

HAMPSHIRE COUNTY COUNCIL**Decision Report**

Decision Maker:	Executive Member for Adult Social Care
Date of Decision:	28 May 2010
Decision Title:	Authority to tender for an Integrated Offender Management Service
Decision Reference:	1552
Report From:	Director of Adult Services

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1. Executive Summary

The purpose of this paper is:

- 1.1. To seek approval to tender for the elements of the new Integrated Offender Management (IOM) service that are to be funded out of existing resources, primarily the Hampshire Drug Interventions Programme (DIP), Prolific and Priority Offender (PPO) services and Alcohol Harm Reduction Services. This work is part of the implementation phase of the County Strategy Group Strategic Review.
- 1.2. To seek single tender approval to extend the existing Drug Interventions Programme, services and the Test Valley Alcohol Arrest Referral service, in order to bring them into line with the proposed procurement process and commencement of the new Integrated Offender Management model.
- 1.3. This paper seeks to:
 - set out the background and context to the re-commissioning of the Hampshire Integrated Offender Management model
 - outline the wider Integrated Offender Management process
 - outline the project timetable for the procurement process
 - set out the reason for single tender approval for the extension of existing contracts

2. Contextual information

- 2.1. Effective offender management and interventions play a significant part in supporting the corporate priorities:
 - Hampshire safer and more secure for all – by promoting criminal justice interventions and encouraging known offenders to take up treatment

and support options; there is a known correlation between numbers entering treatment and a reduction in crime rates.

Tough Choices: Research Report 2

<http://rds.homeoffice.gov.uk/rds/pdfs07/horr02c.pdf>

- Maximising wellbeing – treatment and harm minimisation services have a significant impact on the health and wellbeing of individuals, their families, carers and communities.
- 2.2. A countywide strategic review of Community Safety work and services was launched during February 2009 and a formal consultation process, based upon a strategic review information pack took place between July and September 2009. The Hampshire County Strategy Group for Community Safety subsequently endorsed recommendations regarding joint working involving the Drug Interventions Programme, Prolific and Priority Offenders and alcohol related offending interventions and that these should sit within a Hampshire Integrated Offender Management approach.
- 2.3. The Integrated Offender Management approach aims to improve and strengthen joint identification and assessment, offender management, interventions and information sharing frameworks for those offenders in the community who present the highest risk of re-offending. The approach highlights that Police, Probation and Youth Offending Teams can achieve better outcomes by working in partnership with other agencies, integrating core business to make the best use of shared skills and resources.
- 2.4. A working group of the County Strategy Group, chaired by the Director of Offender Management for Hampshire Probation, has been developing this approach in Hampshire. The proposed model would consist of designated core services working closely with a specialist commissioned service as the Hampshire Integrated Offender Management model; this service would primarily consist of specialist interventions including, but not limited to:
- Criminal Justice Integrated Teams covering both drugs and alcohol clients (including those currently covered under the Drug Interventions Programme)
 - Provision of Alcohol Brief Interventions and harm reduction support
 - Provision of community based interventions to Prolific and Priority Offenders
 - Assertive outreach and engagement on these client groups
- 2.5. The desired outcome of the service is to reduce crime and reduce reoffending through delivery of the best possible configuration of Criminal Justice interventions in the county. These services will be commissioned and monitored on an ongoing basis. This service will work alongside the new Drug and Alcohol Action Team integrated substance misuse Hampshire Operational Model for Effective Recovery (HOMER) model, with specialist substance misuse interventions taking place within HOMER and not Integrated Offender Management.

- 2.6. Further background and contextual detail is available in the County Strategy Group - Drug Interventions Programme, Prolific and Priority Offender and Alcohol working group briefing papers, as follows.
www3.hants.gov.uk/education/dat/education-dat-csreview/education-dat-csthemedpapers.htm
- 2.7. Additional information regarding the existing commissioned Drug Interventions Programme and Test Valley Alcohol Arrest Referral services may be found at Appendix C.

