Safer Hartlepool Partnership – March 2015

PCC Scrutiny Meeting (Partnerships and Commissioning)
March 2015
Safer Hartlepool Partnership Progress Update

1 BACKGROUND

1.1 During 2014/15 the Police and Crime Commissioner has contributed towards initiatives that aim to tackle Safer Hartlepool Partnership priorities around addressing high levels of anti-social behaviour; supporting victims of domestic abuse; and reducing re-offending. The following provides an update on progress in relation to each of these areas of work.

2 ANTI-SOCIAL BEHAVIOUR – ASSERTIVE OUTREACH PROJECT

2.1 The Assertive Outreach project is delivered by the Belle Vue Community and Youth Centre in Hartlepool. It is delivered in an intelligence led and reactive manner, providing short term intervention in anti-social behaviour hotspot locations identified by partnership information and analysis and determined and reviewed at monthly multi-agency neighbourhood ward priority meetings.

2.2 Over the last three months the project has been operating in various anti-social behaviour hotspot locations (19) across the town, as listed below:

- Burn Valley Gardens and surrounding area (Burn Valley)
- Belle Vue Estate – Lakeland Walk, Borrowdale Street, Winter Close (Foggy Furze)
- Bishop Cuthbert (Hart)
- Burbank Estate (headland and harbour)
- Manor House – St Patricks Shops and surrounding residential area (Manor House)
- Murray Street (Victoria)
- Dyke House Estate – Allerton Close, Milbank Road (Jesmond)
- Jutland Road area including Seaton Lane (Seaton)
• Ward Jackson Park (Rural West)
• Summerhill (Manor House)
• Clavering (Hart)
• Woodcutter /Rift House (Foggy Furze)
• Lynnfield (Victoria)
• Shakespeare ave area (Foggy Furze)
• Rossmere way (Rossmere)
• Hartlepool Marina (Headland and Harbour)

2.3 Between April 2014 and November 2014 the project has made 2020 contacts with young people in Hartlepool where outreach staff have directly engaged with young people, signposting them to alternative provision, and encouraging engagement with diversionary and educational activities - including sign up to the National Citizenship Scheme (NCS), Action Up, and the local COOL project.

2.4 The project was shortlisted for the Youth Work Team of the year award from the Regional Youth Work Unit North East in recognition of the work they have undertaken with young people in the town and their annual report outlining their main achievements is attached at Appendix A for information.

2.7 Whilst challenging unruly behaviour is an essential aspect of the work of the Targeted Outreach project the health and well-being of young people remains of paramount importance. As such the promotion of safety messages in relation to risk taking behaviour and substance misuse is an integral part of the work undertaken by the targeted outreach team with referrals being made into specialist services where appropriate.

2.8 Spend for this project is on target and activities are meeting commissioning expectations with added value being provided to other services in Hartlepool delivering on the community safety and children’s health and well-being agenda. Following the success of the project and the PCCs contribution to the project over the next 2 years the targeted youth outreach element will continue as part of a comprehensive package of youth activities commissioned by Hartlepool Borough Council.

3 DOMESTIC ABUSE – HARTLEPOOL INDEPENDENT DOMESTIC VIOLENCE ADVISOR (IDVA)

3.1 The accredited IDVA service, provided by Harbour, works with high risk victims of domestic violence with referrals into the service coming from the Multi-agency Risk Assessment Conference’s (MARAC’s) and/or the Specialist Domestic Violence Courts that operates at Hartlepool Magistrates court.
3.2 Latest data available for 2014/15 shows that the Hartlepool IDVA service has received 155 individual referrals up to quarter 3 of the financial year. Female victims continue to account for the majority of referrals although male victim referrals are evident (8). The highest proportion of referrals continues to be from the 19-35 age group and almost without exception clients described themselves as white British.

