



# WEST MIDLANDS POLICE

<b>POLICY TITLE:</b>	<b>Integrated Offender Management Policy</b>
<b>POLICY REFERENCE NO:</b>	<b>CJ/19</b>

## Executive Summary

This policy provides clear guidance and an operating model for the effective management of offenders through Integrated Offender Management (IOM).

Integrated Offender Management is the strategic umbrella and overarching framework that brings agencies together to prioritise interventions with offenders causing harm to their communities. IOM builds upon and compliments existing effective current offender programmes such as PPO, MAPPA and DIP.

The absolute priority of West Midlands Police is to reduce re offending and protect the public from harm. We are committed to ensuring there are less victims of crime as a result of what we do and recognise that protecting the public and reducing re offending cannot be done by one agency alone.

*\*\*Any enquiries in relation to this policy should be made be made directly with that of the policy contact/department shown below.*

## Intended Policy Audience

All police officers and staff involved in the management of offenders

<b>Current Version And Effective Date.</b>	<b>Version 1.2</b>	<b>04.06.2013</b>
<b>Business Area Owner</b>	<b>Community Justice Services</b>	
<b>Department Responsible</b>	<b>Central Integrated Offender Management Team</b>	
<b>Policy Contact</b>	<b>Central Integrated Offender Management Team</b>	
<b>Policy Author</b>	<b>Inspector Paul Deathridge</b>	
<b>Approved By</b>	<b>ACC Forsyth</b>	
<b>Policy Initial Implementation Date</b>	<b>04.06.2013</b>	
<b>Review Date</b>	<b>12 months from date of implementation</b>	
<b>Protective Marking</b>	<b>Not protectively marked</b>	
<b>Suitable For Publication – Freedom Of Information</b>	<b>Yes</b>	

**Evidence Based Research**

Full supporting documentation and evidence of consultation in relation to this policy including that of any version changes for implementation and review, are held with the Force Policy Co-ordinator including that of the authorised original Command Team papers.

**Please Note**

**PRINTED VERSIONS SHOULD NOT BE RELIED UPON. THE MOST UPTO DATE VERSION OF ANY POLICY, GUIDANCE or FORCE DIRECTIVE – ORDER, CAN BE FOUND ON THE INTRANET EQUIP DATABASE.**

## **Force Diversity Vision Statement and Values**

“Eliminate unlawful discrimination, harassment and victimisation. Advance equality of opportunity and foster good relations by embedding a culture of equality and respect that puts all of our communities, staff and officers at the heart of everything we do. Working together as one we will strive to make a difference to our service delivery by mainstreaming our organisational values”

“All members of the public and communities we serve, all police officers, special constables and police staff members shall receive equal and fair treatment regardless of, age, disability, sex, race, gender, reassignment, religion, belief, sexual orientation, marriage/civil partnership and pregnancy/maternity. If you consider this policy could be improved for any of these groups please raise with the author of the policy without delay.”

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### **Additional Supporting Documents-Further links within Policy & relevant sections**

- [Home Office IOM Useful Documents](#)
- [Ministry of Justice](#)
- [Staffordshire & West Midlands Probation Trust](#)
- [National Treatment Agency](#)
- [UKBA](#)
- [Link to PPU Useful Documents](#)
- [Link to OCG/USG Useful Documents](#)

## 1 BACKGROUND

- 1.1 In June 2009 the Government published the Integrated Offender Management Policy Statement. Its purpose was to provide all criminal justice partnerships with direction and support in bringing together the management of repeat offenders into a more coherent structure.
- 1.2 It builds on and expands current offender management programmes such as the PPO scheme and DIP work to create a system with a balance of prosecution and rehabilitation that includes offenders subject to both statutory and non-statutory supervision. It is also designed to run alongside other multi-agency arrangements that already cater for a tiered response to offenders such as MAPPA (For Violent and Sex Offenders) and Youth Offending Teams, and some offenders may be considered under a number of these arrangements.
- 1.3 IOM aims to extend these processes to cover a greater number of offenders involving a whole system approach to managing offenders by better coordination with a range of statutory, non-statutory, private sector and volunteer partnerships. A legislative framework has been put in place through the Offender Management Act 2007 and Police and Crime Act 2009. The legislation has created a collaborative framework that brings together the Police, Probation Trusts and Community Safety Partnerships to ensure strategies to reduce re-offending are in place.
- 1.4 This has recently been reinforced by the protocol circulated on 25th November 2011 between ACPO, National Offender Management Service (NOMS) and the Local Government Association (LGA). This outlines a duty to share information and provide support for prison releases, particularly focusing on offenders subject to short term sentences. The levels of intervention proposed would be dependent on local resourcing and the protocol, while not binding, very accurately reflects the current approach of both West Midlands Police and partner agencies in this area of business.

