



Strategic Alliance Devon & Cornwall and Dorset

Integrated Offender Management /
Targeted Operating Model
'TURNAROUND'



Home Office / Ministry of Justice

**The Government laid out the following areas
where IOM should focus its activities:**

- Reduction of crime and reoffending.
- Address potential overlaps between existing approaches and programmes.
- Align and expand pre-existing criminal justice and partner agencies practice.
- Simplify and strengthen governance.



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5 Principles



Developed to underpin any IOM arrangement:

- 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 are high risk of causing serious harm and/or re-offending are 'in scope'



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National Benchmarking



Variety in application of IOM albeit the principles remain:

- **A&S** – Extensive investment by T/CC John Long (ACPO Lead for IOM) ; they have implemented a Managing People Department which incorporates, IMPACT (IOM for Serious Acquisitive Criminals), IRIS (IOM for Dangerous Offenders i.e. Sex Offenders including Registered Sex Offenders, High Risk of Harm DV etc.), Multi-agency Safeguarding Hub and Integrated Victim and Witness Care known as Lighthouse and have been innovative in the use of existing staff to managers offenders e.g. now use their FIO's as offender managers within their 'managing people department' www.impactpathways.org.uk
- **Durham** – reviewing IOM using randomised control with a view to implementing 'CheckPoint' process.
- **Herts** - business case with a proposal to set up a Police/ Prison/ Probation (CRC) Hub at HMP The Mount to facilitate IOM work.
- **Norfolk / Suffolk** - harmonized their '180' (IOM) cross both counties giving a more holistic way to address their prolific offenders, the selection process for offenders on the program has been refined to ensure they are in line with the policing plans of both counties.
- **Northumbria** – "new model refocuses the police to concentrate on policing issues of prevention, intelligence and enforcement, with the 'softer' side e.g. engagement with assistance in housing/medication etc. etc. being stripped away. We continue to work in partnership but have the benefit of teams of officers rather than individual officers, and will do so in a more focused way, concentrating appropriate activity based on the merits of each individual case".



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Alliance Scoping – observations.

- IOM – TurnAround works (both forces)
- Co-location works (both forces)
- Strategic ownership differs between forces
- Cohorts vary between forces
- Offender Manager role perceptions vary between forces
- Partnerships with CRC are strong in both forces
- CSP's involvement remains embryonic (work in progress)
- Police time is taken up ensuring compliance with licence conditions (Control – bus passes, gym membership, phones)
- Public / Private sector relationship uncertainty (fees for service, payment by results)



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Options appraisal – TurnAround IOM

Option 1

<p>Option 1</p> <p>Align Dorset with Devon & Cornwall Turnaround Programme.</p>	<p>Propose establishment in Dorset to increase PPC Managers to FTE</p> <ul style="list-style-type: none"> - Enable increase of PPC cohort in Dorset - Retain additional IOM Manager in Dorset (growth post) - No change to Devon and Cornwall Turnaround structure <p>Discounted: This does not support the direction of travel in terms of Strategic Alliance. It does not take into account developments in legislation and partnership obligations, nor does it contribute to cost saving required.</p>
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Options appraisal – TurnAround IOM



Option 2

Option 2
 Change Strategic Governance and focus, reducing PPO Manager numbers through Strategic Alliance.

Strategic Governance of TurnAround to be included with proposed Alliance Prevention Directorate (PD) structure (Inter-Dependency).

- Superintendent and Chief Inspector (CI) provide strategic lead
- TurnAround Inspector (1 x FTE) integrated into Prevention Directorate
- Programme Strategic Support Officer (SSO) ceases to exist (role performed by business performance development unit)
- D/Sgt IOM managers replaced with Police Staff Coordinators x 5
- PPO Offender Manager numbers increase through re-alignment of Establishments 22 FTE
- IOM Researchers role ceases to exist, performed by PR researchers
- Collaboration with CRD and other partners continues

Discounted This option is not considered viable as there is a **5.3% cost saving** (£1,674) and does not support the direction of travel in terms of Strategic Alliance



Options appraisal – TurnAround IOM



Option 3


Option 3
Preferred Option
 Change Strategic Governance, aligning with Troubled families and Youth Offending (Crime Prevention Directorate). Increased focus upon 'super prolific' offender management by Specialist PPO Management Teams (TurnAround). Maximising changes in legislation to monitor and control statutory offenders at lower risk of re-offending via partners and local policing teams.

