Integrated Offender Management (IOM) Cohort Expansion Project

Assessment of the potential benefits of expanding Barnet's Integrated Offender Management (IOM) Cohort

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Barnet Community Safety Team

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A notes on Estimates:

This report contains numerous estimates predictions. All estimates and predictions in this report should be taken as a rough guide or best guess given the available evidence. This is because given the nature of the data about crime (where more facts are unknown than know), and the fact the future conditions that will effect the crime rates are not yet know (and the sensitivity of the results to initial assumptions) trying to claim accurate and precise predictions would be illusory. However this does not mean ball park estimates or best guesses given the available data are not useful, on the contrary it is precisely in such circumstances that they become valuable to shed some light on the matter.

IOM Performance and consequences of that performance

IOM performance

Current status

Total cases Jun 12 – Aug 13

c130

Current caseload

72

Is there evidence that this **positive performance** is making a noticeable impact on overall probation performance and Barnet crime levels? **See sections A and B on this page**

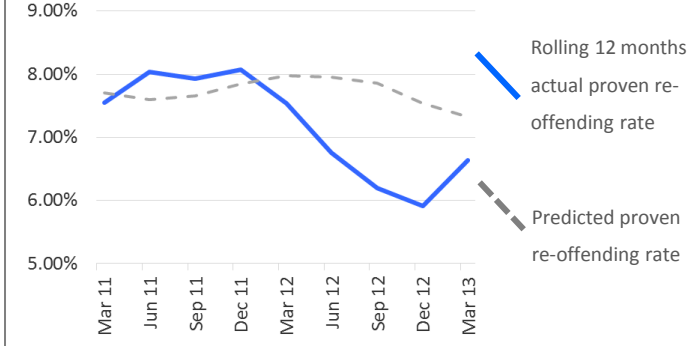### Impact of IOM programme / Evidence IOM outcomes for Barnet

Average reduction in offenders monthly conviction rate after entering IOM programme:

36%

IOM cohort reduction in monthly convictions rate after joining IOM programme, 12 months pre IOM compared to 6 months after start of IOM

A) Evidence reduced IOM cohort offending is translating into improved headline probation performance
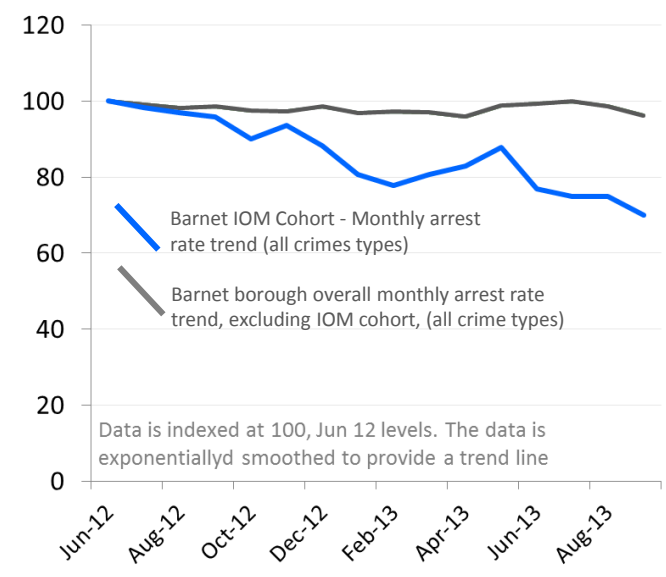
Re-offending is falling (Barnet)

Rolling 12 months actual proven re-offending rate

Predicted proven re-offending rate

Over the last 12 months Barnet IOM/Probation performance has been strong when considered against three main measures:

a) **Re-offending rate** - has fallen from around 8% pre the IOM to around 6% with IOM

b) **Actual vs. Predicted re-offending** rate (based on the known offending patterns of the cohort) - actual offending is lower than predicted (by a factor of around 12%)

c) **Comparison with other areas** - Barnet is ranked 5th Best within London

B) Evidence reduced IOM cohort offending is translating into less crime and fewer people becoming victims of crime in Barnet

Reducing criminal activity

Barnet's IOM cohort's arrest rate trend vs. Non IOM

Barnet IOM Cohort - Monthly arrest rate trend (all crimes types)

Barnet borough overall monthly arrest rate trend, excluding IOM cohort, (all crime types)

Data is indexed at 100, Jun 12 levels. The data is exponentiallyd smoothed to provide a trend line

How does this translates into headline level crime reductions?

