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Publisher: Nacro

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Integrated Offender Management and Third Sector engagement

Case studies of four pioneer sites

Carried out by Nacro
March 2009

Executive summary

Introduction

This study examines Integrated Offender Management (IOM) and the level of Third Sector involvement across four pioneer sites in England. It was commissioned by the National Offender Management Service and was undertaken by Nacro between December 2008 and February 2009. The four *pioneer sites* where the Integrated Offender Management projects are operational include: Lancashire; London; Nottinghamshire; and West Yorkshire.

The aims of the study are to:

- Assess the level of engagement between the pioneer sites and Third Sector Agencies and provide a baseline of engagement.
- Identify barriers to Third Sector engagement and strategies to address them.
- Provide recommendations for the future working of IOM projects with Third Sector Agencies.

Findings

The study found that Third Sector Agencies were involved in varying levels across the four areas. We have divided the levels of engagement of the Third Sector in relation to service delivery, operational management and strategic oversight.

Service delivery

There was Third Sector involvement in IOM service delivery at three of the four study projects. TSAs were involved in service delivery in three ways:

- Delivery partners – as an integral part of the IOM: co-working with statutory, third and private sector agencies; co-located with these agencies in the same office; and through the sharing of relevant intelligence and other data between these agencies.
- Referral partners – these were TSAs which operated as delivery partners within the IOM but which also had an additional role, delivering services outside of the IOM, which the IOM referred clients to. Because these TSAs were delivery partners within the IOM, they had a closer relationship and enjoyed a greater level of exchange with the IOM than TSAs who were referral agencies.
- Referral agencies – these were TSAs that received referrals from the IOM. While they had some understanding of the IOM, they were less closely involved than referral *partners*.

Operational management

There was Third Sector representation on the project steering groups at three of the four study areas. In two of these areas there was a direct link between the TSAs involved in the IOM and the steering group. In one area TSA representation came solely from IOM delivery partners, in the other from IOM delivery partners and a referral agency.

In one area there was TSA involvement at the steering group, from representatives of groups that represented community interests. However, there was no direct involvement from TSAs that were acting as referral agencies for the IOM.

Strategic oversight

Strategic oversight for the IOMs operated in the following ways across the pioneer sites:

- Local oversight – in the form of links between the IOM steering group and the Crime and Disorder Reduction Partnership (CDRP) for the local authority area(s) where the study project was located.
- Pioneer site oversight – in the form of groups that had oversight of a number of IOM projects (including the study projects) across the pioneer site area, generally the county or in London across the whole of the city.
- County wide strategic oversight – the pioneer site groups reported to countywide or London wide Criminal Justice Board.

In relation to these tiers of strategic oversight TSA engagement was less well considered than for service delivery and operational management. As a consequence it was inconsistent and not 'joined up'.

Variations in TSA engagement

The variation in Third Sector engagement between the IOM projects was due to:

- The way in which the IOM developed.
- The strength of the drivers and facilitators for that engagement for both statutory and Third Sector Agencies.
- The composition of the local service provider market and the services they offered in relation to reducing re-offending pathways.
- Commissioning and procurement.

Barriers to engagement

There were a series of barriers to the engagement of Third Sector Agencies, many of which apply to the sector generally, such as funding and resource shortages, short term contracts and a lack of capacity to respond to commissioning opportunities.

More specific barriers related to:

- The structure and governance arrangements in some sites being unclear or inaccessible to the Third Sector.
- The sharing of information between statutory and Third Sector Agencies.
- Cultural differences between agencies.
- Vetting processes – individuals from Third Sector Agencies who seek posts have to undergo full Police vetting, which may exclude some individuals from taking up positions.
- Lack of staff and skilled personnel to cope with demand.
- 'Ownership' of statutory PPOs by the Probation Service and this restricted the ability of the Third Sector Agencies to become involved in work with these offenders.

In many cases these difficulties appeared to have been resolved through operational development processes.

Conclusions

Third Sector Agencies have been engaged by three of the IOM study projects. This has involved co-working and co-location of Third Sector staff with Police and Probation in an integrated offender management unit. It has also involved Third Sector Agencies as referral routes for IOM staff following assessments of offender needs.

Third Sector involvement by the IOM projects has been driven by operational necessity; the requirement to ensure that offenders are able to access and be referred to appropriate pathways services and to agencies that are able to provide for more basic needs such as food and clothing.

The diversity of the Third Sector has ensured a varied market place for the provision of services for offenders. Where they have chosen to do this, The IOM projects have been able to access this ready market with relative ease. TSAs involved in the projects have ranged from locally based micro and small community organisations to medium and large regional and national organisations.

The IOM study projects are all in different stages of development. The history of the more established projects suggest that as the project develops and service and operating demands are made from statutory sector agencies of Third Sector Agencies and *vice versa*, there will be a need to formalise arrangements through service level agreements and information sharing agreements.

This formalisation appears to be of benefit to both parties. The process of establishing an agreement allows each party to recognise and acknowledge the operating boundaries and focus of each other; and is perhaps as important as the agreement itself.

The mutual benefits to the Third Sector of involvement in the IOM project and for the IOM project's statutory partners of Third Sector involvement represents a convergence of interest. Both groups appear to have benefited from closer and more integrated working in terms of more effective service delivery and operational management. In turn, anecdotally, so have the offenders.

Recommendations

In response to the findings and conclusions, we offer the following recommendations.

Third Sector engagement with IOM projects

- The model of engagement detailed in this study (Figure 6.1) should be adopted by IOM projects as a way of ensuring effective TSA engagement at service delivery, operational management and strategic levels of the IOM. It is important that there are appropriate connections between these levels of engagement. The structures to deliver representation and connections should be proportional to service delivery and the achievement of outcomes; they must not be too 'heavy handed' (i.e. avoid the scenario of too many managers and stakeholder groups and not enough delivery).
- The co-location and co-working of TSA and statutory agencies offers the most complete and efficient model for the delivery of integrated services to IOM offenders. As such, co-location should be promoted across all regions as an effective IOM approach.
- The involvement of Third Sector referral agencies in IOM projects should be extended, so that they become referral partners. This need not be too resource intensive and can be via annual information sharing events and/or groups convened to improve access to pathways services.
- The national NOMS funded third sector infrastructure support organisation is Clinks. IOM projects should harness the resources of Clinks in the strategic representation of TSAs at all levels. Furthermore, Clinks need to be resourced in such a way as to make this possible and tasked with providing this support.

Commissioning of services

- The IOM projects provide a means to identify offender needs in a more localised and nuanced manner that moves beyond the reducing re-offending pathways. The identification of these needs should be used to inform the commissioning and procurement of more specific services.
- Commissioning and procurement processes need to be proportionate in relation to the cost of services. In particular in relation to niche services outside of those prescribed by the reducing re-offending pathways.
- Grants should be considered as a legitimate funding route for micro and small organisations in relation to providing services for offenders.

Promotion of the role of the Third Sector in reducing re-offending

The NOMS Third Sector Action Plan and the Voluntary Sector Compact need to be promoted to statutory sector agencies, commissioners of services and Third Sector Agencies in a way that makes them relevant and integral part of working practice. A key mechanism for this is to link the actions contained in the plan and compact to the *most important drivers* for statutory and Third Sector Agencies, these are respectively, operational necessity; mission and organisational survival.

Third Sector Agencies and reducing re-offending

1. In this report, we refer to the opportunity afforded by TSA delivery within IOM to offer continuity of interventions and support to 'Dormant Cases'. This ensures that those offenders assessed as low risk of re-offending are more likely to maintain that low level of risk. We recommend that this approach be adopted by all IOM schemes.
2. There is a clear need for further work on how BME and women offenders can be included in IOM. Disproportionality (e.g. over representation of BME groups at every point in the Criminal Justice System via stop and search, arrest, charging, custody, etc.) is increasing. If a reduction of re-offending by these groups is to be achieved via IOM then the IOM model must find a way of harnessing the expertise of BME led TSAs.
3. Multi-agency working which involves Police and TSA staff jointly managing offenders and providing support and interventions changes the negative perceptions of offenders towards the Police and clearly contributes positively to the aim of reducing re-offending. This should be an integral part of all IOM schemes.
4. Each IOM project needs to establish a community engagement strategy. Before this is done, it is necessary to define community engagement in relation to overall approach. For example, will the strategy be based upon a Neighbourhood Policing approach or will it take a more community development approach? Some direction from the centre as to the model of community engagement likely to be most effective in reducing re-offending should be provided.
5. There is a need to increase the role of volunteering in IOM as indications from similar initiatives (e.g. DIP) indicates that volunteering is very effective.
6. In order to achieve the reducing re-offending targets within the LAAs, it is necessary to involve TSAs in offender-related work, as there are indications that this represents best value. IOM strategic governing bodies should give priority to ensuring that the potential contribution to LAA targets by TSAs is communicated to all local authority partners and that commissioning partners are well-informed about the services provided by TSAs in their areas and the impact these services have on the reducing re-offending pathways.

Acknowledgements

The authors would like to express their thanks and gratitude to the people that were interviewed for this study in Lancashire, Leeds, London and Nottingham.

In particular a note of thanks goes to Louise Hackett from Safer Leeds and Carol Langhorn from Lancashire Constabulary for their assistance in setting up interviews, booking rooms and identifying relevant agencies.

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1.0 Introduction

This study examines Integrated Offender Management (IOM) and the level of Third Sector involvement across four pioneer sites in England. It was commissioned by the National Offender Management Service (NOMS) and was undertaken by Nacro between December 2008 and February 2009. The four *pioneer sites* where the Integrated Offender Management projects are operational include: Lancashire; London; Nottinghamshire; and West Yorkshire. A separate study looking at how third sector engagement might be developed with the fledgling West Midlands IOM scheme was also carried out. The findings and recommendations from this study are included in appendix six.

1.1 Aims of the study

The aims of this study are to:

- Assess the level of engagement between the pioneer sites and Third Sector Agencies (TSAs) and provide a baseline of engagement.
- Identify barriers to Third Sector engagement and strategies to address them.
- Provide recommendations for the future working of IOM projects with Third Sector Agencies.

In addition to the above, the study has sought to locate Third Sector engagement with the IOM projects against the general backdrop of Third Sector involvement in: providing services to all offenders; and their contribution to reducing re-offending in the project localities.

1.2 Defining the Third Sector

The Third Sector is defined by Government as:

'*…non governmental organisations that are value driven and which principally reinvest their surpluses to further social, environmental and cultural objectives. There is a wide variety of organisations that make up the Third Sector, categorised most simply as: voluntary and community organisations (VCOs); social enterprises; and cooperatives and mutuals'.*[1]

1.3 Background to Integrated Offender Management

The Integrated Offender Management pilots were launched by the Government in July 2008.

The approach adopted by the pioneer sites is summarised in the following statement from Jack Straw the Justice Secretary:

[1] Securing effective partnerships to reduce re-offending and protect the public 2008-2011, Third Sector Action Plan, NOMS 2008.

'These projects are testing a new joint working approach for repeat offenders when it's judged they will respond to positive assistance to stop offending, backed up by swift enforcement measures if they do not comply, such as Police helping to enforce community sentences where necessary. We are investing in community based resources today to reduce crime and Criminal Justice System costs in the future, therefore using tax payer's money more effectively.'[2]

1.4 IOM pioneer sites and study projects

In three of the pioneer sites, Lancashire, London and West Yorkshire several IOM projects had been developed or were in the process of being implemented. In these sites, a single project was chosen for this study following discussion with the lead agencies from the sites. In Nottinghamshire only one locality, Nottingham city, had an IOM project.

There is no IOM framework which provides a standard approach to the development and implementation of IOM projects across the pioneer sites. As such, there are many differences between the pioneer sites and differences between projects where more than one project has been developed across the site.

These differences are due to:

- Staffing configurations
- The way that the projects have developed
- The lead agency for the project
- The length of time that projects have been operational, some projects are in the early stages of development, others are more mature.

The projects which are the subject of this study therefore form a sample which illustrates the approach adopted in the pioneer site. Descriptions of the projects which form part of this study are summarised below, further details are contained in appendix one.

Lancashire – Pennine Division

The lead agency for the IOM in Lancashire is the Police. The study project operates across the Pennine Police Division. This covers Burnley, Pendle and Rossendale district councils within the Lancashire County Council area. These are two tier authorities.

The IOM in Pennine has developed from the Priority and Prolific Offenders (PPO) scheme and the Tower Project. The current PPO scheme works with a small number of offenders; currently around 92. There were significant numbers of people who were also committing volume offences (in relation to

[2] Ministry of Justice News Release 16th July 2008, http://www.justice.gov.uk/news/newsrelease160708a.htm

acquisitive crime) who were not part of the PPO scheme. The IOM was established to manage these offenders.

The scheme was established in May 2006 and has developed considerably since it was awarded IOM pioneer status in July 2008. It is based on the following key principles:

- A focus on reducing re-offending.
- A day to day multi-agency risk assessment process to rank offenders based on risk of re-offending.
- Co-location of staff from relevant agencies – 'Real teams work better (as opposed to virtual teams)'[3].
- Timely and faster access to reducing re-offending pathways services and interventions.

A total of 32 staff are involved in the operation of the IOM, co-located as part of an Integrated Offender Management Unit (IOMU). For some staff, the IOMU is the main focus of their work, for others, their involvement in the IOMU is part of their job role. They include: Police, Probation, Third Sector Agencies; and a private sector agency.

The offenders that the Pennine IOM are focussing on are: individuals who commit volume acquisitive crime; and at the time of this study they were piloting working with offenders who were most at risk of committing domestic violence.

London – Lewisham

Across London, the IOM projects are branded as the Diamond Initiative. The London study project focussed on the borough of Lewisham, which is one of six pilot areas. The project is being delivered as a partnership project between the Police, Probation and the local authority. The operational manager for the project is the Police Sergeant. The lead for the project is a local authority employee. This role is not an operational one, although there is a good level of liaison between these two posts.

The project is seeking to explore the potential for Justice Reinvestment[4] by 'testing whether enhanced criminal justice and community outcomes can be delivered through a combination of:

- Targeting resettlement resources on areas of high volumes of resident offenders.
- Deploying those resources through a model of multi-agency working aligned to Safer Neighbourhood teams, that is compatible with the Integrated Offender Management (IOM) approach'.[5]

[3] Integrated Offender Management PID 'Lite' October 2008, Lancashire Constabulary
[4] Allen, R. and Stern, V. 2007. Justice Reinvestment: a New approach to Crime and Justice ICPS, Kings College, London.
[5] Summary of the Diamond Initiative, presentation to the Resettlement Forum December 2008, London Criminal Justice Board.

The Lewisham Diamond initiative commenced in November 2008. The full staff complement dedicated to the project is 15.

The offenders that are being targeted are: adult offenders who have served a prison sentence of less than 12 months in the last 6 months; and individuals with stand alone unpaid work orders.

Nottinghamshire – Nottingham

Nottingham city IOM is based upon the PPO programme which started in 2003. It is delivered by a partnership made up of the Police and Probation Services. It became a pioneer site through the request of several key individuals representing Nottinghamshire, as opposed to being selected by NOMS as is the case with the other sites. They receive no external additional resources and have developed their provision through reshaping resources, which is calculated to be in the region of £250,000 (with approximately £70,000 coming from the Probation Service). The PPO scheme in Nottinghamshire has been shown, through an analysis of data, to be very effective.

For their IOM project, the Police and Probation Service are co-located in a Police Station and deliver IOM across one Police Division[6] (West). Their IOM project is called the General Offender Management (GOM) project. The GOM began in November 2008 and consists of two Probation Service Officers (PSOs) and eight Police Officers (two duty Police Constables and six shift workers, giving them 24/7 staffing).

The GOM uses intelligence provided to them by a multi-agency group, which examines Police, Probation, Prisons and G4S data (who administer the electronic tagging scheme) to identify their caseload. These are called Multi-Agency Prolific and Priority Offender Management Meetings (MAPPOM) and are held monthly at which PPO, Youth Offending Team, CJIT (their DIP programme) and the GOM caseloads are identified. The GOM caseload is discussed at weekly Tactical Advisory Group (TAG) meetings. Currently, they have 29 people on their GOM caseload, although seven of these are managed by the Probation Service as they are on Community Orders (but are not PPOs), 17 are young offenders so are supervised by the Youth Offending Team, which leaves five as GOM clients. It was reported that around three quarters of identified GOM clients agree to engage with the project. Those that do not are monitored by Police Officers.

The PSOs act as links between the Probation Service and the Police (particularly the Neighbourhood Beat Managers) and de-brief each in relation to current activities and intelligence. Using PPO terminology, this improves the Prevent and Deter Strand of the work and enables both Police Officers and Probation staff to more effectively do their work. The Police Officers and PSOs visit the GOMs often and in rotation and this increases the (ex)

[6] This is one of four Divisions (or Local Area Command Units) in the city of Nottingham.

offenders' surveillance. There is some Rehabilitate and Resettle work through referral to other agencies, in particular Nottingham City Council's Family Intervention Project (FIP), which is working with two GOM referrals. In the latter case, the FIP is providing a case management approach for the whole family.