3. Finance

- 3.1. The current Drug Interventions Programme and Prolific and Priority Offender funding into contracted services has a value of £974,000 . The current Test Valley Alcohol Arrest Referral project has a value of £50,000. The proposed Integrated Offender Management model has agreement from the County Strategy Group for Community Safety to use funding to value of £931,000 with potential for further funding of £50,000 from Hampshire County Council Adult Services for additional alcohol interventions or resources. This funding model has been agreed by the County Strategy Group to be used towards the new Integrated Offender Management service, which will have an initial three year contract, with the option to extend by another two years.
- 3.2. Though the proposed new service is affordable within the current available budget for 2010/11, after April 2011 the proposed services will depend on the continuation of grant funding from central government. It is understood by all parties involved in the new service that should there be significant reductions in central government grants, applicable to this proposal, that Hampshire County Council would have no obligation to underwrite these costs.
- 3.3. The contract will be subject to the ongoing availability of grant funding and this will be formally reflected in the Terms and Conditions of contract.
- 3.4. Table 1 below, indicates relevant funding only and does not compare actual service provision. Additional resource is also available from the Adult Services Alcohol Budget devolved to the Drug & Alcohol Action Team. As this work is in line with the objectives of the Alcohol Ten Point Plan, it would be a legitimate use of this resource.

Table 1 – Analysis of current and future funding

Funding Source	Current Amount - per annum	Amount during contract period - per annum	Held by
Drug Intervention Programme (Home Office Main Grant)	£600,000	£600,000	Adult Services
Drug Intervention Programme (DAAT – Pooled Treatment Budget, National Treatment Agency Grant)	£75,000	£50,000	Adult Services

Drug Interventions Programme Contribution from Safer Stronger Community Budget (Area Based Grant)	£79,500	£74,500	Chief Execs
Safer Stronger Community Budget for Prolific and Priority Offenders (Area Based Grant)	£219,500	£206,500	Chief Execs
Total Amount Per Annum	£974,000	£931,000	
Additional resources – to be agreed			
Alcohol Harm Reduction budget (to support Alcohol Ten Point Plan)	Max - £50,000	Max - £50,000	Adult Services

4. Performance

4.1. The integrated Offender Management service will deliver against a range of performance targets, improving the delivery and scope of work with offenders in Hampshire. There are three overarching key priority targets identified for the proposed Integrated Offender Management service, which are agreed Hampshire Local Area Agreement partner targets. These are:

- NI 38 – to reduce the rate of class ‘A’ drug related offending
- NI 30 - to reduce the rate of reoffending for Prolific & Priority Offenders
- NI 20 – to reduce incidences of (alcohol related) violence

The new service will maintain commitment to current Local Area Agreement targets as well as developing a new joint performance framework.

4.2. The service will work to deliver interventions with both drug and alcohol related offenders, an improvement on current provision which is not contracted to work with alcohol related offenders. The Integrated Offender Management model will also contribute to other Local Area Agreement priorities, such as:

- NI 39 - reducing alcohol related hospital admissions
- NI 40 - problematic drug users recorded as being in effective treatment

plus other targets such as offenders into housing or employment.

4.3. The service will also support delivery of several of the outcomes that Adult Services seek to help local people achieve, in particular by protecting the community and developing the health and wellbeing of the wider population; specifically, it will deliver against:

Outcome 1 - providing early intervention work and raising the overall health and wellbeing of the population

Outcome 2 – improving the safety in the Community

Outcome 5 – improving Community Safety and reducing Harassment

Care Quality Commission – Commissioner Outcome Framework

- 4.4. The performance management framework for the contract will also gather data relating to the Super Garrison project, by collecting activity data in respect of the numbers of serving personnel, their families or veterans accessing the IOM provision.
- 4.5. The approach taken to commissioning this service is informed by wider population needs and designed to make best use of available resources; it also accords with best practice as stated in the Government policy statement on Integrated Offender Management.

