



***Work Plan Study
into the
Recommissioning
of Criminal Justice
Systems and Sentencing***

Report by the Crime and Disorder Committee

August 2012 - November 2013

Chair's Commentary

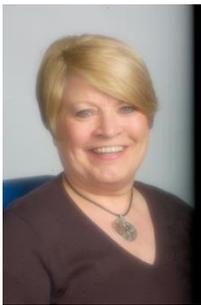
In August 2012, the Crime and Disorder Committee commenced a study into the Re-commissioning of the Criminal Justice Systems and Sentencing.

The scope of the study included the resettlement of ex-offenders and issues faced.

The Committee carried out numerous interviews with officers and outside bodies, which provided background information.

I would like to thank the members of the Committee, Officers and outside bodies that took part in the study.

Councillor Mrs Afrin
Chair of the Crime and Disorder Committee



Summary

This report gives details of the investigations which have been made on the Crime and Disorder Committee's Work Plan Study into the re-commissioning of criminal justice services and sentencing. This Committee agreed to look at the impact of this on the effective re-integration and resettlement of ex-offenders returning to Preston upon prison release.

The Group carried out interviews and research, details of which are attached.



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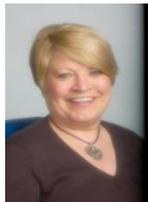
The Re-commissioning of Criminal Justice Systems and Sentencing

1. Introduction

- 1.1 At its meeting on 15 May 2012, the Council established the Crime and Disorder Committee. The full membership was agreed with Councillor Mrs Afrin, appointed as Chair, and Councillor Saksena as Vice-Chair.
- 1.2 At the meeting of the Crime and Disorder Committee held on 7 August 2012, Members considered potential scrutiny topics focusing on the crime and disorder responsibilities of the Council. It was agreed that the next topic to be reviewed by the Committee be the Re-commissioning of Criminal Justice Systems and Sentencing. This would take into account the impact of these upon the effective re-integration and resettlement of ex-offenders returning to Preston following prison release.

2. Membership

- 2.1 The Committee was chaired by Councillor Mrs Afrin, the full membership being:-



Councillor Mrs Afrin
(Chair)



Councillor Saksena
(Vice Chair)



Councillor Borrow



* Councillor N Cartwright



Councillor Crowe



Councillor Hart



Councillor Shannon



Councillor Thompson



Councillor Yates

* Councillor N Cartwright replaced Councillor Davies on 15 December 2012.

3. Deliberations

3.1 The Committee met on a number of occasions to gather information/evidence, interview witnesses and discuss findings. The following paragraphs give outline summaries of the key points/information gathered and discussed at each meeting together with links to the minutes of that meeting.

3.2 7 August 2012

3.2.1 The Committee considered suggested topics and chose the Re-commissioning of Criminal Justice Services and Sentencing as its next work plan study.

[Minutes 7 August 2012.](#)

3.3 25 September 2012

3.3.1 The Committee considered a draft scoping document relating to the study and drew up a list of interviewees.

[Minutes 25 September 2012.](#)

3.4 20 November 2012

3.4.1 The Committee considered and approved the revised scoping document.

3.4.2 The following persons attended the meeting for interview:-

- Mr A. Cass – Lancashire Probation Trust
- Mrs J. Tyrer – Discover

3.4.3 Members raised various issues including:-

- access to rehabilitation services;
- problems caused by re-commissioning of services;
- prolific offenders;
- accommodation for offenders following release;
- re-offending and associated difficulties.

[Minutes 20 November 2012.](#)

3.5 15 January 2013

3.5.1 Ms S. Smith and Mr S. Worswick from Caritas Care attended the meeting for interview.

3.5.2 Members raised various issues including:-

- statistical information relating to re-offending rates;
- Lancashire Revolution Evaluation;
- use of Restorative Justice in the Criminal Justice System.

[Minutes 15 January 2013.](#)

3.6 19 February 2013

3.6.1 The following persons attended the meeting for interview:-

- Mr N Francis
 - Ms D McClennan
 - Ms L Mossop – Preston City Council
- } Methodist Action

3.6.2 Members raised various issues including:-

- Proposed changes in the benefits system;
- social lettings;
- future funding of services;
- bedroom tax;
- betting shops and pay day loan outlets;
- payment by results.

