



Home Office



Ministry of  
**JUSTICE**

**PROLIFIC AND OTHER  
PRIORITY OFFENDER  
PROGRAMME**  
FIVE YEARS ON:  
MAXIMISING THE IMPACT

June 2009



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# Summary

The Prolific and other Priority Offender (PPO) programme was introduced in 2004, and an evaluation in 2007 showed the significant successes of local schemes in tackling the offending behaviour of the most difficult and damaging offenders.

Recent evidence and data continue to confirm the positive outcomes that the programme is achieving, but also suggest that there is scope to increase the impact on crime and re-offending.

Through this guidance, local areas are being asked to review their PPO schemes, particularly in the light of the introduction of **Integrated Offender Management (IOM)** arrangements. The guidance recommends a more dynamic approach to selection and de-selection to ensure that the programme remains squarely focused on those offenders who commit most crime and cause most damage to their local communities.

Partnerships are encouraged to undertake an early assessment of their local schemes, to:

- ensure that the scheme is tackling the **most prolific and damaging offenders**;
- ensure that the scheme is tackling the **right number of offenders**;
- ensure that the scheme has an appropriate balance between **PPOs in the community and those in custody**.

Local areas are also encouraged to **update their selection/de-selection arrangements** to ensure that the intensive management of offenders delivered through the PPO approach is provided for those who need it, while they need it, with a preparedness to move offenders onto a less intensive management regime once they begin to respond positively to the programme.

Finally, local areas are also encouraged to review their **Prevent and Deter** schemes in the light of recent guidance on Deter Young Offenders, working with partners to ensure the engagement of children's trusts and children's services in meeting the needs of this group of young offenders.

# Section 1

## Introduction

### Purpose of this guidance

1.1 This guidance is being issued now to assist local partnerships to:

- **review and refresh** their local PPO scheme;
- do so in the context of developing more **integrated and coordinated arrangements** for managing offenders;
- **maximise the impact** that PPO has on reducing crime and re-offending in every local area.

### PPO and the Crime Strategy

1.2 *Cutting Crime: Two Years On*, the Government's updated crime strategy, was published on 12 May 2009. Tackling the offenders who cause most harm to their communities remains a key priority within the strategy, with the forward vision about embedding this within a more integrated approach.

### ***Cutting Crime: Two Years On***

“A new, single, comprehensive **prolific offending scheme** will build on our existing approaches to intervening with offenders to ensure that the right offenders (those who are causing the most damage) are being actively targeted and managed, and develop place-based approaches that ensure that all the relevant services in an area are supporting reduced offending.”

### **PPO as part of a more coordinated approach to managing offenders**

1.3 The Government is keen to encourage all areas to develop local arrangements to provide a more coordinated approach to managing offenders. The Government's vision for this – IOM – is set out in the accompanying IOM policy statement.

1.4 Setting the PPO approach within the context of IOM will help to ensure that the intensive PPO approach is concentrated on the most prolific, difficult and damaging offenders – but only while it needs to be – so that maximum benefit is derived. Embedding PPO into IOM should often allow for the earlier “de-selection” of PPOs than at present, as they respond positively to the support provided through the Rehabilitate and Resettle strand of the programme, requiring a management or support regime that is less intensive/coercive than PPO.

# Section 2

## Strategic context

2.1 The PPO programme began in 2004, and there are now local PPO schemes covering every Crime and Disorder Reduction Partnership (CDRP) area in England and every Community Safety Partnership (CSP) in Wales.

### Evaluation

2.2 The programme was evaluated by the Home Office in 2007. The published evaluation report, *An impact assessment of the Prolific and other Priority Offender programme*,<sup>1</sup> demonstrated the success of the programme: it showed a 62% reduction in recorded convictions among the first offenders selected as PPOs in September and October 2004, over a 17-month period.

### Public Service Agreements

2.3 The programme is about making communities safer, by reducing crime through reductions in offending by those offenders who commit the most crime or whose offending causes the most damage and disruption to their local communities. The successful delivery of the programme in every partnership area will directly contribute to the achievement of the Government's reducing crime Public Service Agreement (PSA).

<sup>1</sup> Home Office (2007) *An impact assessment of the Prolific and other Priority Offender programme*. Home Office Online Report 08/07. [www.crimereduction.homeoffice.gov.uk/ppo/rdsolr0807.pdf](http://www.crimereduction.homeoffice.gov.uk/ppo/rdsolr0807.pdf), accessed 15 June 2009.

