

Decision ID:

PCCDJ

000627

2021

Decision title

Integrated Offender Management (IOM) in Portsmouth

Executive summary

Police and Crime Commissioner Donna Jones is committed to supporting effective partnerships to keep people safe, through collaborations which offer sustainability, value for money and take a trauma informed, public health approach. This report relates to a collaboration with Portsmouth City Council to support offenders affected by substance misuse to reduce re-offending and contribute positively to society.

Integrated Offender Management (IOM) is a nationally recognised model to reduce re-offending. The Police and Crime Commissioner already funds support workers in three IOM Houses in Gosport, Portsmouth and Southampton in partnership with the Police and Probation Service totalling £127,500 per year. The three IOM Houses offer a Pan Hampshire accommodation resource predominantly for offenders leaving prison. The Commissioner also funds a Community Outreach IOM Service in the Hampshire County Council area totalling £200,000 per year.

Whilst this decision report relates to the Portsmouth City Council area, the longer term aspiration is to work collaboratively with the Isle of Wight Local Authority and Southampton City Council to support IOM Community Outreach in all four top tier Local Authority Areas.

Recommendation

The Police and Crime Commissioner awards to Portsmouth City Council's Public Health Service the sum of **£47,000 per year for four years** from April 2022 from the Safer Communities Fund (SCF) towards Portsmouth City Council's substance misuse contract. The Police and Crime Commissioner's contribution supports the Criminal Justice Integrated Offender Management element within this.

At the end of four years, this contribution could be further extended by up to six years, but this would be subject to a new decision report.

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Statement on publication

This Decision Record and supporting Decision Request documentation is suitable for publication.

Police and Crime Commissioner approval

I hereby **approve** the recommendation above.

Signature:



Name:

Donna Jones

Police and Crime Commissioner for Hampshire

Date:

21-Jul-21

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Decision Window:

n/a

Document version history:

Table 1 - Document version history

Version Number	Version date	Requester of change	Summary of changes
1.0	28-Jun-21	Not applicable – First issue	Not applicable – First issue
1.1	29-Jun-21	OPCC Programme Office	Minor changes to format.
1.2	6-Jul-21	K Dawes	Changes following briefing with Chief Executive, Chief Finance Officer.
1.4	21-Jul-21	OPCC Programme Office	Changes following consultation comments from Deputy Monitoring Officer.

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Integrated Offender Management (IOM) in Portsmouth

Requester details:

Requester: Karen Dawes

Role title: Commissioning and Contracts Manager

1 Summary

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2 Recommendation

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3 Strategic context

IOM was introduced in 2009 and provides a framework for joint management of adult offenders by police, probation and other partner agencies (including Local Authorities, drug and alcohol support services, mental health services, accommodation providers and voluntary sector organisations). In the event of reoffending, police and probation take necessary enforcement action.

IOM aims to rehabilitate offenders, addressing underlying criminogenic needs to reduce the likelihood of reoffending. Offenders are offered support relative to their individual needs and can include any of the recognised "7 PATHWAY NEEDS"; Accommodation, Employment, Training & Education, Alcohol and/or Drug Misuse, Thinking Skills, Childcare, Finances, Health. The primary criteria is that the offender is subject to statutory probation management following sentencing.

IOM is distinct from MAPPA (Multi Agency Public Protection Arrangement), which focuses on minimising risk of serious harm.

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Portsmouth City Council's current Substance Misuse contract is due to end 31st March 2022. The Local Authority Public Health Service are undertaking a tender process for a new Substance Misuse contract to commence 1st April 2022. This new contract will continue to provide a comprehensive integrated service to reduce the harm related to substance use and provide support to overcome addiction and maintain recovery, including a Criminal Justice/IOM focus.

Each year the Safer Portsmouth Partnership have successfully applied for funding from the Police and Crime Commissioner's annual grant round to support the criminal justice element of Portsmouth's Substance Misuse Service. This decision report seeks approval for the £47,000 per year traditionally applied by Portsmouth City Council to the Commissioner's grant round to become a four year contribution into the new Substance Misuse contract from April 2022, whereby the Commissioner's funding would continue to support the criminal justice element.

