

# Thematic Briefing

## **Integrated Offender Management Reducing Reoffending**

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**Chief Inspector Skelton**

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## **1.0 Background / Context**

- 1.1 Lincolnshire reducing reoffending landscape has changed dramatically in the previous 12 months. Up to December 2021 the team dealing with offender management were called Assisting Rehabilitation through Collaboration (ARC). Due to a new national offender management strategy released in December 2020, with operational guidance circulated in April 2021, Lincolnshire restructured and commenced Integrated Offender Management (IOM) in December 2021.
- 1.2 Prior to ARC ending a piece of work had been commissioned for Lincoln University to review the period when ARC was in place, in order to understand and assess success against quantitative and qualitative perspectives as well as capture any associated learning so that we could continue to develop offender management in Lincolnshire. This report has assisted in the design and structure of IOM.
- 1.3 Within this period probation services have also restructured, moving back to a national model. Due to the IOM national strategy being Police and Probation focused, this has brought associated challenges to the programme. To assist, a jointly funded IOM Inspectors post was created as a dedicated resource to bring about credible change in line with national guidance.

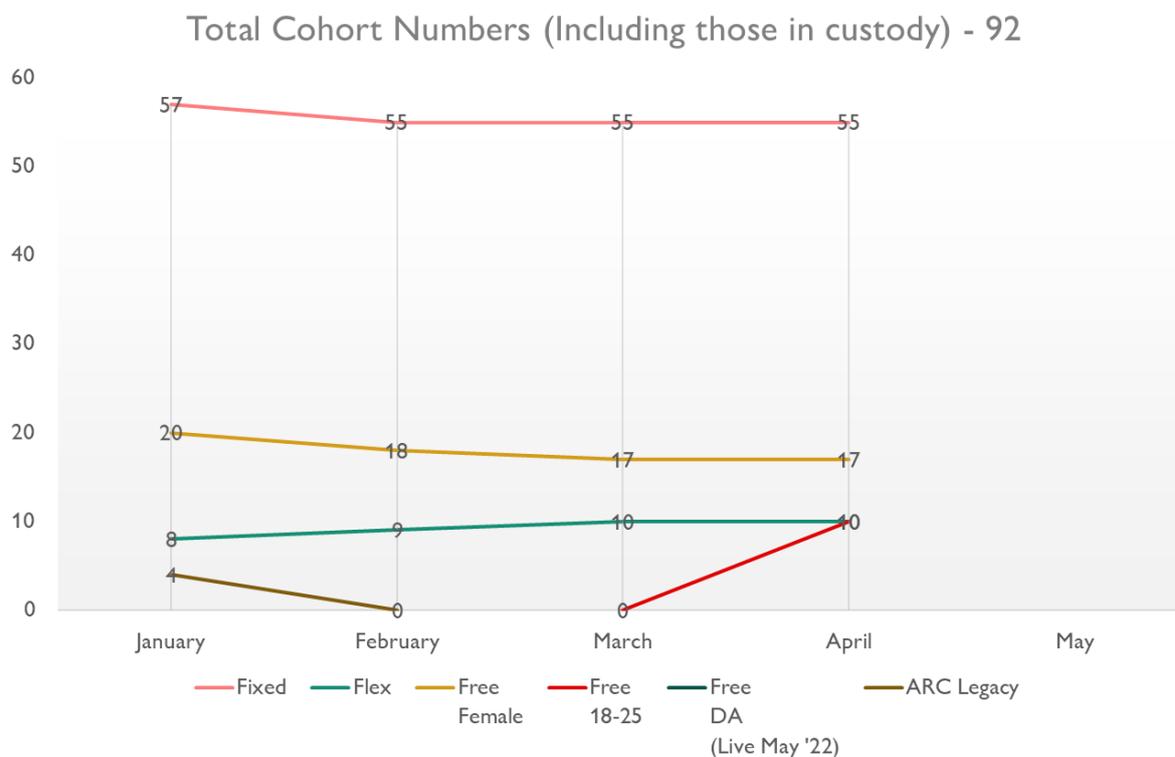
## **2.0 Developments over last 6-12 months**

- 2.1 An IOM Strategy was developed and came in to practice as of November 2021. Within this document is a set timeline to show how IOM within Lincolnshire will grow and also how we will evaluate the programme. This strategy was written specifically to cover an 18-month period to acknowledge the way in which IOM would be developed and built, with a review date of March 2023.
- 2.2 In December 2021 the IOM 'Fixed' cohort went live. This was aligned to the neighbourhood crime types of Burglary, Robbery, Theft from a Person, and Theft from/of Motor Vehicle and includes approximately 60 offenders. Alongside this new Fixed cohort were the 'ARC Legacy' - those offenders who no longer met the criteria to remain on the new offender programme, but ethically we had to work towards de-registration. This cohort would naturally move to zero by March 22 and be sat within the 'Free' cohorts of IOM.

