

Integrated Offender Management (IOM) Assurance Report – January 2023

Indicate below which IPQR Key Performance Questions this assurance report covers:							
1. Are the public becoming more confident in the Constabulary?		2. How well are we preventing crime, ASB and demand?	✓	3. How well are we responding to the public when they need us?		4. How well are we supporting victims of crime?	✓
5. How well are we protecting vulnerable people?	✓	6. How well are we investigating crime?		7. How well are we managing reoffending?	✓	8. How well are we managing serious and organised crime?	✓
9. How well are we meeting the requirements of the Strategic Policing Requirement?		10. How well are we engaging with the people we serve and treating them fairly, appropriately and respectfully?		11. Are we becoming a more inclusive and diverse organisation?	✓	12. Are we developing a more engaged and happy workforce?	
13. Are we creating a more digital and data literate workforce?		14. How effective is workforce planning across the organisation?		15. How well are we managing data quality and information governance?		16. Does our workforce have the right tools and working environment to do their best?	

EXECUTIVE SUMMARY

- The IOM department has a complex and high-risk workload due to the nature of its responsibility and it has undergone significant changes in the past few years.
- A performance framework and improved direction on ‘what good looks like’ from a national perspective would benefit the department.
- Work is already underway to improve local performance frameworks. The performance data available provides assurance that the IOM department are performing well in their role of managing dangerous offenders.
- The IOM department’s engagement with initiatives such as the DRIVE perpetrator programme, GPS trail monitoring and desk top investigations for low-risk offenders shows innovation and a problem-solving approach to manage the complexities and increasing demands of offender management.
- The department is impacted by wider resourcing issues across the Constabulary and Policing as a whole, especially as they can only recruit internally.



PURPOSE OF REPORT

To provide assurance regarding the Constabulary’s approach to offender management

Background / Context
<p>Background</p> <p>The management of prolific crime offenders started in 2009 with the introduction of IMPACT. 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 who were committing large amount of serious acquisitive crime.</p>

In 2012 a new scheme was 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 (ASC), The National Probation Service (NPS) and Avon and Wiltshire Mental Health Partnership NHS Trust (AWP), this was called 'IRiS'.

In 2020 a national review of Integrated Offender Management (IOM) was conducted, and it showed that there was a lack of focus with concentration on different cohorts of offenders in many forces. Consequently, greater guidance was provided to all forces and a New National IOM Strategy was established.

Police and Probation are now required to manage offender cohorts in similar ways as outlined below.

Fixed Cohort: known in ASC as IOM Neighbourhood Serious Acquisitive Crime (NSAC)

Focus on persistent offenders (statutory) defined by a high OGRS score (75) and a neighbourhood crime index offence (e.g. burglary, robbery).

This cohort overlaps with the Acquisitive Crime (AC) EM pathfinder cohort.

Flex:

Index offence of persistent offenders will vary by area.

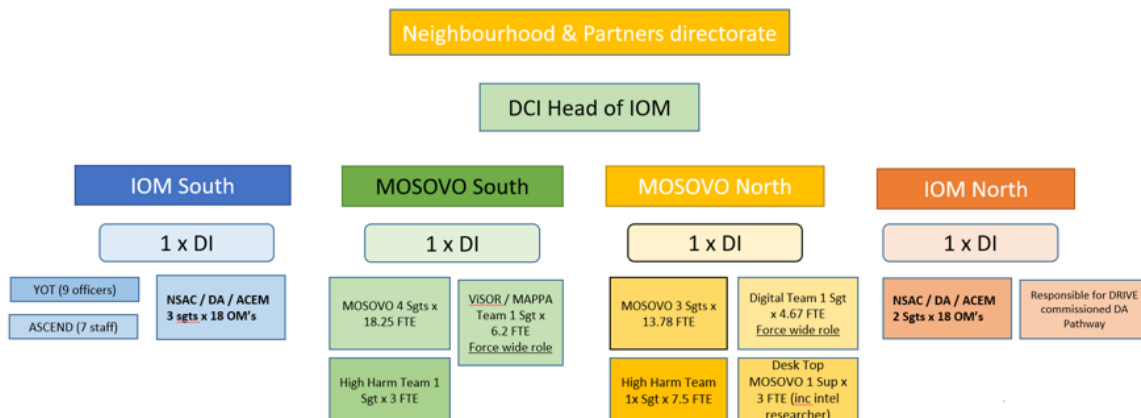
% of referrals reserved based on professional judgement from all Police, Probation (including at Court through Pre-Sentence Report), and other partners. Broad referral criteria provided – could include non-statutory cases.

Free: known in ASC as High Harm and DA

Freedom to utilise resources to run IOM schemes for other cohorts – with possibility of future strategies addressing these specific cohorts. In ASC we manage High Harm offenders (IRIS of old) and DA offenders in this cohort.

Department structure

The IOM department sits under the Neighbourhoods and Partnerships Directorate within the Constabulary. There are several teams which primarily deal with those identified offenders who are deemed to cause the greatest harm to the public. Under the IOM umbrella, police officers & staff work together with partners across multiple agencies to deal with offenders' complex needs in an ambition to stop criminal offending behaviour and divert them away from causing further harm to the public.



