

STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE	Agenda Item No. 5
12 SEPTEMBER 2012	Public Report

Report of the Strategic Manager for Safer/Stronger Peterborough

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REDUCING REOFFENDING THROUGH BEHAVIOUR CHANGE

1. PURPOSE

- 1.1 The purpose of this report is to allow the Strong and Supportive Communities Scrutiny Committee to discharge its function as the Crime and Disorder Scrutiny Committee in accordance with the Crime and Disorder Act 1998 (as amended) by scrutinising the approach taken by the Community Safety Partnership to reduce reoffending within the City.

Crime and Disorder Act 1998

Continuing duties under Section 17 of the Crime and Disorder Act 1998 (as amended by the Police and Justice Act 2006) for the Police and Local Authorities.

‘Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent:

- (i) Crime and disorder in its area (including anti social behaviour and other behaviour adversely affecting the local environment) and,
- (ii) The misuse of drugs, alcohol and other substances in its area’

On 1st April 2012 statutory changes to Community Safety Partnerships (CSPs) under the Policing and Crime Act 2009 came into effect. As well as adding the Probation Service to the list of responsible authorities it provided a new duty to formulate and implement a strategy to reduce reoffending by adult and young offenders.

It also amends Section 17 of the Crime and Disorder Act to add a duty for certain defined Authorities to consider reducing reoffending in the exercise of all their duties. Defined Authorities for this purpose include:

- Peterborough Unitary Authority
- Cambridgeshire Constabulary
- Cambridgeshire Fire Authority
- NHS Peterborough
- Cambridgeshire Police Authority
- Cambridgeshire and Peterborough Probation Trust

2. RECOMMENDATIONS

- 2.1 For the Committee to scrutinise and endorse the approach taken by the Community Safety Partnership to reduce the number of victims of crime by reducing reoffending levels through behaviour change, suggesting improvements and alternative approaches where appropriate.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

3.1 The ambition of the Sustainable Community Strategy is to deliver a bigger and better Peterborough taking advantage of the inherent opportunities we have and at the same time tackling the challenges we face in order to deliver a higher quality of life for all. The approach to reducing reoffending sets out how the CSP will contribute to this overall vision and contribute to the outcome of:

- ‘Making Peterborough Safer’ – so that people of all ages and abilities can live, work and play in a prosperous and successful Peterborough without undue crime or fear of crime’.

4. BACKGROUND

4.1 2011 saw significant success in reducing the numbers of victims of crime within the City. To the end of July 2012, the rolling twelve month average shows a reduction in crime of 13.1% representing over **1300** fewer victims of crime. Whilst this is a significant improvement for the City there is much more work still to be done to reduce Peterborough’s traditionally high level of crime when compared to it’s peers.

4.2 The three-year Safer Peterborough Plan (2011-2014) is clear that the Partnership will be committed to tackling the **underlying causes of crime and offending** but **equally clear that those who continue** to break the law will be **targeted** with the full weight of the criminal justice system. It remains the Partnerships view that this approach will bring sustainable reductions in crime by preventing crime and escalation in offending further ‘upstream’.

4.3 The Partnership will therefore **continue to support** our statutory agencies in delivering their own core function but will co-ordinate and lead on the work where it feels it can **provide the biggest impact – that of prevention**. The Police alone cannot be responsible for reducing crime; HM Prison and Probation Services alone cannot reduce reoffending rates. A number of factors affect offending and reoffending. Offenders typically have multiple issues within their lifestyle that are drivers for their offending. It has been found that of those adult offenders in prison

- 33% have at some point been in care
- 90% have at some point been excluded from school
- 54% have an education level of an 11 year old
- 50% are long-term unemployed
- 40% have a hard drug use issue of more than £100 a day
- 70% have a closest friendship group with multi-convictions
- 10% have diagnosed mental illness

4.4 Some of these issues will be long-standing and require investment of time and resource to change behaviour arising from them. Changing such behaviour is not only a socially responsible course of action, it is also cost effective. Keeping people in prison costs in excess of £45000 per year. Crime costs the city almost £60m a year in economic and social costs.

A preventative approach will reduce this burden not only on the police, the fire service, the health service, the probation service and other criminal justice agencies, but also upon all of our citizens who pay more for insurance, more for products, and more in tax as a result of crime.

