

# PROLIFIC AND OTHER PRIORITY OFFENDER STRATEGY

## **SUPPLEMENTARY ANNEX**

### CATCH AND CONVICT FRAMEWORK

July 2004

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## **INTRODUCTION**

This supplementary annex to the initial guidance for the catch and convict framework sets out the roles and responsibilities for the CDRP, LCJB and partner agencies in developing Prolific and Priority Offender Schemes in their local areas as required in the framework.

The annex also sets out the relationship PPO Schemes should have with other initiatives; and includes case studies of currently operational PPO Schemes that partners may find useful to study and follow-up to inform their planning to further develop their existing schemes or for setting up completely new schemes within their catchment area.

## **ROLES AND RESPONSIBILITIES**

### **Crime & Disorder Reduction Partnerships**

1. The general intention is that the PPO Strategy should not function as an additional priority for CDRPs, but should be a refocusing and a new way of approaching existing priorities. We also expect that the Strategy, if implemented correctly, will contribute significantly to CDRPs' delivery of the priorities and targets set out in their strategies.
2. Each CDRP should ensure that it has its own scheme, although, where the numbers of PPOs are likely to be relatively small, it may make sense for combined CDRP schemes to be established. The test is whether each scheme deals with a sufficiently local and manageable group. CDRPs will be responsible for overseeing the overall strategy in their area. They will also be responsible for delivering appropriate support services for their schemes through their partner agencies. Partners' duties under section 17 of the Crime and Disorder Act 1998 to do all they reasonably can to prevent crime and disorder in their area is highly relevant here. CDRPs should therefore initially consider establishing a steering or management group at an appropriate level that encompasses all three strands of the strategy, to ensure that representation and planning are as inclusive as possible. It might also be beneficial for each agency to appoint a "champion" to coordinate, promote and be accountable for their respective agency's role.
3. CDRPs must ensure sufficient tie-in with existing structures on the ground so that the most sensible use of local resources is made (e.g. effective use of drugs treatment, access and other support services via DAT/CJIT).
4. As part of this process, terms of reference, membership, links with other local groups, and reporting and monitoring arrangements, including analytical work, will also need to be developed. A protocol for identification of PPOs should also be agreed in accordance with the Local Implementation Checklist.
5. CDRPs should ensure, where this is not already the case, that a good working relationship is established with their LCJB, to enable information and advice to be exchanged. This could include, for example, CDRP representation (or perhaps collective representation) at relevant LCJB or Narrowing the Justice Gap delivery team meetings. CDRPs should also ensure that they articulate the needs of their schemes so that LCJBs are able to ensure that appropriate and responsive support is provided throughout the Criminal Justice System. Guidance on "Closer Working Between LCJBs and CDRPs" will be issued later in the summer to LCJBs and to CDRPs via GOs.
6. CDRPs should also:
  - Broker services from partner agencies (Health, Education, Housing, Social Services, Leisure, etc.) to support PPO schemes

- Develop multi-agency fora for specific information exchange on targeted individuals, based on developing information exchange protocols under s115 of the Crime and Disorder Act 1998, the Data Protection Act and other appropriate legislation. The arrangements should be similar to those existing for CDRPs, where s115 of the Crime and Disorder Act 1998 is used where information is necessary for the purposes of a provision of the Act, and the exemptions under the Data Protection Act being applied where the disclosure is necessary for the prevention or detection of crime, or apprehension/prosecution of offenders, etc. It may be appropriate to use the existing model protocol, slightly tailored for PPOs.;
  - Set-up an enabling local plan (vision and scope/working protocols/data exchange/performance monitoring and reporting arrangements) for each scheme, ensuring best use of existing local initiatives and resources.
7. If implemented effectively at local level, we expect the PPO Strategy to have a beneficial impact on CDRP targets. CDRPs should therefore be mindful of the potential benefits of the strategy when:
- carrying out their current audits and consultation;
  - developing their resultant strategies; and
  - setting targets in conjunction with Government Offices.
8. In areas where CDRPs and DATs are not merged, CDRPs should engage with the DAT to address the needs of problematic drug users who become identified through the scheme.
9. We expect CDRPs to work closely with the police and LCJBs to agree arrangements for the management of multi-area PPOs, and those who either move from one area to another, or commit their offending in a CDRP area that is not the same as their place of residence.

