

**7<sup>th</sup> Annual Martin Tansey  
Memorial Lecture**

**Professor Paul Senior  
29<sup>th</sup> April 2014**

***Integrated Offender Management:  
pooling resources and expertise and  
creating effective working partnerships***



## International Corrections and Prisons Association, Budapest 1999

*crime is best reduced through adherence to the principles of social inclusion. This is the best way to provide protection for communities from the harm and distress caused by crime*

- The social exclusion of offenders through incarceration reduces the chances of their effective reintegration and increases the risk of reoffending
- Social inclusion requires that offenders accept responsibility to take steps to stop offending and to make reparations, it also requires a response from the community, which recognizes a mutual responsibility; and
- Community sanctions provide rigorous and constructive alternatives to imprisonment
- Who said that?

Martin Tansey then summarized the main elements that were required to achieve the social inclusion of offenders. He noted the need for:

- Accurate assessment of the risk of reoffending and what can be done to reduce that risk;
- Programs for offenders that focus on the causes of their offending and on their taking responsibility for their actions;
- Affirmation of the values of mutual responsibility and respect;
- Responsiveness to the differences of offenders' circumstances, especially those from minority groups;
- Programs aimed at reducing substance abuse;
- Provisions for social support;
- Assistance in finding and keeping employment;
- Opportunities for offenders to make reparations; and
- Consistency in enforcement of the conditions of probation

This talk will look briefly at

- the history of the IOM initiative,
- drawing out and interrogating key elements in the operational and strategic structures,
- the extent of community involvement,
- the setting of a researchable agenda, and
- set this in the context of the co-production of services in both adult criminal justice service users and young people in transition to adulthood
- **in conclusion i will look at the interplay between practice, policy and research in the further development of IOM in Eng and Wales**

## | Relevant sources

### Hallam Centre research and consultancy:

- National evaluations of: IOM; Intensive Alternatives to Custody (IAC); VCS involvement in IOM;
- Local PPO evaluations; Vigilance Initiative; IOM in Sussex; Developing IOM in South Yorkshire;
- IOM E-Learning Portal – commissioned by the Home Office - three year project  
<http://www.cjp.org.uk/iom-elearning/>

### • Other key sources

- The *Diamond Initiative evaluation*
- Home Office Surveys of IOM provision 2011 and 2013
- HM Inspectorates of Probation and Constabulary *A Joint Inspection of the Integrated Offender Management Approach* March 2014
- *Transforming Rehabilitation*: Government proposals for the future of probation and its implications for IOM



By the millennium there was a growing recognition that crime reduction was not necessarily reducing individual recidivism. Why?

- 10% of offenders commit 60% of all crime
- 50% of offences are committed by offenders who have already been through the Criminal Justice System
- 4% “high crime causers”
- 60% of offenders sentenced to short term custody will reoffend within one year

## Context of change under New Labour Government - 1997-2011

- 1997 Setting up of Crime and Disorder Partnerships (now known as Community Safety Partnerships)
- Changing focus towards 'offender management'
- From resettlement to reducing re-offending with risk and public protection foregrounded
- National Reducing Re-Offending Action Plans (SEU, 2002): the seven pathways
- Carter (2003) 'silo' mentality and the development of National Offender Management Service and National Probation Service Mk1
- Prolific and Priority Offender Programmes developed (PPOs). Driven and tightly prescribed from the centre
- Three strands to PPOs - Prevent and Deter; Catch and Convict; Rehabilitate and Resettle
- Drugs Intervention Programmes (DIP) - end-to-end offender interventions from arrest to post-custody, whether on court order or not
- Additionality of IOM following demise of 'custody plus' targeting those released from custody under 12 months and without supervision, some had been in scope to PPOs





## Pre-cursors to IOM

- Priority and prolific offenders programmes (PPOs)
- Drug intervention programmes (DIPs)
- 'Success' of processes developed in PPOs and DIP particularly around issues such as
  - multiagency partnerships
  - pathways interventions and third sector engagement
  - co-location
  - role of police engagement and enforcement
- Multi-agency Public Protection Arrangements (MAPPA)
- NOMS (ASPIRE) offender management model
  - IOM best practice model



## What is IOM? (1)

- A range of initiatives captured under the 'umbrella' term IOM, seen as a 'way of working', rather than a specific delineated programme
- Often encompassing the related schemes of PPOs and DIP
- A continuum of services targeted at offenders with particular offence patterns and/or by need
- A pooling of knowledge, resources and skills in a multi-agency partnership
- Encompassing a focus on the adult offender released from short-term custody without statutory supervision
- Complexity of the IOM 'body'
- Different agencies, different priorities, different agendas, different targets ***but a single organisational model of delivery working together***

