Police and Crime Panel – 4 November 2014

Offender Management Update Report

Report of the Police & Crime Commissioner

1. Purpose of Report
1.1 The purpose of this report is to update the Police and Crime Panel on the delivery of the Offender Management priority of the Safer, Fairer, United Communities Strategy for Staffordshire (2013-2018).

2. Recommendation
2.1.1 The Panel note the progress made against the Offender Management priority.

3. Background
3.1 The Office of the Police and Crime Commissioner (OPCC) works with statutory, voluntary business and community partners to partners to make Staffordshire an even safer place to live, work, visit and do business.

3.2 The Police and Crime Commissioner’s five year strategy, Safer, Fairer, United Communities (2013-2018), outlines four clear priorities and a robust multi agency approach to achieve this.

3.3 One of the priorities is Offender Management. Nationally, each year, offending / re-offending costs the economy £14 billion. 50 % of all crime is committed by prolific or “career” offenders who typically, by the age of 40 years old, will have cost the system £500,000 each. In Staffordshire, the costs of offending are also are considerable at £250 million annually.

3.4 The approach outlined in the five year strategy to address this issue encompasses:

- addressing the continuum of offenders; those at risk of offending, offenders and ex-offenders (children, young people and adults)
- preventing people committing crime, committing more serious crime and re-offending (not losing the focus on prolific and high risk offenders)
- addressing the root causes leading people to commit crime
- improving the wider life outcomes of offenders in Staffordshire
- breaking the cycle of crime in families with a history of inter-generational offending through strengthened family relationships / approaches
3.5 The successful implementation of the strategy depends on a partnership approach being adopted. The associated issues are complex, requiring a range of agencies to be responsible for delivering the agenda.

4. Progress to Date

4.1 The OPCC has worked with partners to establish a new set of joint working arrangements across Staffordshire (including Stoke-on-Trent) at a strategic, commissioning and delivery level to underpin this work area and enable success.

4.2 These arrangements have been endorsed by the Safer, Stronger Staffordshire Board (SSSB) and comprise an Offender Commissioning and Development Board, supported by Delivery Groups (see appendix 1).

4.3 The Commissioning and Development Board will ensure that offender-related planning and programmes are delivered effectively, in a structured coherent manner, in the appropriate communities. It will provide an overarching governance arrangement for the continuum of offender management ranging from prevention and early intervention to the most serious and high risk cases.

4.4 The Board will govern the operation of the agenda, establish a shared vision and strategic priorities, joint commissioning intentions and budgets, challenge and managing performance, share good practice, champion achievements, identify risks and inform future developments within the Safer Staffordshire Strategic Board. There will be full oversight over all work areas and the linkages between them, matching investments in services and support to locally identified needs.

4.5 These arrangements will build on the many examples of good work to prevent offending and reduce re-offending, driven by a totally integrated approach. They will also take account of national and local developments impacting on the management of offending; the introduction of Community Rehabilitation Companies, budget reductions across the public sector, new healthcare in custody commissioning arrangements, the introduction of national troubled families programme, the development of Families First (Staffordshire) and locality working (Stoke-on-Trent) and the Fulfilling Lives Programme (Stoke-on-Trent).

5. Resources

5.1 Successful implementation of the Offender Commissioning and Development Board and supporting delivery structure will rely on partnership engagement and the pooling / alignment of financial and human resources.

5.2 To pump prime this process the PCC will make £500,000 available, on a non-recurring basis, to commission needs-led offender-related services
across Staffordshire. This is to be complemented by partner resources (please see next section).

5.3 The PCC made significant further monies available to support this agenda through his established funding streams (please cross reference Police and Crime Panel PCC Funding Report, 21 July 2014)

6. Next Steps

6.1 Offender Management Commissioning and Development Board – The Board will meet for the first time on 24 October 2014.

6.2 Delivery Groups - In relation to initial activity the Board will establish and then oversee Delivery Groups identified through needs assessment and the evidence base underpinning effective offender management. This could include a number of key determinants including accommodation, education, training and employment, physical and mental health, drugs and alcohol, finances, family relationships, attitudes, thinking and behaviour (the 'pathways' to desistance).

6.3 Needs Assessment - In order to support an evidence-based approach to strategic planning, associated commissioning and delivery plans, it is critical to have a contemporary understanding of the offending landscape. With this in mind, a needs assessment has been commissioned to focus on young people and adults living within or returning to live within Staffordshire. This will provide a contemporary understanding of the types and levels of offenders and re-offenders in Staffordshire, their associated needs, current service provision, gaps between the capacity and demand for support services available to offenders / re-offenders in Staffordshire and any recommendations for further actions. This information will form the basis of informed and evidence-based decision making for the next financial year.

