

# **PROLIFIC AND OTHER PRIORITY OFFENDER STRATEGY**

## **INITIAL GUIDANCE**

### **CATCH AND CONVICT FRAMEWORK**

July 2004

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## **PURPOSE AND SCOPE OF THE STRATEGY**

The Prolific and other Priority Offender (PPO) Strategy is a single, coherent initiative in three complementary strands to reduce crime by targeting those who offend most or otherwise cause most harm to their communities. The three strands are Prevent & Deter, Catch & Convict and Rehabilitate & Resettle. It will replace the existing national Persistent Offender Scheme. This guidance primarily relates to the Catch & Convict strand of the Strategy, although there is a significant overlap with the Rehabilitate & Resettle work. It is designed to enable and support national implementation by **6 September 2004**.

This guidance is addressed both to areas where similar schemes are already established and those at an earlier stage of development, or going through a process of transition from the Persistent Offender Scheme. It aims to avoid a prescriptive approach wherever possible, limiting the essential requirements to those necessary to establish a coherent national approach. The spirit of the guidance is to accommodate existing work on prolific offenders, while providing support for areas developing new schemes, acknowledging that there will be variation and different approaches to tackling this problem, according to local needs.

The strategy should be operated on a case by case basis, with interventions being both proportionate and lawful.

Supplementary information relating to roles and responsibilities, relationships with existing schemes and case studies of existing schemes has been placed on the PPO website at [www.crimereduction.gov.uk/ppo](http://www.crimereduction.gov.uk/ppo). Further guidance on the other strands will be issued in the autumn.

### **The Problem**

1. Home Office modeling work (Annex B, Criminal Justice White Paper 2001) suggests there are about one million active offenders in the general population at any one time. Of these, around 100,000 will accumulate more than three convictions during their criminal careers and, although representing only 10% of active offenders, they commit at least 50% of all serious crime. In addition, it can be reasonably assumed that this group is responsible for a disproportionately high amount of unsolved crime.
2. The active offender population is not static. As offenders give up offending and leave the population, a steady stream of new offenders replace them. In the group of 100,000 most active offenders, we estimate that approximately 20,000 offenders drop out and are replaced by similar numbers each year.
3. Within this pool of 100,000 most active offenders, analysis suggests that ever smaller numbers of offenders are responsible for disproportionately greater amounts of crime. We estimate that the most prolific 5,000 offenders, representing 0.5% of the entire active offender population, are

responsible for around 9% of all crimes. This strategy is aimed at tackling this 'super prolific' group.

## The Strategy

4. The strategy builds on expertise learned over two years of the Street Crime Initiative and from numerous, successful local initiatives.
5. The strategy is in three complementary parts designed to tackle both prolific offending and its roots, comprising:
  - Prevent and Deter – to stop people (overwhelmingly young people) entering the pool of prolific offenders;
  - Catch and Convict - actively tackling those who are already prolific offenders; and
  - Rehabilitate and Resettle – working to increase the number of such offenders who stop offending by offering a range of supportive interventions.
6. The **Prevent and Deter** strand will help to stop the supply of new prolific offenders by:
  - reducing re-offending, so that those who are already criminally active do not graduate into becoming prolific offenders;
  - reducing the numbers of young people who become involved in crime.
7. It will do so by focusing in particular on three specific target groups:
  - young offenders within the youth justice system, but who are not yet prolific offenders, where the objective is to avoid escalation of offending, through youth justice interventions;
  - older children and young people at high risk of criminality. Some of this target group may already be involved in less serious offending, but not yet within the youth justice system. There are intensive targeting programmes that focus on this group;
  - children (from early age) in need of support now and at risk of a wide range of poor outcomes including criminality, who are targeted by early intervention programmes.
8. This work will be taken forward within the broader context of the reforms set out in the Green Paper *Every Child Matters* and the Children Bill, which is now before Parliament. Further guidance on this will be issued shortly.
9. The basic proposition for the **Catch and Convict** and **Rehabilitate and Resettle** strands is to develop a joined up approach, with all partners focused on the same group of offenders through the setting up of a Prolific and other Priority Offenders (PPO) Scheme in every Crime and Disorder Reduction Partnership (CDRP) area. Each local scheme will, based on intelligence, select the individuals who are causing the most harm to their communities and will ensure all agencies prioritise their resources on these offenders, with the explicit aim of putting an end to the harm which they are causing.