	Number of Peterborough Crimes ¹	Estimated Cost	% of Total Crime	% Total Cost
Violence against the Person	2544	£23,233,287	18.4%	47.9%
Most Serious Sexual Offences	204	£7,538,208	1.5%	15.6%
Serious Acquisitive Crime	2326	£7,461,012	16.8%	15.4%
Commercial Burglary	884	£4,073,472	6.4%	8.4%
Theft and Handling	4780	£2,708,620	34.5%	5.6%
Criminal Damage	3045	£3,429,325	22.0%	7.1%
Attempted Vehicle Theft	67	£41,339	0.5%	0.1%

- 4.5 True and sustainable change comes from within and as such the Partnership will continue to support the work of the Council in integrating its approach to neighbourhood management with the community safety agenda by the development of community action plans for each of the seven neighbourhood areas of the City. These are long-term plans to improve the quality of life in each area and the Partnership supports the view that improving quality of life and equality of opportunity for all will reduce crime and anti-social behaviour.
- 4.6 The integration of public health within the local authority will also add an extra and important dimension in helping to tackle the long term effects of crime, as well as playing its part in preventing the opportunity for offending behaviour to deteriorate; in particular this will include developing further links with mental health and learning disability professionals in order that the most vulnerable victims and offenders gain the support they need.
- 4.7 It is in this context that the work we are doing to reduce reoffending by behaviour change is set.

5. KEY ISSUES

In order to deliver reduced reoffending through behaviour change the partnership is developing a range of priority areas of work to make a difference.

5.1 *Developing an Integrated Offender Management Programme (IOM).*

- 5.1.1 It has long been recognised that a very small number of offenders commit the majority of crime. Typically offenders in this category commit acquisitive offences such as burglary and vehicle crime as well as other theft offences i.e. theft from person or shops. Many of these offenders will receive comparatively short custodial sentences, with a large proportion serving custodial sentences of less than a year. Research shows that 76% of those sentenced to less than 12 months will re-offend and be back in custody within 2 years.
- 5.1.2 Due to the short nature of the sentences, offenders are unable to receive longer term interventions in order to address these issues. It is therefore unsurprising that this leads to a 'revolving door' culture whereby offenders continue in the same lifestyle on release, inevitably leading to further offending and subsequent custody.
- 5.1.3 IOM seeks to try and break this cycle of "offending, custody, offending, custody" by providing a co-ordinated approach to addressing those issues that drive offenders to continue to commit crime. IOM seeks to reduce the reoffending of those offenders that commit the majority of crime.
- 5.1.4 A single structure for IOM was adopted across Peterborough and Cambridgeshire in April 2012. The scheme builds and expands on work already conducted under the Prolific and Priority Offender Scheme.

¹ December 2010 – November 2011

5.1.5 The scheme is delivered in partnership with many agencies over the 6 district areas of the county and is supported by each of the Community Safety Partnerships. Offenders are identified by their offending profile whilst in custody or after release.

5.1.6 'Carrot and Stick'

The scheme is based on a 'carrot and stick' approach, meaning that offenders are offered assistance and support in addressing their lifestyle issues. Should offenders however return to their offending lifestyle, all agencies involved will seek to use all means available to them to bring the offenders quickly to justice.

Each offender is allocated an 'Offender Manager' based on need from one of the statutory partners of Probation, Police or one of the Drugs Intervention Projects. The Offender Manager will work with the individual to resolve their underlying problems by accessing services through our partners whether that be housing, substance abuse, finance, training or more generally a combination of these/other issues.

5.1.7 'Cause and Effect'

The relationship between IOM Managers and those adopted on the scheme is supportive, yet challenging of any offending behaviour. Dedicated Police enforcement (IMPACT) teams support this relationship by providing intensive monitoring and enforcement activity around those that do not engage. IOM/IMPACT teams seek to address non-compliance and offending as soon as it occurs. Offenders who are identified as committing crime or breaching licence conditions are arrested at the very earliest opportunity, so the offender gets to understand the 'cause and effect' of why they are being targeted for enforcement activity.

5.1.8 'Not a Soft Option'

The need to protect the public and prevent the committing of further offences is paramount therefore IOM is not a soft option. It is made clear to offenders the consequences of reoffending and that robust action will be taken should they reoffend/disengage. Offenders who are returned to custody will understand why this is being done. The IOM scheme will use this as an opportunity to re-engage in preparation for their release (often only a few months down the line).

It is recognised that some offenders will have many years or even decades of entrenched offending behaviour/lifestyle and therefore IOM seeks to work with them over an extended period to address what are often complex issues.

At any one time around 100 offenders are managed through the IOM scheme, around 50% of whom are in custody and the others intensively worked with to change behaviour, deter offending or arrest as effectively and efficiently as possible.

