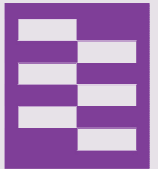


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London
Probation Trust



Police and Crime Plan Consultation 2013-2017

**Response to consultation paper
from London Probation Trust**



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London Probation Trust Response

Executive Summary

London Probation Trust (LPT) welcomes the opportunity to contribute to the Police and Crime Plan. LPT is the largest Trust in England and Wales employing 2,450 staff. LPT manages approximately 20% of the national workload. We deal with over 70,000 offenders throughout a year and supervise around 40,000 offenders at any one time. Of these, 44% are on a community order, 36% are in custody and 20% are in the community and subject to licence.

Since the inception of the Mayor's Office for Policing and Crime (MOPAC), LPT has been in close liaison with the team, in order that we could closer align our business priorities and share knowledge with regards to offender management considerations. We are pleased to see that a number of the Mayor's priorities directly correspond with LPT business. These include:

- Integrated Offender Management
- Serious Group Offending
- Violence against women
- Drug and alcohol substance misuse initiatives
- Work with victims
- Youth Transitions
- Influencing sentencing outcomes
- Electronic Monitoring
- Community Payback in conjunction with Serco.

All of this work is underpinned by the objectives of reducing reoffending and effective management of public protection considerations.

The intention of the Police and Crime Plan is clear. LPT supports the broad aims of the plan to deliver:

- 20% Reduction in crime
- 20% Increase in public confidence
- 20% Reduction of cost — promoting the principle of increasing value of money.

The Police and Crime Plan is ambitious and while there are significant aspects that fall under the Mayor's direct jurisdiction, particularly in relation to policing, there will be some challenge in how the Mayor will direct and influence activities in the wider system, particular with the advent of rehabilitation reforms.

LPT supports the view that MOPAC can play a significant role in increasing efficiencies through improved coordination of the activities individual criminal justice agencies undertake. We recognise the interdependencies of each part

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of the system and we look forward to working closely with MOPAC to achieve these objectives.

LPT notes that the Coalition Government's proposed changes to commissioning rehabilitation services may remove the opportunity for joint commissioning at the regional level and we will work with the MOPAC team to ensure local borough needs are met in the new arrangements.

We welcome the Mayor's aim of drawing on and further developing an evidence base of 'what works' to reduce reoffending on which to base future commissioning decisions. LPT considers that the Mayor has the opportunity to influence the wider policy arena, e.g. health, housing and business enterprise to ensure that we see improvements in social justice outcomes for both offenders and the wider community. Access to the nine resettlement pathways is crucial if we are to make improvements in reducing reoffending.

LPT has provided answers to most of the consultation questions. We have also added some comments regarding key aspects of the Police and Crime plan which impact on our business. We hope these comments assist MOPAC in considering how to implement some of the high level objectives.

We welcome the opportunity to work alongside MOPAC to ensure the Police and Crime plan is implemented over the coming years.

Heather Munro
Chief Executive London Probation Trust

Caroline Corby
Chair of London Probation Trust Board

CONSULTATION QUESTIONS

1. What, if any, other objectives and goals would you add to the Mayor's objectives and goals?

- Some commitment to public protection (please see question 7 for details)
- Some commitment to the reducing reoffending offending pathways (please see question 6 for full details)
- A single overarching information sharing agreement for criminal justice and voluntary sector agencies
- A shared system for case management.

2. What, if any, other things could be done to address police performance and resource issues?

Given that the UK is subject to 'austerity measures', the Police, alongside all other public sector services, need to adhere to 'value for money' principles. The challenge, however, is to convince communities that the cuts are not impacting on their service. Redirecting resources from back office to the frontline is a quick win and this is a good first step.

Other areas to consider are:

- What are the protected skills and expertise of the warranted police officers? For example, investigation, specialist crime knowledge, firearms, riot management etc.
- Where can you buy in expertise? For example, forensics, control centres, custody management, crime mapping and innovative technology, etc.
- Outsourcing key functions, e.g. corporate services such as Human Resources, Finance and IT.
- Management vs staff ratio. The Metropolitan Police Service has a massive hierarchy. This could be significantly slimmed down.
- Review what performance measures are in place – do they focus on processes? The latter creates bureaucracy and can skew behaviours.
- Have a balanced scorecard which reviews a 360 degree approach to business. This should include internal performance related measures, external partnership measures, measures to determine the effective

use of resources (e.g. proportion of staff trained and available to work), and quality outcome measures.

- Redirection of resources/funds that are confiscated from convicted offenders. Can the Mayor redistribute these to London boroughs to boost community safety measures?
- Use of technology and 'Lean'¹ methodology to reduce the amount of paperwork, etc.

3. Do you think the confidence in the Metropolitan Police needs to be improved? How do you think that could be done?

We agree that there should be an objective to improve confidence in the Metropolitan Police Service (MPS). The MPS plays a significant role in helping communities to feel safe, however if they themselves are seen to be unjust, biased or acting with impropriety then this, of course, undermines the confidence the public have. Confidence in the Metropolitan Police has been severely knocked due to a number of events over recent years — the Leveson Inquiry, for example.

