



HM Prison &  
Probation Service

# HM Prison and Probation Service

## Business Plan 2018-2019

July 2018





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# Foreword from the HMPPS Chief Executive Officer



I'm pleased to present the 2018/19 Business Plan for HM Prison and Probation Service. This document sets out our operational priorities, business objectives, resources and the key indicators on which our performance will be evaluated.

HMPPS has a duty to implement the sentences and orders of the courts; to protect the public; and to rehabilitate offenders. I'm proud to lead a Service which has such a vital role in society and immensely proud of our dedicated and professional staff who work tirelessly every day to keep the public safe, and to prevent victims by helping offenders to 'turn their lives around'.

The last few years have been particularly challenging both in prisons and in probation as we have implemented a major change agenda to reduce costs and to expand community supervision to all those released from a custodial sentence. We have continued to meet our primary responsibilities – effectively delivering the sentences of the courts; holding prisoners securely; and making some progress on reoffending – particularly for those on community sentences and for those serving prison sentences over 12 months. But we have faced some significant operational issues particularly around safety and living conditions in prisons and in the quality of community supervision for many low and medium risk offenders.

These challenges remain but the government has increased the funding available for front line operations and is investing in the estate to tackle the issues. We have a robust and coherent strategy to drive up standards and I'm confident that we will make significant progress over the next 12 months.

Our focus will be on delivering the priorities set out by the Secretary of State. This means 'Getting the basics right in prisons' – improving decency and safety; coming down hard on criminal activity and drug abuse in prisons and providing strong support and incentives for prisoners who want to change and 'play by the rules'. To achieve this we have introduced new prison group structures to provide governors with more support and specialist resources to tackle crime and make the progress necessary. We are also committed to developing our people - with a focus on performance improvement, professional skills and operational leadership at every level in the Service.

In probation we will work with the judiciary to increase confidence in community sentences providing better targeted advice on intervention options and ensuring effective and consistent enforcement of court orders. We will also work closely with local community partners to address wider issues such as accommodation and health which impact on reoffending.

A key part of our approach will be the implementation of the new Education and Employment Strategy which will provide more opportunities for those in custody to gain real work skills and to move into employment on release. We know that having a job significantly reduces the risk of recidivism and working with the New Futures Network we are aiming to secure a demonstrable improvement in employment outcomes for offenders. We will also ensure that over the next 12 months we take forward work arising from David Lammy's Review into the treatment of, and outcomes for, Black and Minority Ethnic (BAME) individuals in the Criminal Justice System and Lord Farmer's Review of Family Ties for offenders. Both these reviews provide critical recommendations for our organisation which we are committed to addressing.

As an Agency which works every day with some of the most challenging individuals in our society we must stay true to our values working Together with Purpose; Humanity and Openness in all we do. Although our work is often challenging, will always be difficult and often goes unnoticed we provide an essential public service – which makes a vital contribution to communities across England and Wales – 'preventing victims by changing lives'.

**Michael Spurr**

Chief Executive Officer  
Her Majesty's Prison and Probation Service

# Introduction

## HMPPS is responsible for delivering the orders of the court

HMPPS serves the public by delivering the sentences and orders of the court. The purposes of sentencing are defined in legislation as:

- the punishment of offenders
- the reduction of crime (including its reduction by deterrence)
- the reform and rehabilitation of offenders
- the protection of the public
- the making of reparation by offenders to persons affected by their offences

## Building on our successes

Over the last 12 months we have made progress in key areas. Specifically, we have:

- increased the number of full-time equivalent band 3-5 prison officers by 3,086 between 31 October 2016 and 31 March 2018
- recruited 44 probation officer joiners and 586 probation service officer joiners in the year ending 31 December 2017
- stabilised the attrition rate for prison officers which has remained at 9.7% in the year to 31 December 2017
- reduced the prison population, introducing improved procedures for processing Home Detention Curfew applications
- significantly reduced the number and rate of self-inflicted deaths in custody, from 115 in 2016-17 to 69 in 2017-18
- set challenging recruitment targets to meet recommendations in the Lammy Review
- amended Community Rehabilitation Companies (CRCs) contracts to effectively reflect the balance of fixed and variable costs to deliver services
- developed and implemented a new improved tool to inform sentencers of interventions available in the community

But there remains more to do and we are committed to improving the services we provide through a determined focus on standards and quality of delivery. That is why this plan sets out across prisons, probation and youth custody what we mean by ‘getting the basics’ right to provide effective community sentences and to maintain safe, secure and decent prisons. It is why we are focusing on the investment in our workforce at all levels to make sure we all feel equipped to deal with the often challenging circumstances in which we operate and to deal with the complexity of working with offenders.

Professional delivery of our services is the foundation for successful rehabilitation providing the platform for individuals to change. But, we also need to provide hope and opportunity for individuals to turn their lives around.

By bringing this together and having a shared purpose and values we will be able to drive the improvements we need building on the achievements already made.

We don't have all the levers to achieve this in HMPPS, we need support from others to provide services to offenders to ensure they can access accommodation, work, education and health services. We also need to support to ensure we take action to address offending behaviour and to tackle key issues such as security in our prisons and assaults on our staff. That's why it is important that we work closely with other agencies and law enforcement partners at local and national level to reduce reoffending and deliver improvement through a cross-government, partnership approach.

## **Our workforce**

It is only through our people that we can deliver the ambition we have for delivering world class services.

We will continue to expand our ambitious programme of leadership development to provide access to world leading opportunities tailored to the complex challenges we face; and supporting a culture of excellence by nurturing and developing our talent.

Our primary objective is to enable both the organisation to succeed and people to fulfil their potential. We will continue to review the learning and development for staff to make sure the available training is equipping staff with the skills they need to manage the complex needs of those in their care. We will also look to introduce new specialist roles in the uniformed grades to create new career opportunities and improve the overall service.

We will invest in leadership training of Band 4 and 5 prison officers to ensure support and mentor new prison officers now and in the future. We want to enable them to set clear expectations and more effectively contribute to the culture of the prison service.

We will continue to attract and develop new talent through the graduate development scheme, apprenticeships, direct entry opportunities and accelerated development schemes.

A significant aspect of the reforms will be the need to drive up managerial capabilities and staff skills to operate in an environment where governors are empowered locally to deliver improvements in rehabilitation and reducing reoffending.

We are committed to implementing Lammy's recommendations to improve the diversity of our workforce and of our leadership teams. We are developing a wide range of interventions to achieve this.

## **Our 2018-19 priorities**

### **Getting the basics right in custody means:**

- promoting professionalism; increasing operational grip; and driving a performance culture to improve outcomes and respond effectively to external scrutiny
- improving living conditions by replacing poor accommodation with modern, fit-for-purpose buildings; reducing crowding where we can; making more informed investment decisions to best target maintenance spend; providing a much more responsive and effective Facilities

Management (FM) service and a renewed focus on cleanliness and tackling vandalism through the operational line

- tackling illicit drug use to achieve measurable improvements over the next 12 months by developing a refreshed drug strategy focusing on improved security and improved treatment
- improving our response to prisoners with complex needs including mental health difficulties or substance misuse by reviewing our internal training and improving partnership working with treatment providers
- investing in training governors before they take overall leadership and management responsibilities for their prisons
- ensuring there is more stability in prison leadership with the aspiration that governors will remain in post at prisons for a sustained period and that turnover will reduce
- ensuring our training reinforces the pride and confidence of a united service
- creating a more connected prison service with prisons more open to local media and more connected to local communities, civil society organisations, philanthropists and trusts
- continuing with the key actions to address safety across the estate; in particular continued rollout of the Offender Management in Custody (OMiC) model
- investing in our leaders by providing access to world leading development tailored to the complex challenges our leaders face, enabling a culture of excellence
- tackling disproportionate outcomes for staff and offenders on the grounds of race and other protected characteristics

**Getting the basics right in the community means:**

- working more effectively and collaboratively across probation (NPS, CRCs and Electronic Monitoring (EM)) to provide a more consistent, coherent service that increases the confidence of sentencers
- ensuring advice provided at Court enables effective, targeted sentencing of offenders
- ensuring timely contact is made with offenders following sentencing and that robust sentence plans are in place that meet the offending and behavioural needs of the offender
- ensuring timely enforcement action is taken where an offender breaches the conditions of their order or licence
- having effective systems in place to ensure relevant information is available for enforcement proceedings to better support sentencing decisions
- supporting our leaders to improve collaborative relationships across HMPPS and beyond to maintain world leading standards of service integration tackling disproportionate outcomes for staff and offenders on the grounds of race

## **How will we be measured?**

The Ministry of Justice (MoJ) has provided HMPPS with a budget allocation to achieve business priorities set by Ministers.

Performance management of individual prisons, probation local delivery units, CRCs, EM and other contracted services is the responsibility of the Agency and we are committed to achieving year on year performance improvement across the system.

Ministers have agreed a set of Key Performance Indicators (KPIs) (Annex C) to monitor the overall performance of the Service and set the following priority outcomes for prisons and for probation delivery.

### **Prisons and Youth Custody**

- to improve outcomes for the 4 Healthy Prison Tests in published HM Inspectorate of Prisons (HMIP) reports for 2018-19 compared to outcomes achieved in published reports in 2017-18
- to increase the number of agreed HMIP recommendations which are achieved/partly achieved in published HMIP reports in 2018-19 compared to 2017-18
- to reduce the use of drugs in prisons with measurable improvements in prisons with the highest number of prisoners testing positive for illicit drug use

### **Probation**

- to improve overall inspection outcomes for the National Probation Service (NPS) and CRCs
- to ensure that Compliance, Risk Management and Enforcement procedures are effectively and consistently delivered
- to effectively implement recommendations from the Review of the Victim Contact Scheme
- to conclude negotiations with CRC regarding quality improvements and ensure implementation of the revised requirements

### **Resources**

We must deliver our services with a clear focus on achieving best value for money for the taxpayer.

