



Ministry of
JUSTICE

National Offender
Management Service



Greater Manchester Probation Trust

Community Payback Annual Report 2010



**Community
Payback**

Foreword



Greater Manchester Probation Trust delivered over 600,000 hours of Community payback this year to ten metropolitan borough councils. This work is delivered locally to a wide range of communities whilst providing robust sentences for offenders. We have a proud record of positive feedback from partner organisations and beneficiaries. However we are not complacent and we are engaged in a process of continual improvement to meet both national and local community expectations.

2010/11 began with the publication of our Best Value Review which set out structural and operational developments to prepare the division to meet the challenges of delivering cost effective punishment and reparation services. Key elements of that Review identified the need to :-

- Enhance local LDU operational control and provide opportunities to engage effectively with key partners and stakeholders.
- Ensure delivery is favourably compared with the National Specification Benchmarking and Costs operating model.
- Meet the challenges of the New Community Payback manual.
- Develop a qualified provider list to broaden the delivery base and reduce costs.
- Develop an independent quality assurance process.
- Embark on a comprehensive staff development and training programme to ensure we are equipped to meet the challenges of commissioning.

Overall GMPT's approach to Community Payback is focused on the outcomes required by local communities and designed to adhere maximum compliance with the sentence of the Court.

The Governments Green paper "Breaking the Cycle ..." states

"We will use the process of competition to drive up the quality and standards of Community Payback"

GMPT is committed to meeting this challenge and we believe we have a solid foundation of practice development and innovation to assist us and our partners to deliver a quality and robust sentence for the Courts. Our partnership arrangements already involve both the third and Private sectors and this approach is reflected in the body of this Annual report.

In the preparation of this report I am struck by the commitment and hard work of both GMPT and partnership staff to the delivery of Community Payback. As a sentencing option it provides a unique opportunity to impact punitively on the offender, without resort to custody, whilst providing positive and valuable outcomes for the community.

Roz Hamilton
Chief Executive
Greater Manchester Probation Trust

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Overview

Probation Trust and Geographic Area

- Greater Manchester Probation Trust has been ranked as one of the top four performing services in England and Wales and is the only metropolitan area to get top marks in the government league table. Ministry of Justice figures rate the Trust as “exceptional”. The Trust employs 1,320 people and supervise 16,400 offenders on any given day. Of these offenders approximately 4,000 Unpaid Work requirements are held by Offender Managers.
- During 2010 GMPT has completed the integration of offender management and the Community Payback Intervention. This joint approach to the delivery of Unpaid Work Tier 1 offenders is in line with recommendations in the Operating Manual and the SBC specification. Integration has led to more efficient and effective working across the Trust with a locally focused agenda as direct management of Community Payback now lies within each Local Delivery Unit.
- There has been a focus on the centrality of criminal justice agencies being responsive to local communities. The Justice Seen Justice Done Initiative has given local communities the opportunity to vote on which Community Payback projects are undertaken in their locality. This scheme has seen local authorities increasingly own the benefits of Community Payback and has been operated with success across Greater Manchester.

Demographic Factors in Greater Manchester

- Greater Manchester covers approximately 1,200 square kilometers of North West England, shares its borders with Cheshire to the south, Derbyshire and West Yorkshire to the east, Lancashire to the north and Merseyside to the west and has a multi-cultural population of around 2.5 million.
- Of these Greater Manchester residents 49% are male and 51% are female according to data from the last census held in 2001. In contrast to this offenders with Community or Suspended Sentence Orders with an Unpaid Work requirement in 2010, 88% were male and 12% female, a figure which has stayed constant during the preceding four years.
- The area has some of the poorest Metropolitan Boroughs within the United Kingdom, and the index of multiple deprivations (including income, employment, health, housing and crime among other factors) shows that 47 Greater Manchester wards are among the 5% most deprived in England and 68 Greater Manchester wards are among the 10% most deprived. Benchill ward, part of Manchester Local Authority is ranked with the lowest score for deprivation for England as a whole.
- 9% of Greater Manchester’s population (more than 220,000 people) are from minority ethnic groups, making Greater Manchester more ethnically diverse than the North West Region as a whole (7% of the North West population are from minority ethnic groups). Ethnic diversity varies across Greater Manchester’s ten local authority areas, with minority ethnic persons accounting for 19% of Manchester’s population, but only 1% of Wigan’s.
- Demographics of the area are changing. Figures from the Department for Work and Pensions show that, in 2006/07, almost 25,000 new National Insurance numbers were issued to foreign nationals in Greater Manchester. 46% of these were people from countries in Eastern Europe, primarily Poland, the Slovak Republic, Czech Republic and Latvia.

