

**INTEGRATED OFFENDER MANAGEMENT UPDATE
-Response to County Council Scrutiny Report**

Background

This working document, recognisable by its version number, is the working document that will be used to manage and monitor progress against the County Council Scrutiny report produced in December 2010. The document applies only to the 5 CSP areas outside Peterborough.

Relationship with the main action plan

The Reducing Re-Offending Action Plan, now at V3, is designed to identify and progress activities and actions outside that which are business as usual and which require specific or exceptional work.

This response document relates to that plan in the following manner:

- A topic which is green indicates that current activities are following fairly closely the recommendations from the Scrutiny Report. These activities may already be standard practice, in which case they may not be identified in the main action plan. Or, it may be that they are identified in the main action plan and that progress in that action plan is satisfactory.
- A topic shown as amber follows the same general principles as described above i.e. may or may not be identified in the main action plan, but for which progress needs some attention. If the topic is not already in the main action plan, it will be considered by the steering group and may need to be incorporated into the main action plan.
- A topic shown in red clearly needs some attention and if not already identified as an action in the main action plan, will almost certainly need to be added to the action plan and this will be discussed at the Steering Group Meeting on 18th October.
- Finally, some activities need endorsement and/or progress through the CCJB Strategic Group and where this might be the case, these have been identified. In some cases, clarification from the Strategic Group will be needed before the Steering Group can commence a delivery programme.

Table of Responses

Scrutiny report reference number	Narrative	Status report and details of any action required.	Indicator	Owner
1.i 1.ii	The cohort for IOM should be wider than the current cohort for PPO. Specifically, it should include the more prolific of those offenders currently receiving no interventions because they served less than 12 months, and those who need lower-intensity interventions following intensive, 'PPO-style' work.	2nd August 2011 Work in progress 14th October 2011 Outline agreement reached with the Probation Service for working with a wider range of potential clients. Pilot to be arranged. See main action plan item 4.	AMBER	RRSG Chair Probation, DIP and Police Service Managers

<p>2.i</p> <p>2.ii</p> <p>2.iii</p> <p>2.iv</p>	<p>Agencies should consider IOM, including non-statutory clients, as part of their core business.</p> <p>Agencies should ensure this perception cascades throughout their organisations.</p> <p>The review group welcomes Probation's commitment to taking on the cohorts of offenders outlined in Recommendation 1.</p> <p>Probation and other agencies should ensure that resources are aligned to give due priority to these cohorts. They should ensure that this attitude is embedded within their working practices. This should include altering performance management arrangements as necessary to make certain that</p> <p>staff are held to account for their work with non-statutory offenders as they are with statutory offenders.</p>	<p>2nd August 2011</p> <p>Work in progress</p> <p>14th October 2011</p> <p>This is a broad set of recommendations that endeavours to increase the profile and concept of working with offenders, for the good of the community and for the offenders themselves and to achieve this in part by making more of the work business more-as-usual rather than specific one-by-one discrete actions with a small number of identified individuals.</p> <p>The concept is sound and will take some years to make real and demonstrable differences. But progress is being made. Agencies are coming together to address issues across a broader range of topics and a broader range of clients. Some examples include:</p> <ul style="list-style-type: none"> • The Meam Project • Chronically excluded adults working group • Strategic Homeless and Rough Sleepers Group • Complex Case Team • The HARP project • Addaction work with non statutory clients 	<p>AMBER</p>	<p>RRSG Chair</p> <p>Probation, DIP and Police Service Managers</p>
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<p>3.i</p>	<p>New IOM clients should not be treated as new cohort of 'IOMs' alongside cohorts of 'PPOs', 'DIPs' and 'MAPPAs'. Rather, once remaining MAPPA and DIP have been separated out, IOM should treat all its remaining clients (that is, those formerly classed as 'PPOs', plus those new clients IOM expands its cohort to include) as one continuous cohort. There should be a sliding scale of interventions available, to be individually tailored to an offender's needs.</p>	<p>2nd August 2011</p> <p>Business as usual, although currently offenders still tend to be categorised. This does not significantly affect the services or interventions provided, since these will always be tailored to suit individual requirement.</p>	<p>GREEN</p>	
<p>3.ii</p>	<p>Cambridgeshire's IOM should use a single governance structure. This structure, however, should be flexible enough to allow districts to pursue local priorities within IOM.</p>	<p>Furthermore, since the report was written, there has been some developments, partially to do with reporting arrangements, which has proposed that there are some advantages to maintaining different "product lines". These suggestions have been adopted.</p>		
<p>3.iii</p>	<p>It is neither likely to be appropriate that a fixed, equivalent number of IOM clients are found in each district, regardless of the severity of that district's problems, nor that exactly the same thresholds for selection are used in each district, even if that leaves some almost entirely unserved by IOM. The review group recommends that a balance be struck between allocating IOM resources to the most prolific offenders in the county and ensuring all districts are served.</p>	<p>Business as usual. There is not a fixed target per area.</p>		

