

Integrated Offender Management (IOM)

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Policy Statement

Summary

In line with the Police and Crime Plan, West Yorkshire Police (WYP) has a responsibility to reduce crime and safeguard the community. Integrated Offender Management (IOM) is applied to reduce the negative impact of crime and reoffending, reduce the number of people who become victims of crime and improve the public's confidence in police and partners and the Criminal Justice System.

IOM is an overarching framework for bringing together agencies in local areas to prioritise interventions with offenders who commit crime in their locality. Local IOM arrangements will work best if they are not restricted to statutory or local criminal justice agencies, but involve a wide range of social agencies, including the voluntary sector, who have a role to play in tackling risk factors associated with crime and offending. IOM does not replace or duplicate other statutory or non-statutory offender management processes (e.g. MAPPA, MARAC or Registered Sex Offenders) but will support and assist them where appropriate. This document does not replace the well-established processes of the Youth Offending Service but, again, looks to provide support and assistance where appropriate.

IOM brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together. IOM helps to improve the quality of life in communities.

The aims of this policy are to reduce the re-offending of those selected for IOM, provide corporate guidance to District IOM Practitioners, explain the roles and responsibilities of police officers and police staff working in IOM, and provide guidance on offender selection and deselection using risk-based assessments.

It is appreciated that offender management is an ever-changing landscape with new offender cohorts being identified for management. Only through a multi-agency approach with all partners playing their part, in custody and the community, will the aims of IOM be achieved.

This policy will support the aim of the West Yorkshire Mayor and Local Criminal Justice Board Reducing Re-Offending Strategy.

Scope

This policy applies to all IOM police officers and police staff who have direct and indirect contact in managing offenders in the IOM Fixed, Flex and Free cohorts.

Principles

General

- West Yorkshire Police follow the principles of IOM as set out in the Home Office/MoJ Integrated Offender Management – Key Principles and the HMPPS/NPCC National IOM Operational Guidance.
 - It is recognised that these principles are not law, but individuals are expected to have regard to the document in discharging their responsibilities. Individuals may deviate from the guidance but must provide a clear rationale for doing so.
 - The principles and main features of IOM will guide local arrangements and approaches. Although bespoke elements may be applied, the general principles must be adhered to.
 - WYP will:
 - Manage offenders selected based on the threat, harm and risk posed to the community;
 - Work with partner agencies and the voluntary sector to provide the most effective intervention to reduce offending;
 - Ensure a local response considering local priorities;
 - Ensure all offenders are within the scope of consideration for IOM;
 - Encourage offenders to take responsibility for their actions and provide support towards desistance and rehabilitation;
 - Ensure offenders understand the consequences of failing to engage with the IOM process;
 - Ensure existing governance and programmes are used effectively to address offender needs; and
 - Tackle travelling criminals through effective cross-border liaison.
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WYP structure

- The West Yorkshire Police IOM programme is, made up of six hubs. Five IOM Hubs are based within districts (Bradford, Calderdale, Kirklees, Leeds and Wakefield) and the sixth Hub (the Prison Hub) has staff located within four prisons (Armley, New Hall, Wealstun and Wetherby) situated in the West Yorkshire area.
 - District senior leadership teams (SLTs) are responsible for the allocation of personnel, estates and fleet to IOM hubs to effectively manage offenders and reduce offending.
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Governance

- The West Yorkshire Reducing Re-offending Board is chaired by the West Yorkshire Combined Authority and is responsible for setting the overall strategy to reduce re-offending in West Yorkshire.
- Community Safety Partnerships are a network of local partners with responsibility to tackle crime and reduce re-offending.
- The Operational IOM Board is chaired by the force IOM central SPOC and tactically applies the strategic direction to best effect, shares effective practices/lessons learnt and delivers against local offending priorities.

- Local District IOM meetings are as per District governance structures.
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IOM Model

Principles

- WYP have adopted a three-cohort model of IOM to manage offenders. These are:
 - Cohort 1 FIXED – Neighbourhood Crime – Burglary, Robbery, Theft from Person, Theft of Vehicle and Theft from Vehicle offences
 - Cohort 2 FLEX and Cohort 3 FREE – Allows flexibility to include other offence and offender types within the IOM arena
 - It is a decision for the IOM supervision, in conjunction with partners, to decide the most appropriate cohort and category for an offender to be allocated to (e.g. an OCG member may be managed as a result of their acquisitive crime offending rather than due to being an OCG member).
 - All domestic abuse offenders have been removed from IOM and are managed by District Safeguarding Teams. The governance of offenders on these cohorts is overseen by the Safeguarding Central Governance Unit.
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Data Management