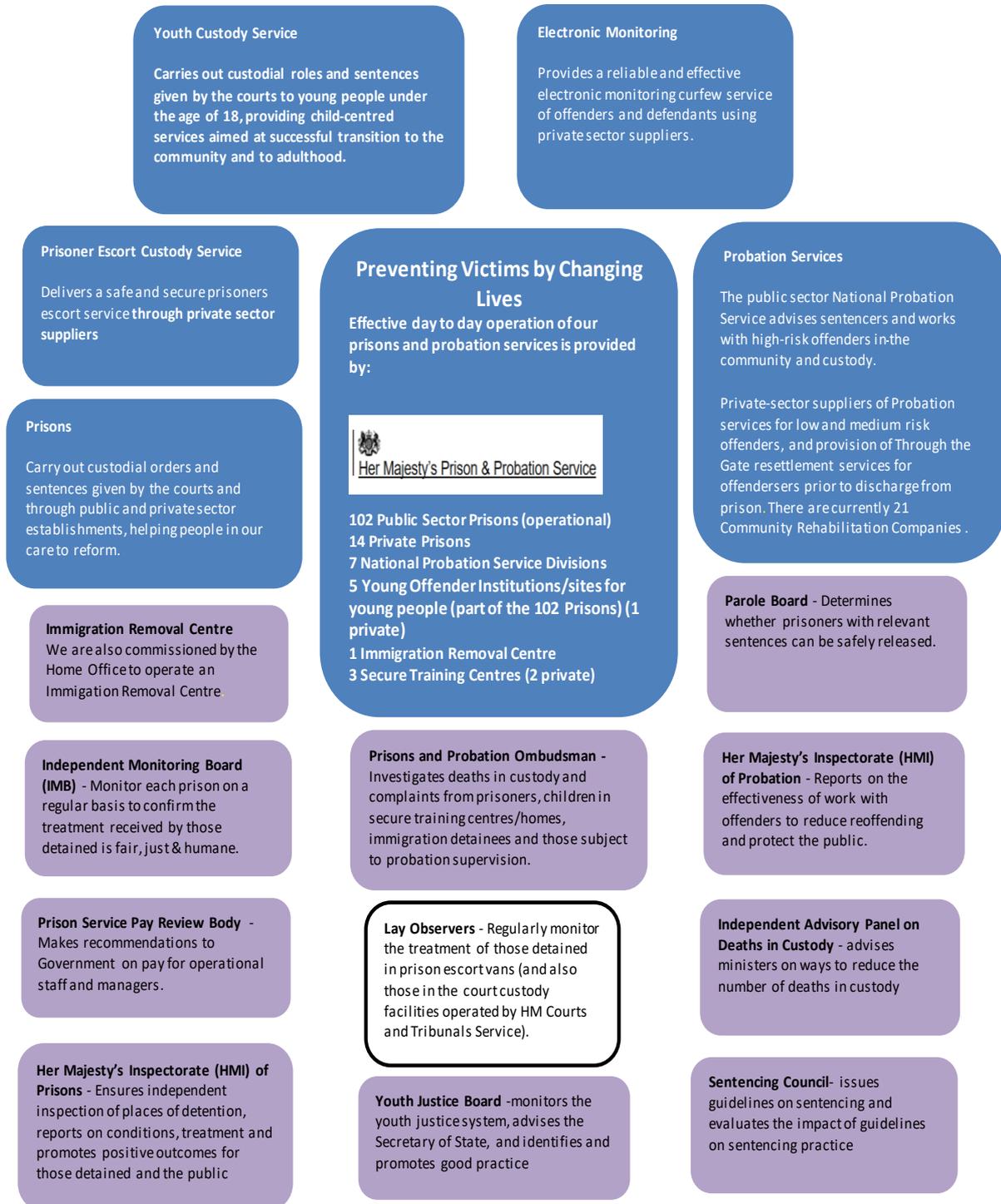
We will apply innovative thinking to achieve better outcomes, investing in our people and protecting operational budgets but driving out inefficiency and reducing costs wherever we can. Specifically, we are committed to:

- rationalising the use of our estate including reducing London HQ estate costs
- using technology to increase efficiency and effectiveness in probation delivery
- improving our contract management capability
- reducing costs for central support services

In line with HM Treasury guidelines and the Managing Public Money framework we will devolve budget accountability and flexibility to the operational line to drive innovation, creative thinking and improved outcomes.

# Structures of service delivery and scrutiny

HMPPS delivers crucial core services to protect the public, punish and rehabilitate offenders and reduce reoffending.



**Key**

- Arms Length Bodies
- HMPPS

## The current context

A number of recent HM Inspectorate reports (both prisons and probation) have highlighted challenges that we face in delivering our services and how those pressures have affected the system's ability to fulfil its primary purposes. The external scrutiny applied to the system is changing and the expectation of how we respond to this scrutiny is also changing. We will need to adapt to these changes as we drive improvements across the system.

The prison population has doubled since 1993 and is projected to rise to over 88,000 by 2022. Rising prison population has contributed to crowding across the estate (on average we have around 25% of the prison population housed in crowded conditions) and has reduced the system's operational headroom. During 2017, there were periods when the total number of prison places available fell below 800.

Increases in the prison population have not been uniform. The number of prisoners aged over 50 has risen by nearly a third since 2013. This cohort – now over 16% of the total population (13,559 at 31 March 2018) – have needs which require additional resource (especially around healthcare and education). The proportion of prisoners sentenced for violent crimes, gang activity and sexual offences has increased; these groups have complex needs that put pressure on operational management.

Our ability to adapt our estate to better accommodate the changing nature of the population is constricted by the fact that over a quarter of prisons were built before 1900. The older parts of our estate are often not well placed to deliver modern services that assist an offender's opportunities to reform, while maintaining decent living conditions is more challenging than in newer establishments.

We have recruited the number of additional prison officers required to deliver the OMiC model. The benefits of such a model are numerous as individual prisons will be better able to run full regimes with more opportunities for purposeful activity. This will have a positive effect on reducing the levels of violence in prisons, which still remain too high and impairs prisoner rehabilitation.

Incidents of violence and self-harm reached record levels in 2017. There were 29,485 recorded assaults in the 12 months to December 2017, an increase of 93% over ten years. Of these, 3,856 were serious assaults, an increase of 10% on the previous year. There were 21,270 prisoner-on-prisoner assaults, of which 3,029 were classed as serious (an increase of 10% on the previous year). There were 8,429 assaults on staff. Of these, 864 were classed as serious, an increase of 10% on the previous year.

We have a major challenge with increased drug use, particularly of synthetic drugs, that is associated with the increased violence in prisons. There are increased security concerns around the use of drones (to smuggle mobile phones and drugs into prison), and around the accumulation of prison debt by prisoners and their families, making them vulnerable to violence and intimidation. The prevalence of drugs is the biggest single destabilising factor within many establishments. This is compounded by organised criminal gangs looking to exploit the captive market in prison, which is made up of society's most susceptible and vulnerable groups.

We have seen some of these challenges in the youth custody estate also affecting behaviours and population pressures. The nature of crime for those sentenced to youth custody is also changing which is creating new challenges for the system to respond to.

In the community judicial confidence in community sentences needs to be improved to ensure that they are utilised effectively by sentencers. Work has already progressed to do this including using technology more effectively and developing the new improved tool to inform sentencers of interventions available in the community, but much more remains to be done.

Following the creation of the NPS and CRCs the system has had to adapt to significant operational changes. The current system remains too fractured across the probation landscape. There have been challenges for the CRCs which they have started to address. Action to amend the CRC contracts to better reflect the balance of fixed and variable costs has been a first step in achieving this.

The NPS has now implemented its efficiency programme and has had to adapt and grow its operations as a result of the increase in the caseload. Since January 2015 the NPS caseload has risen by 21% with a particular increase in the numbers of offenders on licence following a custodial sentence. This has been driven by an increase in higher risk cases which are managed by the NPS. We are now seeing recruitment successes for probation staff and the ongoing recruitment activity is bringing us closer to ensuring that our resources better meet the caseload demands.

Across the system we are also taking further action to respond to the Lammy Review, in particular by ensuring we have more staff with a range of different backgrounds and that offenders' experience of our services is not affected by their race.

Addressing many of the issues faced in prisons, youth custody and the community requires the engagement of policy development and service delivery with partners across government. Addressing key issues such as employment; accommodation and health mean that both nationally and locally we need to form partnerships to ensure that needs are met to deliver reductions in reoffending. Additionally our response to matters of security and public protection require us to engage with law enforcement and security partners.

**To achieve our objectives we will work with our partners across the Justice System including:**

Home Office - Police forces - Security Services - Police and Crime Commissioners  
 Crown Prosecution Service - Welsh Government - Private Sector Suppliers – Voluntary and Community Sector  
 Cabinet Office - Foreign and Commonwealth Office - NHS England and NHS Wales  
 Public Health England and Public Health Wales - Department of Health  
 Ministry of Defence - Department for Work and Pensions - Local Government  
 Business, Energy and Industrial Strategy - Foreign Corrections Services

All of this is being addressed in the context of a significantly constrained financial picture for HMPPS. We are required to focus the available budget on addressing key issues and areas of concern and to work more effectively and to innovate to make best use of resources.

