I am delighted to endorse the Spotlight Programme’s innovative way of working in Greater Manchester to manage the risk posed by offenders. Although there are already a wide range of partnerships working to manage offenders who pose the greatest risk of serious harm, and many of these are very effective, there is always an opportunity to improve the management of violent offenders and reduce the risk they pose to communities. I believe the use of an integrated risk management approach, as set out in this toolkit, can strengthen partnership focus on those offenders causing the most harm and lead to a more effective and efficient use of resources.
We are delighted to support the development of the Spotlight Integrated Offender Management (IOM) toolkit, which draws together the learning and best practice from the development of IOM both nationally and across Greater Manchester.

The Spotlight Programme gives partner agencies a solid model to use to improve the joint management of those offenders who pose a significant risk of harm and re-offending in our communities. It will be a challenge for all staff involved to work more closely together, to share information and take joint decisions and actions that will improve the behaviour of these offenders.

To achieve this we need to both reverse the ‘cycle of failure’ which many offenders spiral into and reduce their repeat re-offending. This requires a refreshed approach which has at its heart, the aim of maximising offender compliance with court orders and prison licences whilst maintaining a robust attitude to enforcement and risk management.

A particular strength of the Greater Manchester approach is the significant pooling of partnership resources, both funding and staff, to provide a more effective and efficient service.

The potential benefits to the criminal justice system are significant, but the real motivation for making Spotlight work is to reduce the number of victims of crime and continue to provide a quality service to people in our neighbourhoods.
This toolkit is a resource to help all agencies engaged in Crime and Disorder Reduction Partnerships (CDRP) and Local Criminal Justice Boards (LCJB) to develop a strategy and an operational model to significantly improve the daily management of offenders who are at most risk, either of causing serious harm or prolific offending. It should be read in conjunction with the document ‘Integrated Offender Management, Government Policy Statement’ (Home Office, June 2009), which provides a national perspective on the direction of IOM.¹

This section explains the development of IOM at a national level and the rationale for its introduction across Greater Manchester.

**What is IOM?**

IOM is a concept supported by the Home Office and the Ministry of Justice. Building on the success of Multi-Agency Public Protection Arrangements (MAPPA) and Prolific and other Priority Offender (PPO) processes, it aims to extend partnership working to a greater number of offenders. The model signifies a whole system approach to managing offenders through improved co-ordination and integration of partnership activity and resources. It is also the delivery model by which CDRPs can meet their responsibility to reduce re-offending under the Policing and Crime Bill 2008.

**The Government perspective**

The Home Office and Ministry of Justice IOM guidance document states that there has been a growing need to look at how resources can be most efficiently used within the criminal justice system.² One of the drivers for IOM has been to examine the case for more investment in community-based approaches for offenders, as an alternative to the revolving door of short-term custody. The guidance also suggests that integrated working can be especially effective in preventing serious acquisitive and violent crimes by identifying and managing high-risk offenders.

**IOM in Greater Manchester – the Spotlight Programme**

The Spotlight Programme is the focal point of local and county-wide efforts across Greater Manchester to reduce crime and re-offending, bringing together the strategic and operational aims of existing offender management partnership work. It requires synergy between CDRP and LCJB structures, organisational business plans and offender management and criminal justice strategies and processes. Even more significantly, it requires a cultural shift, from co-operation to collaboration and eventually to integration, at every level.

"IOM is both a multi-agency strategic initiative and an operational process for managing offenders of most concern in the community. It manages a selected and locally defined cohort of offenders who are in the community, regardless of whether they are under statutory supervision or not. In targeting those who commit the highest volume of crime, IOM aims to manage them consistently, using pooled local resources both to punish and reform them to turn away from crime."³

NOTES

¹ ‘IOM Government Policy Statement’, p. 5
² ‘IOM Government Policy Statement’, p. 6
³ ‘IOM Government Policy Statement’, p. 6
Spotlight supports the Government’s partnership programme to deliver relevant Public Service Agreements (PSA) and Local Area Agreements (LAA). It proposes that investment is made in community-based resources today to reduce the cost of crime to communities and the criminal justice system in the future.

Greater Manchester’s approach emphasises an IOM model that can equally be applied to violent as well as acquisitive offenders. The rationale behind this is that the multi-agency assessment and management of offenders is a common process whatever the crime type, although the interventions required can vary. For this reason, Multi-Agency Public Protection Panel (MAPPP) violent offenders and domestic violence perpetrators are included in the Spotlight cohort and one significant strand of the model is an IOM approach to managing gang members in the City of Manchester and Trafford.

Greater Manchester’s approach provides a consistent operational model which can be rolled out in any CDRP district. It offers central strategic direction and flexible local delivery, allowing CDRPs to respond to particular areas of concern in any locality. It also shows a method of implementing IOM in a CDRP which does not require extra funding but instead makes a more effective use of existing, re-aligned mainstream resources to ensure offenders are managed more efficiently and successfully.

Background


NOTES
Principles of the Spotlight Programme

This section outlines the key governing principles that facilitate a consistent regional approach.

A partnership approach to reducing re-offending
The Spotlight Programme requires partner agencies to jointly assess and manage offenders who are at the highest risk of re-offending and causing serious harm within their communities. This enables the partnership to work together to share information and develop a joint plan for the management of each individual offender.

A consistent area approach that has the flexibility to reflect local priorities and needs
The principles and operating model are consistently applied across all CDRP districts. Crime priorities are evidence-based, taking into account the analysis from both regional and local sources e.g. the Greater Manchester Against Crime (GMAC) Strategic Threat Assessment (STA) and CDRP audits and strategic plans.

A model that manages both violent and acquisitive offenders
The Spotlight Programme takes a targeted approach to tackling offenders who are assessed as having a high risk of re-offending and causing serious harm to others, irrespective of their position within the criminal justice system or whether they are statutory or non-statutory offenders.

Supporting the delivery of a more effective prevention strategy
The Spotlight Programme has the capacity to identify vulnerable children, young people and their families and to link safeguarding with criminal justice information and resources.

Realising existing partnership resources
The model facilitates the re-alignment of both financial and human resources to provide a faster and more focussed response to offender management. Partnerships can therefore utilise mainstream staff already in post in a much more effective and efficient way.

Each agency defines its own role and works within its area of expertise
Each agency works within its area of expertise while also maintaining a clear understanding of the roles of other agencies involved. The Police lead on intelligence, investigation and enforcement, Probation on the management of adult offenders through orders and licenses, and Youth Offending Teams (YOT) on the offender management of the most criminally active, prolific young people.

Delivering justice re-investment for both the partnership and the community
At the heart of the Spotlight Programme is the concept of justice re-investment through the co-ordination of partnership resources to improve offender compliance, thus reducing the ‘cycle of failure’ of multiple prison sentences and the burden on the criminal justice system and local communities.

Delivering at a neighbourhood level
Neighbourhood delivery is at the heart of offender management, with local staff responding to local needs. There is a shared responsibility for neighbourhood staff to work together to reduce crime in their area and feed back the outcomes to the public.