4	<p>Agencies, including but not limited to Community Safety Partnerships (CSPs) should recognise the potential benefits of an IOM approach.</p>	<p>2nd August 2011. Now standing agenda item for all CSP. CSP representation at Steering and Strategic Groups now firmly establish. IOM forms part of overall crime reduction programmes for each CSP area.</p> <p>Business as usual.</p>	GREEN	
5	<p>IOM should feature regular case management meetings to discuss offenders. These should bring together the agencies involved in providing services for those offenders. Meetings should be organised, as far as possible, to ensure agencies can attend those cases relevant to them without spending unnecessary time in discussions about other cases.</p>	<p>2nd August 2011. Multi-agency case management meetings are held regularly and interventions and activities agreed. Format of meetings is always open to review and new ideas or proposals, but overall the system is working well.</p> <p>Business as usual</p>	GREEN	

6	<p>The governance structure described in Recommendation 3.ii should act as a forum for strategic discussion of offender management services and interaction between agencies. It should be publicised to relevant agencies.</p>	<p>2nd August 2011. Steering group established, terms of reference agreed, membership agreed. Some further work required to improve communication as to the role of the steering group and the programme's objectives.</p> <p>14th October 2011 With the implementation of the CCJB Strategic Group, the Reducing Re-offending Steering Group and its associated terms of reference, performance measurements and schedule of meetings, this topic can now be considered as business as usual.</p>	GREEN	
7	<p>The review group commends the current creation of a directory of interventions as a priority. The group looks forward to its publication, and urges all agencies to proactively cooperate to ensure they are included.</p>	<p>2nd August 2011.</p> <p>Meeting held with CVS and draft proposals for a "clearing house" discussed. Good proposals, but insufficient funds available.</p> <p>Steering Group meeting held 27th July concluded that the most practical approach was to use existing directory, existing and developing networks and "Google"</p> <p>Business as usual</p>	GREEN NFA	

<p>8.i</p> <p>8.ii</p>	<p>Recognising the importance of the joint working of statutory bodies too, the review group recommends that the involvement of non-statutory and third sector organisations should be seen as a priority.</p> <p>The review group notes that, in the course of this review, it has come across many third sector organisations with great energy and drive, and with a well-evidenced approach. The group anticipates that, with a small amount of effort and accommodation on the part of offender management services, more bodies like this can be found to valuably complement the options currently available.</p>	<p>2nd August 2011.</p> <p>Meeting held with CVS and draft proposals for a “clearing house” discussed. Good proposals, but insufficient funds available.</p> <p>Steering Group meeting held 27th July concluded that the most practical approach was to use existing directory, existing and developing networks and “Google”</p> <p>Business as usual</p>	<p>AMBER NFA</p>	<p>RRSG Chair</p> <p>Probation, DIP and Police Service Managers</p>
<p>9</p>	<p>The review group believes that there are very considerable benefits to be gained by the co-location of services, including, but not limited to, police, probation, mental health and drugs services. Partnership without co-location will not bring the same benefits.</p>	<p>2nd August 2011.</p> <p>Completed and operational, as far as building resources permit</p>	<p>GREEN</p>	

<p>10.i</p>	<p>Prisoners should be able to begin the process for claiming Job Seekers' Allowance while they are in prison, so that the first benefit payment arrives at the end of the first week after release.</p>	<p>19 October 2011 (JJ) A JSA claim can be initiated whilst in custody. An appointment can be given for the day of release and the person needs to present themselves at such time (before 14.00) with proof of ID. The benefits system is then updated and the benefits giro generated. If the claim is made on day of release an appointment is usually available the next day (except weekends). Therefore, the advantage of claiming whilst in custody is not that great and can be hampered by the fact that ID is not usually available on the day of release.</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>
<p>10.ii</p>	<p>Prisoners should similarly be able to apply for Employment Support Allowance in advance of their release. They should be able to get medical problems certified by the prison doctor rather than waiting for release.</p>	<p>All newly released PPOs, are given the opportunity to use a workers phone to call and start the process of claim. Proof of ID will also be obtained on their behalf if required.</p>		

