



RESPONSE OF THE POLICE AND CRIME COMMISSIONER OF WILTSHIRE AND SWINDON TO THE JOINT THEMATIC INSPECTION OF INTEGRATED OFFENDER MANAGEMENT – February 2020

HM Inspectorate of Probation and HM Inspectorate of Constabulary and Fire & Rescue Services

Police and Crime Commissioner's comments

I welcome the joint thematic report focussing on Integrated Offender Management especially given the strong emphasis I place in my Police and Crime Plan 2017-21 on preventing crime and reducing reoffending. The report makes a clear and stark statement that there has been insufficient improvement in the delivery of a local response to persistent and problematic offenders, since the IOM key principles were issued by the Home Office and Ministry of Justice to all key partners back in early 2015, following the establishment of IOM in 2009.

I wholeheartedly agree that IOM should provide a 'strategic umbrella' and bring together a range of partners to ensure that all of respective activities are coordinated in both a cohesive and effective process. Only then can we seek to reduce crime and reoffending and tackle the most problematic offenders in our community.

I chair the Wiltshire Crime and Justice Board (WCJB) which despite the current challenging and unprecedented times caused by the COVID-19 pandemic, continues to work tirelessly to deliver sound outcomes to our residents in Wiltshire. I am also a key member of the South West Reducing Reoffending Board, a strategic forum sharing best practice and working together to coordinate and develop joint projects and the co-commissioning of services, to benefit people across the broader South West region.

Integrated Offender Manager forms a key part of the work of the WCJB, which I have tasked specifically to the Wiltshire Reducing Reoffending Board sub group, chaired by my office. Given that accountability and the governance of the RRO Board rests with WCJB, I tasked RRO Board to review the thematic inspection of IOM report and consider the recommendations. It did this with a clear and comprehensive focus at a recent meeting on 28th May. A synopsis of the paper submitted to this meeting follows after this section, together with a summary of the key agreed actions within paragraph 4.5 and 5. Further work will be completed for the next meeting in September 2020. I will ensure that the WCJB will continue to be updated on progress through the RRO Board.

I am pleased that the approach towards IOM in Wiltshire has had such recent scrutiny and discussion amongst a broad range of partners, aiming to deliver improvement. I am heartened by the Board's commitment that all partner agencies work collaboratively to enable IOM to function effectively. By bringing together agencies that play a key role in the IOM system, we

can secure a partnership approach to ensure that the needs of the community are met and help reduce crime and reoffending. This includes my office and I have dedicated resources to support these improvements and invested in programmes to reduce reoffending and directly support the IOM service.

It is welcoming that a new chair of the IOM Governance Board has been appointed. The IOM Governance Board was set up in 2019 with new Terms of Reference and a draft delivery plan to guide its future work programme. Representation includes the National Probation Service, Wiltshire Police, Wiltshire Community Rehabilitation Company and a new appointment in my office, specifically created to focus on the commissioning of services in CJS and reoffending. The IOM Governance Board has adopted the IOM Norfolk Model scoring matrix thereby scoring offenders against categories of offending which have been graded according to the level of harm they cause, previous offender history and pathway needs. Further work is required to strengthen this model and ensure that it meets our local needs. This will be crucial as we enter into a period of further change in probations services, to make sure that the benefits of IOM continue to be delivered. I will be working with the Ministry of Justice and the Regional director for probation to ensure that IOM continues to receive the support and resources it needs.

I am confident that all relevant partners have reenergised and although there is still much work to be done – as outlined in the joint Wiltshire IOM response at paragraph 4.5 - I am confident that the RRO Board will endorse the IOM Governance Board's delivery plan and planned responses to the thematic review recommendations, at its meeting on 22nd June.

Overall I am assured that the positive actions and collaborative work recently undertaken by the numerous partners and services in Wiltshire and the development of a strategic framework to reduce reoffending, have set strong foundations. My office and the WCJB will closely monitor the development of further improvements and commission additional support services in line with the overall strategy.



Angus Macpherson MBE
**Police and Crime Commissioner
For Wiltshire and Swindon**

Multi-agency Response to the IOM Thematic Review

1. IOM aims and principles

- 1.1 The UK Government describes IOM as a cross-agency response to the threat of crime and reoffending faced by local communities. IOM aims to provide an enhanced level of surveillance and control to those identified as being at a heightened likelihood of reoffending, alongside a focus on rehabilitation for those who are willing to accept help. IOM aims to improve the quality of life within communities by:
- Reducing the impact of crime and reoffending
 - Reducing the number of victims of crime
 - Improving public confidence in the criminal justice system (MoJ and Home Office, 2015).
- 1.2 Six key principles of IOM were established in 2015 (Ministry of Justice and Home Office, 2015):
- All partners manage offenders together.
 - Delivering a local response to local problem.
 - All offenders potentially in scope.
 - Offenders facing up to their responsibility or facing the consequences.
 - Making best use of existing programmes and governance
 - Supporting long-term desistance from crime
- 1.3 IOM cohort offenders have complex and resource-intensive needs – drug misuse, unstable accommodation and homelessness and unemployment are all common. IOM staff needed to be highly skilled, and strong partnerships are needed to tackle such a high level of need.

