

# The Power of Partnership

## Examples of Probation Trusts working effectively with Community Safety Partnerships

*“We need to ensure strong local partnerships between agencies focusing on individuals at risk of offending or re-offending. ( I have addressed) local criminal justice boards and community safety partnerships to emphasise the value we place in collaboration to prevent crime and reduce re-offending”.*

**Nick Herbert Policing & Criminal Justice Minister 22.10.10**

## Introduction

In June 2010 PA launched its **Local Partnership Development Strategy for Probation Trusts**. At the head of its Purpose statement is a commitment to-

- **Reduce crime rates in local communities by working within local partnerships**

Amongst its Aims are commitments to-

- **Promote a shared strategic approach to community safety and crime reduction at a national level**
- **Clarify the role and function of partner Responsible Authorities**
- **Provide guidance and best practice examples of effective local partnership working**

This brochure and the Think Local page of the Probation Association website ([www.probationassociation.co.uk/member-services/think-local.aspx](http://www.probationassociation.co.uk/member-services/think-local.aspx)) seek to fulfil the last of these aims. Case studies of best practice projects between Probation Trusts and Community Safety Partnerships are provided in the Appendix to this brochure.

In April 2010 Probation Trusts became **responsible authorities** under the 1998 Crime and Disorder Act and thereby full members of local Community Safety Partnerships – CSPs - (formerly Crime and Disorder Reduction Partnerships) which are statutory partnerships in every local authority area to reduce crime and disorder. CSPs in turn acquired a new statutory duty to '**reduce reoffending**' under Section 17 of that Act.

The new Coalition Government is committed to retaining CSPs and persuading local agencies to work together to tackle crime and offending in local places. However it is also committed to reducing the volume of national standards and detailed guidance for CSPs (under the Big Society model), leaving public and voluntary sector agencies to work out local solutions to resolving local issues. Currently CSPs have a duty to undertake an annual strategic assessment and partnership plan; it is essential that a strategy to reduce reoffending is included in all partnership plans under the new duty.

The new statutory duty gives Probation Trusts an ideal opportunity to address the 7 “offender pathways” identified for reducing reoffending plans several years ago. In setting out the pathways the Ministry of Justice states “our aim is to ensure access to mainstream resources for offenders as a socially excluded group and specific provision to meet gaps in provision”. The 7 pathways are-

- Accommodation
- Skills & employment
- Health inequalities
- Drugs & alcohol
- Children & families of offenders
- Finance, benefit & debt
- Attitudes, thinking and behaviour.

PA commissioned OPM (a not for profit research and development organisation) to work with Community Safety Partnerships and Probation Trusts to identify best practice locally. They have been in touch with many CSPs and are assembling an excellent set of examples of best practice in joint work with local agencies to reduce reoffending. The purpose of this brochure is to highlight this work.

## Holistic Approaches

The **Torbay CSP** has in place partnership agreements to tackle all 7 pathways-

- Accommodation – 20 units for Prolific and Priority Offenders (PPO) & Public Protection cases from local social housing providers
- Health - floating support worker pilot and access to health trainers and clinic.
- Drugs & alcohol – specified activities & alcohol treatment from DAAT and local alcohol teams
- Skills & employment – bespoke offender information, advice & guidance and social enterprise farm.
- Female offenders – 3 secondees to family intervention project with targets relating to women offenders
- Attitudes thinking and behaviour – 5 local agencies involved in group interventions for offenders
- Finance & Debt- specialist intervention from a local agency
- Children & Families – support groups for children & families of offenders and also training for school staff.

**Greater Manchester Probation Trust** have in place a number of partnership projects to tackle various aspects of offending behaviour-

- Intensive Alternative to Custody Orders provides programmes for over 200 18-25 year old male offenders per annum which includes victim awareness and restorative justice (Police), employment & training activity (local not for profit agency), behaviour monitoring outreach (G4S), family support worker.
- Compliance Tenancy Team; the Trust works with Supporting People and Manchester Housing to assist vulnerable offenders to settle into their own accommodation.
- MO:DEL mental illness project provides an interagency team jointly appointed with Manchester Social Care Trust and Manchester City Council which handles 300 referrals per annum from courts, probation & police.
- St Peters partnerships in deprived parts of the area seeks to increase offender employability through a range of initiatives including intermediate labour market companies
- Stockport Probation has worked with NACRO and the Children's Trust to second a Probation Officer to the Family Intervention Project there to develop work with low level women offenders.

**West Yorkshire Probation Trust** also have in place various projects to tackle offending-related issues-

- An Enhanced Housing Options Trailblazer with the local authority in Bradford to work with offenders at the earliest point of housing need
- Short Sentence Prisoners – joint project with police and prison colleagues including restorative justice & family conferencing
- Pilot project in Bradford with NHS to provide transformational change for drug misusers.
- Multi Agency Offender Management Hubs – co-located teams in Bradford & Leeds to deliver intensive interventions to statutory and non-statutory PPOs.
- Enhanced supervision for Women Offenders – secondment of offender managers to 7 projects.
- Partnership with commercial sector in Todmorden to train offenders to provide stewarding at events.
- Social enterprise in Wakefield to create landscape management opportunities for offenders

**In Doncaster** partners have developed a Reducing Reoffending Theme Group, which is jointly chaired by Probation and the local authority. They have -

- developed a joint reducing re-offending delivery plan
- co-located Prolific and Priority Offenders /Drug Interventions Programme /and Police in a single offender management unit
- agreed a housing for offenders strategy which for the first time identifies clear pathways to suitable accommodation for offenders

## Data sharing with CSPs

**Nottinghamshire Probation Area** provided a series of briefings for CSPs and other community safety partners covering-

- Reducing reoffending pathways
- Reoffending rates of different cohorts of offenders
- A breakdown of re-offenders and non re-offenders by gender, age, ethnicity, offence together with OASys data
- Maps of caseloads and reoffending rates by ward and district

This greatly enhanced understanding and participation in the reducing reoffending agenda.

