

Prisons 2020

Driving continuous improvement in the Prison Service



A discussion document

July 2017

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Foreword



Since the devolution of Policing and Justice in 2010 our Prison Service (NIPS) has undergone major transformational change. In 2011 Dame Anne Owers and her Review Team outlined a clear pathway for reform focused on the urgent need for structural, operational and cultural change. In 2016 the Ministerial Group overseeing the implementation of Dame Anne's recommendations reported that over 90% had been delivered or signed off. While that was a very positive development for NIPS we cannot be complacent.

NIPS is therefore committed to embedding the change delivered and focused on driving continuous improvement both in the service we provide and the way we provide it. Prisons 2020 will be the vehicle by which we do so.

In looking to 2020 and beyond it is important that we and the community we serve are clear about the purpose of our prisons. Outcome 7 of the draft Programme for Government focuses on the importance of having a safe community where we respect the law and each other. NIPS has a central role to play in seeking to make our community safe as we contribute to reducing reoffending and improving the effectiveness of the justice system.

We in NIPS believe that if we are to have a safe community we need to support people to use their time in custody constructively. It is essential that we hold those in our care safely and securely but it is equally important that we make the community safer by supporting people to change their behaviours as we focus on rehabilitation, resettlement and reintegration into society. The purpose of this paper is to seek views as to how we should do so.

The senior Governors and I believe that if we are to build on the reform of recent years the priority for NIPS must be on helping individuals to change. It is therefore important that we have clear and agreed strategic priorities that ensure our focus on continuous improvement is centred on working with individuals to reduce the likelihood of them reoffending. Consequently, we believe that Prisons 2020 should be focused on delivering rehabilitation through:

- Our People - by developing, supporting and motivating our staff;
- Our Services - by focusing on the work we and our partners do;
- Our Infrastructure - by ensuring we develop our estate and use of technology to facilitate rehabilitation; and
- Our Partnerships - by developing and enhancing our partnerships across the public, private, community and voluntary sectors.

As our partners and stakeholders I would invite you to help us shape Prisons 2020 by sharing your views with us. It is important that we hear your views on how NIPS can best contribute to the Programme for Government objective of delivering a safe community where we respect the law and each other.

RONNIE ARMOUR

Director of Reducing Offending and
Head of the Northern Ireland Prison Service

What is Prisons 2020?

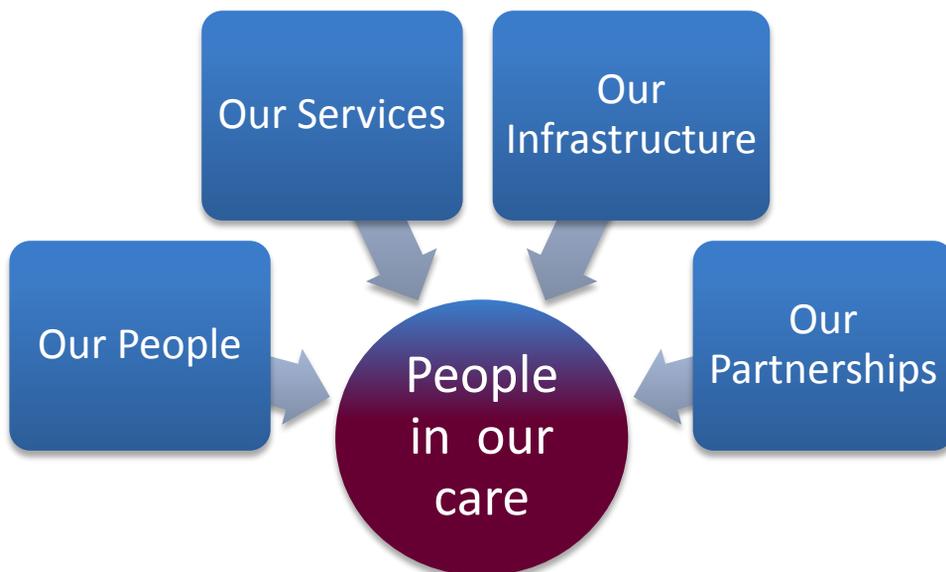
The purpose of Prisons 2020 is to ensure NIPS is structured and resourced to provide an efficient, effective, modern and affordable service which is focused on the development of our staff and capable of rehabilitating people in our custody.

