

Integrated Offender Management in Wales

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Integrated Offender Management

- Introduced in 2009, joint management of the most prolific and problematic individuals by police, probation and other partner agencies
- Based on previous schemes of multi-agency collaboration with the purpose of public protection (MAPPA, PPO..)
- Local multi-agency partnerships, co-location of some services, local concerns about community safety; bottom-up innovation (Wong 2013, 62)
- Step-change from collaboration and co-ordination to full integration → integration of services and responses by all 'responsible authorities' (prison and probation services, police) and 'duty to cooperate' agencies (NHS, housing, education, drug and alcohol) to manage the risk of and deliver services to offenders in the community

Cram 2023, 6

Relevance to the conference

- Effectiveness in supporting those under supervision; reducing victimisation and offending behaviour; increasing community safety and cohesion
- ‘Integration’ of two different organisational cultures at a time where the organisations/institutions are under considerable scrutiny and pressure and are said to have lost public confidence
- Operationalisation in the local context – multi-agency working, collaboration between police and probation
- Understanding local justice and community safety structures offers insights into the shape and challenges for future governance arrangements for devolved justice in Wales

Thematic Inspection of Integrated Offender Management

- Joint HMIP and HMICFRS report in 2020
- IOM has lost its way with a reduced profile and a broadening of scope – limited training to respond to the challenges of different levels of risk managed and high workload in evidence
- Limited monitoring of performance and reporting mechanisms; previous recommendation to evaluate IOM effectiveness had not been implemented
- Limited co-location of services, 1/7 sites visited

Thematic Inspection of Integrated Offender Management

- Limited clarity of IOM services and expectations of IOM supervisees, limited access to relevant services (less than half of supervisees received drugs and alcohol services needed); lack of exit strategies for those finishing supervision successfully
- Impact of funding cuts, TR – relaunch of IOM required in 2015, and falling police numbers affected delivery

Recommendations

The Ministry of Justice should, in collaboration with the Home Office:

1. commission an independent, authoritative and structured evaluation of the cost and benefits of IOM, in terms of crime reduction; reduced frequency and/or seriousness of reoffending; and eventual desistance from crime. In doing this, they should identify which cohorts of offenders benefit most from the IOM approach
2. refresh the joint IOM strategy and provide clear leadership and support for the delivery of IOM and sharing of best practice. The strategy should be clear about who should provide leadership and governance for IOM within local areas.

The Home Office should, in collaboration with the Ministry of Justice:

3. provide support to local areas on the use of IDIOM, or an equivalent suitable alternative, to ensure that there is one performance framework that can help measure the impact of IOM on the cost of crime and the rehabilitation of service users.

Her Majesty's Prison and Probation Service should:

4. provide information on service user profiles, characteristics and needs to local police and probation services, to support the development of IOM and commissioning of services at a local level.

The Probation Reform Programme should:

5. ensure that there is a workstream dedicated to IOM development and that probation delivery partners at a local level provide interventions that address the needs of individuals subject to IOM.

Police and Crime Commissioners should:

6. assure themselves that all relevant partners and services are involved in the delivery of IOM, as a major contribution to reducing reoffending and community safety.

Chief Constables, National Probation Service Divisional Directors and Community Rehabilitation Company Chief Executive Officers should:

7. define their IOM operating model and produce practice guidance that sets out clearly what is required by each agency at every stage of the IOM supervision process
8. improve the quality and accuracy of recording in IOM cases, in particular, the activity relating to public protection
9. analyse training needs and ensure that all staff receive sufficient training to enable them to fulfil their duties. Training in public protection, safeguarding children and working with vulnerable adults should be prioritised
10. ensure that service users are kept informed, as much as possible, about the benefits of inclusion in IOM, the support available and the monitoring and information-sharing ramifications of IOM supervision.

The National Police Chiefs Council lead for IOM and the National Probation Service IOM Strategic lead should:

11. establish a joint national oversight group to drive forward improvements to IOM and make sure that progress is sustained.

