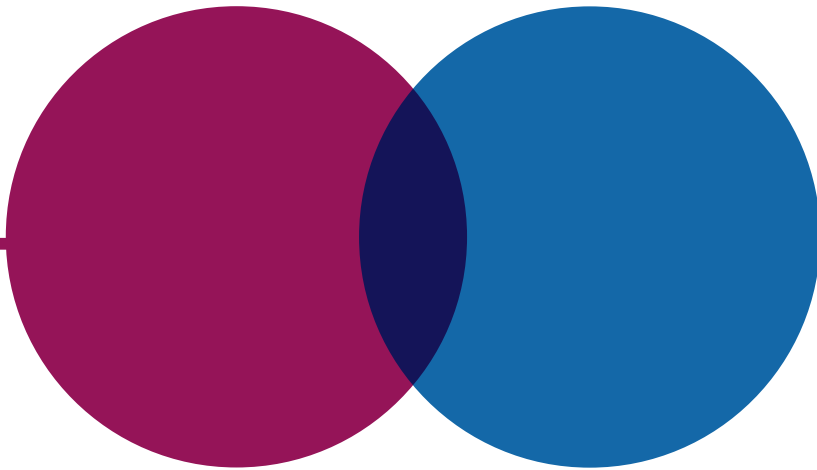




National Audit Office



REPORT

# Electronic monitoring: improving resilience to meet increasing demand

Ministry of Justice and  
HM Prison and Probation Service

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SESSION 2026-27  
10 JULY 2026  
HC 266

## Key facts

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### 28,700

people recorded as tagged in England and Wales, as at March 2026; this currently includes some individuals whose devices have been disconnected for 14 days or more

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### Uncertain £133mn

number of individuals not being monitored despite an active tagging requirement; HM Prison and Probation Service is reviewing at least 24% of cases and expects to publish figures on this in late July 2026

estimated annual direct cost of the electronic monitoring service for 2025-26, including costs incurred by probation, but excluding wider system costs such as police and court activity

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**13,400**

tagged individuals as at January 2021 (although not directly comparable with more recent data due to definition changes)

**22,000**

Ministry of Justice's September 2025 estimate of the maximum number of additional individuals to be tagged per year from 2027 – subject to several uncertainties

**62%**

of tag requests between January and April 2026 were successfully installed within the standard two attempts for adults; for January to December 2025, this proportion was 45%

**7,000**

peak number of outstanding tagging visits (for installation, equipment checks and removal) in October 2024, rising from 1,200 in May 2024, before returning to below 400 visits by November 2024

**Unknown**

number of tag breaches that result in enforcement action

**£175 million**

maximum additional investment allocated between 2026 and 2029 to fund the expansion of electronic monitoring

**1,500**

forecast shortfall in probation full-time equivalent staff remaining in September 2026

**4,200**

estimated additional bail breach cases requiring police response and which result in custody each year, in response to the expansion of court bail and increased use of electronic monitoring


**Figure 1**  
Key information on the electronic monitoring (EM) system

EM is delivered through a complex, multi-organisational system


**A** What is EM and what is the government trying to achieve with it?

EM or 'tagging', uses technology to monitor a person's location and compliance with relevant conditions. Potential breaches are reported to appropriate agencies for response, including the police, probation and Home Office.


Government regards EM as a cost-effective alternative to custody, which contributes to its goals to protect the public and reduce reoffending. The Ministry of Justice (MoJ) established a programme in 2021 to widen the use of tagging and improve the service. MoJ now aims to ensure that the EM system can meet additional demand from the Sentencing Act 2026.

