



HM Prison &  
Probation Service

**Action Plan Submitted:** 17<sup>th</sup> January 2022.

Updated Action Plan Submitted:

- 13th April 2022.
- 19<sup>th</sup> December 2022.
- 19<sup>th</sup> January 2024

**A Response to the HMI Probation Inspection:** A thematic inspection on the use of electronic monitoring as a tool for the Probation Service in reducing reoffending and managing risk.

**Report Published:** 18<sup>th</sup> January 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 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, 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: Electronic Monitoring

1. Rec No	2. Recommendation	3. Agreed/ Partly Agreed/ Not Agreed	4. Response Action Taken/Planned	5. Responsible Owner	6. Target Date
	<b><u>The Ministry of Justice should:</u></b>				
1	Ensure that data regarding all aspects of electronic monitoring is collated and analysed to inform how it is being applied and developed, including strategic analysis of sentencing and prison release data, and demographic and protected characteristic information.	Agreed	<p>Funding has been approved to increase analytical resource to improve Electronic Monitoring (EM) data flows across HMPPS and Provider systems. Recruitment will commence early in 2022 with staff in post by April 2022.</p> <p>There will be a review of recording instructions on HMPPS systems with recommendations to improve coverage and accuracy of EM data, including demographics, enforcement and HDC (Home Detention Curfew).</p> <p>Deliver recommendations that flow from internal reviews referred to above to improve coverage and accuracy of EM data.</p> <p>Develop regular management information tools to monitor a wider range of demographic and protected characteristics for the specific EM cohorts, to be produced at a minimum quarterly.</p> <p>Develop and implement a data strategy to maximise the use of EM data to enhance the management of offenders in the community, provide greater transparency over EM performance, improve forecasting of demand, and drive</p>	<p>Deputy Director Data and Evidence as a Service: Prison, Probation and Reoffending.</p> <p>Programme Director Electronic Monitoring Expansion and Future Service</p> <p>Deputy Director – Data Improvement Team</p>	<p>April 2022</p> <p>March 2022</p> <p>June 2022</p> <p>December 2022</p> <p>December 2022</p>