Third Sector Agencies are only involved in the GOM project as referral agencies. GOM clients are also referred onto the Probation's services (where there are available places, such as their Offending Behaviour and Life Skills courses).

They are planning to roll out the GOM project across the other three Local Area Command Units in the city from April 2009. They are looking to increase the GOM caseload to around 240 for the whole city.

West Yorkshire – Leeds

IOM in Leeds is coordinated by Safer Leeds, the local Crime and Disorder Reduction Partnership and involves a range of statutory and Third Sector organisations. On an operational level, it is being led by West Yorkshire Police. It builds upon their Drug Interventions Programme (DIP) which started in 2003 and proved to be a very successful initiative. Major elements of DIP are (and continue to be) delivered by two Third Sector organisations: CRI and DISC. The approach of case management and assertive outreach has been adopted from the DIP to the IOM programme. A Chief Officer with Safer Leeds stated "*we knew we had a good DIP and it* [IOM] *developed from that*". As a result of the success of the DIP and their delivery arrangements, CRI and DISC were commissioned to deliver the IOM programme.

Safer Leeds reported that they had been aware of the concept and practice of IOM for the last three years and so, "*it was nothing new to them*[7]". In April 2008, Supporting People agreed to support the IOM programme with approximately £1.2 million over two years. The project became operational (i.e. staff were in post) in August 2008 although there was some recognition amongst the IOM Operational Management Group that they delivery was started in earnest at the beginning of 2009. Safer Leeds also contributes to the financing of the IOM.

DIP services in Leeds including CRI, DISC and Police and Probation Officers were already co-located. IOM delivery staff have also been co-located at the same site. This is now a dedicated IOM office known locally as 'the hub'. YOS also deliver within the IOM framework and operate in local areas. The partnership have used PPO terminology and refer to the hub as the Rehabilitate and Resettle Strand of the IOM work with the additional emphasis on Prevent and Deter (carried out mostly by the Police but also by Probation). The Catch and Convict Strand is contained within separate Police Divisions.

[7] Chief Officer for Drugs and Alcohol, Safer Leeds.

There is a distribution of offenders amongst the three projects (DIP, YOS and IOM) depending on their risk characteristics and these are scored using a Red, Amber and Green (RAG) scale. For example, prolific offenders are deemed high risk (red) and are supervised by the Probation Service as PPOs (as is their statutory duty), drug-using offenders are supervised by the DIP and the non-drug using, non-PPO offenders become IOM clients (which are generally Amber or Green risk). Currently, the IOM team has around 150 clients (and the PPO has just over 200).

The IOM cases are identified by the Police, Probation, Third Sector and YOS in line with their current offending and their RAG status is discussed at the IOM Divisional meetings (BCU Case Conferences), which are held within the geographical areas corresponding to Leeds' Basic Command Units (City and Holbeck, North East and North West). These Divisions are where IOM interventions are locally delivered. Delivery is more advanced in some Divisions compared to others. This is reflected in different levels of resourcing available for IOM within the divisions.

The IOM operational group are working closely with HMP Leeds to develop an information route; where the prison can notify the project which prisoners are returning to Leeds, when and to which areas. This includes prisoners serving sentences of less than 12 months. The IOM team also have two Prison Link Officers who make frequent visits to the prison to identify IOM clients, work with prisoners whilst in custody and develop relationships and make preparations for release.

1.5 Reducing re-offending and the Third Sector

It has long been recognised by the Government, that the Third Sector plays an important role in reducing re-offending and preventing future offending. There have been two major pieces of government guidance about how the Third Sector and the statutory sector can work better together. The first was the 1998 Compact between the Government and the Voluntary and Community Sector, which laid out five key principles of working together[8]. The second was specifically about how the Third Sector and NOMS can work together to reduce re-offending and is detailed in the NOMS Third Sector Action Plan[9] where the Government acknowledges that:

'We need the help of the Third Sector and other partners, particularly at a local level, to create the right policies, access mainstream services for offenders, and transform services to reduce re-offending'.

The key aim of the Plan[10] is to:

[8] See http://www.thecompact.org.uk/information/100022/101508/overviewofthecompactcodes/
[9] Working together with the Third Sector to reduce re-offending Securing effective partnerships 2008-2011, NOMS 2008.
[10] *ibid,* 2008.

'…maximise the contribution made by the Third Sector to our targets to reduce re-offending and protect the public and contribute to achieving safer communities'.

It sets out the domains and actions that will deliver this.

There are also other key documents which demonstrate the increased effectiveness of reducing re-offending initiatives which involve Third Sector Agencies. One study by Sheffield Hallam University[11] (2004) demonstrated that the main strengths of the Third Sector in offender-based work are as follows:

- Community based - being connected to the local experience and to the service user
- Customer-focused - client-centred, needs-reactive and holistic
- Provision of specialist skills and experience - meeting specialist needs in areas such as employment, basic skills, housing, services to BME groups, women etc.
- Diversity - of focus and of type and size of organisation
- Responsiveness - responding to a climate of quick and unpredictable policy changes

The domains and thematic areas from the action plan[12] have been adapted for use as the framework for this study.

2.0 Methodology

There were three main methods that were used for this research:

1. Mapping involvement: Identifying the main organisations involved in IOM in the study areas through indications from the NOMS Partnerships Unit (the commissioners of the research), discussions with members of the IOM programme board and other senior Police, Probation and CDRP representatives in the pioneer sites who identified other organisations.
2. Interviewing: Carrying out face-to-face semi-structured interviews with those individuals and where this was not possible, conducting telephone interviews.
3. Document review: Requesting and reviewing key documents from those individuals and organisations interviewed.

Most of the interviews were carried out face-to-face and some were carried out over the telephone. Interview schedules were developed and followed with each interviewee (copies of these are found in appendix two).

A total of 45 semi-structured interviews were conducted with the following stakeholders:

[11] Senior, P. 2004. Enhancing the role of the Voluntary and Community Sector: A Case Study of the Yorkshire and Humber region. Sheffield Hallam University on behalf of NOMS.
[12] *Op Cit*, 2008.

- Chairperson of the pioneer site strategic group
- Chairperson of the study project operational management group
- Managers and frontline staff of Third Sector Agencies involved in the direct delivery of the IOM study project
- Managers and frontline staff of non Third Sector Agencies involved in the direct delivery of the IOM study project
- Representatives of Third Sector referral agencies

The agencies that participated in the study are detailed in appendix three.

Document review

Where available, the following documents for each pilot site were examined:

- Bid documents relating to the IOM pilot
- Strategies or plans relating to the IOM in the local authority area
- Progress reports on the IOM pilot produced for NOMS centrally, the Operational Management Group and/or Strategic Group
- Minutes of local delivery group meetings
- Minutes of operational management meetings
- Minutes of Strategic Group meetings

Those documents were examined in order to determine the following:

- The governance arrangements for the IOM, including:
    - Membership of the Strategic Group
    - Membership of the Operational Management Group
    - Membership of the local delivery group
- List of the staff and the agencies currently working in the IOM
- List of agencies (not involved in direct delivery of the IOM) that the IOM (in the selected local authority area) work with.

The number of the documents for each study project varied in availability, detail and length due to the duration of the individual pilot sites.

Study framework

The study team adopted the thematic framework set out in figure 2.1 to shape the research. It was adapted from the NOMS Third Sector Action Plan and provides a thematic way of assessing the nature and extent of engagement of Third Sector Agencies with the IOM study projects and more generally in relation to reducing re-offending within the study project area.

Figure 2.1 Thematic framework

Domain	Thematic area/metric
Voice and partnership	Stronger Third Sector engagement at all levels: ▪ Support for representation of diverse organisations ▪ Involvement in stakeholder groups and partnerships ▪ Mechanisms in place to involve the Third Sector at the right time in policy development and service design and implementation
	Engagement of smaller/diverse organisations
	Compact compliance
	Engagement in effective partnership working and strategic local commissioning
Strengthening communities	Stronger role for local communities and community organisations in reducing re-offending and public protection
	Role of volunteering: ▪ Increase numbers and diversity of volunteers ▪ Strategic development of volunteers ▪ Improved quality of support for volunteers ▪ Ways to assess the impact of volunteering
	Mentoring: impact, extent of this
Transforming public services	An effective, diverse, and mixed provider market within which the Third Sector has improved opportunities
	Having the means to assess Third Sector impact
	Reducing commercial barriers to the Third Sector and other provider access to funding streams
	The development of commissioner skills to enhance Third Sector working
	Capacity building of Third Sector Agencies

The interview schedules that were developed were based around this thematic framework and the study aims.

Limitations of the methodology

It should be noted that this exercise was not a rigorous evaluation (a process and impact evaluation is to be commissioned by NOMS). Moreover, it was designed as a review which could provide an overview of the four sites and provide indications of the approaches being employed and the level of Third Sector involvement. The number of interviews conducted and the range of interviewees were limited by the resources allocated to this study and the limited time available to plan, arrange and conduct the fieldwork.

As a result of the rapid nature of the review, there will be individuals and organisations that we failed to contact and to interview. There may therefore be some gaps. However, we have tried to remedy this in two ways: firstly through attempting, where possible, to obtain a good spread of statutory and Third Sector representatives who were involved at all levels (strategic,

operational and referral agencies); and secondly by allowing interviewees to comment on the drafts of the findings pertaining to their factual accuracy and where they could highlight any omissions.

The study projects had commenced operation at different times, the dates ranged from May 2006 to November 2008. They were therefore at different developmental stages. While this is a limitation in terms of comparability, it offers the study a wider variety of experiences than could have been captured had all the projects commenced at the same time.

Due to the short time that some projects had been operating, the experiences of some interviewees with the IOM were limited. In addition, their experiences and awareness of Third Sector activity in relation to reducing re-offending were also limited.

3.0 Findings - general

In this section we present our findings drawn from across the four project study areas. Findings about the individual sites are detailed in section four.

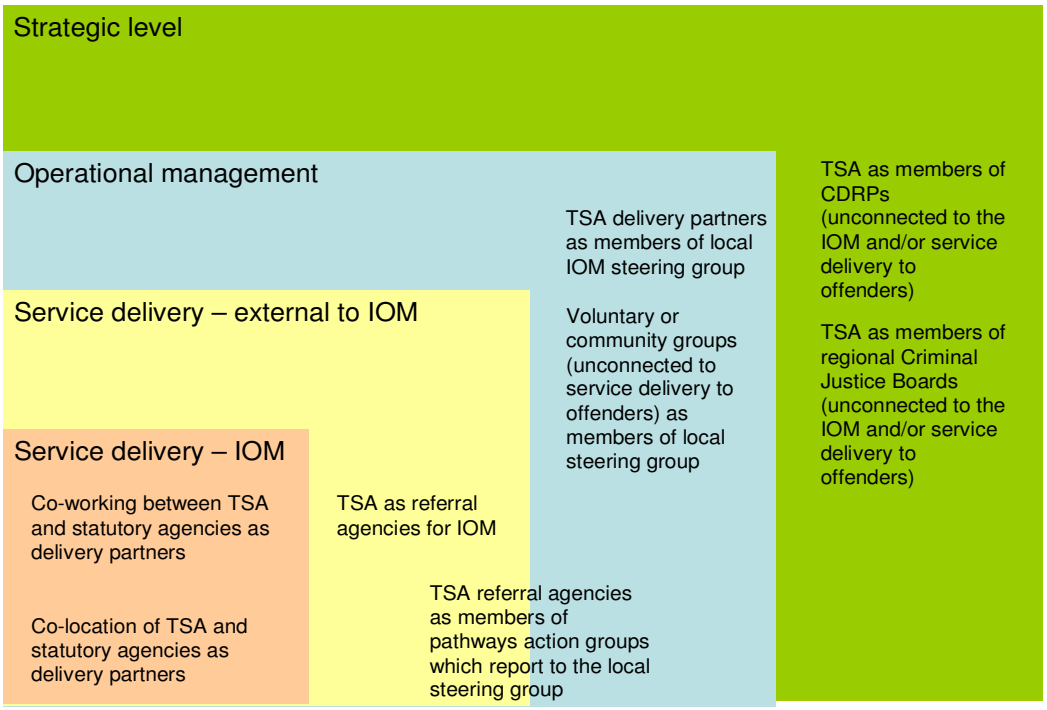
3.1 Third Sector engagement

Third Sector Agencies were engaged with the IOM projects in relation to:

- Service delivery
- Operational management
- Strategic oversight

Figure 3.1 maps out the points of engagement between the TSA and IOM projects. Engagement ranged between pioneer sites, from TSA involvement at each of the above levels to no involvement at any of these levels.

Figure 3.1 Examples of TSA engagement with the IOM



Service delivery

There was Third Sector involvement in IOM service delivery at three of the four study projects.

TSAs were involved in service delivery in three ways:

- *Delivery partners* – as an integral part of the IOM: co-working with statutory and private sector agencies; co-located with these agencies in the same office; and through the sharing of relevant intelligence and other data between these agencies.

- *Referral partners* - these were TSAs which operated as delivery partners within the IOM but which also had an additional role, delivering services outside of the IOM, which the IOM referred clients to. Because these TSAs were delivery partners within the IOM, they had a closer relationship and enjoyed a greater level of exchange with the IOM than TSAs who were referral *agencies*.

- *Referral agencies* – these were TSAs that received referrals from the IOM. While they had some understanding of the IOM, they were significantly less closely involved than referral *partners*.

Operational management

There was Third Sector representation on the project steering groups at three of the four study areas. In two of these areas there was a direct link between the TSAs involved in the IOM and the steering group. In one area TSA representation came solely from IOM delivery partners, in the other from IOM delivery partners and a referral agency.

In one area there was TSA involvement at the steering group, from members of groups that represented community interests. However, there was no direct involvement from TSAs that were acting as referral agencies for the IOM.

Strategic oversight

Strategic oversight for the IOMs operated in the following ways across the pioneer sites:

- Local oversight – in the form of links between the IOM steering group and the Crime and Disorder Reduction Partnership (CDRP) for the local authority area(s) where the study project was located.

- Pioneer site oversight – in the form of groups that had oversight of a number of IOM projects (including the study projects) across the pioneer site area, generally the county or in London across the whole of the city.

- County wide strategic oversight – the pioneer site groups reported to countywide or London wide Criminal Justice Board.

In relation to these tiers of strategic oversight TSA engagement was less well considered than for service delivery and operational management. As a consequence it was inconsistent and not 'joined up'.

Local oversight
While TSAs were involved with the CDRP in three of the four sites. These TSAs had no connection with the IOM, as delivery partners, referral partners or referral agencies.

Pioneer site oversight
There was TSA involvement in only one pioneer site at this tier of oversight. However, the TSA had no connection with the TSAs involved in the IOM projects as delivery partners, referral partners or referral agencies.

Countywide oversight
While there was TSA involvement in all four sites at the tier of the county wide Criminal Justice Board. There was no connection between this agency and TSAs involved in IOM service delivery, in fact in two of the sites, the TSA involved in the board had no connection with services for offenders.

Connections between levels

For statutory agencies involved in the IOMs, such as the Police and Probation, there are vertical and horizontal hierarchal structures that facilitate involvement in the IOM at all levels. From Officers engaged in service delivery at the project level through to strategic oversight of the IOM through the county wide Criminal Justice Board.

Within these organisations there is the capacity for information sharing and reflection that allows for the reporting up and down of experiences and decision making, to influence and shape the development of the IOM.

For Third Sector Agencies the same connections operate in part between IOM service delivery and operational management. However, the TSA connection between service delivery, operational management and strategic oversight (at any tier) did not exist.

Service development

TSAs were involved in the policy and service development of the IOM in two of the pioneer sites. These relied on the existing working relationships between TSAs and statutory agencies that had developed through service delivery relationships and previous efforts by statutory agencies and TSA to engage with each other.

3.2 Variations in Third Sector engagement

The significant variation in Third Sector engagement between the IOM projects was due to:

- The way in which the IOM developed
- The strength of the drivers and facilitators for engagement for both statutory and Third Sector Agencies
- The composition of the local service provider market and the services they offered in relation to reducing re-offending pathways
- Commissioning and procurement arrangements.

The way in which the IOM developed

The way in which the IOM has developed in each of the pioneer sites has had a significant impact on the nature and extent of TSA involvement.

In two of the sites, the IOM has grown from projects: dedicated to working with Priority and Prolific Offenders; drug using offenders (DIPs); and other interventions targeted at managing individuals primarily involved in volume crime.

In one site the IOM initiative has been established as a completely new project with the key aim of testing out the potential for justice reinvestment. In

the remaining site, the model of working involves only two statutory sector agencies and has no TSA involvement.

