and Crime Commissioner (PCC), and health providers.

The new providers are also expected to have regard to PCC Plans, and once contracts are let, new providers are expected to work collaboratively with PCCs who are in turn expected to engage with providers through local forums such as Community Safety Partnerships, thus ensuring that providers are working together to deliver local priorities and reduce crime in local areas.

The key role for local Community Safety Partnerships in this new landscape will therefore be to ensure that the full range of local support services are co-ordinated in manner that meets the needs of offenders whilst at the same time keeping the Hartlepool community safe.

## **Local Context**

Over the last seven years crime and disorder rates in Hartlepool have been reducing year on year with the most recent statistics for 2012/13 showing a reductions of 9.7% in relation to crime and a reduction of 22.4% in relation to anti-social behaviour. However, compared to our local peers Hartlepool continues to have the second highest crime and anti-social behaviour rate across the Cleveland force area, and in terms of re-offending, according to the Ministry of Justice single proven re-offending measure Hartlepool has the second highest re-offending rate nationally (October 2011-2012).

Within this context the national reforms underway in relation to rehabilitation services will inevitably present some key challenges for the Safer Hartlepool Partnership.

Engaging with new providers of rehabilitation services will require an investment in developing good quality relationships if we are to make the system work. Equally local partners will also need to consider how they will deal with the increased demand for their services following the statutory expansion of rehabilitation services to those offenders receiving a custodial sentence of less than twelve months.

Having a clear picture of who the re-offenders are in Hartlepool, why they reoffend and the likely demand on services is therefore crucial to successfully delivering rehabilitation services in the future to reduce re-offending and the broader harm caused to communities.

## **The Extent of Re-offending in Hartlepool**

According to the Ministry of Justices single 'proven reoffending' measure Hartlepool has the second highest reoffending rate nationally.

The single 'proven re-offending' measure was introduced by the Ministry of Justice in 2011 with the aim of providing a consistent measure enabling communities to hold local service providers to account. This data is published on a quarterly basis in relation to adults and juveniles, who, within a rolling period of 12 months have:

- Received a caution, reprimand or warning; or
- Received a court conviction other than immediate custody; or
- Were discharged from custody; or
- Tested positive for class A drugs on arrest

In an effort to provide some further insight into re-offending in Hartlepool, additional analytical work was undertaken by the Safer Hartlepool Partnership examining a cohort of Hartlepool reoffenders for the period April 2012 - March 2013. This work looked at who the offenders are, who is currently working with them, and the types of offence committed. The top 10 offenders were also identified along with the breadth of their offending behaviour and where they were likely to commit offences.

### **Who are the re-offenders in Hartlepool?**

The analysis reveals that during the 12 month period a total cohort of 1,704 offenders were identified with 531 of these offenders having committed a reoffence within the 12 month period.

The majority of re-offenders were adults (93%), with 84.4 % (420) being male. Within the male reoffending cohort the 21-24 years age group and 29-31 years age group were dominant but this was also accompanied by a spike in the number of male adult re-offenders aged 18 years, the majority of which were previously known to the Youth Offending Service. The age range in relation to female re-offenders in the group was also slightly different with the 23-25 years and 31-34 years age groups being predominant.

### **Which services are the re-offenders engaged with?**

42% of the adult re-offending cohort were known to probation and many of these (16%) were receiving intensive intervention via the Integrated Offender Management Team (IOM), known locally as the Criminal Justice Interventions Team (CJIT), or the Team around the Household Initiative (TAH). All juvenile re-offenders (33) within the re-offending cohort were known to the Youth Offending Service and were therefore receiving intensive intervention to address their re-offending behaviour

Significantly, just over one third of the re-offenders tested positive for opiates or cocaine and a similar percentage (35%) were known to local drug and alcohol treatment services.

### **What are the predominant types of re-offences committed?**

Crimes of an acquisitive nature represented over a third of the re-offences committed by re-offending cohort with a further 14% of re-offences being linked to violence against the person with 35% of violence re-offences being domestic related. Of interest, the offending profile of those re-offenders not known to probation showed a slight difference in terms of the types of reoffences committed with those re-offenders not known to Probation committing more anti-social behaviour related crimes such as drunk and disorderly and criminal damage offences.

The differences in offending behaviour across gender was also apparent with more than one third (39%) of female re-offenders committing shoplifting offences, compared to 22% of males. Within the re-offending cohort males were also more likely to commit serious acquisitive crime offences such as burglary and violence offences, with 8% of male re-offenders also being Prolific and Priority Offenders (PPOs).

Substance misuse, particularly opiates, was found to be a motivating factor in re-offending across both genders within the cohort, but females are more likely to seek support from treatment service than males.

### **What is the profile of the top ten re-offenders in Hartlepool 2012/13?**

The profile of the top ten adult re-offenders displays the breadth of their offending in Hartlepool but most noticeably, only seven of the offenders were known to probation with only one being a PPO, and six of the offenders being High Crime Causers (HCCs). Further geographical analysis also demonstrated that the top ten adult re-offenders tend to reside in and offend in the most vulnerable and disadvantaged communities in Hartlepool.

## **The needs of offenders and pathways out of re-offending**

Both national and local research indicates that adults and young people who offend 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 a holistic, and coordinated way is therefore fundamental to achieving the reduction in reoffending that is anticipated by government through their reforms.

An 'offender centric' approach is already evident in local initiatives in Hartlepool, including the Integrated Offender Management Team, and Team around the Household Initiative where it has been used to great success with offenders being at the centre of service design supported by a multi-agency team underpinned by a restorative approach to reducing offending.

However, addressing the underlying causes of re-offending in order to prevent re-offending is recognised as an inherently complex task and in many cases may require services to be reshaped to meet the need of offenders and growing demand for services.

The main criminogenic needs of offenders and therefore pathways out of reoffending are generally identified as follows:

- Accommodation
- Employment, Training, and Education
- Health – physical and mental
- Drugs and Alcohol
- Financial management
- Attitudes, thinking and behaviour, and relationships

A further insight into the criminogenic needs of those re-offenders known to Durham Tees Valley Probation Trust has also been provided as a result of analytical work undertaken by the Trust during 2012/13. This piece of work informs that those offenders who go onto re-offend within the Durham Tees Valley area have a different criminogenic needs profile to those who don't go on to re-offend, with accommodation, employability, drugs and alcohol, and financial management being the key factors to addressing their offending behaviour.

The importance of the drug and alcohol treatment pathway is also evident in the data collated by the Safer Hartlepool Partnership, and following the need for greater collaboration in the commissioning of health services being

identified at the Safer Hartlepool Partnership development day held in April 2013.

Regard is also given to recent regional research into pathways to rehabilitation undertaken by ANEC/NOMs (Reducing Reoffending in the North East: improving joint working between prisons and local authorities June 2013) which sets out how 'through the gate' services could be improved to reduce reoffending through improved joint working between local authorities and prisons. Of particular note in this respect is the growing evidence base highlighted in the report suggesting that by far the most important

criminogenic need / pathway to rehabilitation is accommodation.

This is also supported through the evaluation of the local Team around the Household Initiative which involved some of the most difficult families/households to engage with in Hartlepool. These were households where offending behaviour had been passed from one generation to the next, sometimes across as many as five generations, and all of the households were known to all local agencies for the wrong reasons.

During 2011 the Safer Hartlepool Partnership identified these households for intensive intervention due to the negative impact their offending behavior was having on the local community. Offender engagement with the TAH process was consensual, and without exception all offenders involved in the initiative had accommodation needs with the offer of appropriate accommodation often being the hook to get offenders engaged in the TAH process. The evaluation also demonstrated that having the right housing for the households involved was key to stabilising household members and reducing/stopping their offending behaviour.

For agencies involved in the TAH process the management of the households involved was also easier. Similar to Multi Agency Public Protection Assessment (MAPPA) arrangements, by sharing the risk, both potential victims, and the broader community were given maximum protection whilst giving offenders the best chance to rehabilitate. This subsequently resulted in improved financial management and increased employability prospects for those offenders involved.

The local 'Offender Housing Needs Group', chaired by the Safer Hartlepool Partnership Housing Sector representative, has also identified that whilst appropriate accommodation is, and can be made available to offenders through increased flexibility in allocation policies, and greater collaboration with 'through the gate' services, there is both a clear need for an improved understanding of existing locally commissioned services across all pathways, together with the need to provide day to day support for offenders to ensure that offenders remain on the right track in order to break the cycle of their reoffending.

From an operational perspective moves are also underway to explore the criminogenic needs profile of the top ten offenders as identified by the Partnership and merging the best practice of the IOM approach and the TAH approach. This will result in an individual action plan for each offender with sanctions developed on the basis of an offender profile that enables all needs and interventions to be assessed and outcomes measured.

However, it is the view of the Offender Housing Needs Group, that on the basis of existing evidence, the Safer Hartlepool Partnership, should give consideration to pooling resources to commission the service of a specialist housing advisor dedicated to working with re-offenders in Hartlepool. The Group also recommends that the need for day to day support for offenders in order to keep offenders on the right track and break the cycle of reoffending

should remain paramount. The type and level of support required for the total cohort of re-offenders is therefore something that requires further investigation.

## Strategic Priorities

The Safer Hartlepool Partnership has a statutory duty to develop a strategy to reducing reoffending in Hartlepool. High reoffending rates in Hartlepool and changes in national policy, together with national, regional and local research indicates that the main thrust of a local reducing reoffending strategy for Hartlepool should be to:

*‘Ensure that local services are coordinated in a manner that meets the needs of offenders, whilst at the same time ensuring local communities remain safe.’*

It is proposed that this will be achieved locally by focusing on:

- Improving pathways out of re-offending
- All partners working together with the needs of offenders and public safety at the heart of service planning.
- Delivering a local response to local problems through a better understanding of offending behaviour and impact of interventions.

The strategy will be backed by an action plan based on the above objectives, and the collation of ongoing evidence with appropriate outcomes will be adopted to measure the success of the strategy and direction of travel in relation to the cohort of re-offenders identified.

In relation to criminogenic needs and pathways to services, the accommodation pathway will be a priority in the first year of the strategy with consideration being given as to how this pathway can be improved, and ensuring that the support of a specialist housing advisor is in place.

## Monitoring Delivery of the Reducing Re-offending Strategy

An action plan has been produced that details how the aim and objectives of the Strategy will be achieved.

It is imperative that progress made against the Strategy is managed and monitored. This will be overseen by the Safer Hartlepool Partnership Reducing Re-offending Task Group. The action plan will be monitored on a quarterly basis and reviewed annually by the Safer Hartlepool Partnership to

ensure that delivery is being achieved as well as to ensure that it is kept up to date with any changes in national or local policy.





### **Safer Hartlepool Partnership Reducing Re-offending**

#### **DRAFT ACTION PLAN**

This action plan accompanies the Safer Hartlepool Partnership Reducing Re-offending Strategy and underpins its implementation. This plan details how we will achieve and monitor the objectives set out in the strategy. The actions contained within this plan contribute to the overarching aim of the strategy which, is to 'Ensure that local services are co-ordinated in a manner that meets the needs of offenders, whilst at the same time ensuring local communities safe'.

#### **Objective 1: Improving pathways out of re-offending**

<b>Priority</b>	<b>Key Action</b>	<b>Progress Measure</b>	<b>Responsibility Resource</b>	<b>Timescale</b>	<b>Progress</b>	<b>Outcome</b>
1.1 Improve housing pathways for offenders within the custody setting.	<p>Create 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.</p> <p>Develop supported housing provision in Hartlepool for the most problematic offenders from the Hartlepool area.</p>	<p>Increase in the number of referrals into housing support services.</p> <p>Increase in the number of offenders leaving the custody setting into suitable accommodation.</p> <p>Increase in the number of PPOs into supported accommodation on release from custody into the local area</p>				<p>Offenders have improved access to appropriate accommodation on leaving the custody setting.</p> <p>Offenders leaving custody have access to supported accommodation in Hartlepool</p>
1.2 The development of improved partnership working with checks in place to ensure flexibility	Housing advice to begin in adequate time prior to release from custody	Increase in the number of offenders receiving Housing advice no less than				Offenders in custody have improved access to housing advice

in local approaches to the housing of offenders, and that there is no stigma applied to offenders in the allocation of housing.	<p>Review and streamline the Compass application process, including housing history</p> <p>Agencies to have a shared understanding of the need and risk of offenders. Explore the feasibility of introducing the use of one risk assessment form, accompanied by a workable risk management plan.</p>	<p>3 months prior to release from custody</p> <p>Increase in the number of offenders being placed in appropriate accommodation</p> <p>Risk assessment agreed and in place</p>				<p>Offenders receive an improved service through the housing options centre that is non-discriminatory and flexible to their address needs resulting in increased access to appropriate housing.</p> <p>The risks to the community in relation to re-offending are shared and there is improved management of risk between agencies</p>
1.3 Improve the employment pathway for those leaving custody.	Explore local involvement with schemes similar to the 'Change for Change' scheme operated at Deerbolt Prison encouraging the provision of employment /apprentice opportunities for ex-offenders with	Increase in the number of offenders leaving custody going into training and employment within the local authority area				Offenders leaving custody have increased employment and training

	businesses and within the local authority context					
1.4 Address unemployment and poor educational attainment in disadvantaged areas, to raise aspirations and challenge the cycle of offender behaviour across generations.	Pilot the Our Place programme in the Dyke House Area of Hartlepool by developing a partnership of employment and training providers linking employment and training opportunities to the Hartlepool vision	Pilot Programme commenced in the Dyke House area				A network of employment and training providers is in place to raise aspirations of the Local residents in the Dyke House area
1.5 Improve offender mental health pathways through the early identification of problems and the early intervention of mental health /drug alcohol services.	Criminal Justice Liaison and Diversion Service be developed in Hartlepool.	An increase in offenders/those at risk of offending receiving a mental health assessment and referrals to appropriate mental health/drug and alcohol services Plans are in place for the joint commissioning of the criminal justice liaison and diversion service considered by the CCG/public health and PCC				Offenders with mental health /substance misuse problems have improved access to health and social services at the earliest opportunity
1.6 Work to improve the finance and benefits pathway by developing better co-ordination of services to offenders on the day of release from	Explore the introduction of a 'one-stop shop' to bring services and benefits directly together for offenders upon their	Increase in the number of offenders receiving co-ordinated services on release from custody				Offenders are provided with the services they need on release from custody to prevent them from reoffending and re-entering the

custody particularly around benefits	release.					prison system
1.7 Support families to maintain relationships where a family member receives a custodial sentence	<p>Ensure as far as possible prison placements to be within the local area</p> <p>Process for Team Around Meetings to be established across the custody setting, linking with Troubled Families agenda.</p>					Offenders and their families are able to maintain their relationships beyond the prison gate and have the opportunity to joint plan for release to reduce the risk of reoffending

**Objective 2: All partners working together with the needs of offenders and public safety at the heart of service planning.**

