



**Northamptonshire  
County Council**



Institute for  
**Public Safety  
Crime and Justice**

## **Collaboration Agreement**

### **For the review of Integrated Offender Management (IOM) and Dedicated Substance Intervention Programme (DSIP)**

This agreement was made on the 19<sup>th</sup> September 2014

Between

1. Police and Crime Commissioner for Northamptonshire, Wootton Hall, Mereway, Northampton NN4 0JQ
2. Public Health & Wellbeing, Northamptonshire County Council, Guildhall Road, Northampton NN1 1AY
3. Institute for Public Safety, Crime and Justice, the University of Northampton, Park Campus, Boughton Green Road, Northampton NN2 7AL

## **1. Purpose of The Agreement**

- 1.1 The Office of the Police and Crime Commissioner and Public Health in Northamptonshire County Council working in collaboration intend to undertake a review of the current IOM and DIP (locally developed into the Dedicated Substance Interventions Programme (DSIP)) arrangements to inform policy and commissioning from April 2015 onwards. The intention is that this review constructively helps inform the operating model to improve effectiveness and efficiencies.
- 1.2 As part of the review, an assessment will be made of the current arrangements and, drawing on local and national data, research and good practice, make recommendations for stakeholders and commissioners to consider.
- 1.3 The review will be undertaken through the Institute for Public Safety, Crime and Justice and the costs shared equally between the two Collaborating Bodies.
- 1.4 Ultimately, the review will answer the following key questions:
  - ▶ Are the current approaches and processes effective in delivering the outcomes of sustainably reducing reoffending and cutting crime?
  - ▶ Are they efficient and do they deliver value for money?
  - ▶ What improvements could be made to improve effectiveness and /or efficiencies?
  - ▶ Is the leadership and are the governance arrangements sufficient and understood, providing clear strategic direction and enabling the delivery of the outcomes to be achieved?

## **2. The Collaborated Function**

- 2.1 The function which is the subject of this agreement is the review of Northamptonshire's Integrated Offender Management (IOM) and Dedicated Substance Interventions Programme (DSIP) arrangements.
- 2.2 To ensure objectivity and embedding an evidence-based approach, the Associate for the review will be employed and managed through the Institute for Public Safety, Crime and Justice in line with their terms and conditions. They will also provide a local management structure to provide appropriate support, direction and control to the role holder.
- 2.3 The agreed specification is set out at Appendix A.
- 2.4 The Office of the Police and Crime Commissioner for Northamptonshire and Public Health & Wellbeing, Northamptonshire County Council will fund the review and provide support by ensuring that providers/key stakeholders

cooperate fully, including the provision of requested information within reasonable timescales.

- 2.5 The Head of Policy for the Office of the Police and Crime Commissioner and the Drug Interventions Programme Manager, Public Health & Wellbeing, Northamptonshire County Council and Director of the Institute for Public Safety, Crime and Justice will be the lead officers for the Collaborating Bodies.

### **3. Length of Agreement**

- 3.1 This Agreement shall commence from 19<sup>th</sup> September 2014 and shall continue until 31<sup>st</sup> December 2015 at which time the project will be reviewed and any further work requiring additional capacity identified.
- 3.2 This Agreement will terminate on 31<sup>st</sup> December 2014, unless renewed in writing by all the relevant Parties.

### **4. Indemnity**

- 4.1 Each Collaborating Body shall indemnify and keep indemnified the other against all losses, claims, damages, costs, charges, uninsured liabilities, demands or proceedings incurred or brought as a result of its negligence, negligence of its officers and/or staff or breach of its obligations under this Agreement

### **5. Insurance and Liability**

- 5.1 As the employing body, the Institute for Public Safety, Crime and Justice, will follow their individual Insurance Policy.
- 5.2 Each Collaborating Body will remain liable in accordance with the law for the acts and omissions of its own officers and staff.

