New London IOM Framework: BCU launch briefings

In partnership with:

Welcome and introductions

Please tell us you name, agency and finish the phrase "IOM works well when/if…….."

London IOM
Managing Persistent, Violent Offenders

Outline of this session

Purpose:
- To provide an overview of information about the new framework for London IOM
- To introduce the major new elements, including new selection criteria and IT platform
- To encourage local partnerships to engage with the framework and integrate it in to local practice from now
- To hear your questions and suggestions so we can continue to develop London IOM

Structure:
- About 60-70 minutes of interactive briefing
- 10-15 minutes of smaller group discussion on questions, issues and opportunities
- 20 mins of Q&A at the end and next steps

What we won't cover today:
- Detailed process and role questions for all aspects of the framework – see document for this
- Complete blueprint for the full solution and all necessary resources for IOM in London – the framework provides a basis for future development and future decisions on resources
- Full details of the role of substance misuse, health, prison and DWP colleagues – To be included more in framework v2.0 coming in the spring

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Welcome from Deputy Mayor for Policing and Crime

Introductory video from Sophie Linden

Why is a specific approach to persistent offenders needed?

- The estimated economic and social cost of reoffending was £18.1 billion in the year 2016-17.

- The majority of this cost is incurred by adults with previous prison or court order sentences.

- In London persistent offending costs over £2.2 billion per year in criminal justice costs alone.

- In London 29% of convicted offenders are prolific offenders, who commit an increasing amount of violence.

- Persistent offenders commit over 75% of adult reoffences - Adult offenders with 11+ previous offences make up 38% of all adult offenders in the cohort, but committed over 75% of all adult proven reoffences.

London Police and Crime Plan – Commitment to "Continue to drive forward and test innovative and whole-systems approaches to tackling persistent offenders to support greater consistency and effectiveness across London."

Why change the current IOM criteria?

- In London the IOM **cohort has been growing and there is an increase in violent offending** in this group:

Year	IOM cohort size	Proportion with a violent index offence
2013	4,271	10%
2015	5,911	16%
2017/18	6,988	29%
2019	5,958	40%

- **The current London IOM criteria takes no account of violence/harm or changes in risk** - Evidence from the Persistent Offender Programme and recent London IOM surveys shows that the current criteria includes too many shoplifters and low priority acquisitive offenders. This means that offenders who pose a high risk of violent reoffending are not prioritised in IOM. For these reasons the current criteria is not used consistently or reliably across London.
- **Unmanageable cohort size** - There has been a 39% increase in the size of the IOM eligible cohort in London between 2013 and 2019 during a period when partnership resources have remained static or reduced in some agencies;
- Of the 5,958 eligible offenders, only 2,229 are recorded as being active IOM cases. **The current system does not provide any accessible information about why the other 3,729 eligible offenders have not been included.**

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How would you change IOM in London?

Take 30 seconds to put your ideas in the chat

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Summary of results from the pan London IOM survey

Results from a survey completed by probation SPOs in 26 partnerships across 32 boroughs.

Who leads the IOM partnerships – Police (12), CRC (11), LA (5), NPS (2)

Good points – Police involvement (9), multi-agency work (8), substance misuse service involvement (3), extra ETE services (2)

Points that could improve – Lack of wider partner attendance (7), lack of housing provision (6), lack of Police time (6), lack of mental health support (4), unenforceable doorstep curfews (4), lack of ETE services (3)

What criteria are used (often more than one criteria per borough)
Standard OGRS criteria (13), Robbery prioritised (13), Burglary prioritised (14), domestic abuse (6), knife crime (4), "acquisitive crime" (4), "violence" (3), "drugs" (3), gangs (1), motor/pedal cycle theft (1)

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Where do the new proposals come from?

