



SHARPENS YOUR THINKING

## **The Wakefield District prolific and priority offender needs analysis and business case: final report**

FEASEY, S., BIRD, H., MEADOWS, L., ROBINSON, A. and SENIOR, P.

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### **Published version**

FEASEY, S., BIRD, H., MEADOWS, L., ROBINSON, A. and SENIOR, P. (2007). The Wakefield District prolific and priority offender needs analysis and business case: final report. Project Report. Sheffield, Sheffield Hallam University.

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**The Wakefield District Prolific and Priority  
Offender Needs Analysis and Business Case**

**Final Report**

**March 2007**

Simon Feasey, Hayden Bird, Linda Meadows,  
Anne Robinson and Professor Paul Senior



Sheffield  
Hallam University

SHARPENS YOUR THINKING

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# 1. Introduction

## 1.1. Aims and Objectives

The Hallam Centre for Community Justice (HCCJ) at Sheffield Hallam University was commissioned by the Wakefield District Community Safety Partnership (WDCSP) to undertake a needs analysis of the Wakefield Prolific and Priority Offender Scheme (Rehabilitate & Resettle) and to develop a business case incorporating proposals and recommendations with regard to the future management and delivery of the scheme.

The specified aims of this project were to:

- undertake a needs and service assessment for Prolific and Priority Offenders (PPOs) in the Wakefield District
- facilitate and develop a partnership business case for a pilot to enhance the existing approach for PPOs, in particular around the rehabilitate and resettle agenda
- provide recommendations for the development of rehabilitate and resettlement services more generally

The Home Office Development and Practice Report 46 ("Early Findings from the Prolific and Other Priority Offenders Evaluation") indicated that nationally early results from the PPO programmes were promising; significant reductions in reconvictions, the development of more intensive packages of intervention, benefits associated with partnership working and data sharing were all identified as positive indicators of effectiveness. More recently Kate Cinamon and Jonathan Hoskins from the National Probation Service, London Area, reported the implementation and development of the PPO programme within Southwark and concluded that "considerable progress has been made....processes and protocols have been established, involvement of partnership agencies has been formalised." (The PPO Initiative in Practice- Probation Journal Vol 53(2) 2006). However it is also apparent that programme implementation and development has varied considerably both at a regional and local level and final conclusions about best practice models have not been reached. The final report of the Home Office evaluation was published in February 2007 and includes useful recommendations drawn from empirical data but it is also apparent that local implementation needs to be defined by the specific and particular needs of local PPOs, the nature of existing collaborative partnerships and the capacity and capability of agencies to respond to the seven key pathways identified within the Reducing Re-offending Action Plan 2005.

This research project investigates the local circumstances that pertain to the management of PPOs within the Wakefield District Community Safety Partnership and subsequently makes recommendations and proposals to support the development of a pilot which will enable best practice to become embedded within the rehabilitate and resettle agenda. It is anticipated that the research and subsequent preferred model of delivery will additionally provide good practice guidelines which can contribute to the improvement of generic rehabilitation and resettlement across the district.

The HCCJ methodology for this research is detailed in the following section. It aims to combine a depth and breadth of understanding developed from national developments, research findings, practice reports and academic sources with a detailed, rigorous and comprehensive analysis of local data. Clearly the challenge is to identify realistic and

achievable mechanisms for service delivery that are integrated across a range of key participating agencies and that enable a collaborative approach to addressing the specified criminogenic needs of PPOs.

## **1.2. Methodology**

The approach to this research can be broadly broken down into four key stages which are detailed below:

### **Stage One: Desk Top Research to include:**

- an analysis of existing national policy documents and national/regional guidance
- an overview of existing research findings and published performance data
- a comparative overview of existing models of PPO delivery based on published strategy papers
- an analysis of local strategic documents relating to the key partners within the PPO programme
- a statistical analysis of current PPOs designed to provide a demographic profile based on key variables including: age, gender, ethnic origin and geographic location (continued in Stage Two)

Stage One was designed to provide critical context setting information which would subsequently underpin the discussions located around developing a business case for best models of delivery. Key documents were identified with a view to developing knowledge and understanding of strategic priorities, operational requirements and national, regional and local delivery considerations.

### **Stage Two: A Local Needs and Resource Analysis to include:**

- an analysis of local PPO criminogenic needs based on structured interviews with current PPOs
- an analysis of agency records relating to the PPOs
- structured interviews with the offender/case managers of the PPOs
- structured interviews with other key practitioners involved with the PPOs
- a statistical analysis of current PPOs designed to provide a demographic profile based on key variables including: age, gender, ethnic origin and geographic location

Stage Two was designed to provide a detailed analysis of the range of criminogenic needs located within a representative sample of the existing PPO cohort. Structured interviews with offenders and practitioners provided qualitative data which was analysed alongside quantitative data emerging from the desk top research. Agency records provided information relevant to the assessment of need and issues that had arisen throughout service delivery.

Key to this stage was the identification of resource gaps and unmet needs. The methodology provided both offender and practitioner perceptions which subsequently informed the discussions undertaken with operational and strategic managers within stages three and four of the research.

**Stage Three: A Critical Analysis of Existing Management and Governance Structures to include:**

- observation of the Operational Group Meeting
- structured interview with the PPO Co-ordinator
- structured interviews with key members of the Operational Group and other identified significant managers
- an assessment of the knowledge management infrastructure supporting the programme which will include: information systems, information sharing protocols, database reliability and validity, sharing mechanisms for explicit and implicit knowledge

Stage Three was designed to provide a critical analysis of current delivery, focusing particularly on systems and knowledge management considerations. Key managers were identified and interviewed in order to capture broad based perspectives on the obstacles and barriers that currently exist. A particular focus was an evaluation of the effectiveness of collaborative relationships and how these are supported by reliable, transparent and accessible information exchange systems.

**Stage Four: Analysis and Reporting of Findings to include:**

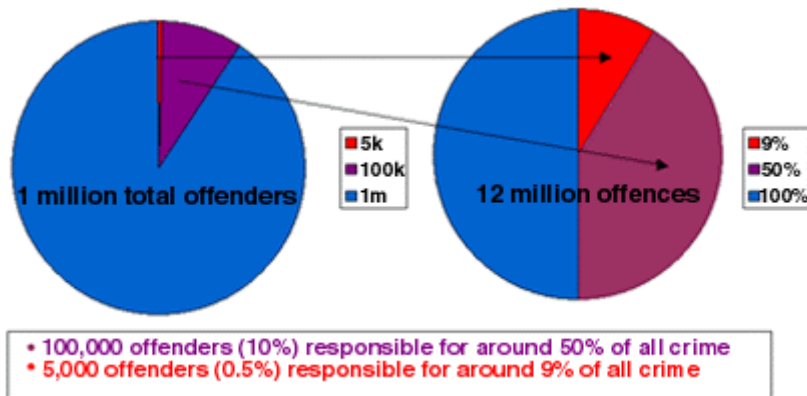
- focus group with key strategic and operational managers to debate findings from stages one, two and three
- subsequent structured interviews with individual members of the focus group when appropriate
- development of first draft business case identifying alternative models of delivery
- development of final business case identifying preferred option to underpin the pilot project

Stage Four was designed to provide a collaborative approach to evaluate and reflect on the data analysis. The experience and expertise of current managers was drawn upon within a structured focus group designed to enable the consideration of key proposals.

## 2. Context Setting

### 2.1. National Picture

*"It is estimated that out of a million active offenders, 100,000 offenders have three or more convictions and are responsible for half of all crime. The active offender population is not static, 20,000 individuals leave this pool every year and are replaced by another 20,000. The most active 5,000 of this group are estimated to be responsible for one in ten offences."*



(<http://www.crimereduction.gov.uk/ppo/ppominisite01.htm>)

Following the launch of the PPO strategy in 2004, Crime and Disorder Reduction Partnerships (CDRPs) were given a lead role in setting up a "**multi-agency approach** with Police, CPS, Prisons and Probation working together, with **LCJB co-ordination**, to effectively catch, convict, monitor and manage these offenders in the community or custody and work towards rehabilitating them." (<http://www.crimereduction.gov.uk/ppo/ppominisite01.htm>)

In July 2006 the Home Office published "**Rebalancing the Criminal Justice System in favour of the law-abiding majority**" which included a commitment to re-launch the PPO Programme and to align it more closely with the Drugs Intervention Programme (DIP). The publication identifies strategic priorities with regard to PPOs:



*"There is a continuing need to tackle **the most prolific offenders**, including drug users. A small minority of offenders in England and Wales are responsible for a disproportionate amount of crime. As part of our smarter approach to crime, we need to ensure we are focusing on the group that are causing the most harm, giving them tough choices, but always aiming to stop their re-offending. To do that, we will:*

- *combine our prolific and priority offenders programme with our Drug Interventions Programme, and overhaul our approach to high-harm drug users, with tougher conditions, tougher enforcement, and new follow-up assessments;*
- *work with the Lord Chief Justice and sentencers to ensure that probation resources are targeted on the offenders who most need it;*
- *bring in expertise from the private and voluntary sectors to drive up the quality and performance of community punishments; and*
- *consult on a new power for the courts to impose extended sentences with tough conditions on the most persistent offenders, to prevent them causing more harm in the future"*

<http://www.homeoffice.gov.uk/documents/CJS-review.pdf/CJS-review-english.pdf?view=Binary>

More recently the Home Office indicated that all Local Area Agreements (LAAs) should, by April 2007, include a mandatory indicator on reducing re-offending. The indicator is to *'reduce the proportion of adult offenders and young offenders, and Prolific and other Priority Offenders who re-offend'*. The guidance document states:

*"This is a mandatory indicator because tackling re-offending is a key element of the Government's strategy to reduce crime. The explicit inclusion of Prolific and other Priority Offenders (PPOs) recognises the disproportionate harm caused to local communities by this relatively small group of offenders. Successfully reducing offending by PPOs will have a disproportionately positive impact on crime, re-offending and quality of life."*

HOME OFFICE PROLIFIC AND OTHER PRIORITY OFFENDERS: GUIDANCE ON LOCAL AREA AGREEMENTS (LAAs) FOR GOVERNMENT OFFICES 2006:  
([http://www.crimereduction.gov.uk/ppo/PPO\\_LAA\\_Guidance\\_for\\_Government\\_Offices.doc](http://www.crimereduction.gov.uk/ppo/PPO_LAA_Guidance_for_Government_Offices.doc))

The Home Office guidance also indicated that the re-offending outcome measure should be included within a basket of measures, complemented with one or a combination of process measures which should also lead to positive outcomes, and which are essential to the delivery of a successful PPO scheme. Recommendations included targets being set for sustainable and settled accommodation, successful achievement of Basic Skills Award and retention in drug treatment for 12 weeks.

Such developments re-enforce a government strategic priority located around the development of effective services to address the criminogenic needs of PPOs thereby impacting on their levels of reconviction. In turn this creates opportunities for CDRPs to

bid for resources to support practice initiatives and focuses the attention of key agencies on ensuring that they are adequately resourced and committed to contributing to the successful achievement of key outcome indicators.

## 2.2. Key Policy Drivers

In 2006 Paul Wilson, the Regional Offender Manager for Yorkshire and Humberside, published "**Reducing Re-offending Action Plan - Refresh**" which included PPOs as one of the 9 key pathways. Within the PPO pathway the overarching aims are identified as:

- *development of interventions and services to improve resettle and rehabilitate outcomes for PPOs*
- *influence non-criminal justice organisations to priorities PPOs for access to services*

Within the publication were a number of future priorities:

1. *Definition and audit of the Premium service for PPOs.*
2. *Development and embedding of an approved indicator for PPOs within LAAs.*
3. *Development of a marketing strategy for PPOs aimed at service providers.*
4. *Implementation of a co-ordinated resource drive aimed at gaps in services and/or operational arrangements.*
5. *Continuation and enhancement of the regional database of PPOs.*
6. *Demonstration and roll-out of effective integrated multi-agency practice in PPO work.*
7. *Enhancement of PPO services through strengthening of links across the Reducing Re-offending Action Plan*

([http://www.noms.homeoffice.gov.uk/news-publications-events/publications/consultations/consultation\\_YH\\_RRAP\\_Refresh/Consultation\\_RRAP\\_YH?view=Binary](http://www.noms.homeoffice.gov.uk/news-publications-events/publications/consultations/consultation_YH_RRAP_Refresh/Consultation_RRAP_YH?view=Binary))

At a more local level the Wakefield District Partnership Board published the Wakefield Local Area Agreement in March 2006. This included a key outcome associated with crime reduction: *to reduce crime, the harm caused by illegal drugs, and to reassure the public, reducing the fear of crime and anti-social behaviour.*

In relation to this outcome the performance indicator relates to the re-offending rates amongst PPOs with a target set of a 20% reduction by 2009.

(<http://www.wakefieldsp.org.uk/NR/rdonlyres/1EA2385E-4E93-4701-B299-A9AF18B06A71/0/LAA.pdf>)

Whilst this outcome and target will be subject to amendment by the new mandatory indicator referred to above, the inclusion of a re-offending target within the 2006 LAA reflects a commitment and determination to progress arrangements for the rehabilitation and resettlement of offenders that goes beyond the brief of many other LAAs nationally.

