

OVERVIEW AND SCRUTINY BOARD

1 MARCH 2016

FINAL REPORT OF THE COMMUNITY SAFETY AND LEISURE SCRUTINY PANEL

REOFFENDING AND REHABILITATION – HOW DOES MIDDLESBROUGH FARE

PURPOSE OF THE REPORT

1. To present the findings of the Community Safety and Leisure Scrutiny Panel's review on the topic of reoffending and rehabilitation – how does Middlesbrough fare?

AIM OF THE SCRUTINY INVESTIGATION

2. It is in the panel's gift to assess the multi-agency arrangements in place locally to address complex issues such as reoffending and rehabilitation. Crime and disorder are viewed as high priority issues for Middlesbrough residents and given the significant changes that have taken place in the Probation service over the last two years the panel is of the view that this is an issue worthy of the panel's consideration.
3. The panel is keen to develop an understanding of the impact that the Transforming Rehabilitation reforms will have in reducing crime and disorder in Middlesbrough.

TERMS OF REFERENCE OF THE SCRUTINY INVESTIGATION

4. The terms of reference for the review are as follows:-
 - To establish the current picture of adult reoffending in Middlesbrough
 - To examine the 'through the gate' community based resettlement support provided to ex-offenders in the Tees Valley
 - To examine the impact the integrated offender management approach is having on reducing reoffending
 - To consider the provision of peer support / family support services currently provided to help turn around the lives of ex-offenders in Middlesbrough

METHODS OF INVESTIGATION

- Members of the panel met formally on 27, 17 August, 16 November and 21 December to discuss/receive evidence relating to this investigation and a detailed record of the topics discussed at the meetings is available from the Committee Management System (COMMIS), accessible via the Council's website.

MEMBERSHIP OF THE PANEL

- The membership of the panel was as detailed below:

Councillor F McIntyre (Chair), Councillor P Purvis (Vice Chair), Councillors Goodchild, Hellaoui, J Hobson, Hubbard, Hussain, Lewis, P Purvis and Uddin.

BACKGROUND INFORMATION

- There is no agreed international standard for measures and reporting re-offending. An offender's journey through the criminal justice system can be a complex one; offenders can appear on numerous occasions. Measuring true re-offending is difficult. Official records are taken from either the police or courts, but they will underestimate the true level of re-offending because only a proportion of crime is detected and sanctioned and not all crimes and sanctions are recorded on one central system.¹
- The underlying principle of measuring re-offending (or recidivism, which is the most commonly used term internationally) is that someone who has received some form of criminal justice sanction (such as a conviction or a caution) goes on to commit another offence within a set time period. The Ministry of Justice aims to estimate proven re-offending for a specified group of offenders using data mainly from the Police National Computer (PNC).²
- Adult offending in the North East is approximately one and a half times the national average. In Middlesbrough the re-offending rate has changed little in recent years. The overall re-offending rate in England and Wales is 25.4% the rate in Middlesbrough is 34.6% (2013).

Proven re-offending rates for adult offenders in England and Wales – Ministry of Justice

	2009	2010	2011	2012	2013
Proportion of offenders who re-offend (%)	24.9	25.2	25.4	24.9	25.4
Average number of re-offences per re-offender	2.80	2.88	2.92	2.97	3.10
Number of re-offenders	991,001	965,467	946,467	867,977	835,110

- It is worth noting that proven re-offending rates vary considerably between Probation Trusts from 28.9% to 43.0%. A large part of this variability reflects the mix

¹ Proven Re-offending Statistics Quarterly Bulletin – January to December 2013 – Ministry of Justice – October 2015

² Proven Re-offending Statistics: definitions and measurement – Ministry of Justice – October 2011

of offenders and, therefore, comparisons between Probation Trusts should not be made using raw re-offending rates.³

Transforming Rehabilitation

10. In December 2013 the coalition government launched the 'Transforming Rehabilitation' reforms programme to change the way offenders are managed in the community.
11. These reforms has split Probation Services into two new organisations:-
 - A new public sector National Probation Service (NPS) dealing with those who pose the highest risk of serious harm to the public.
 - 21 regional Community Rehabilitation Companies (CRCs) managing all other offenders.
12. Whereas previously ex-offenders were under statutory supervision by the Probation Service Community Rehabilitation Companies (CRCs) are now responsible for undertaking this work. 35 Probation Trusts in England and Wales have been replaced by 21 Community Rehabilitation Companies (CRC), with responsibility for managing low and medium risk offenders and a new National Probation Service (NPS) is responsible for managing high risk offenders. Only one out of the 21 contract areas (Durham Tees Valley) was awarded to a socially-led consortium.
13. ARCC (Achieving Real Change in Communities) has become the lead provider of rehabilitation services for ex-offenders in the Durham and Tees Valley area. The contract is set for seven years with a possible extension to ten years.
14. ARCC is a joint venture involving:-
 - Changing Lives in Durham Tees Valley CIC, a Probation staff mutual
 - Thirteen Housing Group, a registered social landlord
 - The Wise Group, a social enterprise
 - Safe in Tees Valley, a charity
 - Tees Esk and Wear Valleys NHS Foundation Trust
 - The Vardy Foundation, a charity
 - Stockton Borough Council
 - Darlington Borough Council
 - Redcar 7 Cleveland Borough Council

³ Proven Re-offending Statistics Quarterly Bulletin – January to December 2013 – Ministry of Justice – October 2015

15. The contract is worth between £9m and £13m per year, subject to targets being met.

Offender Rehabilitation Act 2014

16. On 1 February 2015, the Offender Rehabilitation Act (ORA) 2014 came into force and introduced a number of changes to the release arrangements for offenders serving custodial sentences of less than 12 months and for those between 12 months and two years, as follows:-
- **Extension of licence** – extends release on licence for the second half of sentence to offenders serving custodial sentences of more than one day but less than 12 months.
 - **Post-sentence supervision** – creates a new supervision period for all offenders released from custodial sentences of less than two years. Allowed a range of requirements to be imposed on the offender to support them moving away from crime. The supervision period topped up the licence period so that overall, every eligible offender would receive 12 months' of supervision in the community following release.
 - **Young adult offenders** – applied the new supervision period to offenders who were sentenced as juveniles but who were 18 or over at the ordinary point of release from their sentence.
 - **Breach of post-sentence supervision** – A new process for Magistrates' Courts to deal with breaches of the supervision period. The Act provided Magistrates with a wide range of sanctions, including up to 14 days in custody, fines, unpaid work and curfews, all of which could be applied when a breach is proved.

At the heart of the reforms is the extension of supervision to an extra 45,000 offenders a year who are released from short prison sentences of less than 12 months in custody. Most of this group previously received no statutory supervision after completing a custodial sentence.

17. These offenders have the highest reoffending rates of any group. Almost 60% of adult offenders released from short prison sentences in the year to March 2013 went on to reoffend within the next 12 months: a total of 16,719 re-offenders committing 85,047 further offences. The National Audit Office estimated that the total cost to the economy of crime committed by recent ex-prisoners was between £9.5 billion and £13 billion. Of this, the cost of crime committed by offenders released from short term prison sentences accounted for around £7 billion and £10 billion a year.

