



HM Prison &
Probation Service

HMPPS Annual Report on the IPP Sentence 2023/24

November 2024



CP 1179



HMPPS Annual Report on the IPP Sentence 2023/24

Presented to Parliament by the Lord Chancellor and
Secretary of State for Justice by Command of His Majesty

November 2024



© Crown copyright 2024

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at www.gov.uk/official-documents.

Any enquiries regarding this publication should be sent to us at ISP.Queries.PPOPS@justice.gov.uk

ISBN 978-1-5286-4979-7

E03138215 11/24

Printed on paper containing 40% recycled fibre content minimum

Printed in the UK by HH Associates Ltd. on behalf of the Controller of His Majesty's Stationery Office



This Annual Report was written on 22 April 2024, under the previous Government and covers a reporting period for the financial year 2023/2024.

Contents

Foreword	1
Executive Summary	2
Introduction	4
The IPP Sentence	4
Justice Select Committee	4
The IPP Action Plan	5
Data	6
IPP Prison Population	6
IPP Prison and Community Caseload	7
Number of Parole Board Completed Oral Hearing Reviews	8
Percentage of release decisions based on completed oral hearings conducted by the Parole Board	9
Annual IPP First Releases	10
Number of IPP Recalls	11
IPP Re-Releases Following Recall	12
Mean Time Spent Recalled	13
Number of IPP Self-Inflicted Deaths	14
IPP Population in Secure Hospital	15
Number of people serving an IPP sentence convicted of Serious Further Offences (SFOs)	16

The Past Year	17
Victims and Prisoners Bill	17
HMI Probation: A thematic inspection of IPP recall decisions	17
United Nations (UN) Special Rapporteur	18
Women serving the IPP Sentence	18
Detention for Public Protection (DPP) Sentence	19
Workstream 1: A core minimum service of IPP support in Prisons and Probation Regions	20
Workstream 2: Progression through the HMPPS system	23
Workstream 3: Effectively supporting the Parole Process	25
Workstream 4: Progression initiatives, innovation, and resettlement	26
Workstream 5: Population, Performance Monitoring and Data Publication	31
Workstream 6: Accountability for Delivery	32
IPP Action Plan Restructure	34
Feedback from people serving an IPP Sentence	35
ANNEX A – IPP Action Plan	36
ANNEX B – Glossary	56
ANNEX C – Stakeholder engagement	57

Foreword

Over recent years we have made considerable progress in enabling the release of more IPP prisoners where safe to do so, reducing the number who are in custody and, ultimately, reducing their number in the community through successful licence termination referrals. However, we know that we have more to do. HMPPS is clear that we must do all that we can to support those serving IPP sentences to make progress towards a prospective release, a sustainable life in the community and, hopefully, the end of their IPP sentence through successful licence termination.

Over the last year I am pleased that our delivery against the IPP Action Plan has continued the vital work to support IPP progression. It is important, however, to recognise that our work will take time to translate into a visible impact on the population data. I am confident that, over the next 12 months, the work done thus far, and that which will follow, will start to show such an impact.

Our IPP Action Plan is led at Director level to ensure it gets the appropriate focus. Chris Jennings who is the Area Executive Director for the South West, South Central & Public Protection has taken this lead role. He has established the IPP Progression Board, which has met regularly to oversee progress across this first year of the Action Plan. Chris is also Chair of the important External Stakeholder Challenge Group, ensuring that our work and focus is subject to regular scrutiny and accountability.

Looking back on our first year of delivering the refreshed IPP Action Plan, I am particularly proud that we were able to:

- expand psychology services through the prison gate and into the community to support some of the most complex people we work with;
- deliver a strong focus on raising awareness of the risk to safety of the IPP population, culminating in the production of a dedicated safety bulletin, sharing promising practice and the delivery of several staff awareness sessions;
- publish the refreshed Offender Personality Disorder Programme strategy which includes, for the first time, a specific focus on the IPP cohort; and
- commission operational IPP Delivery Plans for all seven of the geographical HMPPS operational areas, the Long-Term High Security Estate, the Womens Estate and contracted prisons, to set up plans to drive improved frontline work with those serving IPP sentences.

This report covers these and other areas in greater detail and I assure you that this will remain a priority for HMPPS as we look to achieve even more in this next 12 months, through the reviewed and restructured Action Plan which is annexed to the report.

For HMPPS, supporting the effective progression of those serving IPP sentences is both an operational and a moral priority.

Phil Copple

Director General of Operations, HMPPS

Executive Summary

Following the Justice Select Committee's report on the IPP sentence (September 2022), HMPPS published a refreshed IPP Action Plan on 26 April 2023. Through this, HMPPS committed to publishing an Annual Report on progress against the plan.

Delivering the work of the Action Plan over the past year has been challenging by virtue of ongoing prison capacity and staffing issues. Despite this, we have accomplished a number of important things. Further, we have refreshed the IPP Action Plan, giving it an increased focus on front line delivery, recognising that it needs to inform practical and recognisable change in prisons and through practice in the community. Changes to the IPP Action Plan include:

- Giving clearer explanation of the purpose and effect of each workstream, and accountability for completion of the actions;
- Aligning the required actions coming out of the HMIP thematic report on IPP recalls (published 4 January 2024) with the refreshed IPP action plan to ensure they are properly addressed; and
- Ensuring that the IPP Action Plan has an increased operational, front-line delivery focus.

This Annual Report details the achievements and challenges in the delivery of the IPP Action Plan over the last year.

Achievements include:

- We extended the point at which IPP cases are handed over to the Community Offender Manager (COM) from the Prison Offender Manager to 12 months prior to the next parole review (previously 8 months). This ensures that the COM has more time to understand the case and individual and build an effective relationship with them.
- HMPPS are extending the scope of Psychology Services so that they can continue to support some of the more complex IPP cases not just in prison, but also through the prison gate into the community.
- The Parole System Oversight Group was established in 2023 to explore and resolve whole-system operational issues across the parole system in England and Wales.
- The Joint NHS and HMPPS Offender Personality Disorder (OPD) Pathway Strategy was published in December 2023, publicly committing to the specific consideration of those serving an IPP sentence in the delivery of the OPD Pathway.

- To increase transparency, new data has been added to the Offender Management Statistics Quarterly (OMSQ) publication, including on the number of people on IPP licence in the community and numbers eligible for IPP licence termination.
- A first version of an internal performance report (IPP Data Dashboard) was completed at the end of January 2024. The Data Dashboard will be used by operational front-line senior leaders to track the progress of their population of people serving IPP sentences against their required IPP Delivery Plans.
- HMPPS set-up an IPP Progression Board and an External Stakeholder Challenge Group which have been meeting quarterly since June and September respectively.
- In February 2024, Phil Copple, the Director General of Operations, commissioned each of the seven Area Executive Directors for England and Wales, as well as the Executive Directors of the Long-Term High Security Estate, the Women's Estate and Contracted Prisons to develop operational IPP delivery plans and to begin delivering those plans in the Summer 2024.

Some of the challenges this year:

- We have had to push back the publication of policy frameworks to inform practice in delivering Progression Panels and progressive prison transfers in order to ensure that they align with other policy changes that may be required through the Victims and Prisoners Bill which is still going through Parliament at the time of writing.
- Following HMPPS responses to the National Audit Office and Parliamentary Accounts Committee on resettlement practice, HMPPS is developing an agency-wide strategic approach to resettlement in order to improve resettlement performance and delivery by 2025. As a result, HMPPS is no longer pursuing a separate IPP-specific strand in the Resettlement Strategy, but those serving IPP will be a priority cohort within the wider strategy.
- In reviewing the original Plan, we recognised that not all aspects were sufficiently front line focused. We have therefore adapted this in our refreshed Action Plan.

The refreshed IPP Action Plan, and the strong foundation of work from the past 12 months puts HMPPS in a good position to take further steps to improve front-line focus and delivery of activity to support those serving IPP sentences. We expect, over the course of the next 12 months to see that work translate into reduced numbers of people serving IPP in prisons and the community, and improved prospects for those who remain.

Introduction

The IPP Sentence

Sentences of Imprisonment for Public Protection (IPP) are indeterminate sentences. The IPP sentence was introduced under the Criminal Justice Act 2003 (CJA 2003) and came into force in April 2005. The sentence was designed to detain those who posed a significant risk of causing serious harm to the public. As an indeterminate sentence, the IPP sentence is made up of two parts; a minimum tariff, which is the minimum amount of time a person must spend in prison and a period on a licence in the community once the Parole Board is satisfied that it is no longer necessary for an individual to be confined in prison for the protection of the public. If an offender breaches their licence conditions, commits any further offences or the probation service deems it appropriate for the protection of the public, the offender can be recalled to prison.

The IPP sentence was abolished by the Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO). The change was not retrospective, meaning those who received an IPP Sentence continue to remain on the sentence. The Government continues to have the view that retrospectively changing the IPP sentence, which was lawfully passed, would give rise to an unacceptable risk to public protection.

Justice Select Committee

The Justice Select Committee (JSC) published their report into the IPP sentence on 28 September 2022 following a year-long inquiry. The inquiry constituted a thorough assessment of the issues surrounding the IPP sentence and the published report contains recommendations for change. The Government responded to the Committee's report on 9 February 2023, which can be accessed here: <https://committees.parliament.uk/work/1509/imprisonment-for-public-protection-ipp-sentences/publications/>.

The first of the 12 recommendations that the Committee made was for the MoJ and HMPPS to:

“Develop a new action plan, which should include clear performance measures for each of its workstreams. The new action plan should also, against each workstreams, include an accountable owner for the workstream, and a timeframe for completion of each workstreams activity so that there can be greater accountability and scrutiny. A new version of the IPP Action Plan should be published by the end of Q1 2023, with a report on the operation of the plan and any revisions to it published annually thereafter.”

The IPP Action Plan

The Government published the refreshed HMPPS IPP Action Plan on 26 April 2023. The new plan focused on ensuring HMPPS systems and processes effectively support those serving an IPP sentence to maximise their prospects of achieving a safe and sustainable release, and when in the community, towards licence termination. It contained clear work streams, with deadlines, and a robust overarching governance structure.

The IPP Action Plan is underpinned by four overarching principles:

- Principle 1: HMPPS monitors and publishes data on how those serving the IPP sentence are progressing through their sentences, whether in custody or the community.
- Principle 2: HMPPS ensures that those serving an IPP sentence have a sentence plan specifying the required interventions to reduce risk and has access to them.
- Principle 3: Community provision for and management of those on an IPP licence gives people the best prospect of a future safe and sustainable life outside of the justice system.
- Principle 4: HMPPS communicates effectively with all stakeholders, including engaging on current plans, activity, and outcomes.

The IPP Progression Board, created when the new plan was launched in April, meets quarterly and is chaired at Executive Director level. In addition, an External Stakeholder Challenge Group meeting takes place approximately two weeks before every IPP Progression Board, to hold HMPPS to account for its delivery of activities to support the progression of those serving an IPP sentence.

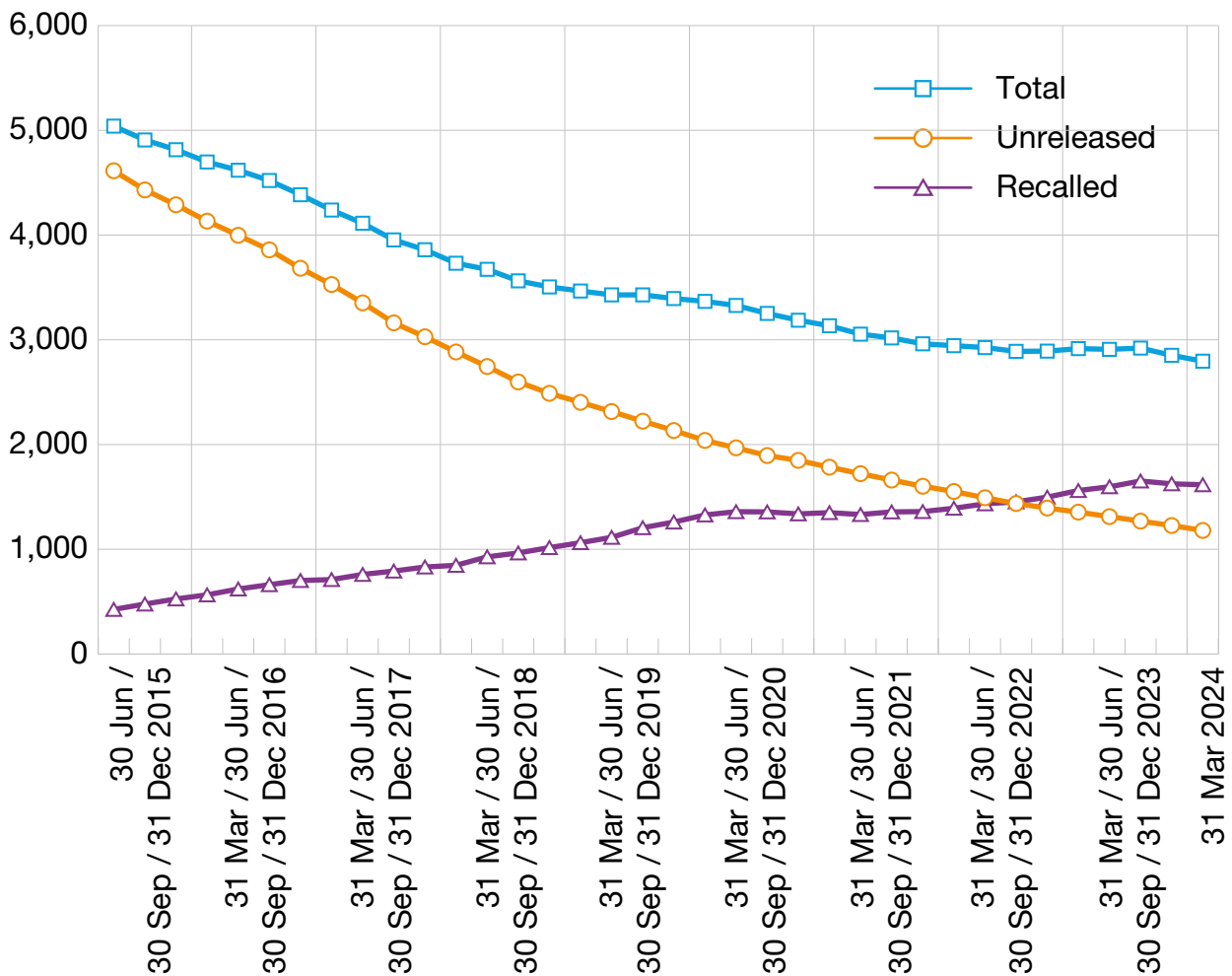
Data

The figures presented in this section have been drawn from administrative IT systems which, as with any large scale recording system, are subject to possible errors with data entry and processing.

