



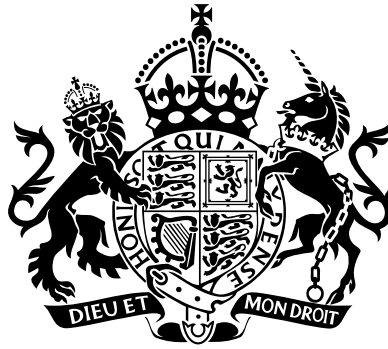
HM Prison &
Probation Service

HMPPS Annual Report on the IPP Sentence 2024/25

July 2025



HC 1155



HMPPS Annual Report on the IPP Sentence 2024/25

Presented to Parliament pursuant to Section 67 of the
Victims and Prisoners Act 2024

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Foreword

Over the last year we have continued to make further progress with the IPP Action Plan. The actions we have taken have resulted in tangible change, notably, the release of more IPP prisoners, including the release of 602 recalled prisoners in 2024, the highest ever in a single year. We have delivered the legislative changes in the Victims and Prisoners Act 2024, which ended the IPP sentence for 1,742 people on 1 November 2024. Since then the IPP population in the community has more than halved from 3,018 in December 2023 to 1,376 in December 2024.

HMPPS has faced a number of operational challenges in light of ongoing prison population pressures, however, in facing those challenges, we remain committed to doing all 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.

Despite the wider operational pressures, I am pleased with the progress we have made with delivery of our Action Plan which supports the vital work needed to help those serving IPP sentences. I do however, recognise that we must do more and that is why we are incorporating several measurable targets within this year's Action Plan, so that I can continue to hold Senior Leaders to account on delivery.

Chris Jennings, Area Executive Director for the South West, South Central and Public Protection, continues to lead on our IPP Action Plan. He established the IPP Progression Board in June 2023,

which meets quarterly and ensures that the Action Plan gets the appropriate focus from Senior Leaders. Chris is also chair of the External Stakeholder Challenge Group, ensuring that our work is subject to regular scrutiny and accountability.

I am pleased to highlight delivery of our key achievements over the financial year of 2024/25, which include:

- All DPP prisoners have now had their first quarterly reviews, completed by Psychology Services, working with prison offender managers and community offender managers.
- Each of the seven HMPPS Areas, plus the Long Term High Secure Estate, the Contracted-Out Estate and the Women's Group has an IPP Delivery Plan, which they rolled out in June 2024. They include specific measures on operational delivery, such as ensuring prisoners are in a prison appropriate to their current sentence planning needs.
- HMPPS has rolled out a traffic light system to monitor progression and engagement with sentence plans of all never-released prisoners, recalled prisoners, and offenders in the community.
- For some of the most complex IPP cases, HMPPS Psychology has extended its provision in England and Wales to cover the critical transitional period between custody and community. Support is primarily aimed at the Probation Officer in managing the case, in exceptional cases there may also be direct support to the individual.

- HMPPS recently concluded a pilot in four Approved Premises (AP) in the North-West which explored the benefits of increasing support for IPP offenders by providing a prison in-reach service to prepare offenders for the change prior to their release and allowing them to remain at an AP for 16 weeks. The pilot is currently being evaluated but it has received positive feedback from offenders who have participated, and a further nine APs have been provisionally identified for potential wider roll-out.
- A policy framework was published on 14 November 2024 focusing on progressive transfers and the need for prisons to facilitate them, where possible. We previously acknowledged publicly that 30% of IPP prisoners were not in a prison most appropriate to their current needs as set out in their sentence plan. In February, HMPPS re-ran an exercise to check manually IPP prisoner locations against their current needs and successfully increased the number of IPP prisoners in the most appropriate prison for their needs by 10%.

This report covers these and other areas in greater detail. This will remain a priority for HMPPS as we look to achieve even more over the 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 remains an operational priority, as does providing ongoing support for victims.

Michelle Jarman-Howe,
Interim Director General of Operations,
HMPPS

Executive Summary

HMPPS published the first IPP Annual Report on 15 November 2024 which reported on activity across HMPPS for the reporting period of the financial year 2023/24. As part of the first Annual Report, HMPPS also refreshed the IPP Action Plan to give it a clearer purpose and to ensure it had greater operational focus on front-line delivery.

This Report sets out what has been accomplished, and where we still need to go further. To ensure accountability and transparency about the progress being made, as part of this year's annual review of the Action Plan, we are also now incorporating several measurable targets. Further changes include:

- a greater focus on actions which will see measurable changes to the number of people serving the IPP sentence, including enhancing quality checks on requests to recall IPP offenders to custody, seeking to ensure that recalled offenders are re-released as soon as it is safe to do so and improving the support that is provided to offenders upon release.
- development of a Communication Strategy to improve our communication and engagement with those serving IPP sentences in custody and the community, as well as our engagement with staff across both prison and probation; and

- a renewed commitment to be transparent about the progress made, with a focus on improving the way data about IPP offenders are captured.

In last year's Annual Report we outlined a plan to publish further guidance and a formal policy framework for Progression Panels (multidisciplinary meetings to support individual progress for those serving the IPP sentence). The guidance and policy framework will be published over the Summer. This has also enabled us to ensure that progression panels are incorporated into our wider goals of reducing the number of IPP recalls through re-release, where it is safe to do so.

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 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 offenders serving IPP sentences in prisons and the community, and improved prospects to work towards a sustainable release 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. It was intended as a means of managing high risk prisoners, who were convicted of an offence where they would be liable to imprisonment for life, but the court did not consider that the seriousness of the offence was such to justify the imposition of a sentence of imprisonment for life. In those cases, the courts had to impose an IPP sentence. Where an offender was under the age of 18 at the point they were convicted, a Detention for Public Protection (DPP) sentence was issued.

Amendments were made in 2008 to give the court a discretion to impose the IPP sentence and to restrict it to cases where at least a two-year tariff would be imposed, or where the offender had committed, or previously committed, an offence in Schedule 15A of the Criminal Justice Act 2003 (the more serious violent or sexual offences).

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 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 on 4 December 2012 by the Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) as it was being used more widely than intended and with relatively short minimum terms (tariffs) in many cases. The change was not retrospective, meaning those who received an IPP Sentence continue to remain on the sentence. The Government continues to hold the view that resentencing offenders serving the IPP sentence, which was lawfully passed, would give rise to an unacceptable risk to public protection.

The IPP Action Plan

HMPPS is committed to reviewing the Action Plan annually to ensure it aligns with current priorities, and continues to build on previous progress. The third iteration of the Action Plan is published alongside this Annual Report. Following feedback from stakeholders, staff and those serving the sentence, we have revised the IPP Action Plan with the intent of making our goals clearer and to include measurable targets for the Action Plan to increase confidence in the action we are taking. The full Plan can be found at Annex A.

The progress of the Action Plan is monitored through the IPP Progression Board which is chaired by Chris Jennings, Area Executive Director. This continues to drive the completion of actions and monitor their impact. 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

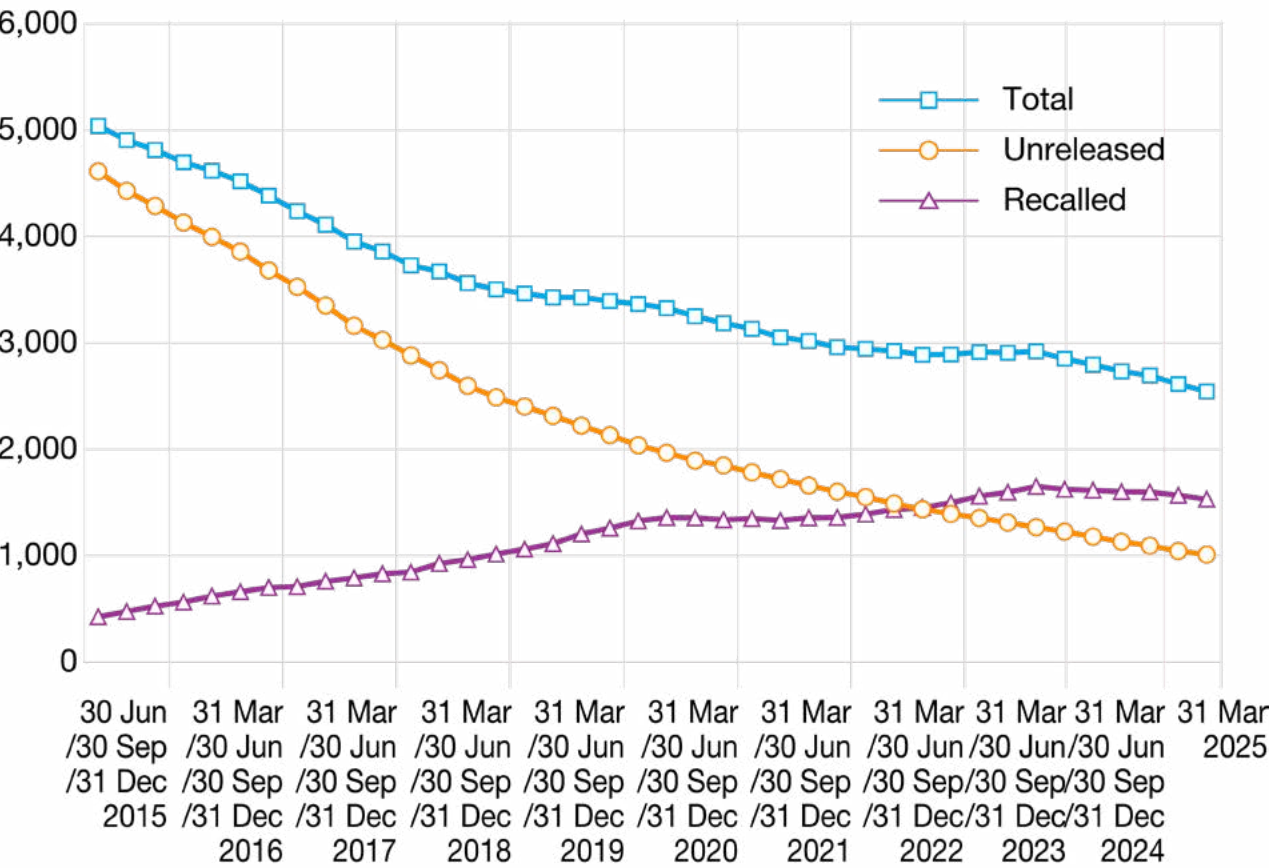
The figures presented in this section have been drawn from administrative IT systems which, as with any large scale recording system, are subject to possible errors with data entry and processing. The figures below are inclusive of those serving IPP and DPP sentences.