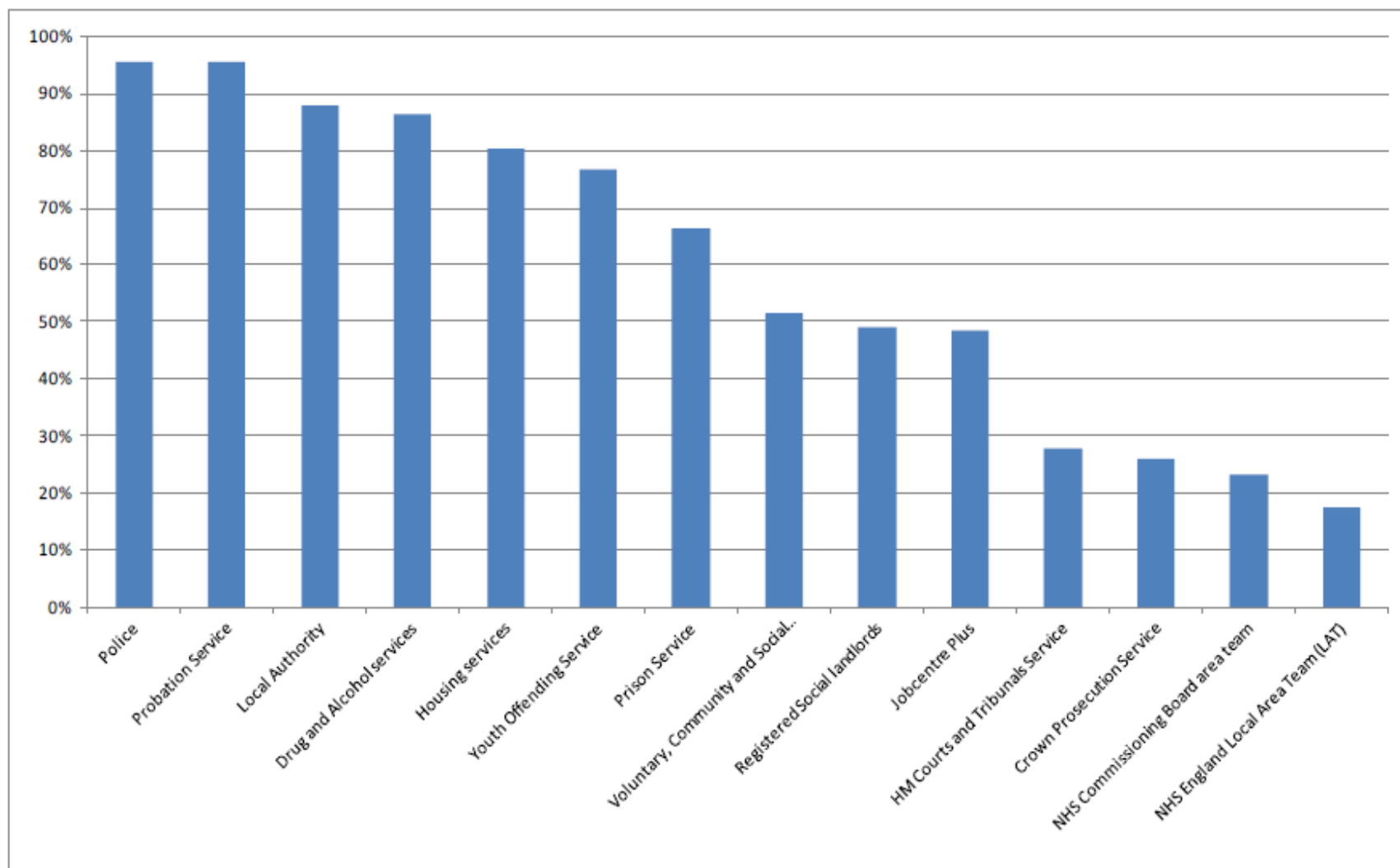
## What is IOM? (2)



- needs 'selling' effectively to courts, to communities, to each agency
- Not driven by court or custodial orders per se - raises human rights issues
- Is IOM to be limited to particular offender groups or become THE approach to offender management? Does it have flexibility?
- What will it mean to offenders?
  - Does it matter if offenders on the scheme don't understand difference between IOM and PPO scheme etc?
  - Voluntary nature of IOM is perceived as positive by offenders and likely to increase engagement and compliance
  - Perception of 'not being alone' is crucial for offenders hoping to achieve reintegration
  - Offenders report wishing they had had IOM sooner but also 'you can only stop offending when you're ready'.