Unpaid Offender Hours 2010

During the period 1 January 2010 to 31 December 2010 a total of 611,155 hours were worked in the community by offenders sentenced to Unpaid Work.

- Of these hours 189,537, or 31%, were in individual placements around Greater Manchester. More detail of the types of placement can be found in the section on beneficiaries.
- 3333 hours were allocated to offenders receiving ETE provision.

Although the number of Unpaid Work hours ordered during 2008, 2009 and 2010 has remained reasonably constant there has been an increase in Unpaid Work hours completed. This increase in hours worked has been managed within existing resources although there has been additional use of agency provision from 27% in 2008 to the current level of 31%. GMPT will continue to work with partner organisations to successfully administer Unpaid Work and further detail of this can be found in the New Initiatives section.

	2008	2009	2010
Unpaid work hours	571508	587720	611155
Value to community at minimum wage.*	£3,110,831	£3,238,337	£3,440,191

*GMPT caseload is split as follows: 3% 16/17 year olds; 23% 18 – 21 years and 74% 22 years +. Unpaid Work hours has been split accordingly and Minimum wage payment relevant to each year used to calculate value to community.

Projects Completed

During 2010 GMPT has completed more than 800 projects within Greater Manchester. These have ranged from high-profile projects such as the Merit Project in Manchester City to projects carried out for individual churches, schools etc. The range of projects completed encompass, among others:

- Public pathways, cleaning and clearing rubbish and cutting back shrubbery
- Gardening work for elderly and disabled beneficiaries
- Work in parks litter picking, clearing etc
- Painting jobs for social service clients, including repair of a house for a female fleeing domestic violence from another area
- Snow clearance in town centres and elderly residential properties
- Allotments, including developing a plot suitable for disabled gardeners
- Cemeteries and war graves
- Lunch clubs for charity organisations and local communities
- Leafleting local communities

During 2010 projects were nominated to GMPT from a variety of sources. We received 698 nominations in total of which 483 were direct nominations from the public. The remainder were nominated by various public bodies, for example Local Authorities, Police, Crime and Disorder panels.



Work on an overgrown area of Manchester. Wastdale Road Car Park was one of the many overgrown and unusable car park areas cleared over the last 6 months. Concerns from the residents outlined to Parkway Green Housing Trust have led to a programme of car park clearances numbering 30+. The feedback from residents on our combined beneficiary questionnaire has provided 100% positive response.

Successful Completion of Community Payback Sentences

During the calendar year 2010 a total of 6095 Unpaid Work requirements were completed. This does not include offenders who were transferred out of the area or died.

- Of these 4365 across all order types, or 71.6%, were successful.
- The most successful completion rate was with stand alone tier one offenders at 1047, or 78%.
- Successful completion of orders with multiple requirements was 2302 during the period, or 68%.
- The least successful group of offenders was those with Community Punishment Orders (mainly 16/17 year olds) at only 47%.
- Female offenders were, on average, more successful than male offenders. 85.4% of female offenders completed successfully whilst 76.3% of males were successful.
- Asian or Asian/British offenders were the most successful completers at 83.6% whereas only 76.1% of White British offenders were successful.

Beneficiaries

In GMPT there are currently 920 beneficiaries ranging from 45 in Salford to 317 in Manchester.

The types of beneficiaries GMPT use varies from day to day. Work is carried out for large organisations such as Councils which benefits whole communities, and also for individual members of the public such as people with disabilities. GMPT offenders also work in charity Luncheon Clubs set up around GMPT to serve the elderly and disabled. Many of our beneficiaries are from the Voluntary Sector and include AGE UK, OXFAM, RSPCA, British Heart Foundation and many more.

