



HM Prison &
Probation Service

Action Plan Submitted: 17 March 2023

Updated Action Plan Submitted: 28 March 2024

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

Report Published: 14 March 2023

ACTION PLAN: Offender Management in Custody – post-release

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 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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Rec	Status	Response Action Taken/Planned (Original)	Original Target Date	Action Owner	Twelve Month & Final Update	Revised Target Date
1	In line with established practice in other sectors, introduce a senior practitioner role, to improve staff retention, continuity of case management and management oversight					
	Not Agreed	We will consider introducing a senior practitioner role but cannot anticipate the outcome of our consideration. This role is not part of our current operating model, but a Role Review of Quality Development Officers will be conducted and informed by the previous research from the Managerial Role Review (Senior Probation Officers in Sentence Management and Courts published 1st June 2022). The Workforce Planning System Team will complete the review by September 2023 including the consideration of a senior practitioner role. It should be noted that this is dependent on revised role boundaries for existing structures and financial constraints.	September 2023	DD Probation Workforce Programme	<p>A review of the Quality Development Officer (QDO) role was completed by the Workforce Planning System team in September 2023. The review set out to answer questions relating to the activity of a QDO, and how the introduction of a Senior Practitioner could impact the role of QDO, QDO Senior Probation Officer (SPO) and SPO, whilst considering how it would fit into the current operating model. The review recommended that the role of Senior Practitioner was not introduced into the current operating model. Findings were that the intended benefits of a Senior Practitioner would mirror those already provided by QDOs, QDO SPOs and SPOs.</p> <p>The review made further recommendations relating to QDO, QDO SPO and SPO workloads and improvement activity. The recommendations have been accepted by the National Operational Stability Panel and are being taken forward by the Regional Probation Director lead for performance.</p>	Complete
2	Reduce duplication in referral processes, for example to approved premises and CAS3, to reduce delays and increase the time available for practitioners to engage with people on probation					
	Agreed	In line with Justice Digital's strategy to deliver simple, clear, fast service for HMPPS colleagues, we are developing new digital services to support the Community Accommodation Service. These will reduce the reliance on legacy systems, make it easier and quicker to make referrals for accommodation and improve the management/occupancy of bed spaces.		Probation Director Community Accommodation Services	The 3 digital developments for the 3 CAS tiers are set out below. Significant progress has been made in each one, enabling staff to refer in a more streamlines manner, reducing duplication and increasing the ability to manage referrals and occupancy of the provision.	
		CAS1 (Approved Premises) digital service will be introduced initially as a pilot in the North East and Yorkshire & the Humber probation regions in April 2023	CAS 1 - national by	DD Transitional Accommodation	CAS1 (Approved Premises) digital service has been piloted for male Approved Premises in the North East and Yorkshire & the Humber probation regions since June 2023. National rollout is due to commence in February 2024, in South West &	March 2024