3.3 CAADA insights data for the 12 month period to October 2014 demonstrates a number of positive outcomes for those involved with the service during that period as follows:

- 78% of those accessing the service feel somewhat/much safer as a result of receiving the service
- 72% said that their quality of life had improved much/a little as a result of receiving the service
- 100% reported being very confident/confidence in accessing support

3.4 The number of domestic related crimes and incidents recorded by Cleveland Police reveal a decrease in 2013/14 compared to the previous year by 18% and 8% respectively. However the repeat MARAC (Mult-agency Risk Assessment Conference cases) rate has increased. During the summer of 2014 all four Cleveland MARACs were quality assessed by CAADA and potential actions to support the further development of Hartlepool MARAC will be overseen by the Safer Hartlepool Partnership Domestic Violence Strategic Group.

3.5 Other Safer Hartlepool Partnership activity undertaken to combat Domestic Violence and Abuse in line with the local Domestic Violence and Abuse Strategy 2012-15 includes:

(a) Prevention and Early Intervention

One of the key strands of the Preventative and Early Intervention work is to increase awareness of domestic violence and abuse across agencies and communities. As such work is ongoing to disseminate key messages in relation to domestic abuse linked to national and local campaigns, along with several pieces of work being undertaken to promote healthy relationships. This includes the Healthy Relationship Programme in schools, the Rainbow Respect sessions run by Harbour in conjunction with Hart Gables targeted at the LGBT community, and further targeted work with 16-24 year olds at risk of being victims or perpetrators of domestic abuse. Further awareness raising with year 8 pupils was also
undertaken through the annual ASBAD event in February 2015 involving 10000 pupils with all secondary schools participating in this event.

Improving information sharing and the early identification of children and families affected by domestic violence and abuse is underway with the assistance of funding from the Police and Crime Commissioners Competed Fund. The best practice evidenced in Operation Encompass is providing the starting point to the development of a North Tees multi-agency information sharing hub (MASH). In the initial stages this will focus on improving the timely sharing of information between the Police, Schools, and Childrens services to ensure that children are appropriately supported in the school setting following an incident at a home the previous day. Operation Encompass will be officially launched on 26 March 2015.

In recognition of the fact that employers have a key role to play in ensuring victims of domestic violence and abuse receive appropriate support, a domestic violence and abuse policy has also been drafted and is currently being considered by Hartlepool Borough Council. Once the policy is in place further work will be undertaken by the Councils Public Health team to disseminate the policy across the Borough to other employers whether in the public, private, or voluntary sectors.

(b) Provision of Services

To improve partnership working, and achieve better outcomes for victims, specialist domestic violence services have been corporately commissioned by Hartlepool Borough Council since 2012. The commissioned service currently includes:

- Community Outreach Service
- Support Refuge Accommodation
- Independent Domestic Violence Advisor (IDVA) Service
- Counselling Service
- Male Perpetrator Programme
- Work in Childrens Early Intervention Locality Teams

In addition to the core service several separate pieces of work have also been commissioned this year such as the Healthy Relationships Programme in schools, GP sessions to raise awareness of Domestic Violence and Abuse; work with the LGBT community; and provision of link worker based within the hospital setting.

A review of the commissioned service delivered by Harbour was undertaken in the autumn and winter of 2014. The conclusions drawn from the review are that the service is performing well in responding to victims of domestic violence and abuse, and that that there is a good take up of services with numbers likely to increase in the future.
There is also some evidence to suggest that individuals have increased confidence in disclosing domestic violence and abuse, and are doing so at an earlier stage, with those benefiting from the service advocating the co-ordinated response received, and reporting reductions in risk and improvements to their feelings of safety and well-being.

The review also found that the service is being delivered by staff with appropriate expertise and training, empathetic to the needs of service users, with their safety and needs being at the centre of the service provided. Equally, the service is working well in partnership with agencies on a local level with criminal justice outcomes being evident.

Some areas have been identified where the service could be improved such as strengthening referral pathways in relation to substance misuse and mental health services; increasing the number of participants on the men’s programme; and improving current recording practices.

