



HM Prison &  
Probation Service

Action Plan Submitted: 24 November 2022

A Response to: Offender Management in Custody – Pre-release

Report Published: 2 November 2022

## INTRODUCTION

HM Inspectorate of Prisons (HMIP) and HM Inspectorate of Probation for England and Wales are independent inspectorates which provide scrutiny of the conditions for, and treatment of prisoners and offenders. They report their findings for prisons, Young Offender Institutions, and effectiveness of the work of probation, and youth offending services across England and Wales to Ministry of Justice (MoJ) and Her Majesty's Prison and Probation Service (HMPPS). In response to the report HMPPS / MoJ are required to draft a robust and timely action plan to address the recommendations. The action plan confirms whether recommendations are agreed, partly agreed, or not agreed (see categorisations below). Where a recommendation is agreed or partly agreed, the action plans provide specific steps and actions to address these. Actions are clear, measurable, achievable, and relevant with the owner and timescale of each step clearly identified. Action plans are sent to HMIP and published on the GOV.UK website. Progress against the implementation and delivery of the action plans will also be monitored and reported on.

Term	Definition	Additional comment
Agreed	All of the recommendation is agreed with, can be achieved and is affordable.	The response should clearly explain how the recommendation will be achieved along with timescales. Actions should be as SMART (Specific, Measurable, Achievable, Realistic and Time-bound) as possible. Actions should be specific enough to be tracked for progress.
Partly Agreed	Only part of the recommendation is agreed with, is achievable, affordable and will be implemented. This might be because we cannot implement the whole recommendation because of commissioning, policy, operational or affordability reasons.	The response must state clearly which part of the recommendation will be implemented along with SMART actions and tracked for progress. There <b>must</b> be an explanation of why we cannot fully agree the recommendation - this must state clearly whether this is due to commissioning, policy, operational or affordability reasons.
Not Agreed	The recommendation is not agreed and will not be implemented. This might be because of commissioning, policy, operational or affordability reasons.	The response must clearly state the reasons why we have chosen this option. There <b>must</b> be an explanation of why we cannot agree the recommendation - this must state clearly whether this is due to commissioning, policy, operational or affordability reasons.



## ACTION PLAN: Offender Management in Custody – Pre-release

1. Rec No	2. Recommendation	3. Agreed/ Partly Agreed/ Not Agreed	4. Response Action Taken/Planned	5. Responsible Owner	6. Target Date
	<b>Recommendations</b>				
	<b>Her Majesty's Prison and Probation Service should:</b>				
1	<p><b>Review the OMiC model to ensure that:</b></p> <ul style="list-style-type: none"> <li><b>a. there is an element of flexibility in how it is deployed in different establishments (for example reception prisons, resettlement, and training prisons), as in the high security and women's estate</b></li> <li><b>b. responsibility and accountability for delivery clearly sits with the Head of Offender Management Delivery</b></li> <li><b>c. handover from POM to COM should take place at the same point before release, removing the distinction between National Probation Service and Community Rehabilitation Company legacy cases</b></li> <li><b>d. COMs have sufficient time to build effective working relationships with individuals to inform parole reports and to allow sufficient time for referrals before release</b></li> <li><b>e. keyworkers are directly involved in sentence planning, and</b></li> </ul>	Partly Agreed	<p>The recommendation is partly agreed as HMPPS will not be including the responsibility and accountability of delivery sitting with the Head of Offender Management Delivery (HOMD) in the planned review, for operational reasons (part b of the recommendation).</p> <p>The national OMiC team will review the Manage the Custodial Sentence policy framework and the underpinning OMiC Operating Models. Once published these documents will provide clear up to date guidance for practitioners which will ensure the aims and expectations in terms of delivery of OMiC are understood.</p> <ul style="list-style-type: none"> <li>a. The national OMiC team will use evidence, data and learning to review and develop the current model to maximise the opportunity to deliver better outcomes directly associated with safety and reducing reoffending. This will include reviewing Key Work and case management, exploring ways in which the current model can be made more flexible to better support delivery, taking into consideration different prison functions and prisoner cohorts. Implementation of the model must seek to develop constructive motivational relationships with prisoners, respond to individuals' risk and needs, and properly co-ordinate the delivery of services and interventions in custody.</li> </ul>	Senior Responsible Owner - OMiC Recovery	June 2023