Priority	Action	Progress Measure	Responsibility Resource	Timescale	Progress	Outcome
2.1 Implement a co-ordinated approach to address the needs of offenders, using a Team around the Offender' model and IOM principles as a template for the provision of holistic offender/centric services	<p>Ensure continuation of IOM model through the new Community Rehabilitation Company</p> <p>The continued development and delivery of holistic/offender centric plans incorporating risk, criminogenic needs, and the inclusion of a range of sanctions falling outside those attached to sentencing</p>	<p>Number of PPOs/HCCs/DRR offenders supported through the IOM approach</p> <p>Increased offender engagement with services and an increase in the breadth of sanctions used to ensure compliance with offender management plans</p>				<p>IOM cohort identified and receiving co-ordinated and intensive interventions to reduce their offending behaviour.</p> <p>Multi-agency holistic offender management plans are used by all agencies working with offenders incorporating criminogenic needs.</p>

<p>2.2 Embed a restorative approach to reducing re-offending and improving victim satisfaction with the punishment of offenders</p>	<p>Ensure restorative interventions are offered to all victims of crime.</p> <p>Explore with Cleveland Police the further development of the extension of the triage service to adults</p> <p>Those working with offenders to receive training in restorative interventions</p> <p>The Community Payback scheme to be supported, and in taking it forward additional training be provided for staff to equip them to effectively interact with ex-offenders in a work environment</p>	<p>Increase in the number of victims of crime receiving restorative interventions</p> <p>Triage scheme developed with an increase in adult offenders receiving punishments outside of the court processes</p> <p>Increase in the number of those working with offenders receiving training in restorative interventions</p> <p>New agreement established for the continuance of Community Payback in Hartlepool in conjunction with the CRC, and HBCs Community Safety and Environmental Services</p> <p>Toolbox Talk developed – increase in the number of HBC staff trained on how to interact with</p>				<p>Offenders have a Increased awareness of the impact of their offending behaviour resulting in subsequent reductions in offending</p> <p>Victims feel that justice has been done and have an improved satisfaction with the criminal justice process</p> <p>Increased visibility in justice being done within the community setting and an increase in the number of offenders putting something back into the community</p>
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		offenders in the workplace				
2.3 Improve the transition of young re-offenders into adult services.	Review the needs of 16/17 year re-offenders current to YOS.	Assessments are in place for all young offenders moving from child to adult offender management services				Services have a better understanding of the needs of this group of offenders and are able to improve the support provided resulting in a reduction of the reoffending rate of this particular group
2.4 Ensure adequate substance misuse support services are in place for offenders that adopt a Team Around Approach to support delivery of integrated offender management plans  Plans for the joint commissioning of the criminal justice liaison and diversion service considered by the CCG/public health and PCC	Review and Re-commission drug support services through Criminal Justice Interventions Team	Drug services are reviewed and successfully commissioned to ensure integration and support for the delivery of offender management plans		March 2015		Offenders with substance misuse issues are provided with a holistic wrap around service that address their criminogenic needs to improve outcomes across health, employment, housing, and reduced reoffending behaviour

**Objective 3: Delivering a local response to local problems through a better understanding of offending behaviour and impact of interventions.**

Priority	Action	Progress measure	Responsibility Resource	Timescale	Progress	Outcome
3.1 Improve the identification of the most problematic offenders.	Review the current Integrated Offender Management (IOM) selection and de-selection process.	Standardised matrix and selection/de-selection process in place that addresses local priorities and the criminogenic				Improved knowledge and effective management of offenders resulting in a reduction in the reoffending rate of the

		needs of offenders				IOM cohort and improved public safety
3.2 Avoid duplication and loss of effectiveness in service delivery following the reform of offender management services	<p>New NPS and CRC to be represented on the SHP as statutory partners with accountability for the management of offenders within the community and the protection of the public</p> <p>Reducing Re-offending Task Group to take responsibility for management of the reducing reoffending strategy action plan</p> <p>SHP /HBC to be represented on Teeswide Single IOM Steering Group</p>	<p>Members are invited and are attending partnership meetings</p> <p>SHP are provided with regular progress and performance updates from NPS and CRC including PBR claims etc</p> <p>Reducing Re-offending group established supported by HBC Community Safety Team and Director of CRC (Chair)</p> <p>Safer Hartlepool to agree Single IOM terms of reference and Partnership involvement in the Teeswide single IOM group</p>				<p>The new NPS and CRC are integrated into local partnership arrangements resulting in improved pathways and management of offenders and reduced risk of harm to the public</p>
3.4 Improve understanding of the impact of interventions and benefits	Adopt a suite of indicators that adequately demonstrate the impact and progress in relation to multi-agency approaches to reducing reoffending					Improved understanding of the impact of interventions and benefits within the new landscape



# SAFER HARTLEPOOL PARTNERSHIP

18<sup>th</sup> July 2014



**Report of:** Director of Public Health

**Subject:** TEESSIDE SEXUAL VIOLENCE STRATEGY  
2014 -2016

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## 1 PURPOSE OF REPORT

- 1.1 To seek comments from the Safer Hartlepool Partnership on the Teesside Sexual Violence Strategy 2014 – 2016.

## 2. BACKGROUND

- 2.1 The Teesside Sexual Violence Strategic Group (TSVSG) is made up of a range of statutory and voluntary agencies, including Community Safety Partnerships, the Police and Public Health as detailed in the TSVSG Terms of Reference attached at **Appendix 1**.
- 2.2 Chaired by the Office of the Police and Crime Commissioner Governance Manager, the purpose of the TSVSG Group is to ensure that there is full engagement from all key partners in setting a strategic vision and direction for the commissioning of sexual violence services across Teesside for both adults and children, and to raise awareness of the issue of sexual violence across the Tees area.
- 2.3 Sexual violence is defined by the World Health Organisation (WHO) as: *“Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, directed against a person’s sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including the home”*
- 2.4 Using this definition the TSVSG has developed a Teesside Sexual Violence Strategy 2014-2016 which is attached at **Appendix 2** for comment. The strategy sets out a vision ‘for a society in which no person, child or adult, has to live in fear of sexual abuse, sexual violence or sexual exploitation’, and to achieve this vision, the TSVSG has highlighted the need to:
- Prevent such sexual abuse/violence or exploitation from happening, by challenging the attitudes and behaviours which foster it and intervening early where possible;



- Provide accessible, appropriate and specialized support where sexual abuse/violence does occur;
- Work in partnership to obtain the best outcome for victims of sexual abuse/violence and their families; and
- Take action to reduce the risk to any person, child or adult, who are victims of these crimes and ensure that perpetrators are brought to justice.

- 2.5 The strategy acknowledges that the prevalence of sexual violence is difficult to quantify due to victims being reluctant to report such matters, but estimates based on the British Crime Survey suggest that in excess of 34,000 individuals across Tees (30,655 females and 4,068 males) have been a victim of a sexual offences, and of this total it is estimated that more than 9,000 individuals across Tees will have experienced a serious sexual assault at least once since the age of 16 years.
- 2.6 A variety of agencies currently provide sexual violence services across Teesside and evidence collated by the Teesside Sexual Violence Co-ordinator, jointly funded by Northern Rock and Public Health, demonstrates the demand for these services with more than 2,500 individuals accessing sexual violence services over the three year period April 2010 – April 2013. Of those accessing services, over 85% of victims were female with the majority of victims being known to the perpetrator, and more than 40% of all victims were aged under 18 years at the time of the sexual violence incident. As detailed in Table 1, 11% of victims accessing sexual violence services were subject to sexual violence in Hartlepool.

**Table 1: Location where sexual violence incidents occurred.**

Location	Total	%
Hartlepool	310	11.29%
Middlesbrough	779	28.37%
Outside Teesside	117	4.26%
Redcar	373	13.58%
Stockton	580	21.12%
Unknown to the agency	587	21.38%
<b>Grand Total</b>	<b>2746</b>	<b>100.00%</b>

- 2.7 The strategy recognises the significant and often long term impact that sexual violence can have on its victims and their families, and highlights the importance of partnership working at a local level accompanied by the provision of accessible and effective support services.
- 2.8 Underpinned by an action plan, attached at **Appendix 3**, the strategy sets out nine objectives (page 16) to address the cross cutting issue of sexual violence, which has strong links to other key community safety issues

including domestic violence and abuse and organised crime, extending to the safeguarding of children and adults, and the wider public health issue of sexual health.

- 2.9 Delivery of the strategy will be overseen by the TSVSG with the support of a Sexual Violence Operation Group.

### **3. RECOMMENDATIONS**

- 3.1 That the Safer Hartlepool Partnership note and comment on the Teesside Sexual Violence Strategy 2014-2016.
- 3.2 That the Safer Hartlepool Partnership continues to be represented at the TSVSG to ensure links are maintained with local strategy groups, including the Safer Hartlepool Partnership Domestic Violence and Abuse Group.

### **4. REASONS FOR RECOMMENDATIONS**

- 4.1 The Safer Hartlepool Partnership has a statutory responsibility to work together to reduce crime and disorder, substance misuse and re-offending, including sexual violence.

### **5. CONTACT OFFICER**

Louise Wallace  
Director of Public Health  
Tel: 01429 284030  
E-mail: [louise.wallace@hartlepool.gov.uk](mailto:louise.wallace@hartlepool.gov.uk)

## **Teesside Sexual Violence Strategy Group Terms of Reference**

### **1. Introduction**

- 1.1 The group shall be known as Teesside Sexual Violence Strategy Group.
- 1.2 The group represents the sexual violence services across Teesside that include Helen Britton House the SARC for the area and the agencies that provide follow on support for clients who have experienced rape or sexual assault (whether recently or in the past).
- 1.3 Teesside sexual violence services are commissioned by Cleveland Police, Local Authority, NHS England and Police and Crime Commissioner.

### **2. Purpose**

- 2.1 Ensure there is full engagement from all key partners in setting the strategic direction of sexual violence services.
- 2.2 Facilitate a strategic approach to commissioning of sexual violence services including the SARC for adult, adolescent and child provision.
- 2.3 Define and agree a shared strategy and vision for the future model of sexual violence services for adults, adolescents and child victims from across Teesside.
- 2.4 Raise awareness of Sexual Violence issues across Teesside.

### **3. Objectives**

- 3.1 Oversee the completion of key projects such as a Sexual Violence Needs Assessment.
- 3.2 Oversee communication, partnership arrangements, referral protocols and feedback / outcome mechanisms across agencies to enable seamless services for victims.
- 3.3 Collectively prepare and review business cases prior to submission to national and local commissioners.
- 3.4 Work with regional commissioners to facilitate an integrated Sexual Assault commissioning strategy and joint contract arrangements.
- 3.5 Ensure there is a Sexual Violence Operational Group that reports to the Strategy Group.

- 3.6 Ensure there is a SARC management group that keeps the Strategy Group informed.
- 3.7 Initiate action to be taken forward through sub groups for presentation back to the Strategy Group.
- 3.8 Monitor and manage the delivery of the action plan.
- 3.9 Ensure compliance with national SARC guidelines and related guidance in the delivery of services.
- 3.10 Ensure adequate monitoring and reporting arrangements are in place and review the progress of aspects of the project. To take any corrective action necessary where benefits are not being tracked or realised.
- 3.11 Ensure that any management support or professional expertise is sourced to ensure delivery of the projects.

#### **4. Core Values**

- 4.1 To work in partnership across the statutory and voluntary sector in order to commission safe, efficient and effective services for clients.
- 4.2 Share knowledge, skills, experience, expertise and resources.
- 4.3 Focus on Education, Prevention, Harm Reduction and Enforcement. Take action to reduce risk to all who are victims of these crimes and ensure that perpetrators are brought to justice.
- 4.4 To act as a co-ordinating group to ensure that there is a philosophy and culture of sustained improvements and innovation, leading to implementation of more efficient and responsive service that enhance the quality and safety along the pathway of care.

#### **5. Accountability**

The group is accountable to commissioning bodies.

#### **6. Leadership**

- 6.1 The group will be chaired by an officer from the police and crime commissioner's office and the vice chair will be an officer from NHS England.

## **7. Membership**

Director NHS England  
Police ACC (Crime and Justice)  
Police (Protecting Vulnerable people lead) (Chair of the Operation Group)  
Police and Crime Commissioner  
Community Safety Partnership x 4  
NHS England / Offender Health  
Crown Prosecution Service  
Local Authority Directors  
Local Safeguarding Children's Board Representative  
Safeguarding Adults Lead  
Local Authority, Director of Public Health.  
Probation Service  
Safeguarding Lead (CCG)  
SARC host agency lead  
SARC Manager  
Sexual Health Teesside Lead  
Voluntary Sector representative (vice chair of the Sexual Violence Operational Group)  
Tees Esk Wear Valley MH FT  
Sexual Violence Co-ordinator

The chair and vice chair of the Sexual Violence Operational Group will represent the group at the Strategy Group meetings. They will take responsibility for reporting back to/attending the Board on a quarterly basis.

If the representative (or deputy) is unable to attend apologies should be submitted at the earliest opportunity.

Members should report to their respective agencies.

A section of the agenda will be reserved for commissioning discussions, provider services will be asked to leave the meeting at this point.

## **8. Quoracy**

8.1 A minimum of 50% attendance including the Chair or Deputy Chair.

## **9. Frequency of Meetings**

9.1 Meetings will be held quarterly

## **10. Administrative Arrangements**

10.1 Decision making will be by majority vote. Service providers will not be a voting partner. In view of a tied vote the Chair will have the casting vote.

- 10.1 Administrative arrangements for the meetings will be the responsibility of the Chair, who will ensure that secretarial support is in place.
- 10.2 Meetings are expected to be of 2 hours duration.
- 10.3 Minutes will be distributed one week following the meeting date.
- 10.4 The group will employ a coordinator:
- To coordinate and support the Teesside Sexual Violence Strategy and Operational Groups, including the Health Needs Assessment.
  - To progress the agenda of Sexual Violence within all local and regional priorities.
  - To liaise with agencies across Teesside to promote the issues of Sexual Violence.
  - To develop partnership working across all sectors for the benefit of victims of Sexual Violence.
  - To collate and report on data collected from partner agencies

## **11 Review date**

- 11.1 The terms of reference will be reviewed annually.

April 2014

23/5/14



Teesside  
Sexual  
Violence  
Strategic  
Group

## **Teesside Sexual Violence Strategic Group**

### **Sexual Violence Strategy 2014 - 2016**

23/5/14

## **Teesside Sexual Violence Strategic Group**

### **Strategy 2014 - 2016**

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23/5/14

## 1. Foreword



### **Tees Sexual Violence Strategic Group – Foreword**

Sexual Abuse is amongst the most serious and devastating crimes in our society. It can be complex to investigate with the impact on victims being devastating, traumatic and often requiring specialist, long term support.

In Cleveland, I am thankful to say that much good work is already taking place and I am extremely grateful for all the effort and commitment local agencies do in tackling this appalling issue.

Individuals who have suffered such abhorrent abuse deserve to be supported in the best way possible and it is our aim through this strategy to put victims at the heart of everything we do.

I am keen on creating a seamless service through strong partnership working to ensure victims and their families, no matter what part of Cleveland they are from, receive the same high level of service.

In addition to this it is important that those who offend are brought to justice and where possible support provided to ensure their offending does not become a frequent pattern of behaviour.