The provision of a ‘specialist children and young people’s service’ for children or young people living with domestic violence and abuse in their family is identified as a desirable development of the service, and some aspects of the service appear to be under resourced such as the Refuge service and the Independent Domestic Violence Advisor Service.

The report and recommendations will be presented at the next Safer Hartlepool Partnership Domestic Violence and Abuse Strategic Group meeting in March 2015.

Similar to other local authority areas across Tees, Hartlepool Borough has recently been successful in an application for funding from central government to strengthen refuge provision in Hartlepool.

(c) Partnership Working

Steps to improve Partnership working this year have focused on concerns around the low level of referrals from health professionals into the specialist domestic violence service. The lack of health referrals was identified by the contract management group as a cause for concern, and has also been highlighted in local and national Domestic Homicide Reviews as a gap that needs to be addressed.

In April 2014 a Domestic Violence Health Link worker jointly funded through Hartlepool and Stockton Public Health Departments was appointed to work in the hospital setting to raise awareness of the signs of domestic violence and abuse, and make appropriate referrals, and in May Harbour staff delivered an awareness raising session at Sandwell Park to both staff and patients.
As a result of the link worker 37 potential DV cases were flagged for the period May-December 2014 this compares to just 14 cases for the years 2007-2011.

In August 2014 Domestic Abuse routine enquiry training for sexual health practitioners was also delivered. All sexual health clients across Tees will be routinely screened where Domestic Violence and Abuse as an issue is disclosed and with the consent of the victim a referral to local support services will be made.

(d ) Justice outcomes and risk reduction

CAADA Insights data for the six month period to April 2014 provides some encouraging results in relation to the criminal justice process suggesting that of the 38% of clients making a report to the Police, three quarters resulted in a charge. The Crown Prosecution Service proceeded with 100% of cases in which a charge was made, with 92% of cases being heard in the local Specialist Domestic Violence Court, and 17% of clients being granted special measures. A conviction was secured in 92% of cases, and a restraining order was imposed in 64% of cases.

Early 2014 also saw the introduction of new powers for the Police in an effort to improve responses to domestic violence and abuse, and to reduce the risk of domestic violence and abuse occurring in the first place in the form of Domestic Violence Protection Orders (DVPOs), and a Domestic Violence Disclosure Scheme (DVDS).

Hartlepool figures show, 11 requests for Domestic Violence Disclosures with 3 made and 11 applications for Domestic Violence Protection Orders with 10 being granted.

Despite some positive outcomes being achieved for victims of domestic violence an abuse, Hartlepool had its second domestic homicide in early 2014. In line with its statutory obligations under section 9 of the Domestic Violence, Crime and Victims Act (2004) which came into force in April 2011 the Safer Hartlepool Partnership has undertaken a Domestic Homicide Review. One of the key actions following this review will be to ensure that lessons learnt from the review are implemented and widely disseminated.

4 REDUCING RE-OFFENDING - INTEGRATED OFFENDER MANAGEMENT SCHEME

4.1 The Cleveland Single Integrated Offender Management Group continues to meet with the aim of developing and implementing a single IOM across Cleveland. The concept of an IOM hub, and the development of a standardised selection process and matrix that will provide a measure of consistency across Tees and at the same
time the flexibility to address local priorities, has the support of all four CSP Leads who have agreed that this should include a Police Sergeant, Restorative Justice Co-ordinator, Prison Officers, Performance Officer, and CRC member of staff.

4.4 The hub is located at Holme House prison to facilitate closer working relationships with the prison and Community Rehabilitation Company which provides “through the gate” services ensuring continuity of services for offenders in custody and the community. A Restorative Justice Co-ordinator has been recruited and recruitment for a performance officer is currently underway via Cleveland Police.

4.5 Discussions have taken place on selection of the IOM cohort 2015/16 but this requires further clarification going forward.