PPO specialists will focus upon 'super-prolific' persistent offenders (8% of total TAT Cohort) that commit 10 or more crimes each (4% of total crimes committed by cohort). Increased numbers of Statutory Officers (as consequence of rollout of TurnAround Teams and introduction of Rehabilitation of Offenders Act 2014) will be policed locally and managed by the CRD

Strategic Governance of TurnAround to be included within proposed Alliance Prevention Directorate (PD) structure (Inter-Dependency).


- Superintendent and Chief Inspector (CI) provide strategic lead
- TurnAround Inspector (1 x FTE) integrated into Prevention Directorate
- 1 x FTE Strategic Support ceases to exist
- 5 x FTE D/Sgt IO Managers (• 1 x FTE additional post in Devon)
- 14 x IO Super Prolific Offender Managers (SPPOM) operate from the SCU Hues (1 Devon, 2 Plymouth, 4 DUS, 2 Dorset), a reduction in 5 x FTE PPO IO Managers (167,804 cost savings)
- 6 x Researcher posts remain (pending SA Business case for role)
- Collaboration with CRD and other partners continues

This is the preferred option as it represents **12.8% cost savings** (£72,804) maximum opportunity, reduced crime, prolific offender rehabilitation, Off Rehab Act legislation, define roles and responsibilities



Options appraisal – TurnAround IOM

Option 4



<p>Option 4</p> <p>IOM becomes core-business within Neighbourhood Policing Model by 2017 – 2 Year Phased Implementation (Northumbria Model).</p>	<p>Creation of IOM Inspectors and Strategic Support Offices facilitated by implementation of Prevention Directorate (PD) TurnAround (TA) pilots transferred to Neighbourhood Beat Manager (NBM) and Offence Manager's roles delivered to Neighbourhood Policing Teams (NPTs) under strategic governance of PD</p> <p>2 x Police Beat IOM Coordinators (CO) would provide partnership links to and be co-located with local Community Partnership Units/units (CPCU) in support of NBM's and as integral brand LPA command teams</p> <p>Intelligence Management Units would play more of an integral part of managing PD's containing the IOM Research Unit as part of their business and providing intelligence to the IOM to enhance and assist manage having either respective geographical areas and Co-ordinate partnership responses</p> <p>- 20 x FTE Available offender managers based to local areas (with some be allowed to support the safeguarding a partner or isolate SNTs)</p> <p>Discovered: Devon's Op. Census review has identified that its Safer Neighbourhood Teams are not able to accommodate the additional functionality and senior responsibilities in DSO identity with their NPT's being in a similar position.</p> <p>There are 61% cost savings (1,032,014) to the forces upon full implementation after 2 years.</p> <p><small>*If officers x 20 were utilised elsewhere e.g. safeguarding and associated savings not realised cost savings would equate to 12% (162,100)</small></p>
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Comparative Analysis of the CJI Report on the IOM Approach (March 2014) and the Transforming Rehabilitation Target Operating Model (Sept 2013)

Conclusion

"Whether the new model is more (or less) effective will not be conclusively determined until both schemes have been in place for some time; IOM approaches are relatively new and given the continued austerity measures in place, how police and probation manage offenders may be required to change further even had the new model not been introduced.

CRCs are composed of various agencies and/or companies; some are combined private/public sector partnerships whilst there are others which are predominantly charitable organisations working with some crime reduction initiatives. The twenty one CRCs are divided into regions; six areas are managed by Sodexo criminal justice services, five covered by Purple Futures with others including Working Links5 and MTC Novo both of whom have over a decade of criminal justice and/or government service provision.