- Tagging is used:**
- for prison leavers on home detention curfew;
  - as a condition of court bail;
  - as a condition of immigration bail;
  - as a requirement of court sentences; and
  - to intensively monitor a small number of high-risk offenders.
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**B** Types of tags




**Radio frequency** tags, which monitor whether offenders have remained at home during set periods



**Combined radio frequency and global positioning system** (GPS) tags, which track offenders' locations and movements



**Alcohol monitoring** tags, which monitor alcohol concentrations in offenders' sweat



**Non-fitted devices**, which use periodic biometric verification as an alternative to using fitted GPS devices (used for immigration only)

**C** How tagging works – an overview of the end-to-end system

Stage in the process	Who is responsible? <sup>1</sup>
1 Supply of tagging equipment and provision of the communication network	<b>a</b>
<b>Tagging</b>	
2 Creation of an order to tag	<b>c d f g</b>
3 Installing monitoring equipment on offenders	<b>b</b>
<b>Monitoring</b>	
4 Monitoring tagged individuals	<b>b</b>
5 Tag adjustments and maintenance visits	<b>b</b>
<b>Action</b>	
6 Notifying officials of breaches of tag conditions through breach packs	<b>b</b>
7 Responding to breaches and enforcement <sup>2</sup>	<b>b c d e f g h</b>
8 Tag removal at the end of a tagging order	<b>b</b>

**a** Allied **b** Serco **c** Courts **d** Home Office **e** Police **f** Prison **g** Probation **h** Youth Offending Teams

**D** Wider roles and responsibilities by tagging cohort

Depending on the cohort an individual belongs to, different agencies are responsible for issuing tag orders and responding to breaches.

Tagging cohort	Description	Tagging cases (% of total as of March 2026) <sup>4,5</sup>	Responsible for requesting tags	Responsible for responding to breaches	Potential outcomes if there is a breach
Post-release	Individuals released from prison with EM conditions.	37	Prison or Parole Board	Probation	<ul style="list-style-type: none"> <li>• engage with the tag wearer to improve compliance;</li> <li>• adjust the tag conditions;</li> <li>• formal warning; and</li> <li>• recall to prison.</li> </ul>
Court bail	Individuals awaiting a court hearing or trial who are released from custody with EM conditions.	34	Courts	Police	<ul style="list-style-type: none"> <li>• bail with same or amended conditions; and</li> <li>• remand to custody.</li> </ul>
Immigration	Includes foreign national offenders, immigration detention cases and non-UK citizens awaiting deportation proceedings monitored electronically.	15	Home Office	Home Office	<ul style="list-style-type: none"> <li>• adjust bail conditions;</li> <li>• prioritise the casework;</li> <li>• detention for removal;</li> <li>• administrative arrest; and</li> <li>• prosecution.</li> </ul>
Court sentences <sup>6</sup>	Individuals whose court sentence requires them to wear an electronic tag to ensure compliance with court-ordered conditions.	14	Courts	Probation	<ul style="list-style-type: none"> <li>• engage with the device wearer to improve compliance;</li> <li>• adjust the tag conditions;</li> <li>• formal warning; and</li> <li>• return to court.</li> </ul>
Specials	A group of individuals assessed as posing a high or very high risk of serious harm, including certain serious organised crime, terrorism and public protection cases, some of whom are managed through multi-agency public protection arrangements.	Less than 0.5	Prison and Home Office	Probation, Police and Home Office	<ul style="list-style-type: none"> <li>• where the case is immigration related, potential outcomes align with those of the immigration cohort. For all other cases, outcomes mirror the post-release cohort.</li> </ul>

**Notes**

1 In C, a coloured circle in the table represents the corresponding organisation's responsibility for that stage in the tagging process.

2 In C, agencies responsible for responding to potential breaches include the police, probation, the Home Office and Youth Offending Teams.

3 In C, Serco and Allied Universal Electronic Monitoring Ltd (formerly G4S) are private suppliers contracted to deliver EM services.

4 In D, figures may not sum due to rounding.

5 In D, the total number of individuals assigned with an EM device was 28,700 as of March 2026.

6 In D, the court sentence group include community orders and suspended sentence orders, which represented the fourth-largest group of the EM population as of March 2026.