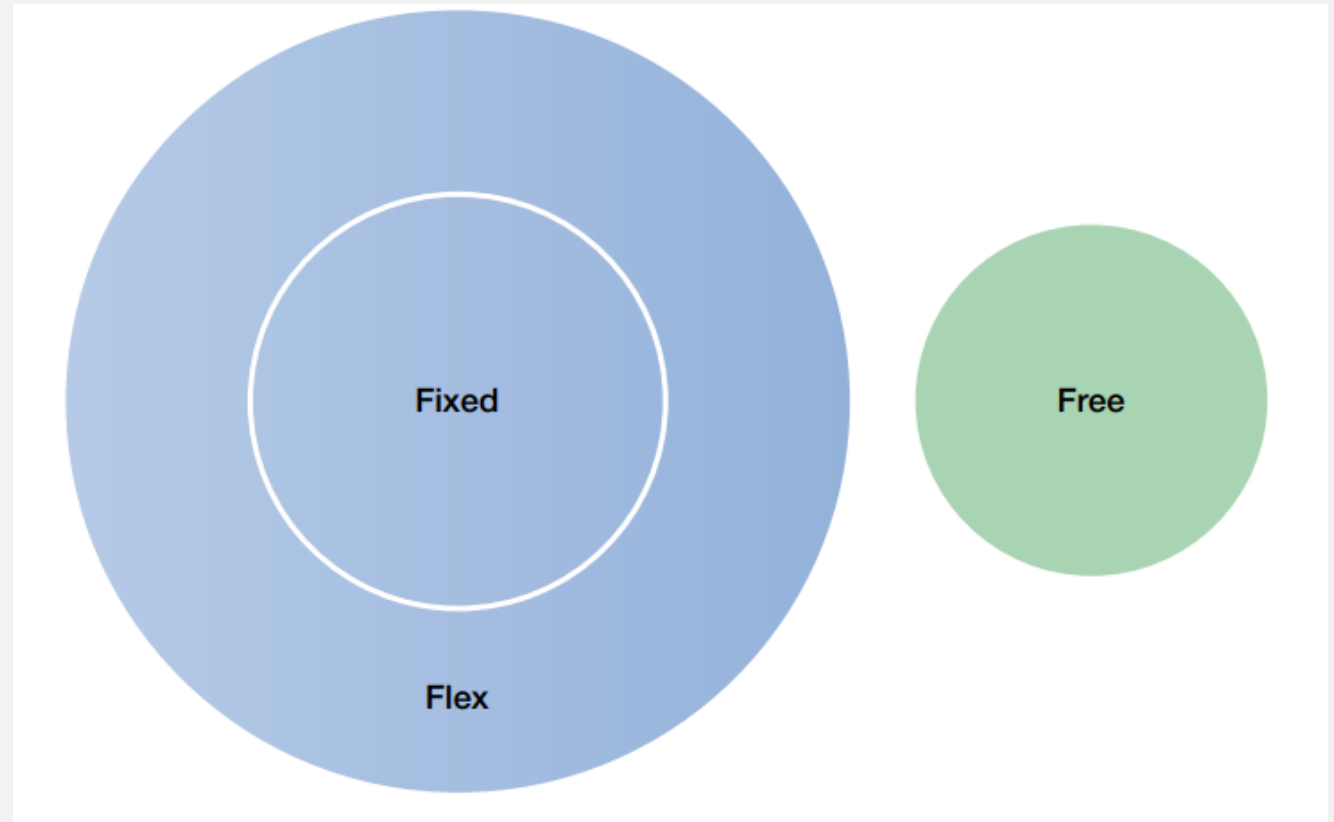
IOM Refresh

- HM Government 2020: Publication of Neighbourhood Crime Integrated Offender Management Strategy
 - Targeted at those (persistently) responsible for neighbourhood crime – burglary, robbery, theft from the person, vehicle theft – often falling outside of interventions for high harm and high risk offenders
 - Investment of £5million of additional funding for Regional Probation Directors
 - A new performance framework and the development of a training package for IOM staff

IOM Cohorts

Balance of national priorities and local discretion responsive to local needs

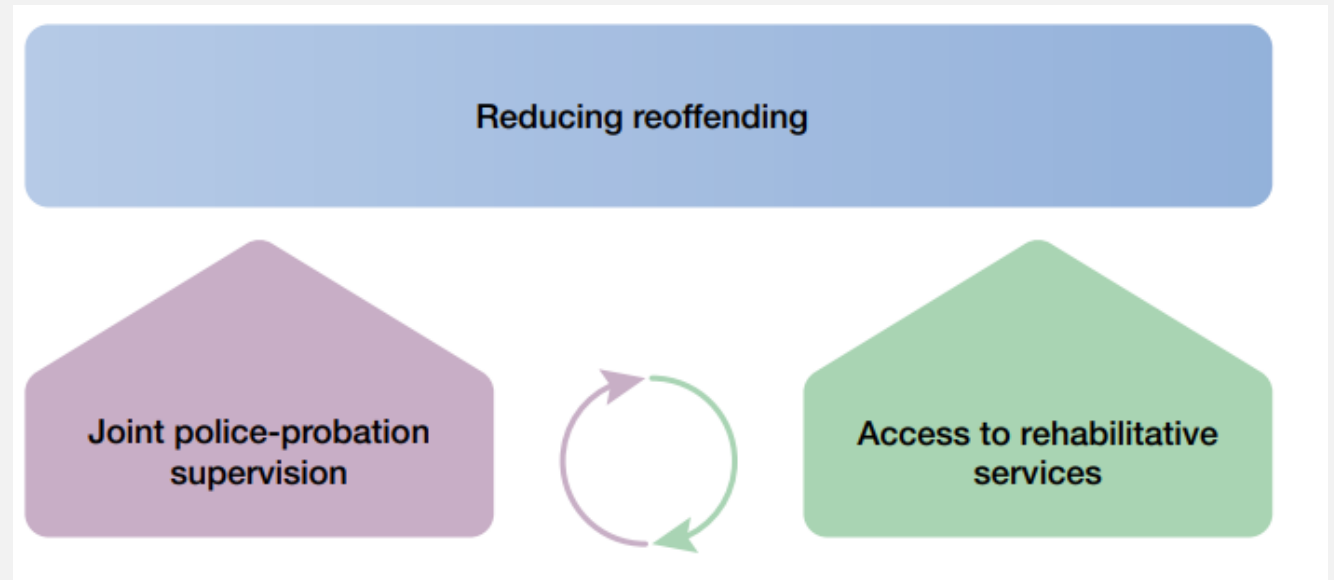
- Fixed – neighbourhood crime with high risk of re-offending – those on community orders and leaving prison on license
- Flex – local discretion, e.g. low/medium risk; young adult transition; responsive to local crime