## **PSA 23: Make communities safer**

The PSA includes four priority actions:

**Priority action 1:** Reduce the most serious violence, including tackling serious sexual offences and domestic violence.

**Priority action 2:** Continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders.

**Priority action 3:** Tackle the crime, disorder and antisocial behaviour issues of greatest importance in each locality, increasing public confidence in the local agencies involved in dealing with these issues.

**Priority action 4:** Reduce re-offending through the improved management of offenders.

## **National Indicators**

2.5 The direct contribution that the PPO programme makes to the PSAs is reflected through the Government's set of National Indicators for Local Authorities and Local Authority Partnerships. National Indicator 30 covers every single tier and county council Local Strategic Partnership area and measures the re-conviction rate of identified PPOs. A significant proportion of these partnerships have included the indicator within their Local Area Agreement (LAA), indicating the priority attached to the delivery of the programme in those areas across different agencies and including local authorities. In these areas, improvement targets relating to the conviction rates of PPOs have been agreed with the relevant regional Government Office.

2.4 The PSA Delivery Agreement<sup>2</sup> specifically draws attention to the contribution that PPO is expected to make in particular to priority actions 2 and 4. The programme also contributes to the delivery of other PSAs, most notably PSA 25: Reduce the harm caused by alcohol and drugs.<sup>3</sup>

<sup>2</sup> [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa23.pdf)

<sup>3</sup> [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa25.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa25.pdf)

# Section 3

## The case for a PPO “refresh”

### **What the data tell us**

3.1 The monitoring data provided by the National Indicator provide a useful snapshot of the current shape of the programme across England and Wales.

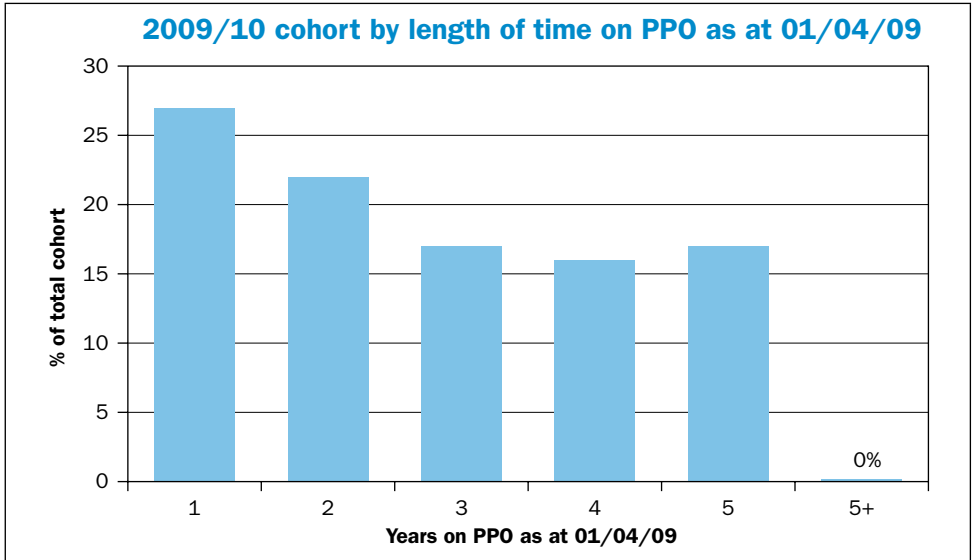
3.2 Prior to 1 April 2009, all areas were asked to confirm their “PPO cohort” – that is, the offenders that they expected to be managing as PPOs during the 12 months starting on 1 April. An analysis of this cohort is provided below, but in summary shows that:

- a significant proportion of PPOs are retained on the programme for a long time;
- many of them are no longer offending prolifically.

3.3 This suggests that there may now be real opportunities to refresh the programme by focusing on a new cohort of offenders – those who are currently at liberty, offending prolifically and causing most damage to their communities.

### ***Length of time on the programme***

3.4 The data provide information on the length of time the current cohort of PPOs have spent on the PPO programme, up to 1 April 2009.



3.5 As at 1 April 2009, 49% of PPOs had been on the programme for 2 years or less, with the remaining 51% having been managed as PPOs for over 2 years:

- 17% of the entire cohort had been on the programme for 3 years;
- 16% for 4 years;
- 18% for 5 years or longer.

