

# Reducing Re-Offending

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## Resources and Sustainable Communities Scrutiny Panel

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# 1. Introduction by the Chair

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I am pleased to present this report of a review carried out by the Resources and Sustainable Communities Scrutiny Panel into measures being taken by the Tameside Crime and Disorder Reduction Partnership in reducing re-offending in Tameside.

As part of the review we have spoken to representatives from the Council, key partner agencies and volunteers involved in reducing re-offending in Tameside.

During this review the scrutiny panel looked at measures being taken around the current 8 pathways which are felt to be dominant influences on re-offending.

The Integrated Offender Management pilot scheme, which has been implemented as a co-ordinated approach to re-offending, appears to have been successful in reducing re-offending in Tameside as early evaluation shows that the programme has been effective by reducing re-offending by 39.4% in the offending rate of the cohort during the time that they have been on the scheme.

The Panel was made aware, and welcomes future proposals to refresh Tameside's Re-offending Strategy to include a whole system approach as a cross cutting theme across all thematic partnerships of the Tameside Strategic Partnership.

I would like to thank all those who have contributed to and supported this review.

**Councillor M Smith**  
**Chair of Resources and Sustainable Communities Scrutiny Panel (2009/10)**



## 2. Summary

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It has been estimated that re-offending by ex-prisoners costs the criminal justice system least £11 billion a year and that prison sentences are not succeeding in turning the majority of offenders away from crime.

This review aimed to examine current strategies and programmes in place to reduce re-offending in Tameside. The Panel heard that there are a number of pathways identified as being dominant influences on re-offending.

The Panel found that early assessment of the accommodation needs of offenders is vital to ensure that the maximum number of offenders have accommodation to go to at the end of their prison sentence.

Supported housing for offenders is available in Tameside and the Panel was particularly impressed with the ROOTS housing support scheme provided by New Charter Housing Trust Limited and felt that it is an example of good practice which other registered social landlords should be encouraged to follow.

Early intervention is felt to be the key factor in the level of impact services have around an offender's attitude thinking and behaviour. However, programmes are not accessible to those offenders receiving a custodial sentence of less than 12 months.

Specific support for children and families of offenders below the requirements of the common assessment framework appears to be limited. The effectiveness of early intervention would be enhanced if Children's Centres were informed as a matter of course by the Probation Service of the families of offenders.

Information received by the Panel shows that alcohol is a major problem in Tameside. The UChooseIT peer led substance misuse organisation provides valuable support to abusers by former abusers who have practical knowledge of the challenges faced and their needs.

Job Centre Plus provides an extensive range of support which is available to ex-offenders as a priority group and is working with the Employer's Coalition to encourage the recruitment of ex-offenders.

With regard to mental health issues, dual diagnosis is an issue, especially with offenders with less severe mental health problems who also have drug related misuse issues, both of which require treatment.

Support for victims and witnesses of crime throughout the criminal justice system is very important, however, links between Victim Support and Witness Service and the Police needs improvement to enable Victim Support to keep victims informed on progress of a prosecution of a perpetrator and the outcome. A restorative justice pilot project has been established in Tameside to resolve conflict and encourage those who have caused harm to acknowledge its impact.

## 3. Membership of the Scrutiny Panel

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### **2009/2010 Municipal Year**

Councillor M Smith (Chair), Councillor W Brelsford (Deputy Chair)  
Councillors Beeley, Buckley, W Downs, Sidebottom, Travis, White and Whitley

### **2010/2011 Municipal Year**

Councillors J Davis (Chair) Councillor W Brelsford (Deputy Chair)  
Councillors Beeley, Bowerman, Buckley, Shorrock, Sidebottom, White and Whitley

## 4. Terms of Reference

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### Aim of the Review:

To examine the effectiveness of the strategies and programmes being carried out in Tameside by the Crime and Disorder Reduction Partnership to provide sustainable reductions in re-offending rates.

### Objectives:

- A. To ascertain the level of re-offending and profile of offenders, in particular repeat offenders in Tameside.
- B. To ascertain national and local strategies in place to reduce re-offending rates.
- C. To examine whether strategies and rehabilitation programmes are being effectively implemented and resourced.
- D. To ascertain any good practice being implemented elsewhere.

### Value for Money/Use of Resources:

The reduction of re-offending rates is a key objective of the Crime and Disorder Reduction Partnership and there is a significant investment to achieve targets and reduce the cost to society of repeat offending.

### Equalities Issues:

Offenders who access programmes to decrease their likelihood of re-offending are frequently from vulnerable groups in society. Programmes to reduce re-offending must take into account equalities factors which impact on an individuals likelihood of re-offending such as mental health issues.

### Local Area Agreement Targets:

Reducing Re-offending is subject to National Indicator and Local Area Agreement targets:

- Local Area Agreement target 30 – Re-offending rate of Prolific and Priority Offenders.

## 5. Methodology

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5.1 During the course of the review the Panel met with:

- The Head of Community Safety; Integrated Offender Management Strategic Lead and Assistant Chief Executive, Probation Services to receive an overview of Tameside Strategy to Reduce Re-offending.
- The Principal Housing Strategy Manager to discuss strategies and support available to offenders to support their accommodation needs.
- Community Safety Officer (Drugs and Alcohol) to discuss strategies and support for offenders with drug and alcohol dependency.
- Volunteers from 'UChooselt', a peer led organisation developed to meet the needs of people with substance misuse issues.
- The Community Economic Development Manager and District Manager, Job Centre Plus to discuss strategies and support available to offenders to support their needs around employment learning and skills.
- Head of Welfare Rights, Community Legal Services to discuss advice services available to offenders and their families regarding debt/benefit in prison and in the community.
- Lead Commissioner for Mental Health Services, Tameside Primary Care Trust to discuss strategies and support for offenders with physical and mental health issues.
- Probation Service to discuss strategies and programmes to address the attitudes, thinking and behaviour of offenders.
- District Manager, Victim Support and Witness Service to discuss support available to victims of crime.
- Acting Assistant Executive Director. Specialist Services and Safeguarding to discuss support available to address the needs of children and families of offenders.

5.2 The content of this report has been checked for factual accuracy by Integrated Offender Management Strategic Lead and Assistant Chief Executive, Probation Services.

## 6. Background to the Review

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6.1.1 In 2002, the Social Exclusion Unit published a report estimating that re-offending by ex prisoners costs the criminal justice system at least £11 billion a year and that prison sentences were not succeeding in turning the majority of offenders away from crime.

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- 6.1.2 The report acknowledged a variety of positive initiatives available, but found the majority of prisoners received little practical support, before release or afterwards.
  - 6.1.3 In addition, those sentenced to less than 12 months – aged over 21 were not required to be supervised by the Probation Service. Short-term prisoners had the highest re-offending rates.
  - 6.1.4 Based on criminological and social research, the Social Exclusion Unit identified several key factors that influenced re-offending.

## 6.2 Reducing Re-offending National Strategy

### 6.2.1 *The Home Office Crime Strategy*<sup>1</sup>

6.2.2 The Home Office National Crime Strategy, ‘Cutting Crime - A New Partnership 2008-11’ was first published in July 2007. The Strategy sets the framework for tackling crime in England and Wales in the period up to 2011.

6.2.3 The Strategy states that the Government will continue to focus on the most prolific offenders throughout the Criminal Justice System, and on reducing re-offending (through the National Offender Management Service (NOMS), and programmes such as the Drug Interventions Programme, and the Prolific and other Priority Offenders programme).