Middlesbrough Council

18. The Community Safety Manager attended the initial panel's meeting on this topic to outline the Council's involvement in reoffending and rehabilitation in Middlesbrough.
19. The Community Safety Manager advised that her team has responsibility for crime and anti-social behaviour and is part of the Supporting Communities department of Middlesbrough Council. The Panel was informed that there had been statutory changes to Community Safety Partnerships (CSPs) under the Police and Crime Act 2009:-

- Probation has become a responsible authority of Community Safety Partnerships (CFSs), having previously been a co-operating body.
- There is a new duty for CSPs to formulate and implement a strategy to reduce offending by adult and young offenders.
- Section 17 of the Crime and Disorder Act has been amended to add a duty for certain defined authorities to consider reducing re-offending in the exercise of all their duties.

20. Data provided from the Ministry of Justice (MOJ) was presented in relation to proven re-offending rates in Middlesbrough. The panel was advised that owing to a lag in the data, the latest figures available are for the period October 2010 and September 2011. The proportion of adult re-offenders was 33.1% and there was a 0.7% increase in re-offending between 2010 and 2011. It was highlighted that fewer offenders were re-offending but those who had done so had offended more frequently. A third of re-offenders had committed the highest number of re-offences.

Middlesbrough	Jul 09 to Jun 10	Oct 09 to Sep 10	Jan 10 to Dec 10	Apr 10 to Mar 11	Jul 10 to Jun 11	Oct 10 to Sep 11	% change 2005-2011	% change 2010-2011
Proportion who re-offend (%)	33.3	32.5	32.9	32.9	33.1	33.1	0.6	0.7
Number of re-offences	3,103	2,989	3,054	3,039	3,134	3,237	16.1%	9.0%
Number of offenders	2,722	2,721	2,760	2,772	2,733	2,708	21.8%	-0.5%

21. In terms of services available, reference was made to Integrated Offender Management (IOM), a programme by which prolific and priority offenders are identified and managed jointly by partner agencies working together (Cleveland Police, DTV CRC, NPS and Holme House Prison). 35 adult prolific/priority offenders are currently identified in Middlesbrough. The IOM Team manage the 35 prolific/priority offenders through a range of interventions, including tailoring offenders' licence conditions such as exclusion areas, curfews and mandatory drug testing.
22. Middlesbrough Council also provides a Troubled Families Programme and works with parents and young people involved in crime and anti-social behaviour. Access to the programme is triggered by children who have not been attending school regularly and need help, adults that are out of work or at risk of financial exclusion and young people at risk of worklessness, families affected by domestic violence and abuse and parents/children with a range of health needs. For families engaged in the Troubled Families Programme, where any prolific/priority offenders are identified (and managed by the IOM), the Supporting Families Team will engage with those families to provide intensive support.
23. It was highlighted that other Middlesbrough Council departments also contribute to reducing re-offending include Public Health (commissioning drug and alcohol services, MRT) and the Community Safety Partnership who produce the Crime Joint Strategic Needs Assessment (JSNA) - identifying the problems in Middlesbrough - and the Community Safety Plan - offering solutions to those problems. The Community Safety Partnership is also responsible for co-ordinating services that work in partnership to reduce re-offending.

24. The Panel was shown a map highlighting the locations with the highest volume of crime, anti-social behaviour and deliberate fires between 1 October 2012 and 30 September 2013 and it was confirmed that the areas remain the same to date.

Ward	Crime	ASB	Del Fires	Total	Rate per 1000
Middlehaven	3276	1442	45	4763	1110.3
North Ormesby and Brambles Farm	1071	693	62	1826	282.9
Gresham	1442	1088	51	2581	260.8
Beechwood	844	425	60	1329	224.3
University	692	532	18	1242	184.7
Pallister	659	398	57	1114	177.0
Clairville	507	384	71	962	174.9
Park	632	319	28	979	163.4
Hemlington	468	346	65	879	146.7
Park End	531	357	55	943	143.3
Beckfield	393	252	21	666	135.8
Thorntree	367	365	86	818	131.2
Ayresome	342	338	52	732	111.2
Linthorpe	564	356	10	930	96.4
Coulby Newham	427	371	28	826	87.5
Stainton and Thornton	133	85	29	247	87.4
Ladgate	198	247	18	463	83.5
Acklam	233	227	15	475	79.6
Kader	252	143	8	403	77.3
Marton	189	124	14	327	66.5
Brookfield	157	137	7	301	52.7
Marton West	130	118	10	258	47.7
Nunthorpe	100	93	4	197	39.9

25. The areas with the highest volume of crime are Middlehaven, North Ormesby and Brambles Farm, Gresham and Beechwood and resources are being targeted in these areas. In response to a query regarding the areas with the highest volume of crime/anti-social behaviour, it was stated that there is a big problem with private rented accommodation, particularly in areas such as North Ormesby, where accommodation is readily available. It is hoped that the introduction of selective licensing will help to address this problem. The Community Safety Manager advised that anti-social behaviour amongst young people is actually reducing, however, there are issues of anti-social behaviour with adults, particularly in the private rented sector. It was highlighted that some of the issues associated with young people are seasonal, e.g. light nights during the summer.
26. It was explained that in response to anti-social behaviour in Middlesbrough, there are four Neighbourhood Safety Officers covering the whole of the town. The Service receives around 1,200 service requests annually in relation to anti-social behaviour and there have been 649 service requests between April and June 2015. The Service is also responsible for CCTV (177 cameras and control room) across the town and Street Wardens.

The number of Street Wardens has significantly reduced from 78 to 12 and those Wardens are predominantly deployed in the town centre. However, deploying Wardens to areas of greater need is being explored as part of an impending enforcement review.

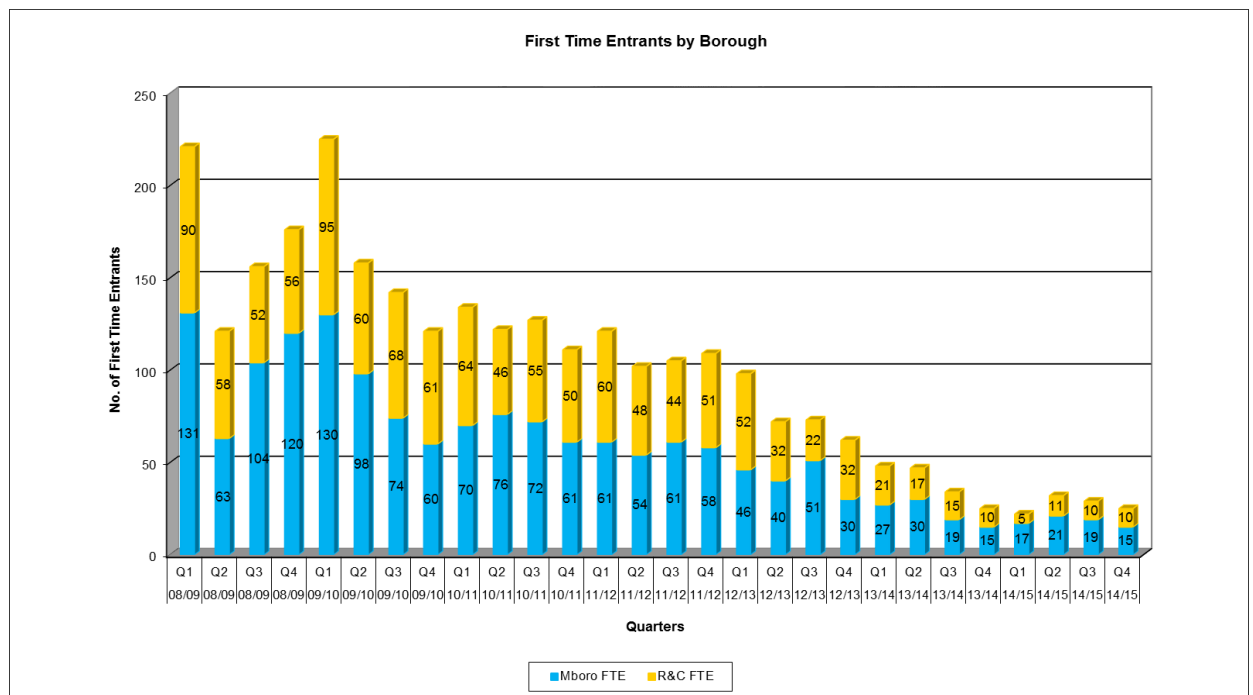
27. Despite reduced resources, demand remains high therefore specific targeting of areas of need is required. The Police face similar issues in terms of reduced resources.