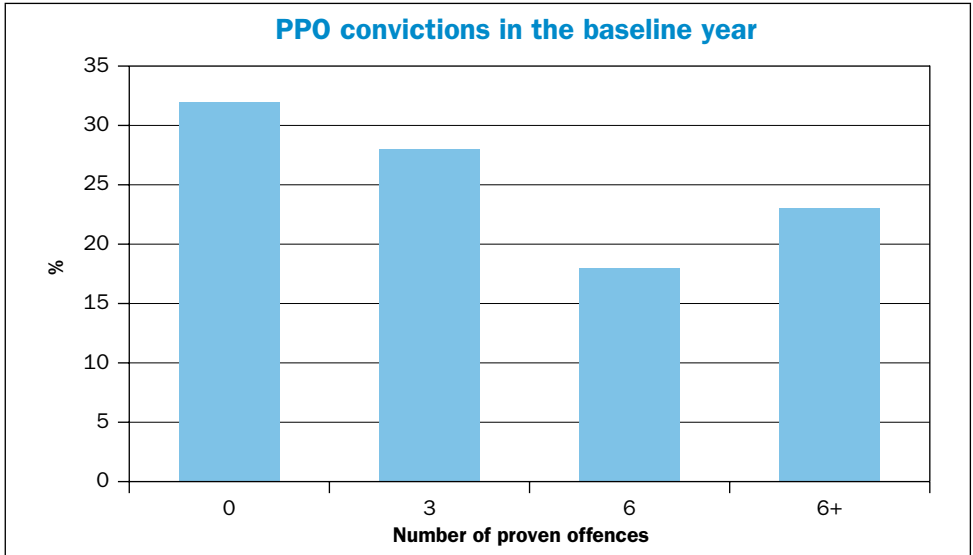
3.6 A significant proportion of the current PPO population have been on the programme for some length of time. In some instances, PPOs may well be retained on the programme even after their offending has significantly decreased, often because of a genuine concern that, if the support offered by the programme were to be abruptly removed, there would be a risk of a return to offending, undoing the

progress that the scheme had made with the individual up to that point. This is coupled with the fact that there is often no other programme or management regime – less intensive than the PPO programme, but nevertheless providing the support that the individual may still need – onto which to refer a reformed or reforming PPO. **IOM** may well provide a solution to this – refer to section 5 of this guidance.

### Current offending behaviour

3.7 The cohort data also provide information on the volume of PPO offending (as measured by recorded convictions) over a recent 12-month period.<sup>4</sup>

<sup>4</sup> For the 2009 cohort the 12-month “baseline” period was 1 October 2007 to 30 September 2008.



3.8 These data show that almost one-third of PPOs (32%) received no convictions for offences committed in the relevant 12-month period; and less than a quarter (23%) of the cohort had over 6 convictions.

3.9 It is of course the case that, at any one time, around half of all offenders designated as PPOs will be in custody, and so not offending in the community.

3.10 In addition, when placing the conviction data alongside the data on length of time on the programme, it is not surprising that a significant proportion of PPOs cannot be described as currently prolific: they are likely to have been subject to PPO management for a number of years, and will have reduced the level of their offending over this period as a consequence.

## What the data tell us: some conclusions

3.11 While the national data will mask a great deal of detail and variation at the local level, it is clear from the evidence that, overall, there is scope for a refresh.

### *The challenge*

3.12 The challenge for every area is to answer the following three questions, and to take appropriate action in the light of their answers:

- **Taking account of all the available evidence, including police data and intelligence, is the local PPO scheme currently managing the offenders who are committing the most crime and causing the most damage in the local community?**
- **Is the scheme making the maximum contribution that it can**

**to reducing crime in the local area, by targeting those who commit the most offences?**

- **Do the offending characteristics of the local PPO cohort reflect the reducing crime and re-offending priorities of the CDRP/CSP?**

3.13 Partnerships are encouraged to undertake an early assessment of their local schemes, set against these three questions. Some of the questions that may arise from this are addressed in Annex A to this guidance.

### **Timescales**

3.14 Partnership areas are strongly encouraged to initiate action **now** to refresh their local PPO schemes, taking account of the evidence presented here relating to average length of time on the programme and prolificacy of PPO offending. There are opportunities to begin this work now, with the **National Indicator cohort refresh** at the beginning of April 2010 providing a second opportunity to go further with this review and refresh.