It is important that we hold people securely during their time in custody, but our prisons must be more than places of containment. Prisons in Northern Ireland must be seen as part of the community and not apart from it.

The draft Programme for Government (PfG) with its citizen focused approach is the catalyst for a completely new way of thinking about the provision of public services and provides an opportunity for NIPS to work with others to develop a service delivery models focused on providing opportunities for individuals to change.

Consequently the core aim of *Prisons 2020* is to further develop our work to make the community safer by supporting people in our care to change and to reduce their risk of re-offending when they return to the community.

We do not have all the answers in terms of how we should do so, but we believe that our focus should be on delivering rehabilitation through 'Our People', 'Our Services', 'Our Infrastructure', and 'Our Partnerships'.



This document invites you as our partners and stakeholders to consider how NIPS should deliver rehabilitation through the four key areas listed above.

The context

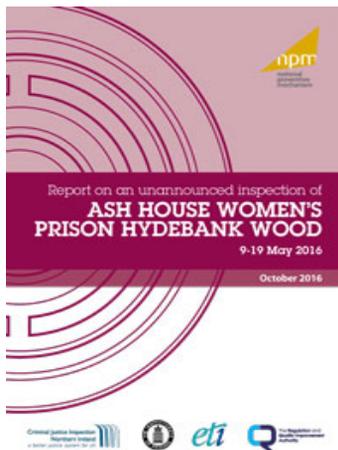
In looking to the future it is important to acknowledge the strategic context within which NIPS is operating and to understand the key drivers for change and the challenges we face. Key issues for NIPS include:



The Prison Review Team report

The Prison Review report published in 2011 by Dame Anne Owers and her team set 40 wide ranging recommendations to reform the prison system in Northern Ireland.

Last year the Reform Programme reported 90% of the recommendations either completed or signed off. This was a significant achievement for NIPS and has put the Service on a firm foundation. The scale of the transformation Programme was undoubtedly very challenging for NIPS and we continue to work hard to embed the change delivered. In doing so we are conscious that we must continue to strive for continuous improvement.



Prison Inspections & reports

Reports completed by the Criminal Justice Inspection, HMIP and Prisoner Ombudsman are also important to NIPS in seeking to deliver continuous improvement. While reporting positive aspects across the three establishments they have also highlighted areas where we need to do better. One issue highlighted for improvement is safer custody where we need to develop our practices and improve our outcomes.



Public finances

Public Sector restructuring has had a considerable impact on NIPS. Since 2010 NIPS has been required to deliver savings of 24%. At the same time the NIPS staffing complement has reduced by 27%. While these reductions have presented NIPS with significant operational challenges, they have also required us to be more innovative. In the context of further resource cuts over the coming years across the public sector, it is vital that we continue to seek new and innovative ways of working, for example as we work with the Department of Justice to develop a problem solving Justice approach. Prisons 2020 will help us to focus on innovation.

Programme for Government

The draft Programme for Government (PfG) outlines the major societal outcomes the Executive is seeking to achieve and focuses on the need for significant changes in approach and behaviour if delivery is to be achieved.

The Department of Justice is leading on Outcome Seven:

“We have a safe community where we respect the law and each other.”

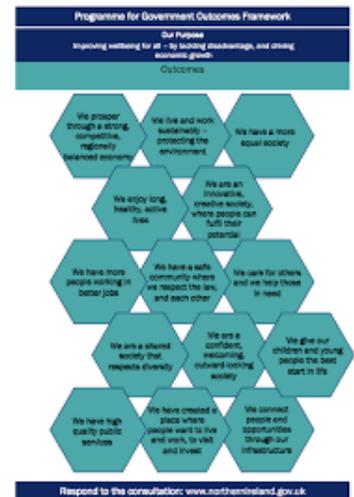
Underpinning Outcome Seven are three indicators, namely:

- Indicator 1 Reduce Crime
- Indicator 38 Increase effectiveness of the Justice System
- Indicator 39 Reduce Reoffending

The Reducing Offending Directorate of which the NI Prison Service is part is leading on Indicator 39. Central to the approach of the Department is a focus on ‘Problem Solving Justice.’

