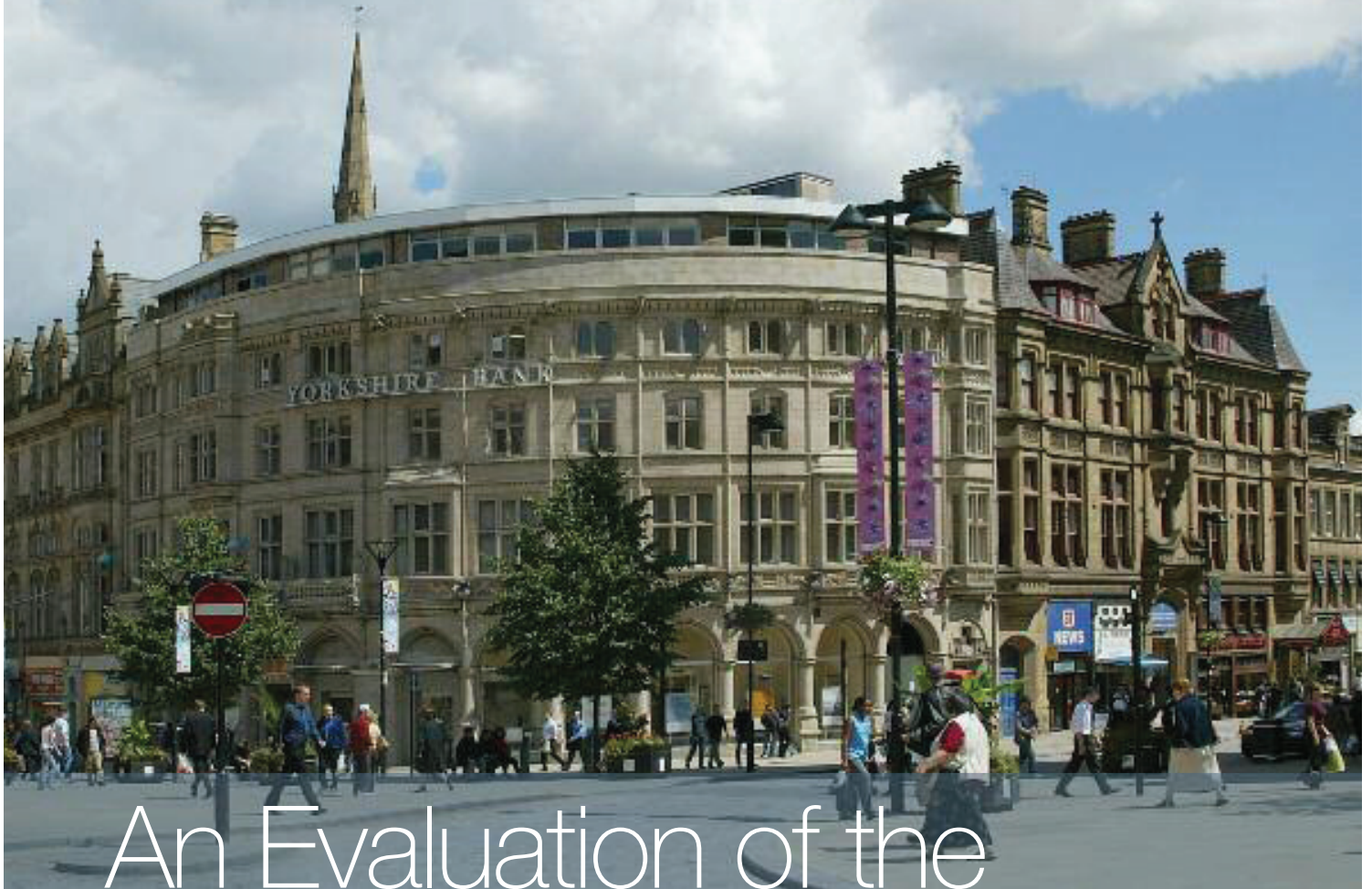


Hallam Centre for Community Justice



An Evaluation of the **Sheffield PPO Premium Service**

March 2009

Simon Feasey

with Dr Hayden Bird, Joanna Davidson, Anne Robinson
and Dr Katherine Wilkinson



Sheffield
Hallam University

An Evaluation of the Sheffield PPO Premium Service

Final Report

Simon Feasey

with

Dr Hayden Bird, Joanna Davidson, Anne Robinson and
Dr Katherine Wilkinson

ISBN - 978-1-84387-299-3

© 2009 Sheffield Hallam University

Whilst every effort has been made to ensure that the information contained in this book is accurate and up-to-date, neither the author nor the publisher can accept legal responsibility or liability for anything done by readers in consequence of any errors or omissions.

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form, or by any means, electronic, mechanical, photocopying, recording, or otherwise, without prior written permission of the publishers.

Cover design by The Design Studio, Sheffield Hallam University.

Printed by The Print Unit, Sheffield Hallam University.

Published by:
Hallam Centre for Community Justice
Sheffield Hallam University
Collegiate Crescent Campus
Sheffield
S10 2BP
United Kingdom

An Evaluation of the Sheffield PPO Premium Service

Final Report

March 2009

Simon Feasey
with Dr Hayden Bird, Joanna Davidson,
Anne Robinson and Dr Katherine Wilkinson

Hallam Centre for Community Justice

Contents

1. Background to the PPO Premium Service Evaluation – Aims and Objectives	3
2. Project Methodology	4
3. Demographic and Needs Analysis of Sheffield PPOs	7
3.1 Statistical Data	7
3.2 Demographic, Needs and Support Analysis of the 12 selected Sheffield PPOs	13
3.3 Work Undertaken by 'Partnership' Agencies	16
3.4 The Premium Service	17
4. Findings from the semi-structured interviews with 12 PPOs	18
4.1 Selection and De-Selection Processes:	19
4.2 Support and Engagement with the Service	19
4.3 Impact on PPOs	23
5. Findings from the semi-structured interviews with Offender Managers ..	25
5.1 Selection and De-Selection	25
5.2 The Ethos of the PPO Premium Service Label	26
5.3 Service Delivery Needs	26
5.4 Service Delivery Gaps	27
5.5 Multi-Agency Working	28
5.6 Summary of Key Findings from the Offender Manager Interviews	29
6. Findings from the Stakeholder Interviews	30
6.1 Partnership Structures	30
6.2 Offender Management	32
6.3 The PPO Premium Service	34
6.4 Targeting	35
6.5 Summary of Key Findings from the Stakeholder Interviews.	36
7. The National and Local Context: Key Drivers	37
8. Recommendations for Future Development	40
8.1 Supporting Structures	40
8.2 Offender Management/Reducing Re-Offending	41
8.3 Delivering a Premium Service	41

1. Background to the PPO Premium Service Evaluation: Aims and Objectives

The Hallam Centre for Community Justice (HCCJ) was commissioned to undertake an evaluation of the existing arrangements that underpin the Prolific and Priority Offenders (PPO) Programme in the district of Sheffield. The aims of this evaluation were to:

- Undertake a needs and service assessment for Prolific and Priority Offenders in the Sheffield District.
- Identify gaps and obstacles to the provision of an integrated framework of delivery that supports the development of the Premium Service.
- Examine opportunities for the greater alignment of early interventions (Catch and Convict) with Rehabilitate and Resettle (R&R) and provide recommendations to enhance the governance, management and delivery of the PPO programme.

Within the overall research aims a number of key research questions were identified:

- How effective are the selection and de-selection processes and to what extent do they reflect policing and community safety priorities?
- How do early interventions relate to R&R processes and what developments are required to improve an integrated approach?
- In terms of responding to the criminogenic needs of the PPOs, what are the gaps in service availability and delivery and how can this be addressed?
- What lessons can be learnt from the research of other PPO programmes previously undertaken and how might these be applied to the Sheffield context?
- How do PPO's experience their engagement with the programme and does this indicate specific areas of service delivery development?
- What strengths and areas of development are identified by partner agencies?
- What strengths and areas of development are identified by practice staff working directly with PPOs?

The HCCJ methodology for this research is detailed in the following section. It has combined a depth and breadth of understanding developed from national developments, research findings, practice reports and academic sources with a detailed, rigorous and comprehensive analysis of local data.

2. Project Methodology

An **action research methodology** was adopted that was responsive to the needs of stakeholders. Action methods provide a continual linking of research with practice and enable evaluators, researchers and stakeholders to learn from each other through a cycle of planning, action and reflection. Action methods can be responsive to situations in ways that many other research methods cannot be. It is also expected that this approach ensures that the research provides a catalyst for change and promotes increased agency buy in to the recommendations and proposals that emerge in the final report.

The approach to this research can be broadly broken down into four key stages which are detailed below:

Stage One: Desk Top Research to include:

- an analysis of existing national policy documents and national/regional guidance
- an overview of existing research findings and published performance data
- a comparative overview of existing models of PPO delivery based on published strategy papers
- an analysis of local strategic documents relating to the key partners within the PPO programme
- a statistical analysis of current and PPOs designed to provide a demographic profile based on key variables including: age, gender and ethnic origin (continued in Stage Two).

Stage One was designed to provide critical context setting information which has underpinned the discussions located around developing greater alignment and improvements to service delivery. Key documents were identified with a view to developing knowledge and understanding of strategic priorities, operational requirements and national, regional and local delivery considerations. Statistical data has been collected to provide a quantitative analysis of key demographic profiles of existing PPOs.

Stage Two: An analysis of offender needs and service delivery to include:

- an analysis of local PPO criminogenic needs and perspectives based on structured interviews with twelve current PPOs in community based settings
- an analysis of agency records relating to the twelve PPOs
- structured interviews with the offender/case managers of the PPOs
- structured interviews with other key practitioners involved with the PPOs
- a statistical analysis of current PPOs designed to provide a demographic profile based on key variables including: age, gender and ethnic origin.

Stage Two was designed to provide a detailed analysis of the range of criminogenic needs located within a representative sample of the existing PPO cohort. Structured interviews with offenders and practitioners provided qualitative data which was analysed alongside quantitative data emerging from the desk top research. Agency records provided information relevant to the assessment of need and issues that have arisen throughout service delivery.

Key to this stage was the identification of resource gaps and unmet needs. The methodology has provided both offender and practitioner perceptions which have subsequently informed the discussions undertaken with operational and strategic managers within stages three and four of the research.

Stage Three: An overview and analysis of existing management and governance structures to include:

- observation of the Local Offender Management Panel (LOMP)
- structured interviews with the police and probation PPO Co-ordinators
- structured interviews with key members of the LOMP and other identified significant managers.

Stage Three was designed to provide a critical analysis of current delivery, focusing particularly on systems and process considerations. Key managers have been identified and interviewed in order to capture broad based perspectives on the obstacles and barriers that currently exist. A particular focus has been an evaluation of the effectiveness of collaborative relationships and how these are supported by reliable, transparent and accessible information exchange systems.

Stage Four: Data analysis, development and discussion of recommendations; Final Report

- focus group with key strategic and operational managers to debate findings from stages one, two and three
- subsequent structured interviews with individual members of the focus group when appropriate
- development of draft final report to include proposals for improvements to service delivery and a reporting framework
- development of final report.

Stage Four was designed to provide a collaborative approach to evaluate and reflect on the data analysis. The experience and expertise of current managers will be drawn upon within a structured focus group designed to enable the consideration of proposed service developments. Subsequent one to one interviews will provide more detailed and specified discussion of the key themes emerging from the focus group. It is intended that the draft final report will provide the basis for discussion at the focus group and will be subsequently refined by the ensuing group and individual interviews.

3. Demographic and Needs Analysis of Sheffield PPOs

This section of the report provides an overview of the demographic and criminogenic needs of the Sheffield PPOs generally and the 12 selected PPOs who were interviewed by the research team.

