

Police Crime Commissioner Business Case for the Safer Stockton Partnership

1. Introduction

1.1 This report includes supporting information from Jeff Evans IOM Manager and Caren Barnfather from Harbour Support Services. The aim of this report is to present a business case for the continuation of the two projects which are currently supported through Home Office funding which is allocated to the Safer Stockton Partnership. From April 2013 this funding will be transferred to the new Police Crime Commissioner who will have the responsibility to allocate funding in line with the development of the Police Crime Plan.

1.2 The Safer Stockton Partnership currently contributes:

- a) £35,000 for the continuation and development of the Integrated Offender Management Programme.
- b) £46,397 to Harbour as a contribution for the delivery of a number of Domestic Abuse support services within Stockton, including a non-statutory Perpetrator Programme, adult and children's outreach work.

2. Integrated Offender Management

2.1. In April 2010 the Safer Stockton Partnership adopted the Integrated Offender Management Programme (IOM). IOM has provided the opportunity to target those offenders of most concern in a structured and coordinated way. Building upon the analysis of crime and offending problems within our area IOM helps to support coherent joint working across partnership agencies making the best use of local resources. Local IOM arrangements have taken cognisance of the significant contribution both the Prolific and Priority Offender (PPO) scheme and Drug Interventions Programme (DIP) have made and these successful approaches have been embedded into the local IOM arrangements

2.2. The Stockton-on-Tees IOM Scheme has created a partnership with all appropriate service providers, including engagement with the Local Authority Community safety team and Housing provision, Drugs and Alcohol Action Team (DAAT), Drug Interventions Team, Police, Probation, Health, Crown Prosecution Service, Youth Offending Team, Her Majesty's Courts Service and Her Majesty's Prison Service together with other statutory and voluntary agencies - ensuring closer working relationships and integration of services.

2.3. The Integrated Offender Management (IOM) Strategy is a single, coherent initiative to reduce crime by targeting those who offend most or otherwise cause most harm to the safety of our community. IOM is a comprehensive, locally delivered programme to reduce crime and identify persistent offenders. The strategy is operated on a case-by-case basis, with interventions being lawful, justifiable and proportionate

2.4. In accordance with National Guidelines we have identified, targeted and effectively managed those individuals who are the most prolific offenders, the most persistently anti-social in their behaviour and those who pose the greatest threat to the safety and confidence of the community, including drug mis-using offenders

- 2.5. This programme supports the Stockton-on-Tees Community Safety Plan in improving the safety and quality of life of the community in the Borough of Stockton-on-Tees.

Key Actions- IOM places a strong focus on four key actions:

- All partners tackling offenders together- local partners, both criminal justice and non criminal justice agencies, encourage the development of a multi – agency problem-solving approach focussing on offenders, not offences
- Delivering a local response to local problems-all relevant local partners are involved in strategic planning, decision making and funding choices
- Offenders facing their responsibility or facing the consequences-offenders are provided with a clear understanding of what is required of them
- Making better use of existing programmes and governance-this involves gaining further benefits from programmes, DIP, the recovery agenda, Health and Well-being to increase the benefits for communities.

3. Current Staffing Levels

- 3.1. As of the 1 April 2012 five different cohorts of offenders have been identified as part of the IOM structure. These cohorts are reflective of the additional resource that are being used to provide suitable interventions

- **PPO scheme- currently 30**
Managed by a Probation officer, Police officer and an outreach worker.
- **High Crime Causers-currently 30**
Managed by a Probation officer, a Probation service Officer and a seconded Police officer
- **Community orders with a DRR- fluctuating number approx 55-60 at any one time**
Managed by Two Probation officers
- **Community Orders with an Alcohol, treatment Order (fluctuating number approximately 50-60 at any one time**
Managed by a Probation Officer and a Probation Service officer
- **Additional High Crime Causers (IOM pilot)-80 offenders**
Managed by a Probation officer and a Probation service officer

- 3.2. In addition to the above team there is also a seconded prison officer from HMP Holme House who works with the team together with a part time Housing officer seconded from the Local Authority. All the team are based within the local Probation office a facility offered, in kind, by the Durham Tees Valley Probation Chief Executive.

- 3.3. The team also use all support services that are available within the Borough both commissioned by the DAAT, and the voluntary sector.

