

REQUEST FOR DMPC DECISION – DMPCD 2015 – 57

Title: Home Office Police Innovation Fund - Gripping the Offender

Executive Summary:

MOPAC successfully applied to the Home Office Innovation Fund and received a total of £1.4m over two years, matched with £1.6m of cross partner funding, to design, test and evaluate an approach that creates an enhanced whole system response to those offenders causing the most harm to communities and the greatest demand on the broader criminal justice system.

This programme of work will support the delivery of the Police and Crime Plan that sets out the ambition for an effective criminal justice system in London, focused on swift and sure justice and reducing reoffending.

Recommendation:

The DMPC is asked to:

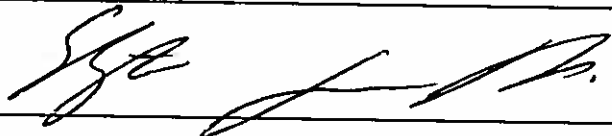
- Approve £1.4m against a total budget of £3m to deliver this pilot programme of work in the North and East London Local Justice Areas delivering key enhancements as set out in sections 2.2 – 2.10
- Delegate authority for future decisions on this pilot, and authority to sign any individual grant or contract agreements relating to the work, to the Chief Operating Officer, providing there are no substantial changes.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature



Date

27/8/15

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

1.1 In December 2014 MOPAC successfully applied to the Home Office Police Innovation Fund and received a total of £1.4m over two years, matched with £1.6m of cross partner funding, to design, test and evaluate an approach that creates an enhanced whole system response to those offenders causing the most harm to communities and the greatest demand on the broader criminal justice system.

1.2 Adult reoffending is a key priority for the Mayor's London Crime Reduction Board as reoffending rates remain stubborn, driving consistently high state expenditure. Overall reoffending rates stand at 25% but the most prolific offenders have predicted reoffending rates of closer to 80%. It is therefore this cohort that presents the biggest opportunity in terms of both reducing crime and generating savings to the system, if they can be effectively gripped and their reoffending reduced. An enhanced end to end approach is needed where all partners are working together to grip offenders as soon as they are identified as high harm and not let go until their risk of reoffending is reduced.

1.3 The Gripping the Offender (GTO) pilot is focused on the priority cohort of offenders who present the highest risk of reoffending. The cohort is defined by offenders having an OGRS (Offender Group Reconviction Scale) risk of reoffending score of (a) 75% + or (b) 50-74% risk of reoffending with either a robbery or burglary offence in the preceding 12 months.

1.4 In July 2015 there were 4,091 offenders in London who met this criteria and are the basis of the GTO cohort. This relatively small cohort of offenders are committing the majority of crime and are therefore the offenders that London's reducing reoffending agencies should collectively care about. Of this 4,091, there are particular priority groups, namely young adult offenders (42% of the cohort) and female offenders (6% of the cohort).

1.5 The pilot is expected to impact on approximately 1000 offenders across two Local Justice Areas in London. The pilot will build on the existing IOM approaches which have delivered good outcomes but have been primarily community based without integration of wider criminal justice partners such as courts. The pilot will engage agencies across the CJS to deliver a targeted response to prolific offenders with a focus on 5 key strands; Policing, Courts, Enhanced Offender Management, Pathways and Case Tracking and Performance Management.

1.6 The overall outcome of this pilot is to reduce reoffending by this cohort, reduce the demand on the criminal justice system and the associated costs. Underpinning this model will be a cultural shift for all agencies from an offence-orientated approach to policing and criminal justice to an offender-orientated whole system approach. The evaluation will also aim to show the impact of the different elements being tested across the system on these overarching outcomes, along with financial modelling work being commissioned to provide a detailed cost benefit analysis of the approach to develop a better understanding of the cashable savings.

2. Issues for consideration - Our approach to Gripping the Offender

2.1 Analysis has been undertaken as part of the scoping work to look at key criteria to identify a suitable area of London to deliver the pilot. The criteria used included;

- The necessary volume of high demand offenders to justify the investment and meet the commitment in the bid to work with up to 1000 offenders as part of the pilot.
- Reoffending rates
- Acquisitive crime performance in key areas (robbery and burglary)
- Investment in IOM services
- Initiatives/pilots already in that area.