Principles

- West Yorkshire Police will work collaboratively with partners and other stakeholders to manage offenders effectively. In support of this, the IOM Hubs must share appropriate information whilst complying with the Data Protection Act, GDPR and MOPI through appropriate Information Sharing Agreements and Data Processing Contracts.
 - The sharing of information must be:
 - Lawful
 - Necessary
 - Proportionate
 - Secure
 - Accountable
 - All staff must be responsible to ensure the security of data.
 - If further assistance/advice on the sharing of information is required, staff must contact the Data and Information department.
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Partnership Meetings

Principles

- In line with current structures, Districts **must** hold IOM meetings which are attended by relevant local partner agencies to enable discussions around the below agenda areas with the appropriate allocations of tasks/pathways:

- Nomination for IOM management;
 - Discussion of those offenders being managed and any relevant changes in circumstance;
 - Deregistration from IOM management;
 - Prison releases; and
 - Effective practices/innovation.
 - Within the meeting, the approved agenda format is to be utilised, although additional agenda items can be incorporated by the individual District where a local requirement is identified.
 - Confidentiality forms must be circulated and partners must be made fully aware of their Data Protection responsibilities. The disclosure statement must be read at the start of each meeting. All information sharing must be covered by the appropriate Information Sharing Agreement and Data Processing Contract.
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Children and Young People

Principles

- Juvenile offenders are supported by the Youth Justice Services (YJS). District IOM teams must liaise with and support YJS particularly during the transition of an offender from YJS to IOM (Youth to Adult Transition (Y2A), which is a particularly difficult period for the young person.
 - Potential transfers to adult Probation provision is at 17 years and six months.
 - All efforts must be made to ensure a smooth transition considering the welfare and needs of the offender and, where appropriate, involve the offender's family/guardian.
 - The decision to accept an offender who has reached adult age must be through partnership agreement at the Selection/De-selection meetings.
 - Consideration must be given to the young offender being transitioned to the IOM Free cohort. This ensures that the multi-agency wraparound support provided to the young person is continued.
 - Young adults aged 18 to 25 must have interventions tailored appropriately, taking into consideration their developmental maturity.
 - Adopting a trauma-informed approach allows Offender Managers to understand the physical, social and emotional impact of trauma on an individual.
 - Young offenders must be reviewed within three months. If there are no concerns, or any new intelligence to suggest, they are involved with criminality, the case can be deselected and transitioned to the generic team to complete their supervision.
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Management of Cohort

Principles

- It is accepted that each of the five districts differ in geography, staffing and priorities. Due to these factors, the day-to-day management of those accepted onto the cohorts must be agreed at a district level and remain the responsibility of the district IOM inspectors and stakeholders.
 - However, IOM staff and partners are expected to be cognisant of the following principles:
 - Offender selection must be based on the threat, harm and risk posed to the community;
 - All offenders are within scope and consideration for selection;
 - Innovative and creative approaches shall be taken to minimise the risk of re-offending;
 - Tasks will be the responsibility of the most appropriate stakeholder;
 - Task ownership will be recorded with appropriate timescales for completion; and
 - Task owners are responsible for providing updates on progress and recording results.
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Imprisoned Offenders**Principles**

- Once a managed individual receives a custodial sentence, they become the responsibility of the Prison Hub. The originating district must contact the Prison Hub supervision to discuss the handover of the individual. It is the responsibility of the Prison Hub to populate the appropriate tab on IOM case and continue the individual's management.
 - Three months prior to release, the Prison Hub must contact the relevant district to discuss the release of an offender and their management plan, prior to and on release. It is advised that a member of the district IOM team attends the relevant prison to conduct a joint visit with the Prison Hub staff to allow for a smooth transition of management and to allow for introductions to the individual to be managed.
 - Any individual who is imprisoned out of the West Yorkshire area remains the responsibility of the district IOM staff who must conduct prisons visits as required.
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Female Offending**Principles**

- It is recognized that there are distinct differences in criminal behaviour across the genders, and that female nominals are amongst the most vulnerable people in society. Women's vulnerabilities are often the root cause of their offending behaviour.
- The complexity of women's needs is significant and, whilst criminally active, women are also often victims of abuse and trauma, with their

offending often being linked to their relationship with others on whose behalf they offend.

