



Her Majesty's  
Inspectorate of  
Probation

# **Integrated Offender Management**

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## **Effective Practice Guide**

February 2020



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## Introduction

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Her Majesty's Inspectorate of Probation has a duty to identify and disseminate effective practice as well as challenge poor performance and encourage improvement.

To help deliver on this aim, and with busy practitioners in mind, we are launching a new series of effective practice guides to complement our published inspection reports and exemplify the standards against which we inspect youth offending and probation. I hope these will help frontline staff as well as managers to deliver good-quality services and improve outcomes for service users.

The first of these guides draws on the findings of a joint thematic inspection of local integrated offender management work in seven different areas in England and Wales that HMI Probation undertook with colleagues from HM Inspectorate of Constabulary and Fire & Rescue Services in the Autumn of 2019.<sup>1</sup> The inspection found that the IOM approach, which got off to such a strong start a decade or more ago to bring probation, police and other agencies together to manage the most prolific and costly offenders, has now lost its way. Some of the core aspects of the model have been diluted or lost altogether – though our data suggests it can significantly improve the quality of supervision when successfully applied.

I hope this good practice guide and the videos and audio clips embedded within it, will help guide local practitioners back onto the path of effective IOM practice, which has much to offer.

As this is the first of what we hope will be a regular series, all feedback, including ideas for future topics, would be very welcome.



**Justin Russell**  
HM Chief Inspector of Probation

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<sup>1</sup> HM Inspectorate of Probation and HM Inspectorate of Constabulary and Fire & Rescue Services. (2020). *A joint thematic inspection of Integrated Offender Management*. Available at: [www.justiceinspectorates.gov.uk/cjji/inspections/iomthematic/](http://www.justiceinspectorates.gov.uk/cjji/inspections/iomthematic/)

## What is Integrated Offender Management (IOM)?

IOM is an approach that brings together criminal justice and other agencies to deliver a local response to persistent and problematic offenders.<sup>2</sup> It aims to provide an enhanced level of surveillance and control to those identified as being at a heightened likelihood of reoffending, alongside a focus on rehabilitation for those who are willing to accept help.

IOM aims to improve quality of life by:

- reducing the impact of crime and reoffending
- reducing the number of victims of crime
- improving public confidence in the criminal justice system.

### Background

The development of IOM can be traced back 20 years. Home Office research carried out in 2001 estimated that, of the total offending population of around one million, approximately 100,000 (10 per cent) were responsible for half of all the crime committed in England and Wales.

One of the responses by the government to this high level of reoffending by an especially active minority was the Prolific and Other Priority Offender (PPO) programme introduced in 2004.

In 2009, the Home Office sought to embed the PPO programme in the new IOM approach. The intention was that IOM schemes would provide a 'strategic umbrella' and bring together all activities that targeted, managed and supported those offending at the highest levels, to reduce crime and reoffending, and improve local coordination of services; tackling the most problematic offenders in communities

The Ministry of Justice and Home Office relaunched their approach to IOM in 2015 and refreshed the key principles.<sup>3</sup> Broadly, these led to the diversification of IOM and enabled individual areas to bring in a wider range of offender cohorts and offence

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<sup>2</sup> Home Office. (2013). *Guidance: Integrated Offender Management*. Available at: [www.gov.uk/guidance/integrated-offender-management-iom](http://www.gov.uk/guidance/integrated-offender-management-iom)

<sup>3</sup> Ministry of Justice and Home Office. (2015). *Integrated Offender Management Key Principles*. Available at: [www.gov.uk/guidance/integrated-offender-management-iom](http://www.gov.uk/guidance/integrated-offender-management-iom)

types. All offenders are now potentially within the scope of IOM. Where previously the approach was used to support and manage those with the most complex needs who posed a high likelihood of reoffending, IOM now focuses on serious harm as well as the most prolific offenders.

