

March 2022

Report for Police and Crime Panel

# AVON AND SOMERSET POLICE INTEGRATED OFFENDER MANAGEMENT



## 1.0 INTRODUCTION

Integrated Offender Management (IOM) was introduced in 2009 to bring a cross-agency response to crime and reoffending threats faced by local communities. The aim was for the most prolific and problematic offenders to be prioritised and jointly managed by police, probation with the support of other partner agencies including local authorities through the commissioning of services.



## 2.0 WHAT IS INTEGRATED OFFENDER MANAGEMENT?

Integrated Offender Management (IOM) is the term used to describe the multi-agency approach to tackling those persistent or prolific offenders who commit a lot of crime or are the greatest risk to the general public.

The approach recognises that repeat offenders have multiple often complex problems which contribute to their offending which cannot be solved by a single agency. Agencies involved in IOM include police, probation and local authorities, drugs and alcohol services and health providers.

Under IOM we also seek to work with offenders who have been released from prison. These offenders often pose a high risk of offending because they will usually require support to get their lives back on track and address issues which contribute to their criminal lifestyle such as drugs and alcohol addiction, homelessness, unemployment, health problems and access to state benefits.

Offenders who are part of the IOM scheme will be allocated an offender manager, either a police officer or probation officer or both dependent on if the offender has been released from prison without supervision or not.



Offender Managers then work with multiple partners to:

- Limit offenders' criminal activity through the sharing of information and robust oversight by police.
- Work to address the issues which contribute to their offending, involving other agencies where required.

If an offender starts to show clear signs of behavioural relapse or reoffends then partners are ideally placed to share information and deal with the offender in the most appropriate way including arrest, recall to prison or other intervention to stop them at the earliest opportunity preventing further victims and cost to the public.



## 1.2 HISTORY OF OFFENDER MANAGEMENT IN AVON AND SOMERSET CONSTABULARY

In 2009 Avon and Somerset Constabulary started their IOM journey with the implementation of what they called the `IMPACT` Scheme, it quickly became identified as one of the best schemes in the UK. Police and probation staff were co-located. This approach allowed for the multiagency teams to manage and support individuals with many complex drugs and alcohol addiction, committing large amount of serious acquisitive crime.

In 2012 the success of IMPACT led to a new scheme being set up dealing with offenders to reduce the risk of `serious harm` to the public and reoffending of dangerous individuals through a partnership approach between Avon and Somerset Constabulary, The National Probation Service (NPS) and Avon and Wiltshire Mental Health Partnership NHS Trust (AWP), this was called `IRiS`. IRiS was seen as ground-breaking and the envy of many forces. Bristol has a true integration of collocated staff including psychologists who offer pre-engagement offender assessments including unusual offence profiles and complex offender risk assessments.

More recently a Domestic Abuse cohort pilot was introduced in South Bristol, this has been seen as successful and will be rolled out in other areas across the constabulary. At the end of August 2020, funding was secured to deliver the DRIVE (Domestic Abuse offender programme) pilot in South Gloucestershire. DRIVE is an intensive intervention that works with high-harm and serial perpetrators of Domestic Abuse to challenge behaviour.



Geographical differences between Bristol and the more rural areas of the constabulary make force wide co-location challenging and it is right to point out that IOM's growth and development stalled post 2014 with austerity hitting all of the public sector whilst coinciding with the National Probation Service being split into the privatised Community Rehabilitation Company (CRC) and National Probation Service.

Reunification of the Probation Service last year (26th June 2021) has been challenging for partners but has offered a great opportunity to rekindle the ambition across the Probation Service and Police to implement the new `National IOM Strategy` and build on past learning and successes whilst incorporating new approaches and best practise. Avon and Somerset remains in a strong position nationally to implement the new strategy based upon the foundations and past experience of IOM .

Total cost of Reoffending  
**£18.1 Billion**

“Our homes are broken into, our space violated and our treasured possessions stolen, it's not just we who suffer – our neighbourhoods become fearful”!

**Serious Acquisitive Crime  
Savings £2,062,619 in the  
last year!**



## 2.0 NATIONAL IOM REVIEW

In February 2020, Her Majesty's Inspectorate of Probation (HMIP) and Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) carried out a joint national inspection of IOM, the national findings made bleak reading suggesting that overall IOM had 'lost its way'. The report highlighted the potential benefits of greater leadership from the centre, including improving clarity around the cohort focus for IOM and the nature of the work that should be involved. To address this, the Ministry of Justice (MoJ) and Home Office (HO) further reviewed current IOM practice through engagement with operational practitioners and reviews of the evidence base.