[Minutes 19 February 2013.](#)

3.7 19 March 2013

3.7.1 The following persons attended the meeting for interview:-

- DCI I Dawson – Lancashire Constabulary
- Mr G Sandler – Victim Support
- Mr A Connolly – HMP Preston
- Mr K Seed – HMP Preston
- Mr P O'Donnell – Lancashire Probation Trust
- Ms L Chuter – Shelter

3.7.2 Members raised various issues including:-

- The victims' perspectives, victim protection and support;
- restorative justice;
- HMP Preston – Reducing Re-offending and Delivery Framework.

[Minutes 19 March 2013.](#)

4. Financial and Legal Implications

4.1 Financial Implications

The recommendations detailed within this report will be carried out within existing staffing resources.

4.2 Legal Implications

There are no legal implications arising from this report.

5. Summary of findings

5.1 Background

The subject of the work study is recognised as having a potentially very wide scope. The members of the Crime and Disorder Committee felt it important that they should not allow their mission to drift and they therefore set out a number of key areas for consideration. The Committee decided that consideration of the release of prisoners from HMP Preston and the arrangements for working with them to reduce their risk of re-offending was to be a focus for interviews with professionals working in local criminal justice and related services.



- 5.1.1 HMP Preston is a Category B prison for male offenders, which also provides remand facilities and accommodates a fairly high number of local prisoners. The considerations of the Committee focussed upon the implications of releasing men from the prison into Preston. Their enquiries extended to wider aspects of related work, for example the impact upon victims of crime, families of those sentenced to custody, offenders serving sentences in the community or committing crimes and subject to integrated offender management.
- 5.1.2 The work plan study took into consideration factors which influence re-offending rates and included in these were substance misuse, accommodation, finances, families and relationships and attitudes and behaviour, particularly in relation to impact upon individual victims and communities. The findings include consideration of how offender management reduces the re-offending rates in Preston and how these may be improved. Consideration was also given to local best practice and how the statutory sector works with third sector providers to deliver integrated services which address local needs.
- 5.1.3 The Committee also looked at national proposals for change and how this may impact on local service providers. The Members considered the increasingly competitive environment proposed through the introduction of new arrangements, such as Payment by Results (PbR). They provided a response to elements of the

consultation by the Government on the Transforming Rehabilitation proposal and made recommendations on what may be done by the Council to help local outcomes. The Committee's recommendations are included in Section 7 of this report.

- 5.1.4 The following parts of this section cover the findings of interviews with service providers working in Preston and provide a summary of the information from interviews and supporting documents. They are arranged by subject order and include reference to the service and personnel providing information to the Committee.

5.2 Substance misuse- Discover Service

- Mrs Jan Tyrer Discover Service Manager

- 5.2.1 Discover is a drug and alcohol recovery service which has been commissioned to provide services in Central Lancashire with a contract to provide services across the community in Preston. This includes a criminal justice service and Discover works in close collaboration with other services in reducing re-offending through an integrated management approach. Mrs Jan Tyrer is the local service manager for Discover, which is part of Greater Manchester West NHS Trust.
- 5.2.2 Mrs Tyrer reported that Discover works in the three local prisons of Garth, Wymott and Preston and provides a 'Recovery Hub' in Preston, which is used by clients in the community. There is an identified hierarchy amongst users which may be prejudicial to some potential clients engaging with services. By establishing a local 'Users Forum', they have been able to provide clients with a group which will support them. Mrs Tyrer described the forum as working well as their members recognise that they share a common factor of addiction.
- 5.2.3 Discover provides information on a range of programmes which are available to clients and has introduced a new scheme for Peer Navigators. The Recovery Hub was reported as being very busy with increased numbers of individuals attending their first appointments in the community, following prison release. Prescriptions are provided in the prison pre-release and prison gate pickups are arranged to reduce the number of missed first appointments. Mrs Tyrer reported that recent improvements in outcomes have been achieved through integrated working amongst agencies. The improvements include increased levels of compliance with Court Orders and Probation Service supervision. The Committee was told that there are also more clients going

into 'detox' (detoxification) and improved links to finding housing accommodation and providing financial support.