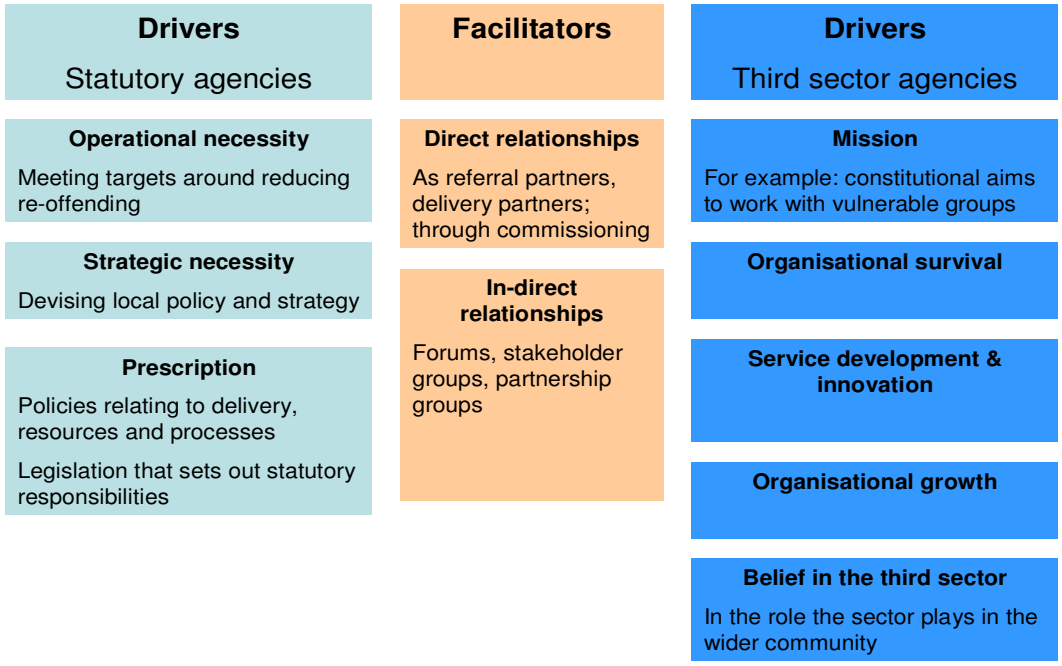
In those sites where the IOM has evolved from other existing schemes, the project has benefited from direct working relationships that were already established between statutory sector agencies and TSAs; where some level of co-working and co-location had already taken place; and where trust and mutual appreciation of the benefits of such close working existed. Growing this level of co-working and co-location was the logical way for the IOM project to develop. Involvement of TSA delivery partners and in one site, a referral agency as part of the operational management group is a further extension of that relationship.

In the site where the IOM projects have been established as quasi 'stand alone' projects, the delivery model involves the co-location and co-working of statutory sector staff only, with TSAs as referral agencies. In this model, engagement with TSAs was intended to be mediated through the local authority as: the conduit to pathways services which included Third Sector Agencies; and as the agency which (in the study area) has established and services the local steering group. There is Third Sector representation on this group, although these agencies are not linked to TSAs involved in pathways services.

Drivers and facilitators

The drivers and facilitators for TSA involvement in the IOM projects are detailed in Figure 3.2.

Figure 3.2 Drivers and facilitators for TSA engagement in the IOM



For statutory sector agencies the key driver for TSA involvement in IOM projects has been *operational necessity*. Specifically, reducing re-offending, by ensuring that offenders access and are maintained in pathways services. This explains, in part, the concentration of TSA involvement in service delivery and operational management.

The need to involve TSAs at a strategic level has been a less of a driver for statutory agencies with (as reported above) a commensurate lack of TSA involvement joined up to service delivery.

In relation to prescription, policy guidance that relates directly to resources, operational outcomes and targets such as the reducing re-offending pathways framework has been an important driver for statutory agencies. However, other policy that does not make this direct link such as: the NOMS Third Sector Action Plan; and the Voluntary Sector Compact, have played little or no part in influencing statutory agencies to engage with TSAs. It was notable that interviewees from both statutory organisations and TSAs had little, if any awareness of the Third Sector Action Plan or the Compact. These policies did not play a role in the working lives of the interviewees.

Legislation, particularly that which places specific responsibilities on statutory agencies, drive the statutory sector. They can but do otherwise. The involvement of TSAs (involved in delivering services to offenders) at the local strategic oversight level may become more important if as expected the

Policing and Crime Bill is enacted with Section 83 placing a responsibility on CDRPs to formulate a strategy to reduce re-offending[13].

For TSAs the key drivers to be involved in the IOM projects are:

- Mission – these are core organisational aims, around providing services for vulnerable, hard to reach individuals, amongst whom offenders form one of their cohorts. In addition, some TSAs have social policy aims, around influencing the way that Government and local policy makers impact on their clients groups.

- Organisational survival – TSAs need funds to continue to operate, for many medium to large TSAs these come from contracts secured from public sector commissioners. Involvement in the IOM and working with targeted offender groups are key components of commissioned services for TSAs. At the same time, it should be noted that these services are line with the mission of the organisation.

Composition of the local service provider market

The size of the TSAs involved in the IOM projects range from those with turnovers ranging from £110,000 to almost £30 million a year.

In the two project areas where there was a high level of TSA involvement, the medium and large agencies were involved as delivery partners, while smaller and more diverse agencies tended to be involved as referral agencies (the least involved in the IOM process).

In one project area, where the local authority staff provided the resettlement part of the IOM delivery, TSAs were involved as referral agencies. In this area the local authority was also a key provider of services to offenders, (for example it delivered the Drug Intervention Programme) TSAs had a less significant role.

There was concern expressed by some interviewees at a potential shrinkage in the size and diversity of the provider market through the closure of smaller community organisations because they are unable to access funding to maintain their services. As indicated elsewhere in this report these smaller organisations play a significant role in addressing offender needs that are not met through commissioned services. While commissioning may be appropriate for some TSAs, these smaller organisations may not have sufficient capacity or capability to access resources through commissioning. Proposals contained in the Third Sector Action Plan around the provision of grant funding as an alternative means (to commissioning) for resourcing small organisations may help to address this ,

[13] The Policing and Crime Bill 2009 is currently undergoing the committee stage

Commissioning

In two of the study areas, the commissioning of services from TSAs were directly influenced by the development the IOM. The services which were commissioned were based around: target beneficiaries which were managed through the IOM; and service delivery through a co-location and co-working model with the TSA working alongside statutory enforcement agencies.

In one project, the presumption was that IOM referrals to TSAs would be dealt with through the existing resources of the service. While there was some evidence that the IOM was helping some services to meet their performance targets by maintaining individuals in service there were concerns expressed by some TSAs that if the numbers of referrals from the IOM increased they would need to review their capacity to assist these clients. At which point additional resources may be required.

3.3 Costs, commissioning and procurement

As indicated in the background section to this report, IOMs are intended to target repeat offenders and provide 'positive assistance to stop offending backed up by swift enforcement measures'.[14]

In terms of resourcing IOMs the rationale is based on the Government's notion that:

'We are investing in community based resources today to reduce crime and Criminal Justice System costs in the future, therefore using tax payer's money more effectively'.[15]

The aim of this study was not to conduct an analysis of the costs of providing an IOM or to assess the cost of the TSA contribution to the IOM. However, from the fieldwork that was conducted it is possible to offer the following findings in relation to the nature of commissioning and commissioned services which support the IOM:

- Additional resources for the IOM – The involvement of TSAs with IOMs as delivery partners has brought pathways services directly to IOM managed offenders, providing the 'positive assistance' envisaged for the IOM model. These services have been commissioned from a range of sources including: DATs, PCTs and Supporting People. In addition, the IOM has managed to access services and assistance for offenders (which are not covered through mainstream commissioning) from Third Sector Agencies whose primary income is from charitable donations and other income, for example grant aid.

[14] Ministry of Justice News Release 16th July 2008, http://www.justice.gov.uk/news/newsrelease160708a.htm
[15] Ministry of Justice News Release 16th July 2008, http://www.justice.gov.uk/news/newsrelease160708a.htm

- The operation of the IOM in some project areas has enabled the needs of these previously 'harder to reach' offenders to be identified and better understood. This appears to have influenced the commissioning of some services from TSAs in terms of service design and target beneficiaries.

- The co-working arrangements between statutory agencies and TSAs within some IOM projects have carried through into tripartite arrangements for the commissioning of some services, involving the commissioner, the TSA and the lead statutory agency for the IOM.

- In terms of procurement, the TSAs which have been commissioned to provide services linked to the IOM are agencies which had existing relationships with the commissioners prior to the development of the IOM. In addition some of the TSAs also had existing working relationships with the lead agencies for the IOM. These existing relationships therefore facilitated the choice of these TSAs to deliver the new services, as these were in some instances extensions to existing services such as the DIP programme. This is a common procurement practice where there is a need to establish services quickly and an existing provider is already in place. However, in one project area, the extended DIP programme (linked to the IOM) will be subject to a competitive tendering process in 2010.

The costs of the IOM projects and commissioning arrangements vary across the study areas. In relation to costs, some areas receive no external funding and pay for the IOM out of core costs, other areas receive external funding. For example, Nottingham's IOM costs approximately £250,000 per year: with the Probation Service investing £70,000 for the costs of two Probation Service Officers and some management time; and the remainder being Police costs. Leeds IOM receives around £750,000 a year from Supporting People.

3.4 Links to Local Area Agreements

In most areas, there were explicit links between the IOM initiatives and targets within the LAAs, particularly NI 18 (Adult re-offending rates for those under Probation supervision) and NI 30 (Re-offending rate of Prolific and Priority Offenders). In most areas these links were considered extremely important for two main reasons: firstly, to ensure political and policy backing and support; and secondly to justify and lever in funding.

3.5 Findings relating to the Thematic Framework

These are presented underneath the headings of the thematic framework that we have used for this study (see figure 2.1 in the Methodology section) and which are commensurate with those in NOMS' Third Sector Action Plan.

Third Sector involvement in reducing re-offending

As detailed in the introduction, this study has focussed on TSA involvement in the IOM projects. However, it has also sought to assess the role of Third Sector involvement in reducing re-offending, specifically with reference to the

themes contained in the NOMS Third Sector Action Plan. These themes have centred around the role of communities, volunteering and transforming public services.

Local communities and volunteering

- The issue of Third Sector involvement in the IOM and an influence over the role of local communities and community groups in reducing re-offending and public protection was an area of uncertainty. Issues raised within this topic area with those interviewed ranged from NIMBY, entrenched cultures within deprived neighbourhoods, discussions of criminogenic needs versus reducing crime initiatives and community payback. There was some evidence of local community representation in the Neighbourhood Policing Team structure and elected member involvement. However, this is an area which requires further investigation for purposes of definition, objectives and desired outcomes.

- There was some evidence of volunteering around the periphery of the IOM projects and the TSAs involved. For example, in one study area, volunteers were used in the co-location unit in the DIP programme but not the IOM. In other study areas, volunteers in the form of Special Police Constables were used by the Police in IOM work. In one study area, clients were involved through unpaid work orders (as a condition of release from custody).

Transforming public services

- All study areas had thriving Third Sector markets of agencies involved in supporting vulnerable people. In two out of the four areas, there was evidence of the significant use of such markets; in one area that use was emerging and in another there was very little use at all of the TS. In the former two areas, we can say that the IOM projects have provided another opportunity for the Third Sector to become involved in joint delivery with statutory services.

- None of the areas had the ability to judge the impact of the involvement of the Third Sector in the IOM. There were variations in how the areas were measuring impact, with some receiving specialist support around measurement from regional groups and others measuring impact through more traditional methods (examination of Police statistics). It is recognised that it is very difficult in singling out the contribution of the Third Sector and possibly the only method would be through comparative analysis. However, this also may be inadequate as reductions in re-offending rates may be similar in areas where there is no Third Sector involvement. This is another area which requires further analysis and investigation.

- The degree to which commercial barriers to Third Sector involvement were addressed varied amongst the sites, from none to good. It appeared that the Third Sector benefited from both a competitive tendering process

and also commissioning which developed from existing relationships were provision could evolve through historic relationships.

- Similarly commissioner skills to enhance Third Sector working varied, from none to full. This clearly impacted on involvement, i.e. the more commissioner skills were developed, the more involvement by the Third Sector there was.

- Capacity building activities also varied across the study areas. In some areas there was evidence of more traditional capacity building activities, such as partnership and commissioning events (however in other areas there were none. In the areas which had good Third Sector involvement, capacity building took the form of 'on the job training', such as in partnership working (through co-location) and the sharing of values.

4.0 Findings - pioneer sites

In this section we present the findings of the research in four sections, corresponding with the pioneer areas. The format that is adopted in the presentation of the findings follow the interview schedule headings, namely:

- Third Sector involvement at the three levels of: service delivery; operational management; strategic management/stakeholder groups.
- The types of organisations involved with IOM pilots based on staff numbers and turnover.
- The contribution of Third Sector Agencies to the IOM pilot with particular reference to the seven reducing re-offending pathways and more generally to services for offenders.
- The contribution of Third Sector Agencies to the needs of specific offender groups: Women; BME groups; young offenders; older offenders; and the children and families of offenders.
- Volunteer involvement in IOMs.
- The benefits to Third Sector Agencies of involvement with IOM.
- Commissioning of services in relation to the IOM.
- Awareness of the NOMS Third Sector Action Plan and Voluntary Sector Compact.
- Barriers to Third Sector involvement in IOMs.

4.1 Lancashire – Pennine Division

Service delivery

Third Sector Agencies are an integral part of the Pennine Division IOMU along with the Police, Probation and a private sector agency responsible for electronic tagging. This was proposed in the Lancashire IOM bid[16] and has been realised. At the time of the field work 10 of the 28 staff within the IOMU were from Third Sector Agencies.

[16] Bid for National Integrated Offender Management Pilot Status, Lancashire Constabulary March 2008.

The integration of Third Sector Agencies within the IOMU operated in the following ways:

- Co-location – staff from all the agencies are co-located together in the same office. The only issue that was reported in relation to this was the availability of desk space. Some of the Third Sector Agency staff were having to use desks vacated by other staff. It was reported that this issue would shortly be resolved; staff from the host agency who were not connected with the IOMU were going to be moved to another office.
- Shared goal – all the interviewees from the IOMU reported that staff from all the different agencies (including Third Sector Agencies) shared the same goal, that of reducing re-offending by effectively managing offenders within the remit IOMU.
  "*Everyone has embraced what the IOMU is about*" (Non Third Sector Agency practitioner).
- Recognition of roles and responsibilities – interviewees from the IOMU acknowledged that each of the different agencies had differing responsibilities in relation to offenders while at the same time working towards a common goal.
  "*There are clear shared objectives for all agencies, it's about reducing crime. We're all working towards the same goal but from different approaches*" (Third Sector Agency practitioner).
- Co-working – interviewees from the IOMU reported a significant level of co-working between agencies, for example staff from different agencies visited IOMU clients together: Police Officers with Third Sector Agency staff; staff from one Third Sector Agency with staff from another Third Sector Agency.
- Information sharing between agencies – protocols had been established between the agencies which allowed, for example, Police Officers to share intelligence information with Third Sector Agencies and Probation and vice versa.
- Shared culture – all of the interviewees from the IOMU agencies (Third Sector and statutory sector) reflected a shared culture in service [17]improvement, focussed on streamlining services and operating processes.
- Volunteers not conscripts – all of the staff from statutory and Third Sector Agencies had applied to work in the IOMU. Therefore there was personal commitment and motivation from all the staff to make the integration of the unit work.

Development of the IOMU

Third Sector involvement in the IOMU was planned for within the bid[18] and has evolved from Third Sector Agency involvement in the Tower Project and work with PPOs. A key driver for this has been the reducing re-offending pathways and a recognition by the lead agency and statutory sector partners that Third Sector Agencies were key providers of pathways services.

[17] Paul Senior
[18] *Ibid,* 2008.

The development of the IOMU has occurred as both a planned process and as an operational response to identified need based on the pathways services. At the time that the fieldwork was conducted, four additional staff were scheduled to join the Unit: two staff from Third Sector Agencies providing floating housing support; and two mental health workers from the PCT. Funding has also been sought for a Family Intervention Project (FIP).

Pathways

Within the IOMU, Third Sector Agencies are providing direct support and services in relation to: accommodation; drug and alcohol misuse; health; finance, benefits and debt. In addition, as part of these services they are contributing to pathways around: employment, training and education; children and families; and attitude, thinking and behaviour. These latter contributions are effected through referrals to other agencies, for example to a training agency; or as secondary benefit from the main service.

It should be noted that through the tasking and coordination processes involved in managing the offender cohort within the IOMU, all staff (non Third Sector and Third Sector) are aware of the pathways. There are pathways based referrals within the IOMU team and to external agencies.

Referral partners

The IOMU have established links and have identified a range of referral partners which provide services across all the pathways. These include:

- Third Sector Agencies which have staff co-located with the IOMU.
- Third Sector Agencies which have no staff located with the IOMU.
- Private sector agencies, such as a private employment training agency
- Public sector agencies.

