Integrated Offender Management (IOM)

Paper requested by: OPCC for Community Outcomes Meeting July 2016
Report Author: Sgt Warren Pitman
On behalf of: T/ACC Williams
Date: 16/06/2016

1. Integrated Offender Management (IOM) involves the Police and Partners working together to deliver a local response to crime, targeting those offenders most at risk of re-offending and reducing the risk they pose to members of the community.

2. To meet the challenges of the Force Strategic Assessment and the Police and Crime Plan, West Yorkshire Police (WYP) have significantly changing ‘who’ are managed in Partnership. The changes lead to all offenders ‘in scope’ of partnership management, including offenders of domestic abuse, child sexual exploitation, violence, as well as traditional acquisitive crime offenders. The changes are also supported with the Force leading on several technical developments and the development of new partnership working arrangements.

3. The Force operates a local delivery model of IOM with the five Policing Districts all having responsibility for the delivery of offender management through their staff and through the Partnership Ward Areas (PWA’s), supported by the Force Performance Improvement Unit (FPIU). This is supported by the 6th Hub within HM Prisons as well as Criminal Justice. The 6th Hub operates out of Armley, Wealstun, Wetherby and New Hall Prisons and performs a critical role in the ‘through the gate’ process, assessing a person’s needs and support requirements when they are released from prison. This was highlighted by Her Majesty’s Inspector of Constabulary (HMIC) as best practice. FPIU are working with the IOM partnership to ensure the critical 48 hours post release is as effective as possible to prevent the newly released person reoffending.

4. On 1st June 2014, as part of the Transforming Rehabilitation reforms to Probation, responsibility for delivery of probation services moved from 35 Probation Trusts to 21 Community Rehabilitation Companies (CRCs) and the National Probation Service (NPS).

5. The changes in IOM have progressed under a Force Implementation Plan and driven by the recently established Strategic and Operational Groups. NPS and CRC are part of the Strategic Group and working with WYP to develop a partnership model across the organisations.
6. Community Rehabilitation Companies are responsible for managing offenders who pose a low or medium risk of serious harm. The National Probation Service is responsible for managing offenders who pose a high risk of serious harm and those who have committed the most serious offences.

7. All the Hubs have access and manage offenders in partnership with CRC, NPS and a Drug Intervention Programmes (DIP). All Hubs also have access to a number of different agencies and services which are determined by the commissioning arrangements within the Local Authorities.

Three Cohort Model

8. The Three IOM Cohort Model of Risk of Reoffending, Risk of Harm and Public Protection has been implemented across West Yorkshire Police as detailed in the chart above. This was originally started out as a pilot in Bradford District.

9. At Districts, IOM is overseen by a Detective Inspector who has Sergeants with areas of responsibility, supported by Offender Managers (OM) and support staff, delivering against the requirements of the three cohorts.

10. West Yorkshire Police works closely with CRC, NPS and other service providers including Local Authorities, Housing and Health, as well as local Youth Offending Teams (YOT), in the transition from Young Person to Adult Services to ensure the person receives the appropriate support.

11. The now embedded Strategic Group meetings bring together the strategic leads from the Police, CRC and NPS. Chaired by T/ACC Williams, the group has strategic responsibility for delivering the principles across the partnership and West Yorkshire. These meetings feed directly into the IOM Operational Group.
12. The Strategic Group is supported by the IOM Operational Group meetings that bring together the operational leads at Districts and the HMP Services.

13. The Operational Group drives the delivery of IOM at Districts, in line with the Three Cohort Model. The Operational Group comes together in-between the Strategic Group meetings. Each District IOM Hub works closely with District Safeguarding Units to manage offenders through all cohorts.

14. Strategically West Yorkshire Police sit on the South and West Yorkshire Resettlement Consortium that works with young offenders in the transition from Youth Services to Adult Services.

**Drug testing in custody**

15. West Yorkshire Police have changed their Drugs Testing Policy in custody to align this with the IOM Cohort model, therefore allowing the right offenders to be considered for testing and an informed decision can be made on their suitability to be tested. This is a far more encompassing and effective means of testing the right people for the right reasons, rather than the crime they have committed. It is important to note that the Police and Crime Commissioner specifically funds the current drug testing work in custody substantially, above and beyond the usual budget setting.

16. FPIU are working in collaboration with other forces, exploring the use and testing of other drugs, including alcohol, cannabis and other legal highs. Negotiations remain ongoing to expand legislation to allow this.

17. FPIU are exploring alternatives to custody for referrals into other agencies for support and treatment. This would mean using disposals such as Conditional Cautions or Community Resolutions to refer people into treatment. Should an individual be tested positive whilst in police custody, there is a requirement for the individual to be referred to the Duty Custody Nurse to allow for support and pathway advice to be given whilst they are still in custody.

18. In 2003 the Drug Intervention Programme (DIP) was launched nationally and since 2004 West Yorkshire have delivered a Drugs Intervention Programme (DIP) to the community of West Yorkshire. Overall the Drug Intervention Programme was identified as a positive programme, identifying and signposting more persons into treatment and reducing the time taken to get people the treatment they required.

19. In 2013 the Office of the Police and Crime Commissioner (OPCC) commissioned an independent review of DIP which was carried out by Nicola Hughes and published in March 2014. The report brought into question the current work balance of detention officers carrying out funded drug testing work and other detention officer roles.

20. In July 2014, the Home Office published a paper ‘The heroin epidemic of the 1980s and 1990s and its effect on crime trends - then and now’. The report was a significant study and reiterated that several factors are responsible for the crime trends over the last few decades. One factor that was shown to have a significant effect on acquisitive crime was the use of heroin and crack cocaine.
21. Drug testing and referrals from custody are a significant pathway into drug treatment and it is vital that these processes continue to support treatment and long term recovery.