### 2.1 AVON & SOMERSET PCC COMMISSIONED REVIEW

Following the publication of the HMICFRS Inspectorate report, The Avon and Somerset IOM Resolve Board funded by the Police and Crime Commissioner (PCC), commissioned their own review to address some of the recommendations presented in the report.

**Review of Avon and Somerset Integrated Offender Management (commissioned by the PCC, published 8th Sept 2020)**

### 2.2 NATIONAL IOM STRATEGY

Independently of the Avon and Somerset's PCC commissioned review and in line with the national findings, the Government set about writing a central IOM strategy, the strategy was published three months later than the local review in December 2020. This national direction was launched by the Minister of State; Kit Malthouse and Lucy Fazer QC.

**Implementation of the Neighbourhood Crime Integrated Offender Management Strategy (published Dec 2020)**

### 2.3 COMPARISON OF LOCAL REVIEW AND NATIONAL STRATEGY

It is pertinent to draw the Police and Crime Panel's attention to the fact the new (National) Neighbourhood Crime IOM Management strategy has somewhat superseded the local review into IOM, however the national guidance offered has addressed the local recommendations. Avon and Somerset police together with the Probation Service and partners have been working collaboratively to restructure and embed new processes and cohorts of offenders.

## 3. OFFENDER COHORTS

In line with the national IOM strategy Avon and Somerset Constabulary and partners have moved from a two cohort position IMPACT (now named 'Neighbourhood Serious Acquisitive Crime Cohort') and IRiS (now named 'High Harm Cohort') to the new national position of three offender cohorts. Nationally these are called FIXED, FREE and FLEX, however within Avon

and Somerset Constabulary together with key partners it has been agreed to rename the cohorts using simple terminology that everyone understands:

- *Neighbourhood Serious Acquisitive Crime Cohort*
- *Young persons (Under 25's) and Electronic Monitoring (GPS Tag) Cohort*
- *High Harm and Domestic Abuse Cohort*

<b>Cohort Name</b>	<b>National Strategy Definition</b>	<b>Avon &amp; Somerset crime inclusion</b>	<b>Present Cohort size</b>
<b>FIXED</b>  <i>Neighbourhood Serious Acquisitive Crime Cohort</i>	High or very high or prolific risk of reoffending, assessed using Offender group reconviction Score (OGRS). Robbery and burglary should be further targeted and included even when they have a medium OGRS score.	Robbery, Burglary, Theft of motor vehicle or those released on Electronic Monitoring (GPS tagging).  <i>(N.B. This cohort was previously managed as IMPACT)</i>	227 people are currently on the NSAC cohort.  <i>(Data from IDIOM as of 17 Feb 2022)</i>
<b>FLEX</b>  <i>Young persons (Under 25's)</i>  <i>And EM (GPS Tag) Cohort</i>	Local area could weight towards young adult offenders to prioritise those making the transition from youth to adult services.	Under 25's (Transition between YOT into Adult services. 18-24 years)  And  Electronically Monitored (GPS Tagged upon release from Prison)	42 subjects  <i>(Data from IDIOM as of 17<sup>th</sup> Feb 2022)</i>
<b>FREE</b>  <i>High Harm and Domestic Abuse Cohort</i>	For local areas to run IOM schemes focused on serious violence, serious organised crime and domestic abuse.	High Harm, High risk Sex offenders, gang members, Organised Crime Group (OCG).  Domestic Abuse high-harm cohort.  <i>(N.B. This cohort was previously managed as IRiS)</i>	308 subjects  <i>(From IDIOM as of 17<sup>th</sup> Feb 2022)</i>



## **4. IOM ('As is' following national strategy changes)**

### **4.1 NEIGHBOURHOOD SERIOUS ACQUISITIVE CRIME COHORT (Fixed)**

Previously identified as one of the best IOM schemes in the UK under the banner of IMPACT. This cohort of offenders have now been migrated as per the new national guidance to the `FIXED` cohort, locally named of `Neighbourhood Serious Acquisitive Crime (NSAC) Cohort` - This cohort dovetails with the new Electronic Monitoring for Serious Acquisitive Crime (SAC) offenders on leaving prison.

In line with the National IOM Strategy the scheme is now managed through Police resources geographically `North and South`. They work intrinsically together with Probation Service Offender Managers across three Probation Delivery Units (PDU's) in Somerset, North Somerset and B&NES, and Bristol.

