

## **Proposed IOM Operating Model**

### **Introduction**

This document outlines the IOM operating model for London and has been compiled in consultation with key stakeholders in particularly the London Probation Trust. Integrated Offender Management is a nationally recognised scheme adopted by NOMS, and MOJ and is documented in a number of Governmental guidance and consultation papers; including PPO, MAPPA, DIP, YOTS, and IOM. The London IOM model also embraces the MOPAC IOM Implementation Plan and the Operating Model for Gangs and YOTS. This model acknowledges these documents and builds on the success and good practice. This document defines what Offender Management is; London's Vision; the Roles and Responsibilities of Police, Prisons, Probation and Local Authority; the Governance Structure locally and strategically; the Roles and Responsibilities within that structure and the Referral Process into the scheme.

### **Offender Management**

Offender Management is the over-arching process of dealing with any offender within the Criminal Justice System. It includes the arrest, detention, prosecution, conviction and rehabilitation of offenders. IOM is part of that offender management and is reliant on key partners working together to manage that offender during and post sentence. There are five principles of IOM defined by the Government:-

- All Partners tackling offenders together
- Delivering a local response to local problems
- Offenders facing their responsibility or facing the consequences
- Making better use of existing programmes and governance
- All offenders at high risk of causing serious harm and/or reoffending are in scope

To initiate change in an offender requires that person to be motivated to change; the ability to change is dependent on a number of issues or conditions in a person's life and are called Resettlement Pathways. These are:-

- Accommodation,
- Education,
- Training and Employment
- Mental and Physical Health
- Drugs
- Attitude, Thinking and Behaviour
- Finance, Debt and Benefit
- Children, Families and Support Networks
- Domestic Violence
- Sexual Exploitation

To enable rehabilitation the offender must have access to the services to address those needs, be motivated to accept those services and want to change. In some cases that may be as simple as offering those services to the offender, coordinating their use, and supporting them through the process of change. In other cases, it may involve offenders who are not motivated to change and continue to offend, being swiftly returned to court on a number of occasions before they finally take up offers of help and genuinely commit to a new life style. There will also be those that will not change. It is a long term commitment, as changing behaviours takes time. The process is underpinned by the relationship the offender manager has with the offender based on commitment, consistency, compliance and consolidation (NOMS Model) but equally, the provision of the right service at the right time for the offender.

The key to maintaining the motivation of an offender is the coordination of multi-agency IOM service provision, continued supervision with established and review processes.

### **The Vision**

The London vision for IOM is to help our Communities, the Voluntary Sector, Local Authorities and Statutory Agencies, to work together, as one team, to address the re-offending of a group of offenders whose criminal activities adversely impact the lives of their families and the communities they live in. Together, the IOM team will motivate and help offenders acknowledge this impact and the impact that the 'revolving door' of continued reoffending and subsequent custody has on their own lives. There is a need to motivate a desire to change and the actions of the IOM teams will enhance that motivation through; enforcement, supported compliance and offender engagement. Change may take considerable time, especially in the case of certain offences that will require a prolonged engagement and include continued support where they reoffend. This may result in further custodial sentences, or supervision within the community on Suspended Sentence Orders, or Community Payback Orders. Continued engagement with the Prison Service as a partner is a key to maintaining offender engagement in order to address their reoffending triggers and resettlement pathways during their time in custody. On release, help and support will continue to be offered by the IOM team with multi-agency co-ordinated enforcement activity and offender engagement targeting the reoffending behaviour. This is a long term commitment to work together, as a team, to change lives, to serve the people of London and make our communities safer.

### **Roles and Responsibilities of the Agencies**

#### **Police**

**Enforcement.** Tasking Borough resources to target those offenders who are not engaging, who continue to commit crime or who are not complying with their

licence or court conditions. Under the new Met Change model this will involve the Local Policing Model (LPM) and the Borough Command Unit (BCU) deployment of local police teams including the Neighbourhood Policing Team (NPT). The Grip and Pace Centres are integral to respond to the operational needs of that Borough and intelligence led policing.