- Free – cohorts with different needs – targeted, e.g. DA, serious violence or serious organized crime

Aims and Principles

- Additional supervision from probation as well as police offender management
- Guided by principles of effective supervision with a focus on criminogenic needs and strong relationships between OM and supervisee



Change in attitude towards law enforcement – linked to notion of 'Offender-Desistance Policing' (Sherman and Neyroud, 2012)

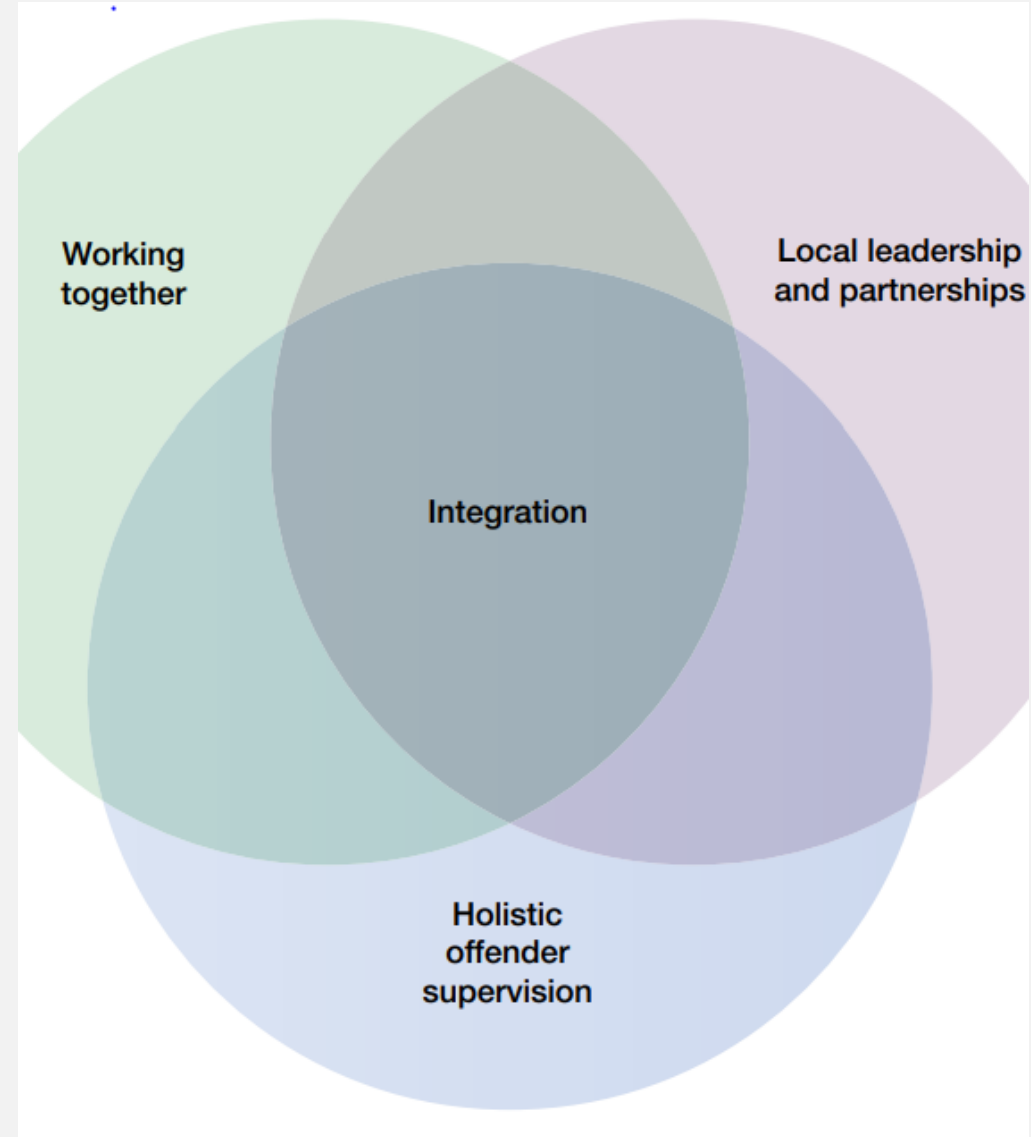
- Access to rehabilitative services – housing, drug and alcohol, employment, and benefits support