Teams and offender cohorts they manage:

- **MOSOVO Team** (Management of Sexual Offenders & Violent Offenders)- presently around 2700 managed offenders across Avon and Somerset policing area.
- **IOM NSAC Team** (Neighbourhood Serious Acquisitive Crime cohort)- previously called IMPACT, there are approx. 300 offenders that are managed. Around 60 of these are monitored through trail tags through the **AC/EM** (Acquisitive Crime / Electronically Monitoring programme).
- **IOM High Harm Team**- previously called IRIS, this team manage around 280 offenders across the force area. These offenders are deemed to be some of the most prolific and dangerous individuals in our communities. Many have a history of Sexual offending, Robbery, Domestic Abuse and Gang related offences.
- **IOM Domestic Abuse Team**- This was a pilot first introduced in South Bristol and it will be rolled out in other areas across the Constabulary in the next 6 months. Currently 25 DA offenders are being managed and this is growing. Offender managers work alongside partners and the DRIVE project to manage domestic abuse offenders. Please see below for further information on DRIVE.
- **MAPPA / Visor Team**- deal with the statutory MAPPA and associated Visor responsibilities we presently manage approx. 3000 offenders at Level 1,2 & 3. They also link into national partners covering the National Security Division and CT Policing for MAPPA Level 4 (TACT offenders).
- **Youth Offending Teams (YOT)**- There are five Youth Offending Services operating within Avon and Somerset's five Local Authority areas. They work with children and young people who have offended, to help prevent them getting into further trouble. The Youth Offending Service also work with parents, carers, victims and the community to help young people understand the consequences of their actions. Some of the Youth Offending Teams offer Early Intervention Programmes to children who might be at risk of offending. Each Youth Offending Team includes, social workers, probation officers, police officer(s), health and education staff.
- **ASCEND** - Out of Courts Disposals Team (**O OCD**) The Avon and Somerset Police Engage Navigate Divert (ASCEND) initiative was launched in November 2018 to deliver the new two-tier out of court disposal (O OCD) framework. O O C D s allow the police to respond quickly, efficiently, and effectively to low level offenders without a prosecution in court. The ASCEND Team provides a single point of contact for O O C D s and coordinates the delivery of conditional cautions and community resolutions across the force area. To date they have delivered close to 6000 out of court disposals.

DRIVE is a domestic abuse perpetrator behaviour change programme serviced by a multi-agency domestic abuse perpetrator panel (DAPP) to select and manage suitable clients. It has a national structure of governance run by Safe Lives, Respect and Social Finance.

Following a small pilot in South Bristol led by the IOM team who managed 10 DA offenders, it soon became apparent that a pathway to address offending behaviour was missing and the team were limited by existing methods such as monitoring and disrupting.

To explore a resolution Police, the OPCC and local authority DA leads explored the DRIVE scheme via a visit to South Wales due to its national evaluation demonstrating measurable successes through reduced police recorded DA and reduced victim-reported severity/harm. Funding via the National Lottery became available and the OPCC sought interest from local authorities. South Glos. were the first to express an interest. The winning bidder, Cranstoun, provide the interventions for perpetrators. This is 1:1 supportive intervention aimed at encouraging behavioural change.

The funding runs out for South Glos. in July 2023, but we hope it will continue via the PCC or local authority. In addition, the expansion of Drive into Bristol City Council is also being considered.

Staff information

Training

There is no formal training for all IOM staff specifically in relation to their role, they learn via mentoring and insight from national best practice. MAPPA has statutory guidance and a Learning and Development subgroup that takes national and local learning (often from Serious Case Review (SCR) recommendations), central guidance change or necessity to upskill MAPPA staff across all agencies, this is chaired by the head of IOM. There is a local MOSSOVO course and Authorised Professional Practice from the College of Policing in relation to MOSOVO. The

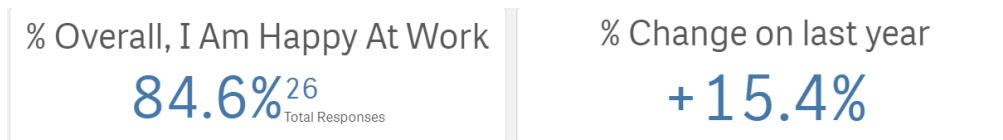
All IOM staff have been trained on Domestic Abuse (DA) via the Learning department and the Force DA lead as part of ongoing CPD days. Future Domestic Abuse training has been identified through the DRIVE project (Respect Accredited) specifically around the management of DA perpetrators, this is still to be arranged for 2022/23 IOM training. The regional IOM Coordinators are also exploring opportunities to provide some additional DA training for offender management staff.

Our ten DA IOM's have been trained in trauma informed practice provided by Rockpool in March 2022. This outline effective methods in dealing with people who have experienced trauma. It requires practitioners to assume everybody has experienced trauma of some degree, and service and interactions should be designed to avoid re-traumatising individuals.

Welfare

Although currently under review, most IOM staff receive one-to-one counselling every 6 months due to the potentially traumatic nature of the work they deal with. The counsellors are employees from the Constabulary Occupational Health department. It is important that this continues to be mandated as one-to-one work is essential as opposed to a more self-serve service (which although has its place presents a barrier to some).

The 2022 Staff Survey shows that most IOM staff are happy at work, more than the previous year even.