- 2.3 A full review of all roles within IOM took place to bring about the most efficient structure. One of these being the IOM Co-Ordinator function, a critical role to ensure co-ordination across the partnership landscape. Further work also took place to establish permanent roles to the unit and allow sustainability and dedicated resource.
- 2.4 Funding from a Public Health bid meant 2 dedicated ‘We are With You Workers’ (WAWY) were allocated to IOM. This was a huge step towards in forming a dedicated team to start to address the criminogenic needs of offenders, with substance misuse being a key factor in offending, across the majority of cohorts. This funding is in place for 18 months.
- 2.5 In January 2022 the ‘Female’ cohort went live (as per the strategy timeline). This was to address the imbalance in male and female offenders in the Fixed cohort and to align to the national and local female offender strategy. This cohort was designed to predominantly address offending volume but also considered the associated vulnerabilities of females who offend. The cohort is restricted to approximately 20 offenders at any one time.
- 2.6 Working with EDAN Lincs, a dedicated Independent Domestic Violence Advisor (IDVA) was allocated to IOM. Whilst specific to the female cohort, they also offer wider support to those female offenders across all cohorts. This dedicated expertise allocated at the right level will bring about the greatest chance of success regarding desistance from crime. The role is a collaboration and is on a trial basis from EDAN Lincs, with consideration for future recommissioning of this service in 2023.
- 2.7 In March 2022, the ‘18–25 year old’ cohort went live (as per the strategy timeline). This cohort was created to address the intrinsic link to long term offending with prolific offenders located within this age group. The criteria is not linked to neighbourhood crime types but is aligned to two distinct strands: transition from Youth Offending Services and volume of offending.

**3.0 Current Position / Performance (where applicable)**

**3.1 IOM Overview as of April 2022:**



3.2 Early signs of positive progress are starting to be evident; this is with the caveat that it is the sustained and long-term progress that is key to desistance so any summary needs to be taken in context. Of note currently:

- 10 individuals have desisted from all criminality and are working towards moving away from IOM support.
- There are 9 cases where focused IOM activity has resulted in them being returned to custody, removing the opportunity to commit further crime.
- On entry to the Female Cohort (January '22) the 17 offenders had a collective two-year offending total of 321 positive Criminal Justice (CJ) outcomes. This report was repeated in March '22 and shows that the collective two-year total has reduced to 307 positive CJ outcomes.
- A system to monitor the movement of managed offenders through the 9 pathways of desistance is in place. This is done through Initial Pathway Assessment (IPA) scores that are obtained every three months for every managed individual. This IOM model has not been in place for enough time through sufficient IPA checkpoints for full analysis, however the average initial IPA score was 21.92 and the average score at the first checkpoint is

19.07. This shows a positive reduction in the factors that cause criminality and is an encouraging sign at this early stage.

3.3 In February 2022, Lincolnshire Police’s Continuous Improvement Unit (CIU) undertook a review of IOM in accordance with the Strategy timeline. The review was conducted against the 96 recommendations in the national operational guidance and the 36 recommendations from Lincoln University’s review of ARC. The review has shown some significant outcomes, with staff within the team demonstrating they are engaged, understand direction and feel that IOM is far improved on service delivery compared to ARC. The review will ensure we continue to evolve and grow as a unit, open to external scrutiny to assist in addressing and understanding our performance.

#### **4.0 Forward look 6-12 months**

4.1 In May 2022 the last cohort will go live, this the Domestic Abuse (DA) perpetrator cohort. This will focus on volume offenders and criteria is still being worked through, seeking best practice from other Forces to ensure our criteria is fit for Lincolnshire.

4.2 The findings of the CIU review have formed a live development plan for IOM, which will be worked through addressing each of the observations/recommendations. A further review will be carried out by CIU in September 2022 as per the strategy.

4.3 In December 2022 a full analytical product will be produced to demonstrate IOMs performance. This request has already been submitted to Lincolnshire County Council’s analytical team. This will be 12 months since IOMs initial go live and will have allowed sufficient time to judge how we are performing, understanding that desistance from criminal activity is a slow and invested process. This will form a crucial document for the new Strategy to be written in March 2023.

#### **5.0 Issues of Exception – Opportunities / Risks**

5.1 A major risk for IOM is the capacity of the team, mapped against demand. The size of the IOM cohorts is rightly governed by the number of staff (guidance states 20 offenders to one police officer). In Lincolnshire we have 4 IOM support staff as well as 4 PCs. Due to this we have a ratio of 30 offenders to one police officer, so a maximum total on the IOM cohorts of 120 offenders at any one time. Due to the nature of allocation criteria, it will quickly move to a

position where offenders meet the criteria, but due to the numbers already on the cohort they will not be able to be accepted onto it. This clearly comes with risk, and IOM is not a function where you can quickly deregister offenders due to the nature of the support and work we do.

- 5.2 The funding for the IOM Inspector comes to an end in August 2022. This is a critical role, and a post needs to be established to cover this role on a fulltime basis. This is currently being considered at the appropriate resourcing board, with inclusion into the Safer Lincolnshire Partnership structure.

## **6.0 Key Public Messages**

- 6.1 Any public based message regarding IOM needs to ensure we show success against investment. The IOM team have a twitter account and promote activity where possible, but a large proportion is not for public consumption. It would be appropriate, based on the findings of the analytical product in December 2022 to share the success of the team (if this is what it shows) to raise awareness that the Criminal Justice route is not always the best way to bring about desistance from crime, in the longer term.