Following the reunification of the Probation Service on the 26th June 2021 we are once again building a greater stronger and truer Integrated Offender Management approach. Nationally recognised processes are in place to identify those offenders to be included as part of the cohort and mechanisms and processes exist to migrate offenders on and off the cohorts based on multi-agency risk management scoring and contextual human insight, rationale is recorded to evidence and provide defensible decision making. Through regular joint multi agency risk management meetings stakeholders have an equal voice, share relevant information to formulate risk management plans, identify Pathways to support offender rehabilitation, diversionary activity and education, development and employment opportunities.

We are looking towards greater opportunities to collocate of key partners as this enables quick time information sharing to effectively manage risk and react to it.

### **4.2 ACQUISITIVE CRIME ELECTRONIC MONITORING (Fixed)**

As part of the Government's ambition to reduce neighbourhood crime, a substantial national project to GPS trail monitor for adult offenders convicted of serious acquisitive crimes began in April 2021. The focus on acquisitive crime offenders reflects the high levels of reoffending, and low rates of detection and prosecution for these offences.

The pathfinder phase went live on 12 April 2021, because of the strong association that Avon and Somerset Constabulary has with technological solutions Policing Minister Malthouse chose the constabulary as one of the six `pathfinder` areas.

The project was set up with a test and learn approach, so that stakeholders have a direct influence over the delivery and capabilities, providing the MoJ with the opportunity to refine the delivery model and tools.

Avon and Somerset were the first force to use the new GPS tagging to convict a burglar, this gained significant interest from Ministers and although still relatively early days it appears that being released on GPS tags is changing the behaviour in a significant amount of offenders. All of those offenders released on monitoring will be included within Neighbourhood Serious Acquisitive Crime cohort.

To date there have been 53 offenders released from prison into the Avon and Somerset constabulary area whilst fitted with an AC EM GPS tag. The figures for reoffending by this cohort is closely representative of the national findings, to date only one person has been convicted as a result of the trail monitoring of the tag. This is seen as a success by the MoJ

and Policing Minister Malthouse as early indications point to `offender behavioural change` as a consequence.

#### **4.3 HIGH HARM AND DOMESTIC ABUSE COHORT (Free)**

Due to the previous success of "IRiS" (Integrated Response integrated Services) it was seen by partners as imperative to keep this cohort of offenders within the new national IOM cohorts, this is now called the `High Harm cohort`

High Harm offender managers work to reduce the risk of serious harm to the public and reoffending of high harm and dangerous individuals through a partnership approach between Avon and Somerset Constabulary, Probation Service and Avon and Wiltshire Mental Health Partnership NHS Trust. As previously mentioned this collaboration was seen as a ground-breaking during its time of implementation and has stood the test of time.

The High Harm team manage individuals who are 18 or over and are deemed to pose a high risk of serious harm to the public, children or known victims. The categories of individuals that the offender managers work with include Violent Offenders, Domestic Abuse Perpetrators, Sexual Offenders, Gang Offenders, Organised Crime Group members and Domestic Extremists.

Those accepted on the high Harm Cohort often present with complex needs including, but not limited to; mental health problems, personality disorder, alcohol and substance misuse and includes those with dual diagnosis. In Bristol we have two psychologists that are integrated and collocated with Police and Probation to support and guide the team in addressing personality disorders. This provision integration is something we aspire to have in our Somerset teams.

#### **4.4 IMPACT DOMESTIC ABUSE COHORT (Free)**

Prior to the launch of the national IOM model Avon and Somerset saw the need to establish a Domestic Abuse cohort, this is being piloted in South Bristol. The scheme although relatively small has been seen as a success and this will be rolled out across all other areas once resourcing levels and competency of new staff allows.

At the end of August 2020, funding was secured to deliver a DRIVE pilot in South Gloucestershire. DRIVE is an intensive intervention that works with high-harm and serial perpetrators of domestic abuse to challenge behaviour.