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 2,544 as of 31 March 2025. As of 31 March 2025, there were 1,012 unreleased IPP prisoners and 1,532 recalled IPP prisoners.¹

IPP prison population

Individuals serving an IPP sentence



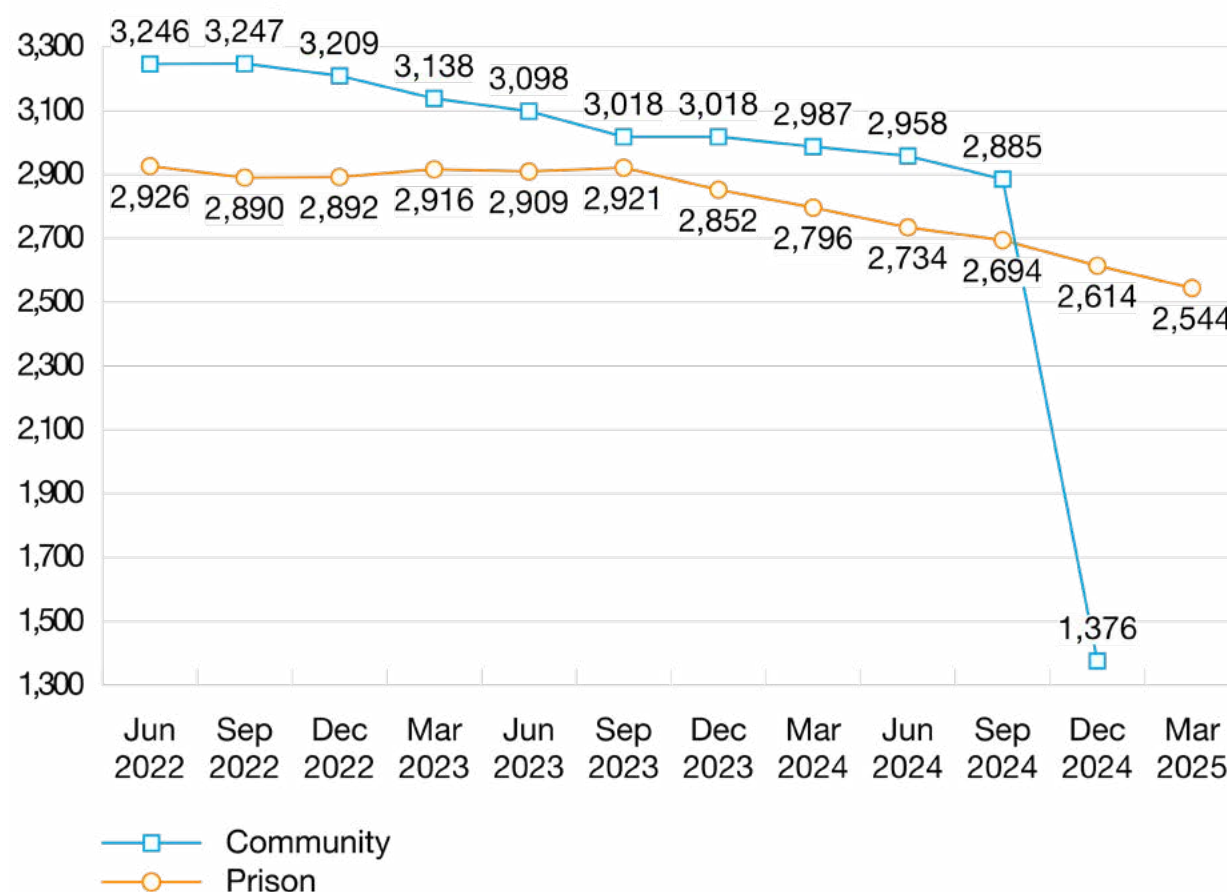
¹ www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2024

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 1,376 as at 31 December 2024.² This large decrease is a result of the changes to IPP licence termination introduced in the Victims and Prisoners Act 2024, which, according to published figures, showed 1,742 people having their licence automatically terminated on 1 November 2024. Around 600 people also became eligible for consideration of licence termination by the Parole Board on 1 February 2025 due to the reduced qualifying period.

IPP prison and community population

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 31 December 2024.
- (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.

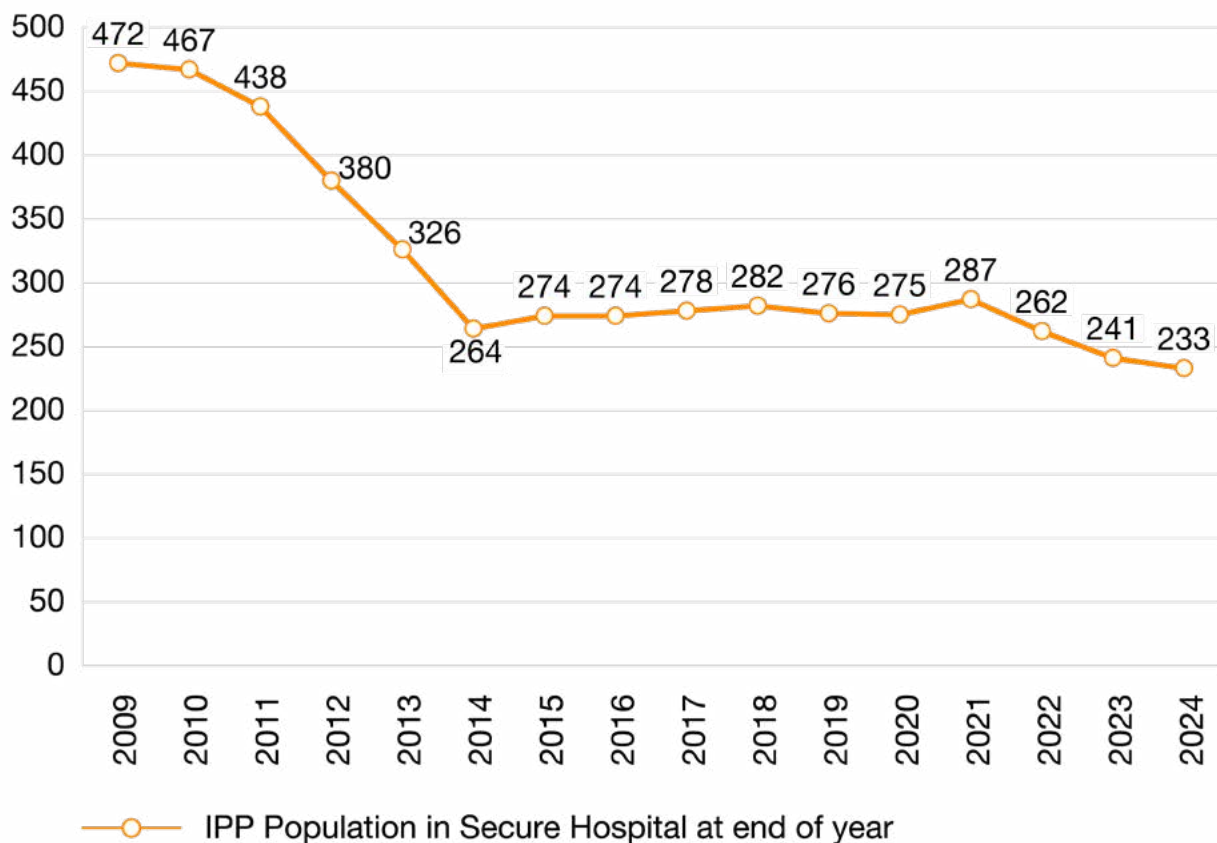
² www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2024

IPP Population in Secure Hospitals

HMPPS has worked with the NHS to reduce the period before patients, when discharged, can be considered for release by the Parole Board. This means that when individuals are remitted from hospital back to prison, they are spending less time waiting for their Parole Board review.

IPP population in secure hospital at end of year³

Individuals serving an IPP sentence



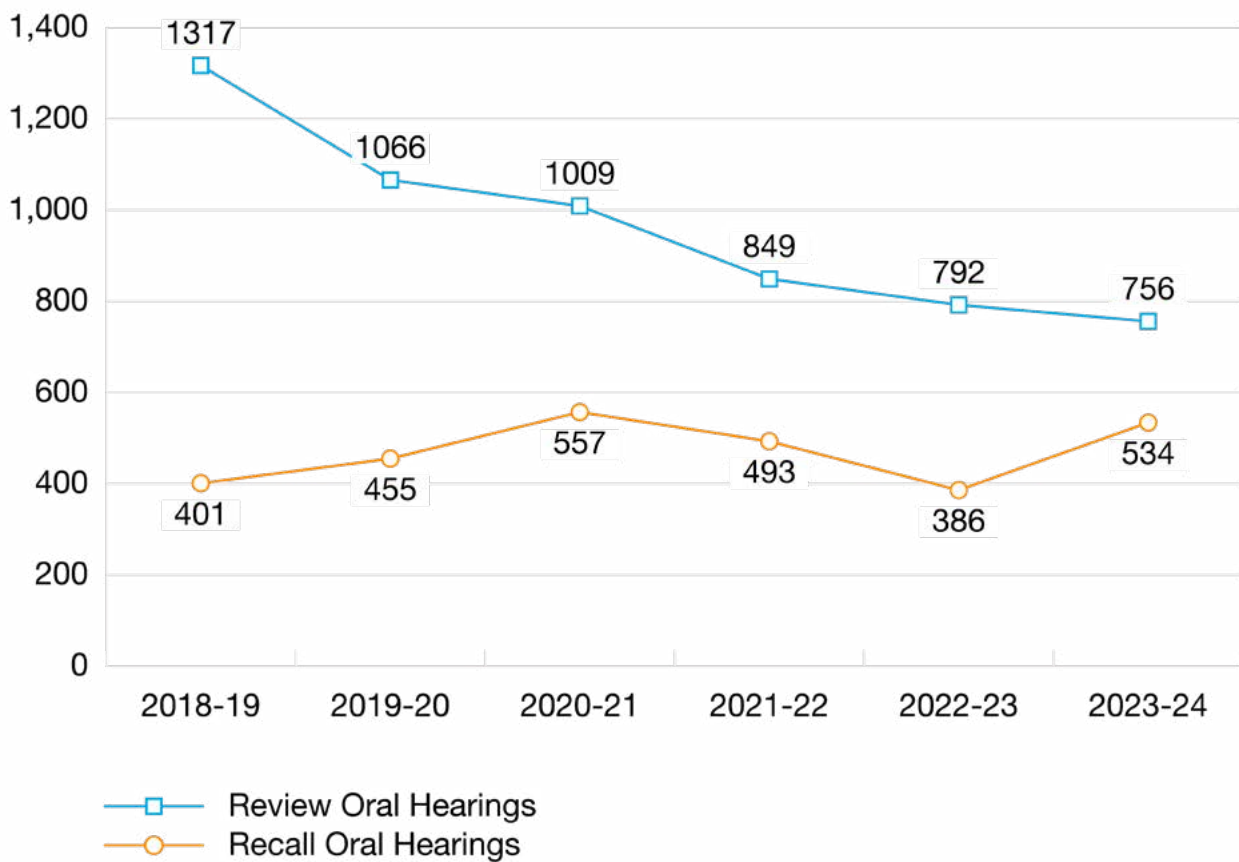
- (1) We do not hold figures prior to 2009 as the data entry system which holds these data was implemented in 2009 and data prior to this period are not of sufficient quality to allow for the breakdown requested.
- (2) The number of transfers is not the same as number of offenders transferred as there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

³ <https://questions-statements.parliament.uk/written-questions/detail/2023-11-13/hl233> and www.gov.uk/government/collections/restricted-patients-statistics-england-and-wales#full-publication-update-history

Number of Parole Board Completed Oral Hearing Reviews⁴

Figures published by the Parole Board for 2023/24 (please see below) show a decrease in the number of IPP parole review oral hearings from 1,317 in 2018/19 to 756 in 2023/24. There has; however, been an increase in the number of recall oral hearings from 386 in 2022/23 to 534 in 2023/24.

