

ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP14/73

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
24 OCTOBER 2014**

SUBJECT: 180 JOINT INTEGRATED OFFENDER MANAGEMENT (JIOM)

SUMMARY:

1. This report provides an update in relation to the harmonisation of Norfolk and Suffolk Joint 180 Integrated Offender Management program (JIOM), and identifies key performance, operational and organisational benefits.
2. The report highlights current funding and resource channels, and identifies future funding and resource shortfalls that present a risk in the financial year 2015 /16 and beyond.
3. In addition, the report outlines the impending privatisation of the CRC (Community Rehabilitation Company), formerly Norfolk and Suffolk Probation Trust, and the potential areas of risk for 180 JIOM relating to this privatisation.

RECOMMENDATION:

1. The Accountability and Performance Panel is asked to note the contents of the report, and support the harmonisation of the 180 IOM scheme.

1. BACKGROUND

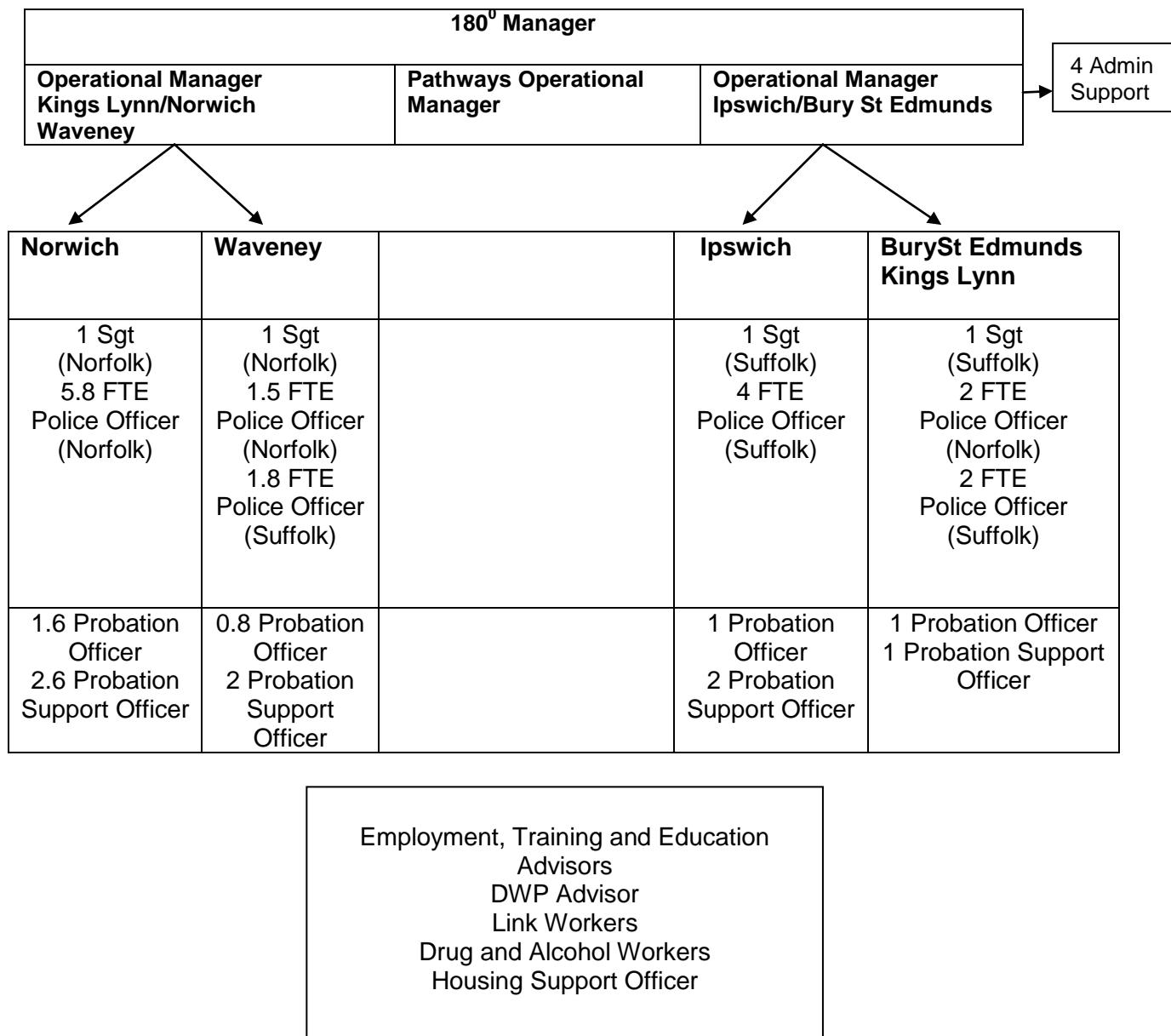
- 1.1 The 180° Suffolk Integrated Offender Management (IOM) Scheme commenced in April 2010. The Scheme was a Probation Service led initiative with limited police and third sector support.
- 1.2 Funding for the scheme came predominantly from the two statutory agencies (police and probation service), with Community Safety Partnership (CSP) funding for projects such as GPS tracking and drug testing.
- 1.3 The cohort of 80 offenders was made up of predominantly Class A drug users and prolific shoplifters. Limited data was available to validate the success or otherwise of the scheme.
- 1.4 Following a review of both Norfolk and Suffolk 180 (IOM) in 2013, and the impending Transforming Rehabilitation Agenda, the decision was made to harmonise the schemes. Transforming Rehabilitation relates to the separation of the Probation Service into the National Probation Service (NPS) managing high risk offenders and a private Community Rehabilitation Company (CRC) managing low to medium risk offenders
- 1.5 A Harmonisation Board was established which included all the main statutory agencies and a business plan was commissioned to support the process to create a Joint IOM.

