



# **PROLIFIC & OTHER PRIORITY OFFENDER STRATEGY**

**a framework document for addressing  
work on the three strands of**

- Prevent & Deter**
- Catch & Convict**
- Resettle & Rehabilitate**

**in**

**Staffordshire and Stoke-on-Trent**

*edition: May 2005*

*This document provides a local operational framework for the national guidance produced by the Home Office's PPO Implementation Team*

Use of abbreviations throughout this document

<b>ASBO</b>	Anti Social Behaviour Order
<b>BCU</b>	Basic Command Unit (for the Police)
<b>C&amp;C</b>	Catch & Convict
<b>CDRP</b>	Crime and Disorder Reduction Partnership
<b>central guidance</b>	Guidance issued by the Home Office's PPO Implementation Unit
<b>CJS</b>	Criminal Justice System
<b>DIP</b>	Drugs Intervention Programme
<b>GOWM</b>	Government Office for the West Midlands
<b>LCJB</b>	Local Criminal Justice Board
<b>P&amp;D</b>	Prevent & Deter
<b>PPOs</b>	Prolific & other Priority Offenders
<b>R&amp;R</b>	Resettle & Rehabilitate
<b>YOS</b>	Youth Offending Services

## INTRODUCTION

1 In support of the establishment of the national strategy to tackle prolific & other priority offenders, a single scheme to deliver each of its three strands of

- Prevent & Deter
- Catch & Convict
- Resettle & Rehabilitate

has been developed to cover both the county of Staffordshire and the Unitary authority of Stoke on Trent.

Crime & Disorder Reduction Partnerships have been given the responsibility for delivering all three strands of the strategy in partnership with the local Criminal Justice Board.

The Local Criminal Justice Board has been given the responsibility for setting the overall framework for the area.

2 All work on the strategy reinforces existing collaborative working arrangements between partners from Staffordshire Police, the National Probation Service - Staffordshire Area, Staffordshire Youth Offending Service and Stoke-on-Trent Youth Offending Service, the Prison Service, the Courts Service and local communities represented by the Crime and Disorder Reduction Partnerships (CDRP) and other partners.

3 To manage the work on each strand, agreement has been reached between the agencies that one of them be identified to take the lead role.

- **Prevent & Deter:** Staffordshire and Stoke-on-Trent Youth Offending Services are the lead agencies in the identification of the initial lists of young people identified as offenders or those at risk of offending and the construction of robust evaluation, monitoring and reporting processes.
- **Catch & Convict:** Staffordshire Police is the lead agency in the identification of the initial lists of prolific and other priority offenders, the construction of robust evaluation, monitoring and reporting processes using existing police command structures.
- **Rehabilitation and Resettlement:** Staffordshire Police, Staffordshire Probation Area, Staffordshire Youth Offending Service and Stoke-on-Trent Youth Offending Service are the lead agencies in the identification of prolific and other priority offenders (PPOs). The Staffordshire Probation Area and Staffordshire Police are responsible for jointly developing criteria for the selection, prioritisation and de-selection of PPOs and keeping the Prison Service and DIP informed of all PPOs on the scheme and the construction of robust evaluation, monitoring and reporting processes.

## PRINCIPLES OF THE SCHEME

4 The scheme has been developed and designed to remain flexible, simple, and manageable and to avoid any additional administrative or reporting bureaucracy.

5 The scheme will incorporate existing and well-established arrangements within the Staffordshire Probation Service and Staffordshire Police, Staffordshire Youth Offending Service and Stoke-on-Trent Youth Offending Services for managing prolific and other priority adult and young offenders, including the expedited breach protocol and the

requirements of the LCJB's premium service protocol. CDRPs will ensure that all agencies prioritise their resources on these offenders with the explicit aim of putting an end to their offending. (*para. 1. Prolific and Other Priority Offender Strategy Rehabilitate and Resettle Framework - September 2003*).