28. In response to a query from the panel as to whether there has been a noticeable increase in crime following the introduction of new Government welfare reforms it was advised that acquisitive crime has increased, particularly shoplifting of food products.

Youth Offending in Middlesbrough

29. The information provided in respect of Youth Offending in Middlesbrough is detailed below. The panel was very impressed by the turnaround in performance in recent years and the significant reduction in the number of young people entering the criminal justice system. So much so that the panel opted not to focus its review on reoffending by young people.

30. The Operations Manager, South Tees Youth Offending Service provided information to the panel in relation to youth offending in Middlesbrough. The panel was advised that between 2008 and 2015 there has been a reduction of 84% of first time entrants to the Youth Justice System in the South Tees area. This equates to an 82.8% reduction in Middlesbrough i.e. 418 first time entrants reducing to 72. A graph showing the numbers of first time entrants in Middlesbrough and Redcar was presented to the Panel.



This is a significant reduction and it has been achieved through structural changes to the approaches taken by the Police and the Youth Offending Service. The introduction of restorative approaches including Youth Restorative Intervention

Youth Restorative Interventions and Triage

31. Restorative approaches are used to engage the young person with the victim(s) of their offence(s) and in total around 256 young people have received youth

restorative interventions. In the South Tees area, a young person is afforded one opportunity to receive restorative intervention prior to entry to the criminal justice system

32. Triage was introduced in 2013 and is a programme of intervention to address offending by young people where the circumstances of the offence make it appropriate. In order to be eligible for Triage, the individual must admit responsibility for their offending and agree to engage with the YOS for assessment and an agreed voluntary programme of intervention. Triage is a short intervention (typically lasting around seven weeks) designed to address the offending and divert the young person from re-offending. All young people referred to Triage must undergo a comprehensive assessment to identify risk factors and needs. After successfully completing Triage the young person's offending is dealt with as 'no further action' by the police
33. During 2014-15, 51 young people in Middlesbrough and 44 people in Redcar and Cleveland were referred for Triage and the rate of re-offending for Triage cases is 13.7% in South Tees, with the majority being diverted away from crime. Appropriate support is identified for those young people without employment or skills and the YOS works closely with education support services and schools and also has good relationships with the local drugs and alcohol service, Children and Adolescent Mental Health Service (CAMHS) and Health to provide a complete support package. Where a young person is of work age, Support Workers assist in getting the young person into training or college depending upon individual circumstances. The service also works with the Princes Trust to offer accredited packages.
34. Various approaches including the introduction of Re-engagement Panels as a tool for promoting compliance, improving the quality of assessment and planning, tracking young people to identify triggers to re-offending, providing earlier intervention and using enforcement positively to challenge and re-engage young people have collectively led to a reduction in re-offending. An inspection of the Service two years ago highlighted areas for improvement. Significant investment had since been made and a mock inspection earlier this year showed real improvements have been achieved.

Junior Attendance Centre

35. In addition, greater emphasis has been placed on Restorative Justice to protect victims and communities. Investment has been made in two new posts and the YOS has taken over responsibility for the Junior Attendance Centre, with provision of training around Restorative Justice to YOS staff and partners in order to improve outcomes for young people. The Junior Attendance Centre provides young people with access to a kitchen, where they are able to learn how to prepare food, and access leisure activities. The Centre provides training rooms where appropriate training can be delivered and changes made to the way in which this support is delivered (e.g. smaller chunks of training for half hour periods with breaks in between). Reparation work is another area of Restorative Justice that can result in accreditation for work undertaken by the young person and this area is currently being further developed.

The number of young people in the YOS re-offending cohort has reduced from 405 in 2008/09 to 100 in 2014/15, which is a significant reduction. The number of offences committed by young people has also reduced to 677 compared with 1,911 offences in 2011.

36. The reduction in the figures reflects the improvement in other areas (such as the reduction in first time entrants). In summary, the YOS is working with less young people and there is less offending. However, the current cohort is harder to reach in that it consists of the more complex entrenched young people with significant needs Substance misuse and mental health problems (in both young people and their parents and carers) experience of domestic abuse and loss (though death or abandonment) are prevalent in the current cohort. In relation to the proportion of male and female offenders, it was stated that around 92% of young offenders are male and predominantly white. The average age of offenders subject to YOS intervention used to be 16-17 years but is now 14-15 years indicating earlier entry to the criminal justice system.
37. It was clarified that breaches of Orders and ASBOs are classed as offences and that a small group of young people can account for a high volume of offending. For example, in one quarter of the year, five young people had committed more than 30 offences. Overall, however, it is a positive picture. Closer working relationships with Children's Services (to safeguard young people and reduce offending by looked after children), ASB Teams (co-ordinating new tools and powers) and Early Help (to offer early intervention for young people at risk of offending) are also being developed.
38. The use of custody for young people in Middlesbrough has also reduced by 82.1% (56-10) over the last seven years (2008 – 2015). This has been achieved by securing the confidence of the Courts to deliver successful alternatives to custody, targeted use of intensive supervision and surveillance requirements, using police intelligence to support challenges made to young people and successful engagement of young people in community sentences.

TO ESTABLISH THE CURRENT PICTURE OF ADULT REOFFENDING IN MIDDLESBROUGH

39. The Head of Cleveland Area, National Probation Service (NPS) North East was invited to attend a meeting of the panel meeting to provide information in respect of the current picture of adult reoffending in Middlesbrough. The panel was advised that up to date re-offending data cannot be provided at this stage owing to the Transforming Rehabilitation reforms, which has seen the Probation Service split into two organisations. Data will be available in the future.
40. A new public sector National Probation Service (NPS) manages all high risk offenders and 21 contracted Community Rehabilitation Companies (CRCs) manage all other offenders (low to medium risk). These two organisations replace the original 35 Probation Trusts which previously operated across the country and include changes to the IT systems.