## The IOM thematic inspection<sup>4</sup>

The inspection identified that delivering a high-quality, personalised and responsive IOM service requires:

- clearly defined governance and leadership arrangements; this provides clarity of purpose and direction for staff, managers and partners
- regular monitoring and analysis of service users' profiles, characteristics and needs; this helps determine the services required to support desistance and keep people safe
- co-location and integration of both core (Community Rehabilitation Companies [CRC], National Probation Service [NPS] and police) and wider IOM partners (for example substance misuse services and housing) in one building; this enables better communication, information-sharing and accessibility of services for those supervised by IOM
- the involvement of all IOM agencies in case review meetings/panels that have a clear purpose and structure; this improves the ability of the IOM team to respond to the risks and needs of service users and keep victims safe
- the allocation of a manageable volume of cases to suitably trained, specialist IOM staff and teams; this enhances confidence, relationships between agencies and the quality of case supervision
- a comprehensive range of services that clearly demonstrate the benefits of IOM to service users and professionals with tailored interventions that reflect the needs of the cohort and allow priority access to services for IOM nominals
- practice that is, ideally, evidence-based, informed by local or national evaluations of effectiveness, and has the potential to produce successful outcomes
- service users who are actively engaged and supported
- good-quality, timely and relevant information and intelligence-sharing that informs the approach to take with individual service users
- local oversight and evaluation of the impact and benefits of the local IOM scheme that continually inform the design of the whole service.

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<sup>4</sup> HM Inspectorate of Probation and HM Inspectorate of Constabulary and Fire & Rescue Services. (2020). *A joint thematic inspection of Integrated Offender Management*. Available at: [www.justiceinspectors.gov.uk/cjii/inspections/iomthematic/](http://www.justiceinspectors.gov.uk/cjii/inspections/iomthematic/)

## IOM leadership/partnership and integration

Local leadership and good governance must support and promote the delivery of a comprehensive and high-quality, tailored and responsive IOM service. Integration of partners is key to an effective IOM delivery model and maximises opportunities for:

- service users to access IOM
- timely communication and sharing of information
- minimising bureaucracy and delays in referrals
- exploring and exhausting all opportunities for service user engagement by building trust, collaboration and resilience.

It is essential that each IOM service has a clearly defined delivery model and a well-articulated offer for both staff and service users. Referral criteria and processes should be transparent and reasons for placing individuals on the scheme or rejecting them should be communicated clearly. This will promote a common understanding, with clear criteria for referral, inclusion and compliance for the supervision period. A partnership-wide training and staff development strategy is also necessary. This should be tailored to support the delivery of IOM locally and be driven by service users' characteristics and needs and staff's training requirements, for example to address and respond to domestic abuse, to safeguard children, and the protection of vulnerable adults.

**Good examples feature later in this guide in the linked videos for *leadership, partnerships and integration, people and practice, casework and evaluation and impact.***

## Highlight of effectiveness: Leadership – HMPPS Wales



**Hannah Griffith** is the Head of Stakeholder Engagement for HM Prison and Probation Service in Wales. She is pivotal in providing leadership and helping to define the governance arrangements in collaboration with key partners for IOM in Wales.

Inspectors said:

*“There is a clear vision and governance structure in place in Colwyn Bay, and IOM has maintained a high strategic priority in Wales ... We also saw the benefits of having an IOM programme manager. They have supported the strategic leads in driving IOM activity, and the integrity of the IOM Cymru brand has been maintained”.*

### **Watch Hannah’s video (2 mins, 46 seconds)**

Hannah discusses her role and function in IOM in Wales. She describes:

- how IOM has maintained a high profile in Wales
- the different IOM governance meetings
- the role and benefits of having an IOM programme manager
- how she believes others can learn from IOM in Wales.



## Highlight of effectiveness: Partnership and Integration – South Yorkshire CRC



**Luke Shepherd** is Deputy Director and IOM lead in the South Yorkshire CRC, and **Delphine Waring** is Superintendent, with responsibility for neighbourhoods and partnerships in Sheffield (South Yorkshire Police). They oversee the integrated, co-located IOM partnership in the city.