IPP Prison Population

The overall population of people serving an IPP sentence in prison has broadly decreased overtime. Figures published in Offender Management Statistics Quarterly show that the total prison population was 5,040 on 30 June 2015 and has since decreased to 2,796 as of 31 March 2024. As of 31 March 2024, there were 1,180 unreleased IPP prisoners and 1,616 recalled IPP prisoners¹.

Individuals serving an IPP sentence

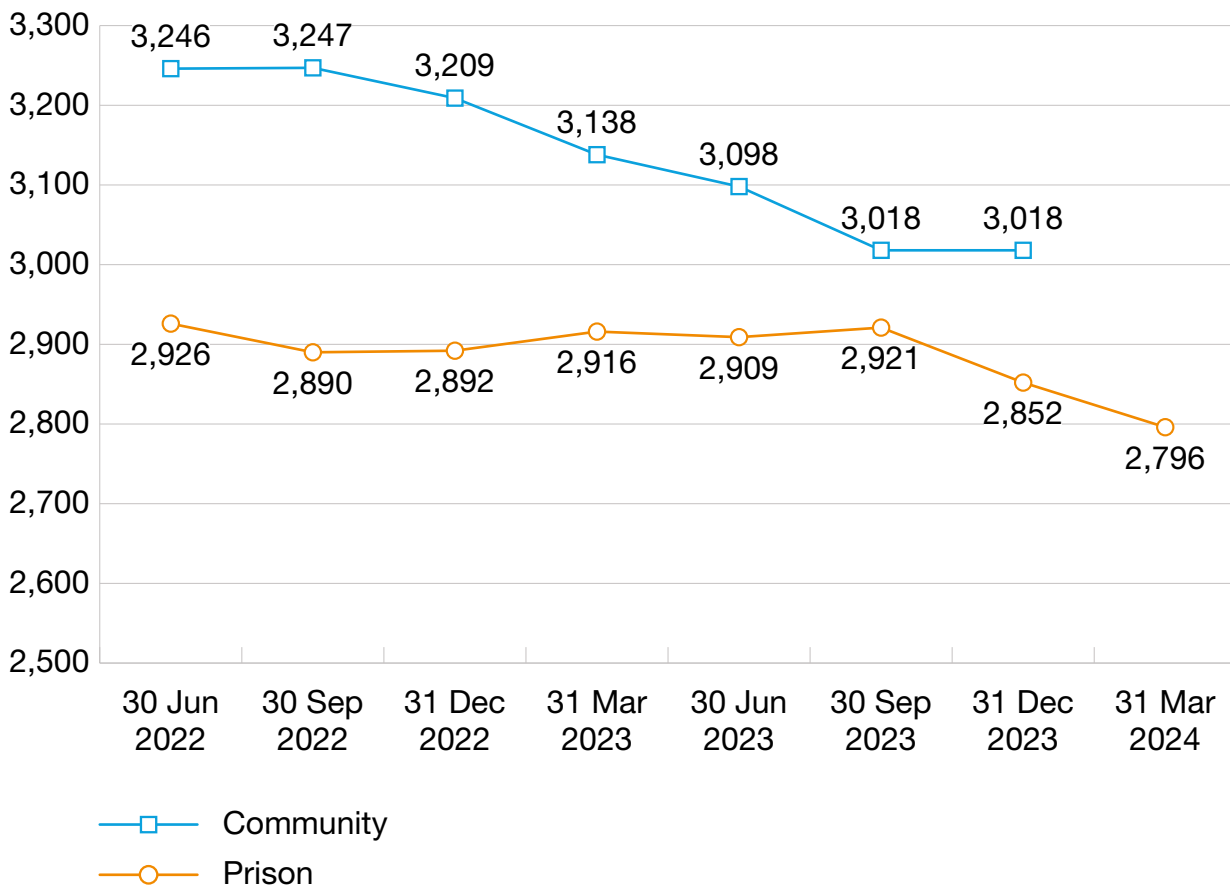


¹ <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2023>

IPP Prison and Community Caseload

As part of its commitment in the IPP Action Plan, HMPPS began publishing figures on the number of those serving IPP sentences in the community in October 2023. The figures show that the number of those serving IPP sentences in the community dropped from 3,246 as at 30 June 2022 to 3,018 as at 31 December 2023.² This could be a result of more individuals in the community having their IPP licence terminated and a result of some individuals being recalled back to custody.

Individuals serving an IPP sentence



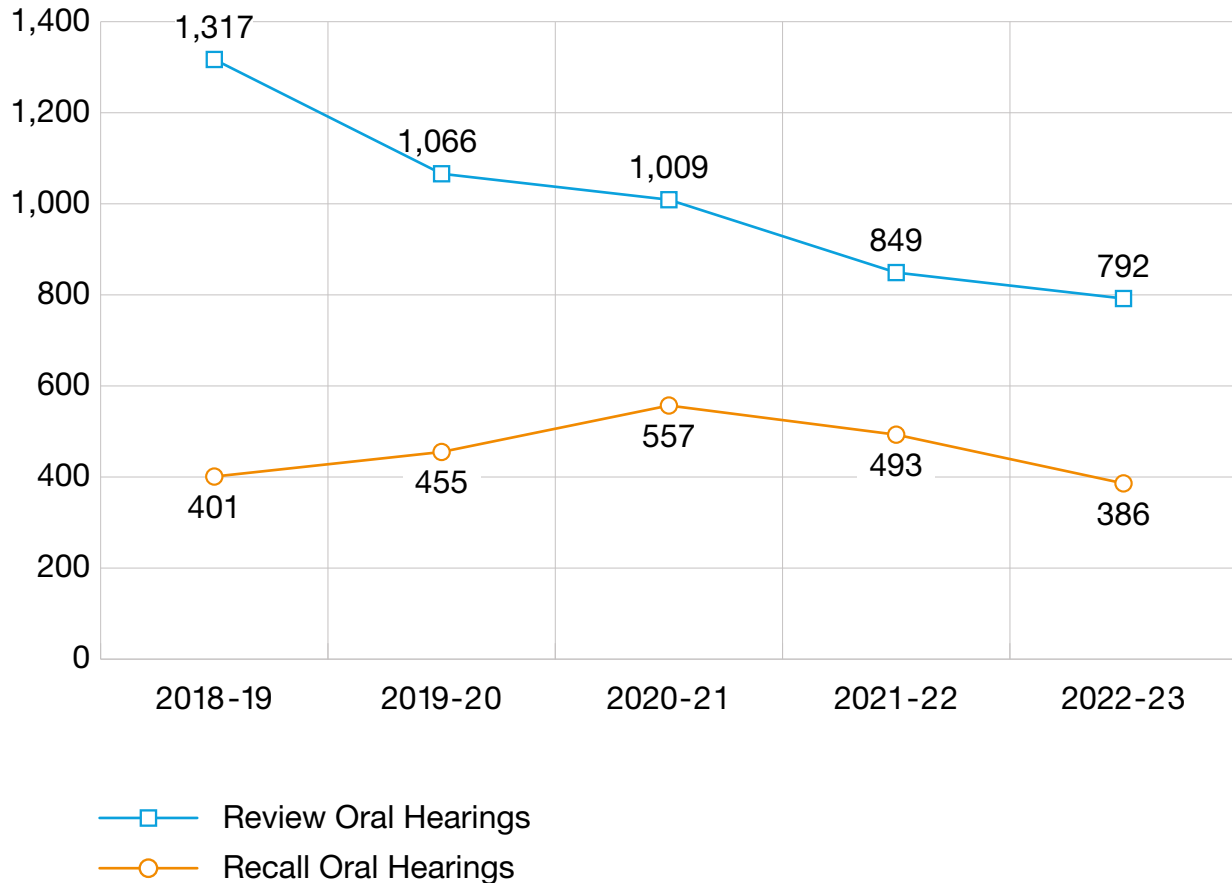
- (1) The graph presents the total number of offenders who were subject to an IPP sentence on licence in the community for each probation caseload snapshot period between 30 June 2022 and 30 June 2023.
- (2) In addition to the data lag which means that prison population statistics within the Offender Management Statistics Quarterly publication are based on a more recent period compared to the rest of the publication, the Probation statistics team postponed publication of the July to September 2023 statistics until April 2024 in order to begin the process of transitioning their data from legacy systems to more modern data processing methods to enable greater functionality.

² <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2023>

Number of Parole Board Completed Oral Hearing Reviews³

Figures published by the Parole Board for 2022/23 (please see below) show a decrease in the total number of IPP parole review oral hearings from 1,317 in 2018/19 to 792 in 2022/23⁴.

Completed IPP Oral Hearings completed by the Parole Board



³ <https://www.gov.uk/government/publications/the-parole-board-for-england-wales-annual-report-and-accounts-202223>

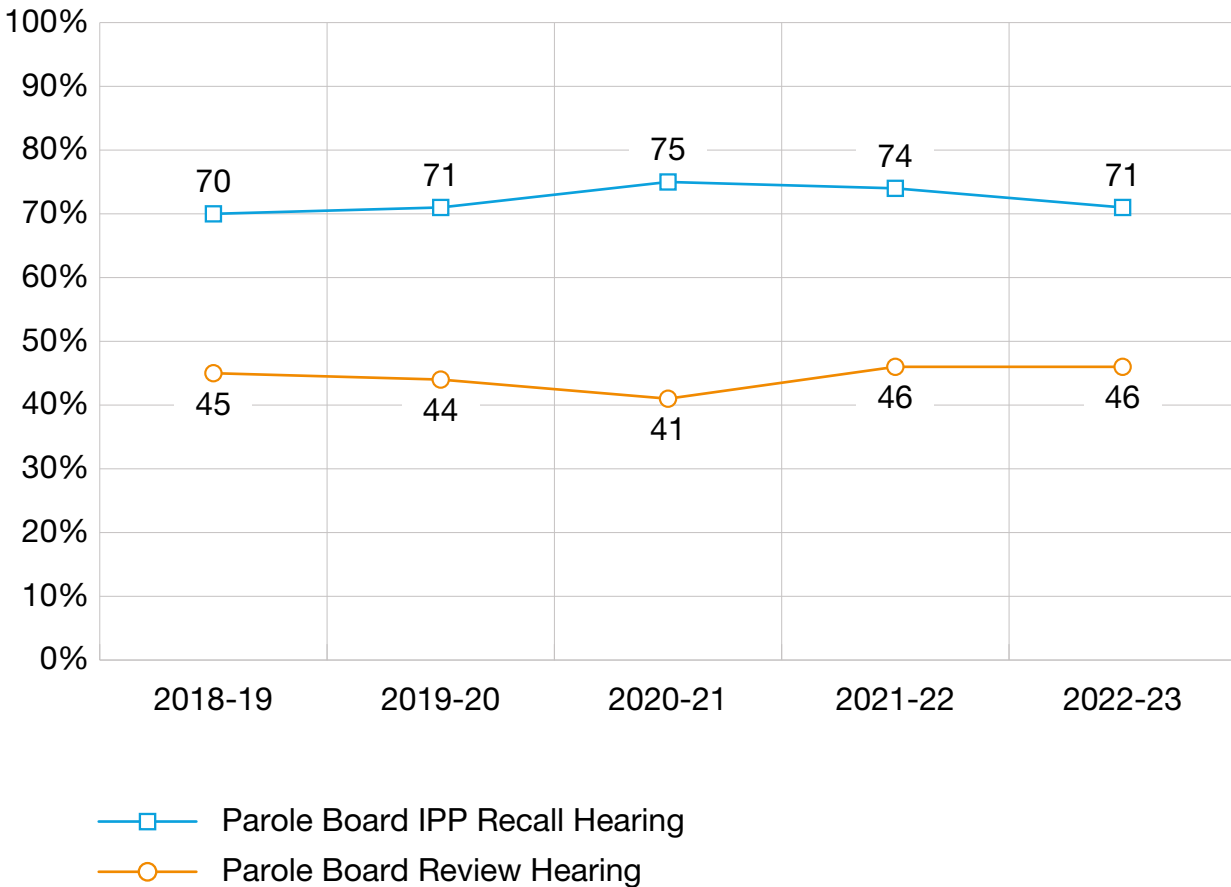
⁴ <https://www.gov.uk/government/publications/the-parole-board-for-england-wales-annual-report-and-accounts-202223>

Percentage of release decisions based on completed oral hearings conducted by the Parole Board

Despite the remaining population of people serving IPP in prisons being proportionally more of those with the most complex and challenging risks and needs, the Parole Board rate of release at oral hearing remains broadly constant year on year⁵.

The proportion of parole oral hearings for IPP cases that result in a release decision has remained fairly consistent at approximately 45% in each of the last 5 years. This is positive as, increasingly, the remaining cases in custody present the most complex and challenging risks and needs. The graph below shows only first-time releases.