On one project in Salford, teams of offenders carrying out Community Payback shifted tons of earth and painted fences as part of a project to improve an alleyway in Swinton. The initiative was part of the Sustainable Neighbourhood Action Programme Scheme (SNAPS) which is run in conjunction with Salford Probation, the fire service, police and Salford City Council. Carol Johnson, Salford Probation's Community Payback Manager, said: "Community Payback is a way for offenders to make up to the community for the harm they have done, and this work, which has been a really hard graft, is evidence of that."

"Four skips of earth have been shifted to reveal the old cobblestones which over the years had become covered. It's made a tremendous difference."

Stuart Greenwood, Community Payback Officer, helped supervise the scheme, which involved more than 80 offenders working over a five day period. "Offenders have used everything from industrial strimmers to shovels to help shift everything and have put in a great deal of work of which they can be very proud."

Former home secretary Alan Johnson visited the site earlier in the year on the run up to the General Election.



Offenders working on Salford SNAPS project

In January 2010 and December 2010 Unpaid Work teams responded dynamically to the adverse weather conditions when heavy snowfall and icy conditions occurred. The Unit Managers contacted local councils to arrange snow clearance tasks and teams helped local schools, town centres, care homes and residential areas to remain as safe as possible. This initiative meant that no offenders were stood down during these periods due to the weather conditions.

The following quotations are from beneficiaries after Unpaid Work has been completed:

"Initially there was some opposition from the local community, but now the orange jackets are a familiar sight and they have won residents over because they see the benefits the work they do brings."

“The work they have done is absolutely astounding, making a magnificent difference to the area. Trafford Council is also overjoyed with the work.”

"Some of the plots are owned by elderly people and the workers are particularly good with them. I can't speak highly enough of them."

"I think it's a great way for offenders to be paying back to the community. They were digging trenches and laying drains during heavy rain, it was hard work."

Developments

New Initiatives

A Best Value Review of Unpaid Work within Greater Manchester was completed in March 2010. The Review was used as a mechanism to effectively drive our approach to continuous improvement over the medium term. It gave us the opportunity to take an in-depth look at our structures, policies and practice to ensure that we are listening, and responding, to the needs of key stakeholders and partners as well as delivering the most economical and efficient service possible having regard for our fiscal duty.

A number of recommendations came out of the Best Value Review and progress is being made against all areas of improvement identified. One of these recommendations was the development of a central support unit in order to take forward strategy, direction and management of some specific tasks. Within these specific tasks was a quality assurance process designed to ensure that offenders are correctly supervised during their time paying back to the community whilst working their Unpaid Work hours. All supervised workgroups have unannounced quality assurance visits and work is beginning on quality assuring agency placements. Progress has been good and problems encountered on GMPT supervised groups have reduced from approximately 27% during early visits to less than 5%.

A further recommendation from the BVR was that contracted provision be developed. This included establishing a framework agreement across GMPT to encourage and increase contracted provision with a range of local providers and to enhance the provider market. Progress has been good and the Trust is shortly to draw up an Approved Provider List using the Dynamic Purchasing System. However, it is acknowledged that national contracting arrangements may influence further development of this innovation.

Throughput and attendance levels have been of concern within the Trust over recent months. Therefore an exciting pilot scheme in relation to compliance is about to be implemented, working in partnerships with G4S. Details have yet to be finalised, but it is expected that this will have a positive impact on offender attendance rates and more details will be available in the near future.

GMPT are holding discussions with Forest Bank, a Category B male prison operated by the private organisation Kalyx, to work some of our Unpaid Work offenders in their workshops during their downtime of weekends and evenings. This will give GMPT the opportunity to work our higher risk offenders in a safe environment as well as expanding our partnerships. Details have yet to be finalised although it is anticipated that the project will begin to operate in the first quarter of 2011.

Working with Criminal Justice Partners

GMPT has a wide range of partnership relationships for both commissioning and delivering Community Payback services.

