



Home Office

Integrated Offender Management: Findings from the 2013 survey

2013 Integrated Offender Management survey - findings

Introduction

Integrated Offender Management provides an overarching framework that brings local partners together to target the offenders who cause most damage locally. It typically involves representatives from criminal justice agencies, the local authority, health services and the voluntary sector, though arrangements differ by area reflecting local circumstances and priorities.

This is a report of the findings from a survey of Community Safety Partnerships (CSPs) to find out about the extent and nature of Integrated Offender Management (IOM) arrangements around the country. The survey was carried out in April 2013 by the Home Office Crime and Policing Analysis Unit.

An online survey was sent to 292 CSPs in England and Wales. A total of 184 CSPs provided survey returns where data could be analysed, but all CSPs did not necessarily answer all questions. It may be that CSPs with well-established arrangements in place were more inclined to complete a questionnaire, but this cannot necessarily be assumed. However, the findings reported here may not necessarily apply to all CSPs.

The strategic context for IOM

The reforms set out in *Transforming Rehabilitation: A Strategy for Reform*¹ will change the way that offenders are managed in the community:

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.

¹ Ministry of Justice 2013

Short-term prisoners brought within new statutory supervision arrangements will include prolific offenders who can drive up local crime rates. This survey shows that, in many areas, Integrated Offender Management arrangements are bringing a partnership focus to bear on the most challenging of this group, and there is a clear intention set out in the strategy document that these reforms should both support and build on the best of these local arrangements.

The survey results set out below are relevant to the work currently in hand to prepare the ground for the implementation of the Transforming Rehabilitation reforms. They provide information on the current spread of IOM arrangements across England and Wales, and more detailed information on the characteristics of the offenders being targeted by these local arrangements, and the partner agencies involved in helping to deliver them.

The spread of IOM

Of those CSPs that responded, 98 per cent (181 CSPs) said they had IOM arrangements in place across their area, whilst 2 per cent (n=3) said they did not. Of the three CSPs who did not have arrangements in place, one said that planning was ongoing to set-up arrangements and the other two said there were no current plans to put arrangements in place.

The government is keen to see Integrated Offender Management established in all areas and the Home Office is ready to assist any area that asks for support in developing their local arrangements.

When a survey of IOM arrangements was carried out in 2011, 74 per cent of CSPs reported having implemented IOM with the vast majority of the remaining 26 per cent reporting they planned to implement IOM. The current findings suggest that some areas have made progress in developing their local arrangements.

Table 1: Summary of IOM arrangements

	<i>Yes</i>	98%
Have IOM arrangements in place	<i>No</i>	2%
Arrangements considered fully or partly established	<i>Fully</i>	79%
	<i>Partly</i>	21%
Number of arrangements	<i>One</i>	88%
	<i>several</i>	12%
If several, how many	2	36%
	3	32%
	4+	32%

There are a number of tools available on GOV.UK intended to assist local areas to develop their local IOM arrangements, including the IOM Key Principles document, and the IOM Key Principles self-assessment tool. The latter can be used to undertake a diagnostic analysis of the local arrangements to identify key strengths and potential areas for development.

CSPs with IOM in place were asked if they considered the arrangements to be fully or partially established. 79 per cent said they considered their arrangements to be fully established, and 21 per cent said their arrangements were partially established. The 2011 survey also asked how established

