



# Lincolnshire Integrated Offender Management (IOM) Strategy 2021-2023

Rehabilitation through collaboration across Lincolnshire

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# Introduction

Throughout this strategy there is reference to the National Neighbourhood Crime Integrated Offender Management Strategy [Integrated Offender Management strategy - GOV.UK](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/531112/Integrated_Offender_Management_strategy_-_GOV.UK.pdf) ([www.gov.uk](https://www.gov.uk)) December 2020.

The problem is described in the Neighbourhood Crime Integrated Offender Management Strategy as follows:

“Reducing reoffending and driving down neighbourhood crime are key government priorities. Neighbourhood crime types have the highest levels of reoffending across all offence types. Recent figures show that 31.9% of those convicted of robbery and 52.2% of those convicted of theft reoffend within one year of release from prison, compared to 25% for all other crimes. A total of 80% of all crime is created by those reoffending, a significant proportion of which is neighbourhood crime. The total cost of reoffending is estimated at £18.1 billion. Neighbourhood crime is both a significant and expensive problem in communities across England and Wales” (HM Government).

“Neighbourhood crime types have low levels of suspect identification. In 2019, 76% of theft offences and 58% of robbery offences closed with no suspect being identified, compared to 21.2% for all other cases. This leaves victims of neighbourhood crime without justice, and communities feeling unsafe” (HM Government).

“We know that offenders persistently committing neighbourhood crimes are likely to have high levels of criminogenic need. Dame Carol Black’s recent Review of Drugs found that nearly half of all acquisitive crimes are estimated to be associated with drug use and that often these offenders have multiple needs which can reinforce each other (including substance misuse, housing, employment, and mental health). For example, 20% of people in drug and alcohol treatment have a severe housing problem. For many persistent offenders, these needs and their offending behaviours are entrenched, dating back to youth” (HM Government).

“A significant proportion of the neighbourhood crime cohort fall outside of statutory multi agency management initiatives aimed at higher harm and risk offenders. Yet without additional supervision, neighbourhood crime offenders will continue to cause significant disruption and harm to communities” (HM Government).

“Our approach to cohort selection balances strategic national priorities against local discretion; and data and evidence driven tools with professional judgement. The model centres on a neighbourhood crime cohort as a fixed priority with flexibility for schemes to tailor the cohort to their local needs; and freedom to continue running IOM schemes for other cohorts” (HM Government).

## Lincolnshire Context

Since 2016 Lincolnshire's Offender management has been under the title of Assisting Rehabilitation through Collaboration (ARC). The ARC strategy was defined as:

"To work together in collaboration to ensure that identified ARC Clients have access to timely and appropriate interventions that support their identified pathway needs and contribute to their rehabilitation and reduce the risk of reoffending."

ARC delivered a local response to address prolific offending behaviour within the community. ARC aimed to be a short-term intervention to stabilise a client's circumstances, enabling them to be signposted to and maintain engagement with other services that provide support needed for long term rehabilitation.

The new National IOM strategy and Operational guidance (MOJ, April 2021) is far removed from ARC criteria, although ultimately the ethos of diversion and rehabilitation remain the same, delivered through a solid partnership approach.

Lincolnshire IOM is an opportunity for the Regional Probation Director (Martin Davies), Police and Crime Commissioner (Marc Jones) and Chief Constable (Chris Haward) to work together with other local leaders to reduce reoffending and make communities safer. All hold a 'common vision' to make Lincolnshire the safest place to live, work and visit. This will be achieved by reducing crime and the reoffending rates of those offenders who are at the highest risk of offending, thereby improving public confidence in the criminal justice system and tackling the social exclusion of offenders.

## Cohorts

Cohorts will be split into three categories as defined by the national strategy, this being Fixed, Flex and Free. The Fixed and Flex cohorts are designed to align to the neighbourhood crime types (Appendix 1) - Burglary, Robbery, Theft from person, and Theft of/from a motor vehicle.

#### FIXED (Statutory offenders only)

Lincolnshire will have entry criteria of:

- 60% on the Offender Group Reconviction Score (OGRS) for neighbourhood crime offences as described at Appendix 1 and 1000+ on the Crime Severity Score (CSS).
- 50% on the OGRS for the offences of Robbery and Burglary (Medium risk of offending due to nature and seriousness of offence) and 1000+ on the Crime Severity Score (CSS).