10. For smaller CDRP areas, we expect a minimum of 15-20 Prolific and Other Priority Offenders (PPOs) to be targeted. Obviously, this will vary in respect of the levels of crime in the particular area, and should be adjusted upwards accordingly. There is a requirement for very much more substantial targeting - and therefore larger numbers - in those CDRP areas which cover two or more Police Basic Command Unit areas. In these much larger (city) areas, such as Birmingham, Sheffield or Leeds, we expect between 60-100 PPOs to form the basis of the prioritisation and targeting under the programme. This number should include any offenders who are serving custodial and community sentences and any juveniles identified. There should be a single group of PPOs identified as the focus for Catch & Convict and Rehabilitate & Resettle strands. Where juveniles are identified as PPOs, Youth Offending Teams need to be closely involved at all stages.
11. **Catch and Convict** reflects the need for robust and proactive criminal justice processes, to ensure effective investigation, charging and prosecution of PPOs. We know that a consistent proportion of prolific offenders drop out of the pool after each conviction, so the catch and convict strand is clearly an essential core process in ensuring a targeted approach to prolific offending. We expect all areas to adopt a Criminal Justice System (CJS) Premium Service, building on that agreed for the Persistent Offender Scheme (POS) and Street Crime Initiative (SCI), to ensure that these offenders are consistently prioritised throughout the Criminal Justice System.
12. The **Rehabilitate and Resettle** strand aims to present PPOs with a simple choice: reform or face a very swift return to the courts. This will be undertaken through management of offenders, whether in the community or in custody, through provision of support and priority access to services, including multi-agency, pre-release support for those serving custodial sentences, and monitoring these individuals on release (using surveillance and other intelligence methods). Interventions with these offenders should ensure that they are prioritised at Area and Regional level in work taken forward as part of the National Reducing Re-offending Action Plan.
13. Many areas have developed projects and activities already that are consistent with this strategy and indeed which have informed its development. Our work to target PPOs aims to encourage partners to build on these existing important initiatives (e.g. Street Crime Initiative, Criminal Justice Intervention Programme) within a single strategy to focus on the same group of offenders.
14. Although leaving very wide scope for local discretion, the scheme is not an optional one. All of the Government Departments concerned, and all of the key stakeholder organisations represented on the national Crime Reduction Delivery Board, are agreed that the scheme is to be a universal one in every area.

## **IMPLEMENTATION**

### **Local definition of Prolific and other Priority Offenders (PPOs)**

15. In the past, the Government has more narrowly prescribed the kind of offender to be targeted at local level. Dealing with key types of offences, such as street crime, is still vital, but we intend the PPO strategy to be more flexible, leaving local areas to determine for themselves which offenders are causing the most harm to their communities. As such, there will be no national definition of what a PPO should be. Instead, local areas are free to determine their own definitions, based on the criteria set out below, using what we expect to be a robust methodology. CDRPs and LCJBs should satisfy themselves that they are using schemes to deliver their own local priorities, particularly those connected to the current national Public Service Agreements relating to robbery (in the 10 Street Crime areas) domestic burglary, vehicle crime (PSA targets) and violent crime (a current Government priority).
16. CDRPs, working with Drug Action Teams (DATs), are carrying out crime and drugs audits during the summer of 2004. The emerging findings from the audits and the outcomes from community consultation will help to determine local priorities. Individuals to be targeted should therefore be selected locally, using the National Intelligence Model (NIM), to identify those who are causing the most harm to their communities based on local priorities. These are likely to be NIM level 1 type offenders.
17. The general criteria to be used in selecting the individuals should be:
  - the nature and volume of the crimes they are committing;
  - the nature and volume of other harm they are causing (e.g. as a consequence of their gang leadership or anti-social behaviour);
  - other local criteria, based on the impact of the individuals concerned on their local communities.
18. The minimum we expect to be implemented by 6 September is:
  - A scheme to cover every CDRP area;
  - Multi-agency working arrangements, including data sharing protocols, to be agreed;
  - The first group of PPOs identified;
  - A Local Implementation Checklist to be created for every LCJB area.

### **Transition from the Persistent Offender Scheme**

19. As foreshadowed in previous communications, the national Persistent Offender Scheme will be discontinued once the PPO Strategy is operational from 6 September 2004. The national definition of a Core Persistent Offender (CPO) will not be used as part of the new strategy. However, the Police National Computer download of CPOs will continue, at least in

the short-term, so that this data will be available on JTrack for those areas who wish to continue having it.

20. Where Prolific Offender or Local Persistent Offender Schemes have already been set up as part of the national Persistent Offender Scheme, we expect these schemes to be incorporated into the new strategy.

### **Building on the Street Crime Initiative**

21. Amongst other foundations, the PPO Strategy builds on the success of the Street Crime Initiative (SCI), which is also an end-to-end strategy to prevent crime by young people, to catch and convict robbers and to rehabilitate them. However, whilst the SCI targets those committing robbery, which makes up just 2% of overall crime, the PPO strategy allows local areas to focus on other offenders also.
22. It is nevertheless critical that the focus on street crime is not lost. The 10 street crime police force areas still have very challenging robbery targets to meet and need to use the impetus provided by the PPO Strategy to drive down robbery rates still further. We aim to reduce robbery by 14% in the street crime areas by 2005 and the PPO Strategy will help deliver this target.

### **Governance and Accountability**

23. There are already well-established governance arrangements for the different processes and activities that together make up the Catch and Convict strand. In addition, there are major national developments underway, such as the establishment of the National Offender Management Service, that need to be fully taken into account to ensure that the PPO Strategy is positioned effectively. An overview of responsibilities for the delivery of different activities is outlined in Annex E.
24. We want to avoid setting a model structure that may require some areas to develop significantly different arrangements in a short period of time. Establishing schemes for every CDRP is a leading priority, so we suggest that, for the implementation phase, **Chairs of CDRPs** are best placed to take overall accountability, and they will be expected to be the responsible officer and report back to the centre via GOs. In order to do this effectively, it will be important for CDRP chairs to ensure that they establish a good link with their local LCJB, where this does not already exist, and that they include the LCJB in strategic planning activities. We expect Chief Constables, who have links with all key groups as well as ownership of the Crime Reduction PSA, to provide effective co-ordination and communication between the LCJB and each of the CDRPs within the criminal justice area.
25. In the short-term, **CDRPs** are responsible for ensuring a scheme is set up in their area which both meets the national criteria set out in this guidance and specifically addresses their local needs. This could be either a

dedicated scheme for that CDRP, or one that serves several CDRPs. In the latter case, however, clear governance arrangements need to be established to ensure that each CDRP is fully involved and committed to the overall scheme. All CDRPs should ensure that they are covered by a Local Implementation Checklist, which is outlined below.

