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The logo for DrugScope features the word "DrugScope" in a white, sans-serif font. The "S" in "Scope" is partially obscured by a solid dark purple circle. The entire logo is centered within a light gray rectangular background.

DrugScope

Home Office practice sharing project: part 2

## Introduction

Since late 2008, DrugScope has been working with the Home Office to bring some of the experiences of drug-related initiatives to light. The aim is to build up a collection of case studies that will provide an information-sharing resource for the sector, to share things that worked or are working and build on the learning experiences of initiatives from a variety of backgrounds.

We have been especially interested in projects working in the following areas:

- providing assistance to drug misusing parents and their children;
- family-based interventions (i.e. 'whole family' approaches, support for those affected by a family member's drug misuse; drug prevention work involving families);
- providing measures to support social reintegration (i.e. access to jobs, training, housing);
- community engagement

This document features the second set of practice example case studies collated by DrugScope. It includes the following fourteen case studies:

<b>Project Title</b>	<b>Project Type</b>	<b>Page(s)</b>
Addaction Manchester prisoner resettlement programme	Social reintegration	3-4
Stockton employment development project	Social reintegration	5-6
Stockton DAT community consultation on treatment	Community engagement	7-9
Government Office of Tyne and Wear Community Satisfaction Surveys	Community engagement	13
Hartlepool Integrated Offender Management Model	Integrated Offender Management	14-16
Trafford Offender Resettlement Programme	Integrated Offender Management/Social Reintegration	17-18
Wigan web-based case management system	Integrated Offender Management	19-20
St Helen's Annex Initiative	Integrated Offender Management	21
LATCH House	Social reintegration	22-23
Middlesbrough Families First	Assistance for drug-misusing parents and their children/family-based intervention	24-26
Phoenix Futures Brighton Family Support Service	Assistance for drug-misusing parents and their children/family-based intervention	27-28
Phoenix Futures Sheffield Family Support Service	Assistance for drug-misusing parents and their children/family-based intervention	29-30
Hertfordshire Choices and Consequences Project	Integrated Offender Management	31-34
Wiltshire Police and Swindon DIP sex working initiative	Integrated Offender Management/Social reintegration	35-38

**Project title: Addaction Manchester Prisoner Resettlement Programme**

**Project type: Social Reintegration**

**Project info:**

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**Organisation(s) responsible:**

- Addaction Manchester

**Partners involved:**

- XL (employment service)
- Manchester City Council Housing
- Local alcohol and drug services
- Local retail parks

**Funding Source:**

Manchester Drug and Alcohol Action Team

**Operational since:** January 2006

**Staffing:**

1 Manager

4 x FT project worker

Full time admin

FT volunteer coordinator

PT Education, Training & Employment co-ordinator (ETE)

14 active volunteers

**Project description:**

Addaction Manchester offers a free, confidential and comprehensive 'resettlement' program for ex-prisoners (both male and female) returning to the City of Manchester from prisons across the UK.

The project looks to bridge the gap between prison and community based-services for ex-offenders with a drug dependency thereby creating a seamless sentence.

Clients are referred to the project via the Drug Intervention Record (DIR) which is completed by the Counselling Assessment, Referral, Advice and Throughcare team in prison (CARAT). Prisoners approaching release in the prison are allocated project workers who arrange to visit clients in custody and conduct an assessment of what their needs might be on release.

In appropriate cases, Addaction staff will meet released prisoners at the prison gate and provide them with advice on how and where to access local support services. The project has worked hard to develop close links with organisations to refer to who provide drug treatment, accommodation and employment and training opportunities in Manchester. In the instances where a face-to-face meeting isn't possible staff will write a letter to clients with this information.

An appointment will also be offered to visit the project's clinic, based next to the city's Strangeways Prison, where ex-offenders can gain further support to overcome drug dependency.

Here, the team of project workers and volunteers offer relapse prevention work, one-to-one sessions and IT and employment skills training thanks to a recently installed computer suite.

The service has an 'open door' policy and no appointments are needed, a factor that has contributed to the projects above average attendance levels for appointments.

The role of volunteers is crucial to the service's success and they regularly offer to accompany clients to their first job interview on leaving prison or help them enrol on courses.

**Aim:**

To reintegrate people into their community and reduce the likelihood of re-offending in the process.

**Project background:**

The government have highlighted the need for a 'seamless transition' between prison-based and community-based support for prisoners overcoming drug dependency. The Prisoner resettlement programme was conceived by Addaction to bridge this gap.

**Links to policy:**

- Drugs: Protecting Families and Communities

**Monitoring and Evaluation**

The project tries to monitor outcomes as far as possible and has multi-agency meeting to discuss the progress of clients who have been in touch with the service.

**Outcomes:**

Approximately 50% of referrals attend the project, almost the double average attendance rate for similar projects of 26%.

**Project title: Stockton employment development project**

**Project type: Social reintegration**

**Project info:**

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**Organisation responsible:** Stockton DAT  
**Partners involved:** Job Centre Plus  
**Funding source:** Stockton DAT  
**Operational since:** October 2006  
**Staffing:** 1 x Employment development manager

**Project description:**

Stockton Drug Action Team are working closely with Jobcentre Plus to support local service users into training and employment opportunities. As a key part of this work, Stockton DAT have seconded an employment development specialist from Jobcentre Plus who is responsible for devising and implementing an Employment Strategy for service users.

Working closely with Service managers and key workers, the Employment Development Manager (EDM) looks to source and create provision to enable service users to move through treatment and into employment. The EDM goes through a needs assessment process with service users, to ensure that training and employment opportunities are best suited to their needs.

In order to maximise the effectiveness of local resources, the EDM has brought together treatment providers and training and employment scheme providers to work in partnership. This has seen agencies pool funding and resources for service users in a more effective way.

The EDM has also sought to take a holistic approach, by identifying and addressing the wider needs substance misuse clients in addition to employment and training. After housing was identified as a major need for service users, the EDM worked with a recognised voluntary sector provider to setup a flexible housing scheme. The Get Moving programme empowers clients to access appropriate housing in the private and social sectors.

**Aim:**

To ensure robust pathways exist for the users of DAT commissioned drug treatment services to move into training and employment.

**Objectives:**

- To improve access for service users to employment related provision.
- To support service users to progress through treatment and into employment.