This scoring matrix is set against national guidance and the local offending profile within Lincolnshire.

#### FLEX

Lincolnshire will utilise the Flex cohort twofold:

- Clients who are referred into Lincolnshire from another area, where their fixed criteria do not meet ours. This allows professional judgment to be applied by the IOM Inspector and Senior Probation Officer (SPO) to justify inclusion onto the cohort, or alternatively record why Lincolnshire IOM will not work with that individual.
- Flex will also be utilised to allow local areas to apply additional weighting (via the CSS) within the neighbourhood crime cohort – if the need is evidenced by local crime trends.

#### FREE

The Free element will have set cohorts within it. The three profiles that will be adopted within the time covered by this Strategy will be:

- Female offenders
- 18–25-year-old offenders
- Domestic Abuse (DA) offenders

The female offender cohort within the Free element will be the priority, this to address the lack of females captured within the Fixed cohort within Lincolnshire and to align to both the local Strategy [Lincolnshire Women's Strategy: Supporting Women and Girls at Risk of Entering the Criminal Justice System \(lincolnshire-pcc.gov.uk\)](https://www.lincolnshire-pcc.gov.uk) and national strategy [Female Offender Strategy \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) of working with female offenders.

18–24-year-old and DA cohorts will be the second phase of establishing a complete IOM. These will be dependent on resource, partly linked to the deregistration of ARC clients and the ability to have diversionary activities/services that are credible to true diversion away from offending. The timeline for adoption of all three Fixed, Flex and Free cohorts is listed on page 11.

*The Free cohort will also include the ARC legacy clients who we will need to work with and honour the commitment made to them from ARC. This group will run up until Feb 22, and deregistration*

*will take place progressively up until this point. Once this cohort has been deregistered this will conclude the ARC element of offender management.*

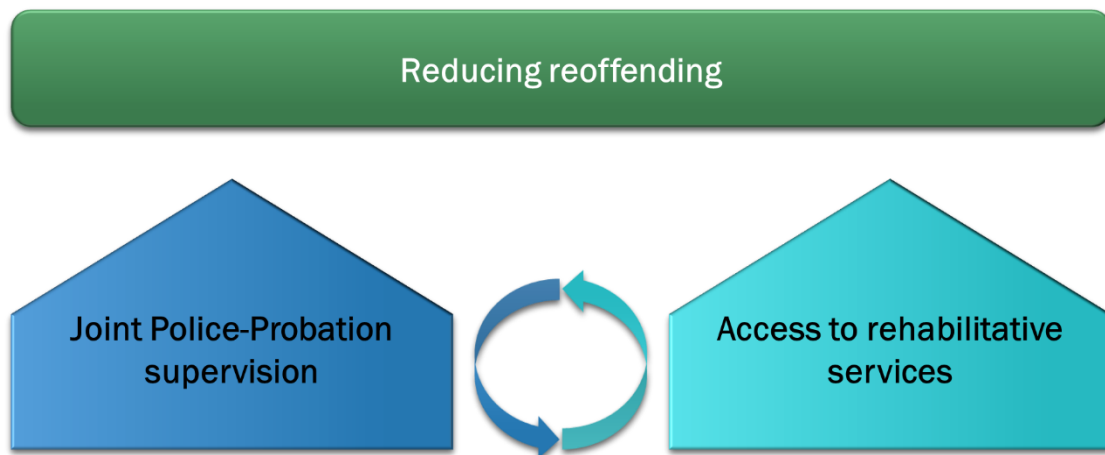
### Summary of cohorts

Lincolnshire's IOM team will adopt up to 120 people, this is an increased figure compared to the national guidance, this is due to the extra support staff invested into IOM by Lincolnshire Police.