- 3.4. In total approximately 250 offenders are currently being supervised by the IOM team under the direction of a manager

4. Finance

- 4.1. All staff engaged on the IOM programme are seconded from their respective organisations and as such all costs are bourn by the respective organisations with the exception of the IOM manager and the Outreach worker.
- 4.2. The IOM manager is funded by the Safer Stockton Partnership and following a series of outgoing funding streams the Outreach worker for the past three years has been funded by the DAAT. Funding for both these positions is constantly under threat due to the reduction in grants available to the funding groups.

5. Performance

- 5.1. Performance has been measured by identifying a baseline of convictions twelve months prior to being designated as subject to IOM interventions and then subsequent convictions over the next twelve months.
- 5.2. The table below identifies highlights the corresponding reduction in convictions.

	PPO's	DRR's	HCC's
Baseline of offences (2010/11)	88	267	221
Average convictions	2.5	4.4	7.6
Convictions 2011/12	35	162	154.
Reduction at year end	53	105	67
% Reduction	60.2%	39.3%	30.3%

6. Domestic Abuse Support Services

Since 2006, Harbour Support Services has delivered an integrated package of services to families and individuals living in Stockton who are affected by domestic abuse and these services have been supported during this time with funding from the Safer Stockton Partnership.

Key to the success of these services is that they offer an intervention to all the members of a family living with domestic abuse. This is achieved by offering a voluntary male perpetrator programme, a victim support service and a service for children and young people and ensuring that these are offered as a whole family intervention. This also involves close collaboration with a range of stakeholders including Cleveland Police, Children, Education & Social Care (CESC), the CAF team, health service providers, schools and numerous other statutory and voluntary agencies.

7. Perpetrator Programme

Harbour's perpetrator services are targeted at men who are violent and controlling towards their partners and provide them with opportunities to reflect on and change their behaviours. Harbour's approach is family focused with the priority to increase the safety of partners and children and to reduce the number of repeat incidents of domestic violence.

Much of the work is cognitive behavioural, focusing on motivation, responsibility, safety and acknowledgement. The service is part of a clear multi-agency response which also supports and maintains contact with partners, ex partners and children if applicable.

Harbour's service operates within the 'Respect Standards' and has achieved the initial stage of Respect Accreditation.

The aims of Harbour's programme are:

- To reduce the number of repeat incidents of domestic violence
- To increase the safety of women and children who have been a victim of domestic abuse
- To bring men to account for their violent behaviour and have them admit responsibility for their behaviour

The objectives of the programme are:

- To understand what is non-abusive behaviour in an intimate relationship
- To explore the different types of abuse used to control partners
- To identify a range of non-abusive behaviours and to apply them to their own relationships

Harbour's programme is voluntary and referrals come from a variety of sources, including self-referral, Children, Education & Social Care, Addictive Behaviour services, Probation and the local open prison, other Harbour projects, Children And Family Court Advisory Support Service (CAFCASS) and Cleveland Police.

Initial assessments are undertaken with all men referred to ensure their suitability for the programme including a review of their motivation to change and a comprehensive risk assessment using the nationally recognised Co-ordinated Action Against Domestic Abuse (CAADA) Risk Indicator Checklist (RIC)

The group work is modular with three sets of seven week blocks which can be undertaken in any order by the men, enabling the programme to open to new referrals at the start of each block. In between blocks, the men participate in 1 to 1 work to review learning and reflect on changes to their behavior and within their relationships.

Integral to the service is that all men must agree to Harbour contacting their partner or ex-partner to offer safety advice and signposting onto support services if this is required. This women's safety service provides a valuable source of evaluation data for the programme in terms of the changes achieved by the man as a result of his engagement. The woman is invited to complete a series of questionnaires assessing the level of violence she is experiencing and the quality of life that she feels she has at that point in time. This is benchmarked at the beginning of the process, at the end of the programme and again 3 months after completion to assess what outcomes have been achieved for the victim.

8. Support for Victims & Families

In Stockton, Harbour provides an outreach service to all adults experiencing domestic abuse to enable them to increase their safety (and that of any children) and make positive choices about their future.

In addition, Harbour delivers the Independent Domestic Violence Advisor (IDVA) service in Stockton which operates in tandem with the MARAC and the Teesside

Specialist Domestic Violence Court (SDVC). This service focuses on the safety of high risk victims and supporting those who are referred to MARAC and/or going through the criminal justice system to minimise cases which do not proceed due to witness withdrawal.