- 6 Whilst being a generic single scheme, it will allow for local identification and remedial action in respect of PPOs in each CDRP area.
- 7 An **Executive Group** (see paragraph 46 below) will conduct a regular review of the scheme and its operation.

## **PURPOSE OF THE SCHEME**

- 8 The scheme establishes a mechanism to identify prolific, priority, adult and young offenders and those at risk of offending who are causing most harm to their communities. It provides a framework for the scheme's principal partners to deliver co-ordinated actions to:

### **9 Prevent & Deter:**

- Prevent the most at risk young offenders from becoming the PPOs of the future through appropriately targeted youth justice interventions, supported by community-based interventions to tackle the risk factors that may drive their offending behaviour.
- Prevent children and young people from becoming involved in criminality, by identifying and targeting those most at risk of offending with appropriate intervention programmes.
- These aims will be underpinned by clear objectives to provide:
  - Identification (of those most at risk of re-offending or offending);
  - Interventions (to meet the need of these target groups);
  - Outcomes (prevent continued or involvement in offending).

### **10 Catch & Convict:**

- Enhance, arrest, investigation, detection, charging and prosecution of offenders, bringing to justice as much of the criminality committed by the targeted PPOs as possible.
- Reduce re-offending and consequently reduce the number of victims of crime.
- Develop rapid and effective partnership interventions for the supervision and monitoring of PPOs.
- Address non-compliance and re-offending speedily and effectively.

### **11 Resettle & Rehabilitate:**

- Rehabilitate PPOs who are in custody or serving sentences in the community, through closer working between all relevant agencies, and through continued post-sentence support.
- Develop rapid and effective partnership interventions for the supervision and monitoring of PPOs.

- Reduce re-offending by PPOs through their effective supervision using appropriate targeted community interventions and resources.
- Address non-compliance and re-offending speedily and effectively through rapid licence and community sentence enforcement, with a swift return to the courts for those PPOs who are continuing to offend.

## **PARTNERS**

- 12 The scheme acknowledges that principal partners already have established networks successfully engaged in the management of young offenders and those at risk of offending.
- 13 These existing networks will incorporate local delivery mechanisms for the management of this offender group whenever possible. These networks include and will build on existing arrangements with:-

agencies	<b>Prevent &amp; Deter</b>	<b>Catch &amp; Convict</b>	<b>Resettle &amp; Rehabilitate</b>
8 District and 1 Unitary authorities	✓	✓	✓
Children's Fund	✓		
<i>Connexions</i>	✓		
Drug Action Teams	✓	✓	✓
Fire Service	✓		
Leisure Services	✓		
Police	✓		✓
Primary Care Trusts	✓	✓	✓
Prison Service			✓
Probation Service			✓
Schools / LEA	✓		
Various voluntary agencies	✓	✓	✓
Youth Offending Services			✓
Youth Service	✓		

- 14 As this strategy evolves, it will involve incorporation of some or all of the above agencies.
- 15 **Prevent & Deter:** As the strategy evolves, it will involve incorporation of some or all of the above agencies, including projects currently managed by the Children's Fund, and any other body statutory/voluntary agency that can assist in the delivery of services.

## INFORMATION EXCHANGE POLICY

- 16 Information will be shared between partners responsible for delivering this strategy, by using the existing policy document entitled, "*Staffordshire Multi-Agency Joint Protocol for Information Exchange*". The **Executive Group** (see paragraph 46 below) will take forward issues arising from the engagement of partners within each district area.
- 17 The Staffordshire Probation Area has also developed a "*Joint Protocol for Information Exchange between Staffordshire Probation Area and Criminal Justice Partner Organisations*". This protocol enables Police staff who are working within the 'Prolific Offender Teams' to have direct access to the Probation Service case management record system (CRAMS).
- 18 The mechanism for exchange of information and any additional requirements in relation to the policy will be reviewed as part of the remit of the **Executive Group**.