In formulating the current proposals, evidence and learning have been taken from:
- Evaluations of the Persistent Offender Programme and previous pilots;
- A review of IOM good practice nationally and from around London;
- Discussions in Justice Matters in September 2018;
- Two pan-London surveys of current IOM arrangements taken in the past two years;
- The findings of the recent National HMIP Inspection of IOM which included Waltham Forest.
- Discussions with the MoJ team who have written the new national IOM strategy
- Consultation and agreement with senior stakeholders at the London Criminal Justice Board, Reducing Reoffending Boarding and London Heads of Community Safety meeting

The IOM Steering Group, which has developed the framework over 18 months, is made up of:

- National Probation Service (chair)
- MOPAC CJS team and Evidence and Insight
- London Councils
- Leads from NHS, Public Health England, DWP and prisons
- MPS – Central IOM team
- London CRC
- Representatives from 10 local authorities

London IOM framework – Aims

The aims of the framework are to achieve the following goals, in line with the London Police and Crime Plan 2017-21:

- To reduce the disproportionately high level of reoffending committed by persistent, violent offenders and so reduce the victims of crime in London, the impact on London communities and the high financial and social costs of this reoffending;

- To promote a more consistent focus across London on persistent offenders, particularly those who also pose a significant risk of violent reoffending;

- To maintain a focus in priority acquisitive offences, particularly robbery and burglary;

- To demonstrate the impact and effectiveness of this work and generate an evidence base for what works in this area.

London IOM framework – Executive Summary

- A new criteria for IOM selection – To reduce the overall number of eligible cases and focus on those persistent offenders, especially those committing serious acquisitive crime, who also pose at least a medium risk of violent reoffending.

- A streamlined process for identifying and locally assessing all eligible cases

- A framework for local partnerships to include other priority cases alongside the core cohort based on local discretion and joint assessments

- More consistency in the roles and responsibilities for the key agencies involved in IOM work – See Annexes A-C of the framework

- Recognition of best practice in IOM work with aims for how this can be included more consistently across London.

- A regular and reliable way of measuring the impact of local IOM partnerships on reoffending and costs of crime

- Building an integrated IT platform to track case progress and share information

Draft Operating Framework - Structure

1.	Glossary
2.	Executive Summary – 1 page
3.	Purpose and origins of this document
4.	Why is a specific approach to persistent offenders needed?
5.	Why is a change needed to the current IOM arrangements?
6.	The new framework – Cohort eligibility criteria
7.	The new framework – Identification of the "core cohort"
8.	The new framework – Local decision making and discretion to reflect local needs
9.	The new framework – Best practice for local implementation
10.	The new framework – How will this relate to other multi-agency offender management?
11.	The new framework – Measuring impact and effectiveness
12.	The new framework – Building an evidence-based approach to persistent offenders
13.	The new framework – Governance arrangements page 12

Annex A – Roles and responsibilities of Police staff in the new framework
Annex B – Roles and responsibilities of Probation staff in the new framework
Annex C – Roles and responsibilities of Local Co-Ordinators in the new framework
Annex D – Timeline for implementation of the new framework
Annex E - Summary of IOM arrangements across London at the time this new model introduced
Annex F - Summary of previous arrangements for persistent offenders and key learning from previous pilots
Annex G – Data Sharing Agreement template for local IOM partnerships
Annex H – Shared Equality Impact Assessment

What are the new "core cohort" selection criteria?

An OASys Violence Predictor (OVP) score will be added to determine IOM eligibility – This reduces the number of eligible cases and means that all cases will pose at least a medium risk of violence, as well as being persistent.