	<p><b>support prisoners and POMs to achieve their targets</b></p> <p><b>f. resettlement activity is coordinated and fully integrated with OMiC.</b></p>		<p>b. This part of the recommendation is not agreed for operational reasons. The role of the HOMD is to provide professional oversight of the quality of offender management delivery in the prison. The HOMD is managed in the prison Governor's line allowing for the accountability of offender management to be within the prison Governor's responsibility. In privately managed prisons, the HOMD reports to an identified lead in the regional Probation team, with a dotted line to the Director of the prison. The Head of Offender Management Services (HOMS) is responsible for the integration of offender management across the prison and for managing the administration of the Offender Management Unit. The HOMS is also managed in the prison Governor's line. Both roles have clearly defined job descriptions, and it is the Governor's responsibility to ensure that roles are clearly understood based on job descriptions. Roles and responsibilities for delivery of OMiC case management will be clearly defined in the revised Manage the Custodial Sentence policy framework and the underpinning OMiC Operating Models.</p> <p>c. This is agreed, however, HMPPS are unable to move to this position until there are sufficient resources to manage the increase in work this will cause. The national OMiC team will work with the national Resettlement Team to understand when HMPPS will be able to remove the distinction between legacy National Probation Service (NPS) and Community Rehabilitation Company (CRC) cases and move to a model where the same level of service is provided to all prisoners.</p> <p>d. The national OMiC team will review the current policy and will work with HMPPS Digital to extend the timeframe for handover for parole cases to enable Community Offender Managers (COMs) to have a sufficient time scale in which to undertake</p>		<p>December 2023</p> <p>June 2023</p>
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			<p>the preparatory work required to prepare quality and informed parole reports.</p> <p>e. Prison Offender Managers (POM) are responsible for sentence planning and setting targets. However, HMPPS will clearly articulate the Key Worker's role which is working with the POM and prisoner in Key Work sessions to support, advise, signpost and enable prisoners to achieve targets set out in their sentence plan. This will be included in the Manage the Custodial Sentence policy framework and the underpinning OMiC Operating Models and training courses.</p> <p>f. HMPPS will conduct a review to explore how the work of OMiC and resettlement teams can be better aligned and coordinated.</p>		<p>June 2023</p> <p>April 2023</p>
2	<b>Undertake a fundamental review of the probation POM role to ensure a clear focus on the prisoner's progress in custody and preparation for release.</b>	Agreed	The national OMiC team will conduct a review of the POM role and job description to ensure that it is fit for purpose and responds to the sentence management needs of people in prison.	Senior Responsible Owner - OMiC Recovery	June 2023
3	<b>Ensure that prison and probation service leaders at all levels work together to facilitate the successful transition of prisoners to the community.</b>	Agreed	<p>The One HMPPS Programme has been established to achieve greater structural, process and cultural alignment between prisons and probation. This will be implemented through 2023 and support delivery of this recommendation.</p> <p>The national OMiC team will conduct a review of the current governance and terms of reference of the Regional Senior Leadership Forums to ensure that Prison Group Directors and Regional Probation Directors work in partnership to deliver effective offender management in prisons, including pre-release work and resettlement. HMPPS will also consider any new governance structures that may develop under the one HMPPS Programme.</p> <p>HMPPS Central Operational Services Directorate have established a national Offender Management Leadership Forum for operational managers working within Offender</p>	<p>Executive Director, HMPPS Change</p> <p>Senior Responsible Owner - OMiC Recovery</p> <p>Senior Responsible Owner - OMiC Recovery</p>	<p>December 2023</p> <p>December 2022</p> <p>Completed</p>



			Management in prisons. This now enables key issues to be raised, best practice to be shared and efficient communication of policy and innovation.		
4	<b>Ensure that prison and probation IT systems are further aligned to support full information-sharing between keyworkers, POMs and COMs.</b>	Agreed	<p>HMPPS recognise the digital services that are currently being provided are not fit for the purpose of effective information sharing. There are several new digital products and services being developed to replace systems such as Prison National Offender Management Information System (P-NOMIS) and the Offender Assessment System (OASys). These new products will be built with modern technical infrastructure and once completed will provide a consistent user experience for staff, be easy to change when policy or legislation requires it and enable data to be shared at the right time to allow effective decision making.</p> <p>The replacement for OASys will allow access to risk assessments and sentence plans to all staff who require them allowing full information-sharing between Key Workers, POMs and COMs.</p> <p>The Ministry of Justice are providing staff across HMPPS with new IT devices including modern applications and features, the latest security protection, collaboration tools and access to all existing data and files. This will allow greater partnership working and increased information sharing.</p> <p>The national OMiC team will work with HMPPS Digital to introduce a contact entry on Digital Prison System (DPS) which records when there has been communication between Key Worker and POMs.</p>	<p>Head of Digital Prison Services</p> <p>Head of Digital Probation Services</p> <p>Deputy Director Innovation and Business Change</p> <p>Senior Responsible Owner - OMiC Recovery</p>	<p>December 2025</p> <p>June 2025</p> <p>March 2023</p> <p>March 2023</p>
5	<b>Provide each prison with a directory of interventions, to help staff and prisoners to identify progression routes.</b>	Agreed	<p>The national Offending Behaviour Programme team will publish a directory of accredited interventions on the HMPPS intranet providing all staff in prisons with access to the most up to date information.</p> <p>A review is taking place on the management of regime interventions, this will include how best to share information to allow staff and prisoners to identify progression routes.</p>	<p>Head of Psychology</p> <p>Deputy Director Reducing Reoffending Interventions,</p>	<p>December 2022</p> <p>December 2022</p>