Source: National Audit Office analysis of HM Prison and Probation Service documents and publicly available information

# Summary

## Introduction

**1** Electronic monitoring (EM), or ‘tagging’, uses technology to remotely monitor a person’s location and compliance with community orders, court and immigration bail conditions and conditions post release from prison. Potential breaches are reported to relevant agencies for response, including the police, probation and Home Office. The Ministry of Justice (MoJ) holds the contracts for EM services in England and Wales, while HM Prison and Probation Service (HMPPS), an agency of MoJ, is responsible for overseeing the delivery of the service and managing supplier performance. The EM service refers to the supplier-delivered tagging and monitoring contracts, but effective electronic monitoring depends on the wider EM system, which involves courts, prisons, probation and the police. In this report we use the term ‘officials’ to refer to staff across these organisations responsible for managing electronic monitoring and responding to breaches. HMPPS estimates that monitoring a tagged individual costs on average £4,900 per year. This equates to an estimated annual direct cost of £133 million for 2025-26, including costs incurred by probation but excluding wider system costs such as courts and police activity.

**2** In October 2023, MoJ awarded new contracts to: Serco, to fit tags and monitor tagged individuals; and Allied Universal Electronic Monitoring (Allied), to supply the tags and monitoring system. This followed the reprocurement of the EM service as part of its 2021–2026 EM expansion programme. The new service went live in May 2024, with a transition period as the new suppliers took over and moved services onto new systems and devices. But by mid-2025, MoJ and HMPPS acknowledged there had been significant performance issues, including long delays in fitting tags.

**3** In September 2025, MoJ announced plans to significantly expand EM. This expansion would be part of the Sentencing Act 2026, which aims to ease prison pressures by managing more offenders in the community. It estimated that up to 22,000 additional individuals would be tagged each year from 2027, placing further strain on a system that had already been performing poorly. To boost the system’s ability to cope with increased demand, HMPPS has set out plans to ‘Stabilise, Scale and Transform EM’ (STEM).

**4** This report examines whether MoJ and HMPPS have:

- clearly defined expectations for EM, including how to measure success (Part One);
- understood whether the system is operating in line with expectations and addressed early underperformance (Part Two); and
- made plans to ensure EM is resilient to rising demand (Part Three).

**5** We assess EM resilience as the capability to maintain critical EM functions at required performance through disruption, adapt to escalating demand, and recover quickly from shocks while protecting public safety. In practice, an efficient and resilient EM system ensures that individuals who are required to be tagged are monitored, that any breaches are identified and acted on in a timely and proportionate way. Also, that there is early identification of risk and appropriate responses to it.

**6** This report focuses on EM in the adult criminal justice system. It does not assess immigration or youth justice tagging, evaluate the procurement of the current contracts or provide a full assessment of the delivery of the EM expansion programme.

## **Key findings**

### Expanding electronic monitoring

**7** **HMPPS met its aim to increase the EM population to around 25,000 by 2025, through its 2021 expansion programme.** For example, it extended EM to new groups through GPS tagging for certain acquisitive crimes and offenders at risk of committing domestic abuse and rolling out alcohol monitoring for some prison leavers. As a result, the EM population in England and Wales increased significantly from around 13,400 in January 2021 to 28,700 by March 2026 (although changes to definitions mean these two numbers are not directly comparable). Individuals tagged after leaving prison form the largest EM population (37%), followed by those on court bail (34%). This reflects both HMPPS's expansion initiatives and its efforts to ease prison capacity pressures by making greater use of alternatives to custody (paragraphs 1.5 to 1.6, 2.2 and 3.2, and Figure 4).

## Measuring system success

**8 There is no shared understanding of what a more responsive EM system should look like or how it should be measured.** MoJ's 2022 EM strategy set out a vision for a robust, innovative and data-driven system. This system would enable officials to respond quickly to breaches (non-compliance with EM conditions) to manage risks effectively in the community. HMPPS set expectations for its main suppliers through contract key performance indicators (KPIs). However, there is no shared definition of what 'more responsive' means, including how quickly police or probation officials should act on breaches. This is partly because agencies such as the police sit outside MoJ and HMPPS's control. Some stakeholders we spoke to had differing expectations of system responsiveness. For example, Serco's contract does not require it to provide officials with details of an individuals' breach until 29 to 53 hours after it occurs. Some stakeholders expected breaches to trigger a faster response (paragraphs 1.7 to 1.9, 2.3, 2.18 and 3.6, and Figures 2 and 3).