On this basis the new criteria will identify eligible offenders as those who have both:
*   **An OGRS two year score of 75%+ or 50%+ with a Robbery or Burglary offence in the past 2 years that they were in the community** (This two year period should not include time spent in prison)
AND
*   **An OVP two year score of 30%+**

Benefits of the new criteria:
*   It will provide a clear and evidenced based method for identifying a cohort who pose both an increased risk of general reoffending and an increased risk of violence.
*   This will be a time efficient and consistent as a way of identifying and tracking individuals.
*   The reduced number of eligible cases will allow more focus on reducing the harm caused by persistent, violent offending in London within available resources.
*   Local panels will still have discretion to add cases to the cohort based on local needs and reject eligible cases if this is for a valid reason.
*   Aligned with the new national IOM strategy
*   https://www.gov.uk/government/publications/integrated-offender-management-strategy

Key data about the new core IOM cohort

	Current cohort	New framework
Number of eligible cases	5,958	4,178
Current active IOMs on IDIOM	1,932	?
Cases with violent index offence	40%	47%
Top offence types	Theft Burglary Robbery	Violence against Person Burglary Robbery
Number of gang cases according to MPS matrix	-	269 (6%)
Number of DA flagged perps	-	1,289 cases (31%)

Robbery and Burglary

Active Probation cases sorted by index offence types	All offenders with this conviction	Persistent offenders – would be included in the current IOM cohort	Persistent, violent offenders – included in the new IOM cohort
Burglary offenders	1,552	1,060	594 (44% reduction)
Robbery offenders	2,113	926	729 (21% reduction)
Total Robbery and Burglary	3,665	1,986	1,323 (33% reduction)

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The relationship between the current and proposed new cohorts

The new "core cohort" does not add any new cases that are not included in the current criteria. It does not include any new violent cases. It does exclude persistent offenders who pose a low risk of violence, although these can be re-included under local discretion if there is capacity.
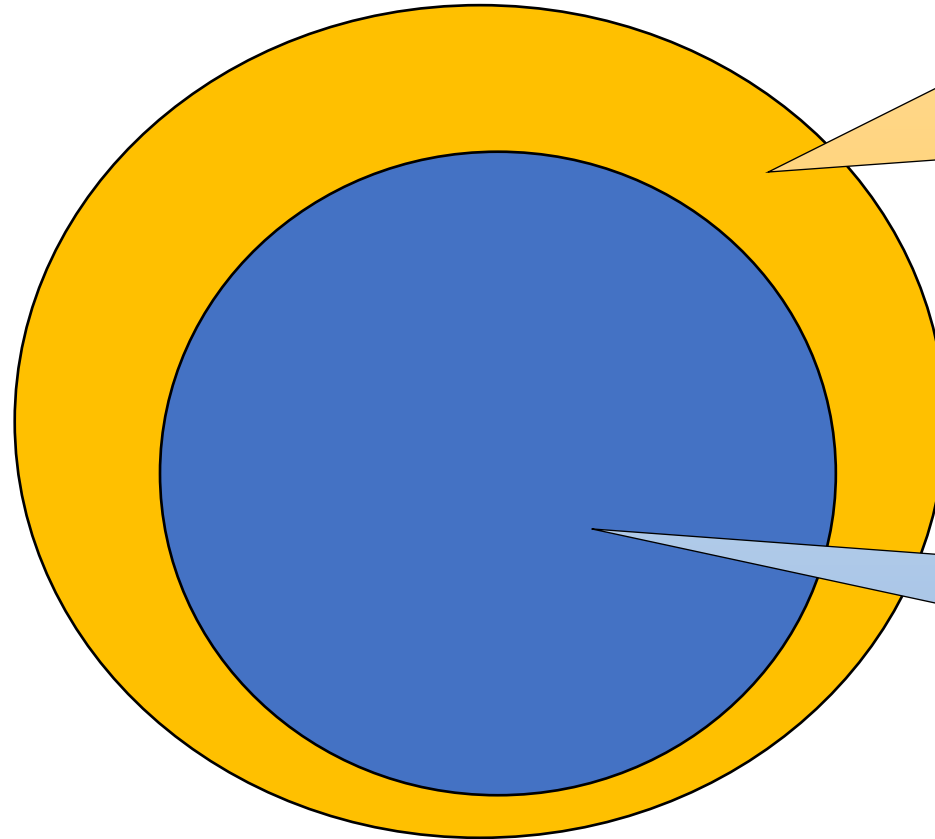
Current IOM cohort
5,958 cases
- OGRS 75%+ or
- OGRS 50%-75% for Rob and Burg
- Any OVP