- 5.2.4 There has been a significant movement towards 'detox' and treatment of Heroin addiction isn't necessarily managed through a maintenance programme of methadone. Mrs Tyrer reported that Discover provides cover in custody suites, in Revolution and in prisons. Five prisons are now using a common assessment method thereby avoiding the requirement for re-assessment when clients are moved between prison establishments.
- 5.2.5 The Committee was advised that there is sometimes poor communication between prisons across England, to which local prisoners may be moved. Travel to prisons by Discover's Prison Link worker can be prohibited by the long distances involved and there is a lack of information available about when prisoners are moved between establishments. Steps have been taken with partner agencies to try to improve the situation and Discover has a risk assessment system to audit where risks of this type arise.
- 5.2.6 Mrs Tyrer expressed concern about funding not being allocated in the right places to provide treatment in criminal justice services. Historically, it has been attached to Heroin and Crack Cocaine use. However, the trend in drug of choice is changing to alcohol and Cannabis, particularly amongst younger offenders. The Committee was told that, where budget is linked to performance, there may be a risk that services are not sufficiently resilient in meeting changes in the trends of drug use associated with offending behaviour.
- 5.2.7 The Committee was advised that commissioning needed to reflect changes in substance misuse and, in recent years, service in central Lancashire has been re-commissioned on a three year cycle. This means that service providers need to establish themselves quickly and be ready for the next change, which can be disruptive to those involved. They also heard that the rehabilitation service was full and there is a time-lapse before clients can access this treatment, although they are provided with support in the interim.
- 5.2.8 Committee members asked Mrs Tyrer about the profile of their clients and in response she advised that there had been an increase in the numbers of female clients entering the service. Alcohol use was a prevalent factor and can be linked to family breakdown. Heroin users previously made up 80% of Discover's clients but this has reduced to around 50%, with an older

population associated with Heroin use. There are greater numbers of clients being released from HMP Preston than from other prisons in the country and the percentage of clients using Cannabis has increased, with stronger and more harmful strengths of this drug now being used.

5.3 Integrated Offender Management

- Mr Andrew Cass, Senior Probation Officer managing Revolution in Lancashire
- Mr Phil O'Donnell, Assistant Chief Executive Lancashire Probation Trust and manager of Probation Services in Preston
- Detective Chief Inspector Ian Dawson, D Division Lancashire Constabulary
- Mr Adam Connolly, Reducing Re-offending Governor HMP Preston

5.3.1 Revolution provides a partnership arrangement in Lancashire, working with offenders who are at the greatest risk of re-offending. DCI Dawson and Mr O'Donnell spoke about their responsibilities for the performance of integrated offender management within their own organisations and through the partnership governance of a local Reducing Re-offending Board.

5.3.2 The programme of Revolution provides integrated offender management for those at the greatest risk of re-offending. The majority of these offenders have been those who commit serious acquisitive crime to fund their addiction, although this is now changing with a shift to more violent offenders being included in the cohort. It is four years since Revolution was introduced in Lancashire and the programme has developed from the earlier Prolific and other Priority Offenders Scheme.

5.3.3 Locally, the Revolution team deal with the most prolific offenders in Preston. They provide interventions based on an assessment of the influences upon an offender's criminality and how these can be addressed by the individual, when they are supported in doing so.

5.3.4 Partners included in the integrated management arrangements are Discover, Lancashire Youth Offending Team, HMP Preston, Preston City Council, Caritas Care, Methodist Action North West, Lancashire Probation Trust and Lancashire Constabulary, amongst others. Benefits of integrated working include avoidance

of the duplication of services, sharing information, the planning of interventions and removing the isolation which some organisations previously experienced.