## Current system performance

**9 Available data indicate that key aspects of EM are not working as MoJ and HMPPS intended.** There are a number of examples which have at times led to backlogs and/or public protection risks:

- **Early supplier performance meant that individuals were not tagged on time, and officials were not notified of potential breaches in a timely manner, though performance has since improved:** There were delays in fitting and removing tags and notifying officials of potential breaches between August 2024 and July 2025. During this period, the backlog of visits to fit, check or remove tags increased significantly to a peak of 7,000 visits in October 2024 from 1,200 in May 2024.
- **HMPPS does not have an accurate understanding of the number of individuals that should be monitored and are not ('unmonitored'), but this number could be significant:** As of March 2026, HMPPS was reviewing around 8,900 cases of individuals recorded as having an active EM order but no tag (around 24% of those required by courts or other bodies to be tagged), to identify unmonitored cases. Current cases under review include some cases mistakenly left active, but data exclude individuals whose devices have been disconnected for 14 days or more. HMPPS expects to publish statistics on the number of unmonitored individuals in late July 2026.
- **Probation and police staff report that poor quality information and capacity constraints limit their ability to respond promptly to breaches:** The police also raised concerns that breaches of court bail conditions often result in limited consequences when cases return to court but are resource-intensive to respond to. A lack of data on response times and outcomes prevented us from assessing the scale of these issues (paragraphs 2.6 to 2.7, 2.10, 2.12 and 3.14, and Figure 6).

**10 Reduced performance targets for Serco during transition arrangements lasted longer than planned.**

The new EM service did not become fully operational until October 2025, around 11 months later than planned, following delays to system and device changeovers. MoJ and HMPPS set 14 contractual KPIs spanning the range of the service against which to measure Serco's performance. But it decided to reduce contractual performance targets to a limited set of four KPIs while the suppliers transferred to new systems, recognising the significant change required. These KPIs covered a limited range of activities such as equipment reinstallation and removal, but not some key aspects of service delivery such as timely attempts to fit tags. As a result, Serco was formally assessed against a reduced set of four KPIs for much longer than intended, although HMPPS tracked a wider set of performance metrics alongside this. Early performance was poor, against even these limited KPIs. Between August 2024 and July 2025, performance was often significantly below target for all but one of these KPIs. During this period Serco made changes to its senior leadership, strengthened its performance management and focused on reducing the visits backlog to below HMPPS's tolerable level of 400 visits (paragraphs 2.6, 2.7 and 2.10, and Figures 6 and 7).

**11 HMPPS has used contract levers and worked with suppliers effectively to improve performance.**

In response to early poor supplier performance, HMPPS strengthened its oversight to improve supplier performance and worked collaboratively with Serco to implement a performance improvement plan. From November 2025, the plan introduced the full set of KPIs, but MoJ and HMPPS agreed a period of gradual improvement against contractual KPI targets until February 2026. Performance against KPI targets improved under this plan, with Serco meeting all contractual targets in March 2026. Allied delivered most of its original contractual requirements on time, including those required to meet the key transition milestone. It met its two KPIs for just over half of the months between August 2024 and April 2026, with a dip in system availability in late 2025 during the delayed system changeover period. HMPPS explained that it had charged suppliers the maximum amounts permitted under the contracts for the performance level recorded from Serco for poor performance and transition delays, and from Allied for poor performance (paragraphs 2.8 and 2.10, and Figure 7).

