

Date: Monday 23 February 2015
Location: The Chamber, City Hall
Hearing: MOPAC Challenge - Adult Reoffending

Start time: 11.00am
Finish time: 12.30pm

Members:

Stephen Greenhalgh, Deputy Mayor for Policing and Crime
Faith Boardman, MOPAC Challenge Member
Jonathan Glanz, MOPAC Challenge Member
Steve O'Connell, MOPAC Challenge Member
Keith Prince, MOPAC Challenge Member
Helen Bailey, MOPAC Chief Operating Officer

Marie Snelling, MOPAC Director IOM

Guests:

Bernard Lane, Home Office
Commander Alison Newcomb, Metropolitan Police Service
Kate Davies, NHS England
Lucy Brogue, Ministry of Justice
Nick Smart, Community Rehabilitation Centre
Rebecca Grattan, MTCnovo
Sara Robinson, National Probation Service

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Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Welcome to the dungeon of City Hall, the windowless conference rooms and thank you, I'm delighted to see hopefully some members of the public as well. We have a fantastic MOPAC Challenge. Anybody that plays a key role in reducing adult reoffending is in this room, in the capital and nationally, and I think we probably should introduce everybody first before we kick off.

I'm Stephen Greenhalgh, Deputy Mayor for Policing and Crime. We'll start the far end Keith.

Keith Prince (MOPAC Challenge Member): I'm Keith Prince, adviser to Stephen Greenhalgh.

Steve O'Connell (MOPAC Challenge Member): Steve O'Connell, adviser to Stephen Greenhalgh.

Helen Bailey (MOPAC Chief Operating Officer): Helen Bailey, I'm the Chief Operating Officer here at MOPAC.

Faith Boardman (MOPAC Challenge Member): Faith Boardman, I'm an adviser to Steven Greenhalgh.

Jonathan Glanz (MOPAC Challenge Member): Jonathon Glanz, another adviser to Stephen Greenhalgh.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): There's a lot of advice, a lot of advice, usually important, but can we also hear now from some of the colleagues that are coming to talk through this topic. Not looking at anyone in particular, Nick, but maybe start with you.

Nick Smart (Chief Executive, Community Rehabilitation Centre): Thank you. I'm Nick Smart; I'm the Chief Executive of the London Community Rehabilitation Company.

Rebecca Grattan (Chief Operating Officer, MTCnovo): I'm Rebeca Gratton; I'm the Chief Operating Officer from MTCnovo.

Sara Robinson (Deputy Director, National Probation Service): I'm Sara Robinson; I'm deputy director for the National Probation Service, leading for London.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Fantastic, thank you, all three of you covering the whole role of probation and all levels of risk in London, brilliant. If we move over to colleagues over here.

Bernard Lane (Home Office): My name's Bernard Lane, I work in the Home Office, so at the national level where I have responsibility working with Ministry of Justice colleagues for something called Integrated Offender Management.

Lucy Bogue (Ministry of Justice): And I'm Lucy Brogue and I manage the contracts for London and the southeast.

Kate Davies (Director, NHS England): Good afternoon everybody, I'm Kate Davies, I'm a director in NHS England and I head up nationally the health and justice commissioning for healthcare for health and justice but Armed Forces in public health as well.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): There's an empty chair at the end, is that right, excellent.

Kate Davies (Director, NHS England): There is.

Marie Snelling (MOPAC Director IOM): Alison Newcomb is on her way.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Alison Newcomb is on her way, probably after arresting somebody. So it is perfectly acceptable to be a few minutes late. So that is a very fantastic line up. Do we want to start off with the presentation, Marie, just to kick things off? That would be very helpful?

Marie Snelling (MOPAC Director IOM): Sure. So just to set out a bit of context in terms of the overall landscape and challenge in London in relation to reoffending as the first part of the conversation. Stephen will then lead questions through to the panel and then we'll do the second part of the presentation around looking at offenders. So can I have slide 3 please?

So as many people will be aware, we have a police and crime plan target, which is around increasing compliance with community orders by 20% and the slide presented here shows that the target for that is 92% compliance by 2016. This of course was an ambitious target given the high starting point. We can see from the slide that compliance levels in London in 2013/14 were higher than in England and Wales by around four percentage points and actually, that has increased from the 2011/2012 year, so there has been improvement.

However, we can also see that we are not on track in terms of the overall trend line and currently, the performance is around 4 percentage points lower than it should be to be on course to achieve the target.

Can we have slide 4, please? This shows the requirement success rates in London compared to other regions nationally and the main points to note on this are that there are large variations on completion rates of different programmes, as you will be able to see there in the table. For example, the Sex Offenders Treatment Programme in London is 72% and is the third lowest in England and Wales.

We also can from here that London ranks low in relation to high demand requirements, those such as the offender behaviour programmes, which is tenth lowest and indeed of terms of positive accommodation outcomes.

Can I have the next slide, please? Compliance, however, is just one lens and part of what we'll be talking about this afternoon is the wider reoffending landscape and indeed challenge. On the slide that you can see here, I think there is an interesting challenge for us as levels of crime have gone down in London, there is been an increase in reoffending rates. You can see from the graph that there is been 21% reduction in crime over the last seven years and yet a 1.4% increase in adult reoffending rates over the same period.

What we also know from wider data as well is that first time entrants into the Criminal Justice System have decreased. So what that is starting to tell us, as the number of offences decreases reoffenders are responsible for an increasing share of the total offences committed. Can I have the next slide please? Thank you.

So the next slide is showing us that proven adult reoffending rates are now higher in London compared to England and Wales. There's been no change from the last previous rolling quarter and the adult reoffending rate in London is both higher than the England and Wales rate, but is also the highest that it is been since December 2012. Can I have slide 8 please? Thank you.

The slide here, slide 8, shows the volume of reoffenders in comparison to all offenders convicted or cautioned with indictable offences and what we can see here is out of the 56,105 adults offenders convicted or cautioned in the rolling year to June 2014, 77%, or 43,000 of those were reoffenders. The data shows also that in the same period that 28% of those reoffenders had 15 plus previous convictions and that equates to just over 12,000. So, 12,000 of those reoffending population also have 15 plus previous convictions, so a challenging landscape. Can I have slide 10 please. Thank you.

The slide here is showing the proven reoffending rates by different disposal types and as you will see here, the adult reoffending leaving custody and those receiving a suspended sentence seem to record the highest reoffending rates of 42%. What we can also see is that all adults leaving custody, those with a custodial sentence of less than 12 months, the one that is ringed there, had the highest reoffending rates of 53.1% and this really shows the challenge of tackling reoffending of those short-term sentence prisoners. Can I have slide 11 please.

This is the last slide. The slide here is to show that there is evidence to show from the analysis that we have done through this office and with partners that the more court appearances that offenders go through, the longer it takes to get them through the courts. So what we are seeing on the top, the red bit of the chart, the line there, it is showing that the days from arrest to conviction actually increase as the number of sentencing occasions increase. Our analysis also shows when you look at that a bit further that this is not because the offence type is more serious.

What you can see on the blue, bottom line is that in contrast, the days from offence to arrest remain fairly static during the period as the number of court appearances increase. So an interesting picture when you compare both offence to arrest to arrest to conviction and the particular challenges that that causes around timeliness. Thank you.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So I think that now gives us good pictures. Just looking at colleagues, does that sound like that is a fair reflection of where we are? Excellent, that is always a good starting point. I think then the question is well, how do we respond to that kind of information given all the changes that have been proposed? In particular, the funnel goes narrower and narrower, doesn't it, to the point of high volume, habitual criminals that commit offences time and time and time again and I think that is what I took away from the tail end of that presentation. Steve, do you want to start? Maybe, I should ask Nick to start off with how are you going to seize the mantle and tackle the problems that we face in London?

Nick Smart (Chief Executive, Community Rehabilitation Centre): OK. Well, I think we have got a significant opportunity here to bear down on that issue that you have just identified around the funnel because I think we can be fairly confident that many of those most prolific offenders coming out of that funnel sit within the highest reoffending group, the under 12 months, the revolving door people. These are people most likely to have chaotic lives, well-entrenched patterns of reoffending, but critically, they are also people that have not had any statutory intervention focused at them thus far.

So the key most critical aspect of the Offender Rehabilitation Act, which has just come into force, is that it brings those, that group of offenders within a statutory remit and most of them,

the vast majority of those will be supervised by the Community Rehabilitation Company . That gives us a really significant opportunity to work with others in this room to put packages together in ways that we already know work to promote desistance and interrupt those very prolific patterns of reoffending.

If we look at the North West IOM pilot, the results from that points the way for us in terms of how we pick up that ball and run with it, working with others across London. So I think we have some tools at our disposal really that we didn't have before, and I think we also have under this new contract, the opportunity to be a little bit more innovative than we were as a probation trust. Rebecca may want to say, specifically from MTCnovo's point of view how under their ownership we might be able to introduce some methods of working that were not available to us before.

Rebecca Grattan (Chief Operating Officer, MTCnovo): Thanks, Nick. I think one of the key deliverables that is going to make a significant difference is about the new 'Through the Gate' service. That is obviously an arrangement that will come into force completely from 1 May, but that will provide us with a contractual responsibility for actually looking after this new set of under 12 month offenders and to be able to provide them with a much more comprehensive service that we hope will aid their desistance from offending.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can I ask a question really to anyone just to help because I have my funnel that sort of says you start with 200,000 people arrested, you convict and caution 56,000, and if we segment down, the vast majority of them have been in the system more than once. Then you get to your 12,000, they've been there 15 plus times, the 12,000, is that right? I mean do we know, if I were to ask the question, of the 12,000, 15 plus, how many of them have never had a statutory intervention because they were 12 months or less. I mean it beggars belief that someone could go around the system 15 times and has had no statutory intervention.

Nick Smart (Chief Executive, Community Rehabilitation Centre): Yeah, I can have a go at that first. You may want to chip in but I think it is unlikely, I agree with you that some of those will never have had any statutory intervention but it is the nature of the revolving door and the short sentence experience that they can go for long periods without having any structured or consistent intervention.

So, the likelihood is that agencies represented in this room know who many of these people are, but have not had the statutory leverage for quite long periods of time to pursue a persistent course with them to promote their desistance from reoffending.