26. **Government Offices (GOs)** are accountable for ensuring that all the CDRPs in their region have active PPO schemes from 6 September 2004 by reviewing Local Implementation Checklists, and that, on an ongoing basis, the schemes meet the requirements of the overall strategy.
27. **Local Criminal Justice Boards (LCJBs)** are expected to ensure that the appropriate numbers of PPOs are identified in the CDRPs in their area, and that the aggregate number is appropriate to the capacity of delivery agencies within the CJS. They should also ensure that a CJS Premium Service protocol is implemented to support a prioritised response to all the schemes in their area. Chief Constables, will be best placed to provide a co-ordinating role between LCJBs and CDRPs, to handle any capacity or targeting issues arising across the criminal justice area.
28. A more detailed accountability framework will be developed over the summer, in consultation with local areas. An early review of the new scheme, once implemented in local areas, will be undertaken to ensure that it is working effectively. This will be a developing programme, and we plan to build on initial delivery, spreading best practice and helping us develop satellite tracking, which will enable those for whom prison has clearly failed to be a deterrent to be properly monitored.

### **Starting a new scheme**

29. We expect a **Local Implementation Checklist** to be drawn up at LCJB area level by the Police, CDRPs and the LCJB. This should be in place by 6 September at the latest. It should outline local governance arrangements, identify lead officers for schemes and set out expected outcomes and benefits, in particular the contribution to current PSA crime reduction and reducing re-offending targets. It should also detail arrangements for identification and selection, data-sharing and the CJS Premium Service, and how the PPO strategy will fit in with other initiatives. An Action Checklist is provided in annex A, and we expect this to form the basis of GOs' review of implementation.
30. A degree of flexibility is expected in areas where it is more practical and effective to set up a single scheme to serve several CDRPs. It may help if GOs advise CDRPs in their region as to the appropriate number and distribution of schemes that would ensure best use is made of resources.
31. We expect local management arrangements to take account of the need to oversee all three strands of the strategy at local level. Further guidance will follow explicitly addressing the other strands, and also developing some of the areas that have been raised in this guidance. The work

required under the Catch and Convict strand is closely linked with that required under the Rehabilitate and Resettle strand. In setting up local schemes, CDRPs will therefore need to be mindful of this close relationship and ensure that all relevant stakeholders required to deliver both strands are included from the outset. A checklist of the key bodies which we would normally expect to be involved is included in the Action Checklist in Annex A.

32. We expect LCJBs, Police and GOs to play a leading role in ensuring that implementation takes place within all CDRPs. Additionally, PPO schemes should aim to have partnerships with Health – drugs, alcohol and psychiatric services; Employment and Training services – basic skills, Jobcentre Plus, etc., and Housing services, working as far as possible through existing schemes. CDRPs will have a primary role in ensuring appropriate partner agencies are engaged to facilitate these needs. For drug-using offenders, these links should already have been made or be in development through the establishment of Criminal Justice Integrated Teams (CJITs), which deliver the Criminal Justice Interventions Programme (CJIP) locally in areas where it has been introduced. Engaging Drug Action Teams, and their related CJITs, will be facilitated by the closer working arrangements, and in many cases integration, of Drug Action Teams (DATs) and CDRPs that we continue to encourage.
33. Compliance with implementation of this new strategy will be monitored by the relevant Home Office Regional Director.
34. As part of the development of the National Offender Management Service (NOMS), Regional Offender Managers (ROMs) are expected to be in post by September 2004 and they will be responsible for developing the NOMS structures and services in their regions. As part of these responsibilities, ROMs will be required to have inter-agency resettlement strategies in place by April 2005. The local scheme development process should take this into account as part of the planning process.

## **PRINCIPLES OF PPO SCHEMES**

35. We expect schemes to be focused on Police Basic Command Units (BCUs), led by CDRPs within a framework established at LCJB area level. Schemes will comprise multi-agency teams, directly overseen by CDRPs and Police. In smaller areas, a dedicated team could be set up to cover a number of CDRPs. There should be clear reporting lines to both GOs and LCJBs, who may wish to consider some degree of coordination to enable them to provide coherent strategic oversight.
36. Success in tackling prolific offenders is based on a very close working relationship between Police and Probation. Ideally, PPO schemes would comprise, at least, a dedicated team of Police and Probation officers, co-located preferably within intelligence units in police stations and working closely with the prison service. This is not a mandatory requirement, as resource constraints or local circumstances may call for alternative arrangements.
37. However, all areas should ensure there are as a minimum very close working relationships between Police and Probation to identify, monitor and intensively case manage PPOs. The intensive management approach is consistent with the high level model of NOMS Offender Management which is due to be sent to the Probation and Prison services soon and we will be expecting local arrangements to develop in line with this. Additionally, the forthcoming Home Office evaluation report on Intensive Supervision and Monitoring Schemes (ISMS) should provide further recommendations on structures and location.
38. All the schemes in an LCJB area should be supported by the CJS Premium Service included in the Local Implementation Checklist. This should ensure that charging and prosecution of PPOs is as effective as possible, and that PPOs are clearly identified throughout the system.
39. The aims of schemes should be to:
- enhance arrest, investigation, detection, charging and prosecution of offenders, bringing to justice as much of the criminality committed by the targeted PPOs as possible;
  - reduce re-offending of PPOs, and consequently reduce the number of victims of crime;
  - develop a rapid and effective partnership intervention which enables effective supervision and monitoring of PPOs;
  - address non-compliance/re-offending speedily and effectively.
40. Effective partnerships with local CJITs, where they exist, will be vital to delivering these aims.