### **6. Sharing of Costs**

- 6.1 The full cost is estimated to be £20,000. This cost will be shared equally between the Office of the Police and Crime Commissioner for Northamptonshire and Public Health & Wellbeing, Northamptonshire County Council.
- 6.2 The Institute for Public Safety, Crime and Justice will invoice the Office of the Police and Crime Commissioner for Northamptonshire and Public Health & Wellbeing, Northamptonshire County Council for up to £10,000 each.
- 6.3 Additional in-kind costs for the management of the role holder will be met by the Institute for Public Safety, Crime and Justice.

**7. Freedom of Information Requests**

7.1 Freedom of Information requests relating to this project will be dealt with by the recipient body. They will be responsible for co-ordinating the response, agreeing the disclosure with the other relevant parties and replying to the request.

**8. Data Protection Act 1998**

8.1 Each Collaborating Body will be responsible for ensuring compliance with the Data Protection Act 1998 in regard to the processing of data. This includes the provision and sharing of data to inform the project.

**9. Intellectual Property Rights**

9.1 Intellectual property rights in any designs, works, written material etc. created as part of the project will rest jointly with each of the Collaborating Bodies. In the event of termination of this agreement, the rights will remain joint unless and until agreed by the each of the Collaborating Bodies in writing.

**10. Assets**

10.1 Limited assets are anticipated as a consequence of the review. However legal title to these assets will remain with the employing organisation.

**11. Authorisation**

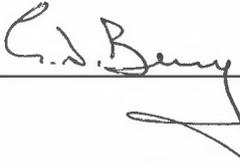
11.1 The undersigned are Authorised Officers with authority to act on behalf of the organisation they represent.

Signature  Date 29/09/2014

Position ASSISTANT CHIEF EXECUTIVE  
On behalf of the Office of the Police and Crime Commissioner for Northamptonshire

Signature  Date 01/10/14

Position Director of Public Health + Wellbeing  
On behalf of Public Health & Wellbeing, Northamptonshire County Council

Signature  Date 1/10/14

Position Associate Director  
On behalf of the Institute for Public Safety, Crime and Justice

## Appendix A - Specification

# Review of Northamptonshire's Integrated Offender Management and Drug Intervention Programme

### Overview

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Nationally, proven reoffending rates have remained stable for both adults and juveniles at 25 per cent and 35 per cent respectively. In Northamptonshire adult reoffending rates have been amongst the lowest in the country at around 22.5 per cent. Northamptonshire had above average reoffending rates for juveniles in the mid-2000s, but significant improvements were made and, since 2009, the reoffending rate for juveniles has been in line with the national average.

However, for PPOs and drug misusing offenders, the reoffending rate is noticeably higher and, despite the significant local resources that have been invested into IOM and DIP programmes over the last decade, there has not been a step change in offending outcomes. Nationally, the reoffending rate for PPOs has been between 75 and 78 per cent and for drug misusing offenders, after an initial reduction, stabilised at between 55 and 58 per cent, the most recent data being towards the top end of this range. Northamptonshire has experienced a similar reoffending rate for drug misusing offenders as that nationally. For PPOs, the rate in Northamptonshire has been more erratic and between 70 and 78 per cent. The most recent data for the year ending December 2011, shows the lowest reoffending rate on record at 67 per cent.

Given the current economic climate and significant reductions in public spending, it is not enough to base policy and commissioning decisions without a robust evidence-base that the intervention works and deliver real and sustained outcomes that provides value for money. Whilst there have been attempts to locally evaluate IOM (and DIP) there is a lack of independent academic research to assess outcomes and, as yet, no definitive body of peer reviewed academic research to draw upon.<sup>1</sup>

### National Context

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Around half of all crime is committed by people who have already been through the criminal justice system. There has been little change in reconviction rates and almost half of those released from prison go on to reoffend within 12 months. The cost to the taxpayer of reoffending nationally is estimated to be £9.5 to £13 billion per year. There is a need to reduce reoffending to reduce both the number of victims and the costs to the taxpayer. To achieve this, the Ministry of Justice has implemented a programme of reform to 'Transform Rehabilitation', unprecedented in scope and

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<sup>1</sup> <http://www.justice.gov.uk/downloads/publications/inspectorate-reports/hmiprobation/integrated-offender-management-report.pdf> (p.50)

scale to deliver a 'tough but intelligent' criminal justice system that punishes people properly when they break the law, but also supports them so they don't commit crime in the future.