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	and then rolled out across all probation regions by Autumn 2023	October 2023.		South Central probation regions followed by all other regions in March 2024. The Approved Premises digital Service saves time for probation practitioners by integrating with other digital services, saving time and reducing duplication in addition to providing standardised assessments of suitability which are valid nationally, reducing the need for multiple referrals.	
	CAS3 (temporary accommodation for prison leavers at risk of homelessness) digital service is being rolled out incrementally starting with the ‘manage properties and bedspaces’ component in February 2023. The end-to-end service will be rolled out nationally by Autumn 2023.	CAS3 - national by November 2023	Head of Digital Prison Services	The CAS3 digital service is now live in all 12 probation regions. The new digital service allows probation practitioners to submit an online CAS3 referral and enables Homelessness Prevention Teams (HPTs) to receive referrals in the digital service. HPTs also use the digital service to manage bedspaces and bookings.	Complete
	Research commenced in February 2023 on a digital service for CAS2 (short-term accommodation) with the aim to have rolled out the service for those on Home Detention Curfew (HDC) by December 2023.	CAS 2 - HDC referral service national by December 2023	Head of Digital Prison Services	The CAS2 digital referral service is fully scoped and will be in place in an initial testing phase in early 2024 with 17 prisons. Subject to the testing period being successful, we will aim to rollout nationally from April 2024.	April 2024
3	Ensure that every person leaving custody needing ongoing substance misuse treatment receives it and that there is continuity of care, to prevent relapse				
Partly Agreed	This recommendation is partly agreed. Whilst HMPPS are prioritising improvements in this area, we recognise that 100% is unlikely to be achievable for a range of reasons; including attrition of people who choose not to engage with treatment on release. It also reflects that continuity of care is not solely the responsibility of HMPPS. Drug treatment in the community is Department of Health and Social Care’s (DHSC) responsibility and the department will therefore need to be involved in ensuring that this recommendation can be achieved.		DD Substance Misuse Group	The Telerecovery project will allow community service providers access to people with substance misuse issues whilst they are still in custody. This early development of a working relationship will enhance the chances of people engaging with treatment on release and should impact on the Continuity of Care target. Mobilisation of the Probation, Notification and Actioning Project (PNAP) is now underway and is being rolled out via a regional approach between NHS-E and HMPPS. As of January 2024, PNAP has been implemented within 32	Complete



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	HMPPS will work in partnership with DHSC and National Health Service England (NHSE) to improve the recording of substance misuse continuity of care information and will launch a new project that simplifies and centralises the process of notifying Probation of an individual's ongoing drug and alcohol treatment needs. The revised process will enable Probation to support engagement in community treatment provision and therefore will directly support continuity of care.	April 2024		establishments across England and Wales, with the remainder to follow in 2024. The process is supporting continuity of care improvements by ensuring probation practitioners are informed of a prison leavers substance misuse treatment appointment (via the releasing prison's substance misuse team). The information sharing enables probation to support and encourage attendance at community drug and alcohol appointments, enhancing continuity of care.	
	HMPPS is working alongside NHSE to build an infrastructure of over 1000 approved secure laptops to facilitate video-based telecommunications, which will enable telemedicine and telerecovery to be delivered. Telerecovery is available to substance misuse services who can use this secure telecommunication platform to connect with community-based treatment services pre-release as part of strengthening continuity of care arrangements	April 2023	DD Substance Misuse Group	There are currently 440 laptops already distributed across the secure estate through Telerecovery/Telemeds Wave 1 and 2. A further 600 will be distributed through Wave 3. Rollout of these laptops commenced in December 2023 in Wales and will continue across the English regions in January completing in early 2024. Each laptop is fitted with Visionable software. This is a secure video platform that enables community service providers to meet with people while they are in custody allowing working relationships to develop and be in place prior to a person's release.	May 2024
	HMPPS are also recruiting over 50 Health and Justice Partnership Co-ordinators into the Probation Service. These are specialist roles that lead on developing partnerships and pathways with substance misuse and health services at a local and regional level. Their work includes delivering local activity to improve continuity of care.	August 2023	DD Substance Misuse Group	Recruitment of all health and Justice Partnership Coordinators and managers has been completed. Where posts become vacant this will be managed locally as business as usual.	Complete
4	Review the provision of services delivered by commissioned rehabilitative services (CRS) providers to ensure that these are adequately resourced for the volume of referrals being made in each probation region				
Agreed	An analysis of the root causes of fluctuations and differences in CRS referrals and commencement activity across regions and contracts was conducted. Various	Complete	Head of Resettlement and Commissioned	The action plan has been implemented along with a number of actions to improve CRS. These include significant enhancements to the digital referral tool to make it easier for	Complete



