

PROLIFIC AND OTHER PRIORITY OFFENDER STRATEGY

SUPPLEMENTARY GUIDANCE:
REHABILITATE AND RESETTLE
FRAMEWORK

September 2004

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Introduction

1. The central aim of the Prolific and other Priority Offenders (PPO) strategy is to reduce crime and re-offending by developing a joined up approach, whereby local agencies manage a small group of offenders who commit the most crime (or create the maximum disorder) in every Crime and Disorder Reduction Partnership (CDRP) area. Each local PPO scheme selects the individuals who are responsible for the most crime and disorder, using the National Intelligence Model and locally agreed criteria. CDRPs will then ensure that all agencies prioritise their resources on these offenders, with the explicit aim of putting an end to their offending. Where this approach has been taken, in areas such as Avon & Somerset and Blackpool, substantial reductions in crime have resulted.
2. Additionally 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. Whilst the SCI principally targets those committing robbery, the PPO strategy allows local areas to focus on other offenders also.
3. Initial guidance was issued on 9 July to support the setting up of the central catch and convict strand of local PPO schemes. This set a target date for a PPO scheme to be established in each CDRP of 6 September 2004. The guidance indicated that the number of PPOs identified should match the resources available to deal with them subject to a minimum of 15-20 offenders being identified within each CDRP, with more expected in high crime CDRPs and those spanning more than one Police Basic Command Unit. In big city areas such as Birmingham, Sheffield and Leeds, the guidance indicated that between 60-100 PPOs should be selected and targetted under the programme.
4. Experience from existing schemes suggests that crime reduction and other reductions in harm to local communities will result from:
 - Preventing PPOs from offending through their apprehension and conviction, and through licence enforcement, with a swift return to the courts for those PPOs continuing to offend (the **Catch and Convict** strand of the strategy);
 - Rehabilitation of PPOs who are in custody or serving sentences in the community, through closer working between all relevant agencies, and through continued post-sentence support (the **Rehabilitate and Resettle** strand of the strategy).

The whole process needs to be seen as a coherent whole, the primary aim of which is to move offenders of all ages away from committing further crime.

5. This guidance focuses primarily on the second of these elements, while the initial Catch and Convict Guidance published in July 2004 focussed on the first. In practice, however, many of the same agencies (e.g. police, probation, prisons and Criminal Justice Intervention Teams (CJITs)) will be involved in both elements and some key strands of activity, such as

information sharing, will contribute to both. This guidance is also relevant, therefore, to some elements of the Catch and Convict process (e.g. licence enforcement and information sharing). Both this and the initial guidance issued in July need to be read and implemented together.

6. A brief overview of the high level Rehabilitate and Resettle model which this guidance asks all CDRPs to implement is given in the next section. More detailed operational guidance for probation and prisons can be found in Annexes A and B.
7. The table at paragraph 19 outlines the actions required to develop this model, including action to develop the pathways identified in the National Reducing Re-offending Action Plan. Each CDRP is responsible for ensuring that these actions are in place and that PPOs are appropriately prioritised. Local Criminal Justice Boards should continue to exercise an oversight of the coherence of all of the individual CDRP schemes in their areas.
8. Separate guidance on links between the PPO scheme and the Criminal Justice Interventions Programme (CJIP) was issued on 12 August and is available at www.crimereduction.gov.uk/ppo.
9. The Youth Justice Board will also be issuing guidance shortly which will cover how young offenders identified as PPOs should be managed by Youth Offending Teams.
10. All stakeholders in the CDRP are responsible for ensuring that all strands of the strategy are delivered in accordance with local and national policies and procedures in relation to diversity promotion and management, and for overseeing and where appropriate for developing all necessary monitoring and reporting processes to ensure compliance with equalities and related legislation.

The Rehabilitate and Resettle Model

11. The main agencies involved in rehabilitating PPOs are probation, prisons, police and CJIP providers, drawing upon other partner agencies to provide services under the intervention pathways set out in the National Reducing Re-offending Action Plan. In many areas, these agencies already work closely together. The Rehabilitate and Resettle strand is consistent with existing best practice in this area, namely:
 - **The National Offender Management Service** approach to managing offenders through a single offender manager having ‘case management’ responsibility for an offender at all stages through their sentence.
 - **“Resources following risk”**. PPOs will have been identified because of their disproportionate offending or the impact they have on their communities, with the resources allocated to them reflecting this.