The fact that a relatively small proportion of offenders commit a relatively large proportion of all detected crime has driven various nationally-driven multi-agency policy initiatives over the last ten or so years. The persistent offender scheme was introduced in 2003 and subsequently replaced by the Prolific and other Priority Offender (PPO) initiative. Integrated Offender Management (IOM) is the latest and current policy framework to locally address and manage those offenders who are deemed a priority.

Also introduced in 2003, the Drug Intervention Programme (DIP) aims to get adult drug-misusing offenders who misuse specified Class A drugs (heroin and cocaine/crack cocaine) out of crime and into treatment and other support. People who misuse Class A drugs often commit crimes to fund their drug habit. Heroin and crack users are responsible for more than half of acquisitive crimes such as burglary and car theft. It is estimated that drug-related crime costs £13.9 billion per year, with each drug user not in treatment committing crime costing up to £32.5K per year on average.<sup>2</sup> So interventions in Class A drug use should have a significant impact on these volume crimes.

The IOM policy recognises the significant contribution that both the PPO and DIP should make to local IOM arrangements, and these successful approaches should be firmly embedded within local IOM arrangements. IOM is a local multi-agency approach to manage offenders, regardless of their current position within the criminal justice process, with the aim of reducing the offending of individual offenders and, thus, the overall crime rate.

Offenders are usually identified on an intelligence led basis and attempts are made to change or control their offending with a mix of rehabilitative and restrictive/enforcement based interventions, depending on the level of engagement, and/or offending by those subject to the approach.

The principles of IOM emphasise that all partners should cooperate in working with offenders. Local IOM arrangements are not restricted to statutory or local criminal justice agencies, but can involve a wide range of social agencies, including the voluntary sector, which have a role to play in tackling risk factors associated with crime and offending. In turn, offenders must face their responsibilities or face the consequences.

## **Local Context**

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<sup>2</sup> <http://www.nta.nhs.uk/uploads/vfm2012.pdf>

Northamptonshire Police and Probation services have a history of working closely together from the outset of the PPO initiative through the locally conceived ROSE project, with dedicated teams from each organisation being co-located, principally on police premises. This arrangement has continued through its various iterations and has become part of core business.

Objective selection criteria have been developed and refined over time that has focused on those who commit Serious Acquisitive Crime offences, arrests, disposals, results of drug tests and an Offender Assessment System (OASys) risk assessment of reoffending and serious harm. It has expanded to manage non-statutory (i.e. those not supervised by probation as part of a Community Order or as part of Licence conditions following release from prison) as well as statutory offenders.

The IOM Strategy (Appendix B) that underpins the purpose and role of IOM in Northamptonshire has recently been reviewed, resulting in a greater focus on prevention. A new performance framework is being developed to enable more informed managerial and executive decision-making.

The DIP programme in Northamptonshire has developed over time and expanded into the Dedicated Substance Interventions Programme (DSIP) that focuses on identifying and providing interventions for adult offenders (18 yrs+) whose offending links to any substance, including alcohol. DSIP is delivered by two organisations – Northamptonshire Police and S2S (a division of CRI). Following a recent change to the operational model, DSIP provision in custody is delivered by police employees who identify and deliver the initial assessment and facilitate onward referrals as required. S2S provide the community-based interventions as part of the Public Health contract as the single provider of drug treatment services in Northamptonshire.

IOM and DIP arrangements are currently managed through a single police command structure overseen by a Police Inspector.

## **Purpose**

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In terms of outcomes, going back to first principles, there is an expectation that an effective IOM approach will contribute to meeting the Home Office aim to cut crime and the Ministry of Justice ambition to further reduce reoffending. IOM should therefore place a strong focus on four key areas:

- ▶ Reduce crime, reduce reoffending and improve public confidence in the criminal justice system;
- ▶ Address potential overlaps between existing 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; and

- ▶ Simplify and strengthen governance, to provide greater clarity around respective roles and responsibilities - including leadership, operational decision making and allocation of resources.

