



HM Prison &  
Probation Service

Action Plan Submitted: 7 March 2024

A Response to: Independent serious further offence review of Joshua Jacques

Report Published: 7 March 2024

## INTRODUCTION

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

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

ACTION PLAN: Independent serious further offence review of Joshua Jacques

1. Rec No	2. Recommendation	3. Agreed/ Partly Agreed/ Not Agreed	4. Response Action Taken/Planned	5. Responsible Owner	6. Target Date
	<b>Recommendations</b>				
	<b>Her Majesty's Prison and Probation Service should:</b>				
1	Ensure there is consistent practice in the allocation and oversight of caseloads, including explicit reallocation of cases when a probation practitioner is absent from work.	Agreed	<p>The Excellence and Quality in Process (EQuIP) web-based resource contains the <a href="https://www.justice.gov.uk/case-allocation-tiering-framework">Case Allocation - Tiering Framework (justice.gov.uk)</a> document which was published in October 2022. This outlines the principles for case allocation and for ensuring that cases are appropriately tiered (based on risk of serious harm, level of complexity and number of needs to be addressed). The framework mandates that offenders assessed as high risk of serious harm are allocated to qualified probation officers; identifying when professional judgement may be required in allocating cases below that threshold; setting out the principles which must govern the reallocation of cases when a probation practitioner is absent through illness; and requiring that managers record actions which they have taken to discharge their responsibility in overseeing the caseloads of those who report to them. As a result of this recommendation, timescales have been agreed on when reallocation should occur after a Probation Practitioner is unexpectedly absent from work, and the revised framework will be published in April 2024.</p> <p>HMPPS have developed a Workload Measurement Tool (WMT) report which improves the accuracy and reliability of the WMT by reducing the human error recording within it. The WMT report is produced monthly and flags instances where staff are on long-term leave and cases that require re-allocation. This includes cases held by Probation Practitioners with long-term absence (over 28 days).</p>	<p>Deputy Director, Improvement Support Group</p> <p>Deputy Director, Probation Workforce Programme</p>	<p>Amended framework to be published in April 2024</p> <p>Completed</p>

			<p>Data is now being delivered bi-monthly to the WMT Continuous Improvement Group, which is co-chaired by a Regional Head of Performance &amp; Quality (WMT Lead) and the Probation Workforce Programme (WMT Lead). The WMT Continuous Improvement Group supports leaders and managers to make effective, informed and consistent workload decisions to support operational delivery, including through improved continuity of supervision when a Probation Practitioner is on leave. Specific regional actions are set by the WMT Continuous Improvement Group and tracked with issues escalated to the Performance &amp; Quality Strategy meeting.</p> <p>The Performance, Assurance and Risk (PAR) Group have completed an audit of tiering compliance in London. This includes staff absence cover via a staff survey and a report will be provided to the Chief Probation Officer by the end of March.</p>	<p>Deputy Director, Probation Workforce Programme</p> <p>Deputy Director, Performance, Assurance and Risk</p>	<p>Completed and ongoing</p> <p>March 2024</p>
2	Ensure newly qualified officers are supported to develop their practice and are only allocated suitable caseload volumes and types of case during their post qualification period.	Agreed	<p>Following engagement with operational staff and regional heads, the Probation Workforce Programme have developed and published a national framework for Newly Qualified Officers (NQOs). The framework sets out the support to be provided to staff during their NQO period and during the transition from the Professional Qualification in Probation (PQiP) to the NQO stage. The framework provides national assurance that each region adequately supports NQOs to develop their practice.</p> <p>The <a href="#">case allocation tiering framework</a> was published in October 2022. It provides national guidance regarding what cases can be allocated to an NQO. The guidance mandates that a Senior Probation Officer (SPO) will need to endorse the allocation of high-risk cases in the community (or with 12 months or less to serve in custody) to NQOs, unless the sentence includes only standalone Unpaid Work or restrictive requirements in the community. A national 'allocate a person on probation' tool has been developed which will require</p>	<p>Deputy Director, Probation Workforce Programme</p> <p>Deputy Director, Probation Reform Programme</p>	<p>Completed</p> <p>Completed</p>