- **OASys or ASSET assessments** – All PPOs aged 18 and over and sentenced to community or custodial sentences of a year or more will have an OASys assessment to identify their likelihood of re-offending, their risk of serious harm, the needs related to their offending, and the interventions required to rehabilitate and resettle them. The Offender Assessment System is a standardised process for the assessment of offenders that has been developed jointly by the National Probation Service and the Prison Service. An equivalent process, ASSET, exists for offenders under 18.
- **The National Reducing Re-offending Action Plan** (see para 16 below) which sets out the framework under which the pathways should be developed both regionally and locally.

12. In essence, the Rehabilitate and Resettle model aims to ensure that in every CDRP close partnership working is in place, with the result that seamless, effective case management is guaranteed for every PPO. To ensure that this is the case, each CDRP should consider the adequacy of their current arrangements in the following 12 key areas and take action to remedy gaps or weaknesses where necessary. The agency-specific operational guidance in Annexes A and B outlines the commitments required by the Probation and Prison services in particular in order to ensure this seamless case management.

Overall requirements	1. Local PPO scheme staffing
	2. Identification of PPOs and criteria for removal from the scheme
	3. Information sharing protocols
	4. Provision of services for all PPOs (subject to the resources follow risk principles above)
Requirements for management of each PPO	5. Assignment of Offender Managers (to statutory cases)
	6. Monitoring and Information Sharing
	7. Pre-sentence report (PSR)
	8. OASys or ASSET assessment/sentence and rehabilitation planning
	9. Implementation of sentence and rehabilitation plan
	10. Tracking PPOs through Prison estate and throughout the CJS
	11. Ongoing support beyond sentence
	12. Swift action against re-offenders including breach/recall for non compliance or in the event of future offending.

ACTION PLAN – Implementing the Rehabilitate and Resettle model

13. Within the overall framework set out in this guidance, local areas are free to develop their own solutions, based on their own assessed needs and available resources. In every case, however, a clear and effective model has to be in place, with clearly assigned responsibilities to ensure that PPOs can be offered the maximum support to become non-offending and productive members of society.
14. As part of this effort local agencies, particularly the police, prisons and probation, need to establish ways of working together, e.g. via a Joint Agency Group structure (or similar), to help rehabilitate and resettle PPOs, prioritising PPOs for appropriate interventions in prison or the community and ensuring a seamless handover after release. Strong local partnerships between police, probation and prisons need to be put in place, where they do not already exist, to ensure that Offender Managers can take the lead in managing the rehabilitation of offenders whilst under statutory order and in making effective post-sentence arrangements. Existing initiatives should provide services where this is appropriate, e.g. CJITs for problematic drug users and YOTs for young offenders. In each CDRP area, the CDRP should consider whether to assign lead responsibility to a single Agency for ensuring that the actions set out in this guidance are taken. In that case it would be desirable to assign a lead individual at senior level within the Agency in question. Where CDRPs decide not to assign a lead responsibility in this way they will need to ensure that alternative, equally effective, arrangements are in place.
15. In parallel, Regional Offender Managers (ROMS), under the National Offender Management Service, will be developing and implementing regional reducing re-offending action plans by April 2005, based on an assessment of their regional offender profiles and needs.
16. The National Reducing Re-offending Action Plan was published in July 2004. It is available at www.homeoffice.gov.uk/docs3/5505reoffending.pdf
17. The plan is based on the Social Exclusion Unit's report on *Reducing re-offending by ex-prisoners*. Over sixty national action points that have been agreed across Government, covering all the key areas or pathways to support the rehabilitation of offenders. For each nationally agreed action point, the plan suggests complementary activity for the consideration of those working at regional and local level. There is a particular focus on the resettlement of offenders receiving custodial sentences but there is also important action specifically directed at the needs of those sentenced in the community.
18. CDRPs, working in conjunction with other partners at local authority and regional level, will need to be engaged in developing their own rehabilitation action plans to support the needs of PPOs in their areas, in accordance with the intervention pathways set out in the National Reducing Re-offending Action Plan. A checklist to support the

development of a Local Reducing Re-offending Action Plan is available at www.crimereduction.gov.uk/ppo.