**The resources available to HMPPS to deliver its services are as follows:**

Using these resources* 2018-19	
FRDEL £million	<b>£3,819m</b>
CDEL £million	<b>£81m</b>
Workforce (as at 31-01-18)	<b>47,400</b>
<i>These resources include Youth Custody Service which has transferred to HMPPS ahead of 2018-19. From an allocation perspective this transfer equated to an additional £126m RDEL and £2m CDEL.</i>	
*Breakdown of resources in Annex A	

The relationship between HMPPS and the MoJ is governed by the Agency’s Framework Document<sup>1</sup> and the MoJ’s Single Departmental Plan (SDP) which sets out the role of HMPPS in delivering the Department’s objectives for the justice system.

<sup>1</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/605933/HMPPS\\_framework\\_document.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/605933/HMPPS_framework_document.pdf)

# Managing Offenders in Custody (Public & Private)

Across the prison estate we will improve the services we provide through a determined focus on standards and quality of delivery. We will ensure that improvements provide safe, secure and decent environments where we are addressing more effectively the issue of drugs. This will be important to effectively deliver the orders of the court and provide the foundation for successful rehabilitation so we can drive a culture which both challenges poor behaviour but also motivates and incentivises individuals to change.

Our business focus in the coming year will be on:

- promoting professionalism; increasing operational grip; and driving a performance culture to improve outcomes and respond effectively to external scrutiny
- improving living conditions by replacing poor accommodation with modern, fit-for-purpose buildings; reducing crowding where we can; making more informed investment decisions to best target maintenance spend; providing a much more responsive and effective facilities management service; and a renewed focus on cleanliness and tackling vandalism through the operational line
- tackling illicit drug use to achieve measurable improvements over the next 12 months by developing a refreshed drug strategy focusing on improved security and improved treatment
- improving our response to prisoners with complex needs including mental health difficulties or substance misuse by reviewing our internal training and improving partnership working with treatment providers
- continuing with the key actions to address safety across the estate; in particular continued rollout of the OMiC model
- continuing to invest in leadership capability in prisons to support improved standards and drive a continuous improvement culture
- working with the Home Office Immigration Enforcement and Criminal Justice System partners to remove Foreign National Offenders (FNO) from our prisons who have no right to remain here
- focus on delivering the education and employment strategy to ensure we incentivise good behaviour and offer increased rehabilitation opportunities across the estate

Ministers have set overall outcomes which we need to deliver (see detailed KPIs at Annex C):

- to improve outcomes for the 4 Healthy Prison Tests in published HMIP reports for 2018-19 compared to outcomes achieved in published reports in 2017-18
- to increase the number of agreed HMIP recommendations which are achieved/partly achieved in published HMIP reports in 2018-19 compared to 2017-18
- to reduce the use of drugs in prisons with measurable improvements in prisons with the highest number of prisoners testing positive for illicit drug use

## **Our organisation**

We have taken action to improve our operational grip and how we work together across public and private prisons. Working with national and local partners we have aligned our prison group and executive director structures to reflect the journey prisoners travel through while in custody. This has also enabled us to focus specialist expertise, for example in areas such as safety and drug treatment and prevention in prisons where it is needed most.

We will now embed these new management structures across the system, strengthening accountability, and devolving decision-making to the most appropriate levels in the organisation.

We will use these arrangements to:

- strengthen our response to external scrutiny and to act upon recommendations where appropriate and to ensure that action plans are monitored and delivered
- increase opportunities to coordinate and collaborate across groups and functions, to promote shared interests and represent each other with external partners, and potentially share resources
- have more effective career and succession planning arrangements that better support the business

## **Leadership**

We recognise that to deliver all of this in the coming year requires a lot from our staff and leaders. We have already begun to invest in our leaders by:

- introducing a bespoke senior leadership development programme for more than 50 of our senior leaders in 2018 and rolling out two new high potential development schemes and external recruitment schemes for experienced managers;
- expanding the Unlocked graduate scheme (more than doubling the intake during 18-19 to 115)
- reviewing how we train and induct new entrants into the prisons and introduce a wider range of continuous professional development for all staff

We will invest in leadership training of Band 4 and 5 prison officers to ensure support and mentor new prison officers now and in the future. We want to enable them to set clear expectations and more effectively contribute to the culture of the prison service.

We are also developing leaders across the adult and youth estates and probation in mixed cohorts across HMPPS to take advantage of the knowledge and experience within the organisation. This is supporting a number of initiatives to not only support our current leaders but to ensure that we investing in our leaders of the future.

We will continue to expand our programme of leadership development so that our leaders can access world leading learning and development which is tailored to the complex challenges they face. This will be underpinned by:

- creating a culture of excellence by nurturing and developing our talent
- developing options for a senior operational command course or staff college
- providing better access to targeted learning when our staff need it most

- developing the tools and skills needed to manage the challenges and complexity of our managers at all bands

This will support our leaders to strengthen key skills, including:

- **Change management** – to ensure that change is effectively planned, managed and delivered into operational environments
- **Partnership working** – to ensure that we work closely with our partners both locally and nationally to deliver effective services and support rehabilitation
- **Empowerment** – greater capability and capacity to support and coach senior leaders in prisons and to devolve decision making to the most appropriate level
- **Commercial acumen** – create the guidance, business and financial acumen, and negotiation skills to procure and manage contracts effectively

### Living conditions

It is important that prisoners live in a clean and decent environment which is in a good state of repair and is fit for purpose. Prisoners should have clear expectations that they have a responsibility to contribute to the prison community; keeping their cells, communal areas and themselves clean.

We will reform and modernise our prison estate, to improve safety and decency, through reorganising the estate and building new accommodation.

HMP Berwyn opened as planned in February 2017 as the largest prison in the UK. We will progress with the safe, phased increase in occupancy until the prison is operating at full capacity.

We began reconstruction of a new houseblock at Stocken in April 2017 and the proposed redevelopments of the former Glen Parva and Wellingborough sites will begin by the end of 2018.

As part of the Prisons Estate Transformation Programme (PETP) we will:

- deliver up to 10,000 new prison places
- reconfigure the estate to better meet the needs of offenders

As well as delivering new places we must ensure that existing places are well maintained, clean and are fit for occupation. This has become more challenging as levels of vandalism have increased. There will be a renewed focus through the operational line on cleanliness and decency, supported by an improved approach to managing maintenance spend so that we make investments that best help us improve decency.

We will insist on a higher quality service from our FM providers. Action plans will be developed for each prison to ensure consistency in the maintenance and cleanliness of prison environments and cells. Prisons will be supported to improve the prison fabric and hold FM contractors to account.

In 2018-19 we will additionally ensure:

- continuity of supply of FM services to all establishments through both the private sector providers and the GovCo
- clearing of the backlog of work to be completed (in priority order)

## Tackling drugs

We recognise that many of the issues adversely affecting prisoners are rooted in the drug problems within prison. This prevalence of drugs within prisons poses a significant threat to order, safety and security, thereby also affecting our staff. We are taking a number of steps to deliver a prison system in which access to, and demand for drugs is reduced and better access to treatment is provided to help people stop using drugs. During 2018-19 we aim to:

- work with establishments with high drug rates and seek to reduce the prevalence of drugs in those prisons, testing approaches for tackling drug use to inform our strategy
- establish a cross-government taskforce to reduce the use of drugs in prison
- develop a comprehensive drug strategy for HMPPS

We will work with law enforcement to disrupt supply chains into prisons, and tighten routes into prisons. We will reduce the demand for drugs by improving the prison operating environment, providing incentives to demonstrate abstinence, and helping prisoners with their resilience; and provide better access to the necessary treatment and interventions that help people stop using drugs. This will be linked to the wider work on security (see later section).

## Healthcare

During 2018-19 we will work nationally and locally to:

- provide corporate relationship management of National Partnership Agreement with NHS England, Public Health England, Department of Health and core MoJ
- manage corporate relationships with Care Quality Commission (CQC)
- lead the re-running of a commercial competition for Substance Misuse Testing services for custody and community
- refine and develop the overarching strategy for the Offender Personality Disorder (OPD) pathway

We must ensure that we provide for the healthcare needs of all offenders within our care. Those needs differ by establishment and the different demographics of the offender population. To meet those requirements we must work with colleagues in NHS England who provide the services within our establishments in England (HMPPS in Wales has separate arrangements with NHS Wales)

Key activities in Health will include:

- work in partnership to improve healthcare outcomes in custody and the community including quicker transfers of prisoners to secure hospitals
- maintenance and facilitation of the corporate relationship with key health and social care partners and the monitoring and mitigation of significant risks in the system
- joint work to improve pathways of care for those with severe mental health illness is particularly important
- reviewing and updating our training around mental health and substance misuse so that staff are better informed about the associated signs, symptoms, behaviours and referral pathways
- HMPPS in Wales, Welsh Government, Public Health Wales and Local Health Boards working together to agree joint priorities for prison health services and joint performance

indicators. An ongoing governance review and development of a shared narrative is supporting this

Our priority health outcomes will be to:

- work with the Department of Health and NHS England to reduce transfer times to mental health facilities
- work with NHS England on their revised approach to drug dependency and treatment to reduce addiction

## **Safety**

We continue our focus on making prisons safer, reducing the number of assaults on staff and prisoners and reducing the incidences of self-harm and the rate of self-inflicted deaths.

As new staff are embedded, we will ensure we have orderly, purposeful and structured regimes, where prisoners and staff can live and work in an environment increasingly free from violence and intimidation.

