



# Integrated Offender Management

## CHIEF OFFICER TEAM REPORT

1<sup>st</sup> September 2021

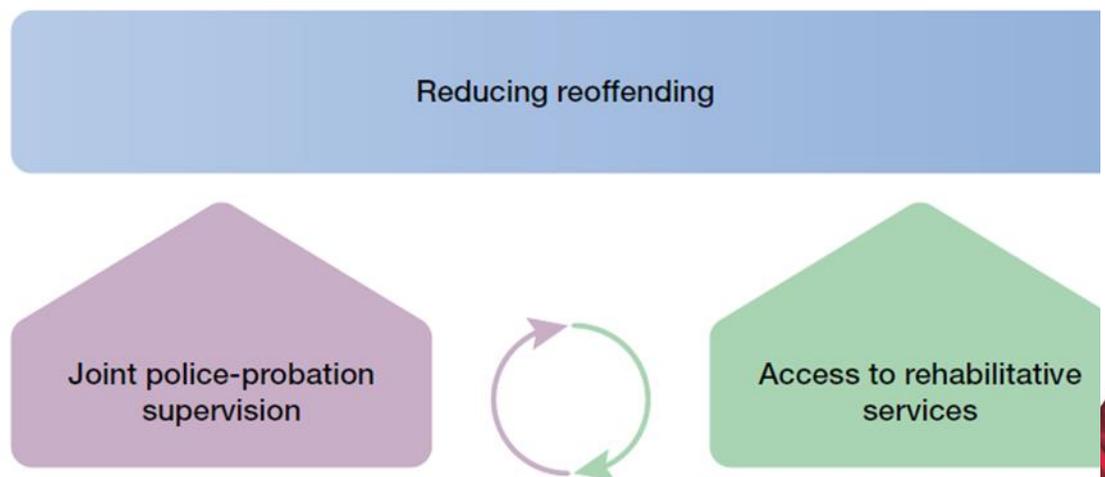


# 1. PURPOSE AND RECOMMENDATION

- 1.1 The purpose of this report is for monitoring.
- 1.2 There are no recommendations made requiring a decision.

# 2. INTRODUCTION & BACKGROUND

- 2.1 Integrated Offender Management (IOM) was introduced in 2009 to bring a cross-agency response to crime and reoffending threats faced by local communities. The aim was for the most prolific and problematic offenders to be prioritised and jointly managed by police, probation and other partner agencies.
- 2.2 In February 2020, Her Majesty’s Inspectorate of Probation (HMIP) and Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) joint inspection found that IOM had ‘lost its way’. The report highlighted the potential benefits of greater leadership from the centre, including improving clarity around the cohort focus for IOM and the nature of the work that should be involved. To address this, the Ministry of Justice (MoJ) and Home Office (HO) have undertaken work to review current IOM practice, engaging with operational practitioners and reviewing the evidence base.
- 2.3 On the 9<sup>th</sup> December 2020 in response to the above report, the Ministry of Justice and the Home Office refreshed the strategy for Integrated Offender Management (IOM).
- 2.4 The strategy focuses IOM on reducing neighbourhood crime, including burglary, robbery, theft from the person and vehicle theft.
- 2.5 The aim of the Neighbourhood Crime IOM Strategy is to make communities safer by reducing reoffending. Achieving this will have benefits for public protection and confidence in the justice system.



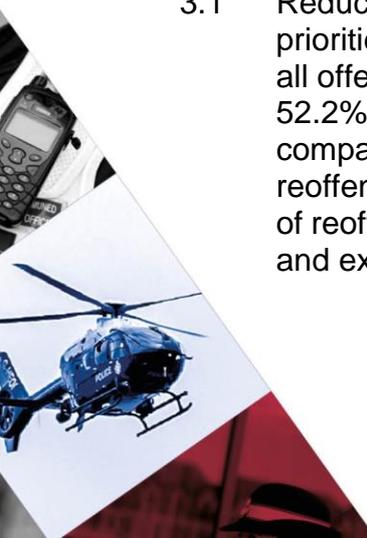
Neighbourhood crime IOM offenders should receive additional supervision from probation, as well as police offender management. This supervision should be guided by principles of effective supervision, focusing on addressing criminogenic needs and building strong relationships between the offender managers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

In order to support desistance, it is crucial that IOM schemes offer access to rehabilitative pathways and services which can address underlying criminogenic need. These services should include behaviour change programmes and practical support. For the neighbourhood crime cohort, key services will be housing, drug and alcohol, employment, and benefits support. Access to these services will be facilitated by engagement and co-commissioning at the local level.