41. The key role of Cleveland NPS is to protect the public, support victims, reduce reoffending and rehabilitate high risk offenders by tackling the causes of offending. This is achieved by assessing risk and advising the courts to enable the effective sentencing and rehabilitation of all offenders, working in partnership with CRC and other services providers and directly managing those offenders in the community and before their release from custody who pose the highest risk of harm and have committed the most serious crimes.
42. In terms of processes followed, once an offender is sentenced, an initial risk assessment is completed by the NPS in Court. The assessment determines whether the offender is suitable to be managed / supervised by the CRC or the NPS. It was highlighted that where the risk dynamic changes and increases, for example, an offender being supervised by the CRC whose risk factors increase will have a risk escalation assessment completed by the CRC in liaison with the NPS. Where their assessment results in an escalation to high risk, the offender would transfer to the NPS and the offender would remain under NPS management for the remainder of their licence or order. This ensures a high level of consistency.
43. The panel was advised that Durham Tees Valley has always been a high performing area in terms of Probation and Cleveland NPS remains high performing. Since the new arrangements came into effect Cleveland NPS has been the top performing area on at least five occasions and has always been within the top six on the national performance chart. Cleveland NPS and DTV CRC continue to have one of the best joint working relationships in the country. The two organisations meet on a regular basis and have a constant open dialogue.
44. The DTV CRC will be working from community hubs in the near future; however, there have been some delays due to national IT issues. In the meantime, DTV CRC staff has remained in NPS buildings. Whilst the DTV CRC has experienced changes with agile working, etc. there had not been any major changes, as yet, to the structure of the NPS. Cleveland NPS currently occupies two Middlesbrough town centre buildings (this will reduce to one building) and a Team is also located in the Court buildings. There is a possibility that the NPS will have the opportunity to purchase services from the CRC, in the future, in terms of offender management where the offender's risk has reduced.
45. At a local level, caseload management is being monitored in terms of the split of offenders. It was highlighted that the previous Durham Tees Valley Probation Trust covered all of the Tees Valley and Durham. Under the new arrangements , the NPS Cleveland Area covers the Tees Valley areas only (Middlesbrough, Stockton, Hartlepool and Redcar and Cleveland) whilst DTV CRC covers the Tees Valley and Durham.
46. In terms of staffing, 14 Probation Officers are employed in the NPS Cleveland Area and workloads are constantly monitored for equity. It was highlighted that the previous Durham Tees Valley Probation Trust covered all of the Tees Valley and Durham. Under the new arrangements, the NPS Cleveland Area covers the Tees Valley areas only (Middlesbrough, Stockton, Hartlepool and Redcar and Cleveland), whilst DTV CRC covers the Tees Valley and Durham.
47. In terms of staffing, 14 Probation Officers are employed in the NPS Cleveland Area with an average caseload of 31 cases. This is the maximum capacity of Probation

Officers permitted on the staffing establishment. It was highlighted that all staff are civil servants and are employed by the Government which has been a significant culture change in terms of moving from dedicated training and IT departments to shared services. In response to a question in relation to staffing and recruitment, the panel was advised that the NPS continues to take on PQFs (Probation Qualifications Framework) and newly qualified Probation Officers. The Cleveland NPS currently has five such employees who are 'training on the job'. In other areas it has been reported that Probation Officer caseloads have ranged from 50 to 100 with high numbers of staff shortages and Probation Service Officers working on cases beyond their training. Raising concerns about the impact on public protection particularly in respect of domestic violence cases and safeguarding children. The panel was reassured that this is not the case in Middlesbrough.

E3 Programme

48. The Head of Area for Cleveland NPS advised that there will be a further review of the NPS structure through the E3 Programme. E3 stands for effectiveness, efficiency and excellence and the programme was created following the Transforming Rehabilitation reforms. The aim is to address variations and provide a consistent service delivery model throughout the seven NPS divisions, rather than continuing to function via a range of procedures used in the former Probation Trusts. To do this the NPS is looking to improve the IT systems. Training is another area that will be standardised, with more e-learning being used. Other efficiencies have also been introduced such as increased use of video and telephone conferencing wherever possible (and safe to do so) reducing travel.
49. Each of the services provided by the NPS is looking at vast changes with a National Framework being introduced, which would clarify the responsibilities of the NPS towards each service. The role and responsibilities for Probation Services Officers and Probation Officers will be reviewed but the outcome of this is not yet known. It was highlighted that a recent inspection of the services provided by NPS Cleveland has been extremely positive. The full inspection report is awaited, but informal feedback highlights good partnership working, strong analysis and risk management, and one of the best areas in terms of working with the local CRC.
50. It was queried whether NPS envisages any problems as a result of immigration. The Head of Cleveland Probation Service stated that she sits on several panels that look at refugee numbers, including silver and gold Contest Groups and the number of Foreign National offenders in the area are closely monitored. Translators are made available when necessary and close links are maintained with Cleveland Police.
51. NPS Cleveland supervise offenders subject to the Integrated Offender Management (IOM) programme in Middlesbrough. IOMs are those at the highest risk of re-offending and the Police work directly with them. Where the most serious sexual and violent offenders are deemed to be high or very high risk they may also be made subject to MAPPA (Multi Agency Public Protection Arrangements). The Head of the Cleveland Probation Service informed the panel that she chairs the level 3 MAPPA meetings for the Cleveland Area.
52. In response to a query as to whether the service links up with mental health

services it was advised that, whilst in prison, offenders are referred to the appropriate health services where necessary and the NPS also refers offenders to the appropriate health service and/or MAPPA.

TO EXAMINE THE 'THROUGH THE GATE' COMMUNITY BASED RESETTLEMENT SUPPORT PROVIDED TO EX-OFFENDERS IN THE TEES VALLEY

53. The Chief Executive, Durham Tees Valley Community Rehabilitation Company (DTV CRC) and Head of Offender Services, DTV CRC attended a meeting of the panel to provide an overview of the services provided by DTV CRC.
54. The Chief Executive of DTV CRC explained that DTV CRC is one of 21 CRCs across the country that deal with low to medium risk offenders along with the provision of accredited programmes and the resettlement of prisoners. The National Probation Service (NPS) deals with all high risk offenders.
55. The 21 CRCs are owned by a total of eight different parent companies, with DTV CRC being owned by parent company ARCC (Achieving Real Change in Communities), which is a consortium made up of the organisations outlined above and has existed since 1 February 2015.
56. As part of the Transforming Rehabilitation reforms, from May 2015, the DTV CRC has delivered 'through the gate' services which provide continuity of service for offenders, including induction of an offender into custody, resettlement services before release, meeting them at the prison gates and continuing work in the community.
57. The Head of Offender Services, DTV CRC advised the panel that the service is delivered through community based hubs. Staff meet with offenders in a variety of community locations and facilitate access to accommodation, employment services and mental health projects. It is anticipated that the service offer will be extended to include a further community hub in south Middlesbrough. An opportunity to visit the community hubs was extended to all Members of the panel to provide an insight into the work undertaken by DTV CRC.

Peer Mentors

58. It was highlighted that the DTV CRC Peer Mentor scheme is in its infancy, however, nine community volunteers have been recruited to date. The volunteers and University work with participants to engage them. It was confirmed that the hub-based service delivery was introduced in 2012 and pre-dated the Transforming Rehabilitation agenda. In response to a query, it was confirmed that all hubs have been risk assessed in terms of health and safety and all CRC staff, peer mentors and volunteers are vetted prior to working with participants.