Critical to this will be implementation of the new OMiC Model and in particular the keyworker model. It will ensure that residential prison officers have more capacity to develop much more direct relationships with prisoners to challenge poor behaviours, encourage good behaviour and support them to reform. We will ensure that the right incentives are in place to reinforce the model of delivery.

We will undertake the following activities to support delivery of safer prisons:

- emphasise and promote through positive mentoring for Band 4 and Band 5 officers to ensure prison officers to provide consistent, predictable, and fair interactions between themselves and prisoners which are essential for calm functioning of prison
- emphasise and promote connections between safety, prison order, staff morale, decency, security and drugs - and reinforce how improvements in overall culture and environment can create a virtuous circle
- increase staff confidence in our response to violence by ensuring all appropriate cases are referred to the police so that prisoners can be held accountable and appropriately punished through the courts
- work to reduce the incidences of self-harm and the rate of self-inflicted deaths in prisons and work closely with NHS England to improve secure accommodation transfer times
- continue our recruitment efforts to ensure that we significantly reduce vacancies across the estate and provide additional support to prisons where recruitment is most challenging
- provide additional support to prisons with the greatest challenges in tackling high levels of suicide, self-harm and violence
- work with governors to deliver the revised introductory training on suicide and self-harm reduction and ensure that this is rolled out across the estate
- work with governors to ensure that the Five Minute Intervention and Body-Worn Video Camera training is rolled out across the estate
- target the prisons with the worst violence for a stabilisation and recovery package

- actively manage populations and regimes in the most challenging prisons as part of the package to re-establish stability as a foundation

These activities are being developed in conjunction with health partners as well as voluntary sector partners such as the Samaritans to support prisons.

## **Security**

We will provide the building blocks for a new approach that places security at the heart of the system, as the foundation on which safe, reforming prisons are built. Prison security is best served by effective management of those responsible for security threats. We aim to:

- maintain the existing low levels of escapes and absconds
- reduce the crime in prisons that disrupts delivery of safe, decent and secure regimes
- reduce the crime in prisons that causes harm in the community

We will define a sustainable future framework for security in prisons by identifying the specific threats we face in prisons, and implementing processes to disrupt criminal activity. We will support the operational field, to recognise, understand and manage threats to operational and national security, prison order and safety and public protection as well as supporting our partners in upholding the rule of law.

We will undertake the following activities to support delivery of security in prisons:

- support other prison and law enforcement reforms and maximise the benefits of new capability brought in by our National Intelligence Unit and Serious Organised Crime Units
- oversee counter corruption activity to reduce trafficking of drugs into prisons and tackle serious and organised crime, which destabilises prisons and fuels crime in the community
- set the strategy for and lead the delivery of counter terrorism in prisons and probation, and manage all those convicted of terrorism related offences as part of a multi-agency case management process
- work with law enforcement agencies to increase the level of response to the prosecution of criminal activity in prison

We will also work closely with prisons and their communities to deliver safe and effective security procedures, which give prisoners the opportunity to engage in rehabilitation as well as restricting any opportunity to commit further crime. This includes:

- tackling illicit use of mobile phones, drones and drugs
- improve perimeter security and searching of all people entering prisons
- improving the management of all crime in prison
- revising our categorisation and segregation procedures
- delivering effective and safe access to digital evidence
- continuing to improve our vetting procedures

## Regimes and rehabilitation

We are committed to improving life chances for prisoners in custody and in the community by addressing health, drug use, educational attainment and work prospects. We will take a whole system approach of delivery across custody and community settings.

We will maximise every opportunity to reduce reoffending by reconfiguring prison regimes to enable us to ensure that important activities such as offender management, through the gate services, offending behaviour programmes, access to healthcare, education and engagement in purposeful activity can be delivered. Having increased regimes to allow prisoners to access these services is an important part of improving safety, reducing drug use and supporting the rehabilitation of offenders.

We will work to increase the numbers of employment opportunities to deliver the education and employment strategy, providing and supporting the:

- creation and implementation of the New Futures Network Hub to broker partnerships between prisons and employers
- piloting of 'spoke' arrangements for national delivery of better employment outcomes for offenders on release
- contract management of national/multi-establishment commercial contracts including due diligence and litigation oversight
- scaling up of existing internal markets and work to create new direct employment pathways
- effective use of Release on Temporary Licence (RoTL) to enable offenders to gain work experience prior to release

Central support will be provided to governors to develop, commission and deliver a diverse adult learning and skills curriculum that meets the needs of their population while ensuring quality, improvement, practice development and value for money.

We will continue to provide support to prisons in the delivery of education:

- introduction of new national learning and skills support services including system quality and assurance, practice development
- delivering an Offender Learning & Skills service
- management and delivery of a digital learning curriculum and Virtual Learning Environment (via the Virtual Campus)
- corporate relationship management and funding of Ofsted
- management of grants for learning and skills
- manage relationships with Open University, Prisoners Education Trust, Koestler Awards
- Content Management for Educational Digital Services
- Prison Radio, the world's only national radio station for prisoners

## Contracts

Almost half of our total expenditure is via contracts – including those for private prisons, CRCs, EM, prisoner transfers and food. We remain committed to driving up the quality of our contract management. We are currently at the forefront of MoJ approaches to this – a direct result of the challenges which the Agency has faced in the past in this area and our determination to turn ourselves into an organisation viewed as an exemplar of good practice.

Our approach will also consider what skills or support leaders of prison and probation local functions will need in order to respond to the increased levels of empowerment and financial freedoms.

## Digital

Digital services for HMPPS are delivered by a dedicated team in Justice Digital & Technology. The focus for 2018-19 is to consolidate and ensure the products in scope of delivery contribute directly to our reform agenda. A key priority for the early part of 2018-19 is a review of the future deliverables of the digital prison programme. An initial assessment (to be completed by the end of April), will provide recommendations and information that will enable teams to then begin work on:

- determining the metrics to measure benefit of existing deployments
- providing direction on the scope of prison technology going forwards
- enabling the creation of a business case and associated procurement channels to be established

The aim is to complete the review by the end of July. Once this has been delivered, and ministerial approval has been received, we will be in a better position to detail the deliverables for 2018-19.

At the same time we will be delivering a digital strategy to make sure future investment in digital products contribute to the Department's reform programmes. This is due in the first quarter of 2018-19. Last year (2017-18) the Agency's legacy IT systems were moved and are now hosted in the 'cloud' and during 2018-19 we will be stabilising these systems and undertaking continual improvement activity to ensure a robust and secure service whilst driving down the costs of operation. We will also be introducing new Digital services which build on these legacy systems with the aims of:

- introducing cashable savings into the organisation
- joining up data
- enabling better decision making
- improving family ties

During 2018-19 we will:

- maximise use of technology, including telephony provision, to improve the outcomes of prisoners and the performance and safety of prisons
- build new GDS-compliant digital services for staff in both the NPS and HMPS which join up data, simplify processes, and support staff so that IT helps rather than hinders the work they do
- cable up prisons and provide highly secure Wi-Fi (outside of Wayland and Berwyn and our 6 early adopter prisons - Kirklevington, Cookham Wood, Durham, High Down, Holme House, and Wandsworth, the following prisons have been cabled - Eastwood Park, Nottingham, Moorland, Guys Marsh, Exeter & Chelmsford and the following prisons will be cabled by the end of July – Liverpool, Leeds, Aylesbury, Manchester, Swaleside & Bristol)
- conduct user research within prisons to better understand the services we need to deliver
- pilot secure smartphones and tablets for officers to use as they move about the prison to aid efficiency and effectiveness
- utilise in-cell telephony and digital solutions which will free up prison officer time and make time spent in cell more purposeful for prisoners
- introduce a digitally enabled 'through the gate' service to aid prisoners on their release from prison
- introduce published and widely available application programme interfaces to enable our partners to communicate and share data with us seamlessly

# Managing Offenders in the Community

The probation system's aim is to deliver the orders of the courts and uphold the principles of sentencing: to deter crime; to protect the public and to punish and rehabilitate offenders. This is delivered through both the NPS and CRCs

In the coming year our business focus will be on:

- working more effectively and collaboratively across probation (NPS, CRCs and EM) to provide a more consistent coherent service that has the confidence of sentencers
- ensuring advice provided at Court enables effective, targeted sentencing of offenders
- ensuring timely contact is made with offenders following sentencing (or custody) and that robust sentence plans are in place that meet the offending and behavioural needs of the offender
- ensuring timely enforcement action is taken where an offender breaches the conditions of their order or licence
- having effective systems in place to ensure relevant information is available for enforcement proceedings to better support sentencing decisions
- investing in leadership capability to drive better performance, service integration and partnership working across probation

Ministers have agreed a set of KPIs (detailed in Annex C) to monitor the overall performance of the service and set the following priority outcomes for prisons and for probation delivery:

- to improve overall inspection outcomes for the NPS and CRCs
- to ensure that Compliance, Risk Management and Enforcement procedures are effectively and consistently delivered
- to effectively implement recommendations from the Review of the Victim Contact Scheme
- to conclude negotiations with CRCs regarding quality improvements and ensure implementation of the revised requirements

Performance management of probation Local Delivery Units and CRCs is the responsibility of HMPPS and we are committed to achieving year-on-year performance improvement across the system.

## **Working together**

Improving outcomes for offenders under probation supervision is key in helping to build public and judicial confidence in community sentences. To this end we continue work to improve the quality and consistency of community sentence requirements and strengthen the standards and accountability for delivery by both the NPS, CRCs and EM.

