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| <b>Report To:</b>  | <b>OVERVIEW (AUDIT) PANEL</b>   |
| <b>Date:</b>   | 18 July 2016  |
| <b>Executive Member / Scrutiny Panel:</b>                              | Councillor Kevin Welsh, Chair to Statutory and External Partners Scrutiny Panel<br>Councillor John Taylor, Deputy Executive Leader  |
| <b>Subject:</b>  | <b>REVIEW OF VICTIM BASED CRIME</b>   |
| <b>Report Summary:</b>   | <p>The Chair to Statutory and External Partners Scrutiny Panel to comment on the Executive Response (<b>Appendix 1</b>) to the Scrutiny review of Victim Based Crime and the recommendations made to support future services (<b>Appendix 2</b>).</p> <p>The Scrutiny Review was undertaken between September 2015 to January 2016. The Executive response was received on 8 April 2016.</p> <p>All the recommendations of the Scrutiny Panel have been accepted by the Deputy Executive Leader.</p> <p>An update will be requested on the implementation of the recommendations for the 12 September 2016 meeting of the Panel.</p>  |
| <b>Recommendations:</b>  | That the Overview (Audit) Panel note the recommendations detailed in section 8 of <b>Appendix 2</b> and receive an update on progress at its meeting on 12 September 2016.  |
| <b>Links to Community Strategy:</b>                                    | This review supports the community strategy priorities relating to 'Safe Tameside'.   |
| <b>Policy Implications:</b>  | The review itself has no specific policy implications. Should the recommendations of this report be accepted by the Tameside Council's Executive, the relevant services will need to assess the policy implications of putting individual recommendations in place.   |
| <b>Financial Implications: (Authorised by the Section 151 Officer)</b> | <p>There are no direct financial implications arising from the recommendations of the report which provides details of victim based crime with a supporting strategy to prevent and reduce occurrences within the borough.</p> <p>However, it is recognised that a proportion of Council directorate revenue budgets within People and Public Health currently finance both preventative and support for victim based crime within the Borough. The supporting strategy will continue to be funded from within these existing budgets.</p> <p>In addition it should be noted that The Office of the Police and Crime Commissioner has allocated grants for the purpose of tackling local crime and disorder issues, including victim based crime. The Tameside Community Safety Partnership has been allocated a Community Safety Fund grant of £243,703 in 2016/17 which again will support the delivery of the supporting strategy.</p> |

**Legal Implications:  
(Authorised by the Borough  
Solicitor)**

The report sets out recommendations that the Panel believe if implemented within existing resources.

It should be noted that there are significant changes being consulted upon in relation to the administration of justice including location of courts and administration of proceedings.

**Risk Management:**

Reports of Scrutiny Panels are integral to processes which exist to hold the Executive of the authority to account.

**Access to Information:**

The background papers relating to this report can be inspected by contacting Paul Radcliffe, Scrutiny and Member Services Manager by:



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## APPENDIX 1

### Post Scrutiny - Executive Response

**In Respect of:** Scrutiny Review of Victim Based Crime  
**Date:** 8 April 2016  
**Cabinet Deputy:** Councillor John Taylor, Deputy Executive Leader  
**Coordinating Officer:** Emma Varnam, Head of Stronger Communities

| Recommendations   | Accepted/<br>Rejected | Executive Response  | Officer<br>Responsible | Action By<br>(Date) |
|---|-----------------------|---|------------------------|---------------------|
| 1. That the rise in hate and cyber-crime is closely monitored and intelligence is shared to support the most appropriate methods to raise awareness and provide training. | Accepted              | Two new training opportunities have been commissioned as part of the Council's development of Safe Spaces. The first is currently being commissioned via AGMA and is aimed at raising the awareness of hate crimes. The second is being sourced externally and is a tailored e-learning package that will be available to everyone that works in a Safe Space or at a community reporting centre. These opportunities are being tailored to the Greater Manchester area and may be rolled out across the whole region in the future. The Council is also preparing a funding bid for an internet safety package, which will aim to help parents protect their children from crime, fraud and exploitation via the internet and social media. An increased use of technology and mobile apps is being discussed as a potential strategy for assisting with the reporting of incidents. | Emma Varnam            | April 2017          |
|   |                       | As cyber-crime can cover a large number of other crimes, it is reviewed separately to the Vulnerability Meetings that traditionally discuss cases and share intelligence. They are handled under the separate crime subject areas (e.g. Domestic Violence and Sexual Assault). Any cyber-crimes that feature a threat, or risk of harm are flagged and discussed with partners as a priority. This process will continue indefinitely.  | Donna Allen            | Ongoing             |

| Recommendations   | Accepted/<br>Rejected | Executive Response   | Officer<br>Responsible                | Action By<br>(Date)                         |
|---|-----------------------|--|---------------------------------------|---|
| 2. That where possible work is undertaken to ascertain the impact that current and future resource pressure will have on the ability of the Police and partners to continually reduce Victim Based Crime. | Accepted              | <p>The Council is working closely with Greater Manchester Police, Greater Manchester Fire and Rescue Service, Public Health and Registered Social Landlords to build an integrated resource that will counter some of the effects of the reductions in resources. Two Integrated Community Hubs are in their early stages of development, which will bring together front-line service providers in a partnership working environment to reduce duplication and focus resources where the need is greatest. As this is a pilot scheme for the Greater Manchester area, its effectiveness will be scrutinised and improved before it is rolled out to all districts.</p> <p>At a time when all public services are facing cuts, it is important that procedures are put in place to maintain the same level and effectiveness of output. Greater Manchester Police is aiming to alleviate the impacts of resource pressure through Integrated Community Hubs, which will be focused on targeted interventions in hard-to-reach communities and building community resilience. These interventions will also aim to ascertain the underlying causes of the problems that lead offenders to commit victim based crimes.</p> | <p>Emma Varnam</p> <p>Donna Allen</p> | <p>September 2016</p> <p>September 2016</p> |