### **Identification**

41. CDRPs, through PPO schemes, will be responsible for identifying their targeted group of PPOs, by using the National Intelligence Model and

CDRP strategic priorities. It is suggested that a locally agreed scoring matrix should then be used to select the individuals who will be targeted by the team. Annex C contains further information about suggested approaches towards selection.

42. Effective identification and assessment processes have already been developed in a number of areas in order to effectively target PPOs. The general approach is shown in the Annex and is expected to form the basis for all future schemes. Where alternative processes have already been established locally, PPO schemes will need to ensure that they are as robust as the suggested methods.
43. Once identified, details of all targeted PPOs should be entered, at the point of identification, onto JTrack by the Police, ensuring that the PPO box is ticked.
44. Individuals can be identified at any point in their offending cycle – before arrest, whilst in custody or post-sentence. Therefore, joint working between the Police, Probation, Youth Offending Teams (YOTs) and Prisons will be critical to the success of the scheme. There should be a single group of PPOs targeted by both the Catch & Convict and Rehabilitate & Resettle strands, rather than a separate group for each strand.
45. Consideration should be given to the frequency with which PPOs are identified, and the process of formally adding and removing individuals to the list.
46. The number of PPOs identified should be determined by the crime and disorder reduction benefits of targeting this group, and the capacity of the Police, CJS, Prisons, Probation, CJITs and other relevant rehabilitation resources in the area to deliver an effective service. The number of PPOs targeted should be at least 15-20, including in this number both offenders who are serving custodial and community sentences and any juveniles identified. Numbers will be higher in high crime areas and large CDRPs, as set out in paragraph 10 above. While it is perfectly legitimate to include in the group of targeted PPOs individuals currently serving custodial sentences where their release is reasonably imminent, it is expected that the majority of these selected in the first instance will be individuals who are not currently in custody.
47. LCJBs should ensure that the right balance of numbers is struck across the area, recognising the need to ensure that capacity exists to accommodate the overall numbers identified throughout the delivery chain. We expect all partners to play a key role in these discussions, particularly in the first stages of implementation.
48. It is not the intention to create a fixed, artificial limit to the number of PPOs targeted. Where schemes wish to increase the number of PPOs, they should, however, ensure that they have considered the impact on all delivery partners, to ensure that the larger number is sustainable for all.

49. All areas will need to take account of the requirement on public authorities to have due regard for the need to promote race equality and good race relations from the Race Relations (Amendment) Act 2000, and to assess the impact of policies/services on race equality. The Commission for Race Equality has recently produced draft guidance on these duties for public authorities working in partnerships which may assist in this.

### **Tracking**

50. JTrack - the national case tracking system developed for the Persistent Offender Scheme and the Street Crime Initiative - should be used as the means of tracking PPOs through the CJS. All PPOs should be entered onto JTrack as soon as they are identified, and Police and CPS should update charge and case information promptly.

51. Basic changes will be made to enable JTrack to support the new strategy from 6 September. Further guidance on JTrack will be issued before September.

52. As JTrack was designed to be used with other schemes, there is clearly a need to ensure in the long term that a suitable tracking and management information system is specifically developed for the PPO Strategy. We are also considering some more immediate improvements that can be made to JTrack, such as extension of accessibility to prisons and probation.

### **Intelligence**

53. Proactive policing is a key component of successfully catching and convicting PPOs, who will already be incorporated into the National Intelligence Model (NIM) in all forces and most, if not all, should become incorporated into the Police Basic Command Unit (BCU) Control Strategy Targets and be a focus of the Police Tasking and Co-ordinating Group process.

54. The relevant BCU will be responsible for co-ordinating the intelligence gathering through strategic partners. It is essential to ensure that data sharing protocols reflect the standards of national guidance. The Police should ensure that the list of PPOs reflects the strategic intelligence assessment.

### **CJS Premium Service**

55. Each LCJB should ensure that there is a CJS Premium Service established to support all the PPO schemes in its area.

56. A rigid approach to handling individual cases is not practical, although additional supervision and review is expected for each case.

57. We are expecting a similar approach to be taken as with the Street Crime Initiative and the Persistent Offender Scheme. This requires Police, CPS and Courts Administration to develop a premium service, which will ensure that, where possible, resources are used to identify and prioritise PPOS throughout the system. Further details on the suggested format of the Premium Service are detailed in the Annex D.