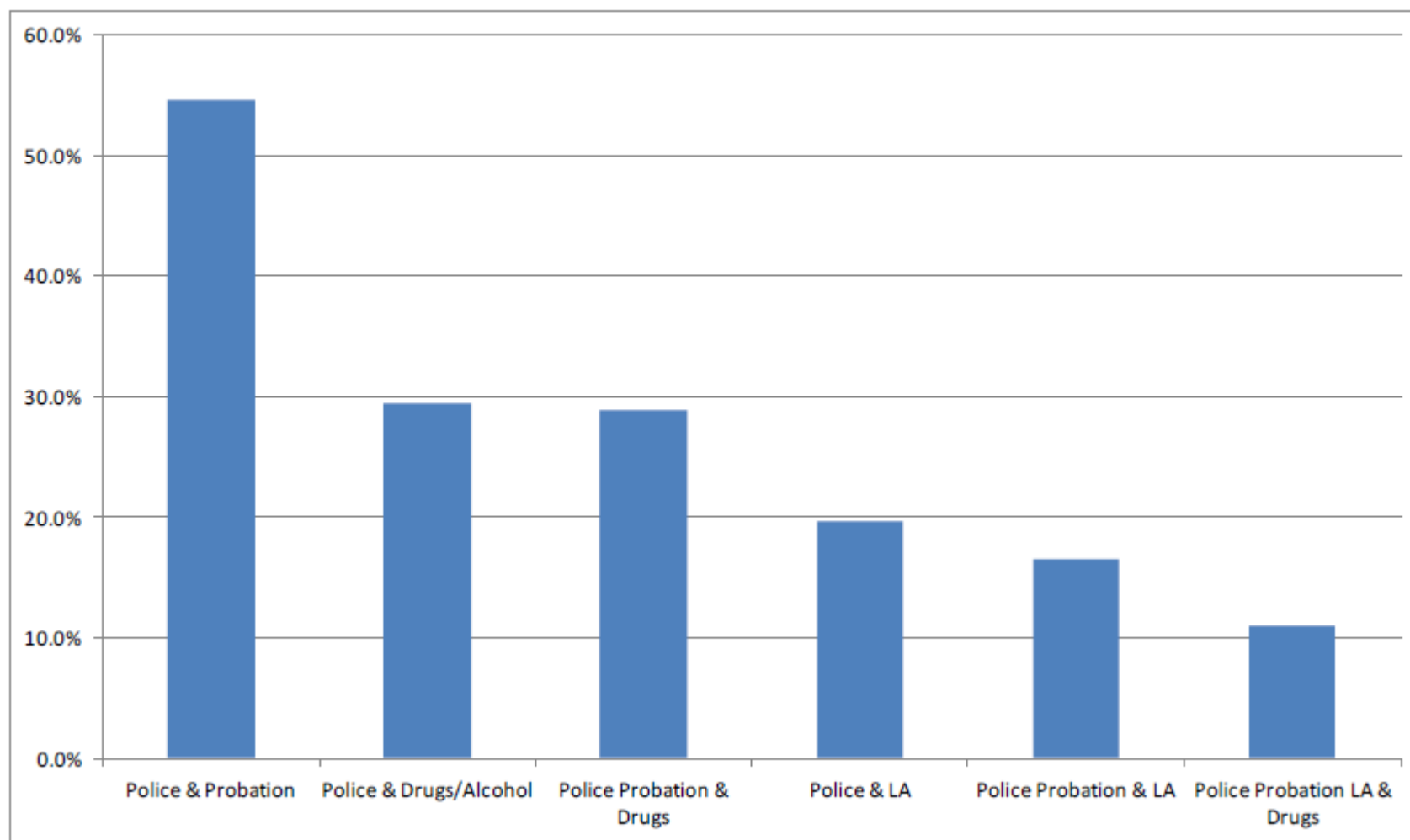
**Who are the agencies  
involved?**

**Figure 1: Agencies reported