## 2 IOM KEY PRINCIPLES

- All partners tackling offenders together
- Local responses to local problems
- Offenders are to face their responsibilities or the consequences
- Better use of existing programmes and governance mechanisms
- All at high risk of offending are to be in scope
- Dangerous offenders are still to be managed under MAPPA
- The most damaging individuals receive priority

The responsibility for the delivery of Integrated Offender Management was given to Community Safety Partnerships and various models have evolved over the West Midlands, which reflected the challenges in the different locations and the varied capacities and structures within the individual partnerships. This report deals with Integrated Offender Management but acknowledges the links to the MAPPA and YOT processes that operate in parallel to this.

[Link to IOM Key Principles/Self Assessment Toolkits](#)

### **3 STRATEGIC AIMS AND GOVERNANCE**

3.1 The Home Office and Ministry of Justice identified four key aims that underpin IOM:

- Reduce crime, reduce re-offending and improve public confidence in the criminal justice system.
- Address potential overlaps between 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 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.

3.2 Partnership working and information sharing are at the heart of IOM. The LCJB Offender Management Strategic Theme Group (OMSTG) will oversee the strategic arrangements that are in place across the force to ensure that they support the right environment for operational delivery of IOM. This group already engage with the Heads of Community Safety, and are therefore engaged at a local partnership level.

3.3 The Local Offender Management Groups will oversee the partnership arrangements at a local authority level to ensure that the right collaborative arrangements are in place to meet the needs of offenders across the National Re-offending Pathways Model. The local partnerships will develop multi-agency problem solving focusing on offending behaviours, making best use of resources against the identified threat and risk to the community.

[Link to Government Policy Statement](#)

### **4 IDENTIFICATION AND MANAGEMENT OF OFFENDERS**

4.1 Assessment of risk relies upon both ready access to Police and Partners information and a suitable scoring system to allow this risk to be assessed in the most appropriate way.

4.2 The force has developed a risk assessment process within CORVUS. This common risk assessment process will be applied by all the LPU Offender Management Teams. This will provide the first automated consistent level of risk assessment for offenders in these groups from a police perspective. The application of a systematic scoring system will reduce the variation in identification of the various offenders within individual categories.

4.3 The scoring system will support the identification of those offenders that pose an unacceptable risk through combined assessment of risk and need conducted by other agencies and the multi agency One Day One Conversation (ODOC) process.

The offender sub headings of PPO, HCCU, DYO, MAPPA and LDM will remain.

[Link ODOC Guidance Booklet](#)

## 5 SCORING FRAMEWORK

- 5.1 In order to make the identification and assessment of offenders consistent across all Local Policing Units a decision was made to develop a risk assessment process to support and prioritise the response to the various categories of offenders and link this to related work-streams such as challenging families and priority neighbourhood's agenda. The framework developed provides an all enveloping rich picture across all categories and a far more scientific approach to identification than previously.
- 5.2 The overall score achieved by a nominal is calculated on an accumulative score from each data set hit within that 2 year time frame. The data is managed in real time with the scoring potentially changing each day with automatic notification to the relevant department.
- 5.3 Weighting will be reviewed annually in line with the Force Strategic Priorities and owned by Force Intelligence.
- 5.4 The data sets consist of Crimes, IMS, DIP, Warrants and ICIS data. Within Crimes Home Office Codes have been weighted according to the Force Strategic Assessment priorities based on those crimes most frequently used.
- 5.5 Intelligence has been broken down by IMS heading and the Grading Evaluation score and they have been weighted accordingly. This has been weighted against the force strategic priorities and developed in conjunction with Force Intelligence.
- 5.6 DIP Data has been weighted according to DIP drug testing frequency and the type of drug involved. Weightings have also been applied to HO Codes where nominals have either refused mandatory drug tests (MDT) or have failed to attend MDT required assessments within given time frames. [DIP Operational Handbook](#)
- 5.7 Warrants have been 'weighted' in accordance with national categorisation and threat.
- 5.8 ICIS data has captured those arrested, charged, cautioned, reprimanded, warned, informally warned, reported for process/summons and anyone who has been named as a suspect.
- 5.9 The new system does not concentrate on the traditional PPO route, but captures total risk, including elements from the covert world. It also brought into scope individuals not previously assessed, notably those in the gangs world.