With these in mind, collaboratively the Office of the Police and Crime Commissioner and Public Health in Northamptonshire County Council working with the Institute for Public Safety, Crime and Justice intend to undertake a review of the current IOM and DIP (locally developed into the Dedicated Substance Interventions Programme (DSIP)) arrangements to inform policy and commissioning from April 2015 onwards. The intention is that this review constructively helps inform the operating model to improve effectiveness and efficiencies.

As part of the review, an assessment will be made of the current arrangements and, drawing on local and national data, research and good practice, make recommendations for stakeholders and commissioners to consider.

Ultimately, the review will answer the following key questions:

1. Are the current approaches and processes effective in delivering the outcomes of sustainably reducing reoffending and cutting crime?
2. Are they efficient and do they deliver value for money?
3. What improvements could be made to improve effectiveness and /or efficiencies?
4. Is the leadership and are the governance arrangements sufficient and understood, providing clear strategic direction and enabling the delivery of the outcomes to be achieved?

## Scope

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This will be a fully comprehensive, wide-ranging review of all aspects of the IOM and DSIP arrangements.

The review will include, but not be limited to:

- ▶ The current structure/resource allocation
- ▶ Operating model
- ▶ Partner(ship) engagement and involvement
- ▶ Governance model/leadership
- ▶ Information sharing
- ▶ Performance framework and management
- ▶ Outcomes/impact evaluation

Providers will be expected to fully cooperate, including making data and people available upon request within a reasonable timescale, and enabling consultation to take place.

It is not anticipated that personal data will be required for the purposes of the review and, therefore, additional information sharing agreements or data sharing protocols between the providers and the Institute for Public Safety, Crime and Justice will not be necessary or required.

## Approach

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The review will be commissioned by the Office of the Police and Crime Commissioner for Northamptonshire in collaboration with Public Health for Northamptonshire County Council. It will be independent and delivered by the Institute for Public Safety, Crime and Justice and subject to academic standards and controls. The Institute will appoint an experienced project manager with considerable knowledge of the business areas to lead and undertake the review for the period of the review and thereafter to deliver the final product or products.

The overall aims are to review processes and evaluate outcomes. To do so, a comprehensive research/literature review will be undertaken to draw together a robust evidence-base for the interventions and their relevance for now and the future when the nature of offending and drug misuse is undergoing change as it never has before. It will also incorporate a modelling of the processes to identify where there may be attrition points where offender/clients drop out.

In assessing the current operational models the existing key IOM principles will assist in framing the review:<sup>3</sup>

- ▶ **All partners tackling offenders together** - local partners (both criminal justice and non-criminal justice agencies) encourage the development of a multi-agency problem-solving approach by focussing on offenders, not offences
- ▶ **Delivering a local response to local problems** - all relevant local partners are involved in strategic planning, decision-making and funding choices
- ▶ **Offenders facing their responsibility or facing the consequences** - offenders are provided with a clear understanding of what is expected of them
- ▶ **Making better use of existing programmes and governance** - this involves gaining further benefits from programmes (such as the prolific and other priority offenders programme, drug interventions programme, and community justice) to increase the benefits for communities, and will also enable partners to provide greater clarity around roles and responsibilities
- ▶ **All offenders at high risk of causing serious harm and/or re-offending are 'in scope'** - intensity of management relates directly to severity of risk, irrespective of position within the criminal justice system or whether statutory or non-statutory.

And the three core functions for DIP:<sup>4</sup>

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<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/118043/IOM-Key-Principles-Guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118043/IOM-Key-Principles-Guidance.pdf)

- ▶ The successful **identification** of specified Class A drug misusing offenders;
- ▶ A comprehensive and standard **assessment** of their treatment and other support needs; and
- ▶ Effective, consistent **case management** to help break the cycle of drugs and offending.

