



## STRATEGIC POLICING AND CRIME BOARD 7<sup>th</sup> July 2015

**A report to outline the capacity and capability of West Midlands Police (WMP) regarding; reducing offending and re-offending, offender management, Preventing Violence Alliance, work with domestic violence perpetrators, National Probation Service and Community Rehabilitation Company.**

### PURPOSE OF REPORT

1. This report is to provide an update to the Strategic Police and Crime Board on the progress around reducing offending and re-offending, offender management (OM), Preventing Violence Alliance, work with domestic violence perpetrators, National Probation Service and Community Rehabilitation Company (CRC).

### EXECUTIVE SUMMARY

2. WMP was a pilot force for developing Integrated Offender Management from 2007. This began in Walsall and Wolverhampton with very small teams co-located with Probation Trust staff developing schemes aimed at reducing reoffending such as Prolific and Priority Offenders (PPO).
3. In 2010 all Local Policing Units under the Programme Paragon restructure of the force were allocated small numbers of officers to conduct Offender Management, augmenting PPO schemes with other schemes such as High Crime Causing Users (HCCU). In addition, some areas also developed bespoke arrangements locally in response to local problems, such as Birmingham's Multi Agency Gang Unit (MAGU).
4. In 2011 WMP invested more heavily in Offender Management Units as part of our preventative policing strategy when an automated risk matrix scoring system was developed with Bluestar software.

### BACKGROUND OF OM IN THE WEST MIDLANDS (2011 onwards)

5. *"Integrated Offender Management brings a cross-agency response to the crime and reoffending threats faced by local communities by managing the most persistent and problematic offenders identified jointly by partner agencies working together. Integrated Offender Management (IOM) helps to improve the quality of life in communities by reducing the negative impact of crime and reoffending, reducing the number of people who become victims of crime, and helping to improve the public's confidence in the criminal justice system."*

*(Home Office / M o J "Key Principles of IOM" document, 2015)*

6. In 2011 WMP invested more heavily in Offender Management Units as part of our preventative policing strategy when an automated risk matrix scoring system was developed with Bluestar software. The matrix is largely aimed at drugs and serious acquisitive crime offenders, and officers within OM were deployed against this threat. The force enjoyed unequalled success nationally in the reduction of serious acquisitive crime in the proceeding years and with colleagues in SWM Probation Trust, produced the lowest reoffending rates in the country.
7. In 2012 the force successes in OM were recognised formally by the Home Office Tilley Awards and the partnership in Sandwell whose reoffending rate was the lowest in the country won the “Team of The Year” from the Social Landlords Crime and Nuisance Group.
8. IOM is ‘by-design’ a bottom-up approach and as such there are difference between schemes in each LPU and local authority area. This diversity should be encouraged. In 2013 WMP began drawing plans to develop greater consistency based on best practice being developed and has seen officers trained in OM and standard operating procedures implemented. Localism continues to be supported within our overarching consistent framework.
9. The approach of WMP has some key features which accord to the Home Office six “IOM Key Principles” document ((*Home Office / M o J “Key Principles of IOM” document, 2015*) which states:

***“All partners manage offenders together to deliver a local response to local problems, with all offenders potentially in scope facing up to their responsibility or facing the consequences with best use made of existing programmes and governance arrangements to achieve long-term desistance from crime”.***

Those key principles can be précised as:

- **all partners manage offenders together** - a broad partnership base for IOM, with co-located teams wherever possible, helps to ensure that the local approach is underpinned by comprehensive evidence and intelligence and that a wide range of rehabilitative interventions are available to support offenders’ pathways out of crime.
- **to deliver a local response to local problems** - the local IOM model reflects local circumstances and priorities, responding to the crime and reoffending risks faced by the local community.
- **with all offenders potentially in scope** - IOM brings a wider partnership approach to the management of offenders identified as being of most concern locally, whether subject to statutory supervision by the National Probation Service or Community Rehabilitation Company, or managed on a voluntary basis where not subject to these formal arrangements.
- **facing up to their responsibility or facing the consequences** - the IOM approach brings a multi-agency partnership offer of rehabilitative support for those who engage, with the promise of swift justice for those who continue to offend.
- **with best use made of existing programmes and governance arrangements** - IOM provides a ‘strategic umbrella’ that ensures coherence in the response to local crime and reoffending threats, providing a clear framework to make best use of local resources in tackling the most persistent or problematic offenders, identified by local agencies working collaboratively together.