### **General Specification**

58. The key elements of a local scheme are therefore:

- Police, Probation and Prisons partnership at the heart of every scheme;
- A CJS Premium Service agreed at LCJB level to be applied to support all local schemes within the area;
- Use of existing structures and services to provide interventions and support, e.g. Youth Offending Teams for juvenile offenders, existing partnership arrangements with local DATs and related CJITs being used for problematic drug users;
- Fast tracking of offenders through the courts (as part of the CJS Premium Service);
- Agreement with the Early Release and Recall Section (ERRS) for fast recall for bail/prison licence breaches;
- Careful use of intelligence, with no confidentiality barriers between Probation, Prisons and Police, giving a clear message to offenders;
- Referral from any source and at any stage but mainly Police NIM Level 1 targets;
- Use of a selection/scoring matrix to prioritise PPOs;
- Wherever possible, the number of young people entering the CJS should be minimised, and the approach taken should be preventative;
- Intensive case management of offenders during community sentence.
- Prioritisation of offenders in custody to receive prison interventions as part of sentence plans. Shared information through OASys to keep PPO schemes abreast of progress whilst in custody;
- Use of Intelligence, Surveillance, Enforcement and Rehabilitation techniques as part of a "carrot and stick" approach, e.g. access to drugs treatment, employment and education advice and support, etc. as "carrots". Effective "sticks" would result in non-compliance or breaches being dealt with by swift and purposeful action using a dedicated Police team to support the PPO team and enforce community sentences and licence conditions with the ERRS;
- Use of existing accredited programmes (through Probation or Prison);
- Information sharing between partner agencies about targeted individuals, with the Police leading in the establishment of data sharing protocols.

### **Funding and resources**

59. There is a significant amount of activity underway across the regions already, in relation to PPO schemes and other targeted offender programmes. This activity is supported by a range of existing funding streams including BCU funding and Building Safer Communities, Neighbourhood Renewal and CJIP.

60. The general principle behind the PPO strategy is that the benefits of implementation, in terms of reduced offending activity, will generate savings across a number of these funding streams. Therefore, in the implementation phase, it is essential that key partners work together to identify where existing activities can be aligned and resource efficiencies achieved.
61. The current preparations for the Crime and Drugs audits and strategies will require consideration of the PPO strategy and enable the resourcing issue to be explored. Requirements can then be factored into 2004/5 spending plans.

## **SUPPORT FROM THE CENTRE**

62. While longer-term solutions are explored, JTrack will be maintained and developed to provide management information for the strategy at a local and national level. A revision of Jtrack will be ready for 6 September, and further guidance detailing this will be issued shortly.

63. Examples of good practice and case studies will be maintained on the Home Office's Crime Reduction website ([www.crimereduction.gov.uk/ppo](http://www.crimereduction.gov.uk/ppo)).

64. Further guidance will be issued as required by practitioners to address in greater detail issues such as information sharing, performance management, partnership working and other issues of concern.

65. A central team in the Home Office, involving members of all the Criminal Justice Departments, will coordinate ongoing support to PPO teams, including regional roadshows to share good practice.

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## TIMETABLE FOR ACTION

<b>Date</b>	<b>Event</b>
July 2004	Catch & Convict Framework issued
July 2004	Partnership guidance for CJITs and PPO schemes issued
July 2004	"Closer Working Between LCJBs and CDRPs" to be issued to LCJBs and to CDRPs via GOs.
July/August 2004	YJBs to issue guidance to YOTs
Autumn 2004	Prevent & Deter and Rehabilitate & Resettle Guidance issued
6 September 2004	National Implementation: all PPO schemes to be set up.
4 October 2004	All PPOs to be entered onto JTrack
4 October 2004	GOs to report compliance in establishing schemes for every CDRP to the Director of Crime Reduction at the Home Office

## **ANNEX**

### **A. ACTION CHECKLIST – for each Police Force/LCJB area**

A scheme is established to represent every CDRP  
*(to include syndicate arrangements where it is agreed that a single scheme will represent more than one CDRP)*

Scheme lead officer identified

Lead officer named for key agencies:

Police (lead officer and ACPO officer)

Probation

Prison

YOT

CPS

CJIP (where applicable)

Health

Education

Social Services

Housing

Employment/Jobcentre Plus

Voluntary organisations

Others:

Governance arrangements agreed

Relationships with other schemes – e.g. CJIT, SCI – outlined and agreed

Identification and assessment protocols agreed

Data sharing protocol established

Target number of PPOs established for area and each scheme

CJS Premium Service agreed by LCJB

First group of PPOs identified by 6 September

PPOs entered onto Jtrack by 4 October

Expected outcomes identified (for example):