# Section 4

## Priority areas for review

4.1 In looking to refresh the local scheme, in order to maximise the impact on reducing crime and re-offending in the local area, we are asking areas to focus on the following priorities.

4.2 Ensure that the scheme is tackling the **most actively prolific and damaging offenders**:

- areas are urged to review their current PPO list against other known offenders in the area (including offenders in custody whose release is imminent) to ensure that the intensive approach offered by the PPO programme is being targeted on the most active and damaging offenders;
- a similar review should be conducted in advance of agreeing the 2010/11 National Indicator/LAA cohort in April 2010;
- it is recommended that such a review then be carried out at least on a quarterly basis.

4.3 Ensure that the scheme is tackling the right **number of offenders**:

- areas are invited to consider whether they are tackling sufficient numbers of offenders in the community through the PPO scheme. The original 2004 guidance suggested 15 to 20 PPOs in smaller CDRP/CSP areas; but 60 to 100 in larger areas;
- it is recommended that all areas review numbers currently being managed as PPOs to ensure that, at the very least, they are meeting the ambition set out in the original guidance.

4.4 Ensure that the scheme has achieved the right **community/custody balance**:

- areas are invited to review the balance in the local scheme between numbers in the community and numbers in custody (and particularly the number serving custodial sentences of over 12 months):
  - the original 2004 guidance suggested that the majority of those selected as PPOs should be in

the **community**, or being released **imminently from custody**;

- evidence from PPO performance management data suggests that the picture has changed over time, with a significant proportion of current PPOs in custody: the June 2008 PPO performance data showed that 33% of all PPOs were serving a custodial sentence, 18% of them were sentenced to under 12 months, and 82% were sentenced to over 12 months (27% of all PPOs).
- Schemes are invited to consider how to redress the balance, particularly to focus on:
  - currently active prolific offenders **in the community**, particularly those not currently selected as PPOs but who may be more criminally active than the current local PPO cohort;
  - persistent offenders being released from custody, not currently selected as PPOs, who may be at high risk of returning to prolific or damaging offending on release, without the intensive offender management offered by the PPO approach.

## **Priority areas for review: implications**

4.5 Working through the above priority areas for review is likely to generate a pool of potential “new” PPOs – which could place unmanageable pressure on numbers and scheme capacity. To cope with this:

- it is recommended that schemes run their selection matrix against this potential pool of new PPOs along with the current cohort, selecting the most pressing cases as PPOs, using consistent selection criteria;
- where this creates capacity issues, it is recommended that schemes review their de-selection arrangements (refer to section 6 of this guidance), with a view to de-selecting less prolific PPOs where the immediate risk of serious re-offending has been reduced;
- it is recommended that schemes give particular priority to those being released from custody who were sentenced to less than 12 months in prison, who will not be subject to statutory probation supervision on release and who are at high risk of re-offending.

4.6 All areas are being invited to consider introducing local IOM arrangements. IOM potentially offers a “cushion” for de-selected PPOs: the guidance in section 6 encourages areas to consider de-selecting reformed or reforming PPOs earlier than at present. Local IOM arrangements should be used to provide a less intensive management regime than the local PPO scheme for those offenders who are responding positively to the programme, but in respect of whom some degree of continuing support may well be beneficial. Freeing up space on the local PPO scheme in this way will allow for more currently active and damaging offenders to be taken onto the local scheme.

# Section 5

## PPO as part of Integrated Offender Management

5.1 The accompanying IOM policy statement encourages all areas to develop IOM approaches to enhance and build on existing activity to reduce crime and re-offending, and in particular to bring greater coherence to the delivery of that activity.

5.2 The Government's vision sees IOM as a "strategic umbrella" that brings all this activity together, to ensure that the offenders who commit the most crime and cause the most damage within local communities are identified and targeted, with offenders receiving the appropriate level of interventions or support appropriate to their risks and needs.

### **Refreshing PPO within IOM**

5.3 This guidance is intended to help local areas to "refresh" their local PPO scheme to ensure that it targets the most damaging offenders, in particular those in the community who commit disproportionate amounts of crime.

5.4 **This should remain the focus of PPO** under the broader IOM strategic umbrella. Within IOM, the PPO approach should continue to provide the most intensive offender management regime for those offenders who require this level of intensity.