New "core cohort"
4,178 cases
- OGRS 75%+ or
- OGRS 50%-75% for Rob and Burg
- AND OVP 30%+

Borough comparison between proposed new cohort and current ID-IOM recorded cohort

Borough	BCU	New cohort	Current IDIOM		Borough	BCU	New cohort	Current IDIOM
Barking and Dagenham	EA	98.5	61		Barnet	NW	123	85
Redbridge	EA	90	37		Brent	NW	155	100
Havering	EA	98	75		Harrow	NW	41	56
Bromley	SN	98	46		Waltham Forest	NE	113	72
Sutton	SN	60	47		Newham	NE	193	90
Croydon	SN	286	59		Westminster	AW	52	109
Haringey	NA	148	65		Hammersmith and Fulham	AW	153	104
Enfield	NA	139	122		Kensington and Chelsea	AW	102	63
Hackney	CE	143	81		Camden	CN	164	127
Tower Hamlets	CE	198	88		Islington	CN	165	114
Lewisham	SE	213	52		Ealing	WA	150	49
Bexley	SE	105	26		Hillingdon	WA	99	41
Greenwich	SE	120	44		Hounslow	WA	147	36
Wandsworth	SW	114	99		Southwark	AS	164	136
Kingston	SW	41.5	21		Lambeth	AS	211	126
Merton	SW	62	13					
Richmond	SW	41.5	20		**Total**		**4,171**	**2,224 (53%)**

Please note these are projections of eligible cases based on a data sample from 2019, so are only indicative of the number of 2020 cases that will be sent out to be considered for selection

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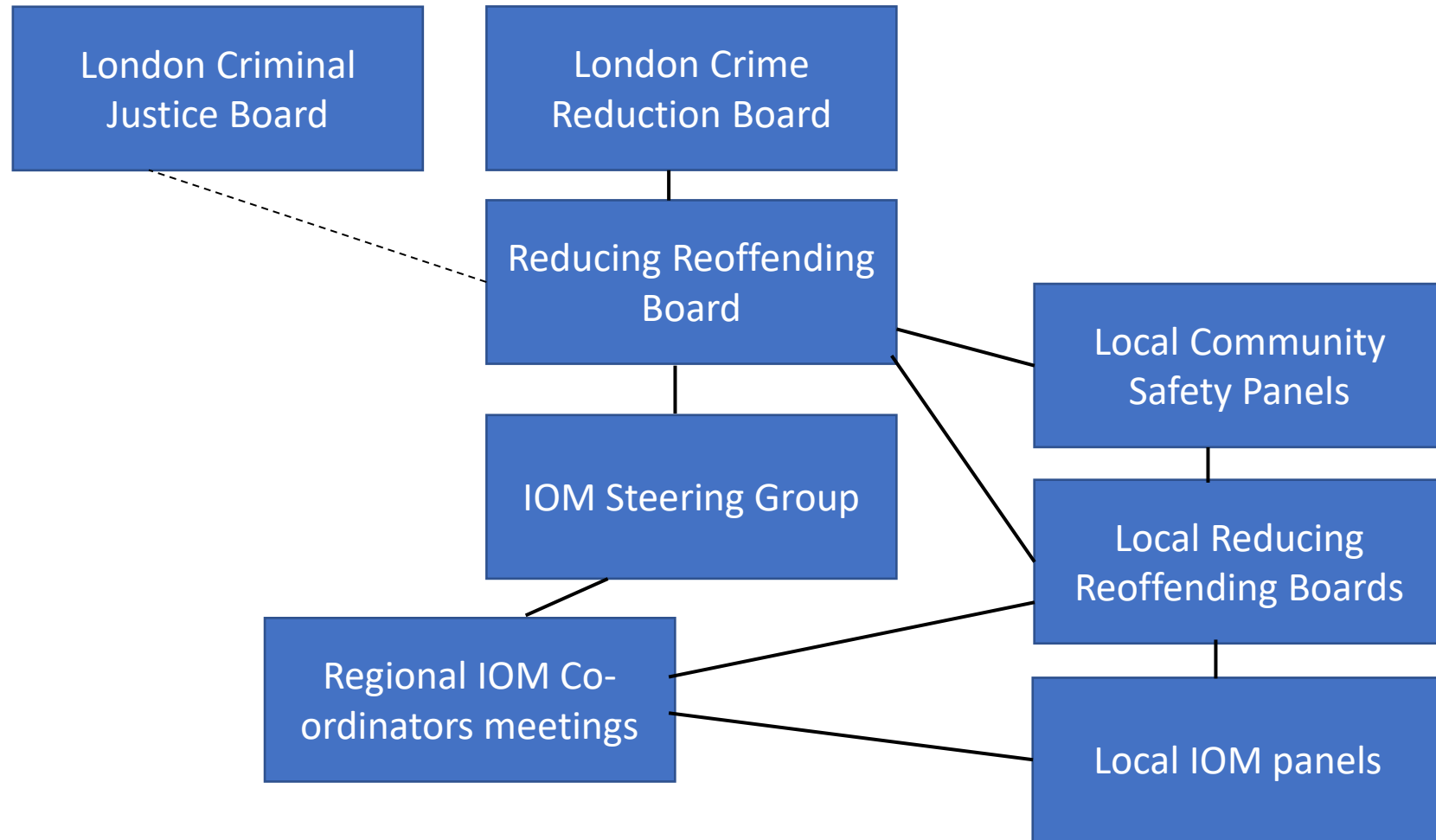
London IOM framework – Best practice recommendations