- It is the aim of the Female Offender Strategy to avoid the unnecessary criminalization of women and utilize appropriate local diversion measures wherever possible.
 - It is accepted that the Fixed cohort removes the most prevalent crime for females within the Neighbourhood category (shoplifting). Whilst female nominals are less likely to meet the crime criteria for the Fixed cohort, the Free cohort is a primary opportunity for districts to concentrate on those females within their communities who are prolific in their offending behaviour and require a multi-agency approach to support them with long-term desistance from crime, whilst addressing the underlying vulnerabilities.
 - If it is felt that IOM management would add benefit to these nominals, then careful consideration as to how their Order or Licence is managed will be undertaken in conjunction with all partner agencies.
 - Where possible, each IOM team must have a dedicated Female Offender Liaison Officer (FOLO).
 - Female offenders are to be offered a female Police Offender Manager, to mirror Probation's gender-informed Offender Management Strategy.
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Electronic Monitoring

Principles

- WYP utilises voluntary GPS tagging to assist in the management of offenders. This tactic provides offenders the opportunity to wear a tag allowing the police the capability to monitor their movements, which reduces the need for disruption activities.
- The scheme is used to:
 - Reduce re-offending;
 - Gather intelligence;
 - Protect victims;
 - Protect the public;
 - Provide a protective, supportive and/or safeguarding factor to the wearer;
 - Free up police resources for reinvestment elsewhere;
 - Identify suspects for reported crimes; and
 - Eliminate suspects for reported crimes.
- Districts are allocated a number of tags based on demand. In order to ensure value for money, IOM staff must flex tagging devices between districts and ensure their use is effective and efficient.
- Districts have the flexibility to use tagging devices on all types of offender and not be limited to specific offending types.
- Electronic Monitoring may be used in suitable applications for both adult and youth cohorts (aged 12 or above only), but in the case of youths they

must agree and have consent from a parent or guardian, who must also be present for tag fitting.

- In all cases, the offender must volunteer for the scheme and the relevant consent paperwork be completed and stored as per force policy, ensuring compliance with the Data Protection Act, GDPR and MoPI.
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Corvus – IOM Case

Principles

- To assist in the management of offenders, WYP utilises a computer system named Corvus IOM Case provided by Bluestar. The system draws data from other sources including Storm and Niche, analysing intelligence, crimes, arrests and substance misuse in order to derive a guide score, which provides an indication of an individual's likelihood to re-offend.
 - On Corvus Case, the Risk of Re-Offending (ROR) scores provide a High, Medium and Low grading as per the below:
 - **Not brought onto IOM Case** - Offender Score < 350
 - **Low** - $350 \leq$ Offender Score < 500
 - **Medium** - $500 \leq$ Offender Score < 1000
 - **High** - $1000 \leq$ Offender Score
 - The scores provided by IOM Case are not intended to replace decision making but rather support the decision-making process to effectively select offenders for management. The selection process considers partner intelligence and information and their re-offending measures, e.g. OGRS, OASys and CSS scores.
 - IOM Case must be used to record all contact made with managed offenders. In addition, any pathway or partnership intervention must also be recorded on the individual's IOM case record which will be used as part of the review process.
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Offender Selection/Deselection

Principles

- IOM staff must engage with partners attending Offender Selection/ Deselection Boards, which must be held on a regular basis in line with districts' structures. Police and partners must identify and focus on the offenders that pose the greatest threat, harm and risk to the safety of communities. Such offenders must be selected for management and placed on the appropriate cohort – FIXED, FLEX or FREE.
- WYP will adopt the following selection criteria for all new IOM nominals to the FIXED cohort:
Offence Type + OGRS Score 75% and the Crime Severity Score (CSS) = 1575+
- It is recognised that some offenders will fall into more than one category, however managed offenders must be allocated to one cohort category

only in IOM Case. The choice of category is at the discretion of the IOM supervision (supported by partner discussion) who must provide rationale for that decision. The selection and deselection of offenders must be done jointly with partners considering the principles of IOM, the National Decision Model and the Code of Ethics.

- When considering offender selection, police and partners must be cognisant of offending history, offender pathways and their risk of re-offending.

Selection considerations

- In selecting an offender to be subject to IOM intervention, the following must be considered:
 - Current and previous offending;
 - Recency, frequency and gravity of offending;
 - All available police intelligence/information and scoring;
 - All available partner intelligence/information and scoring;
 - Known offender pathways/triggers to offending;
 - Ability of IOM to positively intervene; and
 - Partnership involvement already in place.