- **to achieve long-term desistance from crime** - IOM ensures that offenders of concern remain on the radar of local agencies, even if not subject to statutory supervision, or where a period of statutory supervision has come to an end, with the opportunity to provide sequenced rehabilitative interventions to provide the individual with pathways out of crime.
10. It is clear therefore that 'scope' within IOM exists for tackling threat from all offenders, not just those statutorily supervised by NPS / CRC. WMP invests heavily in this preventative, pre-CJ group of offenders to try to prevent their offending / re-offending to reduce crime and demand.
  11. It is equally clear that WMP do not hold all of the levers required to deliver effective offender management. A partnership response to OM is a critical success factor. As the owners of the totality of risk, threat and demand from offenders engaged in crime, WMP have become the brokers of partnership arrangements surrounding IOM as other agencies only hold discrete pockets of the total risk but WMP responsibilities to communities sits across all cohorts of offenders.
  12. It is noteworthy that our approach to OM has taken us into newer partnership arrangements, outside of traditional 'community safety' partnerships. For example, accommodation and education, employment and training are key needs for reducing reoffending and are seeing us now routinely seeking relationships with private and voluntary sector providers. WMP's success in OM to date has rested on a 'one team' or 'whole force' approach. OM is therefore not seen simply as the business of those specialist OM officers, but routinely engages partnership and neighbourhood policing officers in developing partnerships and managing offenders in their local areas.
  13. Building on successes within IOM, it is recognised by WMP leaders in this area that the IOM methodology transposes well into other crime types for controlling offenders. We are currently therefore managing offenders involved in domestic abuse, Child Sexual Exploitation, and exploring a range of other areas where evidence-based approaches suggest we could reduce crime and demand by more consistent application of appropriate interventions. For example, with female offenders.
  14. As IOM has developed, it is seen as a key function of the "Geared to Prevent Harm" pillar on which the WMP2020 programme will be built, and is understood as key element now in our effort to prevent and reduce crime and demand.

## **TRANSFORMING REHABILITATION (TR)**

15. Transforming Rehabilitation (TR) is a government programme aimed to build on successes of reducing reoffending. A significant part of the initiative has seen a splitting of former Probation Trusts in a new National Probation Service (NPS) and local Community Rehabilitation Companies (CRC). The 'split' of former Trust staff and caseloads occurred in summer 2014, and the award of contracts for owners of the new CRCs was overseen throughout 2014 by the Ministry of Justice. This approach was subject of legal challenge but by Christmas 2014, the Reducing Reoffending Partnership (RRP) has emerged as the owners of the CRC in our Staffordshire and West Midlands 'Contract Package Area' and officially began work on 1<sup>st</sup> February 2015 on a seven year contract.
16. WMP was represented on the Ministry of Justice' Competition Advisory Panel through 2014 which informed the IOM model we were operating locally to ensure our provider could be assessed as a best fit for continuing developing our IOM schemes. WMP and OPCC are now represented on the MoJ's Local Advisory Panel which

meets quarterly to advise contract compliance officers on levels of engagement with stakeholders and so on.

17. The Reducing Reoffending Partnership is a three-way consortium of St. Giles Trust, Crime Reduction Initiatives, and Ingeus. Ingeus operate the governments 'work programme' and are a multinational private company mainly engaged in education, employment and training. St. Giles Trust are a charity who are engaged in peer mentoring work with offenders and seek to recruit ex-offenders to work for them. Crime Reduction Initiatives are a charity mainly engaged in substance misuse work and incidentally are currently the commissioned providers for drugs and alcohol service within Dudley and Birmingham.
18. Other key elements of TR have been the implementation of the Offender Rehabilitation Act, which brings in Rehabilitative Activity Requirements (RAR) to sentenced offenders, and also required all prisoners serving more than a single day in custody to be subject to a Rehabilitation Plan within the secure estate during their sentence, and also a Resettlement Plan which should be conducted within three months of release in one of six identified local resettlement prisons in the region.
19. The "rehabilitative" focus of TR is clearly aimed to further reduce reoffending and WMP are working with CRC to understand how we support the TR initiative continuing to build the success of our partnership. There is a payment by results element to TR contracts and so the old reoffending rate measures have not been published since July 2014. New performance will not be available until 2016 due to the delay required to 'prove reoffending', i.e. offenders need a post-release period of non-offending (12 months) before this can be assessed.
20. The CRC model continues to emerge and WMP leads are engaged fully in dialogue as this progresses. It is too early to comment on the impact on reoffending but work continues as usual for front line staff currently. IOM remains a key aspect of RRP's delivery and future delivery model.

