



**METROPOLITAN
POLICE**

Working together for a safer London



Learning from the Diamond Initiative evaluation

Paul Dawson

4th Annual Offender Management Conference



The London Diamond Initiative

**Strong case for
*Justice Reinvestment***

"Million dollar blocks"

**Consensus on multi-
agency approach**

Integrated Offender
Management (IOM)

The London Diamond Initiative

2 year pilot

Key wards in 6 boroughs

Multi-agency teams (police, probation, LA)

Targeted at returning short sentence offenders

Wider target group inc. Community Payback

Voluntary, needs based offer

Evaluation '*built in*'

**Safer Neighbourhoods
model**

Local needs
Local solutions

**Challenging groups
identified**

Including 'less-than-12
month-sentence' prison
releases

Evaluating the Diamond Initiative

- **Strong demand for robust evidence to inform Justice Reinvestment / IOM**
- **Comprehensive and rigorous two-year evaluation carried out by the MPS Strategy, Research and Analysis unit (SRAU)**
 - Supported by an academic reference group to oversee and ensure rigour
 - **Process** evaluation – *how was Diamond Implemented?*
 - 4 waves of **staff survey** (50 - 70 per wave, 67% to 97% completion rate)
 - 2 waves of **qualitative interviews with staff** (36 per wave)
 - 2 waves of **qualitative interviews with participants** (29 per wave)
 - **Impact** evaluation – *what was the impact of Diamond?*
 - **Reoffending analysis**, against robust control group
 - **Economic evaluation**



Process Learning

Setting-up and bedding in

- **Staffing**

- Hindered by different agency recruitment protocols
- Some inappropriate 'posting' (especially police)
- Improved but never fully resolved – few teams ever up to strength
(e.g. only 28% were fully staffed in Wave 4 – i.e. our final staff survey)

- **Training**

- Staff confidence in DI roles grew
- Cultural differences in attitude toward training – probation valued formal learning, police more 'on the job' approach
- Almost all staff reported learning something new - long term benefits for staff

Offenders do face challenges. Obstacles (are) put in their way... I am more open-minded. I am a better officer for being involved in this project.

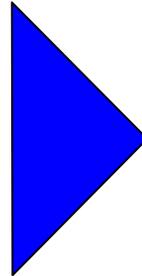
Diamond team police officer

Setting-up and bedding in

- **Accommodation**
 - Facilities and equipment problems frequently cited as barriers in early stages – but improved
 - Co-location valued – key to good multi-agency working
 - Still some issues e.g. with police station bases (disincentive to engagement) or LA premises (clients not allowed on-site)
- **IT Systems**
 - LISARRT developed as case management / referral / monitoring system
 - Not up and running at outset (paper records used)
 - Staff critical of functionality at start – became more comfortable and substantial upgrades throughout
- **Overall, evidence of significant early implementation problems which were finessed as Diamond matured**

Are we working together to meet need?

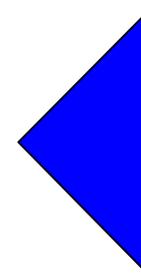
OASys data indicates high and complex needs amongst eligible offender group



OASys need	% of eligible DI referrals with need
ETE (education, training, employability)	74.1
Lifestyle and Associates	70.7
Relationships	65.3
Attitudes	64.6
Thinking and Behaviour	62.6
Accomodation	54.4
Drug Misuse	59.4
Alcohol Misuse	27.9
Average needs per offender	4.8

	% of staff who say agency is 'consistently involved' with DI			
	March 2009	Dec 2009	June 2010	Dec 2010
Police	98	97	97	97
Probation	84	97	91	86
Prison	28	18	16	26
Community Safety Partnerships	4	9	9	10
Local Authority	45	60	70	70
Voluntary Groups	4	19	19	12
Housing	18	34	44	67
Education	2	15	14	5
Drugs Intervention	24	19	41	39
Mental Health	2	2	11	9
Health	4	2	3	3