6.2.4 In May 2009, an update to the 2008-11 Crime Strategy was published – ‘Cutting Crime Two Years On’.

6.2.5 In relation to reducing re-offending, the strategy states that ‘offering offenders the chance to reform and supporting them to stop offending is critical to reducing crime’. It recognises it is also the right thing to do in terms of social justice and many offenders can be successfully rehabilitated and become responsible citizens. Appropriate punishment is also recognised as crucial, both as a deterrent and to increase public confidence in the criminal justice system.

### 6.2.6 *National Reducing Re-offending Action Plan*<sup>2</sup>

6.2.7 The National Reducing Re-offending Action Plan was published in 2004.

6.2.8 The Action Plan, aims to fulfil the Government’s commitment to reduce re-offending through greater strategic direction and joined-up working. It sets out over sixty national action points which have been agreed across Government, covering several pathways, to support the rehabilitation of offenders.

6.2.9 The Plan suggests complementary activity for the consideration of those working at the local level.

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<sup>1</sup> Crown copyright: The Home Office National Crime Strategy, ‘Cutting Crime - A New Partnership 2008-11’

<sup>2</sup> National Reducing Re-offending Action Plan 2004 – Governments Plans to reduce re-offending

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## 6.2.10 ***Integrated Offender Management***

6.2.11 A new Integrated Offender Management approach has been introduced as framework to bring together all agencies engaged in managing of repeat offenders.

6.2.12 Integrated Offender Management aims to help local partners jointly to: reduce crime and re-offending, improve public confidence in the criminal justice system and tackle the social exclusion of offenders and their families, address potential overlaps between existing approaches and programmes to manage offenders and address gaps, align the work of local criminal justice agencies and their partners more effectively, expanding or improving on partnerships that already exist at the local, area and regional level, simplify and strengthen governance to provide greater clarity around respective roles and responsibilities.

6.2.13 The Integrated Offender Management Programme consists of different elements of reducing re-offending approaches:

- Domestic Violence (Multi Agency Referral Arrangements for Domestic Violence – Integrated Domestic Abuse Programme)
- Multi Agency Public Protection Arrangements
- High Risk Management Arrangements
- National Offender Management Service (Prison and Probation Services)
- Drug Related Offending (Drug Intervention Programme, Problematic Drug Users, Prison-based referral into treatment services)
- Young Offenders (Defer Young Offender Scheme)
- Anti Social Behaviour

6.2.14 Nottinghamshire, Lancashire, West Yorkshire and West Midlands were developed as Integrated Offender Management pioneer areas.

## 6.2.15 ***Public Service Agreements 2008-11***

6.2.16 Public Service Agreements (PSAs) set out for the public and practitioners form the Government's delivery priorities and provide a framework for how the Government will measure success. The two key PSAs for 2008–11 for crime reduction and community safety are:

- PSA 23 Make communities safer – including reducing re-offending through improved management of offenders
- PSA 25: Reduce the harm caused by alcohol and drugs

6.2.17 The national target for this public service agreement is to reduce the adult and juvenile re-offending rate by 10% between 2005 and 2011.

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## 6.3 Reducing Re-offending Regional Strategy

### 6.3.1 ***North West Reducing Re-offending Action Plan***

6.3.2 The North West Reducing Re-offending Action Plan was published in 2005 and sets out the regional response to the National Action Plan.

6.3.3 The Plan identifies 8 pathways (see 6.3.7), under these pathways, the plan sets out over 100 actions for government departments, statutory agencies and the voluntary and community sector.

### 6.3.4 ***North West Reducing Re-offending Delivery Plan***

6.3.5 The North West Re-offending Delivery Plan (April 2007) sets out individual delivery plans that correspond to the nationally agreed Pathways:-

- Accommodation
- Attitudes, Thinking and Behaviour
- Children and Families
- Drugs and Alcohol
- Employment, Learning and Skills
- Finance
- Mental & Physical Health
- Victims of Crime: Individuals & the Community

6.3.6 The Plan is to be refreshed on an annual basis in order to acknowledge outcomes achieved.

6.3.7 The key Partnerships involved in reducing re-offending are:-

- Connexions
- Courts
- Crime and Disorder Reduction Partnerships
- Drug & Alcohol Action Team
- Employers
- Faith Communities
- Government Office North West
- Jobcentre Plus
- Juvenile & Young Offenders Estate
- Learning & Skills Council
- Legal Services Commission
- Local Authorities
- National Treatment Agency
- OLASS (Offender Learning and Skills Services) Providers
- Police
- Primary Care Trusts
- Prisons
- Private Sector
- Probation Service
- Public Health Services
- Strategic Health Authorities

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- Voluntary & Community Sector
  - Youth Justice Board
  - Youth Offending Teams

## 7. Review Findings

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### 7.1 Tameside Reducing Re-offending Strategy

- 7.1.1 Reducing re-offending is identified as a priority in the Tameside's Crime and Disorder Reduction Partnership Plan 2008-11. The Plan states that the key to maintaining crime reduction is working with offenders to prevent them from offending in the future.
- 7.1.2 At the time of this review, a Reducing Re-offending Group had been established and a Reducing Re-offending Action Plan produced. This Action Plan identified actions to be taken against each of the 8 Pathways, identified in the North West Delivery Plan (6.3.6).
- 7.1.3 In addition, Tameside is currently piloting an Integrated Offender Management (IOM) project which targets offenders in the community who present the highest risks in their communities, in particular, short sentence offenders released from prison.
- 7.1.4 At the time of this review the Tameside Integrated Offender Management Programme comprised of a cohort of 160/170 local offenders (including non statutory) who had committed serious acquisitive crime and those at risk of violent re-offending.
- 7.1.5 Out of the cohort, sixty-five individuals have issues with drug misuse; forty-five have been retained in treatment with the Drug Intervention Project (DIP) for over twelve weeks and twelve have been involved with other agencies such as UChooseIT; eleven individuals have been assisted in obtaining accommodation and ten have been helped with their employability.
- 7.1.6 A traffic light monitoring system is in place for offenders who form part of the Integrated Offender Management cohort. Offenders are monitored as to the level of risk of re-offending.
- 7.1.7 A new Prolific Offender Management Information and Evaluation System (POMIES) is being established in order to evaluate Integrated Offender Management in Tameside and would provide useful data on the effectiveness of the types of interventions offenders receive.
- 7.1.8 Recent data suggests a 39.4 % reduction in offending levels of the cohort. Before registration average annual offending rate was 4.19 offences per individual. After registration, 2.54 offences per individual.
- 7.1.9 However, long term success requires more effective measurement, such as the impact of the offender has on their family e.g. effects on children.

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7.1.10 Reduction in offending behaviour has produced savings of £608,224<sup>3</sup>. (Formula from Home office study “The economic cost and social costs of crime against individuals and households 2003/04”, published in 2005).

7.1.11 The success of reducing re-offending approaches is measured nationally by a range of indicators which link to the Thameside Local Area Agreement. National indicators enable comparison with other local authorities and the sharing of good practice.

## Conclusions

1. Early indications show that the Thameside Integrated Offender Management Pilot Programme has been successful in reducing re-offending in Thameside.

## Recommendations

1. That the Panel receive evaluation data in relation to the success of the Integrated Offender Management Programme at the end of the pilot period.

