Integrated Offender Management

Key Principles –
Supplementary information

February 2015

Contents

Introduction

This supplement to the Integrated Offender Management Key Principles 2015, published on www.gov.uk, is intended to provide further detail on the information provided in the Key Principles document.

The Integrated Offender Management Key Principles were originally published in March 2010 and drew on the learning from the 5 early pioneer areas, and from the experience of other areas who had set up their local Integrated Offender Management approaches. We now have much more experience to draw upon and share, and also the evidence provided by the joint HM Inspectorates of Constabulary and Probation thematic inspection of IOM and a College of Policing stocktake of IOM.

In addition the delivery landscape has seen significant changes in the intervening period, including the first Police and Crime Commissioner elections in November 2012 and the more recent creation of the National Probation Service and 21 Community Rehabilitation Companies.

This refresh of the published IOM Key Principles is intended to help local areas to:

- adapt their arrangements to the reformed landscape;

- maintain the impact that IOM is having on crime and reoffending; and

- go further by developing IOM in new directions and tackling new cohorts of offenders.

Experience shows the value of IOM at both the strategic level, bringing greater cross-agency coherence to the response to the crime and reoffending threats faced by local communities, and at the operational level, effectively managing locally identified cohorts of persistent and problematic offenders. In so doing, IOM helps to improve the quality of life in communities by reducing the negative impact of crime and reoffending, reducing the number of people who become victims of crime, and helping to improve the public's confidence in the criminal justice system.

The Key Principles are intended to reflect the essence of IOM. Local models will vary to reflect local circumstances and priorities, but the common elements are:

...all partners manage offenders together......
- *a broad partnership base for IOM, with co-located teams wherever possible, helps to ensure that the local approach is underpinned by comprehensive evidence and intelligence and that a wide range of rehabilitative interventions are available to support offenders' pathways out of crime;*

... to deliver a local response to local problems......
- *the local IOM model reflects local circumstances and priorities, responding to the crime and reoffending risks faced by the local community;*

... with all offenders potentially in scope......
- *IOM brings a wider partnership approach to the management of offenders identified as being of most concern locally, whether subject to statutory supervision by the National Probation Service or Community Rehabilitation Company, or managed on a voluntary basis where not subject to these formal arrangements;*

... facing up to their responsibility or facing the consequences......

- *the IOM carrot and stick approach brings a multi-agency partnership offer of rehabilitative support for those who engage, with the promise of swift justice for those who continue to offend;*

...with best use made of existing programmes and governance arrangements......

- *IOM provides a 'strategic umbrella' that ensures coherence in the response to local crime and reoffending threats, providing a clear framework to make best use of local resources in tackling the most persistent or problematic offenders, identified by local agencies working collaboratively together;*

...to achieve long-term desistance from crime......

- *IOM ensures that offenders of concern remain on the radar of local agencies, even if not subject to statutory supervision, or where a period of statutory supervision has come to an end, with the opportunity to provide sequenced rehabilitative interventions to provide the individual with pathways out of crime.*

Principle 1: All Partners Manage Offenders Together

Local Integrated Offender Management arrangements focus on cutting crime and reducing reoffending and victimisation. Local partners:

- **work collaboratively together to ensure a common understanding of the crime and reoffending threats facing the local community, to inform the priorities to be addressed through local Integrated Offender Management arrangements;**

- **agree the means to share relevant information and intelligence as a basis for multi-agency problem-solving, focused on the offender rather than the offence; and**

- **ensure that there is a process to assign responsibility for managing prioritised offenders, wherever possible utilising a single lead professional approach.**

Key delivery elements:

1.1 All relevant agencies are fully committed and signed up to deliver IOM:

➡ The 2010 Key Principles set out the list of partners with a role in the delivery of local Integrated Offender Management arrangements, including the Police, Probation (now the National Probation Service and Community Rehabilitation Companies), Youth Offending Teams, Prisons, HM Courts and Tribunals Service, the Crown Prosecution Service, Local Authorities, Primary Care Trusts (now Clinical Commissioning Groups), drug and alcohol services and the voluntary sector.

➡ Police and probation are key partners, with the respective involvement of both the National Probation Service and Community Rehabilitation Companies a matter for local determination: see text box 1.1 below.

➡ The range of partners and agencies involved, from the strategic commissioning level through to operational delivery, will differ from area to area according to local needs and priorities. The 2013 IOM survey provided a snapshot of agencies who are actively involved in IOM: see text box 1.2 below.

➡ Experience has shown that **the wider the agency base for the local arrangements – including agencies from the public, private and voluntary sectors - the more comprehensive those arrangements are likely to be**, particularly where this includes agencies who can provide rehabilitative services, such as accommodation and employment, alongside those involved in direct case management and enforcement. For example, the 2013 IOM survey showed that housing services, Registered Social Landlords and Jobcentre Plus staff are all often involved.

➡️ In their 2014 report of a joint thematic inspection of IOM, HM Inspectorates of Constabulary and Probation[1] invited Community Safety Partnerships to ensure that all relevant partners are involved in the delivery of IOM as a major contribution to local crime reduction arrangements. The report also recommended that Community Safety Partnerships identify an appropriate lead officer to contribute to the strategic planning of IOM in their areas.

Text Box 1.1: Probation providers as collaborative partners within IOM arrangements

The Government's Transforming Rehabilitation reforms put in place a new system of offender management and rehabilitation across England and Wales through the establishment of a National Probation Service (NPS) and 21 Community Rehabilitation Companies (CRCs).