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	actions, focusing on supporting the Provider, Probation and Contract Management to ensure that people on probation and in prison receive the interventions needed to reduce their risk of further offending were identified and an action plan developed. This action plan is currently being implemented.		Rehabilitative Services (CRS)	providers to administer referrals and thus free up resources for working with people; making changes to increase resource in custody for Accommodation (men) and for women's services; and adjusting volumes of different contracts to reflect the level of interventions taking place.	
	CRS have introduced "right first time" guidance to Probation Practitioners to improve the quality of referrals and are working with providers to improve delivery where required. CRS continue to ensure that the contracts operate on a sustainable basis going forward	Complete	Head of Resettlement and Commissioned Rehabilitative Services (CRS)	<p>We have evidence of successful improvements from a recent internal audit of Commissioned Rehabilitative Services (CRS). The audit reports for Personal Wellbeing and Education, Training and Employment contracts show that most CRS providers are:</p> <ul style="list-style-type: none"> • better at delivering activities that are likely to meet user's needs. • making reasonable efforts to engage users. • making positive progress to support successful outcomes. • better recording session attendance and content delivery, supported by the improved staff guidance and digital referral tool updates. <p>Although overall quality was not as good, improvements have been made in the Accommodation Contracts.</p>	Complete
5	Provide CRS providers with direct access to probation service records so that they are aware of relevant public protection considerations.				
Not Agreed	<p>Unlike the previous probation model involving Community Rehabilitation Companies (CRCs), who were responsible for the offender management of their caseload and consequently had direct access to the risk and needs assessment tool OASys and the National Delius case management system, probation practitioners now determine the relevant and appropriate risk information to be shared with our CRS providers.</p> <p>The probation practitioner is responsible for ensuring that the Refer and Monitor digital service, developed to support the new operating model, provides up to date,</p>		Head of Resettlement & CRS	Several enhancements have been made to the Refer and Monitor (R&M) digital tool since CRS services commenced in 2021, and we continue to explore ways to make improvements to ensure providers have access to the data they need and to ensure probation staff can easily see updates from providers. We will be considering further developments to support recommissioning	



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	<p>accurate and relevant information to the provider at the point of referral in line with current practice. This includes key information drawn directly from OASys and National Delius to assist the practitioner when completing the referral. The probation practitioner and CRS provider are then expected to communicate any issues of risk or public protection on an ongoing basis, as required, for the duration of the intervention.</p> <p>The Probation Service has the responsibility organisationally for ensuring that the information we keep is only accessed on a necessary basis. Providing CRS providers with direct access to National Delius and OASys is technically difficult without the risk that irrelevant or inappropriate personal information may be shared. It is possible too that such an approach could lead to raising the security requirements on CRS providers with the unintended consequence that some suppliers may be deterred from operating in this market.</p> <p>In conjunction with Justice Digital and other specialists we will consider options for improving information sharing between CRS providers and the Probation Service, including for public protection purposes. This will help determine what additional service record information from Delius and OASys would be most beneficial for CRS providers and the Probation Service and how this can be shared in a timely manner. As well as enhancements to the Refer and Monitor service that continue to be delivered to address the needs of users from both CRS providers and The Probation Service, we will also explore the potential benefits of supplying CRS providers with reports from National Delius and/or OASys reports on Probation Service records without the need to provide them with direct access to these systems.</p>				
	<p>Probation Digital Services can provide CRS providers with reports on probation service records without the need to provide these with direct access to National</p>		<p>DD Probation Digital Services</p>	<p>Probation Digital Services continue to provide CRS providers with reports on probation service records without the need to provide these with direct access to National Delius (nDelius).</p>	