**Supported Compliance.** This is a joint operation between the London Probation Trust and the Neighbourhood Policing Teams (NPT) where the majority of offenders released on prison licence, suspended sentence order or community payback order (there are exceptions where the offenders are convicted of domestic violence offences or subject to Public Protection) are visited by their Neighbourhood Policing Team, to verify they do live at the address given, to encourage them to comply with their order or licence, to make them aware that their conditions are being jointly monitored and to enhance intelligence and information sharing between the MPS and the Probation Trust. MPS will be encouraged to contribute to subsequent conditions on orders or licences should reoffending take place thereby enabling local solutions to local problems and ensuring compliance to those licences and orders.

**Engagement.** The police IOM team will engage throughout the IOM process where appropriate; the initial prison visits, police and joint agency home visits, engagement activity to ensure compliance e.g. ensuring offender maintains appointments (DIP and other Resettlement Pathways) and that they fulfil the conditions of their prison licence and community service orders. The police element will also provide coverage for out of office hours where practicable depending on the size of IOM team, and availability of partner agencies.

**Intelligence.** Share information with partners; quality assure police intelligence against the information partners possess and feed that back into police systems; maintain accurate records of the cohorts on PINS, IDIOM and the PNC. The Police IOM team member, where possible will also attend custody should the IOM cohort offender be arrested for another offence or breaching their conditions.

## **Probation**

**Managing Statutory Offenders.** This includes all offenders sentenced to 12 months or more. Those given community sentences. Those offenders on the cohort who are RAG'd as RED as they are the prolific and priority offenders.

**Pathway Provision.** LPT signpost to key stakeholders for the provision of service but identifies and monitor relevant service provision.

**Influence Licence Conditions.** This is for the entire cohort where partners have requested specific conditions and that has been agreed by the multi-agency team.

**Share Learning.** Offender Management is the core business of the Probation Service and the LPT will look to help and guide partner agencies new to this role.

## **HMP**

**Risk and Needs Assessment.** Early identification of risks of reoffending and needs analysis to be conducted during initial reception interviews in prison with referrals to local IOM team for action and liaison.

**Intelligence.** Share information and intelligence with relevant partner agencies and update appropriate data systems to provide police with timely information as to location and anticipated release of offenders.

**Licence Conditions.** Contribute to multi-agency consultation for the provision of licence conditions prior to release and to communicate this to relevant partners to enable early identification of issues or risks.

**Single Point of Contact.** Provide a single point of contact for IOM team to refer and conduct resettlement activity with offenders whilst in custody.