Crime has fallen in Barnet over the last 12 months; the reductions in major acquisitive crimes (such as burglary and robbery) have been greater than most other London boroughs. Over the rolling 12 months to 30th Sep 2013 Barnet achieved a 7.7% reduction in Residential burglary compared to the previous 12 months. Recently this reduction has been even larger: Between Apr to Sep 2013 there has been a 22% reduction (**approximately 336 fewer Residential burglaries**)

To what extent has the apparent reduction in criminal activity by the IOM cohort contributed to these results?

Based on:
a) Fall in the IOM cohort Burglary arrest rate from 2.5 per month (Nov11-Jun12) to 1.6 pm (Jul12 – Sep13)
b) Given Barnet borough's average ratio of 11.6 Residential burglary allegations for each arrest
c) Assuming the IOM cohorts actual rate of committing burglaries fell by the same proportion as their burglary arrest rate fell

This would suggest a ball park estimate of 10.4 per month fewer Residential burglaries committed by the IOM cohort (vs. their previous offending rate). In other words it is a plausible to believe that between April to September 2013 around 60 of the total reduction of 336 Residential burglaries were likely to have been due to reduced criminal activity by the IOM cohort.

Are there benefits to expanding the cohort?

So, there is strong evidence that the programme is creating positive outcomes (reducing offending and hence the number of victims of crime in Barnet), but do current offending patterns suggest there would be additional benefits in expanding the cohort? I.e. is there a significant concentration of repeat offending such that expanding IOM type interventions makes sense?

A core fact established by criminology research is that in general a small proportion of offenders commit a disproportionally large amount of offences *(Wolfgang 1972).* The table below assesses this phenomenon in by Barnet by examining the arrest rates for the top repeat suspects in the borough. The significant volume of arrests (and the actual offending rate they imply) provides evidence for the concentration of offending among a small proportion of the offenders in Barnet. Further the volumes involved show that reductions in offending rates among these top repeat offenders will translate into significant reductions in the borough overall crime rate.

Top repeat arrested suspects in Barnet In last 2 years (to Oct 2013)[1]		
Repeat arrested suspects	This 'top' cohort as a percentage of all individuals arrested[2]	Arrests in last two years
Top 10	0.14%	153
Top 20	0.29%	214
Top 100	1.45%	735
Top 200	2.9%	**1196**

*1 - Data set: Crime allegations in Barnet, where suspect arrested is recorded as living in Barnet. Police CRIS system.
*2 – All individuals arrested for Barnet allegations, and recorded as living in Barnet in last 2 years to Oct 2013

So the top 200 repeat suspects in Barnet accounted for 1196 arrests in the last 2 years – in other words just 2.9% of local nominals arrested between them accounted for an average of 50 arrests per month over the last two years.

Three points stand out:
a)   Overall in this two year period Barnet had around 48,000 offences
b)   The top 2.9% of repeat Barnet arrested offenders accounted for 1196 arrests in this period
c)   The number of *arrests* is likely to be well below the actual amount of offences committed – as a rough guide the ratio of crime allegations to arrests in this period was approximately 5 to 1)

Given **a, b** and **c** - It is clear to see that the top slice of repeat offenders (i.e. less than 2.9% of locally living nominals arrested) must be having a significant impact on the headline rate of overall crime in Barnet. *Exactly* how much of an impact is impossible to estimate precisely due to the nature of the data, however:

Taking into consideration the 5:1 ratio of crime allegations to arrests, and the above statistics I would suggest the below as plausible ball park figures:

* Top 200 offenders ≈ 10-13%   of total borough crime (i.e. 4800 – 6240 crimes over 2 years)
* Top 100 offenders ≈ 7-8%   of total borough crime (i.e. 3360 – 3840 crimes over 2 years)
* Top 20 offenders ≈ 2%   of total borough crime (i.e.   900 – 1000 crimes over 2 years)

If the IOM were to expand – who should be in the new cohort?

Identifying the potential cohort

Given limited resources it is vital that the right candidates are identified for potential selection on to the IOM. The right candidates will be a) the most prolific and b) have a realistic chance of being able to benefit from the programme - turning their life away from crime.