Deselection considerations

- In deselecting an offender from IOM, the following must be considered:
 - Reduction in offending;
 - All intelligence/information available from police and partners;
 - Engagement of offender with IOM staff and partners;
 - Whether offender needs/pathways have been positively addressed;
 - Triggers to offending reduced;
 - Ongoing support appropriate to partner agency;
 - Transfer/movement to a different police area; and
 - Offender receives a significant prison sentence.
- In circumstances where the:
 - Offender refuses to engage with police and partners;
 - Offender fails to accept responsibility for their own actions;
 - Offender continues to re-offend; and/or
 - IOM intervention is having no positive impact on the offending behaviour,

the offender must be discussed at the Partnership Selection/Deselection Board and, if agreed, be subject to a proactive catch and control strategy supported by effective disruption by the appropriate police resources. The option for the offender to engage with the IOM process must always be available.

Action upon selection

- This is not an exhaustive list and further actions may be appropriate based on the bespoke needs of the district:
 - Add offender to appropriate cohort on IOM Case and IDIOM;

- Supervision to allocate a manager to offenders in the community and in prison where appropriate (the appropriate manager may be a partner agency);
- Add flag on Niche/PNC indicating the offender is under IOM;
- Ensure a PND check is done when appropriate;
- As soon as possible after selection, or at the latest within seven working days, offender manager to conduct an initial engagement with the offender, identifying needs and pathways to feed the partnership risk intervention plan;
- Complete and add the risk assessment intervention plan to the offender's IOM Case Profile within seven working days;
- Exit strategy to be discussed with the offender at an early stage to foster personal responsibility;
- Update the 'Pathways Identified' section of the IOM Case Overview and make relevant referrals to meet the pathways; and
- Continual review of the applied interventions by the offender manager.

Action upon deselection

- This is not an exhaustive list and further actions may be appropriate based on the bespoke needs of the District:
 - Ensure a partnership derived exit strategy is in place. A three-month deselection period is observed where the offender is monitored and if they complete three months desisting from offending, a deselection letter is then issued to the offender informing them of their removal from the IOM scheme;
 - Remove the offender from the cohort/category on IOM Case;
 - Niche and PNC flags to be expired (flags are not deleted) as appropriate. Consider the use of the monitored category on IOM Case or 'Notify If' flag;
 - IOM Case offender profile to be updated with the rationale for deselection; and
 - Ensure all partners are aware of the deselection.

Responsibilities

IOM supervision (sergeant or above)

Daily management of district IOM Hub activity and staff lies with the sergeants allocated. They are responsible for:

- Actively supervising staff deployed to districts' IOM Hubs overseeing the management of offenders on the IOM scheme. Best practice would be to complete a bespoke supervisor review on the offender CORVUS case log;
- Proactively working with partner agencies within a multi-agency setting and engaging in joint coordinated tasking;
- Promoting a culture of partnership working with shared responsibility;

- Using creative and innovative problem-solving approaches to reduce re-offending;
 - Ensuring those offenders who pose the greatest risk are discussed at Partnership Selection/Deselection meetings and supporting the decision-making process;
 - Providing updates/information at district governance meetings as appropriate (i.e. DMM and EPM);
 - Liaising closely with key internal partners such as District Crime Teams, Neighbourhood Teams and District Intelligence Units to share intelligence, identify offenders at risk of offending and support activity to reduce this risk;
 - Ensuring emerging threat nominals are assessed and considering the need to apply intervention as appropriate (IOM Case has an Emerging Threat category which identifies offenders who have had a significant increase in offender score);
 - Considering appropriate support/interventions for those offenders released from prison (Operation Anchor);
 - Monitoring team performance ensuring efficiency of practice;
 - Ensuring compliance with the IDIOM Minimum Standards;
 - Supervising and developing their staff in line with the Codes of Ethics providing advice and guidance;
 - Analysing quarterly performance reports to determine effectiveness of management/interventions for IOM nominals using desistence data;
 - Utilising where appropriate Visor, RM2000 and ARMS assessment tools for appropriate offenders;
 - Providing support to the MAPPA process where appropriate;
 - Having an awareness of tactical options available to manage significant offenders;
 - Ensuring representation at the Operational IOM Board to promote a corporate approach and share knowledge of effective practice and lessons learnt; and
 - Ensuring all information sharing is compliant with the Data Protection Act, GDPR and MoPI, and adheres to the ISAs and DPCs in place.
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**Offender
Manager
(constable)**

The responsibility to manage offenders on the IOM cohorts lies with the police constables/Offender Manager. They are responsible for:

- Actively managing a workload of offenders as directed by supervision;
- Promoting a culture of partnership working with shared responsibility;
- Conducting engagements with offenders under their management (with consideration as to whether this is done in conjunction with a partner agency) identifying triggers to re-offending and pathways which need to be addressed through intervention, thus contributing to the requirement for IOM nominals to receive at least three appointments per week across the partnership;

