



**Strategic Policing and Crime Board**

**Tuesday 23<sup>rd</sup> July 2019**

**Police and Crime Plan Priority: *Reducing Re-offending***

**Title:** *Integrated Offender Management (IOM), Prisoner Intervention & Prevention Team (PIPT) and Diversion*

**Presented by:** Chief Superintendent Mat Shaer and Meg Jones, Policy Manager

**Purpose of paper**

1. To provide members of the Strategic Police and Crime Board with information related to offender management, intervention and prevention and diversion. A separate paper has been requested on Reducing Reoffending services and the Local Criminal Justice Board. This report is for discussion.

**OPCC Update**

*A Blueprint for Diversion in the West Midlands*

2. The West Midlands Police and Crime Commissioner is currently looking to develop a blueprint for diversion in the West Midlands.
3. West Midlands Police currently offer a range of interventions that enable offenders to be diverted away from traditional criminal justice routes and into pathways that more effectively reduce their likelihood of reoffending. The use of rehabilitative community resolutions and conditional cautions is still relatively new to West Midlands Police, but the potential benefits are already clear in terms of reducing reoffending, improving victim satisfaction, and saving money.
4. The blueprint for diversion will outline what the next steps could be in West Midlands Police's diversion work, in order to maximise the benefits on offer and continue to set an example to the country as a leader in effective diversion, intervention and prevention.
5. The proposal will be two-fold
  - Establishing Co-ordination of existing diversion projects
  - Introducing New Diversion Options to address gaps and enhance the current offer of West Midlands Police

## West Midlands Police Priorities

Diversion addresses three WMP strategic objectives:

- Reducing threat, risk and harm
- Reducing demand (Reoffending)
- Improving victim satisfaction/ reducing repeat victimisation

## Wider Context and links to additional priorities

<b>Reducing Crime and Preventing Harm: West Midlands Drug Policy Recommendations – February 2018</b>	<b>Recommendation 1:</b> West Midlands Police and partners to establish a formal diversion scheme that includes tackling problematic drug use primarily through routes other than the criminal justice system, in order to reduce reoffending, protect public health and improve community safety. This will build on the success of the West Midlands Police Turning Point pilot.
<b>Commission on Gangs and Violence: Uniting to improve safety – November 2017</b>	<b>Recommendation 3:</b> The Gangs and Violence Commission will agree a broad, preventative public health based action plan for addressing gangs and violence, recognising that enforcement does not offer enduring solutions.
	<b>Recommendation 10:</b> The commission partnership should learn from Birmingham Youth Offending Service and consider a roll out of its family-empowerment approach as a template for working with families, with needs to be linked to the criminal justice system, youth violence and criminality.
	<b>Recommendation 13:</b> The commissions should prioritise supporting community-led organisations that support children, young people and young adults identified as at-risk of gang or violence related behaviours and activities. Early interventions have a greater chance of success and should be available to anyone in need.
	<b>Recommendation 14:</b> The Commission will review approaches to school exclusions, aiming to develop services and support for excluded pupils and their families.

6. A blueprint for diversion will build on the recommendations set out above, support WMP's strategic priorities and support wider priorities within the Police and Crime Plan.
7. A well designed analytical and academically robust evaluation approach to all diversion schemes will be at the heart of the blueprint. There will be considerable focus on developing toolkits, based on what is working, to ensure evaluation is designed to deliver continual improvement.
8. An in-depth blueprint will be presented in autumn 2019 for consultation with partners, including the police, public health and local authorities.