## IDENTIFICATION OF PROLIFIC AND OTHER PRIORITY OFFENDERS

The identification of the target group for each strand of the strategy will follow the process outlined within the guidance documents produced for each strand by the Home Office's PPO Implementation Team.

- 19 This local framework has been developed and agreed between principal partners so that the initial group of PPOs will be drawn from:-
- 20 **Prevent & Deter:** YOSs and CDRPs will deliver local proposals on identification of young people as follows:
  - Persistent Young Offenders and young people subject to ISSP Bail and Sentence Programmes, who are not targeted in the "Catch & Convict" element i.e., "high risk".
  - Young people subject to Reprimands, Final Warnings or Acceptable Behaviour Contracts.
  - Young people identified by partners through the Youth Inclusion and Support Panel process as being at risk of offending and significantly impacting on the community.
- 21 The responsibility for placing a young person on the PPO ('Prevent & Deter' list) will rest with the relevant Head of YOSs or nominated representatives.
- 22 It will be the responsibility of each YOSs to review the currency of PPOs ('Prevent & Deter' list) identified for each relevant CDRP area.
- 23 **Catch & Convict:** Criteria for inclusion in the 'Catch & Convict' List
  - NIM Core Nominal's from each Basic Command Unit.
  - Those individuals currently identified as requiring intervention as persistent young offenders incorporating those who are subject of the Intensive Supervision and Surveillance Programme, (ISSP), and in addition, will present the highest risk of harm to the community.
  - Individuals who attract, "gold", status in the area of domestic violence, i.e. where 10 or more domestic incidents occur involving that individual within a 12 month

period, or 5 or more domestic violence episodes occur involving that individual within a 12 month period.

- Those individuals subject to an Anti-Social Behaviour Order (ASBO) within each CDRP area.
- Any offender agreed by all the agencies as significantly impacting on the community.

24 Local PPO teams and partnerships to identify and provide a premium service will be established.

25 The PPO prioritisation scoring matrix provided within the central guidance will be used to populate the list of PPOs for each CDRP area having due regard to Basic Command Unit control strategies.

26 An individual record will be kept of each scoring matrix within the relevant Basic Command Unit Intelligence Cell. This will form a contemporaneous record of actions relevant to the PPO whilst they remain on the CDRP/BCU list.

27 The responsibility for placing an individual on to the PPO list will rest with the relevant BCU Commander in consultation with principal partners as identified within this document.

28 It will be the responsibility of each BCU Commander to review the currency of the PPOs identified for each CDRP area within their Division. As a minimum this will take place on a monthly basis by utilising the identification selection and intervention processes and will include dialogue with other principal partners via existing Tasking and Co-ordinating forums or other alternative arrangements.

29 **Resettle & Rehabilitate:**

- NIM Core Nominal's from each Basic Command Unit.
- Those individuals currently identified as requiring intervention as persistent young offenders incorporating those who are subject of the Intensive Supervision and Surveillance Programme, (ISSP), and in addition, will present the highest risk of harm to the community.
- Individuals who attract, "gold", status in the area of domestic violence, i.e. where 10 or more domestic incidents occur involving that individual within a 12 month period, or 5 or more domestic violence episodes occur involving that individual within a 12 month period.
- Those individuals subject to an Anti-Social Behaviour Order (ASBO) within each CDRP area.
- Any offender, agreed by all the agencies as significantly impacting on the community.
- Offenders who are subject to supervision within the R & R strategy and are re-offending.

30 The police, probation services and youth offending services will jointly develop criteria, within the current 'risk' strategy, for the selection and prioritisation of PPOs; to review the currency of the PPOs and for the removal of an individual from a scheme. Probation will also, together with the police, keep prisons and DIP informed of all PPOs on the scheme.