## Integrated Offender Management

**North Yorkshire Probation Trust** is one of a number who have set up multi-agency Integrated Offender Management teams. Their teams have been integrated for 3 years and originally tackled PPOs and have reduced reoffending by over 30%. They now manage a wider cohort of persistent offenders and have adopted the following principles-

- Individual case management & assessment
- Improved access to interventions
- Extending the reach of community provision
- Robust compliance & enforcement

## Health Care for Offenders

**Merseyside Probation Trust** worked with Knowsley PCT to provide a health check pilot for offenders under supervision. 112 assessments were undertaken with various beneficial treatment outcomes-

- 30 referred for Hep B vaccination
- 10 screened for chlamydia
- 14 referred to GP services for a variety of treatments (e.g. mental health, counselling, drink, drugs, smoking cessation)

**Warrington CSP & Cheshire Probation** involved 25 agencies developed a service to improve the lives of those with mental health problems and other unmet needs. The Revolving Doors service takes referrals from the police and 2 social workers make persistent attempts to contact them to make an holistic assessment of all their needs including their mental health and this is followed up with direct services and brief interventions.

## One Stop Shop

**Erewash CSP** has worked with **Derbyshire Probation Trust** to provide a multi-agency partnership to ensure the local probation office has become a 'one-stop shop'. In particular the council provides opportunities for offenders to join street cleaning and parks and gardens teams, meanwhile the Housing Association will offer accommodation in suitable cases along with a 'start-up pack'. This support comes as part of a contract signed by an offender on the PPO scheme.

## Community Payback

**Thurrock CSP** and **Essex Probation Trust** have collaborated on community payback resulting in a number of projects from the Council and Fire Service. 'Community Walk Around Days' are undertaken and this has resulted in much work maintaining grounds, tackling fly-tipping, rubbish clearance, tree and shrub planting. A robust publicity campaign promotes the scheme.

**Ceredigion County Council and the Wales Probation Trust** have collaborated to ensure a high proportion of the work undertaken (90%) is geared towards community safety and enhancing the physical environment. This has raised confidence in community payback by the local community and also resulted in further work from the voluntary, community & faith sector.

**Birmingham CSP worked with Staffordshire and West Midlands Probation Trust** on a scheme where the public was asked to vote on community payback projects in 54 pioneer areas around the country. 18,000 people voted in total. The Birmingham campaign was hugely successful due to the excellent partnership working between Probation, Probation, Safer Birmingham and West Midlands Police

## Conclusion

These case studies and examples illustrate very strong local partnerships which enhance the integration of offenders into their local communities and enables them to access mainstream services as and when they need them.

The time is right (despite cuts to public services) to embark in close partnership work with the other responsible authorities on CSPs to make significant improvements in reducing reoffending. This needs to be presented to partner agencies in ways that reflect their priorities and makes sound strategic and financial sense to them. Many areas are doing work based on the Total Place pilots (to pool expenditure in the most deprived places) and the Think Family approach (to identify the most troubled and troublesome families in an area). Probation Trusts can be influential in shaping these approaches and will doubtless be very active in priority places and with the targeted families and can contribute to an interagency approach.

It is hoped that this brochure (and the supporting PA website which supplies more information) will inspire renewed efforts by all Probation Trusts and CSPs to greater partnership work in the interests of reducing reoffending and thereby making communities safer. OPM continue to collect examples of good local partnership work on behalf of the Association. If you have excellent partnership work you would like to share please email the Probation Association at [association@probationassociation.co.uk](mailto:association@probationassociation.co.uk).

## Appendix

The following are examples of best practice between Probation Trusts and Community Safety Partnerships in: Birmingham (Staffordshire and West Midlands); Ceredigion (Wales); Derbyshire; Doncaster (South Yorkshire); Greater Manchester; Knowsley (Merseyside); North Yorkshire; Nottinghamshire; Thurrock (Essex); Torbay (Devon and Cornwall); and Warrington (Cheshire).

### Case Study 1

**CSP:** Birmingham, Sandwell, Walsall and Wolverhampton.

**Probation Trust:** Staffordshire and West Midlands.

Type of work: **Community Payback – community engagement**

#### **Brief description of project/work**

The Justice Seen Justice Done campaign launched in April 2009 aims to bring Community Payback to the public's attention. The purpose is to show that community payback is a tough punishment and to give the public a greater say in how criminals should be punished.

The public were asked to vote on community payback projects in 54 pioneer areas around the country. 18,000 people voted in total.

