



HM Prison &
Probation Service

Action Plan Submitted: 17 March 2023

A Response to: **Offender Management in Custody – post-release**

Report Published: 14 March 2023

INTRODUCTION

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. It reports on the effectiveness of probation and youth offending service work with adults and children.

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 plan provides 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 published on the HMI Probation website. Progress against the implementation and delivery of the action plans will be monitored by HMPPS/MoJ and reviewed annually by HMI Probation.

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 must 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 must 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 – post-release

1. Rec No	2. Recommendation	3. Agreed/ Partly Agreed/ Not Agreed	4. Response Action Taken/Planned	5. Responsible Owner (including named individuals and their functional role or department)	6. Target Date
HMPPS should:					
1	In line with established practice in other sectors, introduce a senior practitioner role, to improve staff retention, continuity of case management and management oversight	Not Agreed	We will consider introducing a senior practitioner role but cannot anticipate the outcome of our consideration. This role is not part of our current operating model but a Role Review of Quality Development Officers will be conducted and informed by the previous research from the Managerial Role Review (Senior Probation Officers in Sentence Management and Courts published 1st June 2022). The Workforce Planning System Team will complete the review by September 2023 including the consideration of a senior practitioner role. It should be noted that this is dependent on revised role boundaries for existing structures and financial constraints.	DD Probation Workforce Programme	September 2023
2	Reduce duplication in referral processes, for example to approved premises and CAS3, to reduce delays and increase the time available for practitioners to engage with people on probation	Agreed	<p>In line with Justice Digital's strategy to deliver simple, clear, fast service for HMPPS colleagues, we are developing new digital services to support the Community Accommodation Service. These will reduce the reliance on legacy systems, make it easier and quicker to make referrals for accommodation and improve the management/occupancy of bed spaces.</p> <p>CAS1 (Approved Premises) digital service will be introduced initially as a pilot in the North East and Yorkshire & the Humber probation regions in April 2023 and then rolled out across all probation regions by Autumn 2023.</p> <p>CAS3 (temporary accommodation for prison leavers at risk of homelessness) digital service is being rolled out incrementally starting with the 'manage properties and bedspaces" component in February</p>	<p>Probation Director Community Accommodation Services</p> <p>DD Transitional Accommodation</p> <p>Head of Digital Prison Services</p>	<p>CAS 1 - national by October 2023.</p> <p>CAS3 - national by November 2023.</p>

			<p>2023. The end-to-end service will be rolled out nationally by Autumn 2023.</p> <p>Research commenced in February 2023 on a digital service for CAS2 (short-term accommodation) with the aim to have rolled out the service for those on Home Detention Curfew (HDC) by December 2023.</p>		CAS 2 - HDC referral service national by December 2023
3	Ensure that every person leaving custody needing ongoing substance misuse treatment receives it and that there is continuity of care, to prevent relapse	Partly Agreed	<p>This recommendation is partly agreed. Whilst HMPPS are prioritising improvements in this area, we recognise that achievement in 100% of cases is unlikely to be achievable for a range of reasons, including attrition of people who choose not to engage with treatment on release. It also reflects that continuity of care is not solely the responsibility of HMPPS. Drug treatment in the community is Department of Health and Social Care's (DHSC) responsibility and the department will therefore need to be involved in work to ensure that this recommendation can be achieved to the fullest extent possible.</p> <p>HMPPS will work in partnership with DHSC and National Health Service England (NHSE) and HMPPS Wales to improve the recording of substance misuse continuity of care information and will launch a new project that simplifies and centralises the process of notifying Probation of an individual's ongoing drug and alcohol treatment needs. The revised process will enable Probation to support engagement in community treatment provision and therefore will directly support continuity of care.</p> <p>HMPPS is working alongside NHSE to build an infrastructure of over 1000 approved secure laptops to facilitate video-based telecommunications, which will enable telemedicine and telerecovery to be delivered. Telerecovery is available to substance misuse services who can use this secure telecommunication platform to connect with community-based treatment services pre-release as part of strengthening continuity of care arrangements.</p> <p>HMPPS are also recruiting over 50 Health and Justice Partnership Co-ordinators into the Probation Service. These are specialist roles that lead on developing partnerships and pathways with substance misuse and health services at a local and regional level. Their work includes delivering local activity to improve continuity of care.</p>	DD Substance Misuse Group	<p>April 2024</p> <p>April 2024</p> <p>August 2023</p>
4	Review the provision of services delivered by commissioned rehabilitative	Agreed	An analysis of the root causes of fluctuations and differences in CRS referrals and commencement activity across regions and contracts was conducted. Various actions, focusing on supporting the Provider,	Head of Resettlement and Commissioned Rehabilitative Services (CRS)	Complete