## 7.2 Pathway 1 - Accommodation

7.2.1 Stable accommodation can make a 20% difference to the likelihood of offenders re-offending; 30% of offenders lose accommodation while in prison and approximately 40% are homeless when released (Social Exclusion Unit 2002).

7.2.2 Data from the Thameside Probation Service 2008/09 shows that 210 or 25% of offenders have an accommodation problem which affects their offending behaviour and appears to be a particular problem amongst young offenders.

7.2.3 The Panel heard that some of the barriers to securing accommodation include:

- Entitlement to housing benefit. Offenders are entitled to claim housing benefit for up to 26 weeks from being sentenced to a custodial sentence.
- Offenders are not entitled to receive housing benefit when released from prison early.
- Circumstances leading to imprisonment and consequent loss of housing can be assessed as intentional homelessness meaning that the local authority does not have a duty to accommodate an individual.
- Housing providers have to manage a number of conflicting objectives. To contribute to re-offending strategies, but also to operate a successful business.

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<sup>3</sup> Formula from Home office study “The economic cost and social costs of crime against individuals and households 2003/04 “ published in 2005.

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- There is sufficient demand for housing from less challenging people than offenders, who could have multiple needs linked to a history of care and drug and alcohol use.

7.2.4 Prisons are required to undertake a housing needs assessment of an offender within four days of their custodial sentence. Although the North West has developed standard tools to undertake this, the Panel heard that the quality of assessments needs to be improved upon and that the standard of advice provided within prisons varied.

7.2.5 Offenders are one of the client groups covered by the Supporting People Programme which provides housing related support in order to develop and sustain an individual's capacity to live independently in their own accommodation such as enabling individuals to access correct benefit entitlement and ensuring they have the correct skills to maintain a tenancy.

7.2.6 Tameside works in partnership through the Tameside Accommodation Pathway with links to sub regional and regional work. Partners include Tameside MBC, Police, Probation, Drug Intervention Programme, Registered Social Landlords, Housing Advice Centre and supported housing providers. Actions identified through the Pathway are:-

- **Improved housing advice for offenders**

A new initiative will provide a Greater Manchester wide housing advice service funded by the 10 Greater Manchester Authorities and Probation. The Service will be delivered by two local housing providers.

- **Improved links to local prisons**

A number of strategies are in place to improve links to prisons. The Housing Advice Centre and Probation have funded a worker to hold advice surgeries within prisons. Locally, Tameside is hoping to access a video conferencing facility at Hyde Probation enabling staff to interview offenders via video link.

- **Increased units of specialist supported housing for offenders**

Units of specialist supported housing have increased from 6 in 2003 to 46 in 2009. In 2008/09 supported housing schemes helped 82 offenders to successfully comply with the requirements of their order.

- **Support housing providers to work with offenders**

Seminars and training sessions have taken place for housing providers to help them understand what support services are available. Protocols between the Drug Intervention Programme, Police and Probation are being developed.

- **Challenge lettings policies**

Some lettings policies exclude offenders for reasons such as rent arrears or unspent convictions. Further research is to be undertaken both locally and regionally.

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7.2.7 Future work to be undertaken is identified as:-

- Better use of resources and exploration of options for joint funding.
- Improved move on from supported housing.
- Options for better use of private rented sector

7.2.8 £45k of funding received from the Home Office Vigilance Fund has been used to deliver accommodation and support for offenders within the Integrated Offender Management cohort. The funding provided a rent deposit scheme (up to £10,000) and a 'getting started' payment of £300. Funding also provided floating support to help organise offenders' benefits. A minimum of 10 people are to be settled in accommodation by the end of March 2010.

7.2.9 Tenders have been invited for a new contract to deliver the scheme to support ex-offenders in finding accommodation. The scheme will be funded jointly between the Crime and Disorder Reduction Partnership and Supporting People Programme.

7.2.10 Tameside has achieved 81% against National Indicator Set 143 which measures the percentage of offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence.

7.2.11 During the course of the review members of the scrutiny panel were invited to attend the launch of a Tenancy Support Service for ex-Offenders being piloted by New Charter Housing Trust Limited and attend a Harm Reduction Project being delivered in Stalybridge by the National Association for the Care and Resettlement of Offenders.

7.2.12 ***ROOTS – Tenancy Support Services for Ex-Offenders***

7.2.13 'ROOTS' has been established as a scheme providing accommodation and support to high risk Multi-Agency Public Protection Arrangements (MAPPA) cases and Priority Prolific Offenders (PPOs) and, at the time of this review had been running for 6 months.

7.2.14 The scheme is managed by New Charter Housing Trust Limited and staffed by 2 Tenancy Support Officers, 1 Operational Manager and 1 Project Manager. The Scheme's contract value was £76,785, jointly funded by Supporting People and Joint Commissioning Group for a 12 month period.

7.2.15 New Charter Housing Trust has since been awarded a 3 year contract from April 2010 to deliver this tenancy support service with an option to extend the contact for a further 2 years.

7.2.16 The current capacity of the scheme is to accommodate twelve ex-offenders. To date, ten people have been housed and 2 people serving custodial sentences have been identified for the scheme.

7.2.17 Referrals to the scheme are made by a Tameside Supporting People Common Referral Form. The form must be signed by the offender and passed to a senior Probation Officer.

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- 7.2.18 Offenders are assessed as to their suitability for the scheme through Probations' Offender Assessment System (OASYS) which is a standardised process for the assessment of offenders and risk management tool.
- 7.2.19 To help ex-offenders sustain accommodation the scheme offers support around the provision of housing and housing related issues, such as being a good neighbour; budget and finance; tackling negative peers/associates; multiple needs (substance misuse, mental health problems, social isolation) and access to education, training and employment opportunities.
- 7.2.20 Ex-offenders who are let properties through the scheme are subject to tenancy agreements which include an addendum outlining the specific support package and consequences of any breach.
- 7.2.21 At the time of this review, work was underway to develop an exit strategy for successful tenants.
- 7.2.22 ***National Association for the Care and Resettlement of Offenders***
- 7.2.23 The National Association for the Care and Resettlement of Offenders (NACRO) is a national crime reduction charity, operating 200 projects across England and Wales.
- 7.2.24 Locally, NACRO run a Harm Reduction Project in Stalybridge which accommodates 8 clients. Acceptance into the project is based on allocation criteria of men aged 16-65 with substance misuse associated offending behaviour and provides 24 hour support.
- 7.2.25 Referrals to the project are received from Probation, Drugs Service and self referrals. Approximately 2 interviews per week took place within prisons.
- 7.2.26 The project is run by 3 project workers and 2 night workers with the aim of assisting clients to positively move on to their own accommodation. During their time at the facility, clients participate in key work sessions and activity based sessions.
- 7.2.27 Initially, funding for the scheme was provided jointly by the Probation Service and Adult Services. In 2009/10 the scheme received Supporting People funding of £172,271.
- 7.2.28 The Panel was informed that a transition project from 24 hour support to less support was needed.
- 7.2.29 ***NACRO Tameside Floating Support Service***
- 7.2.30 The NACRO Tameside Floating Support Service was established on August 2004 to work in partnership with the Stalybridge Harm Reduction Project. The aim of the service is to support Service User residents at the Stalybridge Harm Reduction Project who are identified as being ready to move on.

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7.2.31 Floating support provides help for clients to remain in their own accommodation and can last up to 2 years from move on. During this time, clients still attend key work sessions at least once a month.