2.1.1 The analysis identified the North and East London Local Justice Area boroughs (Camden, Enfield, Hackney, Haringey, Islington, Tower Hamlets and Waltham Forest) as priority areas for this pilot, with over a quarter of the GTO cohort (29% - 1,187 offenders) and six of the eight identified boroughs having a higher rate than the London average number of offenders per 1000 population.

2.1.2 Exploratory engagement with the proposed pilot location boroughs has already commenced to provide them with information on the pilot and the possible impact on the borough. The boroughs have been positive throughout this engagement period.

Five Strands of enhancement

2.2 Strand 1 - Policing

2.2.1 The police approach in IOM teams is focused on targeting offenders causing the most harm to communities, however wider policing is not currently offender-focused and doesn't consistently target these offenders. A heightened policing response within the designated pilot area will ensure that GTO nominals are more consistently flagged and targeted throughout the Criminal Justice System. There are a number of planned enhancements to the policing strand including;

- GPS Tagging of the GTO cohort to reduce demand on the police by allowing offenders to be located quickly and to enable a quicker clear up rate for investigations.
- Heightened enforcement process to improve the timeliness of warrant execution and ensure swift justice
- Offender-focused tasking rather than a tasking process that primarily looks at offences (not offenders)

2.2.2 The DMPC is asked to approve the allocation of £200,000 in 2015-2017 (£100,000 in 2015/16 and £100,000 in 2016/17) for the development and delivery of the work within this strand.

2.3 Strand 2 - Courts

2.3.1 An evaluation of IOM schemes in North West London showed that IOM offenders do not receive a heightened response at court. They are not prioritised and do not progress through the system any quicker. Recent research has shown that timeliness through the courts decreased as the number of court occasions increased, and that those that had ten previous convictions took on average twice as long to go through the CJS than first time offenders. The enhanced court approach aims to improve this picture through the following services:

- Enhanced Pre-Sentence Report (PSR) capacity to ensure high quality on the day pre-sentence reports are delivered. This will speed up sentencing without losing the quality of information needed to ensure appropriate sentences
- Problem Solving Court approach to support rehabilitation.
- Enhanced Victim Support Offer to ensure the needs of victims of the GTO offenders are considered at every opportunity

2.3.2 There is a current consultation on the planned closures of courts across London. Two of the proposed courts fall within the pilot locations, Waltham Forest Magistrates Court and Tottenham Magistrates Court. The consultation period ends on October 8th 2015. There is the potential for this to impact on the boundaries of Local Justice Areas and could make court reform as part of the pilot more challenging due to staff focusing on operational changes as a result of the closures. However there would remain three courts within the pilot areas which the enhanced service could operate from and engagement is already underway with these courts.

2.3.3 The DMPC is asked to approve the allocation of £350,000 in 2015-2017 (£150,000 in 2015/16 and £200,000 in 2016/17) for the development and delivery of the work within this strand.

2.4 Strand 3 - Enhanced Offender Management

2.4.1 The London Community Rehabilitation Company (CRC) will be commissioned to deliver an enhanced Through the Gate service to test the impact of additional support offered to resettle and rehabilitate offenders leaving custody. It is proposed that there will be three main enhancements to the baseline Through the Gate service:

- An IOM coordination role in prisons to improve identification and tracking of the GTO offenders and to ensure seamless transfer through the gate into community services
- A bespoke intervention for 18-25 year olds focused on social, family support and health interventions to address lifestyle and associates as a criminogenic need
- Personalised Budgets for female offenders that can be used to provide and buy in bespoke services to reduce their likelihood of reoffending.

2.5 Strand 4 - Pathways Out of Crime

2.5.1 A successful whole system approach cannot look at the criminal justice response in isolation. Enforcement needs to be considered alongside access to interventions that offer a pathway out of crime. Inevitably there will be variations across London with regard to the different interventions available to offenders within the borough. However there are key gaps that could be filled by the pilot to test the impact of providing additional interventions as part of the whole system response.

2.5.2 The Pathways Out of Crime strand will be delivered primarily through personalised budgets as part of the Enhanced Offender Management strand. The CRC will be commissioned to hold a notional budget to pay for bespoke interventions to support resettlement and rehabilitation of female offenders. This could include rent deposits for privately rented accommodation, low level mental health support or funding to support employability.