The national direction is that 60% of IOM resource should be aligned to the Fixed cohort with the remainder being assigned to the Flex and Free. This allows 72 on the Fixed cohort (60%) and 48 on the Flex and Free (40%). Within Lincolnshire to achieve this number of offenders on the Fixed cohort would mean a selection criteria that would include the lower risk OGRS scores, which would not be ethical in comparison to the aims of the national strategy or to the people of Lincolnshire. In real terms this would engage IOM staff time in the management of offenders who do not necessarily require the level of service IOM is designed to provide. IOM resource would be better utilised within our Free cohort areas where more prolific offending/risk is being addressed. This Strategy is cognisant of this and understands that we may deviate from this definitive 60/40 split.

## IOM Model

IOM aims to achieve reduction in reoffending through two Pillars of activity.



#### Joint police-probation supervision:

Neighbourhood crime IOM offenders will receive additional supervision from probation, as well as police offender management. Each Fixed IOM client will be allocated a Community Offender Manager (COM), Police Offender Manager (POLM) and IOM Support officer (IOM SO). *COM is a position provided by Probation, the POLM and IOM SO are provided by the Police.*

This supervision will be guided by principles of effective supervision, focusing on addressing criminogenic needs and building strong relationships between the COM, POLM and IOM SO. Intensive supervision will also support risk management, with information sharing practices enabling quick intervention and, where appropriate, enforcement. All risk management and enforcement will be proportionate to the risk posed by the offender, with desistance remaining the primary aim.

#### Access to rehabilitative services:

To support desistance, it is crucial that Lincolnshire IOM offer access to rehabilitative pathways and services which can address underlying criminogenic needs. For the neighbourhood crime cohort, key services will be housing, drug and alcohol, employment, and benefits support. Access to these services will be facilitated by engagement and co-commissioning at the local level, national initiatives, and the additional devolved funding for Probation Regional Directors. The involvement and buy-in of non-criminal justice agencies here (including voluntary sector organisations) will be vital to ensuring the delivery of this second pillar.

The two pillars of IOM are mutually reinforcing. Joint police-probation offender supervision will help to identify an offender's needs and support their engagement with rehabilitative services. The Probation Service also has support of Commissioned Rehabilitative Services linked to key offending pathways. For Lincolnshire this includes Lincolnshire Action Trust (Women and Personal Wellbeing as delivery partner to The Forward Trust) Ingeus (Education Training Employability) and NACRO with Shelter as subcontracted provider (accommodation) and further pathways to be commissioned. Persons on IOM are eligible for the highest level of intervention under the CRS referral pathway.

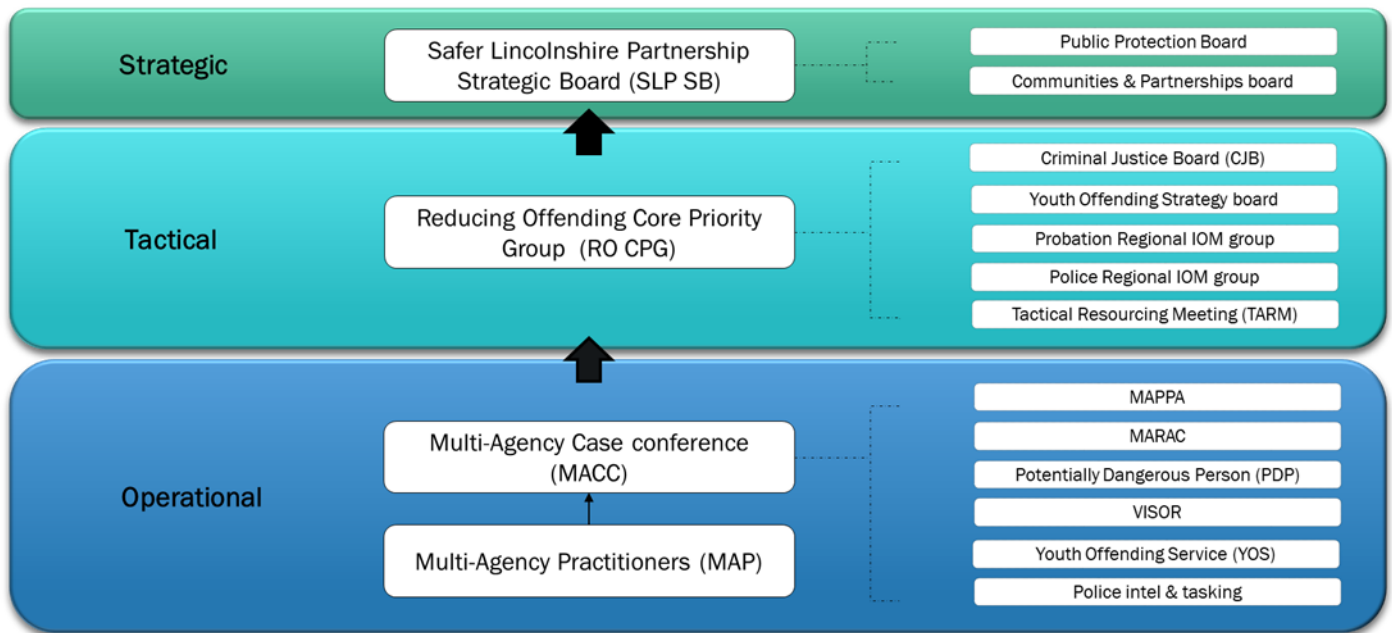
Agencies offering rehabilitative services may integrate themselves into offender supervision and share appropriate information to guide offender supervision. Having a diverse range of engaged