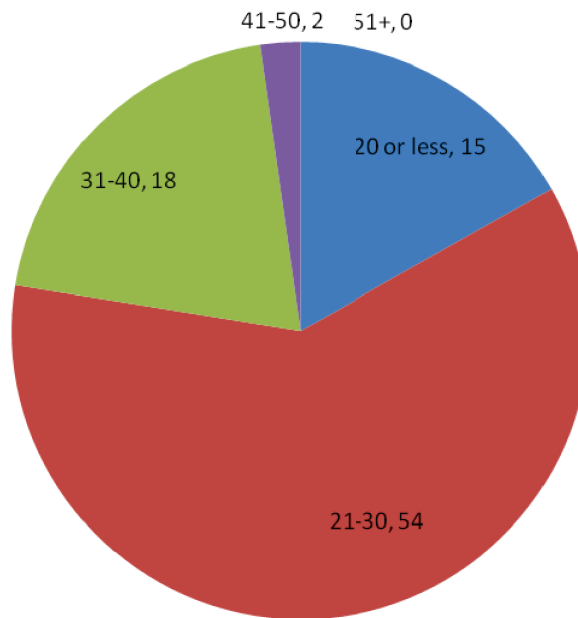
Data discussed in the following analysis was made available to the research team by the National Probation Service, South Yorkshire, via an information request. Whilst, as of 27th June 2008, there was a total of 89 PPO's(R&R) on statutory orders in the Sheffield division, OASys assessments existed for a limited proportion of these. Hence, some of the findings below are taken from data pertaining to 67 of these service users. It is also worth indicating that the assessments themselves may date back some time, notable instances being where 'offenders' have been in custody. To this extent as the analysis moves from demographic variables to criminogenic 'needs' the scope of the data becomes slightly more limited. Aside from providing a 'snapshot' of the needs of these individuals, the data provides a useful contextual backdrop to the profile of the 12 interviewees who took part in the research.

3.1 Statistical Data

Of the 89 PPO's on statutory orders in the division, 2 are female and the remaining 87 are male. The pie chart below illustrates the age ranges that these service users belong to:

Figure 1: Age of Sheffield PPO's

Pie Chart Illustrating the Age Range of Sheffield PPO's

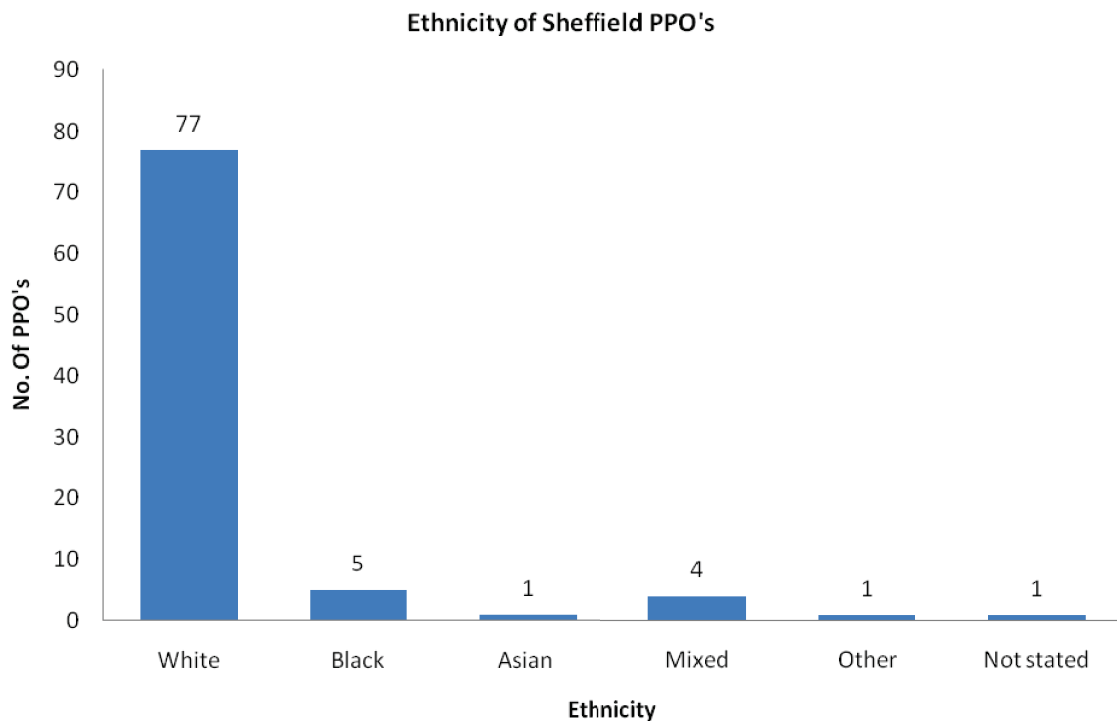


Of the 89 PPO's:

- The majority (54 PPO's) are between 21 and 30 years of age;
- 18 are aged between 31 and 40 years;
- 15 are 20 years old or under;
- The remaining 2 are between 41 and 50 years of age;

Currently, there are no PPO's above the age of 50. The next chart details the ethnicity of cohort members.

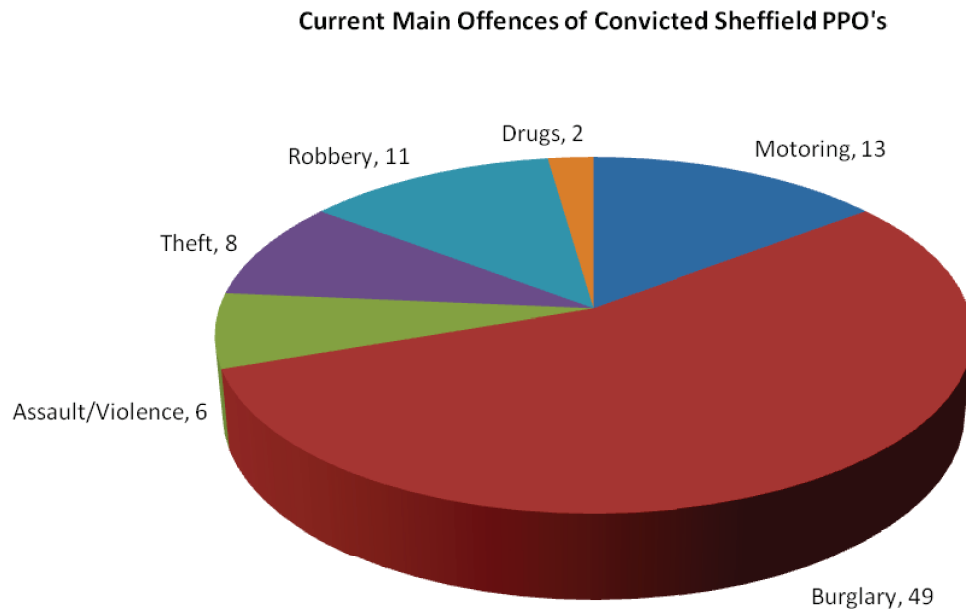
Figure 2: Column Chart of Sheffield PPO's Ethnicity



From the column chart we can see that the majority (77) of the PPO's are 'White', five are 'Black' and four are recorded as being of 'Mixed' ethnicity. The 'Asian', 'Other' and 'Not stated' categories all contain one PPO each.

Moving on to the offence profile of these 89 individuals the following pie chat captures the *main* offence for each of the service users, as recorded in OASys. It is not clear whether there are further, or multiple, offences existing alongside these.

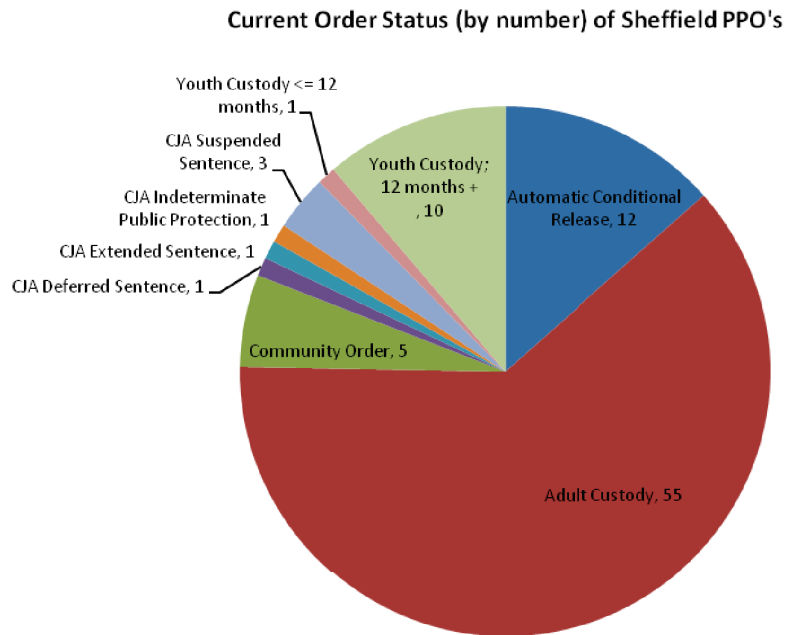
Figure 3: Pie chart illustrating the current main offences of Sheffield PPO's



The offence category with the highest incidence is 'Burglary', yet the insight that this offers is limited somewhat. As with other offence categories, there are potential sub-categories which may exist that could provide useful information. For instance, greater exploration might reveal that burglaries of dwellings account for a significantly larger proportion of the PPO cohort, when compared to other types of burglary (i.e. 'Burglary –other' and those which recorded as having an 'aggravated' character). These points aside, the data still provides a useful 'snapshot', which tells us that:

- Next to 'Burglary', 'Motoring' offences are the second most common main offences, with 13 PPO's, followed closely by 'Robbery' (11).
- 'Theft', 'Assault/Violence' and 'Drugs' have 8, 6 and 2 PPO's respectively.
- With this offence data in mind, the order/sentence status can also be considered, as shown in Figure 4.

Figure 4: Pie chart of Sheffield division PPO's current order status

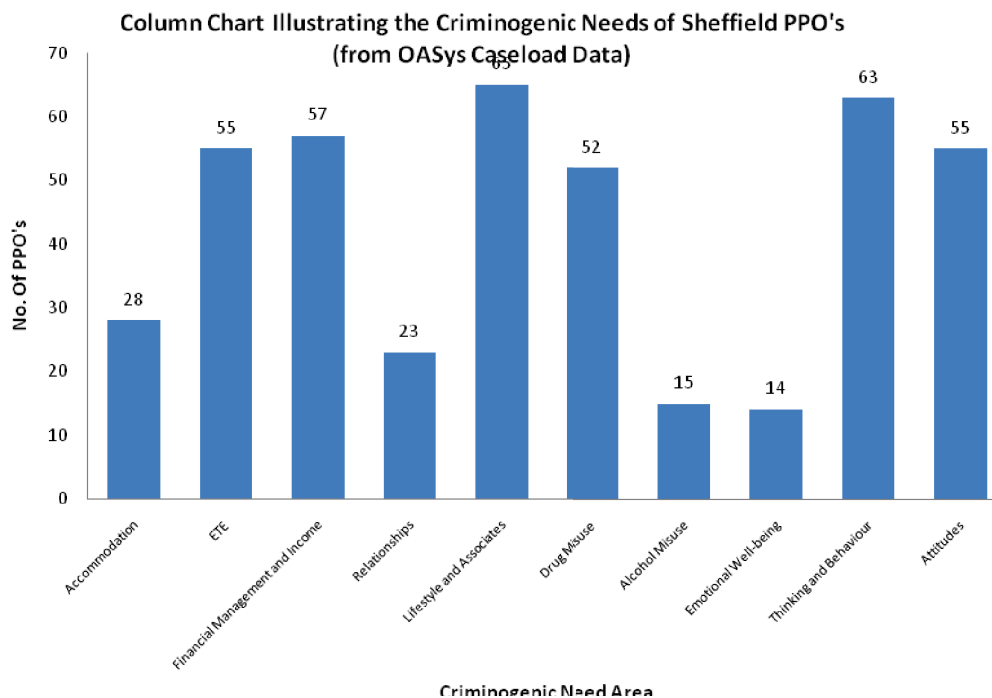


If certain components of the data are aggregated it becomes more apparent that custodial sentences are overwhelmingly the most common disposal Sheffield PPO's receive (as of 27th June 2008). Taking 'Adult Custody' (55 PPO's), Youth custody, both under and over 12 months duration (11 PPO's), and Automatic Conditional Releases (12) together accounts for 78 out of the 89 service users. The prevalence of custodial sentences perhaps further supports the importance of continuity in provision across custodial and community contexts. For the purposes of informing work undertaken in Sheffield this indicates the importance of strategic and practical engagement with custodial providers from both public and private sectors particularly when bearing in mind (ex) prisoners transition to 'community' settings.