		<p>greater insights into the impact of EM. The strategy development will scope gaps in data and seek to address these.</p> <p><b>Update January 2023:</b></p> <p><b>Action 1:</b> Analytical resource has been increased to 18 Full Time Equivalent members of staff, with new recruits working to improve Electronic Monitoring (EM) data flows across HMPPS and Provider systems.</p> <p><b>Action 2:</b> Issues identified in EM business analysis work and in specific workshops have been fed into the EM Data Improvement workstream. The improvement stream will develop an EM Data Improvement Plan, which includes a key recommendation and action to develop an EM analytical plan to develop the evidence base and inform strategic analysis</p> <p>The Case Recording Instruction (CRI) for EM has been revised and was issued to Probation Practitioners (PPs) at the end of October 2022.</p> <p>EM Data Discovery work has been completed (see action at 6c) and the recommendations coming out of this will inform the next steps for the EM Data Approach. EM Data Discovery identified the need for building automated tools</p>	<p>Deputy Director Data and Evidence as a Service: Prison, Probation and Reoffending</p> <p>Programme Director, Electronic Monitoring Expansion and Future Service</p>	<p>Complete</p> <p>Complete</p>
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		<p>and interfaces for the collection and transfer of EM Data – an EM Justice Digital team is in place to scope this out further.</p> <p><b>Action 3:</b> Recommendations to improve coverage and accuracy of EM data have been identified and key stakeholders have been consulted and fed into requirements. Data requirements for the new future service have been documented and shared with potential suppliers which allow for improved access and accuracy of EM data. The first iteration of the EM Future Service Data Dictionary has been drafted to enable more comprehensive data coverage, collection and flexibility to change data items. A more detailed iteration of the dictionary is in progress and is due for completion by January 2023.</p> <p>An EM Data Improvement Plan to enable delivery of data recommendations is at final draft stage and subject to governance will be issued in early 2023. The EM Programme has held workshops and meetings with Data &amp; Analysis and MoJ Justice Digital to ensure that the Data Improvement plan recommendations are agreed, timescales/owners assigned and that there is a process in place to monitor delivery (see Action 5).</p>	<p>Deputy Director – Data, Improvement Team</p>	<p>Complete</p>
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		<p><b>Action 4:</b> A regular quarterly publication of EM data has been established, with the last report published October 2022 and the next one due in January 2023. Age and gender breakdowns are included in the annual version of this report.</p> <p>Due to the scale of challenges uncovered regarding the data required to produce more detailed reports on protected characteristics, the specific objective to ‘Develop regular management information tools... to be produced at a minimum quarterly’ was not achieved by December 2022. These challenges include significant gaps in data capture, technical constraints in accessing and linking various datasets, and the poor quality of data. This is further hampered by a lack of documentation to support our understanding of the EM data.</p> <p>Work to address this is ongoing and Data Scientists – working from a historical curfew dataset – have developed a model to focus existing EM data on the person as opposed to the order. This will make it easier to match person to person data in other datasets. A model for matching has been built and the linking of EM data to Probation data held in nDelius was completed in October 2022. This provides a baseline dataset and will be made available to analysts for interrogation. There are several known limitations to this data:</p> <ul style="list-style-type: none"> <li>• The EM dataset covers curfew only, not alcohol monitoring or location monitoring.</li> <li>• The EM dataset was provided by the supplier as of March 2022 and is therefore not representative of the</li> </ul>	Deputy Director – Data, Improvement Team	June 2023
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			<p>current position. To generate regular reporting updates, the work done to link the datasets would need to be adapted to establish a data pipeline using the EM extracts that are received on a regular basis.</p> <ul style="list-style-type: none"> <li>• Some tag-wearers, who will be included in the EM dataset, will not have a corresponding record in the nDelius dataset due to not yet being sentenced.</li> <li>• The nDelius dataset includes ethnicity and disability, however the ethnicity data field is only approximately 80% populated and the disability field less so.</li> </ul> <p>The linked dataset is currently subject to a Data Privacy Impact Assessment (DPIA) – see update under Recommendation 1, Action 5. Once approval is obtained, analysts will need time to interrogate the linked datasets, after which we will have a better understanding of what insight can be derived from them, within the limitations described above. Further time will be needed to develop and test the tools required to provide regular management information at a suitable frequency of refresh. Due to these uncertainties, an approximate timescale for completion is June 2023.</p> <p>Given that protected characteristics (in the main) remain static, it was agreed that reporting should be annual, in line with other offender equalities reporting, rather than “at least quarterly”. Careful consideration led to the conclusion that annual reporting would deliver the necessary data set for analysis while using resources as efficiently as possible.</p>	<p>Deputy Director – Data, Improvement Team</p>	
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			<p><b>Action 5:</b></p> <p>The MoJ Data Strategy was published in September 2022. An EM Data Improvement Plan, which sets out how we will commence delivery against the strategy, has been developed. The Plan was presented at the Electronic Monitoring Delivery Board in December and is scheduled to be approved in January 2023 at the Electronic Monitoring Authority Portfolio Board.</p> <p>Key activities in the data improvement plan are already in train or have been completed:</p> <ul style="list-style-type: none"> <li>• Completion of the EMFS data requirements</li> <li>• Data governance stood up e.g., EM data Governance board</li> <li>• Data documentation completed e.g., data dictionary</li> <li>• Completed a linked dataset (c. 300k EM curfew cases linked to Delius) which is hosted on the MoJ Analytical Platform and will be available for analysts, following DPIA approval, to support evaluation and drive greater insights.</li> </ul>	<p>Deputy Director – Data, Improvement Team</p>	<p>January 2023</p>
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		<p><b>Update Jan 2024:</b></p> <p><b>Action 4:</b> The December 2022 target was not met due to the scale of challenges identified, including significant gaps in data capture, technical constraints in accessing and linking various datasets, the poor quality of data and a lack of supporting documentation. It was determined that reporting should be annual, in line with other offender equalities reporting, rather than “at least quarterly” as stated in the Action.</p> <p>There has been some progress made despite the challenges with the data. The Electronic Monitoring Statistics Annual report published on 20<sup>th</sup> July 2023, includes regional and demographic breakdowns on age and gender as well as the Service Level Agreement Performance figures.</p> <p><a href="https://www.gov.uk/government/statistics/electronic-monitoring-statistics-annual-publication-march-2023">https://www.gov.uk/government/statistics/electronic-monitoring-statistics-annual-publication-march-2023</a></p> <p>It is unlikely that HMPPS will be able to fully meet this recommendation until the new contracts are in place (where both the quality and access to data will be improved) and the new service is fully operational – November 24. Our estimated date to provide an annual report on wider demographic and protected characteristics is mid-2025.</p>	<p>Deputy Director – Data, Improvement Team</p>	<p>April 2025</p>
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		<p><b>Action 5:</b> The EM Data Improvement plan – which is a 3-year plan year plan from 2022 - 2025 acknowledges that the development of a data culture and some of the activities to improve access to data will require longer lead-in time and have dependencies on our suppliers, Justice Digital and other functions across the department.</p> <p>An updated Data Improvement plan was included in the Electronic Monitoring Strategy Update, published in August 2023.</p> <p><a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1181578/Eletronic_Monitoring_strategy_update.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1181578/Eletronic_Monitoring_strategy_update.pdf</a></p> <p>Implementation of the EM Data Improvement plan is being monitored and tracked. Key progress includes:</p> <ul style="list-style-type: none"> <li>• Completion of a 3-month analysis of the EM linked data set which provided interesting insights on the characteristics and compliance of device wearers. The analysis linked EM data to Magistrates court data which – subject to quality assurance – could support future reconviction evaluation projects to understand the impact of EM.</li> <li>• Second phase analysis of EM linked dataset scoped and submitted for approval. This analysis will focus on understanding reconviction, violation and cost-effectiveness of EM using Court data (Court Reoffending Package).</li> <li>• Obtained access to GPS data (acquisitive crime) to deepen and improve current understanding of the AC algorithm</li> </ul>		Complete
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			<ul style="list-style-type: none"><li>• Commenced scoping work to develop the EM curfew compliance predictor tool which will enable EM to increase support where violation is predicted to occur</li><li>• Version 3 of the Electronic Monitoring Future Service Data Dictionary has been completed in October 2023 and will be shared with the New supplier. Development of Version 3 of EMFS Data Dictionary on track for completion by September 2023 to be shared with new suppliers by October 2023</li><li>• Secured a research fellow to undertake analysis of the impact of EM using the linked data set</li><li>• EM is now a pilot in the MoJ Data Improvement programme focusing on Data Governance and Data Sharing</li><li>• MoJ Digital team leading development of 'Data Store' – two-way data feed between new suppliers and EM, including access to historical data. This feed will populate Analytical Platform supporting future EM analysis and increasing efficiency of D&amp;A teams</li><li>• 'Create an EM Order' Digital team established to improve/automate the EM order process</li><li>• EM Business Glossary developed to define key EM terms. Document saved to EQUIP and shared with EM stakeholders in October 2023. Plan to share with suppliers alongside EMFS Data Dictionary.</li><li>• Improvements to Police and Probation Operational dashboards to increase efficiency of production, better align with GDPR regulation and enhance</li></ul>		
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			<p>user experience. Plans to develop dashboard showing performance across end to end EM process.</p> <ul style="list-style-type: none"> <li>• Development of Memorandum of Understanding between EM and D&amp;A to formalise ways of working, increase efficiency and define data and analytical priorities.</li> <li>• Analytical Priorities defined and Analytical Plan in development to define how EM will understand: <ul style="list-style-type: none"> <li>○ The impact of the EM Service on device wearers, stakeholders and tax-payers</li> <li>○ Who and how best different device wearers accesses the Service</li> <li>○ How the Service is delivered and how this could be enhanced to improve device wearers/stakeholders experience and efficiency</li> </ul> </li> </ul>		
2	Commission structured research to better understand the impact of electronic monitoring and evaluate where it can achieve the best outcomes.	Agreed	MoJ Policy, collaborating with Data and Analysis and the EM Expansion Programme, will produce a comprehensive evaluation plan by April 2022 that will cover all new EM initiatives delivered between 2021-2024. Each initiative implemented will include both a process and impact evaluation the aim of which is to understand better how EM should be targeted. The outcomes from evaluation will determine national roll out.	Programme Director  Electronic Monitoring Expansion and Future Service	April 2022