Including the extent of the intervention/service provision:

- ▶ Drug related advice, information and harm reduction interventions;
- ▶ Triage assessment (including where appropriate through the Required Assessment provisions of the Drugs Act 2005 following a positive drug test), and referral i.e. for comprehensive assessment and structured drug treatment where appropriate;
- ▶ Drawing up an initial care plan with the service user following a triage assessment;
- ▶ Addressing offending behaviour by ensuring appropriate services are offered;
- ▶ Access to prescribing services;
- ▶ Provision of Tier 2 interventions (including brief psychosocial interventions e.g. motivational interventions) for those accessing or who have left treatment;
- ▶ Considering the provision of a 24/7 phone line or out of hour arrangements particularly targeted at those vulnerable new and existing clients leaving custodial establishments and/or treatment;
- ▶ A single point of contact for referrals from professionals including criminal justice agencies, CARAT teams and treatment agencies;
- ▶ A case management approach using key working and care planning to ensure continuity of care;
- ▶ Access to structured treatment through local care pathways commissioned by the local partnership;
- ▶ Implementing a programme of assertive outreach when service users miss appointments;
- ▶ Partnership work with Probation (Offender Managers) and Prison Healthcare teams / CARAT teams;
- ▶ Partnership with other relevant service providers to broker access to wraparound services such as housing, employment, rebuilding family relationships, peer support, education, life skills (e.g. finance management) etc; and
- ▶ To address the service user's broader range of needs on and after release from custody, at the end of a community sentence and following treatment.

Both IOM and DSIP in Northamptonshire have evolved considerably since their beginnings and the review will take this into account, but also seek to identify what and why functions have changed.

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<sup>4</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/118069/DIP-Operational-Handbook.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118069/DIP-Operational-Handbook.pdf)

The diversion arm of IOM is in the process of concluding a large scale change and refocus including the movement to a new strategy (see Appendix B). The review will aim to provide a baseline assessment of these changes and identify options for any further evolution.

The review will draw on a range of quantitative and qualitative data sources. This will include existing information held in key local and national documents and data held on crime, reoffending, drug treatment on arrest, criminogenic needs and engagement data held by the providers and other partners as identified. It will also draw on new qualitative sources through the most appropriate consultation technique, including stakeholder interviews, questionnaires and focus groups for providers, other key stakeholders and partners(hips) and service users.

### **Timeline**

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The review will be time-limited to inform commissioning intentions and any transition to April 2015. The initial project plan will identify the key milestones to be agreed by the review commissioners.

### **Review Management**

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The day-to-day project management will be the responsibility of the nominated project lead for the Institute for Public Safety, Crime and Justice, employed and overseen by the Institute's Associate Director. They will report directly to the nominated representatives of the commissioning bodies, and do so on a monthly basis or as required. Each commissioning body will be responsible for its own internal governance structures.

The review plan, data collection plan, risks and issues will be fully documented.

### **Interfaces and dependencies**

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Whilst there are no direct dependencies, the review will be undertaken in the context of the Ministry of Justice's criminal justice reforms, particularly in relation to probation service changes under 'Transforming Rehabilitation' and the transfer of the Community Rehabilitation Company to the preferred provider at the end of the year.

Related to these reforms, the Institute for Public Safety, Crime and Justice are also engaged on developing an Offender Strategy on behalf of the four Police and Crime Commissioners for Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire (BeNCH). This review and the BeNCH offender strategy will undoubtedly cut across each other at certain points and each lead will have regard to each others work and realise opportunities for collaboration to avoid duplication where possible and practicable.

## Strategic Risks

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There are a number of strategic risks for this review that requires effective management and mitigation by the commissioners in preparation for the review taking place:

- ▶ Ensuring complete cooperation of the main service providers – Northamptonshire Police, National Probation Service and Community Rehabilitation Company, and S2S – including the delivery of the quantitative and qualitative data collection plans.
- ▶ Securing the services of an experienced, knowledgeable, skilled and independent project lead by the Institute for Public Safety, Crime and Justice.
- ▶ Effectively communicating with all stakeholders, particularly those officers and members of staff that work in IOM and DSIP.