<p>11.i</p> <p>11.ii</p> <p>11.iii</p> <p>11.iv</p>	<p>The Prison Service should be centrally involved in IOM</p> <p>IOM should be an opportunity for all agencies, including prisons to receive feedback on their clients and interventions from other agencies</p> <p>Prisons should routinely calculate expected dates of release as early as possible, and communicate them to prisoners' needs assessment meetings. Subsequent changes to this date should be avoided, and, in any event, should be communicated to IOM.</p> <p>Unexpected release on a Friday should only take place where it is genuinely unavoidable.</p>		<p>AMBER</p>	<p>IOM Co-ordinators</p>
<p>12</p>	<p>Link workers are a valuable tool for all agencies because they give a named individual responsibility for keeping up links with a particular sector. The review group recognises that some bodies which provide services to offenders will not be part of every IOM meeting. Where this is the case, the group recommends IOM itself give a named IOM worker particular responsibility for liaising with that organisation/group of organisations. For example, if not all education providers attend IOM meetings regularly, there should be an IOM worker with particular responsibility for liaising with education providers.</p>	<p>19/10/11 (JJ) In Southern Division the role of accessing educational services and being the SPOC for the Team, is mainly undertaken by the Support and Resettlement Worker or via NACRO (Probation). Each Case worker also however, holds a responsibility to ensure that any actions within a care plan around education, are fulfilled.</p> <p>The newly created post of IOM Coordinator has within it, an accountability around developing links and relationships and it could be that this post will be the gateway.</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>

13	The review group does not presume to determine who should be the case managers in IOM. Rather, it suggests that this should be discussed directly and openly between all interested bodies.	2nd August 2011 Business as usual	GREEN	
14	All agencies involved in IOM, while continuing to focus on engagement with other organisations, should remember the importance of engaging internally and getting staff not specifically assigned to IOM on board with its work.	2nd August 2011 Business as usual	GREEN	
15	All budget-holding agencies should produce clear frameworks for deciding what services are provided to whom and in what quantity. Such frameworks should be evidence-based and robustly linked to outcomes.	2nd August 2011 Business as usual, although some enhanced reporting and recording is desirable.	AMBER	IOM Co-ordinators
16.i.	Agencies providing interventions should regularly and routinely evaluate their programmes, including their value for money. Agencies funding interventions should expect this level of evidence-based evaluation and provide advice necessary to achieve it.	2nd August 2011 Business as usual, although some enhanced reporting and recording is desirable.	AMBER	IOM Co-ordinators
16.ii	While some existing projects might struggle to fulfil R16.i in the short term, it should be considered a medium-term priority, and all new projects should provide the evaluations R16.i describes.			

<p>17.i.</p> <p>17.ii</p>	<p>The review group commends the evidence-based approach of organisations like the One Service and the Dawn Project.</p> <p>The review group notes that the Dawn Project's Ministry of Justice funding is set to run out in March 2011; it recommends that commissioners do not allow the county to go without good provision for female offenders.</p>	<p>2nd August 2011</p> <p>One project now engaged as required</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>
<p>18</p>	<p>De-selection criteria should be a priority interest in the creation of the IOM scheme. They should emphasise passing on resource when it could be better used elsewhere, even where practitioners are not certain that the offender currently receiving that resource would no longer benefit from it at all.</p>	<p>2nd August 2011</p> <p>Business as usual, but we are still reluctant on occasions to let people go!</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>
<p>19</p>	<p>There should be a sliding scale of strengths of intervention available through IOM, based on the likely benefit gained from resources. This is likely to generally correlate with lighter interventions targeted towards less prolific/less serious offenders. The appropriate level of intervention should be regularly re-appraised, and should be expected to change over the course of an offender's time on the scheme.</p>	<p>2nd August 2011</p> <p>Business as usual, limited only by the total available resources.</p>	<p>GREEN</p>	

20	The Review Group requests that the County Council writes to the Secretary of State asking for a review of the Wide Area Market Rent Limit as it affects higher market rent areas such as Cambridge.	2nd August 2011 Completed	GREEN	
21	Recommendation 21 – The review group does not presume to determine what the 'right' sort of housing provision is. It should be ensured, however, that the type of housing intervention used is appropriate to the client in question, and that housing projects are regularly evaluated, including value-for-money assessments which take into account their success rates (coupled, of course, with a recognition that different projects deal with different client groups).	2nd August 2011 Business as usual, but there is still much to do.	AMBER	CDRP and Local Authority Representatives
22.i 22.ii	Specialised housing provision should be available for those offenders facing the most problems, including mental health problems. There should, in general, be greater housing availability	2nd August 2011 Tactically, this is business as usual, but there is still much to do. Work in progress for greater provision in general. Housing stock availability varies from area to area. See action plan.	AMBER	CDRP and Local Authority Representatives

