

ORIGINATOR: T/ACC SKEVINGTON

DECISION NUMBER: 25-2015

REASON FOR SUBMISSION: FOR DECISION

SUBMITTED TO: POLICE AND CRIME COMMISSIONER

SUBJECT: CREATION OF A JOINT INTEGRATED OFFENDER MANAGEMENT FUNCTION

SUMMARY:

The Collaboration Panel meeting on 9 December 2013 considered and agreed the Business Case to establish a Joint Integrated Offender Management function for Norfolk and Suffolk. This report seeks approval for the collaboration in respect of the Integrated Offender Management functions for Norfolk and Suffolk.

RECOMMENDATION:

The PCC approves the collaboration in the terms set out in the paper and authorises the Chief Executive to execute the required collaboration agreement on his behalf.

APPROVAL BY: PCC

The recommendation set out is agreed.

Signature

Date 26 March 2015

C L JACKSON
CHIEF EXECUTIVE
for and on behalf of the PCC

1. BACKGROUND

- 1.1 In 2010, the Government sought to improve the way that agencies from criminal justice, government departments and partners from the private and third sector work together in tackling re-offending. This resulted in Norfolk and Suffolk establishing multi-agency integrated offender management (IOM) schemes.
- 1.2 Integrated offender management is an approach whereby local partners, including Probation and Police, work together to manage those offenders that are the most prolific. Local integrated offender management approaches differ from area to area, as do the Norfolk and Suffolk schemes, but commonly involve local partners working together.
- 1.3 Put simply, those people who commit disproportionate amounts of crime are given opportunities to receive multi-agency, targeted services known as 'pathways from re-offending,' to help them reduce their offending behaviour. These individuals include those designated as prolific and other priority offenders (PPOs).
- 1.4 The primary partners of the schemes are the Police and the Norfolk and Suffolk Probation Trust (NSPT) supported in governance and service delivery by other partners.
- 1.5 The Norfolk 180° IOM performance framework indicates that there is, on average, almost a 58% reduction in reoffending amongst the people it manages, resulting in benefits to communities and savings to criminal justice and other agencies.
- 1.6 A multi-agency IOM Review Governance Board commissioned a review of all aspects of each scheme, which concluded that a single scheme for Norfolk and Suffolk would be more effective and efficient as it would increase resources to manage the scheme, and streamline the management, reporting lines and governance arrangements.
- 1.7 The two schemes have developed in different ways. As a result, funding arrangements, staffing profiles and other aspects of the schemes are quite different, the Norfolk scheme being primarily police-led with a significant police presence, the Suffolk scheme, probation-led with a less significant police presence.
- 1.8 Suffolk Constabulary has expressed its intention to gain the benefits of a greater reduction in re-offending by further investment in IOM and has already budgeted for an additional three constables.
- 1.9 The NSPT and Norfolk Constabulary are co-located and work closely together on IOM. The NSPT and Suffolk Constabulary similarly work together on IOM but are

not co-located. The NSPT and the Constabularies are not contractually bound to deliver integrated offender management.

- 1.10 The Review Governance Board concluded that a single scheme would be more effective and efficient. The next steps were agreed which included briefing stakeholders and the Police and NSPT, progressing the proposal through their own organisations and the Norfolk and Suffolk Police and Crime Commissioners (PCCs).