			SPOs to record their allocation decision. This will be automatically added to nDelius as a contact log. This will be rolled out incrementally throughout the year.		
3	Develop an automated process to alert managers to unsuitable case allocations for practitioners (for example, to prevent unsuitable allocations to NQOs).	Partly Agreed	<p>This recommendation is partly agreed for affordability reasons. The feasibility of an automated alert has been thoroughly investigated. Unfortunately, a fully automated solution is not possible, as employee information on Probation Practitioners, such as experience and training completed cannot be integrated with Probation Case Management systems at this point.</p> <p>HMPPS will instead alert managers to suitability of case allocations through a new <i>Allocate a Person on Probation</i> tool, which will present SPOs information on the grade of Probation Practitioners in their teams, along with information on current caseload, case tier and case information. All these data are in one place, providing the SPOs with all the information needed to make an informed allocation. This new process includes Case Allocation Decision Evidencing functionality (CADE), prompting users to reflect on the rationale behind the allocation decision and provide a justification.</p> <p>The Case Allocation Tool for people being sentenced from Court to community-based orders will be rolled out to all regions. The capability of the tool will be expanded to include those released and re-released from custody.</p>	Deputy Director, Head of Digital Probation	Completed
				Deputy Director, Head of Digital Probation	April 2024
4	Ensure that referrals, such as to approved premises and MAPPAs, are completed sufficiently prior to release, to support the effective management of cases in the community (as suggested in HMPPS guidance).	Agreed	<p>Regional Probation Directors are responsible for ensuring applications for Approved Premises (AP) placements and MAPPAs referrals are completed a minimum of six months prior to release unless there are exceptional reasons such as a short sentence or a change in risk. In these circumstances, the application must be made at the earliest opportunity.</p> <p>Operational guidance sets out the timescales for the Prison Offender Manager (POM) to hand over responsibility for offenders to the Community Offender Manager (COM). The handover timeframes from POM to COM for parole eligible cases has been extended from eight months prior to</p>	Regional Probation Directors	Completed and ongoing
				Deputy Director, Courts and Custody group	Completed

			<p>Parole Eligibility Date (PED)/Tariff End Date (TED)/Projected Release Date (PRD) to 12 months. All standard determinate sentence cases have also been extended from 7.5 to 8.5 months with all short-sentenced prisoners now allocated to a COM at point of sentence. Additionally, the handover guidance has been reviewed, simplified and republished. These changes will help to support more effective transition from managing offenders in custody into the community.</p> <p>The Regional Probation Director (RPD) for London has launched a Quality Improvement Programme (QIP) to improve compliance with the requirement in the Secretary of State's MAPPA Guidance to convene pre-release MAPPA meetings six months before release, to set the level of MAPPA management. The QIP will also enhance the skills of practitioners in assessing and managing risk, taking enforcement action when offenders breach their licence conditions and in conducting motivational interviews.</p> <p>The Quality Improvement Programme is now a standing agenda on bi-lateral meetings between the Regional Probation Director and Area Executive Director to provide governance on the progress of the programme of work.</p> <p>A new accountability framework was launched in March 2023 with Heads of Operations meeting the Regional Probation Director monthly to account for priority Service Level Agreements including POM/COM handover (where the pre-release work starts including MAPPA and Approved Premises AP referrals).</p>	<p>Regional Probation Director, London Region</p> <p>Regional Probation Director, London Region</p> <p>Regional Probation Director, London Region</p>	<p>Completed</p> <p>Completed and ongoing</p> <p>Completed</p>
5	Ensure that sufficient staff resources are allocated to the effective oversight, chairing and administration of MAPPA.	Agreed	<p>Public Protection Group have also conducted a review of the effectiveness of MAPPA co-ordination and administration which identified the following actions to support effective oversight, chairing and administration.</p> <ul style="list-style-type: none"> <li>A comprehensive suite of learning resources for MAPPA chairs and administration have been</li> </ul>	<p>Deputy Director Public Protection</p> <p>Deputy Director Public Protection</p>	<p>Completed</p> <p>April 2024</p>