- 5.3.5 There has been a reduction of the number of offenders in Preston who are serving custodial sentences. More sentenced offenders are remaining in the community under Probation supervision and there has been a reduction in the number of young people coming into the Revolution cohort. The cohort is continually changing, as the risk of re-offending by individuals in the cohort varies, and a small percentage of hard-core individuals go on to re-offend.
- 5.3.6 DCI Dawson explained to the Committee that those offenders who engaged with the Revolution programme and addressed their offending would not be targeted to the same extent as the higher risk offenders. There had been 338 arrests of offenders in the cohort between April and December 2012 and this had reduced from 516 arrests during the same period a year earlier.
- 5.3.7 Committee members asked about mental health services in prison and Mr Connolly of HMP Preston responded to say that some prisoners were referred to specialist services if they required a higher level of support and clinical intervention than could be provided by prison based services. Mr Connolly advised that between 80% and 90% of prisoners had identified health needs, including those with acute mental health needs.
- 5.3.8 The extended supervision proposals of the Government's Transforming Rehabilitation agenda were discussed as being a welcome development. It was anticipated that this would bring forward a resolution to the issue of no supervision upon release for prisoners who received a sentence of less than twelve months.
- 5.3.9 Mr O'Donnell, Assistant Chief Executive of Lancashire Probation Trust, advised the Committee that, under the proposed arrangements, the 70% of medium and lower risk offenders would be supervised outside of the public probation service, which would focus on the higher risk individuals. This will be different from current arrangements where the Probation Trusts provide supervision across all levels of risk.
- 5.3.10 Mr O'Donnell also advised the Committee that levels of risk are dynamic and that those in the lower or medium categories may escalate quickly to a higher level of risk, at which point they would be transferred between providers. Mr O'Donnell expressed professional concerns in relation to some of the changes being

proposed and in particular the division of the service and how effectively the dynamic risk factors in cases could be managed between the public and private sector services. The timescale for the implementation of substantial organisational and operational changes were also identified as presenting a challenge to the service sector.

5.4 Caritas Care

- Ms Sharon Smith, ACE Project Manager

5.4.1 The Committee was advised that Caritas Care works with vulnerable people in Lancashire and Cumbria. The ACE Project provides volunteers to work with low and medium risk offenders in prison in Haverick, Preston and Kirkham. This is the nature of their work which resulted in Caritas Care being awarded the Contract for Inside Out, where they work with the higher risk Revolution offenders.

5.4.2 Although ACE is a voluntary programme, Inside Out (IO) is a requirement for those offenders in the Revolution cohort and they are approached and fast tracked into the programme if they are on remand. When there is reluctance by an offender to engage in Inside Out, other assertive interventions are tried. Ultimately, this may lead to increased targeting by the Police to reduce the risk of further offences being committed. A plan is developed to take account of the time to prepare for prison release and Ms Smith, ACE Project Manager, reported that the more mature offenders are more likely to engage. The average age for the first group of 54 individuals in the programme was 33 and the age range of those in IO was 21 to 51 years. Ms Smith advised the Committee that Inside Out doesn't involve any 'cherry picking' of those they work with and they work with some of the most difficult offenders.

5.4.3 Members of the Committee raised questions relating to Inside Out and the resettlement of offenders in the community. These included the issues which were raised in local PACT meetings. The 'rights' of offenders to return to their homes was raised as a concern, especially where this caused anxiety in a local community. Ms Smith advised that they work closely with other organisations, such as Community Gateway Association and Methodist Action North West, as offenders trying to rehabilitate 'fall at the first hurdle' if they can't find accommodation. Competition with student lettings, difficulties managing money and the limited number of bedsits available were identified as

challenges to finding and sustaining suitable accommodation in Preston.

5.5 Shelter

- Ms Lucy Chuter, Shelter North West Service working in Preston Prison

5.5.1 Shelter has been commissioned in the North West by NOMS (National Offender Management Service) and works both inside and outside of the prison estate to address homelessness for offenders leaving prison.

5.5.2 Ms Chuter of Shelter advised the Committee that homelessness was a significant challenge to prisoners on release. She expressed her concern that opportunities for Shelter to find housing accommodation for ex-offenders in Preston were reduced because access to rented accommodation in the public sector is managed through application to Preston City Council. Ms Chuter also mentioned the deficit in suitable accommodation in the city.

5.5.3 Loss of tenancy and overall breakdown of family life resulted from individuals receiving short sentences. The matter of hidden homelessness was also brought to the Committee's attention and this was reported to have worsened in the previous twelve months.

5.6 Methodist Action North West

- Mr Nigel Francis, Chief Executive, Methodist Action North West
- Interview also attended by Ms Liz Mossop, Head of Advice Services, Preston City Council

5.6.1 The Committee was advised by Mr Francis of Methodist Action that there is a 'bed block' for people trying to leave the organisation's Fox Street accommodation and this is due to the deficit in suitable alternative accommodation. The bar created to social housing for former offenders had resulted in Methodist Action North West forming a social lettings agency, working in conjunction with the Council's Housing Options Team. They have 19 tenancies for people with social issues and offenders/ex-offenders.