- 31 J-Track will be used as a data resource.
- 32 It is recognised that the above criteria are not exclusive, but will mean an offender is worthy of consideration. Some offenders may fit the criteria but for any number of reasons their circumstances may reduce the likelihood of future offending.
- 33 The PPO prioritisation scoring matrix provided within the central guidance will be used to populate the list of PPOs for each CDRP area having due regard to Basic Command Unit control strategies.
- 34 An individual record will be kept of each scoring matrix within the relevant Basic Command Unit Intelligence Cell. This will form a contemporaneous record of actions relevant to the PPO whilst they remain on the CDRP/BCU list.
- 35 The responsibility for placing an individual on to the PPO list will rest with the relevant BCU Commander in consultation with principal partners as identified within this document.
- 36 It will be the responsibility of each BCU Commander to review the currency of the PPOs identified for each CDRP area within their Division. As a minimum this will take place on a monthly basis by utilising the identification selection and intervention processes and will include dialogue with other principal partners through existing Tasking and Co-ordinating forums or other alternative arrangements.
- 37 **General:** A record will be kept of any PPOs removed from or added to a list for each quarter that will be made available.
- 38 It is recognised that the above criteria are not exclusive, but will mean an offender is worthy of consideration. Some offenders may fit the criteria but for any number of reasons their circumstances may reduce the likelihood of future offending.

## **THE REHABILITATE AND RESETTLE MODEL.**

- 39 The main agencies involved in rehabilitating PPOs are probation, prisons, police and DIP providers, drawing upon other partner agencies to provide services under the intervention pathways set out in the National Reducing Re-offending Action Plan. The Rehabilitate and Resettle strand is consistent with the following existing best practice.
- 40 The National Offender Management Service's approach to managing offenders through a single offender manager having '**case management**' responsibility for an offender at all stages through their sentence.
- 41 "**Resources following risk**". PPO's will have been identified because of their disproportionate offending or the impact they have on their communities, with the resources allocated accordingly.
- 42 **OASys assessments** – All PPOs aged 18 and over and sentenced to community sentence or imprisonment for 12 months or more will have an OASys assessment to identify their likelihood of re-offending, their risk of serious harm, the needs related to their offending, and the interventions required to rehabilitate and resettle them. The **Offender Assessment System** is a standardised process for the assessment of offenders that has been developed jointly by the National Probation Service and the Prison Service.

- 43 **The National Reducing Re-offending Action Plan** (NRRAP) that sets out the framework and key actions under which the pathways should be developed both regionally and locally. The key actions are to:
- Establish local PPO teams and partnerships to identify and provide a premium service.
  - Establish and agree local protocols to facilitate information sharing between key agencies and partners.
- 44 Develop **Local Reducing Re-offending Action Plan pathways** under:
- Accommodation
  - Education
  - Mental and Physical Health
  - Drugs and alcohol
  - Finance Benefit and Debt
  - Children and Families
  - Attitudes thinking and behaviour
- 45 The development of the Local Reducing Re-offending Action Plan to be overseen by the LCJB's *Offender Management Delivery Group*.

## **EVALUATION/MONITORING AND REPORTING STRUCTURE**

- 46 An ***Executive Group*** has been formed to oversee the implementation and development of the element of this strategy chaired by an Assistant Chief Constable, and comprising of Police, Probation, Staffordshire and Stoke on Trent Youth Offending Services, one representative of each of the County and City CDRPs and a named representative from the GOWM.
- 47 This ***Executive Group*** oversees all three elements of the Prolific and Other Priority Offenders Strategy.
- 48 As the strategy evolves it is intended to incorporate additional partners on to the ***Executive Group*** from Prisons, Health, Social Services, Education, Housing, Employment and Voluntary sectors.
- 49 The membership of the ***Executive Group*** will be reviewed regularly.
- 50 The ***Executive Group*** will meet on at least a quarterly basis.
- 51 Its terms of reference are:-
- To review the scheme's operation and provide a response to any future guidance as received from the Home Office Criminal Justice Performance Directorate.
  - To direct any actions needed to ensure that the aims of the scheme and good performance are met.
  - To discuss and resolve issues arising from any requests to add or remove individuals to or from the PPO list.
  - To agree the structure and content of a Performance Report to be provided to
    - the Staffordshire Criminal Justice Board,
    - the Government Office for the West Midlands,

- Home Office Criminal Justice Performance Directorate,
- the Responsible Authorities Group (RAG) of the CDRPs,
- Children & Young Peoples' Strategic Partnerships
- the National Probation Directorate and
- the Staffordshire Probation Board.