2. CURRENT POSITION

- 2.1 As of 1st April 2014, 180 (JIOM) was brought together across both counties under the governance of the Local Criminal Justice Board (LCJB) chaired by the Suffolk Chief Constable.
- 2.2 A Governance Board sits below the LCJB, and is made up of statutory agencies which include Norfolk and Suffolk Constabularies, National Probation Service (NPS), Norfolk and Suffolk Community Rehabilitation Company (NSCRC), Health, Prisons, Norfolk & Suffolk OPCC and the Drug and Alcohol Action Team (DAA). This Governance Board is currently chaired by the Chief Executive officer of the Norfolk and Suffolk Community Rehabilitation Company.

2.3 Operationally, one Detective Inspector supported by two Senior Probation Officers and a Pathways Manager, manage the program across both counties. The management structure is shown below:-

Operational Management Structure



2.4 The program operates out of four co-located hubs across both counties:-

- (i) Ipswich,
- (ii) Norwich,
- (iii) Gorleston /Lowestoft,
- (iv) Bury St Edmunds / Kings Lynn.

2.5 There is an agreed Vision and Mission statement as below:-

Vision and Mission Statement

Vision:

To reduce re-offending by those causing the most harm to communities within Norfolk & Suffolk.

Mission:

To ensure, by partnership working and supported business planning, services are commissioned which prioritise structured interventions to reduce the risk of harm to communities.

3. JOINT 180 DEVELOPMENT

- 3.1 Since April 2014 and as a result of the harmonisation work there is now one case management program (E-CINS). This was used in Suffolk before the IOM became joint which assisted in the transition. This is accessible across all agencies working within 180 JIOM offering a far greater cross fertilisation for information. Joint working has enabled both Forces to use one case management system.
- 3.2 The staffing has been built to manage 150 of the county's most priority offenders as identified by Home Office Crime Sect 3 banding (shown below) with consideration for the OPCC's local policing plan, in relation to reducing reoffending. (Female offenders are considered due to vulnerability and association with the male cohort) At present the cohort in Suffolk stands at 103.
- 3.3 Domestic Abuse perpetrators and registered sex offenders are not considered suitable for 180 due to the significant risk this sort of offender based management represents to the victims of this offending.

3.4 For Reference, Priority Crimes Include:

CrimSec3 Banding	Banding	Crime Group
28. Burglary in a dwelling	Burglary Dwelling	Priority
28A. Burglary in a Dwelling	Burglary Dwelling	Priority
28B. Attempted Burglary in a Dwelling	Burglary Dwelling	Priority
28C. Distraction Burglary in a Dwelling	Burglary Dwelling	Priority
28D. Attempt Distraction Burglary in a Dwelling	Burglary Dwelling	Priority
29. Aggravated burglary in a dwelling	Burglary Dwelling	Priority
30. Burglary in a building other than a dwelling	Burglary Non-Dwelling	Priority
30A. Burglary in a Building other than a Dwelling	Burglary Non-Dwelling	Priority
30B. Attempt Burglary in a Building other than a Dwelling	Burglary Non-Dwelling	Priority
31. Aggravated burglary in a building other than a dwelling	Burglary Non-Dwelling	Priority
35. Blackmail	Priority Crime Other	Priority
56A. Arson endangering life	Priority Criminal Damage	Priority
56B. Arson not endangering life	Priority Criminal Damage	Priority
10A. Possession of firearm with intent	Priority Violence	Priority
34A. Robbery of business property	Robbery	Priority
34B. Robbery of personal property	Robbery	Priority
45. Theft from a vehicle	Theft from Motor Vehicle	Priority
37.2. Aggravated vehicle taking	Theft of Motor Vehicle	Priority
48. Theft or unauthorised taking of a motor vehicle	Theft of Motor Vehicle	Priority