**Project background:**

The need for the project was identified after a service review in 2006 highlighted a gap in provision after the close of Jobcentre Plus Action Team for Jobs. The employment development work also in line with the 2008 National Drugs Strategy (Drugs: Protecting families and communities) theme of social reintegration.

Stockton DAT's Strategic Commissioner led on the project's development. DAT funding was secured in 2006 and the Employment Development Manager was seconded from Jobcentre Plus in October 2006. Moving forward, the Employment Development Manager aims to ensure that referral and partnership working arrangements become part of mainstream provision within DAT commissioned services.

**Links to policy:**

- Drugs: Protecting families and communities

**Outcomes:**

In 2008/09 41 substance misuse clients have benefited from funding to increase their employability. 29 of those have attended or are still attending training in areas such as asbestos stripping, plastering, kitchen fitting etc. 13 are awaiting start dates for courses and 5 clients have found employment.

The Get Moving flexible housing scheme has enabled clients to access suitable accommodation. In 2008/09 the project received 93 referrals, of which 51 were accepted onto the scheme resulting in maintained tenancies or new housing.

**Project title: Stockton DAT community consultation on treatment**

**Project type: Community Engagement**

**Project info:**

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**Organisation responsible:** Stockton DAT

**Partners involved:**

- Stockton Borough Council Community Safety team
- Stockton on Tees Teaching PCT
- Teesside Probation Service
- Stockton Borough Council Housing Options
- Stockton Borough Council Adult Strategy Team
- Cleveland Police
- JobCentre Plus
- Drug treatment service users
- Carers/families affected by someone else's substance misuse

**Funding source:** Pooled treatment budget via DH/NTA

**Operational since:** September 2008 to November 2008

**Staffing:** All members of Stockton DAT were involved at different stages in the project. This includes the Strategic Commissioner, 2 x Modernisation Managers, 2 x Commissioning Managers, 1 x Employment Development Manager, 2 x Analyst and 1 x Administrator

**Project description:**

In September 2008 Stockton DAT and partners consulted widely with the community and key stakeholders regarding the recommissioning of the area's drug treatment system.

The consultation process was aimed at ensuring that changes to the treatment system were evidence based, and that local organisations, service users and the community were given the opportunity to input their views on the changes that they felt needed to be made.

The process involved two consultation events with a wide range of stakeholders, including those directly involved in delivering drug treatment and related agencies in fields such as housing, employment and training. Two

specific events were held with service user groups and two events with carers and families who had been impacted by someone else's substance misuse.

At the first event, stakeholders were provided with information on the current drug treatment system, and the current drug use picture in Stockton to ensure that they had a good understanding of existing service provision. Information was also provided on potential gaps in services and stakeholders were asked four questions:

- Do you feel there are additional gaps in service provision?
- What outcomes would you like to see from drug treatment?
- What interventions are needed to achieve these outcomes?
- How do you feel services should be structured to provide these interventions?

The second consultation event collated the responses to these questions. The findings were presented to stakeholders and a further question was asked:

- How do we make an improved treatment system work?

Throughout the consultation process, service users and carers were given specific opportunities to give their views and what they would want to see from the improved treatment system. All the information gathered from the process was used to plan for the commissioning of the new system and to inform service specifications.

During the recommissioning process service users and carers have formed part of the tender panels.

The Stockton DAT team was involved in the planning the events and analysing outputs. Analysts provided information on the current drug treatment system and identified potential gaps in service provision and capacity. Other members of the team were involved in coordinating the community based consultation events and various members presented information and analysed feedback.

The new treatment system was going through the procurement process in March 2009 and is expected to come into operation later in the year.

**Aim:**

To gather views from a wide range of stakeholders involved directly or indirectly with problematic drug users, service users and families, on what improvements could be made to the current adult drug treatment system, and where there are currently gaps in provision.

**Project background:**

Stockton's drug treatment services have been established for a number of years. Given the launch of the new national drug strategy in 2008, changing patterns of drug use and increased knowledge around performance of the

treatment system from needs assessment and analysis, the DAT identified that a review of the local drug treatment system was appropriate.

Service reviews, analysis and initial service user and carer events were held in June and July of 2008. Planning for the consultation then commenced in August and the wider stakeholder events were hosted in September and October.

**Links to policy:**

- Drugs: Protecting families and communities
- Models of Care
- Stockton 2009/10 Adult Drug Treatment Plan

**Outcomes:**

The consultation was invaluable in informing the design of the new treatment system. Once the new treatment system is up and running there will be reviews to evaluate progress, and further consultation events to inform future assessment of needs.

**Project name: Brighton and Hove Operation Reduction**

**Project type: Community engagement**

**Project info:**

**Organisation(s) responsible:**

- Sussex Police
- CRI (Crime Reduction Initiative)
- Brighton DAAT

**Operational since:** November 2005

**Project description:**

The innovative Operation Reduction initiative was setup in November 2005. Run jointly by Sussex Police, Crime Reduction Initiatives (CRI) and the Brighton Drug and Alcohol Action Team, the operation aimed to tackle both the supply and demand associated with drug misuse in the Brighton and Hove area.

Through a coordinated response involving treatment and enforcement agencies, Operation Reduction looked to get more drug users into treatment as well as increasing the levels of drug seizures and the number of individuals being charged for the supply of drugs. Through this work it was hoped that the project can also play a valuable role in contributing to a reduction in levels and perceptions or fear of crime and antisocial behaviour in key areas.

Tactics used in the operation include:

- Back to back test purchase operations
- High visibility patrols in hotspot areas
- Intelligence led referrals into CRI
- The creation of a CRI/Police assertive outreach team
- Fast track of offenders into treatment
- Financial investigations

The methods of engagement used were:

- Intelligence lead referrals
- Case work forum approach
- Assertive intervention – street based joint patrols
- Integrated DIP and treatment systems
- Targeted care planned work
- Rapid enforcement lead support

An evaluation of the operation, conducted by Evidence Led Solutions in 2008<sup>1</sup>, showed that total offending across Brighton and Hove decreased following the introduction of the operation. Key findings included:

- Among those targeted by the Operation's demand-side initiatives (i.e. encouraging users into treatment) there had been a '69% reduction in total offending between the two-year pre and the two-year post period.'
- For those targeted by the supply side interventions a '62% reduction in total offending' had been observed.

The evaluation concluded that 'Operation Reduction and the targeting of particular individuals appeared to have contributed to a significant decrease in offending across Brighton and Hove, specifically in terms of a reduction in acquisitive offences associated with funding a drugs habit.'

