



Strategic Policing and Crime Board

Tuesday 17th July 2018

Police and Crime Plan Priority: Protecting from Harm II

Title: Offender Management

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Purpose of paper

1. To provide members of the Strategic Policing and Crime Board with information related to offender management, detailing progress against the Police and Crime Plan and describing current activity and plans for improvement.

Background

Strategy and approach to offender management

2. Reducing reoffending is a key strand of the force Intervention & Prevention strategy and is the foundation of how WMP manages offenders. The expectation is consistent across all WMP departments to identify 'Control and Change' opportunities when dealing with offenders. All Officers are offender managers to varying degrees and every engagement with an 'offender' is an opportunity to connect and assess opportunities to prevent re-offending.
3. The mission for Integrated Offender Management (IOM) teams across the force is clear in terms of reducing re-offending and delivering this through case management plans which balance control and change.
4. The Home Office document entitled 'Key IOM Principles' was refreshed and re-launched in 2015 which West Midlands helped inform and strongly support.
5. The key principles which form the foundation of our approach to IOM are:
 - **All partners managing offenders together** - a broad partnership base for IOM helps to ensure that the local approach is underpinned by comprehensive evidence

and intelligence and that a wide range of rehabilitative interventions are available to support offenders' pathways out of crime.

- ***Delivering a local response to local problems*** - the IOM model reflects geographical circumstances and priorities, responding to the crime and reoffending risks faced by the community.
- ***All offenders potentially in scope*** - IOM brings a partnership approach to the management of offenders. This is regardless of whether they are subject to statutory supervision by the National Probation Service or Community Rehabilitation Company, or managed on a voluntary basis where not subject to formal arrangements.
- ***Ensuring offenders face their responsibilities or the consequences*** - the IOM approach brings a multi-agency partnership offer of rehabilitative support for those who engage, with the promise of swift justice for those who continue to offend.
- ***Make best use of existing programmes and governance arrangements to achieve long term desistance from crime*** - IOM provides a 'strategic umbrella' that ensures coherence in the response to local crime and reoffending threats. It also provides a clear framework to make best use of local resources in tackling the most persistent or problematic offenders.
- ***To achieve long term desistance from crime*** - IOM ensures that offenders of concern remain on the radar of local agencies, even if not subject to statutory supervision, with the opportunity to provide sequenced rehabilitative interventions to offer the individual pathways out of crime.

6. The advent of the WMP 2020 Change Programme enabled the design of a corporately managed/locally delivered IOM structure. This offered the potential to bring consistency in practice, investing resources into proven effective activities and diverting resources into dealing with people that pose either the highest risk of harm to communities.
7. The purpose of the corporate function is to:
 - Guide Local Offender Management Units (LOMUs) in delivering the IOM strategic objectives of consistent delivery, development of new OM business and proportionality of investment based on risk.
 - Provide a framework for identifying and implementing local and national innovation and best practice.
 - Enable consistent application of risk and needs assessment ensuring proportionate investment.
 - Facilitate knowledge sharing – enabling existing offender managers to learn from each other and adopt new and effective practice.
 - Retain important working connection with local officers to reduce re-offending rates.
8. The Central IOM Team has operational responsibility for:
 - The delivery of electronic monitoring 'Breach' arrangements.
 - Resettlement Units which are co-located in the three resettlement unit prisons with the Community Rehabilitation Companies (CRC).
 - Multi Agency Public Protection Arrangements (MAPPAs).
 - Co-ordination and the provision of quality assurance and effective practice.
 - Co-ordinating force inspections.
 - Managing organisational reviews and learning and acts as a point of contact for Neighbourhood Policing Unit (NPU) Commanders to understand the effectiveness of delivery in their areas.
 - Continuous professional development of all staff within the LOMU/ IOM force structure.

- Provide resilience for MAPPA level 2 arrangements and deals with chair and panel representation for MAPPA level 3 cases in conjunction with local staff.
9. LOMUs are geographically based within a NPU and come under the direction and control of a NPU Commander.