<http://www.crimereduction.homeoffice.gov.uk/ppo/IOMGovernmentPolicyStatement.pdf>

5. Other key issues

The procurement time table

- 5.1. The procurement process will be supported by the Health And Wellbeing Procurement Team.
- 5.2. The implementation phase is summarised below, a full version is also available.

Table 2: Key Milestones

	Milestone	Estimated Target Date	Status (Completed ✓)
1	Initial Project Plan for review	Jan 2010	✓
2	Evaluation tool containing criteria, weightings and answer definitions, to assess responses at prequalification stage	31 3 2010	✓
3	Adverts drafted and issued, seeking expressions of interest	31 05 2010	
4	Prequalification questionnaire drafted and issued	19 06 2010	
5	Prequalification evaluation results summary	27 08 2010	
6	Evaluation tool containing criteria, weightings and answer definitions, to assess tender responses.	01 06 2010	
7	Evaluation results summary (following evaluation of tenders and panels)	05 11 2010	
	Contract Award	07 12 2010	
8	Service Commencement	01 04 2011	

- 5.3. A tender process will be conducted to re-commission the Hampshire Drug Interventions Programme and Prolific Priority Offender and Alcohol services, within the wider Integrated Offender Management framework. The proposals to tender are compliant with Hampshire County Council Standing Orders, and are subject to the European Union (EU) Procurement Directives (current regulations 31 January 2006) according to Part B services.
- 5.4. The new criminal justice service will be characterised by a single countywide model which will include early intervention work for both drug and alcohol clients within the Criminal Justice system, work to address Prolific and Priority Offenders plus assertive outreach and engagement with these clients.
- 5.5. The initial contact, assessment and harm reduction interventions for both drug and alcohol users will be delivered via this model for criminal justice clients, with those needing more intensive treatment services being referred into the new HOMER model.
- 5.6. The revised tender timetable has meant that services currently contracted to 30 November 2010 now require an extension until 31 March 2011, to bring them into line with the new procurement timeline. The Drug Interventions Programme contract has been subject to two previous extensions (the first to 31 March 2010, the second to 30 November 2010); the Test Valley Alcohol Arrest Referral contract is already subject to one extension (until 30 November 2010). These were provided in order to conduct the adult substance misuse strategic review. Authority is therefore requested to extend both the applicable contracts to 31 March 2011. The contract extension is requested on the basis of a single tender and the case for this approach is in line with the following criteria:
- it meets single tender criteria as an *interim arrangement* following the strategic review of services and whilst existing services are in transition.

Table 3:
Contracts requiring extension in line with the procurement of an integrated system

Provider	Service	Current Expiry Date	Extension Sought*	New Expiry Date
Cranstoun	Drug Intervention Programme Team	30.11.10	4 months	31.03.11
CRi	Test Valley Alcohol Service	30.11.10	4 months	31.03.11

*Note: "Extension Sought" shows minimum extension required and assumes that the new Integrated Offender Management provision will commence on 1 April 2011.

- 5.7. The Drug Intervention Programme service was previously extended by 8 months to 30th November 2010, in December 2009 - Decision Reference 929.
- 5.8. The Test Valley Arrest Referral Project was previously extended by 8 months to 30th November 2010 at Adult Services Departmental Management Team on 11th March 2010.

6.1 Impact and Implications

6.2 Legal

- 6.2.1 In preparation for the review, existing contracts that were due to expire during the period of the review were extended, in order to facilitate a process of commissioning to implement the findings of the review. A further extension is now required in order to fit in with the procurement timetable and obtain the relevant executive approval.
- 6.2.2 Advice and guidance has been sought from Hampshire County Council Legal Department and will continue to be sought during the tender and procurement process.
- 6.2.3 A tender process will be conducted and the award recommendations will be submitted for approval, in preparation for the contract signed by Legal Services.
- 6.2.4 The Transfer of Undertakings (Protection of Employment) Regulations 2006 (SI 2006/246) are designed to protect the rights of employees in a transfer situation enabling them to enjoy the same terms and conditions, with continuity of employment, as formerly. Where there is a transfer of the services to a new employer then these may apply to non Hampshire County Council staff who are delivering contracted services within the current Hampshire treatment system.