Percentage of release decisions

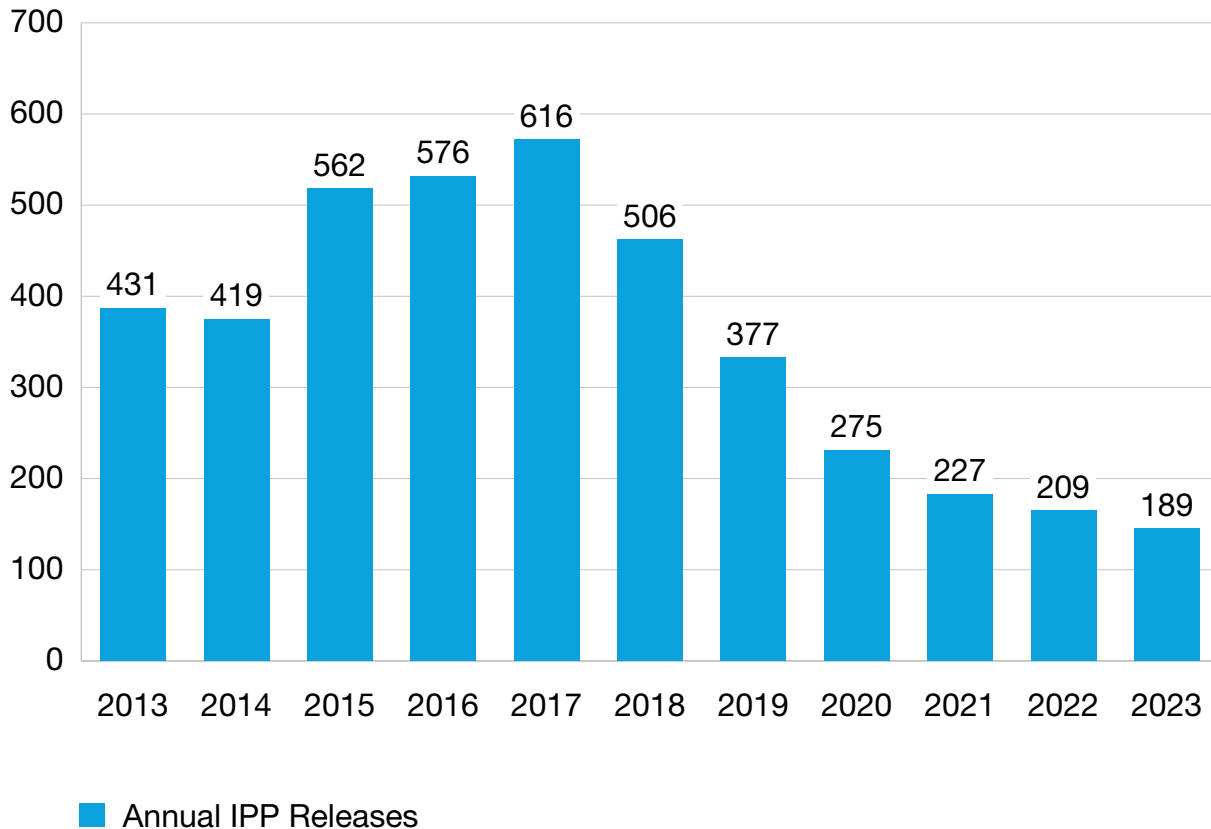


⁵ <https://www.gov.uk/government/publications/the-parole-board-for-england-wales-annual-report-and-accounts-202223>

Annual IPP First Releases

The number of Parole Board oral hearings for unreleased IPP prisoners has reduced in each of the last five years, proportionate to the reduced number of unreleased IPP prisoners in custody. Consequently, the number of IPP prisoner first releases has also reduced in each year since 2017⁶.

Individuals serving an IPP sentence



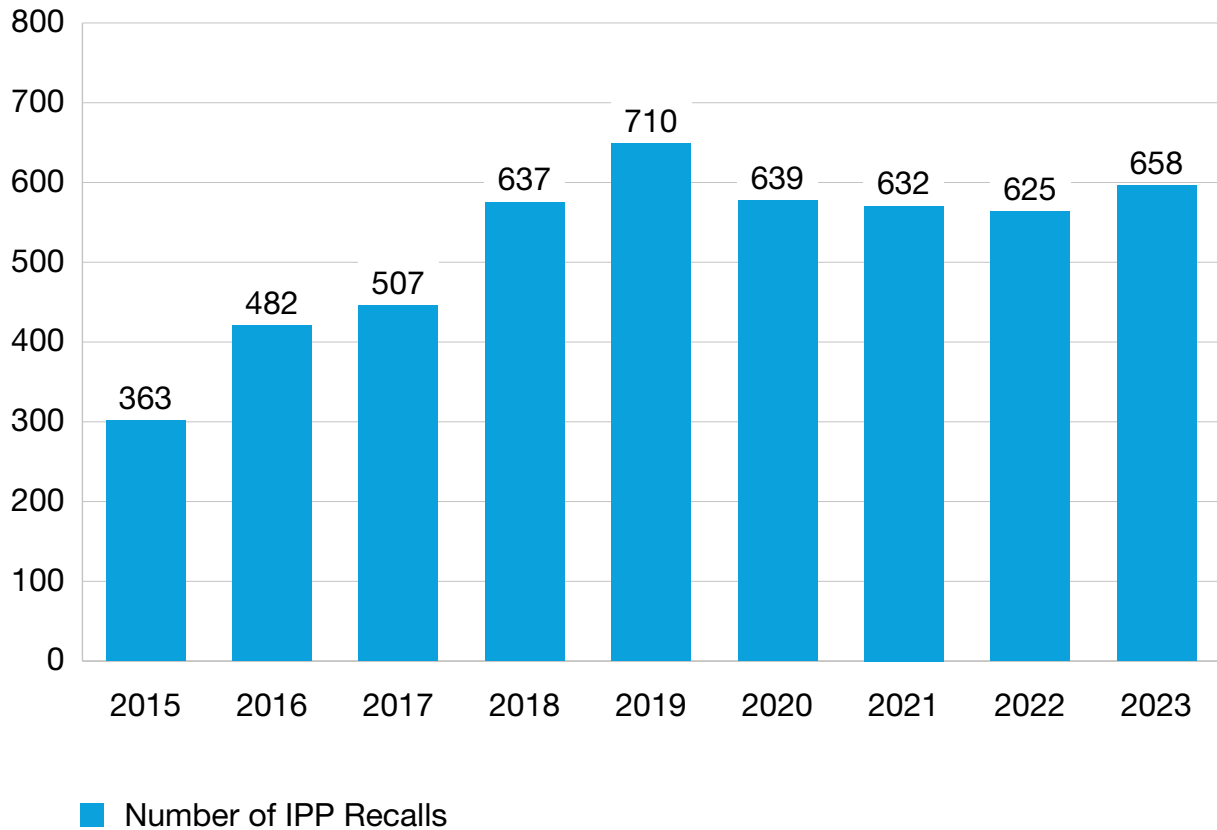
(1) All indeterminate releases reported will be first releases.

⁶ <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Number of IPP Recalls

The number of new recalls of those serving an IPP licence has broadly increase from 2015 and 2018, and has since remained broadly stable⁷.

Individuals serving an IPP sentence



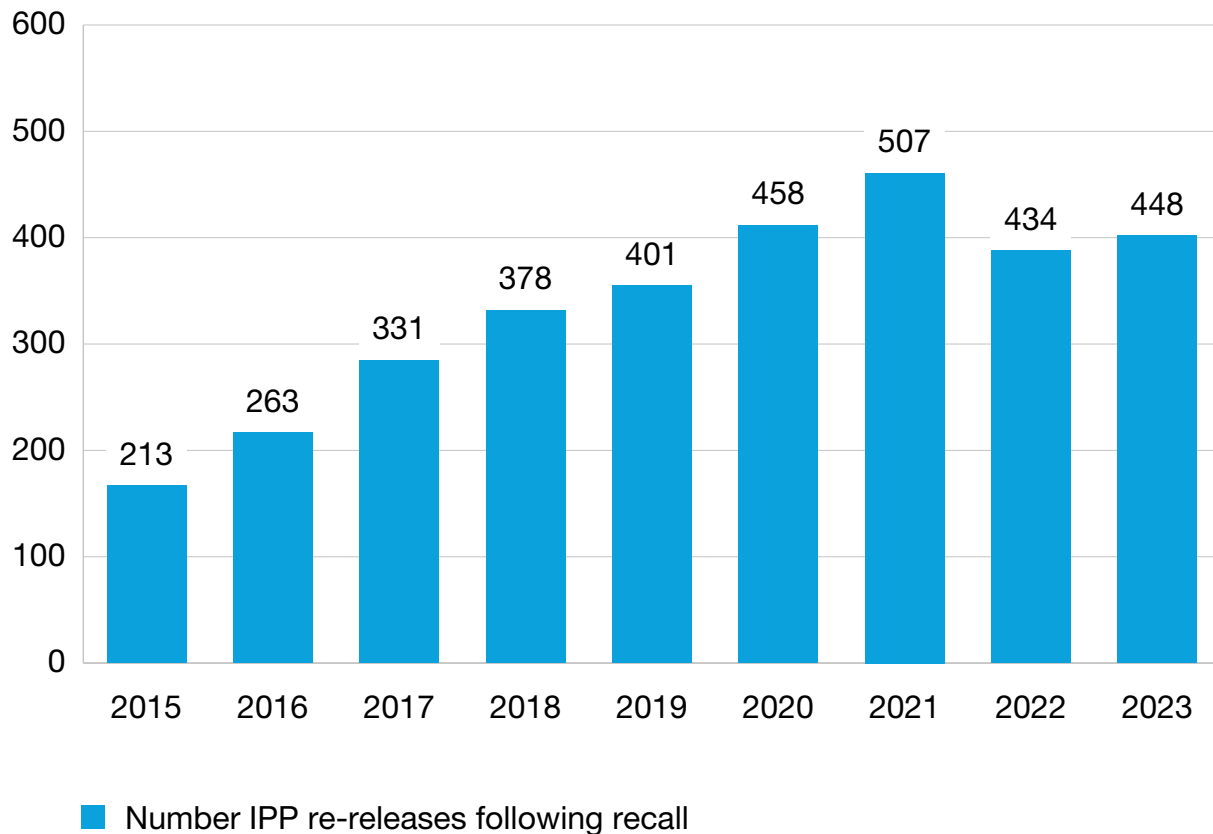
(1) The table gives the number of recalls and not the number of individuals recalled in each year.

⁷ <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

IPP Re-Releases Following Recall

Between 2015 and 2021, the number of IPP prisoners re-released by the Parole Board, following recall increase⁸.

Individuals serving an IPP sentence



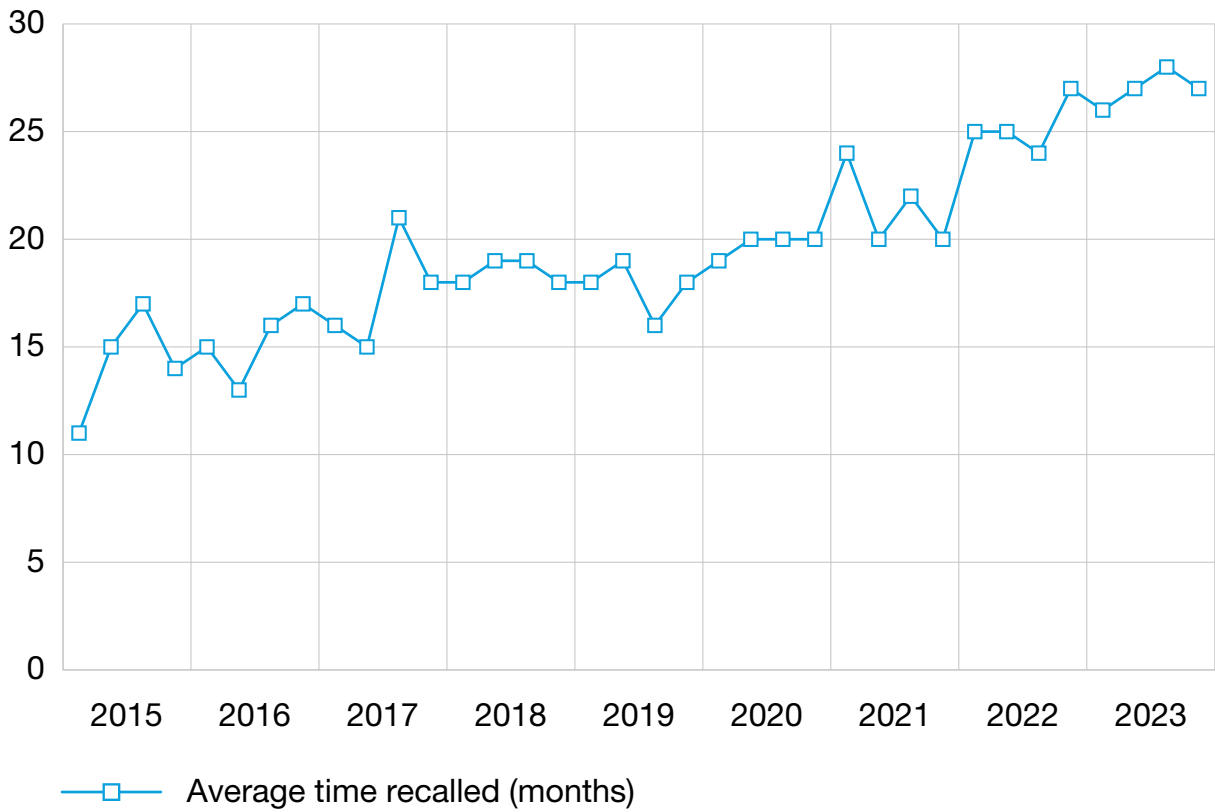
(1) The table gives the number of re-releases following recalls and not the number of individuals re-released following in each year.

8 <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Mean Time Spent Recalled

The mean time spent in prison following recall has broadly increased since 2021⁹.

Months

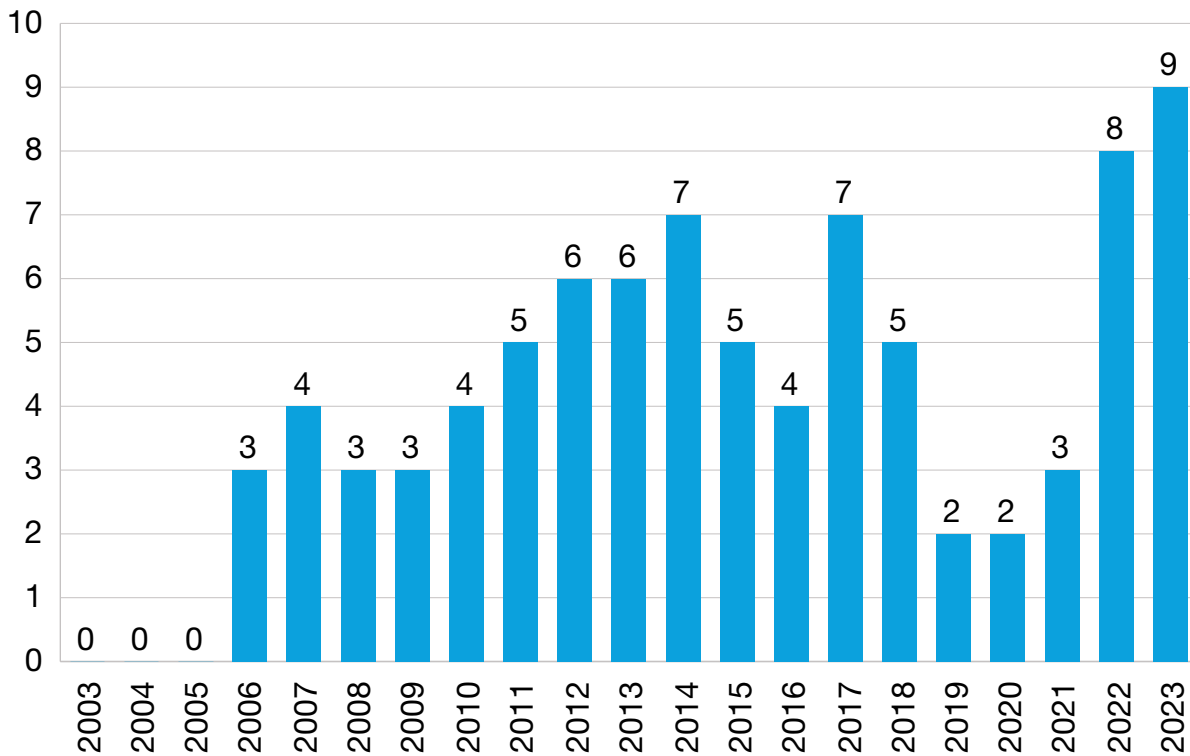


9 <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Number of IPP Self-Inflicted Deaths

Every death in custody is a tragedy that deeply affects families, other prisoners and staff¹⁰. Details of how HMPPS has reinforced important work on the safety of those serving IPP cases is contained in Workstream 4, Action 8 below.