- 5.6.2 Some of the tenants have a low level of offending history and the policy isn't to exclude but to manage risks. Mr Francis explained that it isn't a purely offender orientated scheme and it is there to provide for others in housing need. It is anticipated that changes to benefits will result in people with increasing levels of need and the impact is being monitored. Ms Mossop identified that those who were just coping may no longer be able to cope following these changes.
- 5.6.3 The Committee was advised that sanctions are placed on benefit recipients for missing appointments and this may result in up to 9 weeks non-payment of housing benefit. As a charity, Methodist Action doesn't want to evict for defaults but they need to work to a business model and this creates challenges for the organisation, which it is trying to address. For example, if a person isn't knowledgeable in using IT they may have difficulty finding accommodation. Computers and surgeries are provided to help with housing applications and these have internet access and are staffed by volunteers who are able to assist applicants.
- 5.6.4 It was acknowledged that proposals for housing schemes may face vociferous objections, even where they are not specifically intended for housing offenders. The Committee was advised that Methodist Action doesn't provide accommodation blocks to house offenders but instead deals with their housing needs. They don't want to turn properties into a problem for the landlord and neighbours.
- 5.6.5 Emmaus was given as an example where the provision of accommodation for offenders and ex-offenders is managed without causing difficulties in the community and is well accepted. The need to support ex-offenders was identified as being important in preventing them from re-offending.
- 5.6.6 An 'outreach team' is provided by Methodist Action, as there is an identified lack of life skills amongst ex-offenders and difficulties managing budgets. Ex-offenders encounter problems trying to set up a bank account when leaving prison.
- 5.6.7 It was identified that the process of change in the benefit system is happening quickly and some leverage was needed to try to address the issue of apparently disproportionate sanctions being applied in some cases. It was reported that Intact (Ingol and Tanterton Community Trust) had achieved the reversal of sanctions in two cases in which they represented the benefit recipient.

- 5.6.8 Ms Mossop of Preston City Council's Advice Services reported that the Reducing Re-offending Board had considered pathways from prisons. As a result a Re-settlement Panel had been set up to provide to help to bridge the gap in the provision of support. Shelter is already working in prisons with 'Through the Gate' as it is generally recognised that the transition period of release is a time of highest risk of offending.
- 5.6.9 The Committee asked Nigel Francis about the extent to which Payment by Results (PbR) as a contractual arrangement might affect the services provided by smaller charities. It was identified that the risks related to the contractual payments may be too great for smaller agencies and the contracts for rehabilitation services may be more favourable for organisations with greater financial resilience. The Committee was made aware that the risk would be financial and not one of capability and it resolved that a response would be sent on its behalf to the Government's consultation on Transforming Rehabilitation, including the views provided by Methodist Action.

5.7 Victim Support

- Mr Graham Sandham, Senior Service Delivery Manager, Victim Support

- 5.7.1 Mr Sandham of Victim Support advised that he was representing the interests of victims of crime to the Committee and not those of the offender. He informed Committee members that his organisation provided support to the victim through the court process and he was therefore approaching the challenge of reducing re-offending from a different perspective. He identified that a significant proportion of offenders return to the locality where the crime was committed and where they would come into contact with the victim. This may raise concerns for victims and communities and the measures implemented to prevent or reduce further offending successfully would benefit all those involved.
- 5.7.2 The Committee was told that Lancashire Probation Trust also has a 'Victims Unit' where workers assist the victim in getting their voice heard in court, particularly around areas such as residence of the offender, 'no contact' requirements and exclusion zones.

5.7.3 Victim Support has been bringing its rôle into Restorative Justice (RJ) to help in co-ordinating these interventions and achieve successful outcomes. Mr Sandham identified to the Committee that there had been some outstanding successes, although the interventions were resource intensive. In the RJ process, older victims are well represented and tend to take a parental approach when the offender is a younger person.