The score is designed to degrade automatically across a rolling two year time period.

- A score of 1000 plus is categorised as HIGH RISK
- A score of 500-999 is categorised as MEDIUM RISK
- A score of 250-499 is categorised as LOW RISK

- 5.10 Offender Management Teams (OMT) will manage those identified as HIGH RISK with the support from specialist force resources and Neighbourhood Teams (NT) manage those identified as MEDIUM RISK with support of the OMT.

The common scoring risk assessment will support an appropriate tiered response to managing offenders.

It is acknowledged that the assessing of this risk will require both a review of all data and consultation with partners is crucial in order to come to a shared understanding of the risk. There will still be a variation between partner agencies in terms of their assessment of the risk posed by particular offenders, but there will be consistent identification at Force level and delivering a local response to local problems.

While partners have different assessments of risk, these should be factors in our decision making through information sharing, co located multi agency hubs and ODOC and these should inform and support decision to take subjects to an appropriate tasking meeting.

[Link to Corvus IOM Case & Profiling Supporting Documents](#)

## 6 OWNERSHIP

- 6.1 The Force's highest risk nominals will be intrusively managed and ownership will rest within the affected territorial area, but the operational delivery in those cases whose risk was so significant that they could not be managed at a local level, an Appointed Lead Officer (SIO) would be identified through the Shared Assessment meeting and this would be subject to an agreed tasking framework integrated into the Force model.

[Link to force IOM process Map](#)

The local nature of partnership delivery and service provision, means that the interagency work should remain local, however the operational policing delivery should fit with Force tasking and structures. The local inter agency discussions about individuals should facilitate not only this ability to lever in additional resource, but allow a complex solution to groups, where different tiers will be subject to differing types and levels of intervention i.e. top level activity in an OCG could be subject to Force operations, while OM and NPT teams deal with the middle and lower tiers simultaneously in conjunction with local partners. This is a genuine bottom up, top down approach with local services integrated in the solution.

- 6.2 Sex offenders will continue to be managed by the Public Protection Unit and dangerous offenders are still to be managed under MAPPA. However WMP will continue to identify and manage emerging risk, taking positive action around those high risk offenders that require OM intervention and support E.g. Domestic Abuse and Sex Offenders.
- 6.3 Those offenders that are not geographically aligned, for example no-fixed abode, will be allocated to LPU via the Central OMA Team in force intelligence based on last known address, family ties and or offending history. However to support this, LPU OMA's must check the OMU box on the IOM Corvus front page on a daily basis to retrieve those identified is being owned by their LPU based on local intelligence build.
- 6.4 The Central IOM Development Team will be responsible for applying a score of 250, 500 or 1000 to those offenders that transfer in to WMP from other force areas and other identified offenders deemed in need of case management who do not currently score within IOM Case. E.g. via Mappa or Marrac processes  
Cross border offenders:

6.5 Cross border offenders, those that live on one LPU or force area but offend on another, will be owned by the LPU where the offender resides but jointly managed and case management plan where appropriate.

6.6 Where the police bail or post court bail address is on another LPU or Force area consultation and the agreement must be sought from that area. For LPU this will be in conjunction with the respective LPU OM Inspector and for other force areas through the respective OMU and/or Force Intelligence cells.

## 7 EQUALITY IMPACT ASSESSMENT (EQIA)

The Policy has been reviewed and drafted against all protected characteristics in accordance with the statutory duties as set out in The Equality Act 2010 and that of the WMP Combined Equality and Human Rights Scheme (and Human Rights Act 1988 – see *below*).