Working within IOM presents potential risks to staff, these risks are outlined below along with mitigating action:

- **Impact on their Mental Health** through what they may see and hear. This is often about traumatic offending history, sexual offending against children, murder, rape and sometimes seeing traumatic images of child abuse.
Mitigation: 1-2-1 counselling, Line management 1-2-1 and group discussions to off load and discuss issues.
- **Workload:** The workload thresholds across the teams needs to be managed and kept within the college APP guidance but also with an understanding of the qualitative aspect as opposed to just quantitatively.
Mitigation: Regular 1-2-1 supervisor meetings discussing workloads and detail of complexity and risk attached to the managed person. A drive to ensure workloads are equally balanced whilst considering the offender managers personal capacity.
- **Potential for being groomed:** National experience shows that on occasions staff dealing with manipulative individuals have been groomed.
Mitigation: Where possible we double crew staff whilst they carry out risk management visits on offenders. This allows for a different perspective on someone that may have been managed for a long by one person and allows for the staff to discuss the case and potential behavioural thresholds.

Governance and Performance Monitoring

IOM performance is reported via the following governance channels:

Area of IOM	Reports to	Chaired by
MAPPA High Harm	Strategic Management Board (SMB) Annual Report – Gov.com	ACC Reilly / ACO Spencer
MOSOVO	SMB / Vulnerability Board / MOSOVO NPCC	ACC Reilly / ACO Spencer C/Supt Shields CC Skeer
IOM NSAC / DA etc.	Resolve Board Regional IOM Board National IOM Board	ACO Trundley C/Insp DCC Stratford

The following recommendations were made in the April 2022 Spotlight report, progress against them is detailed underneath each recommendation.

1. Explore opportunities for analytical support for IOM to develop cohort understanding and intake:

Upskilling for existing staff in terms of Data Literacy and Qlik Coaching would be beneficial. IOM Senior Leadership may wish to consider a request for service to DoTCoS to support this recommendation from a Business Analyst and/or a Performance Analyst. An MOJ funded post will be conducting some of this analytical work but will be based in Gloucestershire.

Progress update: Qlik identification of offenders Threat, Harm Risk (THR), Frequency, Gravity Score (FGS) is now in place however we await further support from the Qlik Team to build lists of those known individuals whose offending is escalating, or their offending history already shows that their THR is so severe that they should be discussed by IOM partners for potential inclusion into one of the cohorts. Force analysts are currently being trained in IDIOM so that we can produce regular documents.

IDIOM is a web-based offender tracking tool, provided by the Home Office to police forces, to support Integrated Offender Management arrangements. The system holds Police National Computer (PNC) data on arrests, charges, and courts and other outcomes for identified individuals (updated from PNC nightly). Users use the system to monitor the reoffending of IOM programmes.

We can now show data of our cohorts such as cost of offending prior to inclusion into IOM and then their offending following migration out of IOM. We will be able to produce a regular (every two months) performance report based from IDIOM.

2. Introduction of a Performance Framework and Regular Performance Reports: Improvement is needed around reporting and highlighting the work of the Offender Management teams. ID IOM and the new Qlik Sense Pages will hopefully assist with this. A National IOM Performance Dashboard is due to be released in the Spring, which will pull its data from ID IOM. This could possibly be shadowed in force as a performance reporting starting point. Again, work is already being undertaken to improve this area, particularly with the introduction of ID IOM and new Qlik Apps.

Progress update: As above, we are also exploring how the Intel portal can support offender managers with managing and understanding risk.

3. Police to share more data with the Resolve Board: IOM managers work closely with the offenders that they manage and have the best insight into the overall pathway needs for each offender, and as such any pathway gaps. It is vital that such data is provided to the Resolve Board to assist in the commission of any new services. Successful introduction of Performance Frameworks for IOM should assist with this. The review of Pathways when it is complete should also be shared with the Resolve Board, so all agencies can work together to fill any gaps. Currently the Police are not asked to share any data with the Resolve Board, however this is likely to change with the approval of the above business case.

Progress update: The Resolve Board hasn't convened since Feb 2022 due to chair sickness and retirement from Probation. On 8/11/2022 Resolve Board met and discussions were had regarding its future, a decision will be made on this shortly. This meeting was well attended by Probation, L.A., Youth justice and health

colleagues.

4.Review of DA Cohort: DA Cohort is currently running with 11 offenders. The scheme has been deemed as a success, however due to the small cohort size further analysis will be required to fully understand the outcome and successfulness of the work. The freeze on internal PC movements will have a direct impact on cohort expansion.

Progress update: The DA cohort is continuing to grow slowly at scale of police recruitment into posts. DRIVE is seen as a success and there are plans with OPPC to look to refund this and we are presently looking at expansion into other local authority areas.

5.Education around IOM: Fieldwork suggests that there is a lack of understanding around the force of what the IOM teams do. The National Neighbourhood Crime Integrated Offender Management Strategy is not widely known about, with the old cohort names (IRIS and IMPACT) still used for flags on Niche. Some communication and review work may be prevalent in a bid to improve understanding and in turn an increase in referrals.

Progress update: There has been a drip feed of communication around IOM, MAPPA and other MOSOVO. So far, we have posted on the `good to know` bulletin covering aspects of change and briefing regarding MAPPA. We will continue to do this to expand knowledge.

