



Home Office

## **Integrated Offender Management**

### **National Conference 2013**

31<sup>st</sup> October and 1<sup>st</sup> November 2013

**Tackling Re-offending – Cutting Crime –  
Fewer Victims**

## Conference report

DAY ONE – THURSDAY 31<sup>ST</sup> OCTOBER 2013

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### ADDRESS TO THE CONFERENCE BY RT HON DAMIAN GREEN, MP

#### MINISTER OF STATE FOR POLICING, CRIMINAL JUSTICE AND VICTIMS



Good morning, and welcome to this national Integrated Offender Management conference, on the theme of “Tackling Re-offending – Cutting Crime – Fewer Victims”. You are attending an important event, which comes at an important time in the development of Integrated Offender Management. So I wanted to send you a short message of support and encouragement.

#### **The context**

Before I talk specifically about IOM, I would like to say just a few words about the context for your discussions over the next two days.

Firstly, and most importantly, crime is falling. Recorded crime has dropped by more than 10% since the last election, and the Crime Survey shows that crime has more than halved since its peak in 1995. This is positive news, and I have no doubt that local IOM arrangements have played their part in bringing down crime.

But at the same time, re-offending rates remain stubbornly static. This suggests that more of the crime that is being committed is being committed by repeat offenders.

So if we want to continue to drive down crime, and reduce the number of victims even further, we need to do better at tackling re-offending. And in particular, we need to do better at tackling re-offending amongst the more persistent re-offenders. This is where IOM has played such a critical role in recent years, tackling the most difficult and chaotic

persistent re-offenders, identified by local partners working collaboratively together.

I have had seen at first hand some of the good work being carried out by local IOM partnerships. I have heard about your successes in delivering the right interventions, at the right time, to address the issues that exist in the lives of these offenders - tackling the issues that so often drive their offending behaviour.

So I want this conference to be, in part, about celebrating your local successes. I also want it to be about identifying the effective practice and innovation that will help you to build on these successes, and achieve even more. And I want the conference to be about embedding IOM within the reforms that we are taking forward and in particular the reforms that we are making to probation.

#### **Transforming Rehabilitation**

So let me spend a few moments now talking about Transforming Rehabilitation – our reforms to probation – which are about improving outcomes in tackling re-offending; outcomes that we will can all sign up to.

As part of this, we are legislating to bring all offenders released from prison – including those sentenced to less than 12 months in custody - within statutory supervision and rehabilitation arrangements in the community when they are released. This group of offenders often have the highest rates of re-offending. When we consulted on our plans, our intention to bring them under statutory arrangements was universally popular.

We estimate that this change will add something like 50,000 offenders to the statutory caseload each year. This will include some of the most prolific offenders who are currently targeted by local IOM arrangements. Bringing these offenders within the ambit of statutory rehabilitation should therefore help to support your local efforts in working with this cohort of offenders.

But there is, of course, an additional cost to be met in extending statutory arrangements in this way. Not easy at the best of times, and certainly not made any easier by the current financial climate.

We believe that the way to pay for this is to compete rehabilitation services for medium and low risk offenders, opening up the market to a diverse range of new rehabilitation providers, so that we get the best out of the public, voluntary and private sectors.

We also believe that the payment regime must include an element of Payment by Results, to make sure that we are rewarding those who succeed in getting rates of reoffending down.

So what this will mean in practice is that, on the 1<sup>st</sup> April next year, the existing 35 Probation Trusts will be replaced by a new single National Probation Service. This new Service will become responsible for managing those offenders who pose the highest risk of serious harm, or who have committed the most serious offences.

Alongside the National Probation Service, we will establish new Government-owned Community Rehabilitation Companies in each of the 21 contract package areas. We set out these areas in the Transforming Rehabilitation strategy document.

These new Community Rehabilitation Companies will initially be in the public sector. Ownership will then transfer, next autumn, to those bidders who are successful in the competition that we formally launched on the 19<sup>th</sup> of September.

I know that there are some concerns that these changes will lead to the fracturing of existing IOM arrangements. I do not accept that this is in any way inevitable. Quite the reverse – these reforms will not see any weakening of our commitment to supporting local IOM arrangements.

This is why we will be asking all those who bid to run these new Community Rehabilitation Companies to set out not only how they intend to help preserve existing local partnership arrangements, and in particular local IOM arrangements, within the Contract Package Area for which they are bidding; but also how they will help to build on these local arrangements.

Those who are successful in the competition will then become contractually committed to deliver what they have set out in their bids.

You will hear more over the next two days about the local market engagement events that the Ministry of Justice will be running with potential providers. These will help those who intend to bid to understand the issues in the geographic areas in which they are interested. This will be an important opportunity to help prospective bidders to understand local IOM arrangements and your ambitions for taking them forward.

So an important part of your focus over the next two days will be about how best to embed IOM within this reformed landscape. You will be working together to identify best practice in bearing down on the most prolific offenders locally – these offenders will be a key target group for the new Community Rehabilitation Companies, and we have no doubt that they will want to work collaboratively with local

partners, within the framework of your local IOM arrangements.

### **Police and Crime Commissioners**

There may be some parallels here with the concerns that were expressed about what would happen, including to IOM, after the first Police and Crime Commissioners were elected last November.

Whatever the fears or anxieties that were expressed in the run up to those elections, they simply have not materialised over the past 12 months. PCCs have brought strong leadership across police force areas, bringing partners together to deal with the local crime threats that their communities are facing. I know from what a number of PCCs have said and done over the last 12 months, that many, if not all, have seen the benefits that IOM brings to local efforts to reduce crime and re-offending. It is of course quite right and proper that PCCs are bringing a fresh perspective to local collaborative arrangements for tackling crime, and supporting innovation and change in their areas. I am glad that a number of PCCs are represented at this conference.