6. Key Findings

- 6.1 The Committee finds that the cost of accommodating offenders in prison is expensive and it is essential that effective measures to reduce re-offending rates are implemented and sustained.
- 6.2 The challenges facing offenders and ex-offenders in accessing suitable, stable accommodation and finding employment were identified by the Committee. This situation is more challenging due to the rules governing applications for services and monetary benefits and the sanctions which may be applied for minor breaches of conditions.
- 6.3 The vulnerabilities and requirements of victims were considered to be of great importance by the Committee and it emphasised that individuals who continue to offend need to be pursued and receive strict sanctions for their persistent re-offending.
- 6.4 The Committee found that the concerns of the victim are highly relevant to the re-integration of offenders into the community. The Members identify that there are local concerns relating to resettlement but also acknowledged that this may be the most effective way of keeping families together and providing supervision and support to address offending behaviour.
- 6.5 The study identified that the highest risk of re-offending occurs when offenders are first released from prison and interventions at this stage are essential in reducing the number of victims of crime. The Committee identified that issues such as homelessness increase the risk of re-offending upon prison release.
- 6.6 Suitable accommodation in the locality of families and others helps to provide stable and supportive influences. Re-settlement opportunities are limited by the availability of local housing accommodation and housing support services. The Committee agreed that local housing policies need to respond to the reasonable requirements of offender resettlement and provide for reintegration into general housing provision.

- 6.7 The Committee identified that there are opportunities to give offenders/ex-offenders a greater stake in local society and felt that organisations should be encouraged to offer help which enables them to do so.
- 6.8 The opportunities and challenges which the national transformation agenda presents were considered by the Committee and Members agreed that the transformation of probation services would provide the catalyst for positive changes in agencies providing associated services.
- 6.9 The negative impact of offending on local communities was considered and the Committee finds that it is important that the impact upon the victim is always considered during the rehabilitation of the offender.
- 6.10 The Committee agreed that programmes which reach into the prisons and help offenders through the transition back into the community are particularly beneficial.
- 6.11 The Inside Out Programme was identified as a good example of effective local practice and should be encouraged. The Committee agreed that the mentoring available through the programme gives support throughout re-settlement.
- 6.12 The Committee agreed that the ability to address re-offending should be taken into consideration in the allocation of housing accommodation. This would mean that lettings policies and vetting should not unfairly prejudice those who are adhering to changes in lifestyle and no longer offending but neither should they be afforded an elevated status because of their offending history.
- 6.13 The study identified that Restorative Justice is useful and effective in relation to reducing the risk of re-offending.
- 6.14 The Committee was aware of some of the challenges caused to services, such as Discover, by the changing nature of substance misuse, including increased use of Cannabis and 'Legal Highs'.

7.0 Recommendations

- 7.1 In response to their findings, the Committee has agreed to make a series of recommendations which they wished to be presented to as wide an audience as possible. Members expressed the view

that some of the findings and recommendations were suitable for a regional or national audience.

- 7.2 It was felt that the work of the Committee should be offered to national levels of government by addressing appropriate recommendations to Parliamentary representatives, where it was anticipated that they may influence decision making.
- 7.3 The Committee recognised that there will be some individuals who do not engage with services nor take up opportunities being offered to help address their offending behaviour. The Committee wished to make clear that they believe that individuals who continue to offend need to be pursued and receive strict sanctions for their persistent re-offending. The consequences for individuals who re-offend must have sufficient severity to be a deterrent to continued unwillingness to change.
- 7.4 Although the Committee identified that it may not be able to allocate resources to provide services or increase service capacity, it would be able to influence local organisations by facilitating and encouraging collaborative working arrangements. This would include recommendations about policies of the Council and local partner organisations, where these could effect changes in response to the Committee's findings.
- 7.5 The Committee's recommendations are set out below:
- 7.6 **Recommendation 1**
The Cabinet Member for Community and Environment, with responsibility for the Council's statutory duties relating to crime and disorder, is requested to write to the Ministry of Justice on behalf of the Council. The Committee recommends that the letter should request the Ministry of Justice to ensure that proven programmes of intervention are continued and sufficient resources made available nationally to enable the objective of reducing re-offending to be sustained.
- 7.7 **Recommendation 2**
The Council and other local agencies, including Job Centre Plus, the Housing Benefits Service and housing providers, should take action in their power to reduce the risk of re-offending. This should include assessing the effect which sanctions for minor breaches may have upon the risk of re-offending by an individual and the application of senior officer discretion, where available, to reduce the risk. The Council should take action to influence other service providers through its officers' participation in the local Reducing Re-offending Board.