to be involved in local IOM arrangements**



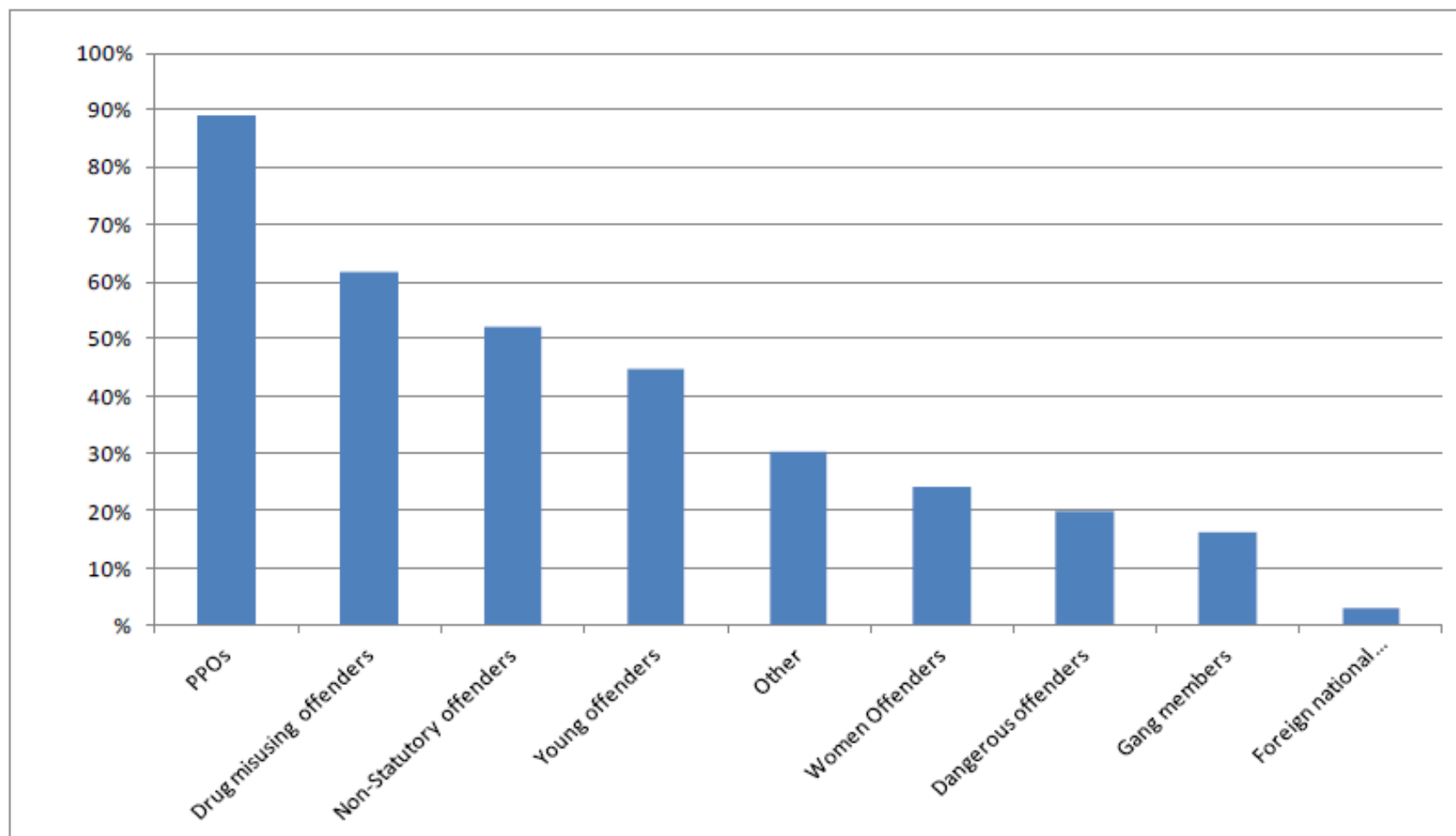
## Who co-locates?