partners, involved in different ways in the lives of offenders, will enable Lincolnshire's IOM scheme to build a more holistic understanding of the individuals they are working with.

## Governance

The following is the adopted Governance structure for Lincolnshire's IOM:





### Strategic

The Safer Lincolnshire Partnership Strategic Board (SLP SB) meet quarterly. It is evident that within Lincolnshire we have an established platform of partnership working and collaboration within the SLP. This board has the ability, knowledge, and strategic understanding to allow effective direction of a Lincolnshire IOM.

### Tactical

The reducing Offending Core Priority Group (RO CPG) meet each quarter and report into the SLP SB. The RO CPG has attendance from appropriate partners to allow effective and efficient implementation of strategic direction received from the SLP SB.

### Operational

The Multi-Agency Case Conference (MACC) meeting is held monthly, chaired jointly by SPO and Police Inspector. This will allow full representation from partners and commissioned services to be made, with operational delivery of IOM. The MACC, as per the Lincolnshire IOM Operational guidance, will link in with key meetings such as MARAC, MAPP and specific Police areas to ensure that an holistic approach is taken when identifying, dealing with and managing IOM clients.

## Performance

A successful Lincolnshire IOM strategy will contribute to meeting the Government’s commitment to reducing neighbourhood crime, as well as increasing prison leaver resettlement outcomes. The overarching aim of IOM is to work together to make Lincolnshire communities safer and protect the public through:

- Reducing reoffending
- Reductions in volume and frequency of reoffending
- Risk of reoffending scores and severity of offences reduce

Although enforcement should only be used proportionately, the level of police and probation contact means that offenders on the Lincolnshire IOM scheme may be more likely to be caught breaching or reoffending because of additional police enforcement. This should be held in mind when interpreting the impact of IOM.

It is recognised that desistance from crime is not a straight line, and that IOM forms part of a wide number of factors which can influence reoffending. As well as reducing reoffending metrics, evaluation of IOM should consider IOM's impact on the progress offenders make against the 9 pathways, these being:

- Alcohol Misuse
- Drug misuse
- Finance and Debt
- Relationships
- Housing
- Physical health
- Mental wellbeing
- Employment, Education & Training
- Attitudes, Thinking & Behaviour

Local evaluation activity should be robust and should contribute to IOM's evidence base, and evaluation and analytical work should be a priority in the event of additional funding for IOM. The performance data should also consider the involvement of all key stake holders, partners, and commissioned services to evidence their dedication and commitment to the scheme by way of meeting attendance, client interaction and ability to develop a 'Fastrack' process for IOM clients. This level of investment from partners can be intrinsically linked to potential positive outcomes of desistance from reoffending.

















Lincolnshire University will also work with IOM over the coming year, this as a 'critical friend', this will not only ensure that we embed learning from the qualitative work from the ARC review, but also explore areas where further qualitative assessment can be made.