The visibility, response and behaviour of the police on the frontline is therefore crucial in ensuring the public feel heard and respected even in the most challenging of situations. The police also need to be seen to identify and deal appropriately with those staff who violate the code and values of the organisation.

The key areas we would like the MPS to focus on fall under the general headings of:

- Equalities
- Communication
- Victim care.

Equality Issues

The plan contains a number of high level intentions/objectives which give due regard to equality issues as per the public sector duties. However, the success of the plan, and whether or not it will address any disproportionate impact, really lies in the finer details of its implementation at a lower level.

¹ Lean was originally developed within the motor industry as a way of achieving maximum output with less available resources. Lean methods were pioneered by Toyota and were initially known as the Toyota Production System (TPS), the name 'Lean' being coined later. Lean is recognised as not just a set of improvement tools, but as a whole philosophy for process and performance management. The key principle behind Lean is to focus on the reduction of waste in order to improve overall customer value.

The critical areas to focus on in terms of the possibility of disproportionate impact are stop and search, community engagement and recruitment, training and retention of police officers

Regarding stop and search and community engagement, there is perceived disproportionality in the stop and search process. This will have an impact on the trust and confidence of communities.

To mitigate this, and to and improve public confidence overall, the following is recommended:

- The stop and search process should be intelligence-led, and include robust monitoring procedures to ensure this happens.
- Monitoring data should be enhanced, and collation should include information on age, race, gender, disability and faith to assess the real scale of any disproportion. This would also heighten awareness of the unintended negative consequences that may arise as a result of police activities and resources available to identify reasons for this and action to be taken in relation to unjustified disparity identified.
- Stop and search databases need to be visible and the process more transparent. This is important as it would enable/facilitate scrutiny by local community groups — reinforcing accountability.
- More creative and effective engagement dialogue with hard to reach communities to resolve issues and community concerns, and use of forums to promote good relations and build stronger community links.
- More young people's forums — building relationships with younger people will help to tackle negative or discriminatory perceptions that impeded the willingness of communities to work with the police.
- A better ethnic mix of officers to reflect the diverse population that they serve.
- Recruitment and retention of culturally competent officers and those sensitive to the needs of the communities in which they work is important.
- Diversity specific developmental training and training to address attitudinal issues of officers.
- More in-depth supervision of officers looking at quality of outcomes, not just process targets.
- Independent dip-sampling of performance.

Communications

The MPS is good at publicity and should continue to build on this. We are very impressed by their Twitter presence, which demonstrates direct, real time communication to aid investigations, provide alerts and updates regarding serious crimes.

There needs to be an improvement in general communication concerning case progression, and investigation updates for victims and witnesses. Not knowing what is going on can be very difficult for people, consequently, it is human nature to assume that if information is not being communicated, then nothing is happening.

Appropriate and targeted communication with young people is also crucial. The use of social networking and specific websites to communicate with young people is more likely to have an impact than meeting a group of young people due to the negative impact of peer pressure (i.e. not wanting to be seen to engage with the 'Feds'!).

Victim Care

It is acknowledged that the MPS has a mammoth task in meeting the needs of victims given the sheer numbers in London. London Probation Trust holds victim surveys annually. All of our victims are invited to rate our services on first contact. Our most recent quarterly survey (January 2013) had an overall satisfaction rate of 93% — the National Offender Management Service (NOMS) target is 90%.

Based on our experience, we believe the following will improve victim's levels of satisfaction:

- *Quality Standards*

Placing the victim's experience at the centre of any administrative processes is crucial to achieving effectiveness in meeting positive victim satisfaction outcomes. Applying quality standards alongside clear administrative processes can assist in prioritising activity.

It is also important to ensure that the Witness Care Units (WCUs) have a full understanding of the referral process and role and remit of the Victim Liaison Service. We understand the MPS is shortly redesigning the configuration of the WCUs and this change is welcome in improving the consistency of service

- *Knowledge Skills and Training*

MPS needs to ensure that people with the right qualities and skills

are employed to undertake the victim liaison task. Individuals need to be committed, motivated and appropriately trained to undertake good quality work. The MPS could look to directly employ such staff to deliver an in-house service, or it could commission other agencies with the specific skills required to undertake it.

- *Communications*

The MPS should undertake a review of materials used to communicate with victims, to ensure language used is sensitive and easily understood. In addition, the MPS should review the range of languages in which these materials, i.e. in Plain English are available.

- *Restorative Justice*

Restorative Justice could be used effectively to improve victim satisfaction at all stages of the criminal justice journey. For low level crime, an Restorative Justice approach, led by the police, could provide victim satisfaction without the need for court proceedings to occur.

For cases that are so serious that criminal charges are necessary, expansion of current police and probation arrangements to offer Restorative Justice Services to victims across London routinely would be a positive step forward.

Current victim satisfaction rates for Restorative Justice nationally are running at about 88%. Police support of such initiatives, either by undertaking Restorative Justice themselves, or by supporting the work of other agencies (including London Probation Trust) that are providing such services, e.g. by providing data promptly to aid contact timeliness, should increase their own satisfaction rates.