The respective roles and contributions of the NPS and CRCs to IOM are determined locally, and it is likely that both will have a role to play in IOM arrangements, as set out below. The 2014 report of the joint thematic inspection of IOM undertaken by HM Inspectorates of Constabulary and Probation showed that where probation are fully engaged at both the strategic and operational levels alongside the police and other organisations, the IOM approach has the greatest potential for success:

i. the National Probation Service (NPS)

The NPS is a statutory criminal justice service that supervises high-risk offenders released into the community. As such it has an important probation provider role within IOM because:

- the risk score that many IOM offenders achieve will place them under the supervision of the NPS;

- many areas have extended their IOM approach beyond serious acquisitive crime, to include dangerous offenders, gang members, domestic violence perpetrators, and so on who may fall under NPS management;

- the NPS has an important contribution to make to local threat assessment and identification of priorities, which is a crucial part of local IOM arrangements.

ii. Community Rehabilitation Companies (CRCs)

CRCs manage low and medium risk offenders subject to statutory supervision requirements. The benefits for CRCs in engaging with IOM arrangements include:

- IOM brings a wider partnership focus to addressing the rehabilitative needs of some of the most difficult, prolific and chaotic offenders in the local area, and will therefore assist the CRC objective of reducing reoffending amongst this group;

- the carrot and stick approach of IOM, including through the role of the police in IOM, will bring leverage on offenders to engage with the rehabilitative interventions on offer; and

- the IOM approach offers the opportunity for supervision to continue beyond the statutory period of supervision while the individual remains a risk, thereby increasing the prospect of securing a sustainable reduction in reoffending.

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[1] A Joint Inspection of the Integrated Offender Management Approach" is available on HM Inspectorate of Probation's pages on GOV.UK - http://www.justiceinspectorates.gov.uk/cjji/inspections/a-joint-inspection-of-the-integrated-offender-management-approach/

Text Box 1.2: Findings from the 2013 IOM survey of Community Safety Partnerships – who's involved[2]
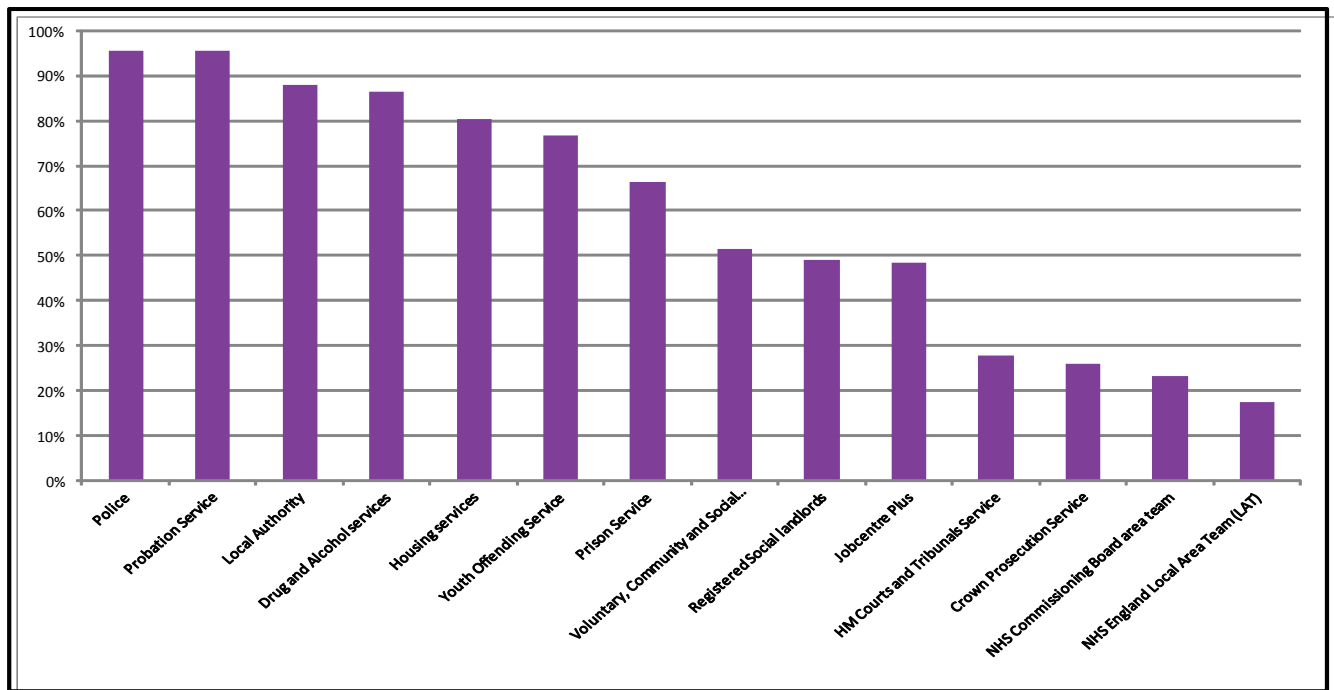
1.2 There is effective engagement with, and involvement of, the private, voluntary and social enterprise sectors:

➡ The 2010 Key Principles recognised the value of expanding the IOM partnership beyond statutory and local criminal justice agencies, to include a range of social agencies, including the voluntary sector. There are many examples of effective partnership working with the voluntary sector in the context of IOM. An evaluation of work in 2010 to test out the role of the sector at the strategic/commissioning level within local IOM arrangements identified a number of quantifiable benefits, including:

- the value of drawing on specific skills and knowledge located within the voluntary sector;

- benefits arising from the strong links that the voluntary sector often has with local communities and their awareness of local needs;

- the ability of voluntary sector organisations to address specific gaps in meeting offender needs; and

- the flexibility and responsiveness of the sector[3].

