



HM Government

# Neighbourhood Crime Integrated Offender Management Strategy

A unified approach to offender supervision  
in the community

December 2020





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## Foreword



When our homes are broken into, our space violated and our treasured possessions stolen, it's not just we who suffer - our neighbourhoods become fearful.

Neighbourhood crime, such as burglary, robbery and theft, is a blight on society and an affront to every honest and law-abiding person in this country, and the harrowing after-effects linger long after perpetrators have fled. Treasured belongings can often be replaced but our sense of security can be left in tatters for good, and the cost to society continues to rack up.

The nature and frequency of these crimes mean that police are too often unable to trace those responsible, leaving victims without justice or closure. Often it is the same individuals carrying out these crimes; many of them stuck in a never-ending carousel of repeat offending. We must do more to break this cycle of crime.

We need a new approach – one with the tools to come down with full force on those responsible, but which also encourages rehabilitation and supports offenders to overcome the complex problems that we know can fuel this type of behaviour, such as substance misuse, poor mental health, and issues with housing or employment.

Bringing together the strengths and expertise of partners across the criminal justice landscape, including policing, probation, public services and voluntary, community and social enterprises, the **Integrated Offender Management (IOM)** approach set out in this report will provide clarity and greater accountability for those responsible than has ever existed before, whilst still enabling IOM schemes to address local needs.

It puts neighbourhood crime prevention at the centre of IOM, to ensure swifter action, effective interventions and, ultimately, safer communities.

Police and the Probation Service will work more closely to jointly supervise offenders and ensure fewer of them fall through the gaps of the justice system; and better links to community groups will be created to address the underlying causes of their criminality by directing them to the services they need to change their ways.

IOM is not new – and it has rightly been praised in the past for its potential to minimise this type of offending and keep people safe. With greater direction and leadership from the centre, we must bring IOM back to the foreground to build on the good work of the past and make lasting changes that will better protect our neighbourhoods.

This strategy comes at an opportune time in the justice system when the government is reforming criminal sentencing, with extended Community Sentence Treatment Requirements, new powers for judges and a smarter approach to electronic monitoring with sobriety tags to tackle alcohol-fuelled crime and GPS tags trialed to track convicted burglars and thieves, 24 hours a day, seven days a week. These are tools that can bolster a more focused offender supervision approach.

Alongside reforms to probation, which include new regional leaders and 1,000 front-line staff, a boost to police funding and an extra 20,000 officers on the streets, IOM will support the justice system to get a firmer grip of this local menace, reducing reoffending and the number of victims. People will be safer in their homes and offenders will get the support they need to turn away from the kind of crime that blights our neighbourhoods.



**Lucy Frazer QC MP**  
Minister of State  
Ministry of Justice



**Kit Malthouse MP**  
Minister of State  
Home Office and Ministry of Justice

## Background

1. Neighbourhood crime includes burglary, robbery, theft from the person and vehicle theft. Offenders committing these offences usually do so repeatedly. Reducing neighbourhood crime and making our society safer is a priority for this government (see The Problem on page 6).
2. Integrated Offender Management (IOM) was introduced in 2009 to bring a cross-agency response to crime and reoffending threats faced by local communities. The aim was for the most prolific and problematic offenders to be prioritised and jointly managed by police, probation and other partner agencies.
3. In February 2020, Her Majesty's Inspectorate of Probation (HMIP) and Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) joint inspection found that IOM had 'lost its way'.<sup>1</sup> The report highlighted the potential benefits of greater leadership from the centre, including improving clarity around the cohort focus for IOM and the nature of the work that should be involved. To address this, the Ministry of Justice (MoJ) and Home Office (HO) have undertaken work to review current IOM practice, engaging with operational practitioners and reviewing the evidence base. This strategy is the result of this work.
4. This strategy provides an evidence-based integrated offender management approach to tackling neighbourhood crime and its causes.<sup>2</sup>
5. Neighbourhood crime IOM is an opportunity for probation leaders, Police and Crime Commissioners and Chief Constables to work together with other local leaders to reduce reoffending and make communities safer. From June 2021, probation reform and the creation of Regional Probation Directors will facilitate new ways for the police and probation to work together in this space. Particularly, Regional Probation Directors will need to work closely with Police and Crime Commissioners and Chief Constables to ensure that the use of IOM is a core component of local crime and policing plans. The success of this strategy will depend significantly on the strength of the partnership formed between local police and probation leaders, as well as the links they forge with other local agencies (including third sector organisations).

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<sup>1</sup> *A Joint Thematic Inspection of Integrated Offender Management*, HMIP and HMICFRS, 2020.

<sup>2</sup> The strategy also acknowledges and retains scope for using integrated management for a broader range of offenders, with IOM provision tailored to their specific needs and risks (see Cohort).



6. The Government has provided £5 million of additional funding for Regional Probation Directors to use in line with the strategy. Additionally, we are supporting local leaders by setting clear national priorities (whilst retaining the local discretion of schemes), outlining an evidence-based approach, creating new governance structures, and facilitating evaluation and shared learning. Together we will work to support meaningful behaviour change and long-term desistance for individuals involved in neighbourhood crime, and in doing so make our communities safer.
7. Following this strategy, the Ministry of Justice and Home Office will publish operational guidance.<sup>3</sup> This guidance will address operational issues in more detail and facilitate the successful implementation of IOM schemes locally.

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<sup>3</sup> Due for publication in 2021.