5.2 ***Developing modern, effective and efficient substance misuse (drugs and alcohol) schemes***

5.2.1 Modern, effective and efficient substance misuse schemes play a significant role in reducing offending and reducing the harm to our community and individuals suffering from drug misuse and addiction. The City has commissioned a new single service to provide end to end drug services for the city based entirely on the concept of sustainable recovery. The operator, known locally as ASPIRE, provide services that cover both the criminal justice and open access services for those suffering from the effects of drugs. Case workers will assist people with all aspects of their lives in order to allow them to recover from drug and alcohol abuse and reintegrate fully into society. As an indication of the numbers of people receiving treatment through the City's drug services current annual figures are around 900. Funding for these services is provided largely by a Government Pooled Treatment Budget of around £1.7m per year, supplemented by circa £400k from the NHS (PCT). However, nationally approved figures indicate that for every £1 spent on drug treatment £7.09 is saved for the City in crime, health and social costs.

5.2.2

Aspire Case Study

Frank had been using heroin for 3 years, he had been in and out of treatment in various cities during this time and had tried substitute medication in order to stop his use. Frank has two children who he saw very infrequently due to his chaotic life style. In November 2011 Frank was sentenced to six months in prison for burglary. Frank was released from HMP Peterborough in March 2012 and decided to settle in Peterborough and engaged with Aspire drug treatment service. Initially Frank was reluctant to attend and engage with the service as he didn't know many people from the area and thought it would be better if he stayed away from other service users. Frank became isolated and often reported feeling lonely and depressed to his key-worker during his one to one sessions. Although Frank was being prescribed methadone he was reporting regular prolonged cravings and was struggling to abstain from heroin. Whilst waiting in reception for his appointment one day Frank was approached by one of the service user representatives from Aspire, they offered him a cup of tea and got chatting about the services on offer. Gradually Frank began to attend some of the sessions on offer and became friends with the trainee peer mentors and other members of the service user group. He was able to openly discuss his cravings during the peer support group and found this to be extremely beneficial as others were able to provide support and helpful coping strategies. Frank explained to his key-worker that he had learnt about some of the other service users and how far they had come in their recovery journey and aspire to achieve this too. Frank is now on a reducing prescription and has been testing free of illicit substances for 3 months. He has also made contact with his children and will be having more regular contact with them with the hope that he will be able to have joint custody with his ex-partner. Frank is also hoping to complete his peer mentor training and would like to be an inspiration to others who were in a similar situation to him.

5.3 **Developing the Neighbourhood Management model**

5.3.1 Neighbourhood management is being developed as a service responsive to local needs and concerns, improving the long-term quality of life in our communities. It links the Neighbourhood Managers with community safety issues and ensures that the neighbourhood management approach is central to long-term improvements across our City.

5.4 **Developing an over-arching strategy on Domestic Abuse**

5.4.1 We are developing a new strategy for dealing with domestic abuse that includes all of the partners on whom domestic abuse impacts; the strategy will interlink this individual work and ensure a consistent and coherent response. A new domestic abuse governance board is overseeing the development of this new strategy and ensuring a more efficient and effective link of services across the City. A range of preventative issues to protect the vulnerable, through to programmes to change offending behaviour are offered throughout the City.

5.5 **Anti-social behaviour and improving quality of life in our neighbourhoods**

5.5.1 Tackling ASB is a priority at the heart of our communities in Peterborough. We will continue to deliver support for victims of anti-social behaviour and develop further preventative work to root out the causes of anti-social behaviour in our neighbourhoods. The police ASB and crime reduction team are now based at Bayard Place with the rest of the Safer Peterborough Team and ensure that all cases of ASB are linked across partner agencies. The use of various enforcement tools available to the police and council are very much aimed at preventing escalations of ASB within the City.

5.6 Targeting the families that cause most harm, cost and disruption to the City

5.6.1 The City's Community Safety Partnership will play its full part in linking work currently underway with the developing Troubled Families Programme. The City is committed to working with 120 of our most challenged families in the current year. Criteria to receive the enhanced attention of services with these families is households who:

- Are involved in crime and anti-social behaviour (ASB)
- Have children not in school
- Have an adult on out of work benefits
- Cause high costs to the public purse

5.7 Reducing Reoffending through behaviour change – The One Service

5.7.1 The aim of the One Service is to reduce reoffending amongst adult men who are released from HMP Peterborough having served a sentence of less than twelve months. Support is offered for the twelve months following release in an attempt to challenge and resolve both environmental and behavioural factors that have previously led to criminal activity. It is recognised that these changes take time and require multi agency working. We know that our clients are unlikely to stop reoffending immediately but that a reduction in the level and seriousness of their crimes should be seen as a significant progression, especially considering that some of them have been criminally active for many years and have numerous custodial stays on their record.