Staff feedback on agency involvement indicates potential service gaps where needs are high



Despite some notable improvements in multi-agency provision over time

Working across organisational cultures

- Team members generally reported good inter-agency dynamics
- However, '*working tensions*' evident and never fully resolved
- Police often struggled to come to terms with *supportive* rather than *supervisory* role
 - For some, Diamond was not what they expected (framed by PPO, MAPPA etc)
 - Feeling of having their '*wings clipped*'
 - Often seen by non-Diamond police colleagues as '*not real police work*'
- But police were seen to add a dynamism and '*can do*' attitude – sometimes frustrated by 'laid back' approach of others
- Overall, questions remain about police-led / police-heavy model

The offender's experience

- **Research limited to participants – unable to access 'refusers' or 'drop-outs'**
- **Positive feedback from offenders who participated in research**
 - Positive recent-life narratives – with Diamond integral to progress
 - Sometimes in contrast to previous negative experiences of support
 - Expressed (apparently) sincere desire to stop offending
- **Appreciated empowerment of voluntary model, non-directive approach by staff and control over process**
- **Quality relationships built by staff demonstrating commitment and non-judgemental approach**

I don't know what would have happened if I hadn't come to Diamond...they've turned my life around basically and for all I know I could have been back inside now doing a very long stretch...now I'm about to start voluntary work, my life possibly has a future.

Diamond offender



Impact Learning

Measuring Impact

- Robust 'quasi-experimental' approach
- Reoffending of a cohort of less-than-12-month sentence Diamond referrals (from year one) monitored on PNC over 12 month follow up period
- Compared against control group of less-than-12-month sentence offenders, released during same period, with release addresses in the most similar London wards to Diamond wards

Wards matched on...

Population size
BME population

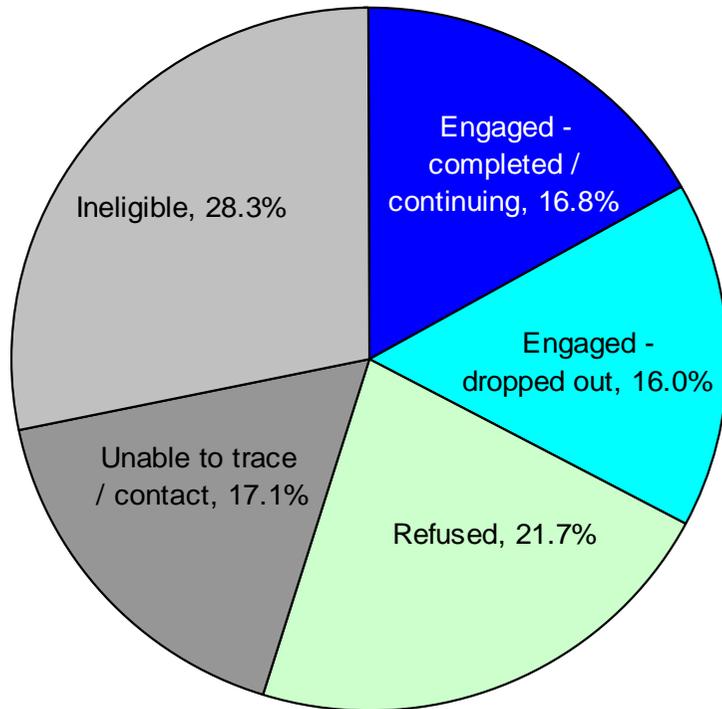
Crime levels
Deprivation
Age profile

Education profile
Prison releases

Borough and ward level characteristics factored in

- Control group highly similar to Diamond group in terms demographic profile, offending history, predicted reoffending
- Comparison made at referral level to control for motivation

Referral outcomes



All less than 12 month sentence referrals released before 01/10/2009 (368)

- **Fewer referrals engaged by Diamond teams than expected**
 - **45%** of referrals were ineligible or could not be found
 - **22%** refused to take part
 - **33%** engaged (but half of those dropped out)
 - **However 60%** of those offered Diamond accepted
 - Accepters had more needs and more recent offending

