

**Report of the Head of Scrutiny and Member Development**

**Report to Scrutiny Board (Safer and Stronger Communities)**

**Date: 10<sup>th</sup> October 2011**

**Subject: Recommendation Tracking**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. This report sets out the progress made in responding to the recommendations arising from the previous Scrutiny Inquiry into Integrated Offender Management.
2. The Scrutiny recommendation tracking system allows the Scrutiny Board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The Board will then be able to take further action as appropriate.

**Recommendations**

3. Members are asked to:
  - Agree those recommendations which no longer require monitoring;
  - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **1 Purpose of this report**

- 1.1 This report sets out the progress made in responding to the recommendations arising from the previous Scrutiny Inquiry into Integrated Offender Management.

## **2 Background information**

- 2.1 Following its Inquiry into Integrated Offender Management, the former Environment and Neighbourhoods Scrutiny Board published its final report and recommendations in October 2010. A formal response to the recommendations was then considered by the Scrutiny Board in January 2011.
- 2.2 The Scrutiny recommendation tracking system allows the Board to monitor progress and identify completed recommendations; those progressing to plan; and those where there is either an obstacle or progress is not adequate. The Board will then be able to take further action as appropriate.

## **3 Main issues**

- 3.1 A standard set of criteria has been produced to enable the Board to assess progress. These are presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.
- 3.2 To assist Members with this task, the Principal Scrutiny Adviser has given a draft status for each recommendation. The Board is asked to confirm whether these assessments are appropriate and to change them where they are not. Details of progress against each recommendation is set out within the table at Appendix 2.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

### **4.3 Council Policies and City Priorities**

- 4.3.1 This section is not relevant to this report.

### **4.4 Resources and Value for Money**

- 4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

## **4.5 Legal Implications, Access to Information and Call In**

4.5.1 This report does not contain any exempt or confidential information.

## **4.6 Risk Management**

4.6.1 This section is not relevant to this report.

## **5 Conclusions**

5.1 The Scrutiny recommendation tracking system allows the Board to monitor progress and identify completed recommendations. Progress in responding to those recommendations arising from the Scrutiny Inquiry into Integrated Offender Management is detailed within the table at Appendix 2 for Members' consideration.

## **6 Recommendations**

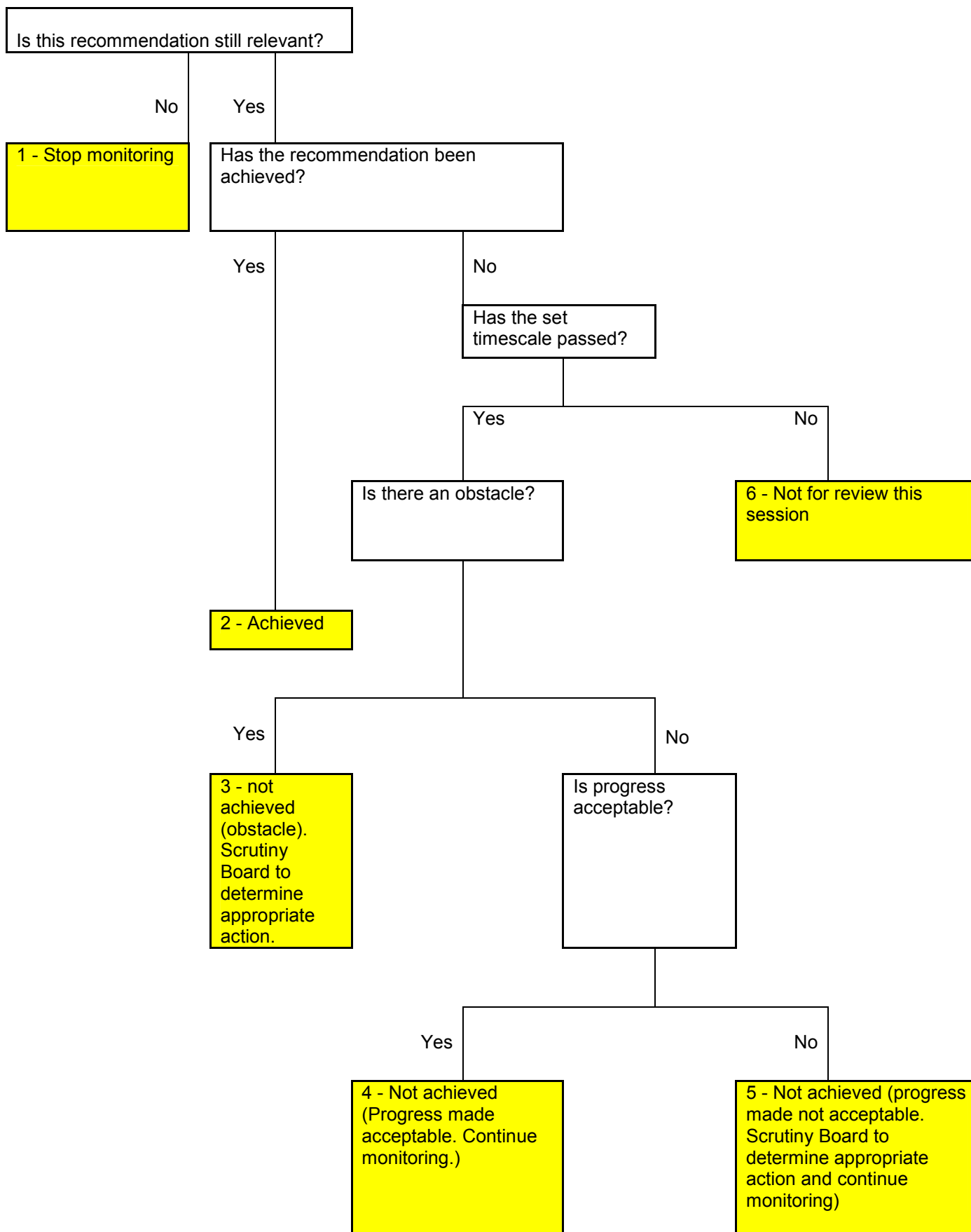
6.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