### 2.3. Development of the Premium Service in Wakefield

Within West Yorkshire the Criminal Justice Board has developed and published "**The Premium Service**" which provides a framework for the key delivery agencies to apply to their own development of best practice in working with PPOs. The Premium service is defined as:

*"an improved level of service, which in some cases will result in the greater use of resources in order to bring about 'brought to justice' outcomes."*

In order to achieve this four factors are highlighted as intrinsic:

- 1) *faster processing,*
- 2) *prioritisation of resources*
- 3) *enhanced quality standards*
- 4) *increased multi-agency collaboration*

Separate to, but associated with the development of the Premium Service, was the introduction of a **Performance Management Framework (PMF)**. The PMF was introduced in November 2004 and was designed to capture an offender's journey as a PPO from initial identification through to when a PPO is removed from a scheme. During the course of this journey, a PPO is managed through a complex mix of services and agencies, all providing specific functions that ought to contribute effectively towards a crime reduction outcome. The PMF therefore has been designed to be able to:-

- Draw together multi agency working at local level
- Capture the linkages required to ensure effective functioning of schemes
- Demonstrate the outcomes that would contribute to an overall reduction in crime

During 2006 the Office for Criminal Justice reform undertook an evaluation of the implementation of PPO schemes nationally as measured against the premium service specification. The findings were based on self report by LCJBs and "thus provide a description of what is perceived as progress as opposed to an objective assessment of performance." [http://www.crimereduction.gov.uk/ppo/Premium\\_Service\\_final\\_report.pdf](http://www.crimereduction.gov.uk/ppo/Premium_Service_final_report.pdf)

With regard to the Wakefield PPO scheme the self assessment indicated that an "amber-green" rating had been achieved which indicates that overall a Premium Service had been developed and that implementation was proceeding within agreed timescales.

### 2.4 Publication of the National Evaluation- February 2007

During the course of this evaluation the Home Office published the results of the national evaluation of PPO schemes which included a series of recommendations regarding effective practice. From the Executive summary the following points were made:

- All appropriate agencies should be involved and be encouraged to review the procedures for selection and de-selection of PPOs to ensure that they are targeting the most problematic offenders in a transparent, defensible and robust manner.
- Co-location of key staff was seen by practitioners to add considerably to working relations and managing PPOs. Schemes should be encouraged to explore fully the possibility of co-locating key PPO staff and where possible to implement this.
- Schemes should identify all costs associated in delivering the scheme and seek out opportunities for additional funding, so as to enable the cost effective delivery of the programme.
- PPO staff should provide adequate levels of information about the PPO scheme and motivational support to PPOs.

<http://www.homeoffice.gov.uk/rds/pdfs07/rdsolr0907.pdf>

These issues will be discussed within the body of this evaluation.

### **3. Best Practice Developments Indicated by Desk Top Research**

#### **31. Overview of Existing Schemes**

The desk top research has drawn on a number of sources and includes:

Cinamon, K and Hoskins, J. (2006) "The Prolific and Other Priority Offender in Practice", *Probation Journal* 53(2): 154-166

Millie, A. and Erol, R. (2006) "Rehabilitation and Resettlement: A Study of Prolific Offender Case Management in Birmingham, United Kingdom", in *International Journal of Offender Therapy and Comparative Criminology*, 20(6): 691-710

Bexley POPO Scheme. November 2004

Bolton PPO - What Works (undated)

Brighton and Hove Prolific and Priority Offenders Scheme (undated)

Humberside Criminal Justice Board Performance Development Group (PDG): Delivery of the PPO Premium Service. November 2006

Merton Prolific Offender Group (POG). October 2004

Middlesbrough PPO Scheme Annual Report (undated)

Newcastle Prolific and Priority Offenders Scheme: An Innovative Approach to Supervision and Monitoring (undated)

Norwich, Broadland and South Norfolk Crime and Disorder Reduction Partnerships (The Central Area): Prolific and Other Priority Offender Scheme (POPO): Action Plan. September 2004

Prolific and Other Priority Offenders Scheme (PPOs): "The London Model" - Guidance for Setting up and Running Prolific and Other Priority Offender Schemes for Adult Offenders in London, May 2006. 2nd Edition, v2.0 Final

Prolific and Other Priority Offender Strategy: Southend Strategy for Prevent and Deter. November 2004

Sherwood Project: Tackling Serious and Persistent Offending in Nottinghamshire (undated)

A review of existing, documented best practice was undertaken, primarily using resources from the Crime Reduction website. The best practice which seems most applicable to the Wakefield scheme is summarised below and discussed in more detail in the next section.

<b>Details</b>	<b>PPO Scheme</b>
Prison Service representation on steering group, practitioner group or equivalents	Sherwood, London, Bexley
Secondment of Prison Officer to PPO scheme	London, Humberside
Development of a marketing and PR function of Steering Group increases buy-in	London
Creation of income and resource generation role of Steering Group	London
Needs of offenders should drive agency representation on steering, practitioner groups or equivalent	London
Co-location allows for more efficient use of resources and better sharing of information and intelligence	Middlesbrough London (based on evaluation of experiences of other regions)
Undertake formal weekly action plan reviews to target resources and time and to ensure a multi-agency perspective	London
Offender Manager and Police attend court when a PPO is appearing	London
PPO staff conduct initial joint agency prison visits	London
PPO teams meet vulnerable PPOs at prison gate	London
Offenders on PPO Schemes given opportunity to function in professional settings as e.g. service user representatives or researching into drug use	Newcastle
Action plan should be created for each PPO with named agencies involved and lead officers identified	London, Birmingham
Plan needs to be in place to manage offenders across geographical boundaries	London, Birmingham
Clear definition of roles and responsibilities is key	Birmingham
A clear exit strategy for offenders should be defined	Birmingham, London

### **3.2. Implications for Wakefield scheme**

#### **3.2.1. Co-location**

The research undertaken in the setting up of the London model suggested that, while the individual profile of areas will determine the best local model, the most effective model is one of co-location of teams with day to day responsibility for PPO scheme which, it is generally felt, offers:

- more efficient use of resources
- more effective sharing of information and intelligence
- more effective cross-agency working
- more buy in from partners

The primary role of the PPO team described in the London model is the offender management of all PPOs. The core team works closely with other agencies and services providers, as required and consists of:

- Senior Probation Officer
- Probation Officer
- Probation Service Officer
- Police Officer
- Data Manager/Administrator
- Drugs Worker/DIP worker

Where co-location was not possible, suggestions from other areas include the creation of shared desk space between agencies and the use of shared priority forums to enable partner agencies to discuss the needs of individual PPOs. While the practitioner groups in Wakefield are used to discussing individual PPOs, the absence of Offender Managers (OMs) in this forum means that the opportunity to discuss specific interventions is limited.

Our research revealed some support for a co-location model from those interviewed who, while recognising that it would potentially raise funding issues, felt it would:

- improve information and intelligence sharing
- positively impact on agency cultures
- assist in the creation of an "offender manager" culture across probation and police

In the absence of a co-location model, Wakefield PPO scheme is building on the role of PPO co-ordinator by the addition of a PSO post, located with the PPO Co-ordinator. It is envisaged that the PSO post holder will have desk top access to probation and police systems. This will go a long way to ensuring better information sharing between probation and police and result in improved information on OMs work with individual PPOs.

### **3.2.2. Working with Offenders**

The review of best practice has pointed up some interesting and innovative approaches to working with offenders. These include:

- involving families and friends of the offender to increase knowledge and help to develop a meaningful relationship with the PPO (Newcastle, London, Birmingham)
- creating opportunities for PPOs to function in professional settings - e.g. as service user representatives; presenting to magistrates on prolific offending and rehabilitation; research into drug use (Newcastle)
- co-ordinating case management measures for e.g.: joint meetings; providing diaries to assist with management of multiple agency appointments (Birmingham)
- supplying bus passes for offenders to attend appointments (Newcastle)
- meeting PPOs at prison gate on release (London)
- police officer and OM attending court when PPO appearing to demonstrate commitment and assist with sentencing (London)

### **3.2.3. Prison Service Involvement**

The other key issue facing the Wakefield PPO scheme is one which recurred throughout the best practice research, i.e. the role of the prison service in the PPO scheme. The general consensus in the research we were able to access is that prison service representation is key. Although there is every expectation that the Offender Management model as it becomes embedded will help improve information flows between prisons and the PPO scheme, this may take some time and in the meantime, this is a key issue.

Humberside PPO schemes were seen to have benefited from the secondment of a prison officer for a year to be responsible for ensuring effective prison liaison with PPOs. Islington PPO also has a permanent representative from HMP Pentonville on their PPO panel which has proved particularly effective in the management of remand cases. Other schemes suggested good practice was to have a representative from the prison service on the steering group, practitioner group or equivalent.

### **3.2.4. Selection/de-selection of PPOs**

Best practice and Home Office guidance suggest that referrals for the PPO scheme can come from any one of the key agencies. These are then discussed in the multi-agency meetings before the final selection is made. The Wakefield scheme currently follows this model but is set to implement a new system (Corvus) which will allow for review of the selection process for PPOs and has the capability to allow for multi-agency involvement. This will provide an opportunity for the Wakefield scheme to review its selection criteria and create an effective system for ensuring that all intelligence from its partners is brought to bear.

Good practice suggests that the PPO panel should continually review the list of offenders flagged as PPOs to assess whether their status as a PPO is appropriate. The London model suggests that routine review procedures are built into the case management of every PPO and that a formal review by the panel should take place before removal is confirmed. The Birmingham review (Millie and Errol, 2006) indicates that, nationally, less attention has been paid to de-selection of PPOs than selection of them and that this needs to be managed carefully, not least because of the impact on the offender of ceasing to become a PPO. This seems also to be the case in the Wakefield scheme where issues of de-selection are not clearly understood across the agencies who contribute.

### **3.2.5. Management of the PPO Scheme**

The London steering group has a significant role to play in the marketing and PR of the PPO scheme in agencies and the community generally. It also has an income and resource generating role - winning, for example, a £20,000 bid to pay for individually tailored employment, training and education opportunities for PPOs.

In managing PPOs, the London scheme has instigated weekly action planning meetings to help target resources and staff time more effectively. They indicate that this has also helped in fostering a multi-agency perspective on the management of PPOs.



The importance of membership of the steering group representing the individual needs of the PPOs was stressed by the London scheme. The Wakefield steering group has amongst its membership a number of individuals who do not attend or who attend infrequently. Aligning the membership of the group more closely with the identified needs of the PPOs may help revitalise the group and ensure continuing engagement.

## **4. The Wakefield PPO Project: Analysis of the Practitioner/Manager Interviews**

### **4.1 Police, Probation, NOMS and Community Safety**

#### **4.1.1. Overview of Data Collected**

Structured interviews have been undertaken with representatives from core agencies including Police, Probation, NOMS and Community Safety. The interviewees included:

- Sarah Banks - Community Safety Co-ordinator Wakefield
- Carole Stephenson - PPO Co-ordinator Wakefield
- Chief Inspector Charlie Glass - Chair of PPO Steering Group Wakefield
- Chris Sweeting - Probation PPO Lead (R&R) Wakefield
- Louise Gartland - NOMS Regional Re-offending Manager

Interviews were semi-structured around a template and recorded on tape. The intention of the interviews was to draw out views around the effectiveness of the existing PPO arrangements; what were perceived as the main problems and difficulties that are currently being experienced and how future developments could most effectively be shaped and managed.

#### **4.1.2. Analysis of Data**

The analysis of the interviews has been broken down into key themes which include:

- A. The role of the steering group
- B. The role of the practitioners group
- C. Information sharing and working with partner agencies
- D. Specific challenges for further development
- E. The development of a dedicated, co-located PPO team

#### **A. The Role of the Steering Group**

On a 3 point scale which gave choices of "Very Effective", "Effective" and "Not Effective" all interviewees assessed the steering group as "Effective". This indicated that broadly the steering group had succeeded in bringing together core agencies and key partners and had provided leadership and oversight in relation to the implementation and development of the Premium Service. Relationships between partners around the table were largely experienced as collaborative and positive. There was a consistent view that a much sharper focus and clarity of purpose had developed over the last 12 months which partly reflected the input of key individuals including the Community Safety co-ordinator, the PPO co-ordinator and the Chair of the steering group. Given this particular insight it is of particular significance that these individuals will not be part of the development of the programme in the short or medium term. One key consideration for the successful development of the programme is that sufficient care and thought is given to issues of succession planning.

Whilst feedback was largely positive with regard to the operation of the steering group, there were also identified areas of development that required further thinking. Key issues that emerged included:

- The need for a fuller representation of partner agencies to reflect the 9 pathways within the reducing re-offending action plan. In particular it was felt that education, the DSS and mental health were under-represented
- Agencies that attended were not necessarily represented by managers who had control over resourcing decisions ; there was a perceived need for a greater input from relevant strategic managers to enable more action orientated responses to resourcing issues
- The prison service is not represented at the steering group and this presents major difficulties in developing "joined up" thinking around PPOs. Information sharing and the development of offender management planning were seriously undermined by the continuing absence of the prison service
- There is no victim and community representation on the steering group and this was seen to reflect a lack of transparency in terms of accountability to the community. Lay advisors are increasingly involved in criminal justice settings (MAPPA for example) and there are opportunities for considering their engagement further with the PPO scheme.