4.6 Hartlepool Public Health has re-commissioned the Hartlepool drug and alcohol service which continues to include a criminal justice interventions team to work with offenders with substance misuse issues.

4.7 The local reducing reoffending strategy was approved by the partnership in November 2014 and a local reducing reoffending group meets on quarterly basis to oversee implementation. For information the strategy and action plan is attached at Appendix B.

This project was funded by the Safer Hartlepool Partnership, with a view to targeting and engaging young people on the streets of Hartlepool involved in, or at risk of becoming involved in, Anti Social Behaviour.

By working closely alongside Neighbourhood Policing Teams and the Anti Social Behaviour Unit, information is gleaned to determine where the young people gather and what the issues are.

From this information teams are then sent out to these areas to try and engage with the young people and develop ideas for activities of projects that will divert them from their involvement in potentially criminal activity.

The year has been extremely successful, with teams engaging with hundreds of young people across the town, more often than not on a regular basis. This has resulted in a total number of engagements reaching the thousands across the year.

Work delivered ranges from simple information giving, advice and guidance on a wide range of issues affecting young people to working with and developing skills that have enabled groups of young people to access other activities such as sports events, targeted groups and attendance in youth provision.

We are now recognised on the streets by a vast amount of young people who are more than willing to approach us and discuss the issues they face. Wherever possible we try to help and support them.
The Outreach Project expectations were to target young people on the streets of Hartlepool who were involved in anti social behaviour or at risk of becoming involved in this.

Aims:
To positively engage young people, creating opportunities for learning, growth and development allowing young people to have ownership of projects and gaining a new perspective allowing for change.

Street Work:
This is the mainstay of our work; we meet and make contact with young people and develop relationships built on mutual trust, respect and listening. This provides an important opportunity to get to know the most hard to reach young people and offer information, support and guidance and to discuss the issues important to them.

Developing the Work:
From this contact we worked together with young people to develop a variety of activities including cool projects, residential opportunities, small group work, involvement in NCS, enterprising opportunities and others.
The staffing structure consists of a Senior Youth Coordinator who oversees the project and manages the Targeted Outreach Project Coordinator. Both are active on the streets alongside 8 regular members of staff and 2 who cover sickness and holidays.

Barry Kennedy  
**Senior Youth Project Coordinator**  
Barry has had 12 years experience working with young people. He now oversees all of the youth projects ran and delivered from the Belle Vue Centre and is also willing to deliver on projects when required.

Susan Rowley  
**Targeted Outreach Project Coordinator**  
Sue has over 15 years experience working with young people and has extensive experience in working with disengaged youth and has also supported families and has facilitated numerous parenting programmes across Hartlepool.
Outreach Staff

Karl Nunn

Simone Ward

Anth McPartlin

Nicola Pearson

Sophie Kenny

Lynette stokes

Glen Kilby

James Naylor
**Outreach Staff**

**Karl Nunn** — Karl is a qualified youth worker to level 3 and is a full time youth worker at the Belle Vue centre working across a variety of projects for young people. He has delivered on NCS since the pilot programme in 2011 and is a team leader in this role. He was nominated and shortlisted for the youth worker of the year award at the Regional Youth Work Unit awards, and came runner up last year.

**Simone Ward** — Simone is a team Leader for Princes Trust and works at Belle Vue on an evening for the outreach project and youth club activity project. She has been a Belle Vue member of staff for more than 8 years and is a fantastic mentor for new staff members, due to her tenacity and dedication to young people.

**Anth McPartlin** — Anth is a qualified sports coach, who has delivered sport activities in primary and secondary schools. He is involved in the Cool Project delivering activities to a wide range of young people and has been a team mentor delivering NCS. He also works in the youth club.

**Glen Kilby** — Glen works in Primary School and is a qualified youth worker to level 3. He has delivered numerous activities to a diverse range of young people. He is also involved with the COOL Project and works in the youth club.