## **WMP Update**

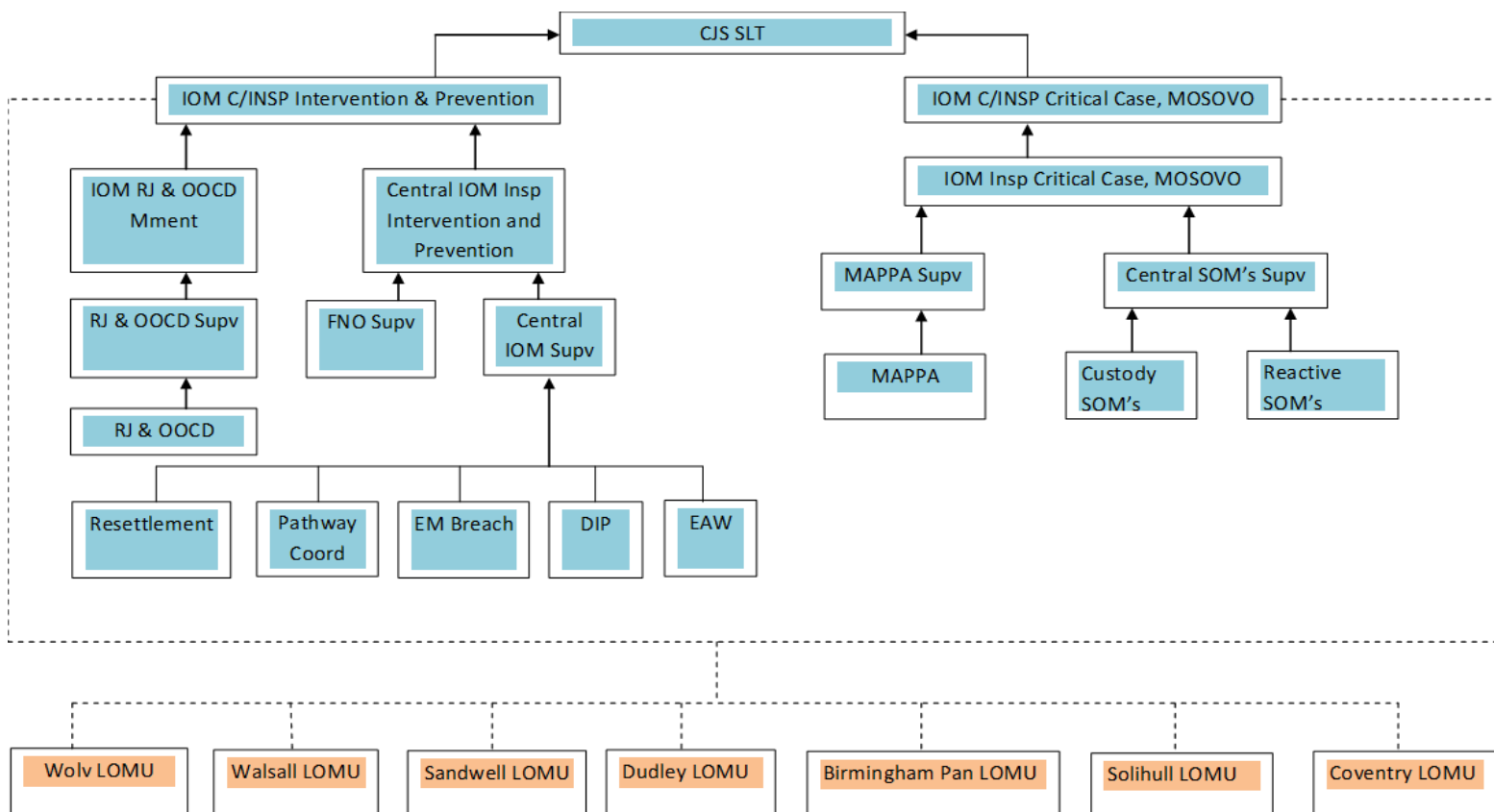
### **Strategy and approach of IOM**

9. Integrated Offender Management (IOM) provides an overarching framework that brings a cross agency response to crime and reoffending threats faced by communities. The multi- agency approach prioritises interventions with offenders causing harm by reducing reoffending in the community.
10. The key principles for IOM are:
  - All partners manage offenders together, a local response to local problems
  - All offenders can potentially be included
  - Offenders face up to their responsibility and consequences
  - Best use is made of existing programs and governance arrangements to achieve long term prevention of crime.

### **Structure of IOM and operational responsibility**

11. IOM is delivered across the seven Local Offender Management Units (LOMU), under the leadership of the Neighbourhood Policing Units (NPU), with an establishment of 314 officers and staff, of which 62 are dedicated sex offender management posts. LOMU are supported by a Central IOM team.

## Structure of IOM and operational responsibility



12. The LOMUs are led by an Inspector and consist of a range of Sergeants, Constables and Police Staff posts. They are responsible for working with offenders using a balanced '**Control-Change**' approach, identifying a range of preventative activity detailed within case management plans and providing access to nine pathways to reduce reoffending.
13. The Central IOM Team deliver operational responsibility for processing of 'Breach'; the Drug Intervention Program (DIP); Multi-Agency Public Protection Arrangements (MAPPA) coordination and providing quality assurance and effective practice across the force. A breach would involve the offender failing to comply with the conditions or orders placed upon them by the police and/or the courts. On each occasion the breach would lead to the offender being re-arrested and placed before the courts. The Central IOM Team coordinate force inspections, deal with organisational reviews and learning, and act as a point of contact for NPU commanders to understand the effectiveness of delivery in their areas. The Central IOM Team take responsibility for continuous professional development of all staff within the LOMU / IOM force structure.

### Approach to the management of the offender cohorts managed by IOM

14. Each LOMU deals with four offender-types:
  - Core Offenders (Prolific & Priority Offenders, High Crime Causing Users who are low level offenders that offend due to class A dependency)
  - Vulnerable Offenders (Youth, Women, Children, Homeless)