## **7 Background documents**

7.1 Integrated Offender Management – Scrutiny Inquiry Report. October 2010.

**Recommendation tracking flowchart and classifications:**  
**Questions to be Considered by Scrutiny Boards**



## Inquiry into Integrated Offender Management

### Categories

- 1 - Stop monitoring
- 2 - Achieved
- 3 - Not achieved (Obstacle)
- 4 - Not achieved (Progress made acceptable. Continue monitoring)
- 5 - Not achieved (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

Recommendation for monitoring	Evidence of progress and contextual information	Status (categories 1 – 6) (to be completed by Scrutiny)	Complete
<p><b>Recommendation 1</b>  <b>That the Safer Leeds Partnership Executive ensures that the Leeds IOM Operational Guidelines for the Rehabilitation and Resettlement strand of IOM provides sufficient clarity about the structures and lines of accountability within the Leeds IOM Hub and are widely disseminated amongst all partners</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>Operational guidelines for IOM will be managed and monitored by the newly formed Reducing Re-offending Board that reports direct to safer Leeds Executive . The Board integrates the previous IOM Strategic Group and the Intensive Alternatives to Custody Group.</p> <p><b>Current position:</b></p> <p>The operational management of the Rehabilitation and Resettlement strand of IOM is the direct responsibility of the Leeds Reducing Reoffending Operational Group which meets monthly and is formed from a multi-agency partnership. Membership is represented by all statutory bodies engaging in IOM including</p>		

	<p>Police, Probation, Prison Service, Youth Offending Service, Local Authority and, more recently, NHS Leeds since the merging of the Leeds Offender Health Board with Leeds Reducing Reoffending Board. In addition to the statutory agencies, representation is also provided by voluntary sector commissioned services delivering through care and aftercare and cell based drug testing.</p> <p>Strategy and Commissioning within the Local Authority's Environment and Neighbourhoods Department is currently undertaking a review of working practices and procedures within DIP &amp; Integrated Offender Management to ensure that the programme is properly aligned to other initiatives such as the 6<sup>th</sup> Hub currently operating from Leeds Prison.</p> <p>Once the Review is completed and presented to Safer Leeds Partnership Executive for approval, Operational Guidelines will be updated and subsequently approved by the Leeds Reducing Reoffending Board and disseminated via the Operational Group.</p> <p>Any current operational concerns in relation to policy or procedure affecting the delivery of IOM are directed at the Leeds Reducing Reoffending Board which meets monthly.</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	
<p><b>Recommendation 2</b>  <b>That the Director of Environment and Neighbourhoods leads on ensuring that particular attention is given to improving the connectivity of employability support services for offenders as part of the Leeds Works and Skills Plan</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>Works and Skills is a key section of the Leeds Reducing Re-offending delivery Plan 2011 – 2014 which is to be presented to the Safer Leeds Executive at the January 2011 meeting . The links between Education, Training and Employment are clearly made and work is underway to further strengthen these ties.</p>		