Completed IPP oral hearings completed by the parole board



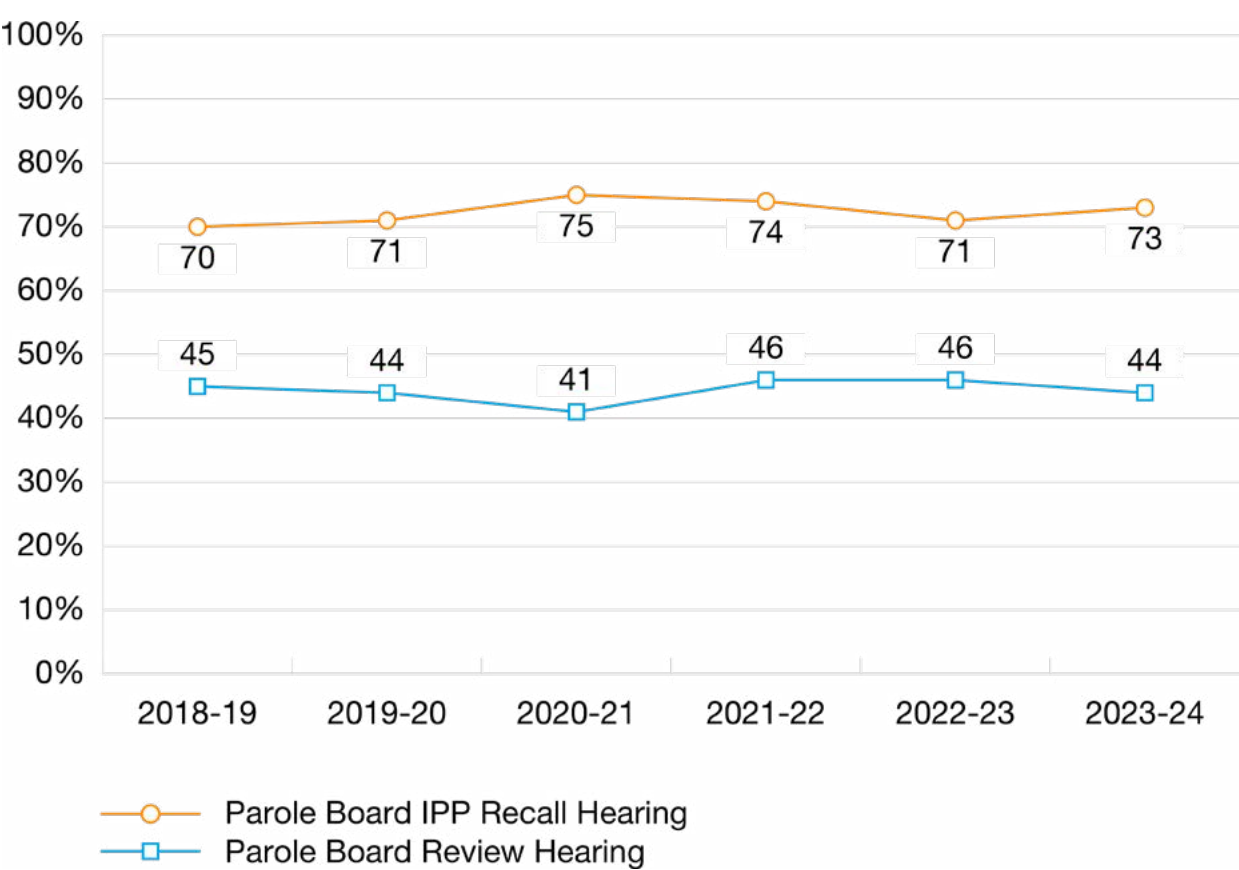
⁴ www.gov.uk/government/publications/the-parole-board-for-england-wales-annual-report-and-accounts-202324

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 year.⁵

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.

Oral hearing release decisions



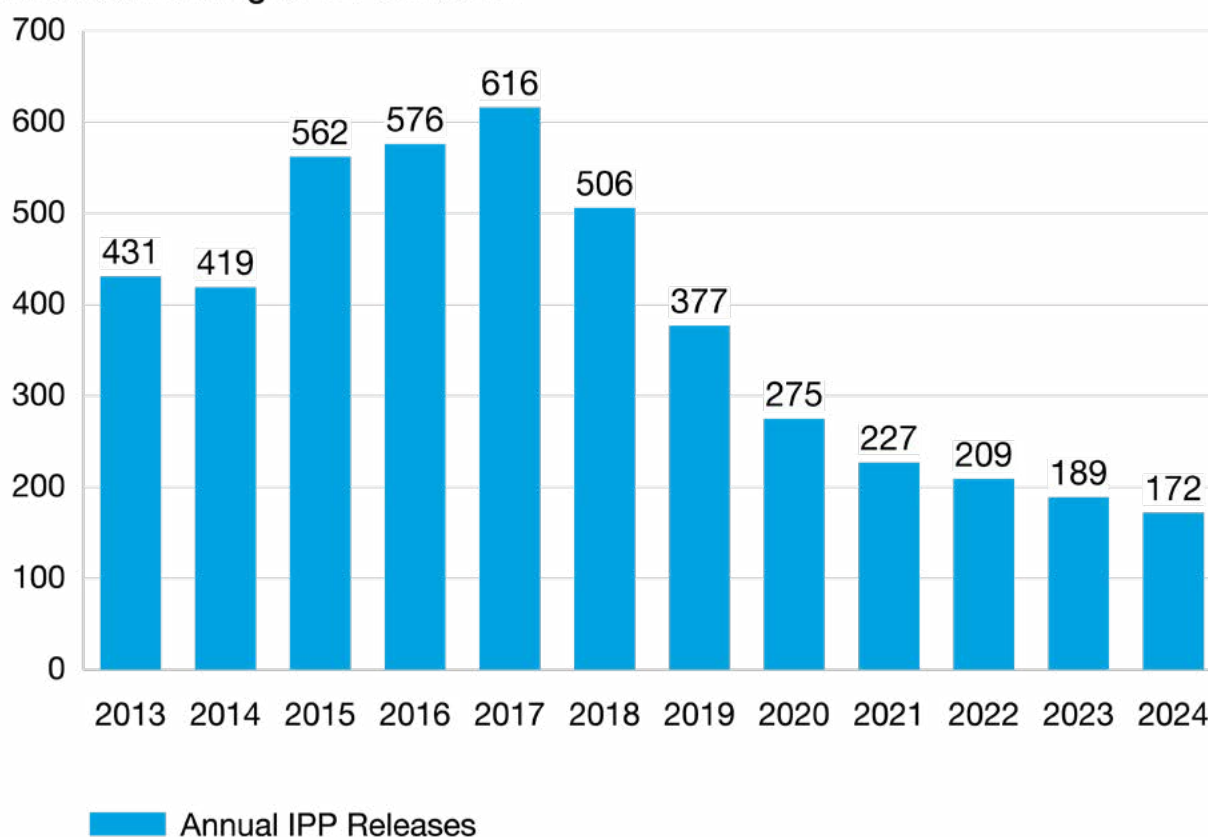
5 www.gov.uk/government/publications/the-parole-board-for-england-wales-annual-report-and-accounts-202324

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 2017. The graph below shows only first-time releases. It is for the Parole Board to determine whether an unreleased prisoner may be released on licence. In order to direct the prisoner's release, the Parole Board must be satisfied that it is no longer necessary for an individual to be confined in prison for the protection of the public (the statutory release test). IPP and DPP Prisoners must have a Parole Board review following the expiry of their tariff, thereafter, they must be a Parole Board review at least every two years. HMPPS updated the Generic Parole Process Policy Framework in February 2025 and introduced a presumption for an 18-month period between parole reviews for IPP prisoners and a 12-month period between parole reviews for DPP prisoners.⁶

Annual IPP first releases

Individuals serving an IPP sentence



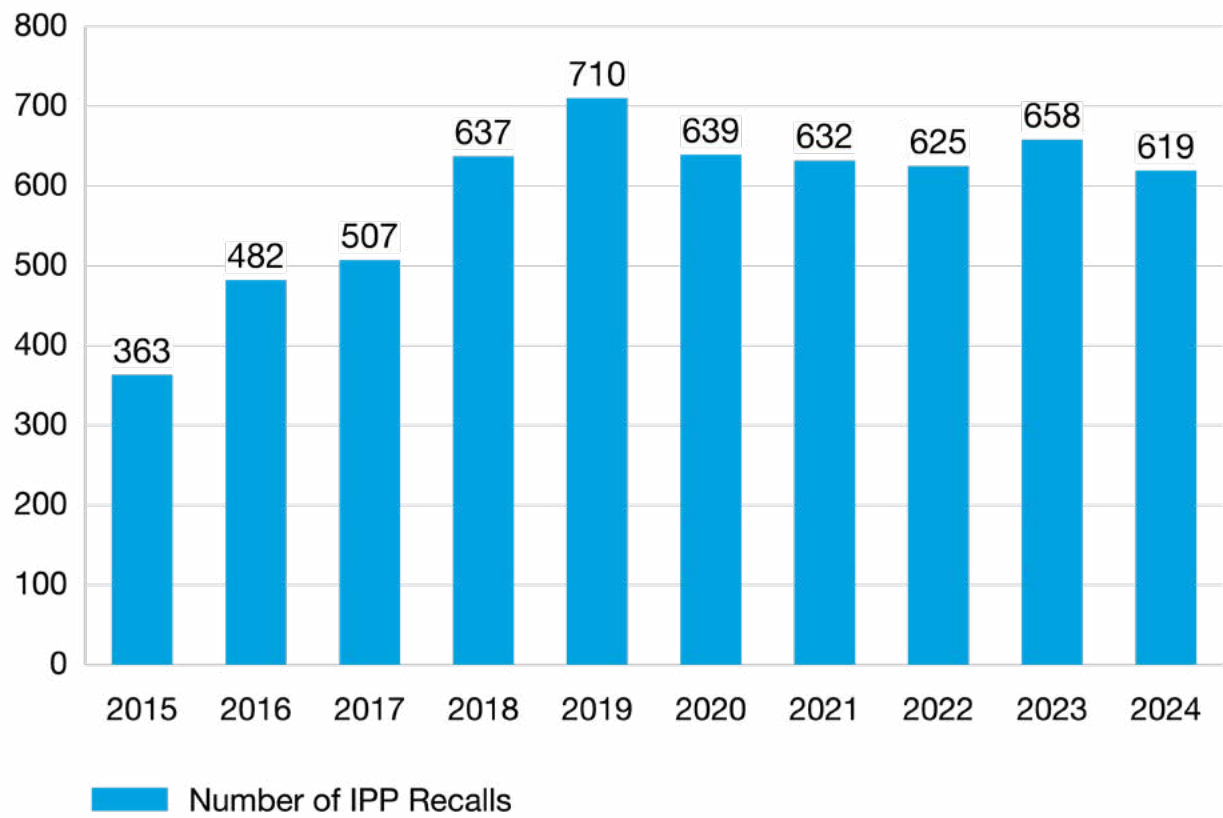
(1) All indeterminate releases reported will be first releases.

Number of IPP Recalls

The number of new recalls of those serving an IPP licence has increased from 2015 and 2018, and has since remained broadly stable.⁷ Going forward we expect the number of IPP recalls to fall considering the significant reduction of those serving IPP sentences in the community. We are committed to ensuring a reduction in this number through increased focus on recall decisions and community support.