2.5.3 Critical to the success of the project is to ensure local investment in services is maintained throughout the duration of the pilot. Engagement with the relevant local authorities has taken place at the earliest opportunity to highlight this dependency and secure buy in.

2.5.4 The DMPC is asked to approve the allocation of £300,000 in 2015-2017 (£150,000 in 2015/16 and £150,000 in 2016/17) for the development and delivery of the work within this strand which will deliver on Enhanced Offender Management and Pathways Out of Crime through the delivery of personalised budgets.

2.6 Strand 5 - IT Development and Case Tracking and Performance Management

2.6.1 A whole system approach must include mechanisms to effectively identify and track offenders. ID-IOM is the national system used by police forces to track IOM offenders but it isn't consistently used by wider criminal justice agencies. There are two planned enhancements to improve the case tracking and performance management of these offenders

- Enhancements to ID-IOM to enable the system to be used across partners as a case management tool
- An Adult Reoffending Dashboard for London to enable local and regional performance management of the GTO cohort.

2.6.2 ID-IOM is currently being developed by the Home Office to include enhancements to allow the system to be used for case management of a particular cohort. It will be proposed to the Home Office that the pilot boroughs are used for user testing of the new functionality with the ambition for full use of ID-IOM to be available for 2016/17.

2.6.3 A Reducing Adult Reoffending dashboard is being developed to support the work of the Reducing Reoffending Board. There will be a dedicated page within this dashboard that will enable performance management of the Greeting the Offender Cohort.

2.6.4 The DMPC is asked to approve the allocation of £50,000 in 2015-2017 (£50,000 in 2015/16) for the development and delivery of the work within this strand.

2.7 Programme Team

2.7.1 MOPAC is providing central resource to deliver the underpinning programme management and stakeholder engagement needed to take the pilot from design through to implementation. MOPAC will then take a commissioning and strategic policy role with implementation being managed by the commissioned services and the 8 boroughs.

2.7.2 An Implementation Manager and an Implementation Officer for the pilot will be recruited to support implementation and embed delivery in the Local Justice Areas through to the end of the pilot in March 2017.

2.7.4 The DMPC is asked to approve the allocation of £400,000 in 2015-2017 (£200,000 in 2015/16 and £200,000 in 2016/17) for the multi-agency programme team.

2.8 Evaluation

2.8.1 The core evaluation will be delivered by MOPAC's Evidence and Insight Team and will be independently peer reviewed. MOPAC will commission financial modelling work to outline the cost benefit analysis of the approach as well as to develop a better understanding of the cashable savings. The findings from the evaluations will inform the feasibility of rolling out the whole approach or aspects of the approach on a Pan London basis.

2.8.2 The DMPC is asked to approve the allocation of £100,000 in 2015-2017 (£50,000 in 2015/16 and £50,000 in 2016/17) for the development and delivery of the work within this strand.

2.9 Additional enhancement for Priority Groups within the GTO Cohort

2.9.1 Within the GTO cohort, there are particular cohorts that are a priority for London due to their impact on reoffending and the opportunity to significantly improve their outcomes. To address this and ensure value for money of this pilot, it is proposed that the budget is targeted at these offenders. There will be an uplift of service provided to the whole GTO Cohort in the pilot areas, but further additional enhancements will then be targeted at specific priority groups within the cohort. The specific priority groups will be 18-25 years olds and female offenders.