**Current position:**

Leeds Job Centre Plus, through the Department of Work and Skills has designed a work programme to cater for a broad base of customers offering flexible support thereby acknowledging the range of customers needs. The referral process gives harder to help groups access to personalized, individual support at the appropriate stage of their claim. Those in most needs of support, for example ex-offenders will be offered early access to the work programme to ensure they receive it within a timescale that is most appropriate to them.

An additional customer group, Incapacity Benefit and Income Support customers was added in January this year as a result of funding obtained from the European Social Fund. Those individuals who are approaching fitness to work as a result of training will receive more intensive support offered by the work programme to help them more actively prepare for Jobseekers Allowance or into work.

The Probation Service has re-modelled its service provided to NEET offenders who are subject to statutory supervision. Funding for the Work and Skills Platform (WASP) been secured from the European Social Fund to improve employment and training outcomes for this group. The building phase of this development is now complete and the second floor at Waterloo House has been adapted to provide group rooms, an IT suite and a welcoming reception area. Some interventions are going to be provided 'in house' and negotiations are in progress to use external partners, Job Centre Plus, Touchstone, and other outreach services to ensure continuity during and after statutory involvement with the probation service. Further developments are in progress to expand the provision for offenders who are not currently supervised by the probation service.

4 - Not achieved  
(Progress made acceptable.  
Continue monitoring.)

<p><b>Recommendation 3</b>  <b>That the West Yorkshire Crown Prosecution Service :</b></p> <p>(i) <b>Incorporates procedures within the West Yorkshire Charging Scheme which ensures that Duty Prosecutors double check whether an individual is a Prolific or Priority Offender and part of an Integrated Offender Management cohort at the point of providing pre-charge advice</b></p> <p>(ii) <b>Liases with CPS Direct to consider the feasibility of adopting similar procedures as part of the out-of-hours charging service</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>Neil Moloney, Head of Leeds Probation, will liaise with Neil Franklin, Chief Crown Prosecutor, to progress this and will report back in 6 months time</p> <p><b>Current position:</b></p> <p>The current position is that ‘Daytime’ advice is given by lawyers based throughout West, North, South Yorkshire and Humberside for all these Police Areas. ‘Night-time’ advice is given by lawyers nationally. It would not be possible to have all these lawyers with a specific list of West Yorkshire Prolific Burglary Offenders.</p> <p>However, CPS has offered a straightforward solution where the officer is able to indicate on the initial paperwork submitted to CPS whether or not the suspect is a PPO. In addition the officer should make it clear at the start of his/her text about the offending allegedly committed by the individual when speaking to the pre charge lawyer on the telephone and emphasise at the outset the status of the suspect</p>	<p>2 - Achieved</p>	
<p><b>Recommendation 4</b></p> <p>(i) <b>That the Leeds Strategic IOM Board and the West Yorkshire Crown Prosecution Service work together to explore and develop appropriate mechanisms for ensuring that a consistent approach towards PPO cases is being adopted by the regional charging team, with particular focus on how evidence and advice</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>Interim reports in relation to the Scrutiny Board’s recommendations have been included in the Safer Leeds Executive programme of work for 2011-12.</p> <p><b>Current position:</b></p> <p>Recent changes within West Yorkshire Crown Prosecution Service have opened new lines of dialogue between Yorkshire and Humberside CPS and West Yorkshire IOM. For Leeds it is clear that the Chief Crown Prosecutor is very keen for CPS to play a more active and constructive role in the IOM agenda.</p>		