| Recommendations  | Accepted/<br>Rejected | Executive Response  | Officer<br>Responsible | Action By<br>(Date) |
|--|-----------------------|---|------------------------|---------------------|
| 3. That the Police, Community Rehabilitation Companies and the Council work cooperatively to monitor the impacts of the rise in recordings of certain crime types and look to further develop victim support networks in Tameside. | Accepted              | Victim support has been prioritised within the key areas of policing for Greater Manchester Police, who are instigating significant culture changes across the authority. Vulnerability Meetings, Independent Domestic Violence Advocates, Child Independent Violence Advocates and Restorative Justice have already been implemented in Tameside and instigated a more proactive and effective approach to victim support. Every division in Greater Manchester now has a Victim Champion and Victim Liaison Officer, who strive to ensure all victims feel reassured, that their matters are taken seriously and all appropriate actions are undertaken to help them. The success of these current changes is being monitored by victim satisfaction surveys, following which positive changes and improvements can be made to ensure that the best possible outcomes are made for victims in Tameside. | Donna Allen            | September 2016      |
|  |                       | The CGMCRC has put forward a commitment in principle to hold discussions with the Police and the Council, to agree the best practice for monitoring processes going forward   | Nicola Pugh            | September 2016      |
|  |                       | The Council and all partners will continue to attend and contribute to Strategic Neighbourhood Partnership meetings, to stay up-to-date on, and inform future processes of any issues around community safety, neighbourhood cohesion and victim support.   | Emma Varnam            | Ongoing             |

| Recommendations  | Accepted/<br>Rejected | Executive Response  | Officer<br>Responsible                  | Action By<br>(Date)                   |
|--|-----------------------|---|---|---------------------------------------|
| 4. That the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company look to strengthen partnerships in Tameside to gain a better understanding of the criminogenic factors contributing to reoffending behaviour and inform rehabilitation programmes. | Accepted              | <p>The NPS is part of Tameside's Strategic Neighbourhood Partnership and a key contributor to the delivery of Integrated Offender Management, which works with all relevant partners across Tameside when dealing with offenders. These partnerships will continue. The NPS will look to establish discussions on the need for a specific Reoffending Rehabilitation Board with the partners from the Tameside Strategic Neighbourhood Partnership.</p> <p>The CGMCRC work closely with the NPS when managing risk assessments and rehabilitation programmes. The CRC are currently undertaking a review consisting of internal data collection and using external reoffending data to inform future practice and planning of services.</p> | <p>Richard Moses</p> <p>Nicola Pugh</p> | <p>July 2016</p> <p>December 2016</p> |

| Recommendations   | Accepted/<br>Rejected | Executive Response  | Officer<br>Responsible | Action By<br>(Date) |
|---|-----------------------|---|------------------------|---------------------|
| 5. That the performances of the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company are closely monitored to reduce reoffending rates, and ensure offender rehabilitation programmes are as successful as possible. | Accepted              | The Active Risk Management System, currently being used by the Police, has been implemented by the National Probation Service to assess the risk posed by (and the interventions required to reduce these) sex offenders in the community. The North West National Probation Service Division will also commence piloting a new sex offender programme called HORIZON which can be used with low and medium risk offenders. The North West National Probation Service Division ranks highly nationally and the Tameside and Stockport Cluster are one of the best performing within the North West. Performance is monitored closely year-round by NOMS, the data from which is now shared with Tameside MBC and will continue to be. | Richard Moses          | Ongoing             |
|   |                       | Performance monitoring is a standard requirement of the Community Rehabilitation Company in order to maintain its contract and deliver its reoffending rehabilitation services. Although there is a 'time lag' for official reoffending data and Ministry of Justice statistics, all performance data is and will continue to be used to inform and improve offender rehabilitation programmes.   | Nicola Pugh            | Ongoing             |

| Recommendations   | Accepted/<br>Rejected | Executive Response   | Officer<br>Responsible                  | Action By<br>(Date)                 |
|---|-----------------------|--|---|-------------------------------------|
| 6. That where appropriate the Council work with the National Probation S and Cheshire and Greater Manchester Community Rehabilitation Company to explore suitable future locations for the delivery of offender management services across the borough. | Accepted              | <p>Presently, the National Probation Service operates out of two sites in Ashton, Tameside. The Ministry of justice and National Probation Service are in discussion with Tameside MBC regarding the relocation of all National Probation Service to one of these sites. Having a single building from which a number of key criminal justice partners can work and co-work cases from would benefit offender management plans greatly.</p> <p>The CRC are due to remain co-located with the National Probation Service in Tameside until October 2016. The Community Rehabilitation Company are undertaking ongoing work to explore and agree opportunities for future co-located delivery of services.</p> | <p>Richard Moses</p> <p>Nicola Pugh</p> | <p>November 2016</p> <p>Ongoing</p> |
| 7. That work is undertaken to raise awareness of the local success and impact Restorative Justice has had in Tameside, and to encourage greater involvement from residents in future.   | Accepted              | Local advertising spaces and awareness evenings are being utilised to encourage more local community volunteers to enrol or volunteer for the Restorative Justice in Tameside scheme. This summer the Council is planning to approach community centres, children's centres, libraries and local church groups to continue promoting Restorative Justice and further benefit local community-based groups.   | Emma Varnam                             | April 2017                          |
| 8. That the Restorative Project in Tameside looks to further embed the restorative ethos and qualities into Tameside by working with local businesses and authorities.  | Accepted              | The promotion work currently planned for summer will be able to give the local community an opportunity to ask for Restorative Justice and better embed its ethos and ideology across more sectors in Tameside. By offering small businesses and local organisations training in Restorative Justice, the demand on organisations and Police should be reduced.  | Emma Varnam                             | April 2017                          |