Operation Reduction has received national recognition. In 2006 the project was commended at the annual Tackling Drugs Supply Awards<sup>2</sup>.

**Aim:**

To tackle both the supply and demand associated with drugs in Brighton and Hove.

**Objectives:**

- Tackle open drug markets through covert/overt enforcement
- Increase the number of drug users in treatment
- To reduce levels of crime within hotspot areas.
- To reduce fear of crime within the hotspot areas.
- To reduce reports of anti-social behaviour in the hotspot areas.
- Increase the number of people charged with supplying controlled drugs.

**Project background:**

The Home Office awarded the police and Brighton DAAT £112,000 in 2005 to finance Operation Reduction in order to step up work to tackle both the supply and demand for drugs in Brighton.

**Links to policy:**

- Drugs: Protecting families and communities

**Monitoring and Evaluation**

<sup>1</sup> Evidence Led Solutions (2008): "Briefing note: Evaluation of Operation Reduction)

[www.evidenceledsolutions.com](http://www.evidenceledsolutions.com)

<sup>2</sup> [http://www.crinet.co.uk/news/archive\\_bulletins.php?view=170#ho](http://www.crinet.co.uk/news/archive_bulletins.php?view=170#ho)

Evidence led solutions conducted an evaluation of Operation Reduction, published in June 2008. The evaluation focused on changes in levels of crime and anti-social behaviour within the Brighton and Hove area and also amongst the individuals targeted by Operation Reduction.

**Outcomes:**

Key findings of the evaluation showed:

- Overall offending across Brighton and Hove decreased following the introduction of Operation Reduction. According to the report 'between the pre-period (November 2003 to October 2005) and the post-period (November 2005 to October 2007) total crime reduced by 4%'.
- The evaluation also examined the change in 'impact offences' – crimes that were more likely to be associated with the need to fund a substance misuse habit (e.g. acquisitive crime). It found that 'between the pre and post periods crime falling into this impact category decreased by 18%.'
- Among those targeted by the Operation's demand-side initiatives (i.e. encouraging users into treatment) there had been a '69% reduction in total offending between the two-year pre and the two-year post period.'
- For those targeted by the supply side interventions a '62% reduction in total offending' had been observed.

**Project title: Government Office of Tyne and Wear Community Satisfaction Surveys**

**Project type: Community engagement**

**Project info:**

**Primary Contact:** Susan Doolan (Government Office for the North East)

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**Organisation(s) responsible:**

- Government Office Tyne & Wear

**Project description:**

During one of Government Office Tyne & Wear sub regional meetings, discussions of community's perceptions and fear of crime do not correspond with Northumbria being one of the safest areas in the country. Partners of the group, which include police, local authority, police authority, probation and fire service, want to gain a greater understanding of why fear of crime is still high, whilst crime rates are falling. The group decided to focus on the co-ordination and streamlining of the number of community based public surveys, both statutory and non statutory, currently in operation within Tyne & Wear. The longer term aim being the development of one survey.

This work is in the early stages of development and there are a number of roles being identified, including: identify of gaps and duplication of information and identification of how the public cohort for surveys are chosen.

The initial findings will be shared at a workshop with all partners and an action plan, with outcomes, milestones and timescales will be developed with the commitment of all partners.

**Project title: Hartlepool Integrated Offender Management Model**

**Project type: Integrated Offender Management**

**Project info:**

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**Organisation responsible:** Safer Hartlepool Partnership

**Operational since:** October 2008

**Project description:**

One year after the alignment of its DIP and PPO schemes, Hartlepool identified that there was a further need to enhance and develop its offender management model and build on prior success by providing a more integrated approach to working with offenders causing the most harm in the community.

Following a development and stakeholder consultation process, it was agreed that an expansion of the PPO scheme to include 'high crime causers' (those on the threshold of becoming a PPO) and the integration of the Drug Rehabilitation Unit (incorporating those on DRRs) working with dedicated outreach staff across all themes, was the best way forward. This approach underpins the basis for the integrated offender initiative, known as the Reduction of Reoffending Team (RoRT).

One of the unique features of Hartlepool's integrated team is the agreement the Probation staff will work with offenders not on statutory orders. The initiative has introduced an assertive outreach team. The team directly challenges offending behaviour, support offender compliance with orders and other statutory requirements and provide support to assist engagement with treatment.

The Hartlepool initiative proposes the use of Conditional Cautioning with the condition to engage with drug treatment. Deferred Sentence Reports are proposed in order to build on available community options to reduce offending in the longer term rather than the imposing short custodial sentences.

There is also a focus on obtaining and maintaining suitable accommodation for offenders targeted by the RoRT and gaining them access to employment and training opportunities. In terms of sentencing decisions the RoRT appropriately promote the imposition of Restrictions on Bail (RoB) and DRRs to tackle drug related offending.

The Hartlepool model also aims to reduce drug related offending through better information sharing, targeting and risk assessment and a more effective 'grip' of the most problematic drug-misusing offenders. An information sharing protocol was developed and signed up to by all relevant parties concerned

and the model proposes a proactive approach to gaining client consent to share information.

All in all the team aims to break down the lines of demarcation in offender management. Police Officers can outreach as well as enforce, outreach can challenge offending behaviour as well as providing support, and probation can work with non statutory cases as well as those on orders. The interagency approach sees everyone as part of one team working towards one aim.

**Aim:**

To reduce the harm that drugs cause to society – communities, individuals and their families.

**Project background:**

Hartlepool's new integrated offender management initiative was introduced in response to meeting the Safer Hartlepool Partnership's Strategic objectives for 2008 to 2011 and the annual priorities for 2008/09 as identified in the Safer Hartlepool Partnerships Strategic Assessment.

It was realised that services within offender management were, to an extent, still working in isolation and that this practice needed to change. It was recognised that a combined effort between organisations involved with individual cases would be essential to achieve maximum impact on the criminal behaviour of the most difficult to engage offenders.

Schemes such as DIP and PPO had evidenced success in accessing offenders into treatment and reducing offending and drug misuse of some of those offenders. It was apparent, however, that some offenders would continue to use drugs even though they were on substitute medication programmes or some offenders would continue to commit crime even though they were engaged in treatment services. These were practices that needed to be addressed.