The approach to the management of the offender cohorts managed by IOM (core offenders, domestic abuse/risk offenders, sexual offenders, vulnerable offenders)

10. Delivery of tactics across the 'control change continuum' increasingly rely on a far broader set of skills than arrests and Criminal Justice outcomes. Under control tactics, the greater and innovative application of civil legislation and effective negotiation of licence conditions and sentencing outcomes are significant.
11. On the change aspects, there is clear merit in developing pathways to address offenders' needs which contribute to causing their offending. There are nine well researched pathways to reduce reoffending, which comprise; accommodation, education, employment and training, attitudes, thinking and behaviour, mental and physical health, drugs and alcohol, finance, benefits and debt and children and families.
12. Subsequently, WMP need effective strategic and operational relationships in place to with key partners such as, Local Authorities, ASB Teams, Registered Social Landlords, Community Rehabilitation Companies, National Probation Service and Youth Offending Teams, who are all responsible for housing enforcement, civil actions, licence conditions and sentencing options.
13. In terms of accommodation and health, WMP rely on networked relationships and commissioned services for effective delivery against the nine pathways.
14. WMP is almost unique in IOM terms nationally, by evolving and expanding management of a far broader cohort of offenders than some forces. Since November 2016 WMP has evolved and expanded IOM beyond Prolific and Priority Offenders (PPOs) and statutory MAPPA cases, in line with WMP principles in relation to reducing risk of harm, to more closely align with our Probation partner's assessments.
15. LOMUs deliver against an operating model that addresses the four 'pillars' of offender-types:
- Core Offenders - Prolific & Priority Offenders (PPOs), High Crime Causing Users (HCCUs) and IOM Nominals).

- Vulnerable Offenders - Young People and Females.
 - Risk Offenders - Violent MAPPA/Domestic Abuse/Organised Crime Gangs (OCG) and Urban Street Gangs (USG).
 - Sex Offender Management – in-custody and community nominals.
16. Of note, the ethos of offender management in its purest form begins with pre-offending and opportunities to intervene through ‘Early Help’ and ‘Troubled Families’ programmes as adverse childhood experiences are identified.
17. The links with neighbourhood policing are vital to the effective delivery of intervention and prevention in these critical early years through integrated partnership working.
18. WMP manages offenders in conjunction with the Home Office and Ministry of Justice key aims that underpin Integrated Offender Management:
- Reduce crime and re-offending and improve confidence in the criminal justice system.
 - Address potential overlaps between approaches/ programmes to manage offenders and address gaps.
 - Align the work of local criminal justice agencies, expanding and improving on partnerships that exist at the local area and regional level with wider social agendas.
 - Simplify and strengthen governance, to provide greater clarity around respective roles and responsibilities, including leadership, operational decision making and allocation of resources.

Core Offenders

19. The Identification of Core Offenders is based upon:
- Adult offenders (18+) are highlighted using a scoring matrix for acquisitive crime.
 - The score is considered as an indicator but is not a definitive decision making tool for case management. For example, there may be a requirement for management of low or non-scoring offenders that are causing harm.
 - Prolific and Priority Offenders, High Crime Causing Users and offenders determined from professional dialogue.
 - Neighbourhood policing defined cohort.

20. With respect to the cohort identified through neighbourhood policing colleagues, the LOMUs will support them in the selection of offenders, review of case management plans and ownership of the management of the offender and delivery of the plan.

Vulnerable Offenders

Youth Crime Officers

21. Each LOMU has a Youth Crime Officer (YCO). These officers are based with their partners statutory' Youth Offending Team (YOT). They are co-supervised by both the YOT and LOMU supervisors. The YCO role is a statutory role and governed by Youth Justice Board national guidance. One of their primary roles is driving the use of out of court disposals within the Youth Offending Service. In achieving this, the YCO supports all out of court disposals and youth cautions with their respective YOT.
22. The YCO role is to:
- Support all out of court disposals (OOCd) which includes Community Resolution, 2nd and subsequent Community Resolutions, Youth Caution and Youth Conditional Caution within respective YOT arrangements;
 - Collate and share police information, engage within joint decision making panels and contribute towards the disposal and intervention plans;
 - Provide day-to-day interaction and support the functioning of YOT, providing staff with access to relevant information within police systems and two way information sharing;
 - Attendance at YOT located multiagency meetings to facilitate two way information sharing for children identified as vulnerable and not already subject of assisted management by the Youth Offender Manager (YOM).
 - Ensure YOT are made aware of children in custody.

