



**College of  
Policing**

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Safer Stockton Partnership

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# **Integrated Offender Management - Cleveland Police and Partners**

EKSU

**Peer Review May 2013**

# Contents

	<b>Page</b>
Executive Summary	2
Introduction	4
Context	4
Terms of Reference	4
Methodology	5
Purpose	6
Demand	7
Capabilities - Resources	8
Capabilities – Performance Management	11
Flow – Process of Selection and De-Selection	13
Systems Conditions	18
Management Thinking	18
Conclusion	19
Appendix A	20
Appendix B	24
Peer Review Members Pen Pictures	25

## **Executive Summary**

The Efficiency and Knowledge Support Unit were commissioned by Cleveland Police to conduct a peer review relating to their arrangements for Integrated Offender Management (IOM). They together with partners were keen to understand how they could improve their approach and how well partnerships were operating across the four IOM schemes found in Cleveland. In particular the review was to focus on selection and de-selection of IOM cohort members, performance management and resources.

We found a high degree of commitment and energy at all levels to IOM in all four schemes. Partnership arrangements were in the main very strong with many teams co-located, though not exclusively. The recent announcement of a strategic police lead for IOM at superintendent level was welcomed.

Selection and de-selection processes were in place in all areas, and appeared to be effective, though there were clear opportunities to apply more consistent approaches for example in relation to dynamic selection of cohort members and how performance management arrangements were aligned to them.

In terms of performance management, all schemes were applying levels of governance, many by way of Community Safety Partnerships. However, there were differences, for example in terms of data sets, meeting agenda's and tasking relating to intelligence gaps which could pose challenges in terms of ensuring a consistent approach to the risk posed by offenders across Cleveland.

We found an appetite to refresh strategic governance arrangements in order to exploit opportunities to identify locally placed good practice and to agree levels of corporacy across schemes.

Resource levels were in the main sufficient. However there were resilience issues caused by differences in terms of police officer/staff numbers across the schemes which appeared to have developed from local decision making rather than on an agreed Force wide policy. The Probation Service's commitment to resourcing IOM was strong as was that from the Prison Service.

Other issues identified during the period of the review included opportunities to better understand the nature of demand being placed on schemes and amongst other issues, how that might then influence aligned resource levels.

Neighbourhood policing staff generally understood how IOM worked, though they were keen that further communication occurs with them to assist in clarifying exactly what the neighbourhood role would be in IOM as the new functional policing model is implemented across Cleveland.

Considerable concern was apparent in relation to the Governments proposed changes to the Probation Service and any subsequent impact on IOM arrangements in Cleveland. That said we found real commitment to anticipating what that might look like and how it could be best managed by all partners.

All involved were keen that the E&KSU provide opportunities for the partnership to consider how they might improve approaches by way of questions to be designed post review. In the near future, the aim is to conduct an IOM workshop facilitated by the E&KSU following receipt of this report by all partners in order to agree how IOM might be progressed across Cleveland.

## **1 Introduction**

1.1 The College of Policing Efficiency and Knowledge Support Unit provide a range of services to forces who would like support in improving their performance. To facilitate this the College of Policing maintain a database of expert accredited practitioners from forces across the country who are brought together under the 'umbrella' of the College of Policing to create a team with the skill set appropriate to the issues being addressed. Consequently the views expressed in this report are a composite of the views of the peers and are not necessarily the views of the College of Policing.

## **2 Context**

2.1 Integrated Offender Management (IOM) is seen as a highly effective multi-agency approach to managing the most challenging and chaotic offenders in communities. Much interest is being taken nationally as to how Forces and their partners are implementing IOM. Concern has been expressed that despite agreement that IOM is an effective approach, there is significant disparity in terms of application. Cleveland Police and their partners, particularly the Probation Trust's are keen to assess how effective they are in developing IOM. Though they have confidence that the schemes are in position in all four areas of the Force, they are cognisant of the fact that they have grown organically and that differences now exist. This may provide both opportunities and threats as they develop IOM.

## **3 Terms of Reference**

3.1 The E&KSU were therefore asked to conduct a peer review to consider IOM arrangements across the Cleveland Policing area. In summary they were to focus on three areas:

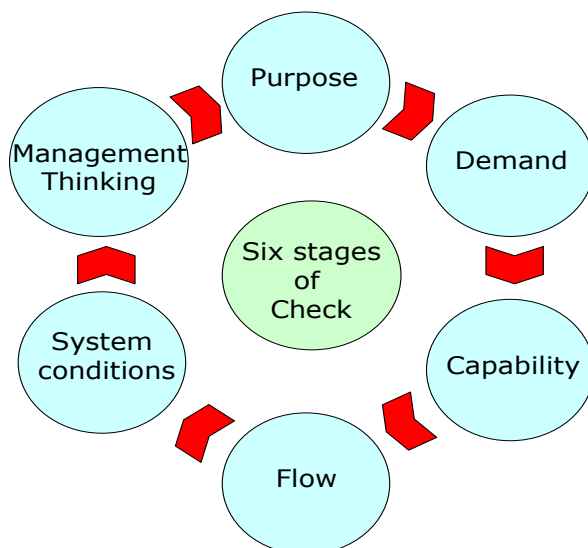
- Selection and de-selection of IOM cohort members.
- Performance management arrangements
- Resources