Victims involved in the scheme to date have also identified the need for greater publicity about Restorative Justice — what it involves and how victims can access such services at an earlier stage. The MPS could take an active role in this publicity.

4. The Mayor has prioritised keeping police officer numbers high rather than keeping underused buildings open. Do you feel that the focus should be on maintaining police numbers or police buildings? How else could budget savings be made?

In light of the objective to drive through efficiencies and improve value for money, we welcome a redirection of resources from maintaining estates to frontline service delivery. We recognise the challenges of improving public

access and agree that there are more creative ways of improving the public face of policing rather than maintaining inefficient police stations.

Using existing community resources to set up police desks or kiosks is a positive step as long as their confidentiality is maintained. Alternative premises could work against the public reporting crime if the new 'centres' are very visible to local communities.

Utilising IT systems to book appointments and submit documents etc is also innovative.

There will inevitably be an impact on the remaining police stations as they will have a primary role in managing the bail and remand activities. The custody suites will need to be increased and managed to ensure there are no delays in transporting defendants to court etc. The MPS could increase the use of video link for virtual courts to speed up this process. Having fewer custody sites to manage could increase the use of this technology.

See answer to question 2 regarding other potential budget savings activities.

5. What, if any, other things could be done to prevent crime?
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While the Police and Crime Plan identifies the need to cut crime, the plan also needs to acknowledge the difficulties of preventing crime and highlight the roles and responsibilities of community members, businesses and local government as well as criminal justice agencies, if we are to succeed. It would also be prudent for the plan to make reference to some of the crime prevention initiatives which are already in existence to ensure attention is not diverted away from them. Activity to build on initiatives such as 'Troubled Families', Multi Agency Safeguarding Hubs (MASH) and Community Budgets (Tri Borough Initiative) should support the crime prevention objectives.

In general crime prevention terms, we propose that much greater attention needs to be paid to the intergenerational nature of crime, including the impact on children and families when women are taken into custody. The Plan identifies a particular need to engage with young Londoners, to prevent them offending. The prevention agenda needs to go far beyond this to work with women and families, to actively target and break cycles of reoffending between the generations.

The Troubled Families agenda is in its infancy. The aim to improve social outcomes for those in most need, by tackling truancy, anti social behaviour and unemployment is a positive step. It seems, however, that boroughs focus on different cohort criteria, and often adult offenders are not included. We feel that reducing reoffending should be a joint objective for all initiatives.

We propose that the criteria should include families where the parents have a history of offending behaviour to reduce the intergenerational cycle of crime in

London. At the community level other ways to tackle anti-social behaviour could be:

- Encourage partnership work with tenants and residents' associations, street pastors and street angel teams.
- Support community resources that divert young people away from crime – the closure of youth services and centres is likely to have an impact if young people have nothing constructive to engage in.
- Strengthen and empower local communities – strengthen use of Restorative Justice at the earliest stages of conflict resolution.
- Empower 'elders' and 'leaders' to influence and strengthen local ownership and local businesses providing local employment opportunities – link to safer neighbourhood panels
- Greater use of 'local mentors' from local business communities.
- Have some radical policies to change the drinking culture among the young — revoke suspended licences for nightclubs that are a continuous source of trouble. Nightclubs should use some of their profits to fund punishments for drink related crimes.

6. What, if any, other things could be done to address justice and resettlement issues?
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The aims and objectives of these partnerships have changed over time and the level of central oversight and control (multiple performance measures) has also reduced. There has always been a tension however between balancing the freedoms and flexibilities of localism and the need for consistency, accountability and to break down silos of activity.

London Probation Trust believes that the Mayor and the London Crime Reduction Board (LCRB) can play a significant role in promoting more coherent strategic alliances and closer collaboration across the sectors to improve the range of social outcomes which impact on crime and reoffending across the capital. This can be achieved by commissioning decisions, providing clear direction regarding priorities, lobbying and promoting accountability. The LCRB will be a key driver for identifying, prioritising and tracking progress against defined objectives.

Clarity regarding cross agency governance and leadership at the operational level is however, going to be essential if the plan is to be effectively implemented. The gap between what is decided at the Board and what is actually delivered across the 32 local boroughs will be a major challenge. In

addition to the range of restrictive measures that can be placed on an offender to manage risk of harm, research indicates that significant changes with regards to serious group offending, integrated offender management and violence against women, for example, depend on access to resettlement pathways which meet needs such as housing; education training and employment; health; debt advice; substance misuse services; children and families; and offending behaviour programmes.

While the plan touches on some of the pathways which will contribute to reduction in crime and reoffending, we propose that there should be more explicit objectives of ensuring that there is appropriate access to services which meet all the resettlement pathways.

We have used the Resettlement Pathways framework to respond to specific aspects of the Police and Crime Plan to demonstrate some of the positive aspects of the plan and where there are potential gaps. We propose that the Police and Crime Plan identify specific objectives to meet the gaps.

Accommodation

It is recognised that stable housing is one of the key factors which contribute to an individual's ability to address other criminogenic needs, such as employment and drug treatment. An address also determines which services are available to individuals, for example, health provision.