Birmingham were very successful in engaging their community and had one of the highest number of votes cast. This was the result of a co-ordinated multi-agency approach to publicising community payback. This included:

West Midlands probation and Birmingham Council worked closely on planning, logos, producing materials

10 Local Delivery Groups in Birmingham worked with Neighbourhood Policing teams to spread the word at a local level.

Internal communications in Birmingham cascaded campaign information to staff

Various mediums, including leaflets, newsletters, websites and local radio were also used to publicise community payback. In the West Midlands region more generally posters were displayed in courts and libraries. There were 6 articles published in the press, many giving project details and voting information

The Birmingham campaign was hugely successful due to the excellent partnership working between Probation, Safer Birmingham and West Midlands Police. It attracted local and national media, including Sky News, Louise Casey (Government Adviser and author of the Casey Report) visited the project.

Home Office and Ipsos MORI research found that publicising Community Payback improved public confidence. In the West Midlands area the 'Feeling the Difference' quarterly survey found that public confidence had increased in the region.

#### **Learning for other CSPs/Probation Trusts**

*Around partnership working:*

Make sure that all partners are engaged, not just probation. Birmingham promoted the idea to police both strategically and locally in order for it to 'take root'.

Regular contact facilitates better working. Police and Probation in Birmingham are in daily contact which enables a genuine partnership approach.

It can be useful to set-up a systems-based approach to ensure that integration is sustainable. In Birmingham there is an ongoing communication group involving various partners including CSP, Probation, Police and Criminal Justice Board.

Partnership working in one area can lead to wider integration in other areas. For example, Birmingham are now part of a wider West Midlands Network.

Courses such as the Diploma for Public Service Leadership (DPSL) provide an opportunity to link-in with other services. In the West Midlands, attendees included police, probation, fire and Local Authority. Attendees were required to work on a project collaboratively, which underpinned integrated working.

*Around Community Payback:*

The use of Community Payback is particularly valuable during the current financial climate as it draws upon a free service for the public.

It is important to have the public onboard with partnership working- particularly engaged local residents were essential to the success of the project.

**Anything you would do differently if doing this work again?**

Some practical decisions would be done differently. For example in one majority-Asian deprived area there were few votes than expected. This may be due to language barriers and/or computer access - issues the team hadn't considered beforehand.

**Contact details for further information**

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## Case Study 2

**CSP:** Ceredigion

**Probation Trust:** Wales Probation Trust

Type of work:

**Community Payback**

### **Brief description of project/work**

A strong working relationship developed between Ceredigion County Council and the former Dyfed Powys Probation trust, now the Mid Wales Interventions region of the Wales Probation Trust.

In 2009/10 68,500 hours of Community Payback work were carried out in Dyfed-Powys, with 9,100 hours in Ceredigion.

The links to neighbourhood renewal and the Safer Communities agenda is clear. On the one hand, community and voluntary sector organisations struggle for resources and on the other the drive for cleaner, greener and safer communities requires labour intensive solutions.

Ceredigion has ensured that a high proportion of projects undertaken are dedicated to Community Safety. By November 2009 80% of projects and 90% of hours delivered in Ceredigion were linked to Community Safety and/or enhanced the environment.

A recent survey showed that over 70% of people in the area know what Community Payback is and that they understand the overarching aims, objectives and purpose of the scheme.

### **The scheme includes the following targets:**

- Ensuring that over 50% of projects contribute directly to making communities safer or enhancing the environment.
- This makes a significant contribution to the Ceredigion Community Safety Partnership / Welsh Assembly Government Negotiated Crime Reduction Targets.

### **Desired outcomes include the following:**

- Communities are actively involved.
- Communities become Cleaner, Greener and Safer through the work provided.
- Crime is reduced – offenders who undertake unpaid work learn skills and become more pro-social in their attitudes and are less likely to offend.
- Reducing the fear of crime - when members of the public come face to face with offenders and see that they are not a threat, it reduces their fear of crime.

These objectives have been achieved over the past five years and this has only been possible through collaborative working.

### **Learning for other CSPs/Probation Trusts**

This has worked as a direct result of a strong partnership, a high degree of trust, mutual credibility, joint delivery and co-productive service delivery.

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### Case Study 3

**CSP:** Erewash, Derbyshire

**Probation Trust:** Derbyshire

Type of work

**Reducing re-offending**

#### **Brief description of project/work**

Erewash Borough Council (EBC) is addressing the Derbyshire Reducing Re-offending Strategy by supporting Back on Track, a project which targets prolific and priority offenders (PPOs) for services across each of the 7 Pathways out of offending.

This project brings together partner agencies from within and outside criminal justice including; police, probation, community safety team, drug and alcohol service, Job Centre Plus, Credit Union, the local housing association ALMO, employment agency, college, mental health service provider and the women's support service. This is to ensure that Erewash offenders access local services on a 'one stop shop' basis at the local probation office. Inherent in the project is the notion of 'flexibility', which meets the challenges associated with people who may not have worked (legitimately) for many years and may have a history of chaotic substance misuse and unstable accommodation.

The unique aspect of this project is the provision of a home and a job.

Offenders are referred by police and probation from the PPO scheme in Derbyshire and, if accepted, sign a contract which identifies what support will be offered to offenders and what they must do to comply with the project. The contract contains a section which the offender completes, identifying what they want to achieve whilst engaged with the project. The Contract does not take precedence over order / license requirements or tenancy and employment agreements.