2. CREATION OF A SINGLE INTEGRATED OFFENDER MANAGEMENT SCHEME FOR NORFOLK & SUFFOLK

- 2.1 A business case for a single Norfolk and Suffolk 180° IOM Scheme was presented to the Collaboration Panel in December 2013. The business case was supported by the Norfolk and Suffolk PCCs at that meeting, and it was agreed that a draft collaboration agreement be prepared to cover structures, timings, location and governance before consideration and formal approval by the PCCs.
- 2.2 The business case described a single Norfolk and Suffolk 180° IOM Scheme, governed by an IOM Management Board reporting to the Norfolk and Suffolk Criminal Justice Board. The organisational chart displaying the new structure of the single Norfolk and Suffolk Police/NSPT 180° IOM Scheme is shown in Appendix 1.
- 2.3 The police element of the Scheme includes an increase in police officers, predominantly in Suffolk, to be co-located with probation staff at four bases across Norfolk and Suffolk, led by the experienced IOM Detective Inspector working with a team of two Senior Probation Officers.
- 2.4 The Police/NSPT Management Team will consist of two senior probation officers and a single (police inspector) lead. It has been agreed, in principle, with NSPT, that the police inspector will take the lead in the management team. The joint Inspector lead will report to the NSPT Director of Offender Management regarding operational matters.
- 2.5 Given the significant overlaps with performance through managing volume offenders and links with partnership agencies, the proposed single scheme would report to the two County Policing Commands (CPCs). The (Inspector) Scheme lead would report, in Norfolk to the DCI, Vulnerability and Partnerships Command and in Suffolk to the DCI Operations Command.
- 2.6 Routine line-management responsibility for the Scheme lead will remain with the employing organisation. All other policing resources will report to the Scheme lead who will liaise with the employing Constabulary, when necessary.

3. CO-LOCATION OF THE IOM TEAM

- 3.1 The business case recommended the co-location of police and probation IOM staff. However, due to the ICT Department's priorities, the Estates Strategy and future NSPT/CRC change, initial decisions regarding accommodation were initially made in principle only.
- 3.2 The locations of the joint teams are Ipswich, Norwich, Bury St Edmunds and Lowestoft/Yarmouth. The geography of the west of the two Counties means that existing police 'satellite' accommodation at Kings Lynn Police Station would still be utilised for appointments with offenders.
- 3.3 The single scheme should consist of a police staffing ratio of one detective inspector, four sergeants and 16 constables, to manage a cohort expected to increase as a result of 'Transforming Rehabilitation' to around 300.
- 3.4 This equates to an increase in Suffolk Constabulary resources of two sergeants and two constables and an increase in Norfolk of one sergeant. These figures are based on the current ratio of approximately 15 offenders to each officer (sergeant and constable) and professional judgement. It builds in the potential for the cohort to rise or fall by 10 either way.
- 3.5 A sergeant will be based at each of the four bases across the two counties, supervising the 16 constables, four at Ipswich, four at Norwich, four at an office covering Lowestoft and Great Yarmouth and four at Bury St Edmunds covering the West. The ratio of sergeants to constables is higher than is usual but thought justifiable in these circumstances due to:
- the geography of the two counties;
 - the need for resilience across the Scheme;
 - the aspiration for an increased cohort;
 - The need for supervision at each base.

4. IOM GOVERNANCE

- 4.1 The complex multi-agency governance of two steering groups will be streamlined into one, creating efficiencies for all partners throughout Norfolk & Suffolk, including Police and Probation Scheme Governance Arrangements.
- 4.2 The governance arrangements for this police collaboration are dealt with by the agreed Norfolk and Suffolk Collaboration Programme Governance.

- 4.3 The governance for the multi-agency nature of this IOM collaboration is, at present, the existing multi-agency IOM Review Board acting on behalf of the Norfolk and Suffolk IOM Steering Groups. At present, the Norfolk and Suffolk Steering Groups report to the Norfolk Community Safety Partnership and the Safer Suffolk Partnership Board.
- 4.4 In future, on implementation of a joint scheme, it is proposed that it will be governed by a single management board.
- 4.5 The management board will be made up of representatives of statutory bodies, including the Police and NSPT. The third sector 'pathway' providers will be represented by the proposed pathways manager role (Appendix 2).
- 4.6 The 'ownership' and reporting line of the management board is under review by representatives from partner agencies. It has been proposed that the Norfolk and Suffolk Criminal Justice Board (CJB) is the body best placed to oversee the management board.
- 4.7 Governance of the police element of a joint IOM scheme would be achieved through each constabulary's local policing command as detailed above.