Service level agreements

Service level agreements (SLAs) were in place between Third Sector Agencies located with the IOMU and the Police, the IOMU lead agency. These related to information sharing protocols and service delivery within the operation of the IOMU. At the time of the fieldwork it was reported that a standard service level agreement was being devised which would apply to all agencies with additional agency specific conditions being attached as appropriate. It was acknowledged that existing SLAs had been developed on an *ad hoc* basis as agencies had joined the IOMU.

Arrangements with referral partners were less formalised. A small Third Sector referral partner commented that they had experienced an increase in referrals from the IOMU and other agencies; and that they were reaching the point where they might have to establish SLAs with referral agencies (including the IOMU) in order to manage this. However, this agency also expressed concern that this could limit the services that they provided and compromise the principles under which they operated.

"*We don't want to have too many strings attached by statutory funding*" (Small Third Sector Agency).

Benefits of Third Sector involvement to the IOMU

Interviewees reported that Third Sector involvement in the IOMU had delivered benefits for both clients and agencies.

For clients this allowed for:

- Better sequencing of the sentence plan.
- Speedier access to pathways services.
- Access to and take up of relevant pathways services by offenders
- The potential to provide offenders who were risk assessed as being dormant cases[19] with continuity of service after they are no longer managed by the IOMU.
- The potential to work with offenders who returned to prison.

For agencies the benefits can be categorised into the following:

- Better agency and inter-agency working.
- Specialist knowledge of the needs of offenders and agencies that may be able to meet them.
- Changing the perception that offenders have of the Police.

Better agency and inter-agency working:

- All IOMU co-located agencies had a more comprehensive understanding of the client's circumstances and needs; all agencies that worked with the client had the 'whole picture'.
- It has avoided duplication of effort and resources, for example, prior to the IOMU, two or more agencies could (unknowingly) be involved in attempting to secure accommodation for the same client.
- Speed of information transfer – it allowed agencies to respond more quickly to the needs of the client and to ensure that clients were maintained in services longer. For example non attendance by a client at a service would be communicated to other agencies more quickly and facilitate remedial action.
- Opportunistic information transfer – co-location of agencies has facilitated round the 'water cooler' conversations between staff from different agencies about: clients; referral services; ways to resolve blockages.
- It has helped to reduce the problem of offenders playing off one agency against another by providing one agency with selective information.
- Better inter-agency understanding and reducing cultural dissonance, in particular the roles, responsibilities and cultures of different agencies.

[19] Dormant offender – an offender who sustains green status (low risk) for four months, i.e. attends appointments, undertakes treatment and commits no further crimes.

- Resolved tensions between agencies where there may be conflicting information about a client.

Specialist knowledge of the needs of offenders and offender services

- The Third Sector Agencies have acted as the key conduit for pathways services, through: delivering services directly to the offender; referring the offender to other services provided by the agency; referring the offender to services provided by other agencies that the Third Sector worker has used before.
- Third Sector Agency staff have raised awareness among IOMU Police Officers and Probation staff of the range of services available to offenders and how to access them.

Changing perceptions that offenders have of the Police:

- Raising the Police profile with the client group in a positive way. One interviewee commented:
  "[Police Officer] *is viewed as friend rather than just locking them up*" (Third Sector Agency frontline worker).
- Enabling Police Officers to engage with hard to reach individuals. One interviewee commented: "*It opens doors for the Police*" (Third Sector Agency frontline worker).

Benefits to Third Sector Agencies of involvement with the IOMU

Third Sector Agencies have benefited from involvement in the IOMU. Those agencies which are co-located with the IOMU have benefited in the following ways:

- Access to information about the client from the Police and Probation – previously Third Sector Agencies would have to rely solely on the client's account and would not be able to verify information that they were told.
- Better risk assessment – this has enabled Third Sector Agencies to plan their interventions better and more safely. For example staff now have access to offences committed by the clients and potential clients.
- Access to hard to reach clients – intelligence about clients and co-working with the Police and other Third Sector Agencies has enabled Third Sector staff to: work with hard to reach individuals, by taking the service the client; and with individuals who may have previously been deemed to be too risky; and enhanced the throughput of clients
- Raising the profile of Third Sector Agencies, as an interviewee commented: "*The reality is the Police is a significant player. Having a good working relationship with the Police enhances our profile*" (Third Sector Agency, manager).

Composition of the Third Sector

The diversity of the Third Sector, acknowledged in the NOMS Third Sector Action Plan was reflected in the range of Third Sector Agencies involved with

the IOMU. Across the Pennine division the Third Sector in conjunction with private sector providers (for employment and training) appeared to be providing the range of pathways services. All of these agencies had considerable experience of working with offenders and other vulnerable people.

The agencies which had staff co-located with the IOMU were medium to large, regional and national Third Sector Agencies with significant numbers of paid staff and annual turnovers ranging from £1.5 million to £29.5 million per annum. These agencies provided access to core pathways services around alcohol, drugs, and interim accommodation.

While these agencies were also referral partners for the IOMU, other Third Sector referral partners including other medium and large providers such as housing associations occupied pathways services such as longer term accommodation and floating support. Small and micro Third Sector organisations[20] occupied service niches for which there were few commissioned services and which fell outside of some pathways. These services included: drop-in facilities, 24 hour assistance, food parcels, furniture, clothing, emergency funds and the services of a barrister to assist an offender with an appeal for benefits.

Commissioning and procurement

Some of the Third Sector services co-located with the IOMU were services that had previously been developed to address the needs of PPOs.

Recent services such as the Triangle project[21] which provides support services to sex workers based on the principles of outreach, treatment and enforcement were commissioned and designed, based on: co-location with the IOMU and access to Police intelligence to assist with enforcement.

As in the above example, the existence of the IOMU appears to have influenced the design of services. In addition to this, Police managers have been involved in commissioning decisions made by other bodies. An alcohol support service co-located at the IOMU was designed in a tripartite manner between the PCT commissioner, a manager from the Third Sector provider and two of the Police managers from the IOMU. It was funded from July 2008 to April 2009. The intention was to address the perceived alcohol support needs of the IOMU offenders. At the time of the field work, the Third Sector Agency manager and frontline staff and the Police acknowledged that the specification of the service needed to be changed from delivering tier two services to delivering tier three services. This issue and the continued funding of the service beyond April 2009 was awaiting resolution with the commissioner.

[20] Wong, K., Moving On: An interim evaluation of Nacro MOVE, April 2006.
[21] The Triangle project commenced as a pilot in June 2007 and was mainstreamed from July 2008.

Commissioning and Third Sector Agencies

The Third Sector Agencies which had staff co-located with the IOMU were agencies which understood commissioning processes and recognised that they were operating in a competitive market.

"*Commissioning is a major way of working for Third Sector Agencies. The Third Sector have had to take a business head. There is no room these days for organisations who are not business orientated. We live in a competitive market for drug and alcohol services with a number of players. You are competing with statutory NHS and Third Sector providers*" (Third Sector Agency manager).

There were a range of views from these Third Sector interviewees regarding commissioning. All of the interviewees agreed that commissioning had become more transparent and at the same time, more rigorous. However, these interviewees suggested that the commissioning process and the monitoring of commissioned services could be improved in the following ways:

- Extending funding from three to five years – new services can take a year to bed in.
- The same level of reporting processes and rigour for statutory and Third Sector providers. An interviewee commented: "*Third Sector Agencies have to prove themselves more. When I worked in the NHS we did less reporting. There is treble the amount of reporting, now we're more accountable*" (Third Sector Agency manager).

Small and micro Third Sector Agencies appeared to operate outside of the commissioning structures. For example one faith based organisation operated with volunteers and four part time paid staff; and had an annual turnover of £150,000. In contrast to the medium and large agencies this organisation had no commissioned services and was self funded through a charity shop and private donations. They expressed concerns that involvement in delivering commissioned services would compromise the principles under which they operated and not allow them to be flexible about the way and type of services that they provided.

It was reported by a number of interviewees that some smaller Third Sector Agencies, which offered services to offenders and their families were having to close through lack of funding.

In addition to these smaller agencies that offered generic support were national agencies such as the Salvation Army and the Royal British Legion which provided assistance to offenders who had once served in the armed forces.

Services for specific offender groups

Interviewees reported that the profile of offenders managed through the IOMU were mainly white male adults who were committing volume crimes. It was

acknowledged by IOMU interviewees that services were therefore primarily geared towards this group. At the time of the fieldwork the other offender groups being managed by staff within the IOMU were: those who were at high risk of committing domestic violence; young offenders who were committing volume crime; and sex workers through outreach services by the Third Sector lead Triangle project.

Offender groups and Third Sector Agencies

Among the Third Sector Agencies which provided services within the IOMU and which acted as referral partners, interviewees reported the following range of services for specific offender groups:

- Women offenders – women's only groups for female substance misusers; the availability of female workers where female clients request this.
- BME groups – engaging the local mosque; offering the flexibility to meet with BME offenders in locations that they were familiar with; referring BME offenders to a PCT funded project in an adjoining local authority area (outside of the Pennine Division) that has a specific focus around BME groups. It was reported by one interviewee that their service had traditionally not managed to attract people from BME groups to their service, however, through the IOMU they were making more contact with these individuals, particularly the East Asian community.
- Young people – referrals to a Third Sector Agency that works with substance misusers aged under 18.
- Older offenders – an older person's group was run by the alcohol support services provider.
- Children and families of offenders – one of the substance misuse services employed a family worker and some of the smaller organisations provided support to the families of offenders.

Mapping of services for offenders

It was reported by interviewees that the knowledge of pathways and other services for offenders had been accrued in an organic way based primarily on the knowledge of Third Sector staff and had been shared widely within the IOMU. Recently staff within the IOMU had undertaken a review to identify agencies which the IOMU needed to work with more closely. These included Third Sector Agencies.

Interviewees confirmed that they were not aware of any mapping of services for offenders and/or services that could contribute to reducing re-offending across the Pennine Division.

The mapping of such services may be something the CDRP could take responsibility for, given the forthcoming responsibility for CDRPs to devise and implement a strategy for reducing re-offending in their area[22].

[22] Section 83 of the Policing and Crime Bill 2009

Governance

Strategic
The development of the IOM approach across Lancashire is overseen by an IOM strategic management board chaired by an Assistant Chief Constable from Lancashire Constabulary. This group reports to the Lancashire Criminal Justice Board (CJB). The membership of the board includes senior representatives from: the Police, Probation, HMPS and Lancashire Youth Offending Team[23]. Some of these individuals are also members of the Lancashire CJB. The Third Sector is not represented on the strategic management board. However, the Third Sector is represented by Victim Support at the Lancashire CJB[24], although it was not possible to assess the actual or potential level of contribution that this could have on the development of the IOM across the county.

Operational
The work of the Pennine Division IOM is overseen by an operational management group that is chaired by the Police Divisional Commander and includes representatives from: the Police; Probation, private sector agencies responsible for electronic tagging and employment support; HMPS; the DAAT; and Third Sector Agencies with staff co-located as part of the IOMU[25].

A manager with one of the Third Sector Agencies who had staff co-located as part of the IOMU commented that although they had been invited to attend the operational management group, they had not attended so far because of the time commitment; and also because the working relationship was such that they that felt issues could be resolved without recourse to attending the group.

"*We adopted the view that if the group felt something needed to be picked up, I would expect to be informed through* [Police Officer X] *or* [Police Officer Y]" (Third Sector Agency Manager).

At the time of the field work, two of the three Third Sector Agencies who had staff co-located within the IOMU had been invited to participate in the operational management group. During the field work a small Third Sector referral partner was also invited to participate in the group.

Links to local stakeholder groups

The IOMU had a direct link with the joint strategic Crime and Disorder Reduction Partnership group for the three local authorities (across which the IOMU operated). The commanding officer for the Police in the Pennine Division was the chairperson of the IOMU operational group and the chairperson of the strategic CDRP body.

Voluntary sector agencies were represented on the CDRP by the Chief Officer from the Council for Voluntary Services (CVS). While this may provide generic

[23] Minutes of the [Lancashire] IOM Strategic Management Board, 26th September 2008.
[24] http://lcjb.cjsonline.gov.uk/Lancashire/1618.html
[25] Inter area delivery group – meeting notes [For the Pennine IOM] 29th September 2008.

voluntary sector input to the CDRP, there did not appear to be a feedback process whereby: Third Sector Agencies such as those involved in the IOMU (and working with the Criminal Justice System) could inform the voluntary sector input to the CDRP through the CVS; and/or receive feedback from the CVS about the CDRP.

Such a feedback gap may become more of significant issue if section 83 of the Policing and Crime Bill 2009 is enacted. This will provide CDRPs with an additional duty to formulate a strategy to reduce re-offending. The input and contribution of Third Sector Agencies to this will be important.

Barriers to Third Sector involvement in the IOMU

There were no significant barriers to Third Sector involvement with the IOMU either by agencies co-located with the IOMU or by Third Sector referral partners. The IOMU lead staff (the Police) and Third Sector Agencies had adopted a pragmatic approach to resolving difficulties by recognising each other's operational boundaries and establishing a working relationship that took this into account.

The barriers that were reported by interviewees are as follows, in most cases these difficulties appeared to have been resolved:

- The sharing of information between statutory and Third Sector Agencies – one interviewee commented on the extent (and expectation) of statutory agencies in relation to the type of information which Third Sector Agencies were able and willing and to share with other agencies within the IOMU: "*There is an issue of working with the Police, they think you can share everything. There are health issues that we can't share. We've worked through this. We've had regular meetings and worked things out*" (Third Sector manager).
- Cultural differences between agencies – one Third Sector interviewee commented:
  "*We build rapport in order to provide treatment. The Police remit is different from our remit. Their remit is to reduce re-offending. Our remit is around engaging people and getting them into treatment. We can't coerce people into treatment and change. The Police are able to*" (Third Sector manager).
- Funding for Third Sector Agencies to work with the IOMU. A number of interviewees reported about the short term nature of funding and the need to renew funding (in one case) on an annual basis.
- Vetting processes – individuals from Third Sector Agencies who seek posts within the IOMU have to undergo full Police vetting. This may exclude some individuals from taking up their positions. It was acknowledged by interviewees that this was less of an issue for the agencies and more for individuals.

4.2 London – Lewisham Diamond Initiative

The Diamond Initiative has been operating since November 2008. The nature and level of Third Sector involvement therefore needs to be considered as one interviewee described it, as a "*work in progress*". Interviewees from the Lewisham Diamond team and the local authority had had developing contact with Third Sector Agencies (and *vice versa*) in relation to the initiative. The findings below should be read within this context.

Service delivery

The Diamond team are comprised of statutory sector staff: nine Police staff; two Probation staff; and four local authority resettlement officers. At the time of the fieldwork, only one Probation officer was deployed and the team of one senior resettlement officer and three resettlement officers were undergoing training and were not operational. All the staff who were working in the team had applied to work in the initiative, they were volunteers not conscripts.

The design of Diamond does not involve the co-location of Third Sector Agency staff within the team.

Development of the Diamond scheme

Third Sector involvement in the Diamond initiative has taken place at a London Borough level. In Lewisham, Diamond team members held briefing meetings with Third Sector and other agencies and one-to-one meetings with agencies during October and November 2008. These were intended to promote Diamond and to seek the involvement of Third Sector Agencies as referral partners for offenders managed through Diamond.

It was acknowledged that the requirement for speed in setting up the initiative at a strategic and central level limited the involvement of Third Sector Agencies at the development stage of the scheme. However the central team held early meetings with Third Sector providers delivering services across boroughs. Learning from the voluntary sector's experience of working with this group of offenders was incorporated in the design and delivery of the Project. In addition a paper was commissioned from Kings College London to distil learning from previous successful evidence based interventions. A number of Third Sector provider forums were addressed to ensure awareness but it was felt that active engagement was best delivered at borough level.

Pathways

Members of the Diamond team were conscious of the need to ensure that there were pathways services available for offenders to be referred to. A mapping exercise of appropriate services had been undertaken by the local authority prior to the commencement of the initiative. This information was augmented by Police Officers proactively contacting the agencies face-to-face and using a snowballing process to grow the range of contacts and agencies. As one interviewee commented:

"*Diamond have* [sic] *been going out and accessing other organisations in the area. They make one-to-one visits. If I mention any organisation, they say they will visit them*" (Third Sector Agency manager).

At a coordinating level, the local Diamond Steering Group had established 5 Pathways Steering Groups for: accommodation; education, training and employment; mental and physical health (including alcohol) drugs, attitudes and thinking; finance, benefit and debt; children, family and support networks. The purpose of these groups are to address blockages that may occur in offenders accessing relevant pathways services. The groups are newly established and currently the majority of members are from the local authority and statutory agencies. There are some Third Sector Agencies involved, with plans to enhance the involvement of the Sector. However, it should be noted that some Third Sector Agencies may not be able to afford the time for this, unless there is a tangible benefit. As one interviewee commented:

"*I tend to go along to meetings because of reasons of funding* [as a requirement] *or there is an opportunity for funding*" (Third Sector Agency manager).

These pathways groups may fulfil an additional future role for the local CDRP, in supporting the development of strategies to address reducing re-offending[26].

