



Derbyshire
Leicestershire
Nottinghamshire
& Rutland
Community Rehabilitation Company



*Derby City and
Neighbourhood Partnerships*



National
Probation
Service



Derbyshire
Integrated Offender Management
Strategy
2015 v2.0

1. Background

Integrated Offender Management (IOM) improves the way in which criminal justice agencies and other partners share information and work together to control, manage and rehabilitate a small, targeted group of offenders who are assessed as being highly likely to re-offend. The aim is to reduce re-offending which will lessen the number of victims, benefit local communities, the general public and the offenders themselves. IOM is built on the successes of the previous Prolific and other Priority Offenders (PPO) scheme but also includes offenders released from prison under probation supervision and a small group of 'serious crime' offenders.

We hold a '**common vision**' to make Derbyshire an even safer place for people who live, work or enjoy leisure time here. This will be achieved by reducing crime and the re-offending rates of those offenders who are at the highest risk of offending, thereby improving public confidence in the criminal justice system and tackling the social exclusion of offenders.

In making this vision a reality the Integrated Offender Management (IOM) scheme was introduced into Derbyshire in 2011. This has proved to be an effective and efficient way for many agencies to work in partnership with local communities in order to target, control, manage and rehabilitate a selected cohort of offenders who cause the most harm in our communities.

The Derbyshire Reducing Re-Offending Strategy 2014-2016 has integrated management as one of its key principles, with the focus primarily on community safety and reducing the harm caused by priority groups. All agencies and providers have committed to the strategy and are working towards the same aim:

'Protecting the people of Derbyshire through a whole system approach to reduce the re-offending rates of those causing the most harm'

The Derbyshire Integrated Offender Management (IOM) Strategy was developed by Derbyshire Probation Trust in conjunction with Derbyshire Police and other agencies. The strategy is based on the '**key principles**' of IOM that underpin all work undertaken by any agency or provider in Derbyshire with a view to reducing re-offending:

Integrated Offender Management (IOM) is designed to improve efficiency and effectiveness in the management of identified offenders. The Government policy statement published in 2015 specified a number of key principles under which IOM should operate. The Key Principles are intended to reflect the essence of IOM. Local models will vary to reflect local circumstances and priorities, but the common elements are:

...all partners manage offenders together.....

a broad partnership base for IOM, with co-located teams wherever possible, helps to ensure that the local approach is underpinned by comprehensive evidence and intelligence and that a wide range of rehabilitative interventions are available to support offenders' pathways out of crime;

... to deliver a local response to local problems.....

the local IOM model reflects local circumstances and priorities, responding to the crime and re-offending risks faced by the local community;

... with all offenders potentially in scope.....

IOM brings a wider partnership approach to the management of offenders identified as being of most concern locally, whether subject to statutory supervision by the National Probation Service or Community Rehabilitation Company, or managed on a voluntary basis where not subject to these formal arrangements;

... facing up to their responsibility or facing the consequences.....

the IOM carrot and stick approach brings a multi-agency partnership offer of rehabilitative support for those who engage, with the promise of swift justice for those who continue to offend;

...with best use made of existing programmes and governance arrangements.....

IOM provides a 'strategic umbrella' that ensures coherence in the response to local crime and re-offending threats, providing a clear framework to make best use of local resources in tackling the most persistent or problematic offenders, identified by local agencies working collaboratively together;

...to achieve long-term desistance from crime.....

IOM ensures that offenders of concern remain on the radar of local agencies, even if not subject to statutory supervision, or where a period of statutory supervision has come to an end, with the opportunity to provide sequenced rehabilitative interventions to provide the individual with pathways out of crime.

Therefore, this document is the blueprint for IOM success in Derbyshire and a commitment to the principles from these agencies and providers.

2. Transforming Rehabilitation - The strategic context for Integrated Offender Management

The Derbyshire IOM Strategy has been reviewed to ensure sustainability through the [Transforming Rehabilitation agenda](#).

The Ministry of Justice has emphasised a clear commitment within Transforming Rehabilitation to preserve and build on local IOM arrangements. The Competition Data

Rooms provide the vehicle for bringing information on local IOM arrangements to the attention of prospective providers. Established local competition teams will act as an opportunity to discuss IOM with prospective providers.