Youth Offender Manager (YOM)

23. YOM roles are bespoke to WMP and are located and supervised within the LOMU. YOMs act in support of the YOT case managers and YCOs in the management of the children where joint YOT/Police case management has been agreed.

24. Among duties supporting and assisting the case management of children YOMs are responsible for scanning and identifying cases where WMP would consider asking for children to be remanded to custody at the point of charge.
25. The YOM will ensure that a Remand Risk Conference is convened with the YOT and relevant partners to consider the case before arrest, where possible, and in all cases before charges are laid. The objective of the Remand Risk Conference is to agree a joint remand/bail action plan for presentation to court by the YOT Court team. Alternatives to custody are considered with a remand to custody used as a last resort.

Female Offenders

26. Aside from a single NPU, which provides a core offender manager for intervention work, specific female cohorts have not been developed. Where a female is subject to statutory interventions, management has rested with either National Probation Service (NPS) or CRC.
27. Whilst the number of females entering the criminal justice process is considerably less than males, their needs have been identified as complex. Intervention with this cohort, specifically those part of a family unit, has the ability to deliver preventative services to manage children away from harm and reduce re-offending.

Risk Offenders

28. This pillar includes violent MAPPA nominal management, Child Sexual Exploitation (CSE) offender management, Organised Crime Gangs (OCG)/Urban Street Gang (USG) offender management and Domestic Abuse (DA) offender management.

Violent MAPPA

29. Nominals are managed within the statutory guidelines for which HMPPS are the lead agency. LOMU officers have responsibility in screening all potentially eligible offenders and sharing information to allow informed decisions to be made.

Child Sexual Exploitation (CSE)

30. Making use of IOM methodology to manage CSE perpetrators remains largely untested nationally. WMP places a strong emphasis on control actions, with any change interventions being mandated more formally through sanctioned license

arrangements or developed as the approach matures through national best practice or local partnership innovation.

31. It is accepted that a large proportion of CSE perpetrators are non-statutory as convictions for CSE offending are low to date, therefore, selection is often based on intelligence and statutory supervision arising from convictions for other offences. The intelligence collection to be able to identify the cohort has thus far sat with offender managers and is a significant investment in time. Identification of effective practice across the force is being captured and disseminated across LOMUs to influence developing activity.

Organised Crime Gangs/Urban Street Gangs

32. Organised Crime Gangs (OCGs) are listed and management recorded on the OCG tracker which is maintained in line with Home Office guidelines by Intelligence. The OCGs are given scores and grading in relation to their intent and capability to commit criminality.
33. Urban Street Gangs (USG) are recorded on the OCG tracker if they share the OCG features. In these cases they are given the dual identity of OCG and USG. If the USG do not have the same features, they are not recorded on the tracker but are mapped by Intelligence to inform and support NPUs in the management of the risk posed from USGs.
34. OCG offender managers will use scores from the tracker to determine their list of offenders eligible for management.
35. The decision to actively manage or not manage an OCG or USG offender rests with the Local Responsible Officer (LRO). This is determined by the risk, current intelligence and the appropriate tiered intervention necessary to manage the risk from the individual or OCG/USG.
36. As with CSE offenders, a large proportion are non-statutory so control tactics are limited to identifying intelligence opportunities. Only three areas have pro-active OCG/Gangs teams which leaves the offender managers in the remaining areas as the local resource to task.