As the chart also depicts, the relatively low numbers for sentences in the community are indicated by reference to those receiving a 'Community Order' (5 PPO's) and Suspended Sentences (3 PPO's).

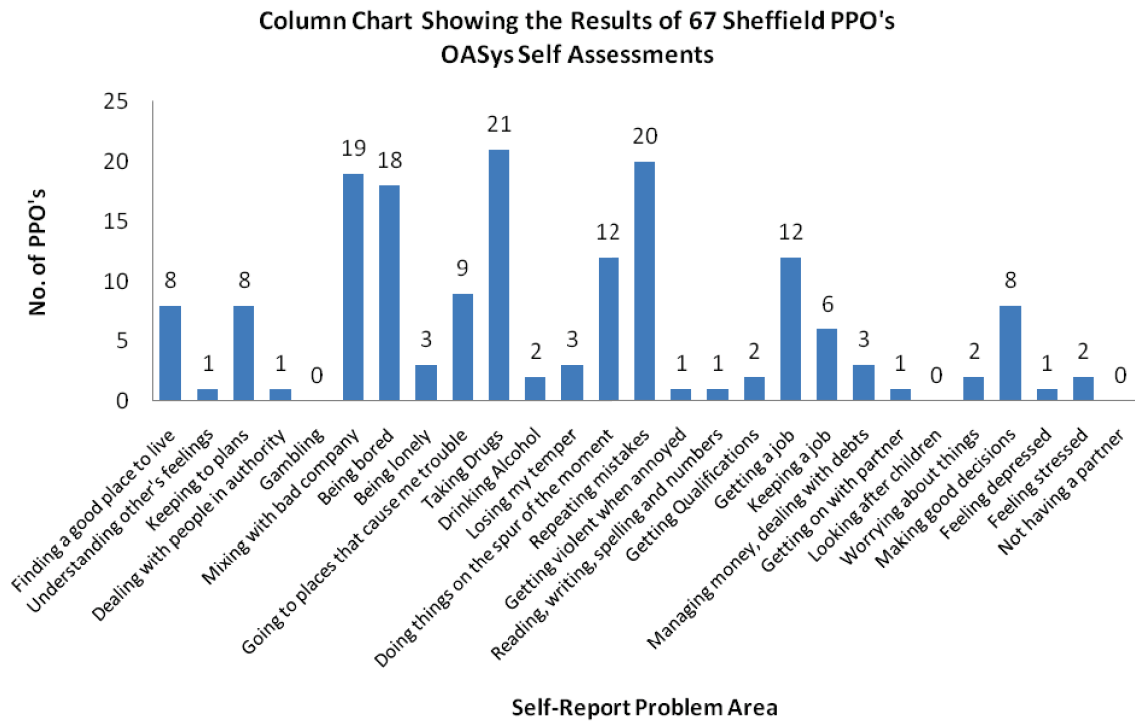
Having provided a brief synopsis of the demographic and offence variables of the cohort, attention is now turned towards the OASys data on criminogenic needs which was supplied on 67 of the 89 service users.

Figure 5: Criminogenic Needs of Sheffield PPO's (based on data extracted from 67 OASys assessments)



The column chart indicates that the greatest number of PPO's have criminogenic 'needs' around the issues of 'Lifestyles and Associates' (65 PPO's), 'Thinking and Behaviour' (63) and 'Financial Management and Income' (57). Other highly reported needs are 'ETE' and 'Attitudes' (both 55) and 'Drug Misuse' (52 PPO's). Although the other variables appear to have a relatively low number, such as 'Accommodation' (28) and 'Alcohol Misuse' (14) this data needs to be appreciated along with other, more qualitative, aspects of the evaluation. As has been documented, a 'holistic' 'resettlement' and rehabilitation perspective should appraise the inter-connected nature of 'needs' areas and should adopt a 'process approach' to service provision. In addition, this information can be juxtaposed with the OASys self-assessment exercise that entails service users responding yes/no to a list of 27 questions on potential problem areas (see column chart, Figure 6).

Figure 6: Self assessment of needs by a total of 67 PPOs



The column chart appears to have some symmetry with the 'formal' OASys assessment of 'needs'. Like the 'Lifestyle and Associates' category in the preceding graph, 'Mixing with bad company' attracts a similarly high proportion of responses, along with 'Repeating Mistakes' (20) and 'Being Bored' (18). These latter two hold some relevance it might be suggested, to 'service users' 'Thinking and Behaviour' as identified in the prior analysis. Also, although the influence of Offender Manager conducting data entry cannot be completely ruled out this would seem to suggest that there is at least some acknowledgement of these issues by PPO's themselves.

Interestingly, 'Taking Drugs' appears to have more prominence in self assessment data than in the formal assessment with the highest number of service users (21) citing a need or problem in this area, though it is fair to concede that this remains a highly significant issue across both data collection exercises. In the self assessment exercise particularly, 'Drinking Alcohol' seems to exhibit low numbers of positive responses (2), as do some of the variables around 'Relationship' issues (such as 'Not having a partner'(no respondents) and 'Getting on with your partner' (1). Qualitative fieldwork, however, is required to illuminate the specific characteristics of these problem areas, it is likely that a degree of overlap is present between certain areas, such as 'Doing things on the spur of the moment' (12) and 'Keeping to plans'.

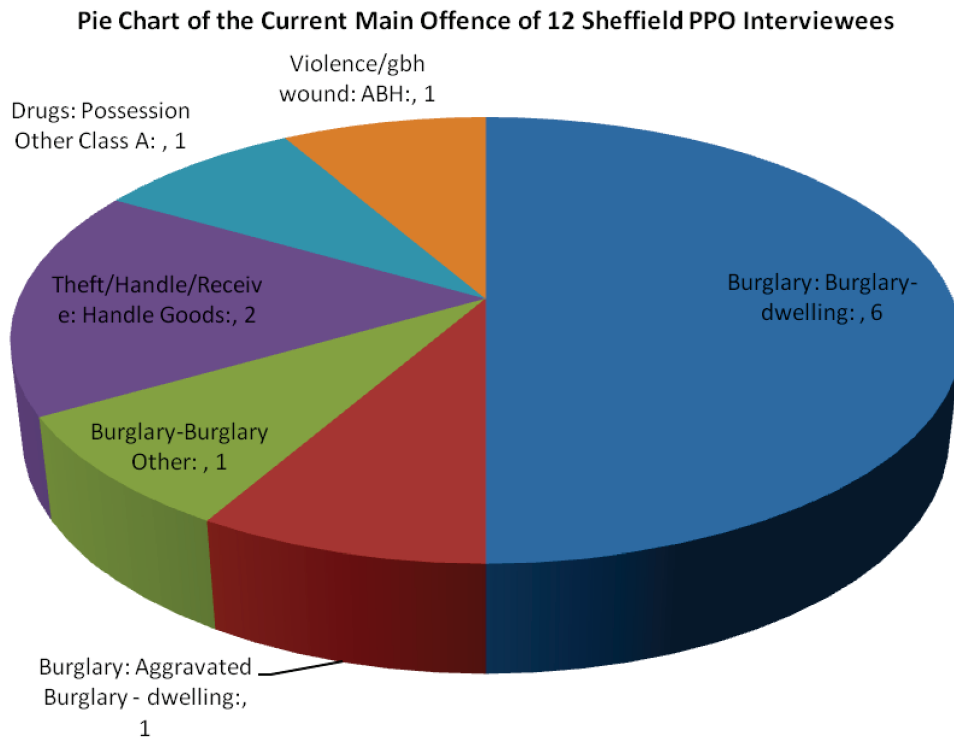
Prior to expanding on the qualitative fieldwork findings arising from interviews with 12 PPO's, the evaluation initially turns to focussing on investigating demographic characteristics, 'need' areas and further OASys case file contents of these individuals.

3.2 Demographic, Needs and Support Analysis of the 12 Selected Sheffield PPOs

Similar to the analysis of the wider PPO cohort in Sheffield, this section draws on 'case file' reading of the most current OASys assessments available for the 12 PPO's who took part in a semi-structured interview for the evaluation. For offence information the data was also cross checked with the Case Record And Management System (CRAMS), to confirm the timeliness and accuracy of information.

Having identified that 'Burglary' accounted for the majority of the cohorts main offence, the pie chart below shows the results of an analogous exercise conducted for the 12 participants. Offence names are taken from CRAMS.

Figure 7: Main Offence Profile of Evaluation Sample

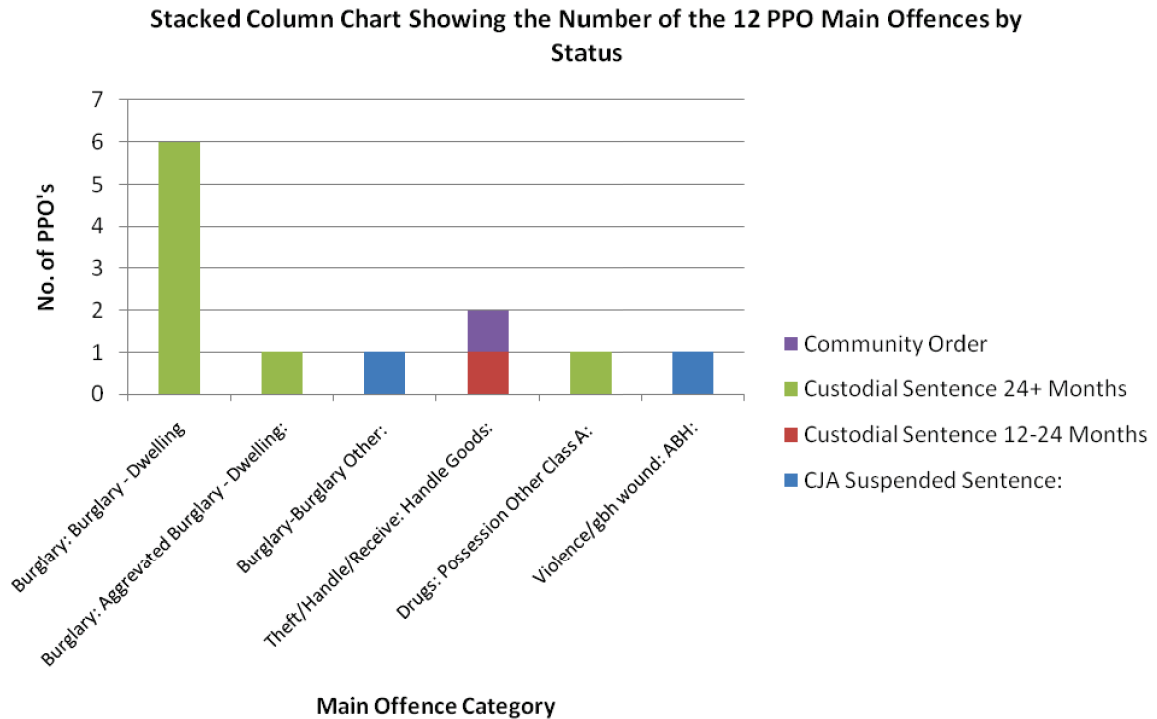


This pie chart reaffirms a continuation of the trend found in the cohort analysis, namely that 'Burglary' offences are the most predominant with 8 PPO's having these as their main offence. This is made up from numbers for 'Burglary: Burglary-dwelling' (6 service users), 'Burglary: Aggravated Burglary-dwelling' (1) and 'Burglary: Burglary Other' (1). The chart also reveals:

- 2 PPO's had 'Theft/Handle/Receive: Handle Goods' as their primary offence.
- Both 'Drugs: Possession Other Class A' and 'Violence/gbh/wounding/abh' accounted for the main offence of 1 PPO in each category.

Taking these findings further it is possible to combine offence category by the type of current sentence or order status (see Figure 8).