Inspectors said:

*"Co-location and integration of both core (CRC, NPS and police) and wider IOM partners (for example substance misuse, housing) in one building enable better communication, information-sharing and accessibility of services for those supervised by IOM".*

### **Watch Luke and Delphine's video (3 mins, 39 seconds)**

Luke and Delphine explain how IOM in Sheffield is delivered; the level of multi-agency involvement; and the benefits of partnerships, co-location and integration of services.

## IOM people, practice and casework

Staff working within IOM must be empowered to deliver a high-quality, personalised and responsive service to those supervised by the scheme.

Services with higher staffing ratios, dedicated solely to the IOM specialism, with manageable caseloads and good-quality supervision and training, could deliver the following benefits:

- improved quality of case management
- improved knowledge and confidence of practitioners about IOM processes and procedures
- improved relationships and engagement with partners.

Research says that reduced reoffending by service users is associated with staff who have been trained in the use of effective supervision practices.<sup>5</sup> Having the resources to train staff in these practices and giving them the time to deploy and develop their skills is as important to IOM as it is to all work with offenders.

For IOM to contribute effectively to high-quality casework that has the potential to reduce reoffending and protect the public, the following, as a minimum, should be in place:

### **IOM registration**

A lead professional should be identified and allocated to the service user at the outset of their IOM registration. For those subject to statutory probation supervision this should be the responsible officer. The lead professional should carry out a suitable induction with the service user at the earliest opportunity, in which they explain:

- the service offer, tailored to meet the service user's needs
- the reasons for, and implications of, IOM registration and compliance
- the requirements of their sentence plan and consequences of non-compliance.

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<sup>5</sup> Raynor, P. (2019). *Supervision Skills for Probation Practitioners*. Academic Insights 2019/05. HMI Probation. Effective supervision involves (i) the appropriate use of authority, (ii) modelling and reinforcement of appropriate behaviour, (iii) skill-building and problem-solving, (iv) effective use of community assets and (v) quality staff-offender relationships characterised by staff displaying warmth and commitment to the work.

### **Assessment**

'Assessment' refers to the process of assessment and not specifically to a single document. Local areas should have arrangements in place to ensure that all service users subject IOM receive a suitable and sufficient level of assessment. This should be informed by information from, and engagement with, the broad range of IOM partners, for example the police, housing providers and substance misuse services.

For those serving a sentence, industry approved assessment tools (for example, OASys, SARA) should be used. The same, or a suitable alternative, should be in place for those not serving a sentence or subject to any form of statutory supervision.

The process of assessment should actively engage the service user, and focus on:

- needs and risk
- desistance
- keeping others safe.

### **Planning**

'Planning' refers to the process of planning and not specifically to a single document. For those in custody, pre-release planning should be prioritised, and conducted jointly between the service user, police and probation or, where appropriate, another suitable IOM partner. This should identify the realistic and achievable elements of IOM supervision, both restrictive and constructive, that focus on desistance from crime.

The following should be completed:

- a sentence plan that is tailored to the risks and needs of the service user and outlines the roles and responsibilities of the various IOM partners; for example, interventions, programmes and/or activities tailored to meet needs and focused on desistance from crime. It should be shared with all professionals that will contribute to its delivery
- a risk management plan (RMP) that articulates clearly how IOM will contribute to the on-going management of the risk of harm, and safeguard all potential victims. For example, the RMP should set out the range of specific actions that will be carried out by the various IOM partners to ensure that all victims are safe. These actions might include: the use of home visits and curfews to monitor whereabouts; police surveillance; drug testing to support the on-going assessment of risk.

Planning activity should provide an opportunity for the boundaries and expectations of an individual's IOM involvement to be made clear. It should also be used to break down any barriers to engagement and introduce the service user to the other key IOM professionals included in the final plan. In particular, police involvement at this stage is crucial to establish a positive working relationship with the service user at the earliest opportunity.