### **Local Criminal Justice Boards**

10. There is clearly a varying level of ownership and responsibility across the country for existing schemes, and the key emphasis of this strategy on crime and harm reduction relates to PSA targets that are owned by police and CDRPs.
11. The LCJB contribution is nonetheless critical in contributing to meeting this and other aims by ensuring that firstly, there is continuity in the transition from the Persistent Offender Scheme to the new strategy, and secondly that the CJS prioritises these offenders and deals with them effectively.
12. LCJBs should have a strategic overview of all schemes in their area and should establish an area framework which will include details of agreed numbers and distribution of PPOs, as well as the CJS Premium Service outlined above. The regulation of numbers should be negotiated between individual CDRPs, LCJBs and the police, to establish a target number of PPOs for each scheme. This figure does not need to be spread evenly, as

higher crime areas will inevitably identify more prolific offenders than lower crime areas. LCJBs are not expected to manage CDRPs through this process. Although the exact relationship will vary from area to area, a partnership approach should be pursued to ensure that an effective and sustainable approach is achieved.

### **Government Offices**

13. We expect GOs to provide advice and guidance to CDRPs, answering questions, providing information, liaising with the centre about barriers to progress, etc.
14. We also expect them to take up a monitoring and evaluation role, ensuring that CDRPs have delivered what is required of them and helping to assess whether their arrangements fit in with the overarching strategy.
15. GOs also have a role to play in ensuring the regional implementation of mechanisms/support structures under the Prevent and Deter and Rehabilitate and Resettle Strands.
16. GOs will also need to ensure consistency and co-operation between complementary Programmes such as CJIP.

### **Police Authorities**

17. Police Authorities have an important role to play in determining with their forces how the PPO strategy should be reflected in local three year strategic plans and annual policing plans, and how this fits with local CDRP strategies. Police authorities will wish to consider the resource implications of the initiative and how this fits with and contributes to other national and local priorities. Authorities will wish to satisfy themselves that the force has a coherent PPO strategy and is fulfilling the role envisaged by the guidance, as well as monitoring force and BCU performance on an ongoing basis.

### **Police Forces**

18. A successful approach is likely to involve very close working between police and probation.
19. As the key agency with representation on both bodies, the police will play a vital role in providing the link between CDRPs and LCJBs, particularly in the early phase of implementation, and in those areas where there are not already good links between these groups.
20. Where multiple CRDPs are serviced by a single BCU, or vice versa, the police will need to ensure that resources are coordinated effectively.
21. **BCU commanders** should ensure:

- the BCU response is co-ordinated through the National Intelligence Model business processes, including the strategic intelligence requirement and tasking and co-ordinating group meetings;
- support services are focused, through NIM, on PPOs and in hotspot areas in which they operate to increase forensic yield;
- dedicated support is available to the PPO team, to enforce licence condition and community sentences, including review of existing warrant procedures, and arrangements with electronic monitoring companies to maximise early enforcement;
- data sharing protocols are established to support the exchange of information by partners in all schemes in the area.

**22. Chief Officers** should:

- ensure that internal inspection and audit processes reflect the benefits that the PPO strategy can have for force performance;
- communicate the role of the force as part of the strategy in detection, crime reduction, public reassurance and in reducing the fear of crime.

**23. BCU and Borough Commanders** should ensure that:

- forensic managers actively contribute to the NIM tasking and co-ordinating process to provide an immediate response to PPO criminal activity;
- robust investigative processes are in place to maximise evidential opportunities to bring offenders to the point of charge following arrest;
- the NIM briefing prioritises PPOs and patrol intelligence gathering opportunities are maximised;
- patrol activity is focussed on PPOs by the NIM;
- bail post charge imposes appropriate bail conditions on PPOs;
- curfew bail conditions are incorporated into patrol activity;
- covert human intelligence resources are tasked to gain intelligence on the criminal activity of PPOs;
- PPOs who move area are appropriately managed both within a single force and between force areas.