### Conclusions

2. Early assessment of accommodation needs is vital to ensure that the maximum number of offenders have accommodation to go to at the end of their prison sentence. However, Housing Need Assessments in prison can be of variable quality even though there are standard tools available throughout the North West.
3. The Panel is very impressed with the ROOTS Housing Scheme being provided by New Charter Housing Trust Limited which provides supported accommodation for ex-offenders. It is recognised that it is grant funded, requires managing and uses housing stock which is in short supply.
4. The New Charter ROOTS Housing Scheme is an example of good practice which other Registered Social Landlords should be encouraged to follow.
5. The Panel recognise that funding is limited however feel that it is essential that support provided for individuals on a tenancy support scheme such as ROOTS is not withdrawn too soon and an exit strategy for successful tenants should be established.
6. The NACRO Harm Reduction Project in Stalybridge provides a secure environment and supported accommodation for ex-offenders with substance misuse problems.

### Recommendations

2. That the Partnership aims to continue to support the development of the ROOTS Housing Project in order to maintain supported accommodation services to ex-offenders and encourage other registered social landlords to work together to develop similar services.
3. That the ROOTS supported accommodation scheme run by New Charter Housing Trust Limited develop an exit strategy for ex-offenders within the scheme as a priority.
4. That the Partnership encourage the use of a standardised housing needs assessment process in prisons.

## 7.3 Pathway 2 – Attitudes Thinking and Behaviour

7.3.1 The National Offender Management Services states that there is considerable evidence for the effectiveness of cognitive skills programmes in rehabilitating offenders.

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- 7.3.2 There are several accredited programmes around attitudes, thinking and behaviour, in use across Greater Manchester covering areas from controlling anger to boosting skills.
  - 7.3.3 Eligibility for programmes is based on risk of reconviction and is determined by the Offender Group Reconviction Scale (OGRS).
  - 7.3.4 The Panel heard that although there is a greater risk of offenders who receive a sentence of less than 12 months re-offending, they are not eligible for the programmes.
  - 7.3.5 Data showed that there has been a 15% reduction in re-offending amongst those offenders who had completed the specific programmes Thinking Skills and Drink Impaired Drivers.

## Conclusions

- 7. Early intervention is felt to be the key factor in the level of impact services have around an offender's attitude, thinking and behaviour.
- 8. The Panel found that programmes around attitudes thinking and behaviour are not accessible to those offenders receiving a custodial sentence of less than 12 months.

## Recommendations

- 5. That consideration be given to early intervention programmes for offenders receiving custodial sentences of less than 12 months.

## 7.4 Children and Families

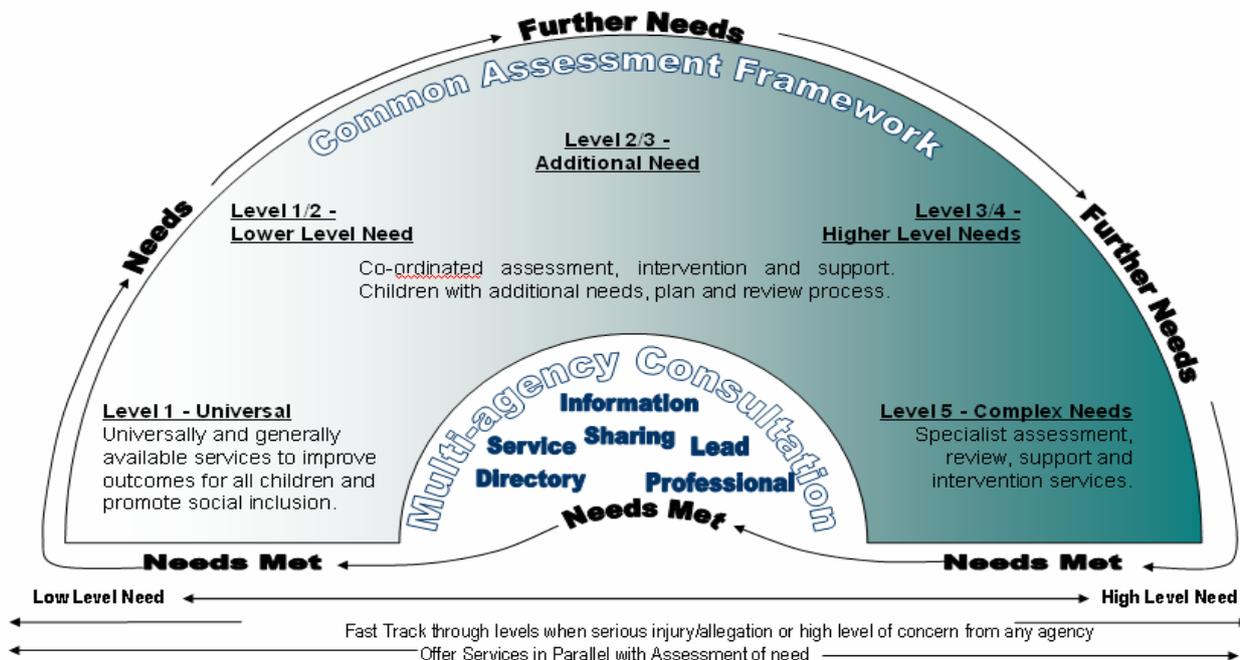
- 7.4.1 In Tameside, support for children and a families of offenders is provided as part of Specialist Services and Safeguarding within the Services for Children and Young People service area.
- 7.4.2 At the time of this review there were 344 looked after children; 184 children at risk; and 960 children in need. Out of 184 children with a care plan 15-20% had individuals within the family who have received custodial sentences.
- 7.4.3 The Tameside Children's Needs framework (Diagram 1) provides a common approach to identifying levels of need for children and young people. The Framework helps locate a child's needs and circumstances on a Continuum and identifies an appropriate level of response.
- 7.4.4 The Tameside Children's Needs Framework describes five levels of need:

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- **Level 1 – Universal**  
Universally available services to improve outcomes for all children (e.g. children/young people where there is no concern regarding health/development).
  - **Level 2 – Lower Level Need**  
Co-ordinated assessment, intervention and support: e.g. children/young people where there is some need around health/development; accessing the national curriculum.
  - **Level 3 – Additional Need**  
Co-ordinated assessment, intervention and support: e.g children/young people needing co-ordinated intervention; continuing to have difficulties accessing national curriculum despite intervention or whose health/development is being impaired.
  - **Level 4 – High Level Need**  
Co-ordinated assessment, intervention and support: e.g children/young people whose health/development and well-being is at high risk or in need of longer term support.
  - **Level 5 – Complex Needs**  
Specialist assessment, review, support and intervention services: e.g professional intervention essential to maintain adequate levels of care for the child.

- 7.4.5 Child and Family meetings are arranged following certain triggers: To provide a co-ordinated approach across all agencies.
- 7.4.6 A lead professional will lead co-ordinated provision for a child and family and also act as a single point of contact when a range of services are involved.
- 7.4.7 Members heard that the tenacity of the worker involved was extremely important in engaging families. Transient families are more difficult to engage with.
- 7.4.8 This process is not specific to one agency and there is a need for the framework to be more embedded in the culture of the borough. Referrals from health services are less common than from education services.