Figure 8: Order/Sentence Status by Offence Category

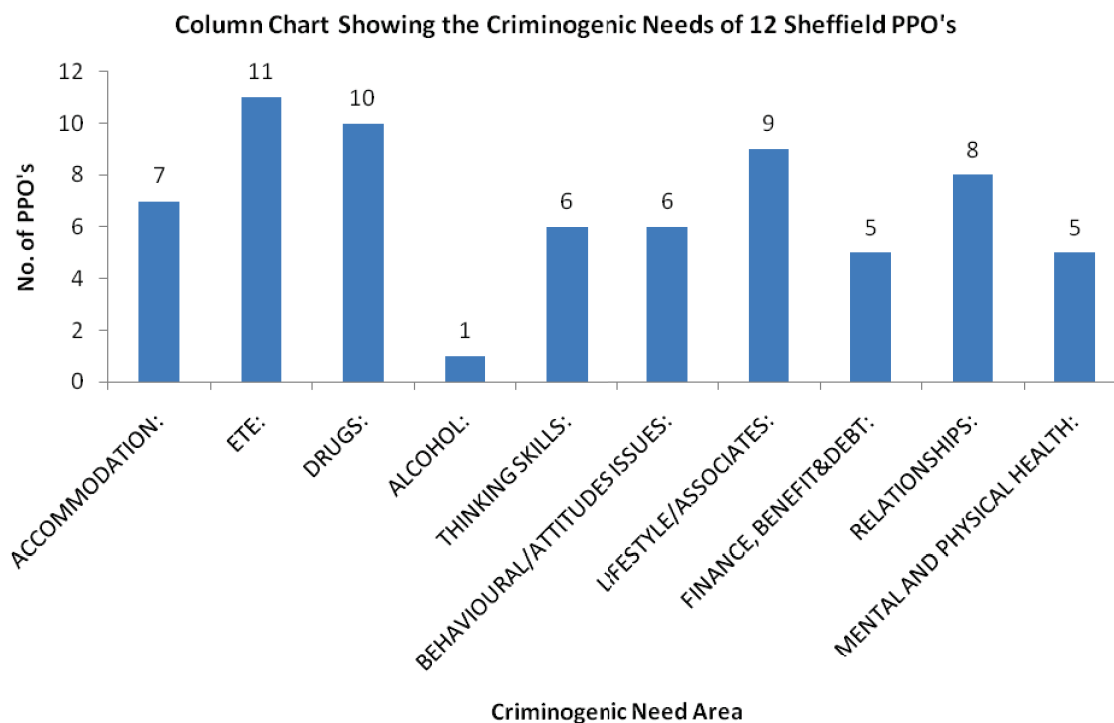


The chart tells us that all of the 6 PPO's convicted for 'Burglary: Burglary-dwelling' are currently serving custodial sentences of 24 months or longer. However it is worth noting that for one of these cases this takes on board their effective length of custodial sentence, allowing for the actual length of time a person is expected to stay in custody. Thus, this facilitates sentences for other offences to be accumulated (i.e. sentences that run consecutively). It may also be the case that for custodial sentences, regardless of offence category, PPO's may be serving the remainder of their sentence on licence in the 'community'.

Like their 6 counterparts for 'Burglary: Burglary-dwelling' the PPO with a main offence of 'Burglary: Aggravated Burglary-dwelling' was serving a custodial sentence of 24 months or longer. Out of all the PPOs associated with 'Burglary' only one had a non-custodial sentence in the form of a Suspended Sentence lasting 24 months duration for ('Burglary: Burglary Other'). For the two PPO's convicted of 'Theft/Handle/Receive: Handle Goods' one had a custodial sentence of 18 months (12-24 months category) and the other a 24 month Community Order. The remaining 2 PPOs, one who's main offence was 'Drugs: Possession Other Class A' and the other ('Violence/gbh wound: ABH') had a 44 months custodial sentence and a suspended sentence for 12 months respectively. None of the 12 were, at present, reported as being subject to Multi Agency Public Protection Arrangements.

Turning to the criminogenic ‘needs’ identified by their most recent OASys assessment it is important to note that the template devised for collection differs slightly in some of the categories names. Here a ‘best fit’ approach was therefore adopted and Figure 9 shows the results of this exercise.

Figure 9: Column Chart of 12 PPO Needs

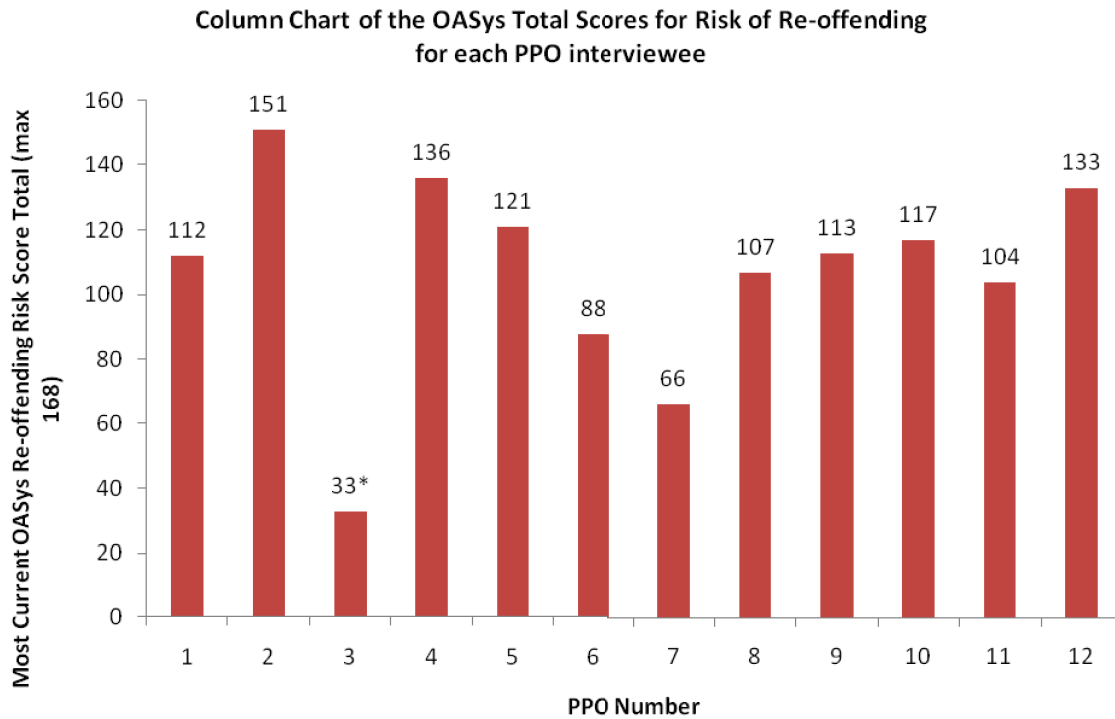


Returning to the analysis of the 89 PPO's in the division, the above results show some slight differences. Data was recorded primarily by referring to the OASys summary sheet, which details the level of ‘need’ in each criminogenic area. For the purposes of this evaluation a prominent ‘need’ is indicated by a score of 50% or more within OASys on a bar chart with a score of 50% or more. Although some level of ‘need’ may be present below 50% the advantage of taking this approach is that the most pressing or salient ‘needs’ are emphasized. The analysis demonstrates:

- There is a proportionately higher incidence of identified ETE related ‘needs’ for the interviewees, than the whole cohort (11 of the 12 having a need in this area), even though, for the former, this was still an area where there was a high number of service users exhibiting a ‘need’.
- Like the wider cohort, ‘Lifestyle and Associates’ and ‘Drugs’ appear to be areas of prevalent ‘need’ (9 and 10 of the 12 PPO's respectively).
- ‘Relationships’ (8), ‘Accommodation’ (8) along with ‘Thinking Skills’ (6) and ‘Behavioural/Attitude’ related issues (6) too were revealed as areas in which a considerable number of the participants had a recorded ‘need’.

The above areas of ‘need’ contributed to a score total for the 12 PPO's. These figures represent the calculation of the most recent level of risk of re-offending for each participant and are presented in the subsequent column chart:

Figure 10: Column Chart of PPO Risk of Re-offending Scores



As the column chart suggest, the level of the risk of ‘re-offending’ by PPO’s is, generally, high, commonly exceeding 100 with the maximum possible being 168. It should be highlighted that the third case*, having a low score of 33, has recently been de-registered as a PPO and was interviewed during this period of transition.

3.3 Work Undertaken by ‘Partnership’ Agencies

The OASys files had little qualitative information on the *outcomes* of referrals to other agencies, indeed it became apparent that the recording of such referrals were accompanied, at times, only with information as to what the referral was for (.i.e. drug misuse, mental health, ETE etc). As only these outputs were recorded, the semi-structured interview responses provide greater detail on the nature of clients’ experiences of engagement with agencies. Nonetheless under each area of OASys need, it was possible, at least, to extract agencies names.

Agency Name	Principal Associated Area of Provision (if Given in OASys)
Rainer	
Link-up	ETE
NACRO	
RAPT	Substance use
Remedi	
DIP	Drugs
Gurnsey House	
Fitzwilliam Centre	Drugs
Pennine Housing	Accommodation
Sheffield Housing	Accommodation
CAFCASS	
Phoenix	Drug Testing
PPO Project Eastern Avenue	PPO
JobCentre Plus	ETE
Action Housing	Accommodation
NOMAD 4	ETE
NHS/GP	Healthcare
NHS Direct	Healthcare
CARATS	(Prison Based) Counselling, Advice, Referral And Treatment Service
Progress 2 Work (P2W)	ETE
Grace Tebbitt House	Supported Accommodation
Start Up	ETE

3.4 The Premium Service

From reading the files regarding these 12 PPO's there was a lack of clarity around whether the service users had experienced a 'Premium Service' as a result of being identified and labelled a Prolific and Other Priority Offender, most notably when considering the 'rehabilitate and resettle' strand of national guidance. Although a number of the assessments gave the impression that PPO's are privy to a more proactive approach by staff members belonging to probation and other agencies, it was unclear as to whether this was attributable to the sentence/order conditions participants received. It was not possible from this analysis of OASys records to tell whether the level of contact staff had with clients was a result of a 'catch and convict' or 'rehabilitate and resettle' focus, or a combination of the two.

Furthermore the referrals to agencies often contained little on the nature of the services received by their users and whether a 'multi-agency' approach to 'Premium Service' was adopted, and experienced, or continued to be experienced. This not only reiterates again the importance of the semi-structured, qualitative interviews carried out with the 12 individuals, but also the ability of accountability and performance 'mechanisms' to be captured by OASys.

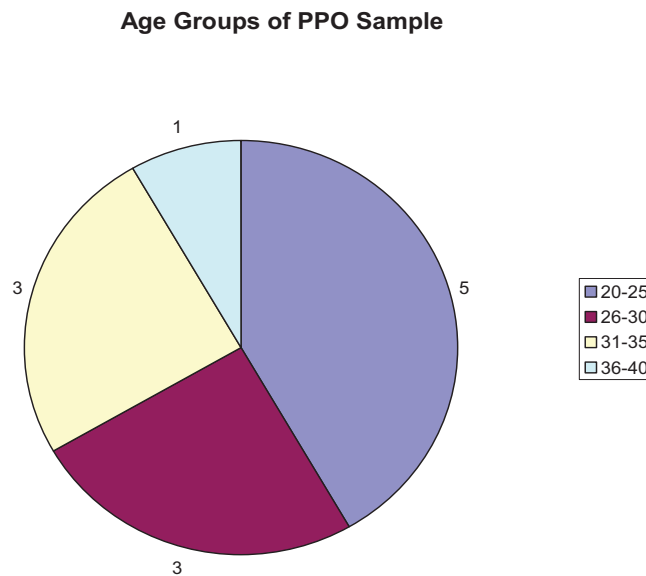
4. Findings from the Semi-Structured Interviews with 12 PPOs

In order to capture the views of PPOs currently on statutory supervision a total of twelve PPOs participated in a semi-structured interview, of the twelve:

- One was female
- All were white except one who identified himself as mixed white/Caribbean

The figure below shows the age range of the PPO sample interviewed:

Figure 11: Age Range of Interviewed PPOs.