				Operations and Investment	
6	<b>Carry out a strategic prisoner needs analysis to set a baseline against which to commission and deliver services.</b>	Agreed	<p>HMPPS has produced a needs analysis template and guidance document to support prisons to make the best use of existing data and information about their population when planning services. This includes assessment data summarised in the segmentation tool (a web-based tool showing the characteristics of the prison and probation population) as well as management information from various data sources.</p> <p>HMPPS will develop a Rehabilitation Strategy which will support prisons to use planning tools and work actively to drive-up system data quality. Improving the agency-wide strategic needs assessment practice will also support more joint service planning activity whilst working with system partners will strengthen the link between data and what HMPPS chooses to commission and deliver.</p>	<p>Deputy Director Reducing Reoffending Interventions, Operations and Investment</p> <p>Deputy Director Insights</p>	<p>Completed</p> <p>January 2023</p>
7	<b>Establish a strategic forum for resettlement and a regional performance system to monitor progress.</b>	Agreed	<p>The Probation in Prisons steering group has now been established to oversee and co-ordinate the delivery of resettlement activity in prisons.</p> <p>There is now a monthly Resettlement Leads Thematic Forum which brings together regional probation and prison resettlement leads. Regular resettlement working groups for both men and women have also been established which are attended by resettlement leads.</p> <p>The National Resettlement team are developing a performance framework to monitor the implementation of the resettlement model.</p>	<p>Head of Resettlement and Commissioned Rehabilitative Services</p> <p>Head of Resettlement and Commissioned Rehabilitative Services</p> <p>Head of Resettlement and Commissioned Rehabilitative Services</p>	<p>Completed</p> <p>Completed</p> <p>January 2023</p>
	<b>Prison directors/governing governors should:</b>				







			contract levers where any failure to deliver both quantitative and qualitative outputs are identified.		
9	<b>Ensure that offender management staff in every prison have private spaces for personalised one-to-one meetings between prisoners and their POM and keyworker.</b>	Partly Agreed	The recommendation is partly agreed as the physical environment of some prisons prevent this from taking place. It will, however, be encouraged and promoted as good practice in the Manage the Custodial Sentence policy framework.	Senior Responsible Owner - OMiC Recovery	June 2023
10	<b>Co-locate offender management units and psychology and resettlement services where possible.</b>	Partly Agreed	The recommendation is partly agreed as the physical environment of some prisons prevent this from taking place. It will, however, be encouraged and promoted as good practice in the Manage the Custodial Sentence policy framework.  However, it will ultimately be for the Governor/Director to determine what model of co-location and multi-disciplinary team make-up best fits the needs and priorities of their prison.	Senior Responsible Owner - OMiC Recovery	June 2023
11	<b>Ensure that there is a strong link between keywork, offender management and resettlement work.</b>	Agreed	The national OMiC team will ensure that there is a focus on the importance of partnership working between Key Workers and POMs in the revised policy framework. There will also be a focus on the OMiC prisoner journey and the interface with other functions including resettlement work. This will provide Governors with a framework to support better partnership working in their prisons.  The new Pre-Release and Resettlement Policy Framework published on 13 <sup>th</sup> October 2022 sets out the importance of the pre-release teams working with Key Workers, POM's and COM's. It also clarifies the roles and responsibilities of the pre-release teams.  The national OMiC team will work with HMPPS Digital to introduce a contact entry on Digital Prison System (DPS) which records when there has been communication between Key Worker and POMs.	Senior Responsible Owner - OMiC Recovery  Head of Resettlement and Commissioned Rehabilitative Services  Senior Responsible Owner - OMiC Recovery	June 2023  Completed  March 2023