Referral partners

Based on interviews with members of the Diamond team and referral partners, Diamond appears to have established links with a wide range of Third Sector Agencies across the range of pathways services.

Within Lewisham, a number of key pathways services are run by the local authority, these include, the Drug Intervention Programme and access to housing and housing support.

Service level agreements

Currently the links between the referral partners are informal. One Third Sector interviewee suggested that their organisation was "*feeling their way*" with the Diamond team and as the relationship developed, there may be a need to establish a service level agreement to manage demand and expectation.

"*It is becoming more apparent what our inputs and outputs are. We will be monitoring the progress of our clients going through … I can see us working in a more streamlined manner*" (Third Sector Agency manager).

[26] The Policing and Crime Bill 2009

Benefits of Third Sector involvement for the Diamond Initiative

Interviewees reported that Third Sector involvement was important in the provision of pathways services for offenders managed through Diamond. One interviewee commented:

"*We can't function without the Third Sector*" (Diamond team member).

The Third Sector was perceived as being able to respond more quickly to offender needs than the statutory sector and Third Sector Agencies were not as constrained as statutory sector agencies.

Benefits of Third Sector involvement for offenders

Other interviewees identified the following benefits for offenders:

- Specialised support
- Holistic service – if an individual is referred to a Third Sector service they were able to offer a range of services
- An understanding of the client group
- An understanding of the local community.

It should be noted that some of these benefits were also available for individuals who were referred to council run services such as the Drug Intervention Programme.

Benefits for statutory agencies

Some interviewees observed that Third Sector Agencies acted as a conduit between service users (offenders) and the Police. One interviewee commented:

"*The majority of clients hate the Police, we have the Police here when we have a function. The aim is for the Police to be seen in another role other than enforcement*" (Third Sector Agency manager).

Benefits to Third Sector Agencies of involvement with Diamond

The benefits of Third Sector Agency involvement with the Diamond Initiative are:

- Providing Third Sector Agencies with their clients – through referrals
- Maintaining offenders in treatment for longer thereby assisting agencies reach their treatment targets – Diamond has the capacity to seek out offenders and re-direct them back into services
- Support from the local authority in obtaining funding
- Raising the profile of the organisation among statutory agencies
- Re-directing unpaid work to Third Sector Agencies as a resource.

Composition of the Third Sector

The Third Sector Agencies that have been identified by the Diamond team as referral partners represent a range, from a small community based faith organisation with an annual turnover of £110,000 to a medium sized organisation with a turnover of £5 million.

These agencies had considerable experience of working with offenders and other vulnerable people.

Commissioning and procurement

There is no provision in the Diamond Initiative budget for the commission and procurement of services although as the project develops learning may inform local authority commissioning.

Given the early development of the Diamond Initiative there were no examples of commissioning and procurement of Third Sector services linked to the initiative.

Some interviewees reflected that as the scheme developed, there may be a need to review the commissioning and procurement of services where:

- There was a need for extra provision over and above that which is currently being commissioned.
- Where services needed to be designed to accommodate the needs of offenders managed through Diamond.
- There is inadequate capacity within Third Sector Agencies to deal with the needs of offenders managed through Diamond.

Commissioning and Third Sector Agencies

There was recognition among some statutory sector interviewees of the need to ensure that smaller Third Sector organisations were supported in being able to compete for funding with other larger organisations. However this is broader than the Diamond Initiative and needs to be addressed at strategic level.

One Third Sector Agency interviewee commented: "*Smaller agencies are being cut off the tendering process*" due to the complexity of the process. This person reflected that it took the same amount of time to write a bid for £50,000 as for £500,000.

Another Agency interviewee stated, "*Diamond teams are using partnerships with VCS organisations to bid for charitable funds, areas of funding generally unavailable to statutory services. This makes Diamond a direct competitor with the VCS for shrinking resources, and may change the attitude of the VCS towards Diamond*".

Services for specific offender groups

It was not possible to identify any services directly associated with the Diamond Initiative that addressed vulnerable offender groups.

Offender groups and Third Sector Agencies

Interviewees reported the following services for vulnerable offender groups:

- Women offenders – breast screening as part of a healthy living group, domestic violence floating support service
- BME groups – ESOL and language classes
- Young people – referrals to a Third Sector Agency that works with substance misusers aged under 18.
- Older offenders – a healthy living and reminiscence group for people who had lived in the borough for a considerable time.

Mapping of services for offenders

Interviewees confirmed that they were not aware of any mapping of general services for offenders and/or services that could contribute to reducing re-offending across the borough, other than that undertaken at the commencement of the Diamond Initiative.

Governance

Strategic
The development of the Diamond Initiative across London is overseen by a strategic management board chaired by the Chief Executive of the London Criminal Justice Board.

The membership of the management board includes senior representatives from: the Police, Probation and HMPS. This group reports to the London Criminal Justice Board (CJB). The agencies represented on the management board are also members of the London CJB. The Third Sector is not represented on the strategic management board. However, the Third Sector is represented by Victim Support at the London CJB, although it was not possible to assess the actual or potential level of contribution that this could have on the development of the Diamond Initiative across London.

Operational
The work of the Lewisham Diamond Initiative is overseen by a steering group that is chaired by Lewisham Council Executive Director for Community Services. It includes representatives from: the Police; Probation; PCT; and the local college.

Third Sector Agencies that had been invited to participate in this group included the local Police consultative committee and the local race equality organisation. These organisations were chosen to reflect the local community interest in the Diamond Initiative.

Barriers to Third Sector involvement in the Diamond Initiative

Barriers identified by interviewees were:

- Lack of funding for Third Sector Agencies to work with offenders managed through the Diamond Initiative.

- Lack of staff and skilled personnel to cope with demand.

- Understanding the role of Diamond – it was reported by a number of interviewees that some Third Sector Agencies had expressed initial concern about the scheme. There was presumption that the Diamond Initiative was going to be competing for the same clients as agencies delivering pathways services.

- Offenders managed through the Diamond Initiative were not the same as the clients that were being dealt with by Third Sector Agencies. Therefore there may be a requirement to address through developing service level agreements with agencies.

4.3 Nottinghamshire – Nottingham city

Third Sector involvement in the Nottingham IOM is limited to referral agencies. There has been no involvement of the Third Sector in the development of the General Offender Management (GOM), the governance structure or in any other way.

Composition of the Third Sector

It would appear that there is a healthy and diverse Third Sector operating in Nottingham. The Sector is involved in other offender-related work in the city, particularly through services for problematic drug users. There is also some commissioning of Third Sector services, for example, the Nottingham City CDRP commission Double Impact to provide a series of drug-related therapeutic services.

Pathways

There is some pathways work being carried out on a regional level which is being led by the Probation Service, although there is little Third Sector involvement in this.

Mapping of services for offenders

The two PSOs have carried out a mapping exercise of the Third Sector and statutory sector referral partners.

Governance

Governance of the GOM (General Offender Management) is carried out on a county level, where there is a IOM Strategic Board made up of the Police, Probation and county CDRP. The operational governance is carried out on a Police Divisional basis between the Police and Probation.

There are plans to develop this governance structure, in particular: the PPO Strategic Board will become the IOM Strategic Board (on a county level) to include representation from Government Office East Midlands, CDRPs (county and district), Police and Probation (but no Third Sector); and the DIP Operational Group will become the IOM Operational Group (on a city level) and will include all statutory representatives and the Third Sector.

The figure in appendix three illustrates the relationship between the county and city strategic arrangements in relation to reducing re-offending, DIP, PPO and IOM (GOM) initiatives.

4.4 West Yorkshire – Leeds

Service delivery

Third Sector Agencies are an intrinsic part of the IOM project and form the main delivery agencies for the Rehabilitate and Resettle Strand for the IOM clients. Two Third Sector Agencies (CRI and DISC) share the case management for the IOM and DIP and together they have a large staff team (CRI has 19 and DISC has 25 staff). The work is roughly divided as CRI providing the assessments of clients and the initial case management and DISC providing the through and after care.

The Third Sector Agencies provide a complete range of services to clients in the IOM. They carry out assessments with each client and then create an Individual Support Plan. One Case Manager said about these Plans, "*when we draw up the Individual Support Plans we recognise their* [the clients'] *capacity… we don't want to set them up to fail and we review them every month. It is a living document*".

When asked how does your organisation contribute to IOM, one Third Sector Delivery Manager stated "*we are IOM!*". They continued "*we do the day-to-day case management, building relationships with partner agencies, information sharing, ensuring outcomes are fed back … all of it*".

These Third Sector Agencies have been involved with Probation, the Police, Safer Leeds and the local prisons since 2004 when they were commissioned to implement the DIP. As a result of this history, there is now an effective and cooperative approach to offender management and all agencies are familiar with one another. The current co-location reinforces and develops the relationships between statutory and non-statutory agencies.

Co-location of all agencies involved in the IOM was highly regarded by all organisations, with one Third Sector manager stating "*it's been a godsend co-location, with the Police, CRI, DISC and Probation … relationships were already there but it has really cemented things*".

There was a series of major advantages that were identified by interviewees, including:

- Improved risk assessment
- Increased and improved partnership working
- Improved engagement of offenders
- Improved the relationship and level of cooperation between the Police and Probation.

There were other Third Sector organisations involved in the IOM; the main one being the Together Women Project (TWP). TWP is currently delivering a project in North East Division, supporting the families of PPO and IOM clients using a family intervention approach. This is proving to be extremely successful and it may be extended across all Divisions if funding is negotiated.

For this work, there is no SLA as there is currently no funding attached and it is being implemented as a pilot demonstration project. The TWP manager stated "*The Police had identified that the younger children aged from around nine and 10, were going on to offending and they needed some input. We are working with 10 families and there has been a massive impact in relation to a reduction of offending and the chaos in the households*". TWP also accepts female referrals from the IOM team (although there are few numbers of female offenders identified through IOM currently).

TWP also deliver an IOM project from HMP New Hall (although this is not included under the Safer Leeds IOM umbrella). This is a Ministry of Justice (MoJ) funded initiative and is made up of a TWP worker in the prison, linking into TWP services in the community (e.g. mentoring, support groups, counselling, education, etc.). TWP has a SLA with the prison for this work.

The final ways in which Third Sector Agencies are involved are as referral agencies. For example, Leeds Housing Concern accept referrals relating to accommodation, TWP has already been mentioned and there are other agencies which are used when necessary.

There is a range of Third Sector organisations that provide service to (offenders) who are involved on the periphery of IOM. These include faith groups such as West Yorkshire Chaplaincy Project and St Anne's and others such as Shelter and Patchwork. These organisations will take referrals, make referrals and provide services to IOM clients.

It was recognised by all agencies interviewed for the Leeds IOM case study that each organisation involved in the IOM have different sets of values and use a different language. For example, the Police stated that in their terminology a client has an 'Intervention Plan', but the Third Sector delivery organisations refer to it as a 'Support Plan'. It was also noted by prison staff that Police involvement in offenders traditionally stops at the prison gate, as does their involvement in offender management (which is seen as the prison's core work). However, there was also a strong recognition that these values were being recognised and relationships were improving. Much of this alignment of cultural values was attributed to the learning which has resulted from the implementation of the DIP, which started in 2003.

Whilst there has been an alignment of values, particularly at the hub, this has not translated itself into alignment on the ground in all areas. As one Third Sector delivery manager noted "*there are still some issues between us and the Divisional teams*". However, it was also noted that there had been an alignment of values in the custody suites (where the two Third Sector Agencies involved in the IOM have been delivering the DIP work and also the recent IOM assessments) and this was seen as a major achievement.

Development of the IOM

As stated in the section, *IOM study projects*, Leeds' IOM is a development of Safer Leeds' DIP. As the DIP was being effectively delivered by two Third

Sector Agencies in partnership with the Police and Probation, the IOM was a logical continuation of this model.

As a result of this, although the IOM project has been running less than a year, it has a maturity that vastly improves its effectiveness.

Pathways

The IOM project is reported to work across all pathways. The Third Sector Agencies contribute to clients' needs in relation to all of the pathways through their case management approach. One case manager from a Third Sector Agency stated "*a good support plan should be a reflection of all agencies across all pathways*".

Safer Leeds is undertaking a series of capacity building, information sharing and networking events which are themed around the reducing re-offending pathways. They have an event programme which has so far included the health pathway and will shortly include the children and families and accommodation pathways, with more planned.

Referral partners

As stated, the IOM project makes referrals to a series of Third Sector Agencies dependent on the client's needs. There are a range of such agencies across Leeds and many referrals to these depend on the locality of the offender.

Referrals is also the method in which the project deals with specific issue groups such as BME and women offenders.

None of the interviewees stated that there were and problems with the referral routes, such as increasing caseloads or unwillingness to engage.

Service level agreements

Both CRI and DISC have formal contracts and service level agreements. None however exists for TWP, despite them delivering a pilot project in one Division.

Benefits of Third Sector involvement to the IOM project

There is considerable value placed on the involvement of the Third Sector in IOM and they receive much recognition for their work. The IOM Police Inspector reported "*they contribute massively … they offer so many different elements and have so much expertise and they don't have an agenda*".

It was recognised that the Third Sector involvement adds an element to the work with offenders which otherwise would not have been present with the statutory provision. A senior Probation manager said "*they provide a different*

perspective … the outreach they do is fantastic … it's something that we just don't do".

It was noted that recognising the value and expertise of the Third Sector began with DIP implementation, which for the first year was implemented by the Police alone. After one year, CRI and DISC were contracted to provide the service.

Third Sector Agencies involved with IOM all reported that the benefits they bring are the intensive one-to-one support that they provide through their case management and assertive outreach work. It was also reported that Third Sector Agencies are better able to engage with clients and to develop a relationship where clients are more able to talk about their needs or have their needs better identified. This in turn leads to a more effective approach to reducing re-offending. For example, one case manager reported "*there was one lad who was constantly getting into trouble when we started working with him. He said 'I'm always angry, always got anxiety' and he said it was the first time anyone had asked how he was feeling. No one would have realised he had mental health problems if we hadn't asked him. Now he's on medication, we got him on a behaviour course and he's not offended since*".

Another case manager gave an example of how the case management approach works in practice: "*We saw him in the cells and did a Support Plan. He was really upset, crying, he said he was homeless and felt responsible for his girlfriend who was also homeless. We took him to housing and got him registered, got him a food parcel, then started phoning round private landlords. We got him into a bedsit and got his housing benefit paid direct to the landlord. We told the landlord that we would be his housing support worker. We did budgeting and life skills with him. You soon see the benefits … he's feeling better already".*

There were also a range of other benefits due to the involvement of the Third Sector, including:

- Improving the offender's perception of the Police. It was reported that the level of engagement that the Third Sector Agencies have with their clients, enables them to raise the profile of the Police and give their clients some understanding of what they are trying to achieve.
- Closer cooperation between the Police and Third Sector Agencies. One Third Sector manager said: "*the IOM has brought the Police into the fold with the Voluntary and Community Sector. It's made the Police realise that offending masks a complex set of circumstances. So the Police realise that we* [the Third Sector] *are important to them if they want to stop offending*".
- Easy referral routes and access to provision. For example, the Resettlement Manager at HMP Leeds stated that if the IOM was operating without Third Sector involvement then the prison would have to contact individual Third Sector organisations on a reactive basis. It was reported that this would be a difficult process and one which may get ignored. In other words, having the Third Sector Prison Link Workers makes resettlement referral and access much easier.

- Improvement in the overall broader IOM work of Safer Leeds through the integration of the DIP, PPO, YOS under the IOM umbrella work through increased investment and enhanced partnership working.

Benefits to Third Sector Agencies of involvement with the IOM

There are a number of benefits to the Third Sector involved, not least in the increased capacity of CRI and DISC through additional two year contracts. Other impacts include:

- A heightened appreciation and knowledge of the statutory offender agencies.
- The involvement on a number of strategic and operational groups increases their knowledge of criminal justice matters and positions them as main delivery agents.
- An ability to have positive and constructive joint approaches to addressing the offending behaviour of their service users.

Composition of the Third Sector

Both Third Sector Agencies involved in the IOM describe themselves as social inclusion voluntary organisations with a focus on criminal justice work and supporting vulnerable people. There were a range of other Third Sector Agencies that made up the referral agencies.

The two Third Sector delivery agencies have turnovers of £12 and £32 million respectively.

Commissioning and procurement

The two Third Sector delivery agents have contracts and Service Level Agreements for DIP and IOM until 2010. After March 2010, the contract will be advertised and there will be an open tendering process. Between April 2009 and March 2010, Third Sector Agencies will be notified of this process.

Supporting the Third Sector

Safer Leeds[27] has a Projects Officer whose job it is to support the implementation of the IOM on an operational level. This coordinator has jointly developed the IOM's operational guidelines with West Yorkshire Police's Drugs and Offender Management Unit(DOMU) and has developed a programme of work on the reducing re-offending Pathways, including running a series of multi-agency events bringing together statutory and Third Sector organisations. The pathways work supports the IOM initiative in a number of ways including: increasing the profile of IOM; communication from Safer Leeds about future commissioning; increasing referral partners; and providing networking opportunities.