Just one other point, if I may, that I think the other very instructive stat from the North West IOM pilot and that is borne out in research into other integrated management offender schemes that have worked well elsewhere in the country is that if we just look at binary reoffending rates. In other words, did those offenders who had come to the attention and had been managed through integrated offender management, did they desist entirely from reoffending. Then probably the stats are not going to look enormously impressive, but actually, if you look at the data about how many fewer offences and therefore how many fewer victims as a result of that intervention, whether it is an enforcement intervention through intelligence sharing and work with the police or whether it is a more rehabilitative intervention coordinated by a range of

agencies, then I think those results are very impressive and point us in the direction we need to be looking.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So because of this IOM, or perhaps for the benefit of everybody, because you have mentioned it twice now, what is the IOM pilot in the North West because obviously I'm not totally up to speed?

Marie Snelling (MOPAC Director IOM): We have that on the next slides.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Is that next, is that part 2, so we do not ask about that. Sorry, Marie. OK, so can you outline what the Through the Gate service is that you are planning to give.

Rebecca Grattan (Chief Operating Officer, MTCnovo): Absolutely. So at the moment we are undertaking some pilot work, so there will be 14 resettlement prisons in London where our offenders will be looked after until they are released into the community. By 1 May, we'll have a comprehensive service in each of those prisons. It'll look slightly different in Bronzefield and Holloway because obviously there we are dealing with female offenders, but essentially, what that will mean is that offenders have the opportunity to engage in a modular 4 week programme, we call that, 'Getting it Right' and that deals with all known aspects that impact reoffending. So, housing, accommodation, debt, education, family, relationships, allied to the pathway model that I believe we are all familiar with.

Importantly, that four week programme could be completed in prison, could be continued in the community. It is a self-directing journaling based system so if there are circumstances where the offender needs to remain in cell they can continue with that programme. What it will mean is that a comprehensive rehabilitation plan can be constructed with the offender while they are in prison. So that when they come to be released into the community, both they and the responsible officer who is supervising them through the period of supervision on release can have a clear picture of their needs and the opportunities that they are going to need to have put in place to help them to desist from offending.

We're very confident that this will be a big change and a big development actually for these offenders, particularly within the under 12 month cohort, there has not been anything consistent in place for them previously.

The way that we are going to deliver this because clearly, this is a significant increase in caseload in London. We are talking about thousands of offenders here. So the way we are going to deliver this is in a mixed economy model, using some of our core CRC staff. That is really crucial, particularly where we are particularly concerned about offenders and their risk of reoffending, but also making use of partner agencies from the third sector, charity sector and voluntary sector, who can support us in that delivery model. That is really important because some of those organisations are working very, very effectively. We wouldn't want to unpick those sorts of relationships and in some instances, they are very, very locally, and contextually important and so that it is right that those sorts of organisations can support offenders.

So, in essence, what we have is a standardised programme, but with a mixed delivery model and our intention therefore is that there will no longer be a circumstance where an offender passes

through the gate and into a vacuum. That they are passed into a supportive relationship and that might be with a CRC colleague or a colleague from a charitable or voluntary organisation.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So a standardised programme – delivery will vary.

Rebecca Grattan (Chief Operating Officer, MTCnovo): That's right, yeah.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): OK. Sara, you cover all the stuff that is sort of high risk, do you not?

Sara Robinson (Deputy Director, National Probation Service): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So that stays within the statutory probation service as opposed to medium and low risk.

Sara Robinson (Deputy Director, National Probation Service): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Do you want to just explain how that all fits in with what is going on?

Sara Robinson (Deputy Director, National Probation Service): So the National Probation Service is responsible for the oversight of most of the cases, in fact all of the cases under MAPPAs, which is the Multiagency Public Protection Arrangements, which is around 82% of our caseload and the rest of the 18% are those deemed at high risk of harm.

I think that is one of the things that we need to distinguish when we are talking today is that when I talk about high risk, I talk about high risk of harm. Obviously, there is the high risk of reoffending, which is the subject of today.

I think from an NPS point of view, our offenders, although they create more harm in terms of seriousness and violence, the rates of reoffending are lower. So they are less likely to reoffend but when they do they create greater harm.

We also have probably have higher rates of compliance. What we are beginning to see and I think this is one of the issues that Nick has raised in relation to his cohort of offenders, ours tend to comply more. So at the moment, we are seeing around 87% of compliance against the 81% that was the London model. I think that's the thing we need to be having some attention to is a lot of the data in the past has been at the whole system and now we are looking at different cohorts of offenders which will present different challenges.

I think compliance is a key for me and we did raise the fact that some of the people in the under 12 month custody cohort have been through the system. Yes, they probably have but they are probably the ones that didn't comply which is why they've ended up back in the system. So one of the challenges for us is how we engage. Enforcement is one aspect of it, compliance and seeking compliance is the other. I think that is one of the challenges that we have as a partnership about how we balance the carrot and stick, as we say, and how to engage people as well using all the enforcement and restrictive mechanisms.

For my cohort of offenders, it is much easier to put in restrictive factors. All the things we put in in terms of licence conditions and things like that, but we will have to be very proportionate. As I said, we are looking at desisters here, not just about keeping everybody ... we are trying to stop reoffending in the longer term and manage risk in the longer term.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's really helpful, so a very different cohort.

Sara Robinson (Deputy Director, National Probation Service): A very different cohort, yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): OK, thank you for that introduction. I think in the first instance, we have some questions from is it Jonathan?

Jonathan Glanz (MOPAC Challenge Member): Yeah. Thank you, Sara. I just want to understand a little bit better one or two aspects of the new arrangement. I understand you are responsible for all the court work.

Sara Robinson (Deputy Director, National Probation Service): I am, yes.

Jonathan Glanz (MOPAC Challenge Member): And how that really fits in with how you see that as a risk or an opportunity to grip the system a little bit better when you are coming to assess how best to reduce reoffending.

Sara Robinson (Deputy Director, National Probation Service): So in terms of the reducing reoffending agenda, the court aspect contributes in two ways. One is it is around the speed of justice element, which people talk about in relation to reducing reoffending and the other is around targeting and doing a proper assessment that targets needs and risks so that when we make the proposals to the courts, we are assessing the right issues.

We provide three services to the courts; one is the presentence reports, which is through the National Probation Service. The other is probation prosecutions, so it is worth noting that we also prosecute all cases regardless of which agency manages the case and we also provide bail information activity for people who are pending a hearing.

So, the opportunities are that now that is within one agency. So one agency is responsible then you can, what we do know is that it does require people with a particular skillset so we do have specialised court teams and we did under the Trust, we have not changed that, it is the same people. So that has given us an opportunity to have continuity whilst all this change is going on so the court teams have remained the same. It does enable us to build those relationships.

Where the challenge is we now have less people to write pre-sentence reports, so it is more concentrated. So volume is an issue and demand. There is an added layer so we do need to communicate more with the CRC to obtain information, which is what we do with other partners, but our relationship is such that we are working still side by side at the moment within existing offices so the service is working together as far as possible.

There's always been a tension between speed of getting things through court and the quality.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You'll always have to do the pre-sentence reports irrespective of the type.

Sara Robinson (Deputy Director, National Probation Service): Yes, we do three types of reports.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's the role of the statutory service, OK.

Sara Robinson (Deputy Director, National Probation Service): Yes, so we do three type of presentence reports. One is an oral report, we do fast delivery report and we do standard delivery report and that is dependent on the risk and need of the case, but what we are dependent on is information from the CRCs to inform that report and particularly if they are known, so progress. Same for prosecutions, obviously we need to get the information from the CRC.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You are the prosecution aspect for all cases as well.

Sara Robinson (Deputy Director, National Probation Service): Absolutely, yes. So they set the benchmark, so the prosecution team set the benchmark and any agency that needs to prosecute an individual.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I think I have an understanding; your volume has just gone up.

Sara Robinson (Deputy Director, National Probation Service): Yes, enormously.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): But your staff levels have not gone up.

Sara Robinson (Deputy Director, National Probation Service): That's correct, although at the moment there will be a re-evaluation of the whole system.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): After the general election, OK.

Sara Robinson (Deputy Director, National Probation Service): I think that is fair to say that the increase obviously of cases coming through the system, which will impact particularly on Nick's cohort, we have to do the assessments for. We have to do them at the moment regardless of whether they meet all the criteria, so there is an increased demand on court time, which goes back to the point I was going to make around quality and speed and we do need to get that balance right.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): We've picked that up as an issue, quality, and speed, so I think we are very cognisant of that. I think we have got -- do you want another question?

Jonathan Glanz (MOPAC Challenge Member): I just want to pick up on one specific point. You've outlined the benefits of having a single organisation that does all those things, as I understand it, because there are these two tracks, how do you work that allocation process to ensure that the right cases are going through the right track?

Sara Robinson (Deputy Director, National Probation Service): So the National Probation Service also has a responsibility for allocating cases. So it is purely our responsibility to determine which agency manages the case and that is based on -- we use the target operating model, which is the framework that both the CRCs and NPS work towards. We have a number of tools assist us in determining risk so we have the risk of serious recidivism tool, which is an actuarial tool. We have the risk of serious harm tool, which is partly actuarial and partly clinical and we have the information that we receive from all the third parties such as the courts or safeguarding children will help us to determine what their risk is.

The majority of the cases coming through the magistrates' courts are actually in the realm of the CRC. There are very few cases coming through that are meeting the threshold of risk that you would associate with the National Probation Service. Crown Court cases tend to be, so when we are talking about the thresholds for us it is usually robberies because they are MAPPA cases, sexual offences, and serious violent offences.

There are a lot of offences in between so domestic violence and gangs where we might find some borderline activity. Regardless of where the case is allocated to, there is also the option of, as more information comes in, to reassess the case and it is obviously the CRC's responsibility, as it is ours, to keep cognisance of risk at all times. If at any time more information comes to light, they have the opportunity to refer back to the NPS.

At the moment it I very much around the information you have on the day and again this goes back to speed and quality because we can only make decisions based on the information we have at court on that day and we have 48 hours in which to make that assessment.

Jonathan Glanz (MOPAC Challenge Member): I think that is really helpful.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Thank you. I think we are going to have to move onto the next stage of the presentation where we are looking to grip the offender. So Marie, do you want to take us through the next slides and we'll get everyone to comment on those, once we have had that presented.

Marie Snelling (MOPAC Director IOM): OK. So, can I have slide 13 please, thank you very much indeed. So the second part is focused on gripping the offender and that is an issue I know that is been perplexing an awful a lot of people. In relation to the policing element of it and I know the panel want to pick up on some questions to Alison on this, the slide shows two things.