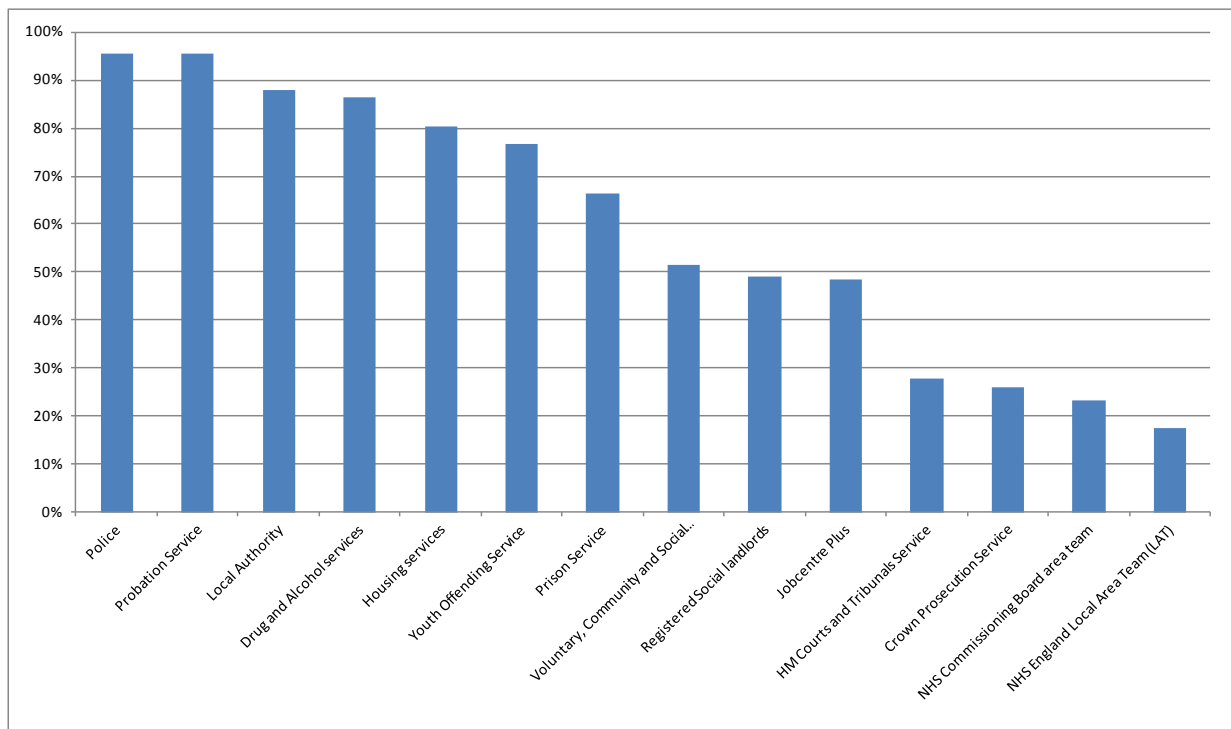
IOM was, in 2011 only 31 per cent of CSPs with IOM arrangements reported them being fully established, and 61 per cent reported they were partly established.

For those CSPs with IOM arrangements, 88 per cent had a single IOM arrangement covering the whole area, and 12 per cent had more than one set of arrangements covering different parts of the CSP geographical area. Of these 36 per cent had 2 arrangements and 32 per cent reported having 3 and 4 or more arrangements.

Agencies involved in IOM

CSPs were asked to say which agencies were involved in their local IOM arrangements. The results in figure 1 show findings by proportion of *arrangements* rather than proportion of CSPs. Those CSPs that have more than one set of arrangements in place will have answered the questions more than once.

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



Of the arrangements covered, 96 per cent report the involvement of the police and the probation service. Other common partners were Local Authorities (88 per cent), Drug and Alcohol Services (86 per cent), Housing Services (80 per cent) and Youth Offending Services (77 per cent), The Prison Service (66 per cent) and Voluntary, Community and Social Enterprise Sector (VCSE) (51 per cent).