- Risk Offenders (Violent MAPPA, Organised Crime Groups, Domestic Abuse (DA), Child Sexual Exploitation (CSE))
  - Sex Offender Management (Registered Sex Offenders, Sexual MAPPA)
15. Core Offenders, are adults (18+) who commit medium to high risk acquisitive crime. These include, prolific and priority offenders, high crime causing users and offenders determined from professional dialogue based on the force scoring matrix tool (to be replaced in due course by Data Driven Insights and the CONNECT system).
16. Young offenders are selected in the Deter Young Offenders cohort. Each LOMU has a Youth Crime Officer (YCO), based with their partner statutory Youth Offending Team. The YCO supports all out of court disposals and youth cautions. There are currently no separate female offender cohorts, however, there are females within the different cohorts identified. There are no homeless or children only cohorts. These are not statutory cohorts although the Central IOM are considering the value of such cohorts as part of its on-going review into offender management good practice and guidance.
17. Risk offenders for violent or sexual offences are subject to level 2 or 3 Multi Agency Public Protection Arrangements (MAPPA), managed via multi agency panels (level 2 meet every 10 weeks, level 3 every 6 weeks). WMP chair the sex offender panels. All agencies record information on the ViSOR system which is accessible by police, probation and prison; information is shared via ViSOR.
18. WMP currently oversees 6,501 offenders within the IOM scheme. The assessed risks for the force wide cohort are:
- High – 614
  - Medium – 1,164
  - Low – 4,723
19. The overall cohort is comprised of offenders who present risks in the below classifications of offending.

<b>Cohort Classification</b>	<b>Mar 2019</b>
Burglary	4047
Robbery	4107
Vehicle Crime	4539
Most Serious Violence	5690
Organised Crime Gang	382
Urban Street Gang	320
Prolific and priority Offender	380
Deter Young Offender	78
High Crime Causing User	14
Multi-Agency Public Protection Arrangements	296

WMP currently oversees 6501 offenders within the IOM scheme however the above table shows figures much higher than this as a single offender can sit within multiple cohort classification categories.

20. DRIVE is a perpetrator programme for high level DA offenders. It is now in place on Birmingham and Sandwell NPU's with a dedicated DRIVE ODOC (One Day One Conversation) meeting and specific risk assessments. This is for high risk offenders only.
21. Working alongside this is some serial perpetrator identification work. The product is still being adjusted to ensure that it meets the needs of DA OM. The data will be produced monthly and cover the previous three months, and will include:
  - serial perpetrators
  - repeat offenders
  - repeat victims
  - stalking and harassment (non DA offenders)
22. This data will provide DA OM's an accurate list of offenders who pose the greatest threat, but may not necessarily be subject to Multi-Agency Risk Assessment Conferences (MARAC). The DA policy is in the process of being rewritten to take into account the new process for selection of which offenders to manage.
23. The Spousal Assault Risk Assessment (SARA) and Stalking Assessment and Management (SAM) pilot has commenced. The administration of the SARAv3 involves the assessor to rate the presence of each risk factor both in the past (prior to last 12 months) and recent (within 12 months of assessment). Factors are then rated in terms of their relevance to risk management planning. These ratings are used to produce summary judgements on the case prioritisation, risk of serious physical harm, imminence of violence and other indicated risks. In addition to the judgement on risk factors, assessors formulate risk scenarios based upon the evidence present and recommend management plans around the supervision or surveillance of the individual, treatment needs and victim safety.
24. The format of the SAM is largely similar to that of the SARAv3 in that assessors rate for the presence and relevance of the identified risk factors. Summary judgements are produced for case prioritisation, risk of continued stalking, risk of serious physical harm, reasonableness of victims' fears and whether immediate action is required. The cohort selected are those that appear on both the MARAC and serial perpetrator list. An evaluation is being undertaken by the Institute of Crime, Justice and Policing and will be finalised in March 2020.

### **Performance of IOM**

25. IOM cohort performance comparison examines the performance of IOM units based on offending rates and cost of crime figures six months before adoption to the cohort, during cohort and then three months post cohort for each NPU. All NPU's show a reduction in cohort offending post adoption.

Cohort	Offenders	Before		During		After	
		Total Cost of Crime	Total Number of Offences	Total Cost of Crime	Total Number of Offences	Total Cost of Crime	Total Number of Offences
WS IOM	910	£20,091,559	3947	£23,997,882	6846	£1,707,061	332
WV IOM	1106	£24,850,465	4210	£27,316,849	6934	£1,479,626	253
SW IOM	801	£12,132,059	2702	£31,287,899	7342	£872,661	159
DY IOM	613	£9,907,910	2134	£19,236,078	5519	£487,317	144
SH IOM	363	£5,398,722	1122	£7,305,034	1850	£417,051	90
CV IOM	364	£3,696,258	1027	£15,249,277	3912	£24,264	14
BE IOM	850	£13,674,025	2893	£28,882,247	7075	£773,600	230
BW IOM	338	£3,804,158	955	£9,282,859	2607	£66,199	30
BN IOM	146	£1,423,112	363	£3,093,663	957	£148,924	33
BS IOM	219	£2,273,993	634	£3,154,256	979	£507,952	154

### Developing learning and evidence on best practice

26. There is a variation in approach and cohort size across the LOMUs. Central IOM has commenced a peer review of each LOMU to identify good practice to share, create consistency and an evidence based approach.

