

**POLICE AND CRIME COMMISSIONER FOR  
LEICESTERSHIRE**

PAPER MARKED

**POLICE & CRIME PANEL**

Report of	<b>POLICE &amp; CRIME COMMISSIONER</b>
Date	<b>FRIDAY 13 DECEMBER 2013 – 2.00 P.M.</b>
Subject	<b>REDUCING OFFENDING AND REOFFENDING THEMATIC REPORT</b>
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**Purpose of Report**

1. This report provides the Police and Crime Panel with a thematic update on 'Reducing Offending and Reoffending', a key theme in the Police and Crime Plan 2013-2017. The report provides a performance position against the Police and Crime Plan, an update on current work streams and links to the services commissioned by the Police and Crime Commissioner.

**Recommendation**

2. That the Panel note and discuss the content of the report.

**Background**

3. It was agreed that the Police and Crime Panel would be provided with a thematic report at each Panel meeting. Each key theme in the Police and Crime Plan will be discussed on scheduled basis. A report will be provided as a basis for discussion.

**Summary of recent developments overseen by the Leicester, Leicestershire and Rutland Reducing Reoffending Board (RRB)**

4. The Reducing Reoffending Board has met on three occasions during this financial year. The Board has a refreshed Terms of Reference and membership which was agreed at the meeting on 25<sup>th</sup> September 2013 (see Appendix A). The Board co-ordinates activity and provides governance to programmes which focus on reducing reoffending. During this year the Board has overseen developments relating to Offender Health, Integrated Offender Management and Young Adult Offending.

**Offender Health**

5. The RRB continues to keep abreast of progress made in improving access to mental health and learning disabilities for offenders. This includes the following:
  - a. The Criminal Justice Liaison and Diversion Service (CJLDS) provided by Leicestershire Partnership Trust and funded by the NHS Local Area Team is fully operational and running successfully.
  - b. A pilot for Improved Access to Psychological Therapies (IAPT) for city offenders is underway. This intervention is designed for people with mild to moderate mental health difficulties. The pilot enables Probation Offender Managers to access the service for offenders without the need for a GP referral. On 21 November 2013 the Board were

briefed on the progress of this Pilot. It is delivering positive outcomes for offenders and the intention is to extend the Pilot beyond March 2014. Discussions relating to future funding are underway with relevant partners.

- c. The new community-based Personality Disorder Service for offenders has been established and is now taking referrals. This service focuses on offenders who pose a high risk of serious harm. It has been widely welcomed by professionals as a potentially vital service in managing the risk posed by such offenders.
- d. The Board has also been interested and pleased to hear of the success of the 'Triage Car' pilot funded by Leicestershire Police and Leicestershire Partnership Trust.

Other offender health developments include:

- e. The Health Trainers Team for Offenders is currently being re-tendered having won several awards and demonstrated considerable savings to the health economy.
- f. Preparatory work on an offender health needs survey to inform the Joint Needs Assessment has been undertaken. It has not been possible to make further progress at this stage due to the forthcoming changes to probation services.

### **Integrated Offender Management (IOM)**

7. The OPCC has undertaken work with the IOM Strategic Board Chair to refresh the Terms of Reference and membership of this Board so that it can fulfil its new role in supporting the commissioning of IOM in line with the Police and Crime Plan priorities. The IOM Board is currently overseeing a comprehensive review of local arrangements in this area and work is expected to be completed by March 2014. An IOM Strategic Plan will provide the basis of future work-streams. This Plan will take into account the forthcoming changes to community and custody rehabilitation services occurring under the government's Transforming Rehabilitation Programme. Members of the Board are also working across our contract package area (Leicestershire and Rutland, Nottinghamshire, Derbyshire) in an effort to ensure local IOM arrangements are preserved within the new provider landscape.
8. The Review includes:
  - The establishment of a new Performance Framework which includes a system for measuring reducing reoffending across both the PPO and IOM cohort and across key variables (for example, 18-24 year olds and PPO/IOM offenders who are also members of Troubled Families programmes). A new system for measuring progress against the pathways out of offending has also been devised and reporting has now commenced.
  - The design of a new Single Referral route which for the first time combines IOM and MAPPA referral due to be launched next year.
  - An on-going review of the work of the IOM intelligence hub to ensure it is fully fit for purpose and to secure efficiencies where possible.
  - An on-going review on the scope and model of delivery of the current Multi-Agency Proliferative and Priority Offender Management (MAPPOM) team to examine whether the benefits of this multi-agency co-located approach can be extended to other priority groups.
  - The development of the links between IOM and the three Troubled Family programmes to ensure integrated working and to assist in improving outcomes for IOM and PPO offenders.
  - A new Communications Strategy to ensure increased levels of awareness and engagement across all agencies and sectors prior to the launch of the new model in April 2014.