### ***Creating a more dynamic through-put***

5.5 **The PPO caseload, within IOM, should not be a static one.** IOM will bring a wide set of partners to the table, and will provide a broad view across the whole offending population locally. Within this population there will be a group of offenders whose behaviour is disproportionately damaging and who, firstly, need to be brought within control and then, when appropriate, exposed to rehabilitative interventions. This group should form the local PPO caseload and be subject to the intensive PPO offender management regime. Once these offenders begin to respond positively to the programme, it will not be necessary for them to continue to be subject to the intensive PPO style of intensive

management. It should be possible for their continuing need for support to be provided by other (and often, non-criminal justice system) agencies, including third sector partners.

5.6 This approach will see a more rapid churn of offenders through PPO than is often currently the case, which means that, over time, it should be possible for more offenders to benefit from the PPO approach, thereby increasing the positive impact on local crime and re-offending rates.

### Case study from Safer Bristol Partnership

(Avon and Somerset Police)

The Safer Bristol Integrated Offender Management Unit (IOMU) is a multi-agency partnership targeting the most prolific offenders whose offending pattern is serious acquisitive crime. Offenders will be prioritised for access to services, but if they are non-compliant they will be subject to enhanced levels of surveillance and monitoring. The cohort of offenders is taken from police, prison and probation service intelligence systems and assessed using a referral matrix. The IOMU works with both statutory and non-statutory cases. Police, probation, prison and drugs service staff work together in a co-located team with access to all partners' IT systems and intelligence (restricted to cases in the cohort only).

The focus of the IOMU is to ensure that the level of supervision and intervention matches the risk the client poses to the safety of the community. This means that the caseload is fluid and dynamic. Clients are migrated onto and from the IOMU through a fortnightly Offender Migration Meeting, which is immediately followed by a National Intelligence Model-based multi-agency Offender Tactical Tasking and Co-ordination Group Meeting that reviews the cases of the most problematic 'red' offenders who are back in the community or about to return to it. There is a more rapid turnover of offenders through the PPO scheme than previously, which ensures that more offenders benefit from the intense PPO approach.

All offenders are graded red, amber, green or blue:

Red	High risk – known to be offending at this time (includes most PPOs)
Amber	Incomplete intelligence picture which we will be actively trying to build on with a view to escalating them to red or reducing them to green
Green	No intelligence to suggest current offending – they will receive regular visits from neighbourhood policing team officers rather than offender managers
Blue	In custody

## Re-selection

5.7 It is of course the case that, where an offender is de-selected as a PPO more quickly than at present, under IOM arrangements it should be possible to re-select them quickly if, subsequently, they return to prolific offending – with the initial emphasis on ensuring that they are brought swiftly to justice, utilising Catch and Convict approaches.

## Vigilance

5.8 The Vigilance programme was announced by the Prime Minister on 12 May 2009, to help support delivery of the updated crime strategy *Cutting Crime: Two Years On*.

5.9 The Vigilance programme will be focused on a limited number of targeted areas to increase the focus on tackling property and acquisitive crime. The programme will include increased central support both to refresh the local PPO programme along the lines set out in this guidance paper, and to support the development of IOM. The focus will be on ensuring that the most damaging offenders – including those released from custody after serving less than 12 months who may be at greatest risk of re-offending – are being targeted.

5.10 The Vigilance areas will receive additional support from central government departments. However, this guidance (and the updated IOM guidance) applies to all areas, whether or not they are part of the Vigilance programme.

# Section 6

## PPO selection and de-selection guidance

### PPO selection

6.1 It is intended that this guidance should act as a supplement to existing guidance on the selection of PPOs, which was part of the initial 2004 Catch and Convict guidance. It is recommended that:

- local areas review (and update as appropriate) their selection arrangements – including locally developed selection matrices where these exist – in the light of this guidance document. Selection criteria should continue to be developed and agreed locally, to ensure that the scheme remains sensitive to local issues and changing crime patterns;
- wherever possible, partners should meet monthly to review their list of PPOs and to discuss the inclusion of new PPOs/de-selection, taking account of local capacity.

### PPO de-selection

6.2 Specific de-selection guidance was issued in June 2005 and set out six criteria for de-selecting an offender as a PPO. In the light of this guidance, the following adjustments to the 2005 criteria are now suggested:

#### 1. The PPO has stopped offending

A PPO should be de-selected if he or she has not been arrested or been the subject of an intelligence report for a continuous period of **6 months** (the earlier guidance suggested a 12-month period). The offender should continue to be managed only if there are other indications of continued offending, such as continued problematic drug misuse.