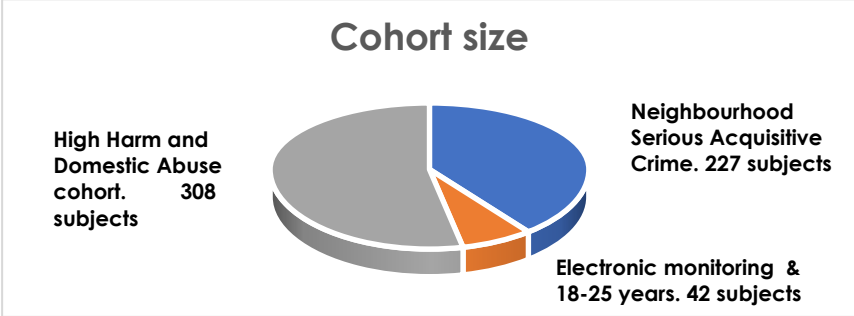
Management of DA offenders is seen as a key priority for the police, probation service and local authority partners. As part of the police IOM `Uplift` a number of police constables have been identified and recruited into IOM to allow for this cohort expansion, officers will receive specialist training and once deemed competent we will start to introduce those identified at most risk of offending into the cohort. The timescales for this being late summer / autumn 2022.

#### **4.5 YOUNG PERSON (TRANSITIONING FOR YOS 18-24) COHORT (Flex)**

In collaboration with partners we have recognised there is a gap in offender rehabilitation and support for Young Adults transitioning from Youth Offender Service's at the age of 18 years.



Presently at the point of a young managed offenders 18<sup>th</sup> birthday service and support stops, in effect this is a cliff-edge scenario unless the offender is deemed to fit into any of the others cohorts due to their offending behaviour. Through the creation of a cohort addressing this issue it is foreseen that we can continue the support and rehabilitate more of these young offenders to break the `revolving door` cycle of reoffending. Implementation of this cohort will not take place until there is a full Uplift of Police staff and Probation resources allow.



**5. REOFFENDING STATISTICS**

Reducing reoffending, and driving down neighbourhood crime are key PCC and government priorities. Neighbourhood crime types have the highest levels of reoffending across all crime types. Recent national figures show that 31.9% of those convicted of Robbery and 52.2% of those convicted of theft reoffend within one year of release from prison compared to 25% of all crimes. A total of 80% of all crime is created by those reoffending, a significant proportion of which is neighbourhood crime. The total cost of reoffending nationally is estimated at £18.1 billion. Neighbourhood crime is both a significant and expensive problem in communities across England and Wales.

**6. MEASURING PERFORMANCE**

It is recognised that desistance from crime is not a straight line, and that IOM supports part of a wide number of factors which can influence reoffending. As well as reducing reoffending metrics, any evaluation of IOM should consider IOM’s impact on the progress offenders make towards other ‘intermediate outcomes’.

These measures include accommodation, employment, drug and alcohol needs, and wider changes in thinking and behaviour, as well as an offender’s engagement with services.

It is important that success is not measured on conviction alone. An example being if X was committing 40 burglaries a month but since on the scheme has committed 4 a month, this is a 90% reduction in offending!

**6.1 ID IOM**

In line with every police force across the United Kingdom Avon and Somerset Constabulary have implemented a computer software system called `ID IOM` which is now being used to understand the financial cost of offending and the impact that IOM integration and management has. This works on a nationally recognised formula to add up cost of offending

based upon previous convictions over a period of time compared to their offending whilst being managed on an IOM cohort.

Early data from ID IOM show that over the last 12 months, those on the IOM Neighbourhood Serious Acquisitive Cohort (NSAC) have committed less crime to the value of £2,062,619.

## **7. CHALLENGES AND OPPORTUNITIES**

### **7.1 COVID 19**

Throughout the COVID pandemic the majority of Police IOM offender managers continued to work from police stations and conducted face-to-face meetings with the offenders they manage. Like many other areas of policing and business many officers and their families have caught COVID or had to self-isolate due to proximity of infected colleagues and family. Although this has slowed the implementation of the national changes it has not dampened partnership arrangements or aspirations.

### **7.2 POLICE UPLIFT AND GROWTH**

Recognising the importance and significance that IOM plays in the reduction of crime and impact on victims, greater investment through growth has been given to IOM. This needs to be seen as a long term investment as over 40% of the 31 Police Constables growth will come from the officers who are year 3 Police Constable Degree Apprentices (PCDA). This will mean that in their final year (Third year) they spend approximately 50% of their time split between the IOM departments as well their academic studies in University.

Therefore cohort growth will be scalable and largely dependent upon officer training and upskilling in becoming competent offender managers as well as consideration of capability to effectively manage offenders based on their absence due to academic requirement. Increasing the cohorts too quickly will pose a risk in that offenders will not be suitably managed and their rehabilitation, support and ultimate likelihood of reoffending increase.