The project is supported by the Erewash Borough Council Director for Places and Environment who prepares contracts with Xtra Personnel – a provider of street cleaning parties and work in local parks and gardens. Xtra personnel then employ ex-offenders whilst they receive ongoing support regarding employment and any other issues that may arise, for example substance misuse.

The Housing Association provides accommodation, if and when required, and the offender accesses a 'start-up' pack for the flat, which is purchased using Accelerated Neighbourhood Partnership Fund (ANPF) money. (£40k was secured through a bid in April 2010).

#### **Learning for other CSPs/Probation Trusts**

Given the authority invested in the Director to write and manage contracts with ALMO and Employment providers, the project identifies the significant impact a single Director can have in a local District if they recognise the positive impact providing a home and a job for offenders can have on reducing re-offending. The Director recognised that doing nothing beyond the norm would mean the same local people appearing, inevitably, on Court lists, in the local media and the CSP agenda for anti social behaviour and more serious crimes.

The project has identified the need for clear management arrangements in terms of meetings, agenda and minutes. The Community Safety Officer (supported by the Director) has been crucial in maintaining these tasks on behalf of the partnership project.

The project has helped improve relationships between agencies and there is greater use of

the local Credit Union, for example. This has helped develop relationships for other (non-prolific) offenders as well as providing opportunities to manage PPOs in a more creative way. The project has identified the need for support and flexibility around employment, which matches the kind of support that is available for accommodation. Employment support includes a 'staged' working week - when required - building to a 5-day week and assistance with travel and time-keeping.

The Contract itself which specifies benefits, expectations and obligations inherent in the project, helps offenders to engage and make a commitment to change and the project is aimed at sustaining that change.

**Anything you would do differently if doing this work again?**

There are still some tasks we are still working on and they are on our agenda for continued consideration:

- local councillors (members) support for the project
- dealing with media interest / issues
- managing violations of the Contract

**Contact details for further information**

Katherine Thornhill, Erewash BC Community Safety Officer  
0845 907 22 44

## Case Study 4

**CSP:** Doncaster

**Probation Trust:** South Yorkshire

Type of work

**Reducing re-offending/domestic abuse/mentoring**

### **Brief description of project/work**

1. Doncaster has a multi agency Reducing Reoffending Theme Group, which is jointly chaired by the Head of Probation for Doncaster and a senior officer from the Council's Community Safety Team; it reports to the Safer Doncaster Partnership. They have developed a reducing re-offending delivery plan and have co-located the Prolific and Priority Offenders (PPO) team, the Drug Interventions Programme and the police into a single offender management unit. In addition Doncaster have recently agreed a housing for offenders strategy, which for the first time identifies clear pathways to suitable accommodation for offenders whilst bringing together existing good practice and service development.
2. As part of the Domestic and Sexual Violence Strategy Group (a multi-agency strategic group shaping local responses to domestic and sexual violence) the probation service are developing a voluntary perpetrator programme, which has been identified as a key priority for Doncaster. This is linked to the specialist domestic violence court programme and Multi-Agency Risk Assessment Conference (MARAC) programme.
3. Doncaster also use the Vigilance programme to develop a mentoring scheme for offenders who are not subject to statutory support. This is done in partnership with Remedi (a local voluntary sector agency) and the Primary Care Trust, who funded similar work with PPOs. The project began as a service targeted to burglary offenders, but is now broadened out to offer the same support to all offenders. It provides mentoring and advocacy to assist people to meet their basic needs to help them stay away from crime. This may include getting them into education, employment or training, accessing housing provision or entrance into drugs rehabilitation programmes. Now called End2Offend, this service is funded through the Area Based Grant and PCT. The operation has been so successful that neighbouring partnerships across South Yorkshire have used it to bid successfully for lottery funding to run the same scheme for 4 years. Doncaster are closely monitoring the effect on offending behaviour and early signs are positive. A full evaluation will be carried out at the end of the year.

### **Learning for other CSPs/Probation Trusts**

1. They are working on a county wide Integrated Offender Management (IOM) model within which each local area will have its own operational model to respond to local needs.
2. The original Doncaster scheme is under financial pressure due to financial cuts. It would be a real shame if this scheme had to cease due to lack of funding. As a side

effect the engagement with landlords has drastically improved access to private rented accommodation for End2Offend clients.

**Contact details for further information**

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## Case Study 5

**CSP:** Greater Manchester

**Probation Trust:** Greater Manchester

Type of work

**A number of partnership projects to tackle various aspects of offending behaviour.**

### **Brief description of project/work**

1. Intensive Alternative to Custody Orders provides programmes for over 200 x 18-25 year old male offenders per annum which includes victim awareness and restorative justice (police), employment & training activity (local not for profit agency), behaviour monitoring outreach (G4S) and a family support worker.
2. Compliance Tenancy Team; the Probation Trust works with Manchester Council's Supporting People Programme and Manchester Housing to assist vulnerable offenders to settle into their own accommodation.
3. MO:DEL mental illness project provides an interagency team jointly appointed with Manchester Social Care Trust and Manchester City Council which handles 300 referrals per annum from courts, probation & police.
4. Local charity, St Peter's Partnerships provides resources to increase offender employability through a range of initiatives including Manchester's intermediate labour market programme.
5. Stockport Probation has worked with NACRO and the Children's Trust to second a Probation Officer to the Family Intervention Project there to develop work with low level women offenders.
6. As excessive drinking during the World Cup was thought likely to fuel an increase in domestic abuse, Bolton Probation worked with local police to organise home visits to a number of domestic abusers during the Cup.