### **National Crime Agency and the Serious and Organised Crime Strategy**

Before concluding, I want to mention the launch of the National Crime Agency and the recent publication of the Serious and Organised Crime strategy on the 7<sup>th</sup> of October.

This is, of course, about our determination to disrupt organised criminals and to bear down on organised crime. I know that you have a speaker later today from the Home Office to talk about the strategy and its relevance to IOM. This includes helping to prevent people from becoming engaged in serious and organised crime.

This may include supporting the effective offender management of organised criminals through the sharing of local intelligence and information. Given the broad range of offenders that local arrangements are increasingly managing, it will be a clear benefit to our overall aim to protect communities to see a clear interface with the National Crime Agency. You will be able to explore this issue further at the conference today, and in the future.

### **Moving Forward**

The reforms that I have spoken about today – Transforming Rehabilitation, Police and Crime Commissioners and the launch of the Serious and Organised Crime strategy – all present important opportunities for local IOM partnerships to develop and adapt.

This is the time for innovation and for building on your successes so far. While many of you will be focusing on what impact new probation providers may have on existing arrangements, I very much hope that the next two days will give you the time

and space to focus on the opportunities, so that you can go further in maximising the impact of your work on tackling crime and reducing re-offending and victimisation.

### **Conclusion**

So, finally, I would like to thank you all for making IOM happen in your local area and for the impact

you are having. Without your hard work, dedication, commitment and energy, we would not be achieving the successes that we are in tackling the most difficult offenders locally and driving down crime. Thank you.

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## **Introductory address – a national overview of IOM**

### **Bernard Lane – Crime and Criminal Justice Unit – Home Office**

Bernard Lane formally opened the conference. He spoke about his role as leading within the Home Office and across government departments on Integrated Offender Management. He spoke about the purpose of the conference: to look forward on IOM and where it fits within the Transforming Rehabilitation reform programme, with a particular focus on whether and how IOM needed to adapt to play its full part in tackling crime; reducing re-offending and ensuring there are fewer victims within the reformed landscape.

Following on from the Minister's address, Bernard provided a little more on falling crime: burglary down by 62% since 1995; vehicle-related theft down by 75% over the same period; and violence down by 55%. He made the point that crime had fallen further in this country than almost anywhere else. And that it is still falling, when acquisitive

crime has been going up in much of Europe since the financial crash.

Bernard also spoke about the re-offending statistics, looking specifically at the disproportionate levels of re-offending amongst the relatively small numbers of Prolific and other Priority Offenders and drug-misusing offenders, as identified in the published reducing re-offending statistics. This was why it would remain important to keep a focus on the most persistent, difficult and chaotic offenders through IOM, moving forward.

Finally, Bernard spoke about the opportunity presented by the current review of the existing IOM Key Principles, which would provide an opportunity to set IOM into the forward landscape, taking account of the discussions over the two days at this conference.

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## **Keynote address – Transforming Rehabilitation**

### **Martin Copsey – Deputy Director, Commissioning and Competitions – Ministry of Justice**



Martin set out the key elements and principles behind the Transforming Rehabilitation reforms. The reforms were focused on reducing re-offending, crime and victimisation by:

- extending statutory supervision to those offenders sentenced to less than 12 months in custody. This group had the highest re-offending rates – 58.5% - and the Offender Rehabilitation Bill, currently before Parliament, would bring this group – estimated to number 50,000 per year - under formal, statutory supervision and rehabilitation arrangements on release;
- creating a “through the gate” resettlement service which would see the same provider working with offenders in custody and through in to the community;
- ensuring the majority of prisoners are released close to home. A network of

resettlement prisons has been announced, and those serving less than 12 months would serve the whole of their sentence in these prisons, and many of those serving longer sentences would be moved in to a resettlement prison towards the end of their sentence;

- replacing the 35 Probation Trusts from 1 April 2014 with a new National Probation Service, to protect the public from high risk of serious harm offenders, and 21 new Community Rehabilitation Companies to manage medium and low risk offenders. Rehabilitation services were to be competed across these 21 Contract Package Areas, which would to enable a wide range of providers from the Voluntary, Community and Social Enterprise and private sectors to enter the market;
- introducing a new payment mechanism to reward success that combines a fee for service element with an element of Payment by Results; and
- recognising the need to be responsive to local needs and circumstances and ensuring that new providers effectively link with local partnership arrangements, and in particular IOM.

#### *The National Probation Service (NPS)*

Martin explained that the new NPS would have four key areas of responsibilities:

- i. to provide advice to courts on sentencing and risk assessment;
- ii. to manage offenders who pose the highest risk of serious harm;
- iii. to work with competed providers on cases of escalating risk; and
- iv. to take key decisions on breach and recall.

#### *Community Rehabilitation Companies (CRCs)*

Martin explained that the new CRCs would be responsible for delivering the sentence of the court in respect of medium and low risk offenders, managing:

(a) offenders released from custody on a licence or subject to a period of supervision/rehabilitation; and

(b) offenders subject to community orders or suspended sentence orders.

CRCs would be paid a fee for service based on a weighted annual volume of offender starts, with a proportion of the payment at risk subject to securing reductions in re-offending. They would be responsible for monitoring and supporting offenders' compliance with their sentence, order or licence conditions, and they would be expected to engage other local partners and create new opportunities in rehabilitation services. CRCs would be expected to be innovative in the design and delivery of local rehabilitation services. CRCs would also be responsible for managing the risk to the public posed by offenders, including identifying potential escalation to high risk.

The Ministry of Justice formally launched the competition on 19 September which will continue through 2014 with contracts being awarded and mobilised by 2015. Due to a high level of interest and the number of clarification questions asked by providers the deadline for submission of Pre-Qualification Questionnaires had been extended to 14 November.

The Target Operating Model for the Rehabilitation Programme was published on the same day as the formal launch of the competition and sets out how the new system will operate once the reforms have been fully implemented.

