

Scrutiny Board (Environment and Neighbourhoods)

Integrated Offender Management – Summary of the key issues raised to-date

1.0 Introduction

- 1.1 The Board agreed to arrange a number of working group meetings to consider evidence in line with its inquiry into Integrated Offender Management.
- 1.2 Two working group meetings have now been held in line with sessions one and two of the Inquiry and the following witnesses have taken part in these meetings:
- Jim Willson, Chief Officer (Drugs and Alcohol), Safer Leeds
 - Vicky Clarke, Commissioning and Development Manager, Safer Leeds
 - Maggie Smallridge, Chair of the Integrated Offender Management Strategic Group and Assistant Chief Officer at WY Probation Service
 - Detective Inspector Dave McDougal, IOM Hub Coordinator, West Yorkshire Police
 - Danny Glew, Senior Manager if DISC (Developing Initiatives Supporting Communities)
 - Jim Hopkinson, Head of Service, Leeds Youth Offending Service
 - Louise Gartland, Drugs & Offender Management Unit, West Yorkshire Police
 - Detective Chief Inspector Andy Williams, West Yorkshire Police
- 1.3 The first working group meeting, held in November 2009, focused on the current IOM framework in Leeds, identifying any barriers or gaps in relation to the range of partners/interventions/resources available. Members also considered the mechanisms in place for information sharing between partner agencies to ensure a successful IOM process in Leeds.
- 1.4 The following background papers were considered in line with the above issues:
- Final draft of the Leeds Integrated Offender Management Operational Guidelines (*this defines the processes of managing offenders, how that is jointly delivered and how the information is shared*);
 - Leeds IOM Operational Group Meeting terms of reference (*this defines responsibilities of operational management team for IOM. Key responsibilities are to share information around agency issues and development areas*);
 - Leeds IOM Basic Command Unit (BCU) Case Conference Meeting terms of reference (*this provides clarity on the role of case conferencing in sharing information across the partnership and creating accountability*);

- PPO/IOM Case Conferencing Aide Memoire for chair (*this is for the Chair of BCU case conferencing in ensuring that information is shared*);
- IOM Multi-Agency Interventions Plan (*this is the joint delivery document that is owned across the partnership, documenting the actions to be undertaken by each organisation*);
- Information Sharing Agreement - Leeds Integrated Offender Management Process;
- Integrated Offender Management Risk Assessment. Process Map Guidance and Information Sharing Protocol (*these are the arrangements to share information relating to risk via MI-Case (the Drug Interventions Programme case management tracking system to be adapted for IOM)*);
- A copy of the draft West Yorkshire IOM Computer Systems Operating Guide (*this is a West Yorkshire Police developed document adopted across the partnership, but currently being updated*).

1.5 The second working group meeting, held in December 2009, focused on the local selection/de-selection arrangements for Prolific and Priority Offenders (PPOs), ensuring that the intensive management of offenders delivered through the PPO approach is provided for those who need it. Members considered the current selection/scoring method developed by West Yorkshire for PPOs and also received a separate briefing paper from the Leeds Youth Offending Service regarding the 'Deter Young Offender Scheme, which is targeted at young offenders who are at greatest risk of re-offending and causing harm to the community.

1.6 A summary of the key issues raised during the inquiry to-date is set out below.

Acknowledging the three strands of the Integrated Offender Management model

1.7 Members learned that the three strands of the Integrated Offender Management (IOM) model are based around the existing national Prolific and Other Priority Offender (PPO) Strategy. These are as follows:

Prevent and Deter

1.8 Traditionally, a range of interventions designed to stop young people engaging in offending behaviour and graduating into the next generation of prolific offenders. In respect of IOM, a range of frustration and disruption tactics are used by the Police to minimise the opportunities for re-offending that can be utilised for adults or young people.

Catch and Control

1.9 Those offenders who commit the most crime in their local areas, or whose offending is causing the most harm to the community.

Rehabilitate and Resettle

- 1.10 Those identified as prolific offenders, so that they stop their offending, by offering a range of supportive interventions. Offenders are offered the opportunity for rehabilitation or face a very swift return to the courts.
- 1.11 It was noted that the PPO Strategy is based on the principle that Crime and Disorder Reduction Partnerships would have lead responsibility for delivering all three strands of the strategy, in conjunction with Local Criminal Justice Boards who have responsibility for setting the overall framework for their area. It was also considered vital for all three strands to be utilised across the partnership ensuring that the right interventions are being provided at the right time to the right individuals.
- 1.12 Members discussed the current IOM framework in Leeds and particular reference was made to the role of the Leeds IOM Hub Co-ordination Team and Hub Coordinator located at Mabgate Mills.

