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Open Report on behalf of Pete Moore, **Executive Director of Finance and Public Protection**	
Report to:	**Public Protection and Communities Scrutiny Committee**
Date:	**12 December 2017**
Subject:	**Reducing Offending though Assisting Rehabilitation through Collaboration (ARC)**

Summary:

This report provides information on the delivery of Assisting Rehabilitation through Collaboration (ARC) and how it is reducing offending by the most prolific offenders in Lincolnshire through the use of a multi-agency approach.

Actions Required:

Members of the Committee are invited to consider and comment on the contents of this report and consider the progress made by the scheme to reduce offending throughout the county.

1. Background

The Lincolnshire Community Safety Partnership (LCSP) and all its collective members are committed to working collaboratively with the objective of keeping people in Lincolnshire safe. Reducing Offending is one of the key priorities of the LCSP, which is managed by the Reducing Offending Strategic Management Board. The Reducing Offending Board strategic aims include Prevention and Early Intervention, Youth Justice and Rehabilitation.

Lincolnshire is a safe county with crime rates significantly below the national average of 70.0 crimes per 1,000 population, at just 49.2 crimes per 1,000 population (year end of 2016). Binary reoffending rates (which measure whether or not an offender committed another offence within 12 months) are also below national and regional averages. The overall reoffending rate for Lincolnshire according to latest national figures cohort was 24.8%, compared to 25.1% in the East Midlands and 25.6% nationally.

Nevertheless, in Lincolnshire, as recognised nationally, a disproportionately high proportion of crime is committed by a small number of prolific offenders. In 2015 a twelve month snapshot of reoffending taken in Lincolnshire showed the top 2% most prolific offenders (approximately 130 people) were found to have committed 13% of all crime, and the top 2% in Lincoln itself were responsible for more than a quarter (27%) of all those offences.

It has long been recognised that the needs of these offenders are often entrenched and complex, however, what has been less well understood until recently has been the diversity and range of behaviours that many of the most prolific offenders exhibit. These range not just between different types of recorded crime (1 in 3 of the top 2% most prolific offenders will commit more than 5 different types of crime in a year), but also many other associated types of damaging behaviour, such as domestic abuse and anti-social behaviour (nearly a quarter of the top 2% most prolific offenders perpetrate domestic abuse and nearly half at least one incident of ASB within twelve months).[1]

Outcomes for these offenders are generally poor. Many end up sentenced to short term prison sentences, where the current reoffending rates suggest that nearly two thirds (63.7%) will commit a proven offence within 12 months of their release.[2]

These offenders in particular, have a significant social impact upon our communities and impart an unacceptable physical, emotional and financial impact upon victims, as well as a substantial resource burden upon agencies both within and outside criminal justice.

Assisting Rehabilitation through Collaboration (ARC)

Integrated Offender Management (IOM) is a significant element of the Home Office and Ministry of Justice strategy to prevent crime and reduce reoffending. IOM brings a cross-agency response to the crime and reoffending threats faced by local communities by managing the most persistent and problematic offenders.

In 2016 Assisting Rehabilitation through Collaboration (ARC) was launched in Lincolnshire, as a refreshed unique IOM 'brand', which emphasised a new enterprise and established clear differences against conventional offender management. For the first time the focus of concern is on the most prolific offenders in the county, regardless of age, gender or geography and regardless of the types of crime being committed.

In Lincolnshire the partnership recognise that simply applying a 'catch and convict' type methodology with this cohort of offenders delivers limited results. It has become increasingly important to focus partnership attention not on the type of crime being committed, but on the persons involved and the underlying causes of their offending behaviour.

ARC is a joint-agency arrangement that seeks to work together in partnership to ensure that the most prolific offenders in Lincolnshire are supported to overcome issues contributing to their criminality; thereby reducing their risk of offending and improving their life chances.

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[1] An overview of the characteristics of an IOM cohort comprised of the top 2% most prolific crime offenders in Lincolnshire, 2015

[2] Ministry of Justice proven reoffending statistics for those serving a short term prison sentence at Lincoln Prison in 2014, https://www.gov.uk/government/statistics/proven-reoffending-statistics-quarterly-january-to-december-2014

The ARC scheme uses a co-located partnership hub to bring together the necessary skills and expertise to manage this complex cohort of offenders. ARC have dedicated staff from Lincolnshire Police, HLNY Community Rehabilitation Company and the Youth Offending Service as well as single points of contact within District Councils, HMP Lincoln, North East National Probation Service, Addaction, Lincolnshire Partnership Foundation Trust (LPFT), Early Help, Lincolnshire Action Trust and the Department of Work and Pensions.

The ARC team have delegated responsibility to deliver an approach to offender management that recognises the needs of different localities, partners and communities, and has the ability and confidence to professionally manage the balance between control, influence, negotiation and enforcement.

In broad terms ARC uses an approach that utilizes both direct delivery and a triage system, allowing case managers to maximise existing commissioned specialist services in seeking to support offenders with complex needs.

