

PLIC: Additional Challenge Context

General Guidance

Data Resources

In order to leave as much freedom in proposing solutions, suppliers are not required to integrate with any existing systems as a condition of bidding for one or all of the challenges. However, prison and probation technological systems and their data resources listed below are available for solutions to integrate with if suppliers deem them useful. Additionally, the [Ministry of Justice API Catalogue](#) and [HMPPS API Catalogue](#) list further systems that may be of interest to prospective suppliers.

System	Data Contained
Prison API (NOMIS)	API over the NOMIS DB used by Digital Prison team applications and services <ul style="list-style-type: none">- Prison API (GitHub, API docs)- Prisoner Offender Search (GitHub, API docs)
N-Delius	Probation case management <ul style="list-style-type: none">- Community API (GitHub, API docs available through IP allow-listing)- Probation Offender Search (GitHub, API docs)
OASys	Offender Assessment System (risk assessments) <ul style="list-style-type: none">- Offender Assessments API (GitHub, API docs available through IP allow-listing)
HMPPS Auth	UI and OAuth2 server integrating with NOMIS database, nDelius (via community api) and an auth database for storing external users (GitHub , API docs)

During the prototyping phase, suppliers will have access to sandboxes & dummy data to test the viability of the solution, as well as access to RESTful API documentation. Access to live systems will only be granted during the piloting phase, and when suppliers have demonstrated sufficient data governance precautions.

Technical Requirements & Certifications

All solutions are expected to abide by GDPR and to take reasonable precautions with regard to protection of public sector data. They are therefore required to have at least CyberEssentials certification or equivalent when working with real data during the piloting phase, and need to have at least a credible plan to be working towards that accreditation as a condition of being selected for the prototyping phase.

Additionally, solutions may be required to get further certifications and qualifications in line with a risk-based approach. During the application phase, suppliers are asked to note data they expect to handle, whether through integration with MoJ systems or through their own data collection activities. They will also be asked to indicate what certifications and accreditations they currently possess or are working towards. Which further certifications and qualifications suppliers will need to possess when working with live data during the piloting phase will be explored during the prototyping phase in collaboration with the MoJ in light of the specific data handling requirements of each solution, for example CyberEssentialsPlus and ISO 27001.

Evaluation

Shortlisting phase

At the end of the shortlisting phase, suppliers will present their developed solution at a Demo Day. This will form part of the basis of selection for the next phase - the piloting phase. Throughout the shortlisting phase, suppliers will also be required to provide regular progress reports to PUBLIC and the MoJ.

Piloting phase

All supplier pilots will be evaluated by the MoJ and an external evaluation partner on their social impact. Suppliers will be required to collect and secure data relevant to their solution, which will be reported back to the MoJ and their evaluation partner to evaluate at regular three monthly intervals. Suppliers will still be expected to evaluate some aspects of their solution where relevant to measuring impact.

The overall objective of PLIC is to reduce the reoffending rate. However, there are other outcomes that may evidence the solutions' impact. Further information is provided below.

Data collection

All suppliers are required to collect and report personal identifier data points listed below. These make it possible to link participant data to MoJ administrative datasets, so the outcomes of individuals can be tracked, and so inform the MoJ's evaluation of the solution:

Required data points	NOMIS ID	PNC No.
	DELIUS No.	Date of Birth
	First name	Surname
	Date of release	Date of enrolment
	Date began receiving intervention	Establishment released from
	Probation area / office released to	Local Authority
	Date completed pilot	Withdrawn from pilot?
	Date withdrawn	Reason for withdrawal?
Ideally would collect	Gender	Ethnicity
Interested in collecting	Index Offence	Sentence Length

This assumes that the project will deliver to a discrete and identifiable set of individuals. If a project will deliver a service to all individuals in a prison or a probation area over a specific time period, and the individuals who would have accessed this service can be identified through other MI systems, and individual level data may not be required. Discussions will be held between the successful applicant and the MoJ to determine what data must be collected.

SMEs looking to evidence their solutions' success through other outcomes will be expected to create their own data collection framework to collect and report on the outcomes they intend to achieve.

Data evaluation

In order for the MoJ to evaluate impact, a solution will ideally have:

- Measurable outcomes linked to reoffending
- A way of defining the subject group as well as a control group
- A way of measuring the impact of the solution on the two groups

Measurable outcomes

A list of measurements related to reducing reoffending collected by the MoJ for each prison leaver are listed below. Solutions that measure their impact by way of any of these outcomes are likely to be easier to evaluate than those that do not. However, this is **not** an exhaustive list of potential measures of success for a solution, and we are open to suppliers proposing alternative measures, including qualitative measures.