## **COMMUNITY REHABILITATION COMPANIES (CRC), NATIONAL PROBATION SERVICE (NPS) and UPSTREAM WORKING**

21. WMP continues to work closely with NPS and CRC to deliver IOM arrangements. This manifests in one to one monthly meetings between Directors at both agencies and strategic leads for WMP. We also work with both agencies and others through Offender Management Strategic Theme Board (OMSTB). Both NPS and CRC commit to co-locating staff within IOM teams across the force area with the exception of Dudley who are working towards this.
22. Cases are allocated between NPS and CRC predominantly on the basis of risk, with NPS taking higher risk cases. NPS also provide central administrative functions such as court teams, while CRC deliver in areas such as prison resettlement on behalf of both agencies. Again, it should be emphasised these arrangements are very new and so exact working models are still emerging and being developed.
23. IOM exists to reduce reoffending and to that degree all efforts are aimed at prevention on the model of WMP 2020; "Geared to Prevent Harm". The methodologies and skills developed within IOM teams are now being scoped to apply to other 'cohorts' of people engaged in crimes outside of traditional serious acquisitive crime. This will facilitate greater 'upstream' and preventative working. We are also exploring overlaps into work with local authorities on Troubled Families and Early Help social care models. We are increasingly working closer with Youth Offending Teams across the region to this end, and YOT Police resources are now all aligned to IOM teams.

24. It is noteworthy here that neither NPS nor CRC are resourced to deal with pre-criminal justice cohorts in the way WMP offender managers do. This means that WMP are increasingly required to develop new relationships and partnerships in OM with private and voluntary sector providers who will take referrals for people needing support out of offending who sit out of scope to NPS / CRC. This element is supportive of the force approach of upstream preventative working.

## **RISK PROFILES & ID-IOM**

25. There are a variety of risk assessments used for offender management by different agencies. It is worth considering whether one is seeking to assess risk of reoffending or the risk of committing serious harm. The two questions are assessing different outcomes so different approaches are necessary. There are a range of tools commercially available which to a greater or lesser degree attempt to do this.

26. The risk matrix WMP use, developed with Bluestar software, is an excellent tool for assessing risk of reoffending from those involved in serious acquisitive crime and drugs, but still requires overlaying with professional judgement from staff involved in processes. It has a lesser role to play when for assessing risk from those involved in other crime types such as domestic abuse or child sexual exploitation where a more layered or subjective analysis is required.

27. There is a further difference when one considers need assessments. This is completed to consider what a persons needs may be to support them out of a criminogenic lifestyle. For example, accommodation, mental or physical health needs, debt or benefit problems, employment. This needs assessment should inform our interventions with offenders, and also support the correct sequencing of planned interventions to give people the best chance of rehabilitation. The force is currently piloting an simplified version of needs assessment to understand this work better.

28. ID-IOM is not about risk assessment, but is a Home Office software product which gives reoffending rates and is linked to cost of crime database. WMP strategic tasking has endorsed WMP using this product for performance management. It is capable of giving a binary rate (% of reoffending); frequency rate (how many offences committed); and cost of offending, all broken down to regional and LPU level. On current performance we are able to say those adopted into the IOM programme (being managed) are saving £75,000 per day from the cost of their crime being reduced by reoffending.

29. ID-IOM is now being held by the PCC's holding company for further central government investment in its development. The Mayor's Office for Policing And Crime in London (MOPAC) are leading on some areas of development and it is seen as a national solution by Chief Constable John Long, National Police Chiefs Council lead for IOM.

30. Whilst still being developed, WMP are engaged with the Home Office as one of the largest users of ID-IOM to support its development as a tool. It is definitely useful to us to understand performance between areas, but also to understand IOM as an invest-to-save piece of operational delivery, reducing crime and demand in the longer term for WMP and its partners.