LEADERSHIP AND GOVERNANCE

Multi-agency working in an effective partnership
The local partnership needs a clear and effective governance structure to deliver the Spotlight Programme, which senior managers from all relevant agencies understand and have agreed to support.

There should be direct links between Local Strategic Partners, CDRP and Local Criminal Justice Group (LCJG) business plans regarding the implementation and management of the Spotlight Programme. The Programme should provide a clear link between all local high-risk offender management strategies including MAPPA, PPO, Domestic Violence (DV), Deter Young Offenders (DYO) and Drug Interventions Programme (DIP). It also presents an opportunity to both streamline and re-align resources and meetings.

Clear decision-making processes and leadership at middle management level
Operational managers from all relevant agencies, e.g. Neighbourhood Inspectors, Senior Probation Officers, Drugs Team Service Managers, YOT, Services for Children and Young People (SYCYP), need to understand the principles of the local Spotlight Programme and their role within it.

There should be a clear governance and decision-making process in place, enabling operational managers to make joint decisions on a daily basis about the progress of individual cases. These decisions are based on access to all relevant information. In addition, each manager should have access to the contact details of their colleagues in partnership agencies, including the Spotlight point of contact for each agency.

ASSESSMENT AND ANALYSIS

Strategic threat assessment
The Greater Manchester STA (GMAC) and local CDRP threat assessment will drive the business of the Spotlight Strategic Steering Group. The STA will support strategic business planning and resource allocation (e.g. gaps in service provision for offenders) and should have explicit links to LAAs and PSAs. There should be a clear link to the commissioning process within each CDRP district.

Monitoring community impact
The local CDRP crime audit and threat assessment will take into account both community consultations and concerns which should be regularly monitored. These consultations should include representation from a wide range of partner agencies. A local Spotlight communication strategy should be in place as an integral part of the CDRP agenda.
Risk assessment and categorisation
Each district will have one clearly defined Spotlight offender cohort which will be a priority group for all partners. Offenders will be included and excluded from the cohort using evidence-based criteria which is agreed and understood by all agencies. This criteria is based on offender management assessments from Probation and YOTs, using relevant Police and other agency information and with local flexibility built in to the process. Cross-border offenders will be determined centrally and included in local cohorts. The Spotlight cohort, some of whom will be non-statutory, should include offenders irrespective of their current position or categorisation within the criminal justice system. The offence types targeted will be taken from both the central and local STAs and any changes that are made should be agreed by all agencies using an evidence-based rationale. Each offender on the cohort will be assessed on a daily basis using a centrally agreed risk management criteria.

Effective data sharing
There will be a clear data sharing protocol in place relating to all Spotlight information sharing activity, which should be agreed and signed by the CDRP. It should include a clear process for the resolution of disputes concerning the disclosure of data.

PLANNING

Performance targets
The central and local strategic steering groups hold responsibility for performance management, ensuring that targets are jointly agreed and evidence-based. These should take the following into account:

- PSA requirements;
- LAAs;
- Local and central organisational requirements;
- Neighbourhood community indicators;
- Measures that monitor delivery of the strategy and the processes attached to it;
- Performance indicators that are robust, collectable and accurate.

Resources for delivery: people, money and services
The operational delivery of the Spotlight Programme entails a collaborative, cross-organisational approach to offender management in each district. The CDRP will be responsible for the provision of an adequately resourced operational model, including in particular a multi-agency, co-located team. This will require the creative use of existing staff and funding. Agencies should consider how they will fulfil their obligation to prioritise Spotlight offenders and may need to restructure their core business.

Identifying good practice, quality assurance systems and improving service delivery
Post implementation, there should be systems in place to monitor the effectiveness of the model, including using case studies to identify good practice. Any barriers or problems that are identified should be dealt with through a clear management and governance structure. Consideration should also be given to sharing lessons learnt from other districts.

A range of quality audits will take place across processes (e.g. pre sentence reports and sentence liaison meetings). There should be an annual review of Spotlight processes, both locally and by the central support team.

Central reviews will benchmark each district against the key elements described in this document, awarding them either a Gold, Silver or Bronze level of compliance.
DELIVERY

Joint working
Each district should have a co-located team incorporating the following functions: an intelligence unit; rapid response capability; intensive supervision casework; and non-statutory casework. A daily tasking and co-ordination group process within this team will review current intelligence, the risk status of offenders, determine the most appropriate intervention and allocate resources. This should tie in to the tasking meetings held by each agency and should meet the minimum standards of the Association of Chief Police Officers’ (ACPO) National Intelligence Model (NIM).

There will be an agreed management plan for each offender that is documented and shared between agencies. In statutory cases the relevant offender manager will be responsible for supervising this plan. Each district is also required to provide non-statutory caseworkers to manage a plan agreed with the offender.

Offenders will be informed about the services provided by Spotlight and their responsibility to co-operate. The primary focus should be on obtaining their full compliance using a joint approach to the management of licences and orders. Offenders should be made aware that robust enforcement is the consequence of non-compliance.

The Spotlight team will use partnership information to inform sentencing proposals at court, and in selected cases a system will be in place to use the model to support proposals for community orders and licence conditions. Staff from all agencies will be able to access the co-located team as a central point of contact for sharing information (especially those that do not have local staff, e.g. prisons).

The Spotlight branded logo will be used in each CDRP district to provide a recognisable, county-wide approach to the management of high-risk offenders.

Sustaining quality staff, training and development
All staff who are directly involved in the Spotlight co-located team will need to attend multi-agency training events that explain each organisation’s role in the model. Chief Officers from the partnership will endorse both the principles at training events and the production of various training materials. Staff based in partner agencies which have direct dealings with offenders, will receive briefings which explain their role in the system. Each agency’s internal training unit will support the wider training needs of the Spotlight Programme.

All staff working in the Spotlight team and partner agencies should understand the offender risk system and how to respond according to their changing status. The job descriptions of staff directly involved in the Spotlight team should be re-evaluated.
Implementing Spotlight in your CDRP

This section provides a step-by-step guide to the key areas of work and specific tasks required to implement the Spotlight operational model in a district.

Self assessment

A CDRP self assessment is required to appraise the strengths and gaps within the current offender management partnership arrangements.

The self assessment is based on the elements of the Spotlight Programme and used to highlight the key areas for development and prioritisation, with an emphasis on building on existing good practice and successes. The outcome from the assessment is a phased implementation plan (see figure 1 which is the phased implementation plan template used to record and monitor the progress of the roll out of the Spotlight Programme in a CDRP).