## **2. The PPO has moved to another area**

In line with the existing guidance, a PPO should be de-selected in these circumstances. The PPO scheme in the receiving area should be informed wherever possible. The receiving area should consider whether or not to select the PPO in accordance with their prevailing selection policy.

## **3. The PPO is given a significant custodial sentence (including to a secure hospital)**

The existing guidance suggests that PPOs sentenced to custody should not be de-selected unless sentenced to over 10 years in custody. This is to ensure that these offenders benefit from the most suitable interventions and treatment while in custody.

Experience suggests that many areas have reviewed this criterion and operate more flexible arrangements. This has the advantage of ensuring that the interventions and treatment received by PPOs while in custody are afforded to them on the basis of their assessed needs, rather than as a consequence of their PPO status. Planning at the start of the sentence, with regular reviews, should facilitate the required interventions to reduce the risk of re-offending on release.

We are asking all areas to review the balance between PPOs in the community and in custody on each local scheme, working on the principle that those sentenced and likely to be in custody for longer than two years be considered for de-selection. De-selection should only be considered where a full assessment of risk has been undertaken by partner agencies, the overriding principle being that those who pose the greatest risk to their communities should not be de-selected.

Where those given lengthy prison sentences are de-selected, local areas should retain contact with prison establishments with a view to considering these offenders for re-selection three months prior to release. At that point, they should be considered against the local selection criteria, as the basis for deciding on re-selection, taking account of the impact of rehabilitative programmes received while in custody.

Where a PPO is de-selected for this reason, the local area should consider selecting an additional PPO in the community.

## **4. Local PPO list to be reviewed regularly**

The PPO list should be reviewed regularly – monthly if possible, or at least quarterly – against all known offenders in the area, including

those offenders whose release from custody is imminent. This is to ensure that the intensive approach offered by the PPO scheme remains targeted on the most prolific/damaging offenders.

#### **5. All PPOs should be reviewed after two years**

The criteria set out above should ensure regular reviews of the PPO caseload, with a view to the de-selection of offenders who no longer fit the local definition of a PPO. As a fallback, it is recommended that all local areas should review the continued presence of offenders on the PPO list, if they have been PPOs for two years. Where this is the case, it may suggest that the approach is not working for that individual in terms of its rehabilitative focus. While continuing enforcement action will be appropriate in these circumstances, de-selection as a PPO may well free up resources in the local scheme to target other offenders.

#### **6. The PPO represents a high risk of harm**

There is no change to this de-selection criterion. Where the continued offending of a PPO includes an offence or offences that represent a high risk of harm they should, as at present, become subject to Multi-Agency Public Protection Arrangements.

# Section 7

## Prevent and Deter

7.1 The guidance above is primarily focused on the Catch and Convict/ Rehabilitate and Resettle strands of the PPO programme, which work together to reduce re-offending by offenders classified locally as PPOs. The Prevent and Deter strand is often distinct from the other two strands, because of differences in the target group – this strand targets those young offenders assessed as being most likely to become the next generation of PPOs.

### **Deter Young Offender scheme**

7.2 Prevent and Deter has now been mainstreamed into youth justice delivery. From April 2009 (following the cessation of the Persistent Young Offender target), Local Criminal Justice Boards have been asked to focus their efforts on developing a multi-agency approach to tackle a **single priority group** of young offenders. This group – Deter Young Offenders (DYOs) – is identified by

Youth Offending Teams (YOTs) under existing Prevent and Deter/PPO arrangements.

7.3 Youth Justice Board (YJB) guidance advises YOTs to use Asset<sup>5</sup> scores as the principal means of identifying DYOs. The guidance also provides areas with flexibility to add in other, local, selection criteria, but the strong focus on risk of re-offending as the key selection criterion will ensure a seamless alignment with the YJB risk-based Scaled Approach, when introduced in November 2009.

### **Risk-based Scaled Approach**

7.4 The Scaled Approach will provide a tiered approach to interventions for young offenders based on the risk of re-offending and the risk of serious harm to others – with a standard, enhanced or intensive level of intervention, depending on severity of risk. DYOs, representing those most at risk of re-offending, will be subject to intensive

<sup>5</sup> Asset is the common assessment tool used by YOTs to assess young offenders' needs and risks.

interventions under this approach. More information about the YJB Scaled Approach can be found at [www.yjb.gov.uk/scaledapproach](http://www.yjb.gov.uk/scaledapproach).