MP Andrew Selous - Minister for Prisons and Rehabilitation has visited DTV CRC and given positive feedback in relation to the DTV CRC Peer Mentor Scheme.

59. In terms of how Middlesbrough fares in relation to re-offending and rehabilitation,

the panel was informed that there will be no meaningful statistics available until December 2017, as it will take 18 months to two years to obtain data from the current cohort. It is difficult to analyse data at the moment as there is nothing to compare it too in terms of how the service is performing. A whole new area of work has been taken on by the CRCs i.e. offenders who are released from short term prison sentences of less than 12 months in custody now receive a further 12 months statutory supervision after completing their custodial sentence. Prior to the Transforming Rehabilitation reforms there was no such provision for this cohort of offenders. The panel is keen to see how the statistics will compare with the current picture once the new system has had time to develop.

60. In response to a query regarding breaches of post-sentence supervision, the Head of Offender Services explained that one of the sanctions for breaching supervision is up to 14 days in custody.
61. A Member of the panel suggested that it would be helpful for the panel to have sight of the statistics prior to the new system coming into effect. It was confirmed that previous statistics are available and it was highlighted that the figures for reoffending in Middlesbrough for the last four years are as follows:

Proven re-offending data overview tool, 2000 – 2013, England and Wales, Ministry of Justice

Middlesbrough	2010_Jan 2010 to Dec 2010	2011_Jan 2011 to Dec 2011	2012_Jan 2012 to Dec 2012	2013_Jan 2013 to Dec 2013
Proportion of offenders who re-offend (%)	32.4	33.5	32.9	34.6
Average number of re-offences per re-offender	3.33	3.62	3.60	3.92
Average number of re-offences per offender (frequency rate)	1.08	1.21	1.18	1.36
Number of re-offences	3,521	3,744	3,618	3,552
Number of re-offenders	1,057	1,033	1,006	906
Number of offenders in cohort	3,263	3,085	3,056	2,619
Average number of previous offences per offender	15.71	17.32	19.15	21.96

62. To provide some context, it was stated that there are currently 770 people in Middlesbrough under CRC.
63. It was queried whether there are any plans for the future to harmonise IT systems between the CRCs, NPS, NHS and Police so that information can be shared in terms of offenders that might pose a threat that one or more of the agencies may be unaware of without the benefit of shared information. The panel was advised that there are no plans to do this at the moment as the complexity of differing ICT systems and data protection / information security within each agency, currently prevents this.

Binary hurdle – payments by results

64. In response to a query, information was provided in relation to results payments and it was explained that varying amounts of money is provided to CRCs depending upon certain criteria being fulfilled, such as hitting targets for prevention of

reoffending, as well as reoffending frequencies. 3.9 per cent of DTV CRC's future income is determined by its ability to reduce reoffending. If reoffending rates are not reduced then DTV CRC receives different financial amounts for frequency of re-offences per offender. If successful in achieving the 'binary hurdle' i.e. a certain amount of people not re-offending in a set period of time DTV CRC will receive the full 3.9 per cent.

DTV CRC will not be driven by achieving the binary hurdle. The CEO of DTV CRC stated that her personal philosophy is 'to do the right thing' and it is important to strike a balance between what is necessary in attempts to reduce reoffending and protecting the public, and the financial impact of actions upon the CRC in the new world of the CRC contract.

65. DTV CRC currently invests resources in to both 'through the gate' resettlement services and accredited programmes, as these remain NOMS priorities. More time is needed to see the impact of the through the gate services as this is a totally new area of work for the CRC.
66. The panel was advised that DTV CRC will also continue to invest in accredited drug programmes, as these are proven over the longer term to achieve positive outcomes for offenders. Similarly DTV CRC will ensure that offenders receive the amount of time and support they need from staff when released from custody be that 4 hours if necessary and not a 15 minute timeslot, which has been introduced in other areas.
67. The panel was advised that, in terms of reducing reoffending, Middlesbrough and Hartlepool are ahead of the other Tees Valley areas. In Middlesbrough, out of a cohort of 35 prolific and priority offenders, 18 are currently in custody. Four of those have been recalled following breaches of post sentence supervision. It was also highlighted that the DTV CRC works very closely with the NPS in ensuring risk is managed well.
68. The panel queried what help is provided to homeless offenders. It was stated that the DTV CRC help offenders to register as homeless in order for them to obtain the appropriate support, such as free food stops, access to free food parcels and cooking facilities.

Out of Court Diversion Scheme

69. It was advised that prevention is a further area that DTV CRC wants to become more involved in by way of a pathways scheme. Funding will need to be obtained and this is something DTV CRC hopes to explore in the future. Reference was made to the recently introduced 'out of court diversion schemes' by which individuals are able to avoid receiving a criminal record by agreeing to partake in a 4 week work scheme for committing a one off offence. The view was expressed that if the Police and Crime Commissioners Office (PCC) would be willing to invest DTV CRC could offer to run this pathway, which would help to keep people out of the court system, thus reducing the burden and costs of the courts system, but also providing targeted early intervention at the right low level offenders.

70. In relation to queries regarding the ethnicity and gender of offenders, it was stated that the case load of Asian offenders is extremely low and that currently around 11-14% of offenders are female. The offending profile shows a high proportion of violent offences compared with other areas. In terms of support for women accessing the 'through the gate' project, it was confirmed that 12 months supervision is provided.
71. In response to a query it was confirmed that ARCC is a share-holding Company and that its nine consortium members hold equal shares in DTV CRC, with one share being held by the Secretary of State. A panel Member queried whether industrial action has been undertaken recently by employees. It was confirmed that there has been national industrial action taken by CRC staff as some CRCs have announced staff cuts. However, this is not the case in DTV CRC.

Community Payback Scheme

72. Reference was made to the Community Payback Service which panel Members had previous experience of in their Wards. The panel was advised that the service is still in existence although the service delivery model has changed due to all of the changes to the Probation Service as a whole. There are some issues with liability insurance due to the service now being provided by a private company, meaning that each project has to be risk assessed and the appropriate insurance obtained before work can commence on a project. This has been a learning curve for all involved.
73. It was highlighted that members of the public can go to the DTV CRC website to nominate community projects for the payback teams. There are currently 95 individuals participating in community payback in Middlesbrough and those offenders assigned to community payback are allocated projects to work on within 28 days.
74. A Member of the panel referred to assistance provided in the past by Community Payback during the winter months, for example, clearing icy footpaths at the local shopping centres, and queried how quickly the service would be able to respond to similar requests for unplanned work in future. The Head of Offender Services responded that she would be able to respond to such requests more quickly if she was aware of previous projects in order to undertake some planning in advance and would make enquiries in relation to this particular project.

DTV CRC with the support of ARCC is unique in its delivery of probation services and has a good reputation. DTV CRC's 'through the gate' scheme is operating well and receiving positive feedback. The community hubs have also been well-received and are focussed on re-integration and moving forward.

Thorntree Community Hub

75. The Chair and Vice Chair undertook a visit to Thorntree Community Hub to meet staff from DTV CRC.
76. It was advised by the Probation Officers that undertaking Probation supervision in

the community creates a different ethos. Instead of entering a Probation Service building offenders are entering an open plan space / community hub in the area in which they live. On arrival they are offered tea and coffee and it is a much more friendly and relaxed environment than a formal office setting which can often create barriers to engagement.