- 52 The relevant senior officer of each of the lead agency will be responsible for the delivery of local reports indicating the progress and results arising from scheme activity within each CDRP area and to each Responsible Authority Group.
- 53 The Criminal Justice Board's Performance Officer will be the single point of contact for the ***Executive Group***, collate performance data and be responsible for supervising the compilation of the Report for the Group.
- 54 The minimum requirements for this Report will include:-
- A list of PPOs on the scheme in each CDRP.
  - Their reason for being on the list.
  - When they were added to the list.
  - An indication of action being taken to reduce the harm they are causing or expected to cause to the local community.
  - Their status:
    - Identified as demonstrating behaviour that is likely to, or is, anti social.
    - Currently offending but not subject to the criminal justice system (CJS).
    - Currently offending and subject to CJS.
    - Not believed to be currently offending.
    - Identified as being at risk of offending.
    - In prison/custody.
  - The date they were removed from the list, why, and on whose authority.

### ***J TRACK***

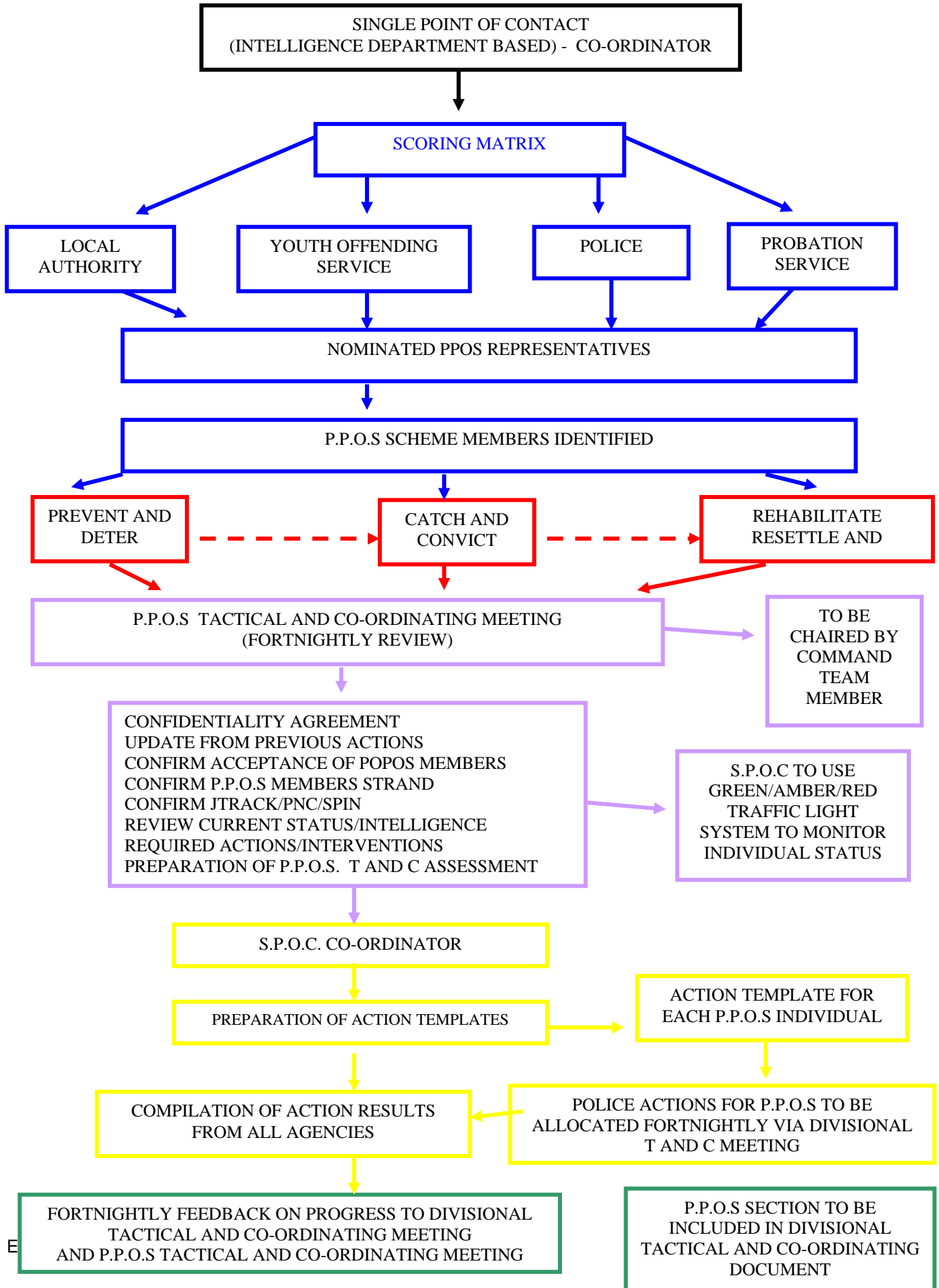
- 55 The current *J Track* system will be utilised to record and monitor the progress of PPOs through the criminal justice system.
- 56 Staffordshire Police's Criminal Justice Administration Department (CJAD) will be responsible for the inclusion of identified PPOs onto the system.