A greater focus on outcomes for ‘through the gate’ support and community sentences is crucial and the NPS and CRCs will work together and closely with their colleagues in prisons to develop and deliver a new OMiC model which will increase the amount of dedicated offender management support that is provided in custodial settings.

Working with the probation leadership from all parts of the system, we will look to identify, share and replicate good practice across community services both in the NPS and CRCs; creating networks, guidance and learning opportunities and tools for leaders and practitioners across the system to facilitate ongoing system improvement and quality delivery. This will help to improve the quality of learning and professional supervision our practitioners receive thereby increasing the professional standing of probation officers.

## **Managing CRC contracts**

Effective management of the CRC contracts will continue to be a priority as we fully implement contract adjustments to reflect the costs of providing frontline services enabling them to deliver a better quality service.

We will continue to provide robust and appropriate management of the contracts in order to protect the public and reduce re-offending. We have local Contract Management (CM) teams embedded in CRCs and their key focus during 2018-19 will include:

- a risk based CM approach: adopt stronger use of data and management information, as well as anecdotal and reported evidence (Operational & System Assurance Group, HMIP) to target CRC practice and processes. This approach aims to identify any weak links and anomalies both on the ground level and within the data
- achieving efficiency in CM practice: contract compliance and assurance work will be targeted and focussed. Where data accuracy is reported as high for a period, CM compliance work can be reduced for the following period. Tools are under development which will support this approach. This will reduce time on data checks, allowing for increased focus on service delivery quality
- improving quality of CRC delivery: there will be an increased focus on improving service quality across CRCs. Broader Compliance Activities (BCAs) are under continued development to focus on key areas of service delivery where poor performance/risks are detected (identified using the risk based approach). CM teams will remain engaged with CRCs to define and agree standardised processes for prioritising and implementing actions following audits and HMIP inspections
- creating the conditions for improved delivery: during 2018-19 we will continue to work with providers to identify what further steps might be taken to ensure CRCs are able to invest to improve operational delivery

## **Delivering in the National Probation Service**

A number of recent HM Inspectorate reports have highlighted the challenges that we face in delivering our services and how those pressures have affected the system's ability to fulfil its primary purposes. In response to these inspections we will:

- ensure timely contact is made with offenders allocated to the NPS following sentencing and that robust sentence plans are in place that meet the offending and behavioural needs of the offender
- work collaboratively with other probation providers to ensure timely enforcement action is taken where an offender breaches the conditions of their order or licence. We will develop more effective systems to ensure relevant information is available for enforcement proceedings to better support sentencing decisions
- ensure advice provided at court enables effective, targeted sentencing of offenders. We will work with probation providers to ensure that services are available to meet the offending needs of offenders and that compliance with the requirements of the court are managed and enforced

To support the improvements to service delivery in the community a further number of key activities will be carried out during 2018-19:

- we will undertake an assessment of workforce and capacity to deliver our commissioned services to manage increased caseloads and to deliver OMiC which will be implemented this year. This has driven us to assess the way we measure our workload and we have created a new Workload Management Tool to assist with that assessment
- we will complete a comprehensive activity based costing exercise of our community based work to ensure that we have the right resource to deliver the services we are commissioned to provide
- we will develop our recruitment tool, supported by a more local approach to recruitment, to ensure we deploy that resource to the right parts of the business and to target recruitment and deploy staff to the parts of England and Wales that have the greatest need

## **Approved Premises**

We have surveyed all our properties to assess the condition and bed space requirements as a result of increased demand and under-investment in the estate. To address the identified need of an additional 230 bed spaces across England and Wales we will:

- use the intelligence from these surveys, coupled with more in-depth demand analysis, to identify possible and suitable locations where investment might increase bed space and our capacity to meet demand in the system
- specifically identify the needs of women offenders and accommodate them, through the delivery of additional, dedicated bed spaces for women. We will put forward a case for additional investment in order to drive this expansion work

## Victims

NPS will contribute to the review of the parole process, and once this is completed we will:

- implement the proposals regarding the operation of the Probation Victim Contact Scheme (VCS) to improve the services delivered to victims under the VCS and ensure required changes are resourced and evaluated

## Continuous improvement

To support our ongoing commitment to continuous improvement and investment in our staff we will:

- initiate a 2020 programme of continuous improvement with the aim to enable our professional staff group to deliver more meaningful and effective supervision and support to our service users
- deploy new, innovative technologies to free up staff from spending time on their IT equipment and afford them more time with offenders and victims. The programme will seek to identify new ways of working and promote the professionalisation agenda to improve the effectiveness of our services

## Electronic Monitoring

Electronic Monitoring (EM) is one of the contracted services managed by HMPPS. Implementing and ensuring compliance with EM curfew requirements is one of the ways we deliver the orders of the court.

Our aim is to continue to deliver reliable and effective EM curfew services of offenders and defendants, and in 2018-19 we will:

- manage the contract with EMS Capita to deliver an effective EM service that has the confidence of end users, stakeholders, business users, providers, sentencers and the public
- contribute to wider probation system improvement work to ensure that the part EM plays in offender management is recognised and optimised by partner agencies and stakeholders
- complete the build of the new EM solution and begin formal assurance for go-live in 2019-20

## Security and order in community services

In common with the actions we are taking to improve security and order within custodial establishments we are focused on making approved premises and community probation safer and more secure in order to serve and protect the public. We will:

- support the operational field to recognise, understand and manage security threats within the community
- develop a comprehensive offer to help them identify, assess and manage their risks and disrupt the criminal activity of prisoners that causes harm in the community
- manage the cohort of terrorism-related offenders through the Multi-Agency Public Protection Arrangements (MAPPA) according to both the risk they pose to the public and their rehabilitative needs and deliver specialist interventions to reduce the risk associated with terrorism-related offenders in prison and on probation

- identify those responsible for crime in prisons and any potential impact their activities may have within the community based on HMPPS and Law Enforcement Agency intelligence
- maximise the impact of security measures in shutting down illicit activities, and allow HMPPS to become a key partner in multi-agency lifetime offender management when offenders leave custody
- provide intelligence support to colleagues managing offenders in the community through overseeing counter corruption activity and through tackling serious and organised crime, gang activity in prisons and delivering a compliance, assurance and advisory function for surveillance and intelligence gathering

### **Bail Accommodation and Support Services (BASS)**

The primary aim of BASS is to provide accommodation and support services to allow the courts and prison governors to make greater use of bail and early-release on Home Detention Curfew, in appropriate cases. The service is currently delivered by Stonham (Home Group) and that contract ends in June 2018. The BASS Generation 3 (BG3) project has undertaken a competition for delivery of the next generation of BASS and this resulted in a contract award to Nacro in February 2018. Nacro will be responsible for delivering the service from 18 June 2018.

In 2018-19 we will:

- mobilise the new contract and ensure a smooth transition from Stonham to Nacro without any break in service
- ensure the service is delivered effectively and oversee the ramp up in bed spaces from an initial 450 to the target level of 550 by December 2018

### **Digital technology in community services**

A plan of technology enhancements and optimisation is being progressed across the whole probation system. It will develop a modern and stable infrastructure platform, deliver a range of much needed upgrades and better connected systems for service users and NPS staff, give staff the tools they need, including mobile devices to enable them to be more effective and provide a better user experience and help in sharing data across the wider probation sector including CRC partners. Specific activities will include:

- providing new, modern laptops and cloud applications
- working with probation staff to build new GDS-compliant digital microservices
- enabling better data interchange between the NPS and the CRCs
- starting to build services that span prison and probation to better join up the silos and provide more consistent offender management

# Youth Custody Service

The YCS is a distinct Directorate within HMPPS. It is responsible for the delivery of public sector secure provision, the contract management of private sector provision (in Secure Training Centres), and the oversight of local authority run justice placements in secure provision, for 10 to 17 year olds in England and Wales. This includes Secure Children's Homes (SCHs), Secure Training Centres (STCs) and Young Offender Institutions (YOIs) for young people. One of the YOIs, HMYOI Feltham, also provides custodial services to 18 to 21 year olds. We are also responsible for the placement of children across the sector.

We are governed by a vision and structure that supports the complex needs of children and young people in our care. We will work in collaboration with a range of stakeholders including MOJ Youth Justice Policy and Commissioning, the Youth Justice Board (YJB), MOJ Commercial, NHS England, Local Authorities and education providers to meet and deliver its business objectives.

We will be focusing on the continued improvements of its service, building on the success achieved over the previous year. We will share its focus on delivering the basics and improvements with the wider prisons ambition (as set out previously). Our Strategy for Youth Custody Reform aims to address key issues across the youth estate (taking into account the Charlie Taylor Review 2016) including improving safety and reducing levels of violence and self-harm.

Our key aims for the YCS during 2018-19 will be:

- integrate the YCS into HMPPS governance and business processes
- implement Youth Justice Workforce reforms
- improve safety across the youth secure estate
- build on recent improvements ensuring that Inspection outcomes are sustained or improved overall
- manage operational capacity across the secure sectors

The activities that will be undertaken to achieve this will include:

- implementing the YCS Behaviour Management Strategy to reduce violence and improve safety outcomes for children, young people and staff
- providing strong, visible, inspiring leadership that is focused on creating a child centred culture and is accountable for outcomes
- developing management information that enables leaders to make effective decisions and giving governors contractual levers to hold suppliers to account
- responding to the recommendations in the Lammy Report by working with our partners to ensure the equitable treatment of BAME children and young people in secure settings
- recruiting direct entrants to YCS, Unlocked graduates and the new Youth Justice worker roles
- increasing the number of candidates for the Youth Justice Foundation Degree and commissioning local workforce training strategies

- providing an individualised approach integrating a framework of care encompassing education, health and behaviour management support, by increasing flexibility in education, increasing sports provision and recruiting health and justice workers
- developing the Enhanced Support Unit (ESU) at Feltham and Wetherby
- developing plans for the provision of a Secure School and the retendering of the Secure Children's Homes contracts
- working in partnership with Youth Justice stakeholders including NHS England to implement Secure STAIRS in YCS public operated establishments and re-procure the healthcare contract at Feltham with Secure STAIRS embedded

Our activity will be underpinned by a revised, comprehensive performance management and assurance framework, which will be developed in partnership with cross-government departments.