The outreach service incorporates an initial needs and risk assessment usually followed by a combination of 1 to 1 support and group work. This covers issues such as:

- Safety
- Legal issues
- Housing
- Health
- Children/Parenting
- Substance Misuse
- Financial issues
- Emotional resilience
- Training and Employment
- Social/cultural needs

The Children & Young People’s team works in Stockton with children aged between 3 and 18 years who have lived with domestic abuse to improve their safety and wellbeing and improve the prospect of them leading healthy, productive lives in the future.

Support is structured around the Every Child Matters framework, utilising the Common Assessment Framework as appropriate. Services include 1 to 1 and group programmes which cover issues such as: expressing feelings (emotional intelligence), worries and concerns, self-esteem, blame and anger management.

Harbour delivers group programmes for parents in tandem with the support for children and young people looking at parenting issues and ensuring the parents/carers can support their children.

9. Performance

The outcomes achieved through Harbour’s interventions operate on a number of levels including:

OUTCOMES	ACHIEVED THROUGH
Reduction in the incidents of domestic abuse repeatedly reported to the Police	Men are provided with tools to change their behaviours through the perpetrator programme Victims are empowered to make changes in their lives which may include them leaving the abusive relationship
Increase in the safety of victims and children	Men are provided with tools to change their behaviours through the perpetrator programme Victims and children are able to increase their safety

	<p>through safety planning and advice, possibly including legal remedies, target hardening</p> <p>Working within the MARAC and the SDVC, the IDVA supports the protection of victims at high risk of harm</p>
Improved wellbeing & health for families	<p>Victims are empowered, self-esteem improves.</p> <p>Group programmes to facilitate on-going growth and personal development and peer support amongst clients</p> <p>Children/young people acknowledge they are not to blame for the abuse, self-esteem improves.</p>
Abusive behaviours are addressed at an early stage, reducing impacts on statutory agencies	<p>Victims are empowered to make changes in their lives to avoid risks increasing if abuse escalates</p> <p>Men are provided with tools to change their behaviours through the perpetrator programme</p>
Reduction in anti-social behaviour and risk taking behaviours (including substance mis-use)	<p>Victims are empowered, self-esteem improves.</p> <p>Children/young people acknowledge they are not to blame for the abuse, self-esteem improves.</p>
Improved ability to parent effectively amongst victims, requiring less intervention from statutory agencies	<p>Victims are empowered, self-esteem improves.</p> <p>Group programmes to facilitate ongoing growth and personal development and peer support amongst clients</p> <p>Children/young people acknowledge they are not to blame for the abuse, self-esteem improves.</p>

The following figures cover the Harbour perpetrator programme in Stockton April 2011 to March 2012.

Referrals to the Service	Number
Total referrals	158
Men who attended first appointment	64
Men assessed as suitable for group programme	48

Accessing the Programme	Number
Total men accessing group programme	43
Men completing the programme	31

Police Call Outs	% of eligible completors
% of completors with no recorded Police incidents for DV within 6 months of completion	75%

The following figures cover the Harbour outreach services in Stockton April 2011 to March 2012:

Referrals into adult outreach service	549
Number of clients supported in adult outreach service	402
Referrals into children & young people's team	81
Number of clients supported by children & young people team	70

All services experience a greater demand for services than can be accommodated by the current capacities of the teams. Clearly the capacity of the teams is related to the level of funding allocated. Due to this, there can be a delay from an individual being referred and them accessing a service, which does result in a number failing to engage in the service.

10. Finance

The £46,897 funding from Safer Stockton Partnership to Harbour Support Services is pooled with other funding streams in Stockton to ensure the viability of the full range of services which includes those covered above plus a refuge service, move on accommodation and counselling services. The loss of any of this funding threatens the viability of the full package of services currently offered.

11. Conclusion

It is clear that the IOM approach has had a significant impact on the most prolific offenders in Stockton, in particular the reoffending rates of those involved. In order to continue to make progress it is vital that this project is supported in the future and that the incoming Police and Crime Commissioner is aware of its impact over the years. In addition Domestic Violence services within Stockton remain oversubscribed and there is a need to continue to provide support and guidance to victims and their children as well as continue to work with perpetrators to change their behaviours and attitudes. The loss or reduction in scale of either of projects would have a detrimental effect on Stockton.

It is RECOMMENDED that the Safer Stockton Partnership:

1. Notes the content of this report
2. Agrees to the circulation of this report to the Police and Crime Commissioner