

Chief Constables' Council

Title: Integrated Offender Management and Electronic Monitoring – Update

7 October 2020

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1. INTRODUCTION

- 1.1 This paper seeks to provide an update on work in progress with colleagues in the Ministry of Justice (MoJ) and the Home Office to develop existing Integrated Offender Management (IOM) arrangements and expand the use of Electronic Monitoring (EM) technology.

2. BACKGROUND

2.1. Integrated Offender Management (IOM)

The drivers for this work are as follows:

- A recent joint HMIP/HMICFRS thematic inspection into IOM that found schemes across England and Wales need to be refocused and re-energised
- The failure of the government's Transforming Rehabilitation programme: this has led to the renationalisation of the delivery of all probation services across England and Wales into the National Probation Service (NPS) with the corresponding need to re-define expectations of joint working between the Police Service and the NPS



- The Police Uplift Programme: whilst full details of the government’s corresponding ‘performance ask’ are yet to be fully identified, there is no doubt ministers will wish to see a reduction in crime and improvement in community safety as a result of this investment
- The Royal Commission on Criminal Justice: whilst the exact focus of this is yet to be defined, it would seem sensible to seek to include measures to reduce offending post-conviction as opposed to limiting the Service's involvement to the pursuit of convictions
- Next year's PCC elections: although delayed for a year, there is the possibility these will introduce a fresh cohort of PCCs seeking innovative ways to reduce crime, reduce reoffending and improve community safety.

2.2. Electronic Monitoring (EM)

2.2.1 Whilst it is acknowledged that the NPCC have not always supported MoJ plans to make greater use of GPS technology, there is no doubt that the increased use of GPS tags brings with it the potential to improve offender management and therefore reduce offending and reoffending. Work is being undertaken with MoJ colleagues to ensure these opportunities are seized and the associated risk of increased risk and demand falling upon the police service minimised.

2.2.2 This work has been given added impetus by the current ministerial enthusiasm to see greater use of EM tagging within the Criminal Justice System; specifically the Policing Minister's desire for all serious acquisitive criminals released on licence to be tagged.

3. PROPOSAL

3.1. Next Steps

3.1.1 I have been in close contact with senior officials within the Home Office and Ministry of Justice seeking to influence the proposals brought forward by Her Majesty’s Prison and Probation Service (HMPPS) in each of these areas. Specifically I’ve argued that the delivery mechanism for the MoJ's plans to increase the use of EM tags should be a revitalised IOM framework. This view is supported by Amy Rees, Director General of Probation.

3.1.2 In respect of EM, development work sits within two areas. The first is the 'Legacy Programme' - effectively the existing MoJ programme to use GPS tags for use pre-conviction (court imposed bail conditions) and post-conviction through either sentencing or licence requirements. Forces will note that, as agreed through Chief’s Council, numbers remain manageable.

Location Monitoring Orders to Date:	
Court Bail	1500
Community Orders	302
Suspended Sentence	126
HDC	420
Parole	509
Total LM Case Count	2857

Fig 1. Data obtained from the HMPPS LM Dashboard, accurate as of 30 July 2020.

This means that the number of offenders wearing a tag on court imposed bail conditions at any one time across England and Wales is approximately 650.

The second strand of the MoJ work is the 'Expansion Programme', which is looking at increasing EM use in the following areas:

- Acquisitive Crime
- Domestic Abuse
- County Lines
- Alcohol tagging and breathalysers for Out of Court Disposals (OOCd)
- Foreign National Offenders.

It is worth noting that some of the elements being proposed by ministers are not supported by the NPCC – for example the use of EM tags for OOCds. Whilst it is the MoJ's intention to take developed proposals to ministers in October, plans are still in the early stages. I am being kept fully sighted on, and contributing to, development activity to ensure the NPCC's interests and views are properly represented. I will ensure forces and NPCC leads are kept updated.

3.1.3 In respect of IOM, a combined response has been agreed with Her Majesty's Prison and Probation Service (HMPPS) to the joint inspectorate report. The main point of note is the agreement to stand up a shared national governance arrangements with HMPPS.

Specific responsibilities arising from the response include:

- Defining the IOM offer and set out clearly what is required by each agency at every stage of the IOM supervision process
- Improving the quality and accuracy of recording in IOM cases
- Analysing training needs and ensure that all staff receive sufficient training to enable them to fulfil their duties
- Ensuring that service users are kept informed, as much as possible, about the benefits of inclusion in IOM, the support available and the monitoring and information-sharing ramifications of IOM supervision.

Whilst the exact governance arrangements are still being agreed, MoJ led fieldwork has already commenced in six forces. This will look at six separate IOM arrangements and will seek to understand the offender journey through various IOM schemes with a number of areas of interest including how IOM differs from other types of offender management and the roles of police, probation, and other agencies in this work.

Findings will be drawn into an interim report, which will cross reference fieldwork with other knowledge on IOM including the HMIP/HMICFRS report, research studies, HMPPS survey, NPCC survey, and views of senior agency staff.

Whilst the bulk of the development work, and subsequent activity will fall upon HMPPS to conduct and deliver, I will ensure that the NPCC fully contributes towards the development of these joint plans in order to maximise the benefits to be garnered and ensure the subsequent expectations falling upon the Police Service remain manageable.

3.2. APPROVAL OF THE COORDINATION COMMITTEE

- 3.2.1 This paper was presented and approved at the Criminal Justice Coordination Committee on 25 August 2020.

3.3. STATEMENT/DETAILS OF COST OR RESOURCE IMPLICATIONS

- 3.3.1 IOM: It will be for each force to determine the level of investment they wish to make in local IOM schemes. The outcome of this national work will be an agreed framework with HMPPS that will enable local IOM working to be focused on those individuals who cause the most damage to communities and present the greatest demand to police and other agencies.
- 3.3.2 EM: The bulk of the development activity, implementation, and subsequent operation of increased use of EM tags (and therefore cost) will sit within the MoJ. The resource implications for policing arise from subsequent enforcement activity where breaches are identified. However, by definition, this provides the opportunity to interdict offending - often by prolific offenders. The commitment provided thus far is for forces to receive quality breach notifications, assess them, decide what action to take and notify the EM provider of this.
- 3.3.3 Work continues with HMPPS and other agencies to tailor the proposals being brought forward to derive the maximum joint benefit, specifically reduced reoffending, from the government's intended investment in EM technology.

4. DECISIONS REQUIRED

- 4.1 Forces are asked to note the work in train to identify a framework to refocus and revitalise IOM working across England and Wales, deliver on ministerial ambitions and seize the opportunities the MoJ investment in increased EM technology brings to better manage prolific offenders, reduce crime, and improve community safety.

Should any forces require further information please do not hesitate to contact me via my Staff Officer Josie Preston: josie.preston@gloucestershire.pnn.police.uk

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