One of my key objectives in my Police and Crime Plan is to 'ensure a better deal for victims and witnesses', and through this group I believe that this objective can be successfully achieved.

A handwritten signature in black ink that reads "Sam Copsey".

## **2. vision**

***Our vision is for a society in which no person, child or adult, has to live in fear of Sexual abuse, Sexual violence or Sexual Exploitation.***

To achieve this vision, the group agreed it needed to:

- Prevent such sexual abuse/violence or exploitation from happening, by challenging the attitudes and behaviours which foster it and intervening early where possible;
- Provide accessible, appropriate and specialised support where sexual abuse/violence does occur;
- Work in partnership to obtain the best outcome for victims of sexual abuse/violence and their families; and
- Take action to reduce the risk to any person, child or adult, who are victims of these crimes and ensure that perpetrators are brought to justice.

23/5/14

### **3. Definition of Sexual Violence**

It is now widely accepted that tackling violence and abuse, particularly sexual violence against women and girls, requires a joined-up approach at a local level through partnership with relevant stakeholders. It is also important that victims of sexual violence have good access to effective services, whether or not they wish to report to the police<sup>1</sup>.

Over the last few years, the UK government have focused on improving the response to victims of sexual violence. However, despite progress in recent years, it is estimated that up to 9 in 10 cases of rape go unreported and 38% of serious sexual assault victims tell no one about their experience<sup>2</sup>.

The World Health organisation defines sexual violence as:

*“Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, directed against a person’s sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including the home.”<sup>3</sup>*

The long term effects of rape on its victims can include depression, anxiety, post-traumatic stress disorder, drug and substance misuse, self-harm and suicide. However, when victims receive the support they need when they need it, they are much more likely to take positive steps to recovery<sup>3</sup>.

Each adult rape is estimated to cost over £76,000 in its emotional and physical impact on the victim, lost economic output due to convalescence, early treatment costs to the health service and costs incurred in the criminal justice system. The overall cost to society of sexual offences in 2003/04 was estimated at £8.5 billion<sup>4</sup>.

Addressing the needs of victims early through the provision of Sexual Assault Referral Centre (SARC) services can reduce these costs and deliver benefits to

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<sup>1</sup> Department of Health and Association of Chief Police Officers. Response to Sexual Violence Needs Assessment Toolkit (2011)

<sup>2</sup> HM Government The Government Response to the Stern Review: An independent review into how rape complaints are handled by public authorities in England and Wales (April 2011)

<sup>3</sup> World Health Organisation, World Report on Violence and Health

<sup>4</sup> HM Government Cross- Government Action Plan on Sexual Violence and Abuse (2007) Home Office London

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victims in terms of better health and wellbeing and quality of life. There are also long-term productivity savings in services when the immediate effects of sexual assault are managed effectively.

It is accepted that many people who have been subjected to a sexual assault do not feel able to report it to the police in the first instance, despite improved police efforts to be more responsive to the needs of victims. Instead, victims may engage with other services such as health services, third sector organisations or other seemingly unrelated services such as housing.

## **4. Sexual Abuse in a Local Context**

### **Prevalence of sexual violence**

It is very difficult to quantify the true prevalence of sexual offences. This is due to the difficulty in obtaining reliable information on the extent of sexual offences because of the under-reporting of these incidents. Despite the efforts of police forces and other agencies to improve their response to victims of sexual violence, figures on sexual offences are heavily influenced by the willingness of victims to report.

Victims of sexual violence present to a wide variety of organisations, and at varying intervals after their assault. Many mainstream services will be dealing with individuals who are victims of sexual violence or abuse, although this may not be apparent and go unnoticed.

However, the true prevalence of sexual offences is likely to be significantly higher than the numbers of offences reported or recorded by the police, due to the massive under-reporting in relation to sexual offences. Analysis of the 2010/11 British Crime Survey self-completion module showed that only 11% of victims of serious sexual assault told the police about the incident (Smith *et al.*, 2011).

In addition, according to the British Crime Survey 0.5% of males and 2.5% of females aged between 16 and 59 are likely to have experienced any sexual offence (including attempts) in the last 12 months. When applied to the population of Teesside, it is likely that 4,925 people will have experienced sexual assault in the last 12 months. Of these it is estimated that 1,197 people (994 females and 163 males) will have experienced serious sexual assault.

Furthermore, the percentages provided by the British Crime Survey would suggest that 34,723 people across Teesside (30,655 females and 4,068 males) have experienced any sexual offence once or more since the age of 16. Of these, it is estimated that 9,264 people across Teesside will have experienced serious sexual assault (once or more) since the age of 16.

### **Demand on services**

23/5/14

There is a range of agencies providing services for victims of sexual violence across Teesside. Some agencies are providing specialist sexual violence services such as counselling, Independent sexual violence advisor and emotional support, while others are providing mainstream services that are being accessed by victims, sometimes for seemingly unrelated reasons, such as sexual health services and mental health services. (Full services and pathways can be found at [www.tsvsq.co.uk](http://www.tsvsq.co.uk))

Agency	Service provision	Access Criteria	Area covered
Helen Britton House	<ul style="list-style-type: none"> <li>Sexual Assault Referral Centre</li> </ul>	Any, male or female. Child or young person	Teesside wide
ARCH North East	<ul style="list-style-type: none"> <li>Sexual Violence Counselling (individual)</li> <li>ISVA service</li> <li>Life Enhancement Skills Adviser (LESA)</li> </ul>	Male and female from 14 years	<p>Provide services to victims across Teesside at their centre in Middlesbrough</p> <p>Teesside wide for males, females Teesside wide apart from Redcar &amp; Cleveland which is males only</p> <p>As above but only internal referrals are accepted. They do not receive referrals from other than ARCH North East</p>
Eva Women's Aid	<ul style="list-style-type: none"> <li>Sexual Violence Counselling (individual)</li> <li>ISVA service</li> <li>Also provides specialist children's counselling and outreach services</li> </ul>	<p>Female from 12 years</p> <p>Male and female 4 -18 years</p>	Redcar and Cleveland
Harbour	<ul style="list-style-type: none"> <li>Sexual Violence Counselling (individual and group)</li> <li>Also provide children's outreach service for</li> </ul>	<p>Male and female between 11-25 years</p> <p>&lt;11 years and &gt;25 years outreach service provided for all types of abuse</p>	Hartlepool and Stockton on Teesside
SECOS (Sexual Exploitation of	<ul style="list-style-type: none"> <li>Sexual Violence Counselling (individual)</li> </ul>	Male and female between 11-25	Middlesbrough and Stockton

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Children On the Streets)	<ul style="list-style-type: none"> <li>• Outreach service</li> </ul>	years	For Hartlepool and Redcar & Cleveland as spot purchase as required.
Foundation UK	<ul style="list-style-type: none"> <li>• ISVA Service</li> </ul>		Redcar & Cleveland
Barnardo's Bridgeway Project	<ul style="list-style-type: none"> <li>• Therapeutic services (play therapy, individual and group counselling)</li> <li>• ISVA service</li> </ul>	<p>Male and female between 3 - 19 years</p> <p>Up to 16 year old</p>	<p>Middlesbrough, Stockton and Redcar &amp; Cleveland. Referrals are only from social services and education providers.</p> <p>Also accept referrals from Hartlepool as spot purchase as required</p> <p>Teesside wide</p>
Victims Support	<ul style="list-style-type: none"> <li>• Emotional support</li> <li>• Practical support</li> <li>• Financial</li> <li>• Assistance/commissioning of services CICA guidance and support</li> </ul>	Male and female	Teesside-wide
A WAY OUT	<ul style="list-style-type: none"> <li>• Advice and support with substance misuse problems, trapped in prostitution, homeless or living on the streets, involved in offending or victims of abuse</li> </ul>	Service users include women and young people.	Stockton

### Data collected by the Teesside sexual violence coordinator

In Teesside there is a TSVSG Sexual Violence Coordinator who has been in post since September 2008, currently funded by the Northern Rock Foundation and Public Health . The role in part, is to collate and analyse sexual violence related data from a number of organisations. This data and related information have been helpful in understanding the services accessed by victims of sexual violence across Teesside, which in turn assist in a better understanding of the demand for services across Teesside, rather than looking at individual service level data.

There are currently eleven agencies that have signed up and agreed to provide data on a monthly basis.

- Arch North East

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- A WAY OUT
- Barnardo's (young person's ISVA)<sup>i</sup>
- Bridgeway
- Eva Women's aid
- Foundation uk
- Harbour
- Helen Brittan House (SARC)
- My Sisters Place
- Police
- SECOS

Between April 2010 and April 2013 2764 individuals accessed one or more of the above 11 agencies following any form of sexual abuse. It is important to note that the data only included any sexual abuse from July 2012, prior to this it only included rape and sexual assault by penetration.

The chart below shows a breakdown of the gender of those affected. It should be noted that one of the agencies is a women only service which may contribute to the higher percentage of females. However, the numbers appear to follow the local and national trend of higher incidents in women than men. It is important to consider the limitations of the data in establishing a baseline on which to monitor current demand and in projecting likely future demand on services.

Female	2363	86.05%
male	358	13.04%
Unknown to the agency	25	0.91%
Total	2746	100%

1359 (63%) of incidents occurred in Middlesbrough and Stockton where a location is known, these two sub districts account for the highest proportion of crime and incidents throughout the force area.

Only 4% occurred outside of the force area.

#### Location where incidents occurred.

Location	Total	%
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Hartlepool	310	11.29%
Middlesbrough	779	28.37%
Outside Teesside	117	4.26%
Redcar	373	13.58%
Stockton	580	21.12%
Unknown to the agency	587	21.38%
<b>Grand Total</b>	<b>2746</b>	<b>100.00%</b>

As can be seen by the following table most victims of sexual abuse either know or are known by their abuser.

#### Relationship to perpetrator

Relationship to perpetrator	Total	%
Perpetrator details not known to agency	1331	48.47%
Known to Victim	489	17.81%
Interfamilial	371	13.51%
Known to Family	184	6.70%
Stranger	105	3.82%
Extended Family Member	86	3.13%
Friend of Acquaintances	48	1.75%
Ex- partner	45	1.64%
Just Met	43	1.57%
PARTNER	41	1.49%
Contact made on Internet	3	0.11%
<b>Grand Total</b>	<b>2746</b>	<b>100.00%</b>

1199 (44%) of all victims aged under 18 at time of incident, assuming 438 from childhood abuse no age given were under 18.

#### Age of victim at time of offence

Age	Total	%
0-13	465	16.9%
14-17	296	10.8%
18-25	309	11.3%
26-35	153	5.6%
36-45	102	3.7%
46-55	52	1.9%
over 55	4	0.1%
Childhood abuse no age given	438	16.0%
unknown	927	33.8%
<b>Grand Total</b>	<b>2746</b>	<b>100.0%</b>

For further information and the full data analysis please visit [www.tsvsg.co.uk](http://www.tsvsg.co.uk)

## **5. About Teesside Sexual Violence Strategic Group**

**Teesside Sexual Violence Strategic Group (TSVSG) is made up of a range of statutory and voluntary agencies, including Helen Britton House, the sexual assault referral centre. These agencies are working in partnership to provide support to the delivery of sexual violence services for women, children and men. All of the agencies in the group are working together in order to improve existing service provision and increase the reporting of sexual abuse and the subsequent prosecutions of offenders.**

Initially established in 2008, TSVSG it is a strong, informal partnership of commissioning bodies and delivery organisations which aims to support victims of sexual violence in Teesside. It is viewed nationally as an innovative and exciting approach to improving support for victims of sexual violence.

The identifiable cost of supporting TSVSG equates to less than £35k per year. This funding covers the employment and managements costs for the coordinator and marketing materials. It is considered exceptional value for money. Northern Rock Foundation is the primary funder of TSVSG with match funding from the four local authorities (public Health section) that the TSVSG covers.

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<sup>5</sup> Data from TSVSG data analysis 2013

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The size, structure and role of individual agencies within the partnership are diverse. The partnership members are senior professionals with considerable influence and decision making capabilities within their own field. The seniority and knowledge-base of the contributors is a great strength and provides TSVSG with a distinct kudos and position with the sexual violence field.

The TSVSG structure is effective because it looks across the range of SV services. There is an understanding from commissioners that a range of services need to exist in order to achieve and exceed SARC national minimum standards for providing ongoing support for victims.

Recent achievements for the group include:

- The creation of standards for sexual violence services in Teesside.
- The Teesside pre-trial protocol.
- The care pathways document.
- The Teesside sexual violence needs assessment.
- Collation of data that more accurately shows the prevalence of sexual violence across Teesside.
- A very successful awareness raising conference.
- And many more, for full details please visit the web site. ([www.tsvsg.co.uk](http://www.tsvsg.co.uk)).

The group supports the agencies involved in helping victims of sexual violence, sexual abuse and sexual exploitation. It also supports the Independent Sexual Violence Advisors, who in turn support victims both practically and emotionally within the criminal justice arena. Supporting victims through the court process, liaising with the services within the criminal justice system e.g. Police and Crown prosecution service.

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## **6. National and Policy Drivers**

Since the early 2000s there have been a number of reports, commissioned by both Department of Health and the Home Office, analysing and assessing the quality of the response, forensic examination, investigation, decision making and prosecution of rape. More recent examples include:

1. **2009** *Revised National Service Guide: A Resource for Developing Sexual Assault Referral Centres.*
2. **2010** *Responding to Violence against Women and Children – the Role of the NHS*
3. **2010** *Independent Review of How Rape Complaints are Handled by Public Authorities in England and Wales*
4. **2010** *Call to End Violence against Women and Girls: The Strategy*
5. **2010** *Improving Services for women and child victims of Violence*
6. **2011** *The Government's Response to the Stern Review*
7. **2011** *Feasibility of Transferring Budget and commissioning Responsibility for Forensic Sexual offences Examination Work from the Police to the NHS*

The review by Baroness Stern into rape complaints, which was published in February 2010, highlighted good practice in how public authorities handle rape complaints and also where there remains variation in quality and access to services. In particular, the review called for greater NHS involvement in the commissioning of SARCs. It also supported the transfer of commissioning of forensic medical services for sexual assault from the police to the health service, and measures recommended by the Taskforce on stimulating an improvement in the quality and skill of forensic medical workforce through the NHS.

Consequently there was an agreed direction of travel to migrate healthcare provision within Sexual Assault Referral Centres to the NHS.

In March 2012, the Health and Social Care Act received royal assent. The Act introduced significant restructuring of healthcare services in England from April 2013, including the abolition of Strategic Health Authorities and Primary Care Trusts. It created an independent NHS commissioning board – NHS England - with responsibility for commissioning 'services and facilities for people in prison and other places of detention.

In addition to these services, Section 22 of the Health and Social Care Act 2012 inserted a new power in section 7a of the NHS Act 2006, to enable the Secretary of State to delegate the funding and commissioning of public health services to the NHS Commissioning Board by mutual agreement.