5. JOINT IOM SCHEME COSTS

- 5.1 This section provides a detailed overview of the main costs and benefits associated with the proposal, although the main benefits associated with this business case are operational effectiveness and efficiency.
- 5.2 Pay and non-pay costs detailed below will be met from the Constabularies.
- 5.3 The cost share of the Police element of a single scheme will be based on the net revenue expenditure i.e. Norfolk 56.5% and Suffolk 43.5%.
- 5.4 Table 1 below summarises the financial impacts of this proposal on each Force. For Norfolk there is an increase in pay costs of £171k above the current baseline. The increase to Suffolk is £238k giving an overall increase of £409k. This is the 'worst case scenario' as it includes the cost of employing a Pathways Manager at an estimated M1 grade.
- 5.5 Table 1 also includes the cost of employing two administrative/support posts at Scale 4. Currently (2013/14) the Police administrative support in Norfolk (1.6 FTE) is funded by the PCC. In addition, the NSPT intend to fund two administrative / support posts.
- 5.6 In the financial year 2013/14 the Norfolk PCC allocated £110k to the IOM Scheme.

Table 1**Summary of Current Police IOM Pay Costs 2013/14**

| Pay and Allowances | Suffolk | Norfolk | Total |
|--------------------|-----------------------------|------------------------------|------------------------------|
| Police Officers | £274k <i>6 FTE posts</i> | £494k <i>10 FTE posts</i> | £768k <i>16 FTE posts</i> |

Summary of Proposed Joint Police IOM Costs 2014/15

| Pay and Allowances | Suffolk 43.5% | Norfolk 56.5% | Total |
|---|---------------|---------------|--------|
| IOM Police Officers and Staff <i>21 FTE Police Officer Posts (1 insp, 4 sgts, 16 PCs) 1 FTE Pathways Manager 2 FTE Admin/Support</i> | £512k | £665k | £1.17m |

Proposed Increase in Police IOM Pay Costs

| Pay and Allowances | Suffolk | Norfolk | Total |
|--------------------|---------|---------|-------|
| Increase | £238k | £171k | £409k |

- 5.7 It is expected that some financial support will be required during the transition to a 180° Norfolk and Suffolk IOM police collaboration and further co-location and parallel working with the NSPT and other partners. For example, costs will need to be met to establish the co-location of police officers with probation at the Suffolk bases.
- 5.8 At this stage, it is not possible to provide accurate accommodation and travel costs, as, while decisions have been made regarding ideal geographical locations, they have not yet been made regarding actual premises, whether police or probation and whether the police network is already in place.
- 5.9 There is likely to be limited additional accommodation costs if officers are co-located at NSPT premises, less if some police premises are used.
- 5.10 Constabulary ICT costs are likely to be limited to the provision of an increased number of desktop computers if accommodation is agreed at Constabulary/NSPT premises which already have the police network installed.
- 5.11 Finally, the increase in the number of police officers in Suffolk, their changing role, and the co-location with probation, will result in an increased requirement for transport and accompanying fuel costs of approximately £22k capital and £2.2k revenue.

6. JOINT IOM SCHEME IMPLEMENTATION

- 6.1 Implementation of the multi-agency aspects of this scheme will be overseen by the existing multi-agency IOM Review Governing Board, chaired by the NSPT Chief

Executive. This Review Governing Board represents the existing Norfolk and Suffolk IOM Steering Groups.

- 6.2 Implementation will be the responsibility of an IOM Implementation Board which is effectively, the existing Harmonisation Working Group chaired by ACC Skevington. Membership includes police, probation and the Partnership co-ordinator who will represent the service providers. This group is responsible for identifying risks and issues. It is expected that members will lead smaller groups which will be formed to implement the various work streams e.g. recruitment, accommodation, IT and so on.
- 6.3 The Implementation Board is accountable to JCOT for delivering the project in line with the Norfolk and Suffolk Collaboration Programme Governance arrangements.
- 6.4 A phased approach to implementation will be adopted as follows:
- **Phase 1** – Following JCOT agreement and the PCCs' approval of the proposal - implementation of a joint IOM Police/NSPT senior management team and joint lead.
 - **Phase 2** – Implementation of a 'supervisory' team. Recruitment of sergeants to link with probation officers in taking forward the implementation of the detail of the Proposal.
 - **Phase 3** – Accommodation, IT, transport and associated issues addressed.
 - **Phase 4** - Recruitment of a pathways manager, additional police constables and administrative/support staff.
 - **Phase 5** – Co-location and integration of Norfolk and Suffolk 180° IOM.