## The Problem

8. Reducing reoffending and driving down neighbourhood crime are key government priorities. Neighbourhood crime types have the highest levels of reoffending across all offence types. Recent figures show that 31.9% of those convicted of robbery and 52.2% of those convicted of theft reoffend within one year of release from prison, compared to 25% for all other crimes.<sup>4</sup> A total of 80% of all crime is created by those reoffending, a significant proportion of which is neighbourhood crime.<sup>5</sup> The total cost of reoffending is estimated at £18.1 billion.<sup>6</sup> Neighbourhood crime is both a significant and expensive problem in communities across England and Wales.
9. Neighbourhood crime types have low levels of suspect identification. In 2019, 76% of theft offences and 58% of robbery offences closed with no suspect being identified, compared to 21.2% for all other cases.<sup>7</sup> This leaves victims of neighbourhood crime without justice, and communities feeling unsafe.
10. We know that offenders persistently committing neighbourhood crimes are likely to have high levels of criminogenic need. Dame Carol Black's recent Review of Drugs found that nearly half of all acquisitive crimes are estimated to be associated with drug use<sup>8,9</sup>, and that often these offenders have multiple needs which can reinforce each other (including substance misuse, housing, employment, and mental health). For example, 20% of people in drug and alcohol treatment have a severe housing problem.<sup>10</sup> For many persistent offenders, these needs and their offending behaviours are entrenched, dating back to youth.
11. A significant proportion of the neighbourhood crime cohort fall outside of statutory multi-agency management initiatives aimed at higher harm and risk offenders. Yet without additional supervision, neighbourhood crime offenders will continue to cause significant disruption and harm to communities.

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<sup>4</sup> *Proven Reoffending Statistics*, Ministry of Justice, 2018

<sup>5</sup> Theft reoffending is the largest contributor to the cost of reoffending. Despite having a lower unit cost, theft reoffences made up most of the estimated reoffending costs compared to other offence groups at £9.3 billion (out of £16.7 billion total reoffending costs in 2017/18 prices).

<sup>6</sup> *Economic and Social Costs of Reoffending*, Ministry of Justice, 2019

<sup>7</sup> *Crime Outcomes across England and Wales*, Home Office, 2020

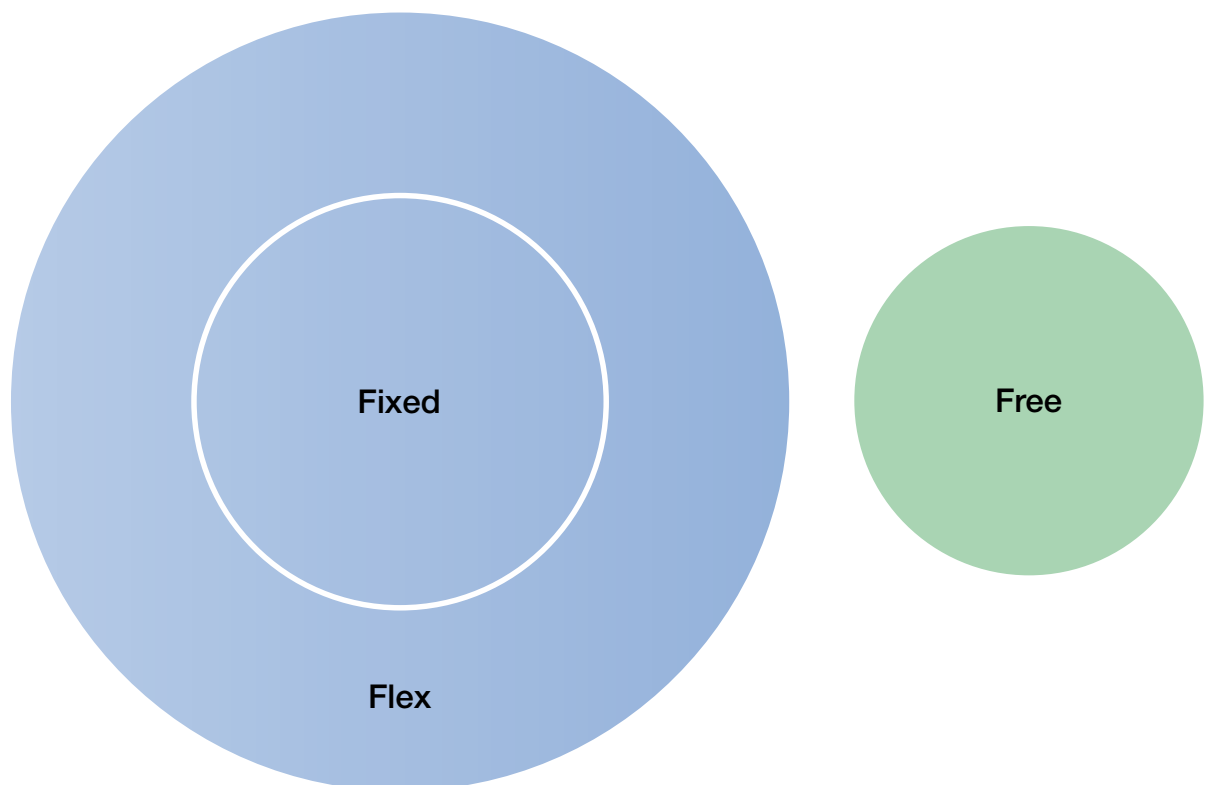
<sup>8</sup> Excluding Fraud

<sup>9</sup> *Review of Drugs: phase one report*, Dame Carol Black, Home Office and Department for Health and Social Care, 2020

<sup>10</sup> *Ibid*

## Cohort

12. Our approach to cohort selection balances strategic national priorities against local discretion; and data and evidence-driven tools with professional judgement. The model centres on a neighbourhood crime cohort as a fixed priority with flexibility for schemes to tailor the cohort to their local needs; and freedom to continue running IOM schemes for other cohorts.



12.1 **Fixed priority:** This group should be the first priority for inclusion in the IOM model set out within this strategy.

- Neighbourhood crime offenders<sup>11</sup> with a high, very high or prolific risk of reoffending, assessed using the Offender Group Reconviction Score (OGRS).<sup>12</sup>

<sup>11</sup> See endnote i for full list of crime types included.

<sup>12</sup> We will produce further guidance on this within our upcoming operational guidance.

- More serious neighbourhood crimes such as robbery and burglary should be further targeted and included even when they have a medium OGRS score. This reflects the level of harm caused by these offences, and the year on year increases in robbery cases.<sup>13</sup>
- The fixed cohort should include a mix of offenders serving community orders and those leaving prison on licence. IOM can help improve outcomes for people leaving prison.