77. The whole purpose of undertaking supervision in the community is to help build bridges and it is often the case that previously the offenders have never visited their community hub. It is certainly a lot less formal than the office environment and yet the offenders are interviewed and the Probation Officers gain the information they require.
78. In terms of the approach adopted a citizenship programme is delivered. Offenders are seen on a weekly / monthly basis to establish if anything has changed in terms of housing / relationships etc. each offender has their own risk factors and it is a case of steering them away from whatever it maybe that led to the downward spiral. It is also a case of trying to change the way they are thinking.
79. A holistic approach is adopted whereby a whole package of support for an individual (benefits / housing / mental health / drugs and alcohol) is facilitated. It is a case of working with other agencies to meet that individual's needs but it is very rewarding to see someone move on but it can take a long time for a person to get there. Volunteers are also used to undertake visits to the benefit centre and help ex-offenders with reading / writing.
80. The Probation Officers advised that they had been quite apprehensive when the new Community Hub approach was first introduced and were surprised how happy the participants are to talk in a much more open plan environment. Effectively the supervision has changed from a very formal to informal process. However, the Probation Officers could see how this approach may well be effective in the longer term as it focusses on re-integration and moving forward.
81. With regard to the split between DTV CRC and the NPS it was advised that it is of a real benefit in Durham Tees Valley that the CRC contract was awarded to the ARCC. In other areas, for example, where contracts have been secured by private sector companies there have been numerous redundancies. This has not been the case at DTV CRC. If ARCC is successful in delivering the contract the organisation could potentially win further contracts in the future.
82.

<p>Reference was made to the Community Hub established approximately two years ago at the Salvation Army on Southfield Road. All Middlesbrough Probation Offices hold caseloads at Southfield Road and it is both a very busy and relaxed environment. A kitchen has been set up at the back and the hub model appears to be as effective as the office environment for ensuring compliance by the offenders. Momentum is certainly building as more community hubs come on board.</p>

83. In terms of working with other agencies it was advised that the community hub model increases the opportunities to engage with other services. For example, where an individual needs help with their CV this support can be provided at the hub.

84. The Probations Officers explained that another benefit of seeing offenders in the community is that they can bring their children / family into the hub with them. In terms of pro-social modelling this is a real benefit, as there has always been a certain degree of stigma associated with attending a probation building. The hub environment is a lot friendlier and seeing how offenders are with their family has been shown in recent research to be effective in terms of rehabilitation.

Case Study – Holme House Prison

85. The Head of Rehabilitation and Reoffending at Holme House Prison attended a meeting of the panel to provide an overview of the support provided to offenders whilst in prison to prevent them from re-offending on release. Members were informed that Holme House Prison is a category B prison, whose function is to serve the Courts and it is also charged with releasing prisoners back into their own communities. The prison mainly serves the communities of Durham and the Tees Valley.
86. Holme House prison has a maximum capacity of 1,230 beds and around 20 per cent of its population is made up of remand/unsentenced prisoners. The prison includes a 180 bed Vulnerable Prisoner Unit (primarily for sex offenders), therapeutic community and drug recovery wing. There are activity places for all prisoners and 220 full time work places. 24 hour health care is available and includes an 'end of life suite' for those who are terminally ill but need to remain in custody. 85% of prisoners are from the Durham Tees Valley area.
87. In response to a query, it was clarified that all work places are based inside the prison and all activity places are also conducted in the prison, as it is a closed prison.
88. The panel was provided with information in relation to the length of sentences being served by prisoners at Holme House. It was highlighted that around 24% of the current population is serving less than 12 months. 18-20% is made up of remand prisoners and the highest majority group belongs to those serving four to 10 years. Generally, the prison population at Holme House consists of approximately 20% remand / non-sentenced prisoners and 80% sentenced prisoners.
89. It was advised that all prisoners must be risk assessed using the Offender Assessment System (OASys), the top four risk factors for prisoners in Holme House are:-
- Lifestyle and associates.
 - Education, training and employability.
 - Attitudes.
 - Drug misuse.
90. It was highlighted that Holme House has a contract with Manchester College and offers almost 400 learning places at the prison. This is in addition to the work places available. A steady improvement in literacy has been recognised and specialist help with targeted learning is available for those with learning difficulties.

91. In response to a query, the panel was advised that the prison has a considerable problem with drugs.

A drugs and alcohol team work in the prison and this is a contracted service provided by Phoenix House. The Team currently has a caseload of around 600 (almost 50% of the prison population), with around 300 on a methadone, or similar, drug substitute programme. Drugs coming into the prison are a major issue with three to four significant finds a week being made. Legal highs are also a problem. There are also safety issues with some prisoners experiencing violent reactions and attempting to harm themselves or the people around them.

92. In terms of reconviction probability, the panel was informed that around 15% of the prison population are at the lowest risk of re-offending. Of this group, around 48% are low risk sexual offenders. 8% of the prison population are deemed to be at the highest risk of re-offending and 73% of this group are acquisitive offenders. The probability of re-offending is based on the likelihood of the individual re-offending within two years of release. It was acknowledged that this is difficult to predict and that data was not previously collected by the prison in respect of re-offending. However, it is now being recorded. In response to a query regarding the current re-offending rate, the panel was advised that the national statistic is that 60% of released prisoners will re-offend within two years. However, those serving life sentences are unlikely to reoffend, largely due to the nature of the offence.
93. An example of a typical working day in Holme House was provided. It was stated that the day starts at 8.00am with final lock up at 7.15pm. It was highlighted that the prison day has gradually contracted due to staffing reductions, etc. The only exception to lock up is the end of life suite which is left unlocked.
94. The prison offers a diverse range of employment opportunities and each sector deliver a qualification, including:-
- Industrial laundry (laundry undertaken for own prison, contracts with other prisons, P&O Ferries).
 - Three woodwork/furniture factories (furniture made for prison, hotels, University accommodation).
 - Textile production (productions ranging from boxer shorts to sandbags for MoD).
 - Print shop (printed material for the prison, local church magazine, etc).
 - Land based activities (maintenance of own prison grounds, looking after own poultry).
 - Stores.
 - Industrial cleaning.
95. In response to a query, it was confirmed that prisoners are paid for the work that they do and most earn £10 to £15 per week. The working day is generally 9.00am

to 5.00pm and where additional hours of work are required, for example to meet a contract deadline, overtime is paid accordingly.

It was highlighted that employment in the prison can be a life-changing experience for some prisoners and is often their first experience of employment. The difficulty, however, is converting these jobs into long term employment once the prisoner is released.