The issues were discussed at several Safer Hartlepool Partnership meetings, with the involvement of relevant partners. From those discussions it was agreed to introduce a strategic level Task Group (the Reduction of Reoffending Task Group), whose membership included key partners: police, probation and the local authority. The Task Group developed clear terms of reference and had a remit to prevent and reduce crime and reoffending and the risk of offending – making communities in Hartlepool safer.

The Group developed a dedicated action plan which laid out clear and agreed objectives at the outset. Lead officers were assigned and actions were incorporated into local service plans. Outcomes for the reduction of crime and prevention of harm caused by illegal drugs and alcohol were also included in the Local Area Agreement, along with national indicator sets: n130, N138 and N140.

The Task Group discussed ways in which current issues could be resolved and it was agreed that an expansion of the current PPO scheme, to include

high crime causers (those on the threshold of becoming a PPO) and the integration of the Drug Rehabilitation Unit (incorporating those on DRRs) working with dedicated outreach staff across all themes, was the best way forward. This would be the realisation of a fully integrated offender management team.

A development day was held with attendance of 95% of staff involved in the scheme and the Reduction of Reoffending Team (RoRT) was developed.

**Links to policy:**

- Drugs: Protecting Families and Communities
- Safer Hartlepool Partnership Strategic Assessment

**Monitoring and Evaluation:**

An independent impact study has been commissioned through Safe in Tees Valley, details of the Cohort have been provided to enable monitoring of offending behaviour both prior to and post selection to the scheme. Details of the study will not be available until later in 2009 to allow enough time for the scheme to bed in and have an impact on individuals' offending behaviour.

**Project title: Trafford Offender Resettlement Programme**

**Project type: Social reintegration/Integrated Offender Management**

**Project info:**

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**Organisation(s) responsible:**

- Phoenix Futures

**Partners involved:**

- Probation service
- JobCentre Plus
- Trafford College
- Trafford Housing Trust

**Project description:**

As part of a plan to re-integrate offenders who present at Probation or Court and who test positive for trigger offences, a protocol has been agreed between Phoenix Futures and Probation services in Trafford.

The protocol defines the responsibilities of each agency and ensures that those individuals on Drug Rehabilitation Requirement are encouraged to engage with drug and alcohol services and take the available pathways to enable them to change their offending behaviours and therefore their risk to the community.

The aim of this collaborative project is to reduce both drug misuse and offending behaviour in Trafford, thereby making Trafford a safer place for its residents.

The collaboration between the two agencies ensures an individual case management approach to dealing with the client group who meet the OASys (case management software) and Trigger offence threshold. It allows for effective monitoring of behaviour and drug use and encourages changes of attitude towards offending and drug use.

Drug testing is applied at both the Resettlement and Probation Services as frequent and irregular processes. Whilst the Resettlement and Aftercare Services do not have access to test results, the results for Class A drugs or cannabis will be communicated to them by Probation; this will then be a focus point during a key work session at Phoenix Futures Resettlement Unit.

The use of OASys software for offenders highlights those who may not have a DRR but for whom drug use is a significant influence in their offending behaviour. This coupled with the scores for their criminogenic pathways will determine which other offenders may benefit from additional support for the

significant pathways – such as accommodation and employment and training opportunities. They can also be referred to available services for additional support during their Community Service Orders or some licence conditions.

The Aftercare and Resettlement Service employs specialist staff to work as both key drug workers and as ‘resettlement’ workers in the field of employment, accommodation and training. The project has established firm working protocols with JobCentre Plus, Trafford College, Trafford Housing Trust and a supported housing project run by Manchester Methodist Association, Meadow Lodge.

Trafford Housing Trust have additionally included within their protocol a clause to suspend an eviction of a tenant where that tenant agrees to attend drug or alcohol treatment if their behaviour and or offending is related to drug or alcohol use. This alongside the provision of transferable employment skills with projects such as the Conservation Programme run by English Nature, Trafford Housing Trust, Trafford College and the positive support from the probation worker enables offenders to make positive changes and therefore choices about lifestyles.

**Aim:**

To reduce both drug misuse and offending behaviour in Trafford, thereby making Trafford a safer place for its residents.

**Links to policy:**

- Drugs: Protecting families and communities

**Project title: Wigan web-based case management system**

**Project type: Integrated Offender Management**

**Project info:**

**Organisation responsible:** Wigan DIP

**Partners involved:**

- Local police
- Local treatment agencies
- Wigan DAT
- Probation
- Local Authority

**Project description:**

In an effort to move towards more integrated offender management, a web-based case management system for the Drug Intervention Programme (DIP) has been commissioned in Wigan.

The initiative was setup after it was identified that the spread of services across the large geographical area of Wigan made effective inter-agency communication challenging. The system holds the national assessment and care plan documents for DIP, as well as storing Restriction on Bail information.

More importantly for effective offender management, it enables workers from the Police, Probation, Court, treatment services and Local authority to access relevant information about offenders to effectively track cases, and ensure effective interventions are offered at each stage of the client journey.

As part of the alignment of DIP and Prolific and Other Priority Offenders (PPO) strategies, the system was further developed to enable all PPOs to be case managed. A large proportion of PPOs were already known to the DIP, so a significant amount of information was already stored on these individuals.

Since its inception, the system has also been widened to cover the eight regional reducing reoffending pathways. This enables practitioners to evidence actions and interventions with PPOs across all rehabilitation pathways. This approach allows strategy managers and commissioners to identify the problematic pathways, and resolve any issues which may be affecting delivery of integrated offender management. This latest development has seen the engagement of other partner agencies willing to contribute to the system including the Youth Offending Team and Wigan and Leigh Housing.

The system has facilitated effective communication and joined up working across the agencies. The aim is to develop the system further by enabling other agencies to contribute information. This will allow the partnership to further integrate local offender management processes.

**Aim:**

To improve integrated offender management across Wigan.

**Links to policy:**

Drugs: Protecting families and communities

**Project title: St Helen's The Annex initiative**

**Project type: Integrated Offender Management**

**Operational since:** May 2006

**Project description:**

Since May 2006 St Helens has housed all Criminal Justice Intervention teams for substance misuse under one roof. This has provided a 'one stop shop' for offenders who misuse substances.

Agencies/services based at The Annex are:

- Probation
- Police
- Drug Interventions Programme
- DRR provision
- The PPO Team
- Drug treatment providers

Clients attending The Annex can also attend education/employment sessions, based skills sessions, personal development groups, drugs and the law group work and group work for stimulant users.