Leeds IOM Hub Coordination Team and Hub Coordinator

- 1.13 It was noted that historically, the Probation Service would be left to work in isolation to manage offenders. However, the aim of IOM is to now provide an innovative multi-agency service, drawing upon mainstream resources to reduce the number of victims of crime by modifying the behaviour of offenders who create the most harm in communities.
- 1.14 The Leeds IOM Hub is the central partnership point of contact for IOM administration and management and comprises of representatives from both statutory and non-statutory partners agencies. The Hub delivers the operational coordination and information processing for all IOM cases that are managed under the rehabilitation and resettlement strand of IOM.
- 1.15 Specific details of the roles and responsibilities of the Leeds IOM Hub Coordination Team and Hub Coordinator were set out within the Leeds Integrated Offender Management draft operational guidelines for the rehabilitation and resettlement strand of IOM.
- 1.16 It was highlighted by the Hub Coordinator that much of the partnership working is based around negotiation. Whilst there has been no reluctance to provide and share information, it was suggested that the structures and lines of accountability within the Hub could be made clearer.

Improving links with the Court system and Crown Prosecution Service

- 1.17 In acknowledging that the term 'integrated' offender management suggests end-to-end management of an individual's case, Members learned that links with the Court system and Crown Prosecution Service (CPS) continues to be an area that requires strengthening.
- 1.18 It was noted that the timely gathering and dissemination of Court information and results are vital to the effective management and tracking of offenders

throughout the Criminal Justice System. Members learned that a key challenge faced by IOM Case Workers is being able to influence the Courts and CPS during pre-sentencing stage. Whilst local intelligence about a particular client is often made available to a case lawyer, it was noted that a lack of consistency in how this information is used within the Courts often frustrates the IOM process.

- 1.19 It was highlighted that a closer working relationship with the CPS and raising greater awareness of the principles surrounding IOM would help towards addressing such issues in future. In view of this, Members agreed to invite representatives from the CPS to a future working group meeting to discuss this further.

Support to offenders serving less than a 12 month custodial sentence

- 1.20 Members learned that where offenders are serving a custodial sentence less than 12 months, there is no statutory duty for that individual to receive any form of intervention and support following their release. As a result, there is a danger for such individuals to be missed off the radar. However, it was highlighted that the Probation Service is working to address this situation and that the Leeds IOM Hub is also beginning to share intelligence in order to effectively monitor and offer support to such individuals where needed.

Addressing housing needs for offenders

- 1.21 Particular importance was placed upon ensuring that offenders have a secure place of residence. However, it was acknowledged that difficulties have arisen in the past with ALMOs and private landlords being wary of providing accommodation for such individuals. It was explained that as intelligence about a particular offender and details about the level of support interventions they are receiving is shared with prospective landlords then this helps to alleviate many of their concerns. However, it was noted that work continues to be ongoing in developing this area of work further with ALMOs and private sector landlords.

Embedding IOM within the Policing culture

- 1.22 Whilst acknowledging that there has been a shift in culture, it was noted that further work is still required to ensure that the principles surrounding IOM are embedded across the board within policing divisions. However, it was highlighted that every Chief Inspector should be fully aware of who the PPOs are within their areas.

Information Sharing

- 1.23 It was noted that IOM case management relies upon the timely and accurate flow of information between partner agencies involved in the management of offenders. Members learned that the assessment, management and support of an offender require their informed consent to disclose information relating to

their ongoing engagement and compliance in line with the IOM Information sharing Agreement. Members received a copy of this Agreement.

- 1.24 Members learned that should an individual refuse to the sharing of information relevant to the attempts to support them addressing their offending behaviour, then a decision would be taken by the Police to allocate the offender to the Catch and Convict strand of IOM until such time that they agree to co-operate.
- 1.25 Members questioned whether local intelligence about PPOs should also be shared with local Ward Councillors so that they could be in a position to help alleviate any concerns raised by local residents by explaining the level of support and interventions associated with a particular individual to help safeguard them and members of the public from any harm. Whilst it was noted that decisions around sharing such information would be part of an overall risk assessment process and subject to formal consent by the individual concerned, the valuable role of local Ward Councillors in this regard was acknowledged.