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[2] The IOM survey of Community Safety Partnerships was carried out in April 2013. 63% of Partnerships provided a survey return. A copy of the survey report has been published on GOV.UK - https://www.gov.uk/government/publications/integrated-offender-management-findings-from-the-2013-survey

[3] Increasing the voluntary and community sector's involvement in Integrated Offender Management – HO Research Report 59 - https://www.gov.uk/government/publications/increasing-the-voluntary-and-community-sectors-involvement-in-integrated-offender-management

➡ Some areas have also developed social enterprises, in particular as a way to overcome barriers around securing employment for ex-offenders, to support their rehabilitation. In January 2014, the Home Office, in partnership with Clinks (the national umbrella body for voluntary and community sector organisations working with offenders) and Social Firms UK (the UK membership and support organisation for the Work Integration Social Enterprise sector) published a report on the role of social enterprises in enabling both adult and young offenders to access training and employment opportunities. This included twenty case studies and a summary report bringing together key learning about developing and sustaining social enterprises in the context of working with ex-offenders[4].

➡ The majority of voluntary sector organisations working in criminal justice are relatively small in size. There are, however, an increasing number of charities and social enterprises that are now delivering public sector contracts, and this is resulting in a change in the relationship between the public and voluntary sectors which will be reflected in IOM arrangements as they further develop.

1.3 All partner agencies agree the overarching vision for the IOM, addressing leadership, accountability and governance issues:

➡ There is no single governance or leadership model for IOM; local arrangements reflect, and are responsive to, local circumstances. This does not diminish the importance of having the clear structures and arrangements in place that are both transparent to, and understood by, all who are involved or who have an interest in the local arrangements.

➡ A stocktake of police engagement in IOM undertaken by the College of Policing in 2013 noted the opportunities that IOM creates to simplify and strengthen local governance arrangements to provide greater clarity around respective roles and responsibilities, including around leadership, operational decision making and allocation of resources.

➡ IOM governance and leadership structures will have regard to:

- the respective roles and responsibilities of all the partner agencies involved;

- the relevant multi-agency arrangements that exist in the area relevant to tackling crime, reoffending and victimisation, eg the Local Criminal Justice Board, where this exists, the Community Safety Partnership (or Partnerships), Health and Wellbeing Boards and so on;

- the relevant leadership, governance and accountability arrangements of each participating agency, such as internal police force strucures and the role of Police and Crime Commissioners in holding the police to account; the

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[4] Providing employment and training opportunities for offenders: Growing sustainable work integration social enterprises – Home Office, Social Firms UK, Clinks 2014 -https://www.gov.uk/integrated-offender-management-iom#iom-and-social-enterprise

contractual and accountability requirements on the leadership of Community Rehabilitation Companies and the National Probation Service, local authority structures and so on.

➡ The important principle is that the local IOM structures should align with, and contribute to, existing multi-agency structures, both adding value and avoiding duplication, additional and unnecessary bureaucracy.

Text Box 1.3: IOM governance arrangements

The 2013 College of Policing stocktake noted that, where they existed, the Local Criminal Justice Board often provided the right level of governance.

It also found that Community Safety Partnerships were well placed to hold local partners to account.

The stocktake reported that the approach, summarised below, represented a prevalent governance model:

Local Criminal Justice Board / Chief Executive Forum / County Community Safety Partnership

⬇

Partnership Reducing Reoffending Board

⬇

Local IOM Management Board(s)

1.4 Partners have a shared understanding of what success looks like in the local context, taking account of the different objectives of participating agencies, and appropriate success measures are in place:

➡ IOM partners will want to ensure that all agencies share a common understanding of **what constitutes success** in the local context, with appropriate arrangements in place to monitor progress against identified local success criteria.

➡ While there will be an inevitable focus on outcomes that include cutting crime, reducing reoffending, and reducing victimisation, the partnership may wish to consider additional outcomes, or a 'hierarchy of outcomes' which resonate with the core responsibilities of participating agencies and are associated with the factors that contribute to reducing reoffending, for example:

- reductions in volume of offending amongst the IOM cohort or cohorts;

- reductions in severity of proven offences committed by the cohort;

- reductions in the severity of risk posed by offenders on the cohort;

- evidence of improved engagement with IOM, or evidence of 'met need' in addressing the risk factors presented by offenders (eg reduced drug or alcohol dependency; improved access to stable accommodation; improvements in physical and/or mental health;, improved skills and access to employment; improved or stable finances);

- the level of confidence that the community has in the arrangements and the efforts made to reduce crime and reoffending through IOM.

➡ While local evaluations conducted by some areas have found positive and encouraging results, the thematic inspection of IOM found that the absence of a structured and systematic approach to evaluation is undermining efforts to assess and report on the effectiveness of IOM in many areas, and nationally.

➡ The College of Policing IOM stocktake also found different approaches being applied to performance management across different police force areas. It did, however, note the potential value of the IDIOM system in providing a tool to support performance management, utilising the daily download of data from the Police National Computer in respect of flagged IOM offenders. See text box 5.2 on page 21 below.

➡ The stocktake report also noted the value of using Offender Group Reconviction Scale (OGRS) scores, through IDIOM, as a means of setting proven reductions in the reconviction rates of the IOM cohort (ie convictions recorded on the Police National Computer) against a predicted rate. This would take local performance management arrangements one step closer towards definitive evidence of the added value of the IOM approach.