#### *Integrated Offender Management*

Martin concluded by emphasising the clear commitment within Transforming Rehabilitation to preserve and build on local IOM arrangements. The Competition Data Rooms provided the vehicle for bringing information on local IOM arrangements to the attention of prospective providers and Martin also stressed the importance of the newly established local competition teams and forthcoming local partner events, planned for February 2014, as an opportunity to discuss IOM with prospective providers.

Further information on the reforms can be found at: <http://www.justice.gov.uk/transforming-rehabilitation>



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## Conference Session 1: IOM, Transforming Rehabilitation and PCCs

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Three presentations, from:

- i. **Iain Britton**, Assistant Police and Crime Commissioner, Northamptonshire;
- ii. **John Long QPM**, Deputy Chief Constable, Avon & Somerset Constabulary and National Policing lead for IOM;
- iii. **Sally Lewis OBE**, Chief Executive Officer, Avon & Somerset Probation Trust and Probation Chiefs Association lead for IOM;

### **i. Iain Britton**



Iain opened his presentation with a comparison between IOM and Police and Crime Commissioners. Both were pioneers and at the vanguard of change. IOM and PCCs were innovative, focused on evidence based approaches, providing passionate leadership and focused on wider local engagement. PCCs were focused on preventing crime and provided ambition and leadership. Iain suggested that it was hard to imagine that any PCC would not be supportive of IOM.

PCCs stood for localism and while they might have some concerns about the pace of the Transforming Rehabilitation reforms, many will see the opportunities that the reforms represented. In this context, IOM worked, but often the wider system was too punitive, at the cost of rehabilitation. Iain talked about the revolving door for offenders and the numerous missed opportunities for intervention. The collective challenge for PCCs was how to prioritise this and make change happen.

Iain set out three key thoughts on how to tackle the revolving door issue:

- i. the need for real partnership working – there was still a lot of single agency thinking and not enough partnership working. Offender management was delivered by a single agency, with single agency metrics, occupations and roles and constrained by single departments. IOM was an exemplar for partnership working which disproved single agency thinking and working;
- ii. the short term nature of initiatives and funding arrangements – there was a need to push forward and focus on long term outcomes and impacts and understand the lifetime costs of offending; and
- iii. need to move the focus upstream – there was significant effort being made downstream but little upstream preventative work.

Iain suggested that the range of partners involved within local IOM partnerships could be broadened. PCCs saw police dominating local IOM partnerships along with probation but felt more could be done to involve health, the Department for Work and Pensions, local authorities and the voluntary, community and social enterprise sector.

Given PCCs' democratic mandate, they offered huge potential and strategic authority for IOM in five key areas:

- i. strategy – PCCs could create the strategic context, be ambitious, focus on the long term and provide stability. This would provide IOM with nurturing and supportive relationships;
- ii. commissioning – PCCs were ideally placed for the commissioning of services, ensuring that services were integrated and that commissioning models engaged local communities;

- iii. partnering – IOM appreciated the different roles of different agencies and the different skills base of agencies. PCCs could bring them all together and broaden the professional base;
- iv. evidence – PCCs could drive evidence based approaches; and
- v. innovation – PCCs were the biggest catalyst for innovation in a generation.

Reflecting on Transforming Rehabilitation from the perspective of PCCs, Iain suggested that they seemed to be bolted onto the Transforming Rehabilitation arrangements, whereas from a PCC's perspective, the reforms ought to be built around their role and position. Iain said that there were strong arguments in favour of PCCs coming

together where the new Contract Package Areas covered more than one PCC area, to provide leadership and develop the strategy.

IOM was central to all of this in how it could influence commissioning, integrate new delivery partners into the local system and strengthen the evidence base.

Iain concluded by encouraging local IOM partnerships to remain positive. Local areas needed to be aware of the risks ahead, but needed to seize the opportunities. IOM, at its best, was innovative, radical and pushing at the boundaries. The challenge for local IOM arrangements was to take control and shape the changes, remain energised and continue to innovate. Iain thanked everyone involved in IOM for all their work on behalf of PCCs.

## **ii. John Long**



John opened by building on Iain Britton's presentation, encouraging local IOM partnerships to remain positive as we moved into implementation of Transforming Rehabilitation. He said that it was encouraging to have so many delegates at the conference and that it had been so oversubscribed. IOM was about "integration" and the commitment and enthusiasm across agencies was still very much alive.

Reflecting on the fundamental nature of IOM, John posed a question about whether policy, strategy and delivery were always as integrated at both a central and local level as they might be. Ten years earlier, the launch of the Prolific and other Priority Offender approach had brought closer working between probation and the police. In the intervening period, with the development of IOM, probation had been a powerful force for IOM in helping to ensure that the most difficult offenders were targeted and challenged. It was important not to lose this, going forward.

One of the critical success factors for IOM was about keeping offenders in view at all stages, including through their journey through the criminal justice system, where 'responsibility' for an offender was so easily passed from one agency to the next. IOM had helped to ensure that there were joined-up conversations about offenders, developed from the ground-up innovation demonstrated by the early pathfinder areas.

John talked about the national stock take of IOM that had been undertaken by the College of Policing. A report on this was to be published shortly, and John was keen that the findings be used to help the further development of IOM. The report would show that there was unequivocal support from PCCs for IOM, but with some patchiness around the nature of the local approach and the range of partners genuinely involved – health and prisons were mentioned. It was quite probable that the forthcoming joint CJS Inspectorates thematic inspection report on IOM would provide similar messages and these two reports would provide a useful reference point.

From his perspective as national policing lead for IOM, John spoke about how he had seen IOM develop since the last national conference, particularly around the broadening of local approaches. He cited developments with IOM Cymru, in Greater Manchester, Humberside and West Midlands. In Bristol, there was a focus on dangerousness and the IOM approach included a cohort of over 200 offenders, and pulled in health and clinical psychology services. John also talked about other developments, including a specific focus on the needs of women offenders as part of local IOM arrangements.