Partners were keen to understand what evidence based practice exists in relation to these issues in particular and how this could be applied in the Cleveland context (See Appendix A and Appendix B for useful websites and appended IOM Cymru Toolkit) They requested that the peer review raise a series of questions in relation to the three issues thereby allowing the multi-agency collective to re-assess their approach to IOM and to seek a more consistent and evidence based approach, whilst not losing local innovation and learning where appropriate.

## 4 Methodology

4.1 We utilised an organisational change model to structure our approach, namely the six stages of check from Vanguard’s ‘Systems Thinking’ organisational change model.

### Six stages of check



1

4.2 We were keen to prompt partners to consider a ‘whole system’ approach when considering the post review questions. As such, this report is mainly composed of questions under each stage of check which the force and partners may wish to consider as they develop IOM in Cleveland.

4.3 Interviews were held over a three day period together with focus groups with IOM staff and neighbourhood officers. Interviews included those with the representative of Cleveland's Police and Crime Commissioner, senior Probation and Police staff and officers, local prison staff, representatives of all four Community Safety partnerships and youth and drug and alcohol workers representatives.

4.4 Consideration was also given to evidence based practice relating to IOM and various papers provided by Cleveland Police as to internal approaches.

## **5 Purpose**

5.1 We found a clear sense of purpose relating to IOM and how offenders could be assisted to stop or reduce their reoffending at all levels. There was a strong level of understanding as to what IOM was seeking to achieve and the need for a cohesive multi-agency approach in doing so.

5.2 That said senior staff were of the view that there were opportunities to reflect on the future direction of IOM across Cleveland particularly in the context of a radical change to the Probation Trust's remit and its level of resource following Justice Secretary Chris Grayling's recent proposals and in the context of Cleveland Police's reconfiguration from a BCU model to a functionally based model.

5.3 To that end we asked staff at which forum this might occur. Numerous forum's were identified amongst which were the Hartlepool Executive Group, the Stockton Scanning and Challenge Group, the Middlesbrough Responsible Authority Group and the Redcar Community Safety Partnership (and other area CSP's)

5.4 However, it became clear that staff felt there was no one agreed forum where senior colleagues from all partners and areas could meet to discuss opportunities and threats to IOM going forward. Though there was confidence that informal contacts were strong, they felt that there would be some benefit in agreeing a redesigned meeting and governance structure to support the sense of purpose in IOM moving forward in the context of imminent change.

5.5 Question: Staff suggested that a forum be identified where key senior leaders from all partner agencies involved in IOM could meet to discuss how IOM could be progressed into the future and what the implications of change might mean to all involved. What would that forum look like in terms of make up, agenda, terms of reference and ability to take decisions?

## **6 Demand**

6.1 We were keen to assess whether there was a clear understanding of demand across the IOM schemes and indeed assess whether partners were formally sighted on the types, frequencies, and predictabilities of demand based on the potential cohort members and any subsequent responses. We felt this was important as any resourcing decisions should be predicated on a level of understanding of the demand placed on IOM schemes and indeed the staff within them.

6.2 We wondered whether staff in the schemes understood how extra demand can be caused by failure to do something, for a variety of reasons (e.g. abstraction, lack of understanding of process) which then may cause duplication or impact on the experience of people interacting with the scheme, either cohort members themselves or indeed staff from other agencies.

6.3 In both of the above cases we found a mixed picture across the schemes. Some understanding of demand was present in terms of the numbers on cohorts and for example the application of probation staff to meet demand. However, there was an inconsistent approach to formally understanding demand and its subsequent impact on schemes particularly in terms of forward planning. Nor did we sense a significant understanding of where extra demand was being generated through failures of process caused for example by duplication or through the abstraction of staff (though IOM staff themselves were clear in relation to impact caused by planned and unplanned abstraction)

6.4 Question: What benefits might there be in Cleveland IOM schemes understanding the nature of demand presenting itself over a given period and then assessing what can be done to manage demand, either through alleviating it through improved processes, eradication of duplicated effort or



the application of proportionate resources or planned abstraction of staff? How can staff be better informed to understand the demand profile they face and how they can impact on its reduction or management?

6.5 Despite some excellent partnership working there does appear to be gaps in certain areas of provision which varied across schemes. A strategic body (see paragraph 5.5) may benefit from considering where these gaps are (education, accommodation and employment for example) and consider how these partners might be engaged. This could involve the mapping of all the local service providers, including voluntary and private sectors, to ensure that potential partnership arrangements are as comprehensive as possible.