**12 Some KPI metrics and wider data weaknesses limit visibility of whole system performance.** For example, Serco's tag-fitting KPI measures whether it has made two attempts to tag an individual within the required time period for 95% of cases, not whether those attempts are successful at fitting a tag. In February 2026, although Serco met its 95% timeliness target for tag-fitting visits, it was only successful in fitting a tag for 62% of the individuals it visited after those two attempts. Unsuccessful visits can result from factors both within and outside of Serco's control, including individuals not being at the address at the time of the visit or refusing to be tagged. MoJ and HMPPS also lack insight of performance related to breaches, including whether police and probation respond, how quickly or what outcomes follow. HMPPS has made some improvements to its data, but data quality issues persist. These issues limit HMPPS's understanding of performance, increase workload elsewhere and make it harder to identify key risks, including the scale and impact of unmonitored individuals (paragraphs 2.3 to 2.5, 2.11, 2.13 to 2.14 and 2.16, and Figure 5).

Efforts to improve the system

**13 HMPPS and wider stakeholders have sought to improve performance, but major inefficiencies remain.** HMPPS is piloting new processes, such as tagging offenders before releasing them from prison, alongside developing EM digital and data systems to complement supplier systems, supporting a more efficient, data-driven service. Both MoJ and Serco have commissioned reviews to identify problems. However, inefficiencies persist across the system:

- **high error rates in EM orders from agencies to Serco delay tagging and require rework.** HMPPS's new order system still had error rates of around 21% as at May 2026.
- **low tagging visit success rates waste resources and leave individuals untagged.** Only 45% of individuals were successfully tagged within the standard number of attempts in 2025. This proportion was 62% for January to April 2026.
- **high volumes of alerts and breach notifications, and a lack of risk-based prioritisation require significant staff time without always generating value:** Staff must review all tag alerts, and a review found that only 10–50% of alerts result in breach notifications being sent to officials, and where outcomes are recorded nearly half result in 'no further action'. On visits, we observed that both serious and minor breaches were treated in the same way regardless of severity.
- **a low device collection rate reduces available stock.** Only around 60% of tagging equipment is collected from individuals after an EM order ends (paragraphs 1.8, 2.15 to 2.16, 2.18 and 3.5, and Figures 8, 12 and 13).

**14 Over-optimistic timescales, weak transition planning and unclear system ownership have allowed inefficiencies to persist.** HMPPS's and Serco's efforts to resolve transition issues and backlogs delayed planned productivity improvements, including automated scheduling for field visits and the rollout of a new EM order system. Transition issues arose due to both Serco underestimating the complexity of the system and weaknesses in HMPPS's approach, including unclear requirements, limited contingency planning and weaknesses in systems assurance and testing. Limited user involvement in some areas of system and process design also led to some solutions not meeting all staff needs. The lack of a system-wide owner for EM, and limited data on where problems lie have further slowed the resolution of cross-organisational issues (paragraphs 2.9, 2.15, 2.17 to 2.19 and 3.6).

#### EM outcomes in reducing reoffending

**15 MoJ and HMPPS have improved the evidence base on the effectiveness of EM in reducing reoffending, but some gaps remain.** MoJ and HMPPS have carried out three impact evaluations on EM. These show some promising results of EM reducing reoffending while individuals are tagged. The findings include reductions in reoffending for those wearing radio frequency tags and efficiencies for the police through schemes to tag those convicted of acquisitive crimes such as theft. However, gaps remain in understanding effectiveness after the tag is removed, and across different EM groups. Without clarity on which groups benefit most from EM and how effectiveness varies, MoJ lacks a strong basis for prioritising or targeting EM if capacity becomes constrained (paragraphs 2.20 to 2.21).

#### Readiness to respond to increasing demand

**16 To address higher demand from the Sentencing Act (the Act), HMPPS plans to strengthen EM resilience through STEM plans agreed in October 2025.**

The expansion of EM is key to the government's response to address the prison capacity crisis. In September 2025, prior to implementation of the Act, MoJ estimated that up to 22,000 additional people may need to be tagged per year. It expected the largest growth in those leaving prison (around 13,000 additional individuals) and court bail cases (around 8,000 additional individuals). MoJ had not updated its modelling as at June 2026, but early estimates indicated that expected increases remained broadly consistent with September 2025 figures. However, both projections are subject to several uncertainties. Through its STEM plans, HMPPS aims to stabilise the service, build the foundations needed to scale up activity and transform service delivery through new technology and data. To support its transformation aims, it is developing a series of innovations and pilots. For example, it plans to strengthen management of domestic abuse offenders through tags that could monitor their proximity to their victim. It also plans to improve access to EM data for probation officers. The government has allocated up to £175 million to fund the expansion over the 2026–2029 spending review period (paragraphs 3.2 to 3.6, and Figures 9 and 12).