Looking ahead, the challenge was to adapt local IOM arrangements to the developing landscape and at the same time managing concerns about

potential risks. There were IT developments, and John mentioned the continued development of IDIOM and also the development of GPS tagging, which could transform the management of offenders in the community. There was also the application of predictive analysis to determine where to target resources. Alongside this, it was important to develop the evidence base for IOM and to work with academics and others to help get this right, particularly around performance and outcomes measurement.

He acknowledged the scale of the reforms. An extra 50,000 offenders were coming under statutory supervision arrangements and there were concerns about the potential transference of costs on to the

police for any enforcement action due to non-compliance. He cited a prediction of around 13,000 additional breaches based on the numbers of new offenders coming under statutory supervision. John also spoke about the resource pressures on health, housing and prisons which affected the reducing re-offending pathways.

Concluding, John urged all areas to ensure that their Competition Data Room was fully populated with information on their arrangements and for areas to think about a specification for their local IOM arrangements in order to ensure that prospective bidders understood them. He challenged areas to maintain the momentum and keep performance strong.

### iii. Sally Lewis



Sally opened her presentation by picking up three key messages from the 2012 national conference:

- Coherence – fundamental to IOM, from the critical role of the PCC to the commissioning work undertaken by key partners. Under Transforming Rehabilitation, the length of the contracts meant that these would not come up for renewal until a further two PCC elections had taken place. But PCCs were hugely influential in driving services. There was universal support for the idea that prisoners sentenced to short term custodial sentences should have support;
- Supply chain – this needed to be developed to provide clarity on where the payment was earned. This was being addressed by the Ministry of Justice by creating a diverse market; and

- Alignment of outcomes – it was important that Government departments and commissioners aligned outcomes to facilitate effective joint ventures such as IOM. When you were asking a single joint venture to deliver multiple outcomes then Payment by Results would focus the mind even more.

There were a number of important variables to consider. Crime rates were falling at variable levels and reconviction rates continued to fall significantly. Sanction detection rates varied between police forces according to the local strategy. IOM cohorts and funding arrangements differed across police, probation and local authority areas. Sally presented statistics showing the impact of increases of sanction detection rates on reconviction rates to demonstrate the difference in the measures and the reality of goal incongruence between agencies. The Government can reduce re-offending rates but crime could still go up. Different partners had different targets and it was important to make the target very tight on what the impact will be.

Sally talked about what was at the heart of an effective IOM partnership. There was the need for goal congruence between all the parties and agencies involved in IOM. It was also important that where there was a conflict of interest that there was clear agreement over the schedule of priority and what was safe or best for local communities. The commissioning of both the new National Probation Service and Community Rehabilitation Companies will need to take full account of the range of partnership goals and the voluntary sector.

Sally also then examined some of the issues facing IOM with Transforming Rehabilitation. Statutory cases will be assigned across the NPS and CRCs – some will be managed by the NPS and some by CRCs – this would vary across cohorts and for each local IOM arrangement. Offender management responsibilities would be split across providers. There would also be co-location issues and it would be a matter for the NPS or CRC about whether they



wanted integrated co-location within local IOM arrangements. There were also investment issues where one party of the joint venture may derive profit (or loss) from the outcomes of the joint venture.

Sally concluded with two key quotes which posed the challenge for local IOM arrangements moving forward:

- The most important, single central fact about a free market is that no exchange takes place unless both parties benefit - Milton Friedman;
- Trust arrives on foot and leaves on horseback - a Dutch proverb.

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## Conference Session 2: Working together strategically

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Four presentations, from:

- i. **Owen Rowland**, Deputy Director, Home Office – Serious and Organised Crime Strategy;
- ii. **DCI Paul Cunningham**, Humberside Police and **Nicola Lambe**, Hull Together Women Project Centre – IOM and Women Offenders;
- iii. **Nathan Dick**, Clinks – Role of the Voluntary, Community and Social Enterprise sector in IOM;
- iv. **Angela Perfect**, Deputy Director of Operation Nexus, Immigration Enforcement – IOM and foreign national offenders

### i. Owen Rowland

The Minister had spoken about the relevance of the new Serious and Organised Crime Strategy, and Owen's presentation provided more detail, with a particular focus on those areas which would be of interest to local IOM partnerships. He provided some context for the strategy and spoke about how unlike other forms of crime the threat from serious and organised crime was often less visible but had significant impacts.

Serious and organised crime was regarded as a national security threat which required a tough response. It went to the heart of the UK economy and threatened the stability of financial markets and online confidence. The economic costs to the UK were enormous approximately £24 billion a year. Serious and organised crime had equally corrosive effects on individuals and communities. The threat and use of violence and corruption needed to be tackled. Serious and organised crime was also diverse and not just about drug trafficking or the exploitation of vulnerable people. It was also international in extent. It was estimated by law enforcement agencies that there were around 5,500 active crime groups operating in the UK consisting of approximately 37,000 individuals.

The new strategy was based on the CONTEST strategy with a focus on four key strands, under which there would be a range of activities being delivered locally, regionally, nationally and internationally:

- i. Pursue – this was about increasing the number of prosecutions and greater disruption of people engaged in serious and organised crime, co-ordinated by the National Crime

Agency. It included a more-joined up approach involving local partnerships and shared intelligence to pursue relentlessly and disrupt organised crime groups. The National Crime Agency would have an extensive international reach and would be more visible to the public. Special policing capabilities would be built up through the creation of Regional Organised Crime Units who would increase capabilities in addressing cyber crime, supporting local forces. New powers would be introduced to attack new threats. There would be a new cross-Government partnership approach. Owen stressed that IOM was an important model to firstly understand the risks that offenders pose to the public and secondly in how to deal with that risk through a partnership approach. Delivery of the Serious and Organised Crime Strategy should build on what had already been achieved through IOM and other partnership approaches.