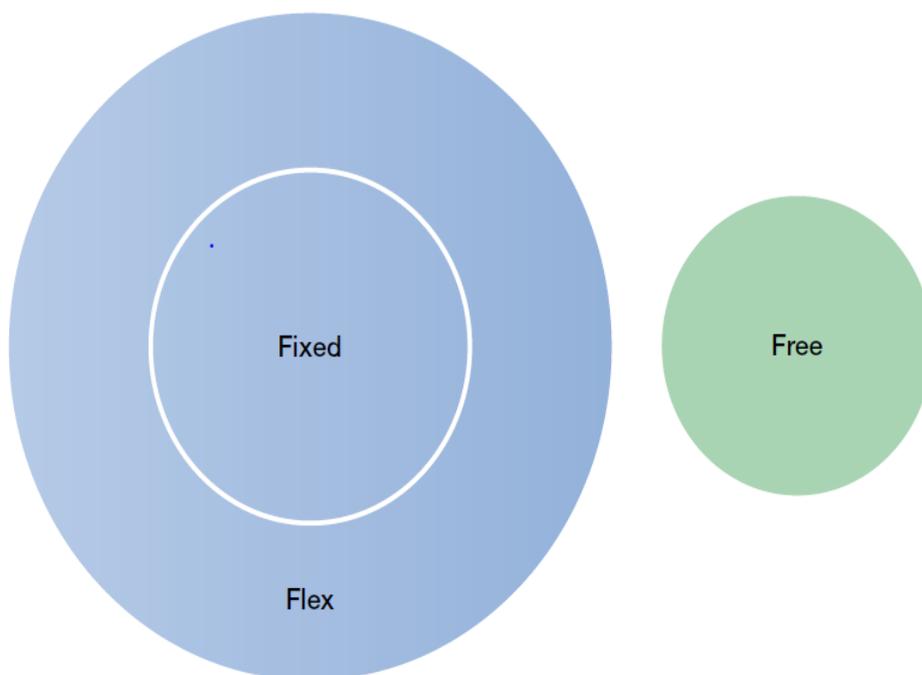
- 2.6 Integrated Offender Management (IOM) within Gwent Police until 2020 was split between both East and West Local Policing Areas and the focus of the cohorts was not solely focused on the above. Both areas were operating different models with different approaches to managing different cohorts.
- 2.7 Following a business case submitted and approved by Chief Officers it was agreed that IOM would move under the new portfolio of Offender Services with overall responsibility passing to the Head of Criminal Justice with the aim of aligning processes and having a consistent joined up approach across the force.
- 2.8 In April 2021 resources were aligned under the new department and both East and West resources were amalgamated under one Detective Sergeant within the Offender Services Team. The team is made up of 8 IOM Managers and one Police Constable who oversees the nominals on Wales Integrated Serious & Dangerous Offender Management (WISDOM).
- 2.9 On the 5<sup>th</sup> July 2020 the force in conjunction with the other Welsh forces were the first in England and Wales to go live with the strategy and the new model of managing IOM.

### **3. ISSUES FOR CONSIDERATION**

- 3.1 Reducing reoffending and driving down neighbourhood crime are key government priorities. Neighbourhood crime types have the highest levels of reoffending across all offence types. Recent figures show that 31.9% of those convicted of robbery and 52.2% of those convicted of theft reoffend within one year of release from prison, compared to 25% for all other crimes. A total of 80% of all crime is created by those reoffending, a significant proportion of which is neighbourhood crime. The total cost of reoffending is estimated at £18.1 billion. Neighbourhood crime is both a significant and expensive problem in communities across England and Wales.



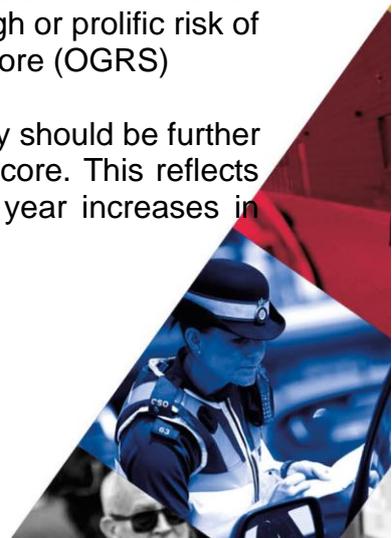
- 3.2 We know that offenders persistently committing neighbourhood crimes are likely to have high levels of criminogenic need. Dame Carol Black’s recent Review of Drugs found that nearly half of all acquisitive crimes are estimated to be associated with drug use and that often these offenders have multiple needs which can reinforce each other (including substance misuse, housing, employment, and mental health). For example, 20% of people in drug and alcohol treatment have a severe housing problem. For many persistent offenders, these needs, and their offending behaviours are entrenched, dating back to youth.
- 3.3 A significant proportion of the neighbourhood crime cohort fall outside of statutory multi-agency management initiatives aimed at higher harm and risk offenders. Yet without additional supervision, neighbourhood crime offenders will continue to cause significant disruption and harm to communities.
- 3.4 The new national model centres on a neighbourhood crime cohort as a fixed priority with flexibility for schemes to tailor the cohort to their local needs; and freedom to continue running IOM schemes for other cohorts such as WISDOM.