Lincolnshire's scheme will share their data and evaluation results with the Central IOM Unit, which will co-ordinate sharing learning between schemes to encourage best practice across England and Wales.

## Timeline of IOM

Lincolnshire has had some way to evolve from ARC to the new IOM and this strategy is cognisant of that journey. The future evolution of IOM is captured below with key dates for the adoption of the Fixed cohort, Flex cohort and the Free cohorts (Female offender, 18-25 years old and DA) with set evaluation timescales.

Date	Element
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	Dec 8 <sup>th</sup> 2021	IOM goes live in Lincolnshire. The <b>Fixed and Flex</b> cohorts will be populated, and the managing of offenders will be against the Lincolnshire IOM operational guidance.
	Dec 8 <sup>th</sup> 2021	IOM Multi Agency Case Conference (MACC) commences. <i>(Will run on the second Wednesday of each month)</i>
	Dec 15 <sup>th</sup> 2021	IOM Multi Agency Partnership (MAP) meetings commence. <i>(Will run weekly each Wednesday)</i>
	Jan 17 <sup>th</sup> 2022	<b>Female offender</b> cohort goes live within the IOM <b>Free</b> cohort.
	Feb 7 <sup>th</sup> 2022	Internal evaluation – Lincolnshire Police Continuous Improvement Unit (CIU) have been asked to carry out a holistic evaluation of the Lincolnshire IOM scheme, this against the National IOM Strategy and Operational guidance.
	Feb 2022	Last of ARC legacy clients exit from the scheme.
	Feb 21 <sup>st</sup> 2022	CIU (Or equivalent) evaluation report available to IOM.
	March 7 <sup>th</sup> 2022	Development plan constructed based on the CIU evaluation report. This will be time specific set against the evaluation observation points.
	March 7 <sup>th</sup> 2022	<b>18–25-year-old</b> cohort goes live within the IOM <b>Free</b> cohort.
	April 2022	National evaluation of IOM is due to take place (Unknown scope).
	May 2 <sup>nd</sup> 2022	<b>Domestic Abuse (DA)</b> offender cohort goes live within the <b>Free</b> cohort of IOM <i>(Requires ongoing work within the partnership to ensure process is credible prior to any go live)</i>
	Sept 5 <sup>th</sup> 2022	Second Internal evaluation – Lincolnshire Police Continuous Improvement Unit (CIU) have been asked to carry out a holistic evaluation of the Lincolnshire IOM scheme, this against the National IOM Strategy and Operational guidance.
	Nov 2022	Peer review of DA cohort and learning outcomes.
	Dec 2022	Annual IOM performance report – 12 months of IOM and ahead of strategy rewrite. This will be local performance, national position and an analytical product identifying success, continued improvement, and any lessons learnt
	Jan 2023	Lincolnshire IOM Strategy 2023-25 developed.
	March 2023	Lincolnshire IOM Strategy 2023-25 is adopted.

## Appendix 1

Offence group	Description	Detailed
<b>Burglary</b>	28.1 Burglary in a Dwelling – indictable only	Burglary in a dwelling with intent to rape – indictable only
	28.1 Burglary in a Dwelling – indictable only	Burglary in a dwelling with intent to inflict grievous bodily harm – indictable only
	28.2 Burglary in a Dwelling – triable either way	Other burglary in a dwelling

	29 Aggravated Burglary in a Dwelling	Aggravated burglary in a dwelling
	30A.1 Burglary in a Building Other than a Dwelling – indictable only	Burglary in a building other than a dwelling with intent to rape – indictable only
	30A.2 Burglary in a Building Other than a Dwelling – triable either way	Burglary in a building other than a dwelling with intent to steal/ inflict grievous bodily harm/commit damage – triable either way
	31 Aggravated Burglary in a Building not a Dwelling	Aggravated burglary in a building other than a dwelling
<b>Robbery</b>	34 Robbery	Robbery
	34 Robbery	Assault with intent to rob
<b>Other theft</b>	39 Theft from the Person of Another	Stealing from the person of another
	45 Theft from Vehicle	Theft from a motor vehicle
	48 Theft of a motor vehicle (excl. aggravated vehicle taking) – triable either way (MOT)	Theft from a vehicle – other than a motor vehicle