- ii. Prevent – the strategy introduced a new focus on preventing organised crime. There would be a strong role for PCCs and the development of a greater understanding of organised crime. The aim was to identify and support those at risk of becoming involved in organised crime or on the periphery and there were inevitable links to other programmes, such as Troubled Families and the ending gangs programme. The strand would also help young people understand the consequences, creating new education and communication programmes and

increasing awareness amongst professionals. The intention was to use local partnerships for the lifetime management of organised criminals, including IOM and Multi-Agency Public Protection Arrangements. It was important to take a joined-up approach to understand the risks that these individuals posed. Owen was interested in hearing the views from local IOM partnerships on the prevent strand of the strategy.

- iii. Protect – strand was focused on increasing the protection against serious and organised crime, including protecting the borders through improved intelligence and better co-ordination of action. It included protecting both national and local government against bribery, corruption and fraud. It involved working closely with the banks and retail industry to improve intelligence. The strand also included understanding the online

threats to young people and raising awareness through education programmes. Within the strategy, the Home Office would take the lead to co-ordinate action on domestic bribery and corruption and strengthen systems for establishing identity.

- iv. Prepare – focused on ensuring that the UK was prepared for the ongoing threat of organised crime through scenario testing and national exercises. Different types of scenarios would be developed and tested, for example, the development of a new synthetic drug and how various agencies would collaborate to deal with this threat. Prepare also involved ensuring that better support could be provided to communities, witnesses and victims.

Owen posed the challenge to local IOM partnerships to think about what is the best way to build on IOM to have a more effective response to organised crime.

## **ii. DCI Paul Cunningham and Nicola Lambe**



The conference had earlier heard about the importance of focusing on the specific needs of women offenders, which could be part of local IOM arrangements. Taking this theme forward, Paul and Nicola's presentation focused on the adult female triage scheme in Hull. Hull faced a number of socio-demographic challenges alongside the economic challenges in the area. There was a strong local partnership base and a strong IOM approach in Hull.

The triage scheme had three key elements:

- i. Assessment – the aim is that every female offender is assessed by an approved social worker;
- ii. Triage; identify their suitability for triage as a disposal; and

- iii. Diversion – a decision is to be taken based on the assessment offence and offending history as to whether to divert the offender to the Together Women Project (TWP) in Hull as a "one stop shop" to address their needs. If a female was eligible for selection, they would be given an appointment at the project to have a needs assessment which would examine what support they required to address their offending behaviour. Those deemed as not suitable for triage as a disposal are also offered a voluntary appointment to offer the support to address their offending behaviour and its causes

The strategic aims of the project are to empower and support women offenders, provide swift justice, increase community confidence, provide risk management and achieve value for money by reducing re-offending. The whole purpose of the triage scheme is to support and empower women offenders and enable them to progress away from offending with a focus on the voluntary aspect. The scheme was subject to continuous improvements and continual performance management and evaluation.

The Together Women Project had been established in Hull in 2007 as a demonstration project and became an independent charity in 2009. The aim of TWP is to keep women offenders out of prison, within their families and communities and help them break their cycle of re-offending. The project uses a key worker approach and offers 1-2-1 emotional

and practical support. It provides a holistic approach to supporting women in addressing their needs. The project has strong partnership working and brings specialist services into the centre to work alongside the key workers, such as drug and alcohol services. The project also identifies needs and gaps in service provision, for example of the 352 women supported, around 89% had money and benefit issues so the project brought in money advice services to deliver workshops within the project.

Together Women traditionally works with women already further involved in the criminal justice system such as women on community orders and on release from prison on licence.

Through attracting funding through the Rank and Esmee Fairburn Community Development Fund, TWP were able to develop services to work with women at the earliest point of contact with the criminal justice system.

Upon receiving a Triage Disposal, each woman is assigned a Key Worker who will assess a woman's needs and the reasons behind her offending behaviour; from here a comprehensive support plan is developed in order to identify what can be done

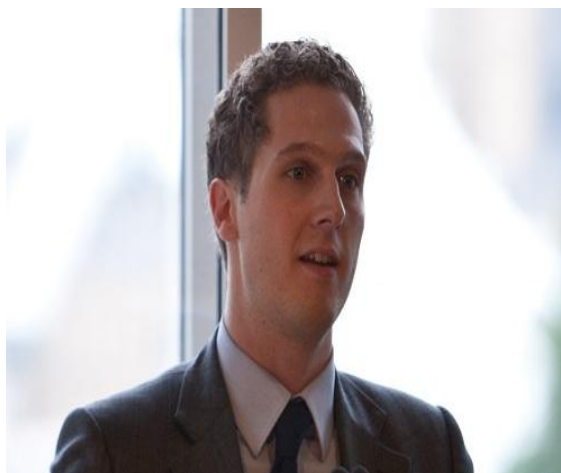
to stop further offending. When women offenders are referred to the project they are engaged by a key worker who develops a comprehensive support plan. These plans are voluntary, based on addressing identified needs. Of the 116 triage disposals, 80 women were engaged by the project and only 1 re-offended.

Nicola and Paul stressed the importance of early intervention, what works and value for money. Humberside Police had the confidence and trust to refer women to the project knowing that they would be offered a comprehensive package of support. There was also a robust follow-up process for non-attendance and women offenders who did not attend, would soon be visited at home and encouraged to come in and engage with the project.

Future developments for the project included the launch of the out of custody initiative focused on reducing the number of females going into custody and ensure that their needs are addressed, continuous improvement, ongoing performance management, meaningful re-offending data, single assessment process, academic evaluation and controlled progression to include male offenders, subject to evaluation.