## **Probation**

24. A successful approach is likely to involve very close working between police and probation.

25. The offending behaviour of PPOs could be successfully addressed by a range of interventions that are already delivered by probation areas.

26. A significant number of this group will be on the cusp of a community or custodial sentence. In these cases, the full range of community options needs to be considered in the Pre-Sentence Report (PSR).

27. PSR targeting matrix forms and checklists could include questions as to whether the offender has been identified as a PPO and if local guidance regarding priority access to resources has been followed. In the case of those sentenced to imprisonment, arrangements will need to be made

with the Prison Service to ensure that the initial stages of intervention planning are effectively and rapidly communicated to establishments, and that interventions delivered in prison and the community are planned and delivered seamlessly.

28. A small number of PPOs may pose a more immediate risk to the public because of the violent nature of their offending. In this case, they will also fall within existing MAPPA arrangements as to risk management and inter-agency information sharing. In the more serious cases, following the implementation of the relevant parts of the Criminal Justice Act 2003, they may also be sentenced to an indeterminate or extended sentence for public protection.
29. The Probation Service should also contribute dedicated resources (even if on a "virtual" basis) to the PPO team, who can cover Probation's management and supervision of offenders. Arrangements will be informed by publication of the Home Office Evaluation Report on the Intensive Supervision and Monitoring pilots and the high level offender management model developed for NOMS that will be circulated to prisons and probations.
30. Curfew orders or licence conditions not to approach specific people or places can be useful tools in reducing risk to the public. Extended supervision for offenders convicted of sexual or violent offences can also provide greater protection to the public.
31. Further and more detailed guidance on the role of Probation will be issued as part of the Rehabilitation and Resettlement strand of the strategy.

### **Youth Offending Teams**

32. The PPO Strategy runs alongside the continuing priority to be given to the Persistent Young Offenders pledge to tackle delays and nothing in this guidance should be read as affecting that.
33. YOTs will have a critical contribution to make to the Prevent and Deter strand of this strategy, through targeted prevention programmes and by tackling the offending behaviour of those juveniles who are at risk of becoming prolific offenders in the future.
34. YOTs will need to liaise with their CDRP and LCJB to determine whether young offenders are to be included in the local scheme. If they are to be included, it needs to be decided on what basis they will be included and what approach needs to be taken. In this case, YOTs will need to be involved in local management structures.
35. Oversight for juveniles on the scheme will remain with the PPO team, with the YOT maintaining responsibility for supervision and the necessary intervention and support to manage the young person using existing structures.

36. Additional guidance will be issued to YOTs on the type of involvement they can have, building on previous guidance issued for the discretionary involvement of YOTs in the Persistent Offender Scheme.

## **Prisons**

37. Once PPOs have been notified to the Prison Service, prisons will track them through their prison career. The Prison Service is aiming to amend its internal database systems to allow this. It will also need an arrangement to keep it informed of the names of existing PPOs in custody, of those newly allocated to the scheme, and of those who have dropped off.

38. Prisons will ensure that PPOs do not slip through the net of resettlement schemes, and will prioritise them for other prison interventions from which they would benefit and for which they are suitable (notably Offending Behaviour Programmes and drug programmes).

39. Prisons will notify the home police force in advance of the release of each PPO.

40. The new sentencing structure brought in by the Criminal Justice Act 2003 will give strong support to the operation of the PPO Strategy. From the end of 2004, all offenders sentenced to a term of imprisonment of 1 year or more, will, after release, spend a period equivalent to half of the sentence under licence supervision (as compared to one quarter at present), and may be subject to intensive licence requirements, such as electronic tagging or tracking. Failure to comply will mean an immediate return to custody.

41. From 2006, the new "Custody Plus" sentence will come into effect for those sentenced to under 1-year. Those serving this sentence will be required to spend a minimum of six months on licence supervision after release, also subject to strict conditions. At present these offenders are released with no supervision whatsoever.