The top box that you will see in blue there is showing the increasing number of offender that are at large from failing to appear at court. The second, the bottom half of the two graphs at the bottom show the challenge of apprehending offenders who are breaching their licence order in a timely way. What this is showing overall is that the recent data that is being published by Ministry of Justice shows that the NPS had over 4,800 failed to appear warrants outstanding, which tops the national list and accounts for around 28% of the total national FTA warrants.

Indeed, alongside that, in the rolling year to June 2014, we can see there that the NPS executed around 60% of their Category A warrants within 14 days and that ranks around 31 out of 43 forces. So, the Category As are important because they relate to some of the most serious offences.

The bottom challenge there is around the piece in terms of falling short of the target for licence recall times and this appears to be dropping further. Of course these two issues in together are really, really important because we need to be ensuring that those who break their conditions of licence or indeed do not appear, attend court appearances, are quickly held to account and that indeed suitable action is taken.

Slide 14 please, thank you very much.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): The percentages here, what volume for licensed recall timeliness? What numbers are we talking about? What's the volume?

Rebecca Grattan (Chief Operating Officer, MTCnovo): I have some data on volumes, just to give you an idea. So between June 2014 and December 2015, we had 669 recalls.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's June, that is like seven months?

Rebecca Grattan (Chief Operating Officer, MTCnovo): Yes.

Commander Alison Newcomb (Metropolitan Police Service): Just in relation to the fail to appears from the June 2014, 12 month period. So that rolling 12 months, there were 4,809 failed to appear warrants outstanding, so the volume Marie talks about in terms of 28% that doesn't come as any surprise to me given the size of the Metropolitan Police Service and what we cover, but that just gives you some idea of the numbers, which are significant.

Marie Snelling (MOPAC Director IOM): Can I have slide 14 please. Thank you. So, what this slide is showing is the key high demand offenders within the system. In the rolling year to June 2014, we can see here that there were 43,244 reoffenders that were either convicted or cautioned. What we can also see is that within that group of reoffenders, 3,818 of those have been identified as more prolific offenders in London. These are the offenders that we believe an agency should be targeting as part of a collective and effective grip on the system. What we have done here is also to break those offenders down. So we have looked at where they map to each of the organisations and you will see there that 92%, that 3,497 are being managed by the CRC and 321, which is 8% are being managed by the National Probation Service.

These 3,818 are based on essentially a set of calculations and looking at a number of individuals who are sitting in a system called IDIOM which I know we will come onto later, which is a tracking tool being used in London. Can I have slide 15 please?

This slide demonstrates that there is positive evidence to show that running a local IOM programme actually has an impact on reducing reoffending and I think Nick was talking about this earlier. Sorry, Stephen, I just slightly cut you off because I think this was the slide that we wanted to focus on.

So what we saw was a pilot that we undertook in North West London, the cohort of 418 had a predicted reoffending rate, which you will see that big grey bubble on the left hand side of 79%. The actual reoffending rate of that group after 12 months was 67% so there was a significant improvement, but importantly, and I think as Nick was saying earlier, this resulted in 25% fewer offences by that cohort. So in terms of the overall impact, our view is that this showing that Integrated Offender Management, working in local communities works. Can I have the next slide please?

However, on the next slide, what we are starting to see here is that there is a need for a whole system approach to gripping high risk offenders. We know that the IOM system has been primarily a community based multi-agency approach. What you will see here in the graph at the bottom is a survey that we carried out in 2013 which shows that some of those purples and greens that people should just about be able to see illustrate that some key partners have had little or no involvement with the IOM teams locally. It is of particular note that the court service, Health, and Wellbeing boards can recall commissioning groups. For example, we are often seen to be either infrequently involved or indeed not involved at all, which starts to ask questions about how are we really working together across agencies to grip these offenders. Can we have slide 17 please? OK, so that is --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Hang on a minute, so are we saying, sorry based on the slide, you basically say the police are very, very involved. Probation are very, very involved, the local authority are well, sort of half involved or two thirds involved, sorry because it is red as well, regularly involved. Prison Service is more regularly than constantly. The Health and Wellbeing Board it has infrequent involvement to not involved.

Marie Snelling (MOPAC Director IOM): So, the point here being there are a number of player, the police, typically probation typically local authority who are likely at a community level to be engaged in integrated offender management. Our question I guess for part of this session is to also be thinking about engagement across the wider system in terms of agencies being engaged in that.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I think that throws up a scale question specifically around is that appropriately the right level of involvement for health partners or not? That's what I would say? Do you want to pick up on that? That is how I read that slide.

Marie Snelling (MOPAC Director IOM): So the next slide please. That's lots of stats and figures and interesting pieces. What we wanted to do here is that we are showing a particular

offender who is in the system at the moment in London. So this is a London offender where we have used the IDIOM system to create an example. What this shows is a timeline; it shows a snapshot between 2012 and 2015. It is worth noting that before this timeline, this individual, so before 2012, the individual had already been charged with 59 offences and they had been bailed 15 times, they had been arrested around 16 times. So that is before 2012.

During 2012 to 2015, which is the lines that you can see here, the individual was charged 76 times, they have 44 court cases and they are convicted 12 times. You can also see from the stars around the red blobs that the offender goes on to reoffend both on a suspended imprisonment and then indeed on bail. It is also important to note that when we undertook this analysis the charge to conviction, the conversion rate of those appears to be low. So, if you look at the 76 charges that were made on this individual, only 12 of those end up as convictions and it is these sorts of offenders that we are really talking about in London we really want to be able to do something different with. Can I have slide 18 please?

Then lastly, if that's the offender case study, we have also run some costs through the system as well. So the slide here is based on the criminal history of a sample of around 2,093 London offenders who have been flagged as integrated offender manager nominals, again through using the IDIOM system. Over the period, this group, as you can see, were responsible for over 53,000 offences and using the Home Office costs, social and economic costs of crime, the calculation is that they cost the system over £163 million. It is also worth noting that 10% of those offenders, that is about 209 of those offenders contribute for over a third of the costs.

The lastly, and you will see from the pie chart, the bottom pie chart on the right, that despite the high costs that have occurred around those offenders, you can see that only 49% of those offences were actually charged and proven. So it is a real challenge in terms of the high cost of some of these individuals in the system and a real challenge in terms of what is happening around both charges and indeed convictions.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So the 32% 20 million is -- what is the total because that is different from the 163 million. You are broadly saying it is a 60 million pot there. I'm just confused there.

Marie Snelling (MOPAC Director IOM): Sure, so the overall cost which is charged and proven, Jenny has used the -- I cannot quite see the figure on there, is it 100 million should be on the ones that --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Charged.

Marie Snelling (MOPAC Director IOM): So she's using the 32% of the total costs of those that have been charged and proven.

Helen Bailey (MOPAC Chief Operating Officer): So 32%, 32% of 100 million.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): No, it doesn't.

Helen Bailey (MOPAC Chief Operating Officer): That doesn't work, that is not right.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): 32% of 100 million is --

Helen Bailey (MOPAC Chief Operating Officer): Sorry of the 65 million doesn't work.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): 32% of 65 million, yeah, yeah, charged and proven. It is the blue, it is the percentage of the charged and proven, it's a subset. I just need to make sure I understood it, sorry.

Steve O'Connell (MOPAC Challenge Member): Can I ask, on the charged and proven is that charged and convicted because you have got 50% in essence, on the last slide at the top, but our little scroat on the previous page was 16% conversion, I believe. It is probably one for Alison more than anybody and that sample ranged between 16% and 30% conviction, proven. What is the kind of average for London when you have the average of those charged, the conversion rate, in essence. One slide is pointing to between 16% and 30%, unless I'm looking at apples and pears, and the last slide is talking more half and half.

Marie Snelling (MOPAC Director IOM): Can I just explain that in terms of what we have done.

Steve O'Connell (MOPAC Challenge Member): Are they different things?

Marie Snelling (MOPAC Director IOM): There's two pieces going on here, so the 2093 is a sample of those 2093, that is where you get the 50% piece come in. The slide before with the offender journey slide, the 16% conversion is on that particular case, so that particular individual ...

Steve O'Connell (MOPAC Challenge Member): I follow that, but on the next line, it said the sample was 16 to 30.

Marie Snelling (MOPAC Director IOM): Yeah, so what Jenny ran was a number of other similar types of offenders to look at a group within that. It does not equate to the same 2093, so she was looking at prolific offenders.

Steve O'Connell (MOPAC Challenge Member): One was a sample of much less of course and one was a sample of much more and there was a disparity in conversion rate, that is what I'm saying.

Marie Snelling (MOPAC Director IOM): For those offenders that are more prolific, you tend to see or you are tending to see that there is a lower charge to conviction rate in here when we are looking at that overall grouping of the 2093 sample.

Steve O'Connell (MOPAC Challenge Member): Thank you very much.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's great, well listen, I do not know, quite staggering statistics of how a small number of habitual high volume criminals will offend, I mean you will know all of this, but when you see the statistic put to you like that it is really staggering.

I do not know, can we start off with maybe hearing from some of the other people. Alison, shall we start with you because it all starts with the police generally speaking, you know, charging, well arresting, then charging. What are your thoughts on what you have just heard?

Commander Alison Newcomb (Metropolitan Police Service): Well obviously, what Marie has outlined doesn't come as a surprise to me, but in term of the figures. Sorry, I'm just recovering from tonsillitis so if my voice breaks that is why, I'm not contagious though.

So yeah, the figures do not come as a surprise to me. This is an area, Integrated Offender Management is the area that I've led on for the Metropolitan Police Service for the last two years, and together with colleagues who are here today, put together the process that we now use to determine those offenders that we believe are most at risk of reoffending. That will be the Omega system that Marie alluded to and there is some detail there in the slides.

So, that is the agreed process and it has been agreed now by all of the agencies working towards this and what that enables us to do is in effect, identify those individuals and across all of the agencies make sure that they are in view of the system.

So it matters not whether it is somebody who is suspected of an offence, is going through court because there is sufficient evidence, or put them through the court process, or whether they've been convicted at court and are now in the probation section. That individual is in view of everybody and those individuals, if they are an IOM cohort offender, then their details would be recorded on PNC. So again, that is really helpful because it means, certainly for my officers who are stopping, checking and dealing with the individuals, they can identify very readily whether someone is an IOM cohort member. That again, to make the distinction that Sara made, it is not about necessarily the level of harm they would cause to individuals, but it is about their high risk to reoffend.