Changes to both housing and benefits legislation will significantly impact on the offender population. This is likely to affect outer London boroughs which will see a greater number of offenders migrating to their areas due to the unaffordability of inner city areas. Shared accommodation for the under 35's also creates issues regarding risk management.

London Probation Trust (LPT) proposes that a pan-London Housing Working Group should be established to review the current picture in some depth and to report back to the LCRB on potential risks and solutions.

Employment Training and Skills

Another major factor which contributes to a reduction in reoffending for both adults and young offenders is employment. With a plethora of services geared towards employment and training in the capital, a more coordinated approach could be beneficial.

A recent Reducing Reoffending workshop held by LPT saw the benefit of linking activity with the Deputy Mayor for Business Enterprise. A joint working group on employment and training should be established to map the services available with the aim of increasing the levels of ex-offenders in training and employment. This would be achieved by improving opportunities within both the private and public sector. The group could consider the viability of social impact bonds.

Finance and Debt

There is nothing specific in the plan about this resettlement pathway. Debt is clearly an issue which could impact on the risk of reoffending. Consideration should be given to how MOPAC can support agencies to meet this criminogenic need.

Substance Misuse

London Probation Trust welcomes smarter solutions for drug and alcohol crime being included within the Mayor's key priorities. Over one third of offenders subject to probation supervision have drugs and alcohol identified as a criminogenic need². Many of these individuals have multiple entrenched problems which require a multi-agency response, and so we also welcome the emphasis in the Police and Crime Plan on public service agencies working together even more closely to address the needs of this vulnerable group.

The primary sentencing mechanisms London Probation Trust uses to address the needs of dependent substance misusing offenders are the Alcohol Treatment Requirement and the Drug Rehabilitation Requirement. In London, we always recommend a Supervision Requirement is given alongside these rehabilitative requirements to ensure the offending behaviour work is addressed in sessions with Probation (Service) Officers. The treatment aspects of these requirements are delivered by locally commissioned services.

We see the 20% increase in compliance outlined in the Police and Crime Plan as ambitious, and in terms of the governance would like clarity on whether our partner agencies who deliver these specific requirements will be held to account alongside ourselves. These requirements, while rehabilitative in nature, are quite demanding for a cohort of individuals who, as stated above, have complex needs.

Offender appointments with partner agencies are an enforceable part of their Community/Suspended Sentence Order, and our experience to date indicates that partner compliance with this is not as robust as it could be. We would wish to avoid perverse incentives by not breaching an order in order to meet targets on increased in compliance.

London Probation Trust has been involved in discussions regarding the Alcohol Abstinence Monitoring Requirement for a couple of years now and, if aimed at the right cohort this could be a useful intervention to promote an individuals understanding of their alcohol use and associated offending. The Police and Crime Plan does not, however, make it clear that the AAMR is only suitable for sub-dependent drinkers and not for those problematic dependent

² London Probation Trust data – OASys database

users often thought of as a nuisance in public areas, such as parks, for example.

London Probation Trust has been working in partnership with Regional Public Health (on behalf of the London Health Improvement Board) to promote the use of Identification and Brief Advice (an evidence based intervention shown to both reduce increasing high risk and binge drinking behaviour and reduce offending) to service users. This is an intervention GP Practices are currently paid £2.33³ for each new registered patient they screen.

LPT supports the creation of regional drug and alcohol strategies and would welcome being involved in the development of these. We support MOPAC's commitment to working with Health and Well Being Boards (HWBB). Our service users face greater health inequalities than the general population and it is important that the needs of this group are addressed through respective HWWB strategies if we are to effectively rehabilitate our service users and prevent recidivism.

We understand London boroughs are currently applying to the Crime Prevention Fund for what was previously the Home Office element of the Drug Intervention Programme (DIP) grant. We have worked closely with DIP in the early identification of substance misusing offenders who may be eligible for the above requirements and would strongly wish to see this work continue. Recent changes in Probation National Standards have resulted in a reduction in testing of offenders subject to Drug Rehabilitation Requirements and moves to a model such as the HOPE scheme referenced in the Police and Crime Plan would see this trend reversed. This would obviously have significant costs attached which need to be factored into a proposed model. We would also want to see any scheme like HOPE address the health needs of drug misusers — without effective interventions sustained positive changes would be compromised.

Some additional observations:

- In terms of alcohol, the plan refers to hotspots and using controlled drinking zones. However, without adequate health interventions and signposting to treatment services of alcohol dependent users, this will just displace the problem and not solve the underlying causes.
- While reducing court delays is a good thing, we still need to allow time to undertake a thorough assessment on individuals with complex needs. If, for example, an offender has dual diagnosis needs and this is not correctly assessed pre-sentence and the individual is placed on an unworkable order, then the likelihood is that they will breach and this will affect the compliance aspirations.

³ Direct Enhance Services (DESS), Payments to GPs 2009-10, <http://www.nhsemployers.org>

Health

London Probation Trust welcomes the ambition to develop offender health services. There is a reference to Health & Wellbeing Boards (page 22 of the consultation document) in respect of drugs, yet the impact of the wider determinants of health on crime should not be ignored. We propose that there should be a reference to tackling health inequalities. There are many benefits to health and criminal justice agencies working together. These include healthier communities, crime reduction, community safety and financial savings. It is estimated that every pound spent on health treatments for offenders will save healthcare £2.50⁴. Due to the chaotic nature of their lives, and the high rate mental health, drug and alcohol issues, offenders are some of the hardest to reach or treat this must be tackled jointly.