## **APPENDIX 2**

### **1. INTRODUCTION BY THE CHAIR OF THE STATUTORY AND EXTERNAL PARTNERS SCRUTINY PANEL**

- 1.1 I am pleased to present this report of a review undertaken by the Statutory and External Partners Scrutiny Panel into Victim Based Crime in Tameside.
- 1.2 Victim Based Crime is an umbrella term used for a number of criminal offences with a specific identifiable victim. The crime types sit within the five key areas of; violence against a person; sexual offences; robbery; theft offences; criminal damage and arson offences.
- 1.3 The crimes categorised as Victim Based Crime account for a large proportion of all offences recorded at both a local and national level. With resource pressures set to continue and a recent trend which has indicated a rise in Victim Based Crime across Tameside it is important that strategies are in place to strengthen existing partnerships and reduce reoffending.
- 1.4 Victim Based Crime can have a range of long lasting impacts on victims and it is imperative that collective efforts are made to ensure that a victim-centred approach is taken to improve outcomes and the feeling of safety in Tameside.
- 1.5 On behalf of the Scrutiny Panel, I would like to thank all those who have participated in this review.

Councillor Kevin Welsh  
Chair of the Statutory and External Partners Scrutiny Panel

### **2. BACKGROUND TO THE REVIEW**

- 2.1 Total recorded crime levels have been on a declining trend for 20 years in the UK, however, in 2013/14, both total crime and Victim Based Crime figures showed an annual increase for the first time in over a decade. Since mid-2014, recordings across certain crime types have risen by over 50% in Tameside.
- 2.2 Reoffending behaviour is, and will continue to be one of the principle challenges facing the Criminal Justice System. The Ministry of Justice conducted a large scale study of 480,000 offenders between 2000 and 2009. The research indicated that over 25% had reoffended after 12 months and after 5 years over 50% had continued to offend.
- 2.3 The ongoing challenge to reduce reoffending behaviour requires a collective approach, which also encompasses the wider support for victims. With such a sudden rise in the recording of Victim Based Crime locally the review will look at the reasons behind this and what this means for Tameside.

### **3. MEMBERSHIP OF THE PANEL – 2015/16**

Councillor Welsh (Chair), Councillor Bowden (Deputy Chair).  
Councillors Affleck, Bell, Bowerman, Glover, R Miah, Middleton, Pearce, Piddington, Reid, Reynolds, Sidebottom, Sweeton, Whitehead.

## 4. TERMS OF REFERENCE

### **Aim of the Review**

- 4.1 To explore ways that the Council and partners can work effectively together to reduce the incidence and impact of victim based crime in Tameside

### **Objectives**

- 4.2 The agreed objectives of the review were to:
- (i) Understand the current level of victim based crime and offender profiles in Tameside;
  - (ii) Look at the proactive and preventative work that is carried out to resolve issues and reduce crime;
  - (iii) Explore the range of support and interventions provided for high, medium and low risk offenders;
  - (iv) Explore how convicted offenders are integrated back into communities and the work undertaken to reduce reoffending levels;
  - (v) Understand challenges faced across all organisations and the effectiveness of partnerships with regards to sharing information and intelligence;
  - (vi) Examine the role and future contribution that restorative justice can have on improving outcomes for victims and offenders; and
  - (vii) Produce workable recommendations for the Council and partners to deliver improvements to victim based crime.

### **Value for Money/Use of Resources**

- 4.3 It is important that an effective partnership approach is adopted to tackle the issues relating to victim based crime. It is essential that the Council, Police and a range of partners are working collaboratively to reduce crime levels, support victims of crime and to provide integrated support to offenders, helping to reduce reoffending behaviour across the borough.

### **Equalities Issues**

- 4.4 Victim based crime can impact on all sections of Tameside's communities. The review will consider strategies that lead to safe and inclusive environments which support the victims of crime and work to reduce reoffending behaviour.

### **Tameside People and Place Scorecard**

- 4.5 The following targets from the Tameside People and Place Scorecard relate to the review of Victim Based Crime.

|                         |                                     |
|-------------------------|-------------------------------------|
| <b>Strong Community</b> | • Victim Based Crimes (per 100,000) |
|-------------------------|-------------------------------------|

## 5. METHODOLOGY

- 5.1 The working group met with Donna Allen, Divisional Superintendent, Greater Manchester Police to receive information and data relating to the levels of victim based crime, its challenges, and the actions being taken to resolve some of the issues, as well as the partnership work that takes place.
- 5.2 The working group met with Richard Moses, Head of the National Probation Service for Stockport and Tameside to receive information and data relating to offender management, reoffending behaviour, how intelligence is shared and interventions aimed at reducing victim based crime.
- 5.3 The working group met with Alan Kibble, Neighbourhood Enforcement Manager, New Charter Housing Trust and Victoria Yardley, Restorative Justice Coordinator and Lead for

Tameside, to receive information about the Restorative Justice work that is being carried out in Tameside.