## **CHALLENGES & OPPORTUNITIES OF COMMUNITY REHABILITATION COMPANIES (CRC)**

31. CRC presents WMP with both challenges and opportunities as a key partner. Local relationships here are good at both strategic and operational levels. It is also a marked contrast from what has been seen in other contract package areas. RRP being two thirds owned by charities has ensured at a 'values' level there is a strong interest from CRC locally to 'do the right thing', open up their interventions for people who need them that WMP maybe working with whom would be out of scope to CRC. Whether this represents commercial reality for CRC as a private enterprise moving forward remains to be tested.
32. CRC are planning out their future model based on effective interventions and the detail is awaited but it seems clear we can expect to see CRC directly delivering some interventions while they may well become a commissioner of services in other interventions. This presents potential opportunities for income generation into the public, private and third sector across the WM region. The CRC may additionally be well-placed to become providers for interventions which other bodies (NHS / PHE / OPCC) may wish to commission in the future, such as domestic violence perpetrator work.
33. There is a significant opportunity in CRC's response to resettlement. The new legislation brings into scope for support about 7500 people a year in our region whom have previously been released without conditions or restriction and with limited input in rehabilitative programmes. As described earlier in this paper this change on 1<sup>st</sup> May 2015 sees CRC assuming responsibility for this group. This group (under 12 month sentences) has among the worst reoffending rates of all cohorts and so presents a significant opportunity to impact on reducing crime from them and so demand for WMP.
34. WMP central IOM team has developed an invest-to-save business case to invest in co-locating our staff with CRC in the six resettlement prisons for our region to allow smooth 'through-the-gate' provision for managing offenders in communities on release. The business case conservatively estimates a potential saving from cost of crime of c. £500,000 per year from this work, assuming 10% of this cohort could be brought into line with our proven reoffending rates in other cohorts. It is also considered that greater emphasis on resettlement towards rehabilitation will also see co-located multi-agency resettlement teams impact on all releases over time, not just those within the under 12 month cohort. CRC are currently working towards an operating model investing in resettlement managers, debt and benefit workers and peer mentors into these teams.

## **GOVERNANCE**

35. IOM is a non-statutory arrangement (unlike YOT, for example). The West Midlands arrangements have chosen to place accountability and delivery of IOM arrangements at a local authority level currently. IOM is therefore the responsibility of local police Commanders and Heads of Local Delivery Units (CRC). They are held accountable for arrangements in their Borough or City through the Community Safety Partnership Boards.
36. IOM is supported by a small central team of part time police Chief Inspector, and full time police Inspector, Sergeant, PC, and Senior Probation Officer seconded from CRC.
37. West Midlands Criminal Justice Board (now partnership) previously held responsibility for ensuring IOM delivery and delegated authority to do so through its

Offender Management Strategic Theme Board (OMSTB), chaired by CRC Operations Director and attended by relevant agencies at a senior level. OMSTB provide leadership, policy and strategic direction on IOM regional approaches but has no direct accountability or responsibility for local arrangement in the seven local authority areas. OMSTB has recently conducted a development day to review thinking following the TR agenda, and will be reconfigured shortly as a Reducing Reoffending Steering Group, with a series of thematic sub groups covering areas such as health and accommodation.

38. The OPCC has been invited into the new Reducing Reoffending Steering Group which will produce an annual report on progress available to partners.

## PERFORMANCE

39. The MoJ have suspended publishing reoffending data since July 2014 due to the impact on payment by results elements of the new CRC contracts. There is also a time lag in obtaining reoffending data due to the period required to pass to allow an offender to reoffend (or not). The latest data is shown in **table one** below, comparing WM areas with our most similar forces. This success reflects the positive working relationships in this region but also the level of investment made by WMP compared to most similar forces. Development of ID-IOM as described above will allow us to produce more nuanced data in future and also allow us to provide more detail on WMP activity in this area discretely from the activity of the broader partnership.
40. The table is also noteworthy as the 'rank' dictates the national position against 175 local authority areas, and Sandwell, Dudley and Solihull have consistently been ranked first in the last three years.