7. SECTION 22A COLLABORATION AGREEMENT

- 7.1 The proposed collaboration supports the Norfolk and Suffolk Preferred Police Partnership Collaboration Strategy. The legal structure for policing and the provision of support to other police forces, provided by the Police Act 1996 (as amended, which sets out the circumstances in which collaboration agreements may be made) have been considered and will be included in the Section 22a Agreement to formalise the collaboration.

8. RECOMMENDATION:

- 8.1 The PCC approves the collaboration in the terms set out in the paper and authorises the Chief Executive to execute the required collaboration agreement on his behalf.

9. FINANCIAL IMPLICATIONS:

- 9.1 The finances as shown in the business case agreed by the PCCs in December 2013 were prepared in line with the standard methodology used for the preparation of all business cases.

10. OTHER IMPLICATIONS AND RISKS:

- 10.1 There are no impacts of significance relating to the PCC's Risk Register which require amendment of the Register.

| ORIGINATOR CHECKLIST (MUST BE COMPLETED) | PLEASE STATE 'YES' OR 'NO' |
|---|-----------------------------------|
| Has legal advice been sought on this submission? | Yes |
| Has the PCC's Chief Finance Officer been consulted? | Yes |
| Have equality, diversity and human rights implications been considered including equality analysis, as appropriate? | Yes |
| Have human resource implications been considered? | Yes |
| Is the recommendation consistent with the objectives in the Police and Crime Plan? | Yes |
| Has consultation been undertaken with people or agencies likely to be affected by the recommendation? | Yes |
| Has communications advice been sought on areas of likely media interest and how they might be managed? | No |
| Have all relevant ethical factors been taken into consideration in developing this submission? | Yes |