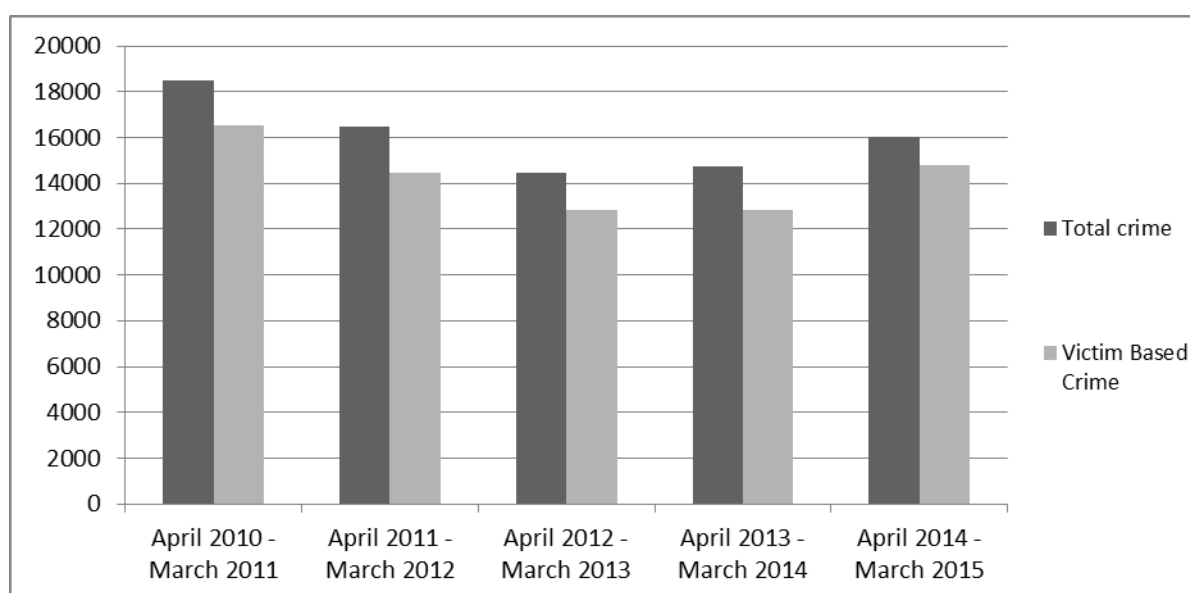
- 5.4 The working group met with Nigel Elliott, Assistant Chief Executive, Cheshire and Greater Manchester Community Rehabilitation Company (Purple Futures), to receive information on how Community Rehabilitation Companies are managing reoffending behaviour and sharing intelligence between agencies to enhance the partnership approach to Victim Based Crime in Tameside.

## 6. REVIEW FINDINGS

### The Local Picture

- 6.1 Increasing numbers of Victim Based Crimes and evolving crime patterns in Tameside and Greater Manchester have required the Criminal Justice System to reinvent its strategies and actions, in particular with frontline Police investigations and Probation services.

- 6.2 **Figure 1 – Total Recorded Crime and Victim Based Crime in Tameside since April 2010**



- 6.3 The table above shows the levels of total recorded crime and Victim Based Crime in Tameside between April 2010 and March 2015. It reveals that between March 2014 and March 2015 total crime levels increased by 8.59% and Victim Based Crime rose by 15.37%. This rise corresponds with the piloting of Ethical Crime Recording by Tameside Police in mid-2014.
- 6.4 **Ethical Crime Recording** – Tameside Police Division were the first in Greater Manchester to pilot Ethical Crime Recording; a strategy developed to improve the integrity and discipline with which crime is recorded, ensuring that it is kept to National Crime Recording Standards.
- 6.5 Ethical Crime Recording involves detailing any contact or information from victims or third parties as crimes, and following this up with an investigation. Prior to this, reports would be investigated before they were recorded as official crimes.

6.6 **Figure 2 – Percentage Change of Recorded Crimes Post-Ethical Crime Recording**

| Offence Type                                 | Percentage Change |
|--|-------------------|
| Violence without injury                      | +54.47%           |
| Sexual offences                              | +53.43%           |
| Rape   | +52.11%           |
| Violence with injury                         | +14.54%           |
| Vehicle offences                             | +14.51%           |
| (all other) theft offences                   | +2.96%            |
| Criminal damage and arson offences           | +2.94%            |
| Theft from the person                        | +2.67%            |
| Shoplifting                                  | +2.46%            |
| Bicycle theft                                | -4.49%            |
| Burglary in a building other than a dwelling | -7.12%            |
| Burglary in a dwelling                       | -19.44%           |
| Robbery of personal property                 | -31.73%           |
| Robbery of business property                 | -41.82%           |
| Homicide                                     | -75.00%           |

6.7 The table above shows the percentage change in the number of recorded incidences for a number of Victim Based Crimes in Tameside. Violence without injury, sexual offences and rape have increased the most dramatically since Ethical Crime Recording was introduced.