CDRP	No PPOs identified	Crime Reduction	Reduced re-offending

## **B. PERFORMANCE MANAGEMENT**

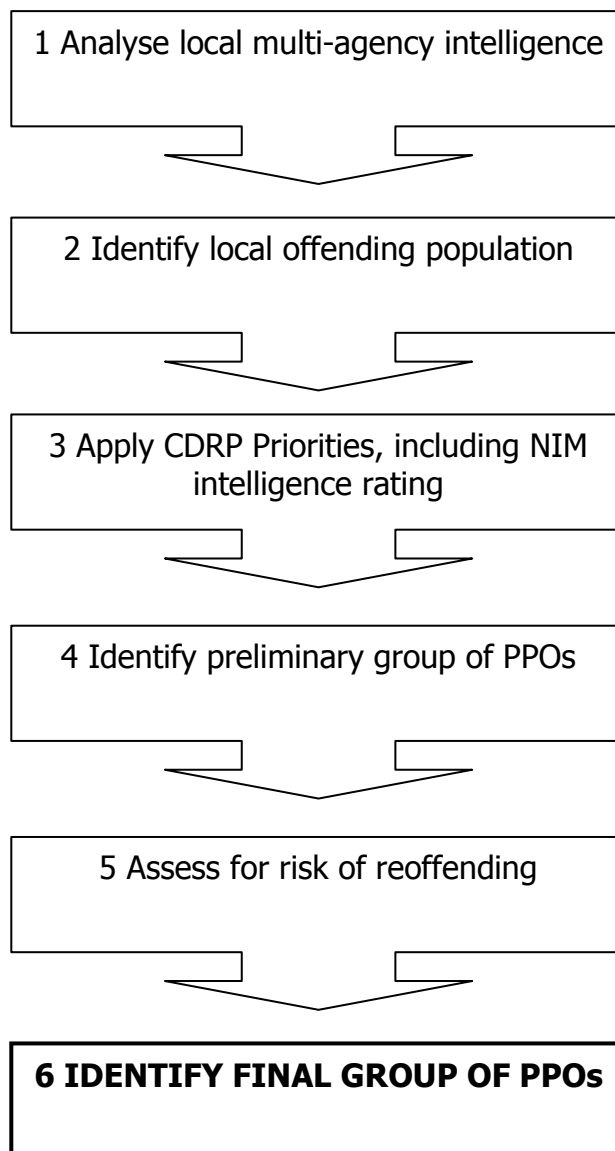
1. In the early stages of implementation, we want to ensure that all partners are taking the necessary steps to establish a PPO scheme. Therefore, the initial emphasis on performance will be to ensure that each CDRP has established a scheme or made arrangements to be covered by one, and that PPOs have been identified and selected.
2. Government Offices will be responsible for ensuring that each CDRP in its region has taken the steps required to establish a scheme.
3. LCJBs will be responsible for ensuring that PPOs have been identified and selected across their areas, that the overall numbers and distribution are appropriate and that details of PPOs have been entered onto the JTrack system at point of identification.
4. Building on the initial performance management arrangements which will be put in place this financial year, we aim to develop a full performance management framework for implementation in 2005/06 which will be aligned with other relevant frameworks. This will need to take account of the full scope of all three strands of the PPO Strategy. It may be helpful to state the broad principles that are likely to guide this work. For example, we will expect accountability to be set out along a clearly defined delivery chain - for example, from the centre, through GOs and CDRPs to local schemes. We expect local PPO schemes to have strong ownership of performance management. We also expect the CJS Premium Service to be demonstrably more effective in convicting PPOs more quickly, and therefore for LCJBs to monitor and improve delivery. We will expect GOs to ensure that they focus their support on the higher crime areas.