Number of self-inflicted deaths



■ Number of IPP Self-Inflicted Deaths

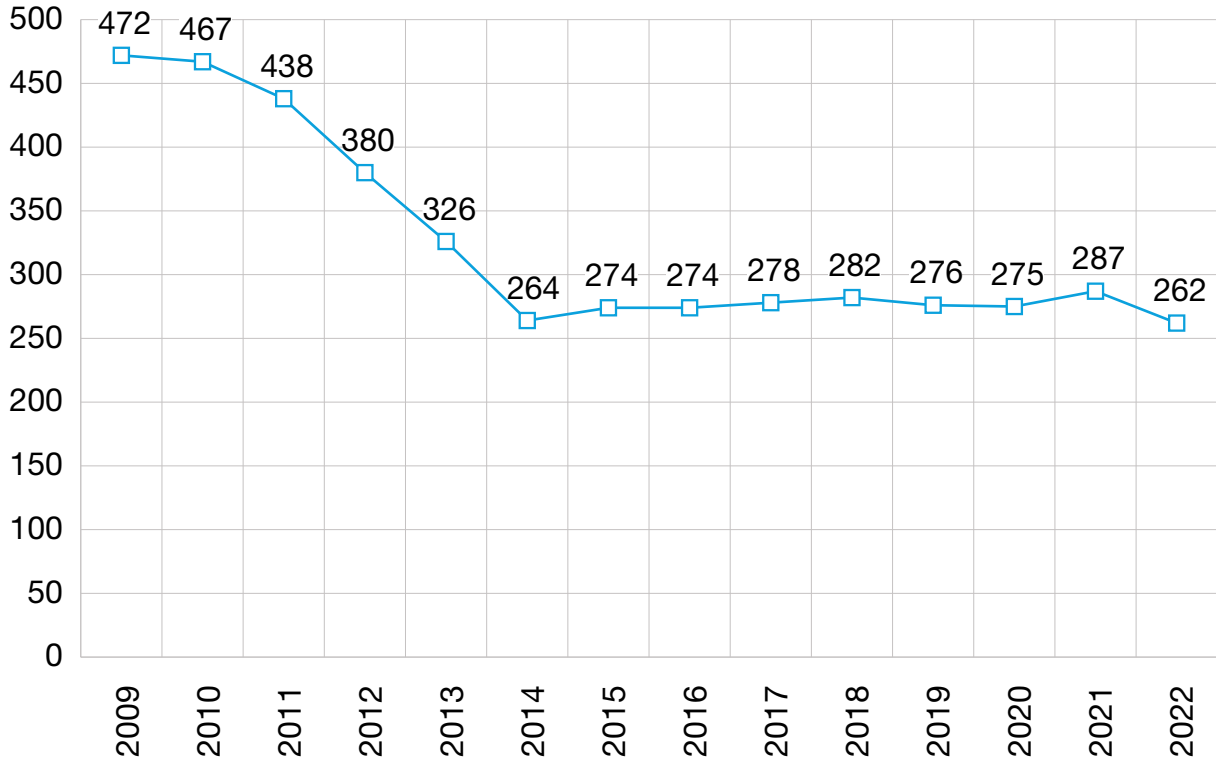
- (1) Deaths in prison custody figures include all deaths of prisoners arising from incidents during prison custody. They include deaths of prisoners while released on temporary license (ROTL) for medical reasons but exclude other types of ROTL where the state has less direct responsibility.
- (2) Due to the number of deaths that remain unclassified (awaiting further information) in recent years, and the latest year particularly, caution should be used when comparing with earlier periods.

¹⁰ https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fassets.publishing.service.gov.uk%2Fmedia%2F65b0e9d9160765000d18f7a6%2FDeaths_in_prison_custody_1978_to_2023.xlsx&wdOrigin=BROWSELINK

IPP Population in Secure Hospital

HMPPS has worked with the NHS to reduce the period before patients, when discharged, can be considered for release by the Parole Board for release¹¹.

Individuals serving an IPP sentence



—□— IPP Population in Secure Hospital at end of year

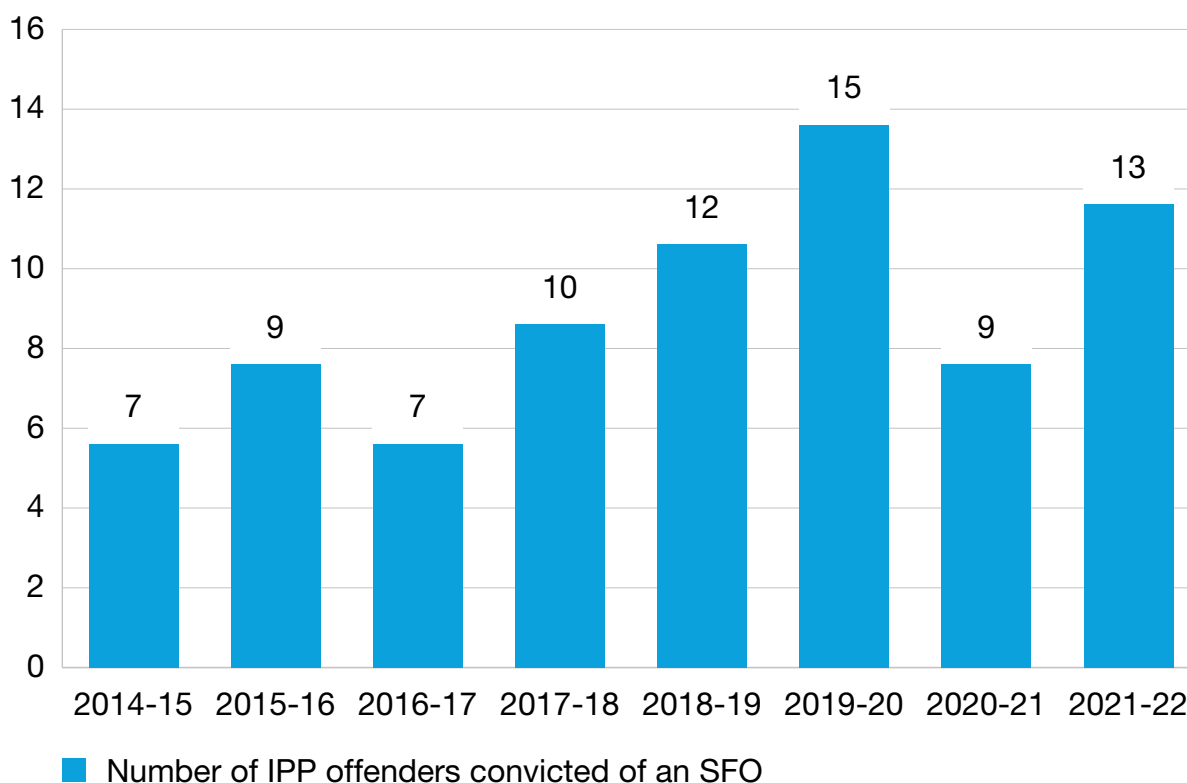
- (1) We do not hold figures prior to 2009 as the data entry system which holds these data was implemented in 2009 and data prior to this period are not of sufficient quality to allow for the breakdown requested.
- (2) The number of transfers is not the same as number of offenders transferred as there could be more than one transfer associated with an offender in a year.

¹¹ <https://questions-statements.parliament.uk/written-questions/detail/2023-11-13/hl233>

Number of people serving an IPP sentence convicted of Serious Further Offences (SFOs)

SFOs are rare. Fewer than 0.5% of offenders under statutory supervision are convicted of an SFO. Nonetheless, every single one is taken extremely seriously, and in all cases a review is carried out to identify any improvements for the better management of future cases. The data is presented by the year of the notifications¹².

Number of offenders convicted



- (1) These conviction figures are provisional and subject to change as outstanding cases are completed.
- (2) Index sentence refers to the sentencing disposal imposed by the court which led to probation services supervision of the offender.
- (3) Data are based on the year the notification of the SFO was received by HMPPS and not the date of conviction.
- (4) Figures include cases where the offender committed suicide or died prior to any trial, where a Court has ruled that they were responsible.
- (5) 'other' relate to cases who were released on temporary licence (RoTL) at the time the SFO was committed and the SFO review was completed by the prison.
- (6) The lag between notification period and publication date for conviction figures is to allow time for most cases to complete the criminal justice process.

¹² https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fassets.publishing.service.gov.uk%2Fmedia%2F6538ea44d10f35000d9a68de%2FSerious_Further_Offences_2023.ods&wdOrigin=BROWSELINK



The Past Year

Victims and Prisoners Bill

On the 28 November 2023, the Lord Chancellor announced that the Government would be introducing an amendment to the Victims and Prisoners Bill to reform the IPP licence termination period by making amendments to section 31A of the Crime (Sentences) Act 1997.

The new measures, subject to the views of Parliament, will:

- a. reduce the qualifying period which triggers the duty of the Secretary of State to refer an IPP licence to the Parole Board for termination from ten years to three years;
- b. include a clear statutory presumption that the IPP licence will be terminated by the Parole Board at the end of the three-year qualifying period; and
- c. introduce a provision that will automatically terminate the IPP licence two years after the three-year qualifying period, in cases where the Parole Board has not terminated the licence, so long as the offender is not recalled in that period.

At the time of writing this report, the Bill completed its passage through the House of Commons and is currently being scrutinised in the House of Lords. A number of amendments have been tabled by Peers which are currently being considered.

If the Victims and Prisoner Bill receives Royal Assent, the IPP measures will become law. We currently anticipate the legislation to commence in Summer 2024.

Whilst the Bill continues to progress through Parliament, HMPPS remains focused on the rehabilitation of IPP prisoners through the IPP Action Plan. We recognise that the legislation change will only directly impact those who have been released and, therefore, will continue to drive focus on supporting those serving IPP sentences who have never been released or have been recalled to custody.

HMI Probation: A thematic inspection of IPP recall decisions

Following the Justice Select Committee's assertion that offenders serving an IPP sentence on licence in the community are being recalled unnecessarily, the Government requested that the Chief Inspector of Probation carry out an independent thematic inspection on the proportionality of recall.

The thematic report¹³ on IPP recalls was published on 14 December 2023. It found that HMPPS is taking proportionate and necessary decisions to recall IPP offenders on licence for public protection. However, the report did also find that more could have been done to improve access to resources to ensure appropriate support in the lead up to recall.

¹³ <https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/ipp-recall-thematic/>

In response, the Government accepted each recommendation and published an action plan¹⁴ on 4 January. HMPPS will take this work forwards in 2024/25 and has ensured that these actions align with the restructured IPP Action Plan.

United Nations (UN) Special Rapporteur

The UN Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment wrote to the Government on 17 August 2023.

The Government was grateful for the UN Special Rapporteur's interest in this important matter and considered her letter carefully. A response¹⁵ was sent on 19 December 2023.

The Government's response highlighted that the enforcement of the IPP sentence is compatible with our international human rights obligations. We remain focused on the rehabilitation of IPP prisoners via the IPP Action Plan, which we firmly believe is the best option by which offenders can progress towards a safe and sustainable release.

The Government's response also highlighted the National Partnership Agreement on Health and Social Care in England, which was published on 23 February 2023. This Agreement ensures that people in prison have access to the same standard of healthcare as they would in the community. A refreshed Offender Personality Disorder (OPD) Programme strategy for 2023-2028, jointly funded by HMPPS and NHS England, was also published on 1 December 2023, which includes a specific focus on improving mental health within the IPP population.

Women serving the IPP Sentence

In line with the IPP Action Plan, the Womens Estate Psychology Services undertake monitoring, assessment, treatment and consultation with all women serving the IPP sentence in custody, to assist offender managers as they work with prisoners to promote progression through the sentence. This monitoring of each case undertaken by Psychology Services occurs on a quarterly basis as a minimum. Those serving IPP sentences within women's prisons are prioritised over non-IPP Prisoners for both psychological assessment and treatment, where needed. All work to prepare women serving an IPP sentence for their Parole Board reviews is completed on time.

14 <https://www.gov.uk/government/publications/a-thematic-inspection-of-ipp-recall-decisions>

15 <https://spcommreports.ohchr.org/TMResultsBase/DownloadFile?gId=37874>

As part of the operational IPP Delivery Plans, the Women's Estate in HMPPS is creating a bespoke plan for women both in Prison and in the Community. This will ensure that continued front line focus is given to women serving an IPP sentence throughout their sentence.

Detention for Public Protection (DPP) Sentence

A DPP sentence was imposed where an offender was under the age of 18 at the point they were convicted of a serious specified violent or sexual offence, committed on or after 4 April 2005, for which the maximum penalty was 10 years or more, and who, in the Court's opinion, posed a significant risk of harm to the public. As a result, those sentenced to a DPP have spent most, if not all, of their formative adult years in custody.

We recognise the impact this experience will have on those serving the DPP sentence. As a result, the restructured IPP Action Plan (Annex A) now introduces a specific action, within the new Operations Workstream, which commits to greater organisational oversight for those serving DPP sentences. As part of this action, Psychology Services will ensure all DPP prisoners, both unreleased and recalled, have their cases reviewed every quarter.

Additionally, as part of the new front-line focus on operational delivery, Area Executive Directors will need to use their IPP Operational Delivery Plans to outline how their area will focus on improved support for those serving a DPP sentence, both in prison and in the community.

Since April 2023, the Parole Board has been prioritising listing DPP cases for consideration or hearing (as outlined in their Listing Prioritisation Framework for DPP Oral Hearings¹⁶ and Paper Reviews¹⁷).

Finally, HMPPS is updating its operational policy so that DPP cases are considered for annual referral to the Parole Board unless there is a clear reason why this should not be the case.