In the second list below we outline outcomes that are desirable, but are not currently able to measure using administrative datasets. We would be particularly interested in solutions that can measure these outcomes for an intervention group, and ideally a control group.

For each challenge, we have noted our ‘theory of change’ and ‘what success looks like’ in order to help suppliers understand how we imagine this challenge relating to the overall objective and outcomes that can be used to measure impact.

Current measurable outcomes using administrative datasets

Area	Outcome	Measurement
Reoffending	Reduced number of prison leavers (PL) breaching licence conditions	Breaches of licence
Reoffending	Reduced short term and long-term reoffending, leading to reduced crime	12 or 6 month binary and frequency proven reoffending rate, reduced time to reoffend, PL appearing at magistrates courts.
Accommodation	PL securing safe and settled accommodation	‘Housed’ on first night of release, settled accommodation 3 months after release
Employment and financial security	Offenders able to access work opportunities	Number of individuals released on temporary licence for the purpose of work
Employment and financial security	PL in employment after release	Employment at 6 weeks, and 6 months after release

Employment and financial security	PL having financial financial security	Individuals claiming benefits after leaving prison
Engagement with services	PL engaging in probation support	Compliance with probation, including: - attending monthly meetings - Completing first probation meeting within 1 working day
Engagement with services	PL accessing the right services at the right time / early needs met on release	Access to, and completion of, interventions linked to individuals' criminogenic needs, shortly after release
Health	Greater continuity of healthcare following custody	Individuals who need substance misuse treatment receiving it 3 weeks post release
Other indicators of inclusion	PL able to cope with life crisis points	Positive outcome scores following completion of accredited interventions
Staffing	Less burden on frontline staff, and improved well-being	Rates of staff sickness, staff resignations, People Survey well-being and satisfaction scores
System-wide	Enhanced levels of systems leadership	Leadership and managing change scores from People Survey

Current unmeasurable outcomes using administrative datasets

Area	Outcome
Health	Join up between mental health and substance misuse treatment
Health	Health services able to get the right information on PLs
Health	Improved mental and physical health of PL
Health	Reduced substance misuse
Employment and financial security	PL equipped with the skills and ability to re-enter labour market
Employment and financial security	Employers providing more job opportunities for PLs
Employment and financial security	Sustaining stable meaningful employment
Family and relationships	Family and community better prepared to support PL on release
Family and relationships	Breaking negative peer connections and increasing positive connections
Family and relationships	PL with supportive community ties
Family and relationships	Improved relationships with family and friends

Perceptions of self	PL with reduced fear of stigma, ability to be and feel authentic, and respected
Perceptions of self	Reduced social isolation and increased feelings of self-worth
Access and engagement with services	Better experiences for PL on day 1
Access and engagement with services	Smoother access to services
Access and engagement with services	Increased efficiency of services, not limited to MoJ
Access and engagement with services	PL satisfied or happy with services received
System-wide	Enhanced levels of systems leadership
System-wide	Enhanced levels of service integration
System-wide	Improved information flows and data sharing
System-wide	Improved collaborative public sector working and collective ownership of shared user outcomes

We are open to suppliers proposing alternative impact outcomes not listed here on which they can collect data. In this scenario, suppliers will need to propose the methods by which they expect to collect the data themselves, for the intervention group, and ideally a comparison group.

Shortlisted suppliers will work with the MoJ’s Evaluation team to explore how best to conduct the evaluation, which may involve adapting the solution in order to collect data on outcomes and prison leaver demographics. The PICO framework should be consulted when drafting the application:

- **POPULATION – Is there a clearly defined target population to whom the solution will be delivered?** E.g. all adult males with sentences less than 12 months, and will this population be big enough to allow the evaluators to conduct an impact evaluation (minimum will be 100, but ideally 500+)
- **INTERVENTION – Is there a clearly defined intervention to be delivered and evaluated?** E.g. an app which links PLs up with accommodation providers.
- **COMPARISON – can we establish a control group?** A control group is a group of individuals who did not receive the intervention, but are very similar to the group that did. Measuring outcomes for this group helps us to understand what would have happened if the intervention hadn’t taken place. As stated previously, this will require records of the unique identifiers from the intervention group (i.e. PNC number, DELIUS number), or be delivering to all individuals in a specific prison or probation area. Additionally, it is much harder to establish a control group if there is a qualitative, subjective assessment of who should be in the intervention group e.g. if a probation officer selects who should receive the

intervention based on their perceptions of whether an individual requires it. In this situation it becomes difficult to replicate the process in a prison which didn't have the intervention.