Diagram 1

# Common Processes



## Children's Centres

- 7.4.9 Children's Centres seek to address inequalities and help provide children and families, with support through multi disciplinary teams including health, financial advice and early education.
- 7.4.10 As part of the Children Centres concept targeting of vulnerable children and families. This includes the children and families of offenders.
- 7.4.11 In order to help them identify such families and therefore offer support, the Children's Centre Service receive some information from the Probation Service which enables vulnerable families to be identified and supported.

## Conclusions

- 9. Specific support for children and families of offenders below the requirements of the common assessment framework appears to be limited.
- 10. The level of support and the effectiveness of early intervention will be enhanced if Children Centres can be informed as a matter of course by the Probation Service when families of offenders are accessing services.

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## Recommendations

6. That the Partnership encourages better information sharing between the Probation Service and Children's Centres in identifying families of offenders.

## 7.5 Pathway 4 – Drugs and Alcohol

### 7.5.1 The Panel heard that:

- Class A drug use generates an estimated £15.4b in crime and health costs nationally each year
- Between a third and half of acquisitive crime is estimated to be drug related
- A quarter of 16-24 year olds have used an illegal drug in the last year
- 10% of 16-59 year olds have used an illegal drug in the last year
- 17% of school children aged 11-15 used an illegal drug
- The UK illicit drug market is worth £4/6b

7.5.2 Each year the Tameside Crime and Disorder Reduction Partnership is required by the National Treatment Agency to carry out a needs assessment. The assessment involves an analysis of data from a variety of sources including treatment data, drug testing data, using tested methodologies.

7.5.3 Data is collected for Tameside by Glasgow University on a 3 year basis through capture/recapture methodology. Results are due to be refreshed this year.

7.5.4 Information from the last needs assessment estimates that the number of problematic drug users (PDUs) in the borough for 2006/07 was 1,687. This figure increased by 26% from the previous year. 1,031 individuals were known to specialist treatment services during 2006/07, therefore, 656 problematic drug users are not known to specialist treatment services. This figure has increased by 51% on the previous year.

7.5.5 In Tameside, Drug and Alcohol Services (DAS) provide local drug treatment services including from a rapid prescribing service to hard reduction advice.

7.5.6 The Panel heard that a client engaged in treatment services for 12 weeks is more likely to complete the programme and become clean. At the time of the review, 3 substance misusers were to be sent to intensive treatment services in Stockport.

7.5.7 The 'Independence Initiative' was newly commissioned during 2008/09. It is envisaged that the service will become a pathway to recovery. Initiatives consisted of group therapy; education and employment training and sign posting to core facilities.

7.5.8 Tameside's abstinence service, "The Liberty Project", is jointly provided by Addiction Dependency Solutions and Substance Misuse Services. The Project provides a number of interventions for those who wish to remain drug free.

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7.5.9 The Panel notes that problematic drug users who are not known to specialist treatment services may continue to commit crimes which have not been brought to the attention of the police.

7.5.10 Measures in place in Tameside to respond to substance misuse include:-

- **Drug Intervention Programme**

The Drug Intervention Programme (DIP), is a Home Office initiative introduced in 2004. This offender management approach aims to help increase the use of community sentences with drug treatment requirements.

- **Drug Rehabilitation Requirements**

A drug rehabilitation requirement is the main delivery route for drug interventions within community sentences for adult offenders e.g. treatment and regular mandatory drug testing.

- **Bridging the Gap/Fire Risk Assessment**

Bridging the Gap is a training programme designed for people to develop skills and training in the substance misuse field. It is supported by a six month placement with a local organisation.

Fire Risk Assessments are carried out on the homes of vulnerable people.

- **Links to Reducing Re-offending Pathway**

- **Integrated Offender Management**

7.5.11 ***UChooseIT***

7.5.12 During the review, members of the Scrutiny Panel had the opportunity to examine the development of 'UChooseIT', a peer led organisation provides information for services and agencies to meet the needs of people with substance misuse

7.5.13 UChooseIT aims to support recovery by helping individuals to; Identify services needed, make informed decisions on the options available and gain the confidence to express their needs.

7.5.14 The organisation works with services to: deliver support to clients and responds to needs identified, ensure clients are aware and able to access services and identify gaps in provision and develop creative ways of meeting diverse needs.

7.5.15 The organisation has received start up funding of £12,000 from the National Treatment Agency and a grant from the Small Enterprise Initiative Fund of up to £12,000 for consultancy services to develop a 3-5 year strategic business plan. The development of a business plan will enable the organisation to apply for more sustainable funding. At present there are 3 members of staff with 2 members undergoing training.

7.5.16 UChooseIT are involved in many activities including:

- Establishment of a signposting service with over 70 links across Tameside

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- Establishment of SMART recovery groups - piloted in hostels
  - Established links with MARAC - serious crime and domestic violence
  - Provision of volunteering and training opportunities for recovering individuals

## Conclusions

11. Information received by the Panel shows that alcohol is a major problem in Tameside.
12. UChooselt peer-led substance misuse organisation provides support to abusers by former abusers who have practical knowledge of the challenges faced and their needs.
13. Ex drug abusers who have gone through a successful detoxification programme and no longer under probation service supervision may still need support.
14. Programmes are in place to support and treat offenders with drug and alcohol dependency problems.

## Recommendations

7. That the UChooselt organisation be supported in its provision of support to substance misusers including those who have undergone successful detoxification programmes.

## 7.6 Pathway 5 – Employment Learning and Skills

- 7.6.1 Improving employment outcomes for offenders is measured by National Indicator 144. This indicator measures the number of offenders under probation supervision in employment at the end of their order or licence. The target set for this indicator was 40%. Tameside has exceeded this target, having achieved 47%.
- 7.6.2 Work is being undertaken to raise the profile of improving employment opportunities within Probation and Working Neighbourhood Teams.
- 7.6.3 A new Adult Advancement and Careers Service is currently being piloted. This Service will provide a common database of information, advice and guidance for adults.
- 7.6.4 Worklessness is a key priority of the Greater Manchester City Strategy with offenders being a particular target group.
- 7.6.5 The Panel heard that information regarding skills acquired by an offender during a custodial sentence do not necessarily follow the offender on release. Work is to be undertaken with prisons to arrange work placements on their release.

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- 7.6.6 The Future Jobs Fund aims to create jobs for long term unemployed young people and others who face significant disadvantage (including offenders) in the labour market. The Fund is aimed primarily at 18-24 year olds who have been out of work for nearly a year. Everyone who had been looking for work will get an offer of a job, work experience or training lasting 6 months.
- 7.6.7 In October 2009, the Government launched a national programme (Flexible New Deal) to establish a new unified approach for all jobseekers. The programme aims to support jobseekers in returning to and remaining in work.
- 7.6.8 A small cohort of offenders will require extensive training at the earlier stages of the programme or participate in an employment scheme specifically for offenders.
- 7.6.9 Although the Learning and Skills Council provides an additional supplement to colleges to take on offenders, the Scrutiny Panel heard that some ex-offenders would not always disclose their criminal record.
- 7.6.10 Employers can receive a subsidy of up to £1,500 for employing an ex-offender. However, improved links between Probation and the employer are required to make employers aware of the assistance available.
- 7.6.11 The Community Task Force is a work experience placement element of the new Young Persons Guarantee and provides a guaranteed offer of a job, work focussed training or activity for all 18 to 24 year olds approaching the 12 month stage of their claim to job seekers allowance.
- 7.6.12 A mapping exercise of all skills training in the borough and provider agencies has been completed.
- 7.6.13 **Job Centre Plus**
- 7.6.14 A claimant to Job Seekers Allowance is required to attend a meeting with a Job Centre Plus Personal Advisor to ensure the individual gets the help needed to look for and find work quickly.
- 7.6.15 In relation to offenders, Employment and Benefit Surgery Advisors operate surgeries in all 17 prisons in the North West and conduct initial interviews and skills analysis of offenders; together with the provision of advice on work and training opportunities. The Offender Learning and Skills Service (OLASS) provides skills based learning in prisons.
- 7.6.16 The Panel heard that on release from prison, offenders often find difficulty in gaining employment without a stable environment. The 'Fresh Start' initiative intends to narrow the gap between someone leaving prison and accessing the benefits to which they are entitled. Under the initiative, the intention is that an interview between the prisoner and Jobcentre Plus is arranged with minimum delay upon release so that the ex-prisoner can sign on for Jobseekers Allowance. An interview should be arranged by prison staff with Fresh Start managers for all prisoners who wish to claim Jobseekers Allowance on release.