The reforms set out in ***Transforming Rehabilitation: A Strategy for Reform*** will change the way that offenders are managed in the community:

Key aspects of the Transforming Rehabilitation reforms include:

- Extending statutory supervision to those offenders sentenced to less than 12 months in custody. This group had the highest re-offending rates – 58.5% - and the Offender Rehabilitation Bill will bring this group – estimated to number 50,000 per year – under formal, statutory supervision and rehabilitation arrangements on release.
- Creating a ‘through the gate’ resettlement service which would see the same provider working with offenders in custody and through in to the community.
- Ensuring the majority of prisoners are released close to home. A network of resettlement prisons has been announced, and those serving less than 12 months custody, would serve the whole of their sentence in these prisons. Many of those serving longer sentences would be moved in to a resettlement prison towards the end of their sentence.
- Replacing the 35 Probation trusts from 1st June 2014 with a new National Probation Service (NPS), to protect the public from high risk of serious harm offenders, and 21 new Community Rehabilitation Companies (CRC) to manage medium and low risk offenders. The new NPS will be responsible for advice to courts, management and rehabilitation of Multi Agency Public Protection Arrangements (MAPPA) cases, high risk of serious harm and other public interest offenders, and delivery of their sentences. The new NPS will also deliver those Approved Premises currently managed by Probation Trusts, Victim Liaison, and accredited programmes for sex offenders as well as bespoke interventions for some of the NPS cohort. Other interventions and services for their cohort will be purchased from the CRCs.
- Introducing a new payment mechanism to reward success that combines a Fee for Service element, with an element of Payment by Results.
- Recognising the need to be responsive to local needs and circumstances and ensuring that new providers effectively link with local partnership arrangements, and in particular, IOM.

The **‘Target Operating Model – Version 2’**, published by the Ministry of Justice, is the most comprehensive document available at present, outlining the structures for 1st June 2014. [LINK](#)

3. The impact of Transforming Rehabilitation on IOM in Derbyshire

The probation structure under the Transforming Rehabilitation agenda means that the current IOM model is not sustainable in the long-term, primarily for the following reasons:

- The Offender Assessment System (OASys) assessments will no longer be completed on all offenders under probation supervision, therefore, the OGP / OVP score thresholds cannot be sustained as the entry point to the IOM scheme;
- The IOM cohort has increased significantly now the Under 12 month offender group are in scope. This is having resource implications for all agencies involved in the management of IOM offenders;
- Providers will be paid a fee for service based on a weighted annual volume of offender starts, with a proportion of the payment at risk subject to securing reductions in re-offending. Not only does this potentially alter the dynamic of IOM but it also raises the question whether performance management should be aligned given the new data hub in the MOJ;
- Primary providers could deliver services using a number of smaller third and voluntary sector organisations, therefore, the range of partners around the IOM table could increase;
- Information sharing will need to be reviewed in terms of daily tasking meetings and other operational meetings.

All these issues continue to be considered in how we ensure the future sustainability of IOM in Derbyshire.

4. How to ensure sustainability for Derbyshire IOM moving forward

The IOM Cohort

Derbyshire IOM schemes will manage a cohort of approximately 250 offenders at any one time.

From 17th June 2015 the IOM Cohort will include the following offenders who are identified as being at a high risk of re-offending through the use of OGRS 3 (Offender Group Reconviction Scale). This is a static assessment tool currently used within Derbyshire Probation Trust and will remain a key tool within the new organisations.

- **Prolific and other Priority Offenders (PPO's)**

PPO's are a statutory group of offenders who are assessed to be at the highest risk of re-offending. There will be no immediate changes to the management of PPO's in Derbyshire at this time though this will be reviewed pending any decision on the retention of the PPO status

- **Probation offenders at a high risk of re-offending**

This group of offenders will be identified (in the short term) by using the Offender Group Reconviction Scale (OGRS 3) thresholds. We will continue to monitor the development of new risk assessment tools, with a view to using more sophisticated measures in the future.

- **Adult prisoners serving under 12 months sentence**

The Offender Rehabilitation Bill has brought this group under statutory supervision and rehabilitation arrangements on release. This has increased the volume of offenders who are in scope for IOM. IOM partners will need to monitor caseload increases and revise arrangements accordingly.

- **Plus Panel / Deter Panel**

Young people are not currently included in the IOM scheme but the offending by those young people identified as the most prolific will be monitored and shared with the IOM scheme, utilising seconded staff within YOS, with a view to registration on the IOM scheme at the age of 18 years and / or on transfer to adult services.

- **Current PPO/IOM cases (from out of area)**

Local arrangements for IOM will differ in each of the 21 Contract Package Areas (CPA). In order to avoid the possibility of offenders 'falling through the gaps', all transfer cases currently registered as a PPO or IOM will be automatically allocated to Derbyshire IOM.

All MAPPA Level 2 and 3 offenders, current sex offenders and any offender without a conviction in the last six months (at liberty) will be excluded from the IOM scheme.

Entry / Exit arrangements for the IOM scheme

The entry and exit arrangements for the IOM scheme have now been reviewed as a result of the Transforming Rehabilitation agenda.