## **Local Authorities**

42. Local Authorities have a clear role in the PPO Strategy as community leaders and due to their key role in CDRPs.

43. Section 17 of the Crime & Disorder Act 1998 (CDA) places a duty on local authorities (and police and fire authorities) to exercise their various functions with due regard to the need to do all that they reasonably can to prevent crime and disorder in their local areas. This means building crime reduction considerations into policy, decision making, resource allocation and routine service delivery. Local authorities provide a range of services that can contribute to reducing crime and improving the quality of life in their area. Based on this, Section 115 (of the CDA) and their Powers of Wellbeing, they have a clear remit and ability to provide community

leadership. They can, therefore, assist in ensuring support services for PPO schemes are delivered and a focus is maintained on targeted individuals (through housing, education, social services etc.).

## **F. RELATIONSHIPS WITH OTHER SCHEMES**

### **CJIP**

44. Since Criminal Justice Integrated Teams' (CJIT) throughcare and aftercare activities already focus on the rehabilitative requirements of drug using offenders, close working between PPO schemes and the local CJIT can help with this. Throughcare is the term used to describe arrangements for managing the continuity of care provided to a drug misuser from the point of arrest through to sentence and beyond. Aftercare is the package of holistic support that needs to be in place after a drug misuser reaches the end of a prison-based treatment programme, completes a community sentence or leaves treatment. It is not one simple discrete process, which involves only treatment but includes access to additional support with issues, which may include housing, managing finance, family issues, learning new skills and employment.
45. The Criminal Justice Interventions Programme (CJIP) aims to reduce drug-related crime by engaging problematic drug users, moving them into appropriate treatment, retaining them in treatment and supporting them through and after treatment and sentences.
46. People who misuse drugs (especially Class A drugs) often commit crimes to fund their drug habit - and as a result get caught in a cycle of drug-misuse, crime and prison. CJIP aims to break this cycle by making every stage in the Criminal Justice System an opportunity for them to engage.
47. All areas across England and Wales have been funded to deliver elements of CJIP, with 66 high crime BCUs / 47 DATs receiving additional resources to enable more intensive responses. This includes the development of CJITs, which deliver throughcare and aftercare by:
- providing the offender with a single point of contact, a referral assessment and Tier 2 structured treatment interventions;
  - providing 24/7 phone coverage;
  - using case management processes;
  - joint working with local treatment providers, probation and prisons to provide easy-to-identify pathways to suitable drugs treatment;
  - liaising with other provider services to ensure the offender's successful reintegration into the community (e.g. housing, employment, education, lifeskills such as finance management, etc.).
48. CJIP is designed to identify and engage with a broad range of drug using offenders, who are at different levels of drug use and offending. CJIP on the whole is a voluntary programme, encouraging offenders into treatment, although more coercive elements are developing, such as restrictions on bail for those refusing to engage. Working together, the PPO Strategy adds the "stick" of enforcement activity to the "carrot" of the treatment and support currently offered by CJIP. This has broadly been the model operating in the various pre-arrest schemes that have focused on problem drug using offenders.

49. As increased drug use so often leads to increased offending, it is clear that, especially in high crime areas, a large proportion of PPOs are also likely to be CJIP clients. It is, therefore, crucial that PPO schemes are developed in conjunction with the local CJITs as a cohesive and co-operative approach will ensure the most effective use of local resources and the most significant outcomes for individual drug-using offenders and local communities.
50. In lower crime areas, it will also be important to ensure co-operation between these two complementary programmes but it must be acknowledged that CJIP may be at different stages of development in those areas.
51. More detailed guidance on partnership working between CJITs and PPO schemes will be issued in July 2004. It will focus particularly on the key issues that DATs/CJITs and PPO schemes will need to address in order to ensure productive working partnerships. These include the following:

#### Case Management

52. A CJIT worker will offer and undertake an assessment. If further intervention is needed, the offender will be taken onto the caseload and allocated a case manager who will draw up a care plan with the client and proactively motivate the individual. This includes following up with offenders on missed appointments, offering support and advice and monitoring progress.
53. With the creation of the National Offender Management Service, we envisage the drugs case manager (CJIT) will continue to be the key contact in relation to the delivery of drugs interventions. They can provide links to drug treatment services on behalf of NOMS case managers who will have overall responsibility for offenders during the sentence and license period. This will minimise duplication but ensure a fully integrated package of support and management to drug misusing offenders before, during and after sentence.
54. Similarly, PPO teams will have responsibility for the targeted offender whilst he/she is subject to intensive targeting, although CJITs will be delivering the non-enforcement elements of case management. The CJIT may have responsibility before and after that period, and throughout, will maintain specific responsibility in relation to the delivery of drugs interventions on behalf of the PPO team, working closely with the PPO team to ensure the offender is managed effectively and is provided with a co-ordinated package of services to the individual.

#### Information sharing

55. At present, with the informed consent of the offender, CJITs share minimum personal information from their assessment and care plan with prisons, probation and treatment providers to inform the continuity of care of the offender. In this extension of CJIP's work with the PPO schemes, locally agreed information-sharing protocols must be put in place to ensure that confidentiality standards and DPA principles are maintained. The information shared must be the minimum required and its purpose must be clearly expressed and understood. We expected this to be provided in the data sharing protocols drawn up by the police. Further specific advice on information-sharing and standard principles will be issued in the partnership guidance for CJITs and PPO schemes.

### Treatment provision

56. In most cases, there will be distinct parallels between prolific criminal behaviour and acute clinical need for specialist drugs treatment. By definition, the more drug dependent the offender, the higher the level of crime required to sustain the dependency. It might therefore be expected that, in most instances, a PPO would also be a priority for treatment. Based on this assumption, conflict over treatment place allocation will be the exception rather than the norm. However, we recommend a resolution protocol be put in place between the CJIT, the PPO scheme and the treatment provider in the event of those exceptional circumstances arising.

57. Effective partnerships with local CJITs will be vital to delivering these aims.

### **Anti-Social Behaviour (ASB)**

58. It is possible for ASB offenders to feature in some schemes, both urban and rural. These ASB offenders may be more likely to contain their offending behaviour within one BCU area, again possibly giving them a higher rating in the local list of PPOs.

59. If this is the case, then local authority agencies need to be closely involved in the work of the PPO scheme. A significant amount of ASB is reported to local authorities whose agencies and departments provide responses. ASB panels are in place in some areas, and all CDRPs should have an ASB co-ordinator. CDRPs should work through existing ASB multi-agency panels where they exist and ask that where they don't, or are inappropriate, links be made with the ASB co-ordinator, with the YOT, the Housing Department and any specific ASB team that might exist. Education and Social Services are other important agencies in multi-agency approaches to ASB offenders and they should also be engaged in delivering services for this group of offenders.

60. Responsibility for the offender should remain with the PPO team.

### **Multi-Agency Public Protection Panels**

61. The PPO schemes will manage a different type of offender to those managed under the MAPPP arrangements. Areas may wish to consider developing a MAPPP type process to manage their PPOs but should not be dilute their MAPPP arrangements in order to do so.

## G. CASE STUDIES

### Lancashire Tower Project

#### Contact

DI Andrew Unsworth  
Blackpool Central Police Station  
Bonney St  
Blackpool  
01253 604245

#### Background

Established in January 2002 to tackle prolific volume crime offenders identified through NIM. Offenders are either resident in the community outside the Criminal Justice System or due to be released on licence from Prison.

#### Methodology

Most offenders have a drug dependency and were offered immediate access to treatment through an assertive multi-agency management programme, having been identified through NIM. Limited resources are managed through a scoring matrix to refine the pool further. Each offender voluntarily signs up to the project, but is aware that if they decline the offer of rehabilitation they will become the subject of proactive targeting by the police. Those who take the treatment option are supported with access to benefit, housing, and education and work opportunities.