Number of IPP recalls

Individuals serving an IPP sentence



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

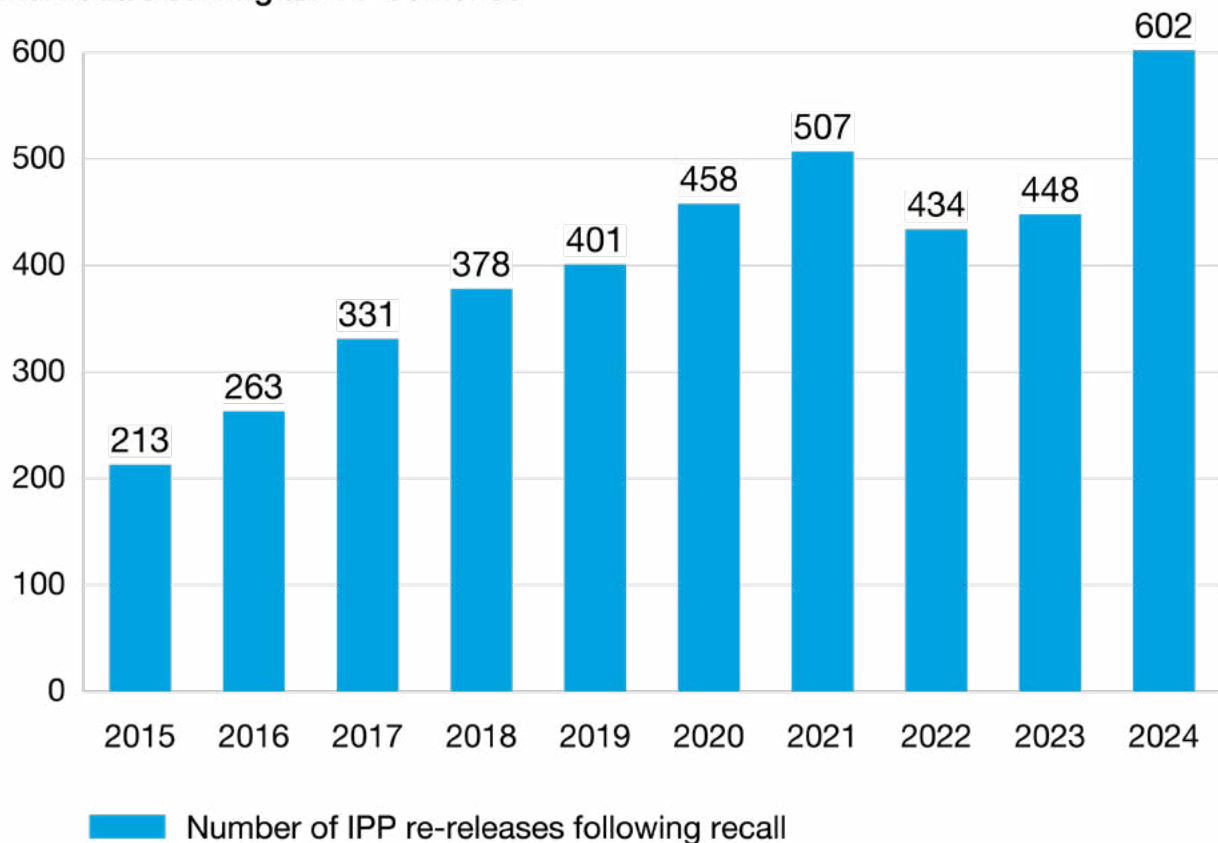
⁷ www.gov.uk/government/collections/offender-management-statistics-quarterly

IPP Re-Releases Following Recall

Between 2015 and 2021, the number of IPP prisoners re-released by the Parole Board, following recall increased. The highest number of re-releases were recorded in 2024.⁸

Number of IPP re-releases following recall

Individuals serving an IPP sentence

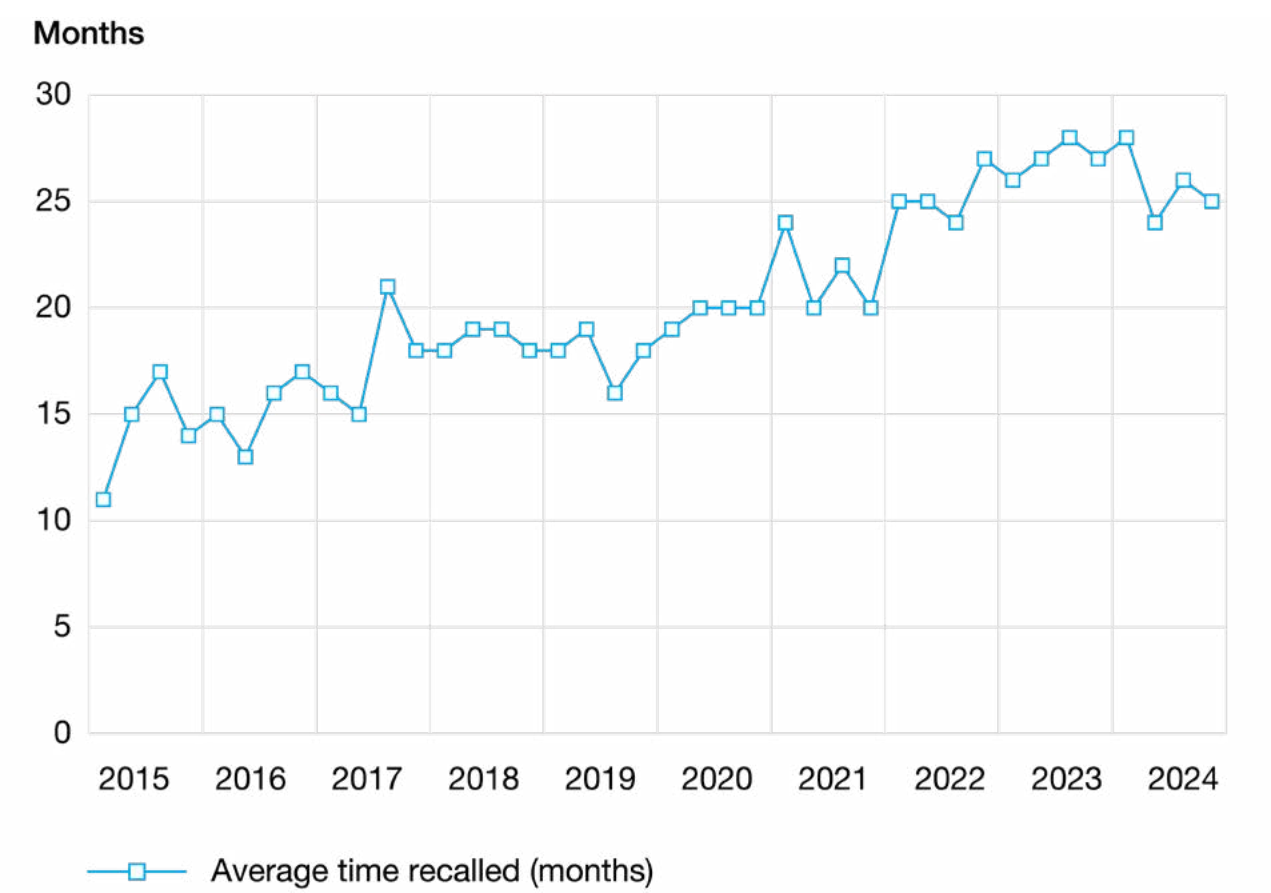


(1) The table gives the number of re-releases following recalls and not the number of individuals re-released following in each year.

Mean Time Spent Recalled

The mean time spent in prison following recall has broadly increased since 2021.⁹

Mean time recalled



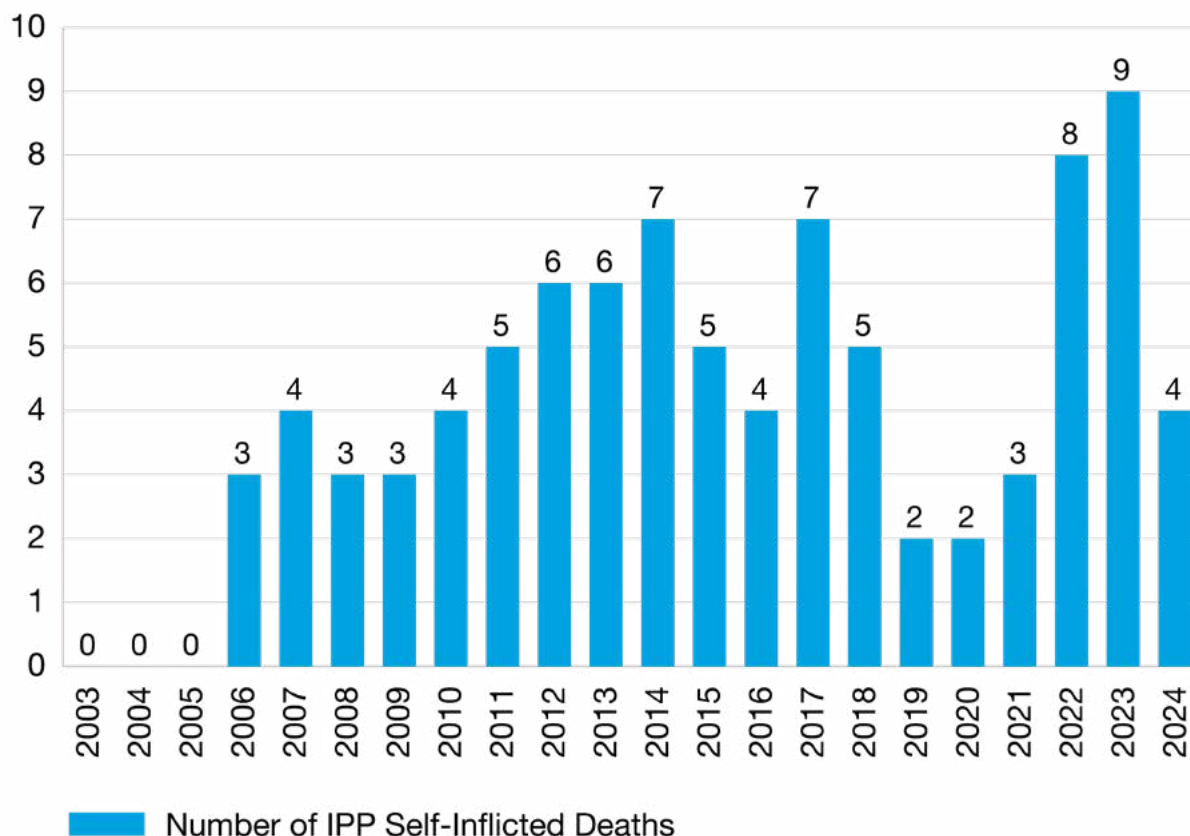
9 www.gov.uk/government/collections/offender-management-statistics-quarterly

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 7 below.