5.7.2 Our support can be practical, in terms of funding accommodation, travel, food or training, as well as emotional through using paid staff, family and volunteers. Engagement is entirely voluntary as the majority of short sentenced prisoners are not on a probation order. One of our performance indicators is therefore based on our sign up rate. Our average rate has been consistently above 70% of those in our target population.

5.7.3 Our work starts in prison alongside Sodexo staff when a range of needs are identified. Help with accommodation, finance, and employment or training are the top three requests. We have built links with a range of providers across the City and are able to fund services where we find gaps. We measure the number of prisoners who ask to be met at the gate, this indicates the level of isolation and lack of alternative support networks in place. Over 60% of our clients request this part of our service. The prison has now introduced a similar intervention for the female prison.

5.7.4 One of the service gaps identified has been low level mental health support. We fund MIND to deliver sessions in prison and in the community. We have seen some great successes with clients who had previously been untreated or undiagnosed. The prison is now funding a similar service for longer sentenced prisoners.

5.7.5 The One Service supports the troubled families agenda by providing short courses in custody and family support after release. There has been good attendance at these courses and there has been some successes in the community where parents are better able to manage and social services have reduced their involvement as a result. The prison is now planning to increase this intervention for their other prisoners. The service has also recruited a number of volunteers that have come forward from the community to support the project. They have been involved with 1-1 mentoring, group activities and prison family days and their numbers continue to expand. The next target is to increase the number of work experience placements and job opportunities with local businesses.

5.7.6 The first formal measurement of the project will be done in 2014 when One Service clients will be compared to a national control group. Until that time it is difficult to measure success, although we are confident that the service is making a difference on the ground with clients who were previously without statutory support.

5.8 HMP & YOI Peterborough – Supporting Safer Peterborough Partnership Priorities

- 5.8.1 Colleagues at HM Prison Peterborough were invited to contribute to this report by demonstrating how they work to reduce reoffending. Their report is included at appendix 1.

6. IMPLICATIONS

- 6.1 Financial: Discharging the Partnership's responsibility under The Crime and Disorder Act is borne by costs across each of its agencies. A proportion of the funding underpinning some elements of this work will, from March 2013, be allocated to the Countywide Policing and Crime Commissioner. Work is being undertaken, together with our partners across Cambridgeshire and the outgoing Police Authority to properly inform the incoming commissioner of the way in which the funding has hitherto been used in the City.

7. CONSULTATION

- 7.1 Consultation is contained within the Safer Peterborough Partnership Plan 2011-14 and 2012 (refresh).

8. BACKGROUND DOCUMENTS

- 8.1 Safer Peterborough Partnership Plan 2011-14
Safer Peterborough Partnership Plan 2012

9. APPENDICES




- 9.1 Appendix 1: HMP & YOI Peterborough – Supporting Safer Peterborough Partnership Priorities

Appendix 1

HMP & YOI Peterborough – Our support to Safer Peterborough Partnership Priorities

Background: The prison is run by Sodexo Justice Services and is the only dual gender prison in England and Wales and houses just over 1,000 prisoners. Of these prisoners approximately 63% male prisoners and 12% female prisoners come from Cambridge and Peterborough. The prison provides employment for 550 staff the majority of which live in the local area.

Priorities: The work of HMP & YOI Peterborough supports the strategic priorities and vision of the Safer Peterborough Partnership as outlined below.

Safer Peterborough Partnerships	HMP & YOI Peterborough
<p>Reducing Crime</p> 	<ul style="list-style-type: none"> • Hold offenders in prison committed by the courts. • Challenging criminogenic factors linked to crime whilst offenders are held in custody with the aim of reducing the risk of re-offending on release. • Work with the One Service to provide through the gate support to those sentenced to less than 12 months. • Shaping our services to meet newly defined integrated offender management structures. • Seconded police officer works within the prison to support the police in targeting offender crime and securing convictions for proven offences. • Detect, report and secure convictions for those offenders that continue to re-offend whilst in custody.
<p>Tackling anti-social behaviour and hate crime</p> 	<ul style="list-style-type: none"> • Operate an Anti-Social Behaviour programme to challenge improper behaviour and support positive behaviour of offenders in prison. • Dedicated programme to support victims in custody. • Promote cultural understanding and respect for diversity through our dedicated diversity, foreign national and faith teams. Includes dedicated discrimination investigation processes. • Challenge and where appropriate punish anti-social behaviour through the internal disciplinary adjudication process. • Use the prison Anti Social Behaviour Policy to support perpetrators in developing pro-social mentoring skills, and where necessary, support victims. • Provide Restorative Justice opportunities in the community through release on temporary license placements (with Aspire, the One Service, YMCA and to support community projects).
<p>Building stronger and more supportive communities</p> 	<ul style="list-style-type: none"> • Act as a co-operating body to support local community safety. Includes the secondment of staff to support the work of Safer Peterborough Partnership. • Host the Attendance Centre work run by the local Probation Service. • Provide access to gymnasium facilities for Sense disabled community members. • Support local agencies through our links with Peterborough Women’s Centre, the One Service, Peterborough Samaritans, Women’s Aid, Mind and Relate. • Look for and support opportunities to demonstrate restorative justice outcomes that benefit the local community (includes contribution to a local schools project). • Representation on Domestic Violence and Sex Worker forums.