1.5 All participating agencies have a clear understanding of their respective roles and responsibilities at both strategic and operational levels:

➡ The experience of local areas implementing IOM has shown the added value of partners being able to work across the operational borders between agencies, whilst having full regard to statutory limitations and professional boundaries.

1.6 All necessary information sharing agreements, protocols and processes in place to ensure swift and appropriate real time sharing of information and intelligence:

➡ A clear strength of IOM, recognised in the report of the thematic inspection of IOM, is the real time sharing of both information and intelligence about offenders. This helps to enhance the assessment of risk to the local community and the selection of the IOM cohort, as well as the day to day management of offenders.

➡ At the practical level, co-location of IOM staff in one location can provide an immediate boost to real time information sharing between different agencies. This does not, however, diminish the need to share personal data only where there is a legal basis for doing so,and where, if approriate, relevant information sharing protocols are in place.

Principle 2: Delivering a local response to local problems

Local partners jointly discuss and agree the offender groups to be targeted and prioritised, and how the available resources will be utilised to manage offenders and reduce the risk of further crime and reoffending. This to be informed by:

- **a local crime and offending risk assessment, drawing on all relevant evidence and shared intelligence;**

- **the priorities of the relevant Police and Crime Commissioner, or the Mayor's Office for Policing and Crime in London;**

- **the priorities of all participating agencies;**

- **the views and priorities of the local community;**

- **the needs of the victims; and**

- **others with an interest.**

Key delivery elements:

2.1 Partners share information and intelligence to draw together a local profile of crime and reoffending threats to inform the local approach:

➡ The purpose of a crime and reoffending profile is to enable all partners to see and understand available information and intelligence, including about the size and characteristics of the local offending population, policing priorities, National Probation Service and Community Rehabilitation Companies caseloads and other relevant information so that appropriate decisions about priorities and targeting can be made.

➡ In order to maximise the impact on crime and reducing victimisation, there may be value in focusing on the most prolific and persistent offenders, those who are most likely to reoffend and whose offending histories suggest are likely to be the most resistant to the available rehabilitative interventions. Such offenders may form part of the National Probation Service or relevant Community Rehabilitation Company caseload, but may benefit from the additional coercion that police involvement will bring, alongside the contribution of others around the IOM partnership table.

➡ Many areas use a selection matrix to bring a consistent approach to the selection of the IOM cohort, drawing heavily on police intelligence. While the use and nature of a selection matrix is a matter for local determination, there is potential for these to be weighted to ensure that key local priorities are addressed, such as those of the relevant Police and Crime Commissioner (see below), alongside other contributory factors, such as data derived from the Offender Group Reconviction Scale (OGRS) used by probation staff.

➡ The size of the IOM cohort must also be a matter for local determination. There is inevitably a practical balance to be struck between basing the size of the cohort on the available resources that the combined team brings, and a more flexible approach that leaves the size of the cohort determined by the outcomes of the local crime and reoffending threat assessment.

2.2 The focus reflects local priorities:

➡ Tackling crime and reducing reoffending priorities must be determined locally, taking account of factors such as the local crime profile, and the profile and crime histories of the offender population. Specific offender cohorts that are being prioritised in some areas include:

- **female offenders** – Recognising that female offenders often present very different challenges to local agencies than those presented by male offenders, and the fact that many services are more geared to working with male rather than female offenders, a number of areas have developed women offender cohorts within their local IOM arrangements. This helps to design specific and bespoke responses to the needs of the women, many of whom often have particularly complex needs. The Home Office and College of Policing are working with these areas and expects to be able to disseminate learning from the different approaches that are being pursued in different parts of the country.

- **foreign national offenders** – In some areas, foreign national offenders may pose challenges for the police and other agencies, and where this is an issue for local IOM arrangements, the partnership may wish to consider whether it has the adequate links with Immigration Enforcement colleagues.

- **safeguarding/child sexual exploitation** – While the profile of IOM offenders may not typically include perpetrators of chid sexual exploitation, IOM partners may have a role in helping to spot the risks that offenders may be involved in such offending, or at risk of becoming involved, and in helping to ensure coherence with local cross agency working to address this issue, such as Multi-Agency Safeguarding Hubs;

- **other offender cohorts** - There are likely to be other offender cohorts who are local priorities. The above is not intended to be exhaustive. For example, the IOM partnership may wish to have particular regard to the specific needs of **black and minority ethnic** or **young adult offenders**, whose specific needs may require a particular or bespoke response.

2.3 Police and Crime Commissioners and other key local leaders are involved in setting the IOM agenda:

➡ Police and Crime Commissioners, or the Mayor's Office for Policing and Crime in London, have a unique role in ensuring the efficient and effective policing of their area. Police and Crime Commissioners are likely to have a strong interest in how IOM contributes to this, including in terms of the effective use of police resources both to cut and prevent crime through local IOM arrangements, as well as the relevance of IOM to the delivery of their objectives and priorities as set out in their Police and Crime Plans.

➡ Police and Crime Commissioners, as directly elected individuals, are ultimately accountable to the public and have a clear role in ensuring the public's voice is heard. For this reason, it is important that there is a mechanism in place to ensure that Police and Crime Commissioners' priorities are reflected in the local IOM approach.

2.4 Local arrangements ensure that the approach is relevant to the local community, with appropriate communication channels in place:

➡ As indicated above, ensuring that the relevant Police and Crime Commissioner's priorities are reflected in the local IOM approach will help to ensure that there is a link to the issues that are of most concern to the local community.