### **Learning for other CSPs/Probation Trusts**

1. A multi-agency approach can produce better results than imprisonment
2. This work had excellent input to Manchester's Multi Agency Public Protection Arrangements (MAPPA) which are designed to manage the risks posed by violent and sexual offenders living in the community
3. Criminal justice agencies and mental health systems previously had little motivation to share information or work together
4. The Community Trust recognises that offenders are local people and are keen to be part of a problem solving approach
5. Demonstrates the value of a holistic approach in priority areas
6. The anticipated significant rise in domestic abuse did not happen

### **Contact details for further information**

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## Case Study 6

**CSP:** Knowsley

**Probation Trust:** Merseyside

Type of work

**Offender Health**

### **Brief Description of project/work**

Merseyside Probation Trust worked with Knowsley Primary Care Trust (PCT) to examine how the health of offenders under supervision could be improved. The result was a Health Check pilot which commenced in September 2007, and was subsequently extended for a further 12 months.

The pilot was funded by the PCT and comprised a nurse-led health check service for offenders. All offender managers were briefed on the aims of the service prior to the service commencing and had the opportunity to meet the nursing staff involved. Offender managers were asked to refer offenders on a voluntary basis and the service was made available to offenders on a community order or on licence. The nurses were based in probation offices on two half-days a week.

From September to December 2008, 112 full health assessments were completed:

- 30 service users began a course of vaccination for hepatitis B, 10 of whom completed the course, 2 service users had a booster vaccination for hepatitis B, and 11 other offenders were screened for blood borne viruses.
- All offenders had a blood pressure check, and with the purchase of new equipment cholesterol and blood glucose checks were conducted.
- 10 offenders were screened for Chlamydia.

In addition, 14 referrals were made to GP services, two were referred to social services; five to community mental health; four to alcohol services; two to drug services; five to smoking cessation; three to counselling; four to fire services; one to housing Services and one to Citizen's Advice Bureau.

### **What learning for other CSPs/Probation Trusts?**

- Offender Managers, while initially sceptical, now find the service valuable.
- Offenders have benefited: for example, one offender was identified as having dangerously high blood pressure and being at risk of stroke, and is now on tablets to manage it.
- The work has helped to improve the health of offenders in Knowsley and the Merseyside Probation Trust is committed to trying to replicate provision throughout Merseyside.
- No-one is coerced into a consultation; success depends on building relationships with offenders

**Name** Kathy Felton-Aksoy, Merseyside Probation Trust 0151 920 9201

## Case Study 7

**CSP:** Scarborough, Ryedale, Selby, Harrogate, Hambleton, Richmondshire, Craven District CSP. York Unitary authority CSP.

**Probation Trust:** York and North Yorkshire Probation Trust

Type of work:

**Co-location of Prolific & Priority Offender Teams**

### Brief description of project/work

In the three years to 2008, the co-located police and probation Prolific and Priority Offender (PPO) teams in North Yorkshire have reduced re-offending rates for PPOs by an average of 30 per cent. In 2008 chief officers from the criminal justice agencies elected to develop a more comprehensive integrated offender management (IOM) approach to replicate that success on a much larger scale.

The approach used PPO principles to develop a scheme to intensively manage a much larger cohort of persistent offenders by increasing the multi-agency resource and mainstreaming offender management into the local criminal justice agencies. The approach consisted of four core principles:

- Individual case management and risk assessment.
- Improved access to interventions.
- Extending the reach of community supervision.
- Robust compliance and enforcement processes.

This approach will ultimately be delivered by three multi-agency teams co-located in Probation Service offices in Scarborough, York and Harrogate. The teams are multi-disciplinary with around 20 staff members from a range of agencies and partnerships in each team, and working to the National Offender Management Service Offender Management model. Each team is resourced to manage around 300 offenders at any one time, a tenfold increase on our previous PPO structure. PPOs will continue to be the priority offender group under the approach.

Implementation is overseen by an IOM Strategic Delivery Board, chaired by the Chief Probation Officer and reports to the local criminal justice board (LCJB) and also to the county-wide strategic CSP group.

The scheme is now being extended to include persistent youth offenders and work is in hand to streamline operations between adult IOM teams and Youth Offending Teams (YOTs).

### Learning for other CSPs/Probation Trusts

- Improved interventions support for a wider range of offenders, including 'non-statutory' offenders
- 'Hands on' face-to-face management of up to 1,000 of North Yorkshire's most persistent offenders, bring investigative, intelligence gathering and tasking benefits.
- Significant reductions in reoffending and thus recorded crime (only quantifiable over a 12 month operating period, but working to a 30 per cent reduction in re-conviction rates).
- Visible offender management in local communities, directly linked to improved public confidence
- Improved public protection arrangements through enhanced inter-agency co-ordination and co-operation.
- Enhanced partnership working, including agreement for all partners to prioritise work

with the same offenders.