	services (CRS) providers to ensure that these are adequately resourced for the volume of referrals being made in each probation region		<p>Probation and Contract Management to ensure that people on probation and in prison receive the interventions needed to reduce their risk of further offending were identified and an action plan developed. This action plan is currently being implemented.</p> <p>CRS have introduced “right first time” guidance to Probation Practitioners to improve the quality of referrals and are working with providers to improve delivery where required. CRS continue to ensure that the contracts operate on a sustainable basis going forward.</p>		Complete
5	Provide CRS providers with direct access to probation service records so that they are aware of relevant public protection considerations	Not Agreed	<p>Unlike the previous probation model involving Community Rehabilitation Companies (CRCs), who were responsible for the offender management of their caseload and consequently had direct access to the risk and needs assessment tool OASys and the National Delius case management system, probation practitioners now determine the relevant and appropriate risk information to be shared with our CRS providers.</p> <p>The probation practitioner is responsible for ensuring that the Refer and Monitor digital service, developed to support the new operating model, provides up to date, accurate and relevant information to the provider at the point of referral in line with current practice. This includes key information drawn directly from OASys and National Delius to assist the practitioner when completing the referral. The probation practitioner and CRS provider are then expected to communicate any issues of risk or public protection on an ongoing basis, as required, for the duration of the intervention.</p> <p>The Probation Service has the responsibility organisationally for ensuring that the information we keep is only accessed on a necessary basis. Providing CRS providers with direct access to National Delius and OASys is technically difficult without the risk that irrelevant or inappropriate personal information may be shared. It is possible too that such an approach could lead to raising the security requirements on CRS providers with the unintended consequence that some suppliers may be deterred from operating in this market.</p> <p>In conjunction with Justice Digital and other specialists we will consider options for improving information sharing between CRS providers and the Probation Service, including for public protection purposes. This will help determine what additional service record information from Delius and OASys would be most beneficial for CRS providers and the Probation Service and how this can be shared in a</p>	Head of Resettlement & CRS	

			<p>timely manner. As well as enhancements to the Refer and Monitor service that continue to be delivered to address the needs of users from both CRS providers and The Probation Service, we will also explore the potential benefits of supplying CRS providers with reports from National Delius and/or OASys reports on Probation Service records without the need to provide them with direct access to these systems.</p> <p>Probation Digital Services can provide CRS providers with reports on probation service records without the need to provide these with direct access to National Delius (nDelius). Providing direct access to nDelius is technically difficult and high risk from a data protection point of view.</p>	DD Probation Digital Services	
6	Ensure that the accommodation needs of prisoners are addressed pre-release and that support to secure settled accommodation continues post-release	Agreed	<p>HMPPS will publish a refreshed Policy framework for Duty to Refer to local authorities in England /application for assistance in Wales. HMPPS will engage with practitioners and key stakeholders to ensure processes are reflective of best practice, and are evidence based.</p> <p>CRS Accommodation providers will undertake activity to close down tenancies etc at the start of sentences where this is required or maintain housing arrangements where appropriate and possible. The probation pre-release teams who are embedded in resettlement prisons will liaise with the Community Probation Practitioner (CPP) or Short Sentence Function as allocated and support pre-release planning activity throughout the sentence, including progressing referrals that have been made to CRS suppliers and providing a point of contact for CRS suppliers seeking to engage with the individual. CRS support continues after release and into the community whilst on licence.</p> <p>The Probation Service will introduce the Community Accommodation Service Tier 3 (CAS3). This offers prison leavers at risk of homelessness and who are subject to probation supervision, temporary accommodation and support for up to 84 nights, together with assistance to move into settled accommodation. The service is currently live in East of England, North West, Yorkshire and the Humber, Kent, Surrey and Sussex and Greater Manchester and launched in Wales in July 2022. The mobilisation of the nationwide service will commence in March 2023, with completion within the year. These dates are subject to wider considerations across the MoJ in relation to the impact of the Autumn Statement.</p> <p>Homelessness Prevention Teams (HPTs) became a permanent feature of the Probation landscape, following the success of the Covid</p>	<p>Probation Director Community Accommodation Services DD Transitional Accommodation</p> <p>DD Resettlement & CRS</p>	<p>June 2023</p> <p>December 2023</p> <p>Complete</p>