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Although sexual assault services are a public health function, the commissioning model is now made through health and justice arrangements within NHS England as a result of the alignment with the criminal justice system. Under the section 7a arrangements, NHS England is thus expected to commission jointly with police forces and local authorities in England, a cost-effective, integrated public health service response to sexual violence and rape that will meet needs identified through joint strategic needs assessment expressed through health and well-being board strategies, taking into account users' views and national standards.

In terms of resource use in the immediate response to sexual violence, there are other interdependencies, chiefly with sexual health, HIV, genito-urinary (GUM) services, which are being commissioned by local authorities as well as abortion services. GUM and Sexual health professionals believe that they see many victims of sexual assault in their services, especially in relation to very vulnerable groups such as looked after young people, sexually-exploited young people and asylum seekers. There are also wider interdependencies with the criminal justice system, the comprehensive health care system and in particular with NHS mental health and improving access to psychological therapy (IAPT) as well as wider police healthcare in relation to vulnerable people. Partnerships are therefore essential, both for strategic commissioning by NHS England and others, and in the development of contract service specifications and delivery models in these interdependent areas.

### **Local Context & Collaborative Working**

In order to ensure a coordinated response to sexual violence is maintained following recent reforms local strategic arrangements for sexual violence, performance, sustainability and accountability have been reviewed.

The chairing and membership of the TSVSG as a multi-agency partnership has been reviewed with the Office of the Police and Crime Commissioner and NHS England taking on the roles of Chair and Vice Chair. A collaborative commissioning forum is currently under development to ensure services are jointly commissioned on the basis of:

- evidence of need
- evidence of best practice
- principles of best value
- robust financial planning and management
- robust risk management
- locally determined and agreed priorities
- robust procurement processes
- delivery of outcomes specified within commissioning strategies

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The work of the TSVSG will be vital in informing the work of the collaborative commissioning forum. The revised structure can be seen with further details in the terms of reference.

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## **7. Objectives, Core Values, Key Priorities**

### **Objectives**

- Oversee the completion of key projects such as a data, research, the joint strategic needs assessment and continuous sexual violence needs assessment.
- Oversee communication, Partnership arrangements, referral protocols and feedback/outcome mechanisms across agencies to enable seamless services for victims.
- Collectively review business cases prior to submission to national and local commissioners.
- Ensure there is a Sexual Violence Operational Group that reports to the Strategy Group.
- Initiate action to be taken forward through sub groups for presentation back to the Strategy Group.
- Monitor and manage the delivery of the action plan and implement the recommendations from current research and reviews, both national and local.
- Ensure adequate monitoring and reporting of the group action plan. Review the progress and take any corrective action necessary where benefits are not being tracked or realised.
- Ensure compliance with national SARC guidelines and related guidance in the delivery of services
- Ensure that any management support or professional expertise is sourced to ensure delivery of services.

### **Core Values**

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- To work in partnership across the statutory and voluntary sector in order to commission safe, efficient and effective services for clients.
- Share knowledge, skills, experience, expertise and resources.
- Focus on Education, Prevention, Harm Reduction and Enforcement. Take action to reduce risk to all who are victims of these crimes and ensure that perpetrators are brought to justice.
- To act as a co-ordinating group to ensure that there is a philosophy and culture of sustained improvements and innovation, leading to implementation of more efficient and responsive service that enhance the quality and safety along the pathway of care.

### **Key Priorities**

- Informing commissioners of sexual violence services for adult and child provision (to include medical examination) ensuring that it covers the entire victim journey. Commissioners to support long term sustainability of sexual violence services and follow on services across Tees for child and adult victims, through continuous review of provision, spend and value for money. Where recurrent funding is not available, exit strategies should be in place to ensure there are no service gaps in future
- Data collection that will better inform commissioning bodies about the demand for service provision and the prevalence of sexual violence, abuse and sexual exploitation in Teesside.
- Engaging with all victims of sexual violence, abuse and sexual exploitation in Teesside
- Informing relevant key project, for example the Joint Strategic Needs Assessment.



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## **Appendix 1**

**The following documents can be found at**  
**[www.tsvsg.co.uk](http://www.tsvsg.co.uk)**

1. Action plans for the TSVSG. There is one for the operational group and a separate one for the Strategic board
  - Action Plan Board
  - Action plan operational group
2. The care pathways for sexual violence services across Teesside.
  - TSVSG care pathways
3. The TSVSG collects data from partner agencies and not just, but including the police. The below names document is an analysis of that data from April 2010 to April 2013
  - Data analysis
4. The TSVSG have agreed a set of standards for agencies working with victims of sexual violence and abuse.
  - TSVSG Standards
5. The terms of reference for both the operational and the strategic group of the TSVSG
  - Terms of reference operational group
  - Terms of reference Strategic group
6. Victims of sexual violence and abuse often need counselling. It is a misconception that this is not available to those victims who are in the court process. The pre-trial therapy document details how counselling should be carried out.
  - Pre-trial therapy protocol

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# Strategic board Action Plan



Teesside Sexual Violence  
Strategy Group

## AIMS and Purpose

### Purpose

Ensure there is full engagement from all key partners in setting the strategic direction of sexual violence services.

Ensure there is a strategic approach to commissioning of sexual violence services including the Sexual Violence services for adult, adolescent and child provision.

Define and agree a shared strategy and vision for the future model of Sexual Violence services for adults, adolescents and child victims from across Teesside.

Raise awareness of Sexual Violence issues across Teesside.

### Objectives

- Oversee the completion of key projects such as a data, research, the joint strategic needs assessment and continuous sexual violence needs assessment.
- Oversee communication, Partnership arrangements, referral protocols and feedback/outcome mechanisms across agencies to enable seamless services for victims.
- Collectively review business cases prior to submission to national and local commissioners.
- Work with regional commissioners to develop an integrated Child Sexual Assault commissioning strategy and joint contract arrangements.
- Ensure there is a Sexual Violence Operational Group that reports to the Strategy Group.
- Initiate action to be taken forward through sub groups for presentation back to the Strategy Group.

- Monitor and manage the delivery of the action plan and implement the recommendations from current research and reviews, both national and local.
- Ensure adequate monitoring and reporting of the group action plan. Review the progress and take any corrective action necessary where benefits are not being tracked or realised.
- Ensure compliance with national SARC guidelines and related guidance in the delivery of services
- Ensure that any management support or professional expertise is sourced to ensure delivery of services.
- Ensure there is a SARC management group that keeps the Strategy Group informed.

## Core Values

To work in partnership across the statutory and voluntary sector in order to commission safe, efficient and effective services for clients.

Share knowledge, skills, experience, expertise and resources.

Focus on Education, Prevention, Harm Reduction and Enforcement. Take action to reduce risk to all who are victims of these crimes and ensure that perpetrators are brought to justice.

To act as a co-ordinating group to ensure that there is a philosophy and culture of sustained improvements and innovation, leading to implementation of more efficient and responsive service that enhance the quality and safety along the pathway of care.

	<b>GENERAL</b>			
<b>1</b>	<b>The Strategic Partnership Board should define and agree a shared vision and strategy for the future model of sexual violence services across Tees</b>			
	Action	Lead Person	Timescale	Progress / Notes
	Strategy to be developed	Chair	End May 2014	1/5/14 Strategy out for consultation
<b>2</b>	<b>Informing commissioners of sexual violence services for adult and child provision (to include medical examination) ensuring that it covers the entire victim journey. Commissioners to support long term sustainability of sexual violence services and follow on services across Tees for child and adult victims, through continuous review of provision, spend and value for money. Where recurrent funding is not available, exit strategies should be in place to ensure there are no service gaps in future</b>			
	Action	Lead Person	Timescale	Progress / Notes
	Commissioners to ensure that Sexual violence agency standards are met	Chair / Vice Chair	ongoing	Commissioners to be encouraged to use when funding agencies
	Agree a performance framework. Current contract need to be revised to reflect this. Ensure services are commissioned with maximum waiting times specified with monitoring systems in place to highlight capacity issues and actions being taken to address them	Chair / Vice Chair	To commence April 2014	To measure performance. What is required. Outcomes, quality and quantity ,to include appropriate quality outcomes and assurance mechanisms for the commissioners where they exist

	Inform future JSNA	Chair / Vice Chair	Ongoing.	Current JSNA was informed by group 1/5 2014 JSNA now under review	
	Embed pathways for child victims of sexual violence from across Teesside to include medical examination and follow-on support services	Chair / Vice Chair		Work needs to be done around ongoing services for C&YP Ensure child perspective on the web site Non child protection need to be offered services. Leaflets offering support to be offered by police and SARC Issue around RVI ongoing support to be addressed	
	Monitor agencies status to ensure continuity of services.	Chair / Vice Chair		Central register of who services are and when funded to, what funding covers and how many victims and end dates. Regular updates within operational group agenda. To be added to strategic board within feedback from operational board.	
	Sexual violence Agencies to have exit strategies	Chair / Vice Chair		Articulate need and gaps in service Identify the number of victims Define budgets and match to numbers	
	Sexual Violence needs assessment to be reviewed.	Chair / Vice Chair		1/5 Briefing paper produced. Funding is an issue. Needs assessment to be looked at to see what changes / updates are required. Suggest small task and finish group to look at this	
<b>3</b>	<b>As stakeholders, statutory child and adult mental health commissioners and providers should be involved in developing follow-on support, counselling and therapy through membership of the Sexual Violence Strategic Group and the Sexual Violence Operational Group.</b>				
	Action	Lead Person	Timescale	Progress / Notes	
	Develop follow on service provision for victims	Chair / Vice Chair		Counselling and therapy need to be further developed through the third sector.	



<b>4</b>	<b>Annual report to be produced in line with Northern Rock Foundation returns</b>				
	Action	Lead Person	Timescale	Progress / Notes	
	Report to be produced annually	TSVSG – Coordinator	Evaluation of TSVSG due April 2013	First report published September 2011 Evaluation report will be used for 2012/2013 report	
	Funding for coordinators post to be sought	Chair / Vice Chair		Funding available from Local authority until April 2015 and NRF until August 2015	
	<b>PROVISION</b> Actions with Operational group				
	<b>PARTNERSHIPS</b>				
<b>5</b>	<b>An information sharing protocol (to include anonymous intelligence and third party reporting) should be developed and implemented across the range of services. Support and guidance should be sought from the relevant professionals (e.g. Caldecott Guardians) to ensure that confidentiality and consent restrictions are fully understood.</b>				
	Action	Lead Person	Timescale	Progress / Notes	
	Information sharing protocol to be developed and agreed by all	Chair / Vice Chair			
	<b>DATA</b>				
<b>6</b>	<b>A minimum data set should be developed for sexual violence services (building on the SARC database) to enable routine monitoring of outcomes and bench marking to drive up standards.</b>				
	Action	Lead Person	Timescale	Progress / Notes	
	Define limited data set that can be collected by all agencies which will allow benchmarking and inform commissioning.	Coordinator		Individual agencies to give data on client data annually. Data framework in place base line to be set	

PREVENTION, TRAINING AND AWARENESS					
7	TSVSG Training programme to be maintained and reviewed				
	Action	Lead Person	Timescale	Progress / Notes	
	Training programme to be appendix of this action plan	Chair of training group		Full training needs assessment required	
	Review training programme quarterly	Chair of training group			
8	A communication plan should be developed to raise awareness of the sexual violence services available across Teesside, aimed at both professionals and the wider public. The effectiveness of a communication plan and any marketing material should be monitored.				
	Action	Lead Person	Timescale	Progress / Notes	
	Media campaign re national model of good practice	Chair / Vice Chair			
	Collate material that is already available	Coordinator			
	CPD Training to medical staff	Training Group Chair			
	Prison work staff and prisoners	Training Group Chair			
	Partnership working with Door supervisors, including training	Chair / Vice Chair			

# Safer Hartlepool Partnership

18 July 2014



**Report of:** Scrutiny Manager

**Subject:** POTENTIAL TOPICS FOR INCLUSION IN THE  
AUDIT AND GOVERNANCE WORK PROGRAMME  
RELATING TO CRIME AND DISORDER

## 1. PURPOSE OF REPORT

- 1.1 To invite the Safer Hartlepool Partnership to suggest topics for consideration / inclusion in the work programme for the Audit and Governance Committee in relation to the statutory scrutiny area of crime and disorder.

## 2. BACKGROUND

- 2.1 The Audit and Governance Committee are due to compile / agree their work programme for the statutory scrutiny area of crime and disorder for the 2014/15 Municipal Year. The Committee will be setting its work programme at its meeting of 7 August 2014.
- 2.2 The Committee would like to invite the Safer Hartlepool Partnership to suggest topics for investigation that may complement their own work programme for the year or be an area of particular interest to help improve the wellbeing of the people of Hartlepool.

## 3. PROPOSALS

- 3.1 Topic suggestions received to date are as follows:
- Hate Crime
  - Anti-Social Behaviour Powers
  - Restorative Justice
  - Domestic Violence

## 4. RECOMMENDATIONS

- 4.1 That Members of the Safer Hartlepool Partnership put forward topic suggestions for consideration by the Audit and Governance Committee as part of the Committee's 2014/15 work programme.

**5. REASONS FOR RECOMMENDATIONS**

- 5.1 To input into the development of an effective Audit and Governance Work Programme to complement the work of other bodies, rather than duplicate.

**6. BACKGROUND PAPERS**

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

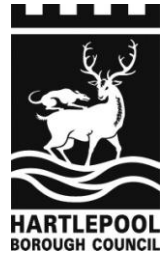
**7. CONTACT OFFICER**

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



# SAFER HARTLEPOOL PARTNERSHIP

18<sup>th</sup> July 2014



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** SCRUTINY INVESTIGATION INTO RE-OFFENDING –  
ACTION PLAN

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## 1. PURPOSE OF REPORT

- 1.1 To agree the Action Plan (see **Appendix 1**) in response to the findings and subsequent recommendations of Audit and Governance Committee investigation into Re-Offending.

## 2. BACKGROUND

- 2.1 As a result of the Audit and Governance Committee investigation into Re-Offending a series of recommendations have been made. To assist the Safer Hartlepool Partnership in its determination of either approving or rejecting the proposed recommendations an action plan has been produced and is detailed along with the recommendations of the Audit and Governance Committee in **Appendix 2**.

## 3. PROPOSALS

- 3.1 No options submitted for consideration other than the recommendation(s).

## 4. IMPLICATIONS OF RECOMMENDATIONS

- 4.1 Details of any financial or other considerations / implications are included in the action plans.

## 5. RECOMMENDATIONS

- 5.1 Safer Hartlepool Partnership is requested to approve the action plan, as detailed in **Appendix 1**, in response to the recommendations of the Audit and Governance Committee investigation into Re-Offending.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The aim of Audit and Governance Committee investigations into Re-Offending was 'explore the level and impact of re-offending in Hartlepool and gain an understanding of the complexity of associated issues and services'.