[27] Leeds City Council

At a strategic level Third Sector involvement is supported via the Safer Leeds Commissioning and Development Managers.

The Probation Service also support the Third Sector by placing seconded Probation Officers or Probation Service Officers within Third Sector Agencies, such as the West Yorkshire Chaplaincy Project, Signpost and there are plans to place a secondee at TWP. They will also be running a 'Commissioning Carousel' day event for the Third Sector in March 2009 which explains about the commissioning process and how to get involved.

DOMU has also run three regional events about Third Sector involvement in reducing re-offending (although it was noted that these were poorly attended).

Services for specific offender groups

There is no significant targeted work within the IOM that addresses the needs of BME groups, women, younger (with the exception of the Youth Offending Service), older or the children and families of offenders. This is due to two factors: firstly that the IOM cohort is predominantly young, white and male (one IOM Third Sector Agency stated "*most of our clients are late teenagers or in their early twenties and male*"); and secondly that they deliver a targeted, intensive outreach and case management service which caters in detail to their clients needs. If a client has specific needs, these are addressed through referral or partnership working. One Third Sector Case Manager stated "*everyone is able to access services equally*".

However, the IOM project with agreement from the Youth Offending Service has lowered the age of their clients to 16 years (in recognition of the high numbers of young offenders). TWP is also delivering a pilot in North East Division, taking a whole family approach to preventing future offending of younger children. CRI also have a separate Women's Project that is delivered from the hub and there is a strong relationship between IOM and TWP; both of these are referral pathways. TWP's involvement is slightly more profound in that they will carry out joint visits to female clients with the IOM Third Sector Agencies.

It was noted by a case manager that "*we have few female clients. Women tend to offend for different reasons … they offend as part of self destructive behaviour … it's not for personal gain, like men. Their offending is part of historic patterns of abuse they have suffered*". This observation was added to by a women only Third Sector organisation who said "*women often go to prison as respite from the violence and abuse they suffer in their day to day lives*".

Involvement of local communities and community organisations

There was no formal structure to involve local communities and community organisations. Respondents reported however that there were two main ways in which they were involved: firstly, through the contact that Neighbourhood Policing Teams have with local communities (in each of the three Policing

Divisions); and secondly through the work that the case managers carry out through their assertive outreach work – linking their clients into local communities and community organisations such as libraries, football clubs, community centre-based activities as so on.

A Third Sector case manager stated "*Young offenders offend to get a sense of belonging … so we constantly look at how to involve them in the community … libraries, football clubs, local dog walking cubs … to give them an opportunity to meet other people who aren't linked to their offending behaviour*".

Other that these methods, interviewees were unsure how local communities and community organisations could be involved in the IOM. Similarly, it was also felt difficult to engage local communities and community organisations in discussions about IOM as there were likely to be negative reactions to the scheme (i.e. why is there being investment of money in offenders when there are more needy and deserving groups).

Involvement of volunteers

CRI and DISC both involve volunteers in their DIP work and they both have around eight DIP volunteers working from the hub. However, these are not directly involved in IOM. The main stated reason for this was the project was still quite young and relationships were still developing between workers and clients. Using volunteers for the IOM was recognised as something that they would do.

It was noted by many interviewees that volunteers, both peer mentors and work volunteers (i.e. those that carry out many of the tasks of the DIP workers themselves such as carrying out assessments and some case work), are extremely effective particularly with engaging with their clients. One Police interviewee stated "*they've got credibility with the clients and they know when they* [clients] *are lying*".

They do use Special Constable volunteers in the Divisional work with IOM clients. These are used for the Prevent and Deter work and they visit the IOM clients regularly to ensure that clients engage. One Inspector said "*we pester them until they do … we don't leave them alone*".

Mapping of services for offenders

Safer Leeds and the IOM team have been involved in mapping Third Sector organisations across Leeds' Police Divisions. The former has taken place through the development of the IOM Operational Guidelines, which contains a set of 'Pathway Maps' in the appendices. These Pathway Maps identify agencies providing pathways-related support, e.g. accommodation providers, education, training or employment services, family support agencies, etc. These are intended to aid the work of the case managers when working on particular issues with their clients. The IOM team constantly map provision in

their geographical areas through their work which is intended to increase the choices that can be offered to their clients.

Governance

The Third Sector is involved at every level in the strategic and operational arrangements with the exception of the Leeds Strategic Board for IOM and DIP. The reason that they are not involved is that these groups discuss commissioning arrangements.

Strategic
Third Sector organisations are represented on IOM strategy groups for West Yorkshire (Nacro) and the CDRP board (ReNew). The governance arrangements are shown in appendix four.

Operational
There is an IOM Operational Group[28] and there are three Divisional Groups, which corresponds with the three Police Basic Command Units of City and Holbeck, North East and North West. Each Divisional Group is made up of a case management team (either CRI or DISC, with two case managers per Division) and the Police which works with the IOM clients. Each Division has different characteristics and takes a consequent different approach, for example, North East Division is the highest crime area and has the involvement of 18 Police Officers, whereas other divisions have substantially less Officer involvement.

Links to local stakeholder groups

Most relevant stakeholder groups (e.g. Local Criminal Justice Board, CDRP, etc.) are represented on the strategic groups (see appendix four).

It was reported by those interviewed that the regional DOMU monitored the impact of the IOM project. The DOMU did not monitor the specific impact of the contribution of the Third Sector. However, it was noted by many agencies that the involvement of Third Sector Agencies in the delivery of the IOM increased and improved the effectiveness of the IOM. This was qualified based on the experience of the DIP being delivered by statutory agencies only in the first year, then the involvement of the Third Sector thereafter.

Barriers to Third Sector involvement in the IOM

As always, a major constraint to the involvement of the Third Sector in IOM was identified as funding and resources.

Another identified barrier was the 'ownership' of statutory PPOs by the Probation Service and initially it was perceived that this restricted the ability of the Third Sector Agencies to become involved in work with these offenders.

[28] There is also a DIP Operational Group. It was recognised that the DIP and the IOM warranted separate operational meetings as each had their own specific and often complex issues.

Similarly, the Probation Service also manages the IOM clients who have served custodial sentences of over 12 months and have been released on licence. In other words, there are many clients who fall under the broader banner of IOM, that the Third Sector cannot manage and this in turn reduces their impact. However, this is starting to change and due to the co-location arrangements, there has started to be some sharing of involvement and the Third Sector Agencies are increasingly being involved in PPO client work. One Third Sector delivery agency reported "*now if there's a need, we'll suggest a three way meeting between client, Probation and us … and that happens quite regularly*".

Problems within the IOM

The main issue that the project is facing is insufficient numbers of referrals coming through to the Third Sector case managers. The low number of referrals to IOM has a number of reasons. Firstly, the PPO scheme deals with a significant number of offenders who are dealt with mainly by the Probation Service, secondly, the DIP team manages the drug using offenders, which leaves around 150 identified people for the IOM project. These are mainly identified by the Police and to a lesser extent the Probation Service. It is known that there are others candidates for IOM coming from HMP Leeds and other prisons in the area, particularly the ECL[29] prisoners; however, these are not known to the IOM team. Currently, work is being undertaken between the Prison Area Office, HMP Leeds, the Police and Safer Leeds to create this information transfer and referral route.

This issue is being tackled as a high priority to minimise any potential impact on future Supporting People funding.

Another problem facing the delivery of the project was the difference in the Police Basic Command Units where the IOM is delivered. The Police Inspector with responsibility of managing the project stated that "*it is difficult to get a uniformity of approach because each Division has its own targets*".

There was evidence that problems when they arose were resolved through the IOM's management (operational and strategic) structure. For example, there were two issues that were expressed by a Third Sector Agency delivery manager which were: a lack of clarity over the referral criteria; and a lack of clarity over who had overall responsibility for the IOM cases (clients). However, it was reported that these problems were both resolved through the IOM structure.

[29] End of Custody Licence.

5.0 Conclusions

Third Sector Agencies have been engaged by three of the IOM study projects. This has involved co-working and co-location of Third Sector staff with Police and Probation in an integrated offender management unit. It has also involved Third Sector Agencies as referral routes for IOM staff following assessments of offender needs.

Quite clearly, Third Sector involvement by the IOM projects has been driven by operational necessity; the requirement to ensure that offenders are able to access and be referred to appropriate pathways services and to agencies that are able to provide for more basic needs such as food and clothing.

Third Sector Agencies have acted as a channel for pathways service resources for IOM projects, either through their existing services (financed through existing commissioning or self funding) or through specifically commissioned services linked to the IOM.

The rigid compartmentalisation of services that the pathways represents and is to some extent reflected in commissioning was less apparent when it came to the actual delivery of services. While Third Sector Agencies may have been commissioned to deliver a prescribed service around for example alcohol addiction, staff added value to this by offering other 'wrap around' support such as assistance in registering with a GP or assistance in applying for a course at college.

The diversity of the Third Sector, has ensured a varied market place for the provision of services for offenders. Where they have chosen to do this, The IOM projects have been able to access this ready market with relative ease. TSAs involved in the projects have ranged from locally based micro and small community organisations to medium and large regional and national organisations.

The diversity of the sector and the social, entrepreneurial focus of agencies in meeting the needs of offenders, vulnerable individuals and their families is the sector's strength. However, this breadth and diversity is a barrier in terms of the capacity of the sector to organise and engage at a strategic level. The infrastructure for this does not exist. One statutory sector interviewee asked the question that if they wanted to engage with the Third Sector who would they go to and who would be able to represent the sector? For the vast majority of Third Sector Agencies, given their limited resources, they will always prioritise service delivery above strategic or stakeholder engagement. The question that begs to be answered is how important and necessary is TSA involvement at a strategic and stakeholder level and if it is of sufficient importance (as suggested by the NOMS Third Sector Action Plan) how should this be resourced? The issue that also needs to be addressed if this is to be advanced, is, how to facilitate the fair and accurate representation of the views of the sector in local and regional policy, strategic and commissioning fora.

A range of Third Sector Agencies (micro to large) have been engaged by the IOM projects. However, the continued existence of smaller agencies and the niche services that they provide, outside the service boundaries prescribed by the reducing re-offending pathways, are at risk. It should be acknowledged that smaller TSAs have neither the capacity or desire to engage in commissioning. They also do not have the capacity to necessarily engage in capacity building activity. Alternative ways of supporting them need to be considered.

As indicated in two of the study projects, the IOM projects could have a role in identifying the range of offenders' needs at a local level in a more refined and nuanced way than that offered through the pathways. Such information could be used to inform the effective commissioning and procurement of additional and more appropriate services for offenders.

Our findings indicate that the majority of IOM offenders are white males and offenders from Black, Minority and Ethnic groups and women are not present in significant numbers. If IOM is not being applied to these groups, opportunities for reform are lost, even if the numbers are low. By selecting cohorts that are identified through existing tried and tested practice (e.g. PPO schemes) others may be missed – in particular, those offenders most likely to be involved in gangs and knife crime who are, in some areas, predominantly young black males. This is a matter of concern which the IOM model should be able to accommodate. In other words, there is a need for BME-led specialist TSAs that have been identified as being critically important in delivering appropriate services. Similarly, gender specific services for women provided by specialist TSAs are highly effective and IOM should make use of these services more to enhance the capacity for reform among a wider cohort of offenders. The Leeds case study includes a family intervention pilot project led by the Together Women Project which demonstrates positive benefits of reducing re-offending and preventing future offending. This model could be disseminated more widely with a view to similar approaches being developed with TSA partners in other areas.

The IOM study projects are all in different stages of development. The history of the more established projects suggest that as the project develops and service and operating demands are made from statutory sector agencies of Third Sector Agencies and *vice versa*, there will be a need to formalise arrangements through service level agreements and information sharing agreements.

This formalisation appears to be of benefit to both parties. The process of establishing an agreement allows each party to recognise and acknowledge the operating boundaries and focus of each other; and is perhaps as important as the agreement itself.

The mutual benefits to the Third Sector of involvement in the IOM project and for the IOM project's statutory partners of Third Sector involvement represents a convergence of interest. Both groups appear to have benefited from closer

and more integrated working in terms of more effective service delivery and operational management. In turn, anecdotally, so have the offenders.

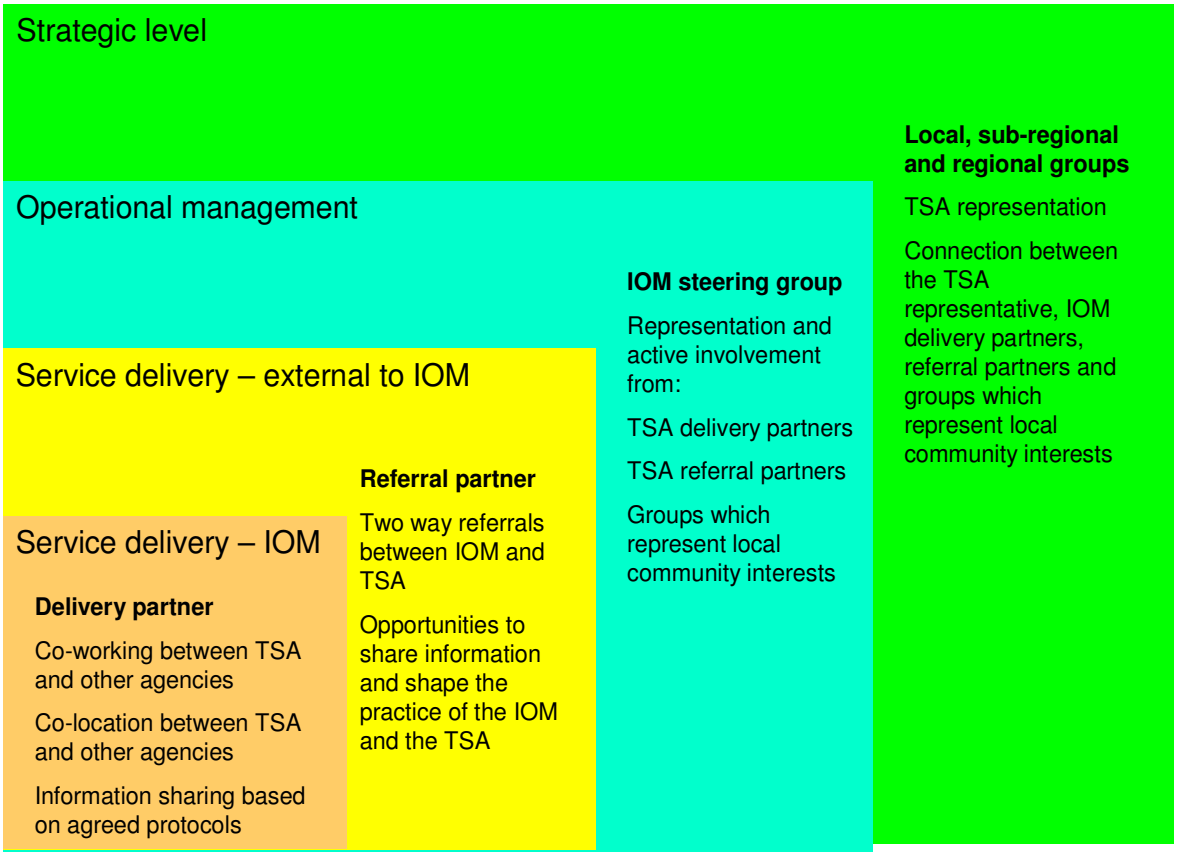
6.0 Recommendations

In response to the findings and conclusions, we offer the following recommendations.

Third Sector engagement with IOM projects

7. The model of engagement detailed in Figure 6.1 should be adopted by IOM projects as a way of ensuring effective TSA engagement at service delivery, operational management and strategic levels of the IOM. It is important that there are appropriate connections between these levels of engagement. The structures to deliver representation and connections should be proportional to service delivery and the achievement of outcomes; they must not be too 'heavy handed' (i.e. avoid the scenario of too many managers and stakeholder groups and not enough delivery).

Figure 6.1 – A model for Third Sector engagement with IOM projects



8. The co-location and co-working of TSA and statutory agencies offers the most complete and efficient model for the delivery of integrated services to

IOM offenders. As such, co-location should be promoted across all regions as an effective IOM approach.

9. The involvement of Third Sector referral agencies in IOM projects should be extended, in order for them to become referral partners. This need not be too resource intensive and can be via annual information sharing events and/or groups convened to improve access to pathways services.

10. The model of engagement detailed in Figure 6.1 should be used as a general template for Third Sector involvement in partnership working to reduce the re-offending of all offenders, not just those managed through the IOM projects.

11. There is a need for a clear and coherent strategic and operational structure which allows the Third Sector to become involved in IOM. However, the structures must be proportional to service delivery and must not be too 'heavy handed'. There must also be links into CDRPs and LCJBs within this structure. Referral agencies need to be involved in such a way that they become referral partners.