6.6 Question: Is there a process or forum or resource that is able to map provision and any gaps? What benefits would there be in conducting such an exercise if any? How does the partnership use the joint strategic needs assessment? Are you using this information?

## **7 Capabilities - Resources**

7.1 Under the heading of resources, we were looking for a rational approach to resource allocation based on an understanding of demand and the purpose of IOM in Cleveland.

7.2 Overall we found that the IOM teams appeared adequately resourced particularly in terms of probation staff when matched to the size of cohorts and there was good partnership support from a number of agencies. Of particular note was the impressive level of resource provided by the prison service with one prison officer dedicated to each IOM scheme. Holme House prison has 4 staff members linked to schemes and though we acknowledge this could be construed as resource intensive it is worthwhile.

7.3 The challenge will be the current prison benchmark exercise which may reduce the flexibility of the Governor to decide on how to invest resources. Pro active IOM engagement fits with the 'through the gate' philosophy of working with High Crime Causers and also fits with Transforming Rehabilitation philosophy. We have no doubt that Holme House is a truly local prison that can

quickly engage and locate with outside agencies and offenders which enhances the current collaborative and partnership approach. It was clear if this resource is lost then IOM in Cleveland will be impacted negatively and the Prison may return to a concept solely about confinement and release.

7.4 Levels of analytical and administrative support, though in place in at least one scheme, were inconsistently applied and examples were given of practitioners engaged in administrative and analytical tasks removing them from core roles and therefore impacting on the management of demand and subsequent outcomes.

7.5 Question: Though there was some administrative support to schemes it was inconsistent. Is there an appetite across schemes to aggregate administrative support centrally to support all four schemes? What should that look like?

7.6 Police commitment to the scheme is comparatively small with one or two officers per scheme. It is worthy of consideration that although current police resourcing levels appear in the main to be appropriate for the role they perform and the size of cohorts, we heard there were significant resilience problems during periods of absence and abstractions. (Leave, facilitating Restorative Justice through training staff, secondment to enquiries etc) In addition there appeared to be little co-ordination of abstraction across areas.

7.7 Question: Though we are cognisant of resourcing challenges would the Force consider whether sufficient police resource is available to schemes to conduct core roles or indeed broadened roles particularly in the context of abstraction? Could there be a 'fall back' position to provide extra resilience around core roles? What would that look like? Who will decide?

7.8 In this context we appreciate that Neighbourhood Policing (NHP) teams have a role in IOM and their contribution is more difficult to measure in terms of contribution and cost. In fact we heard little to demonstrate that NHP officers were able to replicate the role carried out by the dedicated IOM police officers save tasked disruption visits to cohort members. Though NPT's were involved to an extent across all IOM schemes, we found their role to be applied

differently. Some teams were aligned to HCCO's for example, others were not. Consistency may be important when contemplating the move to a functional policing model where NPT's will be directly aligned to IOM schemes.

7.9 Question: What benefits would there be in the force considering with partners and within the new policing model, how IOM can be mainstreamed within NHP teams consistently? How will NPT's interact with IOM schemes? Where will this debate occur and who will lead with whom?

7.10 We heard that Community Safety Partnerships in all four areas are fully sighted on the benefits that IOM can bring. That said we heard there were opportunities for Community Safety Partnerships (CSP's) to fully scope the potential for IOM, particularly in terms of the level of resource to be applied and the potential business benefits that might be accrued. Cohort sizes seem to be predicated on the basis of available resources rather than assessed need.

7.11 Question: Linking into the notion of understanding demand, what is the optimum size of cohort that will best deliver the desired outcomes and provide value for money? Though there was a belief amongst IOM staff that the offenders currently targeted are the 'right people' within the current resource constraints what further benefits could be achieved by expanding the cohort size (if any) to embrace new offence categories and/or reducing the threshold for acceptance of offenders onto the cohort?

7.12 We considered issues of co-location and it seemed to be working well, facilitating information exchange and partnership working. Where it was not in place there was a real desire for this to be addressed. We understood that discussions were on-going in this regard (Middlesbrough) and we agreed there were clear benefits should this position be swiftly resolved.

7.13 In addition to resource allocation we were also looking for clarity around the roles of partners within the IOM schemes and the provision of appropriate training. We found that though roles were available to some schemes there was little consistency in terms of job descriptions for police officers and there was limited evidence of formal training.

7.14 Question: We also considered that there would be benefit in enhancing the relationship of the partnerships with the Health and Well Being Board and the PCC as a key area for the future. How might that best happen?