Figure 2: Agencies involved in IOM and located on the same premises

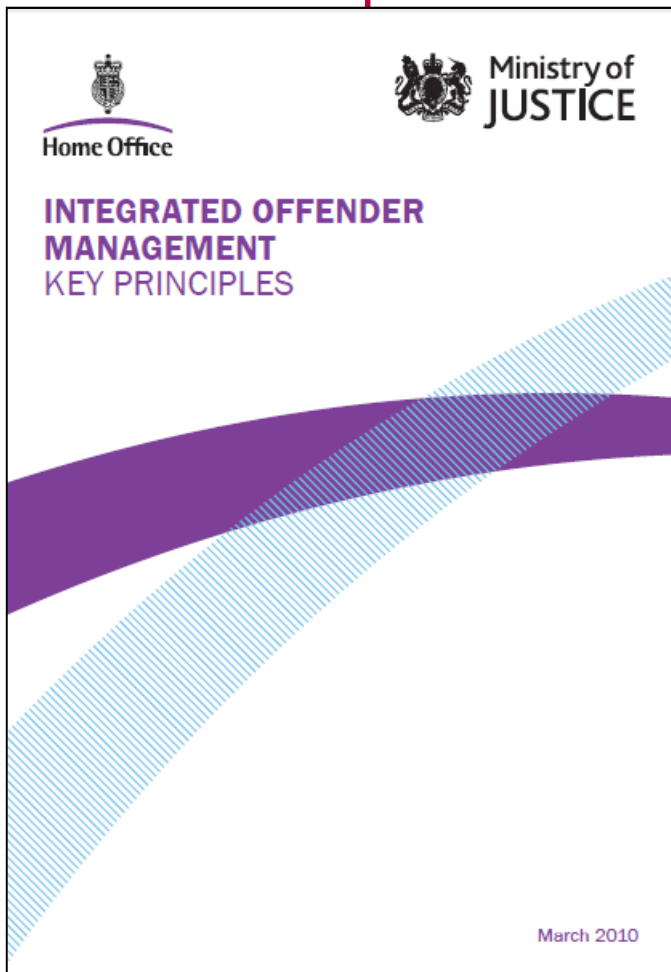


**Who is targeted?**

**Figure 4: Offenders prioritised within local IOM arrangements**



## UK Government definition of IOM: Key Principles



- 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 harm and/or re-offending are 'in scope'



## What you need to get IOM right?

- **Clear governance and delivery structures**
  - Co-location
- **Clear identification and demarcation of offenders in scope**
  - engaging local stakeholders in decision making
- **Recognize the heightened role of police**
  - in intelligence
  - enforcement
  - Changes to the nature and breadth of police engagement
  - 'can do' attitude
- **Crucial interfaces**
  - between prison and community intervention
  - between YOTs and IOM
  - between IOM and the court system
  - Engagement of the third sector
- **Develop models of offender management/case management**
- **Effective partnerships - pooling resources**





## Developing an IOM approach - key concerns

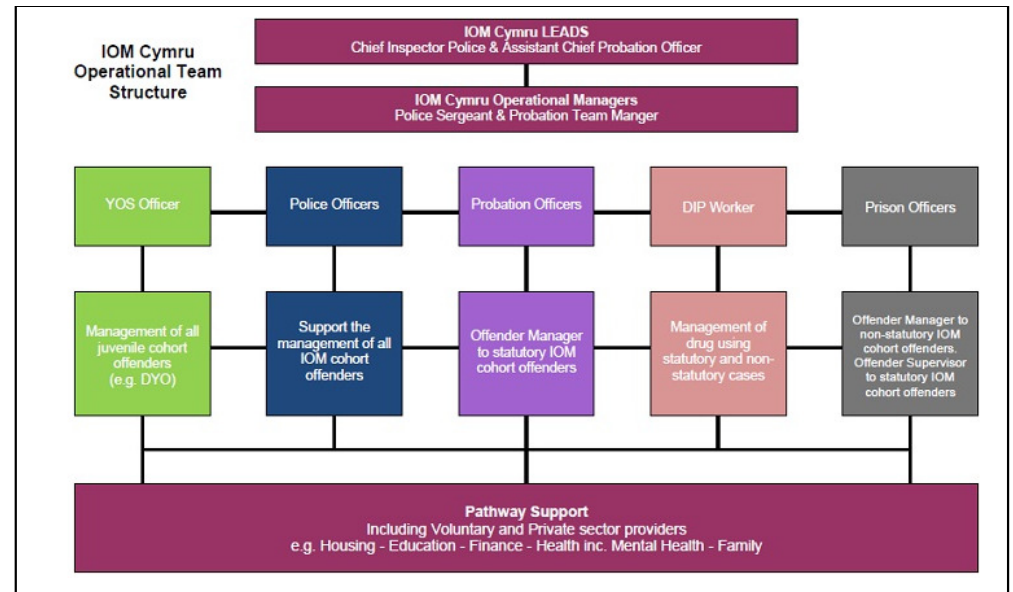
- Governance
- Scope of IOM
- Leadership
- Co-location
- Managing the Offender



## Governance

- Complexity of joined up working
  - Multiple layers of authority and responsibility
- Governance bodies (LCJB and CDRPs) need to work together to resolve territorial issues over strategic leadership
- Needs to be a single structure of accountability with local groups driving the solutions in each district within that county hub
  - Key issue is what strategic responsibilities should rest where?
- The greater the gap between strategic leadership and on the ground delivery greatest risk to integrity of IOM programme
  - Lessons from resettlement strategies of 2002