			<p>Emergency Accommodation Scheme which ran during the pandemic. HPTs play a significant role in developing and leading the regional probation response to reducing homelessness for People on Probation, from custody to the community.</p> <p>Prison Strategic Housing Specialists are responsible for improving and strengthening housing pathways through partnership working with HPTs, local authorities, housing providers and other partners to reduce the number of prison leavers released into homelessness.</p>		
Regional Probation Directors should:					
7	Work with local partners to ensure that domestic abuse and safeguarding information-sharing is timely - at the pre- and post-release stage	Agreed	<p>The Probation Service will establish and monitor a performance metric to ensure there is visibility and improvement in the completion of checks. This will be completed as part of the monthly performance monitoring and management process</p> <p>The Business Strategy and Change Unit will continue to work with our Police colleagues to improve our access to the Police National Computer (PNC) and Police National Database systems. This work is ongoing, and we hope to have improved access to PNC by Summer 2023. We will review progress against this ambition quarterly.</p>	<p>Chief Probation Officer</p> <p>DD Business Strategy and Change</p>	<p>Complete</p> <p>September 2023 and reviewed quarterly</p>
8	Take action to improve the quality of work undertaken on release from custody, to keep other people safe	Agreed	<p>All regions have a Quality Improvement Plan in place. HMPPS have designed a Regional Case Audit Tool (RCAT) which regions are mandated to use to track improvement in overall case management including risk assessment and planning.</p> <p>Learning for roles pages were launched in 2022 setting out the mandatory, required, and desirable learning for Senior Probation Officer (SPO), Probation Officer (PO) and Probation Services Officers (PSO) OMIC and Sentence Management roles. Existing pipeline/product delivery will be reviewed quarterly to ensure critical organisational activity is prioritised and senior policy/operational leads are appropriately consulted on prioritisation of learning and delivery.</p> <p>EPSIG have developed a range of products which offer guidance on improving the quality of work. Work has taken place to condense these into an easily accessible catalogue for regions to use when carrying out development activities with staff.</p>	<p>Chief Probation Officer</p> <p>DD Probation Workforce Programme</p> <p>DD Effective Practice and Service Improvement Group (EPSiG)</p>	<p>Complete with 6 monthly review</p> <p>Complete– quarterly review thereafter</p> <p>Complete</p>

			<p>Reviews are currently taking place regarding the Core Quality Management Framework and Management Oversight arrangements, both of which are focused on quality improvement. EPSIG will develop briefing materials which draws on all HMIP findings and learning relating to resettlement cases.</p>		October 2023
9	<p>Ensure that probation practitioners are supported by administrators and probation service officers e.g., in an integrated Probation Operational Delivery (POD) structure, to enable them to deliver high quality resettlement work</p>	Agreed	<p>Probation Regions have flexibility as to how they implement the Probation Operational Delivery (POD) structure, according to local demands and caseload profile. All Regions will continue to progress their implementation of PODs in alignment with the agreed national POD principles.</p> <p>In addition, all Probation Regions apart from London are introducing Short Sentence Teams (SST) with the intention that they are fully operational by October 2023. These SSTs are aimed at providing a fast-tracked service and opportunity for swift reengagement with people leaving prison following a short sentence (generally those people sentenced to less than 10 months to serve). This new way of working is subject to a formal process evaluation that will review implementation of early adopter sites.</p> <p>A final evaluation report will be available early 2024.</p> <p>The resettlement work is subject to the community sentence management quality assurance mechanisms in place under the Core Quality Management Framework (CQMF), which Regions will continue to deliver against to assure delivery in this area.</p>	<p>Chief Probation Officer</p> <p>DD sentence Management</p>	<p>October 2023</p> <p>January 2024</p>
10	<p>Provide guidance to ensure staff understand how to make informed and appropriate referrals to service providers</p>	Partly Agreed	<p>Due to the wide range of local services which vary across England and Wales it is not proportionate for a combination of central and local guidance to be developed and maintained by Probation for all services to which the organisation refers people on probation.</p> <p>CRS and EPSIG have provided a 'Right First Time' 7-minute briefing for Probation staff and are now developing this as a video to expand access to it. This guidance is focussed solely on making a good CRS referral in the Refer and Monitor digital tool and also how to support people in prison or on probation to engage successfully. Alongside this we have developed a Risk-Information sharing video which specifically looks at how to ensure appropriate information is</p>	<p>Chief Probation Officer</p> <p>Head of Resettlement and Commissioned Rehabilitative Services</p> <p>DD Effective Practice and Service Improvement Group</p>	Complete

		<p>shared and sensitive information is excluded from CRS referral in the Refer and Monitor digital tool.</p> <p>CRS are working with the digital team to revise the prompts in Refer and Monitor so that probation and CRS supplier staff are better able to understand what information is required in referrals and session feedback.</p>		
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Recommendations	
Agreed	6
Partly Agreed	2
Not Agreed	2
Total	10