## **B. The Role of the Practitioners Group**

Again the respondents who had direct experience of the practitioners group rated its performance as "effective" overall. The group is responsible for overseeing and updating the list of PPOs and has a critical role to play in ensuring that agency information is exchanged with partners. Since its original inception it is clear that the group has developed and increased its membership to promote greater integration of services. However despite effective working relationships some specific issues were identified:

- Offender managers from the probation service do not attend and this reduces the depth and range of the information regarding interventions, risk assessment and other key offender management issues that might be relevant to the overall progress of individual PPOs. The probation co-ordinator, as a single point of contact, is able to provide some core information regarding cases but is not in a position to have a hands on working knowledge of individual supervision plans, intervention strategies, risk assessments and up to date case record information. The sharing of intelligence is therefore relatively limited.
- Conversely there are no dedicated police case managers who attend the practitioners group and again the information exchange is heavily dependent on the police PPO co-ordinator as a single point of contact. This tends to prevent detailed cross agency discussion of intervention strategies with PPOs or the generation of creative and dynamic initiatives that might provide enhanced services as envisaged by the Premium Service.
- The practitioners forum makes recommendations as to which offenders should be classified as PPOs and which current PPOs should be removed from the list. These recommendations are presented to the steering group. Levels of understanding about the criteria used to support this decision making were rather low and as a consequence there appeared to be some lack of clarity

regarding the targeting and exit criteria and the extent to which this reflected current policing and community safety priorities.

- As with the steering group, the absence of information from the prison service creates problems in terms of developing integrated interventions and continuity of provision. Whilst it was understood that each prison had its own PPO co-ordinator, they were not visible within the practitioner forum. This was clearly an example of a failure to "bridge the gap".

### **C. Information Sharing and Working with Partner Agencies**

The consensus view that emerged from the interviews was that relationships between agencies were generally sound and collaborative and that protocols for information exchange had been developed and were effectively embedded. However this perspective tended to reflect information exchange at a rather generic level and when detailed information was required to support the proper management of PPOs some fundamental issues began to emerge.

- Regarding the police and probation services, neither had direct access to the other's IT systems. Critically the police co-ordinator was not authorised to access CRAMS or OASys and the probation co-ordinator could not make use of police intelligence systems. Given the fact that both were the single points of contact for information exchange this appears particularly problematic.
- The issue is further aggravated by the difficulties experienced in information exchange with the prison service. Sentence and release planning information was not readily available. The NOMS model of offender management which envisages a community based OM managing and co-ordinating assessment and interventions both in custody and the community did not appear to be operational. Moreover the prison service did not appear to be a part of the Performance Management Framework in the way that had been envisaged.
- There were separate and not always complementary information systems detailing the existing PPO cohort. There were some discrepancies within the lists maintained by the different agencies and it was evident that a single information system with multi-agency access would potentially provide more coherent data.
- There was a commonly shared view that the most significant gap in terms of meeting offenders' needs was that of housing. This was seen as partly reflecting a deficit in appropriate housing resources but also the need to build more effective collaborative relationships with housing providers. This issue was being addressed by the development of the housing sub group which reports to the steering group.
- Expanded attendance at the steering group had enabled improved communication across agencies but some agencies were not regular attendees and others were absent as highlighted in the discussion above.

### **D. Specific Challenges for Further Development of the Programme**

Respondents were asked to identify what they regarded as the key challenges facing the ongoing development of the PPO programme from their own perspective. Responses were varied and diverse but provide a useful overview of potential planning priorities for the future. They included:

- To promote a shift in the police culture away from "catch and convict" towards "resettle and rehabilitate". The Premium Service specification can be seen as primarily located within catch and convict which has re-enforced more traditional police preoccupations rather than supporting a more rehabilitative approach.
- To enhance and increase levels of understanding of the PPO programme within the police force as a mechanism for promoting greater ownership and commitment.
- To integrate police PPO interventions into the Neighbourhood Police Teams, thereby enabling greater community based intelligence gathering and a more responsive and engaged service to PPOs.
- To develop greater clarity and transparency with regard to the specific interventions and resources made available to the PPO cohort
- To demonstrate the relationship between PPO interventions and the impact on reconviction rates
- To generate greater synergy between prevent and deter and resettle and rehabilitate
- To ensure greater alignment between the PPO scheme and the DIP programme whilst recognising that the characteristics and needs of the two groups are not always convergent
- To respond more effectively to the needs of PPOs who are short sentence prisoners (under 12 months) and therefore not statutory clients of the probation service. Where is the resource located to support this work?
- To more effectively respond to the accommodation needs of PPOs with a particular focus on supported independent living
- To more effectively respond to the ETE needs of PPOs
- To provide more effective life and basic skills support, in particular debt management
- To create greater transparency with regard to the targeting and exit strategy for PPOs, ensuring that it has the flexibility to properly reflect current policing, crime management and community safety priorities within Wakefield district.
- To respond effectively to the refresh of targets underpinning the LAA.
- To ensure effective succession planning for key personnel who have left or who will be leaving shortly.
- To ensure that the recent appointment of a Probation Service Officer into the role of probation co-ordinator supports a more integrated and joined up approach to delivering services to PPOs
- To explore opportunities for undertaking outreach work and developing a group of volunteers/mentors to provide additional support for PPO interventions
- To develop a marketing strategy designed to raise community and public awareness of the PO programme and its impact on reconviction
- To move towards the mainstream funding of the programme to support longer term development and future enhancements

## **E. The Development of a Dedicated, Co-located PPO Team**

One of the key developments, in terms of the structural arrangements that underpin the effectiveness of the PPO scheme, is the extent to which a model which incorporates a co-located multi agency team of dedicated specialist staff would provide opportunities for an enhanced delivery of services. Interviewees were specifically asked to comment on their views on this issue and below is a summary of responses:

- The balance of favour that emerged was one of support for the development of a small dedicated co-located team (although some respondents did not share this view)
- This model was regarded as a more effective means of sharing intelligence and information, particularly across the probation and police services
- It was recognised that co-location of probation and police would have a significant positive impact on the challenging of existing agency cultures, enabling police to more readily engage with the rehabilitation context and encouraging probation staff to adopt a greater community engagement and community safety focus to their work
- The model potentially provides opportunities for developing more creative and hands on intervention strategies as evidenced in some of the current PPO schemes across the country
- The model would support the development of a cross agency offender management approach to working with PPOs within which assessments, interventions and enforcement were genuinely shared.
- There were some perceived risks associated with a small team not achieving sufficient integration within their agencies; the potential for marginalisation from mainstream activities and the implications of key team members leaving and leaving significant knowledge gaps with implications for succession planning.
- Careful thought would need to be given as to how the prison service could be encouraged to form an effective relationship with this model
- There would clearly need to be funding implications associated with this model which would require resolution.

## **5. Partner Agencies**

### **5.1 Overview of Data Collected**

Further structured interviews have been undertaken with managers from associated partners and service providers including

- Guy Fleming                      Youth Offending Team
- John Dickens                    Drug Intervention Programme (DIP)
- David Haddick                 Westgate Project (prison service/probation)
- Mary Moore                     Foundation Housing (supported housing)
- Gary Lumb                      Wakefield & District Housing
- Tom Edwards                 Open Door, Wakefield MBC

Interviews were semi-structured, using the same template as for the manager interviews detailed in the previous section, and recorded on tape. As this was a more diverse group of managers, additional areas were explored as appropriate. The intention of these interviews was to draw out the views that partners had of the existing PPO arrangements; the challenges in engaging with the PPO scheme; the extent to which the needs of PPOs are being met; the nature of communication and decision-making between agencies.

### **5.2 Analysis of Data**

The analysis of the interviews has been broken down into key themes as follows:

- A. The role of the steering and practitioner groups
- B. The challenges for agencies in engagement with the PPO scheme
- C. Meeting the needs of PPOs

#### **A. The Roles of the Steering and Practitioner Groups**

There was considerable variation within this group of interviewees in terms of the length of their involvement with the PPO scheme and the groups attended. Of these the YOT is most central to the scheme and provides offender management for PPOs under their statutory supervision. Representation from housing agencies has recently increased in line with the recognition of accommodation as a key issue for PPOs.

Many of the perceptions outlined in the previous section were reflected in this group of managers also, including the feeling that arrangements have become progressively more organised and the groups correspondingly more effective. The separation of the practitioners group from the main steering group was seen as an important development, as it meets more frequently and provides opportunity for more case discussion. This is perceived as also having benefits in terms of a more speedy response to including or excising offenders from the PPO list.

Whilst there was a general perception that the police co-ordinator has brought leadership and a consistent, central point of contact, it was recognised that the scheme is being driven by key personalities, and that the next important development must be to embed processes and procedures, so that the progress made recently is maintained irrespective of staffing changes.

## **B. The Challenges for Agencies in Engagement with the PPO Scheme**

Wakefield is a relatively small administrative area, with co-terminous boundaries for most agencies. It is clear from interviews that good partnership relationships exist within the authority and that the core group of managers associated with the PPO scheme typically have networks of relationships connected to other, overlapping areas of work. Information exchange and discussion of individual cases tends to happen accordingly in line with pre-existing inter-agency protocols and established practice and no problems were highlighted by interviewees.

For housing agencies there were some particular issues associated with the PPO scheme, due to the levels of chaos and instability that tend to characterise the lives of petty, persistent offenders. They therefore represent a challenge in terms of capacity to provide sufficient support to enable individuals to maintain tenancies or otherwise improve their living situation. There are also difficulties in accessing accommodation in an authority where demand outstrips supply, particularly for single person or supported accommodation. Significantly, whilst the housing organisations interviewed expressed their commitment to the PPO scheme, neither WDH nor Foundation Housing are currently housing PPOs. A housing subgroup, as has previously been mentioned, has been established to look at these issues and to determine actions to help improve accommodation problems for PPOs. This is still at an early stage, having met only twice, and full terms of reference for the group have yet to be agreed.

Several interviewees referred to the poor access to mental health facilities and alcohol services for PPOs, which is reflected in the absence of involvement of relevant health services at a strategic level. This is significant for housing providers who naturally have concerns about individuals in their accommodation who are not receiving appropriate mental health or other support, and for whom there is an onus of responsibility as landlord in the absence of other agency involvement.

## **C. Meeting the Needs of PPOs**

The agencies represented in this group of interviewees provide a range of services to PPOs and - in the case of the Westgate Project, Drug Intervention Programme and the Intensive Supervision and Surveillance Programme run by the YOT – structured programmes. There is also support for any offenders involved with Foundation Housing and some, more limited support, provided by the local authority's Open Door service. Support for PPOs by virtue of their PPO status appeared to be limited, and the focus of the scheme was identified as being clearly upon quality of case management, managerial oversight of cases and exchange of appropriate offender-related intelligence.

This leaves a significant gap in terms of holistic PPO provision, and one interviewee tellingly said that, whilst the aim of the scheme in reducing re-offending was clear to all involved, there did not appear to be a similarly clear, shared idea about what interventions and services would be needed along the way to make that happen. The PPO needs analysis encompassed in this report is a significant contribution, therefore, to progress.



## 6. Knowledge Management

The purpose of this part of the evaluation was to assess how effectively information and knowledge are transferred, shared and used by the agencies involved in the PPO scheme. Interviews were held with a cross section of the steering group to represent the relevant agencies.

Interviews have been completed with:

- Carole Stephenson - PPO Co-ordinator Wakefield
- Dave Penny - PPO Project Manager- West Yorkshire Premium Service
- Mary Moore - Team manager Foundation Housing
- Chris Sweeting - Probation PPO Lead (R&R) Wakefield
- Peter Mate - Prison Area Co-ordinator

### 6.1 Key Findings

- Informal knowledge sharing is excellent; there are good relationships between the members of the steering group which facilitate the transfer of information and knowledge
- Information sharing protocols for the partner agencies have been created, along with a useful flow chart explaining the process of approval to share; all of those interviewed were satisfied that information was shared freely between the partner agencies; no breaches of the protocols were reported in the interviews conducted.
- There is evidence of very effective sharing of good practice, locally, regionally and nationally. For example, existing schemes were examined and consulted in the setting up of systems and processes for the Wakefield PPO scheme; steering group members capture and disseminate experiences and knowledge from this scheme and others in their interactions in other forums; training for PPO co-ordinators drew in schemes nationally to share their experiences.
- There are a large number of systems involved in tracking and managing PPOs due to the number of agencies involved in monitoring/managing them. From an information systems perspective, this is not ideal as it builds in capacity for error from multiple data entry points. It is, however, unavoidable as each agency has its own systems which have to be updated locally. Although a full systems audit for all agencies is beyond the remit of this project, there is evidence that where the systems are beyond the control of the PPO scheme - e.g. CPS entry on J Track, prison service information, the accuracy of data can be questionable. This is exacerbated when snapshots of the data are taken for monitoring purposes because these are temporally distorted - i.e. time periods covered are not consistent. The PPO Co-ordinator has a significant role in working with the agencies involved to cross check the multiple systems involved and collect and disseminate accurate data. The steering group and practitioner meetings provide further opportunities to cross check and align this data. This situation is not ideal but opportunities for improvement are limited by the pace of change to national criminal justice systems. Work continues on this and it will be interesting to see the impact of the recent inclusion of prison service information on J Track.
- The role of PPO Co-ordinator is, therefore, a key one and has been instrumental in setting up and maintaining the quality of information flows between the agencies.

She has been very effective at this and at building good working relationships within and outside the group. The role of PPO Co-ordinator was a newly created role and the post holder has shaped it (and continues to develop it) clearly and effectively.