### **C. IDENTIFICATION AND SELECTION**

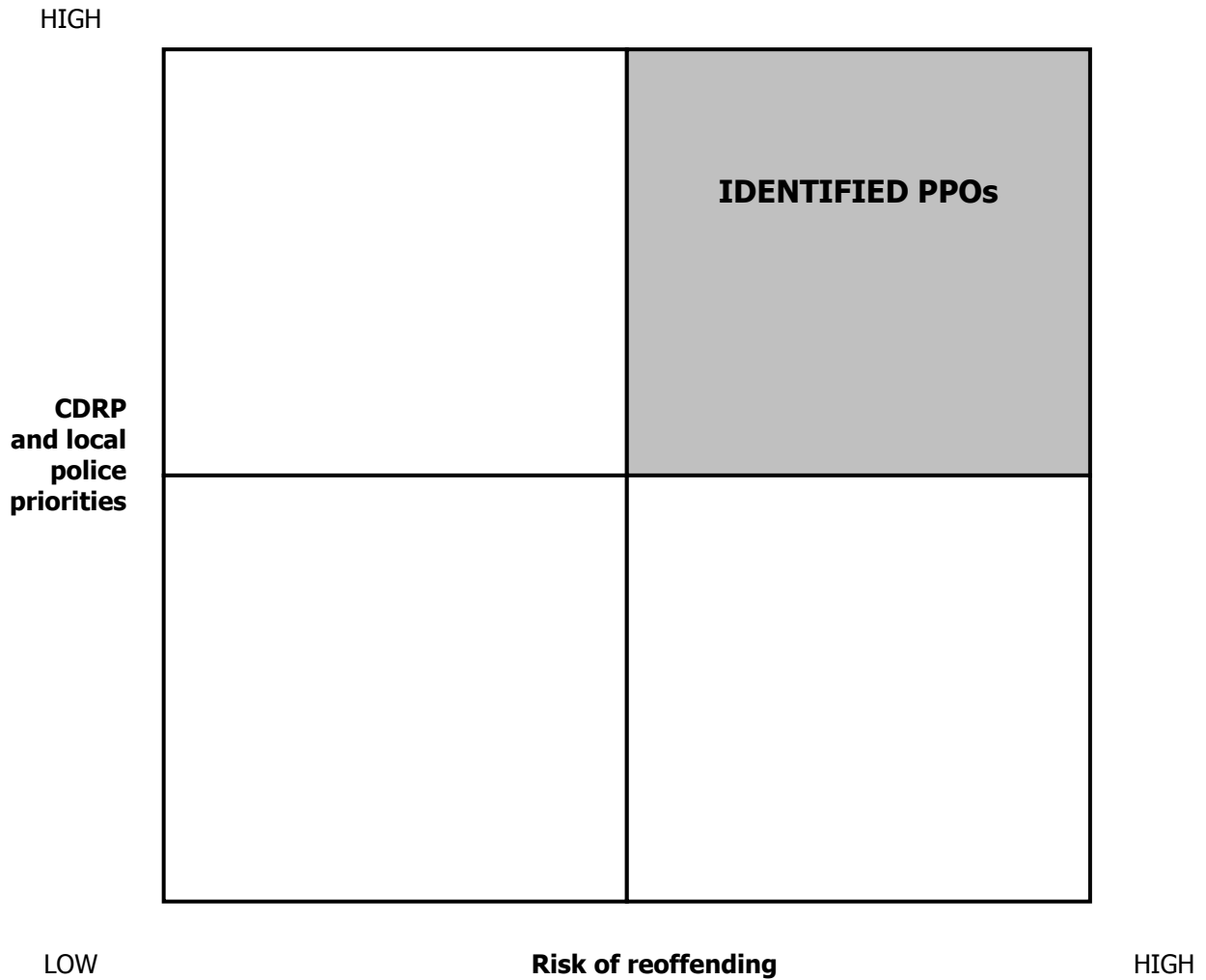
5. The different elements to be used in the matrix should be determined locally, but may include national systems such as OASys, OGRs and Asset for young offenders, in addition to locally developed systems.
6. Given that probation and prisons share OASys reports, we would expect Probation to continue to use OASys when a PPO is already "live" on the system, and to initiate OASys at point of conviction when they are not. Therefore, it would make sense for new schemes to use OASys as part of their scoring matrix where a report already exists from a previous conviction. We accept that some schemes will be using other systems, such as OGRS, and should continue to do so for the immediate future if change would prove too disruptive.
7. The selection of PPOs requires robust selection criteria. Using NIM, every CDRP will be able to identify individuals who cause significant harm to their respective communities. However, in some higher crime areas it will be possible to identify PPOs from their criminal activity alone.
8. The use of mandatory drug testing data may reveal a large number of offenders who are dependant on class A drugs. Similarly, arrest data will identify offenders who are successful in avoiding conviction but whom the NIM has identified as being suspected of committing signal crimes for which they are not ultimately charged.
9. In order to manage the numbers effectively, a scoring matrix can be used to identify PPOs, and assess the level of risk that they pose to the community. The matrix provides a prioritised list of offenders who should be engaged by the PPO management process. It should not be used to exclude all but those PPOs who score highly. It is a tool to help manage resources effectively and should enable a CDRP to prioritise its intervention strategy and management process for the key individuals.
10. It will also assist in the development of future business plans to manage those currently outside existing resource provision.
11. Some areas will already have a similar matrix system, including IT solutions, to manage large numbers of offenders. This also assists in the process of ensuring that data is accurate and ethically recorded.
12. The weighting for offences should be set locally in accordance with local priorities for the CDRP so that the selection criteria reflects the best use of limited multi-agency resources and provides the greatest opportunities for crime reduction.
13. It is important that the matrix does not score anecdotal information. The matrix is the means of demonstrating transparency and should form part of an audit trail for the management of PPOs.

14. The diagrams below show the basic principles of selection that we expect to form the basis of all PPO schemes' identification protocols. Figure 1 is a flow diagram showing the process in simplified form, while Figure 2 shows how the PPO group should include high risk offenders who are causing harm in types of crime and disorder considered to be local priorities. Figure 3 is a detailed PPO assessment and prioritisation form, which is shown as an example for illustrative rather than prescriptive purposes. We expect schemes to devise their own forms relevant to local circumstances.

**Figure 1: Identification process**



**Figure 2: PPOs shown as high risk offenders, cross-referenced with locally-defined high priority crime and disorder types**



**Figure 3: Example form**

**CONFIDENTIAL**

**Prolific Offender Prioritisation**

Date:

PNC MARKER: YES/NO

**SCORE**

Subject information:

<b>Target name / D.O.B:</b> <b>Address:</b> <b>CRO:</b> <b>LRN:</b>
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<b>Crime Categories</b>	<b>Points</b>	<b>Convicted</b>	<b>Admitted</b>	<b>Suspected</b>	<b>Score</b>
<b>Burglary X as below</b>					
Burglary dwelling (series) X 6	5				
Burglary dwelling	4				
Burglary other (series) X5	4				
Burglary other	3				
Handling stolen goods	3				
<b>Auto Crime X 4</b>					
Theft of motor vehicle	3				
Theft from motor vehicle	3				
TWOC	3				
<b>Theft X 3</b>					
Shoplifting	2				
Theft other	1				
<b>Fraud</b>					
Credit Card/ Cheques Fraud (Series)	2				
<b>Criminal Damage</b>					
Arson	3				
Criminal Damage	2				
<b>Violence</b>					
Robbery	5				
Sexual Offences	5				
Assaults	3				
<b>Anti Social Behaviour</b>					
Public Order	3				
Begging	3				
Criminal Damage	2				
Drunkenness	2				
<b>Victims</b>					
Elderley	5				
Racial	5				
OASYS/OGR	5				
CDRP Priority	5				