## **Local Authority**

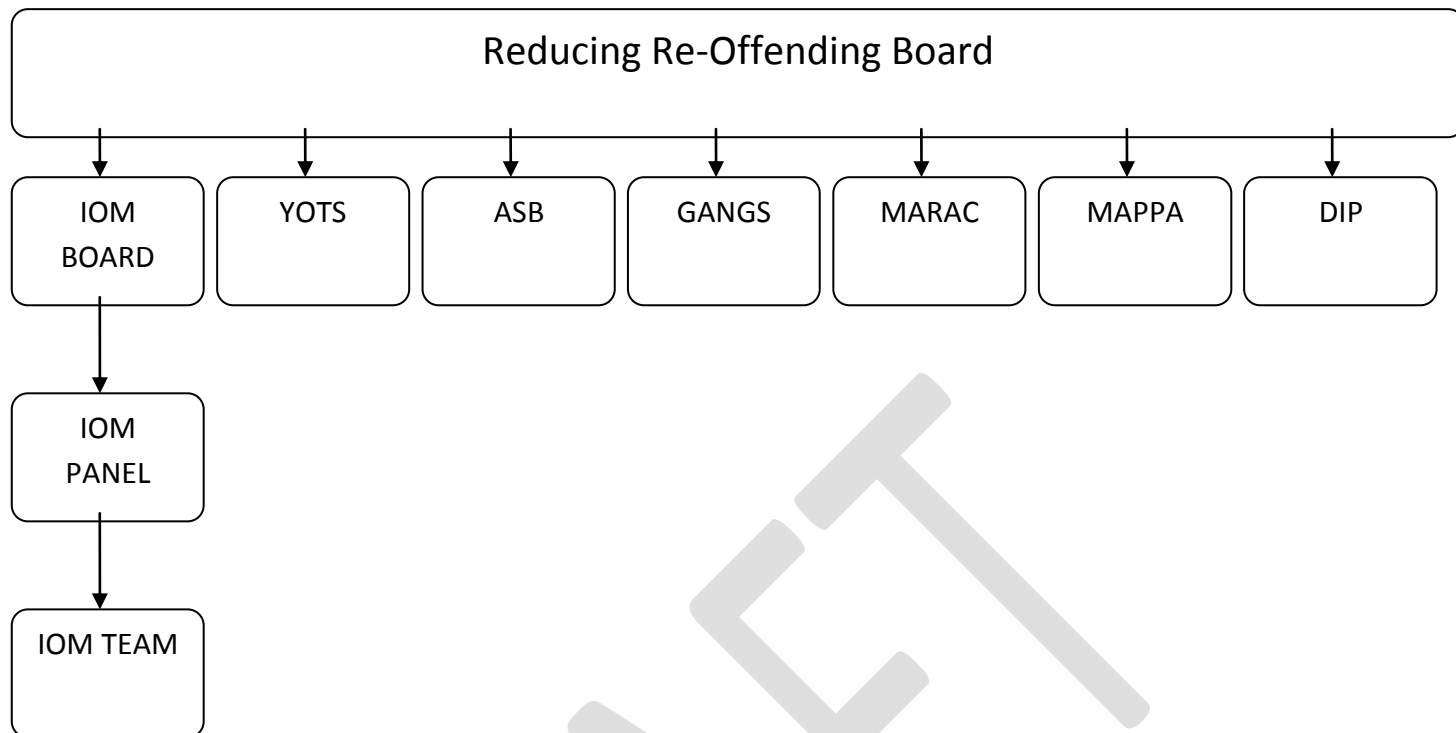
**Coordination.** Every London Borough has a Community Safety Partnership which has a statutory duty to reduce crime and re-offending in their community. IOM offers a clear process for achieving this statutory duty. LA coordination will help bring the other agencies together and provide the necessary admin function to support and enhance the running of the teams. They will maintain records of the scheme to enable them to assess service provision need and identify success.

**Links into the Community.** The Local Authority will seek to see how these links could benefit and influence the set up and efficiency of IOM, as well as communicating the IOM approach and providing success stories in newsletters and the local press.

**Service Provision around the Pathways.** Most service provision is within the remit of the Local Authority or the Voluntary Community Sector, including housing, youth services, education, drug and alcohol services etc. The Local Authority will maintain oversight of service provision, mapping it across their Borough, identifying gaps in that provision and commissioning services provision where possible.

**Bid for Resources.** Local Authorities will identify and bid for funds from Government, the European Union and MOPAC to support service provisions around the pathways.

## Proposed Borough Governance



## Proposed Meeting Structure

- Reducing Re-Offending Board – Bi-Monthly or Quarterly - High level strategic** meeting with oversight of all the offender management schemes on the Borough. People invited to attend to give presentations or report on progress will be dealt with first. The Board will then be in a position to discuss restricted and confidential matters whilst adhering to data protection legislation.
- IOM Board – Bi-Monthly - Strategic level** meeting with oversight of the IOM scheme on the borough. Answerable to the Reducing Re-Offending Board, they will maintain the IOM scheme, addressing problems and offering solutions. Again, people invited to attend to give presentations or report on progress will be dealt with first.
- IOM Panel – Fortnightly - High Level Practitioner** meeting to discuss who is on or off the scheme; who the lead agency will be for any new clients; whose RAG status can change; what problems there are with service provision or agency buy-in; what problems or good practice should be raised with the IOM Board. This is not a meeting for generally sharing information on the entire cohort and discussing every case. That will take place on a day to day basis within the IOM team. *(Where cohorts are large, this Panel can meet more often to be purpose specific and more effective, i.e. One meeting to discuss those clients where the main need is mental health, or housing, or addiction etc. This avoids having*