4 FINDINGS FROM EXTERNAL ORGANISATIONS REGARDING THE JIOM SCHEME

4.1 Her Majesty's Inspectors of Constabularies and Probation

- The 180 programme is a strong one.
- It benefits from strong leadership and the consistency that has brought to the programme.
- There is very good buy in to the scheme from partners (the inspectors have not seen this in all other places they have visited).
- It reaps the rewards of co-location.
- There is very good engagement with Youth Offending Teams.
- 180 JIOM targets the right offenders.
- Offenders have a good understanding of 180 and why they are on it
- There is a very good balance of “carrot & stick” and the buy in to the scheme from front line police officers means that this operates well in practice, with good co-ordination between 180 and local policing.
- The concept of ‘incentive removal’ when there is concerning police intelligence is a new concept to the inspectors and one that seems to work well.
- The GPS tracking scheme is positively used and well “sold” to offenders. There is evidence from offenders that it impacts on behaviour.

4.2 College of Policing

The National College of Policing recognised 180 JIOM as being the only one they had seen that had allowed professionals within it to maintain their organisational identity.

4.3 Her Majesty's Inspectorate of Constabulary Police Effectiveness, Efficiency and Legitimacy (PEEL) inspection.(not been confirmed in writing at the time this paper was written)

The most recent PEEL review observed:

- “180 is also praised for being well managed with clear and robust arrangements that assist to reduce prolific offending”.
- Greater resourcing provision from the probation service to manage Suffolk's most prolific offenders.
- An increase in public confidence by showing a reduction in reoffending rates across Suffolk by the offenders that cause most harm to the community.
- Greater economies of scale thus reducing costs, generating buy in from partner agencies leading to additional support around pathways.
- A structured business model aligned to the probation service restructure/privatisation.

- A more intelligence led approach to district policing of our most prolific offenders leading to operational cost savings by identification of those individuals that need to be targeted for policing activity at the earliest opportunity.
- Significantly improved information sharing, across all agencies.
- A sharing of best practice.
- More robust management of prolific offenders crossing county boundaries.

5 PERFORMANCE

5.1 Monitoring the performance of IOM schemes is complex. Offenders require a variety of interventions and have fluctuating periods of harm caused. Successful rehabilitation and prevention does not always follow a linear path.

5.2 In Suffolk (as part of the JIOM) performance is managed by selecting one category of crime (from the priority crime definitions described at 3.4) most relevant to the offender and then compared against:

- a) the average number of offences in the previous twelve months linked to offenders **who had been on the IOM scheme at any point in the two years before the measurement was taken** and,
- b) the average number of offences in the previous twelve months linked to offenders **who were actively part of the scheme at the time the measure was taken**

5.3 It should be noted that the offenders measured at a) and b) **are not the same**. Therefore this measure should not be interpreted as a measure of the effect IOM has on individuals. Instead it is an indicator of general offending trends pre and post IOM adoption.

5.4 The table below shows the progress of this indicator in the last year for those that make up the Suffolk cohort.

	Pre IOM priority Crime Rate (12 month rolling)	Live IOM priority Crime Rate (12 month rolling)	Percentage Change
Sep-13	1.43	1.38	-4%
Oct-13	1.37	1.28	-7%
Nov-13	1.18	1.21	3%
Dec-13	1.13	1.20	7%
Jan-14	1.34	1.10	-18%
Feb-14	1.42	1.18	-17%
Mar-14	1.30	1.18	-9%
Apr-14	1.25	1.04	-17%
May-14	1.10	0.98	-11%
Jun-14	1.16	0.98	-16%
Jul-14	1.13	1.00	-11%
Aug-14	1.76	0.96	-46%