➡ There will also be value in ensuring a two-way communication between the IOM partnership and front line police officers, including neighbourhood policing teams, to help ensure that the approach is appropriately grounded in the local community and informed by community intelligence. The IOM thematic inspection report recommended that processes be put in place to ensure that intelligence is passed between IOM partnerships and front line police officers and staff. The College of Policing IOM stocktake noted the important role that neighbourhood policing teams played in IOM arrangements in many police force areas, including a direct role in managing some IOM offenders in some areas.

➡ Good communication between partner agencies involved in IOM, and with wider partners and agencies with an interest in the outcomes that IOM is seeking to achieve, whether from the public, private or voluntary sector, is important to ensuring that the arrangements benefit from the full contribution of those agencies. In working with the voluntary sector, this can be achieved by working alongside the relevant infrastructure bodies at both the local and national levels.

➡ Some areas have put in place communication strategies as a means of ensuring that the local community are informed of local arrangements, or notable successes such as the arrest or conviction of a particularly prolific offender. This is often done as part of the communication arrangements of the lead agency for IOM, and is often linked to the local branding of the approach, which can help to create a locally meaningful identity for the local approach.

2.5 IOM arrangements take account of potential cross-border crime and offending issues:

➡️ While IOM arrangements tend to operate in a defined, and sometimes quite local geographical area, there will often be value in team members forming an understanding of cross-border issues and their potential impact on local IOM arrangements.

➡️ Cross-border in this context may be across the geographical boundaries covered by the local IOM approach, but is more likely to be an issue across relevant partnership boundaries (such as Community Safety Partnerships), major agency boundaries (such as between police forces) or, from now on, between different Community Rehabilitation Companies. In some areas at least, the geographical area covered by the Community Rehabilitation Company will span more than one police force area, and more than one IOM area, and may therefore be in a position to help to resolve any cross-border issues.

➡️ The sort of cross-border issues that may be relevant in this context may include situations where neighbouring areas have very different crime profiles, or the local priorities are very different, and where offenders who live and offend across those borders. If appropriate, the local partnership may consider the value of locally-owned cross-border protocols.

Principle 3: All offenders potentially in scope

> **Local partners ensure that there is a coherent framework in place so that no offender of concern falls through the gaps between existing programmes and approaches. The intensity of management related directly to the severity of risk posed by the individual.**
>
> **Where appropriate, IOM arrangements provide additional support to or management of prioritised offenders who are subject to statutory supervision by the National Probation Service or Community Rehabilitation Company.**

Key delivery elements:

3.1 All partner agencies are signed up to the IOM approach as a means of bringing greater coherence to local arrangements, without overlap or duplication:

- As discussed above, IOM provides a framework for assessing the crime and reoffending threats faced by the local community, and posed by known offenders, and for ensuring that there is a joined-up, coherent and proportionate response. This helps to ensure that no offenders of concern fall through the gaps between existing programmes and approaches.

- In all areas, there will be a range of approaches and programmes that are relevant to reducing crime, reoffending and victimisation, whether focused on prevention and early intervention, for example through Troubled Families and the management of young offenders by Youth Offending Teams, safeguarding through Multi-Agency Safeguarding Hubs, statutory Multi-Agency Public Protection Arrangements (MAPPA) for the most violent and sex offenders, and the lifetime management of serious and organised offenders under the aegis of the National Crime Agency.

- There is no value in IOM arrangements duplicating other programmes or approaches. Rather, IOM is likely to add most value where there are appropriate links in place to other relevant programmes and approaches, so that the IOM partnership understands the threats that these programmes and approaches are addressing, and can ensure that no offenders of concern to local agencies fall through the gaps between those programmes and approaches. In this sense, IOM helps to provide a safety net for ensuring the comprehensiveness of the local arrangements for cutting crime, reoffending and victimisation.

3.2 IOM partners keep the focus of the local approach under review, to maximise opportunities for extending the benefits of the IOM approach to a range of different offender cohorts, taking account of local crime and reducing reoffending priorities:

➡️ While the starting point for IOM has tended to be a focus on offenders involved predominantly in committing acquisitive crimes, and particularly Prolific and other Priority Offenders and drug-misusing offenders, a number of areas have seen the benefits of applying the IOM approach and principles to other offending groups, such as dangerous offenders and gang nominals (ensuring appropriate alignment to the Government's Ending Gangs and Youth Violence programme) as demonstrated in text box 5.1 on page 20 below.

➡️ Similarly, there is likely to be value in ensuring that there are appropriate protocols in place, aligned to the Ministry of Justice/Youth Justice Board transitions guidance, to ensure the effective management of the most at risk (of reoffending) young offenders' transition from youth to adult services as they turn 18, where the offending profile and other risk factors suggest that they should be considered for inclusion in the IOM cohort.

➡️ The IOM thematic inspection report noted the value of Youth Offending Teams being aware of the benefits of collaborating with their local IOM arrangements.

3.3 IOM arrangements do not duplicate existing arrangements for managing offenders on licence or serving community sentences. It provides a mechanism for reviewing how comprehensive local arrangements are in keeping a focus on all offenders who pose significant risk, whether or not subject to formal or statutory supervision arrangements. This helps to ensure that individuals remain on the radar while they continue to pose significant crime or reoffending risks, with appropriate management or rehabilitative interventions in place to reduce that risk:

➡️ As discussed under Key Principle 1 above, IOM offers the opportunity to bring a wider partnership focus to addressing the needs of offenders subject to formal supervision arrangements by the National Probation Service or Community Rehabilitation Company (see text box 1.1 on page 5). It also provides an opportunity to continue to focus on supporting the rehabilitation of the individual concerned beyond the period of statutory supervision where the partnership considers this is justified by the level of risk that the individual continues to pose, as discussed under Key Principle 6 below.