			<p>published. Learning Resources - General - MAPPA (<a href="https://www.justice.gov.uk">justice.gov.uk</a>). A formal evaluation in April 2024 is planned.</p> <ul style="list-style-type: none"> <li>• A MAPPA Quality Improvement Toolkit has been published so that local areas can collate the findings to show where there are gaps in practice. By the beginning of November 2023 over 70 had been completed. Public Protection Group will continue to encourage MAPPA Strategic Management Boards (SMBs) to use it to enable them to assess the quality of the arrangements in their area.</li> <li>• A Self-Assessment Toolkit for SMBs to identify areas requiring development has been published, this includes a section on resources. The Self-Assessment is informed by findings from the Quality Improvement Tool, by the beginning of November 2023 SMBs had completed their first self-assessment. The National MAPPA Team will use the findings to inform the next business plan (2024/2026). Public Protection Group will continue to encourage SMBs to use it to enable them to assess the quality of the arrangements in their area.</li> <li>• The Quality Improvement and Self-Assessment Toolkits are now hosted on the MAPPA website. This allows the National MAPPA Team to collate responses which identifies areas for improvement, both in direct practice and in building capacity for SMBs.</li> <li>• The National MAPPA team have provided an initial report to the MAPPA Responsible Authority Steering Group on the effective oversight, chairing and administration of MAPPA. They will provide a more detailed report to support proposal for activity from April 2024 to March 2026.</li> </ul>	<p>Deputy Director Public Protection</p> <p>Deputy Director Public Protection</p> <p>Deputy Director Public Protection</p> <p>Deputy Director Public Protection</p>	<p>Completed</p> <p>April 2024</p> <p>Completed</p> <p>April 2024</p>
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			<p>The RPD for London has shared key findings from this independent review at the London MAPPA SMB and with the Metropolitan Police.</p> <p>The three Responsible Authorities (Police, Prison and Probation) have acquired additional funding to recruit three further MAPPA coordinators for the London region.</p> <p>The Responsible Authorities have reviewed and assured the SMB's approach to Quality Assurance of MAPPA meetings across London. As a result, the SMB chair is now the HMPPS Head of Public Protection.</p>	<p>Regional Probation Director, London Region</p> <p>Regional Probation Director, London Region</p> <p>Regional Probation Director, London Region</p>	<p>Completed</p> <p>Completed</p> <p>Completed</p>
6	Work with local and commissioned providers of drug misuse services to ensure that interventions and training are available to support probation practitioners to properly respond to cannabis dependence and its links to mental ill health.	Agreed	<p>Through the delivery of the cross-government drug strategy, initial improved arrangements will be deployed for drug treatment across the Criminal Justice System. This will include the following.</p> <ul style="list-style-type: none"> <li>• 45 Health and Justice Partnership Coordinators have been deployed across England and Wales, to work with local health partners, including mental health, drug &amp; alcohol commissioners and treatment providers, to improve access to appropriate services.</li> <li>• Revised substance misuse training has been launched, including a focus on cannabis, improving understanding of drug use and dependency, and referral into the Dependency and Recovery service of treatment as required.</li> <li>• The drug testing of those subject to a Drug Rehabilitation Requirement (DRR) in the community has been expanded, including those with a dependency upon or propensity to misuse cannabis.</li> <li>• Drug testing in Approved Premises has been upgraded, including replacing oral fluid testing with urine testing. This has increased the timeframe in which cannabis use is detectable from two to 30 days.</li> </ul>	<p>Deputy Director, Substance Misuse Group</p>	<p>Completed</p> <p>Completed</p> <p>Completed</p> <p>Completed</p>