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Lead</th>
<th>Date Required</th>
<th>Progress so far</th>
</tr>
</thead>
</table>
| Resources
| Co-located Teams: Agree an operational model | | |
| Agree the staffing levels of the intelligence team | | |
| Agree the staffing levels of the intensive supervision team | | |
| Agree the location of teams | | |
| Agree roles | | |
| Agree job descriptions | | |
| Agree supervision | | |
| Agree the provision of a non-statutory case worker | | |
| Clarify the role of NPT and mainstream staff | | |
| Clarify the role of YOT staff (especially the YOT PC and Probation Officer) based on partnership review | | |
| Link the commissioning processes to the Spotlight model | | |
| Identify a SPOC for all relevant agencies | | |
| Cohort
| Agree the cohort criteria | | |
| Agree on entry and exit strategy | | |
| Complete the draft cohort | | |
| Agree the profile of the draft cohort | | |
| Link the STA to local priorities e.g. services and cohort | | |
| Offender Strategies: Review the PPO strategy | | |
| Review the MAPPP strategy | | |
| Review the DYO strategy | | |
| Governance
| Determine strategic and operational governance membership (terms of reference etc.) | | |
| Review offender tasking meetings (individual agency and partnerships) | | |
| Arrange strategic meetings to agree overarching principles / working arrangements | | |
| Training
| Brief the SLT of individual agencies | | |
| Briefing / workshop for middle managers | | |
| Briefing / workshop for mainstream staff | | |
| SOMS training | | |
| IT
| Agree IT requirements for co-located teams | | |
| Installation and administration of SOMS | | |
| Performance Management
| Devise a performance framework | | |
| Communications
| Review a communications strategy | | |
| Agree branding and a logo | | |
| Information Sharing
| Review the information sharing protocol | | |
| Miscellaneous
| Set a Go Live date | | |
| Spotlight team walk through prior to Go Live | | |
Wigan CDRP drafted a detailed self-assessment template and risk assessed all of the Spotlight elements, with updated comments. This gave all the agencies in the district a clear view of the specific areas of work they needed to focus on during the implementation and was used as the basis for their implementation plan.

Primary areas for development in the implementation plan are as follows:

**Governance**

There is an opportunity to review and rationalise meeting structures at strategic, middle manager and operational levels (see figure 2, which is an example of a Spotlight meetings structure chart). This includes questioning the validity of current meetings, their role and significance, and a review of their terms of reference and attendee lists.

All of the primary criminal justice agencies currently hold regular single agency meetings to discuss actions and priorities on current offenders (e.g., Police daily tasking meetings). Some consideration is required to integrate these into the Spotlight process to avoid duplication, counter-productive actions and the existence of 'non-Spotlight' single agency lists of offender targets.

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**Figure 2: Spotlight meetings structure chart**

STOCKPORT SPOTLIGHT MEETINGS STRUCTURE CHART

- **Quarterly Reducing Re-offending Group**
  - Chair: Probation Service ACE
  - Purpose: to ensure the Spotlight model is working effectively

- **Quarterly Strategic Tackling Violence Group**
  - Joint Chairs: CSU Strategic Manager / DCI DVU
  - Purpose: to link the violence agenda, MAPPA processes, alcohol, domestic violence and youth neighbourhood crime issues

- **Monthly Spotlight Operational Managers Group**
  - Joint Chairs: DAT Strategic Manager / Deputy Chair – MAPPA DCI
  - Purpose: to manage offenders identified within MAPPA criteria

- **Monthly ASBAT Panel Group**
  - Joint Chairs: Chief Inspector / ASBAT Operational Manager
  - Purpose: referral route for high-risk offenders to Spotlight cohort

- **Daily Police Tasking and Co-ordinating Meetings**
  - Chair: Superintendent Operations
  - Purpose: referral route for high-risk offenders to Spotlight cohort

- **Daily Spotlight Intelligence and Tasking Meetings**
  - Chair: Spotlight Team Operational Managers (on rota basis)
  - Purpose: to determine the actions to be taken on a daily basis for Spotlight offenders identified as Red or Amber Alert

- **Figure 2: Spotlight meetings structure chart**

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The co-location of operational staff and middle managers will naturally lead to informal daily meetings and decision making that may make existing formal meetings obsolete, or at least shorter.

The focus on one co-ordinated list of high-risk offenders could lead to the merger of meetings that are currently held in isolation, but attended primarily by the same people (e.g., holding one meeting to oversee the migration of offenders on and off the list, rather than separate meetings for each offender category).

Implementing Spotlight in your CDRP
Tameside’s initial Spotlight cohort comprised of 145 offenders; of these, 106 were on a statutory requirement and 39 were non-statutory cases. 83 were predominantly acquisitive crime offenders and 62 were violent offenders, including 21 high-risk domestic violence offenders. 16 were juveniles. 49 members of the cohort were risk assessed as being compliant (green status) and 35 as non-compliant (amber alert), requiring immediate attention.

Cohort
All partners need to agree a clear criteria for entry on to and exit from the Spotlight cohort (see figure 3, which is a précis of Stockport’s selection criteria). The criteria should be evidence-based to take account of each district’s priority crime types and partnership information, and governance structures should account for all referral routes onto the cohort.

This list will contain the highest risk offenders for all agencies across the district and should be the focus for the prioritisation of resources and interventions. The Spotlight cohort incorporates the following offender classifications:

Automatic entry via existing criteria PPOs;
MAPPA violent offenders (all level two and three);
DYOs.

Criteria to be determined locally
Other violent offenders;
Domestic violence offenders;
Other serious acquisitive crime offenders (committing local priority crimes).

Implementing Spotlight in your CDRP

### Figure 3: Stockport’s Spotlight selection criteria

<table>
<thead>
<tr>
<th>Offender</th>
<th>Agency</th>
<th>Entry Criteria</th>
<th>Exit Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>PPO</td>
<td>Police and Probation</td>
<td>Offenders committing priority crimes relevant to PSA targets, with more than two priority offences convicted and recorded on PNC in the previous 12 months (or in last 12 months at liberty).</td>
<td>Individuals who have been tagged as ‘green’ for a period of three months and have an identified exit strategy.</td>
</tr>
<tr>
<td></td>
<td>with ratification by the Offender Review Group</td>
<td>Offenders arrested for a high volume of low level crimes where intelligence suggests there is an imminent risk of the individual progressing to a conviction for acquisitive / serious acquisitive crime. These offenders should have two or more convictions recorded on PNC in previous 12 months (or in last 12 months at liberty).</td>
<td>Offenders who move to another CDRP area.</td>
</tr>
<tr>
<td>Local Offenders</td>
<td>Police</td>
<td>Police intelligence reports should signify that the offender poses a high risk of significant harm to the community in terms of serious acquisitive and / or serious violent crime.</td>
<td>Offenders who are given a prison sentence of two years or more in custody.</td>
</tr>
<tr>
<td>Probation</td>
<td>Probation / Police</td>
<td>High risk of re-offending on OASys (score of 11 and more)</td>
<td>Individuals who have been tagged as ‘green’ for a period of three months and have an identified exit strategy.</td>
</tr>
<tr>
<td>MAPPA</td>
<td>Probation / Probation / MAPPA Support Unit</td>
<td>All offenders selected as MAPPA levels two and three will be added to the Spotlight cohort (serious violent crime only).</td>
<td>Offenders who moved to another CDRP area.</td>
</tr>
<tr>
<td>DYO</td>
<td>YOT</td>
<td>All DYO offenders are identified and referred for consideration on the cohort.</td>
<td>Individuals who have been tagged as ‘green’ for a period of three months.</td>
</tr>
<tr>
<td>DV</td>
<td>DVU</td>
<td>Statutory DYO offenders who are assessed as posing a high risk of significant harm within the OASys / ASSET assessment,</td>
<td>Offenders who have been tagged as ‘green’ for a period of three months.</td>
</tr>
<tr>
<td>ASB Offenders</td>
<td>ASB Panel</td>
<td>Offenders highlighted by ASB Panel Chair(s) as at a high risk of committing serious acquisitive / violent crime.</td>
<td>Offenders who are given a prison sentence of two years or more.</td>
</tr>
</tbody>
</table>
Discussions around the cohort criteria offer the partnership an opportunity to review and refresh existing strategies, in particular PPO, MAPPA and DYO. Examining the current daily flow of information and the involvement of mainstream staff in the management of these offenders may lead to changes in working practices.