#### Capability – Performance Management

7.15 We were keen to assess whether performance measures were consistent and relevant and whether there was clear understanding of how they added value to improving IOM in Cleveland. Equally partners wanted to know what performance measurements were likely to be the most useful and whether there was any evidence to suggest that certain approaches were better than those currently being used in Cleveland (See Cymru IOM Tool Kit)

7.16 The local nature of IOM development within Cleveland made it difficult to establish if there is an overarching framework for performance management, though staff felt there was not. The practice of delineating cohorts into PPO and HCCO in selection and management adds an additional layer of complexity to this task.

7.17 Evidence appeared to suggest that performance management is predominantly single person dependant. Whilst performance information is made available there was little consistency in what should be measured and how. Each agency seemed to measure what was important to itself as an individual agency, discussing this at relevant oversight meetings. In essence, there appeared to be limited 'joined up' performance data for IOM.

7.18 Outcomes were not clear with reducing re-offending being quoted as one outcome and reducing crime another. There seemed to be inconsistencies between CSP's as to the most appropriate measures for the various approaches.

7.19 CSP's representatives stated that performance management of IOM was a CSP responsibility. To that end they had an oversight function within their CSP's as described. However without an overarching performance management framework this approach could lead to inconsistencies in delivery. Additionally the cohorts within Cleveland tend to be selected on a biannual basis. With

offenders also entering cohorts dynamically it was not clear how this is accommodated in the performance reporting domain. It was stated that performance is calculated against the static cohort but that dynamic changes to it are not accounted for.

7.20 Alignment of NPT's. Additionally, as previously outlined, though NHP teams were involved in managing cohorts there did not appear to be a consistent approach in utilising staff nor a clear understanding of the role of Neighbourhood Policing Teams in respect of IOM offenders in some schemes.

7.21 Question: Whilst this issue is dealt with under resources would it be apposite to give some thought as to how the NPT performance management framework can be aligned to offender management? Where would this responsibility be held and how can the partnership influence the development of this concept? Providing clarity, as to responsibility and accountability of the role vis-a-vis offenders may help in this regard.

7.22 Value for money (VFM) Presently there does not appear to be an understanding if the investment and approach is delivering value for money. This appears to be a consequence of the locally driven approach and apparent lack of high level agreed outcomes. Capturing information on needs of cohort members would help develop a better understanding of needs versus cost and success of outcomes. This would help identify successful and efficient outcomes.

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/iom-toolkit-phase2>)

7.23 Question: How will you capture information to better understand the needs of cohort members, versus cost and success of outcomes? Is there an opportunity to link this into any potential central administration hub?

7.24 Strategic oversight of performance management is an opportunity that is currently available, yet not taken up. (See paragraph 5.5) The absence of a coherent performance framework across the partnership is perhaps linked to

the lack of a strategic oversight of IOM. Additionally the separating of cohorts between PPO and HCCO encourages agencies to report on different measures as suits their own needs. We are aware that reducing reoffending is a force priority and it has been identified that the Force needs to develop a suite of measures.

7.25 Before developing measures that meet the needs of Cleveland the partnership should consider assessing how any strategic body might agree strategic governance arrangements. Once in place it would then be possible to potentially rationalise existing priorities, measures and targets to a set which would add value to decision making with a clear set of outcomes to be delivered by the partnership. Underneath this could sit a number of proxy measures which would help inform practitioners and CSP's as to ongoing performance. Much of the performance information in respect of IOM is held across partnerships and assimilating this into one coherent narrative is the challenge that will face Cleveland.

7.26 In the context of available frameworks, how will the partnership agree a set of consolidated and rationalised priorities, measures and targets for IOM schemes across Cleveland? What would proxy measures look like? How will the strategic group contribute if at all?

## **8 Flow**

### **Flow – Process of Selection and De-selection**

8.1 We were keen to assess how selection and de-selection processes enhanced the effectiveness of IOM in Cleveland. Were the right cohort members being selected, was the criteria being used consistent in all four areas? What were the opportunities? Did the selection and de-selection process ensure that the right number of cohort members were in the IOM scheme in the context of threat, risk and harm?

### **Selection and De-selection**

8.2 We found a strong understanding amongst staff that selection and de-selection are key to ensuring effective IOM schemes. We also heard that staff

understood the importance of the process in terms of selecting the right people.

8.3 We found that the four Community Safety Partnership areas working in partnership with Cleveland Police, the Probation Service, Prison Service and other partners undertook IOM independently of one another.

8.4 That said it was clear that multi agency partnership working within IOM is well established within the four teams, with good informal contact and nearly all partners were fully engaged with IOM.

8.5 It was also clear that the level of information and intelligence sharing is high, with an established SLA (currently being refreshed) and there was little if any resistance between agencies.

8.6 We found that there are similarities within the four local areas in relation to the methodology of selection of IOM cohort. For example all areas exclusively selected the cohort Serious Acquisitive Crime (SAC) offenders from the PPO cohort and from 'hot spot' crime areas for the High Crime Causing Offenders (HCCO) cohort.