## **7. BACKGROUND PAPERS**

- 7.1 The following background paper was used in the preparation of this report:-

- i) Audit and Governance Committee 20 September 2013 - Scoping Report
- ii) Audit and Governance Committee 31 October 2013 - Presentations:
  - Setting the Scene
  - Re-offending Health Provision
- iii) Audit and Governance Committee 23 January 2014 – Written evidence:
  - Police and Crime Commissioner and MP for Hartlepool
  - National Offender Management Service (NOMS)
  - The Youth Offending Service (Hartlepool Borough Council)
  - Cleveland Police
- iv) Audit and Governance Committee 6 March 2014 – Written evidence:
  - Family Support Services (Team Around the Household / Team Around the Family)
  - Housing Services
- v) Audit and Governance Committee – Minutes for the following meetings:
  - 20 September 2013,
  - 31 October 2013
  - 23 January 2014
  - 6 March 2014
  - 17 April 2014

## **8. CONTACT OFFICER**

Joan Stevens  
Scrutiny Manager  
Chief Executive's Department – Corporate Strategy  
Hartlepool Borough Council

Tel: 01429 284142  
e-mail: joan.stevens@hartlepool.gov.uk

## AUDIT AND GOVERNANCE SCRUTINY ENQUIRY ACTION PLAN

**NAME OF COMMITTEE:** Audit and Governance Committee

NAME OF SCRUTINY ENQUIRY: Re-Offending Investigation

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION <sup>+</sup>	FINANCIAL / OTHER IMPLICATIONS	LEAD OFFICER	COMPLETION DATE*
a) The extension of the triage service to include adults be explored.	The further development of the triage service will also be explored as part of the Police and Crime Commissioner's - Restorative Justice Hub and the local implementation of the RESTORE project.		Gordon Lang/Clare Clark (Police / HBC)	February 2015
b) The Community Payback scheme be supported, and in taking it forward additional training be provided for staff to equip them to effectively interact with ex-offenders in a work environment.	<p>Following the transfer of rehabilitation services to the new Community Rehabilitation Company (CRC) and National Probation Service (NPS) a new service level agreement to ensure the continuance of the Community Payback Scheme in Hartlepool through effective links with HBCs Community Safety and Environmental Teams will be established.</p> <p>A toolbox talk will be developed to ensure the local workforce is trained to equip them with the skills to effectively interact with the ex-offenders in a work place environment .</p>		<p>Craig Thelwell (HBC)</p> <p>Craig Thelwell (HBC)</p>	<p>March 2015</p> <p>January 2015</p>
				December

## 7.4 APPENDIX 1

c) In recognition of problems experienced by ex-offenders released on Friday's regarding the need to access services and benefits provided by different agencies, the introduction of a 'one-stop shop' approach be explored to bring services and benefits together directly to offenders on their release.	This will be investigated on a Tees-wide basis with the new CRC, exploring links with the GALLANT project.		Barbara Gill (CRC)	2014
d) In line with the priorities identified by the Local Offender Housing Needs Group, the establishment of a Housing Liaison post, similar to that in place in Sunderland, be explored.	Funding has been identified and secured to create a Housing Liaison Officer post, based on the Sunderland model, with an anticipated start date of September 2014.		Clare Clark (HBC)	September 2014
e) That the potential for the Council to be involved in schemes similar to the 'Change for Change' scheme operated at Deerbolt Prison, leading by example in encouraging the provision of employment / apprentice opportunities for ex-offenders, be explored.	This will be explored as part of the local strategies attempts to improve the employment pathway with a report on outcome of investigations and potential opportunities for development.		Patrick Wilson (HBC)	February 2015
f) The Mental Health Criminal Justice Liaison and Diversion	This will be developed over the forthcoming year in Hartlepool with police			



## 7.4 APPENDIX 1

Service be developed in Hartlepool and options explored for the joint commissioning of the service in the future.	and health partners as part of the roll out Criminal Liaison and Diversion Scheme. A representative will be invited to a future meeting of the SHP to deliver a presentation outlining progress to date and future plans for the service		Clare Clark (HBC)	October 2014
<p>g) The establishment of a local Reducing Re-offending Strategy is supported and in progressing its development, consideration be given to:-</p> <p>i) The continued development and delivery of ‘holistic’ / offender centric plans and services to meet the complex mix of needs/issues experienced by re-offenders, and robust partnership working.</p> <p>ii) The adoption of the Team Around/IOM principles as a template for the provision of holistic / offender centric re-offending prevention services.</p> <p>iii) The role of restorative and other alternative interventions in the offending punishment process and s part of this the importance of sanctions that</p>	The draft reducing re-offending strategy and associated action plan includes all of the suggestions outlined.		Clare Clark (HBC)	July 2014

<p>are acted upon where required.</p> <p>iv) The prevention of duplication in service deliver, and loss of the positive outcomes already achieved, following the implementation of the Reform to improve the delivery of re-offending service are welcomed, however, changes to the delivery of probation services, being implemented through the Governments Transformation of Rehabilitation Strategy, may potentially have a detrimental impact on service delivery in terms of duplication of activities, effectiveness and consistency of provision.</p> <p>v) The development of drug, housing and employment services as a priority for the future to meet the criminogenic needs of offenders in Hartlepool.</p> <p>vi) The importance of addressing unemployment and poor educational attainment in disadvantaged areas, to raise</p>				
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<p>aspirations and challenge the cycle of offender behaviour across generations.</p> <p>vii) The development of improved partnership working around housing, with checks in place to ensure that there is no stigma applied to offenders in the allocation of housing.</p> <p>viii) Improvement in the provision of services in relation to:</p> <ul style="list-style-type: none"> <li>- Housing advice starting earlier than two weeks before the release date for prisoner.</li> <li>- The provision of greater flexibility and the ability for housing services to respond more appropriately to those offenders who may wish to avoid returning to the community where their past offending had been centred.</li> </ul> <p>ix) Pressures placed on the community through the welfare reforms and their potential impact on the issues and factors that influence/ effect</p>				
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re-offending.				
x) The importance of family relationships to offenders and the potentially negative impact of prison placements outside the area on the maintenance of these relationships.				

<sup>+</sup> please detail any risk implications, financial / legal / equality & diversity / staff / asset management considerations

<sup>\*</sup> please note that for monitoring purposes a date is required rather than using phrases such as 'on-going'



# **AUDIT AND GOVERNANCE COMMITTEE**

## **FINAL REPORT**

### **RE-OFFENDING INVESTIGATION**

**MAY 2014**

# AUDIT AND GOVERNANCE COMMITTEE



**Report of:** Audit and Governance Committee

**Subject:** RE-OFFENDING - FINAL REPORT

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## 1. PURPOSE OF REPORT

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

## 2. BACKGROUND

- 2.1 The Audit and Governance Committee met on the 27 June 2013 to establish its Work Programme for 2013/14. In doing so, the Committee agreed to select one investigation topic from within each of the areas covered by its statutory scrutiny responsibilities.
- 2.2 Given its role as the Councils Crime and Disorder Committee, the Audit and Governance Committee welcomed suggestions from a variety of sources in relation to potential community safety / crime and disorder topics. Information provided, highlighted the essential role of the Safer Hartlepool Partnership in reducing crime and disorder, anti-social behaviour, substance misuse and re-offending in Hartlepool and drew particular attention to the issue of re-offending and the activities being undertaken to reduce it.
- 2.3 Following consideration of quarterly performance reports from the Safer Hartlepool Partnership, the Committee noted the success of the activities of the Partnership and its partners in reducing the re-offending rate in Hartlepool. Prolific and young offenders reducing by 48% and 52% respectively. Members commended the improvements made but were concerned that despite the work undertaken, Hartlepool currently still has the second highest re-offending rate in the country, with adult re-offending a significant factor.
- 2.4 The Committee was astounded to find that the financial cost to the taxpayer of re-offending was estimated to be within the region of £9.5 billion to £13 billion per year). However, of equal concern were the other less quantifiable costs, many of which have a devastating and long-term effects on the most vulnerable in society, i.e.:

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

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

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

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

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

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

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

## **5. MEMBERSHIP OF THE AUDIT AND GOVERNANCE COMMITTEE**

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

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

## **6. METHODS OF INVESTIGATION**

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

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

- (a) Feedback on:

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

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

- (c) Presentations and evidence from:

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

- (d) Written and verbal evidence from:

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

- (e) Offenders / Re-offenders and their families

- (f) Evidence from Voluntary and Community Sector Groups:

- West View Advise and Resources Centre



## FINDINGS

### 7. AN INTRODUCTION TO RE-OFFENDING

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

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

### 7.2 How is Re-offending Measured and Defined?

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

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

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

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

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

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

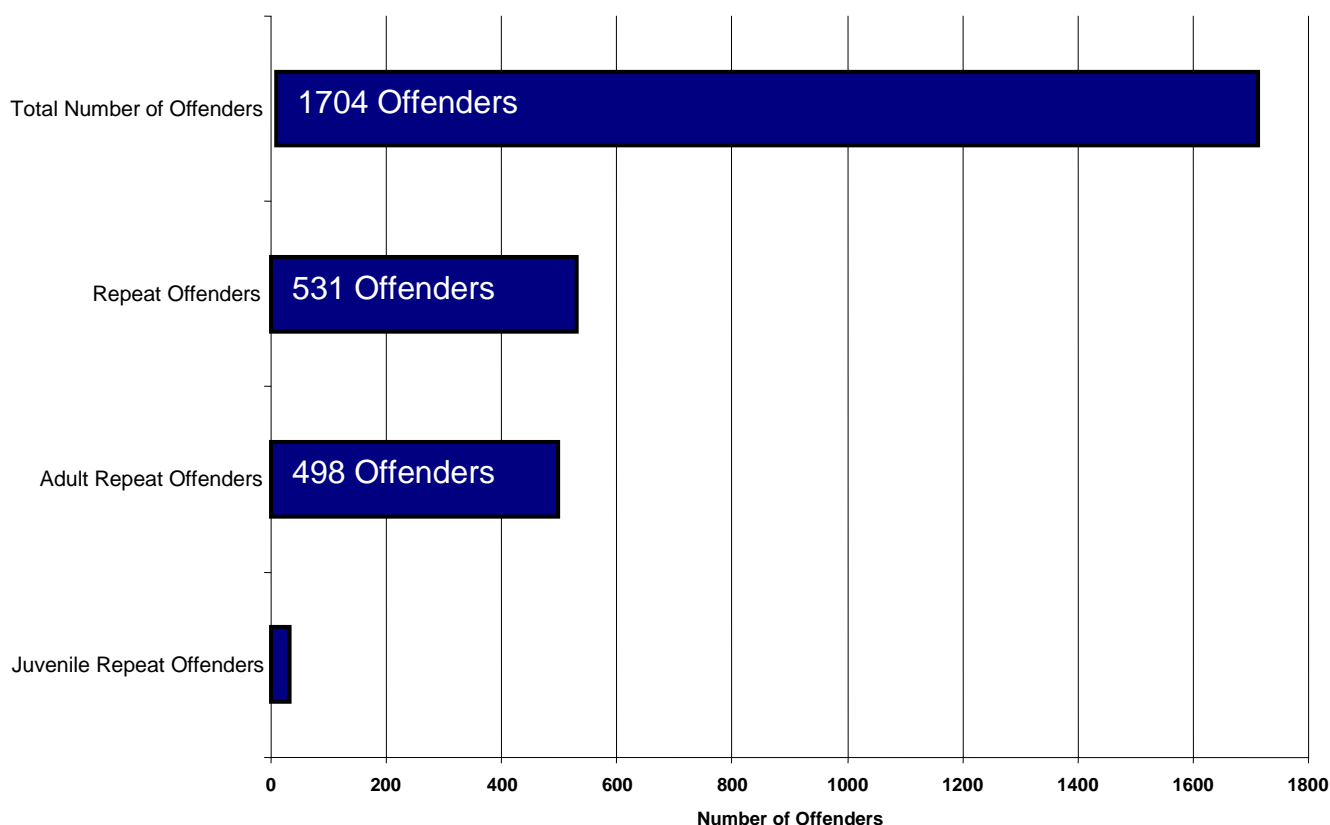
#### The National Position

- 7.3.2 Members noted with interest that on a national basis, whilst the number of offenders going to court (and overall crime rates) continued to reduce, an increasing number of those who commit crime were now receiving prison sentences. Recent figures showed that in the year up to September 2011:
- More than 400,000 crimes were committed by those who had broken the law before;
  - Of those sentenced to less than 12 months, 58.5% have gone on to reoffend within 12 months of release; and
  - The cost of this to the taxpayer is estimated to be £9.5 billion to £13 billion per year.

#### The Position in Hartlepool

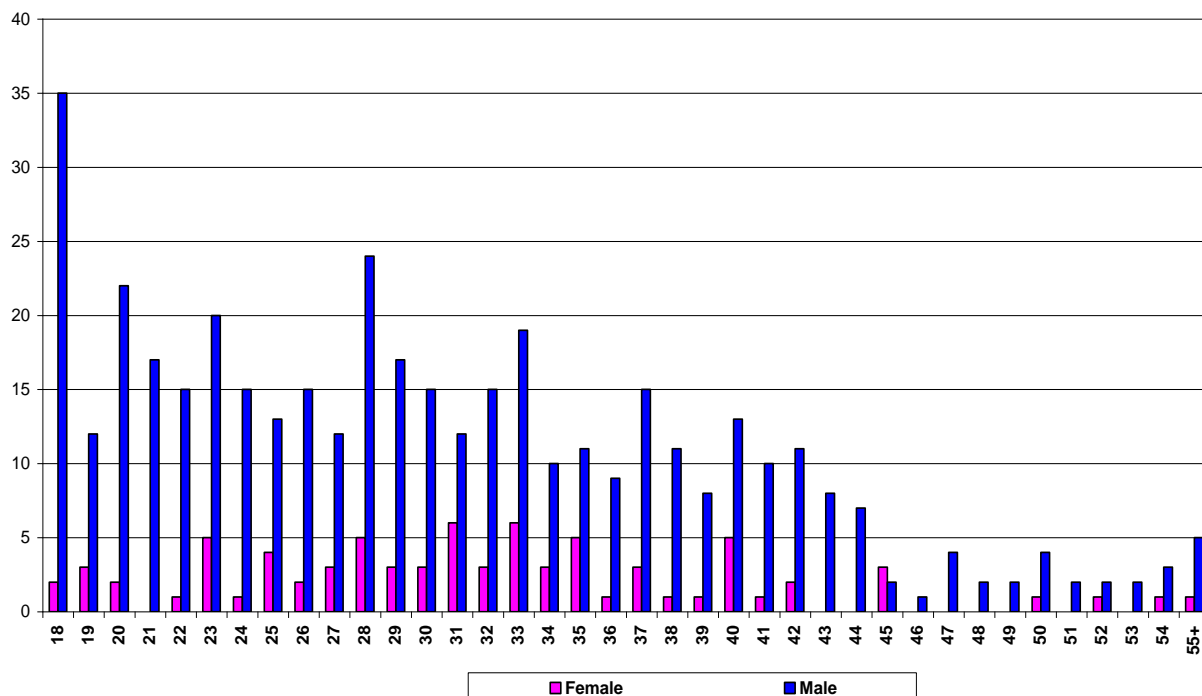
- 7.3.3 The Committee reiterated concern that Hartlepool currently has the second highest re-offending rate in the country, with re-offending accounting for more than two thirds of crime, and adult re-offending a significant factor within that.
- 7.3.4 As a starting point Members gained an understanding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