Prioritising those offenders who are most at risk should lead to a more focussed use of resources and provide staff with the capability to manage a larger volume of offenders.

A significant risk to a district’s ability to provide meaningful interventions is a continual increase in the size of the Spotlight cohort, in particular where one or more agencies adds to the list, without consultation, in order to meet their own needs and priorities. Hence, the importance of robust partnership governance arrangements at all levels is clear.

Resources

One of the key principles of the Spotlight Programme is joined-up working between agency staff at an operational level. The creation of a co-located, multi-agency team provides a central hub to co-ordinate interventions and drive forward the work with mainstream staff.

The team requires the capacity to focus exclusively on their cohort of Spotlight offenders, with the flexibility to respond to daily, changing risk and in particular to those offenders who require immediate attention.

There are four components of a co-located team in the Spotlight model:

- Intelligence team – to collate, input and disseminate multi-agency information and to co-ordinate actions;
- Intensive supervision casework – to supervise PPOs;
- Non-statutory casework – to contact and offer voluntary supervision to offenders who are under non-statutory requirements;
- Rapid response casework – real time availability to respond daily to offenders requiring immediate attention.

There are several options for the co-location of staff. Tameside have split their functions; the intelligence team are based within a police station, while the intensive supervision and rapid response teams are located in a separate building with the district’s drug treatment services. Stockport has located all the functions together with the local authority’s community safety team. Rochdale’s team are based within a community based domestic violence unit. Total staff numbers within a co-located team range from 20 to 30 per district, with the average cost of staff and facilities being £600,000 (all from existing agency and CDRP funding).

Tameside

The Spotlight model has a great potential for supporting safeguarding services. For example, the Tameside partnership involves the four area social care teams through their managers, who act as single points of contact. Each week the Spotlight offender cohort is shared with these team managers, who cross-reference the list against their own current, open cases, which may result in further actions being taken by social care staff. The out-of-hours social care manager also has access to this cohort, as do the multi-agency staff working on Operation Stay Safe.

Other considerations include the creative use of existing resources, including more innovative use of staff from across the partnership, the location of teams and access to interviewing space for co-located offender managers. The cost and logistics of installing multiple agency IT systems will require particular attention throughout the implementation period. There needs to be a clear management structure for the team which has both operational and strategic governance arrangements, in order to provide effective leadership in re-shaping offender management services. (see figure 4 which is an example of a Spotlight co-located team model)

NOTES

5 Operation Stay Safe is a key part of the cross-government Youth Crime Action Plan, run jointly by Police and SCYP in key areas of England and Wales, which aims to identify young people on the streets at night who are at risk of becoming victims of crime or of being drawn into criminal behaviour, remove them from danger and work with partner agencies and the families to prevent re-offending and offer support.
Training
A planned training schedule for specialist co-located and mainstream staff is required to facilitate an understanding of individual, team and agency roles in the local model. Training is essential to integrate the principles and operating procedures into the routine work of all staff and to ensure they have an understanding of the role of other agencies and how they can work together.

Performance management
The Spotlight performance management framework (see figure 5 overleaf) brings together key performance indicators from different agencies to give an indication of success both in a district and county wide. The indicators relate to the key aims of the programme and link to national and LAA targets to reduce re-offending, cut crime, tackle social exclusion and raise confidence in the criminal justice system.
This section highlights some of the issues the Spotlight project team have experienced across Greater Manchester in the implementation of the Programme.

**Start at the top**

It is essential that prior to implementation, both the CDRP and LCJG understand and are committed to the Spotlight Programme. The re-alignment and imaginative use of partnership resources is not possible without their commitment.

**Sign up to the principles at senior manager level**

There is a need to ensure that the strategic management team within each organisation sign up to the principles outlined in this toolkit. This offers an agreed understanding and consistency that can be communicated to operational staff. To facilitate this in Greater Manchester, the Spotlight project team made presentations to all CDRPs, the LCJB and each organisation’s senior leadership teams.

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### Early lessons from the Greater Manchester pilot sites

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<table>
<thead>
<tr>
<th>Indicator</th>
<th>Key Activity</th>
<th>Outcomes</th>
<th>Ownership / Source</th>
<th>Links to LAA</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Reductions in Crime and Re-offending</strong></td>
<td>Reduction in serious acquisitive crime rate</td>
<td>Reduction in keeping crime committed by the cohort</td>
<td>Police / SOMS</td>
<td>NI 16 PSA 23</td>
</tr>
<tr>
<td></td>
<td>Reduction in serious acquisitive crime rate</td>
<td>Reduction in robbing crime committed by the cohort</td>
<td>Police / SOMS</td>
<td>NI 16 PSA 23</td>
</tr>
<tr>
<td></td>
<td>Violent crime</td>
<td>Reduction in serious violent crime committed by the cohort</td>
<td>Police / SOMS</td>
<td>NI 15 NI 20 PSA 23</td>
</tr>
<tr>
<td></td>
<td>Reducing re-offending</td>
<td>Reduction in re-offending rates of the cohort</td>
<td>SOMS</td>
<td>NI 18 NI 19 NI 30</td>
</tr>
<tr>
<td></td>
<td>Domestic violence</td>
<td>Reduction in repeat incidents of domestic violence committed by the cohort</td>
<td>Police</td>
<td>NI 52</td>
</tr>
<tr>
<td><strong>Prevention</strong></td>
<td>Prevention</td>
<td>Reduction in the re-offending rates of the YTO cohort</td>
<td>YOT / SOMS</td>
<td>NI 19 PSA 23</td>
</tr>
<tr>
<td><strong>Improvements in Compliance</strong></td>
<td>Compliance with drug treatment</td>
<td>Percentage retention rate in treatment for 12 weeks or more for those on the cohort</td>
<td>Drug treatment provider</td>
<td>NI 38 NI 40</td>
</tr>
<tr>
<td></td>
<td>Compliance tardiness</td>
<td>Number / % of cohort on amber status for more than all days</td>
<td>SOMS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Compliance tardiness</td>
<td>Number / % of cohort on green status for more than three months</td>
<td>SOMS</td>
<td></td>
</tr>
<tr>
<td><strong>Efficiency of Enforcement</strong></td>
<td>Enforcement tardiness</td>
<td>Number / % of cohort on red status for more than five days</td>
<td>SOMS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Enforcement tardiness</td>
<td>Number / % of cohort on amber alert status for more than 14 days</td>
<td>SOMS</td>
<td></td>
</tr>
<tr>
<td><strong>Reducing Re-offending Pathways</strong></td>
<td>Employment</td>
<td>Number of cohort who gain and retain employment for four weeks or more</td>
<td>Probation / SOMS</td>
<td>NI 44 NI 59 NI 17</td>
</tr>
<tr>
<td></td>
<td>YOT ETE targets</td>
<td>Number of YTO cohort engaged in suitable education, employment or training of 15 hours or more a week</td>
<td>YOT / SOMS</td>
<td>NI 45</td>
</tr>
<tr>
<td></td>
<td>Accommodation</td>
<td>% offenders in suitable and settled accommodation at the end of the order or licence</td>
<td>Probation / SOMS</td>
<td>NI 46 NI 143</td>
</tr>
<tr>
<td></td>
<td>DM00ps</td>
<td>% offenders where there is a decrease in DM00ps score during the period of supervision</td>
<td>Probation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>ASSET</td>
<td>% offenders where there is a decrease in the ASSET score</td>
<td>YOT</td>
<td></td>
</tr>
<tr>
<td><strong>Justice Re-investment</strong></td>
<td>Cost of crime</td>
<td>Savings resulting from reduction of crimes committed by the whole cohort</td>
<td>SOMS</td>
<td>NI 18 NI 19</td>
</tr>
<tr>
<td></td>
<td>Cost of crime</td>
<td>Savings resulting from reduction of crimes committed by non-statutory cases in the cohort</td>
<td>SOMS</td>
<td>NI 18 NI 19</td>
</tr>
<tr>
<td></td>
<td>Reduction in prison population</td>
<td>Reduction in the number of offenders sent to custody for under 12 months</td>
<td>Probation / Courts / SOMS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reduction in prison population</td>
<td>Reduction in the number of young people sent to custody</td>
<td>YOT</td>
<td>NI 45</td>
</tr>
</tbody>
</table>
Purpose
The purpose of the Spotlight Programme is to jointly understand and address offenders’ criminogenic needs and to apply a broad range of interventions – rehabilitative and enforcement, as appropriate – in order to secure sustainable reductions in future offending behaviour, thereby protecting the public from crime.