Reference should be made to the Criminal Justice Liaison and Diversion Programme lead by Offender Health (NHS London) which will impact on the speedy delivery of justice and successful compliance with orders. The court may sentence offenders to a community sentence with additional requirements, such as drug, alcohol or mental health treatments. London Probation Trust can only enforce effective community based health interventions if the provision is available, and without the support of healthcare agencies and health commissioners, this is not possible. Reducing crime in local areas requires strong support from all agencies as outlined in the Plan, but this must include health providers and commissioners (Health & Wellbeing Boards and Clinical Commissioning Groups).

Children and Families

The Police and Crime Plan needs to make the reference to the Troubled Families agenda, Multi Agency Safeguarding Hubs, Safeguarding Children, and so on. This is the point where the different initiatives interface with Integrated Offender Management, gangs etc.

Violence Against Women

Given the emphasis placed on the differential vulnerabilities and experiences of women in the criminal justice system since the publication of the Corston Report in 2007, we recommend that the Police and Crime Plan should give more specific attention to women, both as the victims and perpetrators of crime in London.

The Government has acknowledged that there are many complex factors associated with women's offending, including domestic violence, sexual abuse, substance misuse and homelessness, and that most women serve

⁴ NHS, National Treatment Agency for Substance Misuse, 2012.

short sentences for non-violent crimes. Many women in prison have themselves been the victims of serious crime, including domestic violence, sexual abuse and rape. Mental health problems, drug and alcohol addiction and self-harm are also particularly common among women in prison, and 51% of women leaving prison reoffend within one year.

The Police and Crime Plan identifies that "some types of crime are unreported, particularly domestic and sexual violence...[and] we will therefore take steps to encourage people to report crime". The Plan could go further in terms of recognising that in terms of women's experience, issues with the victim's own criminality may be a factor in under-reporting of certain serious crime types, such as rape, other sexual and domestic violence.

We propose that there should be a distinct strand within the Plan which address women offenders who are also victims. Within this there should be an acknowledgement of the specific difficulties experienced by women from particular ethnic backgrounds where there may be additional cultural barriers to the reporting of certain crimes.

The Government has previously acknowledged the harm caused to children and families when women go into custody; this also has a particular link with the intergeneration crime agenda as outlined above in question 5. In light of the Corston report, and Government acceptance of the vast majority of Corston's recommendations, the Plan should specifically consider the issue of women and custody:

1. In terms of "*getting more from existing sentencing options*" the Plan should ensure that appropriate Community Payback placements are always available to women to allow them equality of access to community based sentences/punishment.

2. In terms of "*ensuring sentence decisions fit the crime*", the Plan should acknowledge that London Courts send more women to prison than the rest of the UK and that this situation is disproportionate and unfair. The Plan should therefore include actions to redress this situation and ensure that:

- The use of custody for women is proportionate to the crime
- Sentencers have access to good quality information to inform sentencing decisions and are educated about the specific vulnerabilities and experiences of women in the criminal justice System.
- Women in London have access to Approved Premises facilities within London.
- Decisions to remand in custody fit the seriousness of the crime/allegation.

- The use of short custodial sentences for women is commensurate with the circumstances of the crime.
- Research is commission into the disproportionate use of custody for women in London.

The Plan recognises a need for the Major to work with the National Offender Management Service (NOMS) to jointly commission services for offenders, and goes on to particularly highlight the need to commission offender health services. The Plan should go further to particularly highlight the needs of women offenders within the commissioning decision-making process.

There should be joint and appropriate commissioning of women's services across all the nine reoffending pathways and geographical equity of distribution. An enabling approach is needed that supports self determinism and opportunities to rehabilitate women within their own families and communities, linked to maximising the rehabilitative opportunities for women in London. Commissioning decisions should also be linked to the identified needs of women and children living within the identified 'hotspot mapped' areas.

Women in prostitution

This could be closely tied in with the pathway above as well as the work that MOPAC undertake regarding trafficking etc.

Thinking and Behaviour

Much of this work is currently commissioned by NOMS and delivered by Prison and Probation, in the form of accredited programmes and other interventions which directly impact on offending behaviour, such as Adult Attendance Centres, Specified Activity Requirements, etc. The proposed changes to rehabilitation could however significantly impact on what is available to offenders.

OTHER ISSUES

Youth Transitions

The only young people coming out of custody are highly convicted or serious crime committing offenders.

There were 3,000 in custody in 2008 and this has now reduced to 1,300. We estimate that for London this would work out to approximately 350 offenders per year. We acknowledge those coming out of custody will have many problems and will more than likely be supervised by adult services when they turn 18 years old.

Upon release, we believe that intensive responses are needed to avoid reoffending. Depending on the age of the young person at the point of release, this could be provided by either Youth Offending Service or Probation, supported by other proven interventions provided by third sector agencies that can work effectively with young people aged between 16-24 years old.