			<p>Analytical resources have been agreed and recruitment for researchers and reporting analysts is due to commence in the new calendar year (2022).</p> <p>In addition, HMPPS have commenced work to improve the quality and access to EM data. A detailed business analysis has already been completed and the outputs from this will inform the future service requirements. Maximising use of data will also help build the evidence base to demonstrate the benefits of EM and how best to utilise it, informing stakeholder decision making and future policy.</p> <p><b>Update January 2023:</b></p> <p><b>Action 1:</b> Evaluation is incorporated into EM expansion activity. However, the detail of each evaluation will be defined by the project details. The evaluation plan for Acquisitive Crime (AC) Expansion is complete. Plans have been developed for the Licence Variation and Alcohol Monitoring on Licence (AML). Evaluation plans have been agreed with the Cabinet Office Evaluation Taskforce. Process evaluation and analysis on intermediate outcomes has been completed for the AC expansion.</p> <p>Scoping has also commenced for a Domestic Abuse (DA) on Licence pilot.</p>		<p>December 2022</p> <p>Complete.</p>
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			<p><b>Action 2:</b> Analytical resource has been increased, with new recruits working to improve EM data flows across HMPPS and Provider systems. Data scientists/data engineers have made wider EM datasets available for analysis and analytical priorities in terms of experimentation with these data have been agreed.</p>	<p>Programme Director, Electronic Monitoring Expansion and Future Service.</p>	<p>Complete.</p>
3	<p>Ensure future contracts for provision of electronic monitoring prioritise the delivery needs of the Probation Service including access to real time monitoring data, timely sharing of enforcement information and swifter response times to calls and emails.</p>	<p>Agreed</p>	<p>As part of the EM Future Service HMPPS is working with Digital Data and Technology (DDaT), Ministry of Justice (MoJ) and HMPPS data scientists to build out the user interfaces to EM data. The current plan is to start discovery work for this project early in 2022.</p> <p>To provide codified, repeatable real time user access and sharing of enforcement information, HMPPS will need interfaces to the EM supplier systems. HMPPS are currently working on the requirements for these interfaces. They will be included in the future contracts.</p> <p>In order to meet the needs of PPs and stakeholders HMPPS are developing service levels for the future contracts which will dictate required response times for the EM service.</p>	<p>Programme Director  Electronic Monitoring Expansion and Future Service</p>	<p>December 2023</p>



			<p><b>Update January 2023:</b></p> <p><b>Action 1, 2 and 3:</b> EM commissioned an external Digital Discovery project through OpenCast in Spring 2022 and the final report, 'Electronic Monitoring Data Discovery', was completed in June 2022. The discovery sought to identify opportunities to improve data quality through:</p> <ul style="list-style-type: none"> <li>• identifying opportunities to improve data availability and access to data</li> <li>• identifying opportunities where improved management of data might create a better, more seamless experience for users</li> <li>• exploring how EM might improve governance and increase accountability by mastering EM data</li> <li>• exploring how decisions made by users might be better informed by the improved access to EM data</li> </ul> <p>There were 4 overarching recommendations:</p> <ol style="list-style-type: none"> <li>1. Take control of EM data through direct access and self-hosting in a single location.</li> <li>2. Proactively manage EM data – through direct visibility regain control of EM data quality and governance.</li> <li>3. Improve system to system integration and system automation - with a particular focus on EM order creation and breach notification.</li> <li>4. Work in an iterative manner delivering value at pace using learning to refocus and steer delivery to meet</li> </ol>	<p>Programme Director, Electronic Monitoring Expansion and Future Service</p>	<p>December 2023</p>
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maximum value being unafraid to experiment, test and learn.

The findings and recommendations were used to inform the EM Future Service specification and key performance indicators for the future contract procurement as well as the Justice Digital strategy. As a result, the EM Future Service design has taken account of the Authority's need for greater visibility of EM data to allow us to better understand the service being delivered and how we might improve operationally.

Access to data is a key requirement and as part of the current procurement process, we are discussing the processes that will support this with potential bidders. Once we have access to the data, we will be able to put in place a series of reports and analytics to allow the service to understand performance but, more importantly, we will also be able to surface the information coming out of the system for Probation Practitioners and other stakeholders, in a live environment.

Additionally, in response to HMIP's recommendation "Improved timeliness of trail monitoring data - to be returned within 24 hours of request", a separate assessment of the provision of trail monitoring data led to a recommendation for providing a short-term solution which we are progressing with EM the supplier. It also identified options on progressing mid-term solutions within





			<p>EM's developing target operating model and informed the EM Future Service specification. See Rec 6 (c) for more details.</p> <p><b>Update January 2024:</b></p> <p>Requirements for access to near real time information were included in the procurement of the EM future service and the successful bidder has confirmed that they can meet this requirement as soon as they begin processing cases on their system.</p> <p>HMPPS are working across the Digital and Data &amp; Analytics team to plan for how this data will be managed internally and make it accessible for a range of purposes from reporting to data science and making available for probation practitioners where relevant.</p> <p>HMPPS will have an agreed approach in place to platform this data by the time we begin to receive it in July 2024.</p>		
<b><u>Her Majesty's Prison and Probation Service should:</u></b>					
4	Publish a clearly defined policy, vision, strategy and operational framework for electronic monitoring delivery for		HMPPS and MoJ Policy are working together to develop an overarching EM Strategy. The Strategy will set out the Government's aims and objectives for EM and will establish a coherent and evidence-based narrative for the role and will set the direction of travel for EM within the	Programme Director Electronic Monitoring	Complete