Offenders fall into three categories:

- Motivated to end the offending cycle
- Less motivated but accepted engagement
- Motivated but remained active offenders

Partners and family members are supported and provided with access to drug treatment if necessary as a motivational mechanism for the prolific offender.

The Tower project is underpinned by crackdown operations to catch and convict volume crime offenders and also to disrupt drug supply. This is an essential element in providing motivation for the offenders to accept the terms of the project.

#### Outcomes

Drug testing revealed that offenders either comply with the programme or show a reduction in drug usage. This indicated a reduction in offending. Data from the BCU showed a **17.7% reduction in crime** in the first 12 months of the project.

The scheme now manages funded Drug Treatment and Testing Orders, community sentences and young offenders in a joint initiative with the YOT.

## Greater Manchester – Tameside

### Contact

[Royce.Franklin@manchester.probation.gsx.gov.uk](mailto:Royce.Franklin@manchester.probation.gsx.gov.uk)

[Peter.Johnson@GMP.police.uk](mailto:Peter.Johnson@GMP.police.uk)

### Background

Established in April 2002, this scheme selects offenders who have committed 3 offences in the preceding 12 month period. A scoring matrix is used to select offenders who have the greatest impact on the community through committing volume crime. The project engages with offenders who have proved to be the most difficult to manage under community sentence programmes or prison licences.

### Methodology

The project does not restrict itself to class A drug users, but includes all prolific volume crime offenders. Access to drug treatment is readily available in Tameside. A joint police and probation team, supported by a mentoring project, assertively manage each offender. Breaches are enforced at every opportunity to encourage compliance with community sentences, Drug Treatment and Testing Orders and prison licences.

### Outcomes

The project has actively encouraged the extension of community sentences for protracted periods for non-compliant offenders. The CPS and Courts actively support the scheme. This has enabled the project to develop a long-term management process, which has reduced offending and re-established rehabilitated offenders within the community. The project has engaged 83 offenders of whom 20 have exited and committed no further offences. Of the 63 currently engaged, a third are serving custodial sentences. The scheme has found that many offenders do not stop offending initially, but reduce the level of their offending.

## Cambridgeshire

### Contact

Bridge Street Police Station  
 Bridge St  
 Peterborough  
 PE1 1 EH

[Michael.Beaales@cambs.pnn.police.uk](mailto:Michael.Beaales@cambs.pnn.police.uk)

[Lynda.Hart@cambs.pnn.police.uk](mailto:Lynda.Hart@cambs.pnn.police.uk)

### Background

The scheme commenced in September 2003 in response to escalating volume crime. The project targeted burglary offences, engaging offenders whilst in the community or following arrest.

### Methodology

All the offenders are identified as burglars and have a Class A drug dependency. Partners or other family members are also contacted by the scheme. Immediate access to drug treatment is made available and offenders voluntarily agree to assertive management. The Primary Care Trust offers resources to support 50 treatment places. The scheme found that 30% of volunteers regressed within 4 - 8 weeks and were arrested for further volume crime offences.

### Outcomes

The scheme manages 60 offenders. The project now accepts offenders on Drug Treatment and Testing Orders, community sentences and Prison Licence. The chart below shows the crime levels in the BCU before and after the project commenced on 1 September 2003.

	1 Apr to 30 Sep 2003	1 Oct 2003 to 31 Mar 2004	Reduction	% Reduction
Total Crime	16229	13979	2250	13.9%
Dwelling Burglary	895	765	130	14.5%
Vehicle Crime	2674	1954	720	26.9%
Robbery	224	179	45	20.1%

## **Staffordshire Chase Division Prolific Offender Project**

### **Contact**

DS Sarah Crittenden  
Chase Division  
East Gate St  
Stafford  
01785 234024

### **Background**

The project began in April 2003 and focuses on crime reduction. Based at Stafford Police station, it is a partnership between Staffordshire Police and Staffordshire Area Probation Service, working with prolific offenders to impact upon their behaviour and reduce the incidence of acquisitive crime within the Chase Police Division.