Domestic Abuse Offenders

37. WMP's Public Protection Unit (PPU) remains responsible for the overarching force approach to domestic abuse. There is emerging evidence to suggest that effective management of DA perpetrators can significantly decrease risk of harm to victims and has beneficial effects on the children of DA perpetrators who have witnessed abuse and violence within the home.
38. The DA cohort managed through the LOMU structures is comprised of offenders from the following cases:

All high risk DA cases:

- All high risk DA cases are reviewed on a daily basis and are subject of a risk assessment to determine if they are suitable for management by DA Offender Manager (DA OM)
- Whilst the majority of Multi Agency Risk Assessment Conference (MARAC) qualifying cases will have already been reviewed as above, any other DA offenders identified through the MARAC process will be referred to the DA OM for management.

Serial DA Perpetrators:

- A serial perpetrator is understood for the purpose of this policy as:
“any offender alleged to have used or threatened violence against two or more victims, who are unconnected to each other, who are or have been intimate partners of the perpetrator (as opposed to repeat offending against the same victim or persons in the same household) over a rolling 3 year period”
- Where serial perpetrators are identified, they will be managed regardless of risk. This is because serial perpetrators feature significantly in learning from Domestic Homicide Reviews in the *force*.

Other DA offenders:

- Resettlement Team cases - Resettlement Teams screen offenders on release back into communities for previous high risk DA flags irrespective of their index offence.
- High risk offenders being managed in other cohorts, where DA is a feature in their offending - A conversation will take place with LOMU regarding where best managed.

- Any transferred DA case from another LOMU.
 - Any DA offender referral received from another force that meets the above criteria.
39. Where DA OMs identify cases for de-selection that meet the following criteria, a discussion should be had with the LOMU supervisor:
- Offenders sentenced to 2 years or more in custody.
 - Offenders that have not committed any further offences for a period of 3 months.
 - No intelligence to suggest re-offending has occurred.

Sex Offender Management

40. Eligible Registered Sex Offenders (RSOs) are managed under statutory Multi Agency Public Protection Arrangement (MAPPA). Those subject to level 2 or 3 are managed via multi agency panels. WMP chair the sex offender panels. All agencies record information on ViSOR which is accessible by police, probation and prison to share information.
41. RSOs not subject to probation involvement are managed by the police for their registration period, but information is shared where appropriate with partner agencies. The level of risk in the community is assessed and this will dictate the frequency of visits.
42. MAPPA works extremely well within WMP although ratios of RSOs to Sex offender Managers (SOMs) are a source of concern. There is excellent engagement with all those managed at level 2 and level 3 panels with positive multi-agency cooperation.
43. Active Risk Management System (ARMS) was introduced in 2014/15 as a dynamic risk assessment and management tool for Adult Male RSOs. Due to the number of new nominals received each month, it was determined that priority would be given to completion of ARMS for those nominals being released from custody and new offenders. This enables national guidance on completion of an ARMS within 6 weeks of release to be met. However, this has caused pressure on existing resources and a challenge to complete ARMS assessments on the pre-existing offender base. The pre-existing offender base has been subject to assessment using the risk assessment tool, 'RM2K', in addition to prioritising completion of an ARMS assessment for new

offenders, prison releases those in the very high and high risk cohorts are also prioritised with a view to progressing on to medium and low risk pre-existing offender base.

Performance of IOM including reoffending rates / cost saving of each cohort to the Criminal Justice System (all offenders)

44. IDIOM is a web-based offender tracking tool provided by the Home Office, to support IOM arrangements. The below data is taken from IDIOM to show the cost savings across all cohorts for offenders adopted and managed by LOMUs.

WMP IDIOM Total number of Offenders managed during period since TS1		
Total:- 3286	Male:- 3078	Female:- 200
Projected annual offences committed by IOM nominals		
Pre management:- 18,142 (5.52 per nominal)	During/Post management:- 8,414 (2.56 per nominal)	Difference:- -9728 (-53.6%) (-2.96 per nominal)
Projected annual cost of IOM nominals		
Pre Management:- £84,092,722 (£25,591 per nominal)	During/Post management:- £34,849,724 (£10,606 per nominal)	Difference:- -£49,242,998 (-58.6%) (-£14,986 per nominal)
WMP IDIOM Total number of Offenders currently being managed (currently selected)		
Total:- 2246	Male:- 2124	Female:- 115
Projected annual offences committed by IOM nominals		
Pre management:- 13640	During management:- 6264 (2.79 per nominal)	Difference:- -7376 (-)