*professionals attend who don't need to be there for most of the meeting. Camden Model)*

- **IOM Team – Weekly - Practitioner level** to discuss problem cases, service provision issues, matters that may need raising with the IOM Panel, or taken to the IOM Board
- **IOM Team - Daily Contact at Practitioner level** to discuss any problems that happened overnight and feed into the daily Borough tasking process, including the MPS Grip and Pace centres on a Borough to respond to particular intelligence and resourcing. Ideally if the IOM team are co-located this meeting will be held at the beginning of the day and should be short and sharp and is not about case review. If not co-located then ability to contact each other daily to communicate specific action or tactics for example: whether an offender needs enforcement action, whether someone from the team needs to attend court to present an intervention statement, or whether an offender needs immediate support from one of the agencies.

### Support for Boroughs

- **MOPAC IOM Executive Board** - The Reducing Re-Offending Boards can use this Board as a vehicle to; raise problems they are having because of Government or Agency Policies that hinder IOM service provision; address Borough agencies not committing resources by raising this with that agency's Pan-London Strategic Lead; for support in bidding to MOPAC for resources.
- **MOPAC IOM Repository** - This is a London Based repository where good practice can be shared. It will contain guidance and documents about IOM policies, strategies and research material on IOM schemes across London.
- **Home Office Sheffield Hallam University Community Justice Portal** - This provides national IOM guidance and training documentation.
- **Central IOM Multi-Agency Team** – This team consists of key stakeholders at managerial level to provide guidance and support to IOM teams; including Toolkits, Information Sharing Protocols and Service Level Agreements. They will monitor performance data across London and promulgate good practice and promote potential MOPAC and external funding opportunities for IOM activity.

### Intelligence

- **Information Sharing Process** - The Police will interrogate their data systems to identify the offenders antecedence within NSPIS, CRIS, CRIMINT and PNC to inform RAG status.

- **IDIOM** – This is a Home Office/NPIA system designed to track IOM cohort activity. The Police will ensure that everyone on the IOM Cohort has a record created on IDIOM and an IOM (PPO-style) flag created on their corresponding PNC record. The RED cohort will have the current PPO flag. The rest of the cohort will have a PPO flag with an information marker that says 'Not subject to the premium service'. This will then allow IDIOM to conduct daily automatic PNC updates for the cohort and provide the following information for the IOM Teams:
  - I. Information about offending history
  - II. What cases are pending
  - III. Their police bail to return date
  - IV. Their court appearance dates
  - V. Their wanted status
  - VI. Whether they are in prison
  - VII. Their prison release date.

As well as providing the MOJ and Home Office with information about changes in the cohorts offending.

- **IDIOM Update** - In due course Probation and Prisons will be given access to IDIOM which will allow Probation to have up to date PNC information on their clients and Prisons to know exactly which offenders in their custody are prolific and priority offenders subject to the Premium Service.
- **Daily Checks** - Teams will conduct daily checks of IIP and PNC for update on their cohort. Use of IDIOM will make obtaining up to date PNC info on the entire cohort an easier task.

### Referral Process and Cohort Selection

**Step 1 = An Agency makes a Referral** – This will only be done for offenders where that agency can show there is evidence that this individual poses a high risk of harm (not MAPPA Level 2 and 3) and/or re-offending and they would benefit from a multi agency approach.

**Step 2 = Score the referral through the OGRS** – It is important to note that OGRS scores take a long time to build up and tail off and this should to be taken into account when considering exceptional circumstances.

75% or above will be the London IOM Cohort

51-74% If they have a recent offence within the last 12 months for robbery or burglary or with other exceptional circumstances that clearly indicate they pose a high risk of harm or re-offending, will be put forward as the London IOM Cohort. *(The person putting this individual forward will have to document the exceptional circumstances and attend any subsequent Panel meeting to present their views and answer questions.)*

**Step 3 = The IOM Team collate multi-agency data.** The team research all available data to determine the full antecedence of the offender.