## Key issues for partnerships

### *DYOs turning 18*

7.5 Young people classified as DYOs may not reach the threshold for selection as a PPO under local selection arrangements when they turn 18, even though they remain at high risk of re-offending. While we do not suggest that all DYOs turning 18 should automatically be selected as PPOs, we do suggest that **local schemes develop an “exit strategy” for this group**, to ensure that there is a plan in place to address the individual’s enduring risks and needs, under local IOM arrangements. Wherever possible one agency, statutory or voluntary, should be identified to oversee taking forward the exit strategy.

### *PPOs under 18*

7.6 A small proportion of current PPOs (6% of the total) are under 18. In some areas, juveniles are not considered as PPOs – those who meet the selection threshold being managed through the Prevent and Deter strand, led by the local YOT. In other areas, juveniles who meet the PPO threshold are designated as PPOs and are subject to Catch and Convict and Rehabilitate and Resettle interventions in the same way as other PPOs.

7.7 Both approaches have merits, and it is very much a local decision as to which approach works best in the local area. However, with the introduction of the YJB Scaled Approach in November 2009, the highest risk young offenders (who will include those young offenders currently designated as full PPOs) will fall under the intensive YJB approach, which means that they will be subject to a more stringent management/supervision regime.

7.8 **Local areas may wish to consider whether**, with the introduction of the Scaled Approach, it will make better sense to include all juveniles targeted by the strategy as DYOs, managed through the Prevent and Deter strand of the PPO programme and subject to the intensive YJB approach. This would not, of course, preclude continuing Catch and Convict activity for young offenders in this group, ensuring that those who continue to offend are brought swiftly to justice and subjected to normal PPO supervision and monitoring arrangements.

## Youth Crime Action Plan

7.9 Prevent and Deter is part of the Youth Crime Action Plan,<sup>6</sup> which includes a specific focus on strengthening the approach to identifying and targeting prolific young offenders. Critical to the success of this strand of the programme is ensuring that these young people are engaged with relevant

<sup>6</sup> HM Government (2008) *Youth Crime Action Plan 2008*. [www.homeoffice.gov.uk/documents/youth-crime-action-plan/](http://www.homeoffice.gov.uk/documents/youth-crime-action-plan/), accessed 15 June 2009.

children's and young people's services, in order to tackle the risk factors associated with continuing offending.

7.10 The provision of mainstream services can be critical to breaking the cycle of offending behaviour. The DYO Management Framework<sup>7</sup> emphasises the importance of children's and mainstream services and YOTs working together to identify, assess and intervene as early as possible with effective interventions, tailored to the needs of the individual young person, to address their offending behaviour. DYOs should have the same support and access to services as other young people, with children's services playing a key role in preventing re-offending by young people.

7.11 A significant proportion of the current PPO population began offending at an early age – the national PPO evaluation showed that 42% of the first cohort of PPOs had received a custodial sentence prior to reaching 18 (compared with less than 10% of the general offending population). This provides powerful evidence of the case for intervening earlier and effectively in order to reduce the risk of a prolific offending career.

7.12 Local areas are invited to:

- review their existing Prevent and Deter activity in the light of recent guidance on DYOs, and to bring this within local IOM arrangements;
- consistent with that guidance, CDRPs and LCJBs are encouraged to influence the planning of local strategic partners, including children's trusts, to ensure that the required services are provided to address the needs of the DYO group.

<sup>7</sup> Office for Criminal Justice Reform Update 69. [http://frontline.cjsonline.gov.uk/\\_includes/downloads/guidance/local-performance/DYO\\_Scheme\\_Management\\_framework.pdf](http://frontline.cjsonline.gov.uk/_includes/downloads/guidance/local-performance/DYO_Scheme_Management_framework.pdf)

# Section 8

## Engaging communities in the PPO programme

8.1 *Engaging Communities in Fighting Crime* (the Casey review)<sup>8</sup> was published in June 2008. The findings of the review should inform the development of PPO schemes, IOM and, in particular, this refresh.

8.2 The PPO programme is a reducing crime and re-offending programme, delivered for the public, to help make local communities safer. All PPO schemes have delivered great successes in tackling the behaviour of very damaging offenders, and there are many examples of good local publicity to highlight these outcomes, to help build public confidence in what is being delivered.