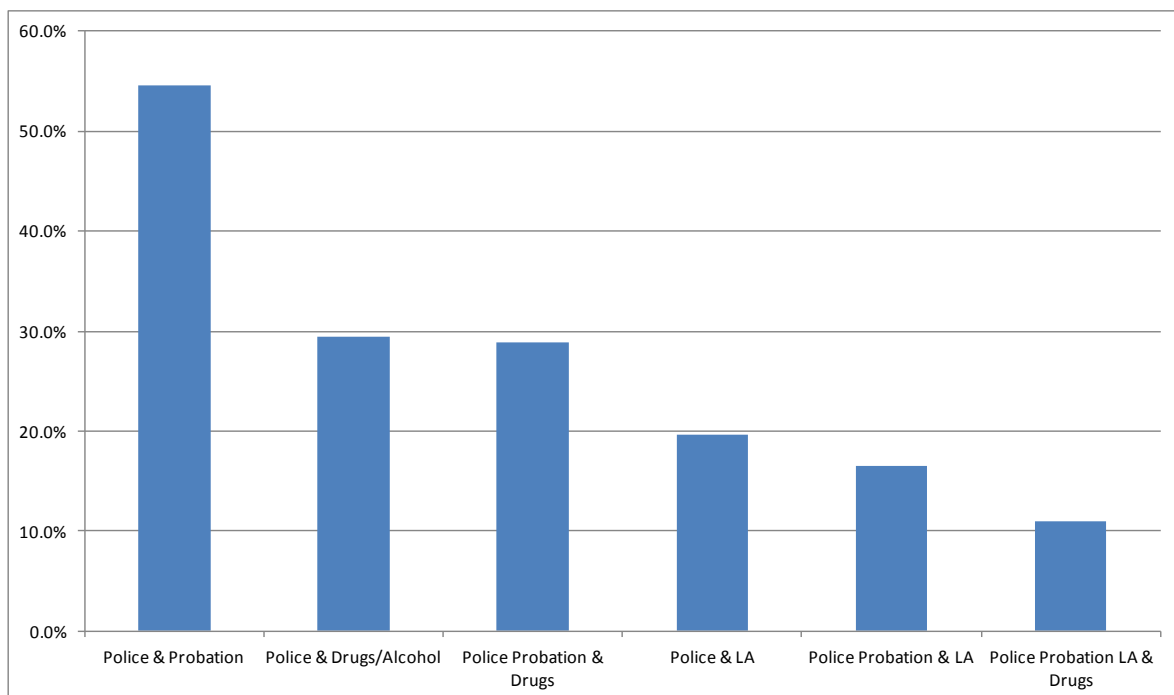
A much smaller proportion of arrangements reported involvement of Courts (28 per cent), the Crown Prosecution Service (26 per cent), NHS commissioning boards (23 per cent) or NHS England local area teams (17 per cent).

Compared with the 2011 survey there is very little difference in percentage terms in agencies involved in IOM arrangements. The most common agencies; the police, probation service, local authorities and drug and alcohol services differ by no more than 3 percentage points between 2011 and 2013. This does show a consistent involvement of these key agencies. Housing Services is the one agency that shows a clear increase, of 16 percentage points, from 64 per cent in 2011 to 80 per cent in 2013. The Prison Service also shows an increase in involvement, albeit from a smaller starting point (51 per cent in 2011 to 66 per cent in 2012). There was also a small increase in those reporting involvement of Youth Offending Services (71 per cent in 2011 to 77 per cent in 2013).

Co-location

CSPs were also asked whether any partnership agencies shared premises. The most common co-location was for police to share premises with one or more other agencies. Figure 2 shows the proportions reporting co-location for the agencies most commonly reported as being in the same premises as police. These were Probation, Drug and Alcohol Services and Local Authority.