7.3.5 A graphical representation of this is shown below.



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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

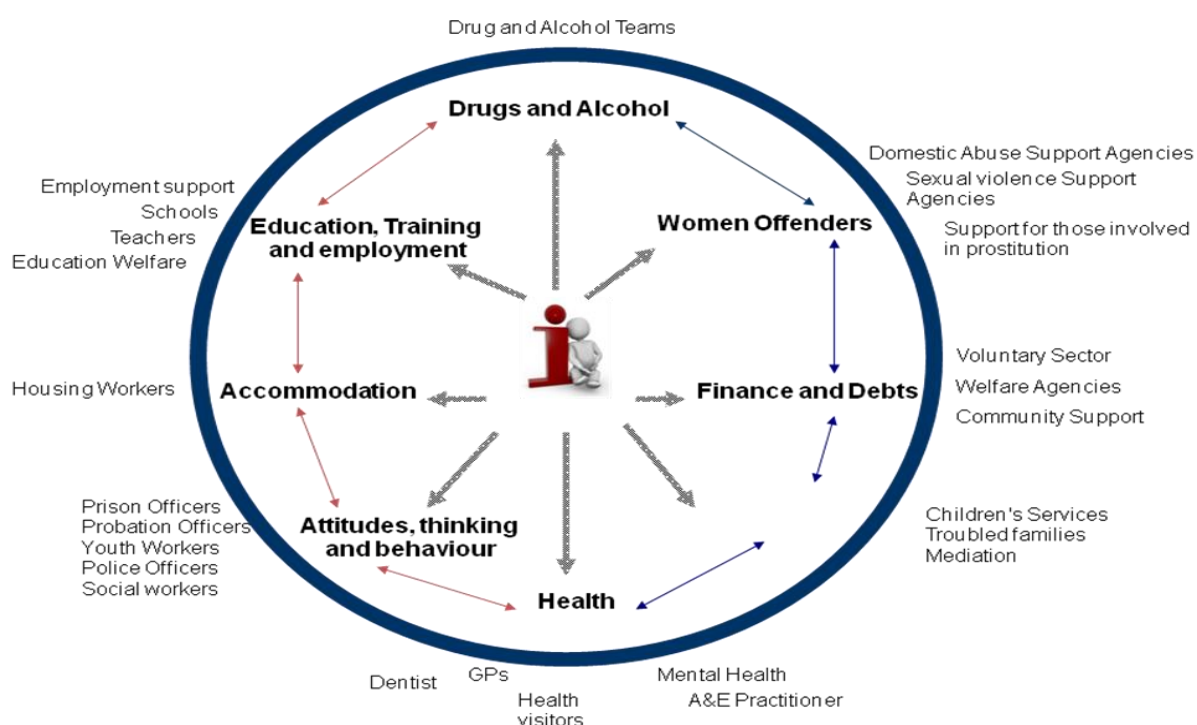
- Improve pathways out of re-offending by shaping current services to meet the needs of offenders.
- Provide appropriate support to offenders to keep them on the right track and break the cycle of re-offending.
- Improve a shared understanding of the complexities of offending behaviour on individuals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

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

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

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

- 11.2 A summary of the services are outlined below.



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

### **Prison Services**

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

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

## • 110 Offenders from Hartlepool in Prison

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

### HMP Location of Offenders

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

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

11.11 From the evidence provided, the Committee:

- Supported the need in the future to:

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

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

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

### Probation Service

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

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

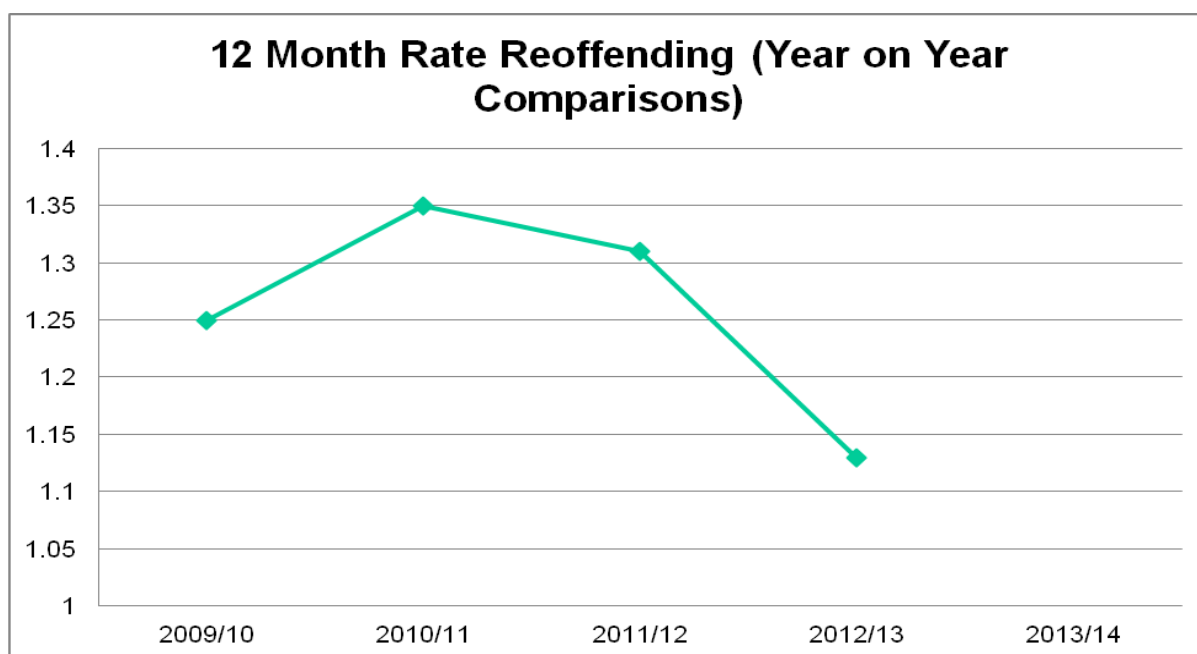
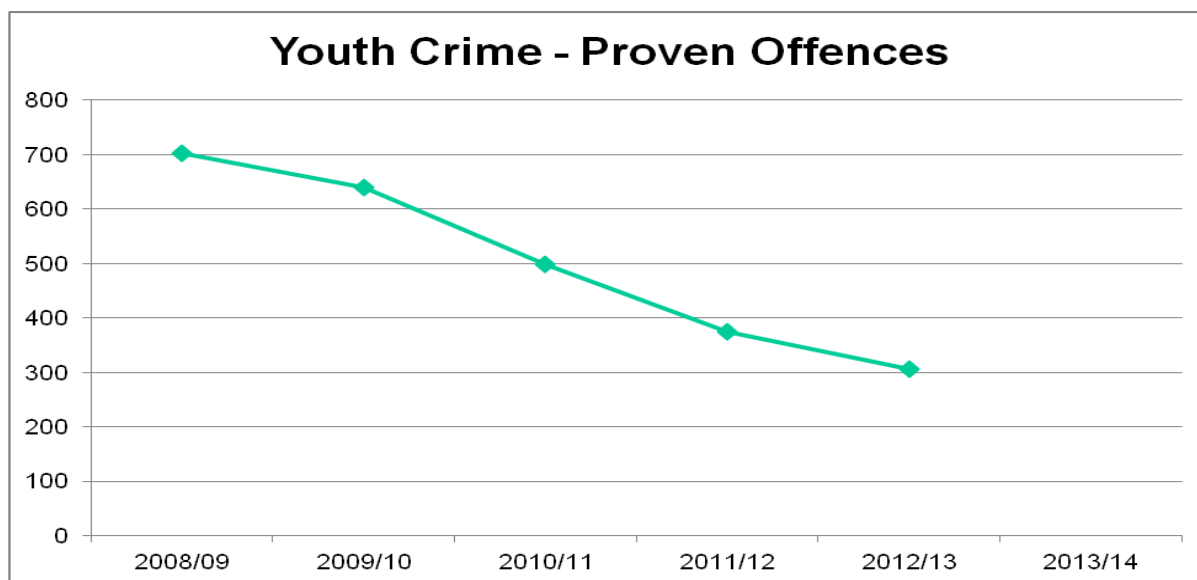
Management Scheme for a further 98; giving a total of 484 Hartlepool offenders as at 6 January 2014. It was noted that under the new government Transition Programme for Probation Services the National Probation Service would be responsible for 86 high risk prisoners with a further 390 becoming the responsibility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

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

## **Youth Offending Service**

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

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



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

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

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

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

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

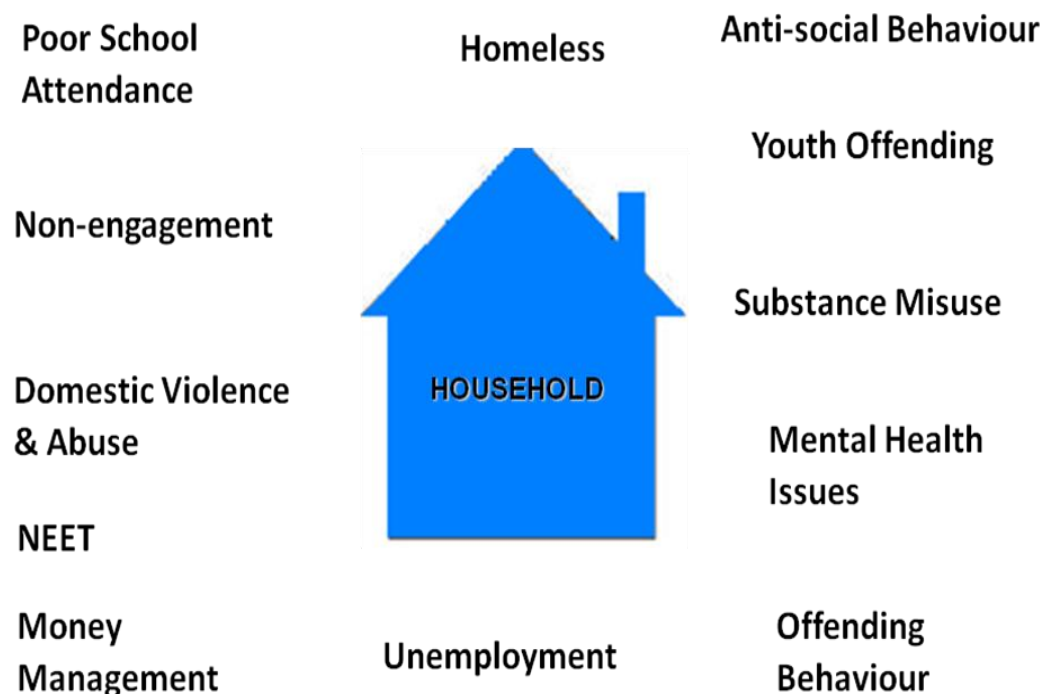
11.23 Attention was also drawn to the triage system, used in conjunction with the Police for dealing with young people who had been arrested, and its success in diverting many young people away from the court system and had a 78% success rate. This had led to the PCC rolling out the triage system to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

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

## Local Authority Services

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

### The Model



- 11.27 Members noted that a Probation Officer was seconded from the Durham Tees Valley Probation Trust to the Team to provide intensive multi-agency support to families identified as needing this kind of support. This required a high level of multi-agency support but support of this type had considerable benefits in braking the cycle of reoffending and anti-social behaviour.
- 11.28 In conjunction with the trend forming throughout the investigation, it was noted that worklessness is one of the biggest issues for these families, alongside domestic abuse and drug abuse. Members were keen to highlight that the problems experienced by these families on released should not be underestimated and whilst they may have a home to go back to but re-integrating back into family life could be very difficult and often traumatic for



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

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

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

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

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

### **Think Families, Think Communities (Troubled Families)**

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

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

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

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

#### Responses

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

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

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

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

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

#### Issues / Problems

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

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

## Employment and Benefits Services

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

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

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

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

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

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

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

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

11.44 Services provided include:

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

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

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

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

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

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

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

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

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

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

## **Housing Services**

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

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

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

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

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

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

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

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

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

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

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

### **Voluntary and Community Sector Services (Financial Services)**

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

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

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

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

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



11.66 The Committee noted the issues / concerns raised.

## **Health Services**

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

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

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

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

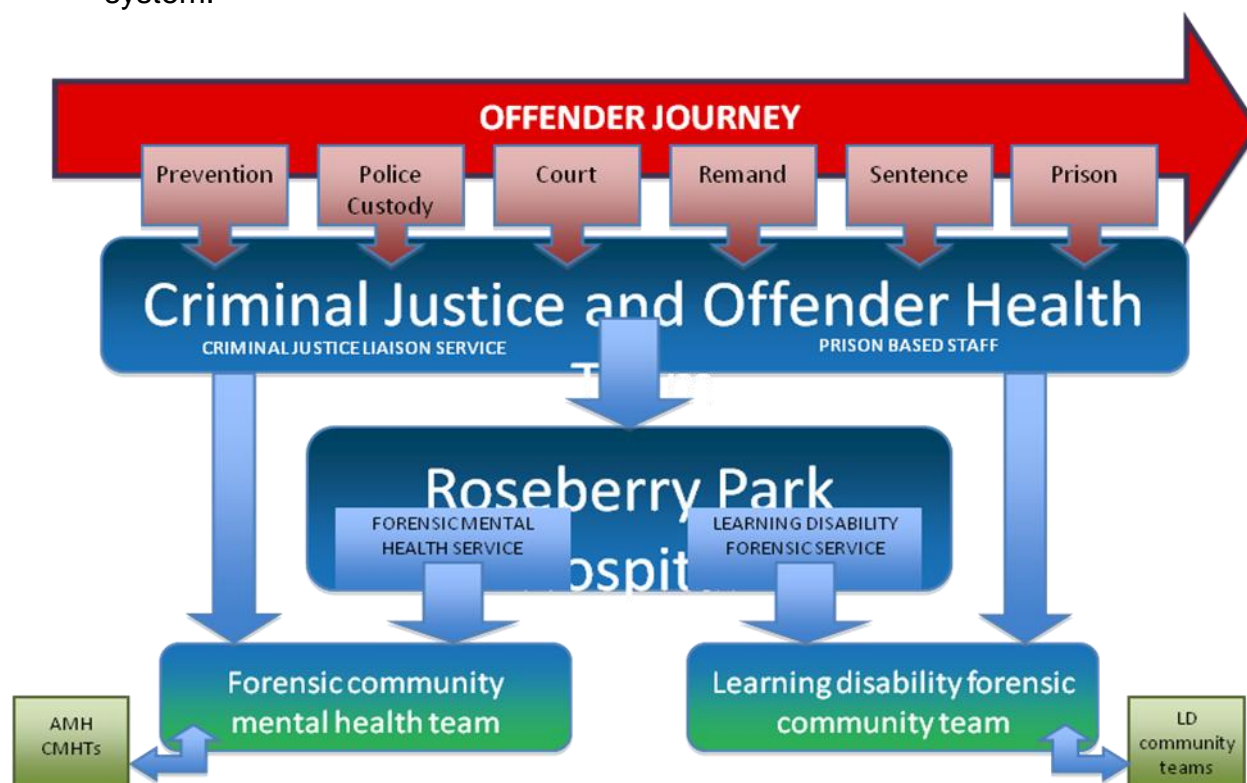
i) The Prison Mental Health Contract:

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

ii) Community Offender Health Services:

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

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



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

### All Age Liaison and Diversion Service

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

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

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

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

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

### **Criminal Justice Liaison Service**

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

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

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

## Street Triage Team

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

## Drug and Alcohol Services

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

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

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

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

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

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

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

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

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

She is drug free and doing well in the rehab.