12.2 **Flex:** This group could be included within the IOM model set out in this strategy. The ‘flex’ surrounding the fixed priority cohort aims to ensure that this IOM model remains locally driven and that a matrix approach is complemented with professional judgement.

- Local areas may apply additional weighting within the neighbourhood crime cohort – if the need is evidenced by local crime trends. This could mean weighting towards risk of violence or a particular index offence within the cohort.
- Local areas could weight towards people leaving prison if improving outcomes for prison leavers is a local priority.
- Local areas could weight towards young adult offenders to prioritise those making the transition from youth to adult services.
- There can be referrals into this cohort for offenders who have similar needs, reoffending risks or offending types to the fixed neighbourhood crime cohort, and for whom this model may therefore be appropriate. This may include neighbourhood crime offenders who have low or medium risk of reoffending scores but are judged by police and probation to be at greater risk of reoffending; or lower level acquisitive offenders such as shoplifters who are judged to have the potential to progress onto committing more serious neighbourhood crime. It may also include those persistent offenders with non-acquisitive index offences but who have a similar needs and risk profile to the fixed cohort.
- Police and probation may also decide to deselect individuals from the ‘fixed’ cohort who have a high OGRS score but are individually assessed as low risk of reoffending or otherwise unsuitable for the IOM approach.

All referral decisions should be made through shared selection panels. There should be clear referral mechanisms for other parts of the criminal justice system to refer into IOM, with probation and police jointly making final decisions as to whether or not IOM is appropriate (see Principles on page 12-14).<sup>14</sup>

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<sup>13</sup> *Crime in England and Wales: year ending March 2020*, Office for National Statistics, 2020.

<sup>14</sup> Further guidance on managing the ‘flex’ part of the cohort will be given within the upcoming operational guidance.

- 12.3 **Free:** We are aware that some local areas are running IOM schemes for other cohorts of offenders with different needs, risks and offending patterns. This includes schemes focused on serious violence, serious organised crime and domestic abuse. We encourage good practice to continue in line with local priorities, where resources are sufficient. These schemes should be tailored to the specific needs of other cohorts and should ensure their IOM approach is appropriate, and that staff have the correct training. For example, police working within domestic abuse should have specialist training in victim safeguarding. As the aims of these schemes and the approach needed will be distinct, they should be run and evaluated separately to neighbourhood crime schemes.
13. The size of the fixed, flex and free cohort will depend on local capacity and resourcing decisions made by Regional Probation Directors, Chief Constables and Police and Crime Commissioners. However, this strategy provides strong direction on the priority status of the fixed cohort, which should shape local decisions. More guidance on this will be offered within the upcoming operational guidance.
14. In order to ensure effective use of resources, and that the right model is used for the right cohort, we encourage areas to avoid duplication of provision between multi-agency management schemes. To do this:
- Neighbourhood crime offenders who are also Multi Agency Public Protection Arrangement (MAPPA) nominals have been excluded from the 'fixed cohort'. Our operational guidance will include further detail on the relationship between MAPPA and IOM in respect of the 'flex' surrounding the neighbourhood crime cohort, and the 'free' IOM cohort.
  - In areas where multiple IOM schemes are running, neighbourhood crime offenders may meet the criteria for more than one scheme. For example, a small proportion of neighbourhood crime offenders may be gang nominals. In these instances, local areas are best placed to judge which scheme meets an offender's needs, but duplication should be avoided where possible.

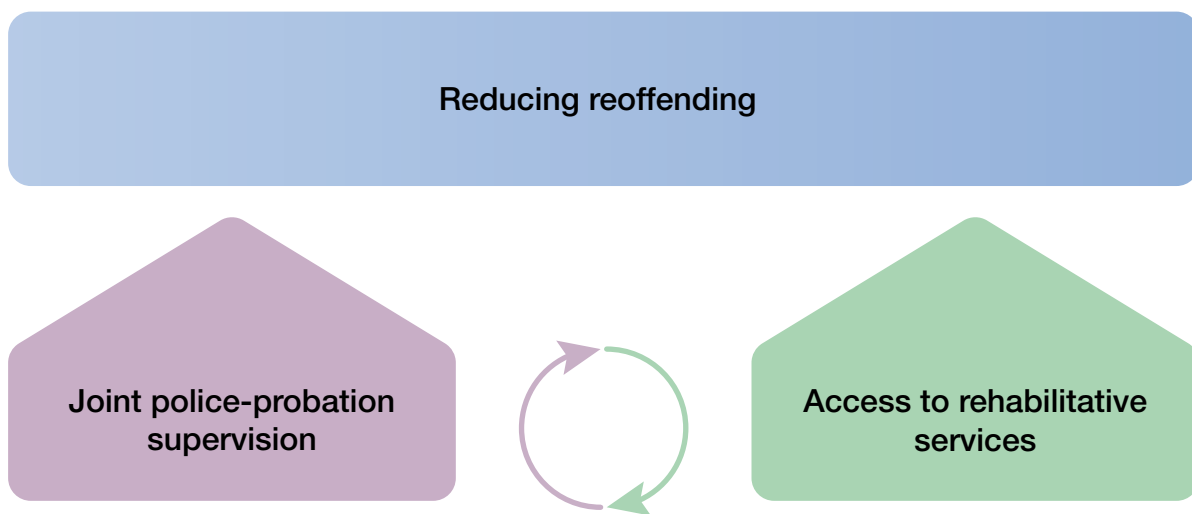
## Neighbourhood Crime IOM Model

### 15. Aims

The aim of the Neighbourhood Crime IOM Strategy is to make communities safer by **reducing reoffending**. Achieving this will have benefits for public protection and confidence in the justice system.

### 16. Pillars

Broadly, IOM aims to achieve reductions in reoffending through two pillars of activity.



