

**Building Voluntary and Community Sector
Involvement in Integrated Offender Management**

Supplement 1

Integrated Offender Management: A Briefing

April 2012

Supplement 1 of 4

Home Office

CLiNKs
supporting voluntary organisations that
work with offenders and their families

Background¹

Integrated Offender Management is not a new programme or scheme that has been superimposed on top of existing local arrangements. Rather, it is a locally agreed strategic framework for bringing together different offender-focused programmes and approaches. The aim is to achieve more coherent, coordinated and efficient arrangements for responding to the crime and reducing re-offending challenges in the local area.

The broader the partnership base for IOM, the more comprehensive the local arrangements are likely to be. There are many examples of key statutory partners extending the IOM partnership to include non criminal justice agencies, such as local authorities and health services, and going beyond this to include Voluntary and Community Sector (VCS) organisations.² This helps to ensure that all offenders are potentially “in scope”, including both adult and young offenders, male and female, those who are subject to statutory probation supervision, and those who are not.

The Ministry of Justice Green Paper, *Breaking the Cycle*, acknowledged the importance of this approach to repeat offenders in:

*striking the right balance between controlling them to protect communities and requiring them to take the action needed to change their criminal lifestyle. To help achieve this we will support delivery of a new partnership approach based on the principles of Integrated Offender Management’.*³

By bringing together agencies both from the statutory and non-statutory sectors, the intention is to make better use of existing resources, reduce duplication and increase efficiencies and effectiveness of the partnership.

1. Common aims

The way in which IOM is implemented varies across local areas as IOM aims to be responsive to local needs. Within these local variations, however, IOM shares the following aims:

- helping partners to reduce crime and improve public confidence in the Criminal Justice System (CJS);
- ensuring co-ordination and coherence between programmes and ways of working with offenders to ensure the identification and targeting of those offenders who create most disruption and damage to communities;
- addressing overlaps and gaps in the management of offenders – including those who may fall between the gaps in current arrangements or provision;
- bringing together key agencies under a strategic umbrella to enable partners to work more effectively together to target offenders who cause the greatest harm to communities and to reduce re-offending;⁴ and

1 Please note: This resource draws heavily on the practice learning from the evaluation of *Building Voluntary and Community Sector (VCS) Involvement in Integrated Offender Management*, undertaken by the Hallam Centre for Community Justice at Sheffield Hallam University: Kevin Wong, Caroline O’Keeffe, Linda Meadows, Joanna Davidson, Hayden Bird, Katherine Wilkinson & Paul Senior. 2012. Increasing the voluntary and community sector’s involvement in Integrated Offender Management.

Online: <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/horr59/> Last accessed 14/03/2012]

2 See: <http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/>

3 Ministry of Justice. 2010. *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*.

Online: <http://www.justice.gov.uk/downloads/consultations/breaking-the-cycle.pdf> [Last accessed 24/1/12]

4 Home Office and Ministry of Justice. 2010. *Integrated Offender Management: Key principles*.

Online: <http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-Key-Principles-Guidance?view=Binary> [Last accessed 24/1/12]

- increasing key stakeholders' awareness and knowledge of the work of the criminal justice system and the agencies that deliver services to support core CJ objectives, and strengthening local accountability for influencing delivery models to reduce reoffending and build community integration.

2. Learning from IOM pioneer sites

Although IOM arrangements are now in place across England and Wales, six local sites were identified as 'pioneer' areas by the Home Office and Ministry of Justice in 2008/9 and 2009/10. Five of these have been the focus of a process evaluation undertaken by the Hallam Centre for Criminal Justice at Sheffield Hallam University (Bristol; Lancashire; Nottinghamshire; West Midlands; West Yorkshire).⁵

The evaluation confirms that, while the experience of local stakeholders involved in the IOM arrangements in the pioneer areas largely reflected the broad definitions outlined above, it has also highlighted the lack of any single definitive model of IOM: each site developed different governance and partnership structures suited to their own contexts and situations. Community Safety Partnerships have had a significant influence on the strategy and delivery of IOM, but the involvement of Local Criminal Justice Boards has been variable, producing some confusion around governance and layers of authority / accountability.