2. Wiltshire IOM model

- 2.1 Wiltshire Integrated Offender Management (IOM) is a collaboration between the National Probation Service (NPS), Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Company (CRC) and Wiltshire Police.
- 2.2 An IOM Governance Board, comprising NPS, CRC, Wiltshire Police and OPCC, was set up and in November 2019 Terms of Reference were established, refreshing its purpose to provide the necessary multi-agency oversight, direction and accountability to enable IOM to function effectively. It will be responsible for developing a Wiltshire IOM delivery plan, reporting to the Reducing Reoffending Board subgroup and from there to the Wiltshire Criminal Justice Board.
- 2.3 IOM referrals are taken from any of the 3 core organisations and are considered using the IOM Norfolk Model scoring matrix which was implemented in Wiltshire during May 2019. This model scores offenders against categories of offending which have been graded according to the level of harm they cause, offending history in the community over five years, and a number of pathway needs and enables a focus on the offenders that pose the most risk to society. The Joint Thematic Inspection of IOM notes that:
- “Originally, IOM focused on the provision of intensive support and monitoring for prolific and priority offenders and it seems that this is where staff are most confident and

skilled. The move to include more dangerous offenders has diluted the approach and there is a risk now that neither cohort is being best served.”

3. Current position

3.1 Current Wiltshire IOM resources include:

- Wiltshire Police – IOM lead Inspector as part of broader role, IOM Supervisor and 0.8 fte police officer. This is 64% down against budgeted staffing resource of IOM Supervisor plus 4 other staff. In addition the DASP IOM programme has a dedicated x1 fte Police staff resource and an x1 fte IDVA to be commissioned by the OPCC.
- NPS – Dedicated Senior Probation Officer with IOM lead responsibility as part of role and dedicated 3 – 4 Offender Managers with IOM as part of their role.
- BGSW CRC – Senior Probation Officer with IOM lead responsibility as part of role and 2 offender managers with IOM as part of their role.
- OPCC commission x1 fte drug worker dedicated to IOM and will be part funding an Offender Housing Support Worker who will be allocated to IOM.
- There is currently no programme management or support / administration function for IOM.

3.2 As of the end of April there were a total of 31 nominals being managed in the community, of which 20 are IOM and 11 DASP. Of the 31, 10 are referred from the CRC and 17 from the NPS, with 4 non-statutory referrals. Geographically 7 of the nominal are in Swindon, 24 in Wiltshire (all DASP IOM nominals are Wiltshire = 11).

3.3 There is currently no single data management or performance tool for IOM which has prevented an assessment of effectiveness and impact. It has also meant that the needs of IOM nominals cannot be collated to enable the identification of new commissioning opportunities for our IOM service delivery.

3.4 Despite monthly operation migration meetings (attended by all partners) that are enabling the above level of IOM work to progress, frustratingly, due to staffing issues, primarily in the Police Force through staff sickness and staff retirements, and gaps in the dedicated pathway support specifically for IOM nominals (for example housing and, mental health support), the efforts and impact of IOM has not fulfilled its potential over the last 6 months.

3.5 In addition there have been broader governance issues that have not provided the support and guidance to the operational teams. The last IOM Governance Board was held in November 2019 and this has meant that key documents, especially the Wiltshire IOM Delivery Plan, have not been signed off.

4. Thematic Review and recommendations

4.1 In February 2020 the report of a Joint Thematic Review of IOM was published by HM Inspectorate of Probation and HM Inspectorate of Constabulary and Fire & Rescue Services.

4.2 The 2020 joint thematic review was designed to follow on from a previous thematic review in 2015 to understand how the 2015 revised IOM principles were working in practice and to examine how IOM has been operating since Transforming Rehabilitation and in a climate of reduced police numbers. Given the impending changes to police and probation, the 2020 thematic review also examined the opportunities for further development of IOM.