- **Important learning re. information flow between prison and community**
- **Methodologically, low participation rate may 'dilute' treatment effect**
 - Findings checked with individual *participant level* matched control group

Proven reoffending

- No evidence of impact of Diamond referral or participation on reoffending

- 42.4% of Diamond referrals reoffended within 12 months of release
- 41.6% of control group offenders reoffended within 12 months of release

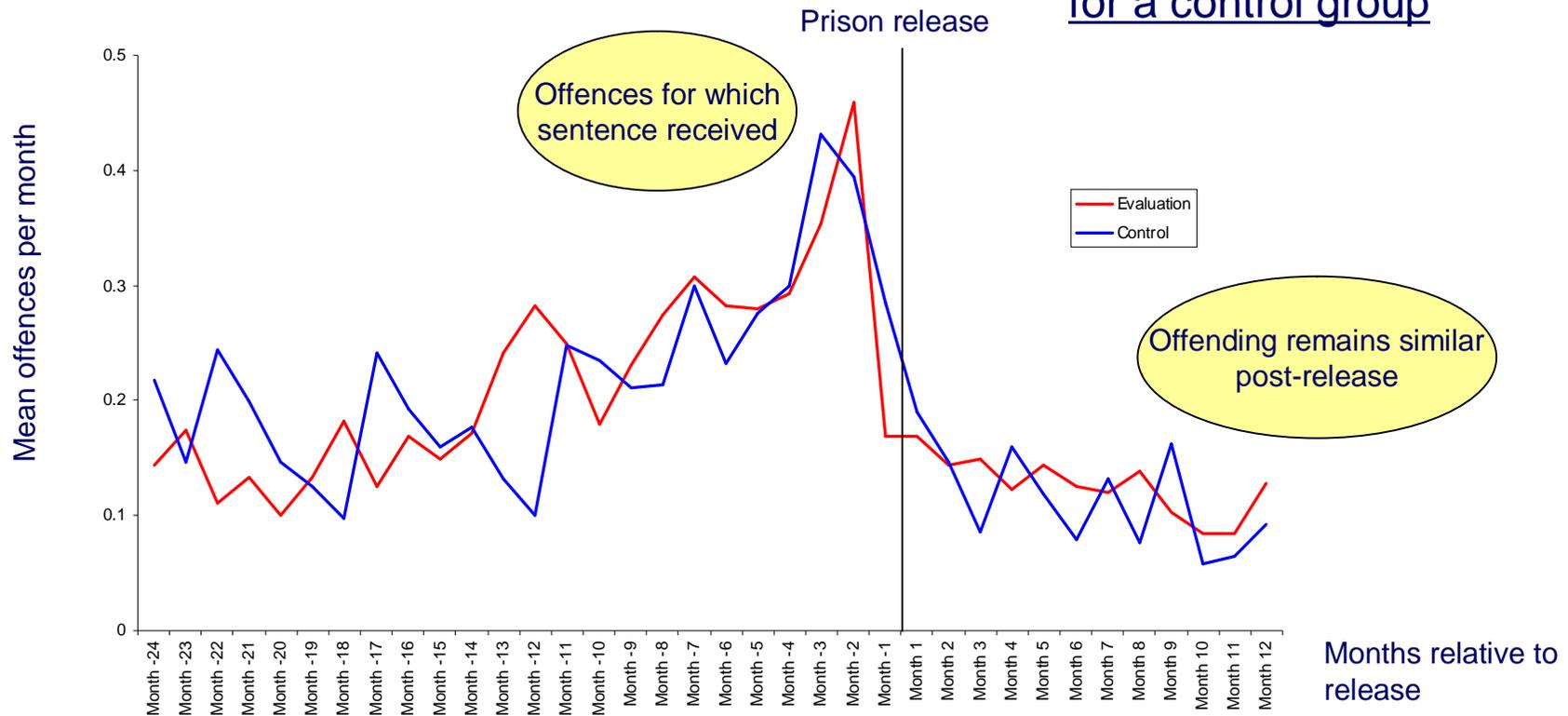
- 50.4% of Diamond participants reoffended within 12 months of release
- 47.9% of individually *best-matched* offenders from control group reoffended within 12 months of release