8.7 We noted that the Force Strategic Assessment (Latest 2011) identified that one of the high risk areas for the force was protecting vulnerable people and violence. We discussed with staff in Cleveland the viability of using IOM for other threat risk and harm offenders, such as violent crime and domestic violence. However the consensus of opinion was that violence offenders were supported through other pillars of IOM such as MARAC and MAPPA.

8.8 Question: Going forward, does the partnership agree that there may be opportunities for inclusion of violent offenders in the IOM cohort alongside existing processes (MAPPA etc) or is there agreement that existing arrangement sufficiently allows for violent offenders to be managed effectively?

8.9 In relation to time frames for IOM cohorts we found that there was a consistent approach in terms of timing of selection across the areas with cohort selection being held every six months. The selected cohort then appeared to

remain fairly static for the six month period. There were some local variances within the six monthly period, with quarterly and possibly annual reviews within areas suggesting that informal review on this basis did add benefit in terms of understanding changes relating to cohort members. That said there were inconsistencies in approach.

8.10 We heard that movement of offenders in and out of cohorts, within the six month period, could happen if offenders caused concern and were identified as high risk and prolific offenders. The method for this integration within the cohort would generally be via the BCU tactical Tasking and Co-ordinating Group meetings which are held every two or four weeks depending on the BCU. It was unclear as to whether the same process for selection and de-selection was administered in the same way across the four areas for the interim inclusion of offenders.

8.11 In addition the process for identifying threat, risk and harm in terms of offenders who had disengaged from the scheme varied. Some policing areas benefited from IOM membership on the daily tasking meeting where such intelligence would be discussed and a range of tactics implemented to minimise the risks. The schemes utilised a red, amber and green RAG status to prioritise such offenders. Other areas did not have such processes. It appeared clear however, that intelligence was being shared between the schemes and the BCU's. This was described as being 'single person dependant' in terms of the IOM contribution rather than process driven. As schemes were resourced by one Police Officer, the resilience of such 'single person dependent' intelligence flows impacted by abstraction may result in intelligence breakdown at times.

8.12 It was identified that the dynamic assessment of offenders for inclusion within the process was not consistent across the four BCU areas. The sudden escalation of offences or intelligence in relation to an offender was managed by local agreement with a lack of a corporate process to support such dynamic identification and assessment of offenders consistently.

8.13 It should be stressed that dynamic assessment does appear to happen within the BCU's but this was considered primarily again, single person



dependent and their commitment to drive the IOM rather than a process to support this threat / risk of increased criminality.

8.14 It must be said however that we found the commitment and motivation of all staff within the IOM teams was high and pragmatically, the approaches adopted generally seemed to meet need.

8.15 Question. Is there benefit in reviewing the strategic structure and processes for the dynamic assessment of offenders in the context of threat risk and harm within schemes for inclusion onto the IOM cohort of offenders, along with the intelligence processes to manage such offenders? What should be consistently applied and corporately prescribed and what level of local flex should be allowed?

8.16 It appeared that all IOM's were using varying models for the identification and selection of potential offenders to be included as PPO's or HCCO within IOM. That said there were clear similarities. We heard that the selection methods varied from an offending matrix, arrest data, intelligence from both police and partner agencies and or substance misuse data were all used to review and assess individuals nominated for inclusion within IOM compliance and also included treatment outcomes and professional judgement. In essence a broad suite of data were being used.

8.17 However, it was unclear as to whether there was a *corporate* assessment matrix being used across the four IOM schemes though matrix were being used. Though not essential, an agreed matrix would ensure that the most effective approach is used. Staff were not clear which approach on which scheme was most effective. In addition the identification and selection of High Crime Causing Offenders (HCCO's) seemed dependant on each Scheme and attracted different police resource levels. For example Redcar and Cleveland have a cohort of 30 PPO's with 35 HCCO's and two dedicated police resources within the IOM team, whilst Middlesbrough have 40 PPO'S and 100+ HCCO'S with one dedicated resource within IOM. (See further Capability – resources chapter)

8.18 Question: There are benefits in having a consistent approach to identifying cohort members. As such is there agreement that this should occur and what the criteria should be? What should be retained locally to maintain flexibility? What should the framework look like? (See Cymru IOM Toolkit)

8.19 In relation to the de-selection of individuals from both the PPO and HCCO cohorts we heard that PPO's may well move to the HCCO cohort and ultimately be removed from the process completely if they are believed to be no longer criminally active within the BCU. This belief is based on police intelligence (no arrests or significant intelligence with the six month period) completion or orders or none statutory offenders refuse to engage or the offender moves from the area. It was established that the intelligence flow for those deselected was delegated to local policing areas and the relevant intelligence flags removed. We found that exit interviews take place in some areas but not others.