<p>provided by the Police, Probation Service and Offender Managers/Case Workers is used in the public interest.</p> <p>(ii) That the Safer Leeds Partnership conducts a progress review over the next 12 months and shares its findings with the Scrutiny Board</p>	<p>The discussions have led to a firm commitment from CPS to provide regular representation at Leeds Reducing Reoffending Board meetings resulting in a clearer understanding of the important role that can be played by CPS in the prosecution of active offenders within the local community.</p> <p>Further to the representation at Leeds Reducing Reoffending Board meetings it has been agreed that as a result of additional resources being found within budgets to prioritise cross border offenders a dedicated prosecutor has been identified for Leeds to take lead responsibility for all PPO and IOM cases ensuring a clearer understanding of key cases and a smoother progress through the criminal justice system.</p> <p>Whilst these discussions have only recently been undertaken, they offer a real opportunity to progress these issues and a further report in twelve months to gauge the value of this initiative will be provided to the Scrutiny Board</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	
<p><b>Recommendation 5</b> That the Leeds Strategic IOM Board and the West Yorkshire Criminal Justice Board give consideration to the development of having a local dedicated IOM Court in order to best utilise partnership resources.</p>	<p><b>Formal Response (received January 2011)</b></p> <p>A scoping review will be commenced to look at the viability of a dedicated IOM Court in Leeds similar to the currently established Domestic Violence and Drugs Courts. The resource and training implications for magistrates will be closely assessed when compared with the current volume of work experienced by the Leeds Courts.</p> <p><b>Current position:</b></p> <p>Research has been undertaken across major cities within England to attempt to identify similar models of dedicated IOM Courts and the usefulness that they may provide to enhancing the criminal justice process. To date no similar examples have been found.</p>		

	<p>Discussions with Leeds Courts have not been able to identify the specific added value that dedicated courts could offer having regard to the number of persons across the city that could qualify for appearance at such courts. Dedicated courts are in operation for both drug and domestic violence offenders where magistrates require additional training to understand the key issues involved in these particular offending patterns whereas the range of offences committed by PPO and IOM offenders is both broad and of the type dealt with by magistrates on a regular basis.</p> <p><b>On reflection , having had the opportunity to research and assess the additional value such a dedicated Court would offer, the authors of the report have agreed not to pursue any further lines of enquiry into this option.</b></p>	1 - Stop monitoring	
<p><b>Recommendation 6</b>  <b>That the Chief Crown Prosecutor for the West Yorkshire Crown Prosecution Service considers how they can be more proactively involved in the development of policy and process for integrated management in Leeds.</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>Neil Moloney, Head of Leeds Probation, will liaise with Neil Franklin, Chief Crown Prosecutor, to progress this and will report back in 6 months time</p> <p><b>Current position:</b>  Much of the proposed future activity proposed by the West Yorkshire Crown Prosecution Service is contained within the response to Recommendation Four above with the representation of a senior CPS manager at the Leeds Reducing Reoffending Board and the appointment of a dedicated CPS lawyer to focus on PPO and IOM cases passing through the criminal justice process.</p> <p>With the additional resources now available as a result of the funding provided to the Leeds Burglary initiative, CPS are now in a better position to involve a dedicated member of staff in policy and procedural issues and offer a regular attendance at the Leeds Reducing Reoffending Board.</p>	2 - Achieved	