- a. **Additional and joint police-probation supervision:** Neighbourhood crime IOM offenders should receive additional supervision from probation, as well as police offender management. This supervision should be guided by principles of effective supervision, focusing on addressing criminogenic needs and building strong relationships between the offender managers and supervisee.<sup>15</sup> In addition to probation offender supervision, building relationships with police offender managers can facilitate a change in an offender's attitude towards law enforcement and the police more broadly. Intensive supervision will also support risk management, with information sharing practices<sup>16</sup> enabling quick intervention and, where appropriate, enforcement. All risk management and enforcement should be proportionate to

<sup>15</sup> *The effectiveness of probation supervision towards reducing reoffending: A rapid evidence assessment*; Probation Journal, 65, 407-428; Smith, A.; Heyes, K.; Fox, C.; Harrison, J.; Kiss, Z.; & Bradbury, A., 2018

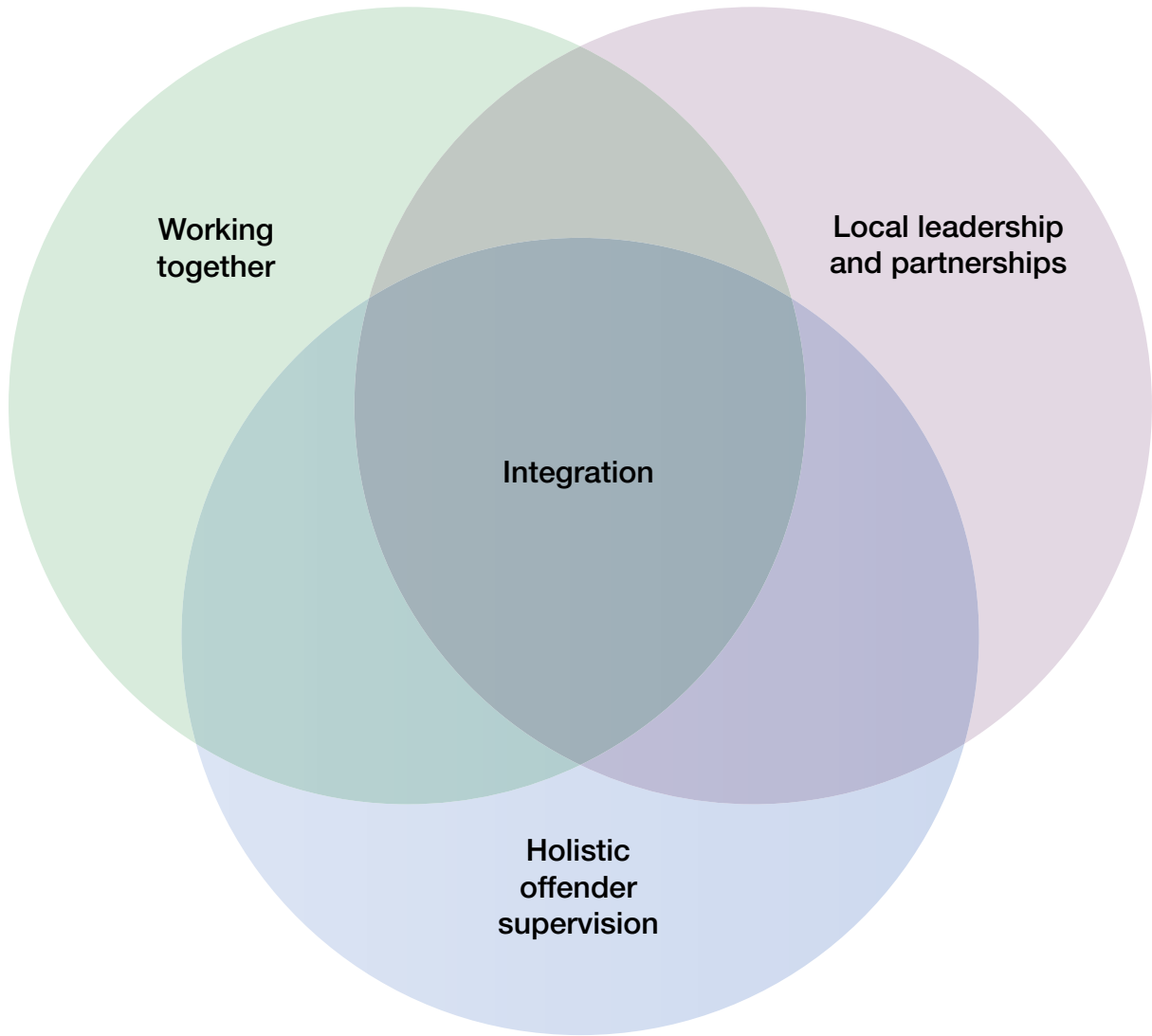
<sup>16</sup> Our operational guidance will provide further information on information sharing in line with data protection legislation.

the risk posed by the offender, with desistance remaining the primary aim (see Integration Principles – ‘holistic offender supervision’, page 14).

- b. Access to rehabilitative services:** In order to support desistance, it is crucial that IOM schemes offer access to rehabilitative pathways and services which can address underlying criminogenic need. These services should include behaviour change programmes and practical support. For the neighbourhood crime cohort, key services will be housing, drug and alcohol, employment, and benefits support. Access to these services will be facilitated by engagement and co-commissioning at the local level; national initiatives (see Alignment and Partnership Opportunities on page 15); and the additional devolved funding for Probation Regional Directors. The involvement and buy-in of non-criminal justice agencies here (including voluntary sector organisations) will be vital to ensuring the delivery of this second pillar.

These two pillars of IOM are mutually reinforcing. Joint police-probation offender supervision will help to identify an offender’s needs and support their engagement with rehabilitative services. For example, police and/or probation may take offenders to their appointments, supporting engagement and compliance with court orders. Agencies offering rehabilitative services may integrate themselves into offender supervision and share appropriate information to guide offender supervision. Having a diverse range of engaged partners, involved in different ways in the lives of offenders, will enable IOM schemes to build a more holistic understanding of the individuals they are working with.

17. Integration principles



Integration is the central tenet of integrated offender management and should be embedded within all of its practices. Integration is embodied in three principles – police and probation **working together**; ensuring local priorities are met through **local leadership and partnerships**; and a **holistic offender supervision** approach.