The initial IOM cohort (2012) was heavily weighted towards repeat burglary offenders, the expansion offers and opportunity to bring the offending reductions achieved with this cohort to a wider range of offenders. To assist with this the *Potential Candidate List* has considered all of the following:

- Drugs testing on arrest
- Police gangs matrix
- Police repeat DV offender list / MARAC repeat perpetrator
- Top repeat arrested female suspects
- Police ASB type offences arrest list
- YOS recommendations
- Overall top repeat arrested suspects

The list has then been filtered, mainly with regard to capturing the most prolific offenders (arrested for at least three or more offences in Barnet in the last two years - to October 2013).
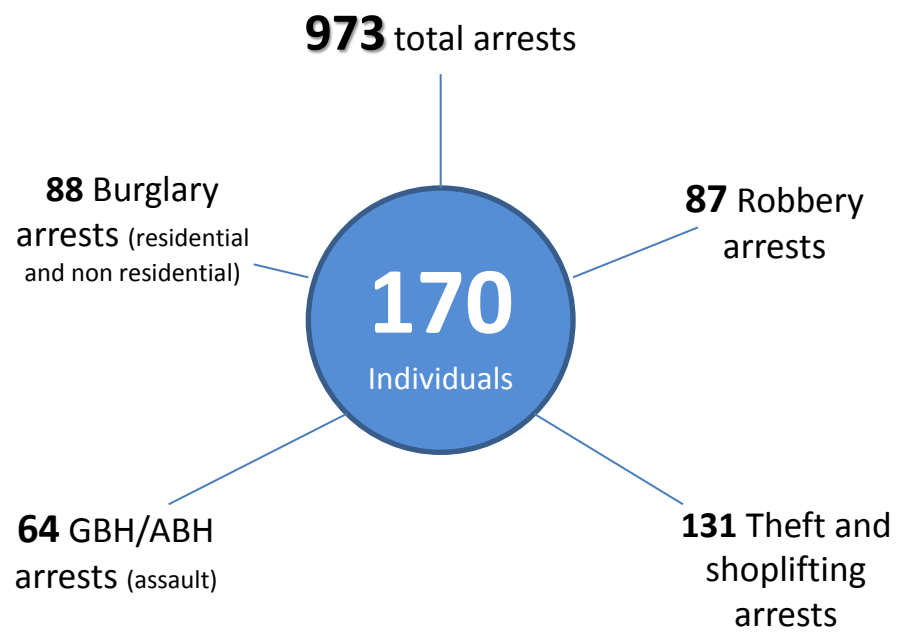
This has resulted in a *Potential Candidate List* of:

170 Barnet nominals

Offending patterns of the 'Potential Candidate List' cohort
Over the last two years (to October 2013)

973 total arrests

88 Burglary arrests (residential and non residential)

87 Robbery arrests

170 Individuals

64 GBH/ABH arrests (assault)

131 Theft and shoplifting arrests

Data set: Crime allegations in Barnet, where suspect arrested is recorded as living in Barnet. Police CRIS system.

Estimating the impact of cohort expansion

If the **170 individuals in the *Potential Candidate List*** were taken into an expanded IOM programme, **and** that new cohort experienced the same size reduction in offending as has occurred with the initial (2012) Barnet IOM cohort **– what would the impact be**? (e.g. By how much would we expect the different crime types to fall; what would the impact on overall borough crime rates be?)

Actual values are in black text, estimates / predictions are in blue text

	All crime	Residential burglary	Robbery
Actual arrests In last two years (to Oct 2013)	973	44	87
Arrests per year In last two years (to Oct 2013)	486.5	24	43.5
Estimated Offending rate now Estimated annual rate of crimes committed in Barnet by this cohort over last two years (to Oct 2013) per year based on arrest rate[*1]	2432.5	255.2	130.5
Estimated Offending rate after IOM Estimated annual rate of crimes per year if this cohort's estimated offending rate reduces by same amount as the actual reduction achieved by the initial (2012) Barnet IOM cohort[*2]	1548	162	83
Which would equate to an estimated annual reduction of:	**884** offences	**93** offences	**48** offences
Estimated contribution to overall borough crime rate reduction:	3.8% reduction in Barnet's crime rate	3.1% reduction in Barnet's Res Burglary[*3] rate	5.4% reduction in Barnet's robbery rate

*1 These estimates are generated by examining the ration of number of arrests to volume of reported offences for different crime types
*2 Based on the reduction in convictions comparing 12 months prior to the IOM vs. 6 months post IOM
*3 Residential burglary

Cohort Analysis for priority Groups

- Substance Misuse/DTOA – 6 clients are on the DTOA list (but a further 71 have drug offence arrests)