As can be seen from the above figure:

- The majority (5) of PPOs were aged 20-25 years.
- 3 PPOs were aged 26-30 years.
- 3 PPOs were aged 31-35 years.
- 1 PPO was aged 36-40 years.

In order to represent these interviews effectively the analysis of the data has been broken down into the following key themes:

- Selection and De-Selection.
- Support and Engagement.
- Impact on PPOs.

4.1 Selection and De-Selection Processes:

PPOs interviewed as part of the sample considered that their labelling as PPOs was appropriate. All interviewees reflected that their inclusion was justified:

no reason why I shouldn't be on it (Sheffield PPO).

I got sentenced to a sentence and if this is what the sentence entails then...I'll stick to it (Sheffield PPO).

The majority of the PPOs saw their selection on to the PPO list as being a positive step:

I'm glad I'm on it (Sheffield PPO).

PPOs views on de-selection criteria or how long they were to be on the list were vague however:

Obviously they are going to keep me on it until they find suitable, until I've been on it long enough (Sheffield PPO).

I've got a long way to go yet (Sheffield PPO).

Indeed one PPO saw being removed from the PPO list as something he was looking forward to and was motivational for him:

If they want to take me off it because they can see I have completely changed and done a 180 in my life then that is a bonus for me (Sheffield PPO).

Using de-selection from the PPO list as a motivational strategy is also referred to by Offender Managers later in this report.

4.2 Support and Engagement with the Service

Support

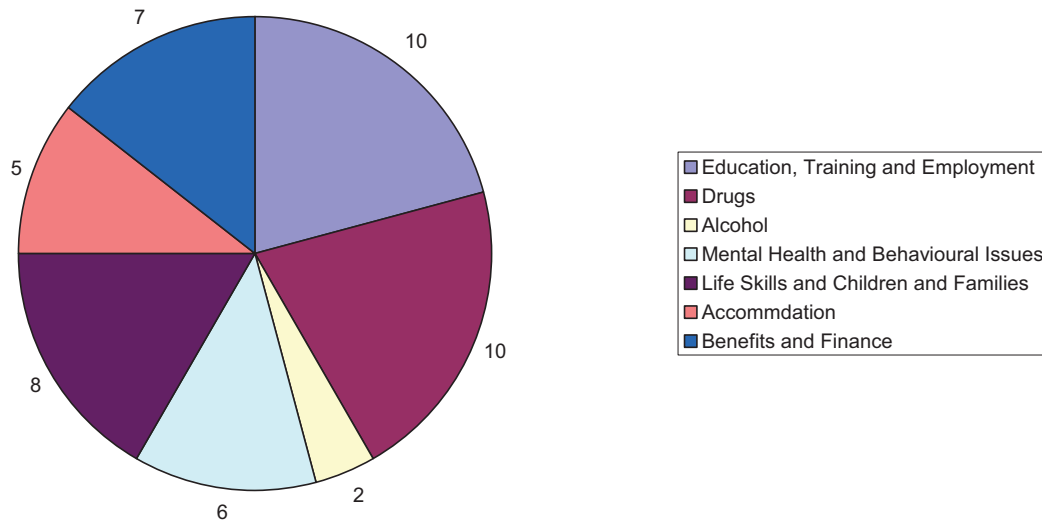
The PPOs interviewed listed the following agencies and organisations that they had most commonly accessed:

- NACRO
- DIP
- Link Up
- Starting Over
- The Fitzwilliam Centre
- Drug Counselling
- Remedi.

The figure overleaf illustrates the areas of support which the PPO sample engaged with the most.

Figure 12: PPO Engagement with Support Services

Areas of Support PPO Sample Engaged With

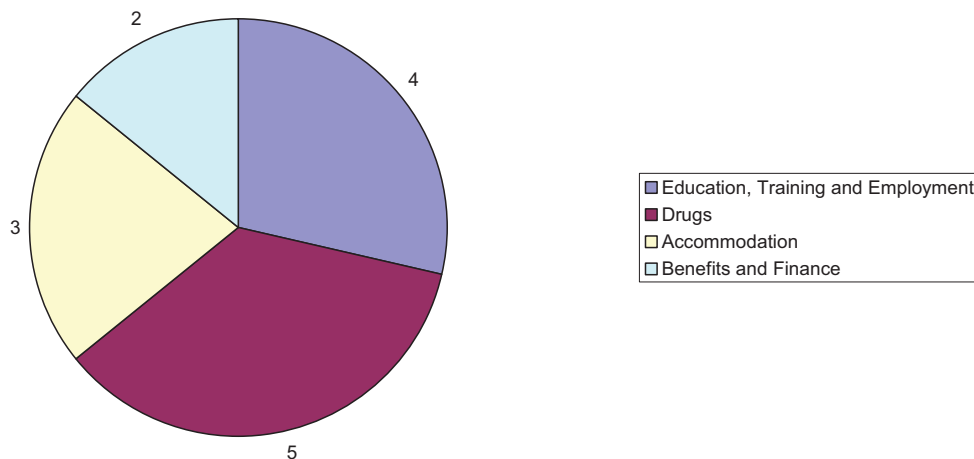


It can be seen that the majority of PPOs interviewed engaged most with education, training and employment, followed by support with drug addiction, support with life skills and children and families, support with benefits and finance, support with mental health and behavioural issues, accommodation support and finally support with alcohol addiction.

The figure below illustrates the areas of support which the PPOs reflected were most effective:

Figure 13: Areas of Effective Support

Most effective support received according to PPO sample



It can be seen that the most effective support was provided in the area of drug addiction according to interviewees. This was followed by support in education, training and employment, accommodation and finally benefits and finance.

Engagement

One of the key aims of the PPO Premium Service is to prioritise engagement with offenders in order to respond swiftly and positively to their support needs. The majority of PPOs interviewed reported that they felt they were receiving prompt attention which they saw as a key benefit of being on the PPO list:

It just means that if anything goes wrong I've got immediate help and things get sorted a lot more quickly (Sheffield PPO).

If I've got a problem and if they can do something they are straight on the phone (Sheffield PPO).

The majority of PPOs in the sample reflected that the service provided them with the appropriate areas of support. However, despite the immediate support provided, one PPO reflected that the PPO workers had tried to provide support with housing but that it had not been unavailable:

It's just probation to me...it's not useful they don't help you they try and help but there's not much help there you know. I'm struggling for a place to live at the minute. They try (to help) but they don't get nowhere (with agencies) (Sheffield PPO).

Two additional PPOs also reported that despite the attempts of their OM to prioritise their requests for support around accommodation and benefits, they were unable to help effectively. As a result, one PPO is still awaiting accommodation and the other is still waiting for his benefits to come through. As has been previously identified, housing and benefits agencies are frequently required by PPOs and there were indications from the PPOs that access to these resources were restricted.

Although some aspects of the Premium service were experienced as inconvenient and unhelpful, the availability of support at a time when they wanted to change led to their positive engagement with the service. PPOs commented:

I don't want to do it really because I thought it's a bit harsh and I were only young then and I weren't really bothered about probation and I weren't bothered what anybody had to tell me. They're going to be hassling me and not letting me get up to mischief that I want to be getting up to'. [But this time] I have embraced with probation and I thought I've had enough its better for me because its given me a structure. With me being into drugs and crime, any authority figure I seen as a threat and I didn't want to know I just pushed them away but when I knew I wasn't getting anywhere on my own I just thought it only can help if I just work with them (Sheffield PPO).

Hated it to start with [but] back then I wanted to be a criminal and I wanted to take drugs and it was a headache because I was getting watched by the police...so I was never out long before I were off the street and back to prison'. I changed because I wanted to change. It doesn't try to change you its just there for you when you want to change (Sheffield PPO).

PPOs reflected that being on the scheme prevented them from returning to the lifestyle which resulted in entering the Criminal Justice System:

It's a bit inconvenient for someone like me just getting out of prison and having to come here and be on curfews...but...as you go through it you realise that its more of an observation of you so that you cant just get out of jail and carry doing what you used to...For me, with the drug testing twice a week for the first few months and then once a week its like its made me not use because...I know I'm getting a test and if I get a positive test I'll go back to prison. It's been good anyway, they've helped me (Sheffield PPO).

As relationships developed with their Offender Managers, they experienced the PPO service more positively:

...as time went on and they helped me with different problems that I had I don't mind it...sometimes it's a good thing to be on a PPO scheme and it just reminds me of what I've got to loose...I think if I didn't have this intense supervision the problems that I've had before that I've been helped out with I might not have been able to speak to my probation officer about it and get help quickly enough (Sheffield PPO).

PPOs reflected that the relationship they had with their Offender Manager had a significant impact on their engagement with the PPO service and consequently the outcomes. PPOs described that having an Offender Manager who they '*clicked with*' (Sheffield PPO) and with whom they had '*built up trust*' (Sheffield PPO) had a positive influence on their experience of the service. Similarly, another PPO commented that:

people have shown an interest in me which has (helped me) to do good (Sheffield PPO).

One significant finding was that some PPOs indicated that having family support, usually from a partner and children, had an impact on their decision to discontinue offending. Family support, in addition to support from the PPO scheme, was found to be key in terms of enhancing the opportunity for positive outcomes for PPOs, their families and the wider community:

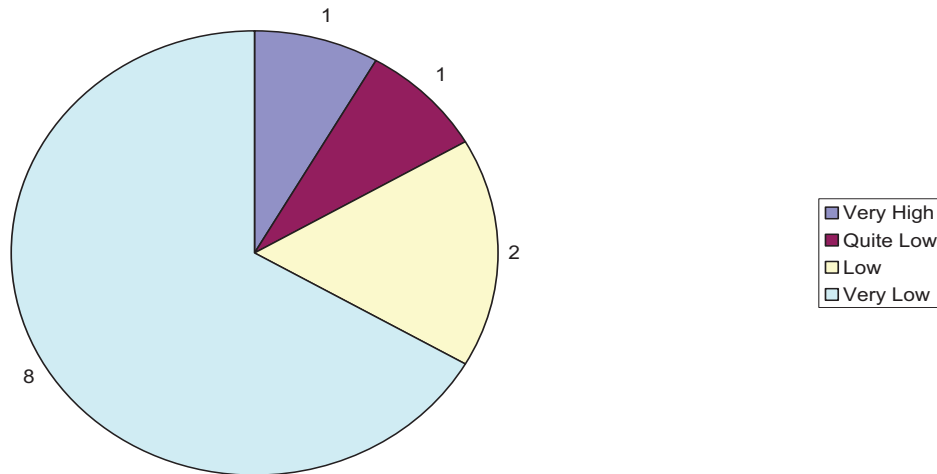
I've got other things in my life now'. 'Now I've not got a habit they mean everything to me (wife and children)'. 'I think it's because of me it's working this time, because I don't want that life anymore, I don't want to go back to prison, I don't want to be a drug addict, I want to spend time with my wife and my kids (Sheffield PPO).

4.3 Impact on PPOs

As the figure below shows, the majority of PPOs felt that their risk of re-offending since becoming a PPO was very low, with only one scoring themselves in any of the 'high' risk categories.

Figure 14: Perception of Risk of Re-Offending.

Perception of risk of re-offending since becoming a PPO



It can be seen from the graph that:

- The majority of PPOs (8) rated their risk of re-offending as very low.
- 2 PPOs rated their risk of re-offending as low.
- 1 PPO rated their risk of re-offending as quite low.
- 1 PPO rated their risk of re-offending as very high.

Clearly these self-assessments do not reflect the relevant OASys data which indicated high re-offending risks.

The majority of PPOs reflected that their re-offending had reduced since becoming a PPO. However they attributed this to a personal choice; deciding to stop offending at a certain stage in their lives which resulted in their engagement with the PPO service and accepting the support available. However some PPOs reflected that without the support provided by the service they may not have been as successful in reducing their re-offending. One PPO commented:

I don't think these can help you, I think the only people who can help you in that is yourself and if you're going to do it, you're going to do it and if you don't want to do and you don't want to go back then you won't do it...but these won't help you...they do try (to help) (Sheffield PPO).