Effective delivery in the pioneer areas very much depended on multi-agency participation and co-operation in resolving sometimes conflicting agency agendas. Clarification of agency roles and the maintenance of close links between strategy and operation have been key to this process. Co-location of operational staff has proved helpful in bridging different agency cultures and facilitating case management processes, knowledge transfer and information sharing. Operational leadership, however, has sometimes been contested between police and probation. The police have generally been seen as the main agency; probation at some sites found it more difficult to engage due to resource constraints and the competing demands of work required to meet national probation standards.

Prison, Youth Offending Teams (YOTs) and other agencies including Voluntary and Community sector (VCS) organisations have been seen as integral to, and have enhanced, delivery arrangements at some pioneer sites. At the time that the study ended, however, other sites had not yet managed to engage them fully.

⁵ Paul Senior, Kevin Wong, Alex Culshaw, Dan Ellingworth, Caroline O'Keeffe, & Linda Meadows. 2011. *A Process Evaluation of Five Integrated Offender Management Pioneer Areas*. Sheffield: Hallam Centre for Criminal Justice, Sheffield Hallam University. Online: <http://www.justice.gov.uk/downloads/publications/research-and-analysis/moj-research/evaluation-integrated-offender-mgt-pioneer-areas.pdf> [Last accessed 24/1/12]

3. Partnership with VCS organisations

This variability in effective engagement with a wider set of partners, particularly with VCS organisations, was also highlighted in a study carried out for the National Offender Management Service by NACRO.⁶ The study covered three of the same pioneer areas - Lancashire, Nottinghamshire; West Yorkshire - plus London.

It identified three ways in which IOM could usefully engage with the VCS, through:

- service delivery (as part of the IOM delivery team and as referral partners);
- operational management; and
- strategic oversight.

These are the areas of potential partnership working in IOM that the accompanying series of resources seek to develop and support, drawing on the learning from *Building Voluntary and Community Sector (VCS) Involvement in Integrated Offender Management*, a project funded by the Home Office and delivered by Clinks and its local partners between November 2010 and March 2011.

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Author and editorial group

The resources were drafted by Lesley Frazer, Policy Manager at Clinks. The Home Office editorial group overseeing their production included Bernard Lane and Sule Kangulec of the Reducing Reoffending Unit.

Feedback or further information

If you have any feedback on the resources, are seeking further information about the programme, or would like to share your own advice/experiences on involving VCS organisations in IOM arrangements, please contact:

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⁶ Kevin Wong & Christopher Hartworth. 2009. *Integrated Offender Management and Third Sector Engagement: Case studies of four pioneer sites*.
Online: <http://www.barefootresearch.org.uk/wp-content/uploads/Integrated-Offender-Management-and-Third-Sector-Engagement%E2%80%A6.pdf>
[Last accessed 24/1/12]

Sources of further information about IOM

- General information about IOM is available from the Home Office website at: <http://www.homeoffice.gov.uk/crime/reducing-reoffending/iom/>
- A range of resources are available on the same web page to support local IOM practitioners.

These include:

IOM Key Principles

IOM Key Principles Self Assessment Tool

IOM Efficiency Toolkit Phase 1: Maximising Local Efficiency and Effectiveness

IOM Efficiency Toolkit Phase 2: Value for Money Tool

IOM Efficiency Toolkit Phase 2: Break Even Analysis Handbook

IOM Efficiency Toolkit Phase 2: Value for Money Tool Self-Help Guide

IOM Efficiency Toolkit Phase 2: Revised Unit Costs of Crime and Multipliers

Building VCS involvement in IOM

- Running a Google search using the name of your local area and the term *Integrated Offender Management* should also yield a range of information about your local IOM arrangements and key IOM contacts in the Police and Probation Trust.