So, we have done a lot of work within the Metropolitan Police Service and again with partners to make sure that we have a process that means we can swiftly deal with these individual. The North West pilot we alluded to earlier, what we do know from that pilot is a number of things that one IOM works, but we know that from other research that is been conducted. So it works as a process in terms of reducing reoffending, but we also know that when we take this kind of approach --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can I just stop you Alison, because I do not understand some of the terminology. It might mean something to you, but it doesn't mean something to me.

Commander Alison Newcomb (Metropolitan Police Service): Sure.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Omega is a process by which you identify people who should be IOMs or what is Omega?

Commander Alison Newcomb (Metropolitan Police Service): It is the process we have chosen to use in London . So over scoring is a process that is used by probation services to identify those who are most at risk of reoffending.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So there is a risk stratification tool to say that these are people who are more likely to reoffend according to this tool called Omega.

Nick Smart (Chief Executive, Community Rehabilitation Centre): It is the offender group reconviction scale is what it stands for and it is an actuarial tool that looks at the statistical likelihood of that individual reoffending based on their criminal history, age and so on.

Commander Alison Newcomb (Metropolitan Police Service): But it is been proven to be --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): It is like a doctor would take a patient's history, this is a criminal history, it determine the propensity to reoffend.

Rebecca Grattan (Chief Operating Officer, MTCnovo): Static risk factors.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Based on actuarial information. You pump it into a computer and it says this is the percentage chance of them reoffending, is that right? That's all it is. Is it right normally or is it sort of wrong?

Commander Alison Newcomb (Metropolitan Police Service): It is proven to be incredibly accurate, I think 96% accurate.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So it works.

Commander Alison Newcomb (Metropolitan Police Service): It does work.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So that then places a certain cohort of people on to the sort of IOM picture because they are likely to reoffend persistently.

Commander Alison Newcomb (Metropolitan Police Service): Well there are some other things that we do to make sure that we are targeting the right individuals across all of the agencies given the level of resource that we are expecting all of the agencies to put into IOM. So initially, when we did the work on this there was some concerns about whether we were selecting the right individuals, whether we were looking at recidivist shoplifters, for instance and not burglars and robbers, whether we were targeting male offenders and not female offenders, a whole range of issues came out.

So we did an awful lot of testing around this and we came up with a model, which is on slide 15 in my pack, which is the one that details the Omega group reconviction scale. So the individuals have to have a scale of 75% and above. That means that they are at high risk of reoffending, but we also took into account their type of offending. We said that a local authority area, a CSP area, could decide to put individuals into the cohort if they had a lower over score, so between 50% and 74% and they had an offending type of robbery, burglary in their previous 12 month history.

Again, what we said is actually, if burglary and robbery are not the offending types that are particularly of concern to you as a CSP area, then you can change them, but broadly, this is the model that we would expect you to use. As Marie highlighted, as a result of using that process, there are 3,818 individuals.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So this is just really stating what you knew. This is a process that enables you to identify --

Commander Alison Newcomb (Metropolitan Police Service): the process we are going through.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So we have identified through this process that everyone recognises, whether you are police, probation, any statutory partners, these are the 3,800 people that are going to be likely to reoffend that we should really worry about because they reoffend at volume.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So they are habitual criminals.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely and again, we tested it through a number of means.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's a really important number 3,818. 3,818 is an important number for London, so these are habitual people that commit crime time and time again.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): It is not a very large number though is it, for a city of 8.6 million?

Commander Alison Newcomb (Metropolitan Police Service): No, I have to say, when I started doing this work and in fact, Sara, in a previous role we started this work together, didn't we. Certainly the vision was for a capital city the size of London, we would probably be looking in the region of 6-10,000 offenders and of course you can increase that number by reducing the tolerance of the over score, so it is possible to increase that number.

However, we settled on 75% because we felt that was a number that certainly, in the early stages of this, all of the agencies would be able to effectively work on them and we could effectively see some change. So prior to us bringing in this process, the PPO process, so the prolific offender process, there were 1,800 offenders that had been identified as your individuals that are most likely to reoffend. So almost it was not overnight at the stroke of a pen, but almost we were able to more than double that number and we felt that was a significant challenge enough for London at that point and therefore we wanted to focus on this number and see some significant improvement.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): OK, that question is not for now. Steve, sorry, Keith, you are down to ask the next set of questions for Alison.

Keith Prince (MOPAC Challenge Member): yeah, OK. Well I think one of the questions that I had that you have pretty much answered really around the fact that the Metropolitan Police Service are doing a great job on the MOPAC Seven volume crimes but clearly it is important that we now look at reoffending as one of the areas. I can see that you are doing some work on that.

One of the other issues though, if we look at slide number 13 and that is around licence recall. Unfortunately, the Metropolitan Police Services is one of the worst performing police forces naturally in terms of fail to appear and indeed, if you look at the emergency licence recalls, that is even below your own targets. Can you do some explanations around that please?

Commander Alison Newcomb (Metropolitan Police Service): Absolutely. Can I just again give a little bit of context in terms of why this is so challenging and then talk about what we are doing in our ambition obviously to improve our performance around this. You have already highlighted why it is critically important that we do that.

One of the main challenges with this is that we do not always know where these individuals are and given the transient nature of a capital city and these type of offenders, sometimes it is very, very difficult to locate them. If we knew where they were then the figures would look very different. Can I just give you one example of that? So where we deal with suspects where there is a power of arrest. In London 50%, just under 50% of those offenders have a nationality that is not from the UK. However, if you are talking about individuals who need to be arrested for a fail to appear or bench warrant then that rises to 70%.

Then again, if we look at the detail in terms of the number of these individuals who are believed to be in this country, again, a significant portion of them are believed to have left the country, which obviously makes it very, very difficult.

So they are just some of the challenges, but in terms of how we are trying to overcome some of those things, we are working with partners to make sure that when individuals are released, robust address checks are carried out so that in the event of a breach, we can track and find the individuals. We have also just undergone a major change, which means that from September last year we no longer have 32 admin units across the 32 boroughs who deal with fail to appear warrants, actually we have centralised the process. I fully expect the performance will improve as a result of that, largely because the central unit is now open 24/7, 365 so it matters not when a breach occurs. The admin process will continue and the admin also includes some of the intelligence processes that we need to go to to track the individuals. So that will continue regardless of the time or day of night, or the day of the week.

Also, we are able to send bulk data to get some additional intelligence from other agencies such as immigration and financial data that we might require in order to track somebody. So those things are just made a lot easier by having a central unit.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): From the UKPA you will get that?

Commander Alison Newcomb (Metropolitan Police Service): Absolutely, yeah. So, rather than 32 boroughs asking individually for information, all trying to do that through our Metropolitan Police Service intelligence bureau, actually this new central admin system can just do that directly which makes that a lot simpler.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): We can track where they are from their credit card usage or something?

Commander Alison Newcomb (Metropolitan Police Service): Absolutely. So, any kind of financial data or access that that may have, we may be able to establish their whereabouts, which helps enormously. One of the other things we have done in terms of enforcement, because this really is about enforcement and we recognise obviously we are the only people, the police are the only people that can really make an indent into this is we put together a dedicated enforcement team. It won't be a permanent team, but it really is a team that we have put together that can move around London to try and first of all identify where the individuals are, then make the arrests in order that we can reduce the number and we are also utilising some resources from the TSG in order to do that.

So there is a huge will on our part to see those numbers improve. We will always have the biggest number, when you compare us with the other 43 forces, again because of our size, but actually, as you have identified, performance has slipped, but we will get it back on track.

Keith Prince (MOPAC Challenge Member): Thank you. Can I move on, chairman, with your permission to look at slide number 9, and that shows that 331 offences with more than 15 previous convictions --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can I just stop you because I do not want to lose that point, you said that performance has slipped slightly because I do not have I just have data of 4713 warrants outstanding, how do I know that it is slipped? All that I know is it seem an awful lot of warrants outstanding, where does it show?

Commander Alison Newcomb (Metropolitan Police Service): The slide, there is 14 in my pack; I think my pack's numbered slightly differently. So it is the first slide on (Inaudible) offender section. We've got the two graphs there, which the red line shows the --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's timeliness of recall for licences, but this is the sort of failure to appear warrants.

Commander Alison Newcomb (Metropolitan Police Service): And the volume.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Has the volume gone up or down? You are saying it is gone up recently.

Commander Alison Newcomb (Metropolitan Police Service): OK, so it does differ depending on which category we look at. So, for category A, there is been a slight

improvement, but category B is static. Then category C, there is been a decline so the length of time it is taken us to arrest those individuals.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I mean I think it would be useful to share the data with us just to get a flavour of performance because all it says is there seems to be a huge number of warrants. 4,700 or 4,800 you quoted outstanding, which is we want to get hold of them, we cannot get hold of them and it would be quite nice to get that into context really,

Commander Alison Newcomb (Metropolitan Police Service): OK, OK. So, as I said earlier, 4,800 warrants, fail to appear warrants outstanding, which is 28% of the national total.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Which is more is more than the 4,700 for 2013/2014.

Commander Alison Newcomb (Metropolitan Police Service): Yes, it is. Yeah, Chair, I do not have all of the data with me, but not in term of the overall volumes, but I have some data in terms of the timeliness, if that helps?

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): No, I think what you are saying, just by the 4,800 is that the historic data of 2013/2014 is 4, 713, which is in this pack, but your current figure, failure to appear, is 4,800, which would indicate it is going up not down. The number of warrants outstanding.

Commander Alison Newcomb (Metropolitan Police Service): Yeah, sorry, it may well be my terminology. So the volume of outstanding warrants is greater now than it used to be and it is greater than the target we are seeking to achieve.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): What is the target you are seeking to achieve?

Commander Alison Newcomb (Metropolitan Police Service): We would hope to get those warrants reduced, well if we are talking about timeliness then --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): There is a timeliness point. If everything goes right and you have all the information from immigration, all the financial data you want, at any given point in time, how many warrants should you have outstanding for a capital city like London? Is it 2,000, 3,000?