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### **iii. Nathan Dick**



Nathan covered four key areas in his presentation:

- i. Why involve the VCSE sector? Firstly, the shape of the sector, a recent study by the Centre for Social Justice called *The new probation landscape*, looked at the shape of the VCSE sector to assess its likely role in Transforming Rehabilitation agenda. It came to the same conclusion as a similar report by the Third Sector Research Centre, that organisations are largely micro to small, with annual turnovers of less than £50,000; under a quarter have income of over £500,000 and only 3% have an income of over £5 million. So, for example,

in Greater Manchester, there were 15,000 VCSE organisations who collectively generated an annual turnover of £1 billion. The sector also brought extensive skills and expertise. Most VCSE organisations were strongly embedded within their local communities, and the organisations were often small, grass roots organisations, which could provide intelligence and information to inform local IOM approaches. VCSE organisations also presented a good way for local IOM partnerships to get user involvement and feedback on what works. The sector was well placed to identify gaps in provision and be flexible and responsive in terms of the delivery of local services.

- ii. What was appropriate involvement? it was important to involve the VCSE at the strategic level and at the early stages of the planning and development of local IOM

approaches. The Home Office work with Clinks had helped to establish this in pilot sites. Local VCSE organisations also had important contributions to make operationally in the delivery of services as an equal partner. VCSE infrastructure organisations could provide a brokerage role to support the involvement of local VCSE organisations and delivery of services within local IOM arrangements. They could provide transparent representation of the sector at the highest levels within local IOM arrangements and also provided a way for local partnerships to communicate with the sector. VCSE organisations can also support areas in having clear commissioning processes and strategies. At the operational end, VCSE organisations could help with the identification of cohorts. A good starting point for building VCSE involvement was to start map all VCSE organisations that could provide support within the local area and to start some direct dialogue around what they can contribute this is where local infrastructure organisations could help.

- iii. Future proofing: the recent Home Office survey of local IOM arrangements had shown that the VCSE are only involved in 51% of arrangements so there was a clear need to maintain this involvement in local partnerships to protect existing good practice against the current set of changes and reforms. It was important to maintain solid partnerships. There was also a need to increase representation. There was a need for more regular and effective communications between the VCSE and

use IOM as a lever to local IOM partnerships as well as genuine representation of the sector within local partnerships. Nathan encouraged local IOM partnerships to talk to their local infrastructure organisations, think about the overlaps with multiple needs services and to map all local VCSE organisations and bring them all together to discuss how they could support better joint working arrangements.

- iv. What support is available: Clinks has produced a set of seven resources with Home Office support to increase the involvement of the VCSE in local partnerships. These were available on both Clinks' website and also GOV.UK. The recent Home Office survey of local IOM arrangements had also asked areas about what IOM support tools were used and only 11% of partnerships had reported using these resources regularly. He also encouraged local IOM partnerships to utilise local, regional and national infrastructure organisations.

Nathan made the important point that local IOM partnerships needed to think about how they can engage and work with VCSE organisations. It was also important to capture the current extent of their involvement with VCSE organisations within the information provided to the Competition Data Room otherwise there was a risk that local organisations would be overlooked.

Nathan concluded by encouraging local IOM partnerships to go to the Clinks website and look at the resources available to help them.

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#### iv. Angela Perfect



Angela's presentation looked at IOM from the perspective of foreign national offenders. She spoke specifically about Operation Nexus, a

collaborative approach between immigration and the police which was being used in London to tackle the problem of offending by foreign nationals.

Nexus originated from a small pilot whose key purpose was to tackle offending by foreign nationals based in the UK who were also reported to be in a high risk category. From examination of the problem and the scale and threat posed by foreign national offenders it was clear that there needed to be a unified, strategic response to bring together tactical interventions.

Angela explained that the greatest incidences of offending were in London where around 33% of all prisoners arrested were foreign nationals - more than 70,000 offenders; 45% of these came from EU countries. In the West Midlands, 10,000 prisoners who were arrested were self declared as foreign nationals. Migration data for the West Midlands had also demonstrated an 11% increase in



offending by foreign nationals who were also considered to be “super mobile”.

The aims of Operation Nexus were to identify and manage arrested foreign nationals including dangerous individuals and gang members as well as lower level offenders. Nexus was about sharing intelligence to scope out the extent of the problem and measure the scale and level of the threats posed by foreign nationals as well as prioritising targeted action against those who commit the highest level of offending and harm.

Angela explained the need to be much more adaptive to social groupings and the culture of foreign nationals but also recognised that the lack of knowledge can often cause prejudice and required awareness raising and support. While building the case for the removal of foreign nationals who have been involved in criminal activity, Nexus was also about applying a range of solutions to manage offenders who do not meet the criminality threshold for deportation.

Angela explained that there were three key areas of Nexus activity which were:

- i. Custody – this involved the deployment of immigration officers in police custody suites to identify and support the management of arrested foreign nationals. This also included a greater emphasis on sharing intelligence and information.
- ii. High harm – proactive targeting of the small numbers of high harm foreign nationals of interest to the police. The approach allowed the best informed decision to be made on what interventions to use in order to protect local communities, including building the case for removal of foreign nationals who have been involved in criminal activity and supporting those foreign nationals where removal was not an option at the current time. Offenders can range from those involved in minor criminality to serious and organised criminal groups. This is why it was important to integrate the response and work collectively. There was also the cost of

foreign national offenders, including the costs in police time, legal aid, and court time and translation services. Interpreter costs alone totalled £23 million last year and this was just one small element of the response.

- iii. Disruption and deterrence of criminal activity – within London Nexus was starting to achieve this through improved operational intelligence and the strengthening of the co-operation and information exchange with third country officers to identify offenders and inform immigration decision-making in-country and overseas.

Angela set out some of the achievements - significantly more foreign national offenders were being identified and more options were available to manage these offenders. There was a minimum 10 year re-entry ban for offenders which was important as they were not in the UK committing crime and re-offending. In the last 12 months, 1,150 foreign national offenders had been removed from the UK, 3 of the top 25 gang members in London had been removed. Immigration Enforcement was taking on board the learning from Nexus and working closely with communities. It was stressed that this was not about targeting foreign nationals per se and their communities but identifying, restricting and removing from the UK where possible foreign national offenders.