- Gangs – 5 are high on police gangs list with a further 10 mid-low

- Repeat Female Offenders – 12

  In addition to considering the above client groups, the new pan-London IOM model will add approx. 15-20 offenders to our current list as part of OGRs mandatory selection

Cohort Selection

The Reducing Reoffending Group are asked to:

- Decide on level of cohort expansion (initial plans were to increase caseload to approx. 180-200 offenders

- Consider the potential client list and prioritise any specific client-type they want included and to provide guidance to a future partnership panel selection meeting (planned for mid-December) on the criteria for final selection

Example – If we were to take on all DTOA, all gang nominals, all repeat women offenders and all mandatory OGRS this would increase the current cohort by approx 50 offenders. We could then look at including a further 50, based on partnership data combined with arrest frequency and type.

Implementation of Expansion

Timetable:

- Initial plans were for a stepped expansion programme from January 2014-June 2014. Is this still the plan?

Resourcing:

- The current team was set up to manage 90-100 clients and consists of 3 probation offender managers and 1 probation admin, 2 police operational leads (1 PS and 1 PC), and 3 resettlement officers specialising in housing, employment and mental health (currently deal with some non-IOM clients).

- By doubling the cohort we should see some economies of scale but would require a minimum addition of 2 probation offender managers, 2 more police leads, and an ongoing review of resettlement capacity

N.B. Additional local police resource will be required to ensure enforcement compliance on the ground

Appendix A – The *Potential Candidate List*

Long list

The Potential candidate list contains 170 Barnet nominals who based on their previous pattern of activity appear as good possible candidates for a new-entry IOM cohort. This list is likely to shrink somewhat after review on a case by case basis involving multiple agencies (e.g. some people may have moved away, others not suitable for some other reason etc.)

The list has a protective marking of Restricted due to the nature of the information it contains. The list must remain within secure systems, not be disseminated externally and disposed of securely.

The list ('PotentialCandidateList IOMexpansion201311.xls') is separate from and not attached within this report.

Data in the long list

- First Name(s)
- Surname
- Date of birth
- Approximate age
- PNC number
- Address (based on most recent crime report record in police CRIS system)
- Address borough (based on most recent crime report record in police CRIS system)
- date of arrest re address info
- Number of arrests last two years
- Of which in last 10 months (Jan - Oct 2013)
- of which in last 22 months (Jan 2012 - Oct 2013)
- Arrest details (i.e. offence types and offence date)
- On DTOA list?
- On Police gangs list (high)?
- On Police gangs list (Mid - low)?
- On top repeat Domestic Violence list ?
- Repeat female offender (police list)?
- Repeat arrests for ASB (police list)?
- On YOS to IOM cohort expansion referral list?
- PINS result (awaits)
- Ref

Limitations

- Subject to accuracy of source data systems including police CRIS system (such systems will not have 100% data accuracy rate)

- Subject to consistent and accurate name and data of birth information

- Address info is based on address recorded by police in CRIS database in relation to that individuals most recent Barnet arrest – this address could be incorrect (subject gave false address details or address recorded incorrectly) and / other subjects address may subsequently have changed

- Name, date of birth information based on how recorded in police CRIS system in the record of that individuals most recent Barnet arrest

- The data is based on arrests – which are not equivalent to convictions. E.g. an arrest can result in a NFA (no further action); a de-arrest; a 'Not proceeded with', or a charge where by the individual is found not guilty at court etc.

- Awaits results of PINS check to establish custody status of individuals on the list

Next steps

Given limited resources it is vital that the right candidates are identified for potential selection on to the IOM. The right candidates will a) be the most prolific and b) have a realistic chance of being able to benefit from the programme - turning their life away from crime.

To achieve this the next step is:

*A cross agency meeting to review the *Potential Candidate List*, taking each individual on a case by case basis to decide on suitability or not of each potential candidate, this will then result in a short list, that subject to final checks (e.g.) can be used as the finalised list for the new entry IOM cohort. Prior to this meeting each agency should review the Potential candidate list to ensure that in the case of individuals known to their agency they know the current status of that individual in terms of their agencies involvement with that individual.

Key considerations:

*Appropriateness of each individual on case by case basis for the programme
*Is the individual still living in Barnet?
*Is there some reason why they are not suitable for the scheme
*Are there any potential issues or problems that could be cause as a result of the individual joining the scheme
Highlight any tactical concerns re any of the individuals going on to IOM (e.g. in the case of DV perpetrators what type of intervention is appropriate so as not to increase risk?)