Commander Alison Newcomb (Metropolitan Police Service): I would suggest that in the region of 3,000 would be more or less, where we should be, but again, it does depend on the churn going through the courts.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Sure, so you'd always have warrants outstanding, that is what you are saying.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely, absolutely.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): But it is not at the level, we have at the moment where it is 4,800 odd, OK.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely, can I just mention one other point on that volume? The volume is huge and in the central unit, we are now undergoing a review of all of those warrants because there is some national guidance in terms of getting warrants withdrawn. There are certain circumstances under which you can do that. So, about 1,400 of those warrants that are now over four years old and require a review and it may be, not all of them, but a significant proportion of them should be withdrawn, particularly for those individuals that we know no longer reside in this country.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can I just ask them on timeliness because you were beginning to ask, Alison, sorry to cut across. So if we have 43 forces and they are all very, very different to the Metropolitan Police Service, I appreciate. Let's say you get to your 3,000 at any given time warrants outstanding, what kind of timeliness expectation, if we have got those targets to achieve category A in 14 day, category B in 21 days, category C in 28 days, where should we be with that?

At the moment it is like you have a 60% chance of hitting the target or lower than that if you look at the others.

Commander Alison Newcomb (Metropolitan Police Service): The target is currently set at 70%.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So your target is 70%.

Commander Alison Newcomb (Metropolitan Police Service): Yeah, for the timeliness.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): But will you actually achieve that? I mean it is a target but you are not achieving it.

Commander Alison Newcomb (Metropolitan Police Service): We're not achieving it currently, but given the measures that I've spoken about.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You think you will.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely. I mean that is a challenge, isn't it, but we are absolutely aiming to do that.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So in a years' time, because I'm still around in a years' time unfortunately, I looked at this and said, "Celebration, there are now 3,000 warrants, failure to appear warrants there are 4,800. We have hit the 70% target for all the categories of offender," that is what you are aiming for.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely, that would look like success.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Sorry Keith.

Keith Prince (MOPAC Challenge Member): If I can refer you then to slide number 9. On the right hand side, you have got this caution figure of 331 offenders and these are offenders with 15 plus previous convictions. They were given a caution in a 12 month period, but can you explain under what circumstances these prolific offenders would warrant a caution?

Commander Alison Newcomb (Metropolitan Police Service): OK, again looking at the overall figure. So in that last column there are over 12,000 offenders. So to have 331 of them that have received a caution, I guess doesn't surprise me, but the circumstances under which that can happen, they have to be exceptional circumstances. Ordinarily, a caution would be administered at sergeant level, but for exceptional circumstances, then the inspector would need to agree and sign that off and document what those circumstances are.

Examples would include things like looking at the proportionality of the offending and the timeframe of the offending. So, for example, if you had an individual that committed criminal damage in 2008, but then they didn't commit any further offences until 2015, and the offence they committed was a minor theft, that it may well be appropriate to administer a caution. Clearly, we shouldn't be doing that if it's a similar or same offence that is committed within a two year period. So that is certainly the guidance, so if it is outside of that, then possibly we could, if we are talking about relatively minor offences.

The other probably more common example is where you have an admission from the suspect that they committed an offence. There may be some supporting evidence of that, but if you have a victim that is unwilling then it is unlikely, highly unlikely that we would be able to charge in those circumstances and clearly, we therefore would not get a prosecution.

So consequently, a caution may be the best outcome in that case. So that is probably the most common occasion where that occurs, but there is also the other circumstance where proportionately it would be appropriate to administer a caution.

Keith Prince (MOPAC Challenge Member): I think the concern is that if someone has committed 15 plus offences already, it is clear that a caution probably doesn't work, but bearing in mind what you said, it does make it clear.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Sorry, if we have a 29 year old and that is a good question, Keith. You need to have that, that is very different to the US system where they just bring everyone to the court and all that diversion effectively happens in the courtroom. That's a very important police power to have that ability to be able to use that appropriately, but what I find interesting is this 29 year old offender we pulled off IDIOM, presumably they've had three police cautions, is that right? I mean this is a person that is just habitually, as I understand that, habitually just committing crime. Why would they get three police cautions?

Commander Alison Newcomb (Metropolitan Police Service): Again it would very much depend on the circumstances and every caution has to be looked at on a case by case basis and

what I do not know from this example is how old that offender was at the point of committing the offences for which they received a caution.

So I'd need to know a little bit about those individual circumstances to be able to say whether those (Overspeaking)

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I think it is perfectly reasonable and you are the professional. What I like about IDIOM, which I only discovered through people that look at IDIOM, is that it is the key to being able to get hold of these habitual repeat offenders. As I understand it, each criminal justice event triggers something in IDIOM. You can start to sort of ask these kinds of questions quite properly about does this make sense given the offender history that the caution has happened over here before we saw that they were constantly, but you suddenly have the information needed for all partners to be able to do something about this.

Commander Alison Newcomb (Metropolitan Police Service): Absolutely and that is exactly what the custody sergeant and inspectors will be doing. So they do not have access to IDIOM, but they do have access to PNC, so every individual will be PNCd so we know they know their offending history.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Would they like access to IDIOM?

Commander Alison Newcomb (Metropolitan Police Service): I do not know that that will necessarily assist them, to be frank because we have got so much information already on offenders when they are in custody, whether that is their criminal history, which is recorded on PNC, or our own intelligence information in terms of whether they've been stop checked or previously arrested. We have sufficient information to make those kinds of decisions about how appropriate a caution is, or not, I do not think we need to give them access to another system. I like IDIOM, IDIOM is a really, really good tool, but I'm just not sure it is for my officers.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): It is useful for the person on the ground; it is more of an oversight thing rather than for someone on the front ground. I appreciate that, I was fishing. Shall we go on to the next area of questioning, which is health? We've seen the chart now in gripping the offender where health looks a little bit disengaged, compared to some other partners. Maybe that is right, I do not know, but Kate, would you like to comment on that, Kate?

Kate Davies (Director, NHS England): Yeah, maybe I should and the first thing to do is give a bit of an overview of why that probably looks the way it does and also what the solutions are. As part of commissioning of health across England at the moment and I am particularly going to talk from England as a direction of NHS England, is that we have three areas of commissioning that we are particularly ensuring that the £100 billion of healthcare provision for all our families and ourselves is commissioned appropriately for our communities.

So you have 211 clinical commissioning groups, as you have identified on that particular chart, of which 32 of those are in London. You have four regions are now commissioning and particularly targeted specialised commissioning and that includes some areas of health and

justice commissioning which I'll come onto in a minute. Then you also have a 152 local authorities are particularly under the leadership of public health are also commissioning some absolute key areas where you particularly want your Health and Wellbeing boards to be more engaged. If you want us to cite some of those then substance misuse, social care, what that means, particularly around safeguarding of vulnerable adults, children and young people.

So it is really important to say, when you are asking those questions whether these are health engaged or not, is that the current commissioning picture does mean that there are different responsibilities for different people. If you follow the individual, the offender, so if you go back to the example of somebody who is maybe had three cautions and again I do not know anything about that individual. They could be someone with acute learning needs, they could be someone who is a substance misuser, or they could be somebody who is kind of just bag at it as part of burglary and robbery.

Of course that individual assessment of my colleagues who have already spoken, I suppose it is slightly disappointing for me that health is absolutely an opportunity, given a word earlier by the panel, to say that if we are looking at reoffending then for me, as part of a Director in the NHS, what I'm saying to my NHS colleagues is actually as part of the health intervention of criminal justice, that health is actually there to do two key things. One is to support and improve the health care and health inequalities of individuals and their families, but it is also there as part of reoffending and the reduction of reoffending.

We know that as part of the people who are in the Criminal Justice System they are much more likely to be substance misusers. They are much more likely to have mental health problems, and for children and young people, they're also more likely to be children and young people looked after and children and young people who are probably maybe more disengaged with some other services already.

So I think our challenge is to ensure that we really get to grips with how health can be a really active partner. I think there are some really good examples and I'll go back to the 'Through the Gate' example in the North West that the North West example of the Through the Gate programme was if you were working in 16 prisons --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Is that North West London North West England?

Kate Davies (Director, NHS England): Northwest in the country, sorry Chair.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): We had two pilots and I'm getting very North West sort of confused.

Kate Davies (Director, NHS England): Shall I start again? Shall I start again in the North West? So the North West in England terms actually means that with our partnership with the Ministry of Justice then there were a number of prisons, 16 prisons in the North West of this country. So particularly Liverpool, Manchester, Cheshire. So looking at other examples in the country that really said, as part of substance misuse, if you absolutely engage with a health assessment the minute that person comes into the prison and then you look at that individual package with a cohort of different organisations. That includes particularly housing, health,

relationships, substance misuse and you put that package all the way through their remand or their prison sentence. Particularly what that means with a package on the way out of a gate, then you are much more likely to get someone maintaining a drug free lifestyle maintaining a service that there may be a disconnect with mental health or maintaining that opportunity to look at relationships, families and everything that keeps people from maybe reoffending and being that person with the free points and cautioning.

What we also found, chair, from that particular work, that rolling out with the Community Rehabilitation Companies in London, is that you also get a high instance of people in prisons or reoffending in the community who do have learning disabilities, do have mental health problems, maybe are not even registered with their GP.

So I know one of the things the London region has done which has been really successful is that work with every CCG, with every GP to actually look at how you get people to be engaged with their GP, maybe when they have not been, when their family hasn't been traditionally. It is how they actually see that as a benefit, to moving in, not only to do with their health, but reoffending.

So I think that is maybe the overview that I want to put to that context answering your question directly. It absolutely is key that our clinical commissioning groups, really understand from a health perspective what it means to be an active partner within Integrated Offender Management and within health and wellbeing and I think quite often health are very keen and quite rightly appropriate at focusing on some of those targets within A&E departments, in hospitals. What that means, we have a number of areas and I think what we are doing now, we have a commissioning structure within the London region where we have health and justice commissioning. So the health and justice commissioning team, Joanne Murfitt is in the room today, are here to absolutely be that team that does that engagement with the CCGs, does that engagement also with public health and the directors of public health. So we can really ensure that people understand that the health partnership is not just there to make sure that people have better healthcare, but also does achieve that reoffending and reduction and reoffending target and I think that is important to see that change as we go forward.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I'm going to ask Faith to come in, that is very helpful.