- The importance of local IOM Co-ordinators

- Co-location and use of video meetings

- Engaging all relevant partners with panel meetings – more details to follow in next version of the framework

- End-to-end management and pre-release work

- YOS transitions in to adult IOM

- Practitioner training and communication

- Overlaps and clashes between other multi-agency panels – DA/MARAC, MAPPA, gangs, knife crime, community MARACs.

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IOM Practitioners Training Plan

Training need	Substance of training	Delivered by?
Peer Learning case discussion	Going through an existing IOM case and discussing best practice for joint risk management,	SPO, NPS IOM leads
Wider MPS training	What do the Police team do in the BCU from an IOM perspective	IOM Sergeant
Performance feedback	- Who will be doing this - What should be recorded and how	MOPAC or IOM Coordinator
Panel Chairing	- Create consistent and action-led panels	Central Team
Information Sharing	Understanding of DSAs, when consent is required	MPS Central team?
Licences and Judicial Tools	- Choice of conditions, enforcement, CBOs, civil injunctions	Probation, Police and LAs
Multi-agency offender management	What works and what doesn't, desistance theory	Academics, HMPPS lead, MOPAC Evidence and Insight
MAPPA/MARAC/Gangs/ Extremism/Mental Health	Learn about the different facets of these schemes	Specialists from each team or agency
Domestic Abuse awareness	How to recognise signs and risk factors for DA, good practice and risk management	Specialist VAWG provider
Trauma and the causes of violence	How people are affected by trauma, how to recognise this and how to work with it to allow c	NPS IOM Team
Motivational interviewing	How to work with resistance and engage people on desistance theory	NPS IOM Team? External provider?

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Why do we need a pan London IT platform for IOM?

The benefits of this system, which will be provided by E-CINS are intended to be:

- Improved ability to share and record information between agencies and boroughs without emails, spreadsheets, duplication or information security concerns.
- Allowing boroughs a bespoke tool to develop to suit the needs of their local partnership, including advanced functionality if needed i.e. geo-coding, links to other cohorts
- Open and transparent mechanism for referrals, case tracking and recording key decisions so that all cases can be assessed for intervention.
- More efficient and transparent way to involve partners such as health, housing, prisons and substance misuse providers to improve info sharing, tasking and engagement with IOM.
- Reducing data entry via central "core cohort" uploads of case data and using E-CINS in meetings to record key decisions and changes

For policy makers and funders:

- Providing a pan-London overview of who is on IOM, the risks they poses, the needs they have and the interventions and outcomes from this work. This is all evidence to use for future development of IOM based on reliable evidence.
- Relaible basis for impact evaluation i.e. how many offences and victims reduced by IOM?