### Current and future challenges to successful implementation and delivery of IOM

27. Data Driven Insights (DDI) and CONNECT programs are being developed to provide better recording and performance management. The Data Analytics Lab, is developing a new mechanism to better identify those offenders who will benefit from offender management. It will enable more consistency and ensure that those selected for management meet the force strategic priorities. The methodology of selection will change under DDI which will use vulnerability as a factor, and may mean that the cohorts required to be managed under IOM grow. The case management plans currently on the existing systems will need to be manually transferred to the new Connect system. All Data Lab Analytics programmes will be presented to the PCC's Ethics Committee for ethical oversight and scrutiny before adoption.
28. A directive agreed between the National Probation Service (NPS) and the National Police Chiefs Council in 2017 will see VISOR records created for all MAPPA 1 violent offenders in the community. NPS are training staff so it is expected this work will commence in the summer of 2019 and will require Offender Managers to partner each record. There are currently 15000 violence offenders which is a significant resource requirement.

29. The cessation of the Community Rehabilitation Company contracts and transfer to the National Probation Service will be challenging for services jointly delivered and for relationships within the partnerships.

## **Diversions**

30. There is a clear narrative that supports a focus on diversionary activity.

- *Early intervention to prevent reoffending* – Conditional Out of Court Disposals (OOCs) provide rehabilitative opportunities for offenders to turn their life around at the earliest opportunity, reducing both reoffending and escalation in offending.
- *Victim Satisfaction* – Conditional OOCs allow victims to be involved in decision making and condition setting. They provide an alternative to traditional Criminal Justice System routes for victims who do not wish for a formal court process.
- *Addressing complex issues* - Offenders who have mental health, alcohol or other substance misuse problems can be referred into appropriate treatment as part of the OOC. This has additional benefits for other public sector bodies including health and social care.
- *Quick and effective resolution* – Conditional OOCs can offer a timely conclusion to an incident providing rehabilitation for offenders and reparation for victims.
- *Front end decision-making and reduced costs in process* - In 2016, 60% of adult offenders convicted of a summary or either-way non-motoring offence received a fine and a further 8% received a discharge or bind-over. Conditional OOCs can provide rehabilitative opportunities without the cost of court time. Data is from 2016 as this was the year in which conditional cautions were introduced in West Midlands Police. These figures relate to the target offenders for conditional cautions.
- *Management of demand* – Allows lower level offending to be dealt with efficiently and effectively while providing rehabilitative and reparative opportunities, allowing detectives to focus on serious and complex crime.

31. The 2017 NPCC National Strategy adopted a 2-tier approach: In both cases there is a pre-condition that the offender admits the offence and agrees to the conditions imposed.

- *Community Resolutions* – for first / second time offenders committing mostly low level summary only offences (others in exceptional circumstances require Inspector's authority)
- *Conditional Cautions* – For Summary only and either way offences which would not be expected to receive a custodial sentence or higher level community order at court and where an intervention is available that could reduce offending behaviour.



## **Diverting people from traditional criminal justice routes**

32. WMP is working towards the new NPCC Out of Court Disposal Strategy; the Force is endeavouring to use Rehabilitative Conditional Cautions and Community Resolutions wherever appropriate, Penalty Notices for Disorder have been withdrawn and Simple Cautions are used only when no other alternative is available.
33. Force CID has created an Intervention and Prevention Team (IPT) and the Public Protection Unit has now also restructured to create an Early Resolution Team (ERT). The role of IPT is defined as '*to work in partnership to identify vulnerable individuals entering criminality. To prevent re-offending and escalation of criminal behaviour through intervention.*' The role of the ERT is to identify and deal with first time DA offenders who are suitable for an out of court disposal and early intervention.
34. WMP has been piloting and evaluating several commissioned intervention courses for violent behaviour (including DA), against the criteria of effectiveness at reducing reoffending and cost: benefit, since 2017. This process is managed by the Neighbourhood Justice Team in Criminal Justice Services. The courses are based on the principles of Cognitive Behavioural Therapies (CBT), motivational interviewing and/or Restorative Practice and are proving successful; they are now gradually being expanded into other areas of vulnerability including low level sexual assaults and, potentially, Hate Crime, though the latter is awaiting dispensation from the Director of Public Prosecutions to proceed.

## **Diversion budget**

35. The following budget has been allocated for diversion:
  - £50K Alcohol Related Violence (Police Innovation Fund 2018/19, Active Citizens 2019/20).
  - £80K CARA (Police Innovation Fund).
  - £100K Hate Crime budget allocated from Active Citizens Fund (2 year project).