(6.07 per nominal)	nominal)	54.1%) (-3.28 per nominal)
Projected annual cost of IOM nominals		
Pre Management:- £61,008,367 (£27,163 per nominal)	During management:- £26,581,071 (£11,835 per nominal)	Difference:- <u>-£49,242,998</u> (-56.4%) (-£15,328 per nominal)

Developing learning and evidence on best practice

45. The force approach to Out of Court Disposals is progressive and has a significant role in changing offender behaviour and reducing victims of crime.
46. There is limited evidence-base for the management of low risk violent offenders who do not qualify under any of the previously described cohorts.
47. Evidence from the Cambridge University Turning Point Programme suggests that basic intervention may assist in reducing reoffending from these low level violent offenders who would not qualify for active management. This is on-going work through the Criminal Justice System on Out of Court Disposals, including Violence and Alcohol.
48. Practices are being developed between Criminal Justice Services, IOM and Prisoner Intervention and Prevention Teams to ensure Criminal Justice processes reflect learning from this evidence.
49. New Chance is a project specifically focusing on supporting women entering the Criminal Justice System, funded by the OPCC, piloting an early intervention approach. This has been guided by the 'Whole System Approach' for female offenders bid document from the Ministry of Justice dated November 2015. This recognises the need for a multi-disciplinary approach to meet the needs of these offenders who are often from a vulnerable section of the population.
50. This initiative has seen 404 women referred from Birmingham and Sandwell into the project between April 2016 and March 2018. The project is being evaluated by Birmingham University with an interim evaluation anticipated prior to autumn 2018.
51. A final report will be completed by December 2018. The Women's Support and Commissioning Unit has indicated support to determine how this could be mainstreamed across the Force.

52. There remains a requirement to focus upon the earliest of interventions at a neighbourhood level to prevent escalation of offending through adverse childhood experiences. Work being undertaken by the Combined Authority on Abuse, Loss Trauma, Attachment and Resilience will inform this approach.
53. Current research suggests children and the families of those serving custodial sentences are left behind in the community to serve their own 'Hidden Sentences'. Such individuals are deprived from having meaningful contact with their parent, if any at all, and can have a significant impact on a child and family. Children of incarcerated parents are more likely to commit crimes with a five times increased likelihood that they will go on to be in prison when they are older. It is estimated 65% of boys with fathers imprisoned will go on to offend. The Central IOM team are working with internal and external stakeholders such as Public Health England and Barnardo's, to develop our approach in relation to Hidden Sentences.
54. The College of Policing and National IOM working group remain sources of evidence based and effective practice and learning is shared and brought back from regional and national forums.

Current and future challenges to successful implementation and delivery of IOM

55. At NPCC IOM level, there is recognition of the effect of Transforming Rehabilitation upon offender management, in particular CRC payment by results being affected and, therefore, reduced funding affecting their ability to deliver and commission services. The complex needs of a significant number of offenders who would have previously received one to one, bespoke support, are now met through group work which can be inappropriate and ineffective.
56. WMP has a depth of knowledge on delivering IOM with strong partnership working and agreed protocols for managing change resistant cohorts. Recognising the future challenges, WMP are now seeing a positive move towards Local Authorities and Police consolidating their approach through combined Strategic IOM boards.
57. The 2019 national GPS rollout will lead to greater numbers of offenders, who would have received a custodial sentence, being managed within the community. At the same time CRC, will undertake increased management of offenders from within the HMP estate.

58. The number of registered sex offenders within the WMP area is increasing on average by 8.29% per year, creating additional offenders who will require an ARMS assessment. Whilst they will be prioritised to ensure national guidance is adhered to, this will delay the ability to complete outstanding assessments for the existing cohort. Currently prioritisation is given to very high and high risk offenders, prison releases and those new on the register to ensure an ARMS risk assessment is completed. However, due to the caseloads, the SOM's carry the medium risk and low risk cohorts cannot receive the same levels of attention due to risk based prioritisation.

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