96. Reference was made to the 17-24 year age group and the difficulties they experience in gaining employment once released from prison. It was confirmed that DTV CRC has responsibility for delivering this type of support.
97. It was queried whether there are prisoners who refuse to work. The panel was advised that this does happen and a review of those prisoners' arrangements is undertaken, for example certain privileges will be withdrawn such as TV or gym. The withdrawal of privileges is kept under review and the prisoner is invited to re-engage. It was clarified that sentenced prisoners have no choice and have to work. If they refuse to work they will appear before the Governor and be given an appropriate punishment.
98. In addition to the employment places, there are approximately 400 learning places available. The learning programmes are delivered by Manchester College and include the following:-
- Renewable energy.
 - Construction.
 - Decorating.
 - Basic skills (e.g. maths, English).
 - IT.
 - Mentoring (some prisoners mentored other prisoners, i.e. support to obtain accommodation, employment).
 - Distance learning/Open University. (This must be self-funded but the prison would support by allowing access to IT/library, etc.)
99. It is anticipated that around 107 programmes will be completed in the current financial year. The programmes are reported to be very effective and are constantly monitored. In relation to prisoners released from prison, the panel was informed that around 25% of leavers go into full time education or employment. 94% would leave with accommodation (it was pointed out that this figure included 'sofa surfing').
100. The prison also offers various support programmes to help prisoners, such as:-
- Self-Change Programme.
 - Healthy Relationships Programme.

- Resolve (for violent offenders).
- Thinking Skills Programme.
- Healthy Sex Programme.

101. It was queried whether those serving life sentences, or longer sentences are enthusiastic about taking up the programmes on offer in the prison. Members were advised that this group of prisoners are usually more enthusiastic as they are more settled and familiar with the daily prison routine. Those serving shorter sentences are often more difficult to motivate and engage.

TO CONSIDER THE PROVISION OF PEER SUPPORT / FAMILY SUPPORT SERVICES CURRENTLY PROVIDED TO HELP TURN AROUND THE LIVES OF EX-OFFENDERS IN MIDDLESBROUGH

102. The panel was informed that the CRC has recently taken over the work of helping released prisoners to find work and it is hoped the quality of outcomes for ex-prisoners will improve. The panel was advised that the prison works with a range of partners including DTV CRC, PPDG (Pertemps), NEPACS (visitors centre and family support worker), National Careers Service, Manchester College, Phoenix House (drugs and alcohol), G4S Healthcare, Job Centre Plus and Stockton Library Service.

103. In terms of areas for improvement, the panel was informed that links between the 'through the gate' project and prison workshops could be improved as the work experience prisoners gain in prison does not convert to jobs in the outside world. Better links could also be established with families to create stronger family support, as currently there are only three family support workers and this is not sufficient. Improvements are also required in reducing the supply of drugs in prisons and better motivation of prisoners.

104. In response to a query as to whether children are permitted to visit the prison, the panel was informed that there are no restrictions other than a requirement for under-16s to be accompanied by an adult. The prison holds family visits and family events once a month and this provides a more relaxed atmosphere for families visiting loved ones. The prison manages all risk factors around children coming into the prison and where any risks are identified the prison will liaise with Children Services and vice versa. In cases where children have been used to smuggle drugs into prison an appropriate alternative adult has to be identified to bring a child into prison for a visit.

105. The panel was informed of ongoing projects and plans at Holme House, including the implementation of the Through the Gate project, which is a major project in conjunction with DTV CRC. The prison is in the process of developing its own pre-release programme based on what is appropriate for its prisoners. It also plans to make greater use of peer mentors and develop the 'Informed Prisoner' project which would put the onus on prisoners taking responsibility for their own skills.

TO EXAMINE THE IMPACT THE INTEGRATED OFFENDER MANAGEMENT APPROACH IS HAVING ON REDUCING REOFFENDING

106. Chief Superintendent G Lang, Integrated Offender Management (IOM) attended a meeting of the panel to provide Members with information in relation to IOM.
107. The panel was informed that IOM is a national scheme and is based on a scheme that had originated in Holland in the mid-1990s to reduce re-offending. The original scheme provided released prisoners with furnished accommodation and employment and had proved to have a positive effect. The IOM scheme has been developed from this model and provides a complete 'wrap around' service with input from a whole range of partners including drug and alcohol treatment services, Probation, Police, housing and local authorities.
108. The IOM scheme manages prolific and priority offenders and high crime causers in Middlesbrough and aims to prevent re-offending. 35 adult offenders have been identified in Middlesbrough as being most likely to re-offend and are engaged in the IOM programme. Each of the Tees Valley local authorities has its own IOM scheme in place and each scheme is slightly different. The four authorities also have their own individual Community Safety Partnerships, each being specific to its local communities. Chief Superintendent Lang advised that he has developed a Central Hub for the IOM in Holme House prison, which consists of two Prison Officers, a Restorative Justice Worker, a Probation Worker and a Police Officer.
109. The data below is the latest published by the MOJ on Priority and Prolific Offenders (PPOs) in Middlesbrough.

Early estimates of proven re-offending rates for adult and juvenile prolific and other priority offenders, by upper tier local authority – Ministry of Justice

Middlesbrough	Jan 2010 to Dec 2010	Apr 2010 to Mar 2011	Jul 2010 to Jun 2011	Oct 2010 to Sept 2011	Jan 2011 to Dec 2011	April 2011 to Mar 2012	July 2011 to Jun 2012
Proportion of offenders who re-offend (%)	43.2	40.0	26.3	36.1	50.1	57.1	52.8
Average number of re-offences per re-offender	2.25	2.31	3.80	3.46	2.39	1.75	9.00
Number of re-offenders in cohort	37	40	38	36	36	35	36
Average number of previous offences per offender	61.1	61.1	65.2	66.2	60.1	65.1	67.4

110. It was explained that offenders who are part of the IOM scheme are required to attend the Police station three times a week to be drug tested. Offenders can be sent back to prison if drug tests are positive. If the IOM receives intelligence relating to an offender linked to a crime, the individual in question can be requested to attend the Police station four or five times a week.
111. Reference was made to restorative justice and it was stated that this is having a positive impact. Prisoners are given the chance to say sorry to their victims, but only if this is in line with the victims' wishes. In response to a question it was confirmed that there is no reward for a prisoner participating in the restorative justice scheme and offenders who partake in the scheme do it because they are remorseful. The

restorative justice programme also gives offenders the chance to undertake reparation work.

112. The IOM is currently exploring the possibility of introducing a voluntary tagging scheme. The tag would allow specific parameters to be set, (e.g. that the individual would not be able to move more than 400 yards from their home address). The scheme is currently being operated in West Yorkshire and has 16 participants. It has been found that ex-prisoners like the system as it helps them with peer pressure.

In terms of IOM's success in reducing re-offending the panel was advised that there are prolific offenders from 2010/11 that have not re-offended since. This is a significant achievement.

113. In addition, early intervention is also being explored. Reduced Police resources mean that demand needs to be reduced and intervention as early as possible is required, with input from the local authority in relation to children.
114. The Panel queried how IOM clients are supported in the community. Chief Superintendent Lang stated that one of the key issues when a prisoner is leaving prison is to ensure that they have accommodation.

All partners work together to ensure that the prison leavers have accommodation and sufficient finances for a couple of weeks. This has been found to reduce the risk of reoffending in the early days of release.