**17 HMPPS is continuing to expand the EM service, while key elements are not yet working effectively, meaning the service is operating beyond its stated risk appetite.** HMPPS has strengthened risk management for parts of the EM system within its direct control and has set its risk appetite across 13 categories, including a 'cautious' appetite on operational risk. However, the service has been operating outside its risk appetite and tolerance levels in several areas, with independent reviews identifying significant weaknesses in tagging orders and breach processes. HMPPS aims to address these issues through the 'stabilise' and 'scale' workstreams of its STEM plans. But it will not have completed all the actions within the 'stabilise' workstream before demand increases. In April 2026, HMPPS identified a significant risk that EM processes and training may not be ready in time to support the implementation of the earned progression model and associated changes. Under the model, due to be introduced from September 2026, individuals will be released from prison earlier, on the presumption they will then be tagged. Expanding a service while key elements are not yet working effectively increases the risk that performance or threats to public protection may worsen. As of May 2026, MoJ and HMPPS had made key design decisions and HMPPS had implemented a range of actions that it considers has reduced the risk (paragraphs 3.3 to 3.4 and 3.12 to 3.13, and Figures 10 and 11).

**18 MoJ, HMPPS and partners do not yet have a robust system-wide approach to managing risks as the Act is implemented.** MoJ, HMPPS and partners have undertaken some recent cross-system work to identify and manage risks. But they have not yet got a robust system-wide approach to monitoring risks to public protection, such as a comprehensive set of measures to monitor risks and clear thresholds for escalation. While MoJ has developed modelling for parts of the system, we did not see a sufficiently joined-up, system-wide view integrating capacity across courts, policing, probation and suppliers. As a result, MoJ, HMPPS and partners lack a comprehensive view of where capacity constraints lie in the system. Significant understaffing persists, including an estimated shortfall of around 2,200 full-time equivalent (FTE) probation staff as at March 2026, which HMPPS expects to reduce to around 1,500 FTE by September 2026. MoJ also estimates that the police will need to respond to an additional 4,200 bail breaches per year that result in custody, including some relating to EM. The National Police Chiefs' Council estimated that increases due to EM will cost around £20 million annually, but the police explained forces have received no additional funding and will need to balance this activity with other competing priorities (paragraphs 3.8 to 3.11 and 3.14).

**19** There are current and future risks to the resilience of the EM delivery model:

- **Serco's need to make efficiencies in the current contract risk exacerbating operational pressures.** From the outset Serco planned to achieve efficiencies to reduce its operational service costs, including by increasing the proportion of single-officer visits, almost halving its field workforce. However, delays to service migration, some of which were outside its control, have prevented Serco from implementing these efficiencies as planned. This creates a trade-off. While reducing workforce capacity ahead of increases in demand could increase the risk of backlogs, retaining additional capacity to manage these risks creates financial pressures for Serco. As at June 2026, MoJ had agreed up to £48 million of additional payments to Serco over the contract life. This includes up to £6 million to retain staff to help manage spikes in demand as the Act is implemented. These payments cover the cost of some delays outside of Serco's control and some activities Serco undertook that were not covered by the contract. As at March 2026, £10 million has been paid to Serco.
- **Increasing pressures risk diverting focus from HMPPS's ongoing planning for future delivery models when current contracts expire in 2030.** HMPPS aims to plan the future model through its STEM plans and has begun initial stakeholder engagement. However, there is a risk that the need to address increasing pressures may divert focus from ongoing plans (paragraph 3.15).