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- 7.6.17 There are some sources of income available for offenders on release from prison before they receive their first benefit payment. However, the Panel heard that individuals do not always engage with Job Centre Plus immediately on release and therefore a delay can occur in benefits being arranged.
- 7.6.18 The Discharge Grant aims to help with living expenses for the first week after release from prison.
- 7.6.19 The Community Care Grant is a discretionary grant available to cover such items as clothes, furniture and cooking equipment and can be applied for six weeks before release from prison.
- 7.6.20 The Panel found that there is a range of help for ex-offenders from day one of their claim to Job Seekers Allowance. Customers can be fast-tracked to all support services and Work Trial opportunities available through Local Employment Partnerships. Work Trials allow customers to work in an actual job for up to 15 working days giving the opportunity to show the employer their skills and enthusiasm offered.
- 7.6.21 The Panel heard that following pre-recruitment training, employers looked favourably at disadvantaged customers. The IKEA retail store is a good example of an employer in Tameside which has employed disadvantaged Jobcentre Plus customers through pre-recruitment training. Customers also have access to an adviser at regular periods throughout their claim offering support around completion of a curriculum vitae and confidence building.
- 7.6.22 Progress2work provides support for customers who are recovering from substance misuse, many of whom are ex-offenders. The kind of support provided includes help with the completion of a curriculum vitae and how to disclose a criminal record.
- 7.6.23 As an incentive, employers who employ ex-offenders can receive a subsidy of £1000, together with £1500 from the Learning Skills Council for training and improving skills. Customers may be entitled to claim travel subsistence and a clothing allowance.
- 7.6.24 The 'Young Persons Guarantee' guarantees all 18 to 24 year olds who are towards their 12 month stage of their claim for Jobseekers Allowance, an offer of a job; work focussed training or a place on a Community Task Force. The Panel heard that contracts have recently been signed and jobs should now begin to emerge.

## Conclusions

15. Job Centre Plus provides an extensive range of support which is available to ex-offenders as a priority group.
16. Job Centre Plus is working with the Employer's Coalition to encourage the recruitment of ex-offenders.
17. Offenders do not always engage with Job Centre Plus immediately on release and therefore a delay can occur in benefits being arranged.

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## Recommendations

8. That consideration should be given for claims for job seekers allowance and housing benefit to be made before release from prison to reduce waiting time before receipt.

## 7.7 Pathway 6 – Finance

Services available to offenders and their families regarding debt/benefit advice<sup>4</sup>

- 7.7.1 Ensuring that ex-offenders have sufficient legally obtained income to live on is key to their rehabilitation. Many ex-offenders have existing personal and family financial problems to address. The new offender assessment system (OASys) assessments for 2006 suggests that 23% of offenders in the community have a criminogenic need relating to financial management and income. If these problems are not addressed an offender finishes their sentence in a position where they may be more inclined to re-offend.

The Panel heard that there are three areas of financial problems faced by offenders:

- Financial capability – The need for training in how to manage finances
- Access to financial services – Help with opening bank accounts and obtaining insurance is crucial as it can impact on their ability to obtain employment
- Debt advice – 48% of prisoners have a history of debt therefore advice is crucial to managing finances

- 7.7.2 Tameside Council operates a debt advice service based within the Council's Welfare Rights Service. This Service offers free, independent, confidential advice, support and assistance with debt problems.

- 7.7.3 As a result of the objective to promote financial inclusion within the reducing re-offending strategy a pilot project was established for monthly debt advice sessions to be provided from May 2008.

- 7.7.4 Due to the success of the initial pilot, funding was secured from March 2009 to deliver debt advice and support to 34 offenders who were subject to community orders. Two sessions per month are being delivered at the Ashton Probation Office.

- 7.7.5 From May 2008 – October 2009, 50 cases involving offenders were referred for debt advice. The number of debts dealt with was 214 totalling an amount of £514,315.26.

- 7.7.6 In total from the period May 2008 – October 2009, the Service dealt with 350 clients totalling £3m of debt.

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<sup>4</sup> National Offender Management Service – Signposting Offenders to Financial Capability Training, Debt Advice and Financial Services

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## Conclusions

18. Debt advice and support is freely available, but people with serious drug dependency may have “debts” that are difficult to manage and schedule and will lead back to criminal activity.

## 7.8 Pathway 7 – Physical and Mental Health

- 7.8.1 It is widely perceived that there are a large number of people with mental health problems and learning disabilities in prisons. Prison can exacerbate mental health, heighten vulnerability and increase the risk of self-harm and suicide.
- 7.8.2 An independent review was undertaken in 2007 to determine to what extent offenders with mental health problems or learning disabilities could be diverted from prison to other services and what were the barriers to such diversion. ‘The Bradley Report’s recommendations will set the framework for mental health and the criminal justice system in future years.
- 7.8.3 In its response to recommendations contained in the Report, the Government has acknowledged that training around mental health needs to be of a higher priority. The Panel heard that, in Tameside, a training post had existed several years ago and was a useful resource, but underused.
- 7.8.4 The Government has proposed that a rolling programme of training be introduced in April 2010 for the Probation Service. The programme aims to train all probation staff within 5 years.
- 7.8.5 The Bradley Report recommends that the National Health Service and the police explore transferring commissioning and budgetary responsibilities for healthcare services in police custody suites to the National Health Service.
- 7.8.6 The Report also recommends that all police custody suites have access to services which should include mental health screening, timely assessment and make appropriate referrals.
- 7.8.7 The minimum target recommended by the report for transferring a prisoner with acute, severe mental health illness to an appropriate healthcare setting, is 14 days.
- 7.8.8 Open access to services in the borough was now available enabling offenders to have access to a General Practitioner and dental services after contact with the criminal justice services.
- 7.8.9 The Lead Commissioner acknowledged that there were gaps around dual diagnosis for prisoners who have a mental health and drugs/alcohol problems in Tameside, and that there is a need for a clear pathway and better services to address the gaps.