- Some information gaps were identified and these are outlined below:
  - The PPO Co-ordinator and practitioner group find it difficult to access detailed information on interventions with PPOs. It is anticipated that the co-location of the new PSO post with the PPO Co-ordinator in Wood Street will assist greatly with this. It is envisaged that the PSO post will have access to OASys and CRAMS and will liaise closely with the Offender Managers to capture this information.
  - Information on those PPOs in prison proves very difficult for the agencies to access; this ranged from basic information on which prison the PPOs were in to more detailed information on the interventions they received while in prison. For PPOs in prison, it has also been difficult to get information about pre-cons which were required for assessment for accommodation services.
  - There has been no single point of information from Courts regarding sentencing outcomes; there have also been problems with the flagging of PPOs on warrants so a receiving prison service does not always know they are a PPO. This is usually picked up retrospectively but can be too late for those on short sentences. This also affects the ability of the prison service to notify the police 30 days prior to release.
- There are concerns that the centrality of the role of the PPO Co-ordinator leaves the operation of the scheme vulnerable, especially as the Co-ordinator is due to retire in July.
- The steering group seems to be an effective mechanism for sharing information for those who attend it, but many do not which suggests a lack of engagement
- There are high expectations of the new PSO taking a leading role from a very early stage; this may be unrealistic given that new relationships will need to be built, training on systems undertaken etc
- Information transfer between the police and Offender Managers on interventions is indirect and reliant on key personnel which indicates possible vulnerability if key staff are absent for long periods. The PSO role will provide additional resource to assist with this.
- The opportunities for the pooling of existing knowledge to create dynamic and innovative solutions are inhibited by the use of single points of contact which can prevent detailed cross agency discussion of intervention strategies with PPOs
- There was little evidence of formal documentation of processes and systems used by the PPO Co-ordinator to manage the scheme. This is not meant to be critical. It is understandable given the fact that the co-ordinator has until this point largely worked alone, that she is still developing the role and that she has long-standing and effective personal networks. It will however be problematical if this is not addressed before she leaves.
- There is no formal induction or training for new organisations who become members of the PPO scheme; this is generally done informally by the PPO Co-ordinator. Development of a more formal system might assist in induction of new members or re-engagement of existing but non-attending members.
- Agencies pick up information through their own structures which can feel somewhat piecemeal. This has not been a major problem due to the good

relationships between the members of the group but could create vulnerabilities with changes in key staff

- The process used for selecting/de-selecting PPOs has diverged from the original matrix model as this was not felt to be inclusive enough of intelligence from partner agencies. A new system (Corvus) is in development which should allow for this model.

## **6.2 Emerging Proposals (Knowledge Management)**

- Develop information sharing protocol for transfer of information between prisons and the agencies involved in PPO scheme.
- Build on existing regional relationships between steering group members to improve understanding of PPO scheme with prisons
- Consider involving a prison PPO co-ordinator as a representative on Wakefield steering/practitioner group
- Consider secondment from the prison service into the PPO team as in the Humberside model
- Develop formal induction programme for new agencies/members of PPO scheme
- Formally document procedures and processes currently undertaken by PPO Co-ordinator, particularly with regard to collation of information, performance management, contacts/networks, operation of meetings, etc
- On retirement of current post holder, review role of PPO co-ordinator to assess if some of the tasks associated with the role can be distributed more widely thus reducing reliance on limited numbers of staff and creating sense of shared ownership
- Review configuration of steering group to ascertain reasons for poor/non-attendance. Instigate regular reviews to ensure appropriate service providers are represented based on needs assessments from PPOs
- Allow adequate time for handover of new PPO co-ordinator to ensure transfer of knowledge from existing post holder
- Consider co-location of a dedicated team to assist with creation of shared sense of ownership, transfer of knowledge and more effective access to agency's local information systems
- Ensure that new system for selecting PPOs (Corvus) is developed to include partner agency perspectives

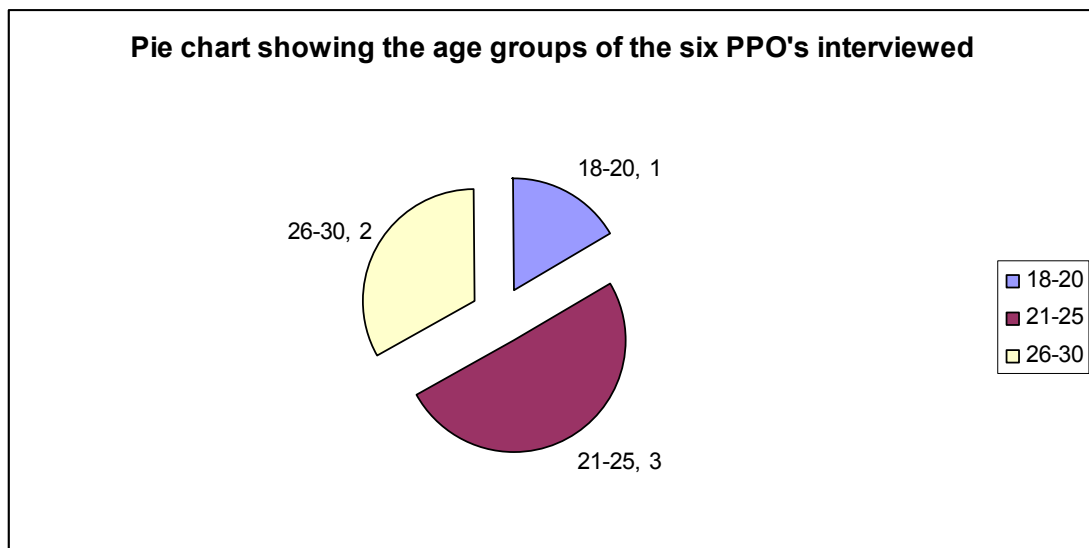
## 7. Findings from the PPO Interviews

### 7.1 Overview of the Data Collected:

A total of six PPOs have participated in a semi-structured interview, of the six:

- Four were DIP clients, the majority subject to a DRR
- One had their OM located at Pontefract probation
- One was currently sentenced at HMP Leeds.

Starting with ethnicity and gender, all of the interviewees were white males. The pie chart shows the age range of participants:

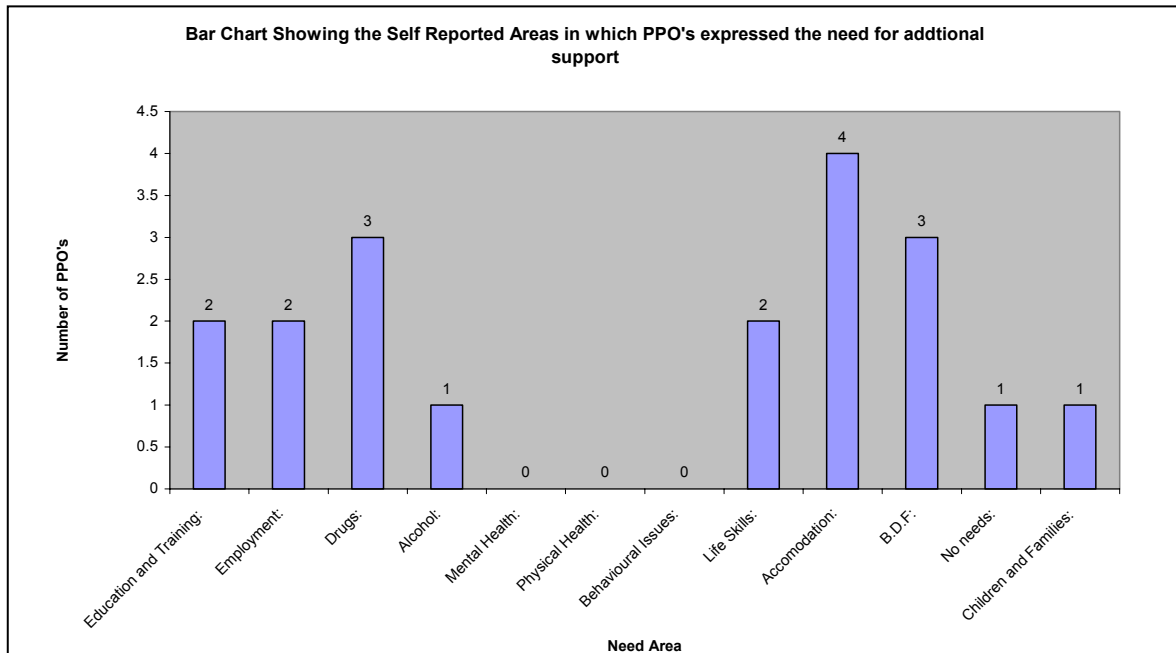


As the chart illustrates:

- 1 participant was aged 18-20 years
- 3 were aged 21-25 years
- 2 were aged 26-30 years of age

### 7.2 Self-reported Needs

The interview comprised of both structured and semi-structured questions and one specific area of investigation was identifying unmet needs. The bar chart below summarises the responses:



At the beginning of the research the categories were drawn from the Regional Reducing Re-offending Action Plan (NOMS: Yorkshire and Humberside, 2006). Although there are some differences between these categories and those of the OASys and ASSET systems drawn on in the case file reading exercise, it is nonetheless possible to identify areas where the PPOs expressed the need for additional support/advice. In short:

- Gaining accommodation and accommodation advice was the most notable area, with 4 of the 6 respondents noting a support need
- Drugs and Benefit, Finance and Advice both have the second highest number of PPOs expressing the need for support in these areas with 3 positive responses
- There is likely to be an overlap with some of the categories – such as Accommodation and Benefits, Debt and Finance, particularly in instances where individuals have rent arrears
- Although Education and Training, along with Employment and Life Skills, to some extent feature in the responses, it is apparent that none of the 6 felt a need for support in addressing Behavioural Issues, Physical Health or Mental Health; but
- It is notable that in conversations with the PPO's that criminogenic needs/risk areas were present but individuals did not equate this with a need for additional support as reflected in data such as case file records. For instance, it could be inferred that the level of support they were currently receiving was viewed as sufficient. For example, one PPO who reported not having a need for additional support in any area also cited experiencing depression and anxiety but was seeing a GP for assistance and had been offered counselling but not taken this up.
- It is also worth noting that the lack of self reported Behavioural Issues perhaps does not accurately reflect the client needs, as some participants stated peer pressure and being 'easily led' as factors in offending yet did not explicitly state these in the structured parts of questioning.

Given then that the demographics and needs of the 6 PPOs have been summarised, some emerging themes from the data will be discussed.

### 7.3 Emerging Themes

The data suggests four themes:

- **Definitional Issues** - these concern factors such as:
  - The extent to which PPOs were aware of the reason for them being on the PPO scheme
  - Knowledge of the criteria for recruitment to, and exit from, the PPO list.
  - Awareness of multi-agency decision making – offenders frequently referenced PPO decision-making/ownership of the scheme with the police; but
  - Clients were able to equate a high frequency of crimes with inclusion into the PPO scheme.

*“I’ve not been told of any sort of guidelines, any sort of boundaries, any sort of anything for what qualifies somebody to be classed as a prolific offender”*

**DIP client**

- **Premium Service/Preferential Treatment** - under this theme offenders:
  - Placed emphasis on the monitoring of PPOs and the ‘catch and convict’ aspects of being a PPO
  - Were aware of, but did not use the term, ‘premium service’ to describe issues such as being dealt with by CID, refused bail, rapidly being dealt with/referred to the courts
  - Seemed to lack awareness of ‘preferential’ or ‘premium service’ in the context of rehabilitate/resettle activities
  - There was evidence that the co-location of services and approach of OMs and staff in the DIP building provided a more holistic service for PPO’s, with a number commenting that they felt staff could help them access a range of services

*“I have been locked up a lot, a lot, a lot, of times but I don’t know, other people that have been locked up just as many times or [...] even longer than me and they’re not on a prolific offenders register but I am so I don’t know how it works, how they work it out”*

**DIP client**

- **Primary Needs** - those needs which were focused on most by respondents and the forms these take:
  - Accommodation and accommodation advice. Respondents highlighted gaps in resources including:
    1. A lack of suitable accommodation for ‘offenders’ generally and PPOs
    2. Barriers to gaining accommodation such as having a family, pre-convictions/ppo status. Issues such as arrears and drug use (though it was noted that Foundation Housing had arranged for a number to make payments to resolve rent arrears)
    3. The ability to access services, particularly for offenders with families or partners – services were thought to be targeted to single people
  - Benefits and financial advice arguably inter-related somewhat with some of the participants’ accommodation issues in the form of rent arrears; and
  - The need for existing support. It was apparent, most notably with DIP cases, that the increased hours per week, and moreover, medical support such as provision of a ‘script’ was commented on as influential to a number of individuals in reducing criminality. As will be discussed later concerns arose as to what may happen without such structure and maintenance.

*“I got taken off Wakefield Council list because of my convictions for burglary [...] they said they didn’t want me on one of their estates because of the past burglaries that I’d got on my record and then I put [...] an appeal against their decision and then I got a letter back a couple of month after saying that they had put me back on the list. I’ve been on housing list for like eight years now”*

**PPO Custody**

- **Continuity Issues/Fragmentation** - Here the concern is with the perceptions of PPOs that imply discrepancies in the NOMS ideal type of delivery, characterised by ‘seamless’ sentence provision. In the context of this section:
  - PPOs expressed confusion around their recruitment, retention and removal from the PPO list
  - There was little evidence from conversations with PPOs that there were targeted ‘exit strategies’ in place, or proposed for the future, that could serve as a partial incentive for both progression on their sentence/order and form part of a ‘plan’ for those on the PPO scheme more broadly
  - There appears to be a lack of awareness of resettlement/rehabilitation as end-to-end processes of an order/sentence and also as a dual element which accompanies the monitoring characteristics of ‘catch and convict’ in the PPO scheme
  - From the one custody case, there was a lack of reported interaction face to face in-particular, with his OM, or with the probation service per se until pre-release – the individual noting he felt earlier contact would be beneficial
  - Commentary of the monitoring aspect of being a PPO was generally rooted in explanations of police concern with these individuals.