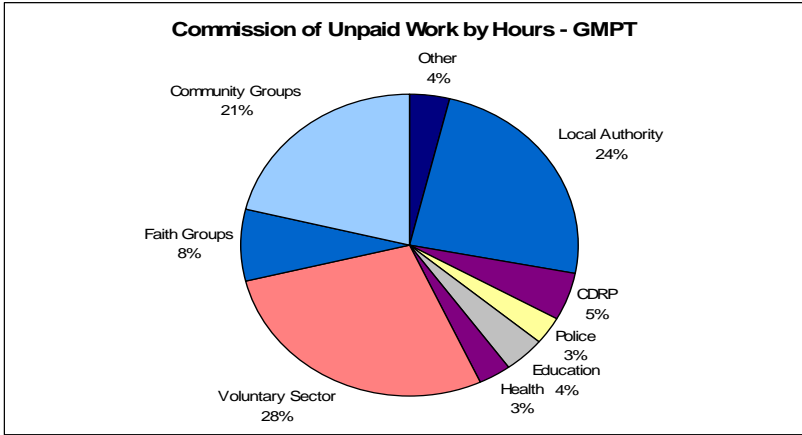
The relationship with the ten Local Authorities is of significant importance, not just through local community safety partnerships, but also via operational services, town centre managers and neighbourhood services targeting the needs of local communities. The safety partnerships are also a conduit for developing relationships with Housing providers, Police, Fire services , Transport services, Education and Health all of whom commission work.

Commissioned Projects

Projects can be commissioned in various ways. Some are requested by local partnerships, organisations or community groups and are to be delivered by task groups overseen by GMPT staff. GMPT funds this work through its core funding. The range of organisations is extremely varied e.g Veterans day organisers, War Graves Commission, Stroke Society, British waterways.

Public bodies and or partnerships can provide additional funding or make specific contributions for work of local importance – e.g Bolton facelift, or PCTs for “needle packing” in Wigan.

Community groups and organisations like victim support, either directly or via local police can identify areas of work that benefit communities and a number of projects have been recognised to assist effective crime prevention strategies. Indeed individual communities have voted in a poll on their top priorities for Community Payback, as in Rochdale.



Sentencers

The re-integration of Community Payback within LDUs has facilitated better communication with sentencers. All local courts are provided with list of projects in their particular locality and efforts are made to link the offender to neighbourhood and relevance of project, e.g graffiti removal.

In Salford which was a pioneer area for the Community Justice Initiative the interrelationship with CP remains strong as many magistrates are identified with local neighbourhood areas. They take a particular interest in local projects and obtain feedback from the community on the quality and value of the work. In addition Salford continues with the use of section 178 progress reviews which report back on the offenders response to CP, the type of work completed and progression of the UPW requirement. The offender is required to attend court

for these reviews. In the past year there were approximately 100 reviews completed on Salford CP offenders.

Within the large Manchester Magistrates bench we utilise the "Court users newsletter" to publicise community payback initiatives and on a quarterly basis staff arrange site visits and briefings for new magistrates.

Work with Other Organisations

As per earlier sections of this report GMPT works with a wide range of organisations from both the Public, Private and Voluntary sectors. The spread of organisations varies across the Trust and often depends upon the spread and maturity of local partnership arrangements. However there is increasing evidence of heightened demand from Crime and Justice co-ordinators, CDRPs, the Public and organisations funded to develop community improvement initiatives.

The increasing demand for Community Payback has required the development of a placement sourcing strategy to ensure sufficient placements to meet prescribed criteria. A suitability matrix is under design to maximise appropriate placements.

Income Generation

Community payback received external funding/contributions of £157,000 in 2009/10 and £151,000 in 2008/09. There are already some well established externally funded projects in operation across GMPT, where supervisors are funded to work on community based projects. GMPT is increasingly seeking to undertake joint resourcing of key projects, especially those that meet the shared targets of local partners

Young Offender Service

GMPT has an increasing caseload of 16/17 year olds with unpaid work requirements, either via Youth rehabilitation Orders or Community Punishment orders. In total by the end of December 210, 138 young offenders were current to GMPT Unpaid Work. A number of pilot schemes have been introduced to focus on their particular needs and which reflect their official status as children.