- Diamond and control group significantly below 61.1% (Q1, 2008) reoffending rate for national less-than-12-month group. Need for regional benchmarking

Other impact measures - Amount

- 'Yes / no' reoffending is blunt measure, does not take into account, *amount* of reoffending, *survival* (length of time without (proven) reoffending after release), & *seriousness of offending*

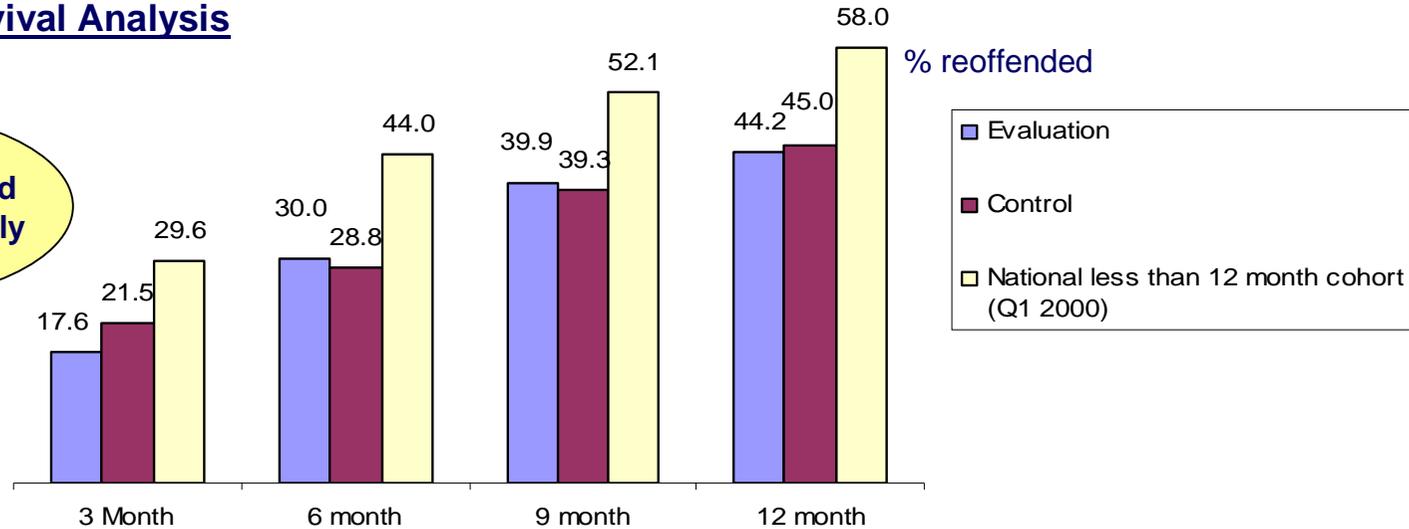
Average offences per month



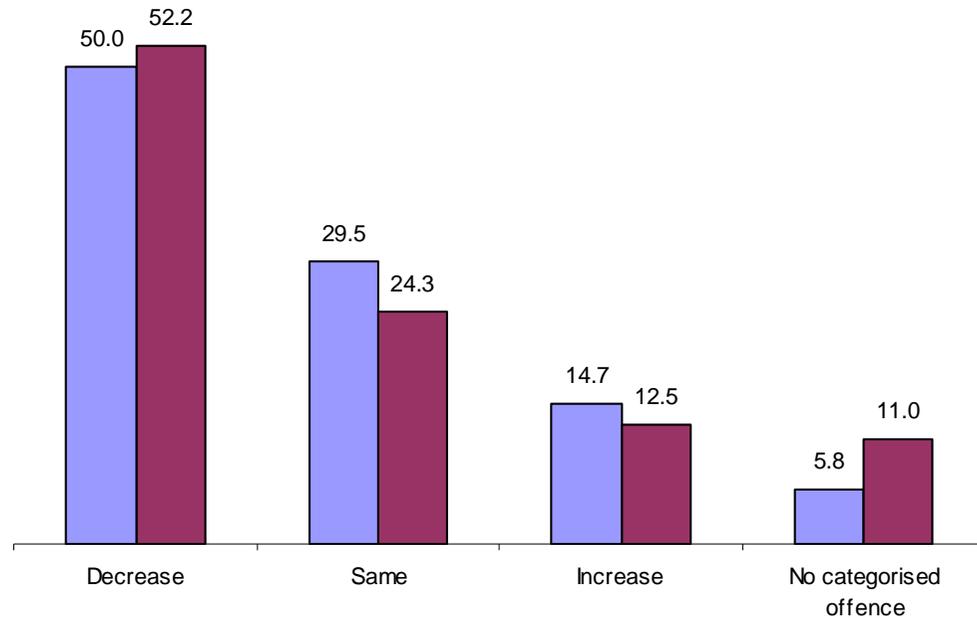
Other impact measures – Survival

Speed to crime - Survival Analysis

Those who reoffend tend to do so quickly



Seriousness



No significant difference in offending detected between Diamond and control

What's promising?

- **Despite lack of demonstrated impact some tentative indications of more positive outcomes**
- **Some indication that those with history of violent / disorderly criminality committed fewer offences *within those crime types***
- **Tentative but consistent evidence that those receiving help with debt and personal finance under Diamond achieve better reoffending outcomes**
- **Early signs that those starting on Diamond during later implementation phase (when delivery had matured during the second year) achieve better reoffending outcomes**
 - Requires longer follow up

Key learning

- The only robust evidence on Integrated Offending Management – considerable learning generated
- A lack of impact upon reoffending does not demonstrate that Diamond / IOM failed as an approach. We know Offender management can work...
 1. Highlights importance of effective implementation / programme integrity
 2. Service provision needs to be matched to need – partnerships!
 3. More work required to establish the integrated approach – cultural '*working tensions*' persist
 4. Effective referral and case-management systems crucial