- 7.8 **Recommendation 3**
Unless there are compelling reasons for offenders to be resettled outside of their home community, measures to support resettlement should focus on local reintegration. Policies relating to the supply and management of housing accommodation should allow for the re-settlement of offenders within communities and decisions to do so should be risk assessed, informed by effective practice and meet the needs of the community as a whole.
- 7.9 The Council should take measures to influence social and private landlords to assist in achieving local integration through the work of their Housing Advice Service and representation by elected members.
- 7.10 **Recommendation 5**
The Council and local agencies should increase the offer of support for offenders/ex-offenders and their families through cultural and positive activities, including volunteering to help their local community. This recommendation extends to the Council encouraging intergenerational understanding and engagement and involving offenders in positive, cultural community activity through the services it offers.
- 7.11 **Recommendation 6**
The Council and local partner agencies should encourage and facilitate the development of sustainable rehabilitation services by working together in collaboration. This should be achieved by elected member and officer participation in the Community Safety Partnership and local Reducing Re-offending Board to identify local needs, access resources and assist development of innovative and effective practice.
- 7.12 **Recommendation 7**
The Council and local partners should implement policies and practices which address homelessness amongst prisoners being released. This should include elected members, community engagement teams and PACT members (Police and Communities Together) liaising with the Police to provide information to communities on effective measures to resettle local offenders and reduce re-offending.
- 7.13 **Recommendation 8**
The Council and local partner organisations should identify where offenders may risk losing housing accommodation and take action to provide a “safety net” to reduce the risks. This should include raising the awareness and involvement of Elected Members in

identifying risks to individuals and raising the issues with housing providers and support services.

7.14 Recommendation 9

The Council should encourage and support partner organisations to develop and implement policies on housing provision and letting, which enable ex-offenders to access accommodation and enable effective support to be provided. The Committee recommends that this approach should include involvement of the Council's Advice Services and presentation of the Council's recommendations to the Community Safety Partnership and local Reducing Re-offending Board.

7.15 Recommendation 10

The Council should advocate for an increase in the use of Restorative Justice to deliver effective interventions which reduce re-offending. The Committee recognises and endorses the approach of the Police and Crime Commissioner for Lancashire on Restorative Justice. It recommends that the Cabinet Member for Community and Environment be requested to provide a copy of its Work Plan Study findings and recommendations to the Commissioner.

7.16 Recommendation 11

The Committee recommends that the Cabinet Member for Community and Environment be requested to write to the commissioned substance misuse treatment provider, Greater Manchester West Mental Health NHS Foundation Trust, to request that the service includes appropriate treatment for the changing patterns of substance misuse by offenders.

8. Corporate Management Team Commentary

CMT welcomes the report and recognises the depth and breadth of the subject matter scrutinised. The Council through its Officers will continue to play primarily our facilitator/enabler role. Further, we will take all available opportunities to directly play our part through policy development, partnership arrangements and operational activity in the light of the recommendations relevant to the Council.

	<p>sentences, restorative and reparative programmes for local adult offenders</p> <ul style="list-style-type: none"> • to consider the perspectives of local victims of crime in relation to the sentencing of offenders and their potential rehabilitation and resettlement in the community • to consider the commissioning of criminal justice services, including the rehabilitation services provided by the Third Sector, and identify where there are gaps in service which need to be addressed • to review the effectiveness of local services in reducing the risk of re-offending and make recommendations on where improvements could be made • to make recommendations on where improvements could be made locally to address issues identified during the review
3.	<p><u>Possible outputs/outcomes to this review are:</u></p> <ul style="list-style-type: none"> • A greater understanding of punishment and rehabilitation elements of sentencing and an assessment of their effectiveness in reducing re-offending • An appraisal of the implications of competition in offender services, including Payment by Results (PbR), and how these may impact on local service delivery, including services provided by Third Sector organisations • An appraisal of the availability of suitable rehabilitation services, including substance misuse treatment and supported housing accommodation in Preston • A greater understanding of victims' perspectives in relation to custodial sentencing and rehabilitation and how well they feel sentencing and offender services help to prevent further victimisation • Recommendations for local measures which could be introduced to assist effective re-integration and resettlement
4.	<p><u>What specific value can Scrutiny add to this work area?</u></p> <p>To provide an opportunity for the Members to discuss the issues with stakeholders and in doing so consider the local implications for community safety from changes in the delivery of criminal justice</p>
5.	<p><u>Duration of the Review?</u></p> <p>6 months</p>
6.	<p><u>What category does the review fall into</u></p>