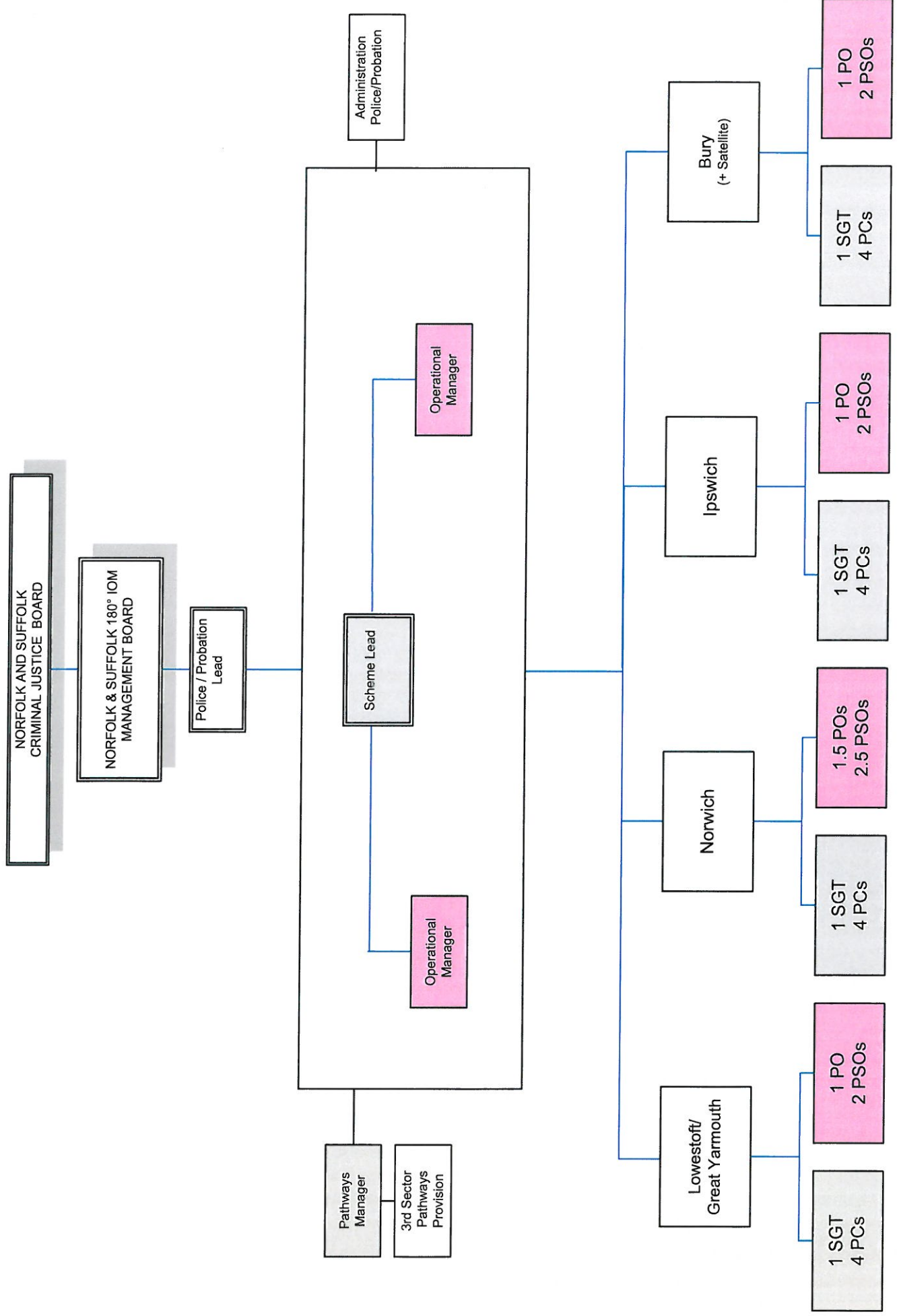
In relation to the above, please ensure that all relevant issues have been highlighted in the 'other implications and risks' section of the submission.

APPROVAL TO SUBMIT TO THE DECISION-MAKER (this approval is required only for submissions to the PCC).

| | |
|---|--------------------|
| <p>Chief Executive</p> <p>I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the (add decision-maker's title e.g. the PCC).</p> | |
| <p>Signature:</p> <p style="text-align: center; font-size: 2em;">N/A</p> | <p>Date</p> |

Proposed Norfolk and Suffolk 180 ° IOM Scheme

Appendix 1



| Current and Proposed Governance | | |
|--|---|---|
| Norfolk IOM Steering Group | Suffolk IOM Steering Group | Suggested Norfolk and Suffolk 180° IOM Management Board Representation |
| Statutory bodies for rehabilitation | Statutory bodies for rehabilitation and others | Statutory bodies |
| Chair Chief Exec NSPT | Chair Director of Offender Management NSPT | Chair Chief Exec NSPT |
| Director of Offender Management/County lead IOM NSPT | | Director of Offender Management NSPT |
| | LCJB | LCJB |
| Police and Crime Commissioner | | Norfolk and Suffolk Police and Crime Commissioners |
| Norfolk Constabulary Rep | Suffolk Constabulary | ACPO Lead for Norfolk and Suffolk |
| IOM Operational Manager | IOM Operational Manager | IOM Scheme Lead |
| Norfolk Community Safety Partnership | Community Safety Manager, Suffolk County Council | Norfolk Community Safety Partnership Safer Suffolk Partnership Board |
| DAAT | Suffolk DAAT (now Public Health, England) | Public Health |
| Prison | Prison | Prison |
| NHS Commissioning Board | | NHS Commissioning Board |
| YOT | YOS | Youth Offending |
| | Pathway providers as advisory members without voting rights and other agencies as required. | Pathways Manager |