Joint Work with Skills and Employment of ETE

Education and Training. At present GMPT are not in a position to make full use of the 20% allowance in Unpaid Work hours for provision of ETE. We have three main areas of ETE provision which are NVQ, Basic Skills provision and Achieve. NVQ training is mainstream funded, but does not count towards the 20% allowance for ETE due to it not being separate provision to the Unpaid Work hours. Throughout 2010 Basic Skills was offered in all units through Work Solutions but the funding for this has now ceased. For 2011 we are accessing Basic Skills through mainstream local provision although it must be recognised that there are some potential hurdles for our client base.

Achieve continues to work with the most difficult to reach offenders offering a tailor-made programme for Unpaid Work in particular. Achieve is newly established North West region employment project funded by the European Social fund (ESF). Blue Sky, a social enterprise, is a subcontractor for the achieve project and employs offenders following training. Community Payback has now put in place systems to optimise the use of this resource.

Achievements

Tindall Street Allotments, a project operated by Salford Unpaid Work Unit, have been awarded the **prestigious Green Flag Award** after having been transformed by offenders working on the site. The award is made by the Green Flag Award scheme, a national initiative aimed at recognising and rewarding the best community run parks and facilities in the country. Don Booth, site chairman, said "The award would not have been possible without the Community Payback Teams, they have worked in all weathers to make the allotments what they are today".

Former Wigan and Great Britain **Rugby League player Andy Gregory** handed out certificates to offenders who have completed educational courses in cooking and catering. The NVQ Level 2 qualifications are run in conjunction with City College whilst working in a luncheon club for the elderly.

Offenders from Manchester Unpaid Work Unit won two **top awards at the Royal Horticultural Society Show at Tatton Park**. They helped to plant two award-winning displays designed by Manchester City Council, one to represent recycling and one which featured a back-to-back garden. Following the competition the plants were transported to Withington Adult Centre where offenders transformed the Little Learners garden. Over 100,000 people visited the RHS show and many of them took the opportunity to speak to the offenders working on the displays.

Offenders working on a series of task groups litter picking and tidying of rubbish in a run-down ward in Salford made a **difference to recorded crime** of criminal damage. In December 2009 18 instances of criminal damage were recorded but in December 2010, following the intervention of Unpaid Work, only 3 were recorded.

One of our most prestige projects is that of **Project Merit**, which is a joint Sunday daytime initiative between Manchester City Council Street Scene Services, Community Payback Manchester Probation District and Cityco. This project has had 3555 hours of Community Payback dedicated to it and sees two of our supervised groups working on this each Sunday.

Routine tasks within Project Merit have included: fly posting removal including 'sticker' on street furniture, litter picking, clearing out behind junction boxes, clearing out/under/around street furniture, clearing out from grilled/recessed parts of buildings/along building lines, clearing out tree pits/tree guards/planters and clearing smoking 'paraphernalia'.

Another major high-profile project was **Operation Braid**. This was a multi-agency project led by Greater Manchester Police and involved GMPT alongside MCC Operational Services, Adactus Housing, Private Landlords Association and local residents groups. This project focussed on two streets in Fallowfield and their surrounding areas, which had become one of the highest concentrated areas for domestic burglary. Many times this area had been targeted, but because of its transiency, caused by it being a predominantly student residential area, it was always difficult to get local residents to buy into the project. Community Payback were involved in clearing several areas that had become a hiding spot for offenders, while also removing graffiti and building a community garden. The project was hugely successful and results evidenced an 80% decrease in burglary rates year on year.

As a result of this Community Payback were **nominated for a Chief Constable's award** and came third. This was out of many outstanding projects across Greater Manchester.

Unpaid Work staff were nominated in various categories within our internal staff recognition awards. These included positive role model nomination, a commendation in the public and

community award section and a nomination for community work. In addition a number of staff achieved their long service awards.

During the past year 28 press releases were issued and published in **local newspapers** across Greater Manchester demonstrating the success of some of our Community Payback projects. It breaks down as: nine in Bolton; three in Bury; three in Oldham; two in Manchester; three in Trafford; four in Wigan; two in Tameside; one in Stockport and one in Rochdale. In addition, a number of local council community safety publications have featured our community payback projects.