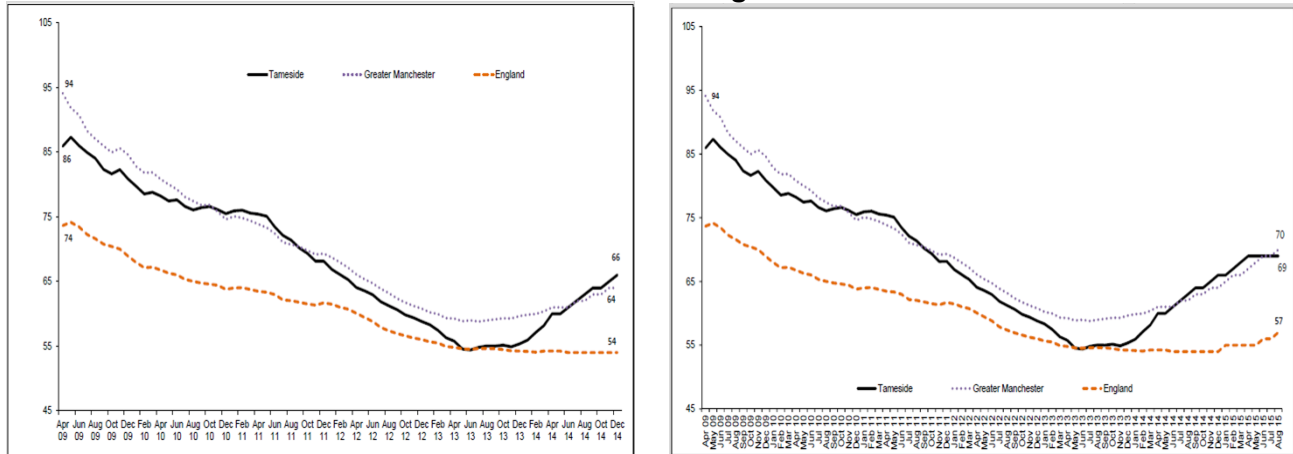
6.8 The heightened number of sexual offences and rape could have also been influenced by more frequent high profile cases of sexual assault and rape reported in the media; increased awareness of sexual assault, abuse and rape; and more robust, accessible support for victims reporting information.

6.9 **Figure 3 – Proportion that Victim Based Crime is of Total Crime in Tameside and the rest of Greater Manchester Since April 2010**

| Time Period                    | Tameside      | Greater Manchester |
|--------------------------------|---------------|--------------------|
| <b>April 2010 - March 2011</b> | 89.31%        | 87.22%             |
| <b>April 2011 - March 2012</b> | 87.63%        | 87.26%             |
| <b>April 2012 - March 2013</b> | 88.85%        | 89.10%             |
| <b>April 2013 - March 2014</b> | 86.90%        | 90.12%             |
| <b>April 2014 - March 2015</b> | 92.33%        | 90.11%             |
| <b>Average</b>                 | <b>89.00%</b> | <b>88.76%</b>      |

6.10 The table above shows that the proportion that Victim Based Crime is of total crime in Tameside and Greater Manchester between April 2010 and March 2015 is very similar. The 5.43% increase between April 2013 and March 2015 in Tameside could be attributed to Ethical Crime Recording causing a proportionately greater rise in Victim Based Crimes than other crime types.

**6.11 Figure 4 – Performance data for Victim Based Crimes (per 1,000 population) in Tameside versus Greater Manchester and England**



6.12 Both of the graphs above affirm the impact that Ethical Crime Recording has had on the recordings of Victim Based Crimes. The graph above (left) shows that the total number of Victim Based Crimes rose significantly in Tameside during 2014 when Ethical Crime Recording was implemented, overtaking Greater Manchester levels, while national levels decreased.

6.13 The graph above (right) shows that in 2015 the level of Victim Based Crimes in Tameside plateaued, being overtaken by Greater Manchester, while national levels also rose. This indicates that the wider implementation of Ethical Crime Recording in other Police departments has had the same impact on crime statistics as in Tameside.

### **Evolving Police Strategies**

6.14 To combat rising crime levels and changing patterns of criminal offences, a greater emphasis and power has been given to local Police forces to execute the national priorities to reduce and prevent crime, and control reoffending rates.

6.15 To achieve these, the Tameside Policing Strategy and Vision was introduced to implement strong integrated neighbourhood policing, supported by specialist capability to deal with complex or high risk incidences or surges in demand. It aims to use a partnership approach to focus on Local Policing, Serious and Organised Crime, and Protecting Vulnerable People.

6.16 There are 6 themes outlined in the Tameside Police and Crime Plan that the force is currently following to fulfil this:

- Tackling crime and anti-social behaviour
- Putting victims at the centre of investigations and reports
- Protecting vulnerable people
- Dealing with terrorism, serious organised crime and maintaining public safety
- Investing in and delivering high quality policing services
- Building and strengthening partnerships

6.17 Reductions in numbers of Police and Community Support Officers have stretched the resources needed to deal with the growing impact of Victim Based Crime. To counter this efforts have been made to improve local policing in Tameside by making more police officers visible and accessible across the borough. Working to engage more with partners to quickly identify problems and use innovative and joint problem solving activities to improve the quality of life for local residents.