The aim is to benefit the client as they no longer have to attend various sites/agencies to have their needs met and the number of assessments are reduced. The St Helens partnership has benefited from getting a more holistic understanding of client need through multi-agency working. This more comprehensive understanding allows the partnership to allocate resources more efficiently.

**Aim:**

To provide a 'one stop shop' for offenders with substance misuse issues to get the support they need.

**Links to policy:**

- Drugs: Protecting Families and Communities

**Monitoring and Evaluation**

All offender management is monitored/reviewed at regular Offender Management Group meetings. These meetings have representation from the DIP team, the Magistrates court, Police, Probation Service,

**Outcomes:**

The Annex initiative has helped the St Helens partnership to develop a greater understanding of client need and allows them to allocate resources more effectively.

**Project title: LATCH House**

**Project type: Social reintegration**

**Project info:**

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**Role:** Team Leader

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**Organisation responsible:**

NACRO

Blenheim CDP

**Operational since:** 2006

**Project description:**

LATCH House is a partnership service of two distinct yet complementary services; one the Blenheim/CDP substance misuse service and the other NACRO hostel and housing service. LATCH stands for Lambeth Actively Tackling Crack and Housing as the project provides housing support and treatment to crack cocaine users after they leave prison.

In a coordinated response from both of the project partners, Blenheim CDP provides a psychosocial Structured Day Programme based mainly on a cognitive behavioural treatment (CBT) model and NACRO provide the 24 hour Resettlement Support package. The project's unwritten motto is that 'a bird cannot fly with one wing' meaning both services provide crucial interventions and support for drug users who are committed to making positive and significant lifestyle changes.

The project accepts referrals from anyone with a Lambeth connection who's primary drug is crack cocaine, has some involvement with the criminal justice system or is at risk of offending. Referrals must come from local agencies such as Probation, Prison CARAT Teams, the Substance Misuse Team, or Community and housing services.

Clients who are referred undergo a joint assessment with Blenheim/CDP focusing on drug dependency issues and NACRO on housing and resettlement support needs. After assessment clients are assigned two key workers (one from each partner agency) where they are offered support sessions to explore both drug related issues and resettlement needs. A holistic care plan is created to deal with issues such as legal, health, housing, employment and training.

The project offers accommodation with LATCH House providing 12 separate bedrooms, a kitchen, 2 WC's, 2 shower rooms, a group room/lounge and a hall and front garden. The houses are fully furnished and contain: a cooker,

washing machine, tumble dryer, central heating and smoke and fire alarms and extinguishers.

The initiative also offers a family support service for those affected by someone else's crack cocaine use. This includes a free and confidential advice group work support for families.

**Links to policy:**

Drugs: Protecting families and communities

**Project title: Middlesbrough Families First Project**

**Project type: Assistance for drug-misusing parents and their children**

**Project info:**

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**Organisation responsible:** Middlesbrough Council

**Operational since:** April 2006

**Project description:**

Families First was established in April 2006 by Middlesbrough Council as a family focused crisis intervention service working with families where there are serious child protection concerns directly related to parental substance misuse. It is based on the Option 2 model developed in Cardiff in 2000. The service receives referrals from mainstream children's services (locality) teams and aims to:

- keep children with their families where it is safe and possible to do so,
- help families during times of crisis, and
- support parents/carers to recognise their drug issues and help them to change.

This is achieved by providing an intensive intervention and support package (for up to 8 weeks) to children and their parents/carers, delivering parenting programmes/advice and linking with other local agencies and services. To do this effectively, the team deploys both adult *and* children's workers flexibly to establish clear goals with the family and address 'whole-family' issues in a structured manner.

After the initial period of intensive support, the team will continue to work with a family for a further 8-12 weeks on a less intensive basis to reinforce and consolidate new patterns of behaviour, at the end of which they will devise a long term support plan to help families maintain the progress and changes they have made. This involves transferring case-responsibility back to locality teams and mobilising mainstream services. As part of this 'maintenance' phase, Families First provides short follow-up/booster sessions at 3, 6 & 12 months to all families.

The service also provides adult social work interventions to substance mis-users and their carers, and more recently has taken the lead role in co-ordinating pre-birth assessments for substance misusing pregnant women.

Families First will 'do what it takes' to help families access the support and treatment they need to turn their lives around. Most families are referred because mainstream services have either reached an impasse or found it impossible to engage them effectively – and many situations are considered 'hopeless'.

Because Families First employs both adult *and* children's workers who work across professional boundaries, they are able to deal with whole-family concerns. During initial contact they will work intensively (often for several hours a day) to build rapport, help parents/families overcome obstacles to change, and create a sense of hope. The team works collaboratively with a broad range of services - housing providers, addiction services, family courts, health professionals, children's centres, and employment agencies - to secure good outcomes for families. They monitor impact routinely and act on feedback from partner agencies, families and the community to improve delivery and performance.

The success of Families First has gained national recognition, with the project winning the team award at the 2008 Tackling Drugs Awards.

**Aim:**

- to keep children with their families where it is safe and possible to do so.
- to help families during times of crisis and support parents/carers to recognise their drug issues and help them change.

**Project background:**

Research has shown that parental substance misuse is a factor in between 40-60 per cent of child protection cases. The Families First approach is based on the Option 2 model of intervention which was developed in the UK by Cardiff Social Services in 2000. Currently there are six Option 2 type services across the country and there is considerable interest in the model across the North East of England.

The Families First team have developed the model in a pioneering way that brings together children's social care and adult substance misuse workers into one integrated team which can address whole family concerns. This is highly significant given the Think Family approach that is at the heart of government's approach to working with families at risk. They also hold case-management responsibility for the 4 to 6 months that they are involved directly with the family. This means that they are often involved with courts where care proceedings have been initiated.

**Links to policy:**

- Drugs: Protecting families and communities
- Hidden Harm

**Monitoring and Evaluation:**

The Families First team monitor impact routinely and act on feedback from partner agencies, families and the community to improve delivery and performance.

An independent evaluation of the project is available from the Centre of Public Health at Liverpool John Moores University<sup>3</sup>. The report's conclusion states:

'Evaluation findings suggest that the Families First model prevents the need for permanent placement of children into care and reduces the time spent in temporary care placements by helping parents to provide a safe home environment or by finding an alternative kinship care placement.

'These findings are limited by a small sample size and no comparison group and therefore implementation in other areas should be accompanied by an imbedded evaluation from the project's inception, based upon the current research model.'