Faith Boardman (MOPAC Challenge Member): I'm particularly interested in this area because I'm also a non-executive director at Kings College Hospital, which is as you will know is one of the four big London trauma centres and we see the results all too frequently of problems of the type we have been talking about this afternoon. Certainly, our experiences of substance misuse and mental health are both serious issues around this topic. Unfortunately, our experience has also been that the resourcing and the concentration that I think is needed in this area and I think you have just supported isn't really there with most of the CCGs that we deal with, and to only a limited degree with the Health and Wellbeing boards. Our experience is very much bears out the picture that is on slide 16.

So what is going to make them sit up and pay attention, number one, and number two, what could the big trauma centres, like Kings do more of to assist in this and to assist in the commissioning issues and to assist in identifying when such people fell off.

Kate Davies (Director, NHS England): If I just can just answer the first point really about makes people sit up and pay attention. We've already seen actually a massive improvement in the amount of people understanding what that means to become engaged. One is I think the joint strategic needs assessment within local authorities really need to focus and you need to ask those questions about what does that mean for the cohort within London and the London boroughs around particular mental health substance misuse issues and having an overview of that is not good enough. You need to really get the joint strategic needs assessments to really deep dive with those health issues.

I think the other issues is we have got some --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can I just ask you a question because I'm being a simpleton.

Kate Davies (Director, NHS England): Yeah, sure.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Simply put, it sounds like there is this thing called Omega, it could be Alpha, but let's call it Omega and Omega has been and it seems like everyone here has got it as a tool that seems to correlate with reoffending.

Kate Davies (Director, NHS England): Oga(?).

Stephen Greenhalgh (Deputy Mayor for Policing and Crime): The Oga score seems to identify these 3,800 people. They seem to be at high risk for reoffending and then you have got part B, which is the 50%, which has a nasty incident, whether it is robbery or inquisitive crimes. So that takes it to 3,800. At the moment, would there be some form of enhanced healthcare provision for those people or not? Do healthcare recognise that as a tool that would say yeah, probably thee might be a substance misuse problem, something that they need to feed a habit or there may be something around mental health issues or learning disabilities, some kind of health issue means that we need some kind of intervention at a given point.

Kate Davies (Director, NHS England): I cannot talk for England, but I certainly know for the London region that in conjunction with NHS England, London region you are doing work through your partnership work to actually target what that means as part of those individuals that are in the high scores. It is whether they are individuals that are coming through things like the liaison and diversion programme or street triage. So across the 11 boroughs of London that have been part of the first wave of liaison and diversion layers.

Diversion is about early intervention in police custody and courts for people who present with healthcare, mental health, physical health as well, issues. We know that in the first nine months of that scheme there were actually a very similar figure, 3,177 individuals in London that had an intervention as part of liaison and diversion. I know working with my Metropolitan Police Service colleagues, what we are doing is then identifying a lot earlier when people maybe have mental health, substance misuse or physical health problems.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): When does that take place? That's 3,177.

Kate Davies (Director, NHS England): 3,177 actually in the first --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): And that programme --

Kate Davies (Director, NHS England): The first ten months of this financial year, Chair.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): When did that -- because you see liaison and diversion out with police officers, with mental health nurses, you see it in custody, where is that?

Kate Davies (Director, NHS England): Street triage.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): This is street triage.

Kate Davies (Director, NHS England): Street triage is when you're out.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Sure, I know, but I assume liaison happens at various points.

Kate Davies (Director, NHS England): It is the pathway that you want to get people up and down the stream. Police custody and courts is one that is targeted for this government's programme and is actually still a programme which is going through the Treasury, the full business case is in September this year. Street triage and partnership with police and crime commissioners and CCGs is particularly --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): This 3,177 is street triage.

Kate Davies (Director, NHS England): No, the 3,177 is liaison and diversion.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): For whether it is custody, street triage or --

Kate Davies (Director, NHS England): It is policy custody and courts, it doesn't include street triage that number, so there is an even bigger number with street triage.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's what I was trying to understand.

Kate Davies (Director, NHS England): Sorry.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): One of the things I discovered and we do not want to go into anecdote, one of the problems I've found going into

Ealing police station is just the plethora of programmes that kind of touch upon substance misuse.

So you get someone who is doing drug and alcohol testing, you have a nurse that does some kind of liaison and diversion over here. Then you have the custody nurses over here, it is all very overlapping and messy when you look at it on the ground.

Kate Davies (Director, NHS England): I think one of the things to help explain that is also what you have got is this obsession of government programmes. So the drugs intervention programme in the last government was particularly targeting substance misuse and that intervention through testing and treatment but also as part of sentence.

With this government, you have had a massive push on the liaison diversion programme, particularly because the liaison diversion is much more focused on the generic healthcare of the men and women and individuals, but also all age programme, so it is also targeting children and young people as well.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): But you have not decommissioned DIPs, DIP still is happening.

Kate Davies (Director, NHS England): Actually, some of the DIP has been decommissioned; some of the DIP programme has reduced in the amount of money that local authorities are commissioning. So I think going back to the way that we commission, the drugs intervention programme is very much about commissioning substance misuse services in the community. The liaison and diversion programme is very much about commissioning the intervention as part of sentencing, so it is not diverting people from remand or custody. It is saying as part of the intervention of the appropriate sentence or remand for that individual, regardless of whether they've just murdered somebody or whether they are a young man and I'm thinking of a particular case that I was speaking to last week who had learning disabilities. He had sent a couple of letters to neighbours who'd been bullying him, but actually had been cautioned because of that information. What's the right healthcare intervention while you are thinking about sentence? That is absolutely crucial as part of your original question of how do you bring health and crime at a local level together because we can have all the national schemes we want, but what we have actually got to do is make sense of that on a local basis. I think that is where the trauma units and hospitals particularly play a big part in this.

If you think of other areas of good practice in the country, in Milton Keynes for example, in parts of the Midlands, there are mental health treatment requirement orders, there was partnership work with A&E departments, so that actually you look at how the A&E departments and the trauma centres within hospitals are actually the first pathway of call for some of those men and women and patients as well as in police custody and it is absolutely crucial we do not - it may seem complicated, but the one thing that is constant is the individual. So you absolutely have got to ensure, from my perspective as healthcare, that any health assessment also takes into account someone's criminal justice or offender behaviour at assessment.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So I love -- I'm really interested, I'm the son of a surgeon, Bachelor of Surgery.

Kate Davies (Director, NHS England): Yeah, I know.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You probably didn't know.

Kate Davies (Director, NHS England): We worked together.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Did you.

Kate Davies (Director, NHS England): We've done some work together in the past.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): My father, well so as a kid I remember all the times I was following him around the wards. Trauma centres are, and I've visited Kings and I've visited London now, and what I do not get, I'm just staying this to you, this isn't trying to make policy on the hoof, what I do not get is why you have got these kind of four mega-things and it is really the real question is can you continue to fund all of them, all four. That will be the long-term thing. There are huge, huge gateways to more resource because you cannot really run a trauma centre without all the specialised resource that sits behind it. You need the neurosurgery, you need the vascular surgery, you need the trauma and orthopaedics. You need all the expertise and that trauma unit that sits not on the front of every major hospital, but only on four, with the helipad as well in three of them, but not St Mary's for some reason, why is that commissioned by 32 CCGs because it is a very centralised -- I mean what is the thinking behind that?

Kate Davies (Director, NHS England): It is maybe not for me to answer all the questions from NHS Commissioning. I think it is probably this government decided to commission it that way, but I think one of the things that is absolutely crucial about the healthcare and the offender healthcare, whether you take that as part of how you are commissioning trauma is that one of the things that we have. Why we have a number of programmes is you have had a number of government pathfinders and programmes that have commissioned healthcare and criminal justice.

What I am really pleased to say and why I am in this job is that healthcare, for the first time, has actually said that you want to have the same level of health intervention as a patient who happens to be in a prison or an offender who happens to be in a hospital, that you would have in the community or within a prison so that the one thing that stays constant is not how you can commission it, Chair, but is actually how you follow the individual. That's the bit that is really, really important. I think it is my job to make sure --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Again, how you follow the individual.

Kate Davies (Director, NHS England): How you follow the individual because you take, and I always say this hypothetically, although it may or may not be. If you take my daughter who happens to kind of shoplift and then ends up in a police custody suite, in a court, in your prison, the one thing I want as a parent, is that at some point, someone is going to assess her as an individual to say that she may or may not have been using drugs. She may or may not have mental health problems, all of those things that as well as seeing her as an offender will see the

individual as far as what their healthcare needs are. We can never -- there are obviously people who absolutely as lifers and as individuals and some who have come through the criminal justice service in the past, need to be sentenced and need to have long sentences.

They still need to have the appropriate healthcare while they are also serving their sentence, but there are many, many more people who won't be getting prison sentences. They will, on the whole, 1.4 million people go through the policy custody suites in England in any one year, only 85,000 of those end up in prison, so what we absolutely have to do is get the pathways to follow those individuals and that is the point I want to make.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Get the healthcare pathways to follow the individuals.

Kate Davies (Director, NHS England): Absolutely.

Faith Boardman (MOPAC Challenge Member): And that proves very difficult in practical terms, particularly in a big trauma centre and I think we have got to recognise the difficulties and see how we can cap them. If you take the King's example, and we are a very good trauma centre, we are probably one of the best in the country. We have to deal with something like six local authority and public health welfare; they all have a different view of it. We have to deal with probably 30 CCGs; they all have a different view of it. It is very difficult to identify people as being in this category when they come in needing help badly and they are not necessarily in the condition to tell you. It is very difficult to handle and get a coherent offer from all those bodies that I've just spoken about.

Kate Davies (Director, NHS England): I think the one good thing to say, there are many good things, but one of the things about the health and justice commissioning under NHS England. You have four regions, one of them is London that is leading on the health and justice commissioning across your prisons, across your immigration removal centres, your children's secure homes, your police custody, and your courts and also includes sexual assault referral centres as well. So for victims of rape and sexual abuse so you may have that.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You do not do prisons.

Kate Davies (Director, NHS England): Yes, yes, they do prisons as well.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You do prisons, you do Sark(?), but you do not do ... OK, so the community stuff is done somewhere else.

Kate Davies (Director, NHS England): So the community stuff, as soon as you live in 22 Smith Street down the road in Lambeth --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That's the CCGs.

Kate Davies (Director, NHS England): Yeah, that is the CCG. If you are then in a police custody suite or a court or a prison, then that is part of health and justice.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You do the Sarkis but you do not do the community based stuff.