HM Government 2020,10

Integration

- Police and Probation working together
- Local leadership and partnerships
- Holistic offender supervision

HM Government 2020,12



Evidence Base For IOM: Effectiveness

- Overall, the evidence base for IOM is limited and most research focused on individual IOM schemes or early implementation
- Hadfield et al (2021), systematic review based on 15 papers looking at effectiveness of IOM in reducing reoffending, most based on qualitative research
- One study provided evidence of a ‘treatment effect’ in terms of recidivism, seriousness of offending post IOM – certain pathways had positive effects – drug and mental health pathways (short follow-up of 6 months, one particular area) but findings supported by a second study looking at a 18-months period, again just one IOM area

Evidence Base For IOM: Governance and Partnership working

- More evidence was available on partnership working – IOM was based primarily on police and probation involvement but was increasingly seeing engagement from wider services – LAs and drug and alcohol in the main
- Co-location was occurring frequently in 2013, mainly with probation and drug and alcohol services – responses from 184/292 Community Safety Partnerships
- Access to mental health services can be difficult and investment in an dedicated IOM mental health nurse can address some of these challenges

Evidence Base For IOM: Governance and Partnership working

- Basis for good partnership working – local offender management models based on national models and robust governance and delivery structures (Senior et al 2011, 18)
- Barriers for good partnership working – lack of shared understanding of IOM, competing agency agendas (Senior et al 2011, 18)
- Tensions between statutory and voluntary organisation in the delivery of interventions/services designed to reduce offending (Flynn 2011)

Evidence Base For IOM: Organisational Cultures

- Mixed evidence on cultural clashes and changes
- Cram (2018) suggested that IOM police officers retain police cultural assumptions and use IOM for greater surveillance purposes
- Sleath and Brown (2019) that IOM police officers placed an emphasis on building relationships
- Williams and Ariel (2012) suggested that IOM police officers undertook their roles like IOM probation officers – Nash (1999) ‘polibation’ officer

Ongoing Research

- IOM in Wales – exploratory pilot project aiming to understand – Interviews with IOM police and probation staff and managers, and administrators – so far 18 interviews across Wales, engagement with research disappointing
- MoJ commissioned Integrated Offender Management Evaluation – led by Ipsos Mori with academic input – to start in May 2023

MoJ Funded Research May 2023 – May 2024

Focus on

- Evidence about how IOM refresh is developed, used and valued
- Identifying facilitators and barriers to the implementation of the IOM refresh strategy, examples of good practice and any lessons learnt
- IOM's effectiveness in supporting offenders' desistance pathway
- An additional focus on governance structures; selection and de-selection criteria; partnership working; good practice; and effects of IOM on supervisees

Exploratory Findings from IOM Wales

- Local Arrangements differ between local areas even within police service/probation areas in terms of co-location, services engaged, cohorts included - no change from previous findings
- Impact of cuts and organisational changes still felt
- Renewed momentum and clarity around IOM – local buy-in and leadership needed
- Use of IOM for YTA transition group – appropriateness questioned by some
- Concerns about duplication of support – relationship with MAPPA...; non-engagement of core public services – mental health in particular

Police/Probation roles

Sometimes there's some cases that have been working with me for about six months and I've thought, do you know what we're not really getting much out of this because it is just a chat each week. But then once they've been taken off, they have started offending again. So if that is just a coincidence or whether that contact every week with somebody who's associated with the police's reducing their offender, I'm not too sure. And then there's the cases that there's a lot of work that goes into it and they're willing to engage regularly, there's a case at the moment who, who I have taken on numerous house viewings. I take him to his mental health appointments and he wants me to sit in them with him.

IOM12

Variability of service delivery

We've got IOM across the whole of X, and there are five local authority boroughs. And each area operates very slightly differently to everyone else. But there is co-location. Generally, I think the plan is to permanently co-locate, but at the moment what happens is depending upon geography.

IOM1

Shared Local Strategies To Respond To Local Needs

↔ Tension with needs to assess effectiveness

↔ Justice by Geography

↔ Needs of particular groups – women, ethnic minorities, ... may not be prioritised

↔ Net-widening

↔ Dependence on local resources and buy-in

↔ Complexity of local arrangements may threaten governance and accountability

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