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<sup>3</sup> <http://www.cph.org.uk/showPublication.aspx?pubid=455>

**Project title: Phoenix Futures Brighton Family Service**

**Project type: Assistance for drug misusing parents and their children/family based interventions**

**Project info:**

**Primary contact:** Julie Coombes

**Role:** Head of External Affairs

**Email:** [julie.coombes@phoenix-futures.org.uk](mailto:julie.coombes@phoenix-futures.org.uk)

**Tel:** 020 7234 9762

**Organisation responsible:** Phoenix Futures

**Project description:**

Phoenix Futures is a leading provider of care and rehabilitation services for people with drug and alcohol problems in the UK, including innovative family services, one of which is based in Brighton.

The Brighton Family Service provides a six month residential rehabilitation programme for single mothers and fathers, couples and pregnant women who wish to address their substance misuse issues whilst continuing to live with and care for their children.

The service offers secure and stable living accommodation for up to 17 adults and children, enabling them to rebuild family relationships with the help of a dedicated family key worker. The supportive environment provides the opportunity for parents to successfully tackle their substance misuse and develop their parenting skills.

Phoenix Futures has been able to help many families to remain together, and has kept many children out of the care system. This can only be positive for the future of their lives.

**Project background:**

The Hidden Harm inquiry by The Advisory Council on the Misuse of Drugs concluded that “parental problem drug use can and does cause serious harm to children across all ages ... effective treatment of the parent can have major benefits for the child.”

Leaving children in a substance misusing family can leave them at risk, removing them into care is expensive and damaging to their life prospects in the long term. A third option is to provide treatment interventions that enable families to become drug free and remain together. This is the best outcome for the child and in many cases the most cost effective approach for child protection services.

**Links to policy:**

- Drugs: Protecting families and communities
- Hidden Harm

**Outcomes:**

Phoenix Futures regularly collates case studies of service users who have benefited from the service.

David, aged 35, has been using alcohol, cocaine and heroin for the past 25 years. He has been in and out of prison for most of his life. His previous lifestyle prevented him from achieving many things, but particularly the quality of his relationship with his daughter who is now aged 20. David came to Phoenix Futures Brighton Family Service with his 14 month old son, and his partner Shelly, aged 31. Shelley also has another child, and has a long history of using heroin and crack cocaine.

David feels that Phoenix Futures has saved his life by giving him a chance to access treatment and enabling his family to stay together. David has participated in an intense group work programme, which includes working on addiction, parenting, and self development issues. He has also had weekly adult and family keywork sessions and family linkwork sessions which support parents to develop their parenting skills.

David and Shelly's situation has improved in many ways since coming to the Brighton Family Service; they have been able to stay together as a family unit, they are both substance free, both have engaged with health services, and Shelly's health has improved significantly. Both have been able to look at their past life experiences in a safe and supported environment. Their child has also benefited from being with both parents, and has also had all his health and developmental needs taken care of.

**Project title: Phoenix Futures Sheffield Family Service**

**Project type: Assistance for drug misusing parents and their children/family based interventions**

**Project info:**

**Primary contact:** Julie Coombes

**Role:** Head of External Affairs

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**Tel:** 020 7234 9762

**Organisation responsible:** Phoenix Futures

**Project description:**

Phoenix Futures is a leading provider of care and rehabilitation services for people with drug and alcohol problems in the UK, including two innovative family services in Brighton and Sheffield.

The Sheffield Family Service provides a six month residential rehabilitation programme for single parents, couples and pregnant women who wish to address their substance misuse issues whilst continuing to live with and care for their children.

The service offers secure and stable living accommodation for up to 28 adults and children, enabling them to rebuild family relationships with the help of a dedicated family key worker. The supportive environment provides the opportunity for parents to successfully tackle their substance misuse and develop their parenting skills.

**Project background:**

The Hidden Harm inquiry by The Advisory Council on the Misuse of Drugs concluded that “parental problem drug use can and does cause serious harm to children across all ages ... effective treatment of the parent can have major benefits for the child.”

Leaving children in a substance misusing family can leave them at risk, removing them into care is expensive and damaging to their life prospects in the long term. A third option is to provide treatment interventions that enable families to become drug free and remain together. This is the best outcome for the child and in many cases the most cost effective approach for child protection services.

**Links to policy:**

- Drugs: Protecting families and communities
- Hidden Harm

## **Outcomes:**

Phoenix Futures regularly collates case studies of service users who have benefited from the Sheffield initiative.

Lisa\*, a 25 year old single parent with a history of substance misuse, came to Phoenix Futures Sheffield Family Service with her three year old daughter, Sarah\*. Previously, Lisa had two children removed and Sarah had recently been placed on the Child Protection Register and was on an Interim Care Order. Lisa's drug use started at the age of 13 when she began smoking heroin. At Phoenix Futures, Lisa detoxed off a long term methadone prescription and became drug-free for the first time in her adult life. She gained practical parenting skills working with a health visitor and the OFSTED registered crèche staff. She gained further educational skills by attending LearnDirect and accessing computer classes. Lisa finished the programme with her daughter Sarah, who had grown in confidence and had a strong bond with her mother. Lisa's key worker had supported her to gain accommodation in the community and a strong aftercare support system. She is still drug-free, pursuing her computer interests, and has remained the primary carer for Sarah.

Tom\*, a 26 year old single father, came to the Sheffield Family Service in August of this year. Tom had a long history of substance misuse, after beginning experimenting with cannabis at the age of 14, and then progressing to amphetamines, ecstasy and finally heroin. Tom's daughter, Jenny, had been taken into care, but was brought to the family service aged six months to be reunited with her father after he had begun his detox from 40mls methadone. Tom is currently at the service, and enjoying being a father to his little girl. He has become a senior peer and now supports new residents beginning their programmes. Tom recently presented his life story to peers and is now accessing LearnDirect and going to the gym. Tom wants to continue his education when he leaves the service, and gain work in the social care field.

## **Project title: Choices and Consequences (C2) Programme**

**Project type:** Integrated Offender Management

### **Project info:**

**Primary Contact:** Chris Miller

**Role:** Assistant Chief Constable

**Email:** [Christopher.MILLER@Herts.pnn.police.uk](mailto:Christopher.MILLER@Herts.pnn.police.uk)

**Website:**

### **Organisation(s) responsible:**

- Hertfordshire Constabulary
- Hertfordshire Criminal Justice Board

### **Partners involved:**

- Hertfordshire Probation
- Drug Interventions Programme
- Regional Offender Management Service
- Hertfordshire County Council's Crime and Drug Strategy Unit
- Herts in Trust
- Regional Offender Learning & Skills Centre
- Turning Point
- Hertfordshire Primary Care Trust

### **Funding Source:**

Initially funded by a £100,000 grant from the Rank Foundation, the project has now successfully bid for funding from the Home Office 'Invest to save' stream, receiving a total of £512,000 over three years. The funding will be delivered in three yearly instalments.