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

## **12. EXAMPLES OF GOOD PRACTICE**

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

### **Housing Liaison Post – Sunderland City Council**

- 12.2 Further to evidence provided in Paragraph 11.62, Members noted that statistics had fluctuated in relation to offenders being unable to access mainstream accommodation as a result of their behaviour. As a result of a scrutiny investigation, an initiative had been introduced in Sunderland to create a Housing Liaison post to work between the custody setting and local housing teams/landlords. The aim of the post being to help offenders find tenancies in advance of release date and work with offenders and families to understand their behaviour.
- 12.3 Members reiterated concerns expressed throughout the investigation in relation to the impact of the Homelessness Amendments Act. The results of the Act being that prisoners are released on a Friday afternoon and are not treated as a priority for housing accommodation, with difficulties often encountered by Advisors in prisons determining the nature of the housing issue which contributed to this problem. Whilst it was noted that there is no longer a statutory requirement for an Access to Housing service, Members were particularly impressed by the introduction of the role, and its outcomes, and voiced their support for the creation of a similar post in Hartlepool. Even if the funding was only short-term, it was felt that the post may lead to the development of new approaches to the housing of offenders that could be carried forward.

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

- 12.4 Members of the Committee attended the Hartlepool Business Forums Event on the 3 April 2014, called ‘A Chance for Change’. From the plethora of information provided at the event, the Committee drew attention to work being undertaken in the HM Prison Service to make offenders ‘work ready’, including:
- employability strategies,
  - careers guidance,
  - curriculum vocational skills,
  - Practical skills and high quality training opportunities.

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

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

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

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

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

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

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

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

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

## **14. VIEWS FROM KEY INDIVIDUALS**

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



**Councillor Jackson, Chair of the Neighbourhood Services Committee Chair**

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

**Chief Inspector Lynn Beeston, Cleveland Police**

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

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

**Barry Coppinger, Cleveland Police and Crime Commissioner**

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

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

**Iain Wright, Member of Parliament for Hartlepool**

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

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

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

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

## **15. CONCLUSIONS**

15.1 The Committee concluded that:-

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

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

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

## **16. RECOMMENDATIONS**

16.1 The Committee recommended that:-

### **Operational Issues**

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

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

### **Contributions to the Reducing Re-offending Strategy**

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

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

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

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

**May 2014**

**ACKNOWLEDGEMENTS**

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

Hartlepool Borough Council:

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

External Representatives:

Barry Coppinger, Cleveland Police and Crime Commissioner

Iain Wright, MP

Libby Griffiths, Tenancy Relations and Enforcement Manager, Housing Hartlepool

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

Julie McShane, Probation Officer, Durham Tees Valley Probation Trust

Jan Dobson, Manager, PATCH Family Support

Chief Inspector Lynn Beeston, Local Policing Area Commander for Hartlepool

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

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

Kevin Parry and Julie Keay, Durham Tees Valley Probation Trust

Stephen Thomas and Zoe Sherry, Hartlepool Healthwatch

Andrew Tweed and Deborah Duffy, Job Centre Plus

Peter Smith, Sunderland City Council

Dorothy Wood, NHS Foundation Trust

David Brown, Tees Esk and Wear Valleys NHS Foundation Trust

Paul Cartmell, Tees Esk and Wear Valleys NHS Foundation Trust



## Appendix A

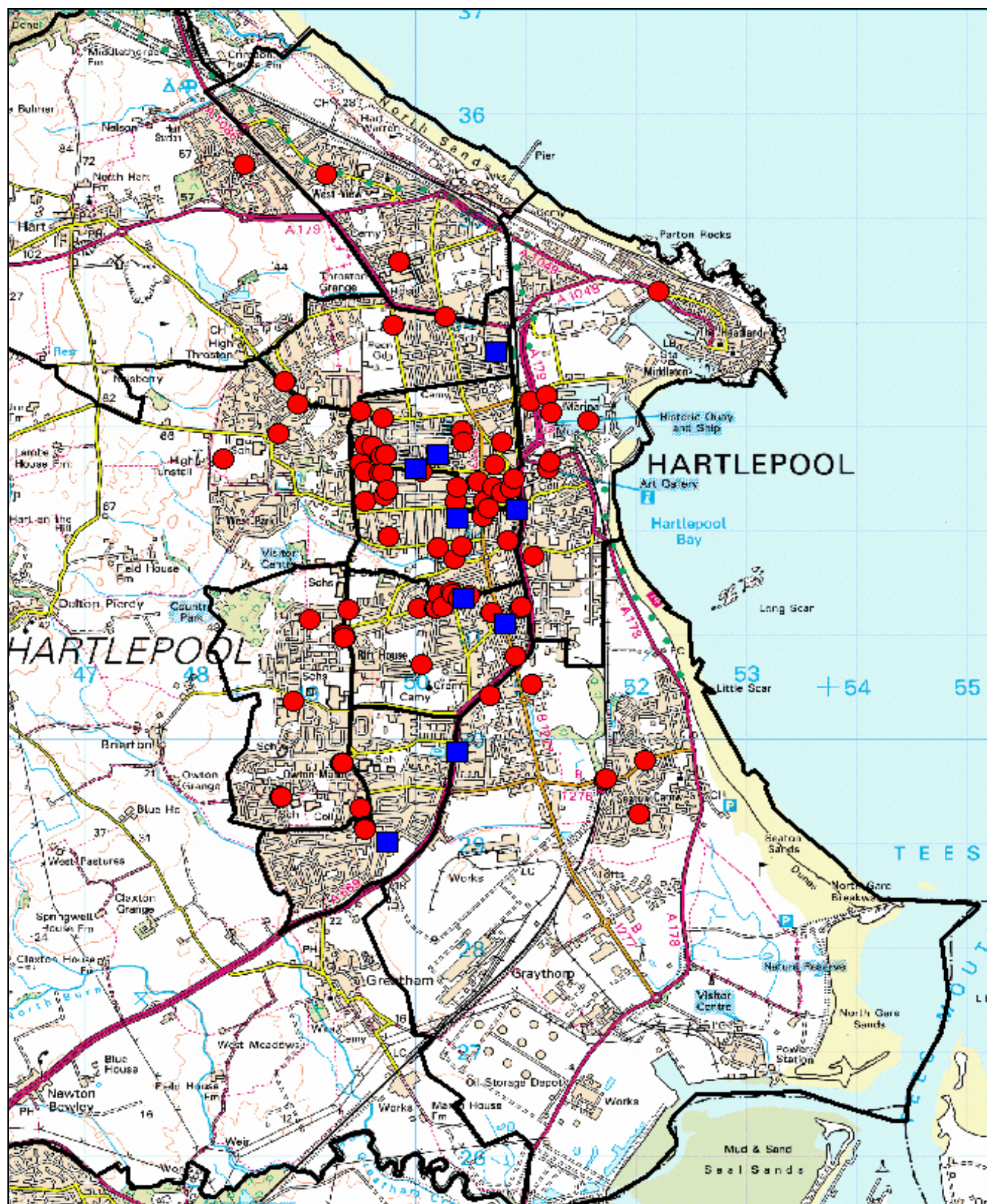
### Evidence provided to the Forum

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

Date of Meeting	Evidence Received
20 September 2013	Scoping Report – <i>Scrutiny Manager</i>
31 October 2013	<ul style="list-style-type: none"> <li>i) Setting the Scene Presentation – <i>Community Safety Team and Durham Tees Valley Probation Trust</i></li> <li>ii) Re-offender Health Provision (Presentation) – <i>Public Health and NHS England</i></li> </ul>
23 January 2014	<p>Evidence from:-</p> <ul style="list-style-type: none"> <li>i) The Chair of Hartlepool's Neighbourhood Services Committee</li> <li>ii) Written evidence from the Police and Crime Commissioner and Hartlepool's MP</li> <li>iii) The National Offender Management Service (NOMS)</li> <li>iv) The Youth Offending Service (Hartlepool Borough Council)</li> <li>v) Cleveland Police</li> </ul>
14 February 2014	Visit to Holme House Prison
6 March 2014	<p>Evidence in relation to the provision of the following services for Re-offenders:-</p> <ul style="list-style-type: none"> <li>i) Family Support Services (Team Around the Household / Team Around the Family)</li> <li>ii) Housing Service (Housing Hartlepool / Tees Valley Probation Trust)</li> </ul>

	<p>iii) Employment Services (Economic Development Team – Hartlepool Borough Council)</p> <p>iv) Financial Management Services – Voluntary and Community Sector (West View Advice and Resource Centre)</p>
3 April 2014	Hartlepool Business Forum Event ‘A Chance for Change Exploding the Myths of Employing Ex-Offenders’
17 April 2014	<p>Evidence in relation to the provision of the following services for Re-offenders:-</p> <p>i) Mental Health Services (North Tees and Hartlepool Foundation Trust / Tees, Esk and Wear Valley NHS Foundation Trust)</p> <p>ii) Employment / Benefit Services (Job Centre Plus)</p> <p>iii) Best Practice – Sunderland City Council</p> <p>iv) Feedback Forum Business Forum Event – 3 April 2014</p>

# APPENDIX B



Blue squares - Offender's residence

Red dots - Offences.



# SAFER HARTLEPOOL PARTNERSHIP

18<sup>th</sup> July 2014



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** PREVENT SILVER GROUP UPDATE

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## 1. PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on the work of the recently formed Cleveland wide Prevent Silver Group, including activity associated with the Counter Terrorism Local Profile (CTLP) 2014.

## 2. BACKGROUND

- 2.1 The current version of the national Contest Strategy was published in 2011 to reflect the change in terrorist threat and the Government's new policies on counter-terrorism, based on the following four principles:
- *Pursue*: to stop terrorist attacks in this country and against our interest overseas;
  - *Prevent*: to address radicalisation to all forms of terrorism;
  - *Protect*: to strengthen protection against a terrorist attack in the UK or against interests overseas and therefore reduce our vulnerability; and
  - *Prepare*: to mitigate against the impact of a terrorist attack where that attack cannot be stopped, and promote resilience.
- 2.2 The aim of the Contest Strategy is to reduce the risk to the UK and its interests overseas from terrorism, so that people can go about their lives freely and with confidence.
- 2.3 Incorporated within the revised Contest Strategy was the Government review of the Prevent programme, which was subsequently refreshed; aiming to prevent people becoming terrorists or supporting terrorism, though the following objectives:
- Respond to the ideological challenge of terrorism and the threat we face from those who promote it;
  - Prevent people from being drawn into terrorism and ensure that they are given appropriate advice and support; and
  - Work with sectors and institutions where there are risks of radicalisation which we need to address.

- 2.4 Changes taking place on a national level coincided with the review of the Counter Terrorism Local Profile (CTLP), a statutory document that provides an understanding of the local threat and risk to Cleveland particularly relating to violent extremism, domestic extremism, national security issues and the subsequent potential risks to community cohesion. It is viewed as an integral intelligence source in terms of the Prevent agenda and has been historically utilised to inform delivery of Prevent activity on a Cleveland wide and district level.
- 2.5 Given the significant reduction in resources available and the review of the CLTP (as outlined in Section 2.2), the role of the Prevent Silver Group was also reviewed in 2013 to ensure a sustainable way forward. A joint approach across all four Local Authority areas was agreed in order to avoid duplication of services across Cleveland, to ensure a coordinated approach to the Prevent agenda and to enhance the operational efficiency and effectiveness of all partners.
- 2.6 The Terms of Reference of the new Cleveland wide Prevent Silver Group outline that they will meet on a quarterly basis, with the first meeting of the year to coincide with the annual refresh of the CTLP. Members of the group commit to the following in order to maintain multi-agency arrangements throughout Cleveland to subsequently reduce the risk of radicalisation and / or extremism across the area:
- Maintain levels of awareness within their organisation about potential signs of radicalisation, extremism and / or terrorism, and how to take action;
  - Maintain good communication links with Cleveland Police;
  - Develop, encourage and maintain strong community relations; and
  - Disseminate information which may be relevant to the Prevent agenda.
- 2.7 Hartlepool Borough Council's Head of Community Safety and Engagement is a member of the Group and nominated representative of the Local Authority as the Prevent Lead on a Local Policing Area. In terms of governance, the Prevent Silver Group will be directed by, and in turn will report to the Cleveland Contest Gold Group, and the Local Authority representative on this group is the Council's Director of Regeneration and Neighbourhoods.

### **3. COUNTER TERRORISM LOCAL PROFILE (CTLP) 2014**

- 3.1 As outlined in Section 2.3, the Counter Terrorism Local Profile (CTLP) is a statutory requirement and is produced by Cleveland Special Branch to provide an understanding of the local threat and risk to Cleveland in terms of violent extremism, on a Cleveland wide and district level. The CTLP also analyses potential risks to community cohesion emanating from those who may not endorse violence but whose rhetoric could create an environment in which violent extremism could flourish.
- 3.2 The information used to develop the CTLP includes analytical products, open source material and intelligence gathered through partner agencies over a 12 month period. Based on the four principles of the Contest Strategy, potential threats have also been broadly aligned with the Cleveland Counter Terrorism and Domestic Extremism Priorities, which encompasses the following areas:



- International Terrorism (including Al-Qaeda, Overseas Travel, Fundraising, Lone Actors and Radicalisers);
- Terrorism relating to Northern Ireland;
- Domestic Extremism (encompassing Extreme Right and Left Wing and Animal Rights and Environmentalists);
- Significant Community Tensions; and
- Emerging Threats / Single Issue Groups.

- 3.3 In the context of Prevent, the CTLP has identified that the majority of cases that have presented themselves on a local level have been in respect of individuals expressing Far Right views, with limited dealings regarding individuals with an international terrorism perspective. Hartlepool also has one of the lowest levels of racially motivated offences across the Cleveland area.
- 3.4 The CTLP will underpin the development and setting of the Prevent Silver Group's Action Plan, which is due to be finalised in September 2014. This will be undertaken alongside an analysis of the Prevent work that is currently being undertaken on a Local Authority level which includes seeking to address any intelligence gaps, assessing training requirements and reviewing engagement with local communities, particularly focussing on the Prevent agenda. An update on progress will be reported at a future meeting of the Safer Hartlepool Partnership.

#### **4. RECOMMENDATIONS**

- 4.1 The Safer Hartlepool Partnership is requested to note the progress of the recently formed Cleveland wide Prevent Silver Group to date, including activity associated with the Counter Terrorism Local Profile (CTLP) 2014.