Principle 4: Offenders facing up to their responsibility or facing the consequences

Local partners work together to ensure that the right interventions are in place to support the rehabilitation of offenders, whether in collaboration with the National Probation Service, the relevant Community Rehabilitation Company, or outside of these formal, statutory arrangements.

The 'offer' to the offender to be set against a robust and responsive enforcement regime to ensure that those who do not engage and continue to offend face the appropriate criminal justice consequences.

Key delivery elements:

4.1 IOM partners work together to ensure that prioritised offenders have access to timely and appropriate interventions that meet their identified needs, that contribute to their rehabilitation and reduce the risk of reoffending:

➡ The Transforming Rehabilitation Target Operating Model[5] recognised that the rehabilitation of the most difficult and entrenched offenders requires effective partnership working to bring together the range of support and interventions required to reduce the risk of reoffending, whether these be related to housing, employment, drug treatment, mental health and so on.

➡ Local IOM arrangements can provide that approach, bringing together all the agencies and organisations with a contribution to make, working on a cross-agency/organisation basis to address the agreed priorities and to work with the identified offenders. This helps to ensure that no offender of concern to local partners falls between the gaps between agencies, and ensures a coherent response to the crime and reoffending threats faced by the community.

➡ At the level of the individual offender, this approach requires an assessment of needs, related to the risk of further offending, such as provided by the National Probation Service risk assessment tool, used in determining the allocation of offenders between the National Probation Service and Community Rehabilitation Companies, the probation OASys assessment[6] or the Asset assessment tool used by Youth Offending Teams. This ensures that the approach helps to motivate the individual to engage with the IOM offer, by offering the rehabilitative services and support which is most appropriate to that individual because it is based on their identified needs and individual circumstances. This will also help to ensure that the support on offer stands the best chance of succeeding in achieving positive change in the life of the individual concerned.

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[5] Target Operating Model: Version 3 – Ministry of Justice Rehabilitation Programme, May 2014, Cm 8619

[6] OASys – the Offender Assessment System used by probation staff which, amongst other things, helps to identify and classify the offending-related needs of the individual.

➡ In developing a tailored response for the individual, the partnership will want to ensure that it recognises, and takes account of, all relevant diversity issues, when working with individuals and with different community groups.

4.2   Where appropriate, a lead professional, whether from the National Probation Service, a Community Rehabilitation Company, the police or other agency (including the voluntary sector) is identified to work with the individual:

➡ Where IOM arrangements have adopted the lead professional approach, this ensures that, at all times, there is a named professional to help ensure that the individual remains engaged with the support on offer. The lead professional can help to ensure that the required interventions are provided in a sequenced manner to ensure that they offer the best rehabilitative package for the individual.

➡ The lead professional may be from the National Probation Service or Community Rehabilitation Company for example where the individual is formally on one of these organisation's caseloads. Alternatively, in some areas, the police have taken on this role while there remains a high risk that the individual will reoffend and enforcement is a key issue. In addition, as referenced under Key Principle 2 above, neighbourhood policing teams have taken on a direct role in managing some IOM offenders in some areas where this is appropriate.

➡ Similarly, partners from voluntary sector agencies have assumed this role in some areas. As referenced under Key Principle 1 above, alongside any role that voluntary sector agencies have in the delivery of public services and enforcement activities, they bring additionality to IOM arrangements, including by providing a focus on maintaining the individual's engagement with IOM and in helping them to access relevant rehabilitative services, providing support for the individual's desistance from crime and reoffending.

➡ The thematic inspection of IOM found the joint management approach to individual offenders, involving the police, probation and other staff to be an effective approach.

4.3   Information given to managed offenders about what is available to them should be provided in the most appropriate format, at the most appropriate time. The use of local branding can help to ensure that the language used is consistent with the rehabilitative aims of the approach:

➡ IOM partners may wish to consider the value of providing the individual offender with a contract, as a means of establishing what is expected of them, the support that they can expect if they remain engaged with the partnership, and what the consequences will be if they fail to do so.

➡ A contract, where understanding is established and voluntarily signed by the offender, may also provide a mechanism for securing, and recording, the individual's consent for the sharing of personal data or information between the IOM partner agencies, as part of the overall IOM offer.

➡ While IOM is focused on tackling some of the most persistent offenders, where the individual is engaging with interventions, there is a risk that use of the term 'offender' may have a negative impact on the individual's motivation. For this reason, IOM partnerships may wish to consider the terminology used at different times and in different circumstances, including with the individuals themselves. Where the local arrangements operate under a locally established brand, it may be easier to adapt the language when working with individuals.

4.4 Partners work together to ensure that there is certainty about the consequences for the individual of failing to engage or comply, to bring the 'carrot and stick' elements of IOM to life:

➡ Where there are criminal justice consequences or sanctions arising from a failure to comply (ie if the offender continues to offend, or breaches conditions etc), there is a clear role for the police, Community Rehabilitation Company or National Probation Service, the Crown Prosecution Service and HM Courts and Tribunals Service in helping to ensure swift consequences.