**Step 4 = Approach Offender to assess level of engagement and resettlement pathway needs.** The IOM team will meet offender in prison or in the community and outline intent of IOM scheme and service provision. An assessment will be made as to their level of engagement. Their engagement is pivotal in relation to their future action plan and identifying their resettlement pathway needs.

**Step 5 = IOM Panel decides the RAG status of the individuals** - in line with the Red, Amber and Green definitions, which will then trigger a menu of tactical options for the partner agencies.

**Step 6 = The IOM Panel decide the Lead Agency for each offender** - Probation will manage statutory offenders. DIP will manage those non-statutory offenders whose main criminal driver is addiction. The remainder of the non-statutory cohort will be managed by the most appropriate agency. *(In the future, a 'Case Co-ordinator' post should be considered for the non-statutory offenders where the CSP consider they could fund that post.)*

**Step 7 = IOM Panel nominate 'Lead Professional' for each offender** – The Lead Professional is the offender manager. A Police Officer will also be assigned to each offender from within the IOM Team, to assist the offender manager with enforcement, supportive compliance and intelligence. They will act as the secondary point of contact for the offender when the offender manager is not available.

### **RAG Rating**

The Home Office 'PPO – 5 Years On Maximising the Impact' document uses Red, Amber, Green and Blue. Blue being where the offender is in custody. IOM builds on the PPO scheme and for consistency we will adhere to that colour coding. The Reds are those who are not complying, not engaging, or engaging but still committing crime. The Greens are the success story, those who are no longer committing crime and no longer need multi agency interventions. The Ambers are the group in between.

**RED** = Those offenders who have the highest risk of causing harm or re-offending based on; previous recent offending; available intelligence; combined partnership data and their OGRS scores. They are either not engaging, or are engaging and apparently compliant, but there remain serious concerns about their offending. Daily joint agency enforcement activity will be a priority for this group combined with offers of supportive interventions.

**AMBER** = Those offenders that are engaging and whose previous recent offending; available intelligence; OGRS score and combined partnership data, suggests that they have a high risk of causing harm or re-offending. These offenders want assistance to move away from a criminal lifestyle to a more law



abiding one and need multi-agency interventions to motivate and maintain that change. Whilst providing supportive interventions, on a daily basis there is a need for staff from the appropriate agency, or jointly, to monitor these offenders and address any continued offending.

**Green** = Those offenders where there is little or no intelligence to indicate that they are committing offences. This will not only include offenders who were previously RED or AMBER and have responded positively to multi-agency interventions, but also those who did not engage where there are no longer concerns about their offending. Where their offender manager and the panel believe they no longer need multi agency intervention, they will be made subject to less intensive monitoring for an agreed period prior to their removal from the scheme.

**BLUE** = In Custody. (*'PPO - 5 yrs on Maximising the Impact' Page 16 Last Line*)

### Criminal Justice

**Awareness** - The Courts and CPS will be approached at Pan-London and Borough level to explain the IOM scheme and what IOM can offer through agreed Service Level Agreements and Information Sharing Protocols to incorporate the 'Premium Service' applied to PPO and extend to IOM cohort that are high risk of harm and/or reoffending in the local community.

**Intervention Statements** - The teams will seek to provide information to the Courts that can assist them when making decisions around sentence. During their interactions with their offenders, the IOM team will have offered positive interventions around the pathways. i.e. the provision of housing, the opportunity to go through a DIP programme, and employment opportunity etc. They will be able to provide the Courts with an 'Intervention Statement' outlining what has been offered and how the offender responded. This can help the Court to decide whether they are looking at someone who is genuinely trying to move out of their criminal lifestyle or, someone who is non-compliant. It can also help them when considering Court Orders instead of a short custodial sentence and what kind of conditions they would want to attach to those orders.

### Roles and Responsibilities - Terms of Reference - Matrix

Reducing Re-Offending Board = Appendix A

IOM Board = Appendix B

IOM Panel = Appendix C

IOM Team = Appendix D

OGRS calculator = Appendix E

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