- Inter-agency efficiency savings through shared working and stripping out duplication of effort.
- This approach requires a significant change to business processes and structures in both the Probation Service and Police and this needs to be driven by chief officers from both agencies.
- LCJB provided strategic influence at county level, which was particularly important as the IOM approach crossed CSP boundaries. Close working between the LCJB, LSPs and CSPs has been essential.

#### **Overarching learning –**

We believe it was important to have a police force/probation trust overarching strategic model, rather than develop localised CSP models which the probation trust couldn't support. In some areas where there are 3 or 4 CSPs, they are acting differently so it is difficult to ensure that its business as usual for police/probation.

Big change (since drafting of national standards) is the inclusion of reducing offending as a statutory requirement for community safety partnerships. Local engagement with LCJBs can create an integrated IOM approach.

There was initial difficulty engaging CSPs in the programme as they didn't see it as their business

It was absolutely critical to have an agreed performance management framework to clearly demonstrate reductions. In re-offending.

#### **Contact details for further information**

Chief Inspector Neil Burnett, North Yorkshire Police  
0845 6060247

## Case Study 8

**CSP:** Nottinghamshire

**Probation Trust:** Nottinghamshire

Type of work

**Reducing reoffending**

### **Brief description of project/work**

The Chief Executive of the Nottinghamshire Probation Trust established an area-wide Reducing Reoffending Delivery Board covering all community safety partnerships (CSPs) in the Trust area, i.e. including Nottingham city and the two tiers of district and county partnerships in Nottinghamshire. Terms of reference and lines of accountability were agreed with these partners and with the Local Criminal Justice Board (of which the Chief Executive is also the Chair of the group).

Organisations represented on the group are those involved or who could potentially be involved in delivering services within the pathways out of reoffending, for example health and employment agencies. Voluntary sector organisations are represented on the Board.

The Board has approved a strategy and action plan for reducing reoffending. Meeting approximately every two months, it monitors performance against reducing reoffending and related targets and reviews information on factors associated with re-offending by gender, ethnicity and age, and by CSP.

CSPs across the area are represented on the Board and can both influence and use the area-wide strategy and action plans within local reducing reoffending/pathway development groups.

### **Learning for other CSPs/Probation Trusts**

Since many of the organisations that are significant in developing or improving access to pathways for offenders operate at area rather than CSP level, this provides a single forum for working with partners on these pathways rather than attempting to cover all CSPs and duplicating discussion.

Similarly, local experience from CSPs can be fed into the wider forum to influence area-wide strategy or exchange knowledge across CSP boundaries.

### **Contact details for further information**

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## Case Study 9

**CSP: Nottingham and Nottinghamshire**  
**Probation Trust: Nottinghamshire**

<p>Type of work  <b>Reducing re-offending briefings</b></p>
<p><b>Brief description of project/work</b>  The Nottinghamshire Probation Area Business Development Unit produced a series of briefings for CSPs and other community safety partners, covering:</p> <ul style="list-style-type: none"> <li>• An explanation of the reducing reoffending pathways (for example, accommodation, employment)</li> <li>• The extent to which offender managers identify needs in each pathway as a risk linked to local reoffending (for example, in one district lifestyle and associate factors were identified as a risk factor for 55 per cent of offenders and 64 per cent of re-offenders)</li> <li>• Reoffending rates for each cohort of offenders in a district and relevant comparator areas</li> <li>• Characteristics of re-offenders and those who do not re-offend in the district, including gender, ethnicity, age, original offence and Offender Assessment System (OASys) data offending related factors</li> <li>• Maps of caseloads and reoffending rates, in bands by ward within a district.</li> </ul> <p>These briefings were provided to CSP strategy group and performance group members and to senior probation officers and teams working with each CSP. They provide background information for multi-agency events aimed at developing pathways out of offending. The information also provided a basis for the strategic assessment to inform the development of an area-wide reducing reoffending delivery group.</p>
<p><b>Impact of the work and learning for other CSPs/Probation Trusts</b>  The information in the briefings contributed to the CSP strategic assessments. The information also made a valuable contribution to intelligence-led business processes. It is important to have a focal point within the CSP to determine how to use the information provided in decision-making. In one CSP this focal point was a priority action group on offending. In the Ashfield and Mansfield Partnerships Against Crime there is a joint multi-agency delivery group for reducing reoffending that will perform this role. Without this focus the information is likely to be for interest only rather than guiding decisions and action.</p>
<p><b>Anything you would do differently if doing this work again?</b>  It is important that the data provided is used for planning within the CSP, rather simply to have an assessment.</p>
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## Case Study 10

**CSPs: Nottingham and Nottinghamshire**

**Probation Trust: Nottinghamshire**

Type of work

Since January 2008, the Assistant Director of External Relations in Nottinghamshire has convened a quarterly meeting of Senior Probation Officers working with CSPs in Nottingham and Nottinghamshire to share information, knowledge, experience and understanding of CSP engagement and its implications for the work of the service at area and local level. The agendas have included:

- Area and local authority structures;
- Community safety structures at area and CSP level;
- Local Area Agreements;
- Strategic assessments;
- Community safety partnership strategic assessments, objectives and targets;
- Reducing reoffending measurement, targets and delivery plans;
- Reoffending caseload and Offender Assessment System (OASys) data
- Integrated Offender Management;
- Communications, community engagement and public confidence.