8.20 Question: What benefits do IOM Schemes and partner agencies see emerging from a review of the processes for both selection and de-selection of IOM cohorts? Would you agree this may establish a common assessment method which would support, document and rationalise the decision making process?

8.21 Certainly we are of the view that this would provide support through an 'evidenced' based approach which would stand scrutiny should there ever be a requirement to support IOM decision making, should police and partner intervention and activity (or not) be challenged as part of a formal review or IMR instigated as a result of serious harm or death from a high risk offender. This process would also document rebuttal evidence should a challenge / complaint ever be made by individuals. A common approach may also assist with the resource allocation across the schemes. (See appendix A for suggestions to compare Cleveland's approach to selection and de-selection)

8.22 Question: We have already referred to governance arrangements for IOM. In that context is there agreement that Police and partner agencies may wish to review the strategic overview of the four schemes to provide some

corporately prescribed processes to support the schemes around selection, de-selection and intelligence flows, whilst maintaining local flexibility within the schemes? If so at which forum will this occur?

8.23 We heard that in the main, NPT's formed the conduit for enforcement tactics against the IOM cohort but were not always updated when a member was deselected dependent on the area.

8.24 Question: Is there scope for more awareness training/marketing of IOM to be delivered to NPT's and to clarify how teams could assist in improving intelligence gaps?

## **9 Systems Conditions**

9.1 We were interested as to levels of consistency across Cleveland as to the following system conditions: Structure, Process, Measures, People and information

9.2 As stated previously we found that though there were levels of consistency, the four IOM schemes rarely came together as practitioners on a formal basis to assess whether there were significant differences, why there were differences and whether there was benefit in deciding whether all schemes could agree formal approaches in all the above areas. If this were to occur practitioners would be able to refer systematic or thematic issues to a strategic body to make decisions.

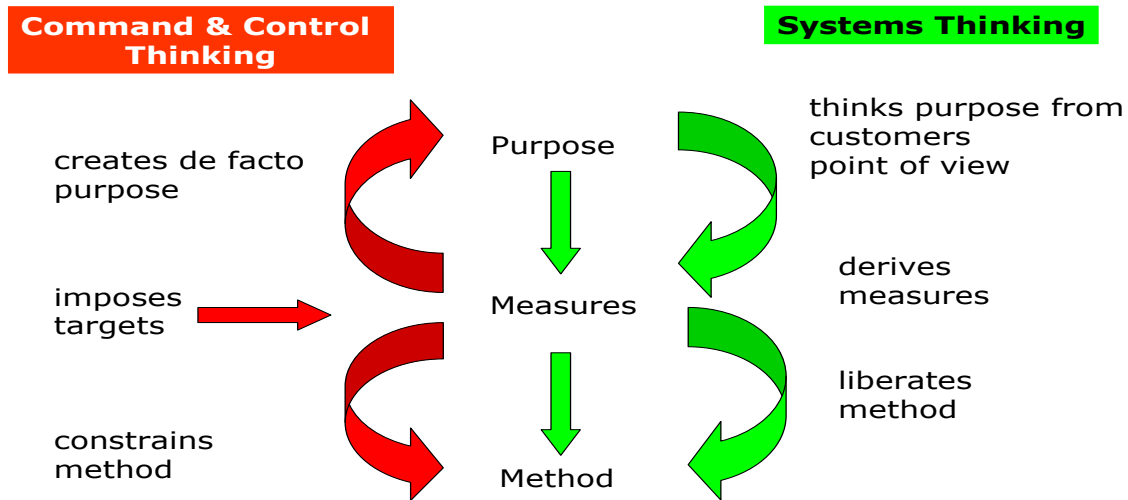
9.3 Question: What is creating failure or waste in systems conditions identified above if any? Is there any agreement that similar failures occur across schemes? What system conditions will need to change to sustain improvement of processes? What should be corporately prescribed?

## **10 Management Thinking**

10.1 Question: Given there is scope to make changes in the way IOM develops in Cleveland, does the partnership feel that it approaches change using a systems thinking philosophy or similar or does it feel more like a command and

control approach? What benefit might there be in considering how to consider all change in a systematic way? How can this be developed?

## Command & Control vs Systems Thinking



Systems Thinking in the Public Sector Seddon 2008

9

## 11 Conclusions

11.1 We found a real sense of purpose in all partners when considering IOM. All appeared committed to improving its application across Cleveland. Though there are differences and levels of inconsistency, we found that IOM worked well across Cleveland and extremely well in some areas. The questions found within this paper are designed to ask partners how they might agree greater levels of corporacy and effectiveness without losing the local ability to innovate and develop. Overall we found a real willingness to take on new approaches and to highlight those areas considered to offer opportunities to improve.