23	Districts should form agreements with other districts elsewhere in the country, whereby a number of offenders who wish to leave their current area are 'swapped' each year, and management responsibilities handed over, to help offenders make a fresh start in a new environment.	<p>2nd August 2011</p> <p>Scoping meeting held with Cambridge City Council and an in-principle agreement reached to pilot an arrangement with a handful of clients. Next action: to identify a very small number of potential clients. Owner: IOM Scheme + Cambridge City Council</p> <p>14th October 2011</p> <p>Outline proposals agreed</p>	AMBER	CDRP and Local Authority Representatives
24	Mental health should be seen as central to the management of offenders; offenders should be seen as a key constituency for mental health care. Mental health representation must be at the heart of IOM just as, for example, the police are. This should extend to co-located workers and representation at IOM meetings.	<p>2nd August 2011</p> <p>Work in progress at CCJB Strategy Group</p> <p>14th October 2011</p> <p>DAT have secured funding for a mental health worker. Other work in hand via IOM Project Manager and CCJB Steering Group</p>	AMBER	DIP Service manager
25.i 25.ii 25.iii	<p>There should be clear pathways for the mental health care of offenders, which do not rely on GP referral.</p> <p>The mental health representation on IOM called for in Recommendation 24 above should be used to help with decisions regarding referral.</p> <p>In the absence of this representation, there should be direct referral pathways from IOM workers into mental health.</p>	<p>2nd August 2011</p> <p>Work in progress at CCJB Strategy Group</p> <p>14th October 2011</p> <p>DAT have secured funding for a mental health worker. Other work in hand via IOM Project Manager and CCJB Steering Group</p>	AMBER	DIP Service manager

26	The link worker model works, and should be extended. The review group welcomes the prospect of funding for a Probation-mental health link worker in Cambridgeshire and in Peterborough.	2nd August 2011 Work in progress at CCJB Strategy Group	AMBER	DIP Service manager
27	There should be a thorough review of practices to ensure mental health access and provision at the point of arrest. This should not be considered an optional extra, but a key part of at-arrest procedures.	2nd August 2011 Work in progress at CCJB Strategy Group	AMBER	IOM Project Manager
28	The commissioning of mental health services for offenders, particularly of forensic mental health teams, should be joined-up. Cambridgeshire County Council & NHS Cambridgeshire and Peterborough Unitary Authority & NHS Peterborough should liaise to ensure social care and health care provision matches up.	2nd August 2011 Work in progress at CCJB Strategy Group	AMBER	DIP Service manager
29	There is a lack of forensic mental health cover where it is most needed (Peterborough and Wisbech). This should not be the case	2nd August 2011 Work in progress at CCJB Strategy Group	AMBER	DIP Service Manager DIP Service manager

<p>30.i</p>	<p>Long waits for the start of a Foundation Education programme can lead offenders to give up on the system. Foundation Education providers (such as Cherry Hinton Hall, the YMCA etc) should coordinate with one another to stagger the starts of their programmes to ensure there is always a programme starting soon.</p>	<p>19/10/11 (JJ) Foundation Education programmes are often undertaken during a custodial sentence. It is the aim of the Team to ensure that each client who wishes to further their education has the necessary qualifications, to enable them to do so. Should this not be the case, the relevant course is sourced.</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>
<p>30.ii</p>	<p>Education providers should ensure there is some quick-access 'drop-in' education available to buffer before the start of a fixed-term programme.</p>	<p>Barriers exist with regard to timing and the payment of benefits whilst in education, also some clients are not comfortable within a 'classroom' style of education and would wish to undertake a vocational course. This is an extensive piece of work, which again should be undertaken as and when IOM and the role of the IOM coordinator are embedded.</p>		
<p>31</p>	<p>Adult learning and learning disability education should coordinate their eligibility criteria to ensure any given offender is eligible for and suitable for, one programme or another.</p>	<p>19/10/11 (JJ) This is an aspirational and potentially extensive piece of work, which should be considered as and when IOM and the role of the IOM coordinator are embedded.</p>	<p>RED</p>	<p>IOM Co-ordinators</p>
<p>32</p>	<p>There is a lack of services to help offenders with financial issues (paying bills, claiming benefits, budgeting etc) which merits further scrutiny.</p>	<p>19/10/11 (JJ) In Southern Division the role of supporting clients to maintain a tenancy, budgeting etc, is mainly undertaken by the Support and Resettlement Worker. Each Case worker also however, holds a responsibility to ensure that any actions within a care plan around monetary issues, are fulfilled.</p>	<p>AMBER</p>	<p>IOM Co-ordinators</p>