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

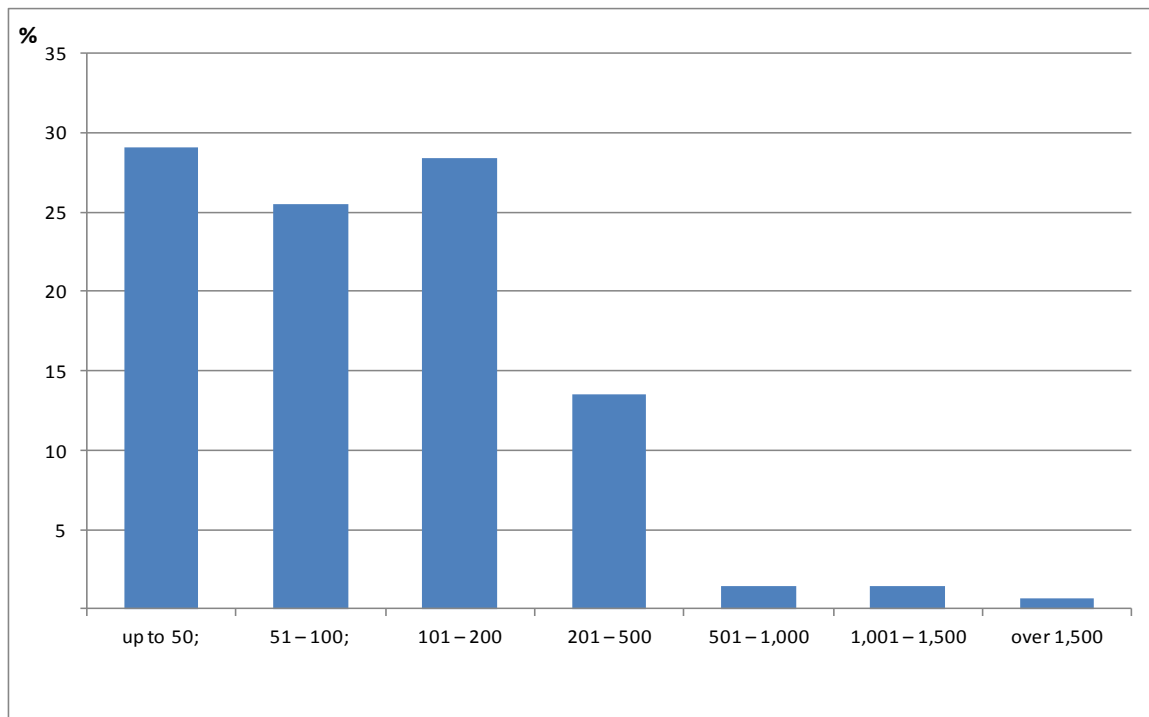


55 per cent of CSPs with IOM arrangements in place reported that the Police and Probation IOM partners were located on the same premises. 11 per cent of CSPs reported that all four of the most common agencies were co-located within their IOM arrangements.

Number of offenders

CSPs with IOM arrangements were asked to estimate how many offenders they had dealt with in the last year. The responses are shown in figure 3 below.