# HMPPS in Wales

In Wales, we will deliver against the key ministerial priorities of getting the basics right in prison and the community.

## Partnership Working

We are working across government to tackle re-offending. In Wales we will continue to work with the Welsh Government, particularly with regard to their devolved responsibilities for health, education and social care to ensure those in our care are supported to reform and make a positive contribution to society. The Welsh Government has set its priorities as: early years (including offender families); housing; social care; mental health and skills and employability. These areas all relate to our core responsibilities and we will continue to work in partnership with them on policies where we can align our priorities to improve benefits, such as our collaboration on the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act and the Wellbeing of Future Generations (Wales) Act.

The Justice in Wales Strategy Group brings colleagues from MoJ and Welsh Government together to collaborate on delivery of the best possible outcomes across the justice system for Wales. This includes engagement between the MoJ and Welsh Government on key areas of policy development and reform. Through the strategy group, we are working to develop blueprints to support our strategic partnership, focusing on delivering justice services in a way that reflects the delivery landscape in Wales.

These will initially focus on women and young offenders, but will set the standard for future work and cooperation between the Welsh Government and MoJ delivery agencies. Our intention is that as the initiatives relating to women and young people are delivered we will look to adopt a similar approach to adult male offenders. We will produce the delivery plan for this work by July 2018.

We are also jointly leading the 'Framework to Support Positive Change for those at Risk of Offending 2018-2023 with Welsh Government. The framework aims to ensure that a whole system approach is taken to reducing crime and improving community safety, improving services for those at risk of entering or already in the criminal justice system and focussing on early intervention and integration of service delivery. The framework will be officially launched in April 2018.

## Integrated approaches

We will provide a continuous path to reform by improving integration, not just of offender management, but all criminal and social justice services in Wales. Through doing this we aim to create a seamless system for rehabilitation of offenders and increasing public safety in communities. We will be looking to redesign through the gate services, strengthening links to accommodation and employment on release, and ensuring that the right interventions are available across the system to meet individual needs.

## **Offender management**

The new OMiC Model is designed to enable meaningful relationships between offenders and those working with them and ensure that offenders receive integrated, expert management and support throughout their time in prison and probation. As part of the commitment to integrated working, Wales will be the first area to introduce the new OMiC Model in its entirety, across custody and the community, this will be rolled out from August 2018.

## **Tackling drugs and crime in prisons**

To ensure we are preventing criminal activity and drug abuse in prison, we have committed to dealing more effectively with crimes within our prison by working closely with local police force areas and the Crown Prosecution Service. A revised Crime in Prison Strategy has been developed in Wales and quarterly learning events are being held throughout 2018 with the police so that we can collaboratively reduce crime in our prisons.

We have also initiated a review of the way that we collect intelligence across the whole offender journey. We will develop an intelligence hub in Wales where multi-agency staff are co-located to share intelligence and tasking to help manage organised crime activity. This hub will be operational by April 2019 and will also interface with dedicated search teams, drug dogs and drug dog handlers to prevent ongoing criminality in prisons.

## **Reducing re-offending through partnership working**

HMPPS in Wales works to ensure the public is protected and offenders are supported in the community. With this in mind we are establishing a 10 year pilot in the Ely and Caerau areas of Cardiff designed to prove that it is possible to reduce reoffending among adult men with no additional resource over the life of the project. Our vision is that offenders in the pilot areas are given the right interventions through a disposal designed to maximise the likelihood of successful, sustained rehabilitation.

This will be achieved through enhanced assessment of the individual's needs, trialling innovative community interventions and engaging local communities and employers to reduce reoffending and maximise success. Through the pilot we want to evidence that:

- reducing harm and reducing reoffending among adult men is possible
- this approach can be sustainable and need not cost additional money as we can make better use of existing resources across public services
- engaging local communities is key in achieving reduced reoffending and reduced harm
- this work if successful will have an impact beyond individual offenders and will include their families and dependents in a way that provides positive intergenerational outcomes

One of the key barriers to successful rehabilitation faced by the people we work with across HMPPS can be the lack of suitable settled accommodation. To ensure we build upon the support available for offenders in the community we have established a housing project in Wales that will add capacity to housing options, develop long term sustainable solutions, build on and develop new, productive relationships across the housing sector. This includes exploring opportunities to expand approved premise provision and develop secure accommodation for women and their families. Models for the project will be developed throughout 2018 and we expect to start piloting new approaches early in 2019.

# Workforce Strategy

We aim to deliver significant pay reform across the NPS during 2018-19 with the clear ambition of removing contractual pay progression, mitigating equal pay risk and modernising probation pay to meet the needs of the business while addressing some of the recruitment and retention challenges.

We have made proposals to the Prison Service Pay Review Body (PSPRB) which, if endorsed, will lead to implementation of a revised promotions policy in Fair & Sustainable that will help to incentivise staff to take on new opportunities and responsibilities.

Through the continued rollout of the Empowered Senior Leaders Programme we will continue to develop our prison and probation leaders. This will be complemented by improving the capability of our staff through accredited learning opportunities and by recruiting new talent through direct entry schemes and the expansion of the graduate programme.

Securing Futures provides a programme of learning through apprenticeships to support our staff across all functions and disciplines to develop their skills and capability. The Securing Futures Apprenticeships Programme has a clear focus on building capability, improving social mobility and inclusion, ensuring quality experiences and enhancing our business.

Enhancing our training offer through a combination of blended and experiential learning will be a key enabler to success and revising the way we assess our staff for promotion should open up new career opportunities. We will be focusing on developing the skills and capabilities of staff in the key areas of supporting offenders with complex needs. Particularly in regard to recognising, understanding and interpreting the behaviours of prisoners with mental health or substance misuse difficulties. Exploiting digitalisation and revising our POELT training offer will be the first steps towards introducing prison officer apprenticeships in 2019.

## Recruitment and retention

We will continue to support the work to establish a pan-MoJ wide resourcing function that will have responsibility for all recruitment activity across the Ministry. This includes the continued requirement to recruit additional prison officers during 2018; an additional 600 probation services officers; a further 650 new probation officers and the increased staffing requirements for the YCS.

We will focus on improving levels of retention and staff wellbeing across prisons and probation. Through a data driven approach to staff retention, using a dashboard and local toolkit, we will support our senior leaders locally to improve retention rates through targeted interventions and the embedding of a culture of staff wellbeing backed by local ownership.

Investment in delivering improvements to our local staff induction and the quality of mentoring support will help to add confidence and resilience to our workforce as we seek to stabilise the system. Embedding our new contracts with Occupational Health (OH) and the Employee Assistance Programme (EAP) will provide managers with simple access to the support staff require in a timely manner while offering a range of flexible interventions that meet the business need.

Following the launch of our Staff Well-being Strategy in 2017 we now have a network of over 300 local staff wellbeing champions that will continue to drive local innovation and ideas that will embed a culture that is locally owned and is sustainable. Our wellbeing activity is closely linked with our retention work where we are continuously reviewing how our wellbeing strategy is working, what initiatives have been successful or not, promoting new wellbeing ideas, how we can improve wellbeing for front line staff focusing particularly on stress, anxiety and depression and how we can support staff better and utilise our OH and EAP to full effect.

Improved staff retention and wellbeing should help to reduce staff absence, reduce the number of new recruits we need and help to stabilise the system and improve morale and motivation.

### **Professionalising our workforce**

We will continue to create opportunities to move between HMPS, NPS, YCS and HQ creating secondment opportunities (external and internal) to broaden the skill base across all of our staff. We are also looking at how to expose prison officers to a wider range of training opportunities, such as probation and healthcare services.

We will focus on creating future leaders across HMPPS, building on the experience of current staff and bringing in external talent.

### **Working with others to deliver**

We receive services from across the wider department and government to support us in delivering our objectives and driving improvements. This includes:

- Commercial Services
- Digital and Technology
- Estates
- Resourcing and Shared Services
- Finance
- Strategy
- Analytical Services
- Policy

# Equalities

We are committed to fairness. We treat our staff properly and ensure equality of opportunity is central to all we do. We deliver our services fairly and respond to individual needs. We insist on respectful and decent behaviour from staff, offenders and others with whom we work.

We recognise that discrimination, harassment and bullying does nevertheless occur and we take prompt and appropriate action whenever we discover them.

We are committed to improving our approach to both service delivery and staffing by responding to the Lammy Review, in particular by ensuring we have more staff with a range of different backgrounds, reflecting BAME representation in local labour markets.

David Lammy's review of Race in the Criminal Justice System reported significant failings, including within HMPPS. He found disproportionately low numbers of BAME staff, particularly at senior levels and pointed to a range of areas of our business in which our handling of BAME staff and offenders differed from the handling of white counterparts.

The report was a significant milestone and we are taking forward urgent work to tackle the issues highlighted and ensure that HMPPS better reflects the diversity of the society that we serve.