<p><b>Recommendation 7</b></p> <p><b>That the Director of Environment and Neighbourhoods seeks to ensure that the Deter Young Offenders Scheme within the Leeds Youth Offending Service remains a priority in terms of local authority funding and continues to champion the scheme amongst the criminal justice and other partner agencies in his capacity as Chair of the Safer Leeds Partnership Executive</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>The Leeds DYO Scheme is currently funded through Police and other direct grants. The local authority has not been required to contribute to this scheme. The importance of the scheme is seen as a priority and the Director of Environment and Neighbourhoods will continue to champion it across the city.</p> <p><b>Current position:</b></p> <p>Funding for the Deter Young Offenders (DYO) scheme has been sustained for the current fiscal year through Environment and Neighbourhoods budget. DYOs who have attained the age of 16 years are eligible for interventions through the IOM programme in conjunction with YOS partner services. In addition to E&amp;N funding, YOS have been successful in obtaining additional finance through national incentives to expand and create new initiatives with young offenders. Tackling young offenders before they reach adulthood remains a key priority for all engaged in the DIP/IOM programme.</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	
<p><b>Recommendation 8</b></p> <p><b>That the Leeds Offender Health and Social Care Partnership Board effectively feeds into the work of the new Alcohol Management Board in reviewing progress on the 2008 – 2020 Leeds Alcohol Harm Strategy and agreeing a revised action plan for 2010 – 2013</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>The issues raised by the Scrutiny Board will be included in the January agenda of the Leeds Offender Health and Social Care Partnership Board to ensure progress is made in reviewing progress on alcohol treatment services for the city.</p> <p><b>Current position:</b></p> <p>The Leeds Offender Health Board has recently merged with the Leeds Reducing Reoffending Board and a Delivery Plan will be presented to the Reducing Reoffending Board at the September meeting combining key aspects of offender health care with an updated delivery plan focusing on the components of Rehabilitation</p>		

	<p>and Resettlement. Central to both aspects of Health and Reducing Reoffending will be work on alcohol including the cell based Alcohol Arrest Referral scheme originally funded through the European Union project and the ongoing development of an Alcohol Treatment Requirement (a Community Court order). Funding has been obtained from the Leeds Primary Care Trust to enhance the treatment element of the Alcohol Treatment Requirement and the Reducing Reoffending Board will ensure that the Alcohol Management Board is appraised of all development issues.</p> <p>The combined Reducing Reoffending Board is represented on the Alcohol Management Board and will ensure that key priorities of the Board's plan are included in the Alcohol Management Board's activities.</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	
<p><b>Recommendation 9</b></p> <p><b>That the Safer Leeds Partnership Executive ensures that the performance framework linked to the Partnership's future plans/strategies for reducing re-offending includes clear measurements on the effectiveness of offender management</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>A major piece of work is currently underway to evaluate the economic viability of DIP/IOM procedures . The Home Office together with Hallam University and Manchester Metropolitan University are engaging with Leeds to develop a up to date break even analysis of the scheme's cost effectiveness.</p> <p><b>Current position:</b></p> <p>Environment and Neighbourhoods Strategy and Commissioning Team are undertaking a scoping study to review opportunities to improve the commissioning and effectiveness of the Leeds IOM model to ensure that existing resources are used to optimum effect. This will include a review of performance outcomes together with recommendations for improving both diagnostic indicators and local outcome measures for all service providers.</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	

Existing performance measures include reconviction rates on static IOM and PPO cohorts.

The current performance of the Leeds PPO Static Cohort is recorded as:

BCU	Cohort size	Baseline April 09 - 10	Target Conv April 10 - 11	Qtr 1% reduc	Qtr 2 % reduc	Qtr 3 % reduc	Total Conv for year	%end of year change to baseline
NW Leeds	43	86	73	16%	-2%	-10%	73	-15%
NE Leeds	31	53	45	-17%	-6%	-14%	35	-34%
City& Holbeck	25	54	46	19%	0%	-28%	40	-26%
LEEDS	99	193	164	8%	-3%	-43%	148	-23%

Although we are no longer required by Government to collate and provide this data, local agreements are in place with West Yorkshire Police to carry on with these outcome measurements. In addition it has been agreed to develop a reoffending measure for Drug Intervention Programme clients and further outcome measurements will be identified through the IOM Review.

In addition, the National Treatment Agency are currently circulating draft performance outcomes measures for discussion by partners across England and Wales in relation to Offending and Health outcomes for clients in the Drug Intervention Programme.

Leeds Community Safety retains its existing performance unit which reports monthly on all DIP activity whilst West Yorkshire Police Drugs and Offender Management Unit provides detailed IOM performance data on offender activity.