- In partnership, creating bespoke intervention plans to address re-offending identifying those responsible for completing actions;
 - Considering any offender vulnerabilities/safeguarding needs and taking these into account when devising the intervention plan;
 - Where appropriate, working with the offender's family to enhance their support network;
 - Ensuring the offender intervention plan is added to CORVUS IOM Case;
 - Working alongside partner agencies within a multi-agency setting, attending meetings as required;
 - Liaising with partners to provide the offender with appropriate intervention to address pathways;
 - Understanding and supporting MAPPA where applicable and as directed by supervision; and
 - Ensuring all information sharing is compliant with the Data Protection Act, GDPR and MoPI and adheres to the ISAs and DPCs in place.
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Catch and control (constable)

Catch and control are responsible for:

- Supporting Probation in the swift identification and enforcement of nominals unlawfully at large due to breach, recall or further offences, including the execution of warrants where necessary;
 - Targeted disruption tactics for IOM nominals;
 - Caseload management of non-engaging IOM offenders;
 - Liaison with Neighbourhood Policing Teams (NPTs) to identify up and coming offenders for consideration within an IOM cohort;
 - Liaison with court probation practitioners for IOM nominals; and
 - Locating IOM nominals who are circulated as wanted or BOLO (Be On Look Out).
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Prison Offender Manager (constable)

The Prison Offender Manager is responsible for:

- Providing a proactive IOM intervention plan for the offender whilst they are in custody, addressing rehabilitation, education, health and wellbeing support. This must be documented on the CORVUS case log;
- Visiting the IOM nominal regularly;
- Regular contact with the district IOM Offender Manager;
- Completing the pre-release plan three months prior to release. This will be in partnership with the district IOM Offender Manager and statutory and third sector agencies;
- Ensuring suitable and meaningful license conditions are in place prior to release, and that accommodation, education, training and employment, health, drugs and alcohol support and financial, debts and benefit support plans are in place; and
- Attending Multi-Agency Case Conference and providing updates with IOM interventions in custody, intelligence and information regarding progress and pre-release planning.

IOM support staff

IOM support staff are responsible for:

- Providing support to IOM Supervisors and offender managers;
 - Promoting a culture of partnership working with shared responsibility;
 - Researching offenders and preparing reports for IOM supervision and offender managers;
 - Attending police and partnership meetings where appropriate to provide relevant information;
 - Responding to internal/external partner inquiries via email/phone/Niche mailboxes;
 - Recording and monitoring the voluntary GPS tagging data of offenders selected to be provided a GPS tag;
 - Maintaining the IDIOM system, adhering to the IDIOM Minimum Standards;
 - Assisting with Op Anchor (prison release data);
 - Producing and supplying offender briefing documents for internal departments;
 - Ensuring all computer records and information are up-to-date and maintained on the relevant computer systems, ensuring data quality;
 - Adding, removing or requesting flags on Niche and PNC for offenders selected and deselected for management;
 - Where relevant, liaising with EMS regarding offenders on statutory tagging requirements;
 - Collating information on offenders and identifying those suitable for discussion at the Selection/Deselection Board;
 - Sharing effective practices with IOM Hubs through regular contact and the Operational IOM Board; and
 - Collating and reporting on DIP results.
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Compliance

Principles

To ensure a consistent and timely approach to an offender's management, district IOM supervision are responsible for ensuring the below compliance:

- Twice in a seven working day period, review/rationale for discussion at IOM partnership meetings the selection or deselection of those individuals who have populated the 'emerging tab' on IOM Case.
- Within seven working days from the point of an offender's selection for IOM, have the offender intervention plan and pathways identified and endorsed on their IOM Case profile.
- Within seven working days from the point of an offender's deselection from IOM, complete their deregistration process ensuring the appropriate rationale is recorded on the IOM Case profile.

- Continually compare IDIOM and Corvus IOM Case data to ensure data quality and consistency, ensuring IDIOM Minimum Standards are adhered to.
 - Continually review voluntary tags being utilised within their district and ensure the efficient use of units through discussion with the remaining district teams, flexing units to areas of demand.
 - Monthly, supply to Criminal Justice an audit report in relation to active and inactive Electronic Monitoring (tags) to monitor efficiency of use and identification of faulty, damaged or lost units.
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Additional Information

Compliance

This policy complies with the following legislation:

- Data Protection Act 2018
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Further information

Further information in relation to this policy can be sought from:

- WYP IOM Operating Model which provides detailed guidance for IOM practitioners
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