**Sophie Kenny** — Sophie has worked in the youth club for a number of years and is a valued member of the outreach team. She has been heavily involved in NCS and was nominated for and won best team mentor for her patience and dedication to the work.

**Nicola Pearson** — Nick is a dedicated member of our team and is a qualified youth worker who came to us from Barnados and has over 15 years experience in working with young people in groups or on a one to one basis.

**James Naylor** — James is a fairly new member of the team who is working toward level three youth work qualification. James is proving to be a real asset to the team who has shown commitment and dedication to the work. He also runs some of the COOL sessions and works in Belle Vue Youth Club.

**Lynette Stokes** — Lynette is a valued member of the team who is also working toward level three youth work qualification. Lynette used to attend Belle Vue Youth Centre and then went onto volunteer in the Youth Club. Since then she has worked with other youth organisations across Hartlepool and re-joined Belle Vue workforce last year.
Links have been made with several other organisations/agencies to ensure best possible outcomes for the young people we meet.

These include:

- **The Cool Project** - This is a collaborative sports based project made up of several partners and delivered in various areas of the town dependant on the needs and requirements of the young people.

- **Resident Associations** - Links have been made within communities with local residents and associations to offer support were needed and to reassure residents that services are listening to them and are being reactive.

- **Several initiatives within the Safer Hartlepool Partnership**, including: **RESTORE**—Hartlepool's new Restorative Justice initiative, Mediation, Community Alcohol Partnership, Think Families Think Communities and others.

- **Neighbourhood Policing Teams**—this is to determine where the young people are gathering and allows us to go in and use a youth work approach to develop relationships and divert the young people from involvement in criminal behaviour.
During this year our staff have delivered on the NCS programme, over the Summer. Some of the recruitment for these projects has been from outreach, meeting with young people on the streets, informing them of the project and signposting them onto NCS. They all enjoyed residential involving team building skills, outdoor challenges, camping and meeting new people from different social circles.

Most young people went on to deliver meaningful social action projects in the local community and felt a great sense of pride and achievement.

Some young people have developed their skills further by joining enterprising projects and planning events for young people to access in the community.

Comments from some of the young people diverted to NCS by the Outreach team have all been positive such as “It’s the best thing I’ve ever done”.
The Fens Cool Project was set up due to a high level of anti social behaviour on Friday evenings. We delivered structured sports activities on the community field behind Fens School between 5pm and 8pm.

This was heavily attended with often 25 young people using the facilities we provided. 10 of the group attended a Hartlepool United Football match together after we received free tickets.

A high number of young people attending the COOL sessions were recruited by the Outreach Team, who regularly came across young people playing football on the streets, sometimes causing damage to parked cars etc. Once the young people were offered an alternative to playing football in the street they embraced it and attended COOL regularly.
Pop up sport sessions ran by Targeted Outreach staff in Ward Jackson Park and Rossmere have been hugely successful throughout the summer and are to be continued in Spring 2015.

Several groups of young people have benefitted from pop up sport sessions in local parks. These sessions were a direct result of discussions with different groups of young people engaged with in local parks across Hartlepool. The staff recognised that some young people do not want to go to structured sessions like COOL etc. but may participate if the sessions went to them. These sessions were extremely well attended with upwards of 20-30 young people participating in any one session, some of the sports offered to the young people were Frisbee, football and rounder's. Although the main focus of these sessions was the activity provided, they gave the staff the foundation from which they could build rapport with young people and gain their confidence which resulted in some really good outcomes such as one group who then went on to attend sessions at the Belle Vue Youth Club on a weekly basis, and then on to attend their local youth club.
This group ran over almost 3 months after it was identified through staff that they were drinking alcohol on a regular basis and causing a nuisance to local residents. Furthermore once the young people were engaged and spoken with it emerged that there were other issues within the group, such as sex education and social skills etc.