Our three prisons are very much communities within the community and therefore many of the other PfG indicators are applicable to those in our care. For example:

- Indicator 3 Increase healthy life expectancy
- Indicator 5 Improve the quality of the healthcare experience
- Indicator 6 Improve mental Health
- Indicator 11 Improve educational outcomes



Executive Commitment to Tackling Paramilitarism

In July 2016 the Tackling Paramilitary Activity, Criminality and Organised Crime Executive Action Plan was published, containing 43 recommendations to be implemented by the Northern Ireland Executive. The implementation of these recommendations, under four themes of promoting lawfulness; support for transition; tackling criminality and addressing systematic issues, is supported by the provision of funding of £50million over five years from April 2016 to March 2021.

The recommendations are grouped under four key themes- promoting lawfulness; support for transition; tackling criminality and addressing systematic issues. The Department of Justice leads on a number of these recommendations including how restorative justice can be utilised to promote lawfulness, as well as how people in custody are supported in their transition away from involvement in paramilitarism, criminality and organised crime. For NIPS this will include how the separated regime operates and the appropriate provision of education and training opportunities.

Role of the Prison Service

In looking to 2020 and the decade that will follow it is important that NIPS has a clearly defined and agreed purpose. Prisons are often seen simply as places of retribution and containment, but, if we are to make serious efforts to make the community safer by supporting people to change, they need to be much more than that.

In seeking to define our role NIPS is seeking your views on the following proposal:

“The Northern Ireland Prison Service is an Agency of the Department of Justice the purpose of which is:

- to serve the community by keeping those committed to our care in safe, secure and decent custody; and
- to improve public safety by reducing the risk of reoffending by supporting people to change their behaviours”.

In simple terms, our objective is to make Northern Ireland safer by providing services that can change the lives of those in custody and support their reintegration back into society.

Vision

“Making the community safer by supporting people to change.”

NIPS Strategic Priorities

It is not only important for NIPS to be clear about our role in society, it is vital that our strategic priorities are focused to ensure we can effectively fulfil that role. To that extent NIPS is seeking your views on the following seven key priorities. In all that we do to fulfil our role, NIPS will seek to:

- Achieve better outcomes for people in our care;
- Deliver safe, secure and decent custody;
- Develop a highly skilled and professional workforce;
- Work in partnership with stakeholders;
- Develop a fit for purpose estate;
- Deliver stable and controlled finances; and
- Promote public confidence.

“Prisons are here to change people’s lives, to support them to address their offending behaviour and to play a positive role in their community.

That is how we play our part in building a safer community in Northern Ireland.”

Ronnie Armour
Head of NI
Prisons

Your Views

Q1 Do you believe NIPS has appropriately summarised its role and defined its key strategic priorities. If you have answered “no” please outline your views in relation to the changes you would wish to suggest.

Our People

The Prison Service relies on operational and non-operational staff performing complex and challenging roles to effectively deliver safe, decent and secure custody. Everyone working for the NIPS has a role to play, directly or indirectly, in supporting people in custody to desist from offending. Prison staff work in a unique environment dealing on a day to day basis with testing and often vulnerable individuals many of whom have complex needs and display challenging behaviours. The work we do on behalf of society is, unlike the work done by many others in the public sector, unseen. However, no-one should underestimate its value both in terms of saving and changing lives.

In seeking to harness and develop the talents of our people we want to create an environment that encourages high performance and supports professional development. NIPS is committed to being a well led, high performing and outcomes focused organisation by developing and maintaining a motivated, committed and skilled workforce. To ensure our staff are equipped to support rehabilitation, resettlement and reintegration NIPS believe we need to:

- Develop and agree a new set of organisational values to underpin our culture and ethos;
- Develop and implement a people strategy which will align with the NI Civil Service model being developed by NICS HR;
- Develop and implement new development opportunities for all our operational staff, beginning with the launch of a new Leadership Development Programme for our Governor Grades in Autumn of 2017; and
- Recognise and celebrate excellence and create a working environment which supports our staff to perform to the best of their ability.

Your Views

In considering how we develop the people strand of Prisons 2020 we would invite you to reflect on the following questions in submitting your views to us

Q2. What do you believe our organisational values should be?

Q3. How can we better work in partnership with our staff and trade union partners?