## Principle 1. Working together

Police and probation should work together in an integrated way. While each agency has distinct statutory duties in relation to offenders, they should have equal say over joint decisions – from operational decisions around management, selection and deselection; through to local and national strategic governance structures. Local leaders should give particular consideration to these two facilitating factors for successful joint working:

- **Integrated governance:** Clear local governance structures that equally reflect probation and police, ensuring their priorities are given equal consideration; as well as integrating the views of other local agencies (see Governance on page 19).
- **Integrated information:** Clear processes for sharing information about offenders between agencies to support decision making. This may include the use of shared digital systems, information sharing meetings and may be facilitated by co-location of core partners. All information sharing should be done in line with data protection legislation.<sup>17</sup>

## Principle 2. Local leadership and partnerships

IOM provides an opportunity for Regional Probation Directors, Chief Constables and Police and Crime Commissioners to work together as local leaders to tackle offending in their communities. Neighbourhood crime IOM is about addressing a local problem – persistent acquisitive criminals who make communities unsafe. The embedded flexibility of the model allows local leaders to adapt the focus of IOM to ensure it is sensitive to local concerns. As local leaders, Regional Probation Directors, Chief Constables and Police and Crime Commissioners have a role in making links with partners, particularly:

- **Prisons:** IOM should work with prisons to support transitions back into the community. Regional Probation Directors should create links with prisons to ensure offenders are identified prior to their release, and information is shared by prisons to facilitate a fuller picture of the offender for IOM teams. In many instances these links will be supported by the role of the short sentence teams (see Alignment and Partnership Opportunities on page 15).
- **Non-criminal justice agencies:** Neighbourhood crime offenders are likely to have a range of health and social issues linked to their offending, and addressing these issues will have benefits for a wide range of agencies. There is a key role for Regional Probation Directors, Chief Constables and Police and Crime Commissioners in pitching the benefits of IOM to public, voluntary and private sector health, housing, drug and alcohol, and employment agencies, and facilitating joined-up working at the operational and strategic level. To maximise the impact of this IOM strategy, it is vital that non-criminal justice agencies are brought into IOM schemes to be able to offer the rehabilitative interventions needed by offenders.
- **Local authorities:** Cross agency buy-in will be easier to secure when the local authority co-owns and drives IOM. Regional Probation Directors, Chief Constables

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<sup>17</sup> There will be further information on this within the upcoming operational guidance.

and Police and Crime Commissioners are encouraged to engage with the local authority and embed IOM into their strategic agenda and governance structures.

### Principle 3. Holistic offender supervision

The impact of IOM will have benefits for the whole community. However, the process of IOM should be centred on an offender and their journey to long term desistance, considering their risk, needs and responsiveness at each stage.<sup>18</sup> This is facilitated by an integrated approach to offender supervision which joins up different agencies to provide a holistic picture of, and service to, offenders:<sup>19</sup>

- **Joined-up offender experience:** IOM should aim to smooth transitions between stages of the criminal justice system. This includes joining up with prisons to ensure offenders are identified prior to release and facilitating ‘soft’ exits from IOM schemes when an offender’s sentence ends. IOM also aims to create a joined-up and accessible experience for offender engagement through co-locating services where possible.
- **Prioritising desistance:** The primary aim of IOM is longer term desistance. Offender supervision should focus on addressing criminogenic factors and facilitating change, rather than just monitoring or risk management.<sup>20</sup> Decisions about enforcement and investigative surveillance should be made carefully, balancing statutory responsibilities and risks in terms of public protection against the offender’s current needs in terms of desistance.<sup>21</sup> When IOM does involve enforcement activity, it should be enacted in a procedurally just way in order to best support rehabilitative aims.<sup>22</sup>
- **Informed participation:** Procedural justice is key to effective community supervision.<sup>23</sup> IOM schemes must inform offenders about their responsibilities as part of IOM when joining the cohort. This includes transparency about additional monitoring and supervision, as well as the support on offer. To support this, police and probation should seek to minimise the potential stigmatisation that may come with additional police attention, including for offenders’ families.

<sup>18</sup> Risk is about whom to target, based on their likelihood of reoffending - this is important because interventions should match the likelihood of reoffending and/or risk of serious harm; need is about what should be done, and which of the individual’s offending related factors we should address to reduce reoffending; responsiveness is about how we should work with an individual adapting approaches to respond to people’s individual circumstances, abilities and strengths.

<sup>19</sup> *The Use and Impact of Correctional Programming for Inmates on Pre- and Post-Release Outcomes*. U.S. Department of Justice Office of Justice Programs National Institute of Justice NCJ 250456, Duwe, D., 2017

<sup>20</sup> *The effectiveness of probation supervision towards reducing reoffending: A rapid evidence assessment*. Probation Journal, 65, 407-428, Smith, A.; Heyes, K.; Fox, C.; Harrison, J.; Kiss, Z.; & Bradbury, A., 2018

<sup>21</sup> *An Experimental Demonstration of Training Probation Officers in Evidence- Based Community Supervision*. Criminal Justice & Behavior, 38, 1127-1148, Bonta, J.; Bourgon, G.; Ruggie, T.; Scott, T-L.; Yessine, A. K.; Gutierrez, L.; & Li, J., 2011

<sup>22</sup> *Officer-Offender Relationship Quality Matters: Supervision Process as Evidence-Based Practice*. The Journal of American Probation and Parole Association Perspectives, 38, 57-70., Manchak, S. M.; Kennealy, P. J.; & Skeem, J. L., 2014

<sup>23</sup> Ibid.