8.3 In developing communication activity it is important to address the public's priorities. The Casey Review found that:

- only 33% of the public are confident that the criminal justice system meets the need of victims but 79% agree it respects the rights of offenders;

- 90% of those asked thought that the public are not told enough about what happens to those who have committed crime;
- 90% of the public agree that community punishments for crime should involve some form of payback to the community.

8.4 In addition, a survey of victims of non-violent crime for the Ministry of Justice in October 2007<sup>9</sup> found that punishment was regarded as the most important part of a criminal's sentence (49%), payback was the second most important part (43%) and rehabilitation the third (36%).

8.5 There is a wide range of research evidence highlighting the link between the public feeling informed about action to tackle local problems and their confidence in criminal justice agencies.

<sup>8</sup> Cabinet Office (2008) *Engaging Communities in Fighting Crime: A review by Louise Casey*. [www.cabinetoffice.gov.uk/crime.aspx](http://www.cabinetoffice.gov.uk/crime.aspx), accessed 15 June 2009.

<sup>9</sup> [www.justice.gov.uk/news/newsrelease161107a.htm](http://www.justice.gov.uk/news/newsrelease161107a.htm)

8.6 An effective local communication strategy can play an important role in building public confidence, but it should address the public's priorities. Local publicity can also be used to great effect in engaging the public in the programme – publicity around known offenders can bring additional pressure to reform to bear on those individuals. Accordingly, all areas are encouraged to use and exploit the opportunities available to inform and engage the public. In particular (and where this has not already been done), local areas should develop local communication strategies, which can include:

- articulating what the public can expect from their local PPO scheme and finding opportunities to consult and inform the public about this;
- understanding, documenting and communicating action to tackle offending. Evidence suggests that the public will respond most effectively to information about what has been done to tackle problems and the consequences for those found guilty of offences than to stories about “success”. Using case studies – demonstrating that PPOs face a demanding programme, are brought swiftly and effectively to justice and that their lives are successfully turned around – may be a good approach;
- preparing a local newsletter, which is often found to be one of the most effective methods of communicating messages. A separate PPO newsletter may be considered, but building in a PPO element to a larger newsletter – for example, those delivered by neighbourhood policing teams on a monthly basis as part of the Policing Pledge commitment – is likely to meet the public's expectation of a single, comprehensive and ongoing communication from criminal justice agencies.

# Annex A

## Questions that may arise from early assessment of local PPO programme schemes

**Q. Do areas have the freedom to select “new” PPOs mid-year, given that National Indicator 30 ties the area to a fixed cohort for the 12 months up to 31 March 2010?**

**A.** There is a fixed cohort in every area, for the purposes of measuring against the National Indicator and the LAA target where this applies. However, as the National Indicator guidance<sup>10</sup> makes clear, the cohort is tracked for the purpose of providing an overall picture of the area’s outcomes, but this does not restrict any area from adding new PPOs onto their caseload, where this is justified in terms of local crime and reducing re-offending priorities.

The original cohort will be tracked for the purposes of the Indicator but, overall, the focus should be on ensuring that the scheme is having the biggest impact that it can on reducing crime and re-offending.

**Q. The scheme does not have the capacity to add new PPOs and increase the number being managed. Can it de-select PPOs on the cohort mid-year?**

**A.** Yes. While the original cohort will be monitored over the full 12 months, those who are responding positively to the Rehabilitate and Resettle focus of the programme can be de-selected in-year, in particular to make way for more actively prolific offenders. Increasing the number of currently prolifically offending PPOs on the scheme will increase the impact of the local programme on tackling crime in the area, and help to improve the quality of life for the community.

<sup>10</sup> [www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm](http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm)

**Q. There is no incentive to refresh the programme if the benefits of doing so will not be captured by the National Indicator this year. Why bother?**

A. The incentive is to reduce crime and improve quality of life in the area. New offenders taken onto the programme this year can be included in the 2010/11 cohort against which the National Indicator/LAA outcomes will be measured in that year.

**Q. What support is available for de-selected PPOs who are not subject to statutory National Offender Management Service probation supervision?**

A. IOM provides a strategic framework for matching resources to risk, so that those offenders who cause most damage to communities receive the intensive management afforded by the PPO programme, but only while their level of risk warrants this. Under IOM, once risk is reduced there may be opportunities to move these offenders onto a less intensive management regime.







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