Principles
• We will jointly and promptly share, assess and act on intelligence about offenders within the Spotlight cohort.

• Decisions about the nature and timing of any action will only be taken with due consideration of the available intelligence picture and will incorporate a (wherever possible — joint) assessment of short / medium and long-term risk to the public arising from the various options available.

• The desirable result of agreed action should be to achieve the best outcome for the wider community of Tameside in light of the risk assessment of all factors.

• Success will be judged in terms of reduction of risk to the public and will look different for different cohort members; for some it may be an abstinence from offending and for others it may be a reduction in the frequency or seriousness of offending.

• Understanding how events and factors in the lives of offenders affect their criminal behaviour will be part of all our business, regardless of any action that needs taking. This information can be shared, and where possible, used by the appropriate agency to remedy the problem with a view to securing longer-term changes in behaviour.

• We will show respect to our colleagues from other agencies and recognise their expertise and knowledge. Where there is conflict in decision-making we will seek to understand each other’s rationale rather than assume motive.

• We will all champion the ethos of the Spotlight approach within our own organisations and seek to engender cross-agency trust and understanding, with a view to embedding the principles of the Spotlight Programme into broader partnership reducing re-offending activity.

Bolton
In Bolton, the CDRP had attracted significant national attention after being awarded Beacon Status for reducing re-offending in March 2008. The Beacon award was recognition of Bolton’s strong CDRP and in particular their expertise in creating an evidence base for their interventions, derived from an excellent analytical capability. This led to an expansion of their PPO cohort and the development of integrated services in high crime wards. Building on this model, Spotlight will improve the capability of their central information and intelligence sharing function whilst adding a co-located team working with mainstream staff across the district on a wider cohort that includes violent offenders.

Employ a project manager
Although there is central support and mainstream staff involved in the implementation of Spotlight it is recommended that a short-term project manager is appointed within each CDRP district to drive it forward.

In addition to the project manager role, several districts, including Tameside, Stockport, Oldham and Manchester have appointed a specific Spotlight Strategic Lead to oversee the management of the system and staff. They provide a senior managerial link to their respective Spotlight Strategic Groups.

Build on your successes, but recognise areas for development
Each CDRP district will recognise its particular strengths. Some have flourishing and effective PPO schemes; many have good MAPPP processes; others have particular projects which stand out as exemplars of good practice nationally. It is essential that each CDRP continues to work to their strengths, and these successes should be built upon when implementing Spotlight. However, it is equally important that CDRPs recognise the gaps in their current structures and try to fill these.
This section picks out some distinctive pieces of work carried out to facilitate the implementation of the Spotlight programme.

MANAGING VIOLENT OFFENDERS

MAPPA

Whilst MAPPA processes were embedded in Greater Manchester and the meetings were functioning well, research undertaken by Greater Manchester Police (GMP) suggested that divisional Offender Management Units (OMU) were not necessarily involved with the local management of MAPPA cases. Consequently, a requirement was identified to improve both local Police intelligence input at meetings and the subsequent tasking of actions to mainstream officers. This has led to OMU staff receiving refresher training in the use of the Violent and Sexual Offenders Register (VISOR) for all level two and three MAPPP violent offenders. This in turn allows local staff to input local intelligence into VISOR in real time. As these offenders are an integral part of the Spotlight cohort, a member of the Spotlight co-located team attends all MAPPP meetings to provide updates. In addition, staff in local neighbourhood teams and staff from all agencies involved will have sight, via the Spotlight database, of MAPPA cases in their locality.

Case Study: Tameside

PC was a high-risk, violent MAPPA offender with a criminal record including armed robbery and kidnapping. He was placed in Probation approved premises outside Tameside and was given a prison licence condition not to drive or to be driven in a motor vehicle, as well as an exclusion from the district.

Staff from the Spotlight Team visited the premises and explained their role to staff. Later that week, the Spotlight Team received a call stating that a suspicious vehicle was in the car park at the same time PC had arrived to sign in. A check on the vehicle revealed the owner was a known criminal associate of PC’s from Tameside.

Spotlight officers went immediately to the premises, arriving within 20 minutes of the call while PC was still inside. Although there was no direct evidence that PC had been in the vehicle he was warned about the consequences of such action and made aware that the Police, Probation and other agencies were working together to monitor his activity. The driver was spoken to and left the scene. The information was disseminated to Police and Probation staff.

PC has subsequently remained compliant with his licence conditions.
Managing gang members in Greater Manchester

In the early stages of the Spotlight Programme it was decided to test out the principles of integrated working on the management of gang members, to see if daily integration worked on one of the most challenging groups of offenders in Greater Manchester. It also precluded the inclusion of gang members on the Spotlight cohorts of the Manchester and Trafford districts in particular.

A Senior Probation Officer working as the Guns and Gangs Co-ordinator was co-located with GMP’s Xcalibre Task Force (XTF), a unit specialising in managing the risk posed by gang members. Working on a daily basis with the Police, Probation and YOT offender managers to improve the flow of information between agencies, the team have devised a pan-Manchester gang MAPPA model.