- **OUTCOMES – are there robust measurements that can be used to assess outcomes of interest?**

Below is an example of ways a solution may want to measure impact.

Case 1: Prison Leaver Housing Skills App

Solution: An application which delivers training to prison leavers on how to secure and retain housing.

Measure of success: Settled accommodation 3 months after release - 'Housed' on first night of release, settled accommodation 3 months after release

Proposal for measuring impact: This solution could be piloted for a year with 500 prison leavers leaving a specific prison over the course of two months. When prison leavers register in this application, they are asked to submit their prison leaver ID (P-Nomis, N-Delius, PNC), with the support of their probation officer, and consent to sharing their prison leaver ID with the MoJ. This allows the MoJ to define the subject group and measure their outcome using internal MoJ databases. It also allows the MoJ to define a control group, which could either be 100 prison leavers from the same prison who were not given access to the technology, or 100 individuals leaving a similar prison during the same time period. The impact of the technology would be the difference in the 'settled accommodation 3 months after release' measure in the N-Delius database between the subject and control group.

Prison Leaver Context

Reoffending Landscape

- Adult offenders had a proven reoffending rate of 27.5%
- Adults released from custodial sentences of less than 12 months had a proven reoffending rate of 61.0%
- Only 17% of ex-offenders get a job within a year of release
- 15% of prisoners in the sample report being homeless before custody, compared to 3.5% of the general population who report to have ever been homeless.
- 37% of prison leavers state that they would need help finding a place to live when they were released

Devices & Wifi

- Roughly % of prison leavers have smartphones

- Some are barred from internet access due to the nature of the offence (e.g. those with offences linked to cyber security, terrorism and sex offences)
- Potential mitigations: **working with stakeholders around prison leavers** such as probation officers and family members

Digital Skills

- Some Prison Leavers don't have digital skills, especially older prison leavers and those released from long sentences
- Potential mitigations: **working with stakeholders around prison leavers and designing accessible technology**

Literacy

- 50% of prisoners have a reading age of 11 years old (Shannon Trust Report)
- 1/3 of prison leavers self-identify on initial assessment as having a learning difficulty and/or disability (Reducing Reoffending Evidence Pack)
- Potential mitigations: **incorporating GDS accessibility standards into solution design**

Further information on the prisoner cohort can be found at:

<https://data.justice.gov.uk/prisons>

Challenge 1 | Goal Tracking

1 | Challenge Statement

Building a positive, non-criminal identity is a key step in prison leavers' desistance from crime. So how can we enable prison leavers to track their goals, reflect on progress, and bring about positive behavioural change, either alone or with mentors?

2 | Prison Leaver issues and context

Prison Leavers need support to track their own successes and personal growth to reinforce positive behaviours. This would assist in promoting compliance, as well as serving a therapeutic purpose.

Mentors could support prison leavers to engage with this process

There is little support for prison leavers to nurture the mental attitudes, beliefs and self-perception that contribute to desistance. Instead of a genuine sense that leaving prison is a 'fresh start', PLs can feel unsettled and uncomfortable when leaving the routines and environment of prison they have become accustomed to, increasing the likelihood of reoffending. Tools to help them articulate and track positive steps, even small ones, will reinforce positive behaviours to encourage desistance. Examples of solutions in the medical domain have been shown to improve mood and encourage

adherence of medication, by assisting better self-tracking of moods and relevant reminders for specific actions.

Technology can be used to further enable mentoring relationships in a one to one or group setting. Combining the tool with mentoring will ensure there is a relatable, human element to the solution

3 | Relevant MoJ data for evaluation

- Breaches of license,
- 12 or 6 month binary and frequency proven reoffending rate, reduced time to reoffend, PL appearing at magistrates courts
- Employment at 6 weeks and 6 months,
- Compliance with probation, including: - attending monthly meetings , - Completing first probation meeting within 1 working day

4 | Theory of change

Identities are central to shaping an individual's sense of growth. A shift in perceived identity is strongly associated with desistance, and the impact of increased motivation can still have effects up to 10 years after release. A period of reflection and reassessment of what is important to the individual is a common feature of the initial process of desistance. Interventions in this challenge would provide space for reflection in the context of mentorship, allowing for the prison leaver to build a motivation and a non-criminal identity, ultimately reducing reoffending.

Challenge 2 | Day of Release appointments

1 | Challenge statement

Prison leavers' engagement with key organisations on their day of release builds ongoing relationships with services that steer them away from reoffending. So how can we inform, coordinate, and update relevant stakeholders of a prisoner's day of release details and key appointments?