19. The table below outlines the key actions required to implement the Rehabilitate and Resettle strand.

Action		Lead Owner	
LOCAL			
1) Establish local PPO team and partnership to identify and provide a premium service to all PPOs (as set out in the catch and convict framework).		CDRPs, working in conjunction with LCJBs and partners	
2) Establish and agree local protocols, within the Data Protection Act, to facilitate information sharing between key agencies and partners (as set out in the catch and convict framework, a good practice example is available at www.crimereduction.gov.uk/ppo).		CDRPs, working in conjunction with LCJBs and partners	
3) Develop Local Reducing Re-offending Action Plan pathways as indicated below (Full Local Implementation Checklist available on www.crimereduction.gov.uk/ppo)		CDRPs, working in conjunction with LCJBs and other county and regional partners	
Pathway	Action		Lead
Accommodation	Map and analyse existing housing provision in prison, local authority and probation areas		Probation/ LA
Education, Training and Employment	Enable offenders to develop skills learning and gain accreditation to apply to day to day living and enable them to secure employment		Probation and Prisons, working with key stakeholders including the Learning and Skills Council and Jobcentre Plus
Mental and Physical Health	Development of services for offenders with mental and physical health problems in the community in consultation with key stakeholders		NHS Partners, Probation, Prisons
Drugs and Alcohol	Work with key partners to ensure there are services for offenders with drug and alcohol addictions		CDRP/ DATs/CJITs
Finance, Benefit and Debt	Examine the possibility of easing access to social fund loans for ex-prisoners		Prisons, Probation, Jobcentre Plus and voluntary and private sector.

Children and Families of Offenders	Implement the emerging strategy on the needs of children and families of offenders	Prisons/ Probation/ LA/ key stakeholders (Sure Start)	
Attitudes, Thinking and Behaviour	Develop a joint work plan between prison and probation	Prisons/ Probation	
4) Establish local governance arrangements for managing offenders			CDRPs, working in conjunction with LCJBs and partners
5) Develop communications with sentencers			LCJBs, working in conjunction with probation and partners
6) Align offender management initiatives. e.g. CJIP, Street Crime etc			CDRPs, working in conjunction with DATs, LCJBs and partners
REGIONAL			
7) Map availability of pathway, support and intervention programmes (in-reach and in community) across regions to support the work of local PPO teams.			Regional Offender Manager (ROM)
8) Identify a range of potential partners to assist with/ provide the various interventions e.g. Jobcentre Plus and Learning and Skills Councils			ROM working with <ul style="list-style-type: none"> • HO Regional Director and staff in the Government Office • Regional Development Agency
9) Ensure that within the regional framework, specialist services are available to meet any specialist needs of the local PPO profile.			ROM working with <ul style="list-style-type: none"> • HO Regional Director and staff in the Government Office • Regional Development Agency
10) Agree regional protocols for information sharing and storage with partner and stakeholders within agreed national guidance.			Government Office (GO)
NATIONAL			
11) Use data on existing provisions in Prison, Local Authority and Probation Areas to expand available services.			Home Office (NOMS)
12) Bring together main stakeholders and gain commitment across the range of stakeholders to prioritise PPOs for intervention and pathway services (use National Reducing Re-offending Action Plan framework)			Home Office (National Reducing Re-offending Delivery Board)
13) Establish performance management framework, including KPIs, support to priority areas, knowledge and best practice sharing.			Home Office (Crime Directorate)
14) Shared use by Prison Service and Probation Service of OASys, once the IT is in place, as a single accessible assessment and sentence plan for both services.			Home Office (Prison Service, National Probation Directorate)
15) Advise the Police Force and the Offender Manager of likely date of release from custody (12 month plus cases only, pending custody plus implementation)			Home Office (Prison Service)

Governance

20. The PPO Strategy is based on the principle that CDRPs have lead responsibility for delivering all three strands of the strategy, in conjunction with Local Criminal Justice Boards who have responsibility for setting the overall framework for their area.

21. Some of the key partner agencies responsible for delivering the Rehabilitate and Resettle strand operate at county or regional level. It is therefore important that CDRPs and LCJBs agree an effective governance mechanism which brings together and co-ordinates the activity of all agencies involved in a PPO's journey along the pathways of the Rehabilitate and Resettle process.
22. The LCJB should consider whether any multi-agency governance arrangements which it has set up under the Catch & Convict Strand will be able to oversee the other strands of activity in the programme and ensure that all relevant partners are included. Arrangements at CDRP level need to ensure very strong links – normally via Probation – with the NOMS Case Manager, who actually tracks the PPO through the post-sentence phase. In this way, the CDRP will be able to plan for, and manage, those pathways relevant for a particular PPO.
23. Government Offices are accountable for ensuring that appropriate governance arrangements are in place in their regions.
24. Each CDRP Chair is responsible, with the support of the LCJB and GO, for ensuring that there are effective arrangements in place which bring together the key partners to commission and co-ordinate the action set out in this guidance. CDRPs should consider whether to establish a sub group of the CDRP to manage the rehabilitation and resettle strand of the strategy. Such a sub group might consist as a minimum of:
 - Police
 - Probation
 - Prisons (where there is a close by prison releasing into the CDRP/ scheme area)
 - CPS
 - Local authority –Social Services & Housing
 - Courts service
 - Drug Action Team
 - Jobcentre Plus

Where CDRPs do not establish such a sub group they will need to ensure that alternative arrangements are in place for managing this strand of the strategy. Whatever approach is taken LCJBs should be able to help in securing the right range and level of support from their partners for each scheme within its area.

