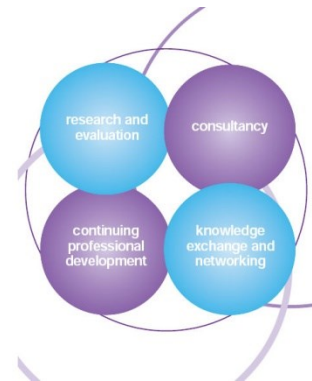# Can Big Society deliver offender management?

Kevin Wong
Deputy Director
Hallam Centre for Community Justice
Sheffield Hallam University

7th July 2011

Hallam Centre for Community Justice

Recent and current work

- Evaluation of **'Building VCS involvement in Integrated Offender Management (IOM) Programme** – Home Office
- **IOM** pioneer sites and **third sector** engagement - MoJ
- Evaluation of Nacro MOVE - a **VCS capacity building** NOMS Change-up project - NOMS
- **'National' evaluation** of five **Integrated Offender Management** pioneer sites – process evaluation, break even analysis and impact feasibility study - MoJ
- Impact evaluation and economic evaluation of IOM in Leeds & in Sussex
- **'National' evaluation** of five **Intensive Alternatives to Custody** (IAC) pilot projects – process evaluation, break even analysis and impact feasibility study - MoJ
- Review of Layered Offender Management and Tiering in Prisons - MoJ
- Development work on **Payment by results (PbR)**

Pertinent questions

- What does Big Society look like?

- What are the opportunities for VCS to deliver offender management?

- What are the challenges for the VCS in delivering OM and how can they be overcome?

What does Big Society look like?

Prevailing narratives about Big Society & VCS efficacy

- VCS can deliver services effectively - as well as (if not better than) public and private sector agencies

- "*We're only a charity…*" *-* VCS can't deliver as well as, or effectively as public and/or private sector agencies

- "*The Heineken effect*" - VCS delivers (niche) services to individuals in ways that neither public and/or private sector agencies can

- "*Cameron effect…*" *-* Ordinary people rising up and doing it for themselves; VCS = volunteer sector (nil cost)

VCS - A multi-headed beast?

Annual income bracket	Number of charities	%	Annual income £bn	%
£0 to 10,000	71,972	44.5	0.237	0.4
£10,001 to £100,000	50,729	31.4	1.774	3.2
£100,001 to £500,000	17,312	10.7	3.924	7.1
£500,001 to £5,000,000	7,822	4.8	11.758	21.4
£5,000,000 plus	1,772	1.1	37.344	67.9
Sub-Total	**149,607**	**92.5**	**55.037**	**100.0**
Not yet known	12,080	7.5	0.000	0.0
TOTAL	**161,687**	**100.0**	**55.037**	**100.0**

Charity Commission England and Wales - 31st March 2011

What are the opportunities for the VCS to deliver offender management?

A brief history of probation…

- **1870s**
Frederick Rainer makes a five shilling donation to the Church of England Temperance Society to help break the cycle of offence after offence and sentence after sentence. The Society appoints a 'missionary' to Southwark court and the London Police Court Mission is born.

   1880s
   The mission opens homes and shelters - but the Probation of First Offenders Act 1887 contains no element of offender supervision.

   1900s
   The Probation Service is formally established in 1907. Between 1910 and 1930 the prison population halves, probation has played a major part

http://probationassociation.co.uk/about-us/history-of-probation.aspx

A plurality of 'offender managers'?

- **Probation** - statutory responsibilities for statutory offenders
- **Police** - acting as OMs through IOM arrangements (IOM evaluation)
- **Prison officers** - acting as OMs through OM arrangements in prison (Layered OM)
- **VCS agencies** - drugs and housing staff acting as OMs (IOM evaluation) mentors acting as OMs (IAC evaluation)

Integrated Offender Management

- **Selection and de/selection of IOM offenders**
- **Case management of IOM offenders** through:
  - One to one case management by a dedicated OM
  - Day to day offender management by co-located staff from – primarily police and probation with some partially co-located pathways service providers
  - Multi-agency case conferencing on a regular basis
- **Pathways interventions** responding to welfare and criminogenic needs identified through case management
- **Police and/or probation enforcement/other activities,** resulting from case management

Revised model of VCS engagement with IOM (2011)

Strategic level

Operational management

Service delivery – external to IOM

Service delivery – IOM

Delivery partner

Co-working between VCS, and other agencies

Co-location between VCS and other agencies

Information sharing based on agreed protocols

Referral partner

Two way referrals between IOM and VCS

Opportunities to share information and shape the practice of the IOM and the VCS

IOM steering group

Representation and active involvement from:

VCS delivery partners

VCS referral partners

Community groups which represent local community interests

Local, sub-regional and regional groups

VCS representation

Connection between the VCS representative, IOM delivery partners, referral partners and community groups which represent local community interests

Brokerage

By a lead VCS agency with effective links to the VCS and statutory bodies to facilitate relationships between VCS and statutory IOM agencies across all levels of engagement

What are the challenges for VCS in delivering OM and how can they be overcome?

An uncertain funding/commissioning landscape

Evidencing impact and cost effectiveness

- Using existing research evidence
- Being smarter at collecting right type of data to evidence impact and cost effectiveness
- Commissioning independent evaluation

Ideology and values

Reconciling a commitment to inclusion with contributing to and/or triggering breaches/enforcement

- Data sharing agreement between VCS and statutory agencies
- Building VCS involvement in IOM report and good practice toolkit

Competition

Competing with other VCS, public and private sector providers

- Collaboration/consortia with VCS and/or other sectoral providers. (NB transaction costs, financial and reputational risks)

- Reviewing delivery processes - "do more for the same" or "more for less"

- Evidencing impact and cost effectiveness

Maintaining a varied VCS market

One for policy makers and commissioners

- Recognising the requirement for: volume services; niche services
- Variety of purchasing methods: competitive tenders; grants; spot purchasing

Reconciling political aspiration, policy and research evidence

One for politicians, policy makers and practitioners

Tension between models of offender management and models of desistance

IOM BEST PRACTICE MODEL

Select/Allocate → **Assess and Plan** → **Implement** → **Review** → **Evaluate/deselect**

Select/Allocate
- Clearly articulated selection criteria
- Multi-agency
- Shared and standarised intel
- Evidence-based and defensible decisions
- Lead professional

Assess and Plan
- interventions/ support services available
- Shared IT systems
- Single assessment process and plan
- lead professional
- Police roles – intel; pathways; enforcement; disruption

Implement
- Lead professional
- Links with prisons and with other agencies
- Links at all levels

- Pathways and interventions

- Disruption/ attrition visit
- enforcement/ compliance

Review
- Regular scheduled reviews – multi agency
- Formal and informal reviews
- Schedule/ frequency of review varied according to situation of individual offender

Evaluate/deselect
- de-selection processes (both directions)
- Evaluation of impact on offender
- Exit interviews
- Reflect, capture and share learning
- targets, performance management and measures of success

- Training
- Effective partnerships
- Communication
- Leadership and Co-ordination

Desistance journeys

- They are complex processes, not events, characterised by ambivalence and vacillation
- They involve re-biography; changing identities (offenders viewing themselves as not being an offender)
- Prompted by (individualised) life events
- Solicited or sustained by someone 'believing in the offender
- An active process
- Requires social capital (opportunities) as well as human capital (personal capacity and skills)
- Certified through 'redemption' or restoration; and finding purpose in constructive activities

(McNeill 2010)

Keep life complicated

For further information

k.wong@shu.ac.uk

0114 225 5725