12. The national NOMS funded third sector infrastructure support organisation is Clinks. IOM projects should harness the resources of Clinks in the strategic representation of TSAs at all levels. Furthermore, Clinks need to be resourced in such a way as to make this possible and tasked with providing this support. Recognising that local CVS will remain the key representative body at local level, Clinks should, at the very least be enabled to ensure that national training in criminal justice third sector issues is taken up.

Commissioning of services

13. The IOM projects provide a means to identify offender needs in a more localised and nuanced manner that moves beyond the reducing re-offending pathways. The identification of these needs should be used to inform the commissioning and procurement of more specific services.

14. Commissioning and procurement processes need to be proportionate in relation to the cost of services. In particular in relation to niche services outside of those prescribed by the reducing re-offending pathways.

15. The issue about fairness in enabling smaller agencies to bid for work can be tackled in two ways: capacity building for the smaller agencies, through training, handholding, etc.; and making the commissioning processes simple enough for agencies to make the judgement that there is value for them in submitting bids (i.e. they stand a good chance of winning bids, if not immediately, then in the future).

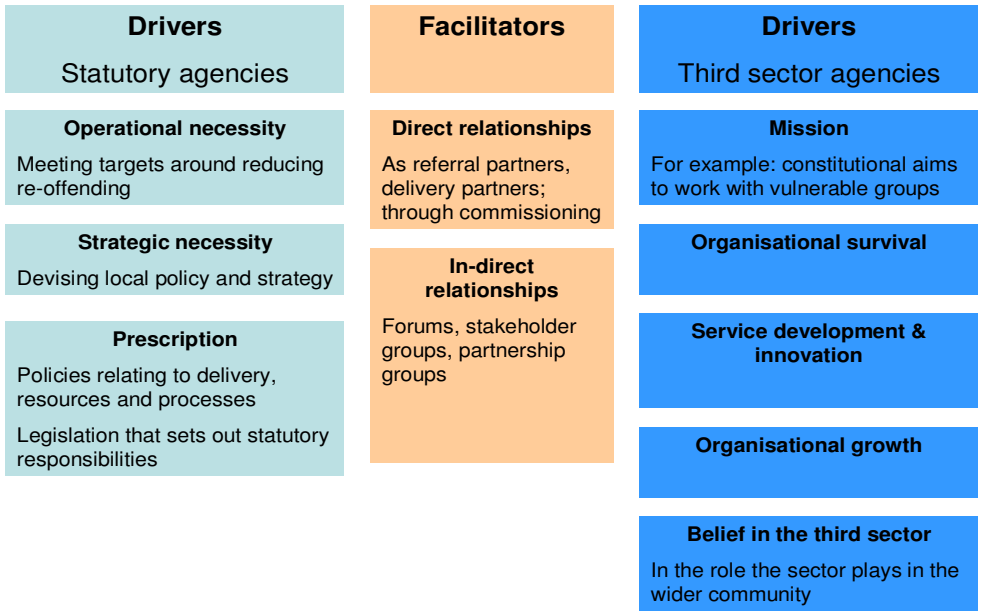
16. Grants should be considered as a legitimate funding route for micro and small organisations in relation to providing services for offenders.

17. Standard service level agreements should be devised which would apply to all TSAs with additional agency specific conditions being attached as appropriate.

Promotion of the role of the Third Sector in reducing re-offending

18. The NOMS Third Sector Action Plan and the Voluntary Sector Compact need to be promoted to statutory sector agencies, commissioners of services and Third Sector Agencies in a way that makes them relevant and integral to practice. A key mechanism for this is to link the actions contained in the plan and compact to the *most important drivers* for statutory and Third Sector Agencies, these are respectively, operational necessity; mission and organisational survival. The drivers for engagement are detailed in figure 6.2.

Figure 6.2 Drivers and facilitators of engagement between statutory and TSAs



Third Sector Agencies and reducing re-offending

19. Earlier in this report, we refer to the opportunity afforded by TSA delivery within IOM to offer continuity of interventions and support to 'dormant cases'. This ensures that those offenders assessed as low risk of re-offending are more likely to maintain that low level of risk. We recommend that this approach be adopted by all IOM schemes.

20. There is a clear need for further work on how BME and women offenders can be included in IOM. Disproportionality (e.g. over representation of

BME groups at every point in the Criminal Justice System via stop and search, arrest, charging, custody, etc.) is increasing. If a reduction of re-offending by these groups is to be achieved via IOM then the IOM model must find a way of harnessing the expertise of BME led TSAs.

21. Multi-agency working which involves Police and TSA staff jointly managing offenders and providing support and interventions changes the negative perceptions of offenders towards the Police and clearly contributes positively to the aim of reducing re-offending. This should be an integral part of all IOM schemes.

22. Each IOM project needs to establish a community engagement strategy. Before this is done, it is necessary to define community engagement in relation to overall approach. For example, will the strategy be based upon a Neighbourhood Policing approach or will it take a more community development approach? Some direction from the centre as to the model of community engagement likely to be most effective in reducing re-offending should be provided.

23. There is a need to increase the role of volunteering in IOM as indications from similar initiatives (e.g. DIP) indicates that volunteering is very effective.

24. In order to achieve the reducing re-offending targets within the LAAs, it is necessary to involve TSAs in offender-related work, as there are indications that this represents best value. IOM strategic governing bodies should give priority to ensuring that the potential contribution to LAA targets by TSAs is communicated to all local authority partners and that commissioning partners are well-informed about the services provided by TSAs in their areas and the impact these services have on the reducing reoffending pathways.

Appendix 1: IOM pioneer sites and study projects

The following information is based on the situation as of the end of February 2009

Information on the regional IOMs in the pioneer sites

Pioneer site	Location of projects	Approach/Rationale	Types of offenders
Lancashire	Integrated offender management units are being developed incrementally across all six Police divisions. The aim is for a Forcewide roll out within the next 12 months. The most developed project is located in the Pennine Division.	Offenders are identified through a multi-agency process including Police, Probation and prisons and are fast tracked into appropriate pathways services. The operational model includes Catch and Convict tactics plus coordinating DIP and Probation Rehabilitate and Resettle resources tactics. The central Integrated Offender Management intelligence hub sends out daily intelligence to its local Neighbourhood Policing and PPO teams that reflects the latest intelligence drawn from shared intelligence provided by statutory and voluntary agencies on offending and pathways service take up and participation.	Offenders involved in volume crime Offenders involved in domestic violence (piloted in Pennine Division)
London	Projects are operational in three boroughs: Lambeth, Lewisham and Newham. They are to be implemented in: Croydon, Hackney and Southwark	These projects have been branded as Diamond Initiatives. Their aim is test out the possibility of Justice Reinvestment focussing on geographic areas where high volumes of short sentenced prisoners resettle. The projects will case manage offenders, facilitate their access to pathways services and aim to maintain them in service.	Offenders who have served sentences of less than 12 months Offenders with unpaid work orders

Nottinghamshire	There is one IOM project in Nottinghamshire in the city local authority area. However, as a result of the administrative boundaries of Nottinghamshire and the city of Nottingham crossing the urban areas, the projects are being steered on a county level by an IOM Steering Group made up of Police and Probation.	IOM in Nottinghamshire encapsulates PPOs, GOM, liaison with the Prison Service and the DIP. The GOM project in the city is a cooperation between the Police and Probation and consists of two PSOs being co-located at a city Police Station with eight Police Officers. The PSOs provide an intelligence sharing role and have so far carried out limited case management work.	Offenders who do not belong to the PPO, CJIT or young offender caseload and who have been identified through data analysis or by local partners.
West Yorkshire	West Yorkshire has IOM projects across all five districts (Bradford, Wakefield, Calderdale, Kirklees and Leeds) at various stages of maturity. The projects are supported by the Drugs and Offender Management Unit (DOMU) which is located at West Yorkshire Police.	All projects use an approach modelled on the DIP and use 'hubs' which are centres for co-location of the Police, Probation and the Third Sector. There are also strong links with the Prison Service.	All offenders who do not belong to the PPO, DIP or YOS cohorts. In Leeds, there is a particular focus on burglary offenders.

Information on the local IOMs in the pioneer sites

Pioneer Site	Study project/local authority area	Project commenced	Lead agency	Agencies involved in delivering the project and numbers of staff deployed	Pathways referral partners
Lancashire	Pennine Police division covering Burnley, Pendle and Rossendale district councils	May 2006	Lancashire Police	Police – 14 Probation – 3 Inward House – 5 Addaction – 2 Addiction Dependency Solutions – 3 G4S – 1 PCT – 2 (shortly to be deployed) Foundation Housing – 1 (shortly to be deployed) Calico Housing Association – 1 (shortly to be deployed)	Housing agencies Faith based community organisation Voluntary agencies whose staff are co-located as part of the project Charity furniture stores Royal British Legion Social Services
London	Lewisham, Lewisham Borough Council	November 2008	No overall lead partner, although a Lewisham Council employee is the project's operational manager	Police – 9 Probation – 1 currently (2 were planned) Local authority – 5 (all 5 staff were shortly to be deployed)	DIP Faith based community organisation Voluntary agencies Local authority housing agency
Nottingham	Nottingham City	November	Police and	Police – 8	Probation

shire	Council	2008	Probation	Probation – 2 PSOs and management time	Three Third Sector Agencies
West Yorkshire	Leeds City Council	April 2008 (operational November 2008)	West Yorkshire Police	Police – 9 Probation – 2 CRI – 7 DISC – 8	Housing agencies Faith based community organisation Women's Projects Voluntary agencies whose staff are co-located as part of the project Prison Service

Appendix 2: Interview schedules

Note: interview schedules were created for each level of involvement in the IOM, e.g. strategic manager, operational manager, referral agency, etc. They are all variations of the schedule contained here.

Introduction

Thank you for agreeing to participate in this interview.

As you may be aware Nacro has been commissioned by the National Offender Management Service to conduct a study into Third Sector engagement with the Integrated Offender Management pilot projects.

We would like to talk to you about your involvement with your local project.

Please be as **honest** and **open** as possible.

We will **not identify** you and your name will **not be used** in our report. The information that you give us will not be presented or published in any way that would enable you to be identified.

I will be making notes of our discussion as we speak.

The interview should not last more than 1 hour.

Definition of Third Sector
The Government defines the Third Sector as: '…*non governmental organisations that are value driven and which principally reinvest their surpluses to further social, environmental and cultural objectives. There is a wide variety of organisations that make up the Third Sector, categorised most simply as: voluntary and community organisations (VCOs); social enterprises; and, cooperatives and mutuals*.'[30]

Background

Tell me about your role / relationship to the IOM project ?

How long have you been involved ?

General

How is your organisation involved in the strategic management of the IOM

How is your organisation involved in the day to day running and management of the IOM ?

[30] Securing effective partnerships to reduce re-offending and protect the public 2008-2011, Third Sector Action Plan, NOMS 2008

How are Third Sector organisations involved with the local IOM ?
(Which ones ? Large, small, voluntary, community sector…)

How are their services funded ?

How were the organisations commissioned to provide these services to the IOM ?

What do you think Third Sector organisations contribute to the IOM ?

In relation to the IOM what do Third Sector organisations contribute to the needs of specific offender groups:

- Women
- BME groups
- Young offenders
- Older offenders
- The children and families of offenders

In relation to reducing re-offending what do Third Sector organisations contribute to the needs of these offender groups:

- Women
- BME groups
- Young offenders
- Older offenders
- The children and families of offenders

Voice and campaigning

What stakeholder groups and partnerships are involved with the IOM ?
(CDRP, LCJB, service user groups…)

What type of involvement do Third Sector organisations have with the stakeholder groups and partnerships involved with the IOM ?
(Involved in service delivery as part of the IOM, a referral partner, representation on the groups, partnerships…)

What type of Third Sector organisations are involved ?
(large, small, local community groups, faith based, BME…)

What type of things have been done to involve Third Sector organisations in the development and implementation of the IOM ?
(Briefing meetings, training, capacity building)

What type of things have been done locally to involve Third Sector organisations in the development and delivery of services for offenders ?

What type of things have been done to involve Third Sector organisations in the: development of policies; strategic management; commissioning and development of the IOM ?

What type of things have been done to involve Third Sector organisations in the: development of policies; strategic management; commissioning and development of services for offenders ?

Has there been any mapping of Third Sector involvement in the IOM and/or services for offenders ?

Are you aware of the NOMS Third Sector action plan 2008-2011 ?

Are you aware of the 1998 Compact between the Government and voluntary and community sector agencies ?

To what extent is the IOM operating within the Codes of Practice which underpin the Compact ?

Prior to this study were you aware of the action plan and/or the compact ?

Strengthening communities

What kind of involvement do local communities and community organisations have with the local IOM ?

What role do local communities and community organisations play in reducing re-offending and public protection ?

Are there ways in which this could be enhanced ?

Transforming public services

What opportunities do Third Sector Agencies have to deliver services for individuals supervised through the IOM?

What is the local market like in terms of the types and range of providers of services to offenders?
(numbers, private, public, Third Sector, small, large, national, local providers)

Does the IOM or any agency have the means to assess Third Sector impact in relation: to the IOM; reducing re-offending?

Have there been any changes in the way that services have been commissioned which may have reduced commercial barriers for Third Sector organisations?

Are you aware of any capacity building activity that has been undertaken in relation to Third Sector Agencies?
(What, by whom, target groups, impact)

Barriers and ways to overcome these

What barriers (if any) exist for Third Sector Agencies to be involved in the IOM?

How have these been overcome?
(or How can these be overcome ?)

Any other comments

Appendix 3 – Interview participants

The following agencies participated in the study:

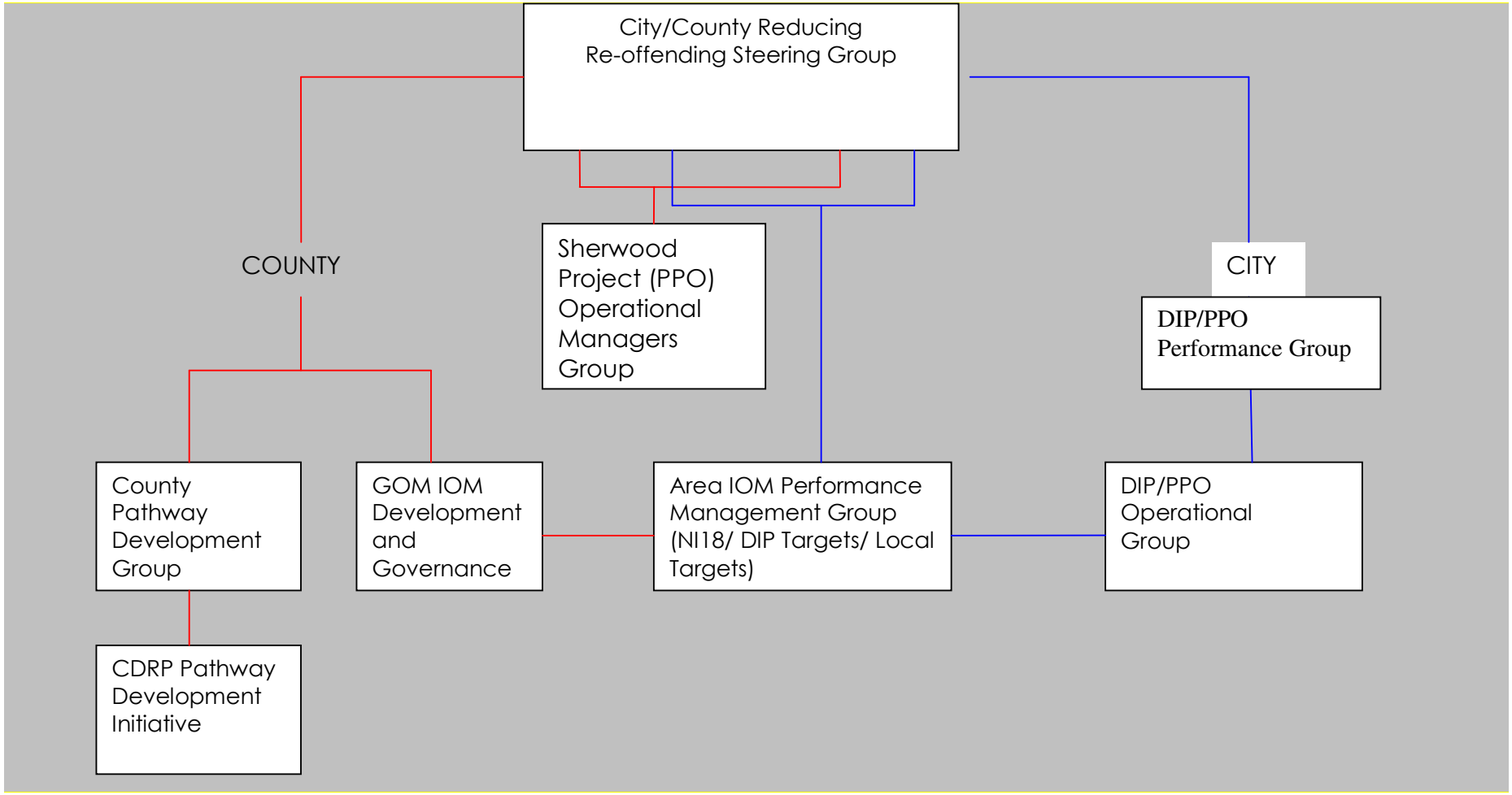
Table A3.1: Breakdown of interview numbers across pioneer sites