**Operational since:** April 2007

**Staffing:** A number of Hertfordshire Constabulary staff are dedicated to case managing programme participants:

1 Detective Sergeant

3 Detective Constable

75% of the workload of a Detective Inspector

1 administrator

However, the project depends on the cooperation and involvement of staff from numerous agencies. One of the project's main benefits has been for the main agencies in the criminal justice system to work together to the same aims and to be seen by the offenders to be doing so.

## **Project description:**

The Choices and Consequences (C2) Programme works with prolific, non-violent acquisitive criminals. Most have some form of substance dependency which is the driver behind their offending. C2 offers them a route out of crime, in return for a commitment from candidates to change their lifestyle and strict compliance with a number of far-reaching rehabilitation requirements.

## **Process**

For each offender, successful transition through the C2 programme may take up to four years. This follows four stages:

- arrest and interview followed by remand in custody (2 - 3 months).
- assessment on bail (1 month).
- deferred sentence (6 months).
- Community Sentence (3 years).

In return for full commitment to the C2 programme, candidates receive a comprehensive package of interventions, tailored to meet their individual needs, to help them break free from crime. They also gain the opportunity to serve their sentence in the community rather than in a custodial setting.

## **Recruitment**

In the hours after a prolific offender is arrested for an offence such as car crime or domestic burglary, the C2 team visit him/her in order to conduct an interview and offer them the chance to join the C2 programme in order to work towards a crime-free life.

No offenders have yet turned down an offer to join the programme.

**Arrest, interview and remand in custody:** In exchange for full disclosure of all past offences (including those previously unknown to the police), the candidate is accepted on to the C2 programme. Over the following weeks, a team of investigators corroborates the crimes listed to establish beyond reasonable doubt that the offender was in fact responsible. A clear audit trail is developed.

Offenders are brought before the judge and informed about the type of community sentence they could receive if they proceed successfully through the programme. Sentencing is deferred and the offender is remanded in custody, spending 2 - 3 months in the detox unit of Woodhill Prison accessing the support of drug workers.

**Assessment on bail:** On release from Woodhill Prison, the individual spends a period of a further 4 weeks in the community participating in drug treatment and attending probation and cognitive behavioural therapy appointments. He/she then undergoes a bail assessment and, based on their conduct during that period, a report is drawn up.

**Deferred sentence:** Offenders are put before the Crown Court, where one judge deals with all cases. If the defendant has received a good report, the judge will defer sentencing for 6 months and the individual accepts a Community Order for the next three years.

**Community Order:** During the three year period on a Community Order, individuals are provided with education and training opportunities to build their skills and increase their employability. Offenders can work towards certificates in fire-marshalling and First Aid, for example. Relationships have been built between C2 and local employers to gain work placements for C2 participants and a job brokering agency will be working with the programme in 2009. Ongoing drug treatment and support is provided during the period of the Community Order and for those clients without secure accommodation, housing support is offered.

Participants are provided with support in any area which has previously prevented them from participating in the rights and responsibilities of community life. The programme relies on strict enforcement of the conditions of the offender's agreement and he/she knows that any breaches may leave them liable to serve a lengthy custodial sentence, as all the offences they have admitted to as part of the programme will be taken into account.

### **C2 and the wider community**

Hertfordshire Constabulary have taken measures to ensure that the C2 programme is viewed positively by the local community.

Victims of offences are informed that the offender has been taken on to the C2 programme. Victims receive an explanation of the programme and information on the sentence that the offender receives. They also receive updates on how the offender has progressed through the programme.

Contact with victims has shown that the vast majority of the public are supportive of a rehabilitative sentence over one that primarily promotes punishment of the offender.

The C2 programme also has a defined media strategy to ensure that local press are kept on side. Key messages are carefully managed and kept consistent, with the provision of case studies providing positive stories about the programme's outcomes.

### **Aim:**

For offenders:

- To end the cycle of re-offending.
- To support offenders to move towards a crime-free life.

For society:

- Reduced crime.
- Fewer victims.

- Reduced fear of crime.
- Increased confidence in the criminal justice system.

For criminal justice system:

- Financial and efficiency savings for the Prison Service, Courts and Police.

### **Objectives:**

The C2 programme is currently aiming to engage 60 people over 3 years.

### **Project background:**

The C2 programme was developed by DCS Chris Miller in response to his experiences working with prolific offenders over his policing career. Research shows that most individuals arrested for domestic burglary or car crimes have committed numerous other offences; such offenders are usually arrested every year or couple of years.

Custodial sentences for crimes of this type usually last for little more than 9 months. When sentenced, offenders tend to make no comment or plead guilty, aiming to attract the shortest possible custodial sentence.

In most cases, full disclosure of the criminal career is not incentivised, as the offender may face a 5 - 7 year sentence if he/she admits to other crimes. However, there is evidence that disclosing an entire criminal career can help an offender psychologically, encouraging him/her to move away from a life of crime. C2 aims to incentivise the disclosure of large numbers of crimes which helps the individual offender to begin to draw a line under his/her offending. It also helps the police solve numerous open cases.

### **Links to policy:**

- Drugs: Protecting Families and Communities

### **Monitoring and Evaluation**

Hertfordshire University have been commissioned to undertake a formal evaluation of the project. The evaluation is due to be published in June 2009.

### **Outcomes:**

The programme is aiming to recruit 60 offenders over 3 years.

As of December 2008, 31 individuals had been recruited to the C2 programme and admitted to over 1800 crimes. The majority are progressing successfully through the programme. Two offenders recently broke the

## **Project title: Wiltshire Police and Swindon DIP Sex Work Initiative**

**Project type: Social Reintegration/Community engagement**

### **Project info:**

**Primary Contact:** Sue D'Amico

**Role:** DIP/PPO Swindon Co-ordinator

**Email:** Sue.D'amico@wiltshire.pnn.police.uk

**Secondary Contact:** Sophia McIntyre

**Role:** Vice Liaison Officer

**Email:** Sophia.McIntyre@wiltshire.pnn.police.uk

### **Organisation(s) responsible:**

- Wiltshire Police
- Swindon Drug Interventions Programme

**Operational since:** October 2008

**Staffing:** 1 x Vice Liaison Officer, 1 x DIP/PPO Coordinator, DIP workers and Police staff

### **Project description:**

Wiltshire Police and the Swindon Drug Interventions Programme (DIP) are tackling Swindon's sex work trade and its drug-related harms through a co-ordinated approach combining enforcement-side actions with multi-agency interventions.