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- 7.8.10 The Panel heard that a concern of the Probation Service due to existing thresholds is access to local services for those who suffer conditions such as anxiety. At present, people with mild to moderate mental health problems are recommended to Tameside and Glossop Mind and Topaz Wellbeing Centre.
- 7.8.11 The Panel heard that mental health treatment within prisons is voluntary and can not be enforced. Conflicts can occur around who takes responsibility for those offenders who are released to hostels outside Tameside.
- 7.8.12 In some instances, offenders need access to mental health services before undertaking programmes which deal with changing attitudes, thinking and behaviour.
- 7.8.13 The Panel heard that agreed protocols are being developed for the use of Section 135 and 136 of the Mental Health Act which gives the police power to remove an individual to a place of safety for their own protection or the protection of others if it is thought that someone is in need of immediate care or control. A new 'Section 136' suite has been created at the Tameside Mental Health Unit.

## Conclusions

19. Dual diagnosis is an issue, especially with offenders with less severe mental health problems who also have drug related misuse issues both of which require treatment. Earlier intervention may prevent more serious issues later.

## Recommendations

9. That the Scrutiny Panel receive an update on the action plan to address identified issues around dual diagnosis 6 months from the date of this report being published.

## 7.9 Pathway 8 – Victims

- 7.9.1 Support and advice for victims of crime in Tameside is provided by a voluntary organisation Victim Support and Witness Service.
- 7.9.2 95% of referrals to Victim Support and Witness Service are received directly from the police. The Service contacts victims following referral offering support and practical advice in the aftermath of a crime against them.
- 7.9.3 The service also provides a witness service giving support before, during and after the trial from someone to talk to confidentially, about how you're feeling before a trial to practical help (for example with claiming your expenses).
- 7.9.4 The Panel felt that there was a lack of communication with victims around the progress of a prosecution of a perpetrator of a crime and the outcome of that prosecution.

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- 7.9.5 The Panel heard that a focus is to be put on reparation (restorative justice) with the aim being to resolve conflict and encourage those who have caused harm to acknowledge its impact.
- 7.9.6 The benefits of restorative justice were reported as a reduction in re-offending significant cost benefits, officers able to spend more time on the street dealing with more serious crime and increased public satisfaction.
- 7.9.7 The Panel also heard that the use of restorative justice has been embedded in the youth agenda in Tameside for many years. The following case study was received as an example of a successful youth restorative justice outcome.

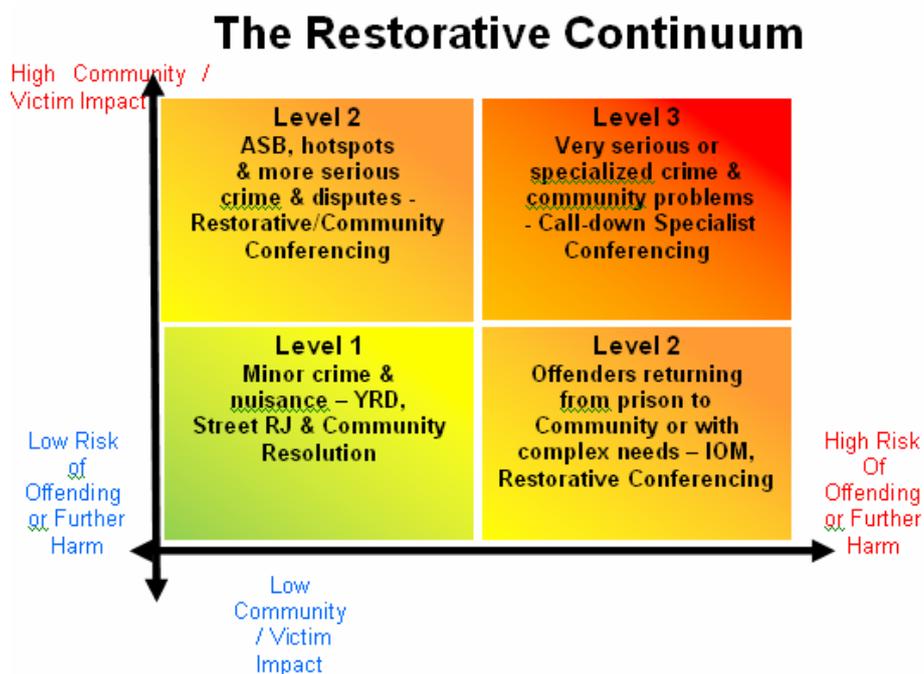
## Case Study I

- Victims - Elderly couple pensioner age,
- Offender - School age female
- Offence- Criminal damage
- Victims & Victim Worker compiled victim impact statement.
- Victims & offender engaged in shuttle mediation.
- Offender completed letter of apology.
- Victims requested reparation at Tameside Animal Shelter, or a local project.
- Offender completed 18hrs work at Tameside Animal Shelter, plus 3hrs work gardening at a local church



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- 7.9.8 With regard to adult reparation, a Greater Manchester Restorative Justice Project has been established based on a model used in Cheshire.
- 7.9.9 A Tameside Restorative Justice Pilot Scheme has also been recently established and will initially concentrate on levels one and two of the Restorative Continuum (Diagram 2, below) with a view to looking at level 3 in the future.
- 7.9.10 At the time of this review, the Panel heard that a focus group would take place in February 2010 to engage local communities and gain public opinion. Training for police officers would take place in March 2010 together with training for community crime fighters and victim support volunteers.

Diagram 2



## Conclusions

20. The Panel feels that support for victims and witnesses of crime throughout the criminal justice system is very important. However links between Victim Support and Witness Service and the Police needs improvement to enable Victim Support to keep victims informed on progress of a prosecution of a perpetrator and outcome.
21. The Panel finds the use of restorative justice interesting and feels that this should be encouraged.

## Recommendations

10. That links between Victim Support and Witness Service be improved to enable better communication with victims of crime on the progress of a prosecution of a perpetrator and outcome.
11. That the Tameside Restorative Justice pilot project be supported and that any evaluation of the project be fed back to this Scrutiny Panel on completion.

## 8. Conclusions

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1. Early indications show that the Tameside Integrated Offender Management Pilot Programme appears to have been successful in reducing re-offending in Tameside.
2. Early assessment of accommodation needs is vital to ensure that the maximum number of offenders have accommodation to go to at the end of their prison sentence. However, Housing Need Assessments in prison can be of variable quality even though there are standard tools available throughout the North West.
3. The Panel is very impressed with the ROOTS Housing Project being provided by New Charter Housing Trust Limited which provides supported accommodation for ex-offenders. It is recognised that it is grant funded, requires managing and uses housing stock which is in short supply.
4. The New Charter ROOTS Housing Scheme is an example of good practice which other Registered Social Landlords should be encouraged to follow.
5. The Panel recognise that funding is limited however feel that it is essential that support provided for individuals on a tenancy support scheme such as ROOTS is not withdrawn too soon and an exit strategy for successful tenants should be established.
6. The NACRO Harm Reduction Project in Stalybridge provides a secure environment and supported accommodation for ex-offenders with substance misuse problems.
7. Early intervention is felt to be the key factor in the level of impact of some services around an offender's attitude, thinking and behaviour.
8. The Panel found that programmes around attitudes thinking and behaviour are not accessible to those offenders receiving a custodial sentence of less than 12 months.
9. Specific support for children and families of offenders below the requirements of the common assessment framework appears to be limited.
10. The level of support and the effectiveness of early intervention will be enhanced if Children's Centres can be informed as a matter of course by the Probation Service when families of offenders are accessing services.
11. Information received by the Panel shows that alcohol is a major problem in Tameside.
12. UChooselt peer-led substance misuse organisation provides support to abusers by former abusers who have practical knowledge of the challenges faced and their needs.