Number of IPP self-inflicted deaths

Individuals serving an IPP sentence



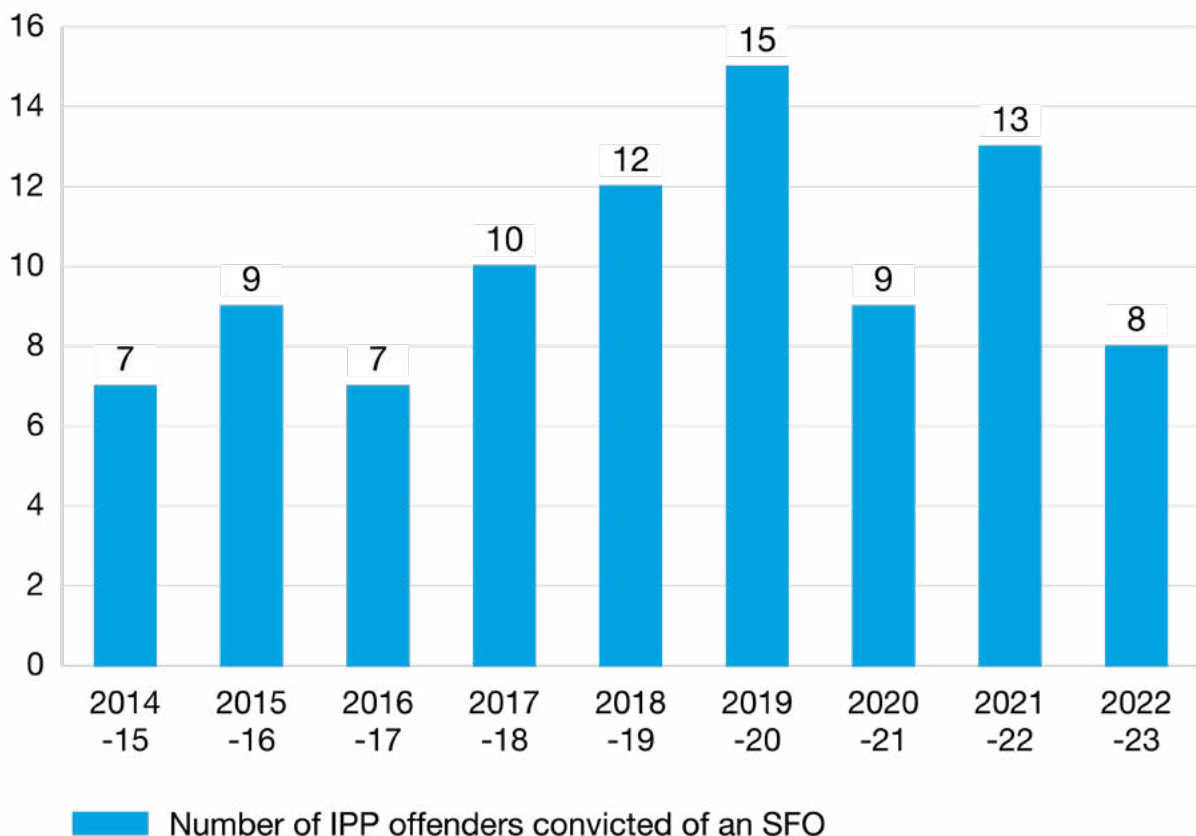
- (1) Deaths in prison custody figures include all deaths of prisoners arising from incidents during prison custody. They include deaths of prisoners while released on temporary license (ROTL) for medical reasons but exclude other types of ROTL where the state has less direct responsibility.
- (2) Due 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 www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2024

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 notifications.¹¹

Number of IPP offenders convicted of an SFO



- (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 died prior to any trial, where a Court has ruled that they were responsible.
- (5) 'other' relates 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.

¹¹ www.gov.uk/government/statistics/proven-reoffending-statistics-october-to-december-2022

Victims and Prisoners Act 2024

The Victims and Prisoners Act 2024 received Royal Assent on 24 May 2024, and introduced significant changes to IPP sentence licence termination. Section 66 of the Act amends section 31A of the Crime (Sentences) Act. This introduced new measures to:

- a. Reduce the qualifying period from ten years to two years for DPP offenders and to three years for IPP offenders for the purpose of triggering the automatic termination period.
- b. Include a clear statutory presumption that the Parole Board will terminate the IPP licence at the end of the two-year or three-year qualifying period.
- c. Automatically terminate the IPP licence two years after the two or three-year (for DPP and IPP sentences respectively) qualifying period in cases where the Parole Board has not terminated the licence and where the individual has not been recalled to prison in the subsequent two-year period.

HMPPS implemented the changes through a phased approach and commenced the first phase on 1 November 2024, which according to published figures, automatically ended the IPP sentence for 1,742 people in the community.

The second phase commenced on 1 February 2025, where the qualifying period for the remaining purpose commenced, so that the point when the Secretary of State must refer an IPP licence to the Parole Board for consideration of licence termination changed from 10 years to two years for DPP offenders and to three years for IPP offenders.

This meant that around 600 people became eligible for referral to the Parole Board for consideration of licence termination. We anticipate that these changes, will reduce the number of people serving IPP sentences in the community by around two-thirds.

In addition to these changes, the Act also grants the Secretary of State new powers to:

- a. Release a recalled IPP prisoner without the need for a release direction by the Parole Board – following a process known as Risk Assessed Recall Review (RARR).
- b. Disapply the impact of recall where the offender is recalled to custody during the two-year automatic period where in the interests of justice to do so. This means that for an IPP offender released by the Parole Board or the Secretary of State, the Secretary of State can determine that the offender's licence will be treated as having remained in force and the two-year automatic period will not reset upon the prisoner's re-release from prison.

Section 67 of the Act requires the Secretary of State to lay an annual report before Parliament about the steps taken to support the rehabilitation of IPP and DPP prisoners and their progress towards release from prison or licence termination.

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.

Individual IPP Cohorts

We understand that within the IPP population different cohorts may face specific barriers to progression. There is also a degree of intersection between these cohorts, and other characteristics which are not covered below. We are committed to furthering our understanding of the individual needs of those serving the IPP sentence, and have set out some of the key progress in this area below.

Women serving the IPP Sentence

As of 31 March 2025, there were a total of 30 women serving IPP sentences, of whom 7 have never been released and 23 were recalled following release. As of 31 December 2024, there were 51 women serving serving IPP sentences in the community.

In April 2024 the Women's Group IPP Delivery Plan was published, spanning the management of all women serving IPP sentences across custody and community. The plan set out key actions against each of the strategic outcomes, focusing on ensuring a gender-specific and relational approach to supporting, managing and progressing women serving IPP sentences. Progress against these actions has been regularly reviewed throughout the year, with a formal review and update of the plan completed in December 2024. By that time, approximately 50% of the women serving the community component of their IPP sentences had their licences terminated, taking the number of women serving IPP sentences across custody and the community down to below 100.

All women serving IPP sentences in prison are in the appropriate locations to meet their needs, and the focus continues to be on engaging with stakeholders to navigate the complex landscape between the 12 women's prisons and the 12 Probation Regions to ensure smooth and effective transitions into the community for women being released. During the year the Women's Estate Psychology Service (WEPS) Team have established and developed a flexible and responsive community-facing service, which has involved providing proactive case consultancy support for all female IPPs moving into the community, working with probation practitioners and managers to ensure that the in-depth understanding of the needs, strengths and skills of the women that was developed during their time in custody can be handed over to professionals involved in working with the women in the community.

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 part of the refreshed Action Plan (Annex A), we are continuing to operate a targeted approach to those serving the DPP sentence to ensure there is greater organisational oversight. Psychology Services will ensure that all DPP prisoners, both unreleased and recalled, continue to have their cases reviewed every quarter, which we will track as one of our measurable targets and publicly report on in our next annual report. These case reviews provide a more dynamic, regular review of what individual DPP prisoners need to reduce their risks. Additionally, as part of the continued front-line focus on operational delivery, Area Executive Directors must continue to use their IPP Operational Delivery Plans to drive 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 Hearings¹² and Paper Reviews¹³).

HMPPS also updated the Generic Parole Process Policy Framework in February 2025 and introduced a presumption for a 12-month period between parole reviews for DPP prisoners.

Finally, the Victims and Prisoners Act 2024 introduced a shorter qualifying period, specifically for DPP offenders, so that they can be considered sooner by the Parole Board for licence termination. The full changes can be found under the 'Victims and Prisoners Act 2024' section of this report.

Recalled Population

There is a significant amount of scrutiny around recalling IPP offenders to ensure that it is carried out appropriately. There were 619 licence recalls for IPP offenders in 2024 compared to 658 in 2023. Given the significant reduction of the IPP population on licence following the changes made by the Victims and Prisoners Act 2024, we would expect there to be fewer IPP recalls from November 2024 and into 2025.

The Victims and Prisoners Act 2024 also introduced a power for the Secretary of State's to re-release recalled IPP prisoners. This power is known operationally as Risk Assessed Recall Review (RARR) and empowers the Secretary of State to re-release a recalled offender where s/he is satisfied it is not necessary for public protection for the offender to remain in prison. RARR operates in parallel to the review conducted by the Parole Board, to which a recalled IPP offender is statutorily entitled. Where the RARR power is exercised, it can reduce the period in prison before the recalled offender is re-released. As part of our plans for 2025/26, HMPPS are looking to trial a new approach to the handling of newly recalled IPP cases through extending the maximum timeframe by which every recalled IPP offender must be referred to the Parole Board. This may provide HMPPS with a better chance of identifying any newly recalled IPP cases for potential use of the RARR power potentially leading to swifter re-releases, and improve the quality of initial risk assessment reports sent to the Parole Board. We will also ensure the case of every recalled IPP offender is reviewed by a multidisciplinary Progression Panel.

12 https://assets.publishing.service.gov.uk/media/64a596dcc531eb001364feeb/Listing_prioritisation_framework_LPF_-_Version_4.0_-_30th_May_2023.pdf

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

The Action Plan (Annex A) outlines several other ways in which we aim to maximise the use of RARR going forward.

Never Released IPP Prisoners

There are currently 1,012 never-released IPP prisoners across England and Wales. We recognise that this is a complex cohort who possess a variety of different needs. Psychology Services have conducted a deep dive review of the never released population to understand their specific needs and barriers to progression. The results of this will be reported on in September 2025, from which point we can begin to assess where we can go further to support this cohort.

In early 2025, HMPPS staff carried out an exercise to identify cases struggling to progress by allocating a Red, Amber or Green rating to each. This exercise will be refreshed every 6 months to help direct resources to where they are needed most. This is an additional measure to ensure we are identifying and tracking those who are struggling to progress to enable additional support to be provided. The Progression Panel Policy Framework due to be published this Summer, sets out that those who are struggling to progress should have more frequent progression panels to ensure appropriate support is in place.

Updates on 2024/25 IPP Action Plan

Since publication of the 2024/25 IPP Action Plan, 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 the course of this past year, we took a decision to restructure 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: Operations

Action 1 – Continue governance of IPP Delivery Plans being carried out by the HMPPS operational Areas

In February 2024, the Director General of Operations at HMPPS commissioned each of the seven Area Executive Directors commands 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. The plans provide a clear operational focus on delivering effective front-line activity in prisons and the community to ensure those serving IPP sentences have improved prospects of progression.

Each HMPPS area has an IPP Delivery Plan, which they rolled out in June 2024. They include specific measures on operational delivery, such as ensuring prisoners are in a prison appropriate to their current sentence planning needs, which each Executive Director must track, and for which the central IPP Progression Board will hold them to account.

The Executive Director of HMPPS South West, South Central and Public Protection and Director for Public Protection Group chaired 10 Scrutiny Panels in February which held Area Executive Directors to account on delivery of their operational IPP Deliver Plans. HMPPS will consider the outcomes from these panels and review the aims and objectives of the current operational IPP delivery plans, which are due to be renewed this Summer.