ARC Cohort Criteria

The criteria for adoption onto the ARC scheme is the top 2% of offenders in Lincolnshire, which equates to 8 offences or more in last 12 months, irrespective of offence type, gender, age or geography.

An individual will be counted as the offender in a crime if they are linked to the offence with a 1-10 resolution outcome. These are outcomes where the police inform an individual they will be recorded on their systems as being responsible for committing a crime.

To ensure suitability for ARC, the decision to formally adopt an individual onto the scheme is based on further data and intelligence provided by partners/other agencies.

ARC Cohort Details

At present ARC are working with 82 individuals.

Ages range from 13 to 60 years old; the average age is 32.

14% of the cohort are female and 86% are male.

Most reside in Lincoln (33%), followed by East Lindsey (18%) then Boston (13%). Significantly, 14% have no fixed address.

The range of offences committed include ABH, Affray, Assault PC, Blackmail, Breach of Criminal Behaviour Order, Breach of Non Molestation Order, Breach of Restraining Order, Burglary (Dwelling and Commercial), Common Assault, Criminal Damage, GBH, Going Equipped, Harassment, Handling Stolen Goods, Possession of Drugs (Class A and Class B), Possession of Bladed Article, Possession of Offensive Weapon, Robbery, Section 4 and Section 5 Public Order, Theft from Motor Vehicle and Theft from Shop.

Whilst shoplifting accounts for 60% of all offences, each person has committed more than one offence type.

Under 18 year olds make up 16% of the current cohort. Anti-Social Behaviour is a strong feature of this cohort, a high proportion enter ARC with a significant ASB offending background as well as a significant crime offending background.

ARC Cohort Needs

The ARC cohort present multiple complex needs, most often around:

- Mental and Physical Health
- Drug and Alcohol dependency
- Accommodation
- Children and Families

During a scoping exercise of the initial ARC cohort, 60% were found to be previously or currently known to Children's Services and 68% were known to mental health services.

Given their complex and often chaotic lifestyle, these individuals have a history of being unable to sustain regular and meaningful engagement with agencies.

Partnership Working

The new IOM approach works better to understand the interdependencies across partnerships within Lincolnshire. The ARC scheme seeks to align itself with existing programmes and initiatives, with the aim of reducing duplication and ensuring synchronized service delivery.

The County Council is now host to ACTion Lincs, another multi-disciplinary team whose focus is to address entrenched rough sleeping in the county. Both ARC and ACTion Lincs work in close collaboration to support and address the complex needs presented by their respective cohorts.

The intention in the coming months is to bring the Blue Light Project under the auspices of ARC. Blue Light Support Workers work with treatment-resistant drinkers and the associated issues of anti-social behaviour, by tackling the root causes of their excessive levels of drinking.

As the offending profile of the ARC cohort includes domestic abuse, anti-social behaviour and serious sexual/violent offences, the work of the ARC team cuts across other victim/perpetrator working arrangements such as MAPPA, MARAC, SMARAC and ASBRAC. The ARC team works in collaboration with these other offender/victim management activities, seeking to support and bolster the efforts and energies of others.

ARC Performance

Performance data is produced for the Reducing Offending Strategic Management Board on a quarterly basis. The most recent performance report captures the rate and severity of offending of a cohort of 65 individuals, six months after their adoption onto the ARC scheme. The rate of their offending had reduced by 73.5% from 268 offences to 71 offences, which given that the scheme aims to achieve long term behavioural change is particularly pleasing. The crime severity score[3] had reduced by 74.7%, from 15,491 to 3,917 and the crime costs[4] associated with this offending had also reduced by 58.8%, from £341,342.89 to £140,505.87.

[3] *The Crime Severity Score is calculated using the Crime Severity Score Data Tool from the Office of National Statistics. A crime severity score is assigned to each crime committed by an individual and a total calculated for each offender. The performance measurement described here uses an average of this total.*

[4] *Costs used are the total crime cost (calculated by adding together crime anticipation, victim and police costs) as sited by the Home Office. Figures have been adjusted to current prices.*

Whilst the principle objective and measure of success of the IOM approach is reduced re-offending, it is recognized that by tackling the underlying cause of offending other positive outcomes are likely to be achieved. Work is currently being undertaken to enhance the performance monitoring and reporting capability, so that other outcomes and longer term impacts can be captured such as improved relationships (personal and community), improved educational attainment, improved health outcomes, improved opportunities to work and training, reduced substance misuse, improved housing and reduced poverty and reduced demand on public services.

2. Conclusion

Since its launch in March 2016, over 130 individuals have benefitted from a period of intensive support from ARC.

Performance reports continue to evidence the success of the scheme in achieving a sustained reduction in the volume and severity of crime committed by the ARC cohort and by default a reduction in the number of victims. Discussions are taking place within the Reducing Offending Strategic Management Board as to how the scheme may be further developed and expanded, given the levels of success achieved to date.

3. Consultation

a) Have Risks and Impact Analysis been carried out?
Not Applicable

b) Risks and Impact Analysis
Not Applicable

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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