## Outputs and Outcomes

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Ultimately, the review needs to inform practice, including strategy and policy development and commissioning/decommissioning intentions.

The expectation is that the main product will be a document/report/paper that addresses the issues referenced under *purpose* and *scope*. However, there may be a series of documents/reports/papers that are released as the review progresses. The approach will be agreed between the co-commissioners of the review and Institute through the project lead.

Other products may also result, such as a new performance framework or evaluation methodology/tools.

## Benefits

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This review will add to the existing national research. It will assess the extent to which outcomes are achieved, the opportunities for improved efficiencies and effectiveness, and the extent to which the interventions provide value for money.

It will engage all stakeholders and provide the independent evidence-base that will inform commissioners, executives and provider management and practitioners in committing to long-term strategic and operational plans and decisions.

## Intellectual Property Rights

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The intellectual property rights for the products will be shared between the Office of the Northamptonshire Police and Crime Commissioner for Northamptonshire, Public Health, Northamptonshire County Council and the Institute for Public Safety, Crime and Justice.

However, the intention is that the products are shared with and used by the key stakeholders locally and that it adds significant value to the national academic literature and knowledge base helping to inform policy at both a local and national level. The main product in the form of a document or series of documents will be made publicly available following publication.

### **Project Governance**

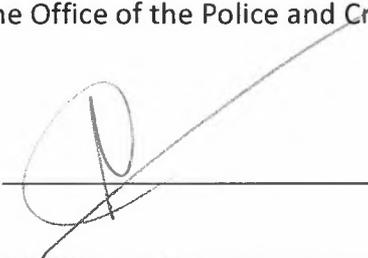
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The Associate Director for Institute for Public Safety, Crime and Justice will act as the project lead who will oversee the review. The review will be undertaken independently by an Institute Associate, who will be funded by the Office of the Police and Crime Commissioner and Public Health, Northamptonshire County Council.

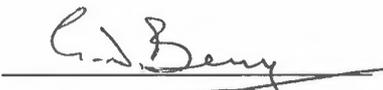
These terms of reference have been agreed by representatives of each of the above:

Signature  Date 29/09/2014

Position ASSISTANT CHIEF EXECUTIVE  
On behalf of the Office of the Police and Crime Commissioner for Northamptonshire

Signature  Date 8/10/14

Position \_\_\_\_\_  
On behalf of Public Health, Northamptonshire County Council

Signature  Date 1/10/14

Position Associate Director  
On behalf of the Institute for Public Safety, Crime and Justice



# **AN INTEGRATED OFFENDER MANAGEMENT STRATEGY FOR NORTHAMPTONSHIRE**

## **2013-14**

Version 2

## **Introduction**

This strategy sets out the joint Integrated Offender Management (IOM) approach that Northamptonshire Police and Northamptonshire Probation Trust will adopt in 2013/14, supported by other appropriate partners where relevant.

### **Over-arching strategic aim**

This approach seeks to divert individuals from involvement in criminal behaviours and reduce reoffending in Northamptonshire to support the reduction of crime and make the county the safest in the country.

### **Strategic objectives**

The specific strategic objectives are:

1. To increase the number of young people diverted from criminal offending and to reduce the numbers of new entrants to the Criminal Justice System by engaging early with those identified through the Troubled Families programme and those already involved in Anti-Social Behaviour
2. To increase the preventative and diversionary options that seek to reduce the offending behaviour of prolific and priority offenders and encourage other lifestyle choices. Where such individuals fail to engage with these options, to support enforcement activities in order to reduce their offending profile
3. In order to reduce their high risks of reoffending, those who are about to be released from prison will be visited, their post-release needs identified and, where possible, appropriate solutions and support put in place to anticipate their return to the community

### **The scope of the IOM approach**

To achieve these overall aims and objectives, Northamptonshire Police will work with other public sector agencies, private groups and companies and third sector organisations to provide a range of preventative, rehabilitative and enforcement approaches.