### Brief description of project/work and learning for others

- The group has provided senior probation officers with support for their CSP engagement, enabling them to be better informed about area-wide community safety developments and the role of the Probation Service in these partnerships.
- This approach has improved partnership working, with senior probation officers representing the Nottinghamshire Probation Area on CSP performance groups and in some cases chairing priority action groups (for example, violent crime and reducing reoffending groups).
- The meeting provides senior probation officers with an overview of the community safety agenda for Nottinghamshire Probation Area and an opportunity to learn from each other's experience, and continues to be helpful with the implementation of the new Probation Local Delivery Unit (LDU) structure.
- This has enabled an open dialogue around what issues should be addressed, including assessing the costs and benefits for different organisations of being involved in partnership meetings, clarifying roles, responsibilities and authority, and also some practical issues around engagement activities.
- This approach must be implemented with changes to regulatory organisations and partnership frameworks in mind.

### Anything you would do differently if doing this work again?

These resources need to be continually updated to reflect changes in the environment. In order to embed this properly there needs to be a way of combining local difference with commonality across the whole Trust area. For example, how to interpret information from briefings and how to use information with partners.

### Contact details for further information

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## Case Study 11

**CSP:** Thurrock

**Probation Trust:** Essex

Type of work

**Essex Probation in Thurrock has developed a Community Payback scheme involving local partners, primarily the Fire Service and Thurrock Council.**

**'Partner Walk Around Days' have come out of successful joint working between Community Payback and Thurrock Community Safety Partnership.**

### **Brief description of project/work**

'Partner Walk Around Days' are a multi-agency hi-visibility operation of the partnership to address the Cleaner, Greener, Safer agenda. Community Payback's involvement has been to provide the labour to undertake grounds maintenance, fly-tipping removal and rubbish clearance, as well as tree and shrub planting.

### **Learning for other CSPs/Probation Trusts**

Joint working has been beneficial in providing both a regular supply of work for the Probation Trust Community Payback Scheme, and reducing labour costs for Partners across a wide range of projects in the borough. The high visibility of the scheme also provides reassurance to residents that reparation is being made by offenders.

It is essential to get buy in at senior level from the outset from both the Community Safety Partnership and Probation Trust.

### **Anything you would do differently if doing this work again?**

Ensure that a more robust publicity campaign was implemented earlier to promote the scheme.

### **Contact details for further information**

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## Case Study 12

**CSP:** Torbay

**Probation Trust:** Devon & Cornwall

Type of work

### Offending Pathways

#### Brief description of project/work

An agreed partnership approach to dealing with 'offender pathways', covering accommodation, mental & physical health, education, training & employment (ETE), female offenders, thinking skills & behaviour, finance & debt, children & families.

**Accommodation:** includes 20 enhanced units for Prolific & Priority Offenders and 10 units for offenders on probation, as well as providing a criminal justice housing link worker.

Facilities have been set up in conjunction with Supporting People and Carr Gomm.

**Mental & Physical Health:** a Mental Health Gateway Worker has been appointed, in conjunction with Torbay Public Health. The Inside Out floating support pilot (Drug Action Team (DAT)/Supporting People (SP)) provides 1-to-1 support for offenders with emotional, well-being and tenancy sustainment needs. Health trainers and a health clinic for offenders are also in operation (South West Health Training Partnership & Torbay Public Health).

**Drugs & Alcohol** – alcohol focused activities & alcohol treatment requirements are provided by the Drug Action Team (DAT) and Primary Care Alcohol Team. Court ordered drug treatment is provided by the DAT (including a half-time community support worker's post). 10 units of accommodation are available for substance misusers taking part in abstinence programmes (Torbay SP/Jatis Project). There is also an accommodation-based structured treatment service, which provides 15 units from the above providers.

**Education Training & Employment:** the support available includes skills for life (North Devon College), an information advice & guidance bespoke service for offenders (Careers SW), and the Occombe Farm Growing for Life social enterprise which secured £1.2m capital (Chapter 1 and Shekinah Mission).

**Female Offenders:** 3 secondees have been located within the Family Intervention Project team, with targets relating to women on the Probation caseload. There is also a Domestic Abuse Floating Support Worker (Torbay SP /Westcountry).

**Thinking Skills & Behaviour** – group interventions are provided to offenders in association with DAT/EDP drug & alcohol service/Sherkinah Mission/Rethink..

**Finance & Debt:** specialist provision is available from Homemaker for offenders with complex debt problems (DAT/SP).

**Children & Families:** family support groups are in place for children & families of offenders, and there are also workshops for school staff to raise awareness of and improve support for the children of offenders (Torbay Children's Centre/Barnardos/Choices).

#### Learning for other CSPs/Probation Trusts

A comprehensive approach to offender pathway work is vital and can deliver significant benefits.

#### Anything you would do differently if doing this work again?

A number of the projects are currently in their early stages and are being evaluated. Lessons are expected to emerge from this process.