6.Future direction of AC/EM and other tagging on offenders being released from prison. The MOJ are looking to release many offenders with a multitude of trail tags, sobriety tags, drug tags, driving tags and more. Whilst the MOJ will manage the release, the police are likely to see an increase in demand in terms of policing these through notification of breaches and requirement to arrests. We need to start future proofing to avoid heavy lifting by staff and look at automation where possible. The function may also wish to perform an evaluation of the current impact of tags, in terms of success rate and workload, especially if they will command more police resource in the future.

Progress update: At present the MoJ haven't introduced too many changes in this area, once we start seeing greater introduction of tags there will need to be a review regarding automation of process handling. Nationally MoJ are aware of police concern regarding impact should we see the expedient growth requiring enforcement.

1. To what extent do we reduce reoffending by the most dangerous offenders?

The definition of reoffending according to the Ministry of Justice is "any offence committed in a one-year follow-up period that resulted in a court conviction, caution, reprimand or warning in the one year follow-up or a further six month waiting period (to allow time for cases to progress through the courts)." Ministry of Justice, National Statistics Proven Reoffending Statistics, July 2021.

The IOM unit identifies the most dangerous offenders via referrals both internally and externally from partners. Most referrals come from Probation and Mental Health services. The following factors are taken into consideration to determine the risk an offender presents and whether they fall under the IOM remit:

Seriousness of offending/ Risk

At least at the level of wounding, robbery, contact sex offence or similar. In most cases this will be convicted matters but if there is strong evidence of serious un-convicted matters this will also be accepted.

Frequency of offending/ imminence of risk

Evidence of current imminence of risk, clear pattern either escalating in recent times or evidence of a pattern over a period that has not responded to previous input or supervision. Evidence that there is a current risk point/ change in circumstances that might increase risk, e.g., change to support services, loss of accommodation, other destabiliser. Evidence that risk escalates quickly when factors destabilise.

Complexity of need or risk

This may be in terms of personality disorder, mental health, or substance abuse or in terms of a variety of risk or victims/ victim situation (for example repeated offending against the same victim who continues in a relationship with offender). This may include those who are difficult to engage but this needs to be considered alongside other factors – i.e., those who are difficult or aggressive in supervision would not be

suitable just for this reason.

The identification of offenders who should be managed is not an exact science but one that draws upon human understanding of risk, intelligence and past evidence held on individuals and more increasingly the development and use of technology.

Through algorithms we now draw across police systems to understand who those people are we have continued concern about their risk, threat, and harm they can cause people in our communities. We are increasingly using Qlik to support the identification of risky people in our communities in terms of Neighbourhood Serious Acquisitive Crime and Domestic Abuse whilst developing other algorithms to support identifying those who should be prioritised when looking at Rape and Serious Sexual Offences.

These technical approaches do not replace human decision making but are only used as one method of identification of someone for further discussion during multiagency meetings (migration meetings) to see if the person should be included within one of the IOM cohorts for offender management. This then allows for partners to bring together their own agencies data and understating of the person to build the richest picture possible to allow for the creation of a joint risk management plan for the person. This is an offender focus management which opens opportunities to manage their level of risk.

It is expected that the following cases should routinely be referred to the High Harm Team for consideration for management:

- MAPPA level 3 managed cases
- Those identified to be involved in gangs or organised crime who fit the criteria above
- Those assessed as a Very High Risk of Serious Harm on OASys or a very high risk of recidivism on RM2000.
- YOT transition cases who are being managed at MAPPA level 2.
- YOT transition cases who are assessed as a high Risk of Serious Harm

Work is ongoing with teams across A&S to raise awareness of how to refer into IOM and this includes Bluestone. A recommendation in Pillar 2 is for Bluestone officers to come on attachment into IOM (High Harm and MOSOVO teams) for a month at a time to gain a greater understanding of risk management which they can then use in dealing with those are greatest risk of committing rape offences.

Risks to capability to manage the most dangerous offenders

On the 8th December 2022 the IOM were informed that they would lose 4 PCDA officers on completion of their year 3 placements. It is currently unclear if, or how these Uplift places will be filled.

At present we have several police stations in Force which are not 'specified' for the purposes of sexual offender registration and notifications. There is a likely correlation between these areas and RSO notification breaches. Further co-location of police premises needs to take into consideration the wider impact and legal clarification sought regarding Bath, WSM and Taunton.

Expectations of IOM once an offender has been referred to them:

- Prison visit/video call if the offender is in prison at time of referral.
- Potential home visit PRIOR to release to establish concerns over the property and speak to other family members.
- Use the review template on the Offender Management Record (OMR) to clarify their current situation regarding the 9 pathways.
- Highlight the offender's relevant licence/PSS (Post Sentence Supervision) /curfew/community order and relevant dates, their RAG (Red, Amber, Green) status and the ID/contact details of the probation officer. This informs those reading the review from outside the dept (e.g., Remedy or Investigations wanting to know if the person is recallable to Prison if they reoffend or there is intelligence to suggest they may reoffend).
- Complete background research including speaking to partner agencies prior to first meeting, this enables a wider holistic view of the offender, motivation, and behavioural traits.
- Meet the offender in community (if not in prison) to complete pathways assessment. Allowing for a

bespoke plan to be made including housing, education, employment, Drugs and Alcohol services, benefits support etc.

