



HM Prison &
Probation Service

Action Plan Submitted: 3rd January 2024

A Response to: [HMI Probation: A thematic inspection of IPP recall decisions](#)

Report Published: 14th December 2023

ACTION PLAN: HMI Probation: A thematic inspection of IPP recall decisions

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 His 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, Measureable, 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.



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1. Rec No	2. Recommendation	3. Status	4. Response Action Taken/Planned	5. Responsible Owner	6. Target Date
	Ministry of Justice should:				
1	Work with other government departments to ensure that those serving IPP sentences are able to access appropriate help with problems, including mental health, substance misuse, housing and lack of employment; the aims should be to ensure that those on IPP licences can be managed safely in the community, and to protect the public.	Agreed	<p>Building on the landmark investment made through the 2021 spending review to reduce reoffending, the MOJ are working closely with other government departments to ensure prison leavers, including those serving IPP sentences, are able to access healthcare, drug treatment and support with securing employment and stable accommodation.</p> <p>The MOJ are working with the Department for Levelling Up, Housing and Communities (DLUHC) to ensure their Accommodation for Ex-Offenders scheme complements the temporary accommodation service for prison leavers at risk of homelessness (Community Accommodation Service Tier 3), helping to build a pathway from prison into settled accommodation. Strategic Housing Specialists in prisons are strengthening multi-agency working across prisons, probation and Local Authorities.</p> <p>As set out in the National Partnership Agreement, the MOJ are working closely with the Department for Work and Pensions (DWP) to ensure a joined up, collaborative approach to employment support for prisoners and those subject to licences and probation supervision, including through improved joint working between Prison Employment</p>	<p>Deputy Director - Prisoner outcomes, resettlement & reoffending, MOJ</p> <p>Deputy Director - Prisoner outcomes, resettlement & reoffending, MOJ</p> <p>Deputy Director - Prisoner outcomes, resettlement & reoffending, MOJ</p>	<p>Ongoing</p> <p>March 2025</p> <p>Ongoing</p>



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		<p>Leads, Prison Work Coaches and jobcentres, the Probation Service and Commissioned Rehabilitative Services.</p> <p>The MOJ are working with DWP to test different approaches for prisoners preparing to make their Universal Credit claim before release. Where necessary and if they are eligible, this will increase the ability to ensure prisoners progress onto Universal Credit as quickly as possible to have a secure financial lifeline and a route to securing employment and in work support.</p> <p>Recognising that keeping prison leavers in treatment is crucial to reducing reoffending, the MOJ have recruited Health and Justice Partnership Coordinators nationwide to improve links between prison and community treatment services. This will be further supported by the conclusion of the expansion of secure video calling facilities, enabling prison leavers to meet community providers before release.</p> <p>In 2024/25, NHS England will undertake a comprehensive review and consultation of all service specifications for prison healthcare to ensure that healthcare services continue to meet the needs of those in prison. The MOJ will continue to work in partnership with NHS England who commission healthcare services in prison, including a range of mental health and substance misuse interventions and treatments.</p>	<p>Deputy Director - Prisoner outcomes, resettlement & reoffending, MOJ</p> <p>Deputy Director - Female Offenders and Offender Health Policy, MOJ</p> <p>NHS England</p>	<p>December 2024</p> <p>March 2024</p> <p>December 2025</p>
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2	Work with the Parole Board to consider options that would enable more recalled prisoners to be considered for re-release without the need for an oral hearing.	Agreed	<p>The Parole Board has a risk assessment and decision-making role with regards to re-release of recalled prisoners.</p> <p>The listing of cases, including decisions around oral or paper hearings, sits within the Parole Board's remit, and it remains for them to decide whether an oral hearing is needed to complete the review of a recalled individual, and determine whether they may be safely re-released.</p> <p>The parole system is a critically important part of the criminal justice system. The MOJ and HMPPS continue to work together with the Parole Board to drive forward improvements to the whole parole system. This work focuses on increasing the throughput of all cases, and includes discussions around reducing the use of oral hearings, where it is safe and appropriate to do so.</p>	Director - Public Protection Group / Head of Bail, Sentencing and Release Policy, MOJ	March 2024
	HMPPS should:				
3	Ensure that those serving IPP sentences are actively managed through multi-agency forums, either by refreshing the approach to IPP progression panels, or by using MAPPA level 2 or 3 to manage more of those on licence.	Agreed	<p>Through the IPP Action Plan, HMPPS is developing a formal Policy Framework that will refresh IPP Progression Panels. The Framework will identify how and when multi-disciplinary panels will support IPP progression. Consultation will take place with a range of stakeholders including the national MAPPA Team.</p> <p>The development of this policy and its operational use will also help deliver improved effectiveness in considering any required referrals for those screened into Offender</p>	Director - Public Protection Group / Regional Probation Director (RPD) Lead for IPP	April 2024