16 https://assets.publishing.service.gov.uk/media/64a596dcc531eb001364feeb/Listing_prioritisation_framework_LPF_-_Verson_4.0_-_30th_May_2023.pdf

17 https://assets.publishing.service.gov.uk/media/64edd24c13ae15000d6e2f68/Prioritisation_Framework_for_Paper_Reviews_under_the_Member_Case_Assessment_Process_FINAL.pdf

IPP Action Plan

Since publication of the IPP Action Plan in April 2023, HMPPS has been working hard to deliver the actions contained within it. Transparency remains a key priority for this work and in the spirit of that commitment, this Annual Report details both the progress made but also the challenges HMPPS has encountered.

During this year, much has been achieved, both specific actions as outlined below and in relation to the impact the refreshed IPP Action Plan has had on bringing about a broader focus on the IPP sentence to staff at all levels across HMPPS. This renewed focus is one which we will build on over this next 12 months. A key part of achieving this will be in delivering the first workstream of the restructured IPP

Action Plan, which is to produce front-line facing IPP Delivery Plans in each of the operational Areas in HMPPS for launch in Summer 2024 (more on these at Workstream 6, Action 4).

During the course of this past year, we took a decision to refocus the action plan, which was heavily focused on policy activity and on understanding the challenges and needs of those serving IPP sentences, into a plan more focused on front-line delivery. The new action plan is published via this Annual Report, see annex A.

The following sections summarise the progress made against each of the original Workstreams and actions in the plan over the past year.

Workstream 1: A core minimum service of IPP support in Prisons and Probation Regions

Action 1 – Ensuring all practitioners involved in sentence management of IPP cases understand the sentence management model, their role in it, the role of other HMPPS practitioners, and partner organisations.

The National Offender Management in Custody (OMiC) team brought together Heads of Offender Management Delivery (HOMD) in prisons for an engagement event to capture their views on the issues and positive practice that can lead to effective sentence management and progression of those serving an IPP sentence. The OMiC team are supporting HOMDs, as a key managerial role in prisons working with people serving IPP sentences in custody,

to understand expectations and how to overcome local barriers to delivering effective support to those serving IPP sentences. The information gained from these engagements was fed into the commissioning document sent in February to senior operational leaders across England and Wales, for the establishment of operational IPP Delivery Plans. These Delivery Plans will directly target front-line delivery in support of helping those serving IPP sentences to meet the needs of their sentence plans, a move towards a future prospective safe and sustainable release and, when in the community, towards a future termination of their licence. More information on these can be found at Workstream 6, Action 4.

A Training Needs Analysis has been completed by the Learning and Development Team, focussing on the needs of custodial staff in understanding Parole, including Prison Offender Managers (POMs). The next stage will be to develop a training package which will include a focus on how to effectively manage the parole and recall process for IPP sentenced prisoners.

Action 2 – Ensure that key workers are prioritising IPP cases and have the right resources and skills to deliver their role.

The HMPPS Director General for Operations has set national priorities for prisons in 2024/25, which include improvement in the quality and quantity of key work sessions delivered. As part of their Regime Plans for 2024/25, prison governors are required to set out how they will deliver this improvement. In particular, prisons are required to prioritise cohorts most likely to benefit from key work and this will include individuals sentenced to an IPP sentence. The national OMiC team are supporting prisons to develop their plans. Improved delivery levels that prisons set out will become a local target for governors, who will be held to account for progress during the year through Prison Group Directors and Area Executive Directors (the senior operational leaders for each of the seven Areas in England and Wales).

Governors are focused on improving the quantity and quality of key work sessions and on prioritising people serving IPP sentences and will be held to account against their targets.

Action 3 – Ensure Prison Offender Managers (POM) are prioritising IPP cases and have the right resources and skills to deliver their role.

The national OMiC team have updated guidance for POMs and relevant prison and probation managers to highlight that those serving an IPP sentences are a priority group so, when there are resource pressures, work should continue to be prioritised with this cohort.

Action 4 – Ensure that Prison and Probation handovers are timely and effective.

For Parole eligible prisoners we have amended the handover point from 8 to 12 months prior to Parole Eligibility Date or Tariff Expiry Date and the Parole Review Date, where applicable. This provides Community Offender Managers (COMs) with more time to build relationships and complete the necessary considerations and checks to undertake a comprehensive assessment of a prisoner's suitability for progression or release.

We have improved IT platforms to make staff handovers quicker and simpler. We have also updated guidance and process maps to support these changes.

The national OMiC team are also developing a Handover Webinar to improve staff understanding of the importance of the handover in supporting the collaboration between the POM and the COM to improve assessment of risk and suitability for progression or release.

Action 5 – Ensure Community Offender Managers (COM) are prioritising IPP cases and have the right resources and skills to deliver their role.

We have continued to invest in increasing Probation Officer numbers with the aim of reducing caseloads and ensuring staff can prioritise those on their caseloads with the highest needs and risk.

The increase in Probation resource means that COMs can prioritise their work with those serving IPP sentences; they will also have more time to develop their understanding and the skills required to work effectively with this group.

Action 6 – Ensure operational managers in prisons and probation are working together to assure the quality of sentence management and support effective handovers and releases.

The Operational and System Assurance Group (OSAG) have commenced the design and development of a pilot OMiC/ resettlement audit with the aim to carry out field work in one Area in May/June 2024. This audit will target the vital interface between custody and the community and how this prepares and supports prisoners for release.

Action 7 – Ensure senior leaders in prisons and probation at regional and national have the right data and evidence on performance and quality to work together to hold operational delivery to account.

There are currently no performance measures for OMU work in Prisons. OMiC will only develop measures that are required for OMiC policy delivery, i.e., quality of supervision, handover.

However, the planned development of an OMiC/Resettlement audit under Action 6 above will provide important information of practice and areas to improve.

There is a probation performance metric that measures whether a handover meeting has taken place, when the management responsibility moves from POM to COM.

Action 8 – Ensure prison and probation systems supporting sentence management of IPP cases support the operating model and in particular handover of cases.

We have updated prison and probation digital systems so that data is transferred from one to another immediately, rather than with the previous 24-hour time lag.

As outlined in Action 4 above, the changes to the Parole handover timings will give COMs more time to build relationships and produce good quality information for the Parole Board. Changes to IT have also been made so Probation Delivery Units are notified of the handovers with a far greater lead in time.

There is an ongoing technical issue meaning a manual entry of Parole Review Dates is required, which can lead to errors and dates being incorrect, in turn potentially impacting on timely allocation and handover requests. Digital work is currently underway to automate all the relevant milestones.

Digital changes are supporting quicker, more effective joint working between staff in prison and probation working with people serving IPP sentences.

Workstream 2: Progression through the HMPPS system

Action 1 – Test a new role responsible for resolving system-related progression issues (IPP Progression Lead/Officer).

The Director General of Operations at HMPPS sent out a commission to all Area Executive Directors in February, which asked each to produce an operational IPP Delivery Plan for their respective Areas. As part of these plans each Director must identify an IPP Lead whose responsibility will be to monitor progression of those serving IPP sentences within their region. The plans and the identified leads will be in place from Summer 2024.

Action 2 – Deliver Progressive Transfers Policy Framework.

The Progressive Transfers Policy Framework was originally due to be published in December 2023. However, this was deliberately pushed back to November 2024 to ensure that the final Framework was able to capture any related possible changes, which were being discussed in the early part of this year. In the meantime, we have refreshed and recirculated the existing ‘progressive moves for indeterminate sentence prisoners’ guidance across HMPPS.

Action 3 – Develop a remittance strategy for those not returning to prisons in the Long-term High Secure Estate.

Health and Care Partnerships and Public Protection Group in HMPPS have completed a high-level outline of key principles and processes for remitting former patients back to prison, which covers all prisoners, including those serving IPP sentences.

The initial draft of a formal remissions policy framework for the new remission strategy has commenced and is being developed with key stakeholders. This draft is being produced to meet the needs of the various types of remission it must cover across the whole prison estate. The proposed new model is being piloted in the male prison estate in the south-west and learning from this pilot will be incorporated into the policy framework.

Action 4 – Deliver review of IPP prisoners’ location.

A review of IPP prisoner locations was completed in September 2023. The review found that approximately 75% of IPP prisoners were located in a prison which is appropriate to their sentence plan needs. A further review will be completed in the early part of this business year to get an up to date picture of IPP prisoner locations. The findings, both at an area level and nationally, will be reviewed for common themes and trends to inform plans to ensure IPP prisoners are able to access the required resources/support mechanisms or interventions to achieve their sentence plan objectives and reduce their risks. Findings will also influence the operational IPP Delivery Plans and serve as a starting point on which each can work towards improving against in the first year of their Delivery Plans being in place. Those who are serving the IPP sentence and who are not progressing will benefit from a higher sense of visibility in the system, to support them getting access to the rehabilitative mechanisms required.

Action 5 – Produce a formal Progression Panel policy framework.

The original deadline for completing and publishing the Progression Panels Policy Framework was October 2023. Whilst an initial draft has been produced and a consultation exercise on the scope of progression panels was completed, this is not yet finalised. Two key events have led to the decision to push the publication timeframe back. The first is that it was important for this framework to take full account of findings in the HM Inspectorate of Probation’s thematic review of recall, which was published in December 2023. The second is that the proposed legislative changes to IPP licence terminations will have an impact on the framework. A new deadline has been set for February 2025 to align it with the intended introduction of that legislative change, should the Victims and Prisoners Bill gain Royal Assent. In the meantime, prisons and the Probation Service continue to deliver Progression Panels to support cases and key decisions, informed by the existing IPP Progression Panels Guide, which is also currently being refreshed.

Action 6 – Review and refresh the policy for considering suspension of supervision.

As above, this policy directly relates to IPP licence termination policy, and so reforms to suspension of supervision for IPP offenders will be progressed when the Victims and Prisoners Bill passage is concluded.

Action 7 – Review recall practice.

HMPPS pushed back its review into recall practice, which was due to be completed by September 2023, to allow HM Inspectorate of Probation to first complete its independent thematic review into IPP recall, published on 14 December 2023. It found that HMPPS was taking necessary and proportionate decisions to recall those serving IPP sentences on licence for public protection, however, in some cases, improved support might have reduced the likelihood of a recall decisions ultimately having to be made. Following the findings of the Inspectorate report, the Government published a separate action plan on 4 January 2024 in response to the recommendations made in the thematic report. HMPPS has aligned these actions with the restructured IPP Action Plan and will look to improve access to resources to ensure appropriate support is provided in the lead up to release and any potential recall.

Action 8 – Produce a holistic ‘management on licence’ improvement plan.

A Probation Task and Finish Group was set up in June 2023, and is made up of Senior Probation Leads representing all Probation Regions in England and Wales. The Group meets regularly and has been tracking outstanding licence termination reports to help drive down backlogs. The focus is working, with the number of referrals between October and December 2023 at 317, up from 225 between July and September 2023, and 147 between April and June 2023. The group has also overseen the early development of the Progression Panels policy framework (Action 5 above) and informed the early development of a holistic IPP staff guide.

Action 9 – Develop and deliver expanded psychology services provision in the community to improve support through the gate.

HMPPS agreed additional funding for psychology services expansion into community support to be delivered by Psychology Services Group (PSG). An IPP service supporting COMs in the management of IPP offenders on licence has been developed and is being implemented in each regional probation team. The approach takes account of the fact that the exact service will vary across regions depending on need, volumes, and other service provision in place, such as Offender Personality Disorder services or existing psychologist provision.

The service includes: psychology input into IPP community complex case panels; case reviews to identify support activity; completion of projects/research to support COMs; training based on local COM training needs; psychological advice to COMs for released IPP offenders relating to risk assessments, risk management formulations and pre licence work.

All regions will provide a regional implementation plan which will be aligned to the operational IPP Delivery Plan for 2024/25. Staffing in psychology services remains challenging hence the IPP model has started with readily achievable services, such as through the gate consultancy for newly released IPP offenders by their prison-based psychologist.

| Workstream 3: Effectively supporting the Parole Process

Action 1 – Conclude the Psychology parole pilot and take a decision on wider roll-out.

The Psychology Pilot introduced a triage process whereby HMPPS Psychology Services provide the Parole Board with a view on whether a Psychology Risk Assessment (PRA) would be beneficial for the prisoner's parole review. The pilot aimed to improve the timeliness of provision of PRAs to the Parole Board, and to avoid carrying out any which are ultimately not beneficial. The pilot is currently running in all public prisons for on and post tariff Parole Board reviews, including those serving IPP sentences.

Following evaluation of the pilot, HMPPS Psychology are in the process of gaining agreement for the pilot to become business as usual.

Action 2 – Complete the Mental Health streamlining pilot and take decision on wider roll-out.

Project sponsors have agreed that the mental health streamlining pilot should be made business as usual. Work is now underway to confirm this by the end of March 2024. This will impact those IPP sentenced prisoners who have been detained as a restricted patient under the mental health act, at the point they are discharged and remitted back to prison.

The Mental Health Streamlining Pilot was launched in 2021 following concerns raised in the Independent Review of the Mental Health Act, published in 2018, around the length of time between the Mental Health Tribunal (which decides whether or not to discharge a patient from hospital) and the Parole Board review (which decides whether the prisoner can be released into the community on licence).

The pilot aimed to streamline the parole process for all indeterminate sentenced prisoners and parole-eligible determinate sentenced prisoners detained under the Mental Health Act (s47/49), who have received a recommendation for conditional discharge and are due or overdue a parole review. It aimed to ensure that these prisoners received a timelier review of their suitability for release into the community. The pilot proved successful in reducing the timeframe significantly for these cases, by 33%-53%, depending on the circumstances of the case.

Action 3 – Complete a time-bound review of current challenges in delivering effective parole process.

Delivering on a recommendation in the “Root and Branch Review of the Parole System: the future of the parole system in England and Wales”, published in March 2022, the Ministry of Justice established the Parole System Oversight Group in 2023 to explore and resolve whole-system operational issues across the parole system in England and Wales.

This Group, which meets quarterly, brings together senior officials from across HMPPS, MoJ, Probation and the Parole Board to tackle systematic challenges across the system.

Workstream 4: Progression initiatives, innovation, and resettlement

Action 1 – Psychology activity needs analysis and research review by Psychology Services Group (PSG).

PSG completed the first needs analysis exercise and drafted a report to inform the next steps. This has identified several additional areas for investigation, which are ongoing and will continue to be a focus of the IPP Action Plan. The work so far has confirmed issues already identified; for example that for some people serving an IPP sentence there are challenges in engaging in the offence-related work identified due to their presenting behaviour or mental health needs.