Since February 2009 all gang offenders who fall under the provision of MAPPA have been brought together and reviewed under a single panel. The core panel is chaired by the Co-ordinator, unless increased to level three. This approach has provided a platform for a fluid and frank exchange between key agencies and has also raised the bar for accountable case management. It has strengthened communication links between workers and confidence in the gang MAPPA process.

Since the establishment of a single gang MAPPP, the way has been paved for further developments such as a Priority Gangs Forum for non-statutory cases or those which sit outside of the MAPPA arena, including young offenders known to the local YOT.

Domestic violence

There are significant benefits achieved by including domestic violence perpetrators on the Spotlight cohort. Although MAPPP level two and three violent offenders are sometimes domestic violence cases, there are a number of perpetrators in any district who pose a significant risk of harm to their partners or family members and whose cases have serious safeguarding issues. The types of offenders that are included are:

- MAPPP level two and three domestic violence cases;
- Any other domestic violence perpetrator who is subject to statutory supervision by the YOT or Probation and who is assessed as posing a high risk of significant harm;
- Adult offenders serving a term of imprisonment of less than 12 months, for a domestic violence offence. These are included on the potential non-statutory caseload.

Case Study: Manchester City

MT was a Manchester City case who was convicted in relation to gang-linked firearms offences.

A gang MAPPP referral was requested by the Co-ordinator and at the initial MAPPP, unequivocal evidence was provided by the XTF Police Sergeant that he was significantly involved in gang membership, not only prior to conviction but also during his period of imprisonment, via internet social networking sites.

Since the release of MT at the end of February 2009, effective risk management has resulted in a good level of compliance and a lack of evidence of continued gang activity.

MT has also stated that the risk management procedure, incorporating enforced restrictions policed by all agencies, has helped him gain control of his day-to-day activities by giving him a legitimate reason to refuse to see his old associates.

The inclusion of these cases enables information to be shared on a daily basis, so that risk can be managed in a more dynamic way and links between offender managers and Police public protection teams can be strengthened.

However, a Multi-Agency Risk Assessment Conference (MARAC) should not necessarily be used as a route to refer an offender to the Spotlight cohort, unless they are subject to statutory supervision. MARAC is a means of agreeing a protection plan for the victim, often where the perpetrator has not been convicted, and intervening with the perpetrator in such cases could compromise the protection plan.
Case Study: Tameside
LD had a history of domestic violence offences. After serving a custodial sentence he had been agitated with Probation staff regarding the restrictions of his licence conditions. Spotlight Police and Probation staff met him to discuss this further and for the Police to familiarise themselves with the case.
A few weeks later, there was an incident on the street, in the late evening, of an assault on a female by a male. When the response Police attended there was no trace of both, however an anonymous witness phoned the Police with a description of the male and female.
A Spotlight Police officer recognised the description of the offender as LD. He attended LD’s home address immediately with a colleague. LD was not there. They then attended his partner’s address. LD and his partner were in the house. His partner, in confidence, intimated that she was the woman referred to in the incident and LD was the perpetrator, but she refused to make a complaint. LD was aggressive in his attitude to the Police.
The following morning the officers liaised with their Probation colleagues who, on their evidence, commenced emergency recall proceedings. LD was arrested that day and was returned to prison.

MANAGING ACQUISITIVE CRIME OFFENDERS
PPO strategy
As the Spotlight model builds on the current joint management of PPOs, it would not make sense for PPOs to be managed outside the cohort. Therefore, all PPOs are automatically included. Intensive supervision by a multi-agency team is already in place in all CDRP districts, but in some cases information from mainstream staff is not relayed to those teams quickly enough. By including PPOs on the overall cohort, the enhanced information sharing, risk management and daily tasking from the Spotlight co-located team is added to intensive supervision, strengthening the response to their management.
In July 2009 the Government released guidance for a review of the PPO scheme, in particular for a refresh of PPO cohorts.6 This was in response to evidence that many PPO numbers were too static, with offenders remaining as PPOs for too long, partly due to large numbers in custody. PPO lists had also gradually increased in size, making them too large and diluting the purpose of the scheme.

The review of PPO schemes across Greater Manchester, in conjunction with the implementation of Spotlight, has provided the following opportunities:
- It ensures that those designated PPOs meet an evidence-based agreed criteria, linked to the key crime types identified in the local STA;
- PPOs who enter prison remain on the cohort until a sentence intervention plan is devised and are reconsidered for discussion six months prior to release;
- Those who have been on the PPO scheme for some time and have made progress can be de-registered in the knowledge that the referral routes onto Spotlight would pick up any information suggesting causes for concern and a likelihood of re-offending.

As a result this has led, in many districts, to a re-focusing of the cohort, and a reduction in PPO numbers. In turn, this has freed up partnership resources, i.e. Probation cases can be re-tiered from four to three and managed accordingly, freeing up Probation officer time.

Case Study: Tameside
AD was a PPO from a neighbouring district who was a known drug-user and burglar. He moved to Tameside and was identified as a non-statutory case. There was a spike in burglaries in the area where he lived but no intelligence to suggest that he was involved.
Police and Probation staff visited him at home and explained the role of the non-statutory caseworker. AD was adamant that he had no issues.
However, a few days later he contacted the Spotlight office and admitted that he did have a current drugs problem, requesting their help. He has subsequently successfully completed a voluntary drugs treatment course and is now in full-time employment.
There is no current intelligence suggesting AD is involved in further re-offending.

NOTES

GOOD PRACTICE
Good Practice

Other acquisitive crime offenders
The Spotlight model allows a partnership to include acquisitive crime offenders on the cohort who do not meet the criteria for PPO status. Whilst these cases might not attract the intensity of supervision that PPO cases receive, they are monitored and managed far more closely under Spotlight than would normally be the case.

There are numerous local referral routes from different agencies for potential inclusion on the cohort. Criteria would include a combination of the following factors:

- The main offence type matches the key crimes highlighted in the STA;
- The offender is considered to have a high risk of reconviction – for example, has an overall OASys score of 100 or more;
- The offender is subject to intensive drugs treatment in the form of a Drug Rehabilitation Requirement;
- There is robust Police intelligence to suggest criminal association or activity.

Spotlight Offender Management System (SOMS)
In conjunction with Bolton Be Safe Partnership and Greater Manchester Probation Trust (GMPT), GMP have designed a web-based offender management database (SOMS), to encompass the administration of all Spotlight offenders. SOMS is a data hub to house offender information from all agencies in the form of one central intervention plan that can be viewed by all staff. The plan covers the seven reducing re-offending pathways. Progress is risk assessed and all actions are reviewed on a daily basis. It has automated access to the Police National Computer (PNC) and all Police information.

SOMS has a tasking facility and an automated performance monitoring system linked to the Spotlight performance framework. It is an essential tool for both the Spotlight co-located teams who are the primary administrators, and mainstream staff in neighbourhoods who will have a real-time view of the progress of their highest risk offenders.

Electronic monitoring
The Criminal Justice Joint Inspection of electronic monitoring in 2008 highlighted deficiencies in partnership working in this area. The Spotlight operational model addresses this with the provision of a G4S (the Greater Manchester provider) liaison officer for every co-located Spotlight intelligence team.