## **Diversion pathways for different groups.**

36. Interventions exist to cover each of the offender management pathways:
  - Alcohol – for both dependant and binge drinkers –various specialist providers including the Drug Intervention Programme (DIP) and the Alcohol Related Violence Course
  - Drugs – including Class A, Cannabis and NPS – various specialist providers including DIP
  - Education, Training and Employment – various colleges and training providers

- Finance / Debt – various third sector organisations including Citizens Advice and Local Authorities
- Health / Mental Health – Liaison and Diversion and third sector organisations e.g. MIND
- Accommodation – various 3<sup>rd</sup> sector support organisations
- Domestic Abuse / Family / Children – Local Authority Social Care and third sector, CARA
- Attitudes / Beliefs – Victim Awareness Course, Inappropriate sexual behaviour course and various third sector support organisations

37. Offenders can receive more than one referral as part of a Conditional Caution, although this is balanced against providing too many conditions. Offenders who suffer from multiple needs including mental health problems may be eligible for assistance from 'No Wrong Door', a peer mentor service to assist those with multiple needs.

### **Diversion Performance**

38. Table A shows a comparison between the Out of Court Disposals issued in 2017/18 and 2018/19.

**Table A**

	<b>2017/18</b>	<b>2018/19</b>
<b>Total O OCD</b>	7,764	6,387
<b>Adult Cautions (inc Conditional)</b>	3269	2399
<b>Adult Community Resolution</b>	3126	2818
<b>Youth Caution</b>	610	329
<b>Youth Community Resolution</b>	1255	841

39. These figures show that the number of Out of Court Disposals has fallen across all categories by over 20%. Analysis indicates this is due to force resources being prioritised against areas of higher threat, risk and harm with fewer staff available to deal with the offending suitable for Out of Court Disposal.

40. Although referrals have dropped, the temporary alignment of PIPT officers; who have detailed knowledge and experience of the process, into the mainstream CID function is seen as an effective way to familiarise other officers in the referral process. In due course, referral numbers are anticipated to increase.

41. Evaluation of the reoffending by 200 PIPT referrals (Crime not including DA) from July 2017 (See Table B) shows that diversion is most successful for low level alcohol related and violent offenders, reducing reoffending on average, by 40% and 54% respectively by those who receive a diversion, compared with the base sample (some cases will have been ineligible for diversion because the offender did not admit the offence).

42. Table B shows a comparison of reoffending rates with and without PIPT referred intervention.

**Table B**

	<b>Violence</b>	<b>Alcohol Related</b>	<b>Acquisitive Crime</b>	<b>Drug Related</b>
<b>Sample size</b>	<b>80</b>	<b>18</b>	<b>71</b>	<b>13</b>
<b>% who reoffend</b>	<b>23.8%</b>	<b>33%</b>	<b>59%</b>	<b>53%</b>
<b>Number receiving intervention</b>	<b>28</b>	<b>10</b>	<b>26</b>	<b>6</b>
<b>% of those receiving intervention who reoffend</b>	<b>11%</b>	<b>20%</b>	<b>50%</b>	<b>67%</b>
<b>Subsequent offences committed</b>	<b>3</b>	<b>3</b>	<b>63</b>	<b>9</b>

43. Interventions in the acquisitive crime category showed less positive effect. Drug related reoffending appeared to rise in the diverted group, although it should be noted that due to restrictions on the health sector sharing information, it is not possible to determine whether offenders actually complied with drug treatment referrals.

44. The greater success rate for violent crime is arguably because WMP has commissioned tailored interventions for offences in this category whereas for acquisitive crime, offenders are more likely to be referred into generic interventions such as the Victim Awareness Course, substance misuse or debt counselling. The results do, however, mirror the Turning Point Project results which showed a 36% reduction in reoffending for violent crime but little change in the acquisitive crime cohort. No specific interventions were commissioned for Turning Point. This corroboration suggests that violent crime offenders respond more effectively to the motivational interviewing / CBT type course. More evaluation will be provided on the individual courses further in this report.

45. Table C shows referrals onto the bespoke courses used by WMP and the completion rate for each. All of these courses are based on motivational interviewing or CBT.

**Table C**

<b>Course</b>	<b>Number referred</b>	<b>Since</b>	<b>Successful completion</b>
Alcohol Related Violence	681	Jan 2017	62%
CARA (DA)	401	July 2017	70%

Alcohol Related DA (no longer funded)	229	July 2017	46% for Community Resolutions
Consider (low level sexual offences)	36	April 2018	90%
Victim Awareness Course (VAC – generic low level offending)	293	2018/19	72%

46. These courses have all been commissioned to address particular offending categories and performance data is collected in-house for all except the VAC, which was previously evaluated by Portsmouth University. Other, more generic pathways e.g. Alcohol / drug treatment for dependent users, debt or bereavement counselling are also used but no data is collected for them.

### Effectiveness of the schemes in reducing reoffending

47. Reliable data is only available for three of the above courses, Alcohol Related Violence, CARA and Alcohol Related DA.

- The sample size for the Consider Course is still too small for evaluation.
- The Victim Awareness Course was externally evaluated with positive results but no control group to compare against.
- New Chance is under evaluation by Birmingham University.

### Alcohol Related Violence Course

48. This course is used for those committing violent offences against people or property whilst drunk; primarily during the night-time economy. They are more likely to be binge drinkers than dependent drinkers so mainstream substance misuse services do not cater for them. This course requires offenders to reflect on both the health and social consequences of their actions.