Q4. How can we improve communication with our staff and those who work with them in the prison environment?

Q5. How can we best capture and share examples of good practice across NIPS and in doing so celebrate success?

Q6. How can we deliver better work-life balance for staff, and support their health and well-being?

Q7. How can we develop our leadership capability and in particular support first line managers?

Q8. What measures could we take to support staff health and well-being.

Q9. In recognition of the diversity of those in our care would it be helpful to have bespoke staff training for specific prisoner groups? If so, what training would be helpful?

Our Services

Rehabilitation in the prison context is focused on restoring an individual to normal life after a period of imprisonment. To do so successfully requires a dynamic, person centred approach to assist those who have offended make different life choices. Giving up on crime is challenging for individuals with established patterns of behaviour. Change is made all the more difficult if the individual concerned is struggling with addiction issues, is homeless, unemployed, has mental health problems, has a low level of educational attainment and has a poor or non-existent family support network.

The Prison Service is often called to deal with individuals when all other avenues and interventions have failed. Challenging as this undoubtedly is, it is important to see it as an opportunity. An opportunity for society through the Prison Service and those who work with us to intervene.

Working with our partners NIPS must encourage those in our care to take responsibility for their actions and behaviours and support them to being a journey of change that will reduce the likelihood of reoffending on release. In seeking to reduce the likelihood of further offending NIPS seeks to focus on nine resettlement pathways aimed at promoting the resettlement and rehabilitation of those in custody.

The pathways are:

- *Accommodation, Education, Training and Employment*
- *Health – Mental and Physical*
- *Drugs and Alcohol*
- *Finance Benefits and Debt*
- *Children, Families and Communities*
- *Attitudes, Thinking and Behaviours*
- *Supporting Offenders who have been abused, raped or experienced domestic violence; and*
- *Supporting offenders who have been involved in prostitution and the Sex industry.*

Currently a Prisoner Needs Profile (PNP) is completed on all sentenced prisoners within 30 days which aligns with the Resettlement Pathways and is used to establish the individual's Personal Development Plan (PDP).

The PDP focuses on the development work required during the individuals time in custody. This work is undertaken by staff in the Prisoner Development Units – prison and probation officers as well as psychologists – and by a wide range of partners in the voluntary and community sector.

Prisoner Needs Profiles completed during 2016 tells us:

- 36% of prisoners did not have confirmed accommodation to go to on release;
- 50% of prisoners had no learning and skills qualifications;
- 90% of prisoners had used alcohol and/or drugs; and
- 78% of prisoners were willing to address these issues whilst in custody.

The implementation of the PDU model when taken with the transfer of responsibility for primary healthcare in prisons to the South Eastern Trust and the outsourcing of the provision of Learning and Skills to Belfast Metropolitan College and the North West Regional College has undoubtedly sharpened our focus on rehabilitation.

However, whilst recognising the significant developments of recent years, there is still room for improvement.

Under the auspices of Prisons 2020 NIPS believes we need to;

- Establish a clear purpose for each of our establishments which in turn will focus priorities and drive the regime.
- Ensure we are doing everything possible to reduce the risk of reoffending by strengthening the links between the PDU model and all other aspects of the prison regime’.
- Review in consultation with our partners the programmes and interventions we have in place to support the rehabilitation for those in our care.
- Contribute effectively to the delivery of the Action Plan underpinning Programme for Government Outcome 7, Indicator 39.
- Develop and agree ways by which members of the community can play a positive role in prison establishments for example through volunteering and mentoring.
- Develop in consultation with our partners a coordinated approach to support people in our care successfully reintegrate into the society.

Your views

In considering how we seek to support the rehabilitation of those in our care we would invite you to reflect on the following questions in submitting your views to us:

Q10 How well do you think the Prison Service performs in prioritising resettlement and rehabilitation?

Q11 What could the Prison Service do differently to better support people’s transition from custody back into the community.

Q12 Are there models of good practice that the Prison Service could adopt to improve its approach to resettlement and rehabilitation?

Q13 What outcomes can the voluntary and community sector provide to assist with people’s resettlement and rehabilitation?