➡ Some areas have retained the locally agreed Prolific and other Priority Offenders Criminal Justice System Premium Service as part of their IOM arrangements, to ensure that this cohort of offenders - often those most likely to reoffend - are dealt with as speedily as possible. In support of this, there may be value in maintaining contact with local sentencers, to ensure that they have a clear understanding of what the local IOM arrangements are seeking to achieve.

➡ Some areas are exploring the voluntary use of technology, such as GPS tracking, as a means by which the individual can demonstrate their continued compliance with the requirements set out by the IOM team.

4.5 The IOM partnership ensures full engagement with local voluntary sector agencies to secure their support in providing relevant rehabilitative services:

➡ The voluntary sector has a clear and direct role in providing rehabilitative services for offenders. It can help to ensure that the required interventions are provided in a sequenced manner to ensure that they offer the best rehabilitative package for the individual. As discussed above, partners from local voluntary sector agencies will often be well placed to assume a lead agency role in respect of individuals once the focus is less on enforcement and more on rehabilitation.

➡ These arrangements are likely to work most effectively where the voluntary sector are represented as equal partners at the IOM partnership table, as discussed under Key Principle 1 above.

Principle 5: Making best use of existing programmes and governance

Local leadership and governance arrangements in place to ensure that the local IOM arrangements add value, alongside other efforts to tackle crime and reoffending in the area.

Integrated Offender Management is about bringing together existing arrangements, with partners working smarter, to avoid duplication and ensure that the best use is made of all available resources.

Key delivery elements:

5.1   Local IOM arrangements add value to, but do not duplicate, existing arrangements to tackle crime, reoffending and victimisation, such as statutory supervision of offenders by the National Probation Service including Multi-Agency Public Protection Arrangements, by Community Rehabilitation Companies and the lifetime management approach to serious and organised offenders:

- The 2010 Key Principles stressed the value embedding the pre-existing Prolific and other Priority Offender schemes and Drug Interventions Programme arrangements into local IOM arrangements, and many areas have done this, as demonstrated in text box 5.1 below.

- The published proven reoffending statistics have shown, for example, that Prolific and other Priority Offenders have significantly higher reoffending rates than other cohorts of offenders: while the reoffending statistics show that around a quarter of all offenders reoffend within 12 months, around three-quarters of Prolific and other Priority Offenders reoffend within this period[7].

- This strongly suggests that it is such offenders who are most likely to benefit from local IOM arrangements, although this should not constrain discussion of the value of focusing on other priority cohorts of offenders, as discussed under Key Principle 3 above.

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[7] Figures drawn from Proven Reoffending Statistics Quarterly Bulletin January to December 2014, England and Wales, Ministry of Justice Statistics Bulletin, October 2014

Text box 5.1: Findings from the 2013 IOM survey – offenders prioritised
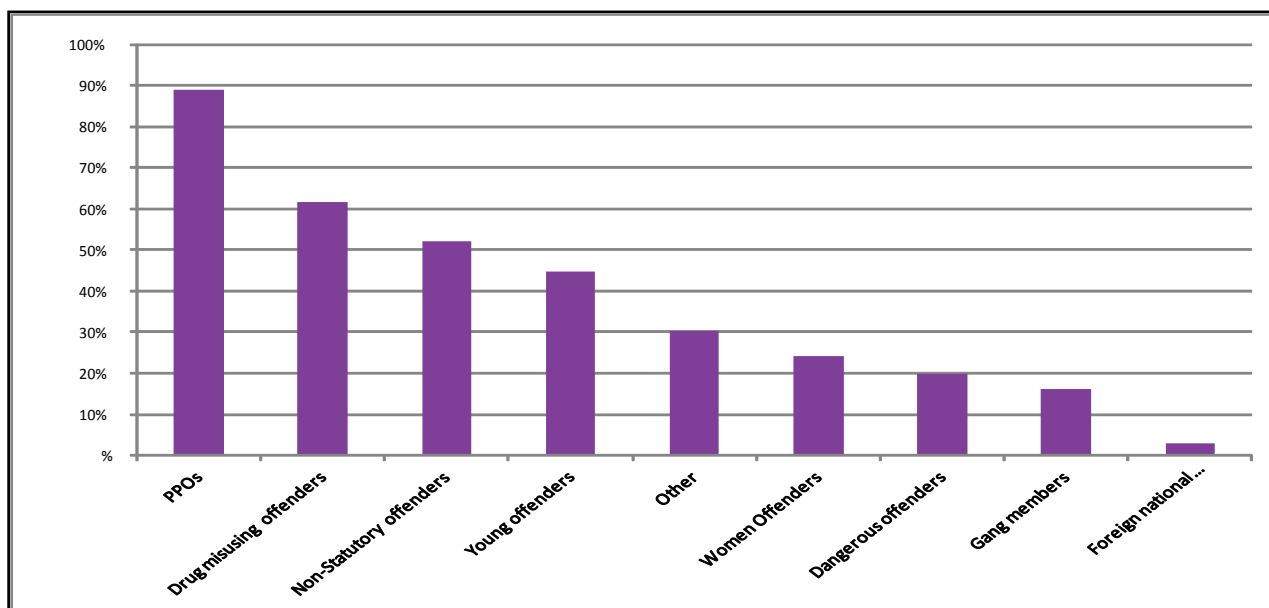
5.2   Local Prolific and other Priority Offender schemes are fully embedded within IOM arrangements. There is no national requirement to retain the PPO label, with IOM now the predominant catch-all label for local approaches focused on tackling the most persistent and chaotic offenders:

➡ Whether or not to retain the 'PPO' label; that is, retaining a Prolific and other Priority Offender cohort within the broader IOM cohort, is a matter for local determination. The joint inspection of IOM undertaken by HM Inspectorates of Constabulary and Probation, published in March 2014, recommended that pre-existing requirements or guidance relating to the PPO approach be rescinded[8].