Working with stakeholders to explore these initial key findings, PSG has taken forward 3 main areas of work:

- a. IPP awareness events and training activity have been provided to a range of key staff within HMPPS Headquarters, prisons and probation regions to share learning and research findings.
- b. Identified where particular barriers are highlighted (e.g. bespoke specialist assessments are thought to be required which are not routinely available), to ensure such assessments are a) still required and b) then procuring the necessary assessment work.
- c. Sharing findings from IPP research and project related activity across HMPPS.

Action 2 – Offender Personality Disorder (OPD)-related IPP-focused activity by Joint HMPPS and NHS OPD Pathway Team.

The Joint NHS and HMPPS OPD Pathway Strategy¹⁸ was published in December 2023, which made a public commitment to the consideration of those serving an IPP sentence within the delivery of the OPD Pathway.

The OPD Pathway works to develop a shared understanding of need for those serving an IPP sentence who screen into the OPD pathway, ensuring that there are clear processes for referral and access to services, where these are required. The joint HMPPS/NHS OPD Pathway team is producing guidance that will support OPD Pathway services to actively consider referrals and access for those serving an IPP sentence. Once developed, this will improve referral processes and increase awareness of the needs of those with IPP sentences, making it easier for people to access required services.

The OPD Pathway provision in the Category C estate will be expanded, providing further opportunities for those serving IPP sentences to access appropriate services. OPD services are also available in the category D prison estate.

Action 3 – Support progression-focused prison wing developments.

It is clear that across HMPPS, Offender Managers, Prisoners and Legal Teams are not fully sighted on the progression opportunities open to those serving an IPP sentence and their purpose.

We have scoped all the relevant progression opportunities in prisons, and are in the process of producing a ‘directory’ for sites which highlights what is available, for who, with information around eligibility, aims etc. This will also be shared with decision makers such as the Parole Board to better inform the aims of some of our interventions and regimes.

We are working to ensure that such services and units all have clear, evidenced aims and criteria for acceptance of people onto them. This work will better identify any gaps in provision across prisons, so that we can target our efforts to address those gaps.

Action 4 – Refresh and deliver the Psychology IPP Strategy.

PSG completed a consultation exercise with key stakeholders to review the IPP strategy. The Psychology Strategy has since been updated to better align with the wider HMPPS IPP developments that are now underway. The strategy includes further expansion of the work to ensure IPP cases have been reviewed. It also includes a focus on effective monitoring of cases, assessment requirements and the delivery of interventions, as well as staff training, awareness and research. Through the IPP Action Plan, the Psychology Strategy will be kept under review.

¹⁸ <https://www.england.nhs.uk/publication/the-offender-personality-disorder-opd-pathway-a-joint-strategy-for-2023-to-2028/>

Action 5 – Develop and deliver an IPP-specific strand in the HMPPS Resettlement Strategy by Probation Service.

In alignment with our responses to the National Audit Office¹⁹ and Parliamentary Accounts Committee²⁰, HMPPS is developing an agency-wide strategic approach to resettlement in order to improve resettlement performance and delivery by 2025. HMPPS will consider as part of its review of resettlement services and Commissioned Rehabilitation Services, the specific needs of those serving IPP sentences to help them prepare for release and access support post-release. However, HMPPS is no longer pursuing a separate IPP-specific strand in the Resettlement Strategy.

Action 6 – Respond to the needs of IPP offenders with innovative and bespoke services by PSG, Health and OPD Pathway Leads.

PSG has scoped the barriers to progression for those serving an IPP sentence and identified a range of bespoke assessments (see Action 1 in Workstream 4) as well as increasing knowledge in HMPPS around wider progression opportunities (see Action 3 in Workstream 4). PSG are identifying ways to procure or provide the services when they fall outside of the usual remit. HMPPS continues to work with NHS partners to develop the OPD Pathway (See Action 2 in Workstream 4 for OPD Pathway developments).

Action 7 – Improve sharing of communication of progression opportunities for IPP offenders.

The directory of progression opportunities is underway and will be shared directly with prisons, the Parole Board and other stakeholders. It will also be made available to prisoners. PSG has also presented an overview of progression opportunities to the Association of Prison Lawyers Event in January 2024.

PSG are completing a range of sessions/workshops on different aspects of working with those serving an IPP sentence to staff across HMPPS with the aim of improving staff ability to help those serving IPP sentences to take effective steps towards a prospective future release. Some sessions are targeted at specific staff groups (e.g. Heads of Reducing Reoffending) and others are on specific topics relating to working with those serving an IPP sentence. PSG staff in prisons support and reinforce such centrally led work locally.

Action 8 – Identify how we can continue to support IPP prisoners at risk of self-harm, suicide and violence safely in custody whilst supporting their engagement and progression.

We developed and shared a learning bulletin ‘IPP – Know the risks of self-harm and suicide’ internally in HMPPS on 17 May 2023. The bulletin was based on learning from previous self-inflicted deaths, to raise staff awareness of the heightened risks of suicide and self-harm in the IPP prisoner population. It provides key learning points and suggested actions for staff.

19 <https://www.nao.org.uk/wp-content/uploads/2023/05/improving-resettlement-support-for-prison-leavers-to-reduce-reoffending.pdf>

20 <https://publications.parliament.uk/pa/cm5803/cmselect/cmpublic/1329/report.html>

There are varying levels of activity in prisons aimed at providing support for IPP prisoners at local level. For example, some prisons have appointed IPP prisoner representatives and/or staff IPP champions, and others are operating dedicated units and communities for IPP prisoners. We have collated references to promising activity contained in Independent Monitoring Board and HM Inspectorate reports to add to staff awareness materials shared through the network of Prison Group Safety Leads.

We have analysed data on self-harm for the period between January 2023 and January 2024 to look at what proportion of IPP prisoners meet the definition for prolific self-harm and repeated self-harm, and looked at which IPP prisoners were managed and supported under the Assessment, Care in Custody and Teamwork (ACCT) procedures, the case management process for those at risk of self-harm, and have committed assaults.

As part of our broader safety programme of work we will be working with voluntary sector partners to pilot new peer support models in a number of prisons and are identifying opportunities to use this as a way of meeting the specific needs of IPP prisoners.

There are a high number of different peer mentoring and representative roles in prisons and, after careful consideration, we decided that it would be more beneficial to upskill existing peer mentors and Samaritans trained Listeners to raise awareness of the specific challenges faced by people serving an IPP sentence and how they may be able to support them in their peer mentor roles. We also developed and piloted an IPP awareness session for peer mentors with the intention of sharing this more widely once this has been tested further.

A range of awareness raising activity has taken place for staff to highlight the increased risk of self-harm and suicide amongst IPP prisoners, providing suggested actions they could take. This has included the Safety Learning Bulletin, an IPP focused session during National Safety Week, updating existing guidance and developing IPP safety awareness sessions.

By raising staff awareness and sharing learning of the increased risk of self-harm and suicide amongst IPP prisoners, staff are becoming more aware of and able to identify key events and specific situations that increase their level of risk and are then able to provide support, such as opening an ACCT where this is appropriate. By highlighting actions staff can take and providing suggested actions in relation to ACCT case co-ordination there should be effective oversight and management of ACCT processes. With improved understanding of the challenges faced by IPP prisoners, staff can respond, support and provide guidance when it is needed.

Action 9 – Improve the way the Approved Premises (AP) Estate can respond to the needs of those serving IPP sentences, and better enable them to successfully access and progress through an AP placement.

The Residence Plan has been reviewed to ask specific questions around the IPP sentence. An audit of IPP recalls has been undertaken and, consequently, improvements have also been made to include specific IPP questions within the enforcement process. High levels of abscond from APs were identified in the recall audit and, as such, the Performance & Quality team are developing a core structured session around abscond for those serving an IPP sentence within AP. We are also undertaking some focused work with those serving an IPP sentence within the AP estate to ascertain what further support they require whilst at an AP via focus groups and questionnaires. ‘Consider a recall’ service is being developed for Out Of Hours (OOH) which should allow for greater consistency in recall decision making. A new digital recall tool for OOH Managers has been developed and is due to be launched in April. This will allow OOH managers to record their rationale for recall and detail their discussions with staff and the Senior Manager on OOH duty. This should ensure greater consistency of decision making.

The AP digital service supports a new operating model for Central Referral Units including standardised assessments of suitability and centralised placement allocation. The digital service saves time for Probation Practitioners by integrating with other services and reduces the need for duplication. An assessment of suitability for a person on probation to reside in an AP can be provided even where release has not yet been directed to ensure that placements are only arranged when they are required.

At the time of writing, these changes have just been made but we expect them to have an impact over the coming months.

As a result of the work completed, all IPP cases subject to parole are assessed for suitability prior to their parole hearing giving a greater prospect of a swifter placement being identified.

Workstream 5: Population, Performance Monitoring and Data Publication

Action 1 – Design and implement an IPP performance report for operational use to oversee progression and for central use to track performance.

We completed a first version of an internal performance report (referred to as the IPP Dashboard), at the end of January 2024. This dashboard draws data from a range of sources to provide an overview of the IPP cohort with specific counts and case detail to help monitor the progression of IPP cases through the system. Counts include the overall caseload by location (community, prison, hospital), prisoner category and status (unreleased/recalled), specific demographic data for the unreleased cohort, psychology data (case reviews completed), RAG ratings (a basic approach to identifying cases struggling to progress by allocating a Red, Amber or Green rating to each), parole hearings (by type, prisoner status and outcome), failures in open conditions, recall volumes and suspension and termination applications and outcomes. The dashboard contains case detail so that prisons and Probation Delivery Units can look into specific cases highlighted as struggling to progress. A second version is in development to introduce additional features and is due to be completed in April 2024.

Action 2 – Identify and deliver the data assurance for new IPP population information that can be routinely published in the quarterly Offender Management Statistics bulletins.

Analytical Services has added new data on those serving an IPP sentence to the Offender Management Statistics Quarterly (OMSQ) publication²¹, including on the number of people on IPP licence in the community and numbers eligible for IPP licence termination. We are currently working on the July 2024 OMSQ bulletin where we are hoping to add further tables. In line with our code of practice within our business-as-usual production cycle, we are considering how it might be possible to split IPP data further into IPP/DPP in response to recent interest through Parliamentary Questions and requests under the Freedom of Information (FOI) Act.

Action 3 – Set out the structure for an Annual Report on progress against the action plan and publish the first report.

This is the first annual report. We have been working throughout the year to establish the progress of each action within the IPP Action Plan. Workstream Owners have been reporting to the IPP Board on a quarterly basis to provide updates on progress. The Annual Report will continue each year and set out the progress made in supporting those serving IPP to work on their plans to reduce their risks and progress through the sentence. It will be published in the Parliamentary library, sent to the Justice Select Committee and will continue to be available to the wider public. HMPPS will also proactively share the report with those serving an IPP sentence in custody, including a summary version so that the information is accessible for all.

²¹ https://assets.publishing.service.gov.uk/media/653854823099f9000d7f30a4/Probation_Q2_2023 ods

| Workstream 6: Accountability for Delivery

Action 1 – Produce an initial commission for operational IPP oversight ahead of a formal action plan commission when HMPPS moves towards a new operational structure later in 2023.

Prior to the establishment of a new regional structure in HMPPS (which has brought together accountability for prisons and probation delivery under seven Area Executive Directors) a formal commission was sent out to all Prison Group Directors and Regional Probation Directors. The commission requested that Directors use existing Senior Leadership Forums or equivalent structures to assure the quality and timeliness of operational activity in supporting IPP progression. Since the establishment of the new Area structures, a further commission, specifically for the development of operational IPP Delivery Plans was sent to all Area Executive Directors in February 2024. Further details on operational IPP Delivery Plans can be found in Action 4 in Workstream 6.

Action 2 – Set up central Senior IPP Progression Board.

The first IPP Progression Board was set up and met in June 2023. The Board is chaired by Chris Jennings, Executive Director HMPPS South West, South Central & Public Protection, who holds all workstream owners to account for their delivery of actions within the Action Plan. The Board has been meeting quarterly since June and, at each IPP Progression Board meeting, workstream owners have provided updates on any actions that were due that quarter. In addition to this, the Board has also discussed ways to improve communication with those serving an IPP sentence.

Action 3 – Set up external stakeholder reference group.

The first External Stakeholder Challenge Group was set up and met in September 2023. The Group holds HMPPS to account on its delivery of actions and is made up of representatives from campaign groups and independent bodies. The Group has been meeting quarterly since September and is chaired by Chris Jennings, Executive Director HMPPS South West, South Central & Public Protection.

The Group has challenged HMPPS on a range of matters including accredited programme provision for those on an IPP sentence, increasing communication and the IPP Action Plan. The Group have scrutinised the IPP Action Plan, which we have used to help in the restructure. Annex C summarises some specific areas of conversation during the External Stakeholder Challenge Group meetings.

The group is currently made up of the following members:

- Prison Reform Trust
- UNGRIPP
- The Howard League of Penal
- Royal College of Psychiatrists
- Division of Forensic Psychology
- HM Inspectorate of Prison
- HM Inspectorate of Probation
- Independent Advisory Panel on Deaths in Custody
- Prison and Probation Ombudsmen
- The Parole Board
- Independent Monitoring Board
- NHS England
- HMPPS Women's Prison Group

Action 4 – Develop the required documents that HMPPS Areas will use to produce their IPP Action Plans.

The detailed commissioning document was sent to the seven Area Director commands in England and Wales and Executive Directors of the Long Term High Security Estate, the Womens Estate and Contracted prisons in February 2024. The commission requires each Area Director command and Executive Director to put front-line focused Delivery Plans in place by the end of April 2024, with a view to commencing delivery in Summer 2024. These Delivery Plans will include critical success factors (not part of formal HMPPS performance management) which will be used to track progress of the IPP population across each area and directorate. Progress will be tracked by each area and centrally through the IPP Progression Board.

IPP Action Plan Restructure

Through the governance structure of the IPP Progression Board and the External Stakeholder Challenge Group, HMPPS has reviewed the Action Plans scope and objectives. These reviews have led to a restructure of the IPP Action Plan (Annex A) to ensure that we are taking all possible steps to support prisoners towards release.

The restructured IPP Action Plan continues to be underpinned by the four principles, however, there is a greater emphasis on front line delivery and change to help enable progression. Through consultation with key stakeholders and those serving the sentence, we recognised that the original plan was too heavily weighted towards activities around strategy, policy and reviewing, and not enough on front-line delivery and change which will be felt in prisons and in the community on licence. Those strategy and policy actions do, however, remain very important to our overall approach to improving the prospects of those serving the sentence to achieve a future release and, when on licence, the end of the sentence altogether through licence termination.