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	Delius (nDelius). Providing direct access to nDelius is technically difficult and high risk from a data protection point of view.			Providing direct access to nDelius is technically difficult and high risk from a data protection point of view.	
6	Ensure that the accommodation needs of prisoners are addressed pre-release and that support to secure settled accommodation continues post-release				
Agreed	HMPPS will publish a refreshed Policy framework for Duty to Refer to local authorities in England /application for assistance in Wales. HMPPS will engage with practitioners and key stakeholders to ensure processes are reflective of best practice, and are evidence based.		Probation Director Community Accommodation Services DD Transitional Accommodation	Following extensive engagement with practitioners and stakeholders the refreshed Policy Framework was published in October 2023 and is available here: https://www.gov.uk/government/publications/homelessness-reduction-act-duty-to-refer-policy-framework HMPPS have seen increases in the levels of Duties to Refer undertaken.	Complete
	CRS Accommodation providers will undertake activity to close down tenancies etc at the start of sentences where this is required or maintain housing arrangements where appropriate and possible. The probation pre-release teams who are embedded in resettlement prisons will liaise with the Community Probation Practitioner (CPP) or Short Sentence Function as allocated and support pre-release planning activity throughout the sentence, including progressing referrals that have been made to CRS suppliers and providing a point of contact for CRS suppliers seeking to engage with the individual. CRS support continues after release and into the community whilst on licence.	June 2023	DD Resettlement & CRS	As well as preparing people for release, accommodation support and assistance in prisons and on probation includes referrals to local housing authorities and/or to CRS accommodation providers to undertake activity to close down tenancies etc at the start of sentences, as required, or maintain housing arrangements where appropriate and possible. These services are in the process of being extended to all people in custody including whilst people are on remand and improving the resource and timescales in custody. In some areas these improved custodial services are already in place, and for the remainder, we are in the process of signing change notices and agreeing mobilisation and ramp up period. We are currently supporting providers to work toward a provisional date of mobilising the increased custodial services in January 2024 for Accommodation and April 2024 for Women's Services.	April 2024



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	<p>The Probation Service will introduce the Community Accommodation Service Tier 3 (CAS3). This offers prison leavers at risk of homelessness and who are subject to probation supervision, temporary accommodation and support for up to 84 nights, together with assistance to move into settled accommodation. The service is currently live in East of England, North West, Yorkshire and the Humber, Kent, Surrey and Sussex and Greater Manchester and launched in Wales in July 2022. The mobilisation of the nationwide service will commence in March 2023, with completion within the year. These dates are subject to wider considerations across the MoJ in relation to the impact of the Autumn Statement</p>	<p>December 2023</p>	<p>DD Resettlement & CRS DD transitional Accommodation</p>	<p>Community Accommodation Service Tier 3 (CAS3) provides temporary accommodation for prison leavers, who would otherwise be homeless for up to 84 nights. Together with basic floating support to maintain the accommodation and assistance to move into settled accommodation.</p> <p>From July 2021, HM Prison and Probation Service (HMPPS) launched the CAS3 service in five probation regions:</p> <ul style="list-style-type: none"> • Yorkshire and the Humber • North West • Greater Manchester • Kent, Surrey and Sussex • East of England <p>Delivery of CAS3 in Wales, through grant funding arrangements with Welsh Local Authorities commenced in July 2022.</p> <p>CAS3 began to roll out to the remaining six probation regions from May 2023.</p> <ul style="list-style-type: none"> • North-East • East Midlands • West Midlands • South Central • South West • London (consisting of 5 contract package areas North East, North West, North Central, South East and South West) <p>This means that once fully implemented there will be National coverage in all 12 Probation Regions.</p> <p>In total 5,796 people have been placed in CAS3 accommodation between 1st July 2021 and 31st March 2023.</p>	<p>Complete</p>
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				Of these places 5422 (93.5%) were for male residents, and 368 (6.3%) were for female residents (6 were Unknown). It should be noted that this data only includes the initial five English Probation Regions and Wales. The six remaining National Roll Out regions did not begin placing individuals until after this date.	
	<p>Homelessness Prevention Teams (HPTs) became a permanent feature of the Probation landscape, following the success of the Covid Emergency Accommodation Scheme which ran during the pandemic. HPTs play a significant role in developing and leading the regional probation response to reducing homelessness for People on Probation, from custody to the community.</p> <p>Prison Strategic Housing Specialists are responsible for improving and strengthening housing pathways through partnership working with HPTs, local authorities, housing providers and other partners to reduce the number of prison leavers released into homelessness.</p>	Complete	DD Resettlement & CRS DD transitional Accommodation	<p>Homelessness Prevention Teams continue to operate in all 12 probation regions and play a pivotal role in leading the regional probation response to reducing homelessness for People on Probation, from custody to the community, including through the regional coordination and management of CAS3 contracts and placements.</p> <p>Strategic Housing Specialists act as subject matter experts on housing and homelessness for prison senior leaders and regional prison structures. There are 48 Strategic Housing Specialists working across the prison estate in England and Wales.</p>	Complete
7	Work with local partners to ensure that domestic abuse and safeguarding information-sharing is timely - at the pre- and post-release stage				
Agreed	The Probation service will establish and monitor a performance metric to ensure there is visibility and improvement in the completion of checks. This will be completed as part of the monthly performance monitoring and management process.	Complete	Chief Probation Officer	A maturing set of Performance data on Domestic Abuse (DA) and safeguarding enquiries is now embedded in the Probation Service's monthly performance update to Regional Probation Directors.	Complete
	The Business Strategy and Change Unit will continue to work with our Police colleagues to improve our access to the Police National Computer (PNC) and Police National Database systems. This work is ongoing, and we hope to	September 2024 and reviewed quarterly	DD Business Strategy and Change	To note there's a typo in the action column. It should read have access by Summer 2024 [not 2023]. We continue to work with ACRO Criminal Records Office (ACRO) to confirm arrangements for access to PNC via their service. We are in final stages of confirming the information sharing agreement	March 2024