Action 2 – Oversight of DPP sentenced cases

A case review has been completed on all DPP cases in prison. Recalled cases are completed as they return into custody. This ensures the barriers to progression for DPPs are shared and considered in relation to sentence plans.

In the refreshed Action Plan we have set a measurable target to review DPP case files quarterly.

The aim of the quarterly review is to ensure that all staff continue to focus on and prioritise DPPs. Guidance has been issued to Psychologists regarding this process, which includes a discussion of the findings from a review of data on this cohort.

Workstream 2: Data and Performance

Action 1 – Ensure the internal IPP performance report is maintained and evolves to support the tracking of front line delivery

HMPPS produced further versions of the internal performance report (referred to as the IPP Dashboard), in April, July, October and December 2024.

The Dashboard draws data from a range of sources to provide an overview of the IPP cohort, to help monitor the progression of IPP cases through the system. Data includes 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.

From July an additional analyst dedicated to the work of the Public Protection Group will undertake further development of the Dashboard, to ensure it holds all the necessary data to support Operational Areas to help manage and support progression for those serving IPP sentences.

Action 2 – Identify scope for increased public data provision on IPP

Through the Action Plan, Analytical Services has added further data to published bulletins (including Offender Management Statistics Quarterly (OMSQ), Safety in Custody and Restricted Patient Statistics) in relation to those serving an IPP sentence. This includes:

- the number of offenders serving IPP and DPP sentences in the community, broken down by sentence type, sex and Probation Region;
- self-harm statistics broken down by sentence type and including recalled IPP prisoners;
- prisoner assailants, fighters and victims broken down by sentence type and including recalled IPP prisoners;
- the number of restricted patients serving IPP sentences;
- the number of annual IPP recalls and recall reasons.

OMSQ was also updated to reflect the changes to licence termination as a result of the Victims and Prisoners Act 2024 and reflect changes to the suspension of supervision policy.

In line with our code of practice within our business-as-usual production cycle, Analytical Services will continue to keep IPP related statistics under review in response to interest through Parliamentary Questions and requests under the Freedom of Information (FOI) Act.

Action 3 – Publish, annually, a report on progress against the IPP Action Plan

This is the first statutory IPP 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 to be laid in Parliament annually and set out the

steps taken by the Secretary of State in the reporting period to support the rehabilitation of IPP and DPP sentence prisoners and their progress towards release from prison or licence termination. It will be published in the Parliamentary library, sent to the Justice Select Committee (JSC) 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.

| Workstream 3: Staff Development and Awareness

Action 1 – Develop a staff handbook for managing those subject to IPP sentences in prison and the community

HMPPS is undertaking a broader review around how it produces policies and guidance for staff. We will continue to pause the staff handbook and will revisit it once the HMPPS has completed its wider review. In the meantime, we are working to improve our engagement with staff working with those serving the sentence through the development of a communication strategy. The policies that make up the staff handbook are available to staff to use.

Action 2 – Develop and deliver a dedicated ‘IPP in Focus Week’ for staff

HMPPS delivered a dedicated ‘IPP in Focus’ week of events starting on 22 April 2024 for staff and managers across HMPPS and our key stakeholders to increase awareness of the work ongoing to support those serving the sentence. The events included presentations from those with lived experience and were attended by over 1,700 staff. These were all recorded so that they could be disseminated widely across prisons and probation offices across England and Wales. HMPPS Areas are required to

ensure these are accessed by frontline staff as part of their IPP Delivery Plans.

Action 3 – Provide guidance and development opportunities for staff so that they can work effectively with IPP sentenced prisoners to support progression through their sentence

HMPPS has commissioned new training for Prison Offender Managers (POMs) focused on parole processes and giving evidence at oral hearings. Building on existing training for probation staff, we are developing a modular e-learning programme tailored for prison staff. This will include relevant content for POMs, Key Workers, Security staff, Case Administrators, and other specialisms such as Healthcare and Education. This approach ensures that all staff involved in parole, recall, and oral hearings have access to the knowledge they need for their specific roles.

Action 4 – Deliver development events to improve staff awareness of the IPP sentence and share practice on IPP research and progression

17 events (10 Continued Professional Development and 7 teach-ins) were delivered between 2023 and 2024 to a

total of 1,800 Psychologists and a range of prison-based and community-based staff groups regarding the outcomes of IPP research and projects, as well as key areas of good practice to help develop work with those serving IPP sentences.

Regional Lead Psychologists continue to engage across their respective areas, providing events and contributing to a range of forums (for example senior leaders forums, Area Executive Director meetings) in order to share good practice and aid IPP activity prioritisation.

Workstream 4: Interventions and Services

Action 1 – Identify progression-focused opportunities and prison wing developments which could support IPP progression

A directory of progression opportunities has been shared across sites and is now published on the Rehabilitation portal to enable ongoing access and review. The Rehabilitation Portal is a staff resource which includes information on activities available in specific prison sites which link to reducing reoffending. This outlines what is available, for who, with information around eligibility and aims. This is to support sentence management and prison transfers.

A framework to assist and support progression-focused wings is underway. The aim is to ensure that all services and units have clear, evidenced aims and criteria to further improve progression opportunities. This work will better identify any gaps in provision across prisons, so that HMPPS can target efforts to address those gaps.

Action 2 – Needs review of the Never Released IPP Cohort

The data collection phase of the deep dive review has been completed by Psychology Services. The data is currently being analysed. Collaboration across Psychology Services and OPD pathway colleagues will take place to help

assimilate the findings. A report will be prepared ready for the September 2025 deadline and disseminated accordingly. The aim is to ensure the current barriers to IPP progression are considered and services reviewed in relation to these findings in order to support IPP progression.

Action 3 – Review and agree the short-term resettlement strategic approach

HMPPS published a separate strategic action plan on 10 May 2024, in response to recommendations from the Public Accounts Committee. The strategic action plan is still being implemented and is taking a holistic approach to resettlement, recognising the needs of different cohorts, including IPP, in its overall approach.

This work remains a priority and will be addressed as part of the commitment to improve outcomes for people on release from prison, regardless of sentence length or type.

Work to review the resettlement offer within Long-Term High Security Estate (LTHSE) has been completed with practical steps now being implemented to enhance the resettlement offer. A Resettlement strategy for LTHSE is in development which is anticipated to be embedded by December 2025.

Action 4 – Ensure that resettlement services are available to all IPP prisoners who are being released, in order to provide practical help and support

HMPPS has begun a long-term review of the Pre-Release Model to improve how pre release teams support prisoners, including those serving IPP sentences. This review is aiming to ensure that services are delivered efficiently and effectively, helping individuals prepare for life after prison and reducing the risk of reoffending. We aim to have completed this by the end of 2025/26.

Action 5 – Ensure that digital tools allow effective delivery of the resettlement model

The Resettlement Passport brings together the information prison leavers need to effectively resettle into the community on release. This is being piloted across nine prisons and three probation regions. The pilot has enabled valuable learning, insight, and user feedback and the passport continues to be refined and iterated in line with this feedback. Alongside the passport pilot, the project is undertaking a piece of discovery work with a related digital product in the Assess, Risk, Needs and Strengths project.

Action 6 – 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

HMPPS recently concluded a pilot in four Approved Premises (AP) in the North-West which explored the benefits of increasing support for IPP offenders by providing a prison in-reach service to prepare offenders for the change prior to their release and allowing them to remain at an AP for 16 weeks. The pilot is currently being evaluated but it has received positive feedback from offenders who have participated, and a further nine APs have been provisionally identified for wider roll-out, subject to funding being available.

The Consider a Recall Service, designed to improve consistency in the Probation Services approach to making and recording recall decisions, was implemented for both sentence management driven recalls and those decisions made out of hours in April 2024.

| Workstream 5: Psychology Services

Action 1 – Understand and respond to the complex needs of those serving IPP sentences with innovative and bespoke services by PSG

This first action is now complete, with findings fed into Continued Professional Development events and the psychology services refresh model (including guidance documents). This has enabled the barriers to progression to be understood relating

to particular cohorts within the IPP population.

Plans for specialist assessments and bespoke interventions were completed in 2024 supporting IPP prisoners with more complex, specialist needs and helping staff have a better understanding of these. Further work on scoping out specialist assessments is on the refreshed IPP Action Plan.

Action 2 – Improving practice to aid the effective progression of those that have been recalled

The recall deep dive exercise which set out to establish the common challenges to effective progression following recall to custody has been completed, and the findings have been shared with recommendations for further consideration.

Action 3 – Refresh and deliver the Psychology IPP Strategy

A refreshed Psychology Services IPP strategy has been issued. A custody model has been finalised and will be launched at the same time as the Progression Panel Policy Framework.

Both the strategy and model continue to ensure ongoing and sustained efforts in the areas of IPP prioritisation, focusing upon the barriers to progression across all areas of activity.

Action 4 – Increase delivery of the Psychology Services provision in the community to improve support through the gate

This action was completed in 2024. The community IPP model is now embedded and continues to be delivered within the available funding streams in line with the key priorities.

| Workstream 6: Health**Action 1 – Develop remittance strategy for prisoners returning and reintegrating back in prison from psychiatric hospital**

Remittance strategy is a service wide issue, not specific just to IPPs. The long-term high secure estate (LTHSE) has a well-established process for managing the movement of offenders between prison and hospital delivered through partnership working with forensic health settings. Formal systems are in place to facilitate discussion between prisons and health providers regarding highly complex LTHSE prisoners whose custodial presentation precludes them from accessing prison-based services in an effort to improve admission rates to hospital for these cases.

All remissions back into LTHSE are overseen by the Pathways to Progression team to ensure that the patient returns direct to the right service in terms of health, risk management and sentence progression needs; this process also enhances information sharing between hospital and prison so that any relevant risk work the person has done in hospital is captured in subsequent risk assessment work.

All remitted LTHSE prisoners have an identified progression pathway at the point of return to prison.

We are working to understand what learning can be taken from this and applied to remissions from hospital to the wider Estate.

Action 2 – Develop a shared understanding of needs for IPPs that screen into the OPD pathway, ensuring that there are clear processes for referral and access to services, where these are required

HMPPS OPD Pathway Team has reviewed the provision of OPD Pathway services available to men in Category C establishments. In response to this review there has been an uplift in delivery to three current services, and two new OPD Pathway prison services.

The Research and Data Team in the Joint OPD Pathway Team have recently developed a quarterly National Report and within this we have included a page specifically for IPP data on the OPD Pathway caseload. This provides helpful information to inform clinical and operational practice in respect of this cohort.

Action 3 – Ensuring that those serving IPP sentences are assessed for their clinical need and receive the support required

Department of Health and Social Care and NHS is agnostic about sentence type and individual consent is required to access detailed health information. It is necessary for local health services to ensure they are working together with keyworkers, psychology and OPD services to deliver support and address any health issues. The Chief Medical Officer will consider the needs of the IPP sentenced population within his report, which will identify clinical needs. HMPPS will consider any findings that are relevant for us to action.

| Workstream 7: Safety

Action 1 – Prisoners actively identify and support IPPs at risk of self-harm and violence in custody, whilst supporting their engagement and progression

In December 2024 we developed and issued an IPP Safety Toolkit to prisons following the delivery of a successful pilot and stakeholder engagement and feedback. The Toolkit includes a range of resources with a primary focus on raising awareness of the risks of self-harm and suicide and the challenges faced by prisoners serving an IPP sentence. It includes staff and prisoner (in supportive peer mentor roles) awareness sessions, a questionnaire template to improve the way in which each prison engages with their IPP prisoners and a series of checklists for staff highlighting key learning points

and actions to consider when working with an IPP prisoner.