*“it’s one of my long term goals, I’ve put it on my care plan, to find out what the hell a persistent prolific offender is and to find out how I go about getting myself off it and nobody seems to know”*

**DIP client**

**7.4 Effective/Ineffective Practices:**

<u>Effective Practices:</u>	<u>Ineffective Practices:</u>
<ul style="list-style-type: none"> <li>✓ Proactive staff attitudes/OM and PPO relationships indicating continuity of contact</li> <li>✓ Home visits by Police located at DIP</li> <li>✓ Multi-disciplinary in-house approach of DIP</li> <li>✓ Arrangement of rent arrears repayment by Housing Agencies</li> <li>✓ Some instances of ‘offender’ knowledge of broader multi-agency work as beneficial/helpful in promoting needs of PPOs</li> </ul>	<ul style="list-style-type: none"> <li>✗ Lack of continuity in PPO scheme e.g. guiding induction through ‘exit strategies’</li> <li>✗ Need for more awareness raising of PPO scheme aspects – beyond ‘catch and convict’ premium service</li> <li>✗ Re-affirmation of Resettle and Rehabilitate as end-to-end process needs further evidencing</li> <li>✗ PPO interviews suggest greater awareness raising needed around Rehabilitate and Resettle strand including both recipients and staff, i.e. police officers without DIP knowledge/connections</li> </ul>



## 7.5 Emerging Action Points

Action Point One:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
<p>To investigate the possibilities for raising PPO awareness of the Resettlement and Rehabilitate aspects of PPO strategy</p>	<p>Engagement of HMPS in resettlement awareness raising</p> <p>Time/Resource in promoting multi-agency work - awareness raising from managerial level to 'grass roots' staff working with PPOs on face-to-face basis</p> <p>Ensuring clarity in 'message' across agencies – be they custodial or community based</p> <p>Reduce barriers to housing and accommodation through 'multi-agency' dialogue</p>	<p>Highlighting the need for 'balance' in the way the PPO scheme is introduced to PPOs particularly in terms of catch and convict and rehabilitate and resettle</p>

Action Point Two:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
<p>YOTS/NPS: OMs to introduce alongside sentence plan a targeted form of plan that accompanies and relates to sentence planning but goes beyond licence period and order to cover an ‘exit strategy’ for each PPO informing them of mutual objectives with the aim of PPOs removal from the scheme</p> <p>Supplementary: Police to send induction letter/correspondence to PPOs which also highlights criteria for removal for non-OM PPOs</p>	<p>Time of OMs to construct PPO plan;</p> <p>Resources of OMs, including ability to act as a reference point for post-licence referrals of PPOs</p> <p>Ability to share and integrate ‘partner’ agencies under umbrella of the plan</p> <p>Practical barriers to fulfilling needs set out in PPO plan inc. knock back from agencies</p>	<p>Issues in partnership work;</p> <p>Time and resource issues of OMs;</p>

Action Point Three:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
<p>To improve continuity in existing provision through ‘multi-agency’ interaction/dialogue</p>	<p>Institutional languages and differences in meaning i.e. NHS, Police, VCS, Probation and Prisons</p> <p>Ability to engage all partners? HMPS</p>	<p>Awareness of importance of Prison Service to WDCSP and other CSP crime reduction remit and continuity of service</p>

## 8. Findings from the PPO Case Files

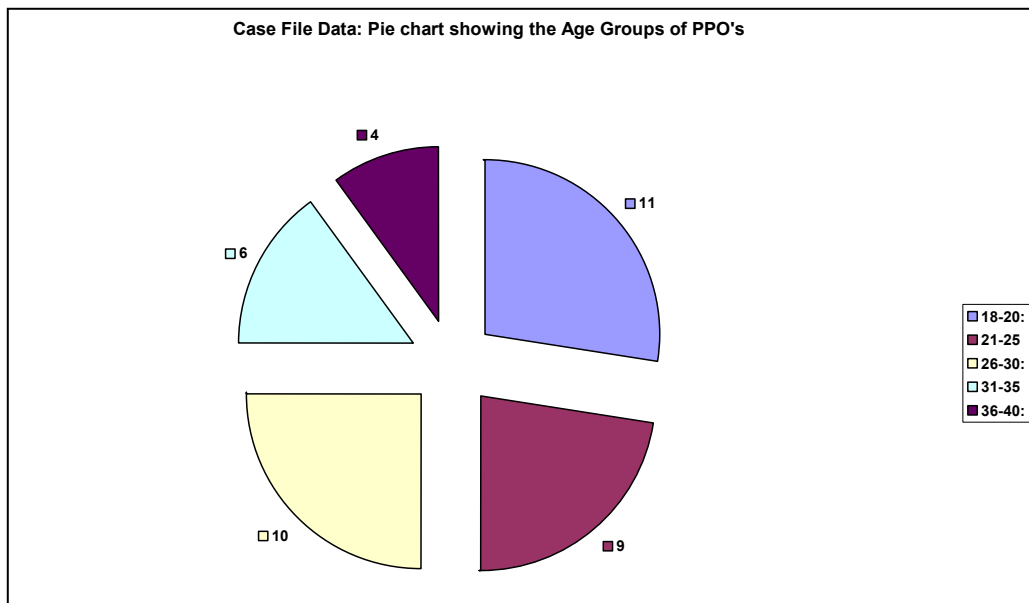
### 8.1 Overview of the Data Collected

The data detailed in this section of the interim report was drawn from a 'case file reading exercise' of a cohort of forty PPOs. In essence the following analysis represents a 'snapshot' in time of the aforementioned group. The key variables of interest being:

- Age
- Gender
- Ethnicity
- Current sentence/licence status
- Criminogenic needs
- Contact with Offender Managers
- Evidence of 'inter' or 'multi-agency' work.

*Cohort Demographics:*

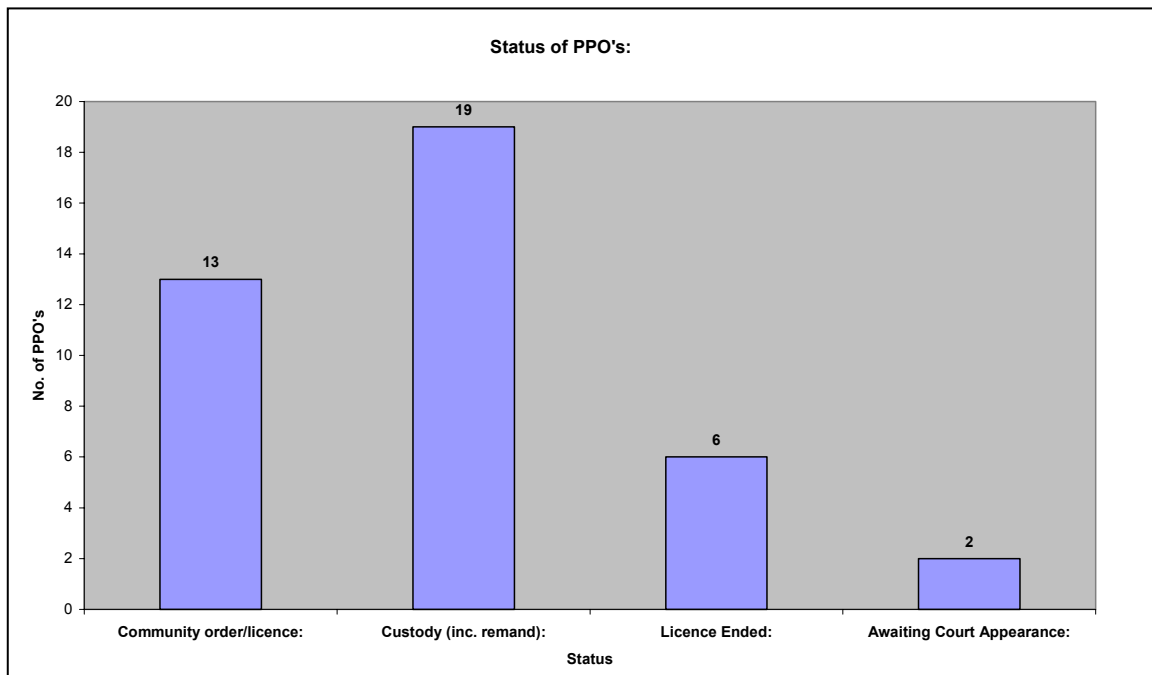
The pie chart below details the first of these variables by showing the number of PPOs in age-range groups:



At the time of reading, of the 40 individuals:

- 11 were 18-20 years of age
- 9 were 21-25 years of age
- 10 were 26-30 years of age
- 6 were 31-35 years of age
- 4 were 46 to 40 years of age.

Out of the cohort, apart from one male who was recorded as Black-Caribbean, all PPOs were white British. Thirty nine of the forty were male, with the only female on the scheme being held in custody. The status of the PPOs is detailed in the following bar chart:



It should be noted that while 13 of the PPOs are identified as being dealt with in the community, this category also includes those who remain subject to post-custodial licence arrangements. 19 PPOs were held in custody at the time of case file reading and this included both those who were sentenced and on remand. 6 had completed their licence and 2 were awaiting court appearances, though it was not entirely clear from the data if they were subject to licence arrangements during this time.

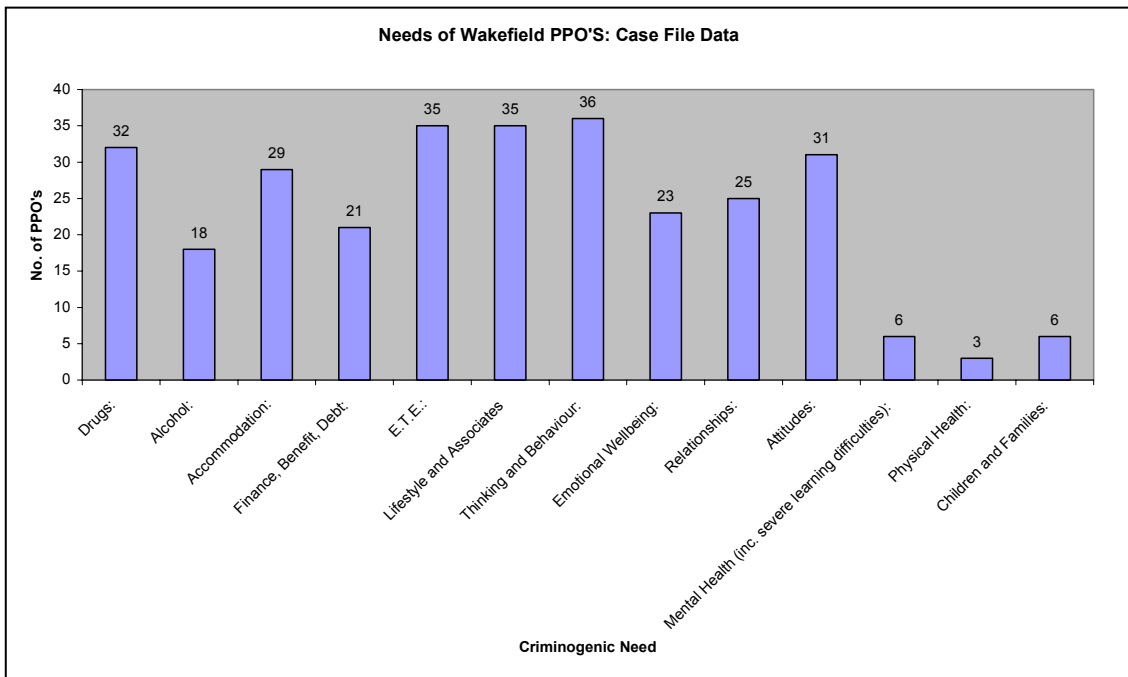
Of the PPOs:

- The majority had a mixture of past sentences involving community and custodial forms of intervention
- 5 were DIP clients and had a designated Offender Manager (OM)
- 3 were clients with an OM based in the YOT team (though some of these had reached an age that meant they were in transition out of the YOT)
- In total 27 of the 40 PPOs had a named OM
- 13 did not have a named OM
- 2 were documented as being subject to Multi Agency Public Protection Arrangements. 1 of these being at Level One, the other Level 2.

## 8.2 Criminogenic needs

The criminogenic needs section of the case file analysis represents an attempt to create a 'best fit' with the available, and varying, sources of data. The main source for information on adults was the Offender Assessment System (OASys) and Case Recording and Management System (CRAMS) with ASSET being the primary source for YOT clients. Additional forms of information were obtained from case file records and pre-sentence

reports, with the objective of gaining more insight into the forms of, and potential variations within, each criminogenic category of needs. A summary of the needs of all PPOs is given in the bar chart below:



The majority of the categories are devolved from the areas detailed in OASys. It has been noted by others that the approach of the individual completing the assessment is also a possible contributory factor influencing the resulting appraisal of client needs (Lewis et al, 2003b).

There are three additions to the OASys categories which are taken from the Regional Reducing Re-Offending Action Plan (NOMS: Yorkshire and Humberside, 2005). Physical Health, Mental Health, and Children and Families are included. However, a caveat accompanies this inclusion. For example, Emotional Wellbeing and Thinking and Behaviour may interact, or overlap with Mental Health and in a similar way the Children and Families category is possibly included within Relationships (and vice versa). The rationale for these additions, though, is that they were specifically identified in case file recordings and offer a more detailed insight.