## Conclusion

**20** EM is a central component of the government's plans to manage pressures on prisons. Since 2021, HMPPS has successfully and rapidly expanded EM to new groups. However, overall EM is not working as intended, creating public protection risks. HMPPS has worked with Serco to reduce backlogs in fitting tags, but supplier performance improvements alone are not sufficient to provide confidence that the system is resilient or protects the public. Significant inefficiencies persist across the system, wasting staff time and taxpayers' money, and limiting performance improvements. Of particular concern is the likely significant number of unmonitored individuals. Additionally, police and probation officers often lack relevant information or capacity to respond to breaches quickly, and governance is fragmented. Overall, we conclude that MoJ and HMPPS have therefore not yet achieved some key aspects of their 2022 vision of a data-driven, robust and responsive service.

**21** Demand for EM is expected to rise substantially from September 2026. HMPPS has set out its plans to stabilise, scale and transform the service. However, stakeholders do not yet have a joined-up understanding of system-wide capacity or risks. Expanding a system that is not yet working as intended heightens risks to future performance and, ultimately, to public protection. We judge that further expansion of the EM system will not be effective or efficient unless MoJ and HMPPS work with stakeholders to address weaknesses in governance, data quality and system-wide inefficiencies to support a more reliable and responsive service.

## Recommendations

- a** In the short-term, to manage rising demand, MoJ and HMPPS should, by September 2026:
- set out a proposed system-wide approach to risk management, and share this with partners to support a coordinated response;
  - set out the key operational intelligence needed from partners, and make best use of available information to monitor emerging capacity, performance and public protection risks, recognising this will be incomplete; and
  - establish comprehensive escalation thresholds and contingency plans, setting out when and how senior leaders should intervene where system performance or capacity deteriorates.

By December 2026, they should also:

- produce a clear plan to strengthen the evidence base on electronic monitoring (EM) effectiveness further, including how this evidence might inform priorities for EM if delivery capacity becomes constrained.
- b** Beyond this, to strengthen oversight of EM performance across the system, MoJ, the Home Office, the Judiciary, HMPPS and HM Courts and Tribunals Service (HMCTS) should ensure there is a senior cross-system forum with a clear mandate to oversee performance, risk and capacity. This could build on existing governance structures, provided these operate at a sufficiently senior level and with the necessary authority. This forum should:
- agree ownership and accountability of system performance, roles and responsibilities, including escalation routes;
  - oversee a core set of system-wide performance and risk metrics;
  - oversee integrated capacity planning across suppliers, probation and police;
  - improve data-sharing and information flows to support decision-making and accountability; and
  - ensure stakeholders have a shared understanding of how the system is intended to operate by commissioning clear guidance and training.

- c** To improve system efficiency, HMPPS should work with others to:

  - estimate the costs of system inefficiencies and financial benefits of potential productivity improvements (for example, reducing manual re-keying of data) to inform where and how it could intervene;
  - put more 'lead' measures of process quality and control effectiveness in place to identify where and why problems happen, to identify and resolve issues;
  - ensure that all staff understand how to escalate problems and suggest improvements;
  - complete rollout of its new order system, to reduce inefficiencies caused by poor data and timing of orders;
  - consider taking a system-wide risk-based approach to handling alerts and breaches while maintaining public protection; and
  - assess the value of expanding pilots of fitting tags at source in courts.
- d** To improve the EM court bail process, MoJ and HMCTS should work with HMPPS and other stakeholders to understand, improve and then analyse data on court bail outcomes to understand police concerns around EM effectiveness for this group. They should then work with stakeholders to resolve any issues identified.
- e** To ensure its future procurement approach supports its plans to stabilise and transform EM, in the medium term, HMPPS should:

  - assess a range of options to inform its future procurement scope;
  - define clear, evidence-based outcomes and areas requiring clearer specification for the EM service and co-design solutions with stakeholders, using pilots where appropriate and learning from previous contracts;
  - if outsourcing, engage the market early to support effective competition and transitions; and
  - put robust assurance arrangements in place before service commencement.