## Alignment and Partnership Opportunities

18. Police and Crime Commissioners and Regional Probation Directors should seek opportunities to commission and co-commission services to support IOM in reducing reoffending. The new probation Target Operating Model devolves significant responsibility to Regional Probation Directors through the Dynamic Framework, enabling them to partner with Police and Crime Commissioners.<sup>24</sup> Dedicated probation IOM funding and the Regional Outcome and Innovation Fund (ROIF) will provide further commissioning opportunities.
19. In addition to this, there are several planned or existing national pilots and initiatives which can be drawn on to support IOM teams. These local initiatives will join up with IOM in two ways. Firstly, where there is a cohort overlap between the fixed neighbourhood crime IOM cohort and these initiatives, they will provide additional support to address criminogenic need and offending behaviour. Secondly, these initiatives may choose to refer into IOM selection panels those offenders who fall outside of the neighbourhood crime IOM teams but are eligible for consideration within our flexible criteria. In areas where other (non-neighbourhood crime IOM) schemes are continuing to run, there may be further overlap or opportunities for referrals. The final decision will sit with the IOM teams based on their assessments and their operational capacity.

- **Community Sentence Treatment Requirements**

As announced in the Smarter Approach to Sentencing White Paper, in partnership with the NHS, the Ministry of Justice is increasing the availability and usage of Community Sentence Treatment Requirements (CSTRs). For those offenders serving community sentences, Alcohol Treatment Requirements (ATRs); Drug Rehabilitation Requirements (DRRs); and Mental Health Treatment Requirements (MHTRs) can support the rehabilitative aims of IOM. Equally, police and probation offender supervision through IOM can support compliance with these requirements – facilitating and monitoring attendance of appointments, including with the support of trail monitoring for some offenders in relevant areas. In the past, the use of these existing treatment options has been low. The CSTR Programme is currently operating in courts across thirteen areas in England, with further rollout planned.

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<sup>24</sup> *Draft Target Operating Model for Future of Probation Services in England and Wales*, Her Majesty's Prison and Probation Service, March 2020

- **Problem-solving courts**

The Smarter Approach to Sentencing White Paper has also announced the piloting of ‘problem-solving courts’ across five areas. Problem-solving courts use tools such as judicial monitoring and graduated sanction incentives for those who have high needs and are at high risk of reoffending. They aim to use these innovative alternatives to avoid taking people into custody. In some areas, a problem-solving approach is already being used at court, and this provides IOM with another level of integration through involving the courts and sentencers. We encourage information sharing and joined up working between IOM teams and problem-solving courts teams when an offender falls into both cohorts. There is likely to be some cohort overlap, as well as opportunities for referrals within our flexible criteria.

- **Acquisitive Criminals location monitoring project**

Adopting a neighbourhood crime focus for IOM will dovetail with the launch of location electronic monitoring for serious acquisitive offenders leaving prison. The acquisitive crime GPS tagging project will launch in six pathfinder force areas in April 2021 and expand to a further 13 police forces in September 2021. In these areas, acquisitive offenders sentenced to a standard determinate sentence of 12 months or more will be fitted with a GPS tag on their release from prison and will have their location monitored while on licence for up to 12 months. The expansion offers an important tool to support police and probation joint working to reduce reoffending through detecting crimes in a group where available evidence can limit investigation. In these instances, location data can support IOM offender management by providing intelligence to support suspect identification (e.g. proximity to crime scenes) as well as attendance at appointments. There is likely to be significant cohort overlap, as well as opportunities for referrals within our flexible criteria.

- **Probation short sentence function**

As part of the new Probation Target Operating Model, a short sentence function will be created within each of the 12 probation regions.<sup>25</sup> The teams will aim to address high recall, breach and reconviction rates among this cohort, by helping to ensure transitions from custody to community are supported as effectively as possible. This should help to mitigate the specific disruption that can arise from services being stopped or suspended while an individual is in prison. Short sentence teams are aiming for an integrated approach – co-locating police, volunteers, health and prison staff to ensure wraparound release support for an offender. Where there is overlap between the short-term sentence and neighbourhood crime IOM cohort, the short-term sentence function can support transitions out of prison and into the IOM scheme. The short sentence teams are well placed to assess whether individuals outside of our fixed neighbourhood crime cohort should be referred for consideration for the ‘flex’ cohort, or referred to other local IOM provision under the ‘free’ cohort.

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<sup>25</sup> *Draft Target Operating Model for Future of Probation Services in England and Wales*, Her Majesty's Prison and Probation Service, March 2020

## Evidence

20. As outlined above (see The Problem, page 6), neighbourhood crime has high reoffending rates and offenders committing these crimes often have complex needs driving their offending.<sup>26,27</sup> The neighbourhood crime IOM model draws on evidence for effective practice for facilitating desistance. There are two main bodies of evidence:
- All aspects of this IOM approach have been guided by the wider international evidence base on desistance and effective supervision practices. This includes the benefits of strong offender manager-offender relationships;<sup>28</sup> a holistic and integrated approach that pairs supervision with structured behaviour programmes and practical support;<sup>29</sup> and a focus on criminogenic need and facilitating change, rather than solely on monitoring.<sup>30</sup>
  - Where the above has been implemented, there have been some promising impact evaluations of comparable IOM models,<sup>31</sup> including reductions in breach and reoffending, and achievement of intermediate outcomes.<sup>32</sup>

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<sup>26</sup> *Proven Reoffending Statistics*, Ministry of Justice, 2018

<sup>27</sup> *Review of Drugs, Executive Summary*, Dame Carol Black, February 2020

<sup>28</sup> *Parolee-Parole Officer Rapport: Does It Impact Recidivism?*, International Journal of Offender Therapy and Comparative Criminology, 62(11), Chamberlain, A.; Gricius, M.; Wallace, D.; Borjas, D.; Ware, V.; 2017

<sup>29</sup> *The Use and Impact of Correctional Programming for Inmates on Pre- and Post-Release Outcomes*. U.S. Department of Justice Office of Justice Programs National Institute of Justice NCJ 250456, Duwe, D., 2017; *Offender management in and after prison: The end of 'end to end'?*. Criminology and Criminal Justice, Maguire, M. & Raynor, P., 2016; *An intensive supervision program that worked: Service delivery, professional orientation and organizational supportiveness.*, The Prison Journal, 85,445-466., Papanozzi, M. A. & Gendreau, P., 2005