- **Entry Level**

Using the Offender Group Reconviction Scale (OGRS 3) offenders will be assessed based on static risk factors and through the identification of dynamic criminogenic needs. This will be a two tier system, with a process for automatic eligibility to the IOM scheme (Tier 1), alongside a Tier 2 process, which will allow for professional discretion and additional involvement of partnership agencies, outside probation and police.

Tier	Offender Group Reconviction Scale (OGRS 3)	Eligibility for the IOM scheme
1	90 +	Automatic Registration
2	80 - 89	Professional judgement – To complete IOM referral form and matrix
N/A	0 - 79	Not eligible

In addition, all PPO cases, YOS cases assessed as posing a high risk of re-offending and PPO/ IOM cases from outside Derbyshire will be automatically allocated to the IOM scheme.

- **IOM Referral form and Matrix**

For the cohort of offenders who are scored between 80-89 on OGRS 3 this will involve Tier 2 allocation . The Offender Manager will be required to complete the IOM referral form ([Strategy Appendix A page 9](#)) and the IOM Matrix ([Strategy Appendix B page 10](#)). The referral form will provide the Offender Manager with the opportunity to highlight the risk factors of the offender and how this links to their offending behaviour.

The IOM Matrix, to accompany the referral form, will be completed by the Police IOM Co-ordinator.

For partnership agencies, outside of the police and probation, the referral form can still be completed in cases where an offender is deemed to be posing a risk to the community or where an offender has an identified need in at least **two** of the following areas:

- Accommodation
- Education, Training or Employment
- Drugs
- Alcohol

- **Daily tasking meetings / Panel meetings**

Daily tasking meetings are the cornerstone of IOM schemes in Derbyshire. Daily tasking meetings should be held a minimum of 3 x days per week and should have a minimum of 3 agencies present in order for any meaningful decisions to be made.

The daily tasking meetings will become the new forum to discuss any referrals to the IOM scheme (dependent upon completion of the referral form and matrix). A decision can be made at daily tasking as to whether an offender is accepted on to the scheme and this will then be communicated directly to the Offender Manager.

The fortnightly Operational Meetings / Monthly Panel meetings will then be the arena to discuss 'critical' cases (using the 'RAG' system – [Strategy Appendix C page 13](#)), new releases and removals from the scheme.

- **Exit Level**

From 1st June 2014, all PPO and IOM cases will be exited from the scheme at the six month stage if they have not reoffended during this period and Police Intelligence doesn't support their continued inclusion, thus, adhering to the notion of '**resources follow risk**' and providing the offender with the recognition that they have made progress under supervision. This six month review period will reconcile with the under 12 month group being brought into scope.

5. Next steps and future developments for Derbyshire IOM

- **Offender Triage**

From 1st June 2014 the National Probation Service hold the responsibility for the allocation of all offenders sentenced to a community based disposal or a custodial sentence. The cases are either retained by the National Probation Service (NPS) or allocated to the Community Rehabilitation Company (CRC).

This form of 'offender triage' is the ideal opportunity to identify IOM offenders at sentence and ensures there is a reduced delay in the process for new referrals on to the scheme. The key focus will be on the predictor tool, Risk of Serious Recidivism (RSR) tool. Although the tool is largely static it will include consideration of offending-related (dynamic) factors where these have been identified in the pre-sentence report. This tool, combined with a clinical judgement of risk based on the offender's current behaviour, will give a more accurate assessment of the risk of serious harm posed.

- **Information Sharing**

As a result of the Transforming Rehabilitation agenda the Information Sharing Agreement has been reviewed.

- **Mental Health and IOM**

All IOM partners are committed to developing the Mental Health pathway into Derbyshire IOM.

○ **Domestic Violence and IOM**

In conjunction with the over-arching aims of the Reducing Re-offending Strategy domestic violence remains a primary concern for agencies who are signed up to explore IOM principles in the management of domestic violence. In driving the agenda forward all IOM schemes will ensure the new Domestic Violence Disclosure Scheme and the Domestic Violence Protection Orders are incorporated into practice.

○ **GPS tagging – ‘buddy system’.**

The ‘mapping’ of offenders via GPS tracking has been used by a number of Police forces across the country in recent years, with high levels of success being recorded.

An evaluation of a trial undertaken within C Division in Derbyshire Police using several units linked to this system recorded some positive outcomes, but based on cost against benefit the service wasn’t renewed. There does remain a number of devices available, with D Division having 4 units in Derby City and 4 units in the County. This system allows offenders to be ‘tracked’ 24 hours a day / 7 days per week for a period of up to 12 months. This is a voluntary scheme and will not be mandatory to IOM offenders.

Prison ‘Drop-in’ – HMP Nottingham

The CRC in Nottingham Prison is planning to develop “drop-in” sessions on the Prison wings to facilitate engagement with the Through the Gate Teams. This may present an opportunity to raise the profile of the scheme and improve our communication with offenders about the benefits of IOM. The purpose and nature of the IOM scheme can be explained to offenders, as well as assisting offenders with any issues prior to release.