The priorities for 2018-19 include: introducing new systems to increase the proportion of BAME senior leaders in future years; increasing proportions of BAME recruits, introducing diverse panels to oversee the handling of the use of force and incentive and earned privileges in prisons.

## **Women offenders**

We are addressing the distinct needs of women in the justice system to help them to turn their lives around and stop offending. We are working to implement policies to reduce the number of women entering the justice system, the proportion of women who reoffend and the number of children whose lives are disrupted.

We will ensure that the needs of women are properly addressed across the community and custody provision, taking a gender-specific approach to women offenders at all stages of their journey through the HMPPS system.

We will set out our plans to reduce the women's prison population and strengthen specialist support for vulnerable women and female offenders

In 2018-19 we will be implementing and delivering the components of the MOJ Women Offender Strategy that relate to the assessment and management of female offenders. Through this strategy we will improve the quality of pre-sentence reports (PSR) and develop bespoke evidence based offender management of women from first to final contact by appropriately trained and skilled staff.

We will increase the quality of proposals for community orders for women in appropriate cases. This will be achieved by undertaking a PSR improvement programme to ensure PSRs on women more effectively address a woman's full range of risks and needs and propose credible community sentences in appropriate cases. There will be the delivery of robust community orders

tailored to women's specific needs, NPS aims to reduce the number of women sentenced to prison sentences of less than 12 months.

We will be implementing changes to the management of Restricted Status (RS) women to maximise opportunities for them to reduce their risk and address their needs. To achieve this we will implement and evaluate a project which enables RS women to be held in a greater number of prisons which most effectively manage both their security risks and rehabilitative needs, together with the opportunities to access a wider range of interventions.

These changes will enable RS women to demonstrate reductions in risk which could lead to a downgrading of their status and support their move through the custodial system towards release

During 2018-19 we also aim to:

- improve the custodial estate with suitably trained staff, that meet women's physical, emotional, and social needs
- provide courts with gender-specific, robust and informed sentencing options which take into account a woman's risk, personal circumstances and rehabilitation needs
- enhance the management of women offenders, exploring how new technology may enable more women with young children to serve their sentence in the community
- collaborate with NHS England to maximise the use of rehabilitative requirements for women including more effective use of mental health treatment
- work with providers of services to women offenders, including CRCs, to ensure services for women are based on evidence of effectiveness
- commence delivery of the Women's Strategy
- implement the findings of the Lammy Review

### **Foreign National Offenders**

We currently hold around 9,000 FNOs in prison and, where appropriate, work closely with the Home Office and foreign governments to facilitate their voluntary transfer or removal as early as possible.

In 2018-19 we shall continue that work but also introduce strategic and system-wide work to establish a clearer and more effective set of expectations for the handling of foreign nationals in the prison system and in the community. This will include examining the relationship between HMPPS expectations on rehabilitation and resettlement and Home Office strategies for foreign nationals released into the community.

# Annex A - Resource

## HM Prison and Probation Service resources

The Agency has a strong record on delivering efficiency with £900m of savings delivered in the Spending Review 2010 period. HMPPS will continue to strive to ensure that the best value for money is achieved for the taxpayer.

The provision of youth custody services have been transferred to the Agency with an allocation of £126m and there have been a number of small movements between directorates.

The below table sets out the allocation of resource between Agency Directorates:

Directorate	2018-19 £m
Public Sector Prisons	1,635
Custodial Contracts	819
Youth Custody Services	138
Security, Order and Counter-Terrorism	27
Prison Estate Transformation	17
National Probation Service	454
Community Interventions	373
HMPPS Wales*	199
Electronic Monitoring	87
Rehabilitation and Assurance	32
Human Resources	82
Chief Executive Office	2
Centrally Managed	(45)
<b>Total Fiscal Resource Departmental Expenditure Limit</b>	<b>3,819</b>

\*In addition to HMPPS Wales budget, funding is also received from Welsh Government.

# Annex B - Milestones

## Managing Offenders in Custody

Milestone	Delivery date
Deliver the Offender Management in Custody model in Public Sector Prisons	An initial 11 sites commenced the roll out of the Key Worker part of the model from June 2017, as recruitment allowed. Key worker will be rolled out across all prisons by March 2019, subject to recruitment and retention. Planning for the implementation of OMiC Case management will continue throughout 2018-19 with implementation by September 2019.
Implement the revised prison group structure and have substantive Prison Group Directors and Executive Directors in place	Executive Directors to be in place from late 2017-18, with most PGDs in place from April 2018. The remainder of PGDs should be in place by autumn 2018.
Increase capability and capacity for searching and intelligence within public sector prisons	Resources available to governors will be progressively increased by March 2019
Ensuring the prison estate is operating safely, designing and delivering discrete and decent regimes based on available resources and identifying where resources need to be moved within establishments to manage risk effectively	Ongoing. Regular monitoring and reporting
Maintain stability, order and control, reduce assaults, self-inflicted deaths and self-harm	Ongoing, as above
Maintain security standards to ensure there are no escapes from custody	Ongoing, as above
Close working with CRCs and NPS to improve rehabilitation for prisoners	Ongoing, as above

## Managing Offenders in the Community

Milestone	Delivery date
Programme is currently in a re-planning phase following the procurement of a new tag provider. The final output of this phase will be a single plan including commercially agreed deliverables and milestones and re-set contract with suppliers	May 2018
Design and create a probation based intelligent customer function	June 2018
Complete the specification, benchmarking and costing exercise	June 2018
Complete the roll out NPS IT programme	September 2018
Lead the negotiations and implementation of changes to the CRC contracts	September 2018
Commence new Bail Accommodation Support Services contract	Summer 2018
Completion of GPS ROTL pilot at HMP Kirkclevington	Autumn 2018
Deliver a community Whole System Improvement Programme (WSI) spanning NPS, CRC, BASS, EM and TTG.	March 2019
Improve the quality of CRC operational delivery	March 2019
Lead the implementation of the Probation Technology Strategy	March 2019
Approved Premises investment expansion	March 2020
In conjunction with above develop full professional register in consultation with stakeholders	Ongoing
Operational support to the future system design in the Probation Programme	Ongoing
Work with prison service colleagues to deliver the OMiC model	Ongoing

## Electronic Monitoring

Milestone	Delivery date
Programme is in a re-planning phase following the procurement of a new tag provider. Final output of this phase will be a single plan including commercially agreed deliverables and milestones and re-set contracts with suppliers	May 2018
Evaluation of GPS pilot scheme complete	June 2018
EM will separately contract the critical path development phase from Capita commencing March 2018.	Solution ready for testing and deployment in 2019

## Women's Justice

Milestone	Delivery date
Consider the implications of NPS Pre Sentence Reports (PSR) review and quality improvement plan for PSRs prepared on women offenders	Ongoing
Support local areas to develop a multi-agency approach to provide a holistic response to female offenders and vulnerable women at risk of offending	Ongoing
Ensure that CRCs and the NPS focus on providing the support women need to turn their lives around, developing a programme of high quality, gender-specific provisions to all women, and make good links with wider partners (statutory and voluntary) to support reduced reoffending	Ongoing
Maintain stability, order and control, reduce assaults, self-inflicted deaths, and self-harm	Ongoing

## Youth Custody Service

Milestone	Delivery date
Enrol two cohorts (April and October) totalling 250 candidates on the Youth Justice Foundation Degree	October 2018
Consult and commence implementation of the YCS workforce strategy	Summer 2018
Establish a Youth Estate Strategy with Commissioning and Policy to ensure the YCS estate, as well as its services and interventions, meet cohort volumes, risk and needs	September 2018
Develop plans for the provision of a Secure School and the retendering of the Secure Children's Homes contracts	December 2018
Establish a new performance and assurance framework to support the achievement of our safety and rehabilitation strategic objectives and outcomes	December 2018
The YCS is stabilised, operates independently of the YJB and is fully integrated into HMPPS governance and business systems	January 2019
Implement the strategy for the Youth Custody Reform Delivery Plan to ensure the operation of the Youth Custody Service is safe, decent and secure	March 2019
Develop the Enhanced Support Unit in Feltham and open an ESU in Wetherby	March 2019
Review education provision and outcomes and amend contracts if required.	March 2019
Roll out the NHS England SECURE STAIRS model – a trauma-informed framework across the three sectors (excluding Oakhill due to health contracts)	March 2019
Deploy more staff into YOIs to enhance the staff to young person ratio	Ongoing

## HMPPS in Wales

Milestone	Delivery date
Develop and implement solutions to improve accommodation outcomes in Wales	Ongoing
Develop an intelligence hub for Wales that captures prison, probation and police intelligence to help manage organised crime activity in Wales	Ongoing
Expand approved premise provision and develop secure accommodation for women and their families	Ongoing
Jointly lead with Welsh Government and criminal justice partners the forthcoming 'Framework to Support Positive Change for those at Risk of Offending in Wales'	Ongoing
Drive improved performance and quality through the establishment of an Excellence and Assurance Programme	Ongoing
Commence a pilot to reduce harm and reoffending in deprived areas in Cardiff	Ongoing
Continue the phased opening and increase of operational capacity at HMP Berwyn	Ongoing – aim is for completion January 2019

## Security Order and Counter Terrorism

### National Security Group

<b>National Intelligence Unit</b>	
<b>Milestone</b>	<b>Delivery date</b>
Implementation of revised HMPPS Joint Tasking Framework	June 2018
Publication of a new Intelligence Policy and Guidance, including use of intelligence reporting system	September 2018
Roll out of Intelligence Professionalisation Programme/ Intelligence Apprenticeships	March 2019