The updated Action Plan will move away from Workstream Owners to specific Action Owners. This will ensure that each action has the correct lead who is accountable for its delivery and deadline. The Action Owners will continue to be held accountable through the IPP Progression Board. The progress and scope of the Action Plan is reviewed at each IPP

Progression Board, accumulating in a formal review that coincides with the Annual Report each year. The original commitment to 6-monthly reviews was not considered to be the best long-term approach so, instead, reviews will be annual, ahead of the annual report.

As part of our restructure of the Action Plan, we completed a number of focus group sessions, in multiple prisons, with small cohorts of those serving an IPP sentence. Engaging with those serving the sentence has helped highlight critical barriers to progression in the IPP sentence, which we are trying to remove, either through the updated IPP Action Plan or the operational IPP Delivery Plans.

Following from our consultation phase, HMPPS have re-aligned actions under new workstreams which gives a clear sense of what each workstream is trying to achieve, while also ensuring that the agency can provide more focused delivery. The new workstreams are:

- **Operations:** mandating of IPP Delivery Plans for all Areas to drive front-line delivery, ensuring all those serving IPP sentences have an up to date and deliverable sentence plan.
- **Data & Performance:** producing internal management information to track delivery of the IPP delivery plans and, separately, to publish information externally to support increased transparency.

- **Staff Development & Awareness:** equipping front-line staff with the knowledge and tools to effectively manage cases and support those serving IPP sentences to achieve their sentence planning objectives.
- **Interventions & Services:** having in place the interventions and services that those serving IPP sentences need in order to achieve their sentence planning objectives.
- **Psychology Services:** understanding and responding to the complex needs of those serving IPP sentences by improving practice to support effective progression and increasing the Psychology Services provision in the community.
- **Health:** delivering the Offender Personality Disorder Pathway jointly with NHS England, working with those IPPs screened into the Pathway. Working with our NHS England and Welsh Government partners to enable and support access to Mental Health provision where appropriate.
- **Safety:** delivering robust oversight of safety practice to effectively support those serving IPP sentences and reduce the likelihood of self-harm, self-inflicted death and violence.
- **Policy:** ensuring that the appropriate policies and processes are in place to enable staff to deliver effective front-line management of cases, so those serving IPP sentences can experience a smooth transition through the system.

- **Parole Improvement:** working with the Parole Board to ensure an effective parole process for all those serving an IPP sentence. Ensuring practitioners are equipped to prepare effectively for reviews and engage with prisoners at appropriate stages of the parole process.

Feedback from people serving an IPP Sentence

During consultation for the restructure of the IPP Action Plan, HMPPS conducted several focus groups in prisons. These focus groups allowed us to hear firsthand from those serving the sentence to update the Action Plan to ensure it targets the main points raised. HMPPS have considered all of the feedback when reviewing the IPP Action Plan. Key points raised include:

- Communication is poor, they feel like they are always the last to know;
- Being asked to complete courses which are not available in the prison or that the person does not meet the acceptance criteria for;
- Difficult to understand sentence planning requirements and sometimes feel impossible to achieve;
- Hard to understand how someone can reduce their risk, and a sense that the goalposts keep changing;
- Transfers are difficult and unsettling, sometimes moved with no awareness;
- Sharing wings with determinate sentence prisoners, especially short sentences is difficult and can impact wellbeing;
- Some staff are not aware of the sentence and the impact it can have;
- Some do not have good relationships with POMs, COMs and Key Workers.

ANNEX A – IPP Action Plan

HMPPS IMPRISONMENT FOR PUBLIC PROTECTION (IPP) ACTION PLAN – Refreshed Version – April 2024

Following a review of the IPP Action Plan first published in April 2023, HMPPS has restructured the existing plan, with clearer workstreams and actions, which cover each of the critical aspects of work, as follows:

- **Operations:** mandating of IPP Delivery Plans for all Areas to drive front-line delivery, ensuring all those serving IPP sentences have an up to date and deliverable sentence plan.
- **Data & Performance:** producing internal management information to track delivery of the IPP delivery plans and, separately, to publish information externally to support increased transparency.
- **Staff Development & Awareness:** equipping front-line staff with the knowledge and tools to effectively manage cases and support those serving IPP sentences to achieve their sentence planning objectives.
- **Interventions & Services:** having in place the interventions and services that those serving IPP sentences need in order to achieve their sentence planning objectives.
- **Psychology Services:** understanding and responding to the complex needs of those serving IPP sentences by improving practice to support effective progression and increasing the Psychology Services provision in the community.
- **Health:** delivering the Offender Personality Disorder Pathway jointly with NHS England, working with those IPPs screened into the Pathway. Working with our NHS England and Welsh Government partners to enable and support access to Mental Health provision where appropriate.
- **Safety:** delivering robust oversight of safety practice to effectively support those serving IPP sentences and reduce the likelihood of self-harm, self-inflicted death and violence.
- **Policy:** ensuring that the appropriate policies and processes are in place to enable staff to deliver effective front-line management of cases, so those serving IPP sentences can experience a smooth transition through the system.
- **Parole Improvement:** working with the Parole Board to ensure an effective parole process for all those serving an IPP sentence. Ensuring practitioners are equipped to prepare effectively for reviews and engage with prisoners at appropriate stages of the parole process.

The aim of the restructured plan is to focus the actions and activity on driving front-line practice improvement, with active tracking through the IPP Delivery Plans.

Operations			
Overview: To be effective, HMPPS must ensure there is a clear and robust focus on what is actually delivered and how, day to day, in each of our prisons and in the communities through our Probation Delivery Units.			
This workstream focuses on the operational aspects of delivery and will largely be carried out through the operational IPP Delivery Plans. These plans directly focus on work and activity in prisons and in Probation Delivery Units across England and Wales to give a clear operational focus on delivering effective front-line activity to ensure that those serving IPP sentences have improved and targeted prospects of progressing through their sentence.			
Action	Description	Action Owner	Deadline
Continue governance of IPP Delivery Plans being carried out by the HMPPS operational Areas.	<ul style="list-style-type: none"> • IPP Delivery Plans are in place to drive effective front-line delivery and practice. • Ensure monitoring feedback to the centre through IPP Progression Board. • Ensure that Prison Group Directors and Regional Probation Directors work in partnership to deliver effective offender management in prisons and the community, including transitional activity such as pre-release work and resettlement. 	HMPPS Director General Operations	June 2024

<h2>Operations</h2> <th data-bbox="225 257 1316 481"></th> <th data-bbox="225 481 1316 2074"></th>			
<p>Continue governance of IPP Delivery Plans being carried out by the HMPPS operational Areas (continued).</p>	<ul style="list-style-type: none"> • The IPP delivery plans will: <ul style="list-style-type: none"> – Ensure each IPP prisoner has an up-to-date sentence plan – Ensure those serving an IPP sentence are in the correct prisons to access relevant support and rehabilitative services contained within their up-to-date sentence plans. – Ensure timely and high-quality preparation for parole and release. – Assist with community reintegration and the effective management of the IPP cases on licence. – Ensure staff development and training is being completed. – Ensure those serving an IPP sentence who are at risk of self-harm and suicide are actively identified and supported. • Review the IPP Delivery Plans and targets annually. • This action aligns to recommendation 9 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	<p>December 2024</p> <p>March 2025</p>	
<p>Oversight of DPP sentenced cases.</p>	<ul style="list-style-type: none"> • Complete a case review for all those serving a DPP in prison, both unreleased and recalled; • Review each case's progress on a quarterly basis following a completed case review as part of the psychology RAG rating process. From March 2025, a quarterly review process will be implemented for DPP sentenced cases. This process will incorporate the findings from deep dive activity from DPP reviews 	<p>Chief Psychologist</p> <p>October 2024 March 2025</p>	

Data and performance			
<p>Overview: To be sure that practical front-line delivery is meeting the demands and needs of focus to help those serving IPP sentences to take positive steps, detailed and accessible internal data and tracking is needed.</p> <p>This workstream will deliver greater transparency around IPP statistics, as well as ensuring that HMPPS, internally, effectively tracks performance across the IPP Action Plan and Operational Delivery Plans.</p>			
Action	Description	Action Owner	Deadline
<p>Ensure the internal IPP performance report is maintained and evolves to support the tracking of front line delivery.</p>	<ul style="list-style-type: none"> This report has converted the statistics available on the IPP population into an internal performance tracking document, highlighting trends and comparisons. The report has also been disseminated to all Area Executive Directors to oversee progression and track performance. The IPP performance report will be kept under review, to ensure that available statistical information can be used to track the population. We will ensure the performance report can evidence that Operational Delivery Plans are being delivered. We will also explore whether information relating to parole performance, can be included in the IPP performance report 	<p>Executive Director, Strategy, Planning and Performance</p>	<p>Ongoing – first version completed in January 2024</p>

Data and performance		
<p>Identify scope for increased public data provision on IPP.</p>	<ul style="list-style-type: none"> Continue to keep all IPP related publications under review against the Code of Practice for Statistics and its three key pillars of trustworthiness, quality and value. Report to IPP Board with outline of any potential expansion of routinely available published data. 	<p>Deputy Director: Prison, Probation and Reoffending data and statistics/ Public Protection Group Director</p> <p>March 2025</p>
<p>Publish, annually, a report on progress against the IPP Action Plan.</p>	<ul style="list-style-type: none"> Review the format for the required publication of an annual report, clarifying what will be covered and how. Utilise feedback from the first published report to inform the development and improvement of the next version. Draft the second report ahead of formal publication, for sign-off by the Senior IPP Progression Board. 	<p>Executive Director HMPPS South West, South Central & Public Protection</p> <p>July 2025</p>

Staff development and awareness			
<p>Overview: If our staff in prisons and Probation Delivery Unit are to make the most difference to supporting those serving IPP sentences to make progress through their sentence, those staff need to be equipped with the right knowledge, awareness, support and tools to do so.</p> <p>This workstream will ensure that staff on the front line have a good understanding of the sentence and are equipped to prioritise and work effectively with those serving an IPP sentence while also developing an understanding of the challenges they face, from their perspective. It is also ensuring that staff have greater knowledge and understanding of the interventions and programmes that are available to support those serving an IPP sentence.</p>			
Action	Description	Action Owner	Deadline
Develop a staff handbook for managing those subject to IPP sentences in prison and the community.	<ul style="list-style-type: none"> • Deliver an IPP staff handbook that is informed by all current available material. The handbook will enable staff to deliver effective practice in managing IPP cases. • This action aligns to recommendation 4, 5 and 6 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	Executive Director HMPPS South West, South Central & Public Protection	November 2024
Develop and deliver a dedicated 'IPP in Focus Week' for staff.	<ul style="list-style-type: none"> • Deliver a dedicated 'IPP in Focus Week' for staff, which will be made up of numerous IPP awareness and development sessions. • Include a diverse range of sessions including external stakeholders and those serving an IPP sentence. 	Executive Director HMPPS South West, South Central & Public Protection	April 2024

Staff development and awareness		
<p>Provide guidance and development opportunities for staff so that they can work effectively with IPP sentenced prisoners to support progression through their sentence.</p>	<ul style="list-style-type: none"> • Ensure sentence management by all staff is flexible and responsive to the needs of the IPP cohort. • Ensure relevant guidance effectively prioritises IPP cases within sentence management activity. • Review the pilot awareness sessions for Key Workers delivered in prisons in the East of England for feasibility of wider roll-out. • Ensure training is available that is specific to addressing the risk, needs and management of IPP sentenced prisoners. 	<p>Deputy Director – Probation Operational Delivery Directorate, Courts and Community</p> <p>December 2024</p>
<p>Deliver development events to improve staff awareness of the IPP sentence and share practice on IPP research and progression.</p>	<ul style="list-style-type: none"> • Deliver a series of development events throughout the year for Psychology staff and other prison-based staff on research outcomes relating to IPP. • Regional Psychology IPP leads to provide events to the Senior Leadership Forums and/or AED IPP Meetings to raise awareness/share good practice on IPP progression. 	<p>Chief Psychologist</p> <p>December 2023 to March 2025 March 2025</p>

Interventions and services			
Overview: Those serving IPP sentence need to be able to be assessed for and then access the right interventions and services at the right time. This workstream covers a range of steps to make that happen, from identifying the specific remaining needs of the IPP populations to ensuring those needs are met in practice, and that front-line staff know what the options are and how to access them. This will also focus on resettlement.			
Action	Description	Action Owner	Current deadline
Identify progression-focused opportunities and prison wing developments which could support IPP progression.	<ul style="list-style-type: none"> • Work has completed on identifying the progression-focused prison wing developments which could support IPP progression. • Continue work to review and share the criteria for accessing progression-focused prison wings with a view to enabling access for IPP prisoners where appropriate. This work links with the rehabilitation culture board and the aspiration to provide a framework for progression-focused wings, which will enable ongoing review of the said criteria. • Publish directory of progression opportunities. 	Chief Psychologist	<p>May 2024</p> <p>June 2025</p> <p>September 2025</p>

<p>Needs review of the Psychology Services National IPP Cohort.</p>	<ul style="list-style-type: none"> Complete Phase 2 of a needs review of the National IPP Cohort to identify the needs of those serving IPP sentences that have never been released. This will be based upon a stratified approach and therefore a sample of approximately 10% of IPPs will have their available prison records reviewed by a small team of Psychologists based within Psychology Services Group. A report will be provided to outline the findings, which will include the limitations to the review given the lack of access to all needs data (particularly relating to health). This will include a specific focus upon needs relating to: <ul style="list-style-type: none"> Offender-personality disorder, mental health, neurodiversity, substance misuse and interventions.. 	<p>Chief Psychologist Head of Health and Care Partnerships</p>	<p>September 2025</p>
<p>Review and agree the short-term resettlement strategic approach.</p>	<ul style="list-style-type: none"> HMPPS is developing a strategic approach to improve resettlement performance by 2025, including through managing demand pressures, and by embedding and strengthening a strong foundation of resettlement activity. This action aligns to recommendation 10 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	<p>Deputy Director – Reducing Reoffending Interventions, Operations and Investment</p>	<p>May 2024</p>

<p>Ensure that resettlement services are available to all IPP prisoners who are being released, in order to provide practical help and support.</p>	<ul style="list-style-type: none"> • Conducting a programme of on-site visits to prisons across all Probation Regions, to review pre-release team provisions, identifying best practice and addressing areas for improvement. • Reviewing the ‘resettlement offer’ within the long-term high security estate and develop principles for pre-release teams delivering pre-release activities within non-resettlement prisons. • This action aligns to recommendation 10 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions 	<p>Deputy Director – Probation Operational Delivery Directorate, Courts and Community</p>	<p>June 2024</p> <p>April 2024</p>
<p>Ensure that digital tools allow effective delivery of the resettlement model.</p>	<ul style="list-style-type: none"> • HMPPS will introduce two new digital tools to facilitate effective delivery of the resettlement model, in line with the Resettlement Passport commitment. These tools will organise, and record key resettlement information and services needed to support an effective transition into the community, supporting both staff and prison leavers. The Resettlement Passport is designed to support improved outcomes in all the resettlement pathways. • This action aligns to recommendation 10 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions 	<p>Deputy Director – Accommodation and Priority Projects</p>	<p>December 2024</p>

