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**Specification, Benchmarking and  
Costing of Electronic Monitoring  
(EM)**

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*Specification, Benchmarking & Costing (Probation) Team*

# Specification, Benchmarking & Costing (SBC) Programme

## *Defining the services we deliver*

Around 70 services to offenders across Probation and Prisons in England and Wales are being specified, covering £2.5 bn. (2/3<sup>rds</sup>) of the NOMS budget.



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# Purpose of SBC

How can we get better results with the budget we have?

- Define **WHAT** should be delivered (the outcomes and outputs for services) – so consistent services can be delivered by **any** provider under a contract
- Know what it **SHOULD COST** to deliver each service to:
  - inform national decisions on what is affordable
  - support commissioning



# Specification, Benchmarking & Costing (SBC)

## 1. SBC offers practical choices

### **Specification:**

What are the options for outcomes and outputs of each service?

**Benchmarking:** What is an efficient and effective way to deliver each service?

**Costing:** What should it cost to provide each service?

## 2. NOMS decides

- Which services should we deliver?

- To which types of offenders?

- What is the minimum level of service?

- Is there flexibility to commission options above the minimum?

# Curfew Requirement

- the electronically monitored curfew can be used either as a solitary ( 'stand alone') requirement or as part of a combination of a number of requirements attached to a Community Order or Suspended Sentence Order
- allows the tagging of offenders to a specified address for up to 12 hours a day for a period not exceeding six months



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# Curfew Requirements (Adult)

2010: 52,000

2004: 15,000

2000: 2,500

- Stand alone requirements account for 71% of all curfew requirements nationally
- Regional (10 regions) range is 53% to 88%



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# SBC Methodology

The Specification has been produced using SBC methodology including:

- Review of existing EM contract documentation, associated guidance/manuals
- Inspectorate reports: ***'A Complicated Business' 2008***
- Stakeholder Liaison: inc Sentencers and offenders
- Visits Programme:

EM Monitoring Centres

Shadowing Field Monitoring Officers ('Taggers')

Probation Trusts



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# Observations

- ‘Tagging’ is now mainstream and accepted if not yet ‘totally embraced’ by Probation
- More parallel service than integrated partnership between Probation and EM Providers

***Probation staff*** ‘in almost all of the cases inspected, tended to view the curfew as a separate punishment outside their jurisdiction’ **Inspectorate 2008**

- EM rarely ‘controlling adjunct to rehabilitation’ (Nellis)
- Scattergun approach to targeting



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# Current Targeting

- Courts see and use the curfew requirement principally as a punishment
- The stand-alone order in particular is generally used at the **lower end** of the community sentencing spectrum
- When one of several requirements, it is often because the court want a punitive element added rather than as a result of a positive proposal by the report author to address offending behaviour and promote compliance.

*Inspectorate: 'it was hard to see that many ... curfew cases would have been sentenced straight to prison without the EM curfew provision'*



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# How much does EM Cost?



# How much does EM Cost?

- Parliamentary Question – 90 days EM



1 199 ??

# Costing Issues

- Curfew Length
- Stand-alone or multiple requirement
- NOMS Overheads (contract management)
- Probation and Court Costs
- VAT
- Exchange rates



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# Comparative Costs

SBC estimated cost of EM component of 90 day\* curfew requirement is

- similar to 110 hour\* Community Service requirement
- more expensive than Tier 2 offender on 12 month\* supervision requirement but cheaper than Tier 3 case  
(*Tiers 1-4 ascending level of risk/complexity*)

\* *current estimated national average*

# Value for Money?



if curfews significantly displace custodial sentences - often as part of an intensive package of requirements



if substitution for Community Service or Supervision



as an alternative to a fine particularly for unemployed offenders (Garside: general inflation of sentencing)



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# Key Issues

Key issues are the growth in demand and targeting

- What is the target group/purpose
  - a) standalones?
  - b) multiple requirements?
- Can curfew requirements be targeted to reduce the prison population?
- How can EM be used more 'intelligently'?



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# 'Intelligent' Targeting

- to support intentions to give up offending by being curfewed during 'risky' hours
- to introduce a level of stability into chaotic lifestyles
- to disrupt specific patterns of offending behaviour such as weekend drinking and night-time burglars
- to encourage attendance at other programmes or community service by being curfewed the night before
- as part of an intensive community alternative to prison
- as penalty for offenders who seem unable or unwilling to comply with disposals which require active participation
- as sanction for offenders not requiring other interventions



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# SBC Recommendations

- actively manage the use by courts of EM provision to prioritise those offenders most at risk of prison
- more creative and flexible proposals by Probation staff to use the curfew requirement to address offending issues
- improved liaison between Probation staff and EM providers based on the principles of integrated offender management
- more emphasis on promoting offender compliance to minimise breach



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# Thank You

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<http://www.justice.gov.uk/about/noms/noms-specification-benchmarking-and-costing-programme/noms-directory-of-services-and-specifications.htm>