



Report of the Director of Environment & Neighbourhoods

Date: 6 January 2011

Subject: Response to the Environment and Neighbourhoods Scrutiny Board's Inquiry report into Integrated Offender Management

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

1.0 Purpose of this Report

1.1 This report responds to the recommendations from the recent Environment and Neighbourhoods Scrutiny Board's Inquiry into Integrated Offender Management.

The Inquiry highlighted concerns in relation to the rise in serious acquisitive crime in Leeds and the need to effectively manage and reduce offending behaviour.

2.0 Background

2.1 At the Scrutiny Board's meeting in June 2009 concerns were raised about the 9.5% rise in domestic burglaries when compared to the previous year and it was clear that reducing burglary levels would help in realising the overall target for serious acquisitive crime. Importance was placed upon managing and reducing offending behaviour which is one of the strategic outcomes of the Leeds Partnership Plan 2008 – 2011.

- 2.2 The Inquiry was established to assess and make recommendations in the areas of identification of gaps in interventions and resources, information sharing and the selection and de-selection arrangements for PPO's. The Inquiry also looked at the role of Offender Health together with the existing performance management framework to monitor delivery against agreed outcomes.
- 2.3 The Scrutiny Board met on seven separate occasions including one site visit to Mabgate Mills between October 2009 and March 2010 receiving evidence from a number of witnesses representing agencies involved in the IOM process.
- 2.4 The terminology of 'Offender Management' was first introduced in the Correctional Services Review in 2003 (Carter Report) and the subsequent Guidelines contained in the establishment of the National Offender Management Service (NOMS) in June 2004
- 2.5 The Scrutiny Board's final report makes 12 recommendations for action and work is underway or planned to address them. The actions will be monitored by Safer Leeds Executive as part of its regular recommendation and monitoring activity.

3.0 Main Issues

- 3.1 Each of the twelve Scrutiny Board's recommendations are described below, along with a response from the Director of Environment and Neighbourhoods, with actions, timescales and where appropriate resource implications.

3.2 Recommendation 1

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

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.

3.3 Recommendation 2

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

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.

3.4 Recommendation 3

That the West Yorkshire Crown Prosecution Service :

- (a) 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) Liaises with CPS Direct to consider the feasibility of adopting similar procedures as part of the out-of- hours charging service*

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

3.5 Recommendation 4

- (a) 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 provided by the Police, Probation Service and Offender Managers/Case Workers is used in the public interest.*
- (b) That the Safer Leeds Partnership conducts a progress review over the next 12 months and shares its findings with the Scrutiny Board*

Interim reports in relation to the Scrutiny Board's recommendations have been included in the Safer Leeds Executive programme of work for 2011-12.

3.6 Recommendation 5

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.

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.

3.7 Recommendation 6

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.

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

3.8 Recommendation 7

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

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.

3.9 Recommendation 8

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

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.

3.10 Recommendation 9

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

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.

3.11 Recommendation 10

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.

That a progress report is brought to Scrutiny within 6 months

3.12 Recommendation 11

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

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.

3.13 Recommendation 12

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.

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.

4.0 Implications for Council Policy and Governance

4.1 There are no specific implications for council policy and governance

5.0 Legal and Resource implications

- 5.1 There are no specific legal and resource implications and any improvements will be managed within existing systems

6.0 Conclusions

- 6.1 The recommendations contained in the Scrutiny Board's report have significant implications for procedural and policy change within several statutory [partner agencies and will require detailed discussion and negotiation to secure implementation. Issues such as a dedicated IOM Court have significant resource implications and within the current financial climate may require an interim procedure to assess the viability of a fully dedicated facility.
- 6.2 Work will be undertaken over the next 12 months to develop all recommendations with interim reports to Scrutiny as to progress made.

7.0 Recommendations

- 7.1 The Safer Leeds Executive is recommended to approve the proposed responses to the Scrutiny Board's recommendations.

