

The new generation electronic monitoring programme, July 2017

The Ministry of Justice (the Ministry) has so far failed to achieve value for money from its electronic monitoring service. It has not delivered against its vision, and the new service will be much closer to what was in place before the programme started.

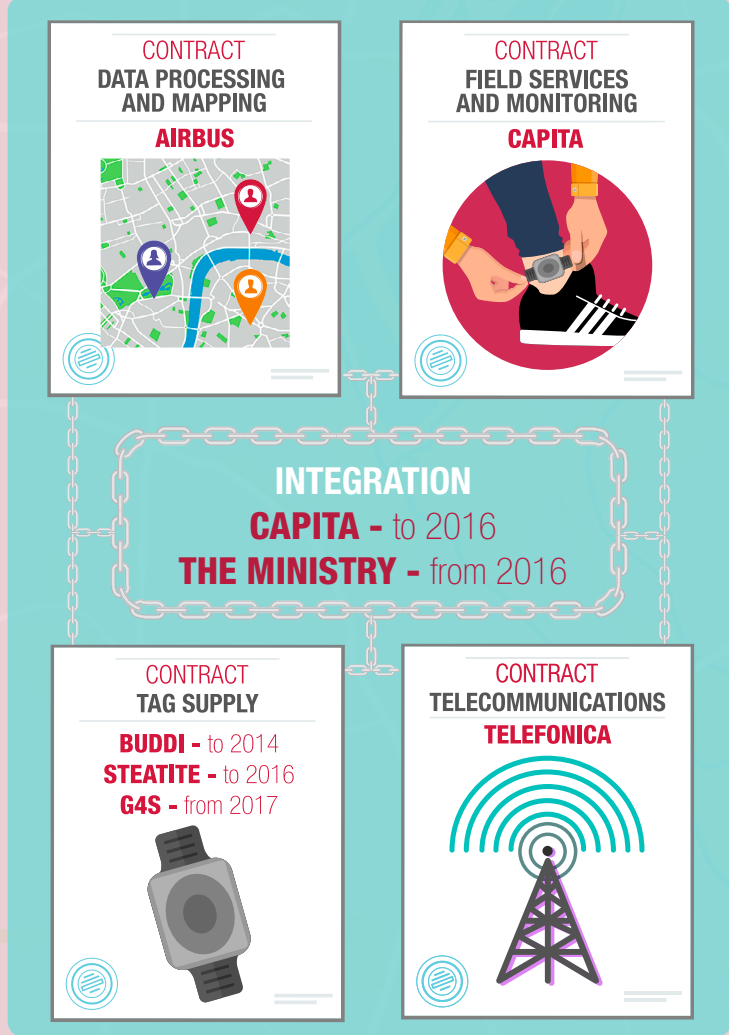
The Ministry is setting new baselines for its programme plan and has begun making improvements, but major risks remain.



NEW ARRANGEMENTS FOR ELECTRONIC MONITORING

Shift from geographical to functional contracts

Four national contracts with different providers, each for a part of the electronic monitoring service