Kate Davies (Director, NHS England): The regional reproach is there to have that piece of work and continuity around the pathway. It is very new, it is only come in in the last two years, that is why things like the liaison and diversion scheme at the moment are showing massive improvements in early intervention and also ensuring that there are some people that are care, not custody. There are many people who are absolutely still custody, but their healthcare records and their health assessment in the police custody suite follows them into Brixton Prison.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): That programme is commissioned by your organisation because that is custody, but what about on the streets? Is that then commissioned by the CCGs?

Kate Davies (Director, NHS England): That's commissioned by the CCGs, but I think the good thing about the liaison diversion programme and the street triage programme is that we are working together, you know. It is absolutely about what is called co-commissioning, collaborative commissioning. So I know that the London regional team, I know certainly the North West, the Manchester and Liverpool team do not commission healthcare without getting together with their CCGs, with their Police and Crime Commissioners, with their colleagues particularly, with their NOMs, National Offender Management service and Youth Justice Board.

It is not easy, it is tough work, it is what I call proper partnership work, but it is absolutely the way to get those greens on that chart there that Marie showed at much more into a position that people understand their responsibility. Just to finish off the North West as in the North West of the country's example of being the earlier adopter for the through the gate programme in prisons, what they have achieved in the first year is the engagement of local authorities and CCGs in a way that has not been seen in other parts of the country because it is part of the condition of working with the Through the Gate programme that we also work with the other partners on the outside.

Can I just say that the one thing that is really, really made that work is the involvement of service users. So, the service users and the involvement of service using recovery bodies, and there is one called Red Rose recovery in the North West, which has been absolutely instrumental to actually saying, "Actually I can change. I might have been in and out of prison for 14 years but actually, this is a different way for me now and the service user involvement is key in this as well."

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Is that programme coming to London?

Kate Davies (Director, NHS England): It is, it is part of the element of what Nick was saying in his introduction which rolls out 1 May.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So that is the extension of what you described in your Through the Gate programme. So that is building on from what we learnt from North West England. So Steve you want to come in.

Steve O'Connell (MOPAC Challenge Member): I have just one -- I'm conscious of time, but I have one particular question for Nick and Rebecca's, it is very marked that the short sentence prisoners have this particularly high reoffending rate. The slide earlier, which is slide 10, talked about 53%. So, with the transitional arrangements that is going to give you an added challenge because it would be particularly around workload and resources. So that is one comment I'd like you to add to, but also what sort of practice what will you do differently? So you have got this target area that is new to you as a piece of work or as a concept, and you have got to take this on, deal with it, how are you going to -- Nick and Rebecca particularly, how are you going to handle that?

Rebecca Grattan (Chief Operating Officer, MTCnovo): So if we start with the increased caseload because you are right, suddenly we have got probably 25% more in terms of capacity. We cannot do that solely from the CRC staffing, it would be overwhelming and that is where it is really important, we have this mixed economy.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): 25% more workload.

Rebecca Grattan (Chief Operating Officer, MTCnovo): That's right, yeah, exactly. So, we will be having a combination of CRC staff who are working with us, staff from third sector partners, and obviously from volunteers and volunteers would include people like peer mentors, for example, who might be trained as mentors within prison and then support people on the outside.

We think that the question around having that kind of relational continuity Through the Gate is really critical, so that might be in place naturally for some offenders through family or relationships that they have. We might need for that to be quite structured actually where people are at high risk of reoffending and that is where colleagues from within the CRC are going to be the most appropriate people to carry forward that relationship but it might be actually to the point that Kate just made, that actually it is somebody who you would see as a natural peer to you. Perhaps somebody who has been in the same circumstance as you previously would be great as a mentor to help you transfer through.

Steve O'Connell (MOPAC Challenge Member): In your earlier comment, your introduction you talked about co-working with the local boroughs and the voluntary sector, you are going to have to ask a lending hand even more so perhaps in this new environment would you agree?

Rebecca Grattan (Chief Operating Officer, MTCnovo): Absolutely and it is really important that we are not just creating a whole range of new services that we are leveraging existing arrangements and bringing them through the gate in the other direction into the prison to be able to provide that continuity of service. What we cannot have is something separate that is happening within custody, but then people have to transfer to a different service when they go out. So the point on health is a really good one, actually making connections in things like if you do not have a GP or if you have a mental health or an intellectual disability or something of that nature we can actually assess for that in custody and take the continuity into the community.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): And ultimately, ultimately you can do all the housing plans you like, but access to public housing is going to be by working with the boroughs, isn't it?

Rebecca Grattan (Chief Operating Officer, MTCnovo): It has to be.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Do you agree, Nick?

Nick Smart (Chief Executive, Community Rehabilitation Centre): I do agree. I think it cuts right across into the gripping the offender bit and those 3,800 as well that we need to be confident, we are pretty confident for the reasons Alison has touched on already that we identify in this new 25% increase in our caseload, which of those sit in with those 3,800 and target them accordingly for a range of interventions that are not just our own in-house interventions that exactly, as Rebecca says, need to make those links.

Steve O'Connell (MOPAC Challenge Member): You link that across, you get your short sentences, and then you will read across to the 3,800.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I'm going to ask one question. We are going to run late because it is too good. There's too much material and we want to do it justice and Lucy has been really patient for an hour and a half and said nothing.

Lucy Bogue (Ministry of Justice): For me it is hard.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Which is extremely hard for you, Lucy, I know, but if in a years' time we looked at this again, I intend to reconvene everybody, should everybody still be here. 53% reoffending rate for short term offenders in London seems extremely high, what should we expect that to be in a years' time? I mean you cannot get it everywhere but where would you expect it to be? That's kind of like a -

Nick Smart (Chief Executive, Community Rehabilitation Centre): There's more than one way to answer that question I think, isn't here?

Lucy Bogue (Ministry of Justice): There is.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I know it is the volume of offences, which you've pointed out. So if we applied, take it away with you, but if we applied what we learnt from north west London and also what we have learnt from North West England, surely we can have a picture of what winning looks like around the volume of offences committed by the cohort and the binary reconviction rate. We could say, "Actually, this is what we are aiming for." Would that be a reasonable thing to do?

Rebecca Grattan (Chief Operating Officer, MTCnovo): I certainly think we could be in a position where we could report back on reductions, certainly in frequency and severity. I think

maybe in a year to be able to have made an overall reduction it maybe a little early, but certainly to get that downward trend.

Lucy Bogue (Ministry of Justice): I mean the operating model, so we talked a lot about the Through the Gate element of it, but Nick and Rebecca need to get it in place. It is such a significant part of the new model in London and I do not think we can underestimate how big a bit of the new reforms it is. You need to get that in place and then we need to be back here discussing what that model looks like and then making a commitment of what are you going to do to reduce reoffending. Both on that binary but actually the number of offences.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): You are here as Whitehall and I've learnt in this job I started at the grubby end of this business which is called the Town Hall. Bit by bit, after sixteen and a half years in a town hall, elevated to have a job in City Hall, but you are in that pantheon of greatness known as Whitehall, once you were together but John Reid split you asunder, the MOJ went one way, you remained in the Home Office. I mean this is the bit where we need you to say what does winning look like when it comes to London? What should we expect and how are you going to take that forward and maybe we can hear from both of you now, particularly for this 3,800 highly active persistent habitual criminals.

Bernard Lane (Home Office): Firstly, of course, working in the Home Office I work for Mike Penning who is Minister of Policing, Criminal Justice, and Victims, so he's a minister in both departments, so I would say this wouldn't I, but we are completely joined up in Whitehall around this.

My lead in the Home Office is on IOM where I have a national overview, as it were. I was the lead, I still am, I suppose, for the prolific offender programme that came before that and until very recently, we were collecting statistics on prolific offenders, we do not any more at national level, but they have a reoffending rate of around, and I won't get the figure exactly right, but it is a high 70%. So if we are looking at reoffending rates around 50% then that is already moving in the right direction, I would have thought. Much smaller numbers so the modelling the Home Office did when it was joined with the Ministry of Justice about 10 years ago said the figure was something like 10% of offenders commit 50% of crime and 1% of offenders commit something like 5% of crime.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Say those figures again, sorry.

Bernard Lane (Home Office): 10% of offenders committing 50% of crime and then around about 1% committing 5% of all crimes. So gripping the offender is absolutely about getting to that 1% and then over time towards the 10%. That's where IOM works; it seems to me, if you have a whole system approach, so there is not just the police.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I think we agree with that, so what we are saying is we all know through the history of time IOM works. It is how do we make IOM work, if that makes sense?

Bernard Lane (Home Office): Well, things like we have representatives of the London CRC here, transforming rehabilitation has come along in the life of integrated offender management. Of course it will make a big difference to IOM because a lot of the target group that IOM across the country are going for are what are called statutory offenders, those who have been managed by probation services. A lot of them are non-statutory offenders so have never had any management by profession.

Now, all of the offenders will be brought under some form of formal supervision at some point with the Offender Rehabilitation Act, so that will assist IOM, absolutely make it work better.

There's three things I want to say, Through the Gate, of course because a lot of IOM offenders have been met by people coming out of prison on an adhoc basis, sort of formalising those arrangements must make a huge difference and the third point is --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Is that just one point, Through the Gate?

Bernard Lane (Home Office): The first one was the increasing statutory formal supervision.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Oh yeah.

Bernard Lane (Home Office): So making that work. The third point I was going to make was gripping the offender at each point is fine. What IOM brings and one of its big successes, I think, is the view of the offender throughout the process, so not just arrest them and hand over to the CPS --

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Stop the pass the parcel.

Bernard Lane (Home Office): It is about the partnership, the IOM partnership, so the whole group coming together, keeping an eye on the offender throughout the process, out the other end, managed by the CRC perhaps, still a risk at the end of that formal supervision. Do we let them go or do we continue to have some form of management attached to them until the risk of reoffending subsides. That for me is what IOM success looks like, what the IOM key principles talk about. End of sermon.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Sorry, Lucy do you want to make a comment?

Lucy Bogue (Ministry of Justice): I do not actually want to repeat what others have said and I think Bernard has talked a lot about the work that we are doing. I mean the job from the ministry is to actually make sure the whole system links up. You have spoken to the three of course there is four, but the three key people that sit underneath the ministry and it is making sure that the NPS and CRC and actually the prisons are all linked together.