	probation practitioners, to include:		<p>criminal justice system. The Strategy is scheduled for publication in Financial Year (FY) Quarter One 2022/23.</p> <p>Work to develop an EM Operational Framework has commenced. The Operational Framework will provide a comprehensive reference point, highlighting key information and demonstrating best practice on the use of EM based on available evidence of EM; presented in a concise and user-friendly format. HMPPS will consult with key stakeholders during the drafting of the framework to ensure it promotes robust practice.</p>	Expansion and Future Service & Regional Probation Director Wales.	
(a)	clearly defined purpose of each type of electronic monitoring and how it would be most appropriately applied in cases.	Agreed	<p>The Strategy will set the direction and the Framework will explain each type of EM and highlight best use based on available evidence. As learning develops the Framework will evolve to help ensure EM is used effectively.</p> <p><b>Update January 2023:</b></p> <p><b>Action 1:</b> The Strategy was published in June 2022.</p>	<p>Programme Director</p> <p>Programme Director, Electronic Monitoring Expansion and Future Service &amp; Deputy Director of Bail,</p>	<p>May 2022 and June 2022 respectively.</p> <p>Complete</p>



			<p><b>Action 2:</b> The Operational Framework was completed in October 2022. It has been issued to Police, HMCTS, Youth Justice, Prisons, Probation EM Single Points of Contact (SPOCs) and the national EM lead. The Framework is on EQuIP (Excellence and Quality in Processes), a platform that houses probation service processes and procedures, and in November 2022 (first full month on the platform) there were 286 hits. It has been promoted in Probation News and the Senior Leaders Bulletin. HMPPS has resourced a network of EM SPOCs, 8 of 12 are currently in post to support best practice in EM. (Temporary cover arrangements are in place for the remaining regions) The SPOCs will have a key role to promote the guidance in probation regions. Positive feedback has been received to date, although it is too early to assess impact.</p>	<p>Sentencing and Release Policy.</p> <p>Programme Director, Electronic Monitoring Expansion and Future Service &amp; Deputy Director of Bail, Sentencing and Release Policy.</p>	<p>Complete</p>
(b)	clearly defined roles and responsibilities of Probation Services and electronic monitoring providers.	Agreed	<p>The Framework will define roles and responsibilities as set out in legislation and operational instructions to enable better understanding by practitioners and stakeholders.</p>	<p>Programme Director, Electronic Monitoring</p>	<p>June 2022</p>



			<p><b>Update January 2023:</b></p> <p>The Operational Framework has been taken through governance, signed off, and distributed to Police, Courts, Youth Justice, Prisons, Probation EM SPOCs and the national EM lead. The Framework has been hosted on EQuIP since 24 October. See update for Recommendation 4 (a) Action 2 for details.</p>	<p>Expansion and Future Service</p> <p>Programme Director Electronic Monitoring Expansion and Future Service</p>	<p>Complete</p>
c)	<p>mandatory actions for the management of electronically monitored requirements/conditions defined in one document.</p>	<p>Partly Agreed</p>	<p>This recommendation is partly agreed because it will be difficult to define mandatory actions contained in instructions which focus on discrete policy context, in one document without duplication of that context or causing further confusion.</p> <p>The Framework will draw attention to, and signpost mandatory actions contained in relevant Probation Instructions.</p> <p><b>Update January 2023:</b></p> <p>The Operational Framework provides a guide on what is required for probation, Electronic Monitoring Services (EMS) and other key stakeholders on how to manage EM requirements. This is supplemented by referral and</p>	<p>Programme Director</p> <p>Electronic Monitoring Expansion and Future Service</p> <p>Programme Director, Electronic Monitoring</p>	<p>June 2022</p> <p>Complete</p>



			signposting to other linked processes. See update for Recommendation 4 (a) Action 2 for details.	Expansion and Future Service	
(d)	clear guidance about how to manage and enforce electronically monitored requirements/conditions, including how to integrate electronic monitoring into overall case management.	Agreed	<p>The Framework document will contain guidance on how to use and manage EM, signposting to mandatory actions contained in discrete policies.</p> <p>HMPPS will update and reissue the EM operational guidance which will include expectations to take enforcement action in accordance with legislation and where in the professional judgement of the practitioner, such action is deemed necessary. The message will be reiterated in the seven-minute training referred to in recommendation 12.</p> <p>HMPPS will work with performance and quality teams to identify cases where enforcement action has not been responded to and will action accordingly.</p>	<p>Programme Director</p> <p>Electronic Monitoring Expansion and Future Service &amp; Regional Probation Director Wales.</p>	<p>June 2022</p> <p>June 2022</p>
			<p><b>Update January 2023:</b></p> <p><b>Action 1:</b> The Operational Framework has been taken through governance, signed off, and distributed to Police; Courts, Youth Justice, Prisons and Probation EM SPOCs and the national EM lead. See update for Recommendation 4 (a) Action 2 for details.</p>	Programme Director, Electronic Monitoring Expansion and Future Service	Complete



				& Regional Probation Director Wales.	
			<p><b>Action 2:</b> Probation colleagues have built on a previous EM toolkit and created an EM resource pack, pulling all the links for each aspect of EM into one document for practitioners, linking to EQuIP and other processes where relevant. Seven-minute briefings via Teams have been developed and are being delivered.</p>	Programme Director, Electronic Monitoring Expansion and Future Service & Regional Probation Director Wales.	Complete
			<p><b>Action 3:</b> Outstanding EM enforcement actions are now alerted to Performance and Quality leads in Probation regions and directed via Heads of Operations to operational staff. Performance reporting, including enforcement related activity, is fed into the Senior EM Leads Group. This has initially taken the form of high-level data reporting on volume of persons on tagged and Alcohol Monitoring alerts enforcement data. The National Probation EM Lead is working with Wales Probation Enforcement Team and the MoJ EM Team to develop monthly performance reporting on the management and enforcement of all tag types on Community Sentence and</p>	Programme Director, Electronic Monitoring Expansion and Future Service & Regional Probation Director Wales.	Complete