22. The OPCC and WYP jointly contribute towards the £1,810,696 to support the staff and equipment within the DIP programme, this is split across the five policing districts.

23. The funding from the OPCC and WYP is currently supporting:

- To support 157 Detention Officers to deliver drug testing 24/7 in 5 Custody Sites. (Directly funding 40 of these).
- Support DIP IT systems.
- Supports custody sergeant’s time delivering the drug testing requirement and the associated work.
- Supports Police staff time creating IT records for breaches and fails to attend DIP appointments etc.
- Funds drug testing equipment and sample kits.
- Funds forensic cost of disputed drug tests.
- Management and administration of the DIP process.

**Technological updates**

**Satellite tracking of offenders**

24. GNSS is well embedded within the IOM teams, who can provide success stories in the use of tagging for reducing offending as well as assisting in the convictions of offenders whilst wearing one.

25. Previously, the tagging was exclusively to acquisitive crime and in the main burglary dwelling offenders. There have been Districts who have successfully utilised satellite tagging of RSO’s and Domestic Abuse (DA) offenders as an enhanced method of offender control and victim protection. Kirklees have been successful in adding the requirement to wear a satellite tag as part of a Sexual Harm Prevention Order (SHPO). FPIU are currently reviewing the satellite tagging provisions and working closely with Districts, Service Providers as well as the Strategic and Operational Group, to utilise this technology across all Three IOM Cohorts and that enhanced level of victim protection.

**Satellite Monitoring of Vulnerable People**

26. Reviewing data at the year April 2015 to May 2016, West Yorkshire Police dealt with 2353 missing person reports, of those 402 (17.1%) were deemed high risk. A portion of those missing person episodes are repeat calls for service to the police and partner agencies. These episodes involve some of the most vulnerable people in our society but also a significant cost to the Community Safety Partnership in resourcing and time. It must be noted that these monthly missing person incidents have doubled over the past 12 months.
27. In 2016 West Yorkshire Police working with partners and Hertfordshire Constabulary, were successful in securing a Home Office Innovation Bid to investigate the use of ‘assistive technology’ to support vulnerable persons and reduce the number of repeat and high risk missing persons. The aim of the project is to explore the use of satellite technology to support the independent living of people with dementia, mental ill health and to protect these people from going missing.

28. As well as the significant benefits in preventing these people from coming to harm, there are also the associated financial savings to Police and Partners in reducing the number of missing persons and the demand on resources. The project is going to run over the next 12 months and will be independently evaluated by the University of Portsmouth’s Centre for the Research of Missing Persons.

29. West Yorkshire Police currently have the co-operation of partners working on the local delivery model and local partners within Kirklees, who will be looking to get the first units out to high risk dementia persons in July 2016.

**IOM Case Management**

30. The IOM Case Management System was developed by West Yorkshire, West Midlands and Merseyside Police who all now use the system to manage their offenders.

31. To make our IT more effective to front line staff and align to the three cohort model, the scoring systems has been developed from SAC offenders to now include identifying Domestic Abuse perpetrators, Identifying repeat and serial offenders.

32. IOM case is fully integrated within the District and Prison Hub. FPIU are currently reviewing the District IOMs to bring a more corporate and efficient approach by sharing ideas between the Hubs, IOM Case Management being part of that review.

**IBM (Predictive Policing)**

33. The ability to predicate the likelihood of a person being an offender was raised in the last Community Outcomes report. This is still to be tested and FPIU are currently undertaking research to source predictive analytics software that will provide the data. This piece of work is still ongoing.

**HMIC and Peel**

34. In October 2015 the HMIC Police Effectiveness, Efficiency and Legitimacy Inspection (PEEL), gave initial feedback and identified the on-going work within IOM as “innovative”. The report also makes reference to the IOM within each District as being ‘well developed’ with Police and Partners sharing information and risk assessing together to manage some of the area’s most prolific and problematic offenders.
**Case studies**

35. In the past Wakefield IOM partnership have managing a large number of prolific offenders and heavy drug users. By working within the IOM partnership they have worked with one particular offender and signposted him in to drug treatment and arranged suitable accommodation in a rehabilitation hostel.

36. The person was taken through the Restorative Justice programme with support of the IOM partnership. Having undertaken a programme of rehabilitation, this person now is in employment and assists in providing lifestyle choices and crime prevention advice to juvenile delinquents in schools. This same now lives fully independently and has not been arrested since 2014.

37. As mentioned earlier in the report, Kirklees district are successfully managing Registered Sex Offenders within the IOM partnership. This has seen this particular offender not commit crime and be effectively managed within the community.

38. An offender from Leeds was managed through the IOM partnership and rehoused to the Pontefract area as part of his IOM plan. The person agreed to voluntary satellite tagging to confirm his whereabouts and he was guided through the application for employment process. This person has not been arrested now for over two years and the police have no intelligence to suggest otherwise.

**Glossary of Abbreviations**

CRC – Community Rehabilitation Company

CSE – Child Sexual Exploitation

DA – Domestic Abuse

DIP – Drug Intervention Programme

FPIU – Force Performance Improvement Unit

IOM – Integrated Offender Management

MAPPA – Multi Agency Public Protection Arrangements

MARAC – Multi Agency Risk Assessment Conference

NPS – National Probation Service

OCG/M – Organised Crime Group / Management

OM – Offender Manager
RSO – Registered Sex Offender

SAC - Serious Acquisitive Crime

SORT – Sexual Offence Review Team

WYP – West Yorkshire Police