The use of high visibility patrols and stop checks in Wiltshire Police's Operation Dobbin is a key part of the initiative and is designed to reduce the number of kerb crawlers and sex workers on Swindon's streets. However, the Police and DIP (both being criminal justice agencies) joined up approach recognises that sex workers are victims as well as offenders and many have substance misuse problems, such as heroin and crack cocaine dependency as well as increasing alcohol abuse.

With this in mind, a key part of the joint work between DIP and Police is co-ordinated outreach work to actively engage sex workers on the streets and in custody. Doing so allows the initiative to assess and address clients' drug treatment and wider support (e.g. housing needs), improving the chances of treatment retention and, hopefully, exit from sex working and offending.

### **The role of the Vice Liaison Officer**

The appointment of Sophia McIntyre as Wiltshire Police's Vice Liaison Officer (VLO) has been key to the approach. The VLO works closely with Sue D'Amico, Swindon's DIP/PPO coordinator and DIP workers, wider agencies (e.g. drug treatment, housing, employment) and the community.

Sophia holds monthly multi-agency meetings to promote joined up working between stakeholders impacted by Swindon's sex work trade. She also regularly attends community group meetings to update and consult with them on the Police and DIP work in this area.

The VLO has also introduced a sex worker database which holds details of each known sex worker including their current address and photograph. This is available to all police officers and also the DIP Team.

### **Engagement with sex workers in prison and custody**

Client confidentiality is essential and respected throughout this work. Clients sign a consent form as part of the completion of a Drug Intervention Record (DIR) when they engage with the DIP team. It is essential that client agreement has been obtained before any discussion takes place between DIP and the VLO.

DIP and VLO seek to work closely to ensure co-ordinated action between the Police and the Swindon DIP team. They meet regularly to discuss clients' needs and actively engage with sex workers in Police custody. The VLO and DIP workers also arrange joint visits to sex workers in prison and in the community in order to set up a safer release plan and they conduct joint visits with clients to housing agencies in order to address accommodation needs.

### **Operation Dobbin - Outreach work on the street**

In addition to working with sex workers in prison or custody settings, the VLO and DIP team also pro-actively outreach and engage with sex workers who are still on the street. They offer to take sex workers to a place of safety where they can talk to a DIP worker. This engagement is crucial as, again with the person's consent, it allows the DIP team to conduct an initial assessment of a client and gather information about their needs through the completion of a DIR. Without this proactive approach, it is likely that DIR's would be difficult to complete as sex workers' often chaotic lifestyles and working hours make them a hard-to-reach client group.

The outreach work benefits from the strong interagency relationships forged by the VLO and DIP team and close links to local treatment providers are critical. For example, sex workers that are already in treatment for opiate

dependency, but still sex working to fund a crack cocaine habit can be immediately referred to Swindon's stimulant service – Drugs and Homeless Initiative (DHI) – where the service's outreach workers are able to continue ongoing interventions.

### **The future**

Taking the initiative forward the DIP Coordinator and VLO have identified a number of areas to develop. They are hoping to continue to forge more effective multi-agency working and setup an agreed information sharing protocol for Swindon's Community Safety Partnership. They also hope to continue proactive engagement with sex workers to maximise the chances of treatment retention.

The DIP Coordinator and VLO hope to develop more means of empowering sex workers to feel they can be supported to leave the sex work trade, e.g. they would like to actively encourage sex workers to participate in discussions with the partner agencies involved in their recovery and their exit from sex work. They would also like to work with former sex workers to enable them to engage and mentor women currently involved in the sex work trade.

### **Aims and objectives:**

The Swindon DIP aim is to engage with any sex worker who is using predominantly Class A drugs, complete a DIR and refer these clients into the treatment system. Once in the system Swindon DIP will then case manage the client, seeking to re-engage them at any time if they disengage from the treatment system.

The VLO will work with Swindon Community Safety Partnership and other agencies as appropriate to eradicate the distress and disruption being caused to residents by the presence of sex workers and kerb crawlers. The support of partners will be sought to provide the sex workers with exit routes and a robust approach will be taken to reduce the number of kerb crawlers.

### **Project background:**

Sex working has been evident in Swindon for at least 20 years. The sex work trade impacts hugely on the local community and is linked to other areas of criminality. Many of the individuals involved in the sex trade have complex needs and backgrounds, for example:

1. Sex workers are both offenders and victims
2. Sex workers cover vulnerable adults and young persons
3. Many sex workers are problem drug users, often with dual dependency on heroin and crack and often alcohol too.

In the past, short-term solutions had been the favoured means of tackling the sex work problem in Swindon. There was robust enforcement action but overall there was a lack of consistent joint co-ordinated link between the Drug Intervention Programme and Police. The result meant that initiatives often removed the problem temporarily but in the long term, it returned. There was also no local multi-agency strategy to target and support sex workers.

There was an identified need for an approach within the CJ system to tackling sex work that recognised these issues and the Police and Swindon DIP set up this new initiative.

### **Links to policy:**

- The National Drugs Strategy (2008)
- Home Office Prostitution Strategy

### **Monitoring and Evaluation**

A community survey has recently taken place in the area where sex working is an issue and 93% stated that prostitution was a priority for the area. Of those surveyed 47% have stated that they have noticed a decrease in the number of on-street sex workers with 87% agreeing that the Police activity in the area has lead to them feeling safe within the community and satisfied with the service being provided.

### **Outcomes:**

Since the commencement of Operation Dobbin 21 individual sex workers have engaged with the VLO and DIP.

Of these 21, 17 are continuing to engage are in treatment. Of the 17 currently engaging only 6 are continuing to sex work at this time. It must be appreciated however that this situation changes constantly. Sex workers are vulnerable women and lead chaotic lives, which means that the smallest issue can temporarily hinder their recovery. By introducing this new initiative it enables us to maintain regular contact with each individual and provide on-going support as required.