After consultation between staff, young people and parents it was decided to run a social skills programme which would inform and give the young people the relevant information to guide them in making positive life choices.

The sessions were very well attended with fifteen young people participating.

The local PCSO's were invited to one of the sessions and spoke with the group, which helped build a good rapport with the local police and gave the young people a better insight into what anti social behaviour means. Other sessions included healthy eating, sex education and relationships.

The young people had a great time in the sessions and have asked for more structured, informative sessions within their youth club.
2020 young people across Hartlepool have been engaged by the Targeted Outreach Team over the past year, resulting in hundreds of young people being diverted into positive activities such as the COOL Project, National Citizenship Service, Action Up, Youth Centres, Activity Centres and numerous other positive activities across the town.
The team have attended School Assemblies throughout Hartlepool to inform young people of the work they carry out on the streets of Hartlepool and the diversionary activities available to them.

This is without question the most important part of our role. Hundreds of topics are discussed and deliberated on and many young people have been signposted to provision that can meet their specific needs.

We often meet with large groups particularly on Friday evenings, and spend a large chunk of the evening with them discussing lots of issues important to them, the subjects can vary but young people feel they need to have a voice and are able to discuss issues no matter how insignificant they might seem.

We will support young people to access any additional services wherever required.
The outreach project was very fortunate to be shortlisted for the Youth Work Team of the year from Regional Youth Work Unit North East.

The application was completed, to give the staff a boost of confidence for the work they have done and to recognise their achievements.

The project was then contacted Youth Focus to inform them that they had been shortlisted for the award.

Staff at the Belle Vue Centre were thrilled to be invited to the awards ceremony, where several extremely worthy causes were given special awards.

Our team was thrilled to have been part of such an event and were even more thrilled to have been shortlisted for this award.
This year has developed on and expanded from last years successes, with lots of young people benefitting from all of the services we provide.

Not only this but they have also been able to access various other projects within the Belle Vue Centre.

Joint working has been strengthened, with regular correspondence with a variety of young peoples services within the town, along with local policing teams and the anti social behaviour team.

We have really enjoyed this year and we must not forget the fun and laughs had with lots of the young people we have met.

Seeing the development of young people is extremely rewarding and makes our jobs worthwhile.

We hope to continue with our work and developing our practice in the future.

For more information or to become involved in any future work we may deliver please contact:

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Hartlepool Reducing Re-offending Strategy

2014-2017

‘Breaking the cycle of offending by 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) set 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 no 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.
As part of these reforms on the 1\textsuperscript{st} June 2014, 21 Community Rehabilitation Companies (CRC) were established nationally, together with a new public sector National Probation Service (NPS). The NPS 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, each CRC will provide rehabilitative services under contract in each contract package area. Under the Ministry of Justice Transformation Operational Model new providers of services will be expected to integrate with existing local partnerships to make the new system work.

The Durham Tees Valley area has been identified as one contract package area and bids to run the new Community Rehabilitation Companies are currently being evaluated by the Ministry of Justice with an announcement in relation to contract winners expected before the end of 2014 and sale of the CRC to external providers expected to take place in early 2015.

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.

The Partnerships current approach to making Hartlepool safer is based around the following four strategic objectives:

- Reducing crime and repeat victimisation
- Reducing the harm caused by illegal drugs and alcohol
- Promoting confident, cohesive, and safe communities
• Reducing offending, and reoffending

Despite experiencing reductions in overall crime and anti-social behaviour in recent years, 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 Justice’s 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 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.

National and local research demonstrates that the application of ‘Desistance Theory’ has shown to significantly reduce reoffending rates. The principles of this theory include working with offenders in a forward focused way encouraging them to take more responsibility for a crime free future. For this approach to work it is essential that the community and agencies work together to support and recognise those that are making the effort by continuing to realise that they have choices and consequences about their actions, focusing on their strengths and positive identity rather than looking back at what someone has done wrong.