6.4 Funding Position - An exercise has also commenced to better understand the types, levels and lengths of investments currently made in offender-related services across Staffordshire. This will aid discussions and decisions concerning future budget alignment and commissioning.

6.5 Integrated Offender Management (IOM) – The programme continues to operate across Staffordshire. A review has been completed by Keele University to guide future delivery, which could result in offender cohorts and delivery mechanisms being re-examined. In addition, an outcome progression tool for those involved in the scheme is in the process of being developed to better capture associated behavioural changes.

6.6 Youth Offending Services - Both services continue to report reduced levels of young people entering the criminal justice system for the first time. Stoke on Trent had a 46% reduction between 2012-2013 and 2013-2014, making the biggest reduction against the baseline in their comparator family grouping. Similarly, Staffordshire achieved a 52% reduction in first time entrants into the criminal justice system between 2012-2013 and 2013-
2014. These levels of performance fair well when compared to the overall England position which was a 19% reduction over the same time period. Both YOS teams are working together to develop an Unpaid Work Scheme, learning from the delivery of the existing, similar adult programmes. As part of this scheme, to make recompense, offenders may be required to be involved in litter picking, tidying run down areas and gardening, enabling them to put something back into society.

6.7 Transforming Rehabilitation - The PCC continues to influence the delivery of the Transforming Rehabilitation / Community Rehabilitation Company through membership on the national group overseeing this.

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Appendix 1

Operating Framework, Offender Management

Statement of Purpose

The aim is “to work in active partnership, creating safer, fairer and united communities by preventing offending and reducing re-offending”

Approach

- A pan-Staffordshire vision and strategy supported by joint, commissioning-led approaches, pooled / aligned budgets and local delivery plans that make a difference to local communities
- Addressing the continuum of offenders; those at risk of offending, offenders and ex-offenders (children, young people and adults)
- Preventing people committing crime, committing more serious crime and re-offending (not losing the focus on prolific and high risk offenders)
- Using contemporary data to understand local needs and target resources where most needed / for maximum impact
- Addressing the root causes / key determinants of offending / re-offending (education, employment and training, accommodation, physical and mental health, families, substance misuse, attitudes and behaviours and case management)
- Breaking the cycle of crime in families with a history of inter-generational offending through strengthened family relationships / approaches
- Integrated pathways throughout the criminal justice system, supporting seamless transition and support
- A tough, uncompromising approach to those not wanting to rehabilitate / change their behaviour
- Defining links and shared processes with appropriate planning and commissioning groups, programmes and structures to ensure coordinated actions (assessments, information sharing, IT systems, care plans) and reduce duplication

High Level Outcomes

- Reduced crime
- Safer communities
- Fewer offenders
- Fewer repeat / prolific offenders
- Improved health / well-being of offenders
- Reduced harm to communities and victims
- Reduced fear of crime
- Greater independence / personal responsibility
Membership

Membership will include participation of a wide range of stakeholders drawn from:

- Chamber of Commerce
- Community members
- Crown Prosecution Service
- Department of Work and Pensions
- Health and Well Being Partnerships
- Health Trusts
- HMPs
- Local Colleges and Further Education Establishments
- Local Enterprise Partnerships
- OPCC
- Safeguarding Boards
- Service users
- Staffordshire Clinical Commissioning Groups
- Staffordshire Community Rehabilitation Company
- Staffordshire County Council
- Staffordshire Fire and Rescue
- Staffordshire Housing providers
- Staffordshire Police Service
- Staffordshire Probation Service
- Staffordshire Youth Offending Service
- Stoke-on-Trent City Council
- Stoke-on-Trent Youth Offending Service
- Victims and Witnesses
- Voluntary Sector

Principles

All activities undertaken will be based on the following principles:

**Appropriate knowledge and skills** – To support effective delivery of the agenda, decision makers, providers, service users and community members will have the appropriate knowledge and skills. Training needs will be pro-actively identified and addressed.

**Collaboration and joint resource allocation** – All opportunities to work collaboratively will be embraced and solutions effectively coordinated. Resources will be jointly considered and aligned to priorities; pooled where possible to obtain best value.