The new model of offender management, whether part of CRCs, NPS or an integration of both as well as IOM approaches, it is clear more attention and funding is being given to offenders and their families. What may become problematic is victims still rely on charitable organisations, e.g. Victim Support, Women's Aid, etc. and whilst some is provided via PCCs, offenders (and their families) are supported by numerous agencies including the government. Victim focus is part of the new model but nonetheless, the funding disparity in what is provided to offenders and their families and victims is stark".

Criminal Justice Joint Inspection on the IOM approach (March 2014)

Conclusion

“Inspectors clearly have concerns over some aspect of the IOM approach not least of which relates to training and the level of experience of police leading schemes. This is primarily related to the roles and functions of the different agencies: probation have and remain focused on rehabilitation albeit alongside monitoring offenders for whom they have responsibility. Police are primarily concerned with ensuring the public are protected, obtaining intelligence and detecting/preventing crime; whilst such may at times include offender management it is clearly secondary in their responsibility. It is noted in several points throughout the Report that alongside training, systems and processes in place may be having a detrimental impact – if risk assessments are not being completed accurately by [untrained] staff this in fact creates additional work for (usually) probation staff and is an inefficient use of both agencies’ staff. If agencies cannot address these concerns, IOM approaches and the issues raised will remain a problem and ultimately affect the likely success of these schemes. That said, any success or failure requires empirical study and the schemes need to be place for an amount of time with which data can be gathered to provide comparative analysis to be undertaken. Finally, the IOM approach (from the findings of the Report) are able to effectively manage offenders depending on how the agencies work together and how they embrace the schemes themselves”.

Criminal Justice Joint Inspection on the IOM approach (March 2014)

Policing and Multi-agency Recommendations

Chief Constables should:

- promote the benefits of Integrated Offender Management to all officers and staff in their force area, particularly those working at the front line
- ensure that there are processes in place which ensure that intelligence is passed between Integrated Offender Management units and front line police officers and staff, and vice versa.

Community Rehabilitation Company’s and National Probation Service should:

- take an active role at a strategic level, to ensure that Integrated Offender Management is effective
- provide appropriate services for all offenders managed within Integrated Offender Management, regardless of their statutory status.

The Youth Justice Board should:

- ensure that Youth Offending Teams are aware of the benefits of collaborating with Integrated Offender Management approaches.

Community Safety Partnerships should:

- ensure that all relevant partners are involved in the delivery of Integrated Offender Management, as a major contribution to local crime reduction
- identify a single lead officer of sufficient status to contribute to the strategic planning of Integrated Offender Management in each area.

Integrated Offender Management partnerships should:

- ensure that all staff receive sufficient training to enable them to fulfil their duties
- ensure that intelligence is shared effectively by all partners, to reduce crime and reoffending
- ensure that police and probation staff are deployed to best effect, in accordance with their respective skills and role profiles.

HMI Probation Report Transforming Rehabilitation: Early Implementation (Dec 2014)**Conclusion**

“Sixty-seven recommendations were made; the inspection appears to have not only identified problems arising directly due to changes introduced by the Transforming Rehabilitation programme but also highlighted existing issues with Probation Trusts. In their press release, HMI Prob write NPS was created in June 2014 and as such (and as with many diverging organisations) communication and information sharing were the main cause of problems likely to be found for some time. Therefore continued monitoring will be required by senior staff to ensure these issues are addressed and no further issues arise. Inspectors did have positive comments: the assignment of the majority of cases was achieved prior to the 1 June deadline and reports provided to courts by NPS were of good quality. Inspectors commend staff for their efforts to ensure implementation of the new programme had been relatively successful. Given these organisations were new at the time of inspection the next inspection report will be eagerly anticipated by those within probation and related agencies as well as any detractors of the new programme”.