- 6.18 The partnerships that have been established to improve local policing and better protect Tameside communities include:
- **Tameside Safeguarding Children and Adult Boards** – Statutory meetings with partners to ensure that strategies are following the safeguarding trends in Tameside and best protecting residents.
  - **Missing Children's Panel** – A partnership approach to resolving cases of missing children, reducing the impact on children when missing, and preventing future missing cases.
  - **Operation Phoenix** – A multi-agency team established to safeguard and protect children from sexual exploitation, as well as raise awareness to prevent the issue.
  - **Strategic Domestic Abuse Steering Group** – Ensuring that Police in Tameside and other partners are protecting victims of domestic abuse and reducing the incidence of domestic violence.
  - **Integrated Offender Management** – A method of sharing key information about an offenders' risk status and background with other Probation, other Police divisions and other key authorities to better manage reoffending levels.
  - **Multi-Agency Public Protection Agency** – Software designed to help produce robust management plans for the highest risk offenders, which is shared between Police and Probation.
  - **Tameside Public Service Hub** – A local source of help and information for Tameside residents, where information on criminal activity can be reported and victims can receive support.
- 6.19 National strategy has been implemented which focuses on prosecuting and disrupting offenders, preventing people engaging in organised crime, increasing protection against serious and organised crime and reducing the impact of serious and organised crime.
- 6.20 To translate this to local policing, a multi-agency operation was established including all Police forces of Greater Manchester, as well as a wide variety of local and national agencies. The team investigates all aspects of a suspect/offender's life to ascertain the most effective methods of intervening and inhibiting their criminal activities. Partner agencies have authority to arrest, freeze assets, evict from homes, seize vehicles and stop benefits.
- 6.21 Currently, one of the greatest challenges facing police forces is online crime (cyber-crime), which has come to fruition due to the widening availability and knowledge of technology and social media/networking. Between March 2014 and 2015, Tameside had the second highest total of recorded cyber-crimes of all the districts in Greater Manchester.
- 6.22 Hate crimes and sexual abuse/exploitation are common types of cyber-crime. As at October 2015, 32% of all Victim Based Crimes are flagged as being hate crimes. Awareness campaigns such as 'I'm Not Laughing' and numerous hate crime reporting centres have been introduced in an attempt to reduce the impact and incidence of hate crimes.
- 6.23 To counter the threat of cyber-crime, Police officers are being trained to manage and investigate crimes online and through alternate means like social media, instead of traditionally 'walking a beat'. Tameside Police division is also increasing its web presence by utilising social networking websites to communicate with residents and provide hard-to-reach groups with a means of contacting them.

## Conclusions

1. The change to Ethical Crime Recording in 2014 has resulted in a noticeable rise in crime levels.
2. Cyber-crimes and hate crimes have increased in Tameside, with a third of all Victim Based Crimes being flagged as hate crimes.
3. Tameside Policing Strategy and Vision has been implemented to improve partnerships, reduce crime and better protect vulnerable residents.

## Recommendations

1. That the rise in hate and cyber-crime is closely monitored and intelligence is shared to support the most appropriate methods to raise awareness and provide training.
2. That where possible work is undertaken to ascertain the impact that current and future resource pressure will have on the ability of the Police and partners to continually reduce Victim Based Crime.
3. That the Police, Community Rehabilitation Company and the Council work cooperatively to monitor the impacts of the rise in recordings of certain crime types and look to further develop victim support networks in Tameside.

## Reducing Reoffending

- 6.24 In 2014, the previous 35 Probation Trusts were abolished under the Transforming Rehabilitation initiative, and replaced by 7 National Probation Service divisions, and 21 Community Rehabilitation Companies which were contracted out to the private sector. The National Probation Service has remained in the public sector under the Ministry of Justice.
- 6.25 Changes were also made to the Offender Rehabilitation Act to ensure that any offender who has been given a custodial sentence of 2 days or more will receive at least 12 months supervision by a Probation officer. The National Probation Service and Community Rehabilitation Companies work collectively to make certain that every offender sees their Probation officer within 24 hours of being sentenced at the courts.
- 6.26 **National Probation Service** – The National Probation Service are responsible for managing all high risk offenders, which accounts for approximately 15% of all convicted criminals. An offender's risk is determined by the Risk of Serious Harm definition, which assesses the threat of causing permanent or long-term physical and/or mental harm that is difficult or impossible to recover from. The remaining 85% which can be classed as medium and low risk offenders are managed by Community Rehabilitation Companies.
- 6.27 **Figure 5 – The Index of Victim Based Crimes Committed by National Probation Service-managed Offenders**

| Offences                   | Total | Proportion of all Victim Based Crimes |
|----------------------------|-------|---------------------------------------|
| Violent Offences           | 416   | 48.54%                                |
| Robbery                    | 181   | 21.12%                                |
| Sexual (against child)     | 125   | 14.59%                                |
| Sexual (not against child) | 60    | 7.00%                                 |
| Burglary (Domestic)        | 43    | 5.02%                                 |
| Criminal Damage            | 27    | 3.15%                                 |
| Burglary (Other)           | 5     | 0.01%                                 |

- 6.28 The table above shows that the majority of high risk offenders committed violent offences, robbery and sexual assault/abuse against minors. As at November 2015, these Victim

Based Crimes accounted for 83.61% of all offences committed by National Probation Service-managed offenders.

- 6.29 To produce the most effective management plans for high risk offenders, the NPS uses Multi-Agency Public Protection Agency software that shares intelligence and plans with Police and Prisons to ensure consistency. Multi Agency Public Protection Agency accounts for the type of offence and length of custodial sentence, meaning that any offender sentenced to 12 months or longer in prison will be registered to it.
- 6.30 Low and medium risk offenders can be transferred from a Community Rehabilitation Companies to the National Probation Service if their activity and behaviour is deemed to have become high risk, however the decision to escalate an offender is solely decided based on an up-to-date risk assessment conducted by the National Probation Service.
- 6.31 As part of the redesign during Transforming Rehabilitation, plans have been put in place to merge local Probation centres and relocate to a centralised National Probation Service centre that can oversee an entire district area. To maintain local support and access, Probation officers work flexibly with mobile computer equipment.
- 6.32 **Community Rehabilitation Companies** – The Cheshire and Greater Manchester Community Rehabilitation Company, also known as Purple Futures, offers a wide range of operational intervention services covering domestic abuse; violence; general offending behaviour; and drug and alcohol rehabilitation treatments. These are the most common offences committed by the cohort of low and medium risk offenders that Community Rehabilitation Companies manage.
- 6.33 The Cheshire and Greater Manchester Community Rehabilitation Company has put a strong emphasis on realising the offenders' positive attributes, strengths and enablers of change, rather than their issues and problems. Records of Achievement are now kept for all service users to mark their progress through the programme.
- 6.34 **Figure 6 – The success rate of community orders managed by Cheshire and Greater Manchester Community Rehabilitation Company between April and December 2015**

| Month          | Number of Cases | Success Rate  |
|----------------|-----------------|---------------|
| April          | 34              | 67.65%        |
| May            | 26              | 72%           |
| June           | 38              | 92.11%        |
| July           | 29              | 93.10%        |
| August         | 24              | 100%          |
| September      | 24              | 86.68%        |
| October        | 31              | 80.65%        |
| November       | 30              | 73.33%        |
| December       | 19              | 89.47%        |
| <b>Average</b> | <b>28</b>       | <b>83.89%</b> |