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## Case Study 13

**CSP:** Warrington

**Probation Trust:** Cheshire Probation

Type of work

**Multi-agency partnership with neighbourhood police to prevent and reduce offending**

### **Brief description of project/work**

#### *The need*

The same people with mental health problems were coming into contact with neighbourhood police and emergency services time and again. They could be offenders, victims, or simply at risk or in distress, but if they fell below services' threshold criteria then police and others were unable to help them.

#### *The solution*

Over 25 Warrington services linked to the CSP, including probation and many charities, developed a simple solution to the increasing financial cost to services and emotional cost to those in need. The Revolving Doors Service was set up to improve the lives of adults in contact with the police who were perceived to have mild/moderate mental health problems. It addresses their unmet needs and increases appropriate and effective interventions with a full range of local services, in line with the recommendations made in the Bradley Report.

#### *The approach*

The service has taken referrals from the police since April 2008 and work is underway to include other community-based workers, such as wardens and other emergency services. Two social workers linked to the Criminal Justice Liaison Team (part of the local authority's mental health services) make several attempts to contact individuals, including cold-calling where necessary. All individuals are offered a face-to-face meeting in a place of their choice, where they receive a holistic assessment of their needs, without discussions take place without an emphasis on mental health. The workers provide direct services and brief interventions to the individuals, depending on their specific needs. The workers also offer support to help people make and keep appointments, and can link them to other organisations and services in order to address the wide range of needs that can impact on mental health.

#### *Findings*

Most individuals referred to the scheme had multiple and complex needs but were unable to advocate effectively for themselves, and thus appeared to fall below services' threshold criteria and would not normally receive support until their condition significantly deteriorated. Whilst 74% of those assessed had experienced mental health problems this was only part of the picture: 5 areas of significant need were also identified, including: alcohol misuse (60%), self-harm and suicide (42%), financial issues (45%) and housing (50%). Two thirds of individuals referred were primary carers of children.

#### *Impact*

Local evaluation of the scheme showed that for those assessed and helped directly during the first year of the service:

- Reported crime stayed low for at least a year with a sustained reduction of 78% on the pre-intervention rate.
- 'Vulnerable Adult' reports fell by 71% for the same period - even further than the 54% drop

shortly after intervention.

- Recorded anti-social behaviour in the area, assessed in months 2-4 following the scheme's introduction, showed a 30% reduction.

#### *Funding*

Warrington Borough Council is now funds the service and initial funding came from Offender Health (a joint unit between the Department of Health and the National Offender Management Service) through the national charity Revolving Doors Agency.

Past funding also came from: Cheshire & Warrington Improvement & Efficiency Programme, NHS Warrington, Warrington Drug Action Team, the North West Regional Offender Health Team, and Cheshire Constabulary.

### **Learning for other CSPs/Probation Trusts**

#### *Setting things up*

- Early intervention can help prevent deterioration into severe mental health problems, including reducing suicides, and prevent or reduce criminal activity.
- This is an efficient use of resources. The cost of the whole service is about half that of keeping just one person in a low security unit for a year (about £220,000).
- Don't under-estimate the number of people in need: in Warrington demand was three to four times greater than expected - equating to 3 in every 1,000 of the population.
- Target those at risk in the community, as well as known offenders, to reach some of the most socially excluded, reduce stigma and prevent potential future offending.
- Keep things simple and build on what already exists, including services and referral routes from the police to other services.
- Ensure service users' views inform initial and ongoing service development.
- Create and share a directory of relevant services, including multi-agency groups and service user forums, both to determine gaps and enable partnership working.
- Partnership working to assess needs such as physical health, support networks, housing and benefits, is crucial to address the range of needs that can impact on mental health.
- Partners are not co-located, but they do regularly liaise and are well connected, e.g. workers have started attending neighbourhood 'hub' meetings to discuss incidents. The steering group is essential in supporting and keeping the project on course.

#### *Making and maintaining contact*

- Avoid using the words "mental health" in discussions with service users, as this may be a barrier to engagement.
- Provide people with a letter with a range of useful contact numbers: people do get in touch as a result.
- Have a mobile telephone to avoid people going through the mental health/social services switchboard, which could put them off. It also means they can text or leave messages, which some service users may prefer to do.
- Meet service users at a place of their choice, such as their own home, to put people at ease and renew their faith in services.

- The secondary Mental Health Services Outreach Team plays a crucial role, with experienced non-qualified staff providing intensive practical and emotional support, including attending appointments and monitoring mental health needs. Members of the Outreach Team see people once a week during the eight week period of engagement.

**Anything you would do differently if doing this work again?**

- Beware of using metaphors – some clients have told the police their home '*did not have enough space to fit a revolving door*', but the multi agency brand was welcomed by service users.
- Police on the street need repeated briefings to establish the service and to limit the impact of staff churn. Providing feedback on successes and particularly hard cases shows the scheme's usefulness and can encourage further referrals.
- Police can now ring whilst they are with the individual, to see whether or not the service can make an appointment there and then.
- As the service only operates in one half of the area served by the relevant police custody suite it has produced lower referrals than if everyone passing through was eligible.
- The benefit of a back office identifying individuals in need from police reports needs to be weighed against those individuals being unaware that the service exists when they are initially contacted.
- A panel does not need to meet face to face: email or telephone contact can produce results faster. However, meeting occasionally is essential for maintaining networks and generating new ideas.

**Contact details for further information**

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