			HMPPS are reviewing current training materials to account for lessons learnt during implementation and recent evidence and evaluation with a target to submit recommendations to Learning & Development as part of their refresh by April 2023.	Senior Responsible Owner - OMiC Recovery	April 2023
	<b>Regional probation directors should:</b>				
12	<b>Ensure that there are sufficient staffing levels for senior probation officers in prison, probation offender managers in prison and community offender managers.</b>	Agreed	<p>The resources required to deliver case management in all public sector and privately managed prisons was updated in July 2022. This provided Governors and Directors with revised target staffing figures for their prison based on the population of each prison in terms of sentence length, risk, frequency of moves etc.</p> <p>Whilst the recommendation is agreed, there are significant national staffing pressures that are impacting on the ability to reach the target staffing figures for some establishments. National recruitment campaigns aimed at Probation Service Officers and ongoing new intakes of Professional Qualification in Probation (PQIPs) are underway to help to resolve this situation. It is anticipated that the overall staffing position will take some time to improve.</p> <p>The Probation Service have several measures in place to reduce the staffing gap:</p> <ul style="list-style-type: none"> <li>• Financial incentivisation to support recruitment in hard-to-fill sites (Detached Duty) by March 23</li> <li>• Centralisation of recruitment in six priority regions (leading on recruitment of Case Administrators and Probation Services Officers with paid-for media and marketing) commenced July 2022</li> <li>• Ongoing recruitment of 1,500 PQIPs by March 2023</li> <li>• HMPPS Recruitment Taskforce to expediate solutions in place</li> <li>• Prioritisation Framework to assist regions in identifying areas of flexibility in response to capacity and workload concerns in place</li> </ul>	<p>Senior Responsible Owner - OMiC Recovery</p> <p>Deputy Director Probation Workforce Programme</p>	<p>Completed</p> <p>March 2023</p> <p>Completed</p> <p>March 2023</p> <p>Completed</p> <p>Completed</p>



			<ul style="list-style-type: none"> <li>Public interest transfers to incentivise PQiP candidates to apply for hard to recruit regions in place</li> <li>Place based support and detached duty has been deployed to priority sites in London which will be extended</li> </ul>		<p>Completed</p> <p>Completed and ongoing</p>
13	<b>Ensure that COMs understand their role in relation to prison-based resettlement teams, and that this may be different in different prisons.</b>	Agreed	The roles and responsibilities for pre-release and resettlement teams is set out in the new Pre-Release and Resettlement Policy Framework. The national Resettlement Team have issued communications to COMs as part of the launch of the publication and launch of the policy.	Head of Resettlement and Commissioned Rehabilitative Services	Completed
14	<b>Ensure that probation services work with training and resettlement prisons to fully address the resettlement needs of those who are due for release.</b>	Agreed	The Probation in Prisons plan will identify the core resettlement offer across training and resettlement prisons. Communications will be produced to provide clarity on the offer to prison and probation staff. Specific guidance will also be produced for the management of out of area cases.	Head of Resettlement and Commissioned Rehabilitative Services	December 2022
15	<b>Ensure PQiP training equips new learners to deliver OMiC.</b>	Agreed	<p>The PQiP programme equips new learners to deliver OMiC by providing academic input and embedding the core skills required of a probation practitioner - service user engagement, risk assessment and management, report writing and presentation at formal hearings.</p> <p>A formal review of the PQiP qualification is underway to update all elements, including the academic input and the vocational qualification content. This opportunity will be taken to ensure that OMiC factors are embedded within the qualification.</p> <p>A successful pilot has been undertaken to test the potential for PQiP learners to complete the PQiP qualification largely in an OMiC setting. This opportunity has been offered more widely from September 2022 as a means of building professional competence in OMiC and promoting this career pathway.</p>	<p>Deputy Director Probation Workforce Programme</p> <p>Deputy Director Probation Workforce Programme</p>	<p>March 2023</p> <p>Completed</p>



16	<b>Ensure that all required OMiC tasks are completed in a timely way.</b>	Agreed	<p>Whilst the recommendation is agreed, there are significant national staffing pressures that are impacting on the ability to reach the target staffing figures for SPOs and POMs for some establishments. National recruitment campaigns aimed at probation service officers and ongoing new intakes of Professional Qualification in Probation (PQiPs) are underway to help to resolve this situation. It is anticipated that the overall staffing position will take some time to improve.</p> <p>To support OMiC delivery during periods where there are significant staffing pressures, there is a national OMiC Workload Management Strategy in place that can be utilised to provide options and guidance about delegating, prioritising and overseeing tasks.</p> <p>HMPPS will develop OMiC Case Management Performance measures, to monitor the timeliness of key tasks and the quality of delivery in line with any development of the operating model.</p>	<p>Senior Responsible Owner - OMiC Recovery</p> <p>Senior Responsible Owner - OMiC Recovery</p>	<p>Completed</p> <p>October 2023</p>
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Recommendations	
Agreed	13
Partly Agreed	3
Not Agreed	0
<b>Total</b>	<b>16</b>