Figure 3: Number of offenders dealt with in the last year

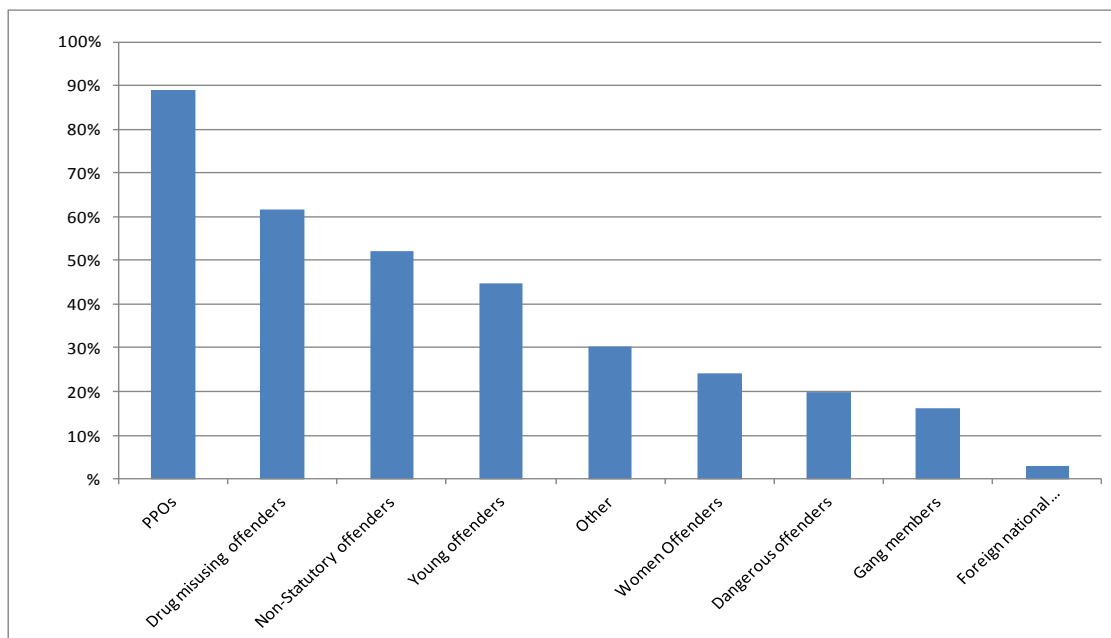


Over half of areas (55 per cent) reported dealing with fewer than 100 cases in the last year. 28 per cent reported managing between 101 and 200 cases and 16 per cent reported 201 to 500. Only 5 CSPs reported having dealt with more than 500 offenders in this time. This may reflect the relative sizes of CSPs and a rural/urban split.

Priority offenders

Figure 4 shows the proportion of CSPs who said they prioritised specific offender types. 74 per cent of CSPs said they prioritised one or more offender types and of these 93 per cent prioritised more than one. This question allowed respondents to choose as many options as applied, so percentages will not sum to 100.

Figure 4: Offenders prioritised within local IOM arrangements

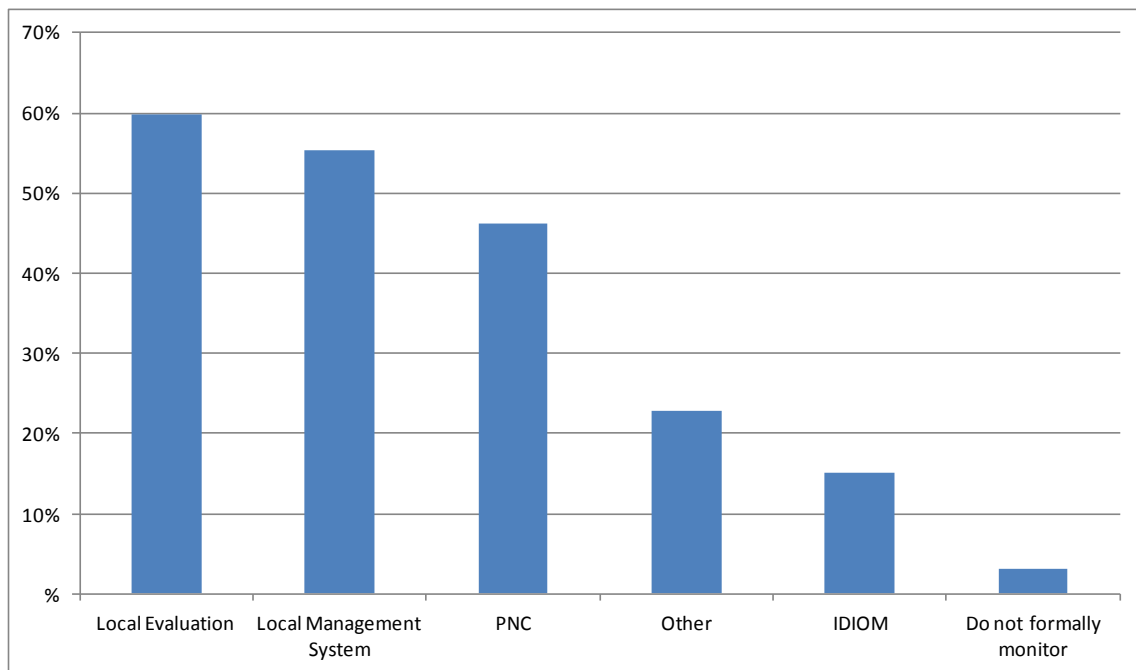


The majority (89 per cent) of CSPs prioritise Prolific and other Priority Offenders (PPOs). Other high priority offender types were drug misusing offenders (62 per cent), non-statutory offenders (52 per cent) and young offenders (45 per cent). Only 3 per cent of CSPs reported prioritising foreign national offenders. The inclusion of women offenders (prioritised by 24 per cent of CSPs) dangerous offenders (20 per cent) and gang members (16 per cent) could suggest that some areas are broadening their IOM caseload beyond acquisitive offenders.