We continue to analyse and publish quarterly data on self-inflicted deaths and self-harm of IPP prisoners through the Safety in Custody Statistics, monitor trends and share this with our Safety networks.

In addition to the Safety Toolkit, a range of awareness raising activity has taken place to highlight the increased risk of self-harm and suicide amongst IPP prisoners. This has included awareness sessions focusing on the risks in both custody and community, including the circulation of IPP information within our resource pack during HMPPS Safety Week in November 2024 and updating existing learning and guidance resource information on IPP

prisoners. A recent learning bulletin we developed and shared also highlights the risk of self-harm and suicide within the recalled prisoner cohort, providing advice and support in identification of risk in relation to those IPP prisoners who have been recalled to custody.

Our new Safety Policy Framework was published in January 2025. This highlights IPP prisoners as a high-risk cohort, identification of risks and triggers and the requirement of information sharing was strengthened of improving

the Assessment, Care in Custody and Teamwork (ACCT) case management process for IPP cases.

Through our focus on raising staff awareness and sharing learning of the increased risk of self-harm and suicide amongst IPP prisoners, we have supported staff to better identify risk effectively and understand the specific circumstances that increase an individual's level of risk, enabling them to respond, support and provide guidance when it is most needed.

Workstream 8: Policy

Action 1 – Deliver Progressive Transfers Framework

HMPPS published the Progressive Transfers Policy Framework on 14 November 2024. The Framework sets out the requirements and guidance for all prison and probation staff involved in the progressive transfers of indeterminate sentence prisoners and:

- defines what is considered to be a 'progressive transfer'
- provides staff with best practice guidance across a range of prisoner cohorts and adjacent HMPPS processes
- outlines the consideration process for a progressive transfer and provides staff with a route to escalate cases within the management chain where a progressive transfer decision cannot be reached

Action 2 – Deliver Progression Panel Policy Framework

The development of the Progression Panels for Indeterminate Sentences Policy Framework has made significant progress over recent months. The Framework has

undergone a thorough consultation period to ensure it meets the needs and reflects the views of a wide range of stakeholders.

In addition to this, supplementary operational guidance is also being refreshed to ensure it is informative for practitioners and aligned with the policy framework.

As we approach final sign-off on the Policy Framework, prisons and the Probation Service will continue to deliver Progression Panels, informed by existing IPP Progression Panel Guidance, to provide support for cases and decision-making.

Action 3 – Review and refresh policy for considering Suspension of Supervision

HMPPS published the supervision of Indeterminate Sentences Policy Framework on 7 November 2024. The Framework aligns suspension of supervision with the changes to licence termination in the Victims and Prisoners Act and mandates that the new threshold for applying for suspension of supervision is three continuous years for all IPP offenders and two continuous years for all DPP offenders For offenders serving IPP

or DPP sentences, when the Parole Board consider licence termination, they also can consider whether to suspend supervision. At this point, Probation Practitioners can give their view on suspending supervision on this at the same time they give their view on termination.

Action 4 – Provide access to digital systems, policy and guidance to equip staff with the information and functionality to support the progression of IPP sentences prisoners

HMPPS has worked to improve digital services and make guidance available

digitally to support staff in managing IPP offenders. All keyworker entries and case management notes are now transferred to nDelius, allowing Community Offender Managers (COMs) to view engagement activity and better supporting continuity of management when the case is handed over by a Prison Offender Manager (POM).

Parole-related activities are mapped in the EQuIP system, which sets out detailed process maps for staff. Senior operational leaders now have dashboards which track staff usage of these process maps.

| Workstream 9: Parole Improvement

Action 1 – Conclude Psychology pilot and decide on wider roll-out

The Psychological Risk Assessment (PRA) pilot is ongoing. The aim of this was to provide a view to the Parole Board as to whether a Psychology Risk Assessment would be helpful in the Generic Parole Process in order to allow earlier identification of PRA's which could then be started earlier in the parole window. IPP cases are included in this pilot.

Action 2 – Improve the processes for newly recalled prisoners to enable effective early decisions on prospective rerelease

The power to for the Secretary of State to release recalled IPP offenders came into force on 1 November 2024. This is operationally referred to as Risk Assessed Recall Review (RARR). RARR has already been used in a number of cases, with some recalled IPP prisoners being re-released months before their expected parole hearing. To maximise the potential for use RARR, improve the quality of parole reports

and use of progression panels, we are trialling a new approach which retains the principle of swift referral to the Parole Board following recall, but extends the maximum referral timeframe from 28 days up to 42 days. The extended period will allow us to identify earlier suitable cases for use of the RARR power – notably cases where offenders have been recalled for being out of touch and where it can be quickly established that there has been no underlying escalation in their risk of serious harm. HMPPS is also reviewing the RARR process to ensure timely decisions are made and those suitable are re-released as quickly as possible. This includes issuing guidance to probation practitioners to encourage consideration for RARR as standard for 'out of touch' recall cases. The reason for looking at 'out of touch' cases specifically is that the Secretary of State can release recalled IPP offenders where they believe it is no longer necessary for public protection. It is likely that upon establishing the reasons for being out of touch, recalls in this category may meet this test.

Action 3 – Review current frequency of Parole Board Reviews

HMPPS updated the Generic Parole Process Policy Framework in February 2025 and introduced a presumption for a 18-month period between parole reviews for IPP prisoners and 12 months for DPP parole reviews.

The MoJ will work with the Parole Board's IPP Taskforce to explore whether the frequency of oral hearings can be increased.

Action 4 – Improve preparation for a Parole Hearing

The Parole Board has established an IPP Taskforce to manage cases. It aims to reduce the time it takes an IPP case to go through the parole system by sending the most complex cases straight to oral hearing, allowing for reports to be directed earlier.

The taskforce is made up of 25 members including specialist psychologist and psychiatrist members. All members of the taskforce have considerable experience in reviewing and managing IPP prisoners' cases. They are further supported by 20 case managers who will provide an enhanced level of case management support for those members.

Further improvements to preparation for parole hearing are being considered as part of the wider work that MoJ Sentencing and Parole Policy Team are leading, both in response to the Independent Sentencing Review (ISR) recommendations that could have significant impacts on the parole system and the work of the Parole System Oversight Group (PSOG). The Policy Team will be looking to identify how the parole system could be improved off the back of the ISR changes (including for IPP prisoners).

PSOG has already identified ways of improving the efficiency and timeliness of the parole process. HMPPS will continue to engage with the Parole Board, through the External Stakeholder Challenge Group, and work closely with their IPP Taskforce to drive improvements for this cohort.

HMPPS is also holding multi-disciplinary Progression Panels for individuals serving an IPP sentence, which use the combined expertise of HMPPS staff and wider partner agencies to ensure that each individual is getting the required support and access to risk reduction work ahead of their parole hearing.

IPP Action Plan Refresh

We review the Action Plan annually to ensure it continues to deliver on one of HMPPS's key priorities; supporting those serving the IPP sentence to progress. Therefore, it is important that this tool also reflects the needs of those serving the sentence. HMPPS carried out focus groups in prisons across England and Wales earlier this year to inform this year's review of the action plan, the key themes from which are summarised below.

Feedback from offenders serving an IPP Sentence

Those consulted felt that they were not always able to access the courses they required and there was some inconsistency with their delivery, also that greater support and preparation for community re-integration is needed. Another key theme was communication. Some felt that contact with Community Offender Managers (COMs) and Prison Offender Managers (POMs) was sometimes minimal and expectations for demonstrating progression could be clearer. Peer support and mentors are valued amongst those serving the sentence and should be further utilised. In relation to the Action Plan specifically, some struggled to understand what this meant for them. This feedback has been incorporated throughout the review of the Action Plan.

Feedback from External Stakeholders

The IPP External Stakeholder Challenge Group first met in September 2023 and has met in each quarter since. This Group is made up of relevant bodies, charities and campaign groups including those with lived experience of the sentence and we remain grateful for their continued engagement and challenge. Some areas where this Group have challenged us to go further include communications, demonstrating measurable progress, and sharing of data.

Updates in the 2024/25 Action Plan

This year's Action Plan has been restructured to make it clearer what HMPPS priorities are in relation to IPP progression, and the actions we are taking to enact meaningful change for offenders serving the sentence, as well as how we will increase transparency for our external stakeholders. We have continued to adopt a more operational approach with this Action Plan and have therefore placed less focus on policy actions. Actions related to parole improvement have also been streamlined as this work will be taken forward by wider parts of MOJ and the Parole Board. The efficiency of the Parole Board remains key to the experience of those serving IPP sentences, and HMPPS will continue to engage with the Parole Board and work closely with their IPP Taskforce to drive improvements for this cohort.

Below is a summary of the revised Action Plan structure:

- **Working Toward Release –** This focuses on enabling progression through the provision of appropriate opportunities and support. Notable changes in this section include a commitment to increase Release on Temporary License (ROTL) opportunities.
- **Continued Support After Release –** This focuses on improving and reviewing access to services in the community. Notable updates in this section include a commitment to increase support for IPP's in Approved Premises, and improving swift access to S117 aftercare for those who are entitled.
- **Recall –** We have a significant focus on reducing the number of IPP prisoners on recall through improving decisions, and enabling swift re-release where safe to do so.
- **Targeted Approach to DPP –** This renews our commitment to prioritise support for those serving the DPP sentence.
- **Communications, Training and Engagement –** This section outlines our commitment to improve communications across the board; from HMPPS to those serving the sentence, to the staff who work with them, and between agencies.
- **Data Transparency –** We will continue to review the data that we track and share to ensure it provides sufficient and relevant detail. Notable updates to this section include a commitment to track internal data relating to the use of RARR, ROTL and open conditions.

In response to feedback from those serving the sentence we will also circulate communications explaining what the Action Plan means in practise and how to find further information, tying into the commitment in the 2025/26 Action Plan to improve communications more widely.

Measuring our performance

To improve accountability we are introducing a number of measurable targets which we will report on the current status of in this report, and continue to update in future editions. We have consulted with operational leads across prisons, the Probation Service, Psychology Services, and several internal and external stakeholders to identify suitable targets which are sufficiently ambitious.

- **Target 1:** 90% of IPP prisoners to be located in a prison appropriate to their current priority needs by December 2025, with a plan to improve this to 95% by July 2026.

An appropriate location will offer the necessary support and services each individual requires in order to progress through their sentence.

- **Target 2:** 90% of PAROM1 parole reports are submitted to Public Protection Casework Section (PPCS) by the required deadline.

The PAROM1 is a mandatory parole report which the Community Offender Manager must complete and submit to the Parole Board. The Board will examine the report as part of their review to consider release. Between 1 June 2024 and 31 May 2025, approximately 83% of PAROM1 reports were submitted on time.

- **Target 3:** The Probation Service to complete 97.5% of IPP termination reports by the required deadline, ready to be referred to the Parole Board for consideration for licence termination, as soon as they become eligible.