Another PPO noted:

There's only one person who can do it and that's yourself and if you know deep down that you're not going to re-offend then that's all that matters (Sheffield PPO).

A further PPO commented:

Don't even think about doing any crime, don't need to'. If you want it to help you. It gives you motivation as well to change (Sheffield PPO).

Similarly, another PPO said:

Its not only the people that you are working with but its your own frame of mind and your own attitude and its whether you want to engage with the people that are engaging with you...if you are not at that stage then no amount of support is going to stop you offending or is going to stop you using drugs, they can only guide you in the right area, but if you're not ready for that it doesn't matter what support network you've got... I really think it depends on the individual (Sheffield PPO).

Summary of key findings from the PPO Interviews:

- The majority of PPOs accepted their status as PPOs and generally regarded their inclusion on the programme as beneficial.
- The PPOs did not have a clear understanding about what would cause them to stop being classified as PPOs.
- Most PPOs recognised that they were receiving rapid responses to their identified needs.
- The majority of PPOs felt that their needs were being effectively addressed but that there were particular issues about securing appropriate accommodation and accessing benefits.
- PPOs indicated that they had become more positive about the programme as they experienced what it had to offer.
- Offenders emphasised the importance of maintaining continuity with their offender managers over a prolonged period.
- Some PPOs emphasised the critical role played by “significant others” (usually family members) in motivating them to avoid offending.
- Almost all PPOs regarded themselves as at a low risk of re-offending.
- The PPOs generally indicated that their engagement on the programme had contributed to this low risk but that they were individually responsible for changes in their attitudes and behaviours.

5. Findings from the Semi-Structured Interviews with Offender Managers

This section of the report presents the themes that emerged from the OM interviews.

Sample Profile

A total of five Offender Managers (OMs) participated in semi-structured interviews. The OMs were selected as they managed one or more of the sample of PPOs interviewed for this evaluation. Two OMs were female and three were male. Between them, the OM sample had more than fifty years probation experience and had been in the PPO team between four months and four years. Indeed, length of service in the PPO team emerged as a significant distinction in perceptions of the effectiveness of the PPO Premium Service between the OMs who had been in the PPO team for more than two years and those who had joined the team more recently. The opportunity to work intensively with clients, the appeal of multi-agency working and working with a shared case load were cited as the OMs rationale for wanting to work on the PPO team.

In order to analyse these interviews the findings have been broken down into the following key themes:

- Selection and De-Selection
- The Ethos of the Premium Service
- Service Delivery Needs
- Service Delivery Gaps
- Multi-Agency Working.

5.1 Selection and De-Selection

OMs expressed a clear definition of what constituted a PPO, all indicated they were aware that OASys and Matrix data were utilised by the LOMP to select and de-select from the PPO list. Two OMs in the sample attended the LOMP regularly and felt that probation input into these decision making processes were equal to that of the police. Clearly the active engagement of OMs with the LOMP decision making processes promoted and enhanced their understanding of selection and de-selection issues and processes. In general the OMs indicated that they thought these systems worked well, however it was reported that there were issues of non-attendance at the LOMP from certain agencies who potentially could contribute to decisions about case and risk management.

One OM felt that on occasions there were restrictions on the sharing of police intelligence at the LOMP that hindered effective risk management.

De-selection of PPOs from the list does not usually occur before the end of a licence period. Some OMs used exit strategies to encourage and motivate their PPOs, but admitted it did not work with every PPO and that often the reduction of restrictions could be a more effective motivation tool. Some OMs found that de-selection could be used as a motivational strategy for some, but not all PPOs. There was a perceived opportunity for creating greater consistency and

transparency around the issues of de-selection that could be grounded within more explicit shared decision making and case management discussion. The LOMP provides opportunities for this but the High Intensity team at Eastern Avenue recognised the potential additional value of case management discussion within team meetings.

5.2 The Ethos of the PPO Premium Service Label

OMs identified the PPO label as embodying an enhanced service, in which the aims were to provide this group with:

- A prioritised and prompt service
- Management from professionals with a joint collaborative working ethos
- Intensive support
- Acute multi-agency working
- Priority access to enhanced resources.

However, in terms of prioritisation, one OM commented that this was currently only happening 'in theory' (Offender Manager) partly because the strategic and organisational links between agencies were not always in place. A number of OMs reported that acute multi-agency and joint working was becoming increasingly challenging, due to recent changes in the ways PPO cases are managed; this appears to be associated with the implementation of the offender management model which can result in OMs spending less face to face time with the PPOs. There was a perceived tension between undertaking the administrative functions which support effective risk assessment and case management, and the opportunities available to spend time face to face with PPOs delivering key interventions. It was recognised that much of the administrative outputs were valuable but concerns were expressed that the balance of activities had moved too far away from direct involvement with the PPOs.

5.3 Service Delivery Needs

OM's identified that PPO needs were not different from those of a non-PPO but that they are likely to include a broad range and breadth. The three most significant areas of need were identified as:

- Housing/ accommodation
- Benefits
- Drug Treatment.

Accommodation was reported as a major issue for PPOs, both for those in prisons and for those in the community. This was not always expressed in terms of acute homelessness but rather that the accommodation in place for PPOs was not conducive to their rehabilitation. The issues were exacerbated by the transient nature of their prison confinement and the often chaotic nature of their lives outside of prison.

Access to benefits was also reported as being a significant need that was not always addressed effectively; risk of re-offending following release from custody

was thought to be significantly increased if PPOs were unsuccessful in securing appropriate financial support in the short term.

5.4 Service Delivery Gaps

OMs were unanimous in their view that there were no major gaps in the provision of services for PPOs. All felt that the areas of support required by their PPOs were addressed during supervision but also identified a need to develop more effective strategic links with the key agencies that provided support and services to the cohort. For example, with regard to mental health services, the PPO team have access to a CPN¹ in the court team; however this is not always the same individual and therefore real understanding of the workings of the PPO scheme is limited. As a consequence:

*You have to spend time explaining it every time you ring
(Offender Manager).*

It was reported that PPOs were often de-motivated to claim benefits as they might on occasions receive nothing for between 6 to 10 weeks following their claim. This clearly has the potential for raising the risk of re-offending.

In terms of accommodation, OMs reported that the council provide tenancy support for the first 16 weeks, after which they withdraw. Given the chaotic lifestyle of many PPOs, OMs identified a need to provide lengthier periods of housing support and that this might contribute significantly to the effective resettlement of some of the PPO cohort.

Some OMs felt that their opportunities to engage with prison and home visits had been reduced as a consequence of the implementation of the offender management model and this was seen as leading to the provision of 'bitty' support (Offender Manager). OMs felt that it was important:

to build up rapport with the PPO. We need to have time to work with them in prison continuity of contact, to recall them too. We don't get to see them before they come out either (Offender Manager).

The need to ensure effective communication between the probation and prison service was recognised as fundamental to the effective implementation of the offender management model; this was increasingly being achieved as the model became more embedded but it was reported that some obstacles remained in terms of information sharing. This applied both across agencies and within the probation service itself and again partly reflects the need to ensure that the key roles identified within the offender management model (OM, Offender Supervisor, Key Worker) are supported by open and shared case discussion. In order to promote this OMs expressed a wish to set up regular team meetings which would provide an opportunity for greater casework discussion.

¹ Community Psychiatric Nurse

OMs reflected that the one area which proved the most difficult to address was that of 'changing attitudes' (Offender Manager). Attitudinal change is a prerequisite of reducing risk and is more likely to be achieved when intensive face to face supervision is made available. Frequently this is provided by attendance at accredited programmes but there is also a clear need for OMs to have an opportunity to provide reinforcement and maintenance interventions in a structured manner.

5.5 Multi-Agency Working

There is a police officer and accommodation officer based at the Sheffield PPO office. The DIP also have a presence and access to drug treatment is described as 'pretty good' (Offender Manager). NACRO and Rainer provide education and employment advice to PPOs and prison contact was described as:

getting better I think- they've got Offender Supervisors in there now- depends which prison though. We go in for sentence planning and in theory at least see them once a year. But the PPOs get no priority in prison at all (Offender Manager).

It was reported that the prisons often do not have the programmes running which the PPO needs to access, or there is a waiting list as:

Public protection sentences get priority now (Offender Manager).

Some OMs were able to identify specific inter agency approaches that worked particularly well. Action Housing was cited as an example. Generally relationships between key agencies and providers were viewed positively although there was a recognition of the impact of competing agency agendas and priorities:

Works great, but different agencies have different agendas and targets to meet. We work with the ones we need (Offender Manager).

One OM suggested that the PPO service would benefit from agency working boundaries being clarified and identified the need to identify single points of contact (SPOC):

Clearer defined boundaries, clearer defined expectations for everybody including case managers and also for offenders would be more helpful. If other services came on board and were a bit more supportive that would help. Just what we've got, but tighter and specific access to one point of contact in agencies (Offender Manager).

This was supported by another OM who commented:

If we had closer ties with nominated individuals as points of contact that would be great. It is very helpful when you know you've got one contact at one agency who you can get in touch with and discuss that is going on. I don't think that is really in place. There is not one point of contact; you are

almost having to negotiate smaller mini contracts between people (Offender Manager).

The importance of developing relationships with individuals within partner agencies was also related to the opportunity for working in a genuinely collaborative manner. To achieve this effectively face to face meetings were seen as important but not always achievable given time and resource constraints:

We use them (partner agencies), how much we co-work with them is debatable. We should have a three way meeting but realistically this does not happen in most cases because you don't get the time to do that. You get people to sign consent forms at the start to say that they will share information and that is normally enough (Offender Manager).

One of the recommendations from the National PPO Evaluation was the co-location of key staff, which the OMs in Sheffield agreed would be a positive move in terms of the delivery of a premium service. However they all agreed that gaining the genuine engagement and co-operation of other key agencies would be just as positive a move. All indicated their desire for an identified point of contact in agencies like housing, benefits and mental health services who were both aware of PPO process and work loaded specifically to do so:

If it is run tighter it can work well, prisons need to get on board more and adopt the model more, although they have pressures themselves. Overall I think that it can be very positive. But collaborative working and close knit teams work well (Offender Manager).

5.6 Summary of Key Findings from the Offender Manager Interviews

- OMs had a clear understanding of the selection criteria and confidence in the role of the LOMP in reaching well informed decisions.
- There was less clarity about the criteria for de-selection and some OMs saw a potential for using the de-selection option as a motivational tool.
- OMs reflected that the access to services could be enhanced by the identification of single points of contact within provider agencies, who were knowledgeable and sensitive to the PPO priorities.
- Access to benefits, appropriate accommodation and housing support were identified as the most significant gaps in the provision of services.
- Concerns were expressed that direct communication with partner agencies was limited as a result of the absence of Practice Meetings.
- The development of the offender management model was seen by some OMs as reducing opportunities for intensive face to face supervision of PPOs and resulting in OMs becoming overly work-station bound, too engaged in administrative and bureaucratic practices.
- OMs expressed a wish to develop greater opportunities to engage in case management discussion within the High Intensity team.

6. Findings from the Stakeholder Interviews

This section presents and analyses the perspectives of key stakeholders in the PPO scheme. It moves on from the previous discussions to consider more strategic aspects, including leadership, accountability frameworks and the extent to which the partnership has been able to mobilise relevant services for PPOs.

Data has been drawn from semi-structured interviews with the following:

- Police, youth offending and probation managers
- Sheffield City Council's Head of Safer Communities
- the commissioner for criminal justice related substance misuse services
- Addaction (current provider for the DIP)
- NACRO, Progress to Work Programme
- the housing officer based at the PPO unit in Eastern Avenue.

The data from these interviews has been analysed according to the following key themes:

- Partnership Structures
- Offender Management
- The Premium Service
- Targeting.

6.1 Partnership Structures

Sitting within the Safer Communities Partnership, the two key groups relating to the PPO scheme are the

- Local Offender Management Panel (LOMP) - this discusses registration and deregistration of offenders as PPOs on both the Resettle and Rehabilitate and Catch and Convict strands of the scheme.
- Local Implementation Group (LIG) - this group takes a more strategic overview of the processes and resources pertaining to the scheme ensuring that the right offenders are being targeted and focusing attention to performance management issues.