11.2 The evidence base for IOM is relatively limited though we have identified evidence based practice (Appendix A) and various websites where advice and guidance may assist in deliberations (Appendix B). We also recommend that the Cymru IOM Toolkit appended to this paper be considered as good practice.

## Appendix A

### **Current Research from College of Policing RAI Team**

#### Pilot Sites

In 2009 5 pilot sites were established by the Home Office and a process evaluation of these IOM Pioneer areas has been carried out by Sheffield Hallam University on behalf of the Home Office and MOJ (Senior et al, 2011). The 5 sites evaluated were Avon & Somerset, Lancashire, Nottinghamshire, West Midlands and West Yorkshire. The evaluation identified good practice across the five sites as well as barriers to delivery and how these could be resolved at a local and regional level.

<http://www.cjp.org.uk/publications/government/ministry-of-justice-report-process-evaluation-of-five-integrated-offender-management-pioneer-areas-11-05-2011/>

#### **Views on barriers to implementation of IOM**

Between December 2010 and January 2011 the Home Office also carried out a **survey** of a range of partners engaged in development and delivery of IOM (including PPO and DIP). Although not specific to the police the summary report does include some implications for decision makers.

The survey findings suggest that alignment of local schemes under IOM arrangements and implementation is not trouble free, and a range of issues were identified for further consideration by local decision-makers. Critical barriers identified by IOM respondents included:

- A lack of co-ordination, co-location or partnership working.
- A lack of understanding of and/or engagement with IOM amongst partners, as well as lack of consensus about the definition of IOM.
- Absence of information-sharing protocols or technological barriers to data sharing.
- Difficulties understanding and demonstrating performance.

- Difficulties identifying and obtaining accommodation for offenders.
- Scarce funding and resources.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/118040/IOM-Survey-Exec-Summary.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118040/IOM-Survey-Exec-Summary.pdf)

### **Best Available Evidence**

There are a number of areas in which evidence can support the implementation of IOM:

- Risk Assessment -Evidence on how to accurately identify of the most risky/potentially harmful offenders who should receive the most significant resources and interventions.
- What works in reducing offending – evidence on what works in reducing reoffending for different categories of offenders such as drug offenders, violent offender, young offenders, gang involved offenders, prolific offenders,
- Partnership working – evidence on what works in effective partnership working

Below are some brief summaries of some of the relevant systematic review evidence on the listed subjects

#### **Summary of evidence - Risk Assessment**

There are many existing risk assessment tools that have been developed to try and predict the risk of reoffending both generally and for specific types of crimes such as violence and sexual reoffending (For a full discussion see)

[https://polka.pnn.police.uk/en/Communities/Documents/?clubId=38&folder=Research/Rapid+Evidence+Assessments&file=Rapid Evidence Assessment of factors associated with violent reoffending.pdf](https://polka.pnn.police.uk/en/Communities/Documents/?clubId=38&folder=Research/Rapid+Evidence+Assessments&file=Rapid+Evidence+Assessment+of+factors+associated+with+violent+reoffending.pdf)

Risk assessments tend to include measures that are clinical (such as personality questions) and/or dynamic (such as employment status) and many are used with long term prisoners or in forensic psychiatric units on an individual basis.

There are, however, some risk assessment systems identified that do not include clinical measures and focus primarily on data that is available to the police and could be used in IOM systems to identify those at greatest risk of reoffending. For example:

- The Offender Violent Predictor (OVP) part of the Offender Assessment System (OASys)<sup>1</sup>.
- The revised Offender Group Reconviction Scale (OGRS 3)<sup>2</sup>
- The Risk Matrix 2000/violence<sup>3</sup>

The National Offender Management Service's principal risk assessment tool OASys encompasses the OASys Violent Predictor (OVP) and uses both static factors such as criminal history and gender, and dynamic factors such as alcohol misuse, employability and accommodation. The OVP is a reliable predictor of future violence, however, many of the dynamic factors used may not be available to the police from existing intelligence and data on these individuals.

An alternative system based only on static actuarial measures is the revised Offender Group Reconviction Scale (OGRS 3). OGRS 3 uses factors including; age at start of at risk period (i.e. non custodial sentence or discharge from custody), current offence, the number of previous sanctions and the time between the current and first sanction and sanctioning history<sup>i</sup>. OGRS 3 has been found to be as predictive of violent offending as general offending.

The Risk Matrix 2000 developed to create a scale for predicting sexual and non-sexual violent recidivism in sex offenders that could be scored on

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<sup>1</sup> Howard P (2009) "Improving the prediction of re-offending using the Offender Assessment System" Ministry of Justice Research Summary 2/09

<sup>2</sup> Howard, P et al (2009) OGRS 3: the revised Offender Group Reconviction Scale. Ministry of Justice Research Summary 7/09

<sup>3</sup> Thornton, D; Mann, R; Webster, S; Blud, L; Travers, R; Friendship, C and Erikson, M. (2003) "Distinguishing and combining risks for sexual and violent recidivism". Annals of the New York Academy of Science 989:225-235

information that was more easily available and used simpler coding rules but without loss of predictive accuracy. The prediction of non-sexual violence in this measure uses the factors; age on release, number of prior violent appearances and whether the offender has any convictions for burglary. The Risk Matrix 2000/V has been cross-validated and found to be a very good predictor of violence recidivism.