#### **5. REASONS FOR RECOMMENDATIONS**

- 5.1 Creating confident, cohesive and safe communities is a strategic priority for the Safer Hartlepool Partnership.
- 5.2 As outlined within the Contest and Prevent Strategies (2011), Local Authorities are the responsible body for the delivery of the Prevent agenda.

#### **6. BACKGROUND PAPERS**

- 6.1 Contest Strategy (2011): <https://www.gov.uk/government/collections/contest>
- 6.2 Prevent Strategy (2011): <https://www.gov.uk/government/publications/prevent-strategy-2011>

## 7. CONTACT OFFICERS

Denise Ogden  
Director of Regeneration and Neighbourhoods  
Hartlepool Borough Council  
Regeneration and Neighbourhoods  
Civic Centre (Level 3)  
Email: [Denise.Ogden@Hartlepool.gov.uk](mailto:Denise.Ogden@Hartlepool.gov.uk)  
Tel: 01429 523300

Clare Clark  
Head of Community Safety and Engagement  
Hartlepool Borough Council  
Regeneration and Neighbourhoods  
Civic Centre (Level 4)  
Email: [Clare.Clark@hartlepool.gov.uk](mailto:Clare.Clark@hartlepool.gov.uk)  
Tel: 01429 523100



# SAFER HARTLEPOOL PARTNERSHIP

18<sup>th</sup> July 2014



**Report of:** Head of Community Safety and Engagement

**Subject:** SAFER HARTLEPOOL PARTNERSHIP  
PERFORMANCE

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## 1. PURPOSE OF REPORT

- 1.1 To provide an overview of Safer Hartlepool Partnership performance for 2013/14.

## 2. BACKGROUND

- 2.1 The refreshed Community Safety Plan 2011-14 published in 2013 outlined the Safer Hartlepool Partnership strategic objectives, annual priorities and key performance indicators 2013/14.
- 2.2 The report attached (**Appendix 1**) provides an overview of Safer Hartlepool Partnership performance during 2013/14, comparing end of year performance to the previous year 2012/13, where appropriate.

## 3. RECOMMENDATIONS

- 3.1 The Safer Hartlepool Partnership note and comment on partnership performance in 2013/14

## 4. REASONS FOR RECOMMENDATIONS

- 4.1 The Safer Hartlepool Partnership is responsible for overseeing the successful delivery of the Community Safety Plan 2011-14.

## 5. EQUALITY AND DIVERSITY CONSIDERATIONS

- 5.1 There are no equality or diversity implications.



**6. SECTION 17 OF THE CRIME AND DISORDER ACT 1998  
CONSIDERATIONS**

6.1 There are no Section 17 implications.

**7. BACKGROUND PAPERS**

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

Safer Hartlepool Partnership – Community Safety Plan 2011-14  
([http://www.saferhartlepool.co.uk/downloads/file/65/safer\\_hartlepool\\_partnership\\_plan-year\\_3-2011-2014](http://www.saferhartlepool.co.uk/downloads/file/65/safer_hartlepool_partnership_plan-year_3-2011-2014))

**8. CONTACT OFFICER**

Clare Clark  
Head of Community Safety and Engagement  
Hartlepool Borough Council  
Civic Centre  
Level 4  
[Clare.Clark@hartlepool.gov.uk](mailto:Clare.Clark@hartlepool.gov.uk)

**Safer Hartlepool Partnership Performance Indicators  
2013-14****Strategic Objective: Reduce Crime & Repeat Victimisation**

Indicator Name	Baseline 2012/13	Local Directional Target 2013-14	2013/14	Actual Difference	% Difference
All Recorded Crime	6,491	Reduce	6,193	-298	-4.6%
Domestic Burglary	295	Reduce	266	-29	-9.8%
Vehicle Crime	410	Reduce	447	37	9.0%
Shoplifting	774	Reduce	844	70	9.0%
Local Violence	1,256	Reduce	1,081	-111	-13.9%
Repeat Incidents of Domestic Violence - MARAC	22%	Reduce	34%	15	68.2%

**Strategic Objective: Reduce the harm caused by Drugs and Alcohol**

Indicator Name	Baseline 2012/13	Local Directional Target 2013-14	2013/14	Actual Difference	% Difference
Number of substance misusers going into effective treatment – Opiate	690	3% Increase	694	4	0.6
Proportion of substance misusers that successfully complete treatment - Opiate	7.6%	12%	5%	-	-2.6%
Proportion of substance misusers who successfully complete treatment and represent back into treatment within 6 months of leaving treatment	15%	10%	28%	-	13%
Perceptions of people using or dealing drugs in the community	30% (2008)	Reduce	29% (2013)	-	-1.0%
Reduction in the rate of alcohol related harm hospital admissions	M: 2378 F: 1157 (2011/12)	Reduce	M: 2378 F: 1106 (2012/13)	-	M: 0% F: -4%
Number of young people found in possession of alcohol	124	Reduce	109	15	4.5%

**Strategic Objective: Create Confident, Cohesive and Safe Communities**

Indicator Name	Baseline 2012/13	Local Directional Target 2013-14	2013/14	Actual Difference	% Difference
Perceptions of Anti-social Behaviour	29%	Reduce	Measurement to be defined		
Perceptions of drunk or rowdy behaviour as a problem	28% (2008)	Reduce	19% (2013)	-	-9.0%
Anti-social Behaviour Incidents reported to the Police	6,813	Reduce	7,482	669	9.8%
Deliberate Fires	212	Reduce	273	61	28.7%
Criminal Damage to Dwellings	491	Reduce	449	-42	-9%
Hate Incidents	101	Increase	108	7	7%

**Strategic Objective: Reduce Offending & Re-Offending**

Indicator Name	Baseline 2012/13	Local Directional Target 2013-14	2013/14	Actual Difference	% Difference
Re-offending rate of young offenders	1.13 (44 offences) (39 offenders)	Reduce	1.3 (58 offences) (46 offenders)		
First-Time Entrants to the Criminal Justice System	61	Reduce	50	-11	-18%
Re-offending rate of Prolific & Priority Offenders	2.4 (94 convictions)	Reduce	2.8 (115 convictions)	21	22.3%
Re-offending rate of High Crime Causers	7.8 (255 convictions)	Reduce	6.3 (197 convictions)	-58	-22.7%
Number of Troubled Families engaged with	97	242	242		
Number of Troubled Families where results have been claimed	0	121	156		

**Recorded Crime in Hartlepool**  
**April 2013 – March 2014**

Publicly Reported Crime (Victim Based Crime)				
Crime Category/Type	2013-14	2012-13	Change	% Change
<b>Violence against the person</b>	<b>1081</b>	<b>1256</b>	<b>-175</b>	<b>-13.9%</b>
Violence with injury	627	738	-111	-15.0%
Violence without injury	454	518	-64	-12.4%
<b>Sexual Offences</b>	<b>82</b>	<b>75</b>	<b>7</b>	<b>9.3%</b>
Rape	32	39	-7	-17.9%
Other Sexual Offences	50	36	14	38.9%
<b>Acquisitive Crime</b>	<b>3027</b>	<b>2948</b>	<b>79</b>	<b>2.7%</b>
Domestic Burglary	266	295	-29	-9.8%
Other Burglary	341	382	-41	-10.7%
Robbery – Personal	24	27	-3	-11.1%
Robbery - Business	10	9	1	11.1%
Vehicle Crime (Inc Inter.)	447	410	37	9.0%
Shoplifting	844	774	70	9.0%
Other Acquisitive	1095	1051	44	4.2%
<b>Criminal Damage &amp; Arson</b>	<b>1250</b>	<b>1381</b>	<b>-131</b>	<b>-9.5%</b>
<b>Total</b>	<b>5440</b>	<b>5660</b>	<b>-220</b>	<b>-3.9%</b>
Police Generated Offences (Non -Victim Based Crime)				
Crime Category/Type	2013-14	2012-13	Change	% Change
<b>Public Disorder</b>	<b>199</b>	<b>212</b>	<b>-13</b>	<b>-6.1%</b>
<b>Drug Offences</b>	<b>436</b>	<b>425</b>	<b>11</b>	<b>2.6%</b>
Trafficking of drugs	87	90	-3	-3.3%
Possession/Use of drugs	349	335	14	4.2%
<b>Crime Prevented/Disrupted</b>	<b>89</b>	<b>102</b>	<b>-13</b>	<b>-12.7%</b>
<b>Other State based/Non Victim</b>	<b>29</b>	<b>33</b>	<b>-4</b>	<b>-12.1%</b>
<b>Total Police Generated Offences</b>	<b>753</b>	<b>772</b>	<b>-19</b>	<b>-2.5%</b>
<b>Fraud &amp; Forgery</b>	<b>0</b>	<b>59</b>	<b>59</b>	<b>-100.0%</b>
<b>TOTAL RECORDED CRIME IN HARTLEPOOL</b>	<b>6193</b>	<b>6491</b>	<b>-298</b>	<b>-4.6%</b>

**Recorded Crime in Cleveland – April 2013 – March 2014**

Publicly Reported Crime (Victim Based Crime) 2013-14										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
<b>Violence against the person</b>	<b>1081</b>	<b>11.9</b>	<b>1001</b>	<b>7.5</b>	<b>2270</b>	<b>16.7</b>	<b>1740</b>	<b>9.3</b>	<b>6092</b>	<b>11.1</b>
Violence with injury	627	6.9	638	4.8	1314	9.7	1018	5.4	3597	6.6
Violence without injury	454	5.0	363	2.7	956	7.0	722	3.8	2495	4.5
<b>Sexual Offences</b>	<b>82</b>	<b>0.9</b>	<b>119</b>	<b>0.9</b>	<b>179</b>	<b>1.3</b>	<b>200</b>	<b>1.1</b>	<b>580</b>	<b>1.1</b>
Rape	32	0.4	46	0.3	57	0.4	69	0.4	204	0.4
Other Sexual Offences	50	0.5	73	0.5	122	0.9	131	0.7	376	0.7
<b>Acquisitive Crime</b>	<b>3027</b>	<b>33.2</b>	<b>4462</b>	<b>33.3</b>	<b>7186</b>	<b>52.8</b>	<b>5826</b>	<b>31.0</b>	<b>20501</b>	<b>37.3</b>
Domestic Burglary	266	6.6	359	6.0	842	14.7	433	5.5	1900	8.0
Other Burglary	341	3.7	774	5.8	810	5.9	722	3.8	2647	4.8
Robbery – Personal	24	0.3	38	0.3	109	0.8	57	0.3	228	0.4
Robbery - Business	10	0.1	10	0.1	10	0.1	10	0.1	40	0.1
Vehicle Crime (Inc Inter.)	447	4.9	656	4.9	1245	9.1	805	4.3	3153	5.7
Shoplifting	844	9.3	1068	8.0	1971	14.5	1482	7.9	5365	9.8
Other Acquisitive	1095	12.0	1557	11.6	2199	16.2	2317	12.3	7168	13.1
<b>Criminal Damage &amp; Arson</b>	<b>1250</b>	<b>13.7</b>	<b>2028</b>	<b>15.1</b>	<b>2360</b>	<b>17.3</b>	<b>2238</b>	<b>11.9</b>	<b>7876</b>	<b>14.3</b>
<b>Total</b>	<b>5440</b>	<b>59.7</b>	<b>7610</b>	<b>56.8</b>	<b>11995</b>	<b>88.1</b>	<b>10004</b>	<b>53.2</b>	<b>35049</b>	<b>63.8</b>
Police Generated Offences (Non -Victim Based Crime)										
Crime Category/Type	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop	Crime	Per 1,000 pop
<b>Public Disorder</b>	<b>199</b>	<b>2.2</b>	<b>265</b>	<b>2.0</b>	<b>559</b>	<b>4.1</b>	<b>328</b>	<b>1.7</b>	<b>1351</b>	<b>2.5</b>
<b>Drug Offences</b>	<b>436</b>	<b>4.8</b>	<b>277</b>	<b>2.1</b>	<b>717</b>	<b>5.3</b>	<b>526</b>	<b>2.8</b>	<b>1956</b>	<b>3.6</b>
Trafficking of drugs	87	1.0	49	0.4	88	0.6	87	0.5	311	0.6
Possession/Use of drugs	349	3.8	228	1.7	629	4.6	439	2.3	1645	3.0
<b>Crime Prevented/Disrupted</b>	<b>89</b>	<b>1.0</b>	<b>93</b>	<b>0.7</b>	<b>183</b>	<b>1.3</b>	<b>107</b>	<b>0.6</b>	<b>472</b>	<b>0.9</b>
<b>Other State based/Non Victim</b>	<b>29</b>	<b>0.3</b>	<b>34</b>	<b>0.3</b>	<b>36</b>	<b>0.3</b>	<b>37</b>	<b>0.2</b>	<b>136</b>	<b>0.2</b>
<b>Total Police Generated Offences</b>	<b>753</b>	<b>8.3</b>	<b>669</b>	<b>5.0</b>	<b>1495</b>	<b>11.0</b>	<b>998</b>	<b>5.3</b>	<b>3915</b>	<b>7.1</b>
<b>Fraud &amp; Forgery</b>	<b>0</b>	<b>0.0</b>	<b>3</b>	<b>0.0</b>	<b>11</b>	<b>0.1</b>	<b>5</b>	<b>0.0</b>	<b>19</b>	<b>0.0</b>
<b>TOTAL RECORDED CRIME</b>	<b>6193</b>	<b>68.0</b>	<b>8282</b>	<b>61.8</b>	<b>13501</b>	<b>99.2</b>	<b>11007</b>	<b>58.6</b>	<b>39523</b>	<b>72.0</b>

**Anti-social Behaviour in Hartlepool**  
**April 2013 – March 2014**

Incident Category	Apr 12 – Mar 13	Apr 13 - Mar 14	Change	% Change
AS21 - Personal	2258	1837	-421	-18.6%
AS22 - Nuisance	4340	5400	1060	24.4%
AS23 - Environmental	215	245	30	14.0%
<b>Total</b>	<b>6813</b>	<b>7482</b>	<b>669</b>	<b>9.8%</b>

**Anti-social Behaviour in Cleveland**  
**April 2013 – March 2014**

Incident Category	HARTLEPOOL		REDCAR		MIDDLESBROUGH		STOCKTON		CLEVELAND	
	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop	ASB	Per 1,000 pop
AS21 - Personal	1837	20.2	2338	17.5	3151	23.0	3403	18.1	10808	19.7
AS22 - Nuisance	5400	59.3	6863	51.2	9002	65.8	9440	50.2	30932	56.3
AS23 - Environmental	245	2.7	331	2.5	342	2.5	428	2.3	1356	2.5
<b>Total</b>	<b>7482</b>	<b>82.1</b>	<b>9532</b>	<b>71.2</b>	<b>12495</b>	<b>91.4</b>	<b>13271</b>	<b>70.6</b>	<b>43095</b>	<b>78.5</b>
<b>Year on Year Comparison</b>	<b>Increased by 9.8%</b>		<b>Increased by 6.9%</b>		<b>Increased by 7.3%</b>		<b>Increased by 9.5%</b>		<b>Increased by 8.32%</b>	