- 6.35 The table above shows the proportion of positive completions of community orders by Community Rehabilitation Company-managed offenders. Community Rehabilitation Companies are contractually obliged to maintain a minimum success rate of 70% or higher every month, or face service credit penalties. Although the values have varied throughout 2015, Cheshire and Greater Manchester Community Rehabilitation Company has successfully hit this target in all but one month.
- 6.36 **Interventions and Support** – The National Probation Service provides interventions and rehabilitation programmes for all sexual offenders, as well as victim support (risk



management procedures led by victim input) and approved premises (intensive supervision and accommodation for the most dangerous offenders).

- 6.37 A number of other key support services are provided by Community Rehabilitation Companies to medium and low risk offenders, but also extended and run for the higher risk offenders, which address:
- Drug Misuse
  - Alcohol Misuse
  - Mental Health Problems
  - Behavioural Problems
  - Domestic Abuse
  - Poor Relationship Skills
- 6.38 Cheshire and Greater Manchester Community Rehabilitation Company have a dedicated family support worker who helps troubled families to reduce criminogenic factors at home, and offers support to family members of offenders who are on licence. They also have a probation officer trained to deal with cases involving a youth transitioning to adulthood, who works in partnership with the Youth Offending Service to ensure offender management plans are as robust as possible.
- 6.39 Plans have been put in place for Community Rehabilitation Companies to commence joined up work with Shelter to deliver housing assistance, employment skills, as well as finance and debt advice to assist with offender reintegration. Work is also due to commence with P3 – a charity aimed at making people feel more connected to their communities and neighbours – to bring additional, case-specific services to the Community Rehabilitation Companies programme.
- 6.40 **Partnership Work** – The National Probation Service is statutorily involved with a number of partners including Children's Services, Alcohol and Licensing Departments and Women's Centres. This is undertaken to help with reoffending management plans, and to reduce criminogenic factors in the community that can hinder rehabilitation management plans.
- 6.41 To appropriately manage the highest risk offenders the National Probation Service and Community Rehabilitation Companies use the Integrated Offender Management model. The Police, housing, employment providers and prisons create a uniform approach to rehabilitation and reintegration plans. The Integrated Offender Management team specifically targets offenders considered to be at a higher risk of reoffending and aims to stabilise the factors affecting their reoffending behaviour.

### Conclusions

4. There has been a significant change in the way Probation services are now delivered locally.
5. The main cohort of Victim Based Crime offenders are managed by Community Rehabilitation Companies, while all high risk offenders are managed by the National Probation Service.
6. When Transforming Rehabilitation was being rolled out, the Offender Rehabilitation Act was amended to ensure that any offender who is in custody for longer than 2 days will receive a minimum of 12 months supervision on licence.
7. A variety of interventions and programmes are provided by the National Probation Service and Community Rehabilitation Companies that help to rehabilitate offenders to prevent reoffending, and support reintegration back into communities.

### Recommendations

4. That the National Probation Service and Cheshire and Greater Manchester Community

Rehabilitation Company look to strengthen partnerships in Tameside to gain a better understanding of the criminogenic factors contributing to reoffending behaviour and inform rehabilitation programmes.

5. That the performances of the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company are closely monitored to reduce reoffending rates, and ensure offender rehabilitation programmes are as successful as possible.
6. That where appropriate the Council work with the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company to explore suitable future locations for the delivery of offender management services across the borough.

### **Restorative Justice**

- 6.42 Restorative Justice is a method of resolving conflict and repairing harm, improving outcomes for victims and encouraging offenders to acknowledge the impact of their actions. In Tameside the Restorative Justice process is coordinated by a Lead Officer who guides the Restorative Project towards making the community stronger and safer by reducing reoffending rates, increasing victim satisfaction and giving victims a voice.
- 6.43 The Restorative Justice process is victim-led as they choose whether they want the case to be referred to the Restorative Justice team. Referrals have been made through Greater Manchester Police, New Charter Housing Trust and Tameside MBC, and are worked on by trained community volunteers who assist with pre-panel interviews and the Restorative Justice Impact Meetings.
- 6.44 Restorative Justice can be used at all stages of the criminal justice process, including informal resolutions on the street overseen by Police officers, and Restorative Justice Impact Meetings where a victim is able to meet their offender face-to-face. Restorative Meetings aim to balance the satisfaction of the victim with providing the offender an opportunity to move away from their criminal behaviour.
- 6.45 A cost-benefit analysis found that from October 2012 through to December 2014, the Restorative process in Tameside alone had saved the Criminal Justice System approximately £235,000.
- 6.46 **Figure 7 – Types of referrals made to Tameside’s Restorative Justice service between October 2014 and September 2015**

| <b>Crime</b>                    | <b>Referrals Made</b> |
|---------------------------------|-----------------------|
| Robbery                         | 3                     |
| Actual Bodily Harm              | 14                    |
| Section 20 Grievous Bodily Harm | 1                     |
| Common Assault                  | 18                    |
| Section 18 Grievous Bodily Harm | 2                     |
| Racial Hate-Crime               | 6                     |
| Bullying/Harassment             | 16                    |
| Criminal Damage                 | 12                    |
| Theft                           | 14                    |
| Public Order                    | 18                    |
| Neighbour Nuisance              | 15                    |
| Fraud/Deception                 | 3                     |
| <b>Total</b>                    | <b>122</b>            |