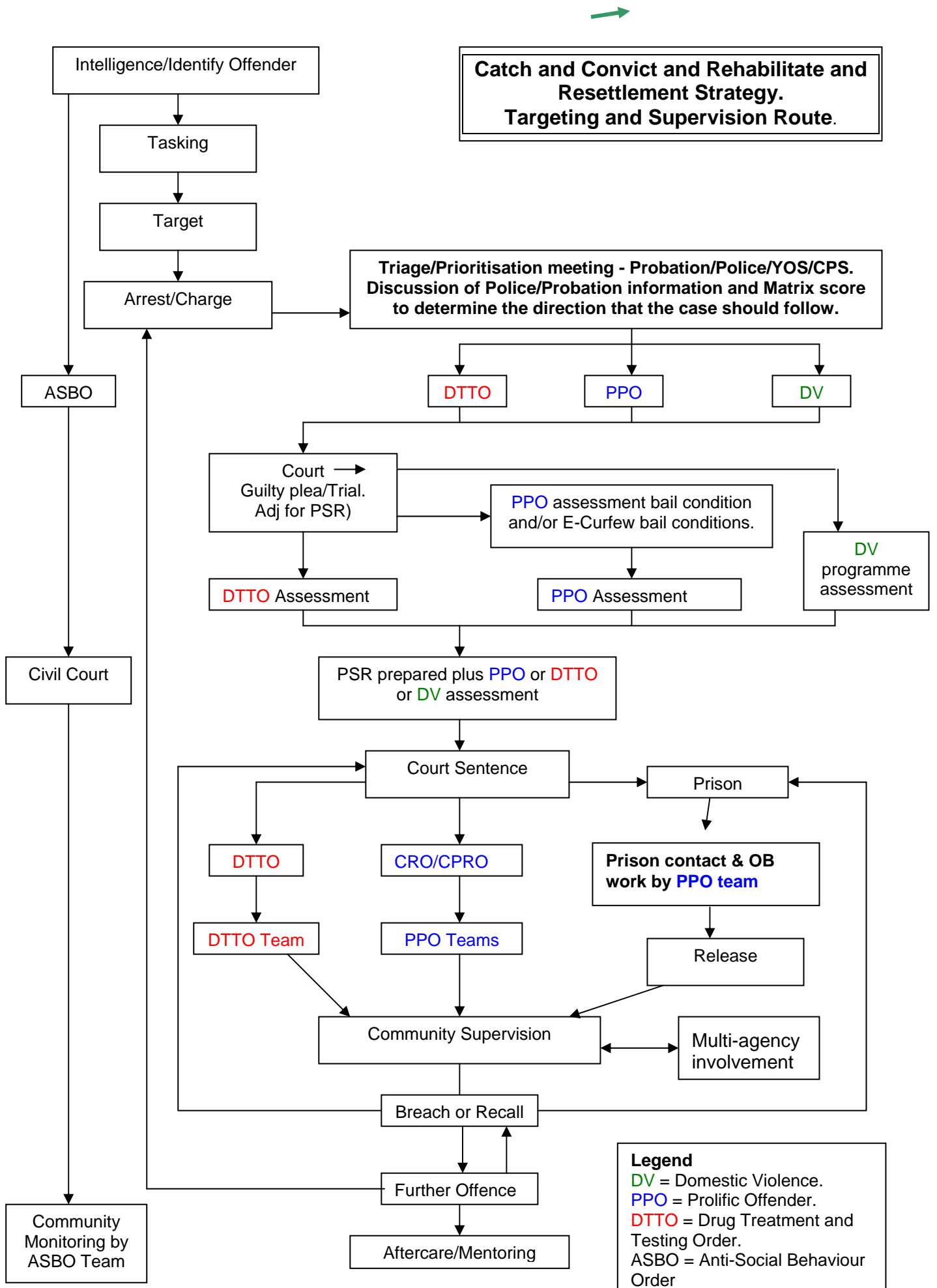
### **OUTCOMES**

- 57 It is intended that this framework will
- assist in reducing re-offending by identified PPOs.
  - reduce the risk of entering the CJS from those on the P & D list of risk of offending.
- 58 The Report highlighted in paragraph 44 above, will include monthly updates on the number of offences brought to justice from this target Group thus forming correlation with the LCJB's current '*Narrowing the Justice Gap*' Plan.

***May 2005***

## STOKE ON TRENT PROLIFIC AND OTHER PRIORITY OFFENDER STRATEGY





**Legend**  
 DV = Domestic Violence.  
 PPO = Prolific Offender.  
 DTTO = Drug Treatment and Testing Order.  
 ASBO = Anti-Social Behaviour Order

## Prevent and Deter Key Elements for Staffordshire Youth Offending Service and local CDRPs

Yes 1 Partially 2 No 3

### Overall Strategy: Preparing to Deliver

<p><b>Q1. Has the CDRP commissioned/undertaken an assessment of levels of youth offending within its area</b></p> <p><b>Response:</b> Partially met through the crime audit process and data already gathered by SYOS and Junior YISP process.</p> <p><b>Action:</b> to collate the data set to inform a county youth offending profile to help inform names to be included on the list, by Jan 05.</p>	2