<b>National Security Delivery Unit</b>	
<b>Milestone</b>	<b>Delivery date</b>
Add access to the dark web as a new intelligence source to support internet investigations	June 2018
Establish the Regional Regulation of Investigatory Powers Act (RIPA) teams to ensure HMPPS compliance with RIPA legislation	January 2019
Implementation of the Serious Organised Crime (SOC) Strategy, establish the regional teams and introduce a SOC performance framework and disruption toolkit	March 2019

<b>Joint Extremism Unit</b>	
<b>Milestone</b>	<b>Delivery date</b>
Introduction of a formal performance framework	May 2018
Introduction of prison strand of Desistance & Disengagement Programme	September 2018
Implementation of the new pathfinder case management process	September 2018

## Operational Security and Resilience Group

<b>Operational Security Projects and Procedures</b>	
<b>Milestone</b>	<b>Delivery date</b>
Agree programme of work to deliver Transforming Security (including digital tool for Categorisation)	June 2018
Improve the management of crimes in prison via ongoing guidance to police and prisons	June 2018
Support the drugs strategy effort including evaluating the x-ray scanner trials for effectiveness and roll out (subject to capital allocation). Complete trace detection trials and evaluate any innovation approaches via the Small Business Research Initiative process	September 2018
Award contract for drone detection systems (subject to capital allocation)	November 2018
Review policy for segregation	December 2018
Evaluate effectiveness of technological solutions developed with mobile network operators (Linc) and run further Telecommunications Restriction Order operations throughout 2018-19	March 2019

<b>Operational Response and Resilience Unit</b>	
<b>Milestone</b>	<b>Delivery date</b>
PAVA (incapacitant spray) in Prison Pilot Evaluation Report to be produced	August 2018
Develop operational guidance to support the tactical use of TASER and drones during incidents (ORRU staff only)	December 2018
Revise PSO 1600 (Use of Force) and update Control & Restraint and Minimising & Managing Physical Restraint curriculums to reflect policy amendments. Revise PSO 09/2014 (Incident Management)	March 2019

<b>Strategic Risk Unit</b>	
<b>Milestone</b>	<b>Delivery date</b>
Introduce a framework to assess potential future risks and our operational resilience to them	June 2018
Introduce a framework to support the HMPPS estate in the management of security risks and responses to live incidents	September 2018
Introduce a HMPPS National Security Risk Register to prioritise live and future security risks	September 2018
Establish a new deregulated operating framework for the delivery of business continuity planning in all HMPPS sites	October 2018
Create a central security knowledge hub to gather, review and share learning on adverse events and effective practice	December 2018
Review operational staff security capabilities and support a dynamic, fit for purpose training programme	December 2018
Review current operating business continuity arrangements and deliver a new assurance framework to ensure effective support	December 2018

## Rehabilitation and Assurance

<b>Milestone</b>	<b>Delivery date</b>
To pilot and report on a new methodology for assessing progress on implementation of HMI Prisons recommendations across four sites.	July 2018
Commence Project Delivery resourcing function	Summer 2018
Support implementation of Independent Inquiry into Child Sexual Abuse Truth Project in prisons across England	Through 2018
Publish and implement the new Agency equalities strategy	Through 2018
Implement the accepted Lammy Review recommendations for which HMPPS is responsible	Through 2018
Deliver an agreed programme of HMPPS-wide assurance activity	Through 2018
Further develop the framework for improved quality, timeliness and governance for responses to Inspectorate and other scrutiny bodies' reports and recommendations	Through 2018
Implement effective arrangements for reporting the progress in the delivery of action plans to address agreed recommendations from inspectorate reports	Through 2018
Drive continuing improvements in Foreign National Offender removals	Through 2018

<b>Milestone</b>	<b>Delivery date</b>
Continue to deliver the outcomes of the OPD pathway, jointly with NHS England, underpinned by the agreed principles, aims and objectives	Through 2018
Increase the numbers of employment opportunities both in prisons and after release including through the creation of the New Futures Network	March 2019
Drive up standards and improve educational outcomes for offenders through the development and implementation of a framework for quality, improvement, practice development and intervention	March 2019

## Corporate Services

<b>Finance</b>	
<b>Milestone</b>	<b>Delivery date</b>
Deliver the HMPPS 2017-18 Annual Report and Accounts with an unqualified audit opinion	June 2018
Agree 2019-20 Agency Financial Allocations	December 2018
Ensuring a smooth transition to the functional leadership model, which will enable improved finance support for the Agency	December 2018
Publish the HMPPS 2019-20 Business Plan	April 2019

<b>Digital</b>	
<b>Milestone</b>	<b>Delivery date</b>
Agree the digital strategy with the Agency	June 2018
Carry out a review of the Digital Prison Programme to assess the impact and benefits from the pilot sites in order to inform future decision making	July 2018
Deliver a range of improvements and enhancements to the technology landscape for probation	Ongoing through 2018-19
Carry out activity to stabilise the core IT systems to improve performance and resilience	Ongoing through 2018-19

<b>Human Resources</b>	
<b>Milestone</b>	<b>Delivery date</b>
Pilot a new POELT delivery model that is modular and localised	Commencing April 2018
New specialist Youth Custody Service roles will go live for internal and external recruitment	Commencing April 2018
Direct Entry Scheme	First cohort commence April 2018 Second cohort – autumn 2018
Refresh the operational assessments processes and gateways for Operational Managers and Deputy Governor	June 2018
Launch second cohort for 115 Unlocked Graduates	July 2018
Introduce a new promotions policy (subject to Pay Review Body endorsement and Departmental funding)	August 2018
Design the process and criteria assessments to enable existing staff to undertake the qualification and training before progressing to a Band 4 specialist officer and open up new talent opportunities through direct entry	August 2018
Recruit additional 2,500 prison officers	December 2018
Introduce new Band 4 specialist roles to create career progression opportunities for our experienced prison officers	March 2019
Recruit additional 600 probation service officers	March 2019
Recruit additional 650 probation officers	March 2019
All governors and probation heads of Local Delivery Units will have attended the Empowered Senior Leaders Programme	March 2019
Implement significant prison and probation pay reform (subject to HMT approvals and approved Department funding)	Ongoing through 2018-19

## Prisons Estate Transformation Programme

<b>Milestone</b>	<b>Delivery date</b>
Programme Business Case approval from HM Treasury	August 2018
Award of contract for new prison construction	September 2018
Commence new prison construction	December 2018

# Annex C - Performance Monitoring / Metrics

## Key Performance Indicators 2018-19

### Reoffending

Priority	KPI
Reducing reoffending	<ul style="list-style-type: none"> <li>One-year proven reoffending rate for adults released from prison or commencing a court order</li> <li>One-year proven reoffending rate for children and young people</li> </ul>

### Prisons

Priority	KPI
Safety	<ul style="list-style-type: none"> <li>Published HMIP scores for Safety in 2018-19 compared to 2017-18</li> <li>Rate of prisoner-on-prisoner assaults per 1,000 prisoners</li> <li>Rate of prisoner-on-staff assaults per 1,000 prisoners</li> <li>Rate of self-inflicted deaths per 1,000 prisoners (12 month rolling average)</li> <li>Rate of deliberate self-harm incidents per 1,000 prisoners (12 month rolling average)</li> <li>Rate of self-harming individuals per 1,000 prisoners (12 month rolling average)</li> <li>Average rate of positive results from random mandatory drug tests, including new psychoactive substances</li> </ul>
Security	<ul style="list-style-type: none"> <li>Number/rate of escapes from prisons and prison escorts</li> <li>Rate of absconds per 100,000 prisoner days (for open and semi-open prisons only)</li> </ul>
Respect & Decency	<ul style="list-style-type: none"> <li>Published HMIP Scores for Respect in 2018-19 compared to 2017-18 (including HMIP judgements on maintenance, hygiene and prisoner satisfaction)</li> </ul>

Priority	KPI
Purposeful Activity	<ul style="list-style-type: none"> <li>• Published HMIP Scores for Purposeful Activity in 2018-19 compared to 2017-18</li> <li>• Number of hours worked in industry compared to scheduled hours</li> <li>• % prisons with an OFSTED rating of Good or Outstanding (excludes Wales)</li> </ul>
Rehabilitation & Release Planning	<ul style="list-style-type: none"> <li>• Published HMIP Score for Rehabilitation and Release Planning in 2018-19 compared to 2017-18</li> <li>• Completion of offender behaviour programmes against commissioned programmes</li> </ul>
Organisational Effectiveness	<ul style="list-style-type: none"> <li>• Number of prison officers in post against FTE target</li> <li>• Resignation rate for band 3-5 prison officers</li> <li>• Prison engagement score from Civil Service staff survey</li> <li>• % of governors who have served more than 3yrs in post</li> </ul>

**Probation**

Priority	KPI
Compliance & risk management	<ul style="list-style-type: none"> <li>• Initial contact (Order &amp; Licence)</li> <li>• Sentence plan timeliness (Order &amp; Licence)</li> <li>• Compliance with Licence/Post-Sentence Supervision Periods</li> </ul>
Enforcement	<ul style="list-style-type: none"> <li>• Breach timeliness</li> <li>• Recall timeliness</li> <li>• Recall review timeliness</li> </ul>
Completion of the sentence of the court	<ul style="list-style-type: none"> <li>• Completion of Community Orders/Suspended Sentence Orders</li> <li>• Completion of Unpaid Work</li> <li>• Completion of accredited programmes</li> </ul>