## Scope of IOM



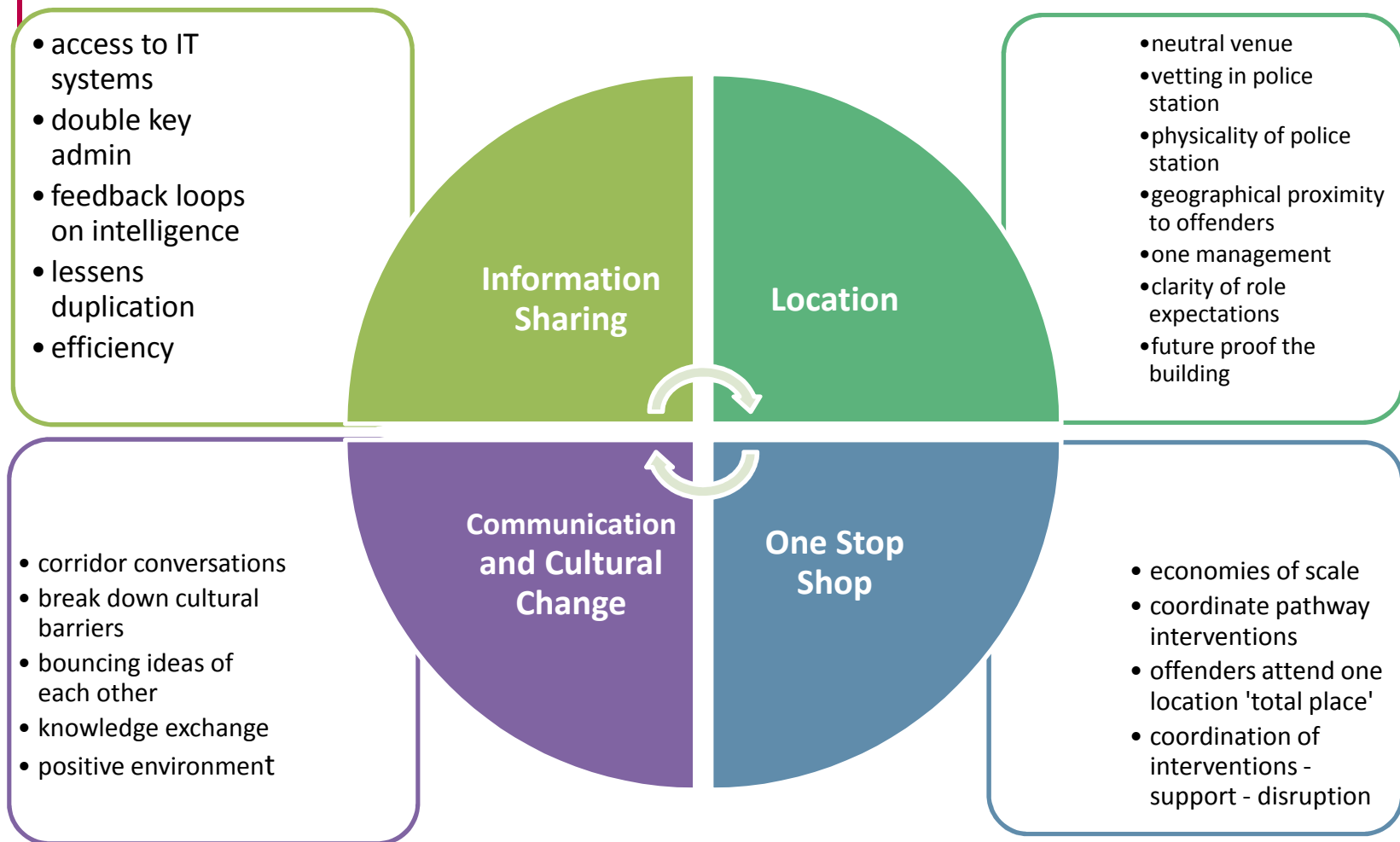
- **Effective targeting**
  - Partnerships must first decide the nature of offending and or risk that they wish to impact upon. Most IOM cohorts have focused upon acquisitive crime offenders and, particularly, non-statutory offenders, but this is changing
- **Effective selection/deselection within IOM**
- dynamic mechanisms, use of police intelligence, RAG schema, daily task meetings, links with beat police, multi-agency reviews
- **Who should sit within the IOM delivery body**
  - **Core**
    - Police, probation, prisons, DIP/CJIT, YOTs
  - **Supporting**
    - Health, third sector, housing, ETE, financial inclusion, drug and alcohol agencies, mentoring agencies