Intelligence Evaluation:

<b>Current Intelligence</b>	<b>Points</b>	<b>Score</b>
Intelligence up to 4 weeks	5	
Intelligence 4 to 8 weeks	3	
Intelligence over 8 weeks	1	

Prolific and other Priority Offender Strategy

**Serial Offender:**

Number of offences	Points	Score
7+ offences	5	
2 to 6 offences	3	

**Impact on Public:**

Impact	Point	Score
Serious	5	
Moderate	3	
Slight/None	1	

**Other Factors:**

Factors	Points	Score
Crime Dependant	5	
Drug Dependant CJIP MDT	5	
Drug Dependant self reported	3	
Arrest in previous 12 months	3 per arrest	
Alcohol Dependant	3	

**Current Circumstances:** Settled relationship Yes/No  
Employed Yes/No

<b>MAIN CRIME CATEGORY</b>		
<b>PRIORITY CRIME CATEGORY WEIGHTING</b>	DWELLING BURGLARY X 6 NON DWELL. BURGLARY X5 AUTOCRIME X 4 SHOPLIFTING/THEFT X3 VIOLENCE X 6	
<b>TOTAL SCORE</b>		

**Case Summary**

**Managers Comments & Instructions**

**OIC:**

Review intelligence in respect of target.  
Review past offending behaviour  
Review current crime investigations  
Enquiries to bridge the gaps between intelligence and evidence.

Crime Analyst to review burglary/auto-crime/drug property markets re target.

Surveillance measures

Arrest and process target at earliest opportunity.  
Arrange section tasking – proactive intelligence gathering, stop search/check, etc.

## **D. CJS PREMIUM SERVICE**

15. LCJBs are expected to support the PPO Strategy by agreeing a Premium Service based on the following principles:

### **Charge and case preparation**

- Police will seek CPS advice pre-charge in PPO cases
- Police will consult CPS before taking No Further Action on PPO cases
- Police and CPS will agree a common approach to the effective use of police bail in PPO cases to optimize charging decisions
- Police will flag all PPO cases to CPS and register cases on JTrack
- Police will provide CPS with an MG6 case file information form in all PPO cases
- Charge reduction only in exceptional circumstances

### **Court processes**

- CPS will flag advance disclosure documents in all PPO cases
- Probation will prioritise bail information in PPO cases
- Probation will assess need for additional bail supervision for PPOs
- Court administration will aim for earliest appropriate trial date
- PPO trial cases will be monitored by CPS and the Court administration to ensure trial readiness
- Court administration and CPS will monitor all ineffective PPO trials
- PPO warrant enforcement prioritised by Court administration, CPS and Police
- The Court administration will flag all orders for Prison Service, Probation and Youth Offending services in all PPO cases

16. It is of particular importance that a reliable transfer of information occurs between courts and prison/probation.

17. Clear identification of papers relating to PPOs throughout court processes is essential to enable cases to be monitored.

18. In general, where areas are introducing improvements in case preparation and progression (in particular as part of the Effective Trial Management Programme) but are not yet able to apply these to all cases, they should consider including PPO cases among those to which improved procedures are applied.

## E. OVERVIEW OF KEY ROLES AND RESPONSIBILITIES

<b>Organisation</b>	<b>Responsibility</b>
LCJB	<ul style="list-style-type: none"> <li>• Agree protocol for CJS Premium Service</li> <li>• Oversight of numbers of PPOs for area</li> <li>• (With Police) Draw up Local Implementation Checklist</li> </ul>
CDRP	<ul style="list-style-type: none"> <li>• Chair of CDRP to have overall accountability</li> <li>• Establish Steering Group</li> <li>• Launch scheme by 6 September</li> <li>• Engage partners to ensure multi-agency provision to meet PPO rehabilitation needs</li> <li>• Establish identification protocol</li> <li>• Contribute to Local Implementation Checklist</li> <li>• Identify PPOs by 6 September</li> </ul>
Police	<ul style="list-style-type: none"> <li>• Coordinate intelligence gathering</li> <li>• Establish identification process</li> <li>• Input PPOs onto JTrack by 4 October</li> <li>• (With LCJBs) Draw up Local Implementation Checklist</li> <li>• Monitor and managed selected PPOs in partnership with Probation</li> </ul>
Probation	<ul style="list-style-type: none"> <li>• Contribute to PPO schemes to effectively cover the management and supervision of PPOs</li> <li>• Contribute to the establishment of schemes and process to identify PPOs</li> <li>• Monitor and manage selected PPOs in partnership with Police</li> <li>• Consider full range of community sentences in PSR</li> </ul>
Prisons	<ul style="list-style-type: none"> <li>• Track PPOs through prison career and notify home Police Force in advance of PPO release</li> <li>• Prioritise PPOs for prison interventions</li> </ul>
GOs	<ul style="list-style-type: none"> <li>• Advise CDRPs in their region as to the appropriate number and distribution of schemes that would ensure best use is made of resources</li> <li>• Support and advice to CDRPs</li> <li>• Monitoring and evaluation</li> <li>• Monitor compliance by ensuring that all the CDRPs in their region have active PPO schemes from 6 September, and report to HO Director of Crime Reduction by 4 October</li> </ul>