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	have improved access to PNC by Summer 2023. We will review progress against this ambition quarterly			and contractual arrangements to put this service in place and this should be complete by Feb/March 2024.	
8	Take action to improve the quality of work undertaken on release from custody, to keep other people safe				
Agreed	All regions have a Quality Improvement Plan in place. HMPPS have designed a Regional Case Audit Tool (RCAT) which regions are mandated to use to track improvement in overall case management including risk assessment and planning.	Complete	Chief Probation Officer	Overall findings from the OSAG 2023/24 annual sentence management audit will be available in early 2024 for individual regions to use to assist in tracking RCAT results. Regions are mandated to complete the minimum number of RCATs (2) per practitioner per year.	Complete
	Learning for roles pages were launched in 2022 setting out the mandatory, required, and desirable learning for Senior Probation Officer (SPO), Probation Officer (PO) and Probation Services Officers (PSO) OMIC and Sentence Management roles. Existing pipeline/product delivery will be reviewed quarterly to ensure critical organisational activity is prioritised and senior policy/operational leads are appropriately consulted on prioritisation of learning and delivery	Complete – quarterly review thereafter	DD Probation Workforce Programme	To help prioritise critical organisational activity associated with learning and delivery, we continue to maintain and update learning based on roles pages on a quarterly basis, ensuring that senior policy/operational leads are consulted regularly. A new learning offer is being developed for SPOs (including PSOs in OMiC), targeted at those new into post. The offer incorporates specific learning objectives relating to managing performance.	Complete May 2024
	EPSiG have developed a range of products which offer guidance on improving the quality of work. Work has taken place to condense these into an easily accessible catalogue for regions to use when carrying out development activities with staff.	Complete	DD Effective Practice and Service Improvement Group (EPSiG)	Version 2 of the catalogue is currently being produced. Effective Practice and Service Improvement Group (EPSiG) reviewed published guidance, replacing several existing documents with the new Practice Guidance: Working with People on Licence and Recall Decision Making . Release was December 2023 and the document details effective practice principles to keep people safe within pre-release, release and community stages.	Complete
	Reviews are currently taking place regarding the Core Quality Management Framework (CQMF) and Management Oversight arrangements, both of which are focused on quality improvement.	October 2023	DD Effective Practice and Service Improvement Group (EPSiG)	This work is complete. The CQMF and Touchpoints Model have both been reviewed. Work continues with colleagues from PWP to deliver recommendations from the TouchPoints Model and we will continue to support the work being undertaken regarding management oversight. Briefing	Complete