Even given the limitations of the data, from the bar chart it is nonetheless plausible to conclude that the most noticeable areas of criminogenic need were in the areas highlighted in the table:

<b><u>Criminogenic Need:</u></b>	<b><u>Number of PPOs Assessed with a Need in this Area:</u></b>
Thinking and Behaviour:	36
Lifestyle and Associates:	35
E.T.E:	35
Drugs Misuse:	32
Attitudes:	31

The table itself does not do justice to the multi-faceted and inter-related nature of individuals needs. For instance, accommodation also figured significantly in the case files, with 29 having accommodation as an area of need. There was also a high to moderate incidence of Relationships (25 PPOs), Emotional Wellbeing (23 PPOs), Finance, Benefit, and Debt (21 PPOs), and Alcohol (18 PPOs) needs in the cohort. A further example of the multi-faceted nature of needs was noted during the recording of data. For instance, through informal conversations with OMs, it was not uncommon for financial issues such as rent arrears to relate to accommodation issues, along with others issues such as ‘pro-criminal’ lifestyle and associates, pre-convictions and drug abuse.

### **8.3 Nature of Contact with Offender Managers**

In a number of the preliminary interviews undertaken with OMs, the supervision of PPOs was reported in a variety of ways all of which connoted greater resource expenditure. Phrases such as being more ‘proactive’ rather than ‘reactive’, ‘chasing-up’ offenders, and ‘time consuming’ differentiated the PPO cohort from other ‘groups’ of clients.

*“ultimately there’s not enough officers here from a purely probation point of view, there’s not enough officers for the amount of offenders we’ve got on our books, and ppos take up at least three, four, five times more of your time than other cohorts of offenders”*

**Offender Manager**

The case files, did not, however, seem to correspond to the above account of the OM. One explanation for this may be that the hours are not formally documented, as many of the PPOs who were serving community orders or completing licences in the community were subject to National Standards. Although a cursory analysis suggests that DIP clients are recipients of greater supervision and interventions, this perhaps relates more to their identification as drug users at the pre-sentence analysis stage, with the resulting court order taking this into account (in the form of a Drug Rehabilitation Requirement recommended alongside other community orders, such as supervision). The location of various advice and support within the building that houses the team of DIP workers, thus leads to services and advice being accessible – along with their geographically close VCS ‘partners’ in fields such as treatment and accommodation. It is probably more accurate to infer from the small number of interviewees that a different style or approach characterises PPO supervision. As a number of the OMs have commented, this is characterised by ‘flexibility’ and ‘forward thinking’ in motivating PPO clients to conform to their licence requirements.

Moreover the case file reading exercise highlighted deficiencies in the consistency of available assessment information, having the potential effect of slightly skewing the results presented in this report. For instance, in a number of cases the pre-sentence report information from the most recent pre-conviction had to be drawn on, as assessments were due to be carried out or full pre-sentence reports were not available.

## 8.4 Extent and Nature of Contact with Partner Agencies

Limited evidence existed regarding individuals contact with ‘partner’ agencies. DIP clients did have evidence of interaction with Turning Point, though this was mainly due to the agency being the treatment provider for individuals subject to DRR arrangements. There were isolated examples of clients who were in custody and had accessed CARATS being referred to DIP – indicating at least some continuity in pre and post-custodial elements of provision. In brief the issues that arose in data collection were:

- There were ‘gaps’ or ‘fragmentation’ in the recording and transferring of information on needs of, and services engaged with by, PPOs in custody
- In both custody and the community it was not apparent whether there were protocols for the itemising of referrals made and then locating this detail in case files
- Where evidence of referrals was present there was little detail on positive and negative outcomes, problems encountered in the referral processes, reasons for PPOs not being accepted by agencies/unsuccessful referrals
- It was notable that information on client engagement with ‘partners’, although not exclusive to PPOs without a nominated OM, was particularly sparse for these individuals

These comments therefore serve as somewhat tentative conclusions, due to the questionable validity and reliability of the case file data in the context of this exercise. Nonetheless, as the collection of data tended to take place in the presence of OMs, a number of valuable insights can be forwarded. These being:

- A shortage of accommodation in the district for the ‘offender population’ generally
- A lack of suitable accommodation, including various forms and extent of supported accommodation for PPOs
- A lack of accommodation and accommodation advice for PPOs with partners and families
- The criteria stipulated by a variety of agencies presents barriers of engagement for PPOs, e.g. conditions of accommodation that relate to drug use and previous housing related issues, such as rent arrears and security concerns around pre-convictions such as arson
- The geographical location and environment in which some agencies provision is delivered impacts upon PPOs willingness and ability to access services.

Supporting these observations, one officer commented on the moving of a basic skills provider, DISC, to a college some distance from Pontefract, and the need for centralised localised service provision:

*“with DISC I think we need to get basic skills back in the office, I mean the housing agency’s here so I think it needs to be centred here rather than shifted, it’s like the alcohol thing they don’t have any alcohol provision out here so for somebody who’s got an issue with alcohol you’ve got a massive hurdle, they have to go to Wakefield [...] and DIPs in Wakefield so it does set up big barriers for them, it needs to be local to where they’re living otherwise it’s just not gonna work, it’s harder work for us as officers to try and get them to go”*

**Offender Manager**

### 8.5 Summary of Effective and Ineffective Practices

The two boxes below briefly summarise the areas in which ‘best practice’ is illustrated and further attention may need focusing:

<u>Effective Practices:</u>	<u>Ineffective Practices:</u>
<ul style="list-style-type: none"> <li>✓ DIP model facilitates in-house multi-disciplinary work alongside probation and VCS staff</li> <li>✓ Isolated example of CARAT referral to DIP enhancing ‘seamlessness’ of provision</li> <li>✓ VCS housing provider visiting DIP building on a weekly basis for clients</li> <li>✓ Use of an ‘informed consent’ disclaimer signed by ‘offender’ which allows staff to contact agencies on their behalf</li> <li>✓ ‘Proactive’ and ‘flexible’ approach of OM’s toward PPOs</li> </ul>	<ul style="list-style-type: none"> <li>✗ Lack of up-to-date information on PPO needs (for purposes of analysis)</li> <li>✗ Evidence of fragmentation between ‘partners’ communication (i.e. negotiation of client confidentiality issues)</li> <li>✗ Lack of effective communication of custodial cases information to OM’s in the community</li> <li>✗ Location of services in specific areas (i.e. basic skills, DIP, alcohol counselling) potentially detrimental to those at a geographical distance</li> <li>✗ Insufficient evidencing of referral processes, including reasons for rejected referrals</li> <li>✗ Inadequate evidence of an ‘exit strategy’ for PPOs as detailed in case file recording</li> </ul>

### 8.6 Emerging Action Points

From the analysis of the case file data some initial proposals have been suggested below; they take into account both ‘local’ action in the district and potential implications within the context of Regional and National Offender Management:



Action Point One:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
Investigation of localisation of services in probation offices	Resource implications/time and cost/ feasibility of providers to be located at Probation Offices – even for a set period of time per week  Office space/telephone access etc for providers	Awareness raising of potential practical issues in ‘partnership’ work emanating from greater consideration of localised model.

Action Point Two:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
Investigate the potential for ‘partnership’ approaches to capacity building for housing provision	Resources; Time constraints; Information sharing between providers  Logistics of engaging additional partners at a strategic level  Time issues in identifying/pursuing funding  Negotiation of different levels of bureaucracy between agencies.	Awareness raising of problems in building capacity and existing resource issues and the problems in housing PPOs in suitable accommodation  Issues in ‘partnership’ work in securing funding/lessons for VCS organisations working to provide services in the environment of ‘contestability’

Action Point Three:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
<p>Enhancing communication of PPO sentence information between custody and community teams</p>	<p>Issues involved in the strategic engagement of HM Prison Service in WDCSP PPO work</p> <p>Evidencing the ‘Rehabilitate and Resettle’ strands of national strategy in relation to development of Premium Service in these fields across statutory and voluntary sector agencies</p> <p>Enhancement of ‘resettlement’ as a process starting from the moment of intervention with PPOs including community order cases (i.e. those registering NFA)</p> <p>Provision of assessment information/sentence plan information at earliest possible stage to those with OMs</p> <p>Research issue – potential problems/logistics in getting HMPS to engage?</p>	<p>Issues in continuity of sentence information and OM engagement in case history and planning of interventions according to the end-to-end National Offender Management Model</p> <p>Raising awareness of practical issues in working across custody and community – time constraints of OMs</p> <p>Ability of OMs to access electronic forms of information used in custody</p> <p>Potential barriers to implementation of the NOM Model</p> <p>Issues around knowledge of, and compatibility between prisons Offender Management Departments and their relationship to OMs in the community.</p>

Action Point Four:

<b><u>Action to be considered:</u></b>	<b><u>Implications Locally</u></b>	<b><u>ROM/NOMS Implications:</u></b>
Enhanced recording of referral procedures	<p>OM makes brief record of referrals, issues such as rejection and barriers and places this in a separate case file sleeve;</p> <p>Future audits/research informed of referrals in greater detail;</p> <p>Knowledge of barriers to clients in referral processes.</p>	<p>Recommendation informs future research/evaluation that can feed into ROM – influence commissioning of services/gaps in existing provision;</p> <p>Knowledge of barriers to clients in referral processes.</p>

Action Point Five:

<b><u>Action to be considered:</u></b>	<b><u>Implications locally:</u></b>	<b><u>ROM/NOMS Implications:</u></b>
<p>YOT/ National Probation Service in conjunction with partner agencies to construct a 'client' centred 'exit strategy' for PPOs leaving the scheme</p>	<p>Construction of a form of sentence plan/ targets for individuals to work towards detailing their criteria for removal from scheme;</p> <p>Investigate potential for 'exit strategy' to be used as an incentive for PPOs to engage in 'rehabilitative and resettle' activities</p> <p>Exit strategy to identify existing needs yet to be addressed/potential areas of concern post-participation in the scheme</p> <p>Partners to be informed of the exit strategy via PPOs informed consent for data sharing if necessary and partners to agree on their role in the exit strategy – potential barriers/ requirements to be investigated to highlight problems in 'partnership' work;</p> <p>Clients re-affirmed/ informed of forms of support they can voluntarily access post de-selection.</p>	<p>PPO Premium Service and exit strategy to serve as a working pilot for broader provision of offenders under the NOMM framework. Particular attention drawn to the Commence and Terminate Aspects of the Model and end-to-end management.</p>

## **9. Findings from the Offender Manager Interviews**

### **9.1. Overview of the Data Collected**

A total of 7 PPO Offender Managers (OMs) participated in a semi-structured interview. The foci of the interview questions mainly concerned OM perceptions of PPO 'needs' in the Wakefield District, the nature of support PPO clients received. Of the OMs apart from one male all were female, and:

- 2 OMs were based at DIP
- 4 OMs were based at Lawefield Lane
- 1 OM was based at Pontefract

### **9.2 Extent and Nature of Contact with PPOs**

- It is questionable the extent to which the nature of contact between OMs and PPOs was a reflection of 'premium' service above and beyond the terms of their current order/licence, however
- Where OMs reported that PPOs were more time consuming and required more 'intensive supervision' it is likely that this was attributable to a different style adopted by OMs to case manage PPOs on community orders particularly. For instance, greater time was spent being pro-active or 'flexible', prompting PPO clients with phone calls to attend meetings
- Where PPO were receiving greater OM contact, this was cited by one OM as resulting from appointments not being reduced at the 16 week review stage of their order
- Developments in NOMS were cited as increasing the amount of contact custodial cases would have with their OM – for example in the 'chairing' of sentence planning boards. Nevertheless, there were doubts as to whether the title of 'chair' would do anything to resolve logistical issues of being able to book visits at earlier points in time, or for OMs to actually have a 'stake' in arranging the timing of sentence planning boards within custodial environments

### **9.3. Extent and Nature of Contact with Partner Agencies**

Although data on this area was limited:

- It would appear that the co-location and facilitation of service providers within DIP was beneficial in fostering working relationships and supplying service users with a more 'holistic' service, despite the centralization of services raising issues of how to engage/reach PPO clients living some distance from Wakefield;
- OMs, like PPOs, expressed some confusion over what the criteria was for an individual being labeled a PPO but did relate frequency of suspected and convicted crimes as a defining factor. This was despite a number citing non-PPO cases that likewise exhibited high incidences of conviction. Indeed, one OM noted that a PPO had 3 convictions, but cited that they felt police intelligence of suspected crimes had led to the person being designated a PPO;
- Frequently ownership of the scheme was identified to the police rather than to an 'egalitarian', 'multi-agency' format of decision-making. Hence the next point;

- It would appear that there was a need for greater awareness raising of multi-agency managerial decision making such as around the recruitment, retention, and de-selection of offenders to the PPO scheme;
- The ‘prolific and priority’ label was viewed as being detrimental to clients ability to access provision, such as housing. However, best practice had been developed by Langley House Trust in prioritizing PPO clients;
- Also, the nature of ‘risk’ and ‘need’ of the client base presented challenges in accessing agencies and provision and working with partners. For instance, in certain cases drug dependency, and too high or not high enough levels of risk, presented barriers to PPOs being able to access suitable accommodation;
- OMs often noted difficulty in accessing information on PPO activity whilst their clients were in prison. This included questions on whether OASys had yet to reach its potential in being able to retain information obtained in custody on transfer to community based OMs;
- Difficulties were also present in OMs wishing to book prison visits given that the longest notice was 2 weeks.