25. Any other agencies identified locally as able to support this strand should also be invited to participate.

PPO Offender Management Group

26. All CDRPs need to ensure also that effective arrangements are in place for multi-agency management of offenders. An example case conference meeting structure for assessing the progress made (e.g. at monthly intervals) for each PPO within a local scheme is available at

www.crimereduction.gov.uk/ppo. Government Offices should also be able to assist in providing further information.

Funding

27. A list of possible additional funding sources is available at www.crimereduction.gov.uk/ppo to assist areas to develop their local PPO schemes.

Further Information

28. Examples of good practice and case studies are maintained on the Home Office's Crime Reduction website (www.crimereduction.gov.uk/ppo).

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

30. 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. Government Offices will be able to provide further details on these events.

31. Enquiries or questions about any aspect of this guidance are welcome. They should be addressed in the first instance to Chetan Patel (0207 035 5220 or chetan.patel@homeoffice.gsi.gov.uk) or Gregg Mead (0207 035 5225 or gregg.mead@homeoffice.gsi.gov.uk)

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ANNEX A: PROBATION OPERATIONAL GUIDANCE

Local PPO Scheme Staffing

1. Probation will contribute sufficient resources at a Local Criminal Justice Board level to Prolific and Priority Offender Schemes to ensure that the local crime reduction objectives are met. Probation areas will be asked to include the schemes in their annual business planning process.

Identification of PPOs and criteria for removal from the scheme

2. The police and probation services will jointly develop criteria for the selection and prioritisation of PPOs and for when it is appropriate to remove an individual from a scheme. Probation will also, together with the police, keep prisons and CJIP informed of all PPOs on the scheme.

Information sharing protocols

3. Probation will contribute to and sign-up to a local/regional data sharing protocol, based on data being collected and shared in order to reduce crime.

Provision of Services for all PPOs

4. Probation will prioritise PPOs for the provision of all interventions, for which they have been assessed as suitable, whether the interventions are provided directly by probation or through other providers. Exceptions to the prioritisation of PPOs will be made for those who pose a greater risk of harm to the public e.g. violent and sex offenders who are therefore dealt with under MAPPA.

Assignment of an offender manager

5. Each identified PPO who is under statutory supervision will be assigned an offender manager.

Monitoring and information sharing

6. The offender manager will be responsible for
 - assessment, and sentence and rehabilitation planning for offenders;
 - managing implementation of the resulting plans;
 - ensuring the provision of intensive supervision;
 - monitoring behaviour;
 - sharing information with the police;
 - using information from partners to support supervision and monitoring;
 - sharing OASys assessments with prisons;
 - inputting data and information into case files and ensuring that details of known PPOs are passed on (suggested forms are on www.crimereduction.gov.uk/ppo); and
 - enforcing court orders

It will be Probation's responsibility to inform outside agencies (including, in relation to drug misusing offenders, CJIT) of PPO status during statutory supervision, where this is relevant to the objectives of supervision and to make effective post-sentence arrangements or provide ongoing case management.

Pre Sentence Reports

7. Probation will prioritise all PPOs for a Pre-Sentence Report (PSR), which will include an analysis of patterns of offending behaviours and the plans to reduce them. Probation will use PSRs to promote the appropriate use of community sentences for offenders at risk of receiving a short term custodial sentence and specify their supervision proposals under a PPO scheme. For offenders in custody, Probation will send a copy of the PSR to the prison within 48 hours of sentence.
8. Local communication with the courts is an important part of the scheme. Chief Officers will work in conjunction with the LCJB to ensure that sentencers are aware of the parameters and objectives of the PPO scheme.
9. When a PSR is prepared, the author will liaise with staff from CJIP or CARATS, where an offender is known to have involvement with them, to ensure that the proposed plan for supervision addresses drug treatment needs.

OASys assessment / sentence and rehabilitation planning

10. NOMS will feed into the Sentencing Guidelines Council to promote the appropriate use of community sentences for PPOs rather than inappropriate use of short prison sentences from which offenders are released without supervision. It is recommended that PPOs be considered for priority access to places in probation approved premises as a condition of residence where appropriate.
11. Where an OASys assessment has not been carried out for a PSR or while in custody, the offender manager will undertake one at the appropriate time if the PPO becomes a statutory case

Implementation of sentence and rehabilitation plan

12. Offender managers will be responsible for managing the rehabilitation plan of PPOs under statutory supervision. PPOs will be supervised in accordance with Home Office national standards.
13. Each PPO should receive a cross-agency rehabilitation plan as part of their sentence plan, identifying all the interventions and services to support rehabilitation. Probation staff designated as offender managers will work with their prison counterparts (in the case of custodial sentences) to make full use of OASys assessments.