Table One – Comparative Reoffending Data

Force Area	Local Authority	Cohort size (combining four quarters of probation caseload data)[1]	Actual rate of re-offending	Predicted rate of re-offending	% difference from baseline[2]	Rank % Difference	Rank Actual re-offending
West Midlands	Sandwell	4,575	5.38%	7.23%	-25.66%	1	1
West Midlands	Dudley	2,812	5.76%	7.50%	-23.20%	2	2
West Midlands	Solihull	1,758	6.94%	7.97%	-12.90%	22	6
West Midlands	Wolverhampton	3,546	6.97%	8.41%	-17.17%	8	7
West Midlands	Birmingham	17,843	6.99%	8.12%	-13.89%	17	8
West Midlands	Coventry	4,660	7.17%	8.49%	-15.55%	12	15
Merseyside	Knowsley	2,371	7.47%	7.31%	2.09%	122	24
Merseyside	Sefton	2,837	7.47%	7.71%	-3.11%	82	25
Greater Manches	Trafford	2,056	7.73%	8.98%	-13.89%	16	35
West Midlands	Walsall	3,444	7.84%	8.96%	-12.46%	26	39
Greater Manches	Salford	4,161	8.22%	9.04%	-9.06%	44	55
West Yorkshire	Bradford	7,136	8.24%	9.51%	-13.37%	20	56
Merseyside	St Helens	1,931	8.29%	8.48%	-2.24%	94	61
Merseyside	Liverpool	9,457	8.32%	8.53%	-2.48%	90	62
West Yorkshire	Calderdale	2,216	8.39%	10.18%	-17.58%	6	66
West Yorkshire	Kirklees	4,731	8.41%	9.47%	-11.19%	34	68
Greater Manches	Rochdale	3,020	8.48%	9.06%	-6.44%	62	70
Greater Manches	Stockport	2,743	8.64%	8.43%	2.49%	123	75
Greater Manches	Bury	2,448	8.70%	8.47%	2.67%	124	76
Greater Manches	Manchester	10,614	8.78%	9.26%	-5.13%	74	81
Greater Manches	Wigan	2,957	8.83%	8.87%	-0.54%	107	84
Merseyside	Wirral	3,744	8.84%	8.85%	-0.12%	111	85
Greater Manches	Oldham	3,017	8.95%	9.21%	-2.82%	84	87
West Yorkshire	Wakefield	3,727	9.26%	10.14%	-8.73%	48	96
Greater Manches	Bolton	3,298	9.28%	9.04%	2.68%	125	98
West Yorkshire	Leeds	10,952	9.43%	10.40%	-9.32%	42	106
Greater Manches	Tameside	2,534	10.38%	9.62%	7.87%	148	134

## DOMESTIC ABUSE PERPETRATOR SCHEMES

41. WMP under IOM arrangements has explored academic evidence around Domestic Violence Perpetrator Programmes (DVPP). Much of the established evidence is North American and fails to reach a definitive conclusion as to value added by such schemes. Probation Trusts previously ran Integrated Domestic Abuse Programmes (IDAP) and have developed other schemes and programmes to work with Domestic Abuse offenders as part of sentencing work. There is a clear gap in provision for offenders who are unconvicted but are a consistent demand for WMP.
42. A five year longitudinal academic study, Project Mirabel, has recently reported findings from community-based, non-statutory DVPP's in the UK context and shows significant reductions in violence towards women and children from those engaged in DVPP schemes. This research recommends schemes which have victim support alongside them and feature as part of a coordinated community response to DA. The research also supports commissioning of schemes using the specification develop by the DV charity "Respect" who lobby for DVPP schemes as an effective tool in violence reduction.
43. In response to gaps noted from Domestic Homicide Reviews, two of our local areas (Coventry and Sandwell) have commissioned DVPP schemes for non-statutory cohorts in their areas. Coventry has a two tier system with one-to-one mentoring available for highest risk cases, with a commissioned group work service for lower

level offenders. Sandwell have commissioned the group work based scheme only. Both schemes contain academic evaluations yet to be reported. Both areas have brought together funding from PCC-pass ported community safety funds and public health monies to support their schemes.

44. The Deputy PCC has asked the central IOM team to explore DVPP as an opportunity for the other 5 local authority areas. OMSTB has tasked the work to Chief Inspector Twyford from the WMVPA as DA is a key priority for the Alliance. CI Twyford is due to report back to OMSTB in July 2015 on progress.

## **WEST MIDLANDS VIOLENCE PREVENTION ALLIANCE**

45. The West Midlands Violence Prevention Alliance is a new partnership led by Public Health England and West Midlands Police aimed at preventing violence from taking place. It is supported by the West Midlands Directors of Public Health and by leaders of NHS, Criminal Justice, Education and voluntary organisations. Violence prevention is one of the top priorities of the West Midlands Directors of Public Health.
46. On Friday 26<sup>th</sup> June 2015 the Police and Crime Commissioner, David Jamieson formally launched the Alliance. At that event members signed up to the World Health Organisation Violence Prevention Principles and roundtable discussions took place to identify the first delivery plan for the Alliance. Members of the Alliance are currently feeding back into the Core Team and the first two year plan will be published at the end of July.
47. The Alliance has a core team consisting of a Lead, Project Manager and a Health Analyst. In turn the team report into the Command Teams at both Public Health England and West Midlands Police.
48. Key projects within the first two years are to build an injury surveillance system within the West Midlands, Support and members in adopting a Public Health Approach to Violence to deliver a systematic and coordinated approach to Violence Prevention across the West Midlands.
49. The Alliance has been funded by the OPCC and provides quarterly financial updates to them.
50. The board are asked to consider requesting a more detailed update on this work stream in the autumn of 2015.

**Assistant Chief Constable Larmour**  
**West Midlands Police lead for Integrated Offender Management**