6.3 Impact Assessment

- 6.3.1 In compiling this report account has been taken of the requirements of the Corporate Equalities Plan and Race Scheme. The Hampshire Drug & Alcohol Action Team diversity statement states that it is committed to securing genuine equality of opportunity, recognising the many differences between people and avoiding or overcoming discrimination, whether required by law or not, in all aspects of its activity by positively valuing different perspectives and skills.
- 6.3.2 The Hampshire Drug & Alcohol Action Team ensures through its contracting and contract review processes that all service providers demonstrate equality of access to, and quality of treatment across, all groups of potential service users and that all services shall respond positively to the needs of diverse drug users, including cultural, religious, language, gender, sexuality, disability, age and communication need.

6.4. Human Resources

- 6.4.1. There are no Hampshire County Council staff that will be affected by the tendering exercise.

7 Future direction

7.1 The Hampshire Integrated Offender Management service will work towards reducing crime and reducing reoffending through commissioning specialist interventions primarily consisting of, but not limited to:

- Criminal Justice Integrated Teams covering both drugs and alcohol clients
- Provision of Alcohol Brief Interventions and harm reduction support
- Provision of community based interventions to Prolific and Priority Offenders
- Assertive outreach and engagement on these client groups

7.2 This innovative approach will challenge offending behaviour and work towards the reintegration of offenders, through providing the right interventions to the right individuals at the right time. This service will deliver a high level of partnership working, including working with other co-located criminal justice staff, including Probation, Police and Youth Offending Teams. It will be responsible for the joint engagement, case and care management (where appropriate), referrals and reintegration of criminal justice clients.

8 Recommendations

It is recommended that the Executive Member for Adult Social Care approves:

- 8.1. The process outlined, to tender for the Integrated Offender Management model, as part of the implementation phase of the County Community Safety Strategic Review.
- 8.2 The extension of the existing Drug Interventions Programme contract, until 31 March 2011, to bring it into line with the proposed procurement process and commencement of the new service.
- 8.3 The extension of the existing Test Valley alcohol arrest referral scheme, until 31 March 2011, to bring it into line with the proposed procurement process and commencement of the new service.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	no
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Direct links to specific legislation or Government Directives		
<u>Title</u>		<u>Date</u>
Home Office refresh on delivery of DIP – DIP Operational Handbook		December 2009
Government Policy Statement on Integrated Offender Management		June 2009
Home Office refresh on delivery of PPO schemes		June 2009
Rebalancing the Criminal Justice System in favour of the law abiding majority – alignment of DIP & PPO schemes		May 2006

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

DocumentLocation

None

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

A comprehensive Equalities Impact Assessment has been carried out.

The Community Safety Strategic Review and the development of an Integrated Offender Management model in Hampshire will build upon the current knowledge base, data evidence and activity in place (as described within the assessment), to improve access and engagement within the substance misuse system by groups of individuals who may be marginalised by virtue of a wide range of presenting needs.

In compiling this report account has been taken of the requirements of the Corporate Equalities Plan and Race Scheme. The Hampshire Drug & Alcohol Action Team diversity statement states that it is committed to securing genuine equality of opportunity, recognising the many differences between people and avoiding or overcoming discrimination, whether required by law or not, in all aspects of its activity by positively valuing different perspectives and skills.

Hampshire Drug & Alcohol Action Team ensures through its contracting and contract review processes that all service providers demonstrate equality of access to, and quality of treatment across, all groups of potential service users and that all services shall respond positively to the needs of diverse drug users, including cultural, religious, language, gender, sexuality, disability, age and communication need.

2. Impact on Crime and Disorder:

The County Council has a legal obligation under Section 17 of the Crime and Disorder Act 1998 to consider the impact of all decisions it makes on the prevention of crime.

The proposal in this report aims to improve the safety of vulnerable Hampshire residents and reduce the risk of crime occurring.