49. Table D shows the reoffending by those who completed the course at least 12 months previously.

**Table D**

	Control	Complete Course	Breach Conditional Caution	All Suitable Referrals (Completers and Breach)
Sample size	318	164	87	251
% who reoffend	39.0%	9.1%	46.0%	21.9%
% committing further violent crime	34.0%	6.1%	41.4%	18.3
% committing further alcohol	12.6%	1.80%	10.3%	21.9%

related crime				
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50. The size of the control group is fixed, whilst the treatment group will increase monthly until it reaches the same level. Reoffending is therefore expressed in percentage terms.

51. The table shows:

- A reduction in reoffending of 77% between the control group and course completers.
- The number of offenders who went on to commit violent crime dropped from 34% to 6.1%
- The number of offenders who committed an alcohol related crime dropped from 12.6% to 1.8%
- Reoffending by those who breached the Conditional Caution was higher than the control group, however once the complete and breach group results are averaged out, together they show a net reduction in reoffending of 46% when compared to the control group.

52. Table E shows the first evaluation of this course 2 years post referral.

**Table E**

	<b>Control</b>	<b>Complete Course</b>	<b>Breach Conditional Caution</b>	<b>All Suitable Referrals (Completers and Breach)</b>
Sample size	315	48	23	71
% who reoffend	49%	21%	48%	30%
% committing further violent crime	44%	15%	48%	25%
% committing further alcohol related crime	15%	15%	26.0%	18%

53. Although the sample size for the treatment group is still relatively small, early results show that, although by the 2-year point, the gap between treatment and control group is starting to narrow, there is still a reduction in reoffending of 57%.

54. By this point, those who breached the Conditional Caution had a similar risk of reoffending to the Control Group, but taken together, the Complete and Breach group were still 41% less likely to reoffend than the Control Group.

55. Separating the data on those who Complete and Breach the Conditional Cautions allows us to conduct further evaluation on suitability for Out of Court Disposals and management of those who breach.

56. A cost: benefit exercise conducted on the 12 month data suggests a return on investment of 16:1 for WMP alone, with other savings accruing to the rest of the CJ and Health sectors. The actual savings are likely to be higher as the emerging 2-year data suggests an on-going beneficial effect.

## CARA

57. CARA is a 2 –day early intervention for standard or medium risk intimate partner DA offenders. It is not a perpetrator programme but designed to prevent reoffending or escalation when cases first come to police attention.
58. Table F shows the reoffending data for those who have completed 12 months post referral to the CARA DA intervention. This course is being evaluated as a randomised control trial, the treatment and control groups are therefore almost equal. The data shows that presently only 2% of the treatment cohort has gone on to reoffend, compared with 20% in the Control Group. None of those completing the course have yet committed a subsequent DA offence, although 10 have been involved in *DA non-crime incidents*. Furthermore, the average time lapse between the initial reported offence and any subsequent offence or incident is more than double in the treatment group.
59. Although the numbers are still small, evaluation currently shows that those who breach the Conditional Caution are more likely to reoffend than the Control Group and further analysis is underway to identify the cause of this.
60. Table F shows the reoffending data for those who have completed 12 months post referral to the CARA Domestic Abuse intervention.

**Table F**

	<b>Suitable Control</b>	<b>Completed</b>	<b>Breached</b>
Sample size	49	54	16
Number who reoffend (Total Recorded Crime)	10	1	7
Percentage who reoffend (TRC)	20%	2%	44%
% Commit Recordable DA offence	2%	0%	31%
% involved in further DV non-crime incident	29%	19%	25%
Average survival rate (time before subsequent offence)	102 days	257 days	93 days

## Alcohol Related Domestic Abuse

61. The Alcohol Related DA Course was designed to address the high level of DA triggered by alcohol; the offender may not necessarily be alcohol dependent and there are therefore no mainstream treatment options. The course addressed both the alcohol abuse and the abusive behaviour within the relationship. It was suitable for both intimate partner and wider family relationships, many of those referred were in an (adult) child:

parent relationship or siblings. The original funding has now been exhausted and withdrawal of the course has left a gap in intervention opportunities for wider family cases that cannot be referred to CARA.

62. Table G shows the reoffending data for those who have passed 12 months post referral to the Alcohol Related Domestic Abuse Course. As with the Alcohol Related Violence course, the Control Group size is fixed and the treatment group will increase in numbers as the month's progress.

63. This course suffered from a high breach rate because, when introduced, it was targeted initially at repeat DA *non-crime* via voluntary referrals, very few of which were complied with. Once the selection criteria was expanded to low level criminal offences via Community Resolutions the compliance rate improved, but unfortunately the funding ran out before it could be used for Conditional Cautions where the sanction for non-compliance is far more robust. The initial high breach rate means the numbers in the completer group are still low, however these numbers will increase over the next few months.

64. Table G shows the reoffending data for those who have passed 12 months post referral to the Alcohol Related Domestic Abuse Course.

