

31 January 2013		ITEM 5
Cleaner, Greener, Safer Overview and Scrutiny Committee		
Community Safety Partnership report on Integrated Offender Management (IOM)		
Report of: IOM Governance Board		
Wards and communities affected: Borough Wide	Key Decision: NO Information report	
Accountable Head of Service: Lucy Magill, Head of Service Public Protection		
Accountable Director: Jo Olsson, Director of People Services		
This report is public		
Purpose of Report: To provide the Overview and Scrutiny Committee with an insight into Integrated Offender Management, a new way of working to reduce re-offending rates in Thurrock		

EXECUTIVE SUMMARY

Integrated Offender Management (IOM) is a new way of working in partnership across Essex with the aim of reducing the cost to the criminal justice service of offenders.

Integrated Offender Management has been in place in Thurrock since April 2012 and requires time to embed itself into everyday working practices; however it is already demonstrating an excellent commitment to partnership working to tackle Thurrock's priority offenders who cause most damage in the community. A positive impact is already clearly been seen in the community and with offenders.

1. RECOMMENDATIONS:

- 1.1 That Cleaner, Greener, Safer Overview and Scrutiny committee note the contents of the report.**
- 1.2 That the Thurrock member of the Police and Crime Panel is aware of this report and that they work with the Police and Crime Commissioner to ensure continued funding for the scheme**
- 1.3 That Thurrock Council support the joint working of IOM with troubled families to ensure that Thurrock's most vulnerable are supported**
- 1.4 That Thurrock continues to work across Essex with our partners to explore how to continue to develop IOM.**

2. INTRODUCTION AND BACKGROUND:

- 2.1 Integrated Offender Management (IOM) is a new way of working across agencies with both statutory and non-statutory offenders (statutory offenders refers to those who are on a court order or post prison release licence). IOM provides support for those who engage with the scheme and consequences for those who continue to offend.
- 2.2 Integrated Offender Management (IOM) is about confronting the most common causes of crime. Well-known factors in offending include drug and alcohol misuse; homelessness; poverty and debt; poor education; unemployment; family problems; and distorted attitudes, thinking and behaviour. IOM aims to assist the offender in dealing with these issues.
- 2.3 The consequences for those offenders who fail to comply or engage with the scheme and instead continue with their pattern of offending behaviour, will be intensive and active attention from police and probation, and possible further court proceedings
- 2.4 Thurrock now has probation officers, police officers, drug and alcohol workers and family mosaic (Housing) all working together within the Grays probation office. This facilitates information sharing and joint action which ensures appropriate actions by agencies for offenders.
- 2.5 Through the governance structure and offender management meetings IOM also involves close working with the Troubled Families Programme, youth offending service, local authority housing and public protection teams.
- 2.6 The process for identifying and managing the offender cohort is:
- Referrals are made by any agency to the IOM scheme and a scoring process is carried out. There is a standard scoring matrix in place across Essex.
 - New referrals are discussed every two weeks and a joint agency decision is taken whether to include the individual in the scheme based on evidence and shared intelligence.
 - The offender is assessed and graded according to whether they are in prison, none compliant or engaging.
 - Plans are made for each individual and the offender is visited, either in prison or in the community, and made aware of the potential consequences of failing actively to engage and continuing to offend. Offenders are also advised that information about them will be shared between participating agencies.
 - The offender signs an agreement to become involved with the scheme and tactical management plans are prepared and actioned.
 - There is then a fortnightly review of all red offenders – that is those which are none compliant with input from all agencies.
 - The criteria set for de-selection from the IOM cohort is:
 1. Those who have a total one year free of offending
 2. Those who have permanently moved out of Essex.

3. Those who have been accepted by MAPPA and IOM is not part of the MAPPA Risk Management Plan.
4. Those classified as 'Mentally Disordered Offenders' who have been convicted of a sexual or violent offence, who are then made subject to a Hospital Order with a Restriction Order, or those found unfit to plead and to have done the act and charged, or not guilty by reason of insanity, under the Criminal Procedure (Insanity) Act 1964 as amended by the DVCA Act 2004 in respect of a sexual or violent offence, and then made subject to a Hospital Order with restrictions; those convicted of a sexual or violent offence, who are then made subject of a Hospital Order direction and limitation direction; those sentenced to 12 months imprisonment or more, for a sexual or violent offence, and transferred from prison to hospital, under a transfer direction and restriction direction.
5. Those offenders, confirmed with Border Control, who have been deported upon release from prison.
6. Those who have died.

3. Funding:

3.1 Current resourcing of IOM is:

- 1 police sergeant covering the western policing district¹
- 2 police officers seconded within Thurrock
- 0.5 post Probation IOM offender manager
- 0.8 family mosaic post, funded through supporting people
- 1 and half days of drugs intervention worker (DIP)
- 0.5 alcohol worker

In addition governance and admin support is provided by Essex probation.