<sup>30</sup> *The effectiveness of probation supervision towards reducing reoffending: A rapid evidence assessment*. Probation Journal, 65, 407-428, Smith, A.; Heyes, K.; Fox, C.; Harrison, J.; Kiss, Z.; & Bradbury, A., 2018

<sup>31</sup> See endnote ii for IOM impact evaluation table

<sup>32</sup> *An Impact Assessment of the Prolific and other Priority Offender Programme*. Home Office Online Report 08/07, Dawson P. and Cuppleditch L., 2007

21. However, the success of our neighbourhood crime IOM approach is not automatic. Evaluations of previous schemes suggest that achieving reducing reoffending outcomes will depend upon implementation.<sup>33</sup> This includes ensuring that all staff are skilled and trained in evidence-based practices;<sup>34</sup> that partner buy-in is achieved at the local level; and that all interventions commissioned are evidence-based and of high quality. Achieving this will depend upon the commitment of local leaders, supported by our guidance and shared learning through our national governance structures, and also on the partnerships and engagement level that police and probation leaders are able to develop with third sector organisations who are essential partners in the rehabilitation of offenders.

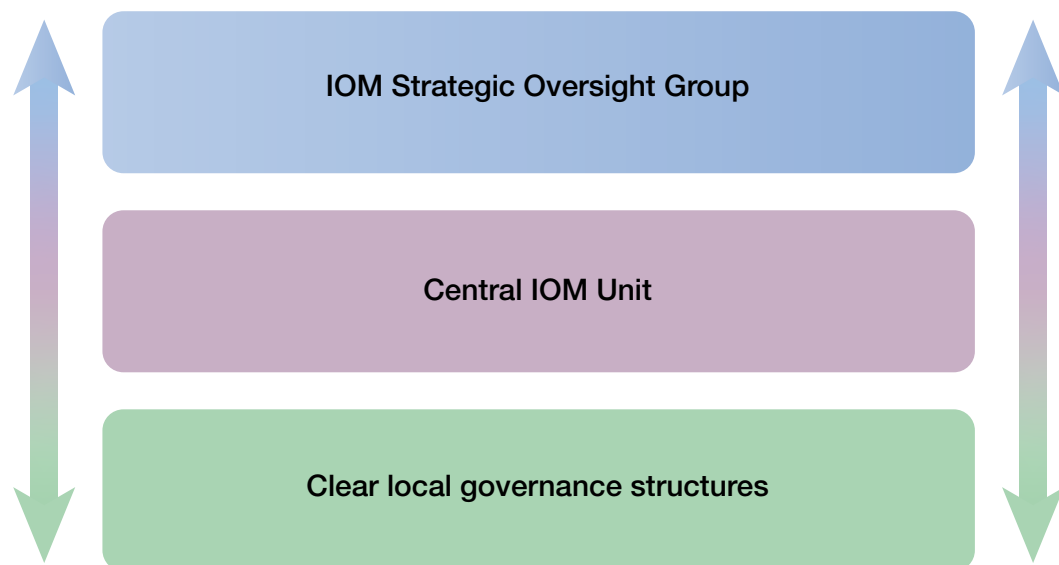
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<sup>33</sup> *Evaluation of the Diamond Initiative*, Dawson, P., 2011; *Persistent Offender Programme Interim Evaluation Report 2.*, MOPAC Evidence and Insight, 2018

<sup>34</sup> *Reducing recidivism through probation supervision: What we know and don't know from four decades of research*. Federal Probation, 77, 43-48., Trotter, C., 2013; *The impact of skills in probation work: A reconviction study*. Criminology & Criminal Justice, 14, 235-249., Raynor, P.; Ugwudike, P.; & Vanstone, M., 2014; *Effectively training community supervision officers: A meta-analytic review of the impact on offender outcome*. Criminal Justice & Behavior, 42, 977-989., Chadwick, N.; Dewolf, A. & Serin, R., 2015

## Governance

22. Going forward, IOM will have a clear shared governance structure, linking national to local governance to drive forward its success. This governance will allow for insight, learning and accountability to flow from central to local, and local to central.



### National

23. The Ministry of Justice and the Home Office have established a **Strategic Oversight Group**, comprised of the Director General for Probation, the Chief Probation Officer, the National Police Chiefs' Council (NPCC) portfolio holder for IOM, the Chief Executive of the Association of Police and Crime Commissioners (APCC), the Home Office Director for Criminal Justice Strategy and the Ministry of Justice Director for Offender Policy. This group has set direction for the current strategy and will continue to drive strategic direction going forward. They will be responsible for ensuring IOM is represented in national policy discussions, and for communicating strategic decisions across their agencies.
24. We will also establish a '**Central IOM Unit.**' This unit will sit under the Strategic Oversight Group and will be dedicated to monitoring the success of the implementation of this strategy, developing partnership relationships nationally, and conducting evaluation and analysis. The unit will act as a source of guidance and expertise for local schemes.

## Local

25. Local governance should be based on our integrated principle 'working together' – with police and probation leaders driving local strategic decisions. Depending on local arrangements, schemes could report into either Local Criminal Justice Boards, Community Safety Partnerships or Reducing Reoffending Boards. We strongly encourage police and probation leaders to build links with their devolved and local authorities in order to ensure IOM is embedded into the local agenda, and links with relevant partners are facilitated at this level. Local governance should set the agenda for local IOM schemes – offering clear guidance on the processes and responsibilities for joint offender supervision between agencies.



## Proportionality and Equalities

26. IOM is intended to support offenders towards desistance and should ensure any additional enforcement is proportionate to risk. However, the increased involvement of police could result in additional enforcement activity among the IOM cohort. It is crucial therefore that IOM does not disproportionately target specific communities. We are committed to minimising the scope for unconscious bias in decision making through the following mechanisms:
- Using a data driven matrix approach to our fixed cohort protects against unconscious bias from decision makers.
  - When making decisions about referrals into the cohort, or supervision of offenders on the cohort, police and probation should consider employing evidenced-based techniques for debiasing decision making. This is particularly important in respect to decisions around enforcement.<sup>35</sup> Schemes should also consider investing in unconscious bias training for police and probation decision makers.
  - All IOM schemes must monitor protected characteristics within their IOM cohort, bringing awareness to and reflecting on any disproportionality within governance meetings.