<b>Table G</b>	<b>Control</b>	<b>Completed</b>	<b>Breached</b>
<b>Sample size</b>	<b>134</b>	<b>20</b>	<b>35</b>
% who reoffend (TRC)	29.9%	10.0%	8.6%
% Commit Recordable DA offence	9.0%	0.0%	2.9%
% involved in further DV non-crime incident	11.9%	10.0%	37.1%

65. The table shows:

- 10% of those who completed the course have committed a further criminal offence, compared with 29.9% in the control group, a reduction of 70%
- None of the completers had committed a further DA offence, compared with 9% of the control, a reduction of 66%
- Notably, unlike the other courses, the breach group have also shown a reduction in recordable reoffending compared with the Control. It is not yet known why this should be the case however it may be due to the fact that initially the process involved increased post-incident engagement with DA *non-crime* victims and offenders.

### **Support for the various offender management cohorts**

66. A needs assessment is completed with each offender and referrals are made to best support their needs.

67. The following pathways are used by the PIPT to assist vulnerable offenders suitable for an OODC:

- Liaison and Diversion teams in the custody blocks - to access services for offenders with Mental Health issues.
- Thrive into Work - a new pathway funded through the NHS for adults 18+ with mental and/or physical health condition who are out of work in the Birmingham West, Dudley, Sandwell and West Bromwich NPUs. Offers one to one support to get individuals back into employment. Will also be taking referrals from GPs. This is an NHS evaluated project.
- Birmingham - Better Pathways - an organisation which takes referrals from people with “severe and enduring mental health conditions.” Eligible offenders need to be under either a community mental health team or on the Serious Mental Illness (SMI) register with their GP. Offers counselling and support back into employment.
  - Birmingham - No Wrong Door - a group of organisations who work together to support people with complex needs including homelessness, mental health, substance misuse and offending. (They include Mind, St Basils CGL, Crisis, Shelter and Midland Heart).

## **Women**

68. See reference to the New Chance programme in the SPCB ‘Reducing Reoffending’ paper.
69. Female offenders in Birmingham and the Black Country are referred onto Anawim or New Chance. This can be either via an Out of Court Disposal or as a voluntary referral following Charge or NFA decisions. New Chance provides assessment of the needs of each participant and a bespoke, holistic support programme.
70. Anawim in Birmingham takes female referrals but also covers families in need.
71. Solihull Integrated Addiction Services support families of addicts as well as individuals, as do KIKIT in Birmingham.
72. All Out of Court Disposal courses, including the DA courses, accept both male and female offenders, most are mixed, however the DA female courses are run separately. A number of the women sent on these DA courses are identified as long-term victims of abuse and referred into appropriate support although they presented as offenders at the time of referral.

## **Young people**

73. Diversion schemes for young people are delivered by the Youth Offending Service (YOS) in each Local Authority area. Officers are encouraged to refer into YOS whenever appropriate for an in depth review of the cause of offending behaviour and where appropriate, a bespoke programme of intervention. Interventions may include, for example; mentoring, Victim Awareness, Consequences, Knife Crime or reparative work.



Officers cannot refer directly into these pathways. The offer and capacity varies between Local Authorities.

### **Challenges to successful implementation of diversion strategy**

74. There are two current challenges to the diversion strategy:

- *Resources*

Diversion of 'early intervention' investigators into areas of greater threat, risk and harm coupled with high demand in both Response Teams and Investigation Departments has resulted in fewer arrests of 'emerging offenders', i.e. those who would be suitable for Out of Court Disposals. This has led to a reduction in referrals to several of the courses and to a drop in Out of Court Disposals overall.

- *Non-English Speakers*

The West Midlands has a diverse population but with the exception of substance misuse courses, offenders who do not speak English are currently difficult to place in rehabilitative interventions – particularly group-based workshops where use of an interpreter would be disruptive.

The numbers of each language per pathway are too small to commission specifically adapted interventions (although WMP did pilot this approach with the CARA Domestic Abuse intervention for 18 months) as minimum numbers are required to run the group based courses.

Until this can be resolved, the Neighbourhood Justice Team have agreed with ESOL providers in each LA area that non-English speakers will be accepted on courses free of charge as part of a Conditional Caution.

### **Challenges relating to the availability, accessibility and sustainability of existing and desired pathways**

75. None of the commissioned courses have mainstream funding; the Alcohol Related DA course has already ended whilst funding provision for both the Alcohol Related Violence Course and the CARA course ends in March 2020.

76. The Victim Awareness and Consider Courses are both 'Pay to Attend' in the style of the Speed Awareness Course, however West Midlands Police does not currently plan to extend this model to other courses as it would create a 2-tier system, dependent on whether an offender could afford to pay. These two courses are both half-day and relatively inexpensive, whereas the other courses are longer and more costly.

77. The Victim Awareness Course is now available in 20 forces which allows offenders to attend in other areas if they live or work away from the West Midlands. To a limited

extent, this is also possible for substance misuse treatment, however many PCCs no longer fund the Drug Intervention Programme.