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			Personality Disorder (OPD) services (<i>see Recommendation 7</i>) and to ensuring those due to be released, or re-released following recall are prepared for their transition into the community.		
4	Ensure that all prison and probation staff working with people on IPP sentences have an awareness of the impact of the sentence and recall on individuals.	Agreed	As part of the IPP Action Plan , HMPPS is drawing together a holistic staff IPP guide and series of practitioner briefing events which will promote HMPPS operational staff awareness of the IPP sentence and its impact on those subject to it. This guide and series of events will include a focus on recall.	Director - Public Protection Group / RPD & Prison Group Director (PGD) - IPP Lead(s)	April 2024
5	Ensure that all probation staff have a good understanding of the sentence, including the processes for terminating the sentence and the licence.	Agreed	The delivery of the Parole, Recall and Oral Hearing learning, which was launched in July 2023, is ongoing. This learning includes content relating to IPP licenses and aims to assist practitioners in making recall decisions, and Person-Centred Practice is encouraged throughout. An evaluation of this learning product is scheduled for October 2025.	Deputy Director - Probation Workforce Programme (PWP) / RPD & PGD – IPP Lead(s)	Complete - ongoing
6	Ensure that probation practitioners are trained to use relational, trauma-informed and motivational approaches to working with individuals.	Agreed	As part of the refreshed probation learner offer, Probation Practitioners who manage IPP cases are provided with dedicated learning products aimed at increasing their knowledge and skills around trauma aware/person centred practice, as well as opportunities to practice motivational interviewing approaches. The Skills for Effective Engagement Development and Supervision (second generation) (SEEDS2) practitioner package, which is required learning for all Probation Practitioners who have been in post for at least six months, has motivational interviewing/relational practice	Deputy Director -PWP & RPD - Trauma Informed Lead	Complete – ongoing



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			<p>as the core principle. The probation learner offer will be evaluated and reviewed in September 2024.</p> <p>There is a suite of more than 25 'trauma awareness' and 'trauma informed practice' online resources available on demand to all practitioners working in HMPPS, including those working directly with IPP offenders. In order to quality assure the existing learning offer for Trauma Informed Practice (TIP) training, a wholesale review of available resources has taken place by a working group and a learning commission is in the process of being refined. As such, design and development of a trauma informed learning pathway/product, to bring together and complement the existing offer, is set to commence from Spring 2024 and is anticipated to be launched to Regions by November 2024.</p>		November 2024
7	Ensure that all who meet the criteria to 'screen into' the Offender Personality Disorder (OPD) pathway are referred to services that meet their needs.	Agreed	<p>To improve the support for those screened into the Offender Personality Disorder (OPD) pathway the Rehabilitation and Care Services group will:</p> <ul style="list-style-type: none"> • Develop a national OPD dashboard to monitor the OPD screening, triage, formulation and consultation process activity. • Develop an IPP dashboard jointly with the Public Protection group using relevant OPD data. • Review and refresh guidance to support practitioners and progression panels to identify services to best meet OPD need in the community and custody. 	Deputy Director - Rehabilitation and Care Services / RPD - Health Lead	<p>March 2024</p> <p>June 2024</p> <p>March 2024</p>



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			<ul style="list-style-type: none"> Implement a system of quality assurance checks for sample IPP cases to monitor progress on sentence and risk planning, referrals and admissions. <p>The new Progression Panels Policy Framework (see <i>Recommendation 3</i>) will help deliver improved management and progression of those serving IPP sentences when considering any required referrals for those screened into OPD services.</p>	Director - Public Protection Group	<p>June 2024</p> <p>April 2024</p>
8	Improve the support available to help IPP prisoners prepare for release and re-release after recall.	Agreed	The new Progression Panel Policy Framework (see <i>Recommendation 3</i>) will help deliver improved management and progression of those serving IPP sentences and to ensuring those due to be released, or re-released following recall are prepared for their transition into the community.	Director - Public Protection Group / RPD - IPP Lead	April 2024
9	Improve the continuity of case management, so that people on IPP sentences have contact with probation practitioners whom they have got to know.	Agreed	The Probation Service will review deployment of the case allocation process to minimise changes to Community Offender Managers (COMs) to those that are required to maintain operational delivery.	RPD – IPP Lead	July 2024
10	Ensure that resettlement services are available to all IPP prisoners who are being released, in order to provide practical help and support.	Agreed	<p>HMPPS will agree a plan to improve short term resettlement performance for all adult prison leavers, focused on enabling new Area Executive Directors (AEDs) and frontline operations by May 2024.</p> <p>Resettlement support for IPP prisoners is delivered by a number of roles and services across HMPPS. The following actions are being taken to develop the provision:</p>	<p>Deputy Director - Rehabilitation Directorate)</p> <p>Deputy Director – Rehabilitation Education, Training &</p>	May 2024



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			timeline for wider roll-out to be agreed with the Drug Strategy Delivery Board in January 2024.		
11	Analyse recalls from approved premises to understand better the thresholds that are applied, and to identify alternatives to recall that may be available if a bedspace is withdrawn.	Agreed	<p>An audit of recalls from Approved Premises has taken place resulting in a refreshed Approved Premises enforcement process, with associated revised guidance for staff. The audit data will now be scrutinised to specifically consider decisions made in relation to the IPP population.</p> <p>The Consider a Recall Service, which is designed to improve consistency in the Probation Services approach to making and recording recall decisions, will be implemented for both sentence management driven recalls and those decisions made out of hours by May 2024. Consider a Recall will provide an additional means to analyse and understand the decisions made to recall/not recall individuals residing in Approved Premises.</p>	<p>Probation Director - Community Accommodation Services</p> <p>Assistant Chief Officer – Consider a Recall</p>	<p>February 2024</p> <p>May 2024</p>

Recommendations	
Agreed	11
Partly Agreed	0
Not Agreed	0
Total	11