Moving from an annual grant funded contribution to a four year commitment offers greater sustainability, job security, and the opportunity to build a strong relationship with the provider and Portsmouth City Council's Public Health Service. The Police and Crime Commissioner's contribution will be tracked through pre-agreed outputs and outcomes, ensuring Service Users get the right support, with a clear understanding of its effectiveness in reducing re-offending.

Service Users would be offered a range of interventions designed to reduce their offending and aid recovery from drug and alcohol dependency, particularly aligned to the seven pathways of offending to help break the cycle. The contract will deliver a service that dovetails with community resources to deliver sustainable recovery outcomes and promote independence.

IOM Strategy Refresh

An HMIP Inspection in 2020 of IOM in six Police Forces found inconsistency in approach resulting in a national IOM strategy refresh. As a result, from 2021 every IOM team must now deal with 'neighbourhood crime' defined as burglary, robbery, car crime, theft (excluding shoplifting), and any additional crime types the local area wishes to adopt.

DCI Dave West (Head of Offender Management) gave a presentation to the Local Criminal Justice Board's (LCJB) Reducing Reoffending Board on

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the 3rd June, explaining the revised IOM operating model. In addition to 'neighbourhood crime', Hampshire Constabulary will continue to include Domestic Abuse within their IOM cohort. This was supported by the Reducing Reoffending Board and has been adopted locally.

To support the new approach to IOM, and ensure performance is consistently measured/tracked, the Ministry of Justice (MoJ) requires all Police Forces to use a national database called IDIOM (Intelligence Design Integrated Offender Management) which is connected to the Police National Computer (PNC). IDIOM allows police to track an offender prior to being registered on IOM, whilst they are managed, and after they leave the scheme. The MoJ have set a target of a 20% reduction in re-offending.

It is too soon to provide data against the updated cohort of IOM offenders, but RMS continues to monitor the total number of offenders managed, including current risk of re-offending/harm based upon a RAG status of red/amber/green. Police prioritise those at highest risk.

Current data from RMS regarding the Hampshire Policing area

Number of offenders managed under IOM = 213

Number of those 213 offenders graded as 'red' (high risk of re-offending/harm) = 106

Number of those 213 offenders in the mandatory Neighbourhood Crime cohort = 121

The mandatory Neighbourhood Crime cohort will fluctuate, but is likely to remain around 60-70% of the caseload in line with the national strategy.

There are currently 31 Portsmouth IOM Offenders, and 27 meet the mandatory Neighbourhood Crime cohort.

Substance Misuse support in Portsmouth

The Society of St James (SSJ) is the current provider of the Substance Misuse contract in Portsmouth which includes a focus on the seven pathways of offending. SSJ continued to support Service Users throughout COVID. In the last two quarters of 2018, SSJ supported 351 individuals, including 17 referrals from the police custody team, and 121 prison referrals. 179 individuals were supported on community based orders (42

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females and 117 males), 55 with drug rehabilitation requirements, 16 with Alcohol rehabilitation requirements and 26 through IOM.

Between October 2019 and March 2020, SSJ engaged with 414 people. 156 clients had been involved with the CJS for substance related issues.

Case Study

K had a history of drugs and acquisitive crime, was quite vulnerable, and had been exploited. K was dependent on heroin and crack cocaine and not supported by any drug services, believing he could not get help. K was seen in custody where a Drug Rehabilitation Requirement (DRR) was discussed. K was given a bail assessment for one month and was managed as an IOM Offender with a 'red' status meaning he was at high risk of re-offending/harm. Following five months support, K is no longer using any illicit substances. He is stable and on a substitute prescription which he is reducing. K is involved with a sports project and has found a new love of mountain biking. He attends all appointments and has started to re-build a relationship with his children. K is making better friendships and staying away from previous associates. K says that the DRR was brilliant for him and is very grateful; he remains abstinent and doing well.

4 Options appraisal

There is no statutory duty for the Police and Crime Commissioner to fund IOM. It is an option to continue to allow Portsmouth City Council to bid to the Police and Crime Commissioner for annual grant funding and not collaborate through the wider contract. If Portsmouth City Council were unsuccessful in their grant funded application, there is likely to be a negative impact on re-offending.

The recommended option is to collaborate with Portsmouth City Council and contribute funding towards the Criminal Justice element of the wider substance misuse contract.

