

Impact Study Stockton PPO Scheme

1. Introduction

- 1.1 In March 2004, the Prime Minister announced an end to end strategy to address a group of offenders that had been identified as Prolific and Other priority offenders. The Home Secretary, Lord Chancellor, Attorney General and the Secretary of State for Education and Skills, identified three complementary strands to the new Prolific and Other Priority Offender strategy:
- **Prevent and Deter:** To stop people, in particular young people, from becoming involved in offending behaviour and becoming prolific offenders.
 - **Catch and Convict:** actively tackling adults who are already prolific offenders.
 - **Rehabilitate and Resettle:** working with identified prolific adult offenders serving custodial or community based sentences to stop re-offending by offering a range of support services post-sentence, delivered through joint agency working.
- 1.2 The Prolific and other Priority Offender (PPO) strategy was formally introduced by the Home Office in the summer of 2004, reinforcing the central aim of reducing crime and reducing re-offending by those who persistently cause the most crime and harm.
- 1.3 National guidance documents were published between July and September 2004 (Home Office, 2004). According to these documents each local PPO strategy were to identify the individuals in the area who are responsible for causing the most crime and disorder. The numbers of PPO's on the scheme was a matter for local determination. These will be identified using local intelligence - utilising the National Intelligence Model (NIM) - and locally agreed criteria.
- 1.4 The 'prevent and deter' strand of the strategy comes effectively before the bulk of offender management partnership involvement. The 'catch and convict' strand is largely the domain of the Police. Both Probation and the Prison Service are main partners under the 'rehabilitate and resettle' strand. Other partner agencies include the Police and Drug Intervention Programme (DIP) treatment providers. The 'rehabilitate and resettle' strand builds on existing practice.
- 1.5 The new strategy allowed local areas to identify and select offenders using the following criteria:
- The Nature and volume of the crimes they are committing.
 - The Nature and volume of other harm they are causing (e.g. by virtue of their gang leadership or anti-social behaviour).
 - Other local criteria based on the impact of the individual on their local communities.
- 1.6 This identified those individuals who are the most prolific offenders, the most persistently anti-social in their behaviour, and those who pose the greatest threat to the safety and confidence of their communities.

1.7 The PPO scheme is based on a multi-agency approach that has seen the development of firm links between the main agencies, the Probation Service, Police Local Authority, Prisons and services commissioned by the DAAT. The PPO scheme provides for a truly integrated care pathway for offenders linking most statutory and voluntary agencies which is being constantly developed and improved.

2. Methodology

- 2.1 The simple methodology was to examine the impact the scheme has had on those selected as PPO's during the last six years in terms of the reduction of their offending behavior as evidenced by their conviction rates.
- 2.2 This study examines the conviction rates of those offenders, prior to the scheme, whilst on the scheme and thereafter. Conviction rates have been used (as opposed to arrest and charged data) as they are a consistent and equitable measure.
- 2.3 It is acknowledged that this study does not measure like for like data, in that the analysis is looking at different periods and length of time offenders have been subject to the close scrutiny by the PPO team.
- 2.4 Similarly it has always been accepted that whilst on the scheme if the offender is in custody s/he is not able to commit crime in the community and therefore there is an inequality given the lack of opportunity to commit crime.
- 2.5 During this period the scheme has engaged with a total of 87 offenders who were designated as PPO's. This study examines the fifty-three offenders who have been de-registered from the scheme at various times between September 2004 and March 2010.

3. Key Issues from Data

3.1 Total number of convictions for the 53 offenders = 1219
Average 23

Total number of convictions whilst on scheme = 285
(9 individuals responsible for 124)
Average 5.3 (3.6 if 9 removed)

Total number of convictions since leaving scheme = 188
(6 individuals responsible for 74)
Average 3.5 (2.5 if 6 removed)

3.2 Positive outcomes:

- 18 offenders have not re-offended since they were de-registered from the scheme
- 23 offenders have less than 5 convictions since leaving the scheme
- 12 offenders have more than 5 convictions since leaving the scheme
- 26 offenders are drug free
- 31 have settled and suitable accommodation
- 10 have received suitable accommodation after move-on from Elm House
- 14 have secured full/part time employment.

3.3 Negative outcomes:

- 9 offenders are still offending as prolifically as ever
- 4 are in custody for serious offences
- 4 offenders were de-registered but then re-registered as a result of further offending

4. Conclusion

4.1 It probably cannot be overstated that the offenders who have been selected for participation on the PPO scheme are some of the most difficult offenders with which to work. Support and interventions will only work with those who are prepared to try and change their lifestyle and offending.

4.2 The consensus of the staff on the PPO team is that those who have changed their lifestyle are those that have wanted to do so and therefore taken the opportunities afforded to them. The most significant factors in the positive outcomes, particularly those who have not re-offended, are that they wanted to change and time was right for them. That said the influencing factors the team identified as being significant were:

- The intensity of appointments and supervision (up to four times per week).
- The scrutiny under which they were placed by the team and other agencies.
- It was a multi-agency team effort and they were signposted and supported by a number of agencies and the voluntary sector.
- The use of case reviews where they were challenged about their behaviour by the multi-agency team.
- The provision of Elm House apartments and the close working relationship with the housing sector.
- Police targeting, resulting in a speedy judicial process.
- Close alignment with the DAAT and commissioned services within the Borough.

4.3 Analysis of the data suggests that the scheme has been able to deliver a reduction in re-offending for those who have been designated as PPO's. This study illustrates that it is proving successful in that it has stopped some offenders from re-offending, reduced the gravity of offending, and has reduced re-offending for significant periods. The statistics show an overall reduction in offending in the community by this group and in particular with 18 out of the 53 having not been reconvicted (34%) this is significant achievement. Offenders on the scheme by definition are the most prolific in the community and the ones causing most harm. Any reduction in their offending behaviour must be regarded as a success.

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Appendix A

Performance 2011/12

Commencing the 1 April 2011, three new cohorts of offenders have been identified to form those that are managed under the Integrated Offender Management (IOM) scheme.

The three cohorts are Prolific and Priority Offenders (PPO's) of which there are 34. Those subject to a Community Order with a Drug Rehabilitation Requirement of which as at the 1 April 2011 there were 60, and finally those that have been designated as High Crime Causers (HCC's) of which there are 28.

During the course of the year these offenders will be tracked using a methodology that will identify whether interventions implemented by the IOM team have reduced their offending. This methodology, by the nature of offending, is not an exact science and for a simple measurement a baseline of convictions for the above three groups for the year 2010/11 will be compared with convictions amassed by the cohorts during the course of 2011/12.

During the course of the year some of the offenders will be de-registered from the scheme, hopefully for positive reasons such as not offending, however it is the cohorts identified as at the 1 April 2011 that will continue to be tracked.

To further complicate the issue both PPO's and HCC's may also be subject to a DRR and therefore in two cohorts.

Performance

PPO's

Baseline of offences (2010/11)	-	88
Average convictions	-	2.5
April 2011-convictions	-	2
Projected reduction	-	75%

DRR's

Baseline of offences 2010/11	-	267
Average convictions	-	4.4
April 2011-convictions	-	17
Projected reduction	-	24%

HCC's

Baseline of offences 2010/11	-	221
Average convictions	-	7.6
April 2011-convictions	-	8
Projected reduction	-	56%