### **Implementation and delivery**

Implementation and delivery should involve:

- where possible, supporting service users to engage with interventions to reduce the likelihood of reoffending and protect the public
- a level and frequency of face to face contact appropriate to the risks and needs of the service user. The frequency of face to face contact should generally be at an increased level to those not subject to IOM.
- putting in place suitable information-sharing agreements to enable all IOM partners to exchange intelligence and information routinely to support the on-going assessment and management of risk and need and desistance
- timely information exchange between partners to aid swift enforcement activity in the event of non-compliance or escalating risk
- ensuring the interventions and services available reflect the current and specific needs of the IOM cohort.

### **Reviewing**

- IOM case review meetings/panels should be scheduled on at least a monthly basis, depending on the size of the cohort. These meetings are in addition to day to day case management and sharing of information.
- The meetings should enable a review of the progress made by service users in relation to both reducing reoffending and keeping all potential victims safe.
- A red, amber, green (and blue for those in custody) rating system should be clearly defined and used to allocate resources and levels of intervention to individuals on the cohort, depending on their risk, needs and levels of compliance.
- All relevant professionals should attend and contribute to the IOM meetings to support the review of progress against the plans.
- All assessments and plans should be reviewed and updated as required.
- All actions and relevant events relating to the service user and the management of their risks and needs should be recorded clearly and in a timely fashion on case recording systems.
- The need for the service user's continued IOM registration should be considered on an on-going basis.
- For those deemed not to require continued inclusion within IOM, a suitable exit plan should be constructed in collaboration with the service user.

## Highlight of effectiveness: People and Practice – South Yorkshire CRC



**Luke Shepherd** is Deputy Director and the lead for IOM in the South Yorkshire CRC. The organisation has an impressive people strategy, with a commitment to staff training and development. The CRC is also committed to ensuring that IOM caseloads are manageable, given the intensive nature of work with individuals with complex needs and those most likely to offend.

Inspectors said:

*"We last inspected South Yorkshire CRC in December 2018. Since then, the CRC has notably increased the number of staff working on IOM in Sheffield. Responsible officers from the CRC had on average 30 to 35 cases. These staff told us that this was a manageable number and enabled them to provide the additional support and monitoring required by the IOM cohort".*

### **Watch Luke's video (2 mins, 16 seconds)**

In this video Luke describes how the South Yorkshire CRC has resourced IOM in Sheffield, the numbers of staff and the reason why they have capped caseloads. He also describes how the partnership ensures that the right interventions are available to the IOM cohort, and, the support available to Probation/CRC staff.

## Highlight of effectiveness: Casework – London CRC



**Dorothy Lilliard** is a probation officer at London CRC.

Inspectors said:

*"We reviewed several of Dorothy's cases during this thematic inspection and her practice was described as 'excellent' by the team. She is both innovative and tenacious in her approach; works confidently with partners and is achieving good results in engaging people to help change their behaviour and prevent offending."*

In this audio clip, Dorothy explains the importance of having an IOM coordinator in Waltham Forest and describes how the role has impacted positively on her practice and partnership working in general.

Dorothy works in a busy inner-city area and has a high caseload. Despite this, inspectors found Dorothy's record keeping to be exemplary. The quality and accuracy of her assessment and planning practice was also of a very high standard and it was clear that she is confident and skilled in collaborating with the police and other IOM agencies to keep people safe and reduce reoffending.

In this audio clip, Dorothy gives a short description of how she can operate so effectively.



This good practice example is included in our inspection report and illustrates some of the key components of Dorothy's high-quality work:

#### Good practice example

Joshua had poor anger management skills, was alcohol dependent, impulsive and regularly self-harmed. A comprehensive sentence plan and risk management plan were put in place by Dorothy. Despite Joshua's sporadic compliance, Dorothy was relentless in her pursuit of support to assist Joshua with both his alcohol addiction and self-harm. She referred Joshua to two substance misuse services as well as counselling. She also monitored closely the risks Joshua posed to his ex-partner and children, relaying information to and from the police and children's social care while maintaining a positive relationship with him. Dorothy convened numerous professionals' meetings and had regular contact with Joshua's general practitioner throughout the supervision process to ensure that he received the interventions he needed to reduce the risks to himself and others.