- 3.2 The IOM offender manager post is currently funded by Thurrock Community Safety Partnership. This funding will cease in March 2013 and confirmation that probation will mainstream this post is expected.
- 3.3 The DIP post is funded through the safer stronger communities' fund which will migrate to the Police and Crime Commissioner in April 2013.
- 3.4 The alcohol worker is a trial post and is funded to September 2013. The results of the trial will be evaluated before seeking further funding.
- 3.5 To support non-statutory offenders the partnership has provided an operational fund to cover, for example, travel expenses, identity documentation, and education and training courses etc.

4. CONSULTATION (including Overview and Scrutiny, if applicable)

- 4.1 This is an Essex wide initiative and prescriptive in its implementation

¹ This includes Harlow, Epping and Brentwood as well as Thurrock

4.2 There is scope to develop work locally around supporting the troubled families' agenda and this is currently being explored.

4.3 Feedback is sought from offenders on the scheme and will be available in the future.

5. IMPACT ON CORPORATE POLICIES, PRIORITIES, PERFORMANCE AND COMMUNITY IMPACT

5.1 This scheme delivers on the **corporate priority** of: Build pride, responsibility and respect to create safer communities; as well as the partnership's priority of reducing re-offending.

5.2 **Performance** monitoring ²is undertaken through a snap shot of current offenders taken at the end of September 2012 and shows that Thurrock has 51 offenders on the scheme, an increase of 2 since June with 7 added and 2 removed. Of these there are currently;

14 red offenders – who are non compliant,

16 amber – which are those with whom there are concerns over behaviour and indications of offending,

6 recorded as green, that is, fully compliant and no evidence of offending.

15 are in prison.

8 have been recorded as having re-offended during this period.

Unfortunately, there is not yet sufficient data, with which to make meaningful comparison across Essex.

5.3 The impact on the **Community** can be measured through the reduction in offences that this cohort are committing, with therefore less victims of crime. Performance reporting is still in development and data has been requested on change in offences committed, both number and severity to demonstrate scale of impact.

5.4 A case study of a Thurrock offender has been looked at whereby a young prolific offender's trust was gained by police and probation officers. This led to them attending the bridge project which seeks to mentor offenders in Witham. There have been no further arrests and the offender has been moved into the green strand.

5.5 Detailed scoring of offenders carried out by probation indicates that the biggest lifestyle indicators which contribute to the reasons for offending in Thurrock are: thinking and behaviour; lifestyle and associates; and alcohol abuse.

5.6 A cost benefit tool has been developed by the Home Office and will be used once sufficient data has been collected.

² It is acknowledged that the format and content of the performance reports at this stage of overall IOM development, is fairly limited. However, the intention remains to enhance and develop the reporting measures over forthcoming reporting cycles

6. IMPLICATIONS

6.1 Financial

Implications verified by: Mike Jones
 Telephone and email: **01375 652772**
mxjones@thurrock.gov.uk

All funding for this scheme is currently within individual agencies resources. The impact on the Local Authority is to March 2013 through the safer stronger communities grant and the LAA reward funding.

There is no further funding from the Local Authority or Community Safety partnership available to support IOM from April 2013.

6.2 Legal

Implications verified by: Chris Pickering - Principal solicitor litigation
 Telephone and email: 0208 227 3774; chris.pickering@bdtlegal.org.uk

There are no legal implications to this report. There does not seem to be any potential knock-on effect to prosecutions, but the prosecutor will raise issues connected with the Council's scheme with the Youth Offenders Service when conducting breach prosecutions.

6.3 Diversity and Equality

Implications verified by: Samson DeAlyn
 Telephone and email: sdealyn@thurrock.gov.uk
01375652472

The performance reporting from the Essex IOM team is still currently under development and they are aware of the request from Thurrock to show this information by age; ethnicity and gender. This will enable the IOM governance team to then ensure that there are no implications on equality and diversity.

6.4 Other implications (where significant) – i.e. Section 17, Risk Assessment, Health Impact Assessment, Sustainability, IT, Environmental

This scheme supports the Council's commitment to delivering on section 17 of the Crime and Disorder Act.

7. CONCLUSION

7.1 Integrated Offender Management is a new scheme and there is some embedding still to do which is being led by the Essex wide steering group of which Thurrock is a member.

- 7.2 The Community Safety Partnerships acquisitive crime group are taking a lead on ensuring that referrals from all agencies are put forward to the IOM team in line with emerging crime priorities.
- 7.3 Troubled families are key partners in this scheme and the two are being developed alongside each other
- 7.4 Concerns have been raised that the matrix doesn't currently capture all of the key offenders in Thurrock, particularly those within youth offending. The CSP have been assured that this has now been reviewed across Essex, the scoring for acceptance to the scheme lowered and that all prolific offenders around key offences such as burglary are being captured.

BACKGROUND PAPERS USED IN PREPARING THIS REPORT:

Report on the bridge project can be found at: www.nacro.org.uk/nacro-now/success-stories/offender-management/mentoring-offenders-on-probation,893,NAP.html

APPENDICES TO THIS REPORT:

None

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