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	EPSIG will develop briefing materials which draws on all HMIP findings and learning relating to resettlement cases.			materials have been produced regarding management of resettlement cases. These materials are being shared nationally and with regions.	
9	Ensure that probation practitioners are supported by administrators and probation service officers e.g., in an integrated Probation Operational Delivery (POD) structure, to enable them to deliver high quality resettlement work				
Agreed	Probation Regions have flexibility as to how they implement the Probation Operational Delivery (POD) structure, according to local demands and caseload profile. All Regions will continue to progress their implementation of PODs in alignment with the agreed national POD principles.		Chief Probation Officer DD sentence Management	The national POD principles remain part of the probation operating model and regions continue to have flexibility about how best to implement those given local circumstances and demands.	Complete
	In addition, all Probation Regions apart from London are introducing Short Sentence Teams (SST) with the intention that they are fully operational by October 2023. These SSTs are aimed at providing a fast-tracked service and opportunity for swift reengagement with people leaving prison following a short sentence (generally those people sentenced to less than 10 months to serve). This new way of working is subject to a formal process evaluation that will review implementation of early adopter sites.	October 2023	Chief Probation Officer DD sentence Management	As of January 2024, nine Probation Regions are offering a full or partial targeted service to short sentence persons, provided by a mixture of embedded staff (either dedicated team or pre-release teams) and in-reach by probation delivery units. The remaining three regions have paused implementation due to staffing pressures, but in the interim are supporting this cohort via a combined COM caseload and embedded pre-release teams in resettlement prisons, who support COMs with immediate resettlement needs identification and release planning. The process evaluation that was originally planned has been paused due to prioritisation of analytical resources: instead, a review of regions' progress in implementing the function (and the different approaches taken) was completed at the end of 2023.	Complete
	A final evaluation report will be available early 2024. The resettlement work is subject to the community sentence management quality assurance mechanisms in place under the Core Quality Management Framework (CQMF), which Regions will continue to deliver against to assure delivery in this area.	January 2024	Chief Probation Officer	A new timeframe will be established to fully review, update, and relaunch the Core Quality Management Framework to align with the Area Executive Director model including the extension of the strategy and framework into OMiC, and ensure that the approach is fit for purpose.	April 2025



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10	Provide guidance to ensure staff understand how to make informed and appropriate referrals to service providers				
Partly Agreed	This recommendation is Partly Agreed. Due to the variety of services which varies locally it is not possible to develop and maintain guidance for all services the organisation refers to.				
	<p>CRS and EPSIG have provided a 'Right First Time' 7-minute briefing for Probation staff and are now developing this as a video to expand access to it. This guidance is focussed solely on making a good CRS referral in the Refer and Monitor digital tool and also how to support people in prison or on probation to engage successfully.</p> <p>Alongside this we have developed a Risk-Information sharing video which specifically looks at how to ensure appropriate information is shared and sensitive information is excluded from CRS referral in the Refer and Monitor digital tool.</p> <p>CRS are working with the digital team to revise the prompts in Refer and Monitor so that probation and CRS supplier staff are better able to understand what information is required in referrals and session feedback.</p>	Complete	Head of Resettlement and Commissioned Rehabilitative Services DD Effective Practice and Service Improvement Group	<p>The following EPSIG products are available on EQuIP:</p> <ul style="list-style-type: none"> • CRS Referrals: 'Right First Time' • CRS Referrals: 'Right First Time' WALES • Sharing Risk Information with CRS Providers: A short video 	Complete

Recommendations	
Agreed	6
Partly Agreed	2
Not Agreed	2
Total	10