- 5.5 There are two key points that should be taken from these results. Firstly, they show a general picture of reduced priority crime. Even though figures do not indicate a direction reduction in the same offenders in pre and post, they suggest that in general offenders are linked to more priority crimes before they join the 180 scheme compared to when they are on it. Secondly, however, the data shows extreme fluctuations at some points. This is due to the changing number of offenders compared each month. This issue exemplifies why this measure requires improvement to become a truer reflection of 180 JIOM performances.
- 5.6 It should be noted that this measure is recommended nationally as the numerical measure that should be used to assess IOM Performance.
- 5.7 The Assistant Chief Constable has however commissioned the Joint Performance and Analysis Department (JPAD) to undertake a full review of performance management options regarding the 180 scheme including:
- Review the key aims and objectives of JIOM?
 - Define the JIOM performance reporting arrangements in Norfolk and Suffolk
 - What do key stakeholders need IOM performance measures to tell them?
 - What are the strengths and weaknesses of current arrangements (consider relevance to aims and objectives, stakeholder requirements, veracity / reliability of data, ease of process)
 - How are other forces reporting on IOM schemes?
 - What is the evidence base with regard to performance management of similar schemes?
 - What is the evidence base with regard to performance management of similar schemes?
 - What are the options for a joint Norfolk and Suffolk framework? (Consider consolidation / extension of existing arrangements, or new framework)
 - How best can we use information and comments from those on the scheme?
- 5.8 JPAD will report findings to both Constabularies in March 2015 with a view to recommending a fully harmonised performance framework.

6. FINANCIAL IMPLICATIONS

6.1 Employee Costs

- 6.2 Initial setup costs have been offset by utilising existing established posts. The creation of the JIOM did not involve any growth.

The new establishment has been created effective 1st April 2014 as follows:

New Establishment 2014/15

Rank/Scale	Established FTE	Baseline Budget (inclusive of on-costs and staff abatement¹) £
Inspector	1.0	69,155
Sergeant	4.0	202,868 ²
Constable	16.0	693,593
Staff Scale 4	2.0 ³	50,370
Allowances		5,280
Overtime		2,678
TOTAL	23.00	1,023,944

¹ Staff pay budgets are abated at 3%

² Budgeted at bottom of scale for 3 x FTE as vacant posts at time of build

³ Staff costs higher in new establishment as FTE increased by 0.19

6.3 Costs shared on a 56.5% (Norfolk) and 43.5% (Suffolk) basis

6.4 On-going issues and risks for funding in 2015/16

The funding formula for the Norfolk and Suffolk Joint IOM is currently very complex.

Through the Norfolk and Suffolk JIOM Governance Board the Assistant Chief Constable is overseeing work for a comprehensive financial plan for the JIOM. This will be completed in November 2014 and will set out the total costs of the project and any future known costs, so that partners can set and agree the level of financial contributions in a more strategic and planned way

The need for this is evidenced by the number of on-going funding risks in 2015/16 and beyond as outlined below. Examples include:

- The Pathways Co-ordinator Manager (see 2.3) is employed by Norfolk County Council however the funding is provided by Norfolk Constabulary, Suffolk Constabulary and the Norfolk and Suffolk Probation Service. This funding ends in the 2015/16 business year.
- Premises Costs have not been fully identified – There may be a recharge between Police and Probation towards utilities, building costs, NNDR (National Non Domestic Rates) etc.
- With regard to the two Link Worker posts, the Norfolk OPCC has provided funding and the Link Worker in Suffolk is funded by the Suffolk Constabulary until the end of the 14/15 year.
- With regard to Drug testing funds income (agreed at £16k in 2014/15, of which only £13k is currently expected) – there is uncertainty as to whether this will continue at all in 2015/16
- £10k vehicle fuel contribution from NSPT is also not guaranteed for 2015/16

- Vehicle Insurance – no contribution from Partners has been received towards vehicle insurance or towards vehicle servicing/maintenance (approximately £800 p.a. per vehicle for 12 vehicles is £9,600), only vehicle fuel (as identified as an issue above)
- Contingency funding for E-Cins, will this continue in 2015/16 together with any inflationary charges that may arise.
- The cost of Tracking Devices for JIOM is likely to be in the region of £30K pa.

The above points have been made to illustrate and emphasise the need for a clear strategic financial plan. The work to identify the costs of the JIOM from a Suffolk and Norfolk Constabulary perspective has been completed. Work is progressing to incorporate the costs from other organisations to enable the total costs to be understood as a whole. This is necessary to ensure the JIOM is funded appropriately by partners and to ensure opportunities to make further efficiency savings are taken whilst still ensuring the JIOM continues to be effective.

This work will be completed in November and will be managed through the Joint IOM Governance Board seeking pro rata contributions from a range of statutory and non-statutory partners to baseline these financial commitments are create a sustainable financial strategy involving all partners involved in JIOM.

7 SUMMARY

- 7.1 A Joint Integrated Offender Management Scheme has been created in accordance with the business case presented to the OPCC in 2014. The scheme is effective and further improvements are planned.

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ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	NO
Has the PCC's Chief Finance Officer been consulted?	NO
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	NO
Have human resource implications been considered?	NO
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?	YES
Have all relevant ethical factors been taken into consideration in developing this submission?	YES