- Identify needs from this assessment and involve relevant partner agencies to support. Ongoing information sharing with Probation and other agencies.
- Complete further regular visits, frequency is dependent upon risk.
- If the offender is not engaging, carry out enforcement using force resources to ensure swift arrest and recall. This often takes place through PACESETTER.
- Monitor crime series to see if offender could be responsible and tie in with local Neighbourhood Policing Teams (NPT) and Remedy.
- Update colleagues at morning briefings, local tasking meetings and MAPPs using intel portal slides where appropriate.

The above steps enable the offender manager to identify what is motivating the offender to commit crime, how to reduce this risk and rehabilitate them or if necessary, apprehend them if they continue to offend. Supervisors regularly dip sample cases to assure against the above points and check lists are also used to prompt and assist with relevant actions being completed.

Performance data

The Constabulary do not produce any reoffending data to the Home Office, therefore there is no nationally comparative data on reducing reoffending. However, we hold local data that reflects our performance in this area.

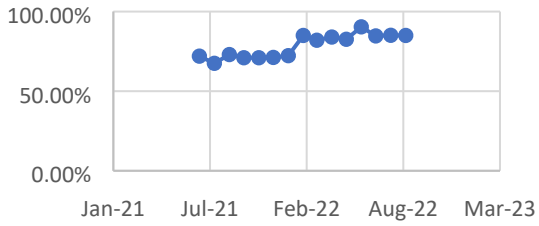
There are also no national targets for reducing reoffending. IOM work in Avon and Somerset is tracked through various governance groups and boards as mentioned already in this report. HMICFRS recently carried out an inspection in Oct 2022, we await the results of this, and any recommendations made.

MAPPA is regularly audited, and a joint annual report produced by Police, Probation and Prison services is published against all other forces. The College of Policing's Authorised Professional Practice (CoP APP) is followed regarding the management of sex offenders.

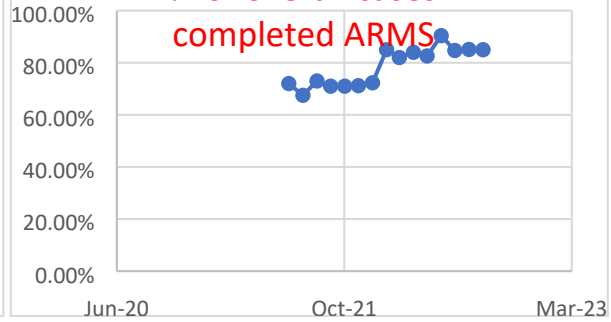
Information from MOSOVO and MAPPA performance reports:

	Q3 2021	Q4 2021	Q1 2022	Q2 2022	Q3 2022
Risk management visit compliance rate	83.1	83.6%	88.5%	88.5%	88.7%
Percentage of overall cases with completed Active Risk Management Plans	72.3	71.1%	79.8%	85.3%	85%
Breach of Notification requirement	34	42	61	54	55
Breach of SHPO	25	21	25	31	47

Risk Management Visits Compliance rate



% of overall cases completed ARMS



Avon and Somerset risk management visits and ARMS (Active Risk Management System) compliance performance is very good and has been improving over the last year. One of the reasons for this being the investment in an uplift of staff (8 PC's) and a review of resource locality- a regular review of RSO numbers geographically is completed to inform staff movements to meet demand and manage caseloads.

Significantly, by using a desk top team to manage the lowest risk offenders and those in custody with a release date greater than 6 months, we are working outside of the CoP APP. Our approach is being looked at nationally as a potential way of managing increased demand in the ever-growing amount of RSOs in our communities.

The slight increase in breach of notification requirements and SHPO is expected in line with growing RSO numbers. Improvements to risk management visits will be made with a view to complete as many as possible double crewed allowing for more intrusive and reflective management.

IDIOM data

IDIOM data is new to the Force and used by every force nationally following the introduction of the IOM National Guidance. This shows the NSAC (Neighbourhood Serious Acquisitive Crime cohort) offending before, during management and post management.

Below data captured on 9th November 2022 and shows cost of FIXED cohort offending difference and number of offences committed - 12 months before and 12 months following offender management:

Cost of Offending

No of Offences

BCU	12 months prior to coming on cohort	12 months after leaving the cohort	12 months prior to coming on cohort	12 months after leaving the cohort	Reducing offending %
BANES	£271,112.00	£0.00	76	0	100%
BRISTOL	£2,258,617.00	£574,081.00	693	208	70%
NORTH SOM	£503,433.00	£253,356.00	169	72	57%
SOMERSET EAST	£535,409.00	£386,415.00	222	97	56%
SOMERSET WEST	£312,143.00	£139,671.00	153	81	47%
SOUTH GLOS	£211,710.00	£68,129.00	78	37	52%
Totals	£4,092,424	£1,421,652	1,391	495	64%

Cost savings = £2,670,772

Reduction in overall offences committed= 64% (896)

This data suggests the IOM is performing well in reducing re-offending- all local authority areas having a reduction in offences committed by offenders being managed by approximately half at the very least.

Serious Case Reviews (SCR)

A Serious Case Review (SCR) is held should an offender managed through MAPPA go on to be found guilty of committing a Serious Further Offence.

The MAPPA Strategic Management Board chair must commission a SCR when both of the following conditions apply.