Supporting documentation in the form of an EQIA has been completed and is available for viewing in conjunction with this Policy.

## 8 HUMAN RIGHTS

8.1 This policy has been implemented and reviewed in accordance with that set out with the European Convention and principles provided by the Human Rights Acts Act 1998. The application of this policy has the potential to impact upon the following articles:

- Article 2 Right to Life
- Article 5 Right to Liberty and Security
- Article 8 Right to Respect for Private and Family Life
- Freedom of religion.
- Freedom of expression.
- Freedom of assembly and association.
- Prohibition of discrimination.

## 9 FREEDOM OF INFORMATION

9.1 Public disclosure of this policy document is determined by the Force Policy Co-ordinator on agreement with its owner. Version 1.2 of this policy has been GPMS marked as 'Not protectively marked'

9.2 Public disclosure does not automatically apply to supporting Force policies, directives and associated guidance documents, and in all cases the necessary advice should be sought prior to disclosure to any one of these associated documents.

Which exemptions apply and to which section of the document?	Whole document	Section number
None		

## **10. TRAINING**

- 10.1 The ongoing learning needs will be reviewed and coordinated through the Central Offender Management Development Team and delivered by and in consultation with WMP Learning and Development.
- 10.2 This will explore blended learning opportunities and collaborative learning opportunities with our key internal and external stakeholders.

## **11 PROMOTION/DISTRIBUTION & MARKETING**

- 11.1 Policy document and associated documents on the Force Intranet (notice board) for the attention of all WMP officers and staff
- 11.2 Recording and audit entry on the Force policy library
- 11.3 Published on the IOM intranet page
- 11.4 Distribution (group e-mail) to all LPU Offender Management Units i.e. Detective Chief Inspector, OMU Inspector, OMU Sergeant, Offender Management Assistants etc.

## **12 REVIEW**

- 12.1 The Policy business owner Community Justice & Custody and the Central Offender Management Team will maintain outright ownership of the policy and any other associated documents and in-turn delegate responsibility to the department/unit responsible for its continued monitoring. The Central IOM Team will be responsible for auditing compliance.
- 12.2 The policy should be considered a 'living document' and subject to regular review to reflect upon any Force, Home Office/ACPO, and legislative changes.
- 12.3 A formal review of the Policy document, including that of any other potential impacts i.e. EQIA, will be conducted by the date shown as indicated on the first page.
- 12.4 Any amendments to the Policy will be conducted and evidenced through the Force Policy Co-ordinator and set out within the version control template.
- 12.5 Feedback is always welcomed by that of the author/owner and/or Force Policy Co-ordinator as to the content and layout of the policy document and any potential improvements.
- 12.6 Weighting will be reviewed annually in line with the Force Strategic Priorities and owned by Force Intelligence



**CHIEF CONSTABLE**

**13 VERSION HISTORY**

<b>Version</b>	<b>Date</b>	<b>Reason for Change</b>	<b>Amended/Agreed by.</b>
1.0	27.03.2013	New Policy following Paragon Programme of change and PBB	Insp. P. Deathridge
1.1	17.04.2013	To Command Team for approval & authorisation	PS 4566 Brookes

**Glossary**

**IOM**-Integrated Offender Management  
**PPO**-Prolific and other Priority Offenders  
**ODOC**-One Day One Conversation  
**MAPPA**-Multi Agency Public Protection Arrangements  
**HCCU**-High Crime Causing Users  
**DYO**-Deter Young Offenders  
**LDM**-Local Diversion & Management  
**OMU**-Offender Management Units  
**PPU**-Public Protection Unit  
**NPT**-Neighbourhood Policing Teams  
**LPU**-Local Policing Unit  
**YOT**-Youth Offending Teams  
**OCG**-Organised Crime Groups  
**USG**-Urban Street Gangs  
**SIO**-Senior Investigating Officer  
**OMSTG**-Offender Management Strategic Theme Board  
**LCJB**-Local Criminal Justice Board  
**HO**-Home Office  
**DIP**-Drug Intervention Programme  
**MDT**-Mandatory Drug Tests  
**ACPO**-Association of Chief Police Officers