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## **Appendix B**

### **IOM Links**



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<http://www.homeoffice.gov.uk/crime/reducing-reoffending/iom/>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-Key-Principles-Guidance>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-efficiency-toolkit>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/iom-toolkit-phase2>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-Toolkit-Phase-2>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/iom-toolkit-phase2-selfhelp>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/IOM-phase2-costs-multipliers>

<http://www.homeoffice.gov.uk/publications/crime/reducing-reoffending/vcs-iom-project/>

**Peer review team Pen Pictures**

**College of Policing Team Manager - Steven Hartley**

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Chief Superintendent Steve Hartley joined the Lancashire Constabulary in 1984 and served with them for 22 years including terms as superintendent (operations) following the riots in Burnley and as a detective superintendent heading the Covert Policing Branch. He transferred to GMP on promotion to chief superintendent in 2006 and over the next five years was Divisional Commander in Tameside and Bolton.

Steve has led wide reaching organisational change projects including the creation of the Local Policing Improvement Branch designed to improve the delivery of policing functions on BCU's.

As a member of the Efficiency and Knowledge Support Unit Steve has led a number of peer reviews including serious acquisitive crime, serious sexual offences, corporate communications, criminal investigation processes, planning for the Olympics, Counter Terrorism and Integrated Offender Management. Steve holds a Law degree (LLB) and a Masters Degree in Business Administration (MBA)

### **South Yorkshire Probation Trust - Phil McNerney**

Phil McNerney is the Team Manager at IMPACT in Sheffield working for the South Yorkshire Probation Trust. Phil is an experienced manager and has previously assisted the College of policing in reviewing integrated Offender Management arrangements in Dyfed Powys in Wales.

### **College of Policing – Dave Hudson**

Dave Hudson joined the Metropolitan Police in 1979 and served in uniform operational posts in Kentish Town, Tottenham and Stoke Newington before becoming Divisional Commander of Shoreditch and Hackney Division. He served in this role for nearly four years before moving to HMIC where he was Staff Officer to Sir Keith Povey and led on the thematic inspection 'Open All Hours'. Following his HMIC secondment Dave transferred to Essex Constabulary where he was Head of Corporate Development for two years

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before becoming Divisional Commander of Tendring, and subsequently, Eastern Division.

In 2008 he attended the Strategic Command Course and following successful completion of the course he was seconded to the NPIA to build its new Capability Support function (now the EKSU, College of Policing)

### **College of Policing - Neil Pitman**

Neil Pitman works in the Local Policing and Criminal Justice Unit of the College of Policing and is widely regarded as a national expert on Integrated Offender Management working alongside the ACPO national IOM lead ACC John Long. Neil has supported many forces in the application and review of IOM and has written a number of papers regarding the subject and presented at a number of regional and national conferences.

### **Nottinghamshire Police – Inspector David Cain**

Inspector David Cain has 19 years service with Nottinghamshire Police. He has served in a variety of roles across the whole force area including response, intelligence and CID. In 2009 he organised the force capability review then worked in a small team to deliver performance improvement. Through this period he was staff officer for the ACPO Burglary portfolio.

David has a degree in Applied Physics BSc (Hons), a Post Graduate Diploma in Police Leadership and Management and is currently completing a Masters degree in Public Administration. He has responsibility for IOM and substance misuse. This includes managing a multi-agency intelligence team.

### **Merseyside Police - Detective Chief Inspector Phil McEwan**

Phil has 27 years service and has been a Detective for 23 year of those years.

He has worked in busy Metropolitan BCU's and had particular responsibility for volume and acquisitive crime such as burglary and robbery. Phil has engaged

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in crime reduction models, along with enforcement and disruption operations to reduce crime and detect and prosecute offenders. Phil has experience and knowledge of police performance and running governance processes to ensure compliance with BCU reduction plans. This has included a targeted approach to crime reduction and detection, including forensic yield. Previously Phil's BCU has been the top performing in relation to burglary and robbery in most similar BCU's.

Phil is currently posted to the Force Major Incident Team, as a Senior Investigating Officer, and K&E SIO working with one of the four teams.

In addition Phil is a Force Hostage Negotiator, Hostage Negotiator Co-ordinator having been on the negotiating cadre for 6 years. Phil has been a College of Policing Efficiency and Knowledge Support Unit peer for three years and has completed a number of commissions to support BCU's and Forces.