### **Methodology**

Following systematic screening, including in-depth police intelligence analysis, a core nucleus of targets are identified for a tailor-made, intensive programme of rapid and effective partnership interventions, coupled with supervision and surveillance.

The Project aims to enable offenders, who are normally regarded as difficult to work with, on a constructive and socially-inclusive basis, to opt for positive change if they are prepared to make the commitment and stop offending.

Offenders consent to come to the project on a Community Rehabilitation Order, Community Punishment and Rehabilitation Order, or when released from prison on licence.

- The offender is expected to attend at least four appointments a week with project and partnership agency staff. One of these will be in the offender's home;
- The offender (where considered appropriate) is subject to drug testing under Drug Abstinence Requirement (DAR) legislation;
- Where progress is satisfactory, frequency of contact may be reduced;
- Offenders are subject to unscheduled monitoring by the Police;
- Failure to meet with the requirements of the scheme results in surveillance being instigated by the Police.

Non-compliance with conditions results in immediate return to Court or notification to the Early Release and Recall Section for consideration for recall.

The Project Team includes a doctor, a Community Psychiatric Nurse and a Drug Counsellor, and has also provided interventions through the following agencies:

- Probation Offending Behaviour courses
- The Princes Trust
- Social Services

- Job Centre Plus
- Victim Support
- Chamber of Commerce
- Citizens' Advice Bureau
- Housing
- Local Education Services
- The Wall Project (education)
- Mental Health Teams
- Local GPs
- Community Mediation services
- Volunteer Bureau

### **Outcomes**

During the first 12 months, the Project worked with 24 offenders. Based on their offending during their last 2 years at liberty, the team estimate that they have achieved an average 75% reduction in the number of detected offences committed by individuals in the group.

## **Avon and Somerset Prolific Offender Scheme**

### **Contact**

Garry Holden  
Southmead Police Station  
151 Southmead Road  
Southmead  
Bristol  
BS10 5DW  
0117 9454680

### **Background**

The Probation Service, Prison Service and Police in Avon and Somerset work together to reduce crime through the targeting of prolific offenders. The Avon and Somerset Prolific Offenders Scheme (ASPOS) was established in 2002. After a successful bid for funding at the end of 2002, the scheme was rolled out across the whole of Avon and Somerset Constabulary area under the governance of the Local Criminal Justice Board.

Staff from the Probation Service, the Prison Service and from the Constabulary work together in police stations and the local prison. All three agencies have equal status and are absolutely committed to the success of the scheme, both at senior officer and operational levels.

### **Methodology**

Research has indicated that the majority of burglaries and car crimes are committed by a small number of prolific offenders. The scheme aims to achieve a demonstrable reduction in the offending behaviour of these prolific offenders, thus making a positive impact on the level of crime experienced by communities.

The scheme comprises a multi-disciplinary team made up of officers from Probation, Prison and Police, offering a joined-up service. The most appropriate offenders are identified early, monitored closely, offered life-changing opportunities and, where change is not achieved, their offending is disrupted. Involvement with the scheme is not constrained by an individual offender's status in the Criminal Justice System. Over recent years, efforts to integrate systems have not always been effective, largely because of insufficient resources. This scheme has overcome these difficulties because the leaders of the three agencies have committed themselves to it.

In most cases, prolific offenders have been subject to many sanctions and rewards which have had only limited (if any) effect, whilst the rewards available through continued offending are still a powerful motivator (e.g. 100% are class A drug users).

The Scheme aims to break this cycle of offending by the targeted and consistent use of existing powers available to the three partner agencies. Although prolific offenders targeted by the scheme are not given an option to join (an offender is either prolific or not – it is not a self-assessment) it has

adopted an intensive, personalised and responsive approach which enables offenders to engage with staff and build a level of trust. Rehabilitative services are provided as a matter of priority (where possible) and efforts are made to integrate them into society. However, offenders are monitored and subject to surveillance. Any breach, however minor, results in swift enforcement action, often resulting in offenders returning to prison. This intelligence-led coercive element is a unique aspect of this approach.