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12 month pilot of shared London IT platform

E-CINS allows the creation of offender records that can be shared between agencies and extra information can be added along with tasking. We want E-CINS to become to primary tool forco-ordinated, multi-agency offender management within boroughs. For the pan-London system it is proposed information collected will include:

- Identifiers and demographic data
- Contact details of offender and allocated probation and police workers
- Index offence, sentence type and dates.
- Risk of serious harm, OGRS and OVP scores.
- Markers – DA, MAPPA, gangs
- Tick boxes for criminogenic needs/pathways
- Drop down menus for interventions used and status of interventions
- Current status – custody, pre-release, engaging with sentence, in breach or wanted, non-stat
- RAG rating – Red, amber, green
- Motivation and Engagement - No attendance or engagement, Some engagement and motivation to change, Active engagement and change, Maintaining positive change
- Exit status – Success (risk can be managed without IOM), Moved out of London, Death, Given new long custodial sentence.

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Referral on to E-CINS

Referral routes
* Monthly upload of probation data – flagging new and expired cases
* Core partners – Co-ordinators, police and probation can input new cases
* Web based pan-London referral form – Any agency can refer in

What should be included on the referral form:
* Name (full)
* Address and postcode
* DOB
* PNC, CRN, NOMS number – if known
* Current status – custody, licence, community order, in breach/wanted
* Date of referral
* Name, email and phone number of referrer
* Why referred to IOM?

What will E-CINS NOT do?
* Replace or duplicate existing case management and risk assessment systems,
* Required re-recording or sharing of volume or sensitive data unless this is agreed locally
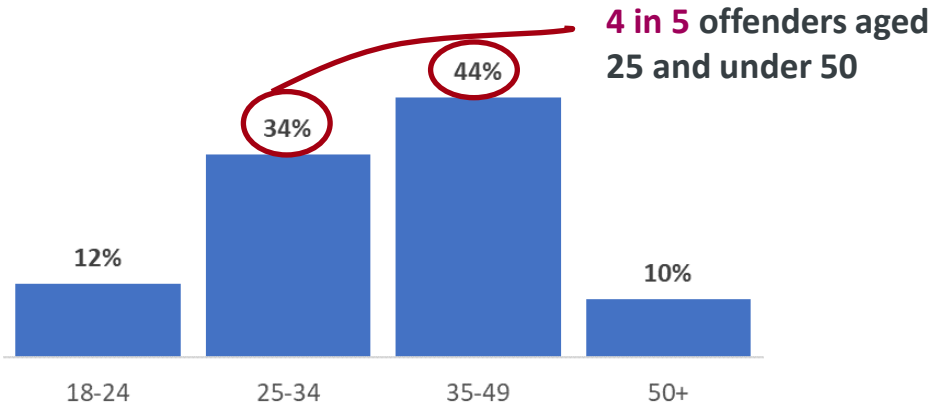* Increase your workload (hopefully)

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Pan London Demographics

Breakdown of offenders by gender
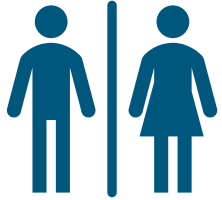
There were **2,044** IOM Managed Offenders of which **93%** are Male

Breakdown of known age of offender

4 in 5 offenders aged 25 and under 50

- 18-24: 12%
- 25-34: 34%
- 35-49: 44%
- 50+: 10%

Offenders 50 and over account for **10%** of the cohort, with those aged between 35 and 49 account for the highest proportion (**44%**). Under 25 only account for **12%** of the cohort.