The Probation Service should submit a termination report to Public Protection Casework Section (PPCS) four weeks before PPCS must refer the offender's case with the report to the Parole Board. By introducing a target of 97.5%, we will ensure HMPPS is focused on referring individuals to the Parole Board on time. As a result of the Victims and Prisoners Act 2024, HMPPS was, by exception, required to produce around 600 termination reports ready to be referred to the Parole Board on 1 February 2025. Given the sudden and large volume of cases, alongside other operational pressures within the Probation Service, there were difficulties with delivering reports by the required deadline meaning, at the time of publication, the Probation Service has only delivered around 7% of termination reports on time. However, as the bulk of those 'surge' cases have now almost been cleared, such that HMPPS has now submitted around 96% of the required reports, with the remaining 4% to be completed by October. We expect to return to business as usual, with a routine number of reports expected each month. Moving forward, there will be greater oversight on this area work with more regular reporting to Senior Leaders to secure assurances that termination reports are prioritised and submitted by the required deadline.

- **Target 4:** 100% of DPP prisoners to have their case file reviewed every quarter.

Case file reviews, carried out by Psychology Services, provide a more dynamic, regular review of what individual DPP prisoners need to reduce their risks. Their frequency makes them more responsive to any changes of circumstances. Currently Psychology Services review approximately 95% of DPP prisoner case files every quarter.

- **Target 5:** IPP ROTL to be extended to all four progression regime prisons by July 2026.

Four prisons currently operate a progression regime (HMP Buckley Hall, HMP Erlestoke, HMP Humber and HMP Warren Hill). The only access to IPP ROTL currently is through a pilot at HMP Littlehey.

- **Target 6:** All IPP offenders recalled for being out of touch, or in relation to allegations which were quickly found to be unsubstantiated will be considered for RARR.

Annex A – IPP Action Plan

2025/26

The overall objective of the Action Plan is to reduce the number of people serving the IPP sentence by continually reviewing and improving the support that HMPPS provides to those serving the sentence both in custody and the community to work toward release and license termination. HMPPS recognises that, where an offender was a child when they received the sentence (DPP), it is important that the level of support reflects the impact this may have on their maturation whilst in prison. In that respect, HMPPS will continue to prioritise support for those serving DPP sentences through this Action Plan.

Working toward release

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Increase focus on supporting IPP prisoners to engage with their sentence plans, recognise individual needs, target resource toward those who are struggling to progress.	<ul style="list-style-type: none"> Publish progression panel policy framework and focus on embedding this in practise (see training and engagement). HMPPS will update RAG ratings every six months to direct resources toward those who are struggling to progress. Use progression panels to support sentence planning and continue work on increasing moves to appropriate prisons for needs whilst prioritising those serving the IPP sentence for interventions. Develop a framework for progression focussed wings through consultation to ensure that all services and units have clear, evidenced aims and criteria to further improve progression opportunities. Analyse data collected by Psychology Services on the cohort of IPP prisoners who have never been released to consider current barriers to IPP progression and review existing services. Report on findings by September 2025. Continue to deliver the refreshed Psychology IPP Strategy for which covers activity from 2024 to 2026. Increase focus on those who return from secure hospital to prison and ensuring they are in the right prison for their needs. 	<p>Executive Director HMPPS South West, South Central and Public Protection</p> <p>HMPPS Director General Operations</p> <p>Chief Psychologist</p>	90% of prisoners to be in prison appropriate to their needs by December 2025, with a plan to increase this to 95% by July 2026.



Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Identify and support IPP prisoners at risk of self-harm and violence in custody, whilst supporting their engagement and progression.	<ul style="list-style-type: none"> Continue focus on reducing risk of self-harm and suicide through promoting use of the IPP Safety Toolkit published in December 2024 and increasing staff awareness and learning opportunities. 	Head of Prison Safety	Monitor data on self-harm and suicide in custody.
Maintain clear processes for referral to the OPD pathway and access to services, where these are required.	<ul style="list-style-type: none"> Develop formulation guidance for the OPD Pathway 'Core Offender Manager' service. The guidance will be published and will assist staff to deliver psychological consultation to offender managers (for all cases who screen into the Pathway). This will better support practitioners managing IPP cases to ensure sentence planning is informed by psychological formulation. Monitor OPD data for screening, triage, formulation, and consultation process activity for those serving IPP sentences. 	Head of Health and Care Partnerships	Guidance to be published September 2025.
Ensure that those serving IPP sentences are assessed for their clinical need and receive the support required.	<ul style="list-style-type: none"> Consider the findings from the Chief Medical Officer's report, once it has been published, with a view to operationalising those elements that fall to HMPPS to action. 	Head of Health and Care Partnerships	To be reviewed after CMO report has been published.

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Provide timely and high-quality preparation for parole and release, providing increased opportunity for demonstrating reduction of risk.	<ul style="list-style-type: none"> Continue working closely with the Parole Board IPP Taskforce to reduce the time it takes an IPP case to go through the Parole system by ensuring individuals are parole ready. Focus on providing practical support ahead of parole reviews such as mock panels. Monitor the number of IPP prisoners who are accessing ROTL and increase ROTL opportunities beyond the pilot at HMP Littlehey. Ensure parole reports are completed and submitted within the required timeframe set by the Parole Board. Identify and develop processes for meeting specialist assessment needs for Parole hearings. 	HMPPS Director General Operations	<p>90% of Parole PAROM1 reports are submitted to PPCS by the required deadline – to be reviewed quarterly.</p> <p>IPP ROTL to be extended to all four progression regime prisons by July 2026</p>

Continued support after release

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Support IPP prisoners to re-integrate into the community and ensure ongoing support is available whilst on license, and appropriate plans are made upon license termination.	<ul style="list-style-type: none"> • Prepare for the transition between an Approved Premises and move-on accommodation, using progression panels. • Review and expand the Approved Premises IPP pilot which increased support for IPP offenders through a prison in-reach service and extending AP stay to 16 weeks. • Ensure all those who are eligible are properly considered for termination of licence or suspension of supervision. • Conduct internal review of referral to services post license termination. • Ensure all those on the IPP sentence who have spent time in secure mental health facilities and are entitled to S117 aftercare receive it in a timely manner, particularly those who are discharged from prison rather than hospital. • Review and refine the Psychology Services community pathway support model. 	<p>HMPPS Director General Operations</p> <p>Executive Director HMPPS South West, South Central and Public Protection</p> <p>Chief Psychologist</p>	The Probation Service to complete 97.5% of IPP termination reports by the required deadline, ready to be referred to the Parole Board for consideration for licence termination, as soon as they become eligible – to be reviewed quarterly.

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Support probation to actively identify and support those serving IPP sentences in the community at risk of self-harm and suicide.	<ul style="list-style-type: none"> Continue to raise awareness of the heightened risk of self-harm, suicide, and substance misuse in those serving IPP sentences in the community. Share learning to enable probation to support those serving IPP sentences at risk of self-harm, suicide and substance misuse particularly around periods of increased risk e.g. recall. Improve information sharing channels between prison and probation to better support those serving IPP sentences at risk of suicide and self-harm both in custody and the community. 	Head of Prison Safety	Monitor data on self-harm and suicide in the community.

Recall

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Maximise use of Risk Assessed Recall Review (RARR) to increase the number of re-releases and reduce the time spent recalled.	<ul style="list-style-type: none"> Improve efficiency of the RARR process using progression panels to inform decisions. Trial a new approach which retains the principle of swift referral to the Parole Board following recall, but extends the maximum referral timeframe with the aim of enabling re-release decisions to be taken earlier where it is safe to do so. 	Executive Director HMPPS South West, South Central and Public Protection	All IPP offenders recalled for being out of touch, or in relation to allegations which were quickly proven to be unsubstantiated will be considered for RARR.
Improve recall decisions.	<ul style="list-style-type: none"> Tighten central controls on recalls by ensuring all IPP recall decisions are agreed by the PPCS Band 8 Deputy Heads of Casework. Refresh awareness and training for all senior decision-makers on IPP recalls. 	Executive Director HMPPS South West, South Central and Public Protection	Review staff training quarterly.

Communications, training and engagement

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Improve communication to those serving the IPP sentence and staff working with them.	<ul style="list-style-type: none">Produce and deliver a clear communication strategy to improve our communication and engagement with those serving IPP sentences in custody and the community. This will utilise existing channels such as inside times for prisoners, and senior leaders bulletins and IPP Area Leads forums for staff. Further exploration of how best to communicate with those on license is necessary.Utilise prisoner facing technology to share updates and increase awareness of IPP policy and processes.Deliver another dedicated ‘IPP in Focus Week’ for staff in September 2025.Deliver regular prison IPP forums for those serving IPP sentences, to be attended by lead staff both operationally and, periodically, from the centre, so they can discuss and hear more directly from those in custody and vice versa.	Executive Director HMPPS South West, South Central and Public Protection	Communication strategy to be published by September 2025 and reviewed quarterly.



Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Increase access to staff training and information sharing opportunities.	<ul style="list-style-type: none"> • Use Area Leads forum to share good practise from across the estate. • Review existing training packages and incorporate into communications strategy to ensure national awareness. • Complete training needs gap analysis. • Maintain programme of staff 'teachs ins'. 	Executive Director HMPPS South West, South Central and Public Protection Chief Psychologist	Communication strategy to be published by September 2025 and reviewed quarterly.

Targeted approach to DPP

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Continue to prioritise support for those serving DPP sentences.	<ul style="list-style-type: none"> • Review case files quarterly to provide a more dynamic, regular review of what individual DPP prisoners need to reduce their risks. • Track the average time between referrals to the Parole Board to ensure that DPP prisoners are referred as soon as is sensible in each case, in line with updated HMPPS Policy, which now mandates a presumed annual referral for DPP prisoners to the Parole Board. 	Chief Psychologist Executive Director HMPPS South West, South Central and Public Protection	100% of DPP prisoners have their case file reviewed every quarter.

Data transparency

Action	How will we deliver this?	Action owners	Measuring outcomes and reviewing progress
Collect and share data in line with HMPPS priorities relating to IPP progression.	<ul style="list-style-type: none"> Review the IPP Dashboard and management of internal data to align with new measurable targets. Publish, annually, a report on progress against the IPP Action Plan. Review how data is shared externally through the IPP Annual Report and external stakeholder groups to ensure this allows for sufficient scrutiny on progress of the Action Plan. Continue to track a number of additional measures over time, such as those relating to the IPP population, releases, recalls, parole outcomes, licence terminations, self-inflicted deaths, self-harm incidents and other operational activity including the use of RARR, ROTL and open conditions. 	Executive Director HMPPS South West, South Central and Public Protection	Review data sharing quarterly through External Stakeholder Challenge Panel.



Annex B – Glossary

ACCT	Assessment, Care in Custody and Teamwork
AP	Approved Premises
COM	Community Offender Managers
DPP	Detention for Public Protection
FOI	Freedom of Information
HMPPS	His Majesty's Prison and Probation Service
IPP	Imprisonment for Public Protection
ISR	Independent Sentencing Review
JSC	Justice Select Committee
LASPO	Legal Aid, Sentencing and Punishment of Offenders Act 2012
LTHSE	Long Term High Security Estate
NHS	National Health Service
OMSQ	Offender Management Statistics Quarterly
OPD	Offender Personality Disorder
POM	Prison Offender Managers
PPCS	Public Protection Casework Section
PRA	Psychology Risk Assessment
PSG	Psychology Services Group
PSOG	Parole System Oversight Group
RAG Rating	Red, Amber, Green Rating
RARR	Risk Assessed Recall Review
ROTL	Release on temporary licence
SFO	Serious Further Offence
WEPS	Women's Estate Psychology Services



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