- the MAPPA offender (in any category) was being managed at level 2 or 3 when the offence was committed or at any time in the 28 days before the offence was committed, and.
- the offence was murder, attempted murder, conspiracy to commit murder, manslaughter, rape, attempted rape, or conspiracy to commit rape

This will trigger a statutory SCR. A panel formed of all relevant agencies will be required to convene, the case management will be scrutinised and learning, and recommendations disseminated nationally.

	Q3 2021	Q4 2021	Q1 2021	Q2 2022	Q3 2022
SCRs commenced	0	0	0	0	1

The above data suggests that MAPPA is working well within Force given that only one SCR has been held. Note, this SCR is related to an offence that took place in 2019 but as the person has recently been charged it is only commenced now although the review will take place following the court case which is likely to be Spring 2023.

DRIVE performance data

- The current Drive cohort of 64 have committed 255 DA crimes over the time of all available Qlik data affecting 164 victims (not including children present or resident).
- Using the Recency Frequency Gravity (RFG) scores 65% of the current top 50 DA offenders in South Glos. have either been discussed at Domestic Abuse Perpetrator Panel (DAPP) or taken on by DRIVE. 5 of the current top 10 are in the Drive scheme and 10 of the top 20. Note, some offenders may not be suitable for Drive because of where they or their victims live, and other offenders may be in prison.
- Around 90% of all Drive offenders were repeat DA offenders at point of adoption. This reduces to around 39% after they start on the Drive scheme. To April 2022 that equated to 41 less victims of abuse.
- Around half the offenders have not committed any DA offences after Drive involvement and nearly another 10% have only committed one. Bearing in mind these are mainly men who have offended multiple times sometimes against multiple victims (90% repeat DA offenders).
- The combined DA harm score for those who have completed and exited Drive has declined from over 5000 to 2,500 during intervention and to 1,770 after case closure. A total reduction of two thirds.
- A - Comparing offending data In October 22 for the *current* cohort of 65 Drive offenders (13 weeks before and after Drive start date) Qlik shows a reduction of 80 domestic abuse crimes.
- **B** – For the 160 offenders (again comparing 13 weeks before and after) taken on so far, we have a reduction of 163 DA offences.
- **C** - 80 of these have committed no further DA offences since adoption. 16 have committed one further DA offence.

The DRIVE project is supporting the IOM in many ways, including by creating capacity which inevitably has a beneficial effect in the department being able to reduce reoffending by the most dangerous offenders.

Qualitative data

The management of offenders and support of those with complex needs can be very rewarding. The work can improve the emotional and physical wellbeing of offenders, positively impact their families, and ultimately prevent further victims. It is not unusual for managed offenders to send letters of thanks for the supportive ways their offender managers have managed them and helped to address their offending behaviour.

Support of technology to reduce re-offending

As part of the Government's ambition to reduce neighbourhood crime, a substantial project imposing GPS trail monitoring for adult offenders convicted of 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 whole programme is subject to a national evaluation which is being led by the Ministry and Justice, likely date for this being concluded by the end of 2023.

The pathfinder phase went live on 12 April 2021 and currently 19 forces across the country are part of the project. All offenders released into the community with a GPS Serious Acquisitive Crime (SAC) tag will have oversight from one of the Offender Management Teams with A&S Police (High harm Team or Neighbourhood and Serious Acquisitive Crime offenders Team and/or MOSOVO Sex Offender teams). Offenders will wear their tags for up to 12 months post release into the community and minimum of 6 months.

Probation will monitor them as part of their license conditions in the usual way. Probation have been given access to the web-portal with all GPS data and can view all offenders on the GPS tagged SAC cohort nationally. They will see any nights not spent at home, top 10 locations visited, any non-compliance and that is their responsibility to manage.

A&S Police send automated daily data on burglary, robbery, and car crime data to the MOJ daily for comparison with the GPS data from the tagged SAC offenders. MOJ review and identify any crime hits with the tagging and crime data. This will be Monday-Friday 9am-5pm only for now. Any "hits" are sent to A&S Police. The hits sent by the MOJ come with a statement of evidence, a map and breadcrumb trail of the GPS tag trail in comparison with the location of the offence. Offender Management staff review the credibility of the hits and arrange for further, development and/or investigation of the crime if required and arrests where necessary. A&S Police must review the report and act on any 'hits' the MOJ send and provide an appropriate response. Offender Management provide a monthly audit report back to the MoJ about our response to their 'hits'.

Since the start of Pilot.

- A&S have 67 offenders on tag at present, this is expected to steadily increase.
- We have received 434 hits of GPS SAC tagged offenders in close proximity to SAC offences since April 21
- All hits have been checked and reviewed by the IOM teams and ten have resulted in sufficient evidence to justify any arrests, charge and caution.

What is working well:

Deterrent- It's early days but the national and local experience is that the majority of those tagged do not appear to be committing SAC offences, so it appears to be acting as an effective deterrent from committing crime.

Accountability – the wearing of a tag helps offenders stay accountable to themselves

Control towards change- The 6 to 12 months that an offender wears a GPS tag allows agencies more time to build a rapport and make efforts to support and offer alternative pathways for offenders to meet their needs and manage their risks.

Early indication – The alerts of tags being tampered with, and curfews not being adhered to provides early evidence to allow probation and partner agencies to intervene early to stop offenders escalating into offending behaviour.