#### **9.4. Perceptions of PPO Client Needs**

During interviewing it became apparent that the ‘needs’ of PPOs, by category or area, were not seen as been vastly different from ‘offenders’ per se. What did emerge was that OMs observed a difference in the nature of these needs, reporting that PPOs tended to possess a greater range of criminogenic factors which inter-related with each other. According to OMs their requirement for support was often presented as being more urgent or immediate. Key areas which emerged from the interview data were:

- Accommodation – the lack of housing stock was only one aspect of this need. Although finding offenders accommodation is generally problematic, in the case of PPOs, particular factors effecting the ability to accommodate them included:
  - The criteria of PPOs risk and need, and chaotic lifestyles, prevented them from accessing the services of some agencies;
  - Provision of independent but supported housing for PPOs, and offenders overlapped with accounts of a lack of *suitable* housing/accommodation;
  - The PPO label, and the potential inferences drawn from this by people, was seen by a number of OMs as being detrimental to PPOs in accessing services, and maintaining/inspiring motivation to change;
- The multi-faceted and inter-related make-up of PPO needs is reinforced elsewhere in this report particularly in sections 7 and 8 which deal with PPO interview data and the Case File Reading Exercise. The OM interviews, broadly speaking, corroborate this finding.

#### **9.5. Summary of themes from the OM interviews**

The themes here to an extent are mirrored in the findings from the PPO interviews:

##### **Definitional Issues:**

- There was a need for more clarity over what criteria was used to determine an individual becoming a PPO, and what the term meant in terms of the potential changes or influences this might have on OM practices. This was particularly the case in ‘Rehabilitate’ and ‘Resettlement’ initiatives;

- Greater transparency and awareness-raising was arguably required in highlighting the multi-agency input into decision making processes surrounding the recruitment, retention and de-selection of ‘offenders’ from the PPO scheme.
- OMs, like their clients, were able to equate high frequency of suspected or convicted crimes with PPO status – indicating at least some continuity between service provider and users

#### **Premium Service/Preferential Treatment:**

- OMs, like the clients interviewed, seemed to have a greater knowledge of the monitoring or Catch and Convict aspects of premium service than ‘Rehabilitate and Resettlement’
- Hence, there was a need for promoting a definition of ‘premium service’ to OMs and PPOs that not only recognized Catch and Convict elements, but also afforded greater attention to Rehabilitate and Resettlement activity in this context

#### **Continuity Issues:**

- OMs cited issues in gaining access to timely information, not only in cases where their clients were in custody by electronic (OASys) or other means, but also from partner agencies, such as the courts, VCS organizations. For example, on one occasion an OM noted that they were unaware that their client had accessed DIP. There was potential in this instance for the OM to have played a greater supportive role in such activity to underpin the notion of ‘process’ in rehabilitation and resettlement activity
- The issues in communication between prisons and community based OMs is detrimental to the continuity of PPOs provision when released, although the practice of police picking up DIP clients from the prison provides some assurance of individuals making initial contact with staff in Wakefield
- OMs (interpreted or actual) absence of a common, well-known and jointly held definition of PPO and, in the context of Rehabilitation and Resettlement, of Premium Service, prevents OMs from communicating effectively to PPOs what the scheme entails both in-terms of monitoring and supervision, but also access to support services.

#### **9.6. Emerging Proposals from the Offender Manager Interviews.**

- to investigate the potential ways in which a core definition of the PPO team can be promoted. This may include looking at a number of options, including:
  - The creation of a PPO team, co-located within one building to foster working relationships and a common definition
  - Opportunities for staff development via periodic secondments and ‘shadowing’ to ‘partner’ agencies, including police, probation, the YOT and VCS organizations, along with internal opportunities (i.e. probation officers from another location shadowing those working in DIP)
  - The ability to include OMs at ‘practice meetings’ to raise awareness of multi-agency decision-making and ‘stake’ in the PPO scheme

- to consider the inclusion of a prison representative in the partnership, including discussing the potential for secondment and/or exchange opportunities between agencies to promote understanding of working in custodial and community settings (cf existing practice as an example with the Prison Service and the Westgate Project)
- to consider the establishment of a single document for all cases that might be shared between agencies. This would:
  - Where possible, involve consultation with the PPO
  - Identify in summary format the needs of individual PPOs
  - Briefly define the reasons for an individual becoming termed a PPO;
  - Underscore the idea of ‘premium service’ as consisting of a balance between ‘catch and convict’ and ‘rehabilitate and resettle’- particularly in relation to addressing the needs of a given PPO
  - Acknowledge the actions/efforts an individual and agencies must make – possibly on a case-by-case basis – to clarify their time on the PPO scheme
  - Build into the document scope for an ‘exit strategy’ which further reinforces requirements upon individuals to conform at the same time as identifying areas where further support is needed as a precursor to their removal
  - In non-OM PPO cases the responsibility for constructing the document can rest with an offender supervisor or alternative agency to NPS/YOT’s and may include police, key workers, VCS staff members or volunteers/mentors taking a lead on its development



## **10. Summary of Key Findings**

This section of the report seeks to summarise key findings contained within the report and locate these in relation to the primary aims of the evaluation. Throughout the evaluation the research team have found many examples of effective practice which reflect the commitment of the staff contributing to the PPO arrangements. Below we have indicated those areas where action to enhance delivery is recommended. However, this should not create the impression of a series of failing systems; this is not the case. It is apparent that over the last 12 months considerable steps have already been taken to significantly improve the PPO arrangements and this very much reflects the considerable efforts of key members of staff across the agencies involved.

### **10.1 Key Findings from the PPO Interviews and Case Files (Needs Assessment)**

- Case file reading of 40 PPOs indicated that: 39 were White British; 39 were male; 30 were aged between 18 and 30; 19 were in custody (both sentenced and on remand); 5 were DIP offenders; 3 were YOTS cases; 27 had a named Offender manager (OM); 2 were MAPPA offenders
- Case file reading indicated high levels of criminogenic need which included high incidence of Thinking and Behaviour issues; Lifestyle and Associated issues; E.T.E issues; Drugs Misuse; Attitude issues; Accommodation issues.
- Case File Reading revealed moderate levels of criminogenic need in relation to Relationship difficulties; Emotional Wellbeing; Finance and Debt; Alcohol
- Face to face interviews with a sample of 6 indicated that securing accommodation and accommodation advice were the most commonly reported problems
- Also commonly reported were problems with drugs and benefits, debt and finance
- None of the respondents indicated problems with mental health, physical health or behavioural issues
- Both the case file reading and structured interviews indicated the impact of overlap and inter-relatedness between problem areas and the complexity of offender needs

### **10.2 Key Findings from the PPO Interviews and Case Files (Service Assessment)**

- The case file reading did not provide clear evidence overall of an "enhanced" or "premium" service with regard to rehabilitate and resettle.
- Analysis indicated that PPOs who were also DIP offenders were recipients of increased levels of supervision and intervention
- There were gaps in the recording and transferring of information relating to PPOs in custody
- There was limited evidence of offender engagement with partner agencies
- There was a recognised absence of suitable accommodation for PPOs within the district
- There was evidence that some of the criteria stipulated by partner agencies could present barriers to the effective engagement and access of PPOs to their services
- The geographical location of partner and support services impacted on access by PPOs to them
- There was a shared lack of clarity in terms of the criteria for targeting PPOs and the policy and process for determining "exit strategies" from the scheme

- PPO interviews indicate that they recognise a greater emphasis on "catch and convict" rather than "rehabilitate and resettle"

### **10.3 Key Findings from the Manager, Practitioner and Partner Agency Interviews**

- The steering and practitioner groups were rated as effective and relationships between partners were seen as collaborative and positive
- There was a consistent view that a much sharper clarity and focus had developed over the last 12 months, reflecting in part the input of key individuals including the PPO Co-ordinator, the Community Safety Co-ordinator and the Chair of the Steering Group
- There was a perceived need to enhance the representation of partner agencies on the steering group to reflect the 9 offending related pathways and that representation should be at an appropriate level; in particular it was recognised that education, DSS and mental health were under-represented. There would be advantages in incorporating a victim/community representation within the steering group
- The absence of the Prison Service from the steering group reflects and mirrors the difficulties experienced in developing a "joined up" offender management approach to PPOs across the community and custodial sectors
- The absence of information from the prison service creates problems within the practitioner forum in terms of developing integrated interventions and continuity of provision. Whilst it was understood that each prison had its own PPO co-ordinator, they were not visible within the practitioner forum. This was clearly an example of a failure to "bridge the gap". The best practice research also indicated prison service involvement as a critical success factor.
- Offender managers from the probation service do not attend the practitioner's forum; neither do police and probation have direct access to each other's IT systems. This reduces the depth and range of the information regarding interventions, risk assessment and other key offender management issues that might be relevant to the overall progress of individual PPOs. The probation co-ordinator, as a single point of contact, is able to provide some core information regarding cases but is not in a position to have a hands on working knowledge of individual supervision plans, intervention strategies, risk assessments and up to date case record information. The sharing of knowledge and intelligence is therefore relatively limited.
- There are no dedicated police case managers who attend the practitioners group and again the information exchange is heavily dependent on the police PPO co-ordinator as a single point of contact. Again this tends to prevent detailed cross agency discussion of intervention strategies with PPOs or, from a knowledge management perspective, the generation of creative and dynamic initiatives that might provide enhanced services as envisaged by the Premium Service.
- There appeared to be some lack of clarity regarding the targeting and exit criteria which underpin the recommendations of the practitioner forum and the extent to which this reflected current policing and community safety priorities.
- There was a perceived need to enhance service provision to PPOs across a range of areas including: supported independent housing; E.T.E, basic/life skills and debt management; alcohol services; outreach work with mentors and volunteers
- There are specific resource issues regarding PPOs who are not statutory clients of the probation service and these are often the short sentence prisoners who are not subject to license on release.

- There was broad support for developing a more joined up approach, particularly between probation and police and co-location was seen as an effective means of achieving this.
- Co-location was recognised as creating opportunities for impacting positively on agency cultures; information sharing; the development of more creative intervention strategies and a better synergy between catch and convict and rehabilitate and resettle. This was supported by the best practice research.
- Greater alignment between PPOs and DIPs was supported although there was no single view of how this would best be achieved. It was recognised that PPOs who are within DIPs do receive enhanced services but that not all PPOs are eligible/suitable for DIP services.

#### **10.4 Key Findings from the Knowledge Management Research**

- Effective transfer of knowledge and information was positively impacted by the good relationships within the PPO scheme and information sharing protocols were seen as effectively embedded. Information exchange was expected to be improved further with the recruitment of the new PSO post
- There was evidence of good knowledge management practices including:
  - informal knowledge sharing via effective and collaborative relationships
  - extensive capture, dissemination and leveraging of good practice at local, regional and national level
- From a knowledge management perspective, there is evidence of a risk of organisational amnesia caused by reliance on key staff and lack of formal documentation of processes and systems. The stable organisational structure and good relationships within the group have meant that this has not been problematical thus far but the scheme will be vulnerable given the upcoming retirement of key personnel.
- There are a large number of systems involved in tracking and managing PPOs which, though unavoidable, creates capacity for error, particularly where these are beyond the control of the PPO team. Opportunities for improvement are constrained by developments in national criminal justice systems but the PPO co-ordinator has a key role in aligning and checking data.
- Some key information gaps which emerged were:
  - detailed information on interventions with PPOs
  - information on those PPOs in prison, including information on interventions
  - information from courts regarding sentencing outcomes and failures to mark up warrants accurately
- There are opportunities, with the development of the new Corvus system to review and create a greater shared understanding of the process used for selecting/de-selecting PPOs

#### **10.5 Key Findings from the Offender Management Interviews**

- Where OMs reported that PPOs were more time consuming and required more ‘intensive supervision’ it is likely that this was attributable to a different style adopted by OMs to case manage PPOs on community orders particularly. For instance, greater time was spent being pro-active or ‘flexible’, prompting PPO clients with phone calls to attend meetings;

- Where PPOs were receiving greater OM contact, this was cited by one OM as resulting from appointments not being reduced at the 16 week review stage of their order;
- OMs, like PPOs, expressed some confusion over what the criteria was for an individual being labelled a PPO but did relate frequency of suspected and convicted crimes as a defining factor.
- OMs often noted difficulty in accessing information on PPO activity whilst their clients were in prison. This included questions on whether OASys had yet to reach its potential in being able to retain information obtained in custody on transfer to community based OMs;

## **11. Recommendations**

- a) To implement a model of delivery that enables offender managers/supervisors and police officers to work more closely together within a co-located dedicated team.**

This would facilitate improved information and intelligence sharing; the development of joint assessment and intervention strategies; a closer and more effective relationship between "catch and convict" and "rehabilitate and re-settle"; opportunities for cultural change within the probation and police services; opportunities for improved relationships with partner agencies.

The focus group recognised that the appointment of the PSO co-ordinator provided an opportunity for partial co-location and joint access to information systems. This would be enhanced by the inclusion of a dedicated police FIO. It was apparent that the capacity of the existing police PPO co-ordinator to undertake intensive interventions work has been significantly reduced by the administrative responsibilities inherent within the role and it is therefore critical that there is a clear delineation of roles and responsibilities within the team.