**Co-production** – Communities, service providers working across the offending spectrum and service users will be involved in developing and delivering the agenda; their opinions will be sought and their experience utilised.
Effective communication – Proactive communication will underpin all work; communication with the Safer Staffordshire Strategic Board, the Responsible Authority Groups, other key strategic partnerships, the wider community of Staffordshire and regional colleagues on issues spanning geographical locations/boundaries.

Effective and responsive delivery structures – Planning and delivery structures will be pan-Staffordshire and facilitate the necessary partner involvement to realise change. They will be flexible to changing need and recognise and respond to local circumstance.

Effective leadership – Leadership will clearly identified and ensure the performance and accountability of partner members.

Evidence based – All activities will be based on contemporary, accurate data / information. Actions and projects will be evidence-based, outcome-focussed and provide a balanced approach comprising prevention, rehabilitation, support and enforcement. Monitoring, evaluation and review processes will be in place to achieve best value and best practice.

Intelligence-led business processes – Analysed data will be used to underpin identifying priorities, hot-spots, problem-solving, action planning and delivery. A robust performance management system will be adopted to adjust, expand, cease or maintain initiatives.

Minimising harm – Planning, commissioning and service delivery will incorporate minimising / reducing harm to individuals, families and communities as a key aspect of their approach.

Visible and constructive accountability – A culture of accountability will be promoted both within the partnership and the wider community. This will include the identification of gaps in service, deficits in function and the non-delivery of agreed actions. Agencies will be accountable to one another to fulfil their contribution to overall plans and to the community and service users via agreed mechanisms.

Strategic Direction

Work will reflect the direction set out by:

- Crime and Disorder Act, 1998
- National Alcohol Strategy, 2013
- NOMS Commissioning Intentions, 2014
- Safer, Fairer, United Communities for Staffordshire, 2013-2018
- The Police and Justice Act, 2006
- Transforming Rehabilitation: a Strategy for Reform, 2013
- Working Together, 2013
- Youth Justice Board Corporate Plan, 2012-2015
Links

Work will link to:

- CCG Plans
- Community Feedback
- Fire and Rescue Plan
- Health and Well Being Plans
- Local Community Safety and Substance Misuse Strategies and Plans
- Local Strategic Assessments
- Probation Offender Manager Plans
- Safeguarding Plans and Policies
- Staffordshire County Council Corporate Plan
- Staffordshire Policing Plan
- Stoke-on-Trent City Council Corporate Plan
- Youth Offending Service Plans

This list is not exhaustive and will be amended to reflect the dynamics of the agenda.

Delivery Structure

The agenda will be delivered by an Offender Commissioning and Development Board supported by a number of fixed Delivery Groups and some organic Task and Finish Groups, both based on need / strategic assessment. One fixed Delivery group will be designated to cover Integrated Offender Management; others are yet to be determined (some examples are shown on diagram 1 for illustration purposes).

The Commissioning and Development Board will ensure that offender-related planning and programmes are delivered effectively, in a structured coherent manner, in the appropriate communities. It will govern the operation of the agenda, establishing strategic priorities, joint commissioning intentions and budgets, challenging and managing performance, sharing good practice, championing achievements, identifying risks and informing future developments within the Safer Staffordshire Strategic Board.

Delivery Groups will be responsible for the design and delivery of action plans to meet the identified priorities. The groups will report to the Offender Strategic Planning and Commissioning Board.

Task and Finish Groups will be established on a short-term basis to deliver specific pieces of research, problem-solving or projects. The groups will report to the Offender Commissioning and Development Board.

Diagram 1 shows the Offender Commissioning and Development Board in the wider governance structure of related Strategic Partnerships operating in Staffordshire. This is subject to further development / amendment.
Offender Management Commissioning and Development Board - Terms of Reference

Purpose of Group

- To work in active partnership, creating safer, fairer and united communities by preventing offending and reducing re-offending
- To ensure that strategic joint investments result in the best range of effective, targeted and coordinated services to meet the needs of Staffordshire

Responsibilities

Strategic

- To lead, develop, drive and manage the agenda
- To agree the vision, strategic direction and priorities
- To ensure an effective partnership approach to planning, commissioning and delivery
- To align and coordinate the plans and activities of members towards the achievement of priorities
- To remove blockages and manage risks, escalating unresolved issues to the Safer Staffordshire Strategic Board
- To champion the profile of the agenda, promoting actions and achievements
- To embed the agenda within members’ own organisation
- To build effective links and working arrangements with relevant partnerships / strategic groups in respect of shared responsibilities
- To support innovation and share best practice
- To submit ideas for the development of the agenda
- To commission annual strategic assessments
- To influence offender related national, regional developments
- To establish Task and Finish Groups as required