			post release licence. This information will be shared with EM Leads via the Senior Leads Group.		
5	Ensure electronic monitoring is available as an option for the management of people on probation subject to standard determinate prison sentences, who are identified as presenting a high risk of serious harm after release from custody.	Agreed	<p>Following the outcome of the Spending Review the department can fund the targeted testing of the use of EM for Standard Determinate Sentenced (SDS) individuals post custody during the period of their licence.</p> <p>Wider findings and research indicate that EM can make a positive contribution that supports rehabilitation and protects the public. HMPPS and MoJ policy have, therefore, identified three new expansion activities that target the SDS cohort, these will be evaluated to develop the evidence base for the effective and proportionate use of EM:</p> <ul style="list-style-type: none"> <li>• AML was introduced in Wales (November 2021) and was expanded to England in FY Quarter 1 2022/23, to help in the supervision of individuals with a strong link between alcohol misuse and criminal behaviour. AML is now live in England and Wales.</li> <li>• The EM as a variation of licence project commenced in FY Quarter 2 2022/23, making the monitoring of curfews, movements and exclusion / inclusion zones available to probation to support</li> </ul>	Deputy Director of Bail, Sentencing and Release Policy.	September 2022



			<p>compliance with licence conditions and the successful completion of the sentence.</p> <ul style="list-style-type: none"><li>• HMPPS will commence the Domestic Abuse Perpetrator on Licence pilot to make EM available for the Domestic Abuse perpetrator cohort to support the protection of existing and future victims and deter further offending.</li></ul>		
			<p>In addition to these, HMPPS continue with the AC project which imposes compulsory trail monitoring on individuals who are subject to licence conditions for up to 12 months. This project is being evaluated, including for impact on reoffending and value for money and findings will be published which will inform future use. HMPPS plan to publish an interim report in Summer 2022 (process evaluation and perceived impacts) and a final report in late 2023 (impact and economic evaluation).</p> <p>Additional licence conditions must be necessary, proportionate and reasonable; the targeting and testing of EM in advance of wider availability will provide the evidence that PPs will need to fulfil their legal obligation to use EM proportionately and where it can be effective, therefore ensuring value for money in the use of this additional resource.</p>		





		<p>It is not our intention at this stage to limit the trials of EM on licence to the high risk or serious harm cohort, nor just to initial release but also for a variation of licence.</p> <p><b>Update January 2023:</b></p> <p><b>Action 1:</b> The EM as a variation of licence Proof of Concept (PoC) in the East Midlands regions went live on August 8 2022 and will run for 6 months. The PoC introduces making the monitoring of curfews, movements and exclusion / inclusion zones available to probation after the point of release to support compliance with licence conditions and the successful completion of the sentence. A pathfinder, with expansion to a further 4 regions is planned in March 2023. This project will be subject to a process evaluation and an impact evaluation if volumes allow.</p> <p><b>Action 2:</b> The Domestic Abuse Perpetrator on Licence Project is scheduled to start its pilot in 2023. The pilot will run for 6 months in one region which will allow for a process evaluation. This will be followed by a 12-month pathfinder covering several regions the evaluation of which will support the decision for a possible national rollout. The identification of the region and the subsequent pathfinder regions will be decided by probation business change.</p>	<p>Deputy Director of Bail, Sentencing and Release Policy.</p> <p>Deputy Director of Bail, Sentencing and Release Policy.</p>	<p>March 2023</p> <p>December 2023</p>
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			<p><b>Action 2: <u>The Domestic Abuse Perpetrator on Licence</u></b></p> <p>Project went live with a soft launch of one case in August 23, to align with National Crime Week at the request of No 10, with wider rollout of the Proof of Concept to East and West Midlands in September 2023. This pilot centres on offering a discretionary, point of release tool which can be used to support the management of risk around domestic abuse, where EM is deemed necessary and proportionate.</p> <p>The next phase will be a Pathfinder , in which a further six (6) regions have been identified to go live in May 2024. The regions identified are London, Kent Surrey Sussex, East of England, South West, South Central and Wales. An Impact Evaluation will be conducted as part of the Domestic Abuse Perpetrator on Licence Pathfinder (DAPOL). This will compare reoffending outcomes in individuals who are tagged under DAPOL compared with a matched control group. The Pathfinder is expected to commence in May 2024 for 12 months. Findings from a proven reoffending analysis are expected to be available internally Q3 2027.</p>	<p>Deputy Director Probation Policy</p>	<p>Complete <i>(National roll out dependant on evaluation and funding)</i></p>
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		<p><b><u>Action 3: Interim Evaluation report for prison leavers meeting the Acquisitive Crime criteria.</u></b></p> <p>HMPPS/MoJ intended to deliver internally a draft interim evaluation report in December 2023 for prison leavers released on licence who had been given a custodial sentence of at least 12 months for a specified acquisitive offence. Due to the MoJ's Justice Data Lab needing longer than previously expected to undertake the required reoffending analysis, interim impact evaluation conclusions are now expected to be available internally during Q1 2024. The reoffending analysis undertaken at this stage for the impact evaluation will rely only on the first 6 months of outturn data since go-live in April 2021. It is intended that this cohort's reoffending analysis would be supplemented in mid-2024 with a more complete reoffending analysis for the period up to mid-2022.</p> <p>Publication of all evaluation conclusions for the AC 12m+ cohort would follow in due course.</p> <p>Collectively these projects will enable us to target EM at individuals on post release licence who represent a higher risk of serious harm to others and those who are considered prolific offenders. National roll out will be dependent on positive evaluation outcomes - which will need to be informed by wider operational factors and sufficient funding.</p>	<p>Deputy Director Probation Policy</p>	<p>Complete <i>(National roll out dependant on evaluation and funding)</i></p>
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			<p><b>Update January 2024</b></p> <p>In November 2023 Capita implemented an operational change to send violation notifications to Responsible Officers for those on Licence by 10am the following day, in line with the requirement for Community Orders and Suspended Sentence Orders. This will be reviewed after three months before being added to the contractual service level.</p>	Head of EM Operations	Complete
6(b)	Improved phone and email response times for probation practitioners and people on probation.	Partly agreed	<p>This recommendation is partly agreed as it will need to be impact assessed. To ensure guaranteed speedier times requires a Service Level (SL). There is no formal SL about human response times to incoming calls or emails, so HMPPS will need to assess the impact and cost of introducing them for PPs and for people on probation. The implementation of a new telephony system will assist in part as it will speed up all call handling.</p> <p>HMPPS will impact assess options by April 2022. Timely responses to phone and email queries from PPs and people on probation will form requirements for inclusion in the specification for the EM Future Service.</p>	Head of EM Operations.	April 2022