Angela concluded by talking about the longer term ambitions and the opportunities presented. Across the UK, Immigration Enforcement should be seen as a core partner. Local IOM partnerships needed to work with Immigration Enforcement and see how their powers could be used responsibly and effectively to address problems around foreign national offenders to tackle crime and re-offending. Crime cuts across all agencies and departments and it was critical that all work together to tackle it. There was a need for equal partnership and to tackle those foreign national offenders where you would achieve the greatest impact and benefit. The challenge to local IOM partnerships was how to build stronger links with Immigration Enforcement and think about how to play them into local IOM approaches.

### Conference Session 1: Early Interventions

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Two presentations, from:

- i. **Gary Oscroft**, Head of YJB Business Areas (East Midlands and Eastern), Youth Justice Board for England and Wales;
- ii. **Emma Jones**, Deputy Director, Troubled Families Team, Department for Communities and Local Government;

#### i. Gary Oscroft



Gary's presentation focused in particular on the importance of intervening early in the lives of young people to prevent them from developing offending lifestyles, set into the broader context of IOM.

He set out the case for IOM being more expansive, encouraging more agencies to come together to make a difference by working together to develop and achieve mutually supportive goals and outcomes. Gary cited an example of a range of agencies working together to prevent a 17 year old male involved in street robbery from becoming a prolific offender. The individual concerned displayed a range of risk factors, including a heavy dependency on alcohol, school exclusion and lived on a deprived housing estate where peer pressure and gang culture often led to persistent offending. Gary explained how the local Youth Offending Team, (YOT) working alongside health, was able to address the young man's alcohol issues and also helped his mother address problems associated with depression. As a result of this early

intervention, the individual's offending had stopped, his health had improved and he had successfully obtained an apprenticeship opening up new opportunities. By intervening early using this multi-agency approach, savings estimated of around £500,000 had been achieved in relation to health services alone.

Gary then gave a brief overview about the role and responsibility of the Youth Justice Sector. He underlined that YOTs were working with all partners with the key aim of creating a culture within the Youth Justice System of using innovation and new ideas to prevent young people on the cusp of offending from being drawn into crime. The Youth Justice Board were working with the Youth Justice Sector (YOTs and the secure estate) to create opportunities to identify effective practice in terms of tackling re-offending and developing a custodial platform, that concentrated on using education more effectively, that looked to address the attitudes and behaviour of young people within custody so that they desist from criminal activity.

Gary suggested that at the initial conception of YOTs people were sceptical that different agencies, such as the Police and Social Care, could work effectively together because of different competing values and aims. This however proved not to be the case and the value of the different elements of the makeup of YOTs created greater opportunities to try new approaches and the integration of the varying values and aims only served to strengthen the ability of the YOTs to change young offender's lives for the better. A critical time for young people is at the point of transition when they turn eighteen; this is because the services they have previously enjoyed in the Youth Justice Sector are not available in the same way in the adult world. This could lead to a feeling of disenchantment and abandonment which could cause them to return to crime. Providing young people with the appropriate opportunities can often reduce the risk of re-offending and persevering with them can sometimes equal success. The purpose, he

stressed, was not to criminalise young people but to help them with their development.

Gary also mentioned that the YJB was to run a 3 year programme to look at the causes of crime and re-offending. The programme would look at the various dimensions that would inform the research including information on gender, age, ethnicity and other demographics with the aim of providing a focus on key geographical districts where offending occurs with the aim to divert young people away from crime.

He concluded by outlining a number of information portals, including Public Health England's Child and Maternal Intelligence Network website where partners can access a range of tools that assist with creating needs assessments, health and crime

profiles and also the ability to identify gaps in service provision from health services. On transitions, the Youth to Adult (Y2A) portal had been updated and was being rolled out nationally and under the Transforming Rehabilitation banner Junior Attendance Centres and Community Payback schemes for 16 and 17 year olds would be transferred to the Youth Justice Sector.

Finally, Gary spoke about a number of challenges ahead, particularly around the alignment of YOTs with the Transforming Rehabilitation programme, reductions in the funding of youth justice services that may have a significant impact on youth justice outcomes, working alongside PCCs and making the best use of resources, given the strong focus now on prevention.

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## **ii. Emma Jones**



Emma spoke about the progress being made through the Troubled Families programme. She also spoke about the Department for Communities and Local Government being keen to reach out to other agencies and sectors to encourage them to get involved and support this important agenda. Data sharing between agencies was of the utmost importance, as this helped to build up a full picture of all the needs of families and the individuals involved.

She explained the nature of the problem with the key aim to turn around 120,000 Troubled Families. Over two thirds had already been identified (80,000), noting that there had been missed opportunities in the past to target these families effectively. No single agency could easily grip the problem because these families had complex needs ranging from domestic violence, alcohol dependency and children showing high levels of truancy and school exclusions. To be identified as a Troubled Family for the purpose of the programme, Emma explained that fairly rigid criteria had been set. To be part of the

programme, three of the criterion had to be met. The pace and scale in its delivery was also seen to be problematic and lots of crime related issues, local elements of the criteria and a vast range of data sets had to be taken into account.

As an example, Emma spoke of one family where 10 different interventions and services were needed over a period of 10 years but these had failed. So, a holistic plan was developed with one worker assigned to work with the family and this approach successfully addressed their problems.

The cost to the public purse in addressing the needs of Trouble Families is significant, estimated at around £75,000 per family with an annual cost set at around £9 billion; a problem she said, that could not be ignored.

Emma spoke about the impact of the programme which had delivered some significant results, including over two thirds (80,000) families identified to date and 14,000 families had already been successfully turned around. The pace and scale of the programme was increasing steadily.