78. Experience over the past 2 years has shown that offenders will choose to travel considerable distances from elsewhere in the country (having been arrested originally in the West Midlands area) to attend the diversion courses if the alternative is a charge to court. To facilitate this, Cranstoun, who deliver the Alcohol Related Violence Course, now offer a choice of attending on 2 weeknights or one full-day Saturday. CARA is also run on Saturdays which appears more accessible than weeknights.
79. All of the courses, with the exception of Consider which has low referral numbers, are run at various locations around the force to make them easily accessible. Venues are chosen with disabled access in mind.
80. More forces are now moving to the 2-tier model of OOCs and the use of rehabilitative interventions. It is anticipated that in the future, a system of cross-referral will be possible, however this is only likely if diversion starts to receive mainstream funding.

#### **Developments in Diversion / Opportunities for future diversion schemes**

81. As WMP has gained experience in the use and evaluation of rehabilitative interventions, it has become apparent that this type of diversion benefits both offenders and vulnerable victims who are often reluctant to support court proceedings; Out of Court Disposals offer an effective alternative in less serious cases and the Force is now looking to expand the approach into other areas.
82. WMP has been using CARA as a referral for low level offenders who would never have received more than a Police Caution, since 2017. *Conditional Cautions*, which allow cases to be diverted from court into intervention programmes, have not previously been permitted for DA cases, under guidelines issued by the Director of Public Prosecutions (DPP). Since December 2018, WMP has become part of a 7-Force pilot testing the use of Conditional Cautions for DA, thus allowing first-time offenders who would be likely to receive only a fine at court, to be diverted into CARA. The wishes of the victim are paramount and many prefer the use of an Out of Court Disposal to prosecution. This extended pilot will inform a future decision to be made by the DPP regarding national dispensation to use Conditional Cautions for DA.
83. WMP is also one of three Forces negotiating with the DPP to run a similar pilot for Hate Crime. Consistently, around 33% of Hate Crime offences with an identified suspect remain undetected because victims are unwilling to support a prosecution. Consultation in all three forces suggests that victims would prefer the use of Conditional Cautions and an educational / restorative approach towards the offender.
84. The potential use of Out of Court Disposals to divert young offenders (16 – 24 year olds) caught in possession of a weapon as a first offence, into an early intervention is under consideration. The aim is to reduce the number of young people being criminalised for this type of offence and to break the ever expanding circle of youngsters who feel obliged to carry knives to protect themselves.

85. WMP has previously piloted an Anger Management Course for violent offences. This proved too high level for mainstream use, but did demonstrate a demand for a lower level intervention based more on stress and anxiety. Various third sector providers offer this type of course free of charge, however, offenders referred as a result of even low-level violent crime were found to be too aggressive for the general group setting. It would therefore be necessary to commission an intervention run by an organisation experienced at dealing with offenders.

86. The PIPT team are best placed to identify an individual's support needs and triage them to the most appropriate pathway to help tackle the triggering factor of their offending. Their wider integration into the CID department due to demand, is likely to be of benefit in the longer term through the sharing of their expertise and experience and upskilling their colleagues.

### Out of Court Disposal Scrutiny panel work

87. Over the past 12 months, the Out of Court Disposal Scrutiny Panels have dip sampled four crime categories to assess how appropriately they feel WMP use OOCs, in more serious cases:

Month	Offence Category	% Appropriate use of OOCs	Action taken
May 2018	Hate Crime	86%	Advice circulated re: <ul style="list-style-type: none"> <li>• Positive prosecution policy for Hate Crime</li> <li>• Inspector's authority required for Community Resolutions</li> <li>• Need to refer youth cases to the Youth Offending Service</li> </ul>
October 2018	Sexual Offences	89%	<ul style="list-style-type: none"> <li>• Action for Youth Crime Officers to market their services to the Sexual Offences Investigation Teams</li> </ul>
January 2019	Serious Assaults	85%	<ul style="list-style-type: none"> <li>• Advice circulated re the need to record victim's views and rationale for disposal decision.</li> <li>• Solihull YOS offered to deliver training to investigation officers on the offer from the Youth Offending Service.</li> </ul>
June 2019	Weapons Offences	72%	<ul style="list-style-type: none"> <li>• Birmingham Airport Policing Unit to review policies for weapons seized by security and bring into line with national guidance</li> <li>• Recirculation of guidance re young people found in possession of weapons.</li> </ul>

88. Results and Outcomes are now uploaded onto the OPCC website.

89. The Custody department benefits from regular public scrutiny, by virtue of the Independent Custody Visitor Scheme, overseen by the OPCC. Independent Custody Visitors (ICVs) pay regular unannounced visits to all of our custody suites and submit a detailed report to the OPCC as to their findings. These reports have particular emphasis on detainee safety and staff welfare. Any serious or critical issues are dealt with real-time by the duty inspector, with reports also submitted to aid departmental learning.
90. In addition to the above, Custody also operates an Independent Advisory Group, comprising ICVs, CPS and defence solicitors. Whilst this group is in its early stages, it serves as a scrutiny panel for Use of Force.

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