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13. Ex-drug abusers who have gone through a successful detoxification programme and no longer under probation service supervision may still need support.
  14. Programmes are in place to support and treat offenders with drug and alcohol dependency problems.
  15. Job Centre Plus provides an extensive range of support which is available to ex-offenders as a priority group.
  16. Job Centre Plus is working with the Employer's Coalition to encourage the recruitment of ex-offenders.
  17. Offenders do not always engage with Job Centre Plus immediately on release and therefore a delay can occur in benefits being arranged.
  18. Debt advice and support is freely available, but people with serious drug dependency may have "debts" that are difficult to manage and schedule and will lead back to criminal activity.
  19. Dual diagnosis is an issue, especially with offenders with less severe mental health problems who also have drug related misuse issues both of which require treatment. Earlier intervention may prevent more serious issues later.
  20. The Panel feels that support for victims and witnesses of crime throughout the criminal justice system is very important. However links between Victim Support and Witness Service and the Police needs improvement to enable Victim Support to keep victims informed on progress of a prosecution of a perpetrator and outcome.
  21. The Panel finds the use of restorative justice interesting and feels that this should be encouraged.

## 9. Recommendations

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1. That the Panel receive evaluation data in relation to the success of the Integrated Offender Management Programme at the end of the pilot period.
2. That the Partnership aims to continue to support the development of the ROOTS Housing Project in order to maintain supported accommodation services to ex-offenders and encourage other registered social landlords to work together to develop similar services.
3. That the ROOTS supported accommodation scheme run by New Charter Housing Trust Limited develop an exit strategy for ex-offenders within the scheme as a priority.

4. That the Partnership encourage the use of a standardised housing needs assessment process in prisons.
5. That consideration be given to early intervention programmes for offenders receiving custodial sentences of less than 12 months.
6. That the Partnership encourage better information between the Probation Service and Children's Centres in identifying families of offenders.
7. That the UChooseIT organisation be supported in its provision of support to substance misusers including those who have undergone successful detoxification programmes
8. That consideration should be given for claims for job seekers allowance and housing benefit to be made before release from prison to reduce waiting time before receipt.
9. That the scrutiny panel receive an update on the action plan to address identified issues around dual diagnosis 6 months from the date of this report being published.
10. That links between Victim Support and Witness Service be improved to enable better communication with victims of crime on the progress of a prosecution of a perpetrator and outcome.
11. That the Tameside Restorative Justice pilot project be supported and that any evaluation of the project be fed back to this Scrutiny Panel on completion.

## 10. Borough Treasurer's Comments

The Council currently supports the ROOTS Housing Project, as shown in Section 7.2, with an annual contribution of £72,000, committed until the 31 March 2011. The report recommends the partnership continues to support the development of this project. The Council currently utilises funding from the Area Based Grant – Supporting People allocation to fund this commitment

Continued investment in the ROOTS project would be dependent upon the availability and prioritisation of funds from Central Government and priorities relating to Area Based Grant. The Council currently supports the UChooseIT organisation with a commitment of £ 15,000 for 2010/11, as shown in section 7.5. This contribution is currently funded from the Adult Pooled Treatment budget, which is secured until the 31 March 2011. There has been no indication from Central Government of the level or continued provision of this funding beyond this date.

Other initiatives are funded from a range of funding to the Partnership, including government grant and core agency funding. The financial comments above, in relation to the uncertainty and levels of future government funding in 2011/12 and beyond, are also relevant to these areas of activity.

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The Council and Partners will need to make a financial contribution in 2011/12 for existing financial contracts in place. However, no further financial commitment should be made on the Council until the source of the funding, either Central Government allocation or Council Budget, has been confirmed and identified.

## 11. Borough Solicitor's Comments

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The Council has a statutory duty to exercise its functions with a view to reducing crime and disorder. This report reviews how the Council and its partners improve services in order to reduce risk of reoffending.

## Resources and Sustainable Communities Scrutiny Panel

### Scrutiny Review of Re-offending Rates

#### Project Plan – July 2009

##### **Aim of the Scrutiny Review Exercise**

To examine the effectiveness of the strategies and programmes being carried out in Tameside by the Crime and Disorder Reduction Partnership to provide sustainable reductions in re-offending rates.

##### **Objectives**

- A. To ascertain the level of re-offending and profile of offenders and in particular repeat offenders in Tameside.
- B. To ascertain national and local strategies in place to reduce re-offending rates.
- C. To examine whether strategies and rehabilitation programmes are being effectively implemented and resourced.
- D. To ascertain any good practice being implemented elsewhere.

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

The reduction of re-offending rates is a key objective of the Crime and Disorder Partnership and there is a significant investment to achieve targets and reduce the cost to society of repeat offending.

## Equalities Issues

Offenders who access programmes to decrease their likelihood of re-offending are frequently from vulnerable groups in society. Programmes to reduce re-offending must take into account equalities factors which impact on an individuals likelihood of re-offending such as mental health issues

## Local Area Agreement Targets

Local Area Agreement Target 30 – Re-offending rate of Prolific and Priority Offenders

## Timescale

April 2010

## Detailed Action Plan (in broadly chronological order)

Action	Objective met	Timescale	Lead Scrutiny Panel member(s) and/or Scrutiny Support Officer(s)	Monthly update
1 Meet with the District Probation Manager to discuss national and local strategies in place to reduce re-offending rates in Tameside together with the level and profile of re-offenders.	A and B	30 <sup>th</sup> July 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
2 To meet with the Community Economic Development Manager to discuss strategies and support available to offenders to support their needs around employment, learning and skills (Pathway 5)	C	27 <sup>th</sup> August 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
3 To meet with the Principal Housing Strategy Officer to discuss strategies and support available to offenders to support their accommodation needs. (Pathway 1)	C	24 <sup>th</sup> September 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	Completed
4 To meet with the Community Safety Officer (Drugs and Alcohol) to discuss strategies and support for offenders with drug and alcohol dependency. (Pathway 4)	C	24 <sup>th</sup> September 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
5 To meet with the Head of Welfare Rights, Community Legal Services to discuss advice services available to offenders and their families regarding debt/benefit in prison and in the community. (Pathway 6)	C	29 <sup>th</sup> October 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	

6	To meet with a representative of the Primary Care Trust to discuss strategies and support for offenders with physical and mental health issues. (Pathway 7)	C	19 <sup>th</sup> November 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
7	To meet with a Probation to discuss strategies and programmes to address the attitudes, thinking and behaviour of offenders. (Pathway 2)	C	19 <sup>th</sup> November 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
8	To meet with the Director, Services for Children and Young People to discuss support available for the needs of children and families of offenders (Pathway 3)	C	17 <sup>th</sup> December 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
9	To meet with Victim Support to discuss support available to victims. (Pathway 8)	C	17 <sup>th</sup> December 2009	Principal Scrutiny Support and Co-ordination Officer All Panel Members	
12	Draft Report	A,B,C and D	April 2010	Principal Scrutiny Support and Co-ordination Officer	
13	Comments of the Borough Treasurer	A,B,C and D	2010	Principal Scrutiny Support and Co-ordination Officer Borough Treasurer	
14	Comments of the Borough Solicitor	A,B,C and D	February 2010	Principal Scrutiny Support and Co-ordination Officer Borough Solicitor	
15	Report presented to Full Council		June/July 2010	Chair of Scrutiny Panel	