To date IOM in Northamptonshire has focussed solely on Serious Acquisitive Crime (burglary, vehicle crime and robbery) offenders and has managed a large cohort of individuals that has varied in number between 250 and 400. This updated approach will seek to work intensively with a much reduced cohort of priority offenders but will explore increasing the crime types addressed through an IOM approach from the current concentration on Serious Acquisitive Crime alone.

IOM in the county has also concentrated on priority and prolific offenders as these are the individuals who cause the most harm to local communities through serial offending behaviours. Working with this group will continue to be an important element of the IOM approach, whether by offering diversionary schemes and opportunities or by supporting investigative resources with enforcement activity. Operating in this manner can only be short-term so, to ensure a longer-term and sustainable reduction in reoffending, it is necessary to widen the scope of the IOM approach locally.

To this end, the refreshed IOM strategy will develop engagement opportunities to address the following core groups:

- **Young people at risk of an offending life-style** – IOM will seek to engage more closely with internal and external partners working with young people and families that are already involved in Anti-Social Behaviour (ASB) or other behaviours that present a risk to themselves or the wider community. This engagement will not duplicate, but seek to support, existing activities with the intention of providing further preventative opportunities to divert these individuals from the Criminal Justice System. This will include engagement with the Troubled Families programme. It will also seek to enhance current approaches, such as mentoring and education support, with other schemes that will increase the capacity to deliver similar positive outcomes.
- **Prolific and priority offenders** – the current focus on this core group of offenders will continue with the aim of preventing reoffending and reducing crime. A range of methodologies will be deployed that initially seek to prevent offending and divert these individuals from criminal behaviours but, should there be a lack of engagement, enforcement activities will also be deployed, such as the use of GPS tracking and curfew checks, in support of investigative and proactive police resources.

It is clear that the large numbers in the current IOM cohort is neither sustainable nor effective as it dilutes the impact of the small number of police and partner resources deployed operationally, by not allowing them to focus on those individuals that are most criminally active and present the most challenging behaviours to turn around. Therefore, the IOM cohort will be significantly reduced in number, removing those who do not present an immediate and high risk of offending to concentrate on those that have been identified, through intelligence and tasking processes, as current priority and prolific offenders. A new process will be developed to risk matrix those to be included in this new, reduced, cohort in line with these objectives.

The focus solely on SAC offenders will be expanded to include those that commit other crime types. Although individuals engaged in violent offences will be assessed for inclusion, there are very few serial violent offenders, except those already engaged through the

MAPPA process and those involved in domestic abuse incidents who will continue to be monitored and engaged by Domestic Abuse Unit specialists. Volume crime offenders, such as those who commit shoplifting or criminal damage offences, will be subject to a risk matrix scoring to assess inclusion.

- **Offenders in prison and about to be released** – there is significant empirical evidence that many offenders recently released from prison, quickly engage in criminal activity and commit a large number of offences in a short period. This is particularly true of non-statutory offenders, those who have served a shorter sentence of less than 12 months, who are not supervised on release by the Northamptonshire Probation Trust. Many of these individuals have significant societal needs, such as accommodation problems or drugs and alcohol dependencies that are not supported once they return to the community. The refreshed IOM approach will pursue engagement opportunities with these individuals, prior to release, to identify through a needs assessment the areas where they can be helped so that they do not resume their offending behaviours when they return home. The Pathways programme of options will then be explored and enhanced to provide opportunities to meet such needs.

This approach should include a process for a fresh start that incorporates the chance to identify any previous, unacknowledged offences. Visits to these individuals by IOM diversion officers, prior to release, should provide the opportunity, where appropriate, for others to accompany them. These will include either partners offering support and assistance, or police officers to resolve outstanding crimes.

### **Key Performance Indicators**

There are some key contextual considerations that need to be recognised when seeking to measure IOM performance; outcomes are likely to be medium to long term as the emphasis is on sustained behavioural changes and diversion from criminal activity, crime prevention and the reduction of offending are difficult to quantify.