Support in meeting Safer Peterborough 2012 Priorities

We are helping reduce the risk of re-offending by:

- Supporting the work of the One Service that supports the management of short sentenced prisoners through the prison gates. The investment in this programme is based on payments where evidenced outcomes show a link to reduced levels of offending.
- Supporting offenders to achieve an abstinence free life away from drug use. Last year we successfully managed 354 offenders through a substance misuse detoxification programme, developed a programme to support offenders dependency on alcohol, and ran an accredited behaviour programme Building Skills for Recovery that addresses substance misuse dependency for 92 offenders. We are committed to working flexibly with the Community Substance Misuse provider (Aspire) to target activity that can positively reduce substance misuse and addiction in our local community.
- Contribute to local Multi Agency Public Protection Agency meetings by Offender Supervisors attending or submitting documented and factual reports on the offender's progress in custody to facilitate a multi agency approach to managing and reducing risk within the community when the offender is released. A strong, positive relationship with the MAPPA co-ordinator ensures that offenders can be transferred into the area prior to release to ensure a support mechanism is in place for the offender, locally on release.
- Providing a dedicated member of staff to support and oversee work that deals with the impact of domestic violence and risks of offenders linked to street workers. This has included piloting the "Stop the Hurt" programme to challenge and address perpetrators behaviour linked to domestic violence and running the Freedom Programme to support victims of domestic violence. We are also reviewing the potential for providing outreach support to sex workers.
- Providing support to families through supportive visits for families that attend HMP Peterborough whilst encouraging changes in behaviour through dedicated family visits days. We will specifically support the work to deal with troubled families from Peterborough by operating family days to support agencies working with this group of offenders and volunteering to be a host for multi agency review panels.
- Improving the education skills of offenders whilst they are in custody. During the last twelve months we supported male offenders to achieve over 250 Skills for Life and over 1000 Key work skills qualifications, along with female offenders who were supported to achieve over 225 Skills for Life and over 750 Key Work Skills qualifications. These exams cover a variety of subjects such as Literacy, Numeracy, ICT, Beauty Therapy, Cookery and Carpentry. Learners are supported to develop not only their skills but their overall motivation and confidence to provide vital life skills to support employment upon release and help inclusion within communities that the previous lack of basic skills discouraged.
- Working with local housing providers to secure sustainable accommodation on release to reduce homelessness.
- Enabling offenders who are often excluded from the local health community to develop an understanding of their health and well-being needs (including mental health) and re-engage with general practitioners and the local health community on release.

We are helping provide a sustainable local community by:

- Investing in technology that reduces energy use, including a significant investment in upgrading, optimising and enhancing the Site Building Management System. In addition, we are increasing our sub-meeting capability and a lighting replacement programme incorporating LEDs is in progress throughout, to reduce our overall electricity consumption on the Estate.
- Operating a gardens team that have improved the prison environment and gained local recognition from the Evening Telegraph environment awards and City Council.
- Operating to the British Safety Council Environment standard – last year we successfully achieved the four star safety award from this awarding body.
- Encouraging re-cycling through prison initiatives that are designed to reduce landfill.

The Future: We are committed to working collaboratively with the responsible authorities and co-operating bodies linked to Safer Peterborough Partnerships. We recognise the importance of focusing on outcomes that help reduce crime and build a safer local community. To assist in this process during the next twelve months we will:

- Develop specific Peterborough focused information to track the impact of our work on reducing the risk of re-offending for local prisoners.
- Supporting Safer Peterborough Partnership local priorities – specifically the Troubled Families, Domestic Violence, Probation Attendance Centre, Substance Misuse, Sex Worker, SPP 'Can Do', and One Service initiatives.
- Develop a response to improve the Restorative Justice impact of the prison on the local community.
- If required co-ordinate and support a dedicated SPP priority to help provide focus and evidence the support of Sodexo Justice Services for the local community.