Slide 16 I thought was really interesting, if anyone goes back there, because it showed that the prisons were regularly involved in IOM and with Through the Gate, I would really hope if we were back through here in eight months' time that would show, I think it was, constantly

involved. We're going to have the CRC in there delivering our resettlement services and the role of the governor, Kate talked a lot about partnership working. That role of the governor I think is going to change slightly because they are going to have to make sure that our education partners, our health partners, and our resettlement partners work closely together whilst they deliver their safe and decent environment.

We're going into a big change; I think a very exciting change for London. You've got 14 good resettlement prisons in London and I'm looking forward to seeing the model that Rebecca and team are going to be putting in place.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): OK and Jonathon do you want to --

Jonathan Glanz (MOPAC Challenge Member): I just want to pick up a point with Bernard, we've heard a lot today about the IDIOM system, and how useful it can be. I just wonder if you are able to confirm that the Home Office will be supporting its continued development so that it can continue to be useful to partners and in fact extend it to other partners particularly here in London?

Bernard Lane (Home Office): So IDIOM is in a state of transition at the moment, so it is a Home Office provided system, has been since its creation. The Home Secretary is very clear that the Home Office shouldn't own these systems and we are in a transition process now to hand it over to PCCs collectively, but I think some of the improvement work will hopefully be done here in London.

In terms of wider partnership engagement, in theory, any partner who has access to the government secure internet system, so that is almost anybody in the public sector can have access to IDIOM. It is through a password creation so there is an assurance process in place at the moment because the data is very sensitive, it is restricted data, it is about people, it has the daily upload of the police national computer data on it, which is very valuable in operational terms.

Jonathan Glanz (MOPAC Challenge Member): You say that is why it is so useful.

Bernard Lane (Home Office): But we therefore need some information assurance rigour around who can access this data and all the rest of it. Some of the problems we have had in partners accessing it have been absolutely technical rather than principle, so it is been quite hard, for example, for some prison governors to access IDIOM because they cannot get the internet to open up in the system in the way that they need to in order to get onto IDIOM. Now, they are issues that can surely be resolved over the bigger tables, or whatever it is. There's no point in principle here, it is entirely about how the IT operates, I think, but there is a lot of work going on in improvements at the moment.

Jonathan Glanz (MOPAC Challenge Member): But the system itself is in sound working order, just the issues around access you were saying still need to be resolved.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): As you know, we're keen to help with some of those developments because clearly we have a disproportionate

number of these offenders in our capital city so I've sat through the national IT company and made a bid to get the Metropolitan Police Service involved as well as my PCC colleagues who were happy that we have got more into the driving seat really. Jonathan do you want any more?

Jonathan Glanz (MOPAC Challenge Member): No, no.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I have a couple of questions because I was informed that whilst you are not collecting the data around IOMs specifically anymore, you are issuing guidance.

Bernard Lane (Home Office): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Do you want to tell us a little bit more about the guidance issued?

Bernard Lane (Home Office): Without getting into semantics, not guidance, we call them key principles because this is a national document. The IOM key principles are issued in March 2010 so they need updating because that was before police and crime commissioners and mayor's office existed. It was before transforming rehabilitation came along. So, ministers have decided that we should refresh those principles now and we'll be doing it this week, they'll be published this week to set IOM into the context of transforming rehabilitation.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): So they'll be published this week.

Bernard Lane (Home Office): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Has everyone input into that then?

Bernard Lane (Home Office): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Has my office given you any thoughts?

Bernard Lane (Home Office): Yes.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Good and presumably MOJ. Everyone has talked to each other.

Bernard Lane (Home Office): It is been a long process to get to where we are. Now is exactly the right time with the end of transforming rehabilitation competition if I've put it in those terms, but yes, we have got a national IOM board, which has everybody you would think represented on it and it is been through that process and I've run workshops around the country talking to all sorts of people. Yes, your office did get involved.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Just given that I only gravitated from Town Hall to City Hall, I'm kind of interested in London with an economy

of 350 billion, which makes us the eight largest country in Europe, we sort of think in London. We think London as a huge engine of opportunity, but 43% of the stabbings in the country take place on the streets of London. So I'm interested in how some of the programmes get commissioned and delivered nationally when they touch on London quite properly I would be, wouldn't I and the thought I have is how can we get more of a London focus on a couple of things? How can we get more of a London focus because that is often the future, isn't it, future of cutting edge? More of a London focus on digital justice because it is no good having us at the back end of digital justice programmes.

I was invited as a guest, I think the previous policing minister to Mike Penning was Damien Green, the Right Honourable Damian Green who obviously preceded Mike Penning who was the preceded by Nick Herbert, all three of whom I know very well. One of them did invite me to the meeting and that is where the business was done, the digital justice, but I wonder how we can get a London view on Digital Justice.

The second one, you just mentioned London national IOM, I'd be very keen to know how we can get a London view about IOM given what we have just discovered around statistics so we can be at the cutting edge of a capital city around IOM. Early adopters are some of the things that you want strive to help you deliver some of the aspirations you have. Lastly, actually, the thing that I picked up, although we have not spent a lot of time on it today is around speed and timeliness dealing with these small cohorts of offenders so that the system is incredibly slick when it comes to dealing with them and there is some way of bring people together at a London level. Is that something that Whitehall, given that we are all on the same page, is there a way of having a London view of those areas?

Lucy Bogue (Ministry of Justice): Shall I just go on the slickness? I presume you mean the slickness into courts.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Court delays, yeah.

Lucy Bogue (Ministry of Justice): Stephen, we have been very willing to support you in your ambition on that. I mean remembering that the judiciary is independent and actually slickness into court is a listing issue. We would be very happy to facilitate that discussion between you and the judiciary. I mean I think already there are local discussions in London, but if you would like the department to facilitate that, we would do.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I would.

Lucy Bogue (Ministry of Justice): I mean what I think would be really -- can I just also say, I know that we have talked about cohorts and stuff. Sometimes the judiciary in the courts do not recognise some of the terminology and labelling that we use, so if we are going to facilitate that discussion we need to be very clear that we are clear what cohort we want to go through and be very careful not to prejudice anybody that comes in front of the courts because they are labelled before they get there. So, with all of that context, we will take it back and work with your office and make sure we facilitate that discussion.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): OK, that takes that one forward.

Nick Smart (Chief Executive, Community Rehabilitation Centre): Chairman, I think what is helpful there in a London context as well is that we now have Justice Sweeney on the London Criminal Justice Board have the direct judicial input into that front end.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Which board is that?

Nick Smart (Chief Executive, Community Rehabilitation Centre): So that is the London Criminal Justice Board on which Marie represents you and that is a real advance, I think in terms of being able to turn into reality some of what Lucy's talking about because without the local judiciary on side, I talk from experience in my previous role in another part of the country, it is quite difficult to move these things forward. With senior justice on side, I think we have much more opportunity to do that.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I take that as a big tick, so one of the big actions out of today is that we are all on the same page around timeliness and we know they are very special people the judiciary and we make sure we always engage with them in the appropriate way, but you will help facilitate that.

At least at a political level I can understand this is the ambition we have for the system without wanting to tell them how to do their jobs and that is quite proper.

The two other areas I mentioned, one of them is digital justice, which clearly we are spending -- if we understand, we have sold a whole load of police estate property, we have hundreds of millions we are investing into programmes where effectively we will transform policing and make it literally digital policing, but if that doesn't connect with the wider Criminal Justice System it will be a disaster. So are we ensuring, and the mobility programme is a critical part of that, how are we ensuring that we get end to end digital justice in London that works?

Lucy Bogue (Ministry of Justice): Yeah, I need to go back and talk to. . .

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Can you just take that away for action?

Lucy Bogue (Ministry of Justice): I will do.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Because I think that is really important that just an occasional me going along to a board that is run in Whitehall nationally doesn't work because this is money that will be spent once. This is programmes and money that I sign off so my neck is in the noose and I would like to make sure it works. The third piece is IOM. At the end of the day, with all the best will in the world, national IOM doesn't cut it for London, so how do we have a London version that effectively focuses everybody around IOM? I mean quite probably, there should be some way of thinking that covers Whitehall, City Hall's involvement and is a version, I think of what you have described, the London Criminal Justice Board, which just focuses on IOM.

Bernard Lane (Home Office): I would entirely agree with that. What I would say is the National Key Principles Document, hasn't been dreamed up in Whitehall, it does take account of some of the evidence we have from the HM Inspectorate and there is a thematic inspection by the Policing Inspectorate and Probation Inspectorate but also it has drawn on real-time practice around the country including in London.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): I'm sure it does.

Bernard Lane (Home Office): But it is not the end of the story. Of course and it is one thing issuing a document less than ten weeks before the next election? What happens there afterwards with that document, you know, and how we -- what we did last time when we issued the key principles in March 2010 was we created a self-assessment diagnostic tool alongside it, which a lot of areas have used to just look at what they saw as strengths and opportunities for further development. If ministers were so minded we might do something like that again that helps the area to look at what is best practice, where there are opportunities to improve and who you can go to to talk about some of those.

Stephen Greenhalgh (Deputy Mayor for Policing and Crime) (Chair): Today is all about the 3,800 people that we say are the habitual people who commit a huge amount of crime in our capital city. We are a city of 8.6 million with IDIOM as a tool properly powered up, every single criminal justice partner should be able to get hold of them and know who they are frankly, crudely, and we are going to try and accelerate that so it is not blocked in any way. I think that is of no benefit to the country but will be particularly useful for London.

We are going to think about a London governance arrangement that draws everybody into well effectively. It is quite appropriately the right national strategy for Integrated Offender Management that takes all the best practice from North West London on the ground, North West England when it comes to healthcare and basically makes it work for London IOM, for these 3,700 repeat offenders.

The court delays bit is always enthusiastic and how you engage with the judiciary appropriately and you are going to help us with finding the right way of having the right language and that is really helpful Lucy. You are going to take away the whole thing about how we connect up end-to-end digital justice because the last thing we want to do is create a siloed approach to using technology, we should actually be bringing everything together.

So I think that is actually at a practical level a good use of this meeting, but I'm still quite frankly staggered at how few people are such volume generators of crime because they are the people that blight neighbourhoods, they are the people that make people scared. They have a huge impact on communities and I think the fact that we can have the ability to find them, locate them, and grip them is the challenge that we have over the next couple of years.

So thank you very much indeed for coming along, it was very helpful.