			<p><b>Update January 2023:</b></p> <p>Options have been assessed and the proposed changes went to the EM Change Board in July 2022 to ask EMS to impact assess a 24-hour turnaround of email responses. EMS completed this impact assessment in November 2022 and potential implementation options are now being developed.</p> <p>The target date for delivery of the new telephony system is now March 2023. Prior to its introduction, there will be clear guidance provided to all stakeholders, including Probation, about a range of new telephone numbers and the specific purpose of each one. This is designed to enable improved response times.</p> <p><b>Update January 2024</b></p> <p>Further impact assessments concluded that introducing a contractual requirement for EMS to respond to all email enquiries within 24 hours was not feasible.</p> <p>Instead, written guidance for Probation staff was developed on how to make requests for information via email more effectively to ensure the quickest possible response from EMS.</p> <p>This guidance was issued in September 2023. The new telephony system was successfully introduced and clear guidance on the changes was provided to all stakeholders.</p>	<p>Head of EM Operations.</p> <p>Head of EM Operations</p>	<p>Complete</p> <p>Complete</p>
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			<p>and provide a strategically aligned future value proposition (i.e., inform the EM Future Service specification). The latter considered a breadth of factors including the findings and recommendations of EM and Justice Digital's jointly commissioned data discovery which informed Justice Digital's wider strategy and roadmap. The EM Change Board (July 2022), tasked EMS to impact assess the necessary operational changes to ensure a timelier provision of trail monitoring data to stakeholders, including a 24-hour turnaround. EMS completed the impact assessment in November 2022 and implementation is underway.</p> <p><b>Update January 2024:</b></p> <p>Further impact assessments concluded that introducing a contractual requirement for EMS to respond to provide trail monitoring data within 24 hours was not feasible.</p> <p>Instead, written guidance for Probation staff was developed on how to make requests for information via email, including for trail monitoring data, more effectively to ensure the quickest possible response from EMS.</p> <p>This guidance was issued in September 2023.</p>		
6(d)	Automatic notification of all curfew violations for people on probation	Partly agreed	<p>This recommendation is partly agreed because it will need to be impact assessed and will require changes to Probation systems and EMS contracts. HMPPS will</p>	Head of EM Operations.	April 2022



	assessed as posing a high risk of serious harm.		<p>assess what information would be most helpful to Probation to inform the impact assessment.</p> <p><b>Update January 2023:</b></p> <p>Probation completed an assessment exercise in relation to the recommendation and concluded that this would not add to the overall management of the case.</p>		
7	Commission a practitioner self-service portal so that probation practitioners can access real-time electronic monitoring and compliance data for the cases they manage.	Agreed	<p>Alongside the work at recommendation 6(iii) the HMPPS EM team in collaboration with MoJ digital have commenced a project to develop a user interface. This will enable practitioners to access EM data directly to support the management of individuals. Given the complexity of the project HMPPS will commence with an Alpha workstream to develop and test (internally) the interface, followed by a Beta workstream to test the product with key stakeholders to ensure that it meets user needs. The requirements from this will feed into the future service contracts.</p> <p><b>Update January 2023:</b></p> <p>Based on the data discovery project (Recommendation 3), it was recognized that key building blocks need to be established before the introduction of any practitioner self-portal. As such, while EM continues to enhance existing</p>	<p>Programme Director, Electronic Monitoring Expansion and Future Service</p> <p>Programme Director, Electronic Monitoring</p>	<p>December 2023</p> <p>December 2023</p>



		<p>products (e.g., the AC portal), the 'portal' requirements have been strategically assessed and planned for across both Justice Digital and the EM Future Service specification.</p> <p>The implementation of the Future Service will provide near real time data, through a roadmap of systems interfacing, and we are already exploring how best to deliver that to PPs in a meaningful and user-friendly manner so they can use the data to support their supervision of people on probation. HMPPS want to ensure that PPs are using the minimum number of systems possible to save them time and make it as easy as possible to seamlessly transition between all the information they need.</p> <p>HMPPA have concluded that the best option is to surface real time alert information from monitoring devices within the existing Probation Practitioner systems (either nDelius or newer systems, if available). Future Service requirements reflect this approach. We continue to advance user research to understand from Probation Practitioners what information they need and how they would like to access it, to inform our decision making.</p> <p><b>Update January 2024:</b></p> <p>HMPPS will begin receiving data from the new EM supplier in July 2024 and by early 2025 the new service will be fully operational and represent the entirety of the EM dataset and at that point will be able to begin exploring how we</p>	<p>Expansion and Future Service</p> <p>Programme Director, Electronic Monitoring</p>	<p>April 2025</p>
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			provide access to relevant data directly for Probation Practitioners.	Expansion and Future Service	
8	Mandate the requirement to make domestic abuse and safeguarding checks before recommending a sentence or release on electronically monitored curfew.	Agreed	<p>HMPPS recognise the risks to others living in a household if an individual who poses a risk to them is curfewed to that address. HMPPS will mandate enquiries to police and children's services in all cases where there is a recommendation for an electronically monitored curfew from April 2022 and have set up a working group to establish how to strengthen the inclusion of information from other agencies about DA and or child safeguarding into the risk assessments completed prior to EM recommendations being made.</p> <p><b>Update January 2023:</b></p> <p>Checks were mandated from April 2022 for all new cases and additional resource allocated to each region to ensure those checks are carried out. The scale at which these checks are being carried out in each region is now being monitored.</p>	<p>Executive Director HMPPS Wales &amp; Public Protection.</p> <p>Executive Director HMPPS Wales &amp; Public Protection.</p>	<p>April 2022</p> <p>Complete</p>
9	Work with police and children's social care at a national level to ensure that probation service practitioners in	Partly agreed	This recommendation is partly agreed as outcomes are dependent on partner agencies. HMPPS will work with Police and children's services leads to establish effective information sharing arrangements. Probation regions are	Director of Public Protection Group &	April 2022