£60 million

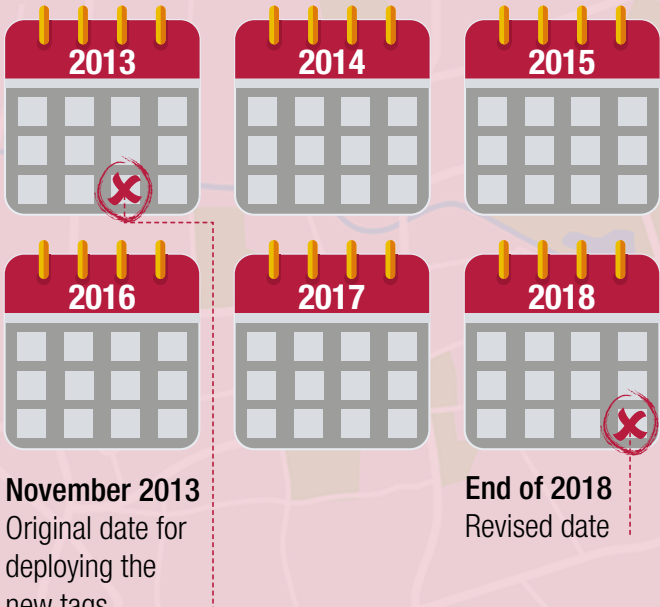
spent on the programme to 31 March 2017



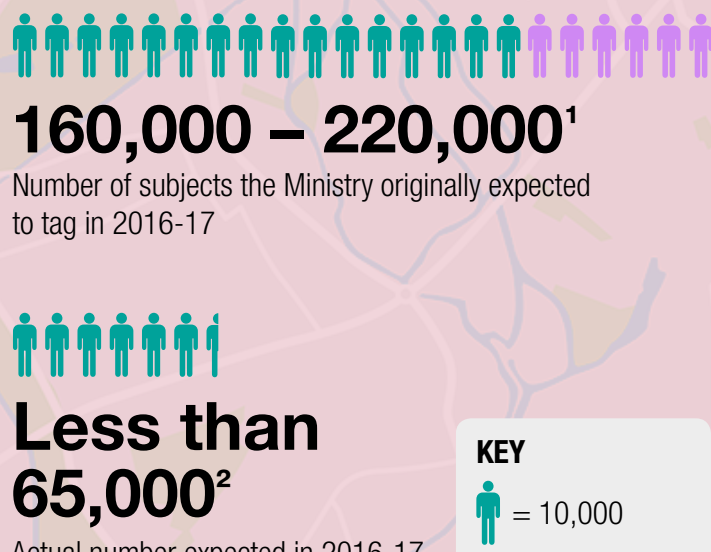
out of an estimated lifetime cost of
£130 million
to obtain the new service by 2024-25

WHERE IS THE PROGRAMME NOW

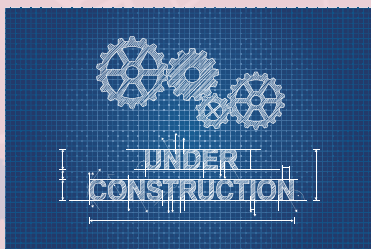
Delivery is five years late



Use of tags has been much lower than expected



The Ministry has departed from its original objectives



Original ambition

Develop a **bespoke**, world-leading tag combining curfew and GPS monitoring for use on all tagged offenders



Current plan

Continue using separate tags **already available in the market** for each type of monitoring

¹ Forecast based on 2011 data which were found to be overstated when overbilling by the incumbent suppliers was identified in 2013.

² The Annual National Offender Management Service digest 2016-17, which was published after our report on the new electronic monitoring programme, found that there were 63,413 new orders to tag subjects in 2016-17.

WHAT WENT WRONG

EVIDENCE

☐ YES
☒ NO

No proven case for expanded use of GPS tagging and a lack of external scrutiny on the justification for the programme

INVOICE



The 15-month **timetable was too tight** and further compressed by the discovery of overbilling by incumbent suppliers in 2013

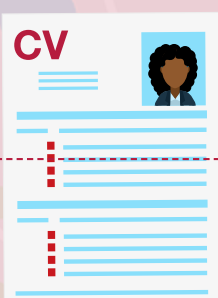
Fail
Fail

The Ministry **failed to anticipate and resolve the implications** of a high-risk and unfamiliar multi-supplier delivery model including:

- Gaps and inconsistencies between the suppliers' plans; and
- Disagreements with Capita concerning the integrator role.

2 failed procurements with SMEs to develop new tags meeting some 900 detailed requirements under timetable pressure

Governance and capability weaknesses



50%

vacancy level in the programme management office during our audit

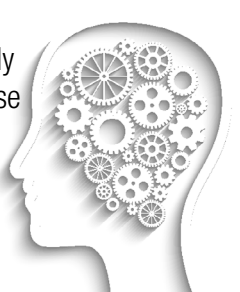


5 Senior Responsible Owners in six years

Slow and divided decision-making by the Ministry

WHAT ARE THE MAIN REMAINING RISKS

The Ministry needs to build its **technical and programme management capabilities** quickly to bring the integrator role in-house. It will need to sustain them in the face of financial pressures and competing priorities from other programmes



The Ministry is improving its evidence base on electronic monitoring, but:

- the GPS pilots currently underway may not produce enough **evidence on the impact on reoffending or likely demand**; and
- further engagement with stakeholders is needed, particularly sentencers who decide whether to impose electronic monitoring.

OUR RECOMMENDATIONS INCLUDE

The Ministry should:

- ensure that it actively promotes appropriate take-up by the courts of established curfew tagging services;
- use the results from its current pilots and from national roll-out of location monitoring services to develop a robust evidence base on the effectiveness of the new GPS-enabled tags;
- keep sufficient technical and programme management capability in place for the remainder of the programme; and
- avoid expanding the programme to incorporate additional uses for monitoring until the core services of curfew and location monitoring are in place.

In future programmes the Ministry should ensure that it:

- has a robust, well-evidenced business justification for developing new applications for technology before starting procurement; and
- clearly understands the complexities of delivering the programme;
- develops a long term strategy to build up SRO and programme delivery capabilities;
- develops a clear understanding of the capacity demands of its programmes; and
- learns the lessons from its separation with two successive SMEs to understand where best to use SMEs in future procurements and adapt its approach to match the capacities of SMEs.