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 behaviour
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 is 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.
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

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

Review and streamline the Compass application process, including housing history

3 months prior to release from custody

Increase in the number of offenders being placed in appropriate accommodation

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.

Risk assessment agreed and in place

The risks to the community in relation to re-offending are shared and there is improved management of risk between agencies

| 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 |

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.
## Appendix B

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Action Plan</th>
<th>Outcome</th>
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<tbody>
<tr>
<td>1.4 Address unemployment and poor educational attainment in disadvantaged areas, to raise aspirations and challenge the cycle of offender behaviour across generations.</td>
<td>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</td>
<td>A network of employment and training providers is in place to raise aspirations of the Local residents in the Dyke House area</td>
</tr>
<tr>
<td>1.5 Improve offender mental health pathways through the early identification of problems and the early intervention of mental health /drug alcohol services.</td>
<td>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</td>
<td>Offenders with mental health /substance misuse problems have improved access to health and social services at the earliest opportunity</td>
</tr>
<tr>
<td>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 custody</td>
<td>Explore the introduction of a 'one-stop shop' to bring services and benefits directly together for offenders upon their release from custody</td>
<td>Offenders are provided with the services they need on release from custody to prevent them from reoffending and re-entering the...</td>
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</tbody>
</table>
### Appendix B

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<tr>
<th>custody particularly around benefits</th>
<th>release.</th>
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#### 1.7 Support families to maintain relationships where a family member receives a custodial sentence

Ensure as far as possible prison placements to be within the local area. Process for Team Around Meetings to be established across the custody setting, linking with Troubled Families agenda.

<table>
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<tr>
<th>prison system</th>
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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.

<table>
<thead>
<tr>
<th>Priority</th>
<th>Action</th>
<th>Progress Measure</th>
<th>Responsibility Resource</th>
<th>Timescale</th>
<th>Progress</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1</td>
<td>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</td>
<td>Ensure continuation of IOM model through the new Community Rehabilitation Company. 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</td>
<td>Number of PPOs/HCCs/DRR offenders supported through the IOM approach. Increased offender engagement with services and an increase in the breadth of sanctions used to ensure compliance with offender management plans</td>
<td></td>
<td></td>
<td>IOM cohort identified and receiving co-ordinated and intensive interventions to reduce their offending behaviour. Multi-agency holistic offender management plans are used by all agencies working with offenders incorporating criminogenic needs.</td>
</tr>
<tr>
<td>2.2 Embed a restorative approach to reducing re-offending and improving victim satisfaction with the punishment of offenders</td>
<td>Ensure restorative interventions are offered to all victims of crime.  Explore with Cleveland Police the further development of the extension of the triage service to adults  Those working with offenders to receive training in restorative interventions  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</td>
<td>Increase in the number of victims of crime receiving restorative interventions  Triage scheme developed with an increase in adult offenders receiving punishments outside of the court processes  Increase in the number of those working with offenders receiving training in restorative interventions  New agreement established for the continuance of Community Payback in Hartlepool in conjunction with the CRC, and HBCs Community Safety and Environmental Services  Toolbox Talk developed – increase in the number of HBC staff trained on how to interact with offenders have a increased awareness of the impact of their offending behaviour resulting in subsequent reductions in offending  Victims feel that justice has been done and have an improved satisfaction with the criminal justice process  Increased visibility in justice being done within the community setting and an increase in the number of offenders putting something back into the community</td>
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| 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 | 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.

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<thead>
<tr>
<th>Priority</th>
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<th>Progress measure</th>
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<th>Progress</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Improve the identification of the most problematic offenders.</td>
<td>Review the current Integrated Offender Management (IOM) selection and de-selection process.</td>
<td>Standardised matrix and selection/de-selection process in place that addresses local priorities and the criminogenic</td>
<td></td>
<td></td>
<td>Improved knowledge and effective management of offenders resulting in a reduction in the reoffending rate of the</td>
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### Appendix B

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