She set out the main successes of the programme which were:

- more children back at school;
- less young people involved in youth crime;
- increased focus on outcomes; and
- a focus on longer term outcomes to encourage sustainability.

Emma concluded by saying that there would be further opportunities for colleagues in the public sector to help influence and support the future of the programme, particularly going forward from June 2015 onwards as the programme had been extended with the aim of improving outcomes for a further 400,000 families. Emma said there would be real opportunities to work with local IOM arrangements in taking this work forward.

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## Conference Session 2: Innovation and Effective Practice

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Conference delegates had the opportunity to participate in ten different workshops exploring different aspects of IOM practice, innovation or wider areas linked to the delivery of IOM outcomes. The workshops were:

### Restorative Justice and IOM – **Trevor Watson** and **Peter Wolfe**, Durham

This workshop helped to showcase the Restorative Justice work implemented by Durham IOM in conjunction with HMP Durham and supported by Restorative Solutions. It provided an outline of the RAPPO (Restorative Approaches for Prolific and Priority Offenders) project where Restorative Justice Conferencing takes place in a prison setting. The workshop also explored the way in which Restorative Justice could be used to reduce someone's offending behaviour, how it can work in a multi-agency environment and as such anyone interested in Transforming Rehabilitation should be considering Restorative Justice as a tool to deliver reductions in offending.

### Early Interventions and management of young offenders – **Charlie Spencer**, YOS manager, Sandwell

This workshop's key aim was about preventing young people who offend from becoming the prolific adult offenders of tomorrow. This was a key activity for all 157 Youth Offending Teams across the country, yet Integrated Offender Management was widely perceived to have mainly an adult focus.

Sandwell Targeted Youth Support Service hosts the Youth Offending Service, Substance misuse services, work relating to Child sexual exploitation, young people who leave care, PREVENT, and work to end gang and serious youth violence. The workshop highlighted the changes Sandwell have made in response to the Legal Aid, Sentencing and Punishment of Offenders Act 2012 and the impact they have had in driving down the number of first time and repeat offenders, thus preventing young people from becoming tomorrow's prolific adult offenders.

### Engagement of Local Authorities within IOM – **Emma Checkley** and **Katy Hicks**, CAF Workers

This workshop highlighted the importance of the family in promoting a reduction in offending and how local authorities using the Early Help and Troubled Families models of practice can work preventatively with offenders and their families as part of local Integrated Offender Management arrangements and approaches.

### IOM Key Principles refresh: **Rhiannon Gaskell** and **Simon Eglington**, Home Office

This workshop looked at the IOM Key Principles journey so far and fed back key issues from the workshops held with IOM strategic leads and practitioners over the summer. The workshop then considered how best the Key Principles could support local IOM partnerships going forward and how they can continue to remain relevant in the light of Police and Crime Commissioners and Transforming Rehabilitation.

### IOM and Women Offenders – **Scott Young**, Humberside Police, **Robbie Walker-Brown**, Humberside Criminal Justice Board and **Maarit Virenius-Varela**, Home Office

This workshop covered a range of issues associated with women offenders. The session included a detailed look at the history of triage in Hull (including Youth Triage) and the high deprivation and social challenges. There was also an opportunity to look at **The Together Women Project** and its purpose.

### IOM and Gangs – **Mick McNally**, **Paul Cullen** and **Lorraine Joyce**, Violent Crime Unit, Home Office

This workshop provided an overview of the 33 gang and youth violence peers' views conducted across the UK, identifying promising practice, emerging trends and barriers to effective partnerships. It helped identify links between gangs, Prolific and other Priority Offenders and organised crime group members focusing on early years risk factors.



Overview of Bristol IMPACT and IRiS and their approach to expanding and developing pathways work – **Steve Blackburn** and **Lucy Burgess**, Bristol Impact

This workshop's aim was to give delegates an insight into how IMPACT/IRiS has forged partnerships beyond the statutory partners and the benefits that this has achieved. It also included the new Chief Constable and Police and Crime Commissioner's vision of IOM and a brief overview of IMPACT and the outcomes that have been achieved to date by adopting this approach together with an outline of the next steps. Delegates also had an opportunity to explore a range of other developments including work on mapping and undertaking a gap analysis of pathway provision, examples of new partnerships being developed as well as the cost /benefits being delivered.

Liaison and Diversion – **Richard Jolley**, Home Office, **David Burton**, Department of Health and **Dave Spurgeon**, Offender Health Collaborative

This workshop looked at the ways in which Liaison and Diversion schemes were aimed to identify, assess and refer offenders with mental health and substance misuse problems into appropriate treatment, at the earliest point of contact with the police or criminal justice system. The workshop provided an overview of the current programme, its development and a practical session looking at case studies to identify how the police, health and CJS colleagues can engage with Liaison and Diversion schemes at a local level to achieve shared outcomes in relation to reductions of offending, health inequalities and police time spent dealing with people with mental health and substance misuse issues.

Social Justice, Offenders and Welfare Reforms – **Tim Conway**, Department for Work and Pensions

This workshop provided a focus on the need for reforming welfare and the case for Social Justice, the types of things changing and how they related to the offending population including offenders' employment policy. The workshop will also helped to highlight the Department for Work and Pensions are pushing to ensure consideration exists for particular issues the offending population faces.

Sussex IOM Evaluation - **Leighe Rogers** and **John Willett** , Surrey and Sussex Probation Trust

This workshop examined the evaluation commissioned by Sussex Criminal Justice Board from Sheffield Hallam University which assessed the impact of Integrated Offender Management on reconviction rates in Sussex over the first two years of its existence.

The workshop also considered these findings to demonstrate the benefits of integrating the work of agencies to provide a high level of monitoring, supervision and support to offenders. Over a two year period, the proportion of offenders re-convicted was reduced by 57 per cent and the frequency reduced by 69 per cent. In consequence, this also reduced the number of people who are likely to be victims of crime.