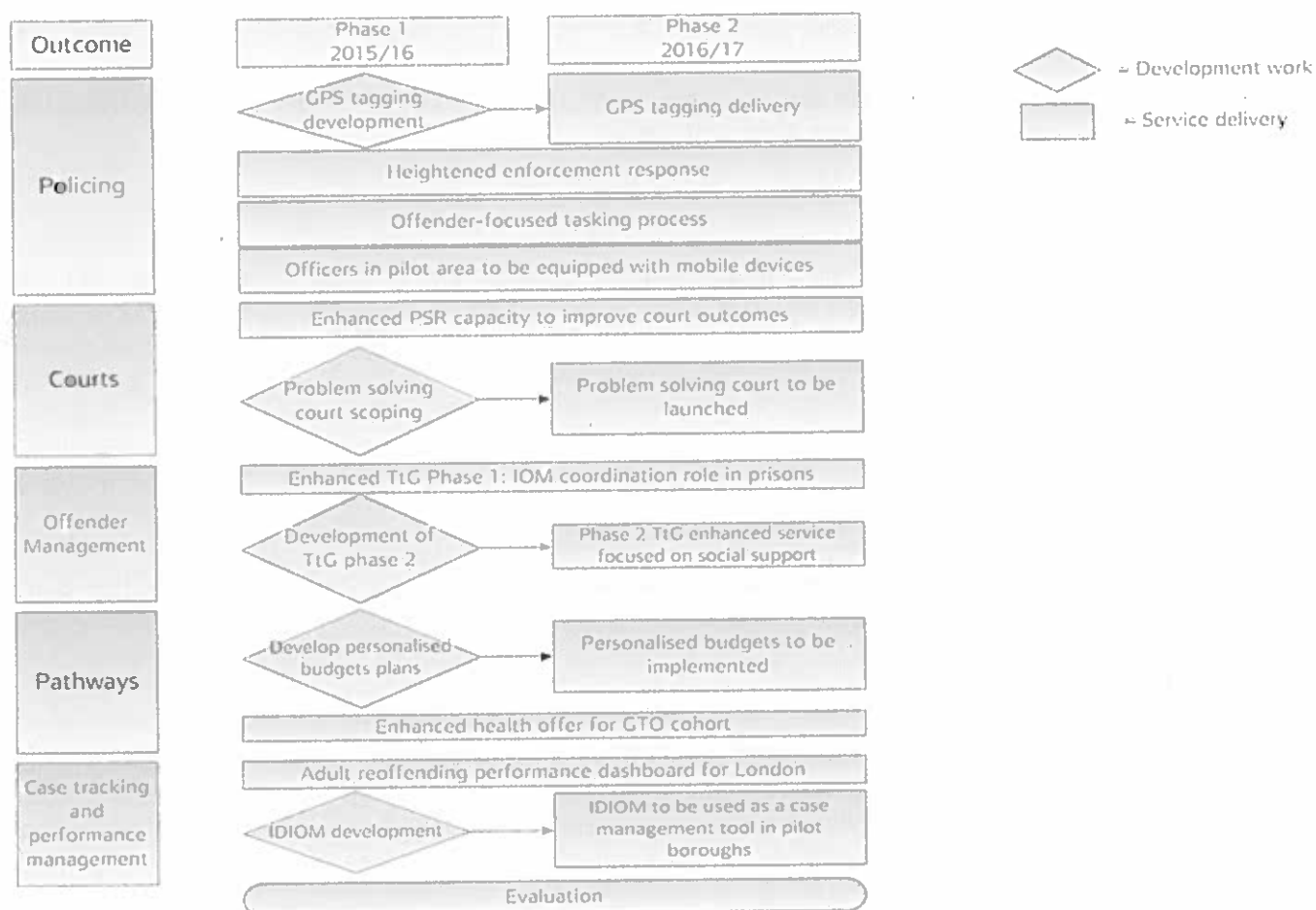
2.9.2 There is further detail on the rationale for the priority groups in Section 5 of this report.

2.10 Phased approach

2.10.1 The pilot will start in October as set out in the Home Office Police Innovation Bid and will be delivered in two phases. This approach will ensure sufficient time to commission innovation across each of the 5 key strands.

2.10.2 Phase one will be a split between development work and delivery in 2015/2016 and phase two will be full delivery of the pilot in 2016/2017

2.10.3 The phased approach is set out in the table below;



3. Financial Comments

3.1 The total project costs for 2015-2017 are £3m, of which £1.4m has been granted to MOPAC further to an application to the Home Office Police Innovation Fund with £1.6million committed in cross-partner resource as match funding.

3.2 The total proposed spend for 2015/16 and 2016/17 respectively is £1.4m and £1.6m, of which Innovation Funded sums are £700k for each year.

3.3 The Home Office will reimburse MOPAC in 2 payments – October 2015 and March 2016 for expenditure incurred up to the value of the approved amount.

4. Legal Comments

4.1 MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective." Under Schedule 3, paragraph 7 MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.