Breakdown of known offender ethnicity

- Other 1%
- Asian 6%
- Black 32%
- White 61%
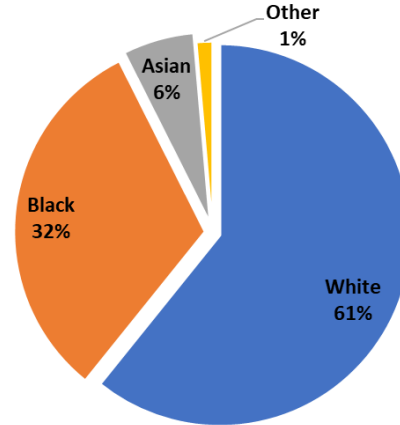
White Offenders account for **3 in 5** offenders in this cohort; while Black offenders accounts for just **under a third**.

Breakdown of offenders by age and ethnicity

	Asian	Black	Other	White
18-24	1%	5%	0%	6%
25-34	2%	11%	0%	21%
35-49	3%	12%	1%	28%
50+	0%	5%	0%	5%

About **half** of offenders were White aged 25 to 49

- White Offenders aged between 25 and 49 account for almost half of the cohort. While Black Offenders of the same age account for more than **1 in 5** of the cohort (**22%**).

- Male and Female Offenders follow a similar pattern.

MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

Nominals charged if arrested in Q1 2020/21

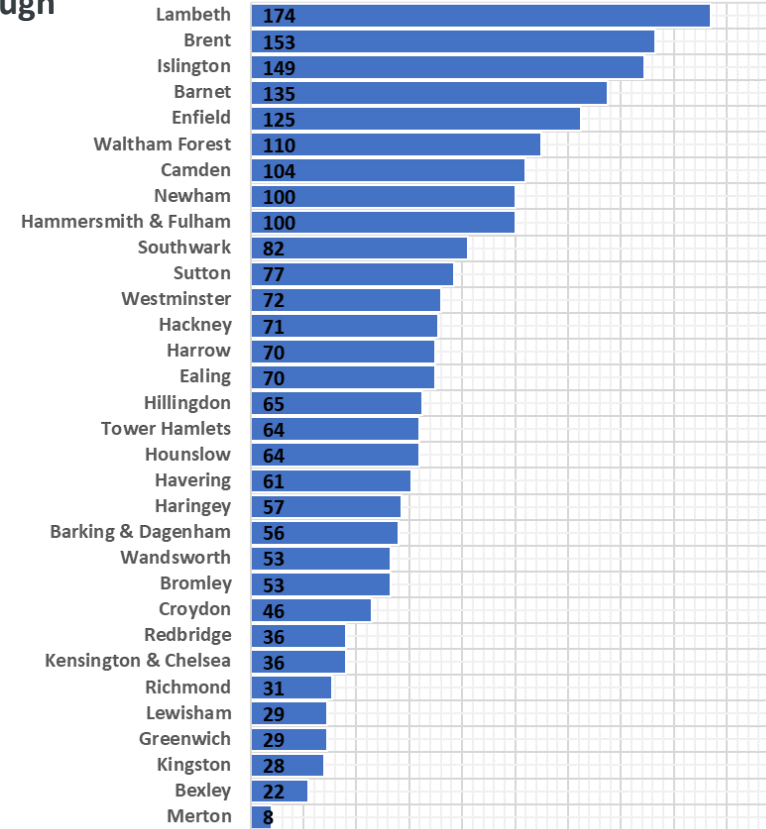**32%**   of the cohort were charged if arrested in Q1 2020/21

20%   of offences charged in this period were committed by 33 offenders who all committed at least 10 offences.