The aim is to improve daily information flows leading to a smart approach to compliance and enforcement. Daily information informs discussion on risk and enables a quicker reaction from offender managers to the approach to be taken. Earlier intervention should lead to a reduction of violations. The outcome is monitored in the Spotlight performance framework.

Links to the courts
The Spotlight Programme is not intended as a new type of sentence or requirement in an order. It is a way of managing orders more effectively through closer work between the Police, Probation, YOT and other partners. In the case of Spotlight offenders, report writers will have information from the Police and other agencies about these individuals, which they can take into account when proposing sentences. This will allow the better use of some requirements, such as exclusion and prohibited activities. The Police will then assist Probation to monitor those requirements more closely. The outcome is that the Police, Probation and YOT will work together to increase offenders compliance with orders, and will also co-ordinate enforcement more effectively when offenders do not comply.

Case Study: Tameside
GF, an 18 year old male, had outstanding matters of burglary dwelling and taking a conveyance without authority. He committed these whilst on bail for other offences, for which he received a Community Rehabilitation Order (CRO). He was due to be sentenced at Crown Court for the outstanding matters.

Police and Probation disagreed on the sentence proposal. Probation stated that GF had complied fully with his CRO and was engaging in supervision and offence-focused work. The Police view was that he was complying for the benefit of the court. There was also limited intelligence that he was spending time with offending associates, although there was no evidence of offending. They recommended a custodial sentence.

The case was discussed at a Spotlight meeting, giving Probation an opportunity to outline sentencing options. It was agreed that a deferred sentence would be a suitable proposal to give GF the opportunity to continue with the work he was completing and the changes he was making to his life, whilst satisfying the Police’s concerns that action would be taken if he failed to comply.

GF was given a six month deferred sentence. All agencies are aware of his intervention plan and have a role in its management. GF’s compliance has continued.

Information sharing
In 2008 the BurySafe CDRP extensively reviewed and updated their information sharing protocol to comply with statutory national minimum standards of partnership working that came into effect in 2007. This format has been used across Greater Manchester. The protocol is a user-friendly working document comprising of an overarching protocol, templates for required forms and schedules relating to partnership working groups.

The Bury protocol also includes a schematic flowchart showing the requirements and criteria to share information about offenders. In 2009, the Tameside Spotlight partnership revised and adapted this flowchart for their purposes, providing clarity between operational staff from different agencies on what information can and cannot be shared (see figure 7).

NOTES
1 Full functionality has been designed and the system is being built into GMP’s GRIS intelligence system on a phased timescale, coinciding in pace with a web-enabled version for partnership access
Figure 7: Tameside's information sharing flowchart

Tameside makes every effort to gain an individual’s consent to allow information to be shared. This is routinely done prior to drug interventions and statutory work with offender managers, in addition to non-statutory Spotlight offenders.

Tameside make every effort to gain an individual’s consent to allow information to be shared. This is routinely done prior to drug interventions and statutory work with offender managers, in addition to non-statutory Spotlight offenders.
Risk management process

The Spotlight operating model focuses on bringing together real time, daily information to assess the risk posed by an offender. A simplistic visual representation is shown below.

| RED | • Circulated on PNC as wanted (e.g. warrant, crime, papers signed for licence recall) • Wanted for arrest (not yet on PNC – actively linked to a crime) |
| AMBER ALERT | • Intelligence to suggest further offending AND • Not engaging with supervision or treatment |
| AMBER | • Not complying with supervision OR • Not complying with treatment services OR • Police intelligence to suggest further offending |
| GREEN | • No intelligence to suggest offending • Engaging with all relevant agencies |

This clearly allows resources and interventions to be prioritised on those who need it the most and avoids a generalist, ad hoc approach to the allocation of resources.

On a daily basis there is a need for staff from the appropriate agency, or jointly, to intervene with amber alert offenders and bring them back to compliance. Similarly, enforcement activity is a daily priority for red offenders.

Therefore, most Spotlight offenders (those classified as green), of whatever category, will carry on with their standard service provision, managed by existing offender managers, enhancing the capability for areas to manage a larger volume of offenders.

Process maps

The project team developed a series of process maps that show a simplistic view of the current management of offenders under different types of supervision in comparison to their management under Spotlight (two examples of these process maps can be seen at figures 8 and 9). These are a useful training tool to highlight the added value of the Spotlight Programme.

Figure 8: Spotlight community orders process map

**COMMUNITY ORDERS**

Comparison of interventions pre- and post-Spotlight

<table>
<thead>
<tr>
<th>Existing decisions / interventions for an offender under a community order</th>
<th>Added value Spotlight will bring to offenders under a community order</th>
</tr>
</thead>
<tbody>
<tr>
<td>Offender charged.</td>
<td>Probation involved, as well as Police and CPS. Offender and case discussed before court appearance. Allows time for deferral of sentence.</td>
</tr>
<tr>
<td>Offender appears in court.</td>
<td>Probation involved, as well as Police and CPS. Potential to prime report with information. A joint, more informed approach is taken.</td>
</tr>
<tr>
<td>Offender is sentenced.</td>
<td>Magistrates offer a faster informed sentence through the joint approach defend cases. Allows for a greater use of requirements to equate the management of the offender.</td>
</tr>
<tr>
<td>Offender is allocated a Probation / YOT case manager.</td>
<td>Probation / YOT case manager has access to Spotlight unit staff for intelligence information.</td>
</tr>
<tr>
<td>Probation / YOT case manager completes an OASys assessment and sentence plan within 15 working days.</td>
<td>Normally written in isolation, can be shared in consultation with partner agencies, resulting in a more informed assessment.</td>
</tr>
<tr>
<td>Mr. General supervision: Appointments. Home visits. Compliance of order.</td>
<td>Generally, the Probation / YOT manager works in isolation with the offender. Now has access to information / intelligence, to help re-assess the risk and the relevant interventions. Given up-to-date intelligence on any developments in ‘real time’.</td>
</tr>
<tr>
<td>Probation / YOT case manager enters case into Spotlight.</td>
<td>Normally written in isolation, can be shared in consultation with partner agencies, resulting in a more informed assessment.</td>
</tr>
<tr>
<td>Probation / YOT case manager has access to Spotlight unit staff for intelligence information.</td>
<td>Probation involved, as well as Police and CPS. Potential to prime report with information. A joint, more informed approach is taken.</td>
</tr>
<tr>
<td>Offender is released from custody to intensive supervision.</td>
<td>Spotlights presents the opportunity to identify when an offender is going ‘downhill’. Action to intervene and offer additional support to promote compliance.</td>
</tr>
<tr>
<td>Magistrates offer a faster informed sentence through the joint approach defend cases. Allows for a greater use of requirements to equate the management of the offender.</td>
<td>Swifter identification of breach. Faster decision on breach. Faster response to enforcement.</td>
</tr>
<tr>
<td>Offender leaves custody under no supervision.</td>
<td>Partnership approach to breach court decision. Faster execution of warrants.</td>
</tr>
<tr>
<td>Offender appears in court.</td>
<td>See routemap for ‘Non-statutory cases: Existing provision for offenders and that available under Spotlight for offenders of any age, living in the community’</td>
</tr>
<tr>
<td>Offender is sentenced.</td>
<td>See routemap for ‘Non-statutory cases: Existing provision for offenders and that available under Spotlight for offenders of any age, living in the community’</td>
</tr>
</tbody>
</table>

Good Practice
Case studies

Districts are currently collating case studies on a standardised template to highlight progress and to use for training events (figure 10 is an example of a case study template and its use). These case studies bring a sense of reality to the system and are particularly useful to facilitate discussion amongst mainstream staff.