- 6.47 The table above shows that RJ has overseen a variety of different Victim Based Crimes, the most common being Common Assault, Harassment, and Actual Bodily Harm. Of the 122 referrals to Restorative Justice, 74 agreements were made (61%), 47 referrals were returned to the agency (39%) and 1 case was carried forward on to the next year. As of November 2015, only 8% of all cases that had gone to impact meetings resulted in reoffending behaviour.
- 6.48 A survey undertaken in Tameside found that 96% of all involved in the Restorative Justice process were satisfied with the process and would recommend it to others. However, a national survey conducted by the Criminal Justice Joint Inspection in 2012 found that a low proportion of people in the community were actively engaged and involved in the Restorative Justice process.
- 6.49 The Tameside Restorative Justice Steering Group identified that the most effective method of increasing awareness of Restorative Justice and integrating it into society is by initiating schemes in schools. The ideology behind Restorative Justice teacher training is that:
- It offers the teachers an alternate method of discipline that may result in healthier student/teacher relationships
  - It can improve behavioural tendencies and development in young people
  - It can reduce the number of call-outs to police from schools for non-police matters
- 6.50 The Restorative Justice into Schools scheme has been successful in Tameside to date, resulting in positive changes in a number of Tameside's secondary schools. The most notable improvement has been the reduction in Police call-outs, with some reporting a decrease of up to 33%.
- 6.51 In addition to schemes in local schools the Tameside Restorative Justice Steering Group is currently looking to embed the Restorative Justice approach into the community, Post-Sentencing processes and victim awareness with female offenders. There is also a scheme due to commence in 2016 that will focus on embedding the Restorative Justice approach into Looked After Children's Homes.

### **Conclusions**

8. Restorative Justice has proven to better the outcomes for victims of Victim Based Crimes and actively reduce reoffending rates.
9. When integrated in school disciplinary processes, the Restorative Justice ethos has demonstrated positive and appropriate behavioural development.
10. The Restorative Justice Steering Group is looking to embed the Restorative Justice approach into more areas of the community.

### **Recommendations**

7. That work is undertaken to raise awareness of the local success and impact Restorative Justice has had in Tameside, and to encourage greater involvement from residents in future.
8. That the Restorative Project in Tameside looks to further embed the restorative ethos and qualities into Tameside by working with local businesses and authorities.

## **7. CONCLUSIONS**

- 7.1 The change to Ethical Crime Recording in 2014 has resulted in a noticeable rise in crime levels.

- 7.2 Cyber-crimes and hate crimes have increased in Tameside, with a third of all Victim Based Crimes being flagged as hate crimes.
- 7.3 Tameside Policing Strategy and Vision has been implemented to improve partnerships, reduce crime and better protect vulnerable residents.
- 7.4 There has been a significant change in the way Probation services are now delivered locally.
- 7.5 The main cohort of Victim Based Crime offenders are managed by Community Rehabilitation Companies, while all high risk offenders are managed by the National Probation Service.
- 7.6 When Transforming Rehabilitation was being rolled out, the Offender Rehabilitation Act was amended to ensure that any offender who is in custody for longer than 2 days will receive a minimum of 12 months supervision on licence.
- 7.7 A variety of interventions and programmes are provided by the National Probation Service and Community Rehabilitation Companies that help to rehabilitate offenders to prevent reoffending, and support reintegration back into communities.
- 7.8 Restorative Justice has proven to better the outcomes for victims of Victim Based Crimes and actively reduce reoffending rates.
- 7.9 When integrated in school disciplinary processes, the Restorative Justice ethos has demonstrated positive and appropriate behavioural development.
- 7.10 The Restorative Justice Steering Group is looking to embed the Restorative Justice approach into more areas of the community.

## **8. RECOMMENDATIONS**

- 8.1 That the rise in hate and cyber-crime is closely monitored and intelligence is shared to support the most appropriate methods to raise awareness and provide training.
- 8.2 That where possible work is undertaken to ascertain the impact that current and future resource pressure will have on the ability of the Police and partners to continually reduce Victim Based Crime.
- 8.3 That the Police, CRCs and the Council work cooperatively to monitor the impacts of the rise in recordings of certain crime types and look to further develop victim support networks in Tameside.
- 8.4 That the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company look to strengthen partnerships in Tameside to gain a better understanding of the criminogenic factors contributing to reoffending behaviour and inform rehabilitation programmes.
- 8.5 That the performances of the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company are closely monitored to reduce reoffending rates, and ensure offender rehabilitation programmes are as successful as possible.
- 8.6 That where appropriate the Council work with the National Probation Service and Cheshire and Greater Manchester Community Rehabilitation Company to explore suitable future locations for the delivery of offender management services across the borough.

- 8.7 That work is undertaken to raise awareness of the local success and impact Restorative Justice has had in Tameside, and to encourage greater involvement from residents in future.
- 8.8 That the Restorative Project in Tameside looks to further embed the restorative ethos and qualities into Tameside by working with local businesses and authorities.