The following measurement regime will be adopted for the three core groups detailed above:

- **Young people** – quantitative performance success will be based on measures around involvement in ASB and the changes in identified needs from initial assessment to those made at a later stage of engagement. Reductions in both will indicate positive outcomes. Deteriorating behaviours, particularly those which result in a CJS sanction, will be captured and assessed. Qualitative performance success and failure will be recorded through case studies.

- **Prolific and priority offenders** – the reduction in the cohort size will allow each individual to be followed and assessed more closely to inform performance successes. These can be measured quantitatively by comparing their criminal convictions, both in number and crime type, before and after engagement, together with the changes in their needs assessment at similar stages of the process. Again reductions in both will indicate success. It should be recognised, however, that in some cases this will be much more challenging as the individual may have spent a significant period in prison before engagement, which will affect any such comparison. Case studies can also be employed to provide a qualitative evaluation.

It is also worth noting that the potential for members of this group particularly, to relapse into criminal activity is high. The deployment of enforcement activity, with the possibility of imprisonment, though an indication of failure to deliver behavioural change is, therefore, a pragmatic requirement to achieve the other objective of reducing crime. However, this does provide a further engagement opportunity, as members of the 'offenders in prison' group, to try again.

- **Offenders in prison and about to be released** – by the fact that they have served a term of imprisonment it is likely that members of this group would also feature as prolific and priority offenders so the performance measures will be similarly focussed on criminal activity prior to imprisonment compared with the period of engagement after release, changes in their needs assessment and individual case studies.

Although it is possible to capture some of these performance measures in the short term, it is important to recognise that it is only over a more protracted time period that performance measures are robust. It is also worth noting that many individuals will have periods of success and times when they will relapse into previous offending behaviours. IOM engagement is a long-term approach that seeks to embed behavioural change and relies on meeting the complex needs of individuals to achieve this aim. A performance framework detailing short, medium and longer-term indicators is attached at Appendix 1. The performance regime for the IOM programme includes measures around individuals, as detailed above, for all three groups and a combined assessment across the wider cohort. The definitive product will be delivered after a twelve month period with an interim indication after six months.

A representative section of the cohort will also be assessed against the Home Office 'cost to society' calculations to repeat an exercise already completed locally, with the aim of demonstrating any cost savings made through this investment in an IOM approach in Northamptonshire.

## IOM approaches

Northamptonshire's IOM approach will employ a variety of intervention opportunities that enhance the effectiveness of the partnership's engagement with offenders and support them to meet their disparate and individual needs in order to reduce reoffending behaviours and encourage other lifestyle choices. These include:

- **Dedicated Substance Intervention Programme (DSIP)** – drugs and alcohol testing and support from initial period of custody and, post-release, through community interventions to reduce drug and alcohol dependencies that correlate highly with criminal offending behaviours
- **Mentoring** – partnership support for individuals and families to access basic needs (accommodation, bank account, health care etc), the lack of which can lead to involvement in criminal offending
- **Pathways Programme** – a programme of support to meet the needs of offenders (such as training, education, accommodation, counselling etc), the lack of which are also key drivers for involvement in crime
- **Activ8** – a programme that seeks to work with offenders who are prepared to engage with diversionary services on a voluntary basis
- **GPS tracking system** – a voluntary scheme that maps the location of individuals and encourages them not to be influenced by peers and become spontaneously involved in criminal offending

This list is not exhaustive.

### **Conclusion**

The Integrated Offender Management approach in Northamptonshire seeks to reduce reoffending and associated crime in the county by investing in the diversion of offenders through schemes that meet the individual's complex personal needs that are often a significant causal factor in their Anti-Social Behaviour and criminal activity. These are medium to longer-term aims so success will be evaluated by a performance measurement regime scoped over a similarly extended time scale. In parallel shorter-term policing objectives will be supported through enforcement activity, amongst other tactics, against those who fail to engage with the IOM programme.