		<p>statutory guidance on inter-agency working and a national template to support information exchange.</p> <p>HMPPS will also meet with colleagues from Department for Education (DfE) to explore how their plans for multi-agency family safeguarding might contribute to better outcomes for children living with someone who is or may be subject to EM.</p> <p><b>Update January 2023:</b></p> <p><b>Action 1:</b> Recruitment of additional staff to support the need for DA and safeguarding enquiries has taken place across all probation regions. The Executive Director of HMPPS Wales &amp; Public Protection has now formally closed the DA and Safeguarding oversight group as its main ambitions have been met, those being: the introduction of the resource mentioned above, regular performance reporting on the completion of these enquiries, regular updates to Regional Probation Directors on progress driving up the completion of these enquiries, and engagement and communications across the business stressing the importance of this work. A national event was held in October 2022 where guest speakers and the Chief Probation Officer reinforced the importance of professional curiosity and of carrying out these specific</p>	<p>Director of Public Protection Group.</p> <p>Director of Public Protection Group &amp; Probation Regional Director of Greater Manchester.</p>	<p>March 2022</p> <p>Complete</p>
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			<p>enquires. The national Information Sharing Agreement has been signed off which delivers an improved minimum standard for sharing of key information about DA to inform sentencing advice. We ran a successful 'Think Child' campaign built on the success of the 16 Days of action on DA in May with the aim to raise practitioner awareness of the need to factor child wellbeing into all their work with offenders and to support earlier and integrated work with other agencies. HMPPS continue to work with partner agencies locally at PDU level.</p> <p><b>Action 2:</b> An oversight group was formed to drive forward probation access to DA and Safeguarding checks and required activity. Checks are now embedded into everyday practice. Business Strategy and Change provided change management support for this work and ensured that processes were clear and well understood across England and Wales. The national event setting out the importance of professional curiosity was the best attended national event so far and marked the end of the oversight group's work. Practice is now being monitored at a regional level.</p> <p><b>Action 3:</b> Child Safeguarding Policy has been updated and published. A short video trailer has been developed to promote the policy framework across HMPPS, and briefings are being delivered to PDUs and prison forums to support implementation of the policy.</p> <p><b>Action 4:</b> Engagement with Department for Education (DfE) has taken place. DfE has not committed to any</p>	<p>Probation Divisional Director for Business Strategy and Change.</p> <p>Director of Public Protection Group.</p> <p>Director of Public</p>	<p>Complete</p> <p>Complete</p> <p>Complete</p>
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			further action regarding multi - agency family safeguarding and EM.	Protection Group.	
10	Update NDelius requirement fields and issue guidance to ensure that electronically monitored and non-electronically monitored requirements are recorded accurately.	Agreed	<p>Work with MoJ Digital colleagues will establish the most effective way of updating nDelius to enable proper recording. This work will be added to the current list of priority activity in the digital space and a deadline for completion of this work agreed as part of their general prioritisation activity.</p> <p><b>Update January 2023:</b></p> <p>We have simplified and clarified the probation recording instruction for EM. nDelius naming conventions have been revised to clarify what needs to be recorded as part of the new Case Recording Instruction (CRI). The instruction was issued in October 2022 and regional EM SPOCs and Performance and Quality Managers have a key role in supporting and embedding its use and tracking data quality.</p>	<p>Probation Divisional Director for Business Strategy and Change.</p> <p>Probation Divisional Director for Business Strategy and Change.</p>	<p>March 2022</p> <p>Complete</p>
11	Update home detention curfew address check processes to ensure probation practitioners	Agreed	The HDC Policy Framework will be amended to underline that all necessary checks must be completed by probation before a release on HDC can be authorised. They must confirm whether the address is suitable, and the individual	Deputy Director of Bail, Sentencing and Release Policy.	March 2022





	<p>are required to specify if the proposed release address is assessed as suitable (i.e. that there are no potential risks to the householder – or to the person on probation), to inform safe decision-making by prisons.</p>		<p>can be safely managed there. The amendments will be included in the next iteration of the HDC Policy Framework which is currently under review and scheduled for publication in early 2022.</p> <p><b>Update January 2023:</b></p> <p>The review of the policy, which has been wider than this action, has proven to be more complex than first envisaged. This has not held up the mandating of DA and safeguarding checks communicated separately in April 2022. There has been further delay owing to the changing picture on prison capacity. The policy is now expected to be agreed and implemented by March 2023.</p> <p><b>Update January 2024:</b></p> <p>The new Policy Framework was implemented in June 2023 and embeds the mandating of Domestic Abuse and Safeguarding checks. It also re-enforces the requirement to confirm whether the address is suitable, and the individual can be safely managed there.</p>	<p></p> <p>Deputy Director of Bail, Sentencing and Release Policy.</p> <p>Deputy Director of Probation Policy</p>	<p></p> <p>March 2023</p> <p>Complete</p>
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**The Probation Service should:**