Pioneer site/project	Strategic group	Operational group	IOM Delivery agencies	Referral partners
Lancashire – Pennine Division	1	1	8	1
London - Lewisham	1	1	4	4
Nottinghamshire	3	2	2	1
West Yorkshire	2	2	5	2
Total				

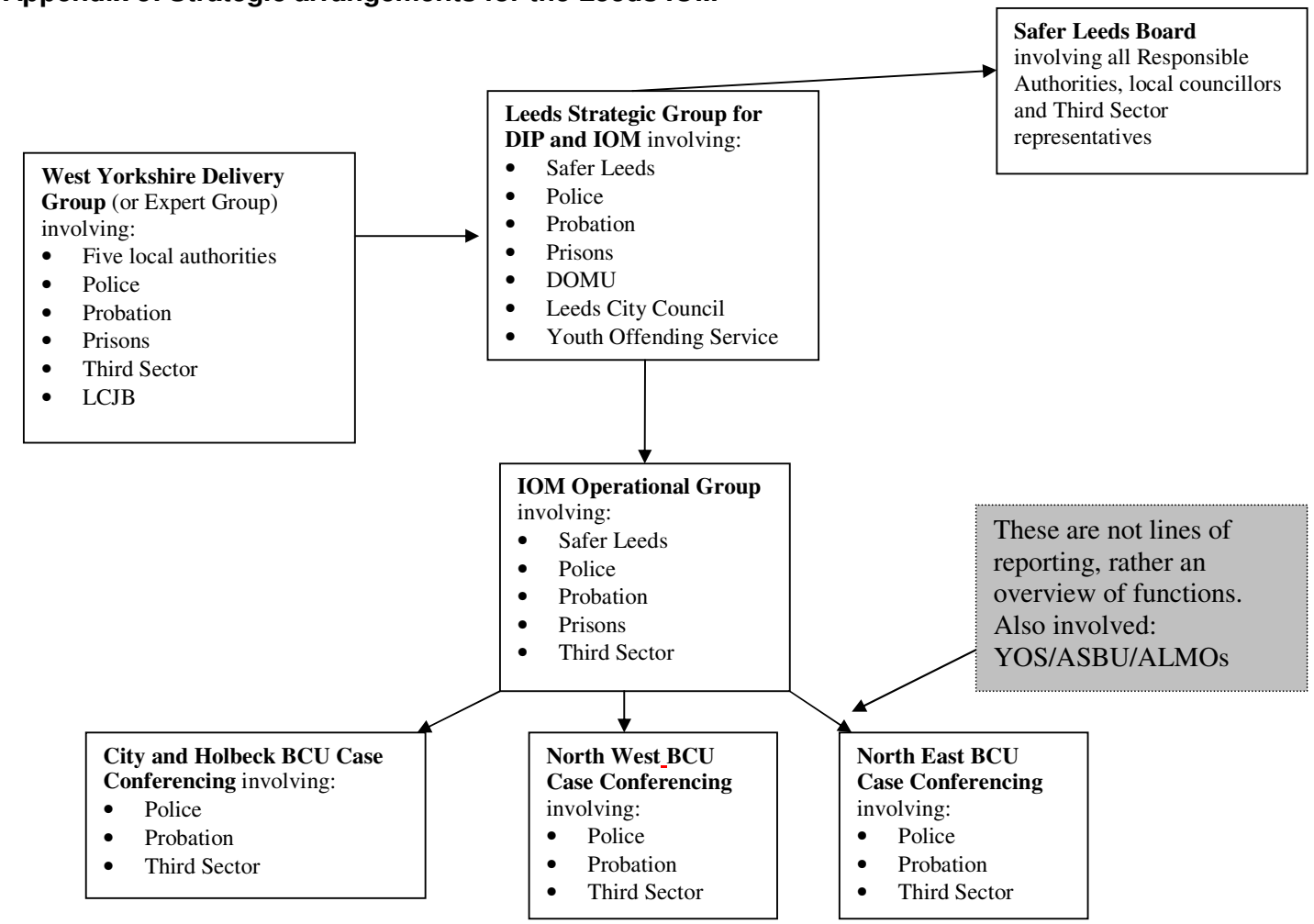
Table A3.2: Agencies interviewed at each pioneer site

Lancashire – Pennine Division	London - Lewisham	Nottinghamshire – Nottingham City	West Yorkshire – Leeds City
▪ Lancashire Constabulary ▪ Lancashire Probation ▪ Inward House ▪ Addaction ▪ Addiction Dependency Solutions ▪ Maundy Grange	▪ Crown Prosecution Service ▪ Metropolitan Police Service ▪ Probation ▪ Lewisham Borough Council ▪ Deptford Churches Centre ▪ Lewisham DIP ▪ Lewisham Reach ▪ St Giles Trust	• Probation Service • Police • Double Impact • Nottingham FIP • Working Links	• Probation Service • Police • CRI • DISC • TWP • Safer Leeds

Appendix 4: Strategic arrangements for the Nottingham IOM



Appendix 5: Strategic arrangements for the Leeds IOM



Appendix 6: The West Midlands IOM and Third Sector engagement

In the West Midlands, Third Sector Agencies are involved in the three ways identified in the national study– as service partner, referral partner and as a referral agency. Third Sector engagement in the Wolverhampton and Walsall Probation districts comprises of commissioned services such as drug and alcohol services (Addaction and Aquarius) and those that occur as a result of local connection and need such as local BME, mental health and housing services (HAQ, AWAAZ, Turning Point, Birmingham Money Advice Group). In Wolverhampton a PPO coordinator has responsibility for the coordination of third sector contacts for this particular offender group and to date an equivalent position was vacant in Walsall but they are anticipating this should be filled in the near future. Service Level Agreements were used for commissioned services but not for referral partners or agencies and therefore it was relationships that often determined the strength and success of the partnerships. Staff spoke positively about the role of existing third sector partners but felt that targeting and coordination could be developed and in the case of non contracted services that if a colleague moved on, the relationship and intelligence wouldn't go with them. Gaps in TS engagement and provision were highlighted including understanding and interventions with the Supporting People agencies; victims and mediation; safeguarding; family involvement and domestic violence

On a regional basis it was unclear where strategic coordination of third sector engagement by the Police sits, and how and if any services are commissioned. Within the OM team in the pilot OCUs, there is assigned responsibility for sourcing third sector services primarily around housing, finance, benefit and debt drug and alcohol services with some victim work. Winston Green prison also has a resettlement unit that conducts initial needs assessments and then sources community solutions in the districts the offenders are returning to.

The workshop highlighted duplication of assessment, intervention and effort along the offender journey between the statutory and existing contacted third sector agencies. For example for the short sentenced, non statutory PPO, the police, prison and drug agency could all being looking for housing for one individual. Colleagues talked about timeliness of third sector intervention and felt that if there was an overall coordinator who could work between the agencies; this would ensure maximum impact and minimal duplication

Currently there is no accessible database of third sector agencies in Walsall and Wolverhampton which highlights relationship and intervention mapping – who is doing what, when and for whom. Comments were made regarding information sharing protocols, in that both statutory and TS agencies were concerned about the flow of intervention and intelligence information regarding an individual PPO. Currently in many probation projects, TS colleagues are able to enter information and view current interventions and progress via ICMS and CRAMs. It was felt the CORVUS system could achieve the same goal. We discussed that it is unnecessary for TS agencies to view police intelligence on PPO's but that this system could be the conduit for multi agency entry and information sharing. There is value in exploring this

option. Another issue raised was information sharing agreements between the YJB, and in this instance the IOM partners

The duplication of assessment processes was highlighted as real time and effort problem. Furthermore, agencies capture, record, monitor and evaluate different outcomes and measures of success. This currently proves confusing and needs to be agreed before the delivery phase of the IOM project. The predicament for TS agencies is that different funders require different outcomes. However, you can be sure that most funders require similar forms of information but in differing formats. The trick will be to agree what is acceptable not only with CJ commissioned services but also with referral partners – it can be achieved but will feel like walking through treacle. What is deemed "success" for this chaotic group will also need to be determined early on, with agreement between the different agencies on outcome measures.

During discussions with a couple of local Birmingham based charities who receive CJA referrals, comments suggested that neither were fully aware of the principles and objectives of Integrated Offender Management and how it could apply to them. This also applied the other way round in that at the workshop concerns were raised regarding a lack of third sector understanding about police, probation and prison roles and that often TSA's were subject to funding cuts, organisational demise or a rapid change of personnel that made building relationships and services difficult. An example of a good model "going to the wall" was the Connect project operating for offenders in West Mercia which was deemed an excellent example of multi agency practice for an offender group who often fell off the radar (short sentenced prisoners). One of the key successes of this project was the mentoring aspect provided by the TS and it was felt that elements of this model could be adopted for the West Midlands IOM model.

The charities we spoke to also raised the question of cooperating with information sharing of possible criminal intelligence and the protection of civil liberties. The example given was an offender living in a housing association property who seemed to be wearing new clothes (all the time) despite being an addict and on benefit. The resolution to this tension needs to be explored further and protocols of acceptance agreed between agencies as well as the offender.

For all of the potentially problematic issues outlined above – solutions can be found from other IOM Pioneer sites and, from other NOMS/third sector partnership projects.

As well as service delivery and strategic support, potential opportunities were explored regarding the contribution TS agencies could offer such as restorative justice support, training and interventions, locations for community payback and neighbourhood improvement schemes, consultancy, training and resource on issues such as domestic violence (The Haven project was cited as excellent example of good practice) It was felt that a co located TS coordinator for each pilot district\OCU could achieve this mapping, brokering and coordination role.

For those offenders not subject to statutory supervision, but released from a short sentence, discussions focused on motivation to engage and what support they could be offered. Currently the drug provider plays a very active role in post release interventions and this could be further developed as part of the IOM scheme. However, what about the 20% who are not drug users? Previously, as mentioned, the Connect project went someway to plugging this gap. The Police OM team with support from a TS coordinator could offer the same service, which would include pre and post release engagement including mentoring provision.

Strategic influence

It was noted that there is no TSA sitting on local CDRP's, and this was attributed to the perception that there is no need. In other areas representation is seen as fundamental to provide an understanding at both a strategic and operational level of the needs, integration and knowledge these agencies can bring to support a multi agency picture. Lack of capacity could be problem but most regions have CVS/NCVOs (general representation not focused on CJ) whilst other have regional criminal justice VCS forums commissioned by government offices to represent the needs, interface and brokering of the TS. In the interim, CDRP's in the West Midlands might wish to consider the support from the VCS and Faith Alliance (DOM), where staff are often seconded or employed from a TSA.

Third Sector contribution to community cohesion

Finally, Third Sector engagement currently operates on all 4 levels but interventions are very different. On levels 3 and 4, the main target for the West Midlands IOM, the focus appears to be drugs, alcohol, neighbourhood safety and accommodation. Discussions suggested that the IOM project could achieve innovative results and value by considering levels 1 and 2, where the local communities, VCS and faith groups and agencies could be more directly involved across the pathways as well as RJ, payback schemes, neighbourhood tasking arrangements and victims but without a large commissioning cost. The emergence in one of the probation districts of problems around gangs and guns, violence and radicalisation suggests the increasing need for meaningful community engagement and perhaps this is where TS engagement into the IOM process could make a valuable contribution to the development of improved levels of community cohesion and greater confidence in the criminal justice process.

Addressing the needs of minority groups

Women offenders form a very small proportion of the PPO population for the pilot districts and due to the lack of local prison places are held outside the region. This meant that pre release work presented problems as far as time and travel. There were also concerns regarding awareness of and referral routes for female specific services and that information on available services was patchy. In view of the Corston Review and the Government's commitment

to implementing change in relation to women offenders it is crucial that all IOM projects identify ways of bringing in third sector models of gender specific support. The Together Women Programme in Yorkshire & Humberside and the North West provides much useful learning that the West Midlands IOM could benefit from.

For offenders from Black and Minority Ethnic (BME) backgrounds it is important to identify services that address the specific needs of these groups and in particular, to develop relationships with community organisations that provide culturally competent support and interventions. This is perhaps one of the areas in which third sector organisations can play a most significant role and can have the greatest impact on outcomes that relate to reduced rates of re-offending.

Recommendations for the West Midlands IOM project

In this section, we have made specific recommendations over and above those made in the national study. Recognising that the West Midlands project is in the early stages of development presents an opportunity to build third sector engagement into strategic planning and these recommendations should assist with that process. Nacro will offer advice in their implementation over the coming months (2009).

- A TS lead should be employed\seconded with the primary role of developing a **Third Sector Engagement Strategy** for IOM. A secondary function would be to oversee the mapping, brokering and coordination of TS services. This post could also have responsibility for ensuring that systems are developed for the coordination of interventions and that case managers are linked into local VCS services. The setting up a mentoring scheme for non statutory PPO's

- Mapping of third sector organisations that already engage and those that wish to engage should be undertaken through the development of the IOM Operational Guidelines, containing a set of 'Pathway Maps' in the appendices. These Pathway Maps should identify agencies providing Pathway-related support, and are intended to aid the work of the case managers when working on particular issues with their clients. This information should be accessible, and updated by, all agencies.

- The Police, TS lead and Probation Service should be co-located in the districts they are covering. Clear boundaries and guidelines for intervention should be developed – who doing what, when, how etc.

- There should be third sector strategic representation on the CDRP and West Midlands IOM board and third sector agencies should be involved at every level in the strategic and operational arrangements

- As well as a TS engagement strategy, there will be a need to develop a sustainability strategy with particular regard to the smaller TS organisations that suffer from short-term, unstable funding – a key

question to be addressed is, how can we continue the work after the pilots are completed?

- Explicit links need to be made between the IOM initiatives and targets within the LAAs, particularly NI 18 (Adult re-offending rates for those under probation supervision) and NI 30 (Re-offending rate of prolific and priority offenders). These links are considered extremely important for two main reasons: firstly, to ensure political and policy backing and support; and secondly to justify and lever in funding. The role of TS organisations in achieving these targets should be promoted and demonstrated.

- Developing shared understanding and breaking down the 'cultural dissonance that exists between public, private and voluntary agencies is crucial if goals are to be met. Staff from all the different agencies (including Third Sector agencies) need to understand and share some of the same goals if reducing re-offending by effectively managing offenders within the remit IOM is to be achieved. Effective marketing and communication (including multi-agency training events) is critical across communities and organisations in developing a common purpose.

- In conjunction either with the DOM office, local or national infrastructure organisations (such as Clinks) a series of local capacity building, information sharing and networking events should be organised in the pilot districts which are themed around the Reducing Re-offending Pathways.

- Co-working between agencies, should be actively encouraged for example staff from different agencies visiting IOM offenders together: Police officers with Third Sector agency staff; staff from one Third Sector agency with staff from another Third Sector agency etc. The use of multi agency case conferences should be encouraged, with involvement from those offering specific individual pathway interventions, if appropriate

- A formal structure to involve local communities and community organisations in the Walsall and Wolves districts should be developed. This could be through the contact that Neighbourhood Policing Teams have with local communities; and secondly through the work that the Third Sector already do – linking their clients into local communities and community organisations such as libraries, football clubs, community centre-based activities as so on.

- A strategy needs to be developed for the involvement of volunteers and mentors – peer mentors, DIP volunteers across all statutory and TS IOM agencies. In other pilot sites this has proved extremely effective particularly with engaging with their clients, carrying out assessments and conducting some case work. In one area Special Constable

volunteers are used for the Prevent and Deter work and they visit the IOM clients regularly to ensure that they engage in the process.

- There is a need to continue to explore the issues in depth. As the process unfolds, use the questionnaire – Nacro's IOM and the third sector – to identify what needs to happen to ensure full third sector engagement in the West Midlands IOM scheme.

Appendix 7: Description of acronyms

Acronym	Description
ALMOs	Arms Length Management Organisation (council housing)
ASBU	Anti-Social Behaviour Unit
CDRP	Crime and Disorder Reduction Partnership
CJIT	Criminal Justice Intervention Team
CVS	Council for Voluntary Services
DAAT	Drug and Alcohol Action Team
DAT	Drug Action Team
DIP	Drug Intervention Programme
ECL	End of Custody Licence
FIP	Family Intervention Project
GOM	General Offender Management
HMPS	Her Majesty's Prison Service
IOM	Integrated Offender Management
IOMU	Integrated Offender Management Unit
LCJB	Local Criminal Justice Board
MAPPOM	Multi-Agency Police and Probation Operational Monthly Meetings
MoJ	Ministry of Justice
NOMS	National Offender Management Service
PCT	Primary Care Trust
PPO	Prolific and Other Priority Offenders
SLA	Service Level Agreement
TAG	Tactical Advisory Group
TS	Third Sector
TSA	Third Sector Agency
TWP	Together Women Project