<p><b>Q2. Has the CDRP commissioned/undertaken an assessment of the capacity of available programmes/activities in the local area that target young people most at risk of offending/re-offending</b></p> <p><b>Response:</b> Partially. The availability and capacity of activities in the local areas differs across the County.</p> <p><b>Action:</b> evidence gathering is taking place at each CDRP. To be completed by Dec 05</p>	2
<p><b>Q3. Does the CDRP have a clear picture of need against capacity and an understanding of whether key elements are in place and whether there are gaps in required provision</b></p> <p><b>Response:</b> Yes – In addition to CDRP experience and knowledge meetings with YOT staff have taken place since Sept 04 with reference to Prevent and Deter. A gap analysis has been undertaken to identify future needs. A County Strategic Framework has been agreed and local working arrangements are being developed.</p> <p><b>Action:</b> To develop local working arrangements in Staffordshire based on the agreed common standards (see attached)</p>	1
<p><b>Q4. Does the CDRP have the required links with the relevant Youth Offending Teams and identified the most appropriate geographical arrangements</b></p> <p><b>Response:</b> Yes, SYOS have recently appointed 3 Assistant Team Managers with a specific remit for prevention and parenting to link with CDRPs. Funding has also been identified from each CDRP, County Council and YOS to employ 3 Youth Crime Prevention Co-ordinators to support and drive the Prevent and Deter element forward as part of a core team at each District/Borough area.</p> <p><b>Action:</b> To recruit to posts and implement working arrangements</p>	1