Offender Detail

GY was a 29 year old PPO with a history of committing burglary and robbery offences. He had been released on licence after spending 54 months in custody for robbery.

History and Issues

Shortly after his release GY moved into private rented accommodation with his partner. The Police had raised some concerns about the quality of the residence and the property inside when they carried out home visits to the address. It was known that GY was struggling to receive appropriate benefits as his partner was working and therefore questions were raised about how they were funding their lifestyle. However, he had an excellent level of compliance and he was attending every appointment on time, including those with the ETE partnerships.

Very soon after his release, GY was arrested with other known offenders for burglary. As he was out past his curfew he was issued with a District Manager’s warning and an additional condition of non-association with the offenders he was arrested with was added to his licence.

At the same time, Police intelligence from Stockport and later Tameside, suggested that GY may be involved in other burglaries with known offenders.

Actions and Outcomes

On the basis of the intelligence shared via Spotlight, curfew checks were regularly completed at various hours by both neighbourhood and Spotlight Police officers, for which GY was always at home. GY was also under Police surveillance and the Police liaised closely with his offender manager, who provided the details of his weekly appointments so these could form part of the surveillance.

GY was observed by Police turning up to his Probation appointment on time. Following his appointment he was seen to meet up with an offender who had been added to his licence for non-association. They joined up with two other males in a stolen vehicle and changed their clothes before being witnessed by the Police committing a burglary – dwelling where they stole a plasma TV. GY was subsequently arrested, recalled and kept on a three day lie down for further offences to be put to him.

Learning Points

If the Police had not shared their intelligence / concerns then Probation would have been none the wiser given GY’s apparently positive engagement and compliance.

If Probation had not shared their information about GY’s whereabouts and appointments, the Police would not have been in a position to put him under surveillance and witness his offending.

Regular communication and liaison between the Police and Probation allowed the free flowing of information and co-operation so that actions could be completed and enforcement and arrest done swiftly.
Conclusion

The Spotlight Programme is indicative of a more inclusive approach to tackling crime and the causes of crime. The principles of joint working, co-location of staff and daily information sharing are not new, but are now being embedded amongst a wider pool of mainstream staff. This should lead to a greater understanding of each other’s roles, a more supportive network of partnership staff speaking and working together and ultimately a cultural shift that provides staff at every level with a more rounded view of how to resolve local crime and disorder problems.

In practical terms the future offers opportunities to develop wider co-location, pooled funding and joint IT infrastructures – in essence, a shift in the criminal justice system from co-operation to collaboration and integration.
Appendix A: Spotlight Project Team Contact Details

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HOME OFFICE LIAISON CONTACT DETAILS

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2 Marsham Street
London
SW1P 4DF

The Spotlight Project Team wish to acknowledge the commitment and hard work from staff in the pioneer areas of Tameside and Stockport. Their contribution has had a significant influence on the production of this document and the roll out of Spotlight across Greater Manchester.

An electronic copy of this document can be found on the Greater Manchester LCJB website
http://lcjb.cjsonline.gov.uk/Greater%20Manchester
Appendix B: CDRPs in Greater Manchester

Making Manchester Safer
CD Room 9030
Town Hall Extension
St Peter’s Square
Manchester
M60 2LA

Salford Crime and Disorder Reduction Partnership
Community Safety Unit
Freepost NWW3558
Salford
M27 7BD

Safer Stockport Partnership
Community Safety Unit
2nd Floor, Victoria House
Stockport
SK3 3XE

Tameside Crime and Disorder Reduction Partnership
Community Safety Unit
Tameside MBC
Council Offices
Wellington Road
Ashton-under-Lyne
Lancs
OL6 6DL

Be Safe Bolton Strategic Partnership
Community Safety Services
First Floor
Paderborn House
Howell Croft North
Bolton
BL1 1W

Wigan and Leigh Building Stronger Communities Partnership
Wigan Council
Unity House
Westwood Park Drive
Wigan
WN5 4HE

Safer Trafford Partnership
Community Safety Services
Sale Waterside
Sale
Manchester
M33 7ZF

BurySafe
Community Safety Team
Ground Floor Room 9
Town Hall
Knowsley Street
Bury
BL9 0SW

Rochdale Safer Communities Partnership
c/o Rochdale Pride Partnership
Renaissance House
72 Drake Street
Rochdale
OL16 1PA

Oldham Safe and Strong Communities Partnership Board
Community Safety Services
Level 11
Oldham Civic Centre
Oldham
OL1 1UF
### Appendix C: Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACE</td>
<td>Assistant Chief Executive</td>
</tr>
<tr>
<td>ASB</td>
<td>Anti-Social Behaviour</td>
</tr>
<tr>
<td>ASBAT</td>
<td>Anti-Social Behaviour Action Team</td>
</tr>
<tr>
<td>ASBO</td>
<td>Anti-Social Behaviour Order</td>
</tr>
<tr>
<td>CDRP</td>
<td>Crime and Disorder Reduction Partnership</td>
</tr>
<tr>
<td>CJIT</td>
<td>Criminal Justice Integrated Team</td>
</tr>
<tr>
<td>CJS</td>
<td>Criminal Justice System</td>
</tr>
<tr>
<td>CRO</td>
<td>Community Rehabilitation Order</td>
</tr>
<tr>
<td>CSU</td>
<td>Community Safety Unit</td>
</tr>
<tr>
<td>DAT</td>
<td>Drug Action Team</td>
</tr>
<tr>
<td>DIP</td>
<td>Drug Interventions Programme</td>
</tr>
<tr>
<td>DV</td>
<td>Domestic Violence</td>
</tr>
<tr>
<td>DVU</td>
<td>Domestic Violence Unit</td>
</tr>
<tr>
<td>DYO</td>
<td>Deter Young Offenders</td>
</tr>
<tr>
<td>ETE</td>
<td>Employment, Training and Education</td>
</tr>
<tr>
<td>GMAC</td>
<td>Greater Manchester Against Crime</td>
</tr>
<tr>
<td>GMP</td>
<td>Greater Manchester Police</td>
</tr>
<tr>
<td>GMPT</td>
<td>Greater Manchester Probation Trust</td>
</tr>
<tr>
<td>IOM</td>
<td>Integrated Offender Management</td>
</tr>
<tr>
<td>ISSP</td>
<td>Intensive Supervision and Surveillance Programme</td>
</tr>
<tr>
<td>LAA</td>
<td>Local Area Agreement</td>
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Images courtesy of the Probation Service, Greater Manchester Police and Greater Manchester LCJB.