Performance

- To oversee the performance of the agenda (delivery of priorities, action plans, service delivery / outcomes in line with service specifications)
- To receive and review quarterly budget reports
- To produce progress and financial updates for the Safer Staffordshire Strategic Board

Commissioning

- To work towards establishing lead commissioning arrangements
- To understand national legislation / service frameworks and local needs
- To establish pooled and aligned budgets (ensuring relevant mainstream funding is subject to the joint commissioning process)
- To strategically plan and oversee the investment of joint resources via joint commissioning intentions
- To advise and support the development of detailed service specifications
- To be involved in tender processes
- To co-ordinate and sanction related bids
- To establish a clear and visible map of resources and commissioned services
- To undertake value for money and benchmarking exercises
- To secure external funding and grants where required

**Commissioning principles:**

- Commissioning will be based on a detailed understanding of offending behaviour and related needs at a Staffordshire and local level, targeting resources to meet identified needs
- Investments will be made (in existing and new services) in line with agreed planning process and group priorities / commissioning intentions
- Investments will be appropriately balanced (across prevention, support, rehabilitation and enforcement initiatives)
- Investments will be evidence based, demonstrating efficiency and effectiveness
- Investments will be outcome based with the requirement for supporting quality audits
- Commissioning processes will appropriately involve service providers, service users and communities
- Commissioning processes will establish clear agreements depicting the service specification, principles of work and expected outcomes
- Commissioning will dovetail with other strategic groups to ensure that needs are met appropriately and holistically

**Membership**

Members will have sufficient seniority to make decisions on behalf of the agency they represent. The meeting will include both strategic planning and commissioning elements to the agenda. Whilst a collaborative approach will be adopted, there will be occasions when commissioning discussions require changes to the membership for that part of the agenda.

Finance Officers will be invited to attend relevant meetings.

On occasion, additional representatives may be invited to attend to provide specialist advice.

The Group will determine the best way (mechanisms and methods) of ensuring the specialist knowledge and views of communities and service users are incorporated.

The group will be chaired by an officer from the OPCC.

**Accountability**

The Board will report to the Safer Staffordshire Strategic Board.

**Annual Agenda**

Annually, the Board will undertake the following agenda:
• Agree strategic priorities / delivery groups, key performance indicators and delivery groups based on annual strategic assessments
• Endorse plans for each priority / delivery group
• Agree the budgetary requirements
• Monitor performance
• Activate remedies for underperformance
• Inform each other of emerging policies, best practice and guidance
• Form responses to emerging issues
• Review governance arrangements on an agreed basis
• Review the membership and functioning of delivery groups on an agreed basis
• Seek service user, family, victim and witness and community views

**Delivery Process**

There will be a minimum of four business meetings and one annual strategic planning and review meeting:

**Winter:**
- Annual Review
- Strategic Direction / Priorities / Delivery Groups
- Financial Contributions

**Spring:**
- Work Programme
- Commissioning Intentions
- Action Plans
- Performance Management Mechanisms

**Summer:**
- Delivery
- Performance Management
- Good Practice
- Remedial Action

**Autumn:**
- Delivery
- Performance
- Good Practice
- Remedial Action
- Strategic Needs Assessment

**Managing Meetings**

• Meetings will take place at least quarterly
• A request for agenda items will be made ten days before each meeting
• Papers and agenda will be distributed five working days before each meeting
• Minutes of the meeting will be distributed within ten working days of each meeting
• Minutes of meetings will clearly identify key decisions and responsibilities for actions
• The format for meetings will have three sections: Decisions, Discussion and Information
• The location for meetings will be Staffordshire Police Head Quarters
• Administration for the meetings will be made available from the OPCC

Fixed Agenda Items

• High Level Performance Overview
• High Level Finance Overview
• Programmes – a focus on one area of work
• Delivery Groups Progress Reports – exceptions in particular

Delivery Groups - Terms of Reference

Delivery groups will be determined by annual strategic assessment, agreed by the Offender Management Commissioning and Development Board, and delivered utilising a strong multi-agency approach. Each area will be governed by a clear delivery plan.