### **7.3 CO-LOCATION**

Across Police and Probation there is an appetite and aspiration to collocate our IOM staff wherever possible. The new national IOM strategy recommends this and we know the benefits this has in the places where co-location is present. In Bridewell police station, the Police, Probation and Psychologists working environment supports a one team ethos whilst allowing for quick exchanges of information and ideas.

We are presently engaged in co-locating staff in St George's Probation offices, Worle and looking for further solutions across the Police and Probation Service estate.

### **7.4 FINANCIAL SITUATION AND IMPACT ACROSS PARTNERS**

It is recognised that IOM requires investment to ensure success as evidenced pre 2014, it's therefore prudent to identify potential future risks. The global COVID pandemic has no doubt led to a huge hole in public finances leading to a potential desire for the UK government to cut the deficit quickly. With this in mind IOM partners could realistically expect to see their budgets

stagnate if not shrink in the coming years. No doubt should this happen then it will be even more important to recognise the potential holistic savings that offender management has.

## **8. PATHWAYS AND REHABILITATION PROVISION**

For IOM to maximise its impact on reducing reoffending we need to ensure that our rehabilitation provision matches the support offenders require across the whole of the Avon and Somerset Constabulary area.

Although offenders are not a homogeneous group, a range of problems or needs are more frequently observed in offender populations than in the general population. These include substance misuse problems, pro-criminal attitudes, difficult family backgrounds including experience of childhood abuse or time spent in care, unemployment and financial problems, homelessness and mental health problems. Many of these factors are interlinked. They will vary from individual to individual and group to group, for instance by gender and age.

A series of individual or social factors are understood to be associated with an increased risk of reoffending and these are routinely assessed as part of offender management practice. These factors or 'criminogenic needs' can be particularly associated with certain types of crime. For example, heroin and crack use is particularly associated with some types of acquisitive offending such as burglary, and binge drinking of alcohol is particularly associated with violence.

At present we are working with local authorities, OPCC and the Probation Service to identify what provision and pathways are available geographically to address these issues. Once we know what we have we can then work together to fill in the gaps in housing offenders on release from prison, education and employment, addiction services, access to benefits and finances, addressing behaviour and supporting mental and physical health.

## **9. PROPORTIONALITY AND EQUALITY**

IOM is intended to support offenders towards desistance and should ensure any additional enforcement is proportionate to risk. However, the increased involvement of police could result in additional enforcement activity among the IOM cohort. It is crucial therefore that IOM does not disproportionately target specific communities. We are committed to minimising the scope for unconscious bias in decision making through the following mechanisms: Using a data driven matrix approach to our fixed cohort protects against unconscious bias from decision makers.

When making decisions about referrals into the cohort, or supervision of offenders on the cohort, police and probation should consider employing evidenced-based techniques for debiasing decision making. This is particularly important in respect to decisions around enforcement.

Nationally all IOM schemes must monitor protected characteristics within their IOM cohort, bringing awareness to and reflecting on any disproportionality within governance meetings.

## **8. CONCLUSIONS AND TAKEWAYS**

- **The National IOM Strategy** has superseded the Local review albeit we are incorporating the recommendations.
- **Cohorts** – The Constabularies present approach to cohort management has not significantly change other than existing cohort's names have been changed in line with the national strategy.
- **Police Uplift plans** – This provides a greater long term opportunity to grow cohorts, the short term will require training and upskilling of the new staff to ensure competence.
- **Reunification of National Probation Service** – Seen as a welcome change and an opportunity to collocate and truly integrate partnerships across the whole of the Avon and Somerset policing area.
- **Pathways and provision** – Greater commissioning of supportive Pathways for rehabilitative support and services is likely to require greater growth in many areas, this includes housing provision and Domestic Abuse offender focused initiatives.
- **Local Authority** - Build towards and incorporate local offenders impacting local communities. Seek out and strengthen support mechanisms and Pathways for rehabilitation and support.
- **Performance** –There will be a national performance dashboard produced to monitor performance and show the true `cost of crime` and offer an evidence base to show the true worth of IOM.
- **Acquisitive Crime Electronic Monitoring scheme** – Avon and Somerset is at the forefront of embracing new technology. The government's future strategies are likely to incorporate the release of many offenders from prisons with GPS tags and other new types of tags (sobriety, drugs, driving etc). The Constabulary and Probation need to look at how local processes to manage these can be automated for best value and efficiency.