**Fixed priority:**

This group should be the first priority for inclusion in the IOM model set out within this strategy. Neighbourhood crime offenders with a high, very high or prolific risk of reoffending, assessed using the Offender Group Reconviction Score (OGRS)

More serious neighbourhood crimes such as robbery and burglary should be further targeted and included even when they have a medium OGRS score. This reflects the level of harm caused by these offences, and the year on year increases in robbery cases.



The fixed cohort can include a mix of offenders serving community orders and those leaving prison on licence.

**Flex:**

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

Local areas may apply additional weighting within the neighbourhood crime cohort – if the need is evidenced by local crime trends. This could mean weighting towards risk of violence or a particular index offence within the cohort.

Local areas could weight towards people leaving prison if improving outcomes for prison leavers is a local priority.

Local areas could weight towards young adult offenders to prioritise those making the transition from youth to adult services.

There can be referrals into this cohort for offenders who have similar needs, reoffending risks or offending types to the fixed neighbourhood crime cohort, and for whom this model may therefore be appropriate. This may include neighbourhood crime offenders who have low or medium risk of reoffending scores but are judged by police and probation to be at greater risk of reoffending; or lower level acquisitive offenders such as shoplifters who are judged to have the potential to progress onto committing more serious neighbourhood crime. It may also include those persistent offenders with non-acquisitive index offences but who have a similar needs and risk profile to the fixed cohort.

**Free:**

This cohort is for local areas that are running IOM schemes for other cohorts of offenders with different needs, risks and offending patterns. This includes schemes focused on serious violence, serious organised crime and domestic abuse. The WISDOM scheme that is adopted across Wales has been incorporated into the free element of the new scheme and we are currently working with Probation to expand its use to force wide, rather than only the West of the force.

- 3.5 Gwent Police has worked with Probation to review all of its current cohort and score them against the new national model. This has resulted in some nominals on the cohort being removed and other new nominals being included in the fixed cohort. Those that no longer reside within IOM have had detailed plans developed and shared with the local policing teams.



## 4. COLLABORATION

- 4.1 All forces are required to adopt the new national strategy and therefore no collaborative opportunities have been explored at this point.

## 5. NEXT STEPS

- 5.1 To continue to work with the national team and Probation around the new national model.
- 5.2 Complete the business case for Offender Services.
- 5.3 Develop a performance framework.

## 6. FINANCIAL CONSIDERATIONS

- 6.1 There are currently no financial considerations although following the conclusion of the Offender Services review and submission of the business case there could be further financial requirements.

## 7. PERSONNEL CONSIDERATIONS

- 7.1 There are no personnel considerations.

## 8. LEGAL CONSIDERATIONS

- 8.1 There are no legal considerations.

## 9. EQUALITIES & HUMAN RIGHTS CONSIDERATIONS

- 9.1 This report has been considered against the general duty to promote equality, as stipulated under the Joint Strategic Equality Plan and has been assessed not to discriminate against any particular group.
- 9.2 In preparing this report, consideration has been given to requirements of the Articles contained in the European Convention on Human Rights and the Human Rights Act 1998.

## 10. RISK

- 10.1 There are no risks identified.

## 11. PUBLIC INTEREST

- 11.1 In producing this report, has consideration been given to 'public confidence'?  
**Yes**



11.2 Are the contents of this report, observations and appendices necessary and suitable for the public domain? **Yes**

11.3 If you consider this report to be exempt from the public domain, please state the reasons: N/A

## 12. REPORT AUTHOR

12.1 David Broadway – Head of Criminal Justice

## 13. LEAD CHIEF OFFICER

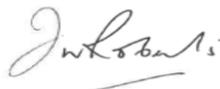
13.1 T/ACC Ian Roberts

## 14. ANNEXES

## 15. CHIEF OFFICER APPROVAL

15.1 I confirm this report has been discussed and approved at a formal Chief Officers' meeting.

15.2 I confirm this report is suitable for the public domain.



**Signature:**

**Date: 20.08.2021**

<p><b>Police and Crime Commissioner for Gwent</b></p> <p>I confirm that I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct.</p> <p>The above request has my approval.</p> <p><b>Signature:</b></p> <p><b>Date:</b></p>
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