14. The National Reducing Re-offending Action Plan provides the framework under which intervention pathways will be developed in local areas. Probation will play a full role in developing these interventions at local and regional level.

Tracking PPOs through Prison

15. In order for everyone involved to keep track of PPOs in custody, Probation will liaise with Prisons on the location of the PPO and the interventions received by them whilst in prison and will pass on information to appropriate agencies and stakeholders.

Ongoing support beyond sentence

16. Probation do not have the powers to and are not resourced to case manage PPOs beyond the end of their sentence. Probation will, however, ensure that a robust plan exists for the end of the statutory supervision phase of a PPO's rehabilitation, including continued support and case management from CJIP for problematic drug users.

Swift action against re-offenders (order and licence breaches, revocation and recall)

17. For those who fail to comply with orders or licences, probation will ensure breach action is instigated promptly. The police are responsible for enforcement of warrants which bring the offender back to court or execution of warrants for recall where a licence is revoked. Probation will also ensure that the prison service is aware of the offender's PPO status and inform CJIP of a return to court or recall.

ANNEX B: GUIDANCE ON THE PARTICIPATION OF PRISONS

Local PPO Scheme Staffing

1. Area managers will take account of PPO schemes within their Regional Resettlement Strategies. Prisons holding PPOs will provide a liaison point for the police and other agencies. Where staffing resources permit, a dedicated PPO liaison officer may be provided in an establishment and prison officers may be seconded to local PPO teams to assist with liaison.

Identification of PPOs

2. Prisons will have input into the selection and prioritisation of PPOs as appropriate. Prisons will be informed of all PPOs and input specific intelligence on them to assist with ongoing modifications to the PPO list.

Information sharing protocols

3. Prisons will sign-up to a data sharing protocol ensuring that data is procured and shared to achieve the crime reduction objectives, consistent with the Data Protection Act.

Provision of Services for all PPOs

4. Priority should be given to all PPOs for provision of suitable interventions except where this would displace offenders of a higher priority such as those who pose a greater risk to the public - violent and sex offenders - and those with greater clinical need.

Assignment of an offender supervisor

5. Where dedicated PPO liaison officers are in place, they will work with the probation based offender manager (as part of the PPO scheme) in managing the offender whilst in custody
6. Each drug misusing PPO will be offered a CARATS assessment. Links with the relevant CJIT will also be made.

Monitoring and information sharing

7. Prisons will share OASys or other assessments with probation. Prisons will also share sentence plan progress and offending behaviour programme outcomes and action points with probation, provide home police (and probation in statutory cases) with release date and address (where known) – at least 28 days in advance, wherever practicable. When release is on Home Detention Curfew (HDC), prisons will provide the release date as soon as it is known. Where extra resources are provided and staffing levels permit a nominated prison worker will liaise with the home probation officer who is designated as the offender manager.

Pre Sentence Report

8. No action required

OASys assessment / sentence and rehabilitation planning

9. In prison PPOs will continue to have their needs assessed and addressed. Prisons will conduct OASys assessments for those sentenced to 12 months or over. At present, short term prisoners (serving under 12 months) are not generally subject to an OASys assessment. Where trained staff are available, prisons will conduct OASys or other risk and needs assessments for these PPOs in collaboration with the offender manager. Prisons will conduct assessments for those offenders, particularly 18-20 yr olds, who may have been sentenced without a PSR but will be subject to statutory licence requirements.

Implementation of sentence and rehabilitation plan

10. Prisons will work to ensure successful completion of sentence plans and prioritise PPOs for location in an establishment in their home area, where this is compatible with security and control considerations. Prisons will also facilitate in-reach service access to establish a pre-release relationship between the PPO and external services as part of the release preparations

Tracking PPOs through Prison estate

11. On a weekly basis staff in Prison Service headquarters will inform prisons of any PPOs newly arrived from court into their custody. The prison will then add a flag to the LIDS record, which will travel with the prisoner if they move to another establishment.

Ongoing support beyond sentence

12. No action required

Swift action against re-offenders (licence breaches, revocation and recall)

13. When a PPO is recalled on licence revocation, and it is known that the PPO is a CJIP client, prisons will inform the CJIT as to which Prison the PPO is being held in. Prisons will be ready to change licence conditions where necessary.