## Leadership

- Many of schemes police-led, though models of police-probation joint leadership also exist
  - **Key Question: Who has the offender management expertise as distinct from managing offenders?**
- Police essential but not to dictate the developments
- How might delivery leadership work with strategic structures?
- IOM must not become its own silo
  - consider the example of YOTs in Eng and Wales

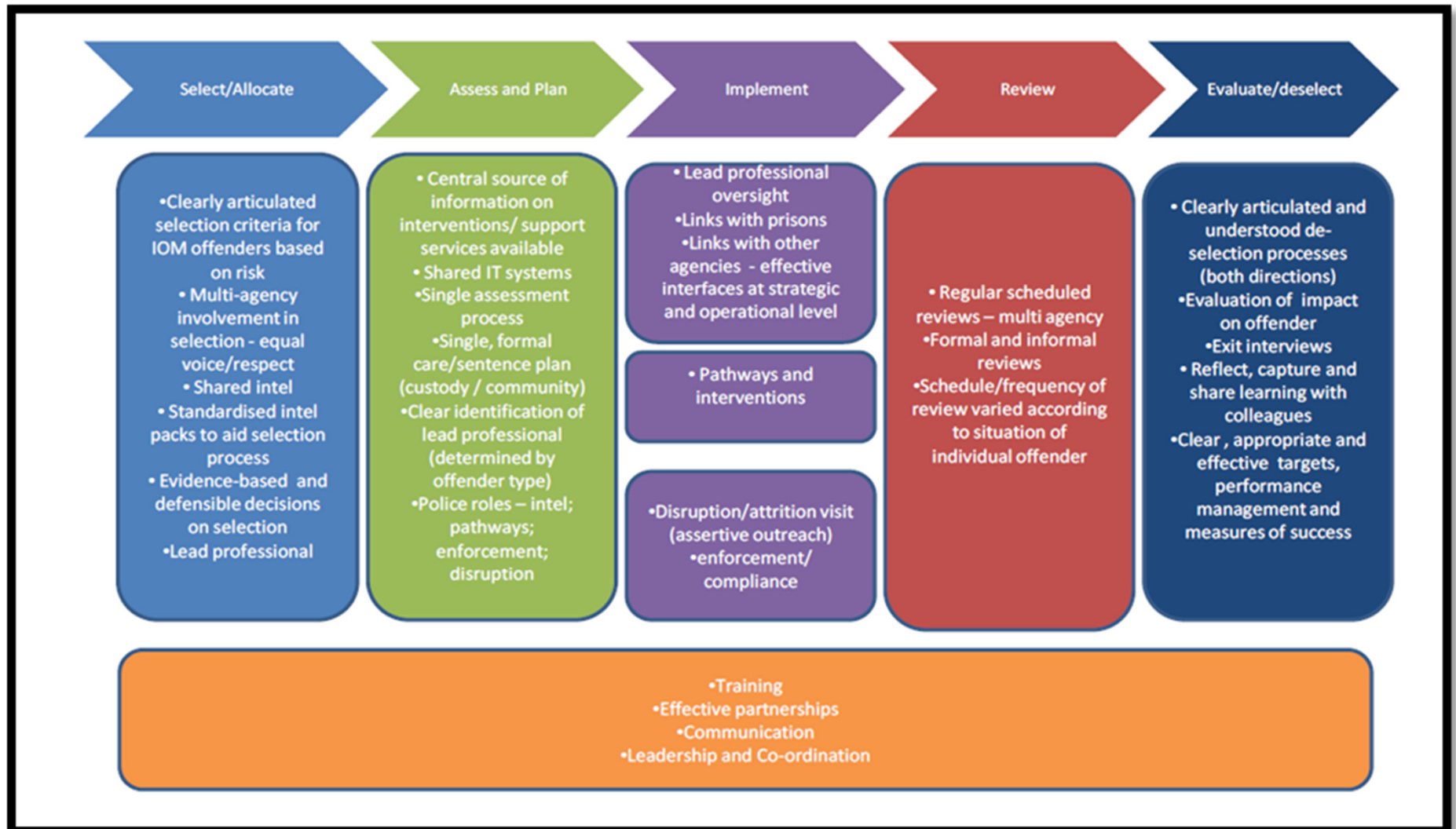
## Issues in co-location



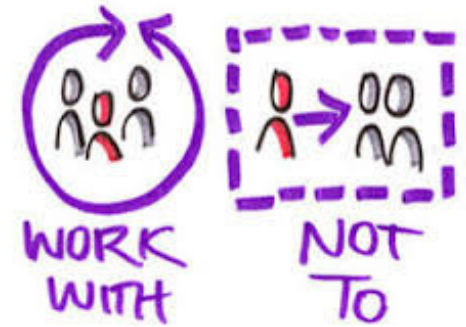
## Managing the Offender

- **A continuum of intervention**, sequenced and nuanced, promoted and supported.
  - police moving beyond just 'catch and convict'
  - interventions not simply based on statutory orders
  - single point of contact, one stop shop system for offenders
  - Right agency at right time
  - Key aim '**disruption of criminal activity**'
- **high levels of trust** and understanding reported in OM/offender relationships.
- **Level of intensity of work** with offenders on IOM needs close monitoring and balanced with statutory engagement
- However, **high intensity is largely valued by offenders**