2 | Prison Leaver needs and context

Day of Release service providers need to know a prison leaver's release details in advance and be kept up to speed with live updates of where the prison leaver has to be and when in the 72 hours following release.

Prison leavers have to attend multiple appointments immediately after their release, which can be at conflicting times and be located far away from each other. These can include meetings with Local Authority housing, Jobcentre Plus, their probation officer, and the bank. Coordinating the timings of multiple appointments and travel times can be challenging, often resulting in missed appointments, and so prison leavers can't access key services central to their desistance from crime.

***Day of Release service providers are often unaware of the other appointments prison leavers have to attend.** As a result, if a prison leaver misses their first appointment with the service because they are in another location for a different meeting, they are less likely to engage again with the service. Some services require attendance as part of the prison leavers' license conditions, whilst others are important because of the ongoing support they can provide for the prison leaver. In both scenarios, making it to the appointments soon after release is important for reducing reoffending immediately, and for building relationships with services that will reduce reoffending over a longer time frame. Day of Release providers being able to coordinate their timings and know where else the prison leaver has to be is important to ensure the prison leavers' attendance of key appointments.*

3 | Relevant MoJ data for evaluation

- Breaches of license
- Compliance with probation, including: - attending monthly meetings , - Completing first probation meeting within 1 working day
- Access to, and completion of, interventions linked to individuals' criminogenic needs, shortly after release
- Substance misuse treatment, Individuals who need substance misuse treatment receiving it 3 weeks post release

4 | Theory of change

Better sequencing of appointments on the day of release increases the opportunity for prison leavers to secure access to the vital services that can reduce reoffending. It also reduces the likelihood of violating license conditions relating to meeting attendance, interrupting the cycle of repeat 'revolving door' offences. A further benefit is that it can initiate early interventions and build trust, as support organisations can use this as a way to engage with prison leavers immediately after release. All these factors will reduce both an immediate and long term reduction in reoffending.

Challenge 3 | Data Store

1 | Challenge Statements

Lack of access to key documents and data such as ID, birth certificates and 5-year housing history prevents prison leavers from accessing jobs, housing and banking, increasing their likelihood of reoffending. So how can we enable prison leavers to collect, control and share their data with relevant stakeholders?

2 | Prison Leaver needs and context

Prison Leavers need a store of their personal history in their control, which they can delegate access to, and can access when they leave prison.

Many prison leavers don't have a secure store of their personal data, records and ID. This includes information such as their 5 year housing history, birth certificate, or bank account details. This can limit their ability to access many foundational services, including employment, banking and housing, particularly after they've left prison.

Many of the organisations delivering services to prison leavers are unable to share data from prison or probation systems. This can lead to inefficiencies, duplication, and missed opportunities to address their needs.

Prison Leavers can have to repeat the same information many times to different organisations, even though some of this information is already in government databases. Particularly for Prison Leavers with a history of abuse, having to repeatedly relay this can be re-traumatising.

3 | Relevant MoJ data for evaluation

- Settled accommodation 3 months after release - 'Housed' on first night of release, settled accommodation 3 months after release
- Employment after 6 weeks and 6 months
- Individuals claiming benefits after leaving prison

4 | Theory of change

Data poverty is a key factor blocking prison leavers from smoothly returning into the community and desistance from crime. Without ID, prison leavers are unable to access foundational services such as employment, banking and renting, all of which are important factors in prison leavers' rehabilitation and contribute to their desistance from crime. Therefore, interventions in this space would remove a barrier blocking prison leavers from accessing these services, and so reduce reoffending.

Challenge 4 | Family relationships

1 | Challenge Statement

Families are an important part of creating a positive environment that contributes to a prison leavers' desistance from crime. So how can we support families to strengthen and sustain their relationships with prison leavers to reduce reoffending after release?

2 | Prison Leavers needs and context

Family groups need to be better equipped to understand a prison leaver's experience both in prison and upon release to help them to support the prison leaver.

Prison leavers need the people closest to them to better understand their complex needs during and upon leaving prison.

There is a lack of understanding about how best to reintegrate the prison leaver back into the family dynamic upon release in a way that takes account of their issues and experiences. In particular, children are often unsure about the prison process and can have misconceptions about prison that act as a barrier to their relationships with the prison leaver.

Family members are an important part of prison leavers' desistance from offending. There is a strong body of evidence showing that behaviour management and skilled supervision reduces reoffending, and as familiar figures, family members could provide this informal support to facilitate rehabilitation and contribute to reducing reoffending. This is also applicable to other non-family individuals in the prison leaver's trusted networks.