2. To what extent do we effectively protect victims from managed offenders?

Offender Managers will consider a wide ranging of management tools to protect victims including Civil Orders such as Sexual Harm Prevention Orders, Sexual Risk Orders and Criminal Behavioural Orders. Consideration is always given to proportionate disclosure to protect and safeguard members of the public (including children) and professionals working with the managed offender.

Having swift justice through enforcement of offenders is key, civil orders and licence conditions ensure behavioural change to those subjected to them and allows offender managers a leverage for enforcement and the use of (often covert) police tactics to bring their ongoing criminality to justice.

Data showing number of SHPOs and SROs issues by IOM:

Orders	Q3 2021	Q4 2021	Q1 2022	Q2 2022	Q3 2022
SHPO	25	21	25	31	46
SRO	6	1	0	0	0

As of October 2022, there were 1770 Registered Sex Offenders in the communities of Avon and Somerset, 1204 (68%) of these are also subject of SHPO's. In A&S we now look to ensure all those convicted of a sexual offence will (where appropriate) be subject of a SHPO upon release.

There will be a likely increase in SROs in 2023. This will be due to the Bluestone toolkit which is being developed and recommended attachments to IOM enhancing the knowledge of Bluestone staff and other teams who come into contact with offenders and suspects suspected of sexual offending.

Managing Sex Offenders

NPTs have access to Qlik data showing the RSO's on their beats. This enables greater intelligence yield as well as a contextual understanding of any conversations or tensions they may pick up on in their areas leading to increased risk to either potential victims or the RSO. Each area has a MOSOVO SPOC.

IOM SLT are working closely with Bluestone to develop plans to identify and disrupt persons of interest in RASSO cases. This work will eventually ensure that each suspect or perpetrator has a bespoke plan to manage their risk either through IOM should they meet the agreed partnership thresholds for inclusion into MAPPA, high Harm team etc, or by their effective management by Bluestone outside of IOM.

For the highest risk offenders there is always an up-to-date risk management plan which considers all tactics available to mitigate risk these include working closely and regularly with covert assets across the force.

3. To what extent do we successfully prosecute managed offenders who breach their orders?

When offenders managed within IOM cohorts reoffend or breach conditions it is essential to impart swift justice. Due to their past offending behaviour the default position is generally to charge where the evidence allows or return them to prison where licence conditions are available. When there are lower level first time breaches such as a first-time notification breach then a conditional caution may be considered but only when authorised by an IOM Detective Inspector. The ASCEND team can also support offenders to meet with victims for restorative justice where appropriate.

Prosecutions / sanctions for breaches:

Please note that figures are for a sanction received in that quarter, but the offence may have been reported in any period prior to that time.

Breach of notification requirements by registered sex offenders can attract different sanctions when proven including the discretion to take no further action. The outcome is based upon aggravating factors, and factors reducing seriousness or reflecting personal mitigation. An example being an RSO who is known to have learning requirements fails to notify of a change to his bank account. Although a breach which when questioned they admitted, discretion was used, and no further action was taken on that occasion. We also

have a conditional caution by means of an Out of Court Disposal (OCD), this can only be authorised by a MOSOVO Det Insp.

Breach of SHPO's is generally deemed more serious as these orders are imposed by the court to replace restrictions on behaviour based upon the person's past offending risk. There is therefore no conditional caution for this. As per the sentencing council guidelines, disposals should be considered against both the culpability and the harm that was caused/likely to be caused. If charged suspects will go before a court.

PROSECUTIONS FOR BREACHES					
When	Q3 2022	Q4 2021	Q1 2022	Q2 2022	Q3 2022
Breach of Notification requirements (sanctions received)	5	15	18	25	19
Breach of SHPO (sanctions received)	6	9	6	13	16

The IOM teams work with other teams in the Force to bring about successful outcomes. For example, we work with investigative teams to help coordinate enquiries and bring investigations to a stage where arrests for offences can be made swiftly and we also provide evidence to support remand in custody where appropriate. We also work with Operational Support, NPT's and Response to help coordinate enquiries to bring around the swift arrest for those managed offenders that are outstanding for recalls, warrants and offences where appropriate.

We also work closely with partner agencies to share timely information about those cases on each IOM cohorts to understand their current needs and risks and devise appropriate plans to address those with the aim to reduce offending and harm and protect victims and the community.

Digital Team

The small digital team within IOM adds a greater dimension to the work undertaken by other Offender Managers, they have the expertise and tools to triage digital systems at the home addresses of managed offenders thus picking up potential offending behaviour early, preventing the unnecessary submission for forensic analysis.

Staff with the relevant skills from the Investigations Cyber Team were due to move to the IOM Digital Team but staff moves have been paused, adding to the challenges of recruiting into this team. In addition, this pause has increased the workload on existing team members and has led directly to stress related sickness and reduced capability in the South of the force.

Unscheduled Visits

Offender managers use a blended approach using scheduled and unscheduled visits to test the compliance of offenders with statutory orders in place. An example of this is where there is a Sexual Harm prevention order (SHPO) in place with conditions to allow an officer to examine digital devices.

OMs may attend without notice; this obviously doesn't allow the managed person time to prepare often meaning police find breaches of licence or further offences.