We suggest that the new London Probation Trust Exit programme (intensive alternative to custody) could be extended to work with this cohort (young people aged 17 and half years or older at their point of release from custody) building on work that has already been undertaken in custody. We consider that it is essential that there is joint intervention planning between the prison and the agency working with the person on release so that a seamless transition takes place.

We suggest that MOPAC, supported and advised by London Probation Trust, and the Youth Justice Board of London, should use the £3.5 million allocated to obtain provision of services for this cohort which cuts across age boundaries at age 18 years (i.e. avoiding separate services for those under 18 year and those over 18 years). Furthermore, we suggest that this joint commissioning should involve identifying organisations with a track record of successful interventions with this age group and jointly agreeing outcome targets with the successfully commissioned services.

Many young offenders have been shown to have delayed emotional and psychosocial maturity and attention needs, for example avoiding acting impulsively. Staff working with this cohort will need the latest training in this area to aid assessment and to implement tailored intervention.

With the decreasing number of young people being sent to custody, this must inevitably mean that more young offenders remain in the community. We consider that resources should be directed at this group also to prevent their reoffending.

Given the likely background of the cohort with high likelihoods of reoffending, it is important that any performance targets are realistic and achievable.

Serious Group Offenders

Our research has shown that gang members in London are diverse in terms of age, culture, ethnic diversity and reasons for gang involvement. This means that responses need to be tailored to each individual and preventative work also needs to address a range of issues at the local level.

What we have found to be effective is focused multi-agency interventions, (including statutory and third sector partners) working in a holistic manner with offenders wishing to leave gangs. Without this joined up approach, the chances of gang members desisting from criminal activities is much reduced.

It is essential that interventions with gang members address employment and training issues, focusing on the skills and potential of each individual.

Multi-agency work necessitates effective information sharing arrangements and MOPAC should act to ensure that participating agencies are regularly sharing information about gang members.

We consider that many gang members would benefit from intensive interventions and so wonder whether some of the £3.5 million already allocated for use with young offenders could be diverted for use with promising local initiatives when working with gang members aged 18-20. Due to the varying levels of maturity identified with gang members, some interventions originally targeted at the under 18 years of age group, could be easily applicable to gang members aged 18-20.

We welcome increased emphasis in mental health services providing inputs to young gang members who may be affected by substance misuse or Post Traumatic Stress Disorder (PTSD) resulting from their criminal activity.

We look forward to the changes to policy and practice that should see the introduction of supervision for those offenders sentenced to less than 12 months custody. This would then enable agencies working in the gang field to provide an effective intervention while the offender was subject to licence.

Alternatively, where non custodial penalties are a possibility we would hope that MOPAC would support the use of London Probation Trust's Exit programme. On the Exit programme, where offenders are both punished on an intensive basis and also receive holistic rehabilitative systems, while controlling their activities during "risk of reoffending periods" i.e. curfews at nights.

Integrated Offender Management

The inclusion of Integrated Offender Management (IOM) as "one of the most important aspirations in the plan" is welcomed, as is the creation of a Director of Offender Management overseeing it. Where other parts of the plan have some concrete proposals and initiatives there is little by way of detail or a clear strategy for IOM. To succeed, IOM will need clear governance structures (both London wide and in local authorities, a resource model, an operating model, performance indicators and a performance management framework for it to be effective. The current picture is extremely variable to say the least.

There will also need to be a clear commitment to provide sufficient police resources to support IOM including: designated officers, active supported compliance initiatives and intelligence streams via back office roles.

As mentioned earlier, delivery of an IOM model is also dependant on the strategic partnership's commitment to ensuring the resettlement pathways are accessible.

Victims

London Probation Trust (LPT) supports the aim of the Police and Crime Plan to give victims a greater voice. LPT plays a number of different organisational roles through which it supports victims of crime. These can be divided into three key areas of activity; victim liaison, Restorative Justice and support of female victims of domestic violence via Women's Safety Officers and contribution to the Multi Agency Risk Assessment Conference (MARAC). In the 'Transforming Rehabilitation' proposals, it is envisaged that victim liaison will remain in the reserved 'Public Probation' service.

In September 2012, London Probation Trust (LPT) responded to a review by the London Assembly into the 'care and support for victims of crime in London'. We look forward to working with MOPAC to develop these proposals further.

In respect of Community Payback, while these projects are now identified and managed by Serco in London, LPT are required to facilitate strategic links with local Community Safety Partnerships. We would be happy to discuss with MOPAC and Serco how best to enable victims to influence what Community Payback schemes operate within the local areas. This should however, be coordinated via the local authority to manage the expectations of all parties.

Compliance

London Probation Trust (LPT) also supports the objective to improve levels of offender compliance. We have some concerns, however, regarding the achievability of the 20% increase. While improvement is clearly desirable and the 20% target is in line with the Mayor's 20/20/20 principles, this would require us to reach compliance rates of 95.4% (based on the current performance baseline).

Compliance in the form of 'successful completion' is a National Offender Management Services (NOMS) contract measure as well as an objective in our three year Business Plan. There has been significant and steady progress against this target.