3 | Relevant MoJ data for evaluation

- 12 or 6 month binary and frequency proven reoffending rate, reduced time to reoffend, PL appearing at magistrates courts
- Compliance with probation, including: - attending monthly meetings , - Completing first probation meeting within 1 working day

4 | Theory of change

Lack of family relationships is associated with reoffending and a strong and supportive family is considered a key contributing factor to desistance. Maintaining strong ties to family throughout a prison leaver's sentence has also been shown to increase the likelihood of obtaining employment and accommodation upon release. This challenge aims to strengthen families' capacity to understand a prisoner's experience and provide

support to them upon release, and so reduce reoffending by impacting the context a prison leaver enters after release.

Challenge 5 | Social Groups

1 | Challenge Statement

Building new, positive community ties stops prison leavers engaging with old criminal networks after release. So how can we connect prison leavers with relevant social and peer-to-peer support groups?

2 | Prison Leaver needs and context

Prison Leavers need to have a way to build positive social and support networks that fit their individual issues and that they can access themselves, to prevent them from reconnecting with criminal networks.

***Prison leavers are often released to a new area where they have no contacts or support networks.** This can be due to license conditions banning them from certain areas, or a consequence of where available accommodation is. This is particularly relevant for older offenders, and particularly important for those estranged from their families who have fewer links to the community.*

***Social prescribing groups are often not entirely accessible or suitable for prison leavers issues.** Some prison leavers struggle to engage with services and GP attendance can be poor. Additionally, services can be offered that do not fit with prison leavers license conditions, and can be ill suited to their needs.*

***Building a sense of community is key to prison leavers' wellbeing and desistance. A lack of positive social networks increases a prison leavers' chance of becoming involved with criminal networks.** Building and sustaining positive social networks is a key approach to reducing reoffending*

***There are barriers between prison leavers and social support networks that limit prison leavers' engagement with local community groups.** Currently prisoners in custody are given many leaflets on groups reaching out to them, however they can have difficulties engaging with these groups upon release, because, for example, prison leavers may lack trust in institutions and feel uneasy navigating the groups. Conversely, local groups & peer support networks (e.g. faith groups, sports groups) are unlikely to be able to provide services directly to prisoners, unless they work closely with the prison estate through a TTG programme.*

3 | Relevant MoJ data for evaluation

- 12 or 6 month binary and frequency proven reoffending rate, reduced time to reoffend, PL appearing at magistrates courts
- Compliance with probation, including: - attending monthly meetings , - Completing first probation meeting within 1 working day

4 | Theory of change

The relationships between prison leavers and their friends and family can be key to desistance. Avoidance of crime is often the result of relationships formed for reasons other than the control of crime, as positive peer-to-peer support helps to form a pro-social identity for the prison leaver. By contributing to prison leavers' sense of community and building a positive identity, interventions addressing these issues will reduce reoffending.

Challenge 6 | LDD

1 | Challenge statement

Crucial information relating to conditions of release and services can be challenging for prison leavers with Learning Difficulties and Disabilities to fully understand, increasing the chances of reoffending. So how can we assist probation officers to manage prison leavers with Learning Difficulties and Disabilities?

2 | Prison Leaver needs and context

Probation Officers need tools and resources to support prison leavers with LDD needs to understand information and material in a more accessible manner.

Prison leavers have high rates of Learning Difficulties and Disabilities (LDD) which can be a barrier to fully understanding key information provided. These can co-exist with low literacy levels, limited digital literacy, and mental health conditions. Additionally, there are high rates of underdiagnosis.

Providing LDD-accessible material to prison leavers on release can be challenging for probation officers. As a result, prison leavers can be overwhelmed with the content conveyed to them, including key information about license conditions and support services available. A solution that integrates into their workflow would be highly beneficial to prison leavers, and could have applications among other users beyond probation officers.

3 | Relevant MoJ data for evaluation

- Compliance with probation, including: - attending monthly meetings , - Completing first probation meeting within 1 working day
- Employment after 6 weeks and 6 months
- 12 or 6 month binary and frequency proven reoffending rate, reduced time to reoffend, PL appearing at magistrates courts

4 | Theory of change

One third of prisoners self-identify on initial assessment as having a learning difficulty and/or disability, and there is a high level of under-reporting and co-morbidities. As LDD affects a large amount of the cohort, solutions that mitigate against its impact on prison leavers' experience understanding of important information will reduce the likelihood of violating license conditions and increase engagement with services, ultimately reducing reoffending.