## IOM evaluation, benefits and impact

IOM services should evaluate their impact and contribute to a national performance framework.

### Sharing intelligence:

Use of intelligence-driven systems, such as the Intelligence Driven Integrated Offender Management (IDIOM) system approved by the Home Office, is crucial for sharing relevant information and evaluating the effectiveness of IOM.

IDIOM is the Home Office approved ICT system for monitoring the impact of IOM in local areas. It is a web-based system accessed by police forces and shared with partners and allows for the monitoring of both IOM nominals and other, locally identified, offender cohorts.

The system receives automated, daily downloads of data from the Police National Computer on the arrests, charges, disposals, remand details, court outcomes, including convictions data, and prison releases for all flagged offenders. It is a national system that works across police force boundaries, providing users with national and local data. IDIOM is restricted to use by police officers/staff currently.

Information and police intelligence must be:

- available
- up to date and relevant
- managed, controlled and shared to support delivery, commissioning, service improvements, and outcomes for communities and service users.

### Evaluation of effectiveness:

Monitoring and evaluation are key to understanding what difference the local IOM scheme is making.

**IOM Monitoring** involves local data collection and analysis of information about the service and its users. All information and data should:

- be focused and credible, useful and timely, to improve learning, decision making, and influence the allocation of resources
- be useable by, and/or comparable to, data collected by other stakeholders so it contributes to the wider evidence base on local effectiveness and good outcomes
- demonstrates engagement with, and feedback from, service users
- be ethical, for example in relation to data consent and protection.



Services undertaking regular analysis of service users' profiles and characteristics, can deliver the following benefits:

- specific service commissioning opportunities
- regular opportunities to tailor these services to service users' needs.

**IOM Evaluation** is the process that addresses whether the service is achieving its objectives. It can help partnerships assess if there have been reductions in the gravity and frequency of reoffending and the impact of this i.e. whether the IOM scheme is leading to safer communities, increased public confidence and fewer victims

It also provides an opportunity to analyse other service user outcomes, for example, employment, and accommodation data.

### Highlight of effectiveness: Evaluation and Impact – South Yorkshire CRC



**Luke Shepherd** is Deputy Director and the lead for IOM in the South Yorkshire CRC.

Inspectors said:

*"Encouraging work [is] taking place to quantify the impact of IOM in some areas. Sheffield, for example, are using a range of methods and the South Yorkshire IOM performance report is produced by a data analyst, co-funded by the CRC and police. Produced monthly, the report provides a summary of outcomes; [including] the numbers and throughput of cases; the compliance rate of those supervised by the*

*scheme; an overview of the enforcement activity undertaken with service users; and progress against criminogenic needs for those who receive IOM intervention”.*

**Watch Luke’s video (1 mins, 19 seconds)**

In this final video, Luke describes why he believes evaluation and data analysis in IOM in Sheffield is essential.

## Further reading:

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HM Inspectorate of Probation and HM Inspectorate of Constabulary and Fire & Rescue Services. (2020). *A joint thematic inspection of Integrated Offender Management*.

HM Inspectorate of Probation and HM Inspectorate of Constabulary. (2014). *A Joint Inspection of the Integrated Offender Management Approach*.

Ministry of Justice and Home Office. (2015). *Integrated Offender Management Key Principles*. London: Home Office.

Ministry of Justice and Home Office. (2015). *Integrated Offender Management Key Principles – Supplementary information*. London: Home Office.

Raynor, P. (2019). *Supervision Skills for Probation Practitioners*. Academic Insights 2019/05. Manchester: HMI Probation.