

STRONG AND SUPPORTIVE COMMUNITIES SCRUTINY COMMITTEE	Agenda Item No. 7
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Report of the Head of Neighbourhoods

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UPDATE ON THE INTEGRATED OFFENDER MANAGEMENT (IOM) PROGRAMME

1. PURPOSE

- 1.1 This report provides an update to the Committee on the progress of developing an integrated approach to offender management and its effect upon reoffending within the City.

2. RECOMMENDATIONS

- 2.1 For the Scrutiny Committee to endorse and support the continued development of an integrated approach to offender management (IOM) within the City and to suggest additions or further opportunities to the approach that will further enhance it.

3. BACKGROUND

- 3.1 Inspired by the success of the Prolific and other Priority Offender programme (30%+ reduction in reoffending nationally), the Drug Intervention Programme (DIP; £7.12 saved for every £1 spent), Multi-Agency Assessment Public Protection Arrangements (MAPPA) and other partnership work, our Integrated Offender Management programme targets offenders in the community (both those on statutory supervision and those who are not; youth and adult) who present the highest risks of reoffending within our City. The scheme in Peterborough is supplemented by the Social Impact Bond, under its operating name of The One Service, who work specifically with those short sentence offenders released from prison under no statutory supervision.

The IOM scheme within Peterborough is developed in accordance with joint Home Office/Ministry of Justice guidance published in 'Integrated Offender Management, Government Policy Statement', June 2009.

The IOM approach complements Peterborough's preventative agenda by looking to change behaviour and prevent reoffending whilst relentlessly pursuing those who continue to break the law and present high levels of risk.

- 3.2 The IOM scheme has the following key aims:

- **Preventing re-offending, reducing local crime and making communities safer; tackling social exclusion** of offenders and their families and **driving up operational delivery performance**
- Creating multi-agency partnerships thereby providing a **single, coherent structure** for the management of repeat and other problem offenders, by **addressing potential overlaps between existing approaches** and programmes to manage offenders and **address gaps**

- **Align the work of local criminal justice agencies**, expanding and improving on **partnerships** that already exist to work with **targeted groups** of offenders, builds upon existing offender management partnerships, such as PPO and DIP programmes

3.3 IOM is based upon the widely accepted principle that a relatively small number of offenders are responsible for majority of crime. There is a general consensus that:

0.5% of offenders = 10% volume crime

10% of offenders = 50% volume crime

Once in prison:

- 33% have at some point been in care
- 90% have at some point been excluded from school
- 54% have education level of 11year old
- 50% long-term unemployed
- 40% hard-drug issue of more £100 a day
- 70% closest friendship group multi-convictions
- 10% diagnosed mental illness

76% of those sentenced to less than 12 months will re-offend and be back within 2 years

But, this is not a soft option. Support is there for those offenders who want to stop offending; our targeted programme ensures that those who do not stop are relentlessly pursued by the police and captured should they err.

4. IOM in Peterborough

4.1 Victim based crime in Peterborough continues to be at its lowest recorded levels for years.

4.2 A major reason for the progress in reducing crime is the partnership-led integrated offender management initiative.

4.3 Since last presented to the Committee developments include:

- Joined up the police led burglary initiative (Op Alert), with our existing PPO Scheme and our Keys Project to create a single scheme.
- We now manage a single cohort (since April 2011)
- The police developed an IMPACT Team (started April 2011) to target those offenders failing to comply
- Multi-agency selection – any partner can propose someone to be included
- Multi-agency case management and review of current cases
- Information sharing daily, weekly & monthly

4.4 The scheme now manages regularly around 100 offenders. At any one time about half are in custody and half are in the community.

4.5 As mentioned earlier, the scheme is supplemented by the national pilot of ‘payments by results’ in the criminal justice system: The Social Impact Bond, known as The One Service. The Peterborough pilot is funded by investment raised through a social impact bond. A number of organisations deliver intervention work under the [One Service](#) brand to 3,000 short sentenced men released from [HMP Peterborough](#).

This approach offers released prisoners the opportunity to change their lives by focussing on the causes of their offending behaviour across a range of tried and tested pathways to reduce re-offending.

Integrated offender management links up with other areas of work within the city to make longer-term change a realistic prospect. These include the family recovery project, safer schools, the drugs intervention programme and the development of a city-wide approach to anti-social behaviour.

4.6 Our approach and our partners.

The IOM scheme is based upon tried and tested pathways to reduce reoffending. Those pathways are delivered by a range of partners, co-ordinated by a local authority employed IOM Co-ordinator. A brief summary of pathways and partners (not an exhaustive list) is detailed below:

1. **Enforcement** – Police, probation, prisons, YOS
2. **Accommodation** – PCC, NACRO, Cross Keys
3. **ETE** – Nacro, Job Deal, JobCentre Plus, Probation
4. **Health** – CPFT, Links with NHS Peterborough/Cambridgeshire being developed
5. **Substance Misuse** – SaferPeterborough Team, DIP
6. **Finance** – JobCentre Plus
7. **Children & Families** –Links to Family Recovery Project; to Ormiston via One Service
8. **Attitudes & Thinking** – Probation, YOS
9. **Women** – Dawn Project. Domestic abuse links to Women’s Aid and HMP Peterborough

4.7 Governance for the scheme is provided by the Safer Peterborough Partnership Board and the Peterborough scheme has been developed under the guidance of the Criminal Justice Board in order to achieve as much cross-county consistency as possible. This provides for greater organisational effectiveness and is particularly noteworthy given the introduction of The Policing and Crime Commissioner during 2012.

As mentioned, the scheme is co-ordinated by a local authority employed co-ordinator and further staffed under partnership arrangements with dedicated local authority, police and probation staff engaged with offenders on a day to day basis. This partnership arrangement is cost neutral and demonstrates the commitment and belief in the approach, cross-agency.

Local development of the scheme is managed via a bi-monthly multi-agency Reducing Reoffending Group, chaired by the Safer Peterborough Manager (Cutting Crime), Karen Kibblewhite. The group has devised an IOM development plan which is attached at appendix ‘A’. The three key priorities for the schemes development for the forthcoming year are:

- Co-location of all dedicated IOM staff;
- Development of a single case management system across all agencies;
- Development of a clear performance framework across the geographic county.

Offenders are managed by a Red, Amber, Green rating, they are assessed according to their compliance with the scheme and a joint professional view of the risk they present of reoffending.

The Home Office and Ministry of Justice are currently developing a single reducing reoffending measure which will assist in comparing the effectiveness of schemes across the country; it is hoped that this will be available for use during the latter part of 2011.

5 Does the scheme work?

5.1 Yes, and an example of how it has actually worked for one individual is detailed below. This is a genuine example of an individual who has had a long history of criminal behaviour together with other activity that has adversely affected the lives of many of Peterborough’s law abiding citizens. The scheme has prompted the following:

He was:	He has:
A prolific burglar and thief	Committed no offences for months
Engaged in anti-social behaviour	Behaving
Unsettled in various and numerous accommodation	Has his own settled accommodation
High level of drug abuse (heroin and cocaine)	Is engaging with drugs services and reducing his use
Low literacy levels	Is learning to read and write
High and disruptive alcohol use	Has requested alcohol detox
Unwilling to engage with support and displayed aggressive behaviour	Is training to become a peer support worker.

6. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

Integrated Offender Management; A government policy statement 2010

Safer Peterborough Partnership Plan 2010 -2013

7. APPENDICES

- 7.1 Appendix A: Peterborough Reducing Reoffending Action Plan
- Appendix B: Integrated Offender Management – Key Principles