While there are trusts performing at higher levels than London (Dorset and Northumberland), we would suggest their offender profiles are significantly different, i.e. less transient populations. Recent Ministry of Justice (MoJ) data (Performance Hub January 2013) indicated we are out-performing other Metropolitan areas such as Manchester, Merseyside and Staffordshire and West Midlands.

For 2012/13 LPT's contract with NOMS was to achieve 75% aggregated compliance with Community Orders and Custodial Licences (in 2011/12 it was 70%). We have achieved 79.5% (quarterly) January 2013 performance data. This is above the national average of 76.9%.

For the 2013/14 NOMS contract we have proposed an aggregated compliance target of 80%. This is above the offers other Metropolitan trusts have negotiated with NOMS and is considered ambitious.

We cannot however, improve compliance alone. Other agencies such as the Police and Courts must assist in promoting compliance.

A good example of this was the Supported Compliance scheme which was implemented by the London Criminal Justice Partnership's Diamond Initiative (2009-2011). The boroughs involved in this project promoted the concept of the police visiting the 'Diamond' cohort of offenders at the commencement of a Licence or Community Order. One of the positive outcomes of the project was a significant improvement in compliance rates (approximately 30%)⁵.

Given the benefits, this initiative was rolled out across London. However, there is a concern that this initiative is no longer active in some boroughs. We believe that this should be promoted by MOPAC and it should form part of the Neighbourhood Policing role.

Sentencing

London Probation Trust note that one of the Police and Crime Plan objectives is to "seek swift and sure justice for victims".

London Probation Trust plays an active role in advising the courts on sentencing options.

We are directly involved in the sentencing of 1600 cases per month in the Magistrates courts and almost 600 per month in the Crown Courts. As a statutory service within the criminal justice system, we have a formal responsibility to make assessment of offenders before the courts and provide advice to sentencers. This responsibility will remain as we move towards implementing the Coalition Government's 'Transforming Rehabilitation' change programme.

Probation Officers provide Pre-Sentence Reports (PSRs) to assist the decision making process and each report recommends a formal proposal for sentence. Probation Officers are trained to assess individuals and identify 'criminogenic' needs and deficits (related to the offending). Sentence proposals will take these into account, and may offer suggestions as to how they may be addressed and changed, therefore reducing the risk of

⁵ Diamond Initiative Evaluation Report, 2011

reoffending. It should be clear however that sentencing decisions remain the sole responsibility of the Magistrates and Judges.

All Pre-Sentence Reports proposals must take into account a number of important factors:

- The sentencers indication of sentence, and the purpose of the sentence, which may include; punishment, public protection, rehabilitation and deterrence.
- Probation Officers will also refer directly to the Sentence Guidelines published by the Sentencing Guidelines Council. These are statutory guides for all sentencing and set out clear parameters and a range of acceptable sentences for any given offence.
- Judicial independence.

Central to all assessments will be a 'risk of serious harm' assessment and this will inform the proposal to ensure that public protection is always the primary consideration in our work. Probation Officers will take into account victim impact information when this is available, but this is seldom supplied. Community impact statements are not currently available. We therefore support the Mayor's resolve to increase the completion and use of these documents

To ensure appropriate and effective sentencing, London Probation Trust has designed a Sentence Targeting Matrix that staff will be required to use to meet the expectations of the NOMS. The matrix allows Probation staff to use risk of reoffending data to identify the most appropriate intervention for any given offender.

Speedy resolution is also one of London Probation Trust's business objectives. The length of time it takes to complete a report is based on the complexity of the case. Currently, approximately 23% of Magistrates Court Reports are completed as Oral reports (on the same day) and 40% as Fast Delivery Reports (within five days). More complex reports requiring third party information from the police, children services or substance misuse assessment usually take 15 days.

Delay in sentencing occurs when the offender does not attend his/her Pre-Sentence Report appointment with Probation or if a Psychiatric Report is requested. Consultant Forensic Psychiatrists are privately employed by the relevant Mental Health Trust to undertake these assessments. There does not, however, seem to be any regulation with regard to timeliness of completion of these reports. Most require at least a six week adjournment. If it is Probation that proposes a psychiatric assessment this could equate to nine weeks between conviction and sentence.

7. What, if any, other key crime and safety issues that are important to you would you include?

Nationally, Probation trusts have an established strategic role in managing public protection concerns in respect of victims and communities. London Probation Trust has a statutory duty, alongside the Metropolitan Police and other duty to cooperate agencies to contribute to the 32 Multi Agency Public Protection Arrangements (MAPPA) which have been in operation across the capital since 1998.

These partnership arrangements are in place to oversee the management of offenders who receive more than 12 months custodial sentences for serious violent and or sexual offences. Offenders sentenced under the Terrorism Act are also managed under MAPPA. These arrangements are an excellent example of an integrated approach to offender management for those offenders who present the highest risk of harm to communities.

The London MAPPA Strategic Management Board would like to establish closer links with the Mayor's Office to ensure that the Police and Crime Commissioner is fully sighted on all issues pertaining to high level risk management. London Probation Trust also sees the benefit of this strategic relationship and we propose that MOPAC establish formal links with the MAPPA Strategic Management Board. This could be achieved by inviting the MAPPA Strategic Management Board Executive to attend or join the London Crime Reduction Board (LCRB) or by establishing a London Public Protection Reference group. This group could sight the LCRB on issues pertaining to the management of high risk offenders via MAPPA, victims of domestic violence (Multi Agency Risk Assessment Conference - MARAC) and vulnerable children (London Safeguarding Children Board - LSCB).