12	Ensure all probation practitioners receive training in electronic monitoring and how to integrate the different types of technology available into the overall case management of people on probation.	Agreed	<p>HMPPS will update the EM operational guidance, develop a seven-minute briefing outlining the key abilities of EM and refer staff to EM. Through the Heads of Operations in Probation. HMPPS will have assurances that those briefings have been completed and the documents stored appropriately on EQuIP (Excellence and Quality in Processes). HMPPS is also exploring the use of EM SPOCs (Single Point of Contacts) within PDUs to be experts and provide advice to staff. This position will become clear upon the outcome of the internal allocations process.</p> <p><b>Update January 2023:</b></p> <p>EM Operational Guidance is now on EQuIP and is being disseminated to practitioners. (See also Recommendation 4) Seven-minute briefing has been developed and is also available on EQuIP. HMPPS are developing training packs for Probation Teams to develop Probation Practitioner knowledge in the management and enforcement of all EM tag types. This will be delivered to regions by EM SPOCs in 2023.</p>	Regional Probation Director Wales.	April 2022
13	Ensure that probation practitioners clearly record and analyse how electronic monitoring will	Agreed	Through the seven-minute briefing and the updated EM operational guidance staff, will be supported in ensuring their risk management plans accurately outline how EM is	Regional Probation Director Wales.	April 2022



	support the risk management of people on probation.		<p>the most suitable tool to manage and mitigate the particular risk in the case. The briefing will outline the need for this to be clear on nDelius, risk forms to EMS and in the OASys (Offender Assessment System) and reviewed. Risk management plans will be reviewed as part of OASys countersigning. The Operational and System Assurance Group and other regional assurance processes will also be able to assess the quality of sentence plans where there is an EM requirement.</p> <p><b>Update January 2023:</b></p> <p>EM pack is now on EQuIP and its content has been reviewed by the EM Team. Seven-minute briefing has been developed and is being delivered. Offender Assessment System (OASys) reviews being carried out. Additional assurance activity (DIP samples) regarding outstanding alerts will be completed by the EM SPOCs. HMPPS are developing training packs for Probation Teams to develop Probation Practitioner knowledge in the management and enforcement of all EM tag types. This will be delivered to regions by EM SPOCS in 2023.</p>	Regional Probation Director Wales.	Complete
14	Ensure that probation practitioners clearly identify electronic monitoring requirements within sentence planning processes, including	Agreed	Through the seven-minute briefing and the updated EM operational guidance staff will be supported in ensuring their risk management plans accurately outline how EM is the most suitable tool to manage and mitigate the particular risk in the case. The briefing will outline the need for this to be clear on nDelius, risk forms to EMS and	Regional Probation Director Wales.	April 2022



	<p>reviewing progress regularly with the person on probation.</p>		<p>in the OASys and reviewed. Staff to demonstrate use of Effective Practice Framework (EPF) 1 and EPF2 at report stage and start of licence and at pre-sentence stage.</p> <p><b>Update January 2023:</b></p> <p>Pack and seven-minute briefing in place. EM Pack has been reviewed by the EM Team. Each region has performance reports on their use of Effective Practice Framework (EPF) 1 and 2 which highlights where EM should and could have been suggested and whether it was imposed. The EM SPOCs now in post will complete assurance checks on this. Where EM is imposed, they will DIP sample OASys assessments to ensure the full use of EM is reflected in the risk assessment. HMPPS are developing training packs for Probation Teams to develop Probation Practitioner knowledge in the management and enforcement of all EM tag types. This will be delivered to regions by EM SPOCs in 2023.</p>		
15	<p>Ensure that court staff training includes the availability of GPS technologies as a sentencing option, providing a clear</p>	<p>Agreed</p>	<p>HMPPS will work with the National Court Group to ensure that the operational guidance and updated materials form part of court training and awareness sessions. Use of EPF (Effective Practice Framework) 1 tool to be monitored for concordance.</p>	<p>Regional Probation Director Wales.</p>	<p>April 2022</p>



	understanding of their purpose and scope.		<p><b>Update January 2023:</b></p> <p>Reporting on EPF1 use is in place in probation regions. Briefings to court staff about the specific changes in relation to the Police Crime Sentencing and Courts Act have taken place. The HMPPS Head of Public Protection &amp; Partnerships and the EM national lead have commenced a wider training programme to all staff, to continue to drive this work forward. EM performance reports are being developed to identify EM sentences at Court and EM Court staff proposals (Using EPF data). The data will capture EM uptake across all tag types and inform EM SPOC engagement/ training to Court staff across all regions.</p>	Regional Probation Director Wales.	Complete
16	Work with local partners to improve the timeliness of domestic abuse and safeguarding information-sharing at the pre-sentence / pre-release stage to inform robust assessments.	Agreed	Assurances from regions will be sought on their processes and will be monitored via internal Performance Quality (PQ) processes. These will be reviewed and considered with guidance on best practice shared with regions to take to partnership forums to improve this process. Local quality development officers in the probation service, alongside performance and quality teams can provide quality assurance within regions to identify good practice and areas for further improvement.	Regional Probation Director Wales.	June 2022



			<p><b>Update January 2023:</b></p> <p>DA and safeguarding checks are now required before any curfew requirement. Regions are asked to ensure that processes are in place to quickly obtain information and recruitment to facilitate is underway. EM SPOCs in post will work with Quality Development Officers to quality assure the checks that have been made before and during an EM requirement. Briefings to sentencers are underway in regions.</p>	Regional Probation Director Wales.	Complete
17	Ensure all cases are enforced as required.	Agreed	<p>HMPPS will update and reissue the EM operational guidance which will include expectations to take enforcement action in accordance with legislation and where in the professional judgement of the practitioner, such action is deemed necessary. The message will be reiterated in the seven-minute training referred to in recommendation 12.</p> <p>HMPPS will work with performance and quality teams to identify cases where enforcement action has not been responded to and will action accordingly.</p>	Regional Probation Director Wales.	<p>April 2022</p> <p>June 2022</p>



			<p><b>Update January 2023:</b></p> <p><b>Action 1:</b> Operational guidance including seven-minute briefing now in place.</p> <p><b>Action 2:</b> A monitoring tool using Power Business Intelligence ("Power BI") has been developed for Alcohol Abstinence Monitoring Requirements (AAMR) where events have not been appropriately enforced. HMPPS is exploring whether this tool can be further developed for all EM requirements. Performance &amp; Quality teams are alert to the requirement of monitoring enforcement (see recommendation 4d above). EM SPOCs are actively working with regional staff to resolve outstanding enforcement alerts and ensure the process for identifying and responding to alerts is embedded across all regions.</p>	<p>Regional Probation Director Wales.</p> <p>Regional Probation Director Wales.</p>	<p>Complete</p> <p>Complete</p>
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Recommendations	
Agreed	14
Partly Agreed	3
Not Agreed	0
<b>Total</b>	<b>17</b>