### Youth Justice interventions

<p><b>Q5. Are the necessary arrangements in place to identify the pool of active/persistent young offenders to be targeted as part of the local Prevent and Deter programme</b></p> <p><b>Response:</b> Yes - through the end assessment score and risk matrix process. A criteria has been agreed between YOS and CDRP on identification, assessment and referral processes</p> <p><b>Action:</b> Further work to take place in the new year to bring identified names to the list based on the agreed criteria. Although common standards have been agreed, further development on local working arrangements.</p>	1
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**Q6. Are there arrangements in place to ensure that appropriate programmes of interventions are attached to the youth justice sentences of the Prevent & Deter target group and systems to check that this is happening**

2

**Response:** Partially – partnership work with CDRPs and Youth Service has already begun to develop appropriate interventions. A bid has been submitted as part of the LPSA2 to support interventions of this group.

**Action:** Local multi-agency forums to take place in the new year to establish appropriate packages of interventions

**Q7. Are there arrangements in place to ensure that a managed exit strategy is developed at the end of the youth justice sentence for the Prevent and Deter target group to address continuing risks and needs to prevent re-offending, with systems to check that this is happening.**

2

**Response:** Partially – exit strategies will be developed based on an end assessment, risk matrix and current young persons plan to be discussed in a multi-agency forum. This individual support plan will include interventions.

**Action:** To discuss further as part of local working arrangements and common standards across the county.

### Intensive targeting

**Q8. Is there at least one Youth Inclusion and Support Panel (or similar arrangements) in every top tier local authority area**

1

**Response:** Yes - A Junior YISP operates through Barnardos (funded through the Children's Fund). Due to the size and diversity of the County 4 x YISPs operate covering the 8 District/Borough areas.

**Action:** To consider, through local working arrangements the development of multi agency forums for young people 14years+.

**Q9. Does the CDRP have plans to review the caseload/throughput of local Youth Inclusion and Support Panel (or similar arrangements) to ensure that the established arrangements have the capacity to meet the demand on them**

1

**Response:** Yes - Plans to review the caseload of young people entering YISP and current case conferencing forums have been arranged as part of local working arrangements

**Action:** To discuss as part of developing local working arrangements and auditing current caseload/throughput

**Q10. Are there Youth Inclusion Programmes – junior and senior – (or similar) providing targeted provision for the most at risk young people operating in the local area.**

1

**Response:** Yes – Junior YIPs through the Children's Fund, Positive Activities operates in two District areas and Positive Futures in one District area. CDRPs / Youth Service provide additional inclusion schemes throughout the summer, weekends and holiday periods

**Action:** As part of Q2. to examine the programmes/interventions to assess need, capacity and impact

<b>Q11. Are there adequate local arrangements in place to assess the capacity of existing targeted provision against an assessment of local need</b>	<b>2</b>
<p><b>Response:</b> Partially – currently uncoordinated measures are taken to share existing capacity of projects at a local level and county level considering the different arrangements in each CDRP area</p> <p><b>Action:</b> As part of developing local arrangements and the appointment of Youth Crime Co-ordinators assessing capacity and identifying interventions appropriate to local need will take place Feb 05</p>	
<b>Q12. Has the CDRP considered the need for additional broader diversionary programmes, providing development activities for a wider group of at risk young people</b>	<b>1</b>
<p><b>Response:</b> Yes – through the CDRP relevant task Groups. This would also include education and awareness raising to schools and youth groups to inform the prevention agenda.</p> <p><b>Action:</b> to be further developed as part of the next Community Safety Strategy process</p>	