 5. Cost efficiency requires that resource are allocated based on formal risk assessment systems (e.g. OGRS)

Wider learning

- **'Window of opportunity' – early (pre-release) engagement and partnership with prisons crucial**
- **Demonstrates that local initiatives can be subject to robust evaluation**
- **Voluntary model relatively effective at engaging most needy / problematic cases**
- **Criminal behaviour cannot be 'turned of like a light bulb'. Deeply entrenched behaviours can take years to change**
- **Implications of regional variation for local evaluation, (baselines for Payment by Results)**
- **Support with personal finance and debt may be important**
- **Findings helping to shape the future of IOM in London**

The Diamond Evaluation in the media

**London
Evening
Standard**
standard.co.uk

£11m initiative
to help freed
convicts fails to
cut reoffending
rate

 **Martin Bentham, Home
Affairs Editor**
18 Apr 2011

A flagship Met police scheme to cut crime among convicts freed from jail has had no impact on the reoffending rate, an official study revealed today.

The £11 million "Diamond Initiative" was set up to rehabilitate serial offenders by offering them help with problems such as drug and alcohol misuse, housing, debt and unemployment after their release.



"The findings...will be seen by critics as evidence that the Government's attempt to cut the prison population through sentencing reforms and a greater emphasis on rehabilitation is flawed"



*"A **CRUSADE** by Ken Clarke to stop crooks re-offending **WON'T** work, a damning report warned last night. Mr Clarke has said he wants to help offenders rather than lock them up. But a study...shows an £11million London project to get jobs to go straight had **NO** impact."*



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Full report published on LCJP website