London Probation Trust (LPT) also wonders if sufficient attention has been given to the role that other agencies apart from the Police play in respect of responding to hate related crimes. LPT has a strong track record of working with the police, other statutory agencies and communities to manage offenders convicted of hate crimes. We think there is an opportunity to review the current activity across the sector, with regards to working with victims and perpetrators of hate crime. This would provide a more holistic assessment of need in order that we can develop strategies to meet any gaps.

8. Are there any other issues affecting you that have not been covered in the draft Police and Crime Plan?

The Future Rehabilitation Landscape

Due to the timing of the recent Coalition Government announcement, the Police and Crime Plan does not reflect how the 'Transforming Rehabilitation' vision will be implemented across London. The Secretary of State, Chris Grayling, plans to introduce significant changes halfway through the Mayor's tenure. These changes are likely to impact on the delivery of the Police and Crime Plan in the following way:

- London Probation Trust notes that a national approach to commissioning of offender services may weaken our relationships at the borough level. We will work hard to maintain these links in respect of the service redesign.
- There will need to be consideration as to how the new contracted providers will be accountable to the London Mayor. Will the providers be required to sit on the London Crime Reduction Board?
- Will the new providers sign up to a performance monitoring system? They will be in a contract with the Ministry of Justice (MoJ), but will they have a statutory duty to engage in partnership arrangements? Clearly MOPAC would be implementing a system of accountability in relation to its plan. What authority would MOPAC have over the private sector provider to meets its obligations?
- Sharing intelligence and information which is required for risk of harm management, is dependent on effective communication pathways and trust regarding how information will be used and stored. The relationship is complex enough in a world where there is a statutory duty and authority to exchange information. In this new world will key sensitive information be shared? Delivery of the London Crime Reduction Board (LCRB) Anti-Gangs strategy is dependant on the Metropolitan Police, Probation and other statutory bodies exchanging sensitive information. We estimate that 58% of the offenders identified currently as gangs nominal would be managed by the Private Provider Rehabilitation Services contract.

- The changes will impact on the Mayor's 'compliance' objective. Which provider will be held accountable for the MOPAC compliance target? From 2015, London Probation Trust will no longer be delivering the interventions for around 70% of the offender population. Offender services will be fragmented, requiring transfer from one service (Private Providers) to another (Public Probation) should risk change. There is a large body of research around what works and theories of desistance as well as service user surveys, which all supports the view that effective relationships with a single offender manager promotes compliance. Being passed from pillar to post undermines trust and engagement.
- LPT will make every effort to deliver business as usual in order to meet its contract with NOMS and support the delivery of the Police and Crime Plan during what is inevitably going to be, a challenging time of change.
- LPT will continue to work closely with MOPAC and the Ministry of Justice (MoJ) to ensure there is clarity regarding the roles, duties, responsibilities and authorities of the respective providers. We see MOPAC as providing a unique role in promoting partnership, collaboration and accountability in London. We fully endorse the proposal to have a joint MoJ/MOPAC appointment in the form of the Director for Offender Management. Clearly, this appointment will have a key role in ensuring that all providers work towards the Mayors objectives as set out in the Police and Crime Plan.

Conclusion

London Probation Trust has welcomed the opportunity to respond to these consultation questions. We believe that the Police and Crime Plan goes some way to providing clear direction and objectives for the coming years. We consider, however, that the policing elements are perhaps more developed than the community rehabilitation aspects. The 'Justice and Resettlement' pillar could be strengthened by explicit mention and linkage of activities to the nine resettlement pathways with the aim of:

- Improving strategic planning across the sector
- Joint commissioning at the regional level
- Improving coordination of activity
- Improving social outcomes at borough level.

London Probation Trust has a wealth of knowledge and expertise in working with offenders in the community. We look forward to working alongside the MOPAC, as well as other partners, to ensure that our public protection and rehabilitation services are delivered in the most efficient and effective way. We believe that the key to success in implementing this plan will be clarity over governance with regard to oversight of the action plan and work streams as well as strong leadership with the ability to drive change across the sector.

Glossary

Alcohol Abstinence Monitoring Requirement	AAMR
Alcohol Treatment Requirement	ATR
Drug Intervention Programme	DIP
Drug Rehabilitation Requirement	DRR
Health and Well Being Boards	HWBB
Integrated Offender Management	IOM
London Crime Reduction Board	LCRB
London Probation Trust	LPT
London Safeguarding Children Board	LSCB
Mayor's Office for Policing and Crime	MOPAC
Metropolitan Police Service	MPS
Ministry of Justice	MoJ
Multi Agency Risk Assessment Conference	MARAC
Multi Agency Safeguarding Hubs	MASH
National Offender Management Service	NOMS
Post Traumatic Stress Disorder	PTSD
Pre-Sentence Report	PSR
Witness Care Unit	WCU