			<ul style="list-style-type: none"> <li>A new seizures testing service has been delivered to enable forensic identification of drug finds within Approved Premises. Results are used to inform risk-based decision making and build a better intelligence picture of drug use within the Approved Premises estate.</li> </ul> <p>A further longer-term project will support probation practitioners to properly respond to cannabis dependence and its links to mental ill health through re-procurement of HMPPS's drug testing contract - pending His Majesty's Treasury sign off - covering the testing of offenders in prisons, approved premises, and probation. The new contract aims to improve data collection of drug misuse in the community and deliver a more flexible service.</p> <p>London Probation Region has held a medical lecture event for all managers, on dependency and recovery, focusing on the impact of cannabis and brain functioning.</p> <p>The Commissioned Rehabilitative Services (CRS) Dependency and Recovery (D&amp;R) service in London delivers a range of activities to support, engage and motivate people on probation to address their substance misuse issues and includes a focus on 'bridging the gaps' between probation and community treatment services, for example, working with people with cannabis related needs. London probation Region has recently developed their High-Level Design proposals for the next generation of CRS contracts (from 2025). Subject to national governance and sign off, the D&amp;R service element will be positively adjusted to avoid any duplication with Local Authority treatment services and will include a clearer requirement to only deliver those clear gap areas. This will include a requirement to provide cannabis (and alcohol) support services.</p>	<p>Deputy Director, Substance Misuse Group</p> <p>Regional Probation Director, London Region</p> <p>Regional Probation Director, London Region</p>	<p>Completed</p> <p>July 2025</p> <p>Completed</p> <p>April 2025</p>
7	Ensure that probation practitioners understand their role in supporting the	Agreed	HMPPS has made changes to the Offender Assessment System (OASys) to better capture where offenders are	Deputy Director Public Protection Group	Completed

	police and courts to monitor compliance with Criminal Behaviour Orders.		<p>subject to civil and ancillary orders such as Criminal Behaviour Orders. This means that where an individual is subject to a Criminal Behaviour Order the assessment is automatically sent for countersigning by a Senior Probation Officer.</p> <p>Development of the new 'civil &amp; behaviour orders' learning product is scheduled for launch by the end of April 2024. Subject matter expertise in the area will be sought via engagement with the Advisory Panel for Probation Learning, Legal advisors and the College of Policing.</p> <p>All Regions will be required to demonstrate that training in the enforcement of civil orders is included in annual training plans.</p> <p>London Probation Region have completed a workshop for all managers on understanding and how to consider civil/ancillary orders within risk assessment and risk management.</p>	<p>Deputy Director, Probation Workforce Programme</p> <p>Regional Probation Director, Learning &amp; Development</p> <p>Regional Probation Director, London Region</p>	<p>April 2024</p> <p>April 2024</p> <p>Completed</p>
8	Ensure each person on probation has an up to date, timely, appropriate and completed assessment of risk and need which, where required, is quality assured through effective countersigning.	Agreed	<p>The Assessing Risks, Needs and Strengths (ARNS) project is scheduled to be concluded in Summer 2026. The project will deliver an organisational change in the approach to how assessments, risk management and sentence planning is undertaken. This will include capturing information and progress more dynamically, supported by a new enabling digital service. An early version of ARNS will be tested initially with a small staff cohort in August 2024. This early pilot will introduce a new question set and functionality and be a step towards transformative change to assessment and sentence planning.</p> <p>Every region now has a quality improvement plan which sets out the actions they are taking to improve the quality of risk assessments.</p> <p>The OASys Countersigning Framework was revised in November 2023 with more emphasis on determining quality assessments and providing feedback. It was re-launched in</p>	<p>Head of Strategy and Delivery - Assessing Risks, Needs and Strengths Project.</p> <p>Regional Probation Directors</p> <p>Deputy Director, Improvement Support Group</p>	<p>August 2026</p> <p>Completed and ongoing</p> <p>Completed</p>

		<p>tandem with the risk and OASys practice improvement suite to support practitioner and countersigning practice.</p> <p>The Performance, Assurance and Risk (PAR) Group has designed a Regional Case Audit Tool (RCAT) to assess the quality of risk and needs assessment. The mandated use of this tool is part of a comprehensive quality improvement programme across all regions.</p> <p>The Performance, Assurance and Risk (PAR) Group will continue to undertake annual sentence management audits across all regions. This covers the quality and timeliness of risk and needs assessments.</p>	<p>Regional Probation Director, Performance &amp; Quality</p> <p>Deputy Director, Performance, Assurance and Risk</p>	<p>Completed and ongoing</p> <p>Completed and ongoing</p>
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<b>Recommendations</b>	
Agreed	7
Partly Agreed	1
Not Agreed	0
<b>Total</b>	<b>8</b>