4.3 In summary, the Thematic Review highlighted:

- Governance issues with no central governance function and a variety of local arrangements driven at a local level leading to a variance of IOM models across areas.
- A lack of wider partner involvement and rehabilitative services not being readily available.
- In some areas, the police appeared to have taken over some of the rehabilitation work and tasks traditionally carried out by probation services,
- Workloads and resourcing issues in all agencies have impacted on the quality of services at times,
- Investment in training and development for IOM teams has been lacking, and this has impacted on the quality of practice, particularly in relation to keeping people safe.
- Full co-location and integration of the core IOM agencies (CRC, NPS and police) appears to be a thing of the past.
- More joint pre-release visits between police and probation and joint induction meetings to explain the ramifications and requirements of IOM would improve engagement further.
- Work to reduce reoffending was generally better than practice to protect the public. This is concerning, given the changing profile of IOM cases, with a number of schemes now prioritising ‘threat, harm and risk’ offender groups.
- There remains an absence of any comprehensive evaluation to evidence that IOM is effective, difficult to achieve due to different IOM using many different cohorts and offence types.
- The Intelligence Driven Integrated Offender Management (IDIOM) system, approved by the Home Office for measuring the impact of IOM and available since at least 2013, has only been implemented in 14 police force areas.
- IOM status rarely results in priority access to services with the 3 core agencies often relied on to deliver services
- The identification of IOM nominals and referral processes vary.
- Poor development of IOM management plans and often plans developed in isolation from IOM partners.
- The lack of clear ‘exit strategies’ in place for individuals who come to the end of formal supervision and to remove from the IOM programme
- IOM arrangements should add value to, but not duplicate, existing arrangements to tackle crime, reoffending and victimisation, including MAPPA.
- A change in focus from the provision of intensive support and monitoring for prolific and priority offenders, where staff seem most confident and skilled, to the inclusion of more dangerous offenders has diluted the approach and there is a risk now that neither cohort is being best served.

4.4 The 2020 thematic review also provided examples of best practice, the HM Inspectorate of Probation also published an IOM Effective Practice Guide alongside the review.

4.5 11 specific recommendations were made, 6 of which required national body responses and 5 which required a localised response. The 5 local recommendations are listed below with **the joint Wiltshire IOM response:**

Recommendations	Wiltshire IOM response – endorsed by the Chief Constable for Wiltshire Police
6. Police and Crime Commissioners should assure themselves that all relevant partners and services are involved in the delivery of IOM, as a major contribution to	The IOM Governance Board has been re-established and will report through the Reducing reoffending Board to the Wiltshire Criminal Justice Board on progress against an IOM delivery plan

<p>reducing reoffending and community safety.</p>	<p>that will address the Thematic Review recommendations and ensure that the Wiltshire IOM is contributing to reducing reoffending and improving community safety.</p>
<p>7. Define IOM operating model and produce practice guidance that sets out clearly what is required by each agency at every stage of the IOM supervision process.</p>	<p>There is strong partnership working in place. An operating model supports the process of IOM, although partners recognise this needs to be reviewed and strengthened. This needs to complement other statutory multi-agency arrangements, such as Multi-Agency Public Protection Arrangements (MAPPA).</p>
<p>8. Improve the quality and accuracy of recording in IOM cases, in particular, the activity relating to public protection.</p>	<p>Each organisation has systems in place to record threat, harm and risk. However a review of the separate systems needs to be undertaken to ensure they are fit for purpose to ensure quality and accuracy of IOM recording. In addition to public protection, systems are required to fully document risk management plans and interventions considered / provided and monitor the impact on the IOM cohort through IOM support.</p>
<p>9. Analyse training needs and ensure that all staff receive sufficient training to enable them to fulfil their duties. Training in public protection, safeguarding children and working with vulnerable adults should be prioritised</p>	<p>A set of key competencies for IOM work, across all the organisations, needs to be developed to enable a skills audit to inform IOM staff skill gaps. This will enable the necessary training and continuous professional development, for example around public protection, safeguarding and vulnerability, is provided to all IOM staff. In addition multi-agency awareness and team working opportunities need to be provided.</p>
<p>10. Ensure that service users are kept informed, as much as possible, about the benefits of inclusion in IOM, the support available and the monitoring and information-sharing ramifications of IOM supervision.</p>	<p>Training, systems and processes are required to ensure that nominals are informed about what IOM is, what their responsibilities are, what benefits they can receive and what the ramifications of IOM monitoring and supervision can be. Work understanding the needs of the IOM cohort, to enable the required support services to be commissioned / prioritised for the IOM cohort (alongside the dedicated substance misuse and housing support currently being commissioned) needs to be undertaken.</p>

5. Next steps

- 5.1 The core agencies, NPS, BGSW CRC and the Police, supported by the OPCC, have convened monthly meetings of the IOM Governance Board, which reports through the Reducing Reoffending board to the Wiltshire Criminal Justice Board from April through to July.
- 5.2 The IOM Governance Board will work with frontline IOM operational delivery managers and staff to develop a delivery plan to respond to the thematic review recommendations as set out above, take into consideration the IOM Effective Practice Guide and support the existing very good operational work between the agencies.
- 5.3 The Delivery Plan will be presented to the RRO Board at their meeting on the 22nd June and will be monitored at future RRO Boards.

Cc: Wendy Williams, HMI
Cc: Angela Couzens, NPS
Cc: Mark Scully, NPS
CC: Richard Temple
Chief Constable Kier Prichard, Wiltshire Constabulary