	Policy Review yes External Partnership yes Holding Executive to account no	Policy Development yes Performance Management no
7.	<p><u>What information do we need to undertake the Scrutiny Review</u></p> <ul style="list-style-type: none"> • Preston City Council Corporate Priorities and Projects 2012 to 2015 • The Safer Preston Partnership's Strategic Assessment (2012) • The Safer Preston Partnership Plan (2011 to 2014) • Criminal Justice System: The Code of Practice for Victims of Crime • Criminal Justice System: The Witness Charter • Sentencing Council: Guide to Sentencing • Sentencing Council: The Resource Effects of Increased Consistency in Sentencing • Sentencing Council: Crown Court Sentencing Survey (2011) Executive Summary • Green Paper: Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders (December 2010) • Breaking the Cycle: Government Response (June 2011) • Lancashire Probation Trust: probation, reducing reoffending, protecting our community • Lancashire Probation Trust: Strategy for Working with Women Offenders • Lancashire Probation Trust: Annual Business Plan 2011-2012 • Ministry of Justice Competition Strategy for Offender Services (July 2011) • The Ministry of Justice Criminal Justice Statistics in England and Wales (Main tables March 2012) • Victim Support, Make Justice Work: Out in the Open, What Victims Really Think About Community Sentencing (September 2012). • Local data on offenders in custody and subject to supervision in the community, including re-offending rates and other related analysis e.g. numbers in drug treatment, numbers in suitable housing accommodation etc. 	
8.	<p><u>Who can provide us with relevant evidence?</u></p> <p>Members of Public , Cabinet Member/ officers (e.g. P.C.C. Strategic Housing)</p> <p>Representative from Victim Support/ victim services (e.g. Victim Support /Independent Domestic Abuse Advocates)</p>	<p><u>What areas do we want them to cover when they give evidence</u></p> <p>Experience relating to the effectiveness of rehabilitation and resettlement / its impact on the community and victims</p> <p>The victim perspective on sentencing, rehabilitation and reparation</p>

	<p>Representative from Lancashire Probation Trust or National Offender Management Service (NOMS)</p>	<p>The implications for local offender management services arising from reforms in criminal justice</p>
	<p>Representative from Lancashire Criminal Justice Board or Magistrates Court</p>	<p>Experience relating to effectiveness of rehabilitation and resettlement / its impact on the community and victims/ implications of reform</p>
	<p>Representative from Preston Revolution Team</p>	<p>Experience relating to effectiveness of rehabilitation and resettlement with examples of experience of custodial sentences and prison release/ implications of reform</p>
	<p>Representative from Lancashire Drug and Alcohol Team</p>	<p>Experience in relation to criminal justice and community substance misuse treatment services and their effectiveness in reducing re-offending</p>
	<p>Representative from HMP Preston</p>	<p>Experience relating to effectiveness of rehabilitation and resettlement with examples of experience of custodial sentences and prison release/ implications of reform</p>
	<p>Local former offender/ prison mentors</p>	<p>Experience relating to effectiveness of rehabilitation and resettlement with examples of experience of custodial sentences and prison release/gaps in support services</p>
	<p>Representatives of Third Sector offender service providers (e.g. Caritas Care Methodist Action)</p>	<p>Experience relating to effectiveness of rehabilitation and resettlement, including challenges faced by Third Sector organisations/gaps in service/ implications of competition</p>

9.	<p><u>What processes can we use to feed into the review (site visits/observations, face to face questioning, telephone surveys, written questionnaires etc?)</u></p> <p>Face to face interviews with the parties identified to provide evidence</p> <p>Visits to locations where relevant services are provided/ interviews with service providers and representatives of service user groups.</p>
10.	<p><u>Diversity – How will we address the diversity standards in order to uphold the Council’s Single Equality Scheme?</u></p> <p>The scope of the review will take into account the requirements and provisions within criminal justice which differ according to gender and any draft recommendations will have an equality impact assessment.</p>

Response from Cabinet