The Deter strand of the scheme aimed at juvenile offenders is dealt with internally in the YOT, but reports to the LOMP. Both the LIG and the LOMP are chaired by the probation service. The LIG has a link to the Performance, Planning and Resources Group within the Safer Communities Partnership structure and, through this, is held accountable. Comments from interviews suggested that this arrangement is robust although there were identified opportunities for enhancing the transition from youth justice to adult provision.

The LIG

Several interviewees were members of the LIG and the feedback included a range of observations designed to clarify and enhance the overall effectiveness of the group. Some interviewees wished to see the meetings more focused on actions and ensuring delivery of premium services, rather than internal processes:

Rightly or wrongly, we have not gone down the road of looking at accommodation, ETE, some of the Pathways... our focus has been much more the running of the scheme and that has been a bit of a narrow vision for the group (Strategic Manager).

Discussions have taken place about the remit of the meeting and currently the Chair has undertaken to construct new Terms of Reference for the group. This reflects a broad debate about whether the LIG should take on a wider role in relation to offender management, perhaps incorporating certain functions of the YOT management group and other areas where joint working can usefully be promoted. Currently the LIG identifies its core responsibilities as:

- Providing oversight in relation to the development of strategies designed to secure the LAA reducing re-offending targets.
- Providing leadership and oversight of the PPO Premium Service.
- Providing leadership in responding locally to the key Regional Re-Offending Pathways identified with the Reducing Re-Offending Action Plan.
- Ensuring that the PPO arrangements are directing the right interventions at the right offenders.

In terms of fulfilling these responsibilities some respondents identified a need to engage more effectively with partner agencies outside of the criminal justice system in order to respond more effectively to the regional pathways

One interviewee summed this up by saying:

There is more to do and a wider group of people to galvanise around reducing re-offending and PPOs... I personally think that the way forward is to have a more strategic LIG that receives information from a range of offender projects and takes a more needs analysis and gap analysis way forward for the city type of approach (Strategic Manager).

It was recognised that some of the issues that emerged from the PPO and OM interviews regarding access to services needed to be addressed at a strategic level and that in order to achieve this the LIG needed to engage with key providers.

One key emerging issue was that of the need to create a more effective strategic relationship with the prison service and local prisons. This was recognised as problematic but although the roll out of OM2 had created structures at an operational level to provide more effective end to end management of PPOs through the prison gate, this needed to be underpinned by enhanced strategic links with prison based resettlement/offender managers. It was acknowledged that the governance arrangements within the prison estate do not lend themselves readily to participation at the LIG but nevertheless it was felt opportunities for more effective collaboration should be explored.

The LOMP

Representation at the LOMP is at a more operational level. Addaction, as provider for the DIP, attends and the YOT is represented by a police officer. The primary functions of the LOMP are to consider registrations, de-registrations and to review PPO cases at critical points. Feedback from participants indicated that the LOMP is regarded as broadly effective in achieving these aims and this was confirmed by direct observation of the meeting. There is clearly an opportunity to share police intelligence and casework knowledge from the probation service, the DIP and YOS. Action points are specified and minuted.

Several interviewees discussed the police initiative, Operation SABRE, in relation to the LOMP. They indicated that the initiative arose in order to provide a more responsive target list of offenders, focusing on current behaviours rather than past histories. It is therefore easier to enter and to exit from the SABRE list of typically 20-25 offenders. As a result, Operation SABRE deals with proportionately more young people.

Interviewees did not indicate that the workings of the LOMP and SABRE were in conflict, but points were made about having to resource two operations working in parallel. Questions were raised about how those offenders on the SABRE list might more effectively secure interventions from the neighbourhood police teams and there was a perceived need to integrate SABRE more cohesively within the policing structures.

The fact that the SABRE list is separate to and only partly associated with the PPO processes suggests that opportunities for maximising interventions with this group of offenders is reduced. A closer working alliance between Sabre and the LOMP could contribute to the opening up of early and additional interventions. There was support for looking at the feasibility of greater co-location to promote more joined up approaches.

6.2 Offender Management

Underlying discussions of the PPO scheme were a series of more general thoughts and ambitions about offender management. Some interviewees were keen to seize upon the opportunity to develop the LIG as a vehicle for overseeing and developing closer interagency relationships and offender management practices. This could assist in harmonising practices with different groups of offenders and age ranges:

We could start to develop some of the relationships locally about how we deal with community sentences across the piece and how we deal with post-court activity, offenders within the CJS... one of the key areas that has been highlighted is around transitions and that is always difficult
(Strategic Manager).

It was evident, however, from interviews that there were differing notions of what offender management might mean. This particularly focused on the degree and nature of interventions required and the extent to which its main focus should be control or rehabilitation. Also pertinent are ideas about how work should be co-

ordinated between agencies and consistency achieved, in order to create an effective end-to-end process. The PPO scheme in Sheffield is regarded as a model of effective practice and discussions focused on the extent to which the processes and principles supporting the approach could be integrated into the broader arena of resettlement and offender management. In some respects it would appear that progress has been made in achieving this as evidenced by the fact that all Tier 2 and 3 offenders now receive National Standards appointments with the DIP. However there was also a concern expressed that any shifts toward a more encompassing strategy should not dilute the focus of resources on PPOs.

Co-location has taken place in terms of the police service and probation offender managers at the Eastern Avenue PPO unit. The DIP has a presence there, although the dedicated PPO worker is based elsewhere. The probation Drug Rehabilitation Requirement (DRR) team also shares the location, with testing and other services being contracted to Phoenix. There is therefore a reasonable degree of synergy at operational level for those offenders on the PPO R&R list. Work with these offenders is led by the probation service. It is apparent that this partial location has done much to improve information exchange and create trust and confidence in collaborative approaches. However it was also recognised that there were opportunities to build further on this approach by the inclusion of the agencies that provide wrap around services. Such a development would probably necessitate a change of location; the Eastern Avenue location was thought to be both poorly situated and inadequately resourced to provide the basis for a significantly enhanced co-located team.

Effective joint working with PPOs on the C&C list is more limited. These offenders are primarily dealt with by the police. It was pointed out at interview that relatively few of these offenders have been referred to the DIP, in contrast to those on the R&R list. The focus of work with those on the C&C list is likely to be surveillance and control, with intervention delivered on a voluntary basis. Nevertheless, this does raise questions about whether the needs of these offenders are being appropriately identified and the extent to which services are being offered. This point is also relevant to the offenders within the SABRE list who are not registered PPOs.

The above may highlight divergences and tensions in the ways that offenders on the two lists are managed that are indicative of the need to provide a more joined up strategic vision for priority offenders as a whole.

The picture is different for young offenders as the YOT deals with all aspects of their management and intervention, within their own multi-agency structure. The YOT has dedicated one police officer to the PPO scheme who attends both the LOMP and the Operation SABRE meetings, so ensuring consistency in the way that young people are dealt with. Through this officer, the YOT reports to the LOMP on any under 18s on the PPO R&R list. Accountability for the Deter list, which is managed by the YOT internally, is looser but this is now being reviewed and the processes reinvigorated, with PPOs coming again under the remit of the YOT's Risk Panel. Dedicating a police officer seems an appropriate use of resources and, along with the YOT manager involvement at a strategic level, has secured the YOT's position within the PPO scheme. The development of a top 30

priority list has sharpened the focus and helped to ensure that resources are targeted appropriately.

6.3 The PPO Premium Service

PPOs are individuals with multiple and complex needs; being effective in reducing offending therefore means addressing a range of personal, practical and structural difficulties. It also means engaging services that can help individuals build on their existing strengths and coping strategies.

From the stakeholder interviews it was apparent that there are a number of clear indications that Sheffield's PPO scheme offers an enhanced and/or different range of services for adult PPOs. In particular the following were identified:

- PPOs on the R&R list are designated as Tier 4 within the NOMS offender management model and so receive a high level of contact with their offender managers.
- A dedicated PPO unit at Eastern Avenue with access to DIP/DRR services is helpful.
- The DIP is able to deliver a premium service for PPOs (faster referrals, faster assessments by treatment services).
- The housing officer at Eastern Avenue prioritises PPOs within his generic range of referrals.
- Placements are made within supported housing projects by virtue of the relationships established by the probation service and supported by knowledge of the supervisory framework around PPOs.
- Access to accredited programmes is prioritised.
- There are good relationships between OMs at Eastern Avenue and the NACRO Progress to Work scheme, which has contacts with local employers.
- Information exchange was consistently described at interview as robust and a healthy feature of the scheme.
- Levels of face to face contact with PPOs are enhanced.
- Intelligence and enforcement practices are robust.
- Restrictive and rehabilitative conditions to orders and licenses are implemented.

The scheme, however, is not providing an enhanced or premium service in other respects. This may be symptomatic of a lack of strategic engagement with service providers outside of the criminal justice arena, housing and ETE in particular. Specifically it was noted that:

- The most significant problem facing PPOs was felt to be accommodation.
- No discussions appear to have taken place with the local authority or with the Arms Length Management Organisation (ALMO) about how PPOs will be dealt with under homelessness provisions or allocation of tenancies.
- There are no agreements or SLAs with providers of supported housing in order to open up opportunities for PPOs.
- The main support for ETE work is via NACRO and it would appear that there are further opportunities for fostering relationships with local colleges and other education providers.

- There are limited funds available for PPOs to undertake short courses that could dramatically improve employment prospects (and no funds available by virtue of PPO status).
- PPOs are typically not able or willing to wait for a September start date for a course and accessible training with periodic start dates might be more suited to this group. Greater flexibility around training provision could enhance PPO take-up and engagement.

This evaluation did not explore relationships with the LSC or with OLASS, but these might be useful organisations to engage in developing appropriate and responsive provision. More generally, widening agency involvement with the PPO scheme to address the range of PPO needs will be an essential element in future progress. A precondition of this will be clarifying understanding amongst the core agencies about the nature and remit of the scheme and what the shared ambition for a premium service might be.

6.4 Targeting

It was apparent that those directly involved in the registration process were well informed and knowledgeable about the standard matrix that is used to score risk levels and thereby inform the PPO selection process. There were however some issues with regard to the broader question of how offenders are identified as potential PPOs who should be assessed by the LOMP. Knowledge of the matrix was thought to be limited outside the confines of the specialist managers and practitioners and work undertaken by a probation manager indicated that there are likely to be a possible additional 100 offender on supervision whose risk profile indicated PPO suitability. Given the fact that the PPO programme is resource led, this apparent unmet demand raises questions about the appropriateness of the existing PPO cohort. Some have been registered for lengthy periods and have been in custody for much of this time; whilst they would receive a premium service via OM2, is it likely that they represent a significant risk to the community whilst in custody?

Some stakeholders commented that the de-registration process should be reviewed to create greater flexibility and that OMs outside the PPO scheme should be better informed of the PPO criteria and matrix. There was a general view that over a period of 12 months it is likely that the composition of a group of the most prolific offenders in the district will change and that the mechanisms for registering and de-registering PPOs should have the flexibility to respond to this.

It is down to case workers to get resources for managing these people. My impression is that some people stay on the list a long, long time by virtue of reputation and perhaps that could be a bit more dynamic (Practitioner).