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<sup>35</sup> And the benefits of unconscious bias training for police and probation decision makers concerning referrals into the cohort.

## Measuring Impact

27. A nationally successful Neighbourhood Crime IOM strategy will contribute to meeting the Government's commitment to reducing neighbourhood crime, as well as increasing prison leaver resettlement outcomes such as accommodation, employment, and drug and alcohol treatment.
28. The overarching aim of IOM is to make communities safer and protect the public through reducing reoffending. Reductions in volume and frequency of reoffending, risk of reoffending scores and severity of offences are all markers of success that schemes will be expected to monitor. Although enforcement should only be used proportionately, the level of police and probation contact means that offenders on an IOM scheme may be more likely to be caught breaching or reoffending as a result of additional police enforcement. This should be held in mind when interpreting the impact of IOM.
29. We recognise that desistance from crime is not a straight line, and that IOM forms part of a wide number of factors which can influence reoffending. As well as reducing reoffending metrics, evaluation of IOM should consider IOM's impact on the progress offenders make towards other 'intermediate outcomes' – measurable changes in individuals that are either directly or indirectly associated with reductions in reoffending.<sup>36</sup> These measures include accommodation, employment, drug and alcohol needs, and wider changes in thinking and behaviour, as well as an offender's engagement with services.
30. Once the new neighbourhood crime focus is established and implemented, a national impact evaluation will be conducted to measure progress against key intermediate outcomes and reducing reoffending metrics. Reducing reoffending metrics include frequency of offending and severity of offending. This impact evaluation will focus on neighbourhood crime IOM (including the fixed and flex cohort). Other IOM schemes addressing different cohorts will have distinct long term aims and intermediate outcomes – for example, serious violent and sexual offenders will have distinct criminogenic needs and IOM schemes with this focus may aim for risk management and reductions in risk of harm. They will not be included in the national impact evaluation, although should be evaluated locally.

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<sup>36</sup> As an example, see *Developing a toolkit to measure outcomes to reduce reoffending through arts and mentoring interventions*, HMPPS, 2019

31. National impact evaluations are not a substitute for local evaluation practices. Local areas are expected to collect good quality data to monitor their performance internally, as well as for use in future national evaluation work. Schemes are expected to conduct impact and process evaluations in order to continually iterate and improve their approach. Local evaluation activity should be robust and should contribute to IOM's evidence base, and evaluation and analytical work should be a priority in the event of additional funding for IOM. Local schemes are expected to share their data and evaluation results with our Central IOM Unit, which will co-ordinate sharing learning between schemes in order to encourage best practice across England and Wales. The upcoming operational guidance will include an evaluation toolkit, which will provide more detail on performance monitoring and data collection, but schemes will be asked to record reoffending statistics and progress against intermediate outcomes. Identifying which local areas are achieving the best results and why, whilst acknowledging success will always depend on the individuals on the cohort, will enable us to continue to iterate the IOM strategy and ensure best practice is shared across England and Wales.

## Notes

<sup>i</sup> Offences included within the neighbourhood crime fixed cohort

Offence group	Description	Detailed
Burglary	28.1 Burglary in a Dwelling – indictable only	Burglary in a dwelling with intent to rape – indictable only
	28.1 Burglary in a Dwelling – indictable only	Burglary in a dwelling with intent to inflict grievous bodily harm – indictable only
	28.2 Burglary in a Dwelling – triable either way	Other burglary in a dwelling
	29 Aggravated Burglary in a Dwelling	Aggravated burglary in a dwelling
	30A.1 Burglary in a Building Other than a Dwelling – indictable only	Burglary in a building other than a dwelling with intent to rape – indictable only
	30A.2 Burglary in a Building Other than a Dwelling – triable either way	Burglary in a building other than a dwelling with intent to steal/ inflict grievous bodily harm/commit damage – triable either way
	31 Aggravated Burglary in a Building not a Dwelling	Aggravated burglary in a building other than a dwelling
Robbery	34 Robbery	Robbery
	34 Robbery	Assault with intent to rob
Other theft	39 Theft from the Person of Another	Stealing from the person of another
	45 Theft from Vehicle	Theft from a motor vehicle
	48 Theft of a motor vehicle (excl. aggravated vehicle taking) – triable either way (MOT)	Theft from a vehicle – other than a motor vehicle

## ii IOM impact evaluations

IOM impact evaluation	Key findings
The Bristol Integrated Offender Management Scheme: a Pseudo-Experimental Test of Desistance Theory, Williams and Ariel (2012)	Used a linear regression model looking at 150 IOM participants (PPO cohort). Found that participants are more than twice as likely to desist from crime – however, more rigorous research is necessary to make stronger nationwide policy recommendations. Drug treatment and mental health treatment pathways had particularly positive effects.
An Evaluation of the Diamond Initiative: year two findings, Paul Dawson (2011)	There was no evidence of reduced reoffending for participants of the Diamond Initiative. This is attributed to problems with the implementation of the Diamond Initiative more than a failure of the approach.
Evaluation of Integrated Offender Management in Sussex Summary Report, Wong et al (2013)	Research team analysed PNC reconvictions data for 483 offenders who commenced IOM by 31st October 2010. They found a 78% reduction in actual reoffending compared to predicted reoffending. The average number of convictions for offenders on IOM across Sussex fell from 1.24 in the 24 months prior to being on IOM, to 0.42 12 months following IOM.
Reoffending behaviour after participation in Southwark's Integrated Offender Management (IOM) Programme, Justice Data Lab, Ministry of Justice (2018)	This analysis looked at the reoffending behaviour of 71 offenders who participated in IOM some time between 2011 and 2015. The analysis found that participants who reoffend within one year commit fewer reoffences compared to non-participants. A higher sample size would be needed in order to determine the impact IOM has on a person's reoffending behaviour.