Selection and De-selection of IOM nominals

- 1.26 It was noted that the initial cohort of 219 Leeds PPOs were selected by the three Leeds Divisions in 2008 to populate the current IOM list. There is a requirement to measure any reduction in re-offending amongst that cohort and Divisions and partners may wish to nominate further individuals whom they perceive to be appropriate for IOM interventions or to remove individuals from the cohort.
- 1.27 Members learned that a scoring system is initially used for selection/de-selection of IOM nominals. A list of the criteria used as part of this scoring system was circulated to Members for information. In consideration of this list, it was emphasised that the selection and de-selection of IOM nominals also involves a case conferencing approach where each of the relevant partners also discuss local intelligence held on a particular individual to complement the results of scoring system. It is accepted that in very few circumstances would the scoring mechanism be used in isolation to determine selection and/or de-selection. Professional judgement of partners will always place an important part in determining suitability and none of the partners are given greater authority over the others. Influence on the decision making process is therefore very much based around the evidence put forward by the partners.

The Deter Young Offender Scheme

- 1.28 Members learned that a Deter Young Offender (DYO) is a young person between 10 – 17 years of age who has been sentenced to a relevant community order or commenced the community element of a Detention and Training Order. The Youth Offending Team will select DYO's on the basis that the young offender has a high Asses Score (which is determined locally) and/or a high/very high assessment of Risk of Serious Harm and are assessed as posing the highest risk of causing serious harm to others and likelihood of re-offending.

- 1.29 It was reported that from 1st September 2009, the Deter Young Offender Scheme was introduced. This involves a single priority group of young offenders who are at greatest risk of re-offending and causing harm to the community. This scheme is characterised by a risk based approach and early identification of young offenders followed by intensive intervention. The DYO is actively managed in a multi-agency approach by the criminal justice and partner agencies to divert the young offenders from offending and support them to break the cycle of offending. It was highlighted that this DYO group is part of the IOM programme and replace youth Prolific Priority Offenders.
- 1.30 The DYOs are identified by the Youth Offending Team on the basis that they are assessed as posing the highest risk of causing serious harm to others and likelihood of re-offending. The selection criteria may therefore include young people who have been convicted for the first time. The names of DYOs are shared with all relevant agencies to ensure a multi-agency response and appropriate resources and interventions are secured to change the DYOs behaviour to enable them to make a positive contribution in their community.
- 1.31 It was highlighted that DYOs are monitored for their re-offending rates and timeliness through the criminal justice system. The emphasis is to ensure better offender management of each DYO through the court process. Reports to the Youth Justice Board and Local Criminal Justice Board assist in monitoring support received from agencies in improving DYO's access to services for children including education, training and employment, substance misuse, mental health, accommodation and leisure services.
- 1.32 Work carried out as part of the scheme includes a mixture of individual and group work activities. It was noted that officers work more intensively with those young people identified within the higher risk groups.
- 1.33 Particular emphasis is around motivating those young offenders to change their behaviours and a significant part of the work is about getting them into employment, school or training. Members learned that the Leeds Youth Offending Service is regarded as the most successful across the core cities in terms of getting young offenders back into employment.
- 1.34 As a multi-agency service, importance was again placed upon partnership working and intelligence sharing mechanisms. Whilst acknowledging that the service is adequately resourced at the moment, Members noted that there continues to be a threat of reduced funding via the Youth Justice Grant in view of the current financial pressures placed upon public services.

Generating greater awareness and publicity around IOM with the public

- 1.35 It was emphasised to Members that a referral to the IOM programme is not a soft option for offenders. However, it can sometimes be perceived as such by the public and therefore it was important that further work is carried out to raise greater awareness of the intensity of work undertaken in line with IOM and to better publicise how such an approach has helped to benefit local

communities. It was considered more appropriate to manage such publicity campaigns at a local level, as this would be more meaningful and less complex to local residents. Importance was also placed upon improving performance data and reducing the use of criminal justice jargon when communicating to the public about IOM.

Financial pressures surrounding IOM

- 1.36 Whilst Members learned that West Yorkshire Police receives some government funding for its IOM model due to it being a national pilot scheme, it was highlighted that funding for IOM is not mainstreamed and therefore relies heavily on effective partnership working. However, in view of anticipated budget cuts across Probation Services nationally and the financial restrictions placed upon local Supporting People funding, which also helps to fund IOM services, it was noted that whilst IOM processes are still likely to continue, the intensity of such work is in danger of being reduced.