Moving towards a more

they genuinely care or it's their job or a bit  
else, it's about me doing better for meself nd  
ask how you're doing 'are you using, are you  
committing crime' do try to lure you into a  
trap, genuinely because they do care about  
you a little (offender, area 5)

## Issues raised this morning?

- How do you resource voluntary clients?
- How do you deal with the community response which says get rid of problematic individuals not give them more interventions
- How do you ensure protocols work on the ground for info sharing?
- How do you ensure you avoid dominance by the police?
- How do you ensure you get the cohort right?
- Need to make the most of available community data and intelligence
- Need to create a system for ensuring continuity of input
- Consider the additional benefits of community restorative justice

## Does it work?

*One of the strengths of IOM is that it has largely developed as a 'bottom up' innovation. In evaluation terms, this is one of its weaknesses. Attempting to identify the additionality of IOM, i.e. what local agencies were doing differently as a result of IOM was difficult across the IOM Pioneer sites as they had developed in different ways. It still remains difficult, given local variations between schemes (Wong, BJCI, 11:2/3)*

- There have been both qualitative and quantitative evaluations
- Some attempts to produce 'gold standard' impact evaluations
  - feasibility study not published
- Difficulty of attribution of change?
- Shifting nature of the IOM cohort, moving into and out of different levels of intervention
- *"Evaluation research is tortured by time constraints. The policy cycle revolves quicker than the research cycle, with the result that 'real time' evaluations often have little influence on policy making."* (Pawson 2002: 157)

## Implications

*commission an independent, authoritative and structured evaluation of the cost and benefits of Integrated Offender Management in terms of crime reduction; reduced frequency and/or seriousness of reoffending; and eventual desistance from crime.  
(Inspectorate Report, March 2014)*

- New interventions – build in evaluation during the design phase (deploy the most rigorous methodology possible)
- Document/record/identify additionality – know what's different and be able to cost this
- Re-offending as an outcome measure – rolling access to a regular PNC data download for the intervention cohort
- Impact evaluation (reconviction study) will not explain “why it works”

*Key aspects of the Transforming Rehabilitation reforms include:*

- for the first time in recent history, all offenders released from custody will receive statutory supervision and rehabilitation on release. This includes short-term prisoners - those sentenced to less than 12 months in custody ;
- a nationwide ‘through the prison gate’ resettlement service, so that most offenders receive continuous support by one provider from custody into the community. Most offenders to be held in a prison designated to their area for at least three months before release;
- the market opened up to a diverse range of new rehabilitation providers, to operate in 21 new Contract Package Areas, to get the best out of the public, voluntary and private sectors;
- payment incentives for providers to focus relentlessly on reforming offenders, with full payment contingent on real reductions in reoffending, especially amongst prolific offenders;
- a new public sector National Probation Service, to protect the public;
- a strong role for Police and Crime Commissioners in ensuring that national commissioning decisions reflect and support their local priorities.

## Final food for thought?

**IOM is a cooperative model both from multi-service delivery and from physical co-located activity but also in terms of engaging non-statutory service users in resettlement following release from prison. Such an approach emphasises a number of key relational aspects of practice:**

- co-working amongst agencies
- co-production with service users
- co-location and pro-social modelling of agency perspectives
- user-defined objectives
- intensive engagement
- pooled budgets

**Does this model of IOM only work where services are cooperatively shaped and managed and would a competitive environment send out paradoxical messages to service users?**

Gloucester Police and Crime Commissioner stated:

*“Fragmentation of the supervision of offenders, with the public provider responsible for high risk and MAPPA cases and the contracted provider responsible for low and medium risk offenders, would increase the complexity of information exchange and fracture the continuity of offender supervision, adding substantially to the risk of public protection failures.” (Office of the Police and Crime Commissioner Gloucestershire 2013: 7)*



Any questions?

Thank You for listening!

p.g.senior@shu.ac.uk

+44 114 225 3190 @yorkhull