- b) To implement a model of delivery that enables PPOs to make more effective use of the existing DIP programme.**

It is apparent that those PPOs who are also DIP clients effectively receive enhanced services as a result of their status. However there are significant numbers of PPOs who have drug issues who are not accessing DIP and whose needs are therefore not effectively addressed. Within West Yorkshire Probation Service, plans have been developed to allocate PPOs to DRR teams to ensure that they access the wrap around services provided. Some concerns were expressed about the appropriateness of greater re-alignment for non drug using offenders and PPOs whose drug use does not fit the DIP interventions. However there was a recognition of the need to ensure that the DIP resources were made more available and accessible to PPOs. A default referral of PPOs to DIP should be considered as a mechanism for greater alignment between the PPO and DIP programmes.

- c) To develop mechanisms for engaging effectively with the prison service in the delivery of services for PPOs.**

There is much evidence of a failure to "bridge the gap" in terms of joined up services for PPOs across the custodial and community sectors. There is a need to develop information sharing protocols for transfer of information; consider involving prison PPO co-ordinators within decision making processes; consider further how the NOMS Offender Management Model can be applied within the PPO programme. However whilst it was recognised within the focus group that work was required to bridge the gap, it was felt that the key to this lay with the effective implementation of the NOMS Offender Management Model and that it was impractical to expect prison colleagues to be involved with the PPO scheme at a local level.

**d) To implement measures to enhance the effectiveness of the Steering Group.**

In general terms the steering group was regarded as carrying out its functions effectively. However we have identified scope for performance improvement which would encourage the regular attendance of the key agencies that contribute to the nine offending pathways. The focus group considered suggestions to invite victim/community groups to attend the steering group; to develop a marketing and PR strategy and to develop an income and resource generation strategy. Whilst these remain issues for further debate it was apparent that there was a perceived opportunity for the steering group to investigate initiatives that might encourage further investment in the PPO programme.

**e) To implement measures to enhance the effectiveness of the Practitioner Forum.**

Again this forum is seen as functioning effectively but improved outcomes could be achieved by; the attendance of OMs at the forum (this would be facilitated by the development of small core group of OMs who supervised the entire PO cohort); attendance of police "case managers"; the development of an information exchange protocol with the prison service; attendance from prison service PPO co-ordinators; the development of transparent guidelines regarding entry and exit from the PPO list. The focus group discussed in particular the issue of the selection and de-selection of PPOs; there was a shared lack of clarity concerning the agreed criteria and a view was expressed that decisions should be reviewed on a fortnightly basis.

**f) To implement measures to improve the information and knowledge management frameworks that underpin the PPO programme.**

Within the PPO programme there was evidence of effective communication and information exchange. Initiatives that are likely to further improve knowledge management include; the formal documentation of procedures and processes currently undertaken by the PPO police co-ordinator, particularly with regard to collation of information, performance management, contacts/networks, operation of meetings, etc; on retirement of current post holder, to review the role of PPO co-ordinator to assess whether some of the tasks associated with the role can be distributed more widely thus reducing reliance on limited numbers of staff and creating sense of shared ownership; to address information gaps by ensuring inter-agency access to IT systems (police and probation); to actively promote better understanding of how the PPO scheme operates across all partners; to identify a single point of contact within the courts; to give proper attention to the issues of succession planning associated with the departure of key personnel. One of the key issues emerging from the focus group was the necessity to ensure that careful consideration is given to the role and responsibilities of the newly appointed PSO, to ensure that there is no overlap with the police co-ordinator. This relates again to a separating out of the administrative and intervention requirements of the programme.

**g) To enable improved access for PPOs to resources delivered by partner agencies, in particular supported independent housing.**

The assessment of need indicated that there are a number of resource gaps at the top of which is the availability of suitable accommodation. The following measures would assist in improving access to key resources: the effective representation of agencies at the steering group; ensuring that agency criteria do not discriminate against PPOs; the development of closer working relationships between OMs and service providers; engagement with the prison service in pre-release resettlement planning; PPO accessing support services via DIP programme; the development of a co-located team with agreed points of contact with key service providers. With specific reference to the accommodation needs of PPOs, the focus group discussed developments arising from the setting up of the housing sub-group. Difficulties associated with working with PPOs were shared and the requirement to provide support, potentially on a 24/7 hour basis identified which has considerable resource implications. However there emerged support for an intensive family support programme approach which has been implemented within some anti-social behaviour initiatives across the country.

**h) To develop a range of pro-active, creative and innovative intervention strategies to ensure that PPOs needs are appropriately resourced and met.**

The complex needs of PPOs require additional interventions to make an impact. Some of the following ideas should be explored: joint (police/probation) prison, court and home visits; engaging with community groups who might provide mentoring and basic skills support; using volunteers in a support role; developing community based initiatives (sports, arts-based, recreational etc) to provide PPOs with pro-social experiences and environments; to actively seek out organisations who might be interested in providing services for PPOs. One of the key debates within the focus group centred on possible approaches to "incentivising" partners and agencies to commit resources to intervention initiatives. One suggestion identified the need to clearly demonstrate the positive outputs and outcomes of investment by the provision of accurate reconviction data. This would then provide an opportunity for undertaking an estimation of economic and social returns on investment along the lines of a cost-benefit analysis.

**i) To develop a strategy for responding to the needs of PPOs who are not statutory clients of either the probation or youth justice service.**

There is a particular issue with "non-statutory" clients, often short sentence prisoners, who are at risk of falling through the gap in terms of engagement with the scheme. However it was felt that the appointment of the PSO co-ordinator provided a resolution to the resource issues although difficulties would still arise in terms of engaging with a group where sanctions and enforcement routes are not available.

- j) To prepare a case for greater investment within the PPO programme based on the potential economic savings associated with a reduction in the reconviction rates for the cohort**

It is anticipated that taking steps to implement the recommendations referred to above would result in a significant improvement in the effectiveness and efficiency of the Wakefield PPO scheme. However it is recognised that in order to achieve at least some of the innovations there would need to be a commitment to securing additional investment; this would appear particularly critical to the development of more intensive interventions with PPOs and the increased availability of resources to meet their identified criminogenic needs. The case for securing additional investment is discussed below in the conclusion.



## 12. Investing in the Future

The economic costs of crime.

Much work has been undertaken within the Home Office and elsewhere to try and quantify the costs of crime both to the criminal justice system and the broader community. From this research has developed some clear indications of relative economic costs broken down by offence classification. The most recently published estimates are indicated below:

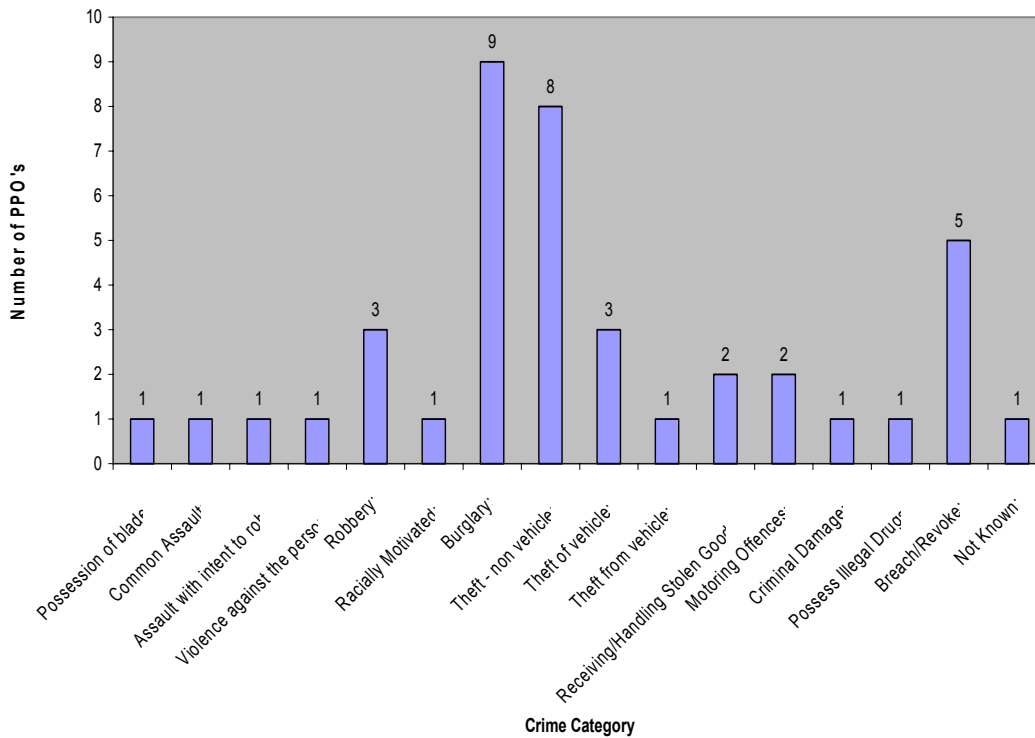
<b>Offence Category</b>	<b>Average Cost per Crime</b>	<b>Average Total Criminal Justice System Cost per Crime</b>
Violence against the person	£10,407	£1,928
Homicide	£1,458,975	£144,239
Wounding	£8,852	£1,775
Serious wounding	£21,422	£14,345
Other wounding	£8,056	£978
Sexual offences	£31,438	£3,298
Common assault	£1,440	£255
Robbery	£7,282	£2,601
Burglary in a dwelling	£3,268	£1,137
Theft	£844	£217
Theft - not vehicle	£634	£301
Theft of vehicle	£4,138	£199
Theft from vehicle	£858	£50
Attempted vehicle theft	£510	£65
Criminal damage	£866	£126

Dubourg, R., Hamed, J., and Thorns, J. (2005) *The economic and social costs of crime against individuals and households 2003/04*. Home Office On-Line Report 30/05

The figures clearly indicate that crime impacts detrimentally beyond the immediate costs incurred by the criminal justice system. One of the possible uses of this data is as a baseline measure for projecting the potential economic savings associated with reducing the reconviction rates of PPOs. If it can be demonstrated that implementing an effective PPO strategy can reduce the reconviction rates of these offenders then a broad brush calculation can be made identifying the potential economic savings that can be consequently achieved.

In order to consider this further we looked at the offending profile of the current PPO cohort, focusing on the index offence and current charges pending. From an examination of the case files the following emerged:

Current Offences (including Charges) of Wakefield PPO's



It is interesting that the most common offences relate to Burglary (both dwelling and non-dwelling) and Theft (non-vehicle). Generally, violent offences, which carry with them the greatest economic costs, are relatively under represented within the cohort although significantly 3 PPOs have robbery offences.

It would be very useful to have robust reconviction data for the PPO cohort but this remains at this point very problematic.

However the RDS national Evaluation of PPO schemes has very recently been published and this has included research on the impact of the PPO schemes. The report states:

***"Comparing the total number of convictions in the 17 months before and following the PPO programme shows that there has been a 43 per cent reduction in the offending of the entire PPO cohort."***  
<http://www.homeoffice.gov.uk/rds/pdfs07/rdsolr0807.pdf>

In fact it is difficult to attribute cause and effect in terms of the relationship between the PPO programmes and the reconviction data but the report nevertheless concluded that the results were encouraging. Reconviction reductions of this order clearly bring with them significant associated economic savings to the community. Reconviction rates are increasingly used as a primary indicator of the success of PPO schemes and demonstrable success in this area would help with building a robust business case for further investment in the scheme.

As a part of this current evaluation it has not been possible to undertake a robust analysis of reconviction data but it has been possible to identify some of the key issues associated with undertaking such an analysis.

Based on the information provided to the research team, a review of reconviction data for the first 12 months of the scheme shows a reduction overall of almost 50%. Although this is an impressive headline figure - and is certainly in line with that reported by other schemes/evaluations and the national evaluation - closer analysis of the data highlights some significant problems which are indicated below:

- In some instances, the offences while fewer in number are of a more serious nature
- Some of the reductions in numbers of offences in the 12 months since joining the PPO scheme also coincide with a limited number of months at liberty during the period; understanding the relationship between measuring success in the catch and convict strand and its relationship with success in the rehabilitate and resettle strand is significant here
- Some offenders show increased or similar levels of offences since joining the scheme
- Some PPOs have accumulated considerable numbers of TICs since joining the scheme; these are not included in the conviction count but are indicative of offender activity
- The date of conviction may be several months later than the date of the offence which will distort the accuracy of the picture of activity during the period on, before and after the PPO scheme
- Breaches are included as reconvictions
- There is no data on months at liberty for the period 12 months before commencement on PPO scheme which makes comparisons difficult
- In order to attempt to link cause and effect and thereby validate the impact of the scheme, research would ideally require a comparison group of matched offenders; this is difficult to achieve in practice
- Reconvictions are not necessarily an accurate indicator of re-offending and other forms of intelligence, including police data, might indicate more accurately criminal activity within small local cohorts.

While accepting that calculating reliable data on reconviction rates is not straightforward, the issues indicated above highlight some areas which would need to be addressed in establishing a reliable and valid method of measuring reconvictions at a local level. As well as providing information for supporting investment decisions, creating a model of local performance management which combines consistent information on reconvictions, coupled with standardised information on interventions, could potentially also assist in identifying good practice. Undertaking a further piece of work to establish the precise detail of such a local performance measurement system or framework would therefore be particularly helpful in terms of supporting an "investing in the future" strategy within Wakefield District. It is understood that the Partnership Information Analyst attached to the Wakefield Community Safety Team is currently working on a framework for reconviction data.

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