6.5 Summary of Key Findings from the Stakeholder Interviews.

- Stakeholders identified a need to review the terms of reference of the LIG to ensure that it assumes a clear leadership role. This should include a review of attendees and remit.
- Strategic partners needed to be more engaged with the LIG to enable the development of collaborative relationships, effective responses to the regional re-offending pathways and the prioritisation of the PPO Premium Service. Notable absentees are Housing and Prisons. The creation of special interest sub groups could provide opportunities for developing greater communication and engagement.
- The community engagement agenda indicates that consideration should be given to the opportunities for promoting the successes of the programme and publicising the beneficial impact on communities.
- There are opportunities to promote the effectiveness of the PPO approaches across the wider arena of offender management and resettlement within Sheffield. This would need support from the CDRP and leadership from the LIG.
- The LOMP is generally regarded as working effectively but there are opportunities to encourage greater participation with non criminal justice partner agencies to support the development of priority access to services and enhanced information exchange. This could be achieved by the development of single points of contact.
- The OMs and Offender Supervisors at Eastern Avenue would benefit from the development of regular practice meetings to share knowledge of PPOs and support effective case management.
- The relationship between the SABRE and LOMP processes need reviewing in order to explore opportunities to provide early interventions and access to enforcement and rehabilitative services for those on the SABRE list.
- The partial co-location of agencies at Eastern Avenue is regarded positively but there are opportunities to progress co-location by including a broader range of service providers. This would probably necessitate a change of location.
- The Eastern Avenue location does not support the delivery of accredited programmes.
- The most significant gap in terms of priority access to services is that of housing and housing support.
- The transition process from P&D to R&R needs sharpening up to enable more effective information exchange and forward planning.
- OMs not directly involved with the PPO programme need to develop better knowledge and understanding of the PPO matrix.
- The matrix and registration processes need to be sufficiently flexible to reflect the dynamic nature of the PPO cohort. The registration process should not act as a barrier to inclusion.

7. The National and Local Context: Key Drivers

This section of the report will focus on the national, regional and local context that is relevant to the future direction and development of the Sheffield PPO programme. The analysis has resulted from a review of key strategic documents, published research findings associated with developing effective practice with PPOs and information arising from the interviews undertaken.

The National and Local Context.

The PPO Programme remains a key government priority for tackling crime and reducing re-offending. The Home Office Crime Strategy Cutting Crime - a new partnership 2008-11 published in July 2007 makes clear the need to have a continued focus on tackling the most prolific offenders in every community through the PPO programme. The PPO programme is also strongly positioned within the Government's new suite of Public Service Agreements (PSAs) which were published in October 2007. The programme will make a major contribution to PSA 23 Make Communities Safer¹.

It is apparent that the PPO Programme continues to provide a key element within the Home Office strategy to reduce crime and that increasingly this is reinforced by its inclusion in key strategic documents and cross cutting target setting. The new suite of PSAs referred to above includes:

- PSA 23: Make communities safer
- PSA 25: Reduce the harm caused by alcohol and drugs.

Clearly the PPO initiative is closely associated with both the PSAs and also contributes in associated ways to a number of others. The National Crime Reduction Board ensures that at the highest level priorities are set across departments. However there is also a clear recognition that although strategic priorities are centrally driven, there is a need to create opportunities for local districts to set appropriate targets that are sensitive to local need and priorities. In order to support this approach the Home Office have stated that new performance arrangements from April 2008 will ensure that fewer targets are mandated from the centre, with targets reflecting local priorities. In order to support this the Home Office expects that local partners will establish priorities for improvement in their Local Area Agreements (LAAs)².

From April 2008 the LAA framework was replaced with a new performance framework which measures local areas against asset of 198 national Indicators including NI30: Re-Offending Rate of PPOs. All areas will be required to report back on this target. Accordingly Sheffield has developed an LAA which reflects the new PSAs and which includes the following indicators in relation to a reducing crime outcome:

¹ Home Office: Prolific and Other Priority Offenders: Additional Guidance for Government Offices: Local Area Agreements (LAAs) and the National Indicator Set

² Home Office: Our Vision for Cutting Crime 2008-11 and Key Government Public Service Agreements

- Re-offending rate of prolific and priority offenders (NI 30).
- Adult re-offending rates for those under probation supervision (NI 18).
- Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence (NI 143).
- Offenders under probation supervision in employment at the end of their order or licence (NI 144).

The future development of the PPO programme is thereby embedded within the CDRP and provides a clear focus for investment to ensure that progress is made against the performance indicators.

Evidence of Effective Practice

The Hallam Centre for Community Justice has previously reviewed national PPO best practice initiatives that have been highlighted in published sources and this has been updated for the purposes of this report.

In 2007 the Home Office published its National Evaluation of PPO programmes and included the following recommendations:

- All appropriate agencies should be involved and be encouraged to review the procedures for selection and de-selection of PPOs to ensure that they are targeting the most problematic offenders in a transparent, defensible and robust manner.
- Co-location of key staff was seen by practitioners to add considerably to working relations and managing PPOs. Schemes should be encouraged to explore fully the possibility of co-locating key PPO staff and where possible to implement this.
- Schemes should identify all costs associated in delivering the scheme and seek out opportunities for additional funding, so as to enable the cost effective delivery of the programme.
- PPO staff should provide adequate levels of information about the PPO scheme and motivational support to PPOs.¹

In the same year the HCCJ completed an overview of best practice which included the following initiatives:

Details	PPO Scheme
Prison Service representation on steering group, practitioner group or equivalents	Sherwood, London, Bexley
Secondment of Prison Officer to PPO scheme	London, Humberside
Development of a marketing and PR function of Steering Group increases buy-in	London
Creation of income and resource generation role of Steering Group	London
Needs of offenders should drive agency representation on steering, practitioner groups or equivalent	London

¹ <http://www.homeoffice.gov.uk/rds/pdfs07/rdsolr0907.pdf>

Co-location allows for more efficient use of resources and better sharing of information and intelligence	Middlesbrough London (based on evaluation of experiences of other regions)
Undertake formal weekly action plan reviews to target resources and time and to ensure a multi-agency perspective	London
Offender Manager and Police attend court when a PPO is appearing	London
PPO staff conduct initial joint agency prison visits	London
PPO teams meet vulnerable PPOs at prison gate	London
Offenders on PPO Schemes given opportunity to function in professional settings as e.g. service user representatives or researching into drug use	Newcastle
Action plan should be created for each PPO with named agencies involved and lead officers identified	London, Birmingham
Plan needs to be in place to manage offenders across geographical boundaries	London, Birmingham
Clear definition of roles and responsibilities is key	Birmingham
A clear exit strategy for offenders should be defined	Birmingham, London

At a regional level the Yorkshire and Humberside Reducing Re-Offending Action Plan 2007-2010¹ identified priorities for PPOs:

- To secure commitment to the prioritisation of the Resettle and Rehabilitate service through the implementation of an approved indicator for PPOs within LAAs.
- To conduct a definition and audit of the Resettle and Rehabilitate service for PPOs.
- To develop marketing strategy for PPOs aimed at service providers.
- The implementation of a co-ordinated resource drive aimed at gaps in services and operational arrangements.
- An improvement in IT and communications systems to track PPO progress and evidence change and unmet need.
- The implementation of effective integrated multi-agency practice for PPOs not under statutory supervision.
- Enhancement of PPO services through strengthening links across the reducing re-offending action plan.

It is clear that a number of these indicators of best practice and priority areas are relevant to the future development of the Sheffield PPO programme: these will be discussed within the next section of this report.

¹http://noms.justice.gov.uk/news-publications/events/publications/strategy/RRAP_Yorkshire_Humberside_0710?view=Binary

8. Recommendations for Future Development

This final section of the report will bring together the key findings from earlier sections and set out a number of recommendations that are designed to support the enhancement and development of the PPO programme. These proposals have been grouped around the key emergent themes which include:

- Supporting Structures
- Offender Management
- Delivering a Premium Service

8.1 Supporting Structures

In order to enhance the structures underpinning the programme it is recommended that:

- The LIG is tasked to review its current role and range of responsibilities and produce a clear statement of purpose and priorities. This review should be shaped by the need to both respond to the LAA reducing re-offending targets and to engage with the key partners and service providers at a strategic level (Housing, ETE, Benefits, Drugs and Alcohol Services, Mental Health, Prisons, Probation, Police, YOS, Community Safety). This review of the terms of reference should include discussion of the LIG's role with regard to:
 1. The reducing re-offending targets framed within the LAA.
 2. The regional reducing re-offending pathways.
 3. The development of the PPO Premium Service.
 4. The regional PPO priorities identified within the Yorkshire and Humberside Reducing Re-Offending Action Plan 2007-2010.
 5. The effective targeting of priority offenders.
 6. The Community Engagement agenda; impact on communities and victims.
 7. Responding to the needs of priority offenders who are outside the PPO programme.
- The relationship between the SABRE and LOMP meetings is reviewed with a view to exploring opportunities for closer alignment and thereby promoting the access of Catch and Convict and SABRE offenders to early interventions and wrap around services as appropriate. This review should take account of :
 1. With priority offenders.
 2. Further developing police/probation information and intelligence exchange.
 3. Considering the viability of developing a co-located multi agency team focusing on priority offenders.

8.2 Offender Management/Reducing Re-Offending

In order to promote the development of enhanced services for offenders in Sheffield it is recommended that:

- The police, probation, youth offending and prison services produce a joint statement that articulates a common understanding of a model of offender management designed to support collaborative approaches. Such a statement could provide a platform for the development of a multi agency strategy to reduce re-offending across Sheffield.
- The LIG identify those aspects of the existing PPO arrangements which are recognised as contributing to the success of the programme and seek to cascade these into offender management delivery thereby further developing effective practice.

8.3 Delivering a Premium Service

In order to enhance the Premium Service it is recommended that:

- The LIG takes on a lead role in negotiating with accommodation providers in order to develop a Homelessness Strategy for PPOs. This should identify priority access to housing and the provision of intensive support where appropriate.
- The LIG instigates a review of access to benefits for PPOs with a view to seeking solutions to current obstacles and barriers.
- The LIG should seek a dialogue with the Prison Service/local prisons with a view to supporting the implementation of a premium service for PPOs within the context of OM2.
- The LIG should engage with service providers to identify single points of contact within agencies for PPO referrals to enhance access and response times. Particular links are required with housing providers; benefits agency; employment agencies.
- The LIG should undertake a cost benefit analysis of the existing structures and processes that underpin the delivery of services to PPOs with a view to assessing the viability of future relocation into a collocated premises with the creation of a multi-agency team that includes criminal justice agencies and key service providers.
- The LOMP should ensure that OMs outside of the PPO programme have a good understanding of PPO suitability and the matrix.
- The LOMP should review the selection and de-selection criteria for PPOs in order to ensure that it is sufficiently responsive to the changing nature of the potential cohort. De-selection criteria should be explicit, transparent and defensible rather than defensive.

About the Authors

Simon Feasey joined Sheffield Hallam University in 2002, having previously worked for the Probation Service. Initially Simon was responsible for the BA (Hons) Community Justice (Probation) course which provides the professional qualification route for Probation Officers. In 2005 Simon became the Deputy Director of the Hallam Centre for Community Justice to develop the Centre's Research and Continuing Professional Development (CPD) portfolios. Simon's research interests include:

- the delivery of services to offenders; effective practice, programmes, evaluation frameworks, managerialism
- the relationship between legal and policy developments and the delivery of services within the community justice sector
- the integration of underpinning and overarching knowledge within offender management

About the Publisher

Under the direction of Professor Paul Senior, the Hallam Centre for Community Justice is part of the Faculty of Development and Society at Sheffield Hallam University.

The Centre is committed to working alongside community justice organisations in the local, regional and national context in pursuance of high quality outcomes in the field of community justice research, policy and practice. In particular:

- evaluation studies
- scoping and mapping surveys
- full-scale research projects
- continuous professional development
- conference organisation
- Information exchange through the Community Justice Portal (www.cjp.org.uk)

For further information contact:

Telephone: 0114 225 5725

Fax: 0114 225 5800

email: hccj@shu.ac.uk

web: www.shu.ac.uk/hccj



ISBN 978-1-84387-299-3



9 781843 872993 >

Hallam Centre for Community Justice

220 Southbourne, Collegiate Crescent Campus
Sheffield Hallam University

Sheffield

S10 2BP UK

email hccj@shu.ac.uk

web www.shu.ac.uk/hccj

tel +44 (0)114 225 5725

Sheffield Hallam University

An evaluation of the Sheffield PPO Premium Service: final report

FEASEY, S.

Available from the Sheffield Hallam University Research Archive (SHURA) at:

<http://shura.shu.ac.uk/996/>

Copyright and re-use policy

Please visit <http://shura.shu.ac.uk/996/> and <http://shura.shu.ac.uk/information.html> for further details about copyright and re-use permissions.