5 Timescales

Whilst Portsmouth City Council's current substance misuse contract does not end until March 2022, the tender timetable highlights the need to start working alongside procurement colleagues from Portsmouth City Council to enable a new contract to commence April 2022. This includes market engagement, procurement strategy, specification, Invitation to

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Tender process, TUPE issues, scoring and weighting, contract preparation, award and mobilisation. From the Police and Crime Commissioner's perspective this includes formalising the arrangement between Portsmouth City Council and the Office of the Police and Crime Commissioner (OPCC) whereby Portsmouth City Council would hold the contract and the OPCC would pass funding through a funding agreement. The OPCC will be invited to contract planning meetings and to be a part of the tender panel to select the best provider(s).

6 Financial and resourcing implications

This proposal has financial implications of **£47,000 per year for four years** from April 2022. It is recommended that this is allocated from the Safer Communities Fund. Any extension beyond the four years would be subject to a new decision report.

Total cost	£188,000
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Timeframe funding required for	April 2022 to March 2026
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Table 2 - Funding allocation in each financial year

	2022-23	2023-24	2024-25	2025-26
Capital	£0	£0	£0	£0
Revenue	£47,000	£47,000	£47,000	£47,000

Table 3 - Funding source - Capital and Revenue

	Capital (insert 'Yes' if applicable)	Revenue (insert 'Yes' if applicable)
Transformation reserve		
Commissioner's reserve		
Commissioning budget		Yes
Approved capital programme		
General fund		

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7 Communications and engagement implications

Following award of the contract, the Communications and Engagement Team, the Commissioning and Partnerships Team and Portsmouth City Council will ensure that this collaboration between Portsmouth City Council and the Police and Crime Commissioner is promoted to communities across Portsmouth.

The website and social media will be a key part of this promotion and where appropriate, the Police and Crime Commissioner's branding will be used.

8 Legal implications

Under S.143 of the Anti-social Behaviour, Crime and Policing Act 2014, the Commissioner may provide or arrange for the provision of services to secure or contribute to securing crime and disorder reduction, or which help victims or witnesses of, or other persons affected by, offences and antisocial behaviour. These arrangements may include the making of grants subject to such conditions as the Commissioner thinks appropriate. Funding awards will be subject to a funding agreement setting out the terms and conditions on which payment is made.

9 Risks and mitigation

Portsmouth City Council will own the contract and the Police and Crime Commissioner will make contributions through a funding agreement. Not owning the contract is one form of risk mitigation as most risk lies with the named contract holder. This approach is suggested as the total contract value from Portsmouth City Council Public Health is approximately 2.6m per year.

10 Strategic policing requirement

It is possible that some Service Users will be connected to crimes listed within the Strategic Policing Requirement.

11 Equalities

Through the tender process, applicants will need to demonstrate how their service contributes to the elimination of unlawful discrimination, the advancement of equality of opportunity for everyone, including those

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having a protected characteristic and the fostering of good relations between all including those having a protected characteristic. The tender process would ensure the Service Provider meets the standard of the public sector equality duty under s149 of the Equality Act 2010.

12 Data Protection implications

The Office of the Police and Crime Commissioner (OPCC) would not hold any personal information regarding those supported as part of the substance misuse contract.

13 Publication status

This report is suitable for publication.

14 Personnel consulted

The following personnel were consulted on the Decision Request.

Table 4 - Personnel consulted

Role	Organisation	Confirmation of consultation (insert 'Yes' if applicable)
Chief Executive	OPCC	Yes
Deputy Chief Executive / Criminal Justice Portfolio Lead	OPCC	Yes
Chief Finance Officer	OPCC (HCC)	Yes
Head of Strategic Commissioning and Partnerships	OPCC	Yes
Head of Communication and Engagement	OPCC	Yes
Head of Performance and Information	OPCC	Yes
Head of Standards and Compliance	OPCC	Yes
Head of Estate, Operations and Support	OPCC	Yes
Programme Office Manager	OPCC	Yes
Accountant	OPCC (HCC)	Yes
Deputy Monitoring Officer	OPCC (HCC)	Yes
Head of Strategic Procurement	HCC	Yes
Commissioning and Partnerships Officer	OPCC	Yes

OPCC- Office of the Police and Crime Commissioner
HCC – Hampshire County Council

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15 Appendices

None.

16 Background papers

None.