○ **Troubled Families agenda**

Derbyshire is an early adopter area for Phase Two of Troubled Families. The criterion for Phase Two has been broadened out and now includes;

- Parents and Children involved in Crime and Anti-Social Behaviour
- Children who have not been attending school regularly
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Children who need help
- Families affected by Domestic Violence and/or Abuse
- Parents and children with a range of health problems

The new criteria, has a bigger focus on the adults within the household and as such it is important that IOM partners work closely with colleagues to identify the crossover in cohorts and in delivering interventions.

Summary

In summary, partnership agencies need to be aware of the risks ahead, but also need to seize opportunities. IOM is innovative, radical and it pushes boundaries. The challenge for local IOM arrangements is to take control and shape the changes, remain energised and continue to innovate.

Review

Given the pace of local change this strategy will be reviewed quarterly to take account of the IOM picture.

Restricted When Complete

Derbyshire

INTEGRATED OFFENDER MANAGEMENT (IOM)

Integrated Offender Management (IOM) improves the way in which criminal justice agencies and other partners share information and work together to control, manage and supervise a small, targeted group of offenders who are assessed as being at a high risk of re-offending. Helping offenders into these services and encouraging them to remain there for as long as necessary is a key factor in reducing re-offending.

Date of referral:	
Name of offender:	DOB:
CRN (if known):	PNCID (if known):
Address:	
Contact number:	
Primary substance of choice:	
Details of current offence (s) and / or issues of current concern:	
Relevant factors (including substance misuse, employment, accommodation, mental health (including self-harm and vulnerability), peers and associates, thinking and behaviour issues, relationships and support networks):	
Referral completed by:	Agency:
PROBATION ONLY	
Offender Manager:	Contact Number:
OGRS score (12 mths):	OGRS score (24 mths):
Current Orders / Licenses:	
Has the offender previously been subject to the PPO / IOM Panel ? : YES / NO	

Please return completed form to IOM SPOC for your local area

DERBYSHIRE IOM MATRIX

Nominal Number:	
Name:	
DOB:	

Total Crime & Impact Factors	Decision
0	Not eligible for Panel

Offences	Weighting	Conviction	Arrests	Score
Burglary				
Burglary Aggravated	10			0
Burglary dwelling	8			0
Burglary other	5			0
Handling stolen goods	3			0
Going Equipped	3			0
Vehicle Crime				
Theft of motor vehicle	4			0
Theft from motor vehicle	2			0
Motor vehicle interference	2			0

Aggravated TWOC	5			0	
TWOC	3			0	
Dangerous Driving	5			0	
Reckless Driving	3			0	
Drink/drugged driving	3			0	
Disqualified driving	2			0	
Theft					
Shoplifting	1			0	
Theft other	2			0	
Fraud					
Fraud	1			0	
Criminal Damage					
Arson	4			0	
Criminal Damage	2			0	
Violence					
Robbery	10			0	
Sect 18/20 GBH	10			0	
ABH	5			0	
Assault PC	3			0	
Common Assault	2			0	
Anti Social Behaviour					0
Public Order - Threats to Kill	5			0	
Possession Offensive Weapon	5			0	
Possession bladed Article	3			0	
Public Order (3-5)	2			0	
ASBO	10			0	
Drunk and Disorderly	2			0	
Drugs					
Supply/intent A or B	10			0	

Possession class A/B	2			0
Score		0	0	0

	A1 – B2 (5)	C1 – E5 (3)	Total
Intelligence up to 4 weeks	0	0	0
Intelligence from 4 - 8 weeks	0	0	0
Number of Arrests in last 12 months x 6	0		0
Total			0

Compliance over 24 months	Yes/No	Weighting	Score
Over 3 breaches or recalls		Yes - 5	0
Over 6 breaches or recalls		Yes 10	0

Total Score	
Sum Score	0

Raw Scores	To Panel	Decision
0-79	Not eligible for Panel	Not eligible for Panel
80-89	Professional Discretion	
90+	To Panel	

Strategy Appendix C

Derbyshire Integrated Offender Management

RAG System

STATUS	DESCRIPTION	RESPONSE
RED	Circulated on PNC as wanted (eg warrant, crime, licence recall) Wanted for arrest (not yet on PNC – actively linked to crime)	Enforcement activity
AMBER ALERT	Intelligence to suggest further offending AND Not engaging with supervision or treatment	Proactive outreach / targeting
AMBER	Not complying with supervision OR Not complying with treatment services OR Police intelligence to suggest further offending	Prioritisation resources/ joint working
GREEN	No intelligence to suggest further offending Engaging with all relevant agencies	Offender/case management