Case Studies

Case Study 1 – Offender Punishment

MIKE M can barely remember the night he emptied the safe at the restaurant he worked at. The 44-year-old had a job as a chef, in Wrexham, and at the time of the crime – January, 2008 - suffered from drink and drug problems.

Mike had previously fallen into the grip of addictions, but got his life back together until again hitting the bottle in 2000. By the time he moved to Wales eight years later he was using drugs during the day.

After being arrested for the offence, Mike was sentenced to a 12 month community order and 120 hours Community Payback at Oldham Magistrates.

He said: “I drank a lot and had started taking the ‘party drugs’ – cocaine, ecstasy and ketamine. “One night I made a massive mistake. I had a complete mind block, I still can’t really recall what happened, but something snapped in my head and I took all the takings from the safe and drove off.

“It wasn’t the best thought out crime in the world, it was all recorded on CCTV.”

Mike, who was living on his own, was struggling to hide the effects of his drug problem from his friends and colleagues.

He said: “I’d been in trouble before when I was young then settled down and done the family thing – got married, had children and so on – but we split up and by 2000 I’d started drinking heavily again. “The offence forced me to face up to what I was doing and I vowed to stop taking drugs and get my drinking under control.”

Mike moved back to Manchester in January and settled in Oldham and has successfully quit both drugs and alcohol.

Although he had started his fight against addiction prior to beginning his community order, Mike benefited substantially from the support he received from his probation officer Michelle Truby. Community Payback involved Mike working at a luncheon club for the elderly, helping provide food at cost in the town.

He said: “I really enjoyed it because it was my way of giving back and I felt good and it opened my eyes to the problems some of the more vulnerable members of society face. Some of the elderly that attended found it hard getting out of the bed in the morning and felt the club was the only place where they met other people – for them it was such an important thing. Working there made me feel I was playing an important role in their lives, and that I could be a better person.”

Case Study 2 - Community Benefit

OFFENDERS have helped Altrincham FC's ground score a new lick of paint so that the Robins will be well and truly in the red for the new season.

The Moss Lane outfit enlisted the help of Trafford's Community Payback to get the job done. Teams of up to seven offenders worked for three weeks, painting railings, the reverse side of advertising hoardings and fences. The paint has been donated by Dulux.

Graham Rowley, Altrincham's vice-chairman, contacted Community Payback and has been delighted by the speed of the response and work's quality.

He said: "The offenders have been working really well, and have been out in the rain doing it in tricky conditions.

"I've also found those I've spoken with to be very friendly, and they are making a tremendous difference to the ground.

"We are a community based club and rely totally upon volunteers, only the manager and a part time member of staff are paid, and we cannot afford to pay for these jobs to be done.

"During previous close seasons we've found getting this size of job completed to be almost impossible."

The club also hosts a wide range of community groups, such as: Jo-Jo's Music Group, the Altrincham FC Junior sides, Tesco's and Altrincham FA Referees.

Mr Rowley added: "The whole community will benefit from this work, nobody wants a shabby stadium."

Debbie Wilford, Community Payback Officer, said: "Offenders are paying back in a very real way to the community against which they have offended.

Case Study 3 – Offender Rehabilitation

The bungalow brave Harley Slack and his family will be moving into is being refurbished by offenders carrying out Community Payback.

The four-year-old nearly died after contracting meningitis and needed all four limbs amputated. His parents, Adam and Samantha, are moving from their house in Offerton, Stockport to Edgeley.

Offenders, supervised by Greater Manchester Probation Trust, have stripped all the walls, painted the building and will also be tiling the toilet and bathroom.

Six offenders working four days a week for five weeks carried out the work. Adam said: "I've been very pleasantly surprised by the people doing the work, they are genuine and really pleased to be helping and I think it's an excellent way for people to be making good.

Duncan Wilks, an offender, said: "Obviously it's a punishment because I'm giving up my time to be here, but I'm a decorator and to be helping on this project is good because it's really worth while."