4.2 Section 143 (1) (b) of the Anti-Social Behaviour Crime and Policing Act 2014 provides an express power for MOPAC, as a local policing body, to provide or commission services "intended by the local policing body to help victims or witnesses of, or other persons affected by, offences and anti-social

behaviour.” Section 143(3) specifically allows MOPAC to make grants in connection with such arrangements and any grant may be made subject to any conditions that MOPAC thinks appropriate.

4.3 Under MOPAC’s Scheme of Delegation, approval of the strategy for the award of individual grants and the award of all individual grants (for crime reduction or other purposes) is a matter generally reserved to the DMPC (paragraph 5.6). The release of funding in accordance with the proposals set out in this decision form is accordingly to be approved by the DMPC. The delegation of responsibility for the finalisation of planning and contractual/grant arrangements, including relevant terms and the signing of agreements, to the Chief Operating Officer is in accordance with the general power of delegation in paragraph 1.7.

4.4 Procurement for the enhanced Through the Gate service falls within the exception set out in MOPAC’s Contract Regulations which applies where there is no acceptable alternative supplier. The CRC is the only service provider that is able to deliver an enhanced offender management offer due to the statutory nature of the offenders being managed. There is an existing Commissioning Framework in place set by the Ministry of Justice (MoJ) to enable Police and Crime Commissioners to commission the CRC to deliver additionality to their existing contract. It is therefore recommended to use this commissioning framework to commission the CRC directly through the MoJ to run this service. Therefore there will not be a competitive tender process and the commissioning of this service will be a contractual change within the contract that the MoJ have with the CRC. This will be underpinned by a Service Level Agreement between MOPAC and the CRC

4.5 MOPAC will be the first PCC to use the MoJ commissioning framework to add additionality to the CRC contract. It is important to recognise the opportunity this presents but there also the risk regarding the potential for delays due to use of a new process that hasn’t yet been tested. The MoJ is fully engaged in development of the specification for this service to mitigate against this risk. It is therefore recommended that use of the MoJ commissioning framework is approved.

4.6 Procurement for the enhanced pre-sentence report capacity also falls within the exception set out in MOPAC’s contract regulations which applies where there is no acceptable alternative supplier. The National Probation Service is the only agency able to deliver this service so it is recommended that this contract be awarded by a single tender action.

5 Equality Comments

5.1 MOPAC is required to comply with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires MOPAC to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

5.2 There are some offenders that are over-represented within the GTO cohort. Young adult offenders (aged 18-25) will be a priority focus due to the significant volume of the GTO cohort that fall within this transitional age group, as well as their high reoffending rates and the opportunity the pilot presents to test a new approach to address the additional needs this cohort of offenders often exhibit. This transitions age group is also a priority for the Reducing Reoffending Board.

5.3 Female Offenders will be a priority focus due to the cohort size being smaller, their bespoke needs and the positive impact that interventions can have on this target group. Female offenders are also a priority for the Reducing Reoffending Board and wider work is being developed to test approaches for providing an enhanced service to females in the south and west of London. As this pilot is being developed in north and east London it allows for a further approach to reducing female offending to be tested.

5.4 To ensure maximum impact of the Innovation Fund whilst ensuring value for money, a targeted approach of use of the funding is required. Due to the over-representation of 18-25 year olds and the distinct needs of female offenders, it is proposed that certain elements of the whole system approach will be tested with these two cohorts with a basic uplift of service provided to the whole GTO cohort in the pilot area.

6 Background/supporting papers

N/A

Public access to information

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the MOPAC website within 1 working day of approval. Any facts/advice/recommendations that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Is the publication of **this** form to be deferred? NO

If yes, for what reason:

Until what date (if known):

Is there a **part 2** form – NO

If yes, for what reason:

ORIGINATING OFFICER DECLARATION:

		<i>Tick to confirm statement (✓)</i>
Head of Unit: The Director of IOM, Programmes and Neighbourhoods has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.		✓
Legal Advice: The relevant legal provisions are set out within the body of the report.		✓
Financial Advice: The Head of Strategic Finance and Resource Management have been consulted on this proposal.		✓
Equalities Advice: Equality and diversity issues are covered in the body of the report and the Workforce Development Officer has been consulted on the equalities and diversity issues within this report.		✓

OFFICER APPROVAL**Chief Operating Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

Date

27/08/2015