Monitoring outcomes

There are various ways to monitor the outcomes of offender management. CSPs were asked to confirm which ones they used and were able to report more than one monitoring type.

Figure 5: Type of outcome monitoring used

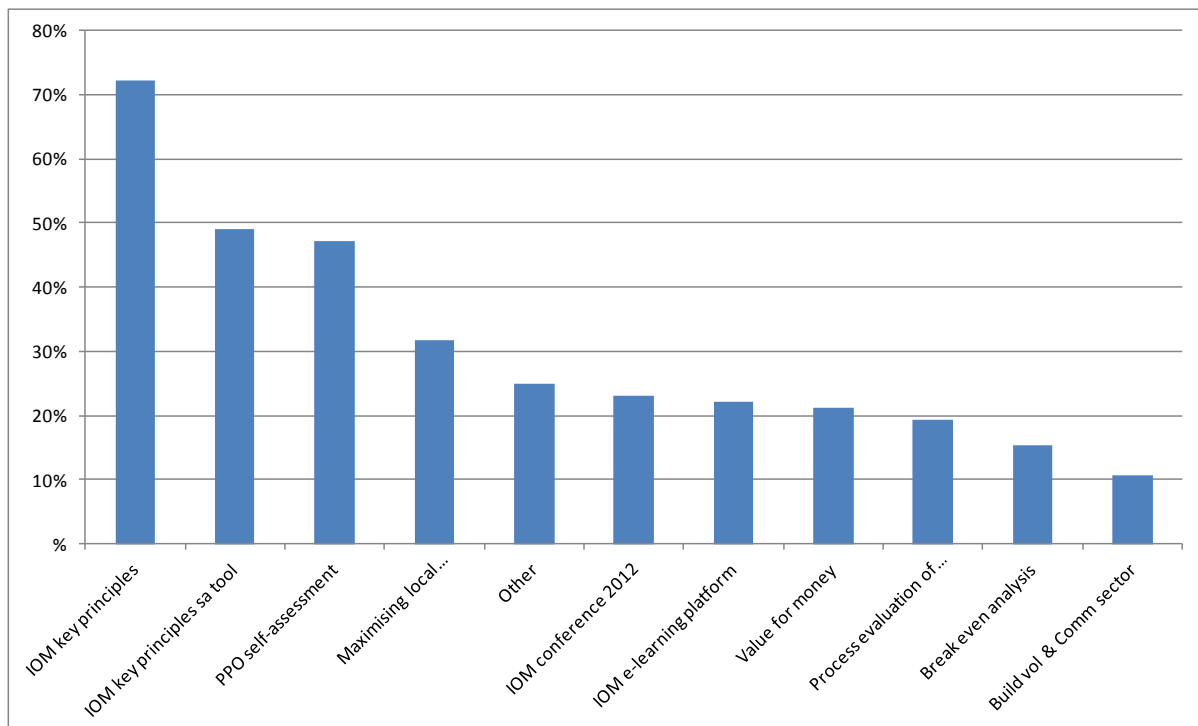


Local options were the most common, either local evaluations (60 per cent) or local management systems (55 per cent). IDIOM, a web-based offender tracking tool, provided by the Home Office, which automatically imports events on arrests, charges and outcomes from the Police National Computer for all offenders in an area's IOM cohort was used by 15 per cent of CSPs, and 3 per cent said that they did not formally monitor their outcomes.

Support tools

Several support tools are available to CSPs to support the set-up and development of local IOM arrangements. The graph below shows how much use was made of the major support tools. CSPs were able to report using more than one tool.

Figure6: IOM support tools used



The most popular tool was IOM Key Principles, which builds on the IOM policy statement. The IOM Key Principles help to underpin local IOM arrangements, with 72 per cent of CSPs reported that they used this. Less than half of CSPs reporting using any of the other tools, though the IOM Key Principles self assessment and PPO self-assessment tools were used by 49 per cent and 47 per cent of CSPs respectively.