<p>Analyse recalls from approved premises to understand better the thresholds that are applied, and to identify alternatives to recall that may be available if a bedspace is withdrawn.</p>	<ul style="list-style-type: none"> An audit of recalls from Approved Premises has taken place resulting in a refreshed Approved Premises enforcement process, with associated revised guidance for staff. Further interventions are being developed for Approved Premises staff to assist IPP Prisoners pre and post release The Consider a Recall Service, which is designed to improve consistency in the Probation Services approach to making and recording recall decisions, will be implemented for both sentence management driven recalls and those decisions made out of hours by May 2024. Consider a Recall is a digital service which will provide an additional means to analyse and understand the decisions made to recall/not recall individuals residing in Approved Premises. This action aligns to recommendation 11 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	<p>Probation Director – Community Accommodation Services</p> <p>Assistant Chief Officer – Consider a Recall</p>	<p>February 2024</p> <p>May 2024</p>
--	--	---	--------------------------------------

Psychology Services			
Overview: Psychology Services Group (PSG) provide significant active input into supporting the progression of those serving IPP sentences. Through a refreshed Psychology IPP Strategy, this workstream will deliver the next stage of active required to further improve the progression prospects, particularly for those with more complex needs.			
Action	Description	Action Owner	Deadline
Understand and respond to the complex needs of those serving IPP sentences with innovative & bespoke services by PSG.	<ul style="list-style-type: none"> Ongoing exploration of IPP cases to identify themes and barriers to progression for particular groups. Plans for specialist assessment and bespoke individuals have been completed. Ongoing work to implement the plans and deliver business as usual. 	Chief Psychologist	December 2024 December 2024
Improving practice to aid the effective progression of those that have been recalled.	<ul style="list-style-type: none"> Undertake a recall deep dive exercise to establish the common challenges to effective progression following recall to custody. Develop the methodology and the business case for funding and prioritise against other activity. 	Chief Psychologist	December 2024 March 2025
Refresh and deliver the Psychology IPP Strategy.	<ul style="list-style-type: none"> Ensure ongoing focus to IPP prisoners is sustained across psychology services and the barriers to sentence progression are clearly articulated across HMPPS to support sentence progression. The strategy includes a range of activity relating to IPP case reviews, monitoring, assessments and interventions, as well as staff training, awareness and research. 	Chief Psychologist	April 2025

Psychology Services		
Increase delivery of the Psychology Services provision in the community to improve support through the gate.	<ul style="list-style-type: none"> Regional Psychology leads to build relationships with Probation contacts to identify regional needs, gaps and priorities for forensic psychology services, working alongside existing community services. Regional psychology teams to build flexible delivery model throughout 2024/25 based on regional priorities in line with agreed team funding, delivering tasks to support staff, individuals or system. 	<p>Chief Psychologist and Chief Probation Officer</p> <p>December 2024</p>

Health			
<p>Overview: This workstream will deliver improved outcomes for those serving IPP sentences, with specific health needs, by developing a greater understanding around the needs of the IPP population and by providing the right interventions at the right time.</p>			
Action	Description	Action Owner	Deadline
Develop remittance strategy for prisoners returning and reintegrating back in prison from hospital.	<ul style="list-style-type: none"> This action is under the governance of a jointly led HMPPS/ NHSE Task and Finish Group, which reports to the National Health, Care & Justice Operational Delivery Board. Complete an outline of the proposed remittance approach. 	Head of Health and Care Partnerships and Public Protection Group Director	August 2024

<p>Health</p>	<p>Develop a shared understanding of need for IPPs that screen into the OPD pathway, ensuring that there are clear processes for referral and access to services, where these are required.</p>	<ul style="list-style-type: none"> • Develop guidance for services to ensure IPPs have equal access to OPD services, developing an understanding within services about the impact of the IPP sentence on progression in custody and the community. • Actively consider the IPP population when designing and commissioning OPD treatment and progression pathways. • Develop the national OPD ‘Core Offender Manager’ service to better support practitioners managing IPP cases to ensure sentence planning is informed by psychological formulation. • Develop a national OPD dashboard to monitor the OPD screening, triage, formulation, and consultation process activity and continue to work jointly with the Public Protection Group on the IPP performance report. • This action aligns to recommendation 7 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions 	<p>Head of Health and Care Partnerships</p>	<p>June 2024</p> <p>April 2024</p> <p>October 2024</p> <p>October 2024</p> <p>December 2024</p>
<p>Ensuring that those serving IPP sentences are assessed for their clinical need and receive the support required.</p>	<ul style="list-style-type: none"> • Work with DHSC and NHS partners to explore how to pool needs information to develop a better understanding of health needs and how to manage those needs in support of enabling progression through the sentence. • Explore options for working more closely with local health providers in areas where there are perceived health requirements. 	<p>Head of Health and Care Partnerships</p>		

Safety		
Overview: This workstream will actively support Prisons to deliver improvements to safety of those serving an IPP sentence.		
Action	Description	Action Owner
Prisons actively identify and support IPPs at risk of self-harm and violence in custody, whilst supporting their engagement and progression.	<ul style="list-style-type: none"> Continue to raise staff awareness of the heightened risk of self-harm, suicide and violence of IPP prisoners. Monitor, analyse and share any changing or emerging trends in published IPP prisoner data to inform and update guidance where appropriate. Share internal and external learning, initiatives and communications to inform and enable prisons to support IPP prisoners at risk of self-harm, suicide and violence. This includes highlighting the risk of long term segregation on the mental health of IPP prisoners. Develop and pilot a IPP safety toolkit, based on positive practice, to support prisons to improve their approach to IPP prisoners and encourage local innovation. This will include improving the way prisons directly communicate and providing awareness sessions to prisoners in supportive peer mentor roles. 	<p>Head of Prison Safety</p> <p>December 2024</p> <p>April 2024</p>

Policy			
<p>Overview: Whilst the emphasis of the IPP Action Plans (particularly the operational IPP Delivery Plans) is rightly on improving front-line practical delivery, there remains a need to ensure that the operational policies HMPPS use are able to enable that front-line delivery to be as effective as possible.</p> <p>This workstream will ensure that front-line staff have the correct guidance to effectively support those serving IPP sentences. This workstream will deliver the required policy changes to ensure all staff have the tools to take effective action and decisions on the progression of those serving an IPP sentence.</p>			
Action	Description	Action Owner	Deadline
Deliver Progressive Transfers Framework.	<ul style="list-style-type: none"> Produce and publish a draft policy framework in consultation with appropriate stakeholders for progression through the operational governance process. This will formalise expectations on prisons in regards sending and receiving prisoners for progressive moves, including which responsibilities follow the individual to the new prison on transfer (such as for administering the parole process). 	Executive Director HMPPS South West, South Central & Public Protection	November 2024

<h2>Policy</h2> <th data-bbox="225 255 895 483"> February 2025 </th> <th data-bbox="225 483 895 781"> Executive Director HMPPS South West, South Central & Public Protection </th>		February 2025	Executive Director HMPPS South West, South Central & Public Protection
<p>Deliver Progression Panel Policy Framework.</p> <ul style="list-style-type: none"> • Deliver a review of the Progression Panel initiative, covering custody and community cases, taking account of practice evidence, paying particular attention to their use around vulnerable periods such as immediately post-release. • Formal consultation on Progression Panel Policy Framework with a focus on monitoring performance of Panels while not negatively impacting resources. • Design a Quality Assurance (QA) framework for Progression Panels, and test and approve the process for use. • Produce and publish a draft policy framework in consultation with appropriate stakeholders for progression through the operational governance process. • This action aligns to recommendation 3 and 8 from the Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	<ul style="list-style-type: none"> • Refresh the policy and operational approach to ensure all those serving IPP who are eligible are considered by a progression panel for referral to the Parole Board for consideration to have their supervision suspended. • Align the policy with the proposed changes to IPP licence terminations. 	December 2024	Executive Director HMPPS South West, South Central & Public Protection

<p>Policy</p>	<p>Provide access to digital systems, policy and guidance to equip staff with the information and functionality to support the progression of IPP sentenced prisoners.</p>	<p>Deputy Director – Probation Operational Delivery Directorate, Courts and Community</p>	<p>December 2024</p>
<ul style="list-style-type: none"> • Ensure that the policy requiring the point of allocation of Prison Offender Managers (POMs) and Community Offender Managers (COMs) is clear and that this policy supports the joint working to progress the IPP sentence prisoners as appropriate. • Ensure that policy and guidance support a practitioner’s understanding of what equates to an effective handover of cases and how this can positively contribute to the progression of the IPP sentenced prisoner. • Ensure that staff are cognisant of their responsibilities of developing and overseeing an achievable sentence plan. This should be clear in guidance and policy. 			

Parole Improvement			
<p>Overview: A critical step for those serving IPP sentences in prisons is the Parole Board review and the period leading up to it. Ensuring that the processes operate as effectively as possible and that each case is appropriately supported in preparation for a review is important.</p> <p>This workstream will complement the work of the Parole Systems Oversight Group to refine the parole process to reduce unnecessary delays and ensure hearings are properly informed by timely, high quality reports and evidence.</p>			
Action	Description	Action Owner	Deadline
Conclude Psychology pilot and decide on wider roll-out.	<ul style="list-style-type: none"> Governance agreement to be sought on roll out as business as usual. Recommendations and evaluation to be considered by senior leads and signed off. 	Chief Psychologist	April 2025
Improve the process for newly recalled prisoners to enable effective early decisions on prospective rerelease.	<ul style="list-style-type: none"> Work with Parole Board and other key stakeholders to establish how that early period following recall can be used to best effect to enable robust considerations and evidence to be produced in support of enabling more meaningful Parole reviews at an early stage. Develop a pilot to test the new approach, with oversight from the IPP Progression Board. These actions align to recommendation 2 from the separate Action Plan in response to the HMI Probation: A thematic inspection of IPP recall decisions. 	Executive Director HMPPS South West, South Central & Public Protection	October 2024

<p>Review current frequency of Parole Board reviews.</p>	<ul style="list-style-type: none"> • Carry out consultation exercise to establish whether a presumed shorter period between Parole Board referrals would be feasible, sensible and deliverable for all IPP cases. • Take the findings to the IPP Progression Board to agree next steps, which will subsequently be added to the IPP Action Plan. 	<p>Executive Director HMPPS South West, South Central & Public Protection</p>	<p>October 2024</p>
<p>Improve preparation for a Parole Hearing.</p>	<ul style="list-style-type: none"> • Consult key stakeholders, internal and external, to establish what the key factors are that indicate an effective pre-parole preparation period. • Identify the requirements for engagement with the prisoner and other key stakeholders prior to a parole hearing. • Ensure that guidance is made available to practitioners that is specific to prepare for IPP specific parole reviews. 	<p>Deputy Director – Probation Operational Delivery Directorate, Courts and Community & Executive Director HMPPS South West, South Central & Public Protection</p>	<p>October 2024</p>

ANNEX B – Glossary

ACCT	Assessment, Care in Custody and Teamwork
AP	Approved Premises
BAU	Business as Usual
COM	Community Offender Managers
DPP	Detention for Public Protection
FOI	Freedom of Information
HMIP	HM Inspectorate of Probation
HMPPS	His Majesty’s Prison and Probation Service
HOMD	Heads of Offender Management Delivery
IPP	Imprisonment for Public Protection
JSC	Justice Select Committee
LASPO	Legal Aid, Sentencing and Punishment of Offenders Act 2012
NHS	National Health Service
OMiC	Offender Management in Custody
OMSQ	Offender Management Statistics Quarterly
OOH	Out Of Hours
OPD	Offender Personality Disorder
OSAG	Operational and System Assurance Group
POM	Prison Offender Managers
POMC	Prison Operational Management Committee
PRA	Psychology Risk Assessment
PSG	Psychology Services Group
PSOG	Parole System Oversight Group
QA	Quality Assurance
RAG Rating	Red, Amber, Green Rating
ROTL	Release on temporary licence
SFO	Serious Further Offence
UN	United Nations



ANNEX C – Stakeholder engagement

The IPP External Stakeholder Challenge Group first met in September 2023 and has met in each quarter since. Below is a summary of the key challenges raised by stakeholders and how HMPPS has responded to them.

1. Make changes to the Group ‘terms of reference’ to include a specific reference to women serving an IPP sentence; and to invite two further members to the Group:

- a. a representative from the HMPPS Women’s Directorate; and

- b. a representative from the NHS.

HMPPS amended the ‘terms of reference’ as requested and now have the two required additional representatives as member of the Group.

2. The Group highlighted that communication between HMPPS/ Government and those serving the sentence can be poor.

HMPPS have put together a communications approach which includes:

- ensuring each of the operational area delivery plans being produced includes a clear two-way communications mechanism to those serving IPP sentences in prisons and the community.
- producing a dedicated, regular IPP bulletin which will include information on changes to the sentence, published data, signposting to important information, articles and feedback written by those serving an IPP sentence. The first bulletin will be issued in April.

3. The Group has pressed for increased regularly published data on the IPP population.


HMPPS invited a representative from Analytical Services to discuss the issues and limitations, whilst listening to the Groups concerns and questions. Stakeholders will share their priority preferences for any new data, and HMPPS will consider if and how many of these will be deliverable.

4. The Group requested a more detailed explanation of the Psychology Strategy for those serving IPP.

During two separate meetings we delivered Psychology Services agenda items covering women serving IPP sentences at the first and men serving IPP sentences at the second. The psychology teams spoke in depth about the work that they do to ensure those serving an IPP sentence are effectively supported.

5. The Group, MoJ and HMPPS discussed the proposed licence termination legislation change, currently going through parliament. The group raised a number of concerns which MoJ Policy team members took away to consider.

HMPPS and MoJ also agreed to consider if there is any potential to further review the processes following recall. This work has been included in the updated IPP Action Plan.

The background features a large teal rectangle on the left side. On the right side, there are several overlapping geometric shapes: a blue triangle pointing downwards, a light blue parallelogram, a purple triangle pointing upwards, and a dark purple triangle pointing downwards. The overall design is minimalist and modern.

E03138215

978-1-5286-4979-7