The new Integrated Offender Management service will interface directly with the criminal justice system and will have a positive impact upon community safety across the county. The experience of other areas has been that Integrated Offender Management approaches make a real difference in cutting crime by enhancing and extending the reach of current offender management frameworks.

The core performance indicators for this commissioned service, relating to the Hampshire Local Area Agreement, will be:

- NI 38 – class ‘A’ drug related offending
- NI 30 – rate of re-offending for Prolific & Priority Offenders

- NI 20 – (alcohol related) violence
- A range of other measures will also apply, focussing on volume offenders.

3. Climate Change:

a) How does what is being proposed impact on our carbon footprint / energy consumption?

The Integrated Offender Management system will have regard to the accessibility of services to the client and will include the physical accessibility, i.e. proximity to public transport and the use of satellite provision to take the service into localities to reduce the burden of travel placed upon service users. .

b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

As the procurement process develops, a requirement to consider the need to adapt to climate change, and be resilient to its longer term impacts will be taken into account in the detailed planning and development of the Invitation to Tender. Prospective service providers will be required to demonstrate that they have considered climate change in developing their service delivery model.

EXISTING CONTRACTS: ADDITIONAL INFORMATION

Drug Interventions Programme [DIP]

Introduced in 2003, its' main aim is to divert adult drug misusing offenders "*out of crime and into treatment*". DIP is a Home Office led crime reduction initiative which aims to engage with drug misusing offenders at each stage of the criminal justice system or through community safety schemes. Hampshire DAAT became responsible for managing such specialist drug interventions, within the Criminal Justice System, in October 2005. The Hampshire model includes provision for:

- Arrest referral in police custody suites
- Interventions for those subject to court imposed community sentence orders [Drug Rehabilitation Requirements]
- Specific interventions for Prolific and Priority Offenders
- Continuity of care for those released from prisons
- Community based support and advice

In the previous 12 months, the Drug Interventions Programme has provided interventions and continuing support for over 1000 offenders; consisting of approximately 150 from police cells, 400 via the courts and 500 from prisons. In excess of 400 individuals have been referred into structured drug treatment, exceeding the target of 216.

The service also seeks to support the individuals general health and wellbeing, plus guidance in meeting their social needs, in order to seek their reintegration into society. The service works with a particularly problematic client group but has achieved considerable success in the community, working towards reducing the harms caused by drug misusing offenders.

In all respects, the commissioned service has met or exceeded targets and core performance indicators in delivering interventions for drug misusing offenders. The current DIP framework will be integral to the proposed IOM service, providing a core model for delivery of services.

Test Valley Alcohol Arrest Referral [AAR] pilot initiative

It is widely recognised that there are significant harms caused by alcohol misuse, especially the impact to our communities by alcohol related offending. The Hampshire Alcohol Partnership Board has supported the introduction of a pilot alcohol arrest referral service; a joint initiative between Hampshire DAAT, HCC Adult Services and Test Valley Borough Council (via its' Community Safety Partnership). It aims to specifically target those hazardous and dependant drinkers who primarily commit offences of criminal damage, assaults, personal robbery and domestic violence.

The scheme takes referrals from police custody, other arrest referral workers, those dealing with anti-social behaviour, domestic violence or prolific and priority

offenders. It provides a range of brief interventions in order to challenge their behaviour through changing their drinking habits.

It has quickly established itself as filling a gap for the needs of the local community. In the previous three months it has received 79 referrals from Police, Probation, housing providers and community sources; with 24 clients referred on to other services. It has proved very successful in meeting expectations with regards numbers referred and supported. There is further work planned to develop links with the Army and with GP surgeries.

A review by Test Valley Borough Council (on behalf of the Community Safety partnership) stated that arrest referral pilot should be continued as a pilot scheme because:

- it is an effective way of targeting hazardous drinkers and reducing crime
- it is value for money in terms of outcomes related to crime and alcohol consumption
- there are benefits in extending or developing similar schemes in other areas.

It is therefore [proposed that this pilot initiative be adopted countywide within the proposed IOM service.