CONCLUSIONS AND RECOMMENDATIONS

115. Based on evidence given throughout the investigation the panel concluded:
- a) It is evident to the panel that there a complex range of factors, which together contribute to an offender's journey through the criminal justice system. Coupled with these complexities have been the significant changes that came into effect in May 2015 following the implementation of the Government's Transforming Rehabilitation reforms. The extension of supervision to an extra 45,000 offenders a year who are released from short prison sentences of less than 12 months in custody has also added a new dimension to the reoffending and rehabilitation landscape.
 - b) The introduction of Community Rehabilitation Companies (CRC's), with responsibility for the management of low and medium risk offenders, and the creation of a new National Probation Service (NPS) for the management of high risk offenders in place of Probation Trusts represents a complete overhaul of offender management in the UK. Figures for Adult Reoffending in Middlesbrough in 2013 stands at 34.6 per cent and there have been relatively minor changes in this figure in recent years. The panel accepts that there will no meaningful data available until January 2018 to analyse the impact the Transforming Rehabilitation reforms have had in Middlesbrough. However, having gained an understanding of the current position the panel is well placed to scrutinise the impact of these reforms.

- c) Youth Offending in Middlesbrough has seen a significant reduction in the number of first time entrants to the youth justice system, with an 84 per cent reduction between 2008 and 2015. The decrease from 418 to 72 is particularly impressive and the Panel recognises the work undertaken by the service to deliver this level of improvement. It is apparent that the Restorative Justice Programme and introduction of the Triage system has been very effective in reducing the number of Young People entering the criminal justice system. However, it is also evident that the current cohort of young people is made up of those with significant needs including substance misuse and mental health problems. The age of the young people entering the criminal justice system has also reduced from 16/17 years old to 14/15 years old.
- d) In terms of the impact of the reforms in Middlesbrough the panel is confident that Durham Tees Valley Community Rehabilitation Company (DTV CRC) and Cleveland National Probation Service (NPS) will work collectively to tackle the issue of reoffending and rehabilitation. DTV CRC is unique in its delivery of probation services, as the only socially led consortium to manage offenders in the UK, and it has a good reputation. The CEO of DTV CRC emphasised that the organisation will not be driven by achieving the binary target but by doing the right thing for offenders, as well as protecting the public. It was emphasised that investment in the 'Through the Gate' project and accredited drugs programmes will continue as these are proven to be effective over the longer term. It was also emphasised that offenders will receive the level of support they require from DTV CRC at the time they need it. It was acknowledged that the Peer Mentor scheme is in its infancy at present and this is an area the panel is keen to see further developed over the next few years.
- e) The panel acknowledges that the community payback scheme is an area that has been affected by the Transforming Rehabilitation Reforms. However, the panel is fully aware that Elected Members and members of the public can still put forward recommendations for work to be undertaken by The Community Payback, Youth Offending and Galvanised Teams. Over the course of this review the panel requested that further details on the procedures to be followed / criteria to be met when putting forward suggestions be sent to all Councillors. Elected Members were provided with this information in December 2015. It is also evident that suggestions can be submitted via DTV CRC's website.
- f) Over the course of the review the panel was advised that the number of Street Wardens have reduced significantly from 78 to 12 and these Wardens are predominately deployed in the town centre. The panel acknowledged that given this level of reduction the provision of service has had to be reduced dramatically. However, in light of proposals for specific areas of need to be targeted the view was expressed that the repercussions of these proposals also need to be examined. It was advised that crime and disorder is increasing in certain wards, which although are not seen as priority at present, will become areas of need if preventative action is not taken. The panel is keen to see increased multi-agency arrangements in place in response to reduced resources.
- g) The panel was informed that the 'out of court diversion scheme' which aims to provide an alternative to the court process, in certain cases, is an area of

preventative work that DTV CRC also hopes to become involved in in the future. The panel shares the view expressed by the CEO of DTV CRC that if the Police and Crime Commissioners Office (PCC) is willing to invest DTV CRC could run this pathway, which would help to keep people out of the court system. Thereby reducing the burden and costs of the courts system and providing targeted early intervention at the right low level offences.

- h) The hub model for offender management is viewed by the panel as a positive approach for the future and one which seeks to reintegrate offenders back into the community. It was evident during the visit to Thorntree Community Hub that the welcoming 'meet and greet' atmosphere and informal open plan setting created a really positive environment. It is clear that integrating offenders in their local community and removing the stigma associated with attending the probation office helps to make people feel part of their community. The panel was also pleased to see the inclusion of family members and children in the hubs, which again helps to create a sense of normality. The panel is keen to see the community kitchen model, as currently in use at Southfield Road, extended. Members expressed the view that teaching people kitchen skills and creating a communal environment can be very effective forms of rehabilitation.
- i) From the evidence presented it is evident that there is a significant amount of work taking place in Holme House prison in an effort to rehabilitate offenders. However, there remains a huge challenge to convert the skills and experience offenders gain whilst in prison into offenders securing jobs on the outside. The panel is particularly keen to see how work experience gained in the prison workshops can be maximised to ensure that the knowledge and sense of routine / reward gained in prison is not lost on release. Nationally it is recognised that the current prison system is not working and reoffending rates are failing to improve. The panel is aware that the support offered by Peer Mentors and Family Support Workers is very much needed to help people make and maintain changes in their lives. The panel is keen to see these areas strengthened over the next three years.
- j) Finally the panel considered the work undertaken by the Integrated Offender Management scheme. It was evident from the information presented that the scheme has achieved some real success stories and helped to turn around the lives of offenders through the provision of intensive support. The multi-agency approach adopted is effective in deterring the most prolific / priority offenders from continuing with a life of crime. Reference has been made to the electronic tagging of offenders in other areas of the country, which has proved successful in deterring priority and prolific offenders from continuing old patterns of behaviour. The panel recognises that the multi-agency employed in managing these offenders is resource intensive but is effective. The panel is very much of the view that owing to continued reductions in funding to both the local authority and the Police multi-agency working in all areas of the prevention of crime and disorder is the future.

RECOMMENDATIONS

116. That the Community Safety and Leisure Scrutiny Panel recommends to the Executive:

- a) That data on re-offending is to be monitored by the panel on an annual basis. The January 2018 data will be used to analyse the initial impact the Transforming Rehabilitation reforms have had in Middlesbrough.
- b) That investment in the 'Through the Gate' project and accredited drugs programmes is continued at its current level.
- c) That the Peer Mentor programme be developed to ensure people receive support from those who have experienced a similar journey.
- d) That the repercussions of the targeted use of Street Wardens in certain areas be monitored to ensure that other areas of the town are not negatively affected.
- e) That consideration is given by the Police and Crime Commissioners (PCCs) Office to commissioning the 'out of court' diversion scheme from DV CRC as a preventative approach to keeping people out of the court system.
- f) That the community kitchen model, as in use at Southfield Road be extended to other community hubs across the town, with a focus on teaching kitchen skills as both a form of rehabilitation and life skills.
- g) That meaningful work experience gained in the prison setting is converted to jobs on the outside through specific measures, which are designed to capture employment opportunities.
- h) That investment is made in the provision of additional Family Support Workers based at the prison given that the family / friends network is recognised to be the greatest factor in an individual's rehabilitation.

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 Barbara Gill – Head of Offender, Durham Tees Valley Community Rehabilitation Company (DTV CRC)
 Bronwen Elphick – CEO DTV CRC, on behalf of ARCC
 Julie Allen – Head of Area Cleveland – National Probation Service
 Probation Officers – DTV CRC

BACKGROUND PAPERS

118. The following sources were consulted or referred to in preparing this report:

- Report to and minutes of the Community Safety and Leisure Scrutiny Panel meetings held on 27 July, 17 August, 16 November and 21 December

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