Purpose of Group

• To design and manage delivery of an action plan to meet agreed priorities

Responsibilities

• To follow the annual delivery process
• To take a proactive and holistic approach to addressing the work area / priority, drawing on the strengths of the partners
• To develop and manage an action plan to address the work area / priority (following the national intelligence model but utilising the headings prevention / early intervention, intelligence, enforcement and reassurance / rehabilitation)
• To utilise partnership data to action-plan and problem-solve
• To advise the Commissioning and Development Board of the resources required to deliver the action plan
• To identify competing priorities and demands
• To promote and communicate achievements / successes
• To identify cross-cutting opportunities with other work areas / priorities
• To consider and take account of emerging issues
• To identify and resolve issues preventing delivery of the action plan and report any outstanding issues to the Commissioning and Development Board
• To produce progress reports for the Commissioning and Development Board

Accountability

The groups will report to the Commissioning and Development Board

Membership

Group membership will be varied; comprising representatives to help to shape or deliver the action plan.

The group will determine the best way (mechanisms and methods) of ensuring that the specialist knowledge and views of communities are incorporated into its business
Annual Agenda

Annually, the group should undertake the following agenda:

- Understand strategic area and priorities
- Develop an action plan for the strategic area based on data analysis
- Seek funding to support the action plan
- Monitor performance of the action plan and produce reports for the board on quarterly basis
- Activate remedies for under-performance
- Share emerging policies, best practice and guidance
- Self-assess performance and implement and review
- Review operation arrangements

Annual Delivery Process

Meetings will be called on an agreed basis, dependent upon the delivery needs of the strategic area and emerging priorities. As a minimum, the areas should undertake

Winter: Annual Review

Spring: Action Plans
    Budget clarification and seeking
    Performance Management Mechanisms

Summer: Delivery
    Performance Management
    Remedial Action

Autumn: Delivery
    Performance
    Remedial Action
    Contribute to Strategic Assessment

Managing the Meetings

- The Chair will be determined by the Commissioning and Development Board
- Meetings will be at least quarterly and scheduled prior to the Commissioning and Development Board
- A request for agenda items will be made ten working days before each meeting
- Papers and agenda will be distributed five working days before each meeting
- Minutes of meetings will be distributed within ten working days of each meeting
- Minutes of meetings will be in the form of action sheets clearly identifying responsibilities for actions and key decisions
- The format for meetings will have three sections: Decisions, Discussion and Information
- The location for meetings will be negotiated by members
- Administration for the meetings will be available from ...............
Fixed Agenda Items

- Performance – against action plan and priorities
- Information Sharing – best practice, change in legislation, guidance
- Programmes – demonstration of one of the commissioned actions / programmes
- Identification of issues for escalation

Task and Finish Group Terms of Reference

Purpose of Group

- To meet for a time-limited period to address specific needs (pieces of research, problem-solving or projects)

Responsibilities

- To take direction from the Commissioning and Development Board
- To involve all relevant partners required in addressing the specific needs
- To develop, deliver and monitor a plan to resolve the specific needs
- To utilise accurate and contemporary partnership data to action plan and problem solve
- To advise the Commissioning and Development Board of any resources required
- To share good practice
- To provide regular feedback to the Commissioning and Development Board, escalating un-resolvable issues
- To share good practice

Membership

- To be determined based on the need to be addressed

Management of Meetings

- The Chair will be determined by the Offender Commissioning and Development Board
- Meetings will occur at intervals agreed by the Task and Finish Group Members
- Action sheets will be produced at each meeting, clearly identifying leads for actions and timescales
- Action sheets will be distributed within five working days of the meeting
- The location for meetings will be negotiated by members
- Administration for the meetings will be available from ……………

Roles and Responsibilities

Chair

- Provide strategic leadership to the group
- Manage meetings effectively, including the arrangements for ensuring that agendas and minutes are distributed in good time
- Ensure appropriate representation at relevant meetings
• Identify appropriate members and deputies, ensuring that meetings are quorate (three agency representatives)
• Delegate operational tasks and responsibilities to achieve efficiency
• Ensure all tasks are completed satisfactorily
• The selection of the Chair will be by nomination and majority voting, if not otherwise stated
• The Chair will be reviewed annually

**Group Member**

• Attend meetings regularly
• Secure a suitable alternative representative should attendance not be possible
• Take active responsibility for performing tasks on behalf of the group
• Contribute contemporary information, knowledge and expertise from their own agencies for the benefit of the group
• Disseminate and champion information from the group back into their own organisation
• Make the most of their links with other partnerships and networks to advance the aims of the group
• Influence the investment of resources (human, material and financial) of their own organisations in line with the aims of the group
• Behave objectively in decision-making, acting with integrity and honesty, being supportive to other members
• Declare any conflicts of interest

There are two gaps in the Terms of Reference, in the delivery group and task group sections re admin support for the groups. - This is to be decided at the board.