9. A confirmed model of delivery, with costings, and a Strategic Plan, is expected to be in place by 31 March 2014.

### **The Young Adults/Transitions into Adulthood Project**

10. The Reducing Reoffending Board has agreed to oversee this new sub-regional project to deliver on the Police and Crime Plan priority to reduce offending and reoffending amongst 18-24 year olds.
11. "There is national evidence that this group benefits from a bespoke approach that supports their transition into a constructive and crime-free adulthood. With partners, I would like to ensure our approach is as effective as possible. This will require analysis of an offender's needs across the pathways out of offending. Research will need to be underpinned by local experience, so the design of interventions and commissioning is well informed. Given that this priority spans the work of several different agencies, I propose that this is overseen by the Strategic Partnership Board and, in particular, the Reducing Re-offending Board." (p 19 Police and Crime Plan, 2013-2017)
12. Also included in the Project are 16-17 years olds to reflect partner's wider concerns and also due to the opportunities this will present in terms of more effectively managing the transitions between young person and adult services. Phase 1 of the Project (November 2013 – March 2014) is expected to deliver the following:
  - a. A local data set (with analysis) relating to young adults in the criminal justice system including offending, reoffending, victim and needs data.
  - b. A written summary outlining the evidence-base for what matters and what works in achieving positive outcomes/reducing offending and reoffending amongst this group.
  - c. The establishment of a Young Adult Involvement System to inform Phase 1 but also continue to underpin and shape local developments in service delivery.
  - d. An outline and understanding of the current system (including services and the transitions between young person and adult services) and an analysis of strengths and gaps.
  - e. Evidence-based recommendations and a business case for how to take this project forward, including recommended changes to service delivery aimed at achieving better outcomes.
  - f. An Engagement and Communications strategy to build levels of awareness of the project (locally and nationally) and increase engagement with a wider range of stakeholders.
13. A Project Board has been established with multi-agency, cross-sector representation. The OPCC secondee from the local Probation Trust has been identified as the Project Manager and five work streams established to secure the delivery of the above. Young Adult involvement is identified as a crucial element and links have been made with the Youth Commission to facilitate this.

### **Performance**

14. The Planning and Performance Team are developing a performance dashboard for all police and partnership priorities stated in the Police and Crime Plan. Partners are involved in this process through the Strategic Partnership Executive Board. A workshop day for Police and partners is planned for January 9<sup>th</sup> 2013.
15. An exercise to map performance reporting structures is being led by the OPCC governance team. This will enable one reporting structure to support the delivery of the Police and Crime Plan. While a new structure is developed around the Plan, current reporting mechanisms will be used to provide information to the Police and Crime Panel.

## **IOM Performance**

### **Background**

16. The IOM Review was launched in June 2013 in response to a change in the governance and commissioning arrangements and included a need to report more widely on performance within IOM.

The performance report considers in detail the following areas:

- Reoffending rate
- Overall Caseload
- Spread of risk
- Referral numbers, by agency and accuracy
- Agency meeting attendance
- Criminogenic needs assessment

### **Reoffending Rate**

17. The methodology used is to compare detected crimes on police systems against named offenders within the relevant period. This is an indicator of reoffending rate, but is not the same as measures that use conviction data. The method is chosen for its data accessibility.
18. Previous reports have produced results which on further analysis were found to have been skewed by selection of the cohort. Previously, one area showed apparently poor performance when comparing the current and previous year, but on exploring the figures it was found that the sample of offenders was small and had largely been in prison for the previous year, making a reducing reoffending target impossible to achieve.
19. The cohort for this year has therefore been selected based on inclusion in the scheme(s) on 1<sup>st</sup> April 2013, with offending committed during the comparison 2012/13 period and excludes offenders in custody who would remain so beyond July 2013. The overall reduction target is 17%. Reductions in offending for the first 6 months April to September 2013 inclusive are as follows:

<b>Cohort</b>	<b>Reduction</b>
PPO	38.9%
IOM	67.37%
DYO	43.94%
16-24 age bracket	52.17%
Case also "Troubled Families"	0%

20. Apparent anomalies in performance were explained by the addition of a second reporting method that examined the number of offenders meeting the 17% target. The consistency across areas in this figure demonstrates that any apparent geographical differences in performance are actually examples of one or two individuals skewing results. It has been agreed to continue examining performance in this way. This offending reduction success is likely to reduce in time, as it is measured by comparing detected crime and further offences will be detected with the passage of time within this period.
21. The small footprint of Troubled Families cases is reflective of the national picture, although changes to that scheme to include IOM/PPO cases within their selection criteria should see this change in the future. The cohort currently is too small to draw any judgement on the results.

### **Caseload**

22. There is very little change in the caseload, with an overall reduction from 434 to 423 offenders. Certain locality figures have been highlighted for further local analysis.

### **Spread of risk**

23. Red, Amber, Green (RAG) label describes the current risk assessment for the offender based on all available information. There have been differences in the risk profile in the first 6 months with a 10% increase in red tier nominals. The significant figure highlighted is the number of cases within prison and the importance of developing this area of offender management.

### **Referrals**

24. All referrals in the year to date have been completed by police or probation. Both agencies have achieved over 90% success in having referrals accepted. Referral numbers in the year to date are spread virtually equally between the City and Counties Police BCU areas.

### **Engagement**

25. Attendance at offender management meetings and the breadth of agencies represented are taken as a measure of agency engagement and IOM influence. A wide range of agencies were involved and attendance was generally good. Recommendations were made to interrogate specific figures for accuracy and interpretation and to continue to develop the access to the voluntary sector.

### **Criminogenic Needs Assessment**

26. An assessment method has been devised locally for measuring offenders' needs within the seven pathways out of offending and then progress made against those needs. It is too soon to have any meaningful data to analyse. When available the data will also be compared against national offender management trends.

### **Commissioning Update**

27. A revised Commissioning Framework is currently out for consultation. This includes a Reducing Offending and Reoffending Commissioning Plan which consists of a number of commissioning intentions. These are detailed in Appendix B. Information about the estimated budgets available, the way in which the commissioning intentions are being

purchased and the current provider/commissioner are also outlined. The first performance monitoring of the contracts will take place in January 2015.

### **Implications**

Financial	There are no direct financial implications of this report.
Legal	There are no direct legal implications of this report.
Equality Impact Assessment	This is an update report and no equality considerations have arisen
Risks and Impact	This is an update report and no risks have been highlighted.
Link to Police and Crime Plan	Reducing Offending and Reoffending is a key theme in the Police and Crime Plan.

### **List of Appendices**

Appendix A – Reducing Offending and Reoffending Board Terms of Reference  
 Appendix B – Reducing Offending and Reoffending Commissioning Intentions

### **Background Papers**

None