When considered appropriate OM's can use other tools at their disposal including:

Digital Triage: the departments dedicated digital triage team use equipment designed to "interrogate" digital devices using ADF to identify if there have been any breaches/offences. The team also manage a small number of cases whereby the offenders index offence leads us to believe their future offending risk is predominately digital based. In addition, the team will also carry out 'router downloads', this allows OM's to see if the managed offender is hiding additional internet enabled devices. Unfortunately, due to current gaps in the team we have limited capability in the South of the force!

Esafe: Is an external monitored App placed on the offenders' devices. This continuously monitors their time spent on devices and alerts the police remotely if the individual accesses inappropriate imagery or search for inappropriate content. We have had significant success in use of Esafe, an example being the identifying of online activity of one of our Forces most prolific child sex offenders. We were able to return him to prison due to this activity.

Digi Dog: The force "Digi Dogs" are utilised by our teams to look for unregistered digital devices. The dogs

are trained to search for and identify devices such as phones, SIM cards, Memory sticks which are often hidden by managed offenders. We've had success in locating well-hidden devices and identified further offences allowing prison recalls

4. To what extent do we effectively work with partners?

All IOM activity which relates to jointly managed offenders or Pathways is carried out in conjunction with partners. The Offender Management teams are co-located in some areas and there is a drive to extend this further over the next year. However, at present there are some existing internal barriers relating to concern over Probation staff vetting which requires resolving.

The decisions to take offenders into a cohort or to migrate them out of a cohort is a joint decision between Police, Probation and Health services. In Bristol Police, Probation and Avon and Wiltshire Health trust phycologists are col-located.

Cohort management, risk and migration meetings are all carried out in the multi partnership arena, decisions are made jointly, and all voices have equal weight.

All Pathways and rehabilitative services are provided through partners and further work is required to ensure rehabilitation services are mapped to identify gaps in services and Pathways which is more complex due to having three Probation Delivery Units and five Local Authorities within the Avon and Somerset Constabulary area.

The Governance for all areas IOM as discussed and governed in several areas.

- Resolve Board – Reducing Reoffending
- Strategic MAPPA Board
- Contest Board
- Vulnerability Board

We can't give reliable data regarding number of Pathways that are available or the number of referrals made for Pathways support this is because referrals are made by several agencies and without joint systems or access to partnership data this is difficult.

However, the head of IOM does receive Probation performance data as per the heading below. This is collated through NDELIUS which is a Probation Service recording system.

(Specific data cannot be shared in this document as data doesn't belong to the police)

Measured Area	Performance Measure	What does it measure?
Contact with Managed Offender	Last recorded contact	Last (offered) contact recorded
	Home visit	Number of home visits completed within 4 week period
	Office Visit	Number of 'planned office appointments' within 4 week period
	Other agency contact	Number of 'other agency contacts' completed within 4 week period
	Remote contact	Number of 'remote contacts' completed within 4 week period
Accommodation	Housed on release	The proportion of nominals in settled or temporary accommodation at point of release from custody
	Settled accommodation at three months release	Percentage of nominals in settled accommodation 3 months post release or commencement of community order
Enforcement	Cases in Breach	Breach Summons/Warrant to be issued within 10 business days of final failure to comply
	Warrant/ Summons or UAL	Breach Summons/Warrant to be issued within 2 business days
Sentence Management	OASYS Review	Sentence Plan completed within the last 6 months

	Secured employment at 6 weeks post release	The proportion of nominals employed at 6 weeks
	Employment at 6 months post release/commencement of sentence	The proportion of nominals employed at 6 months
	Requirements completed at sentence expiry	Completion of Order's, including combination of programmes, RAR's and unpaid work

The following areas are presenting a barrier to effective partnership working:

- Barriers to co-location
- Lack of funding of pathways with the concern of current government fiscal direction
- Probation are struggling to keep up with our DA cohort plans, they need more resources.
- Having five Local Authorities leads to a less joined up approach regarding services.
- Getting DRIVE to Bristol and North Somerset is challenging.

HMP Leyhill:

HMP Leyhill is a Category `D` Open Prison in South Gloucestershire. Many of the inmates are MAPPA managed and in the open estate in preparation for release. These offenders are given `release on temporary licence` (ROTL), often into Bristol. If they choose to abscond this places pressure on policing across the force. Those who are excluded from returning to their home areas prior to conviction often choose to stay in the areas in which they were released on temporary licence – their management continues, sometimes for life and it is then the Avon and Somerset constabularies responsibility to manage them.

HMP Leyhill is shortly to start building new facilities and is expanding their establishment by 40% (250 beds).

Approved Premises:

Avon and Somerset have five approved premises, most other regional forces have one or none. Eden House in Bristol is one of only three approved premises nationally housing females. This places a significant demand on IOM teams (MOSOVO and High Harm) as well as other police resources due to `recalls and breaches`.

Assessment of time:

A detailed assessment of demand on IOM resources will continue in the New Year and this will be reported on in February 2023.

6. How diverse ethnically is the IOM Team? (Specific Question from the Panel)

The IOM only recruit from internal staff so the diversity of the organisation as a whole will impact the ethnic make-up of the department. There are no positive action recruitment campaigns in place, but we have previously held a webinar with the Black Police Association to raise awareness of the IOM. At the time of writing there are 6 staff members from an ethnically diverse background, this accounts to 5.2% of all IOM staff.