Offences charged if arrested by the cohort in 2020/21 Q2 by borough

Borough	Offences
Lambeth	174
Brent	153
Islington	149
Barnet	135
Enfield	125
Waltham Forest	110
Camden	104
Newham	100
Hammersmith & Fulham	100
Southwark	82
Sutton	77
Westminster	72
Hackney	71
Harrow	70
Ealing	70
Hillingdon	65
Tower Hamlets	64
Hounslow	64
Havering	61
Haringey	57
Barking & Dagenham	56
Wandsworth	53
Bromley	53
Croydon	46
Redbridge	36
Kensington & Chelsea	36
Richmond	31
Lewisham	29
Greenwich	29
Kingston	28
Bexley	22
Merton	8

Offences by type charged if arrested by the cohort in 2020/21 Q2

Offence Type	Offences	Percentage of Total
Burglary	346	14.8%
Theft	306	13.1%
Drugs	285	12.2%
Violence	284	12.2%
Unknown	169	7.3%
Motor Vehicle	165	7.1%
Going Equipped & Handling	128	5.5%
Criminal Damage & Arson	105	4.5%
Traffic	99	4.2%
Weapons	96	4.1%
Non-compliance	92	3.9%
Public Order	89	3.8%
Robbery	43	1.8%
Stalking & Harassment	36	1.5%
Other	35	1.5%
Fraud	23	1.0%
Firearms	16	0.7%
Sexual	12	0.5%
Prisons	1	0.0%
Total	**2,330**	

More than half the offences arrested for in this period are for either Burglary, Theft, Drugs or Violence.

The top 3 boroughs with the highest offences account for **20%** of offences committed in 2020/21 Q2, these are Lambeth (**174**), Brent (**153**) and Islington (**149**).

Of all the offences committed across all boroughs by type, Burglary offences in Islington was the highest with Theft in Barnet the second highest offence charged for.

In breakout groups please discuss..

- What are your questions/concerns about the new framework?
- What gaps, new services and developments should be included as we develop the framework?
- How could IOM be prioritised by partner agencies that would make difference?

Please make notes on your discussions and be ready to feedback after 10 minutes

Summary – What will be different about my role?

In general – Roles will stay the same, see Annexes A-C of the framework for more guidance, but they should be more consistency across London and with more pan-London support for delivery.

- **For Police** – Greater priority for IOM. A greater variety of cases, inc. violence which will require clear prioritisation and de-confliction with other interested areas.
- **For NPS Probation** – More focus on NPS IOM cases, central NPS support for IOM, move towards IOM specialists ready for June.
- **For CRC Probation** – Reduction in low risk of serious harm IOMs, more structured approach for probation work, staff training and move towards IOM specialists ready for June.
- **For local IOM Co-ordinators** – LCPF funding will continue for the year 2021/22, a consistent framework and IT platform to use across London, more local resources to support offenders, pan-London support with best practice and training. Flexibility for boroughs to continue to decide how to meet Co-ordinator capacity.

Key partners (Substance misuse agencies, mental health services, local charities and providers, DWP, prison teams) – A more consistent and joined up approach across London, a more co-ordinated focus on a smaller number of persistent, violent offenders

All agencies – A central London IOM Implementation team, funded and managed by the NPS but with seconded staff from MPS, mental health and probation staff to support delivery and evaluation.

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Reminder of next steps and look ahead

- January 2021 – New "core cohort" data starts to be sent monthly to all boroughs via Probation SPOs
- January to June – Local partnerships to consider and include all "core cohort" cases except where valid reasons are recorded to complete transition to the new cohort
- February to March – New pan-London IOM It platform is available for all boroughs
- From February 2021 – NPS resources for IOM implementation and extra interventions are available
- March – April 2021 – Next version of the framework will be produced, with more process details and how other partners will integrate with the model.
- From March 2021 – London IOM practitioner training will start, including E-CINS, DA and mental health awareness. Increased central support and learning hubs for local practitioners
- From June 2021 – Key partners to review resource allocation for IOM in light of the new cohort and probation unification.
- From July 2021 – The new Police and Crime plan, supported by IOM data from the IT platform and framework, will consider how IT can be supported by all partners in the upcoming years

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