<p><b>Recommendation 10</b></p> <p><b>That the Safer Leeds Partnership Executive leads on developing existing communication frameworks to help further raise the profile of offender management amongst local communities. In particular, attention should be given to better publicising how the IOM approach has helped to benefit local communities.</b></p> <p><b>That a progress report is brought back to Scrutiny within 6 months</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>It was agreed by the Board in January that an update report would be submitted to Scrutiny during 2011/12.</p> <p><b>Current position:</b></p> <p>Work to improve communication with communities in relation to Integrated Offender Management has begun in three key areas. The dedicated West Yorkshire Police dedicated IOM Inspectors who attend the monthly IOM Tasking meetings at Mabgate are prioritizing IOM activity as key agenda items for the Police &amp; Community Together (PACT) meetings that are held regularly with community groups across the three police divisions. The Inspectors brief the Neighbourhood Policing Team Inspectors who, in turn, engage with the community which raises the profile of IOM and is often rewarded with feedback from residents in relation to criminal activity occurring within their own localities.</p> <p>Similarly, the Area Committees are currently developing the role of Community Safety Champions to lead on key aspects of Community Safety work and IOM is seen as a priority area for a 'champion' to raise the awareness of both communities and Area Committees on all aspects of offender management across the 10 Area Committee areas. Whilst the development of this role is at an early stage it offers an excellent opportunity to ensure that communities are benefiting from the work being undertaken by the offender management units.</p>	<p>4 - Not achieved (Progress made acceptable. Continue monitoring.)</p>	
--	---	--	--

<p><b>Recommendation 11</b>  <b>That the Safer Leeds Partnership Executive ensures that appropriate information sharing mechanisms are put in place to enable local intelligence about prolific and other priority offenders to be shared effectively with Ward Councillors</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>West Yorkshire Police Superintendent of Community Safety will discuss the implications of information sharing arrangements in relation to criminal intelligence with the Director of Environments and Neighbourhoods to agree a way forward in relation to this recommendation.</p> <p><b>Current position:</b></p> <p>The recent introduction of the Local Leadership Teams across Leeds chaired by ward councillors has enabled Neighbourhood Policing Teams and Divisional Community Safety Coordinators to work with elected members and communities to ensure those recent trends and current concerns in relation to house burglaries and other related criminal activity is disseminated across the local areas.</p> <p>The rules in relation to data protection do not permit details of an individual's criminal convictions or bail conditions to be shared openly with the public unless in exceptional circumstances a specific individual is seen as a risk to the public at large.</p> <p>Notwithstanding the above, it is recognised that further work could be developed in relation to providing sanitised information on policing activity to the community in relation to local crime and criminal activity.</p>	<p>4 - Not achieved  (Progress made acceptable. Continue monitoring.)</p>	
---	--	---	--

<p><b>Recommendation 12</b>  <b>That the Chair of Safer Leeds Partnership Executive reports back to Scrutiny with details of the evaluation conducted by the Ministry of Justice and Home Office on the six IOM pioneer areas and includes the response of the Safer Leeds Partnership Executive to this evaluation.</b></p>	<p><b>Formal Response (received January 2011)</b></p> <p>The Ministry of Justice and the Home Office have withdrawn the Sheffield Hallam review into the IOM pioneer areas from the public domain and as a consequence it will not be available for dissemination by the partners. It will, however, be seen from the response contained in Recommendation 9 above that Leeds is benefiting from some of the work undertaken in that review.</p> <p><b>Current position:</b></p> <p>The Ministry of Justice (MoJ) and Home Office published the overdue 'Process Evaluation of Five Integrated Offender Management Pioneer Areas' in May 2011. The report looked at the IOM establishment and development of Lancashire, West Yorkshire, West Midlands, Nottingham and Bristol and compared a range of issues including investment, implementation, governance, opportunities, barriers and initial outcomes. Overall, West Yorkshire compares very favourably with the other four sites with particular emphasis given to partnership activity by both statutory and voluntary sectors. Special mention is also given to the advantages gained by Leeds in co-location of partner agencies on one site and the Report's final recommendations identify this as a particular strength of the Leeds project.</p> <p>The Report was presented and discussed at the Leeds Reducing Reoffending Board earlier this year and the recommendations contained within were noted. No responses are sought by central government and to date none has been submitted.</p> <p>The full report is also available on the Ministry of Justice website:  <a href="http://www.justice.gov.uk/publications/research.htm">www.justice.gov.uk/publications/research.htm</a></p>	<p>1 - Stop monitoring</p>	
--	--	----------------------------	--