➡ IOM partnerships generally employ a 'RAG' rating approach to the management of the offenders on the IOM cohort. There are different models in use in different areas, including Red, Amber, Green or Gold, Silver, Bronze etc. The model used, and the precise definition to accompany each category, are determined locally, although it is common that the top category (eg 'Red' offenders) includes those who are assessed as being most likely to reoffend imminently, with 'Green' offenders being those well into their rehabilitative journey.

➡ Typically, the most at risk category will include those offenders who would be most likely to be categorised as Prolific and other Priority Offenders or PPOs. PPO schemes, introduced in 2004, preceded the introduction of IOM and in most areas the smaller PPO scheme has now been fully embedded within IOM arrangements, with the PPO label no longer used. While some areas have retained a PPO cohort within IOM, for example to retain a local PPO CJS Premium Service (as discussed in Key Principle 4 above) there is no national requirement that the PPO label be retained, with IOM now the predominant catch-all label for local approaches focused on tackling

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[8] "A Joint Inspection of the Integrated Offender Management Approach" is available on HM Inspectorate of Probation's pages on GOV.UK

the most persistent and problematic offenders identified by local agencies working collaboratively together.

5.3 IOM partners make full use of the IDIOM system which allows partners to monitor offenders flagged locally as IOM offenders, and other cohorts at the same time. The system receives automated, daily downloads of data from the Police National Computer, and includes a performance reporting function to help partners monitor the impact of their local arrangements:

➡ IDIOM is a national web based IT system used by police forces and some other partners to support the delivery of local IOM arrangements across England and Wales. IDIOM enables the police and partners to monitor both their IOM cohort, and other, locally identified offender cohorts.

Text Box 5.2: The benefits of IDIOM

IDIOM: the benefits

➢ IDIOM allows local areas to monitor offenders flagged locally as IOM offenders, and other cohorts at the same time – any group or cohort of offenders that partners wish to track and manage, due to the risk they pose to local crime rates or because local partners want to prioritise them for interventions.

➢ The system receives automated, daily downloads of data from the Police National Computer on the arrests, charges, disposals, remand details, court outcomes including convictions data, and prison releases for all flagged offenders. It is a national system that works across police force boundaries, providing users with national data.

➢ Recent enhancements to the system provide users with a new local performance reporting function which can help partners to monitor the impact of their local IOM arrangements. IDIOM is available to all police forces and can be made available to other local partners if they have access to the government secure intranet gateway.

➢ IDIOM allows the area to produce local performance reports which can be used to monitor the impact of their local IOM arrangements in reducing crime and reoffending. The performance reporting tool on IDIOM provides real time reoffending information which allows local IOM arrangements to target resources and time on those offenders of most concern.

Principle 6: Supporting long-term desistance from crime

IOM brings wider partnership support to the management and rehabilitation of targeted offenders subject to statutory supervision, with this support continuing beyond the statutory supervision period, where the individual continues to pose a risk.

The focus on the offender includes sequencing appropriate rehabilitative interventions across the established reducing reoffending pathways, to address the factors that make it more likely that the individual will continue to commit crime.

Key delivery elements:

6.1 IOM partners put 'exit strategies' in place for offenders who come to the end of formal supervision, to ensure that they remain prioritised for interventions while they still pose a risk of further crime and reoffending:

➡ As noted above, IOM offers an opportunity to bring a wider partnership focus to the management of the most problematic offenders subject to statutory supervision by the National Probation Service or Community Rehabilitation Company, and also to those who are not subject to these arrangements but who are still assessed as posing a significant risk.

➡ Some IOM partners have commented that the transition from the Prolific and other Priority Offender approach to IOM has provided a step change, in terms of:

  ➢ the size of the respective cohorts;

  ➢ the introduction of more dynamic approaches to selecting and de-selecting offenders to and from the cohort, made possible because of the wider partnership base for IOM; and

  ➢ a more graduated approach to de-selection, with lighter touch management (and possibly a change of lead professional) as the risk posed by the individual diminishes as he or she remains engaged with the rehabilitative services on offer.

➡ Critically, the IOM approach allows for the continued management or supervision of an individual after any period of statutory supervision has come to an end, where the partnership continues to assess that there is a real risk of reoffending without further supervision. It will be for the partnership to determine the most appropriate agency to act as lead professional in these circumstances and the nature of the supervision to be provided, taking account of the resources available.

6.2 Local arrangements are in place to enable prioritised offenders to benefit from sequenced interventions across the reducing reoffending pathways, to support their rehabilitation and to reduce the risk of reoffending and further crime:

➡ Experience has shown that the most problematic offenders often have significant issues in their lives which may need to be addressed as part of their rehabilitation and to help reduce the risk of further offending. These issues may include substance misuse, financial problems often associated with poor educational outcomes and difficulties in securing employment, mental and physical health issues, problematic family relationships or backgrounds, anti-social or pro-criminal attitudes, and problems in securing long-term sustainable living accommodation.

➡ With its strong multi-agency base, IOM offers an opportunity to put in place a range of interventions to address the issues highlighted above and to help offenders engage with relevant services and to benefit from the support on offer. Where a lead professional approach is employed, he or she can help to ensure that the available interventions are sequenced in such a way as to ensure that the offender has the best chance of engaging meaningfully with them and that he or she therefore has the best chance of securing successful outcomes.