Our Infrastructure

Summary of NIPS Capital Estate Programme:

- The Reconfiguration of Maghaberry into three 'mini prisons'. The 360 Cell Accommodation Block; the development of a High Security facility; and an upgrade of the Heating mains (completed in March 2017).
- The redevelopment of Magilligan Prison and an upgrade of the Incoming Energy Link (Electricity & Gas).
- The development of a New Women's Facility.
- Work to reconfigure Hydebank Young Offenders Centre into a Secure College was completed in April 2015.

The cost on implementing this strategy currently totals £310m.

Successive Prison reports have highlighted the constraints placed on NIPS by our ageing prison estate. Magilligan Prison is urgently in need of replacement, a separate facility for female prisoners is a priority and we have to date been unable to create the three mini Prison model envisaged for Maghaberry by Dame Anne Owers.

Progressive developments such as the outsourcing of learning and skills have not yet been supported by infrastructure developments and year on year limited funding is being used to maintain significant sections of our estate simply to keep them operational.

Recognising that well designed prisons contribute to the rehabilitation of people in custody are conducive to health and productive workplaces for our staff and partners, in 2015 NIPS published a comprehensive estate strategy outlining our vision for the future.

Encouragingly, some progress has been made; NIPS secured the funding needed to upgrade the Heating Mains and to build the new 360 Block at Maghaberry.

The upgrade of the Heating Mains at Maghaberry was completed in March 2017 and the 360 Cell Accommodation Block is on schedule to open in 2019. The opening of this new accommodation will be positive development as it will allow us to close a number of the old styled square houses.

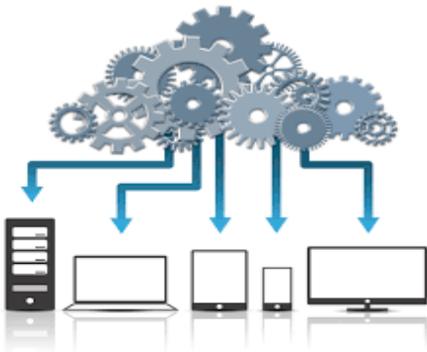
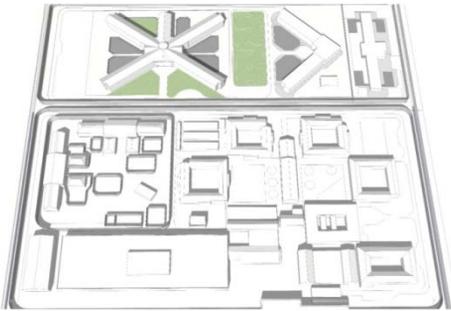
It is important that we keep our Estate Strategy under review and consequently we believe it is timely for NIPS in the context of Prisons 2020 to carry out a further review. This is important in the context of the challenging financial environment within which the public sector is operating.

The purpose of such a review is not to question the need for the infrastructure changes NIPS has already identified, but rather it is to consider if other delivery models can be identified. In view of the limited funding that is likely to be available over the coming years it would be unwise for NIPS not to keep our Estates Strategy under review.



As part of Prisons 2020 NIPS believes we need to:

- Undertake a review of our prison population predictions.
- Work with our partners and stakeholders to consider how we can make the best use of the facilities currently available to us pending the delivery of more sustainable infrastructure developments.
- Work with our partners and stakeholders to review the current estate strategy to identify if there are alternative delivery options that would allow us to achieve our infrastructure objectives.
- Recognise the importance and benefits of developing a coordinated approach to digital justice, NIPS will work with partners and stakeholders to develop a whole prison approach to technology to improve family contact and prepare people in custody for release into the modern world.



Your Views

In considering how we support the rehabilitation of those in our care through our infrastructure, we would invite you to consider the following questions.

Q14. Do you think NIPS could make better use of the facilities/accommodation available to us, if so how?

Q15. Do you think there are other ways NIPS could achieve our infrastructure objectives?
If so please outline your proposals.

Q16. How do you believe NIPS could better use technology to develop a whole prison approach, improve family connections and prepare individuals for release?

Our Partnerships

Working in partnership is a priority for NIPS because we recognise that rehabilitation, resettlement and reintegration outcomes cannot be delivered by NIPS alone. While much positive work is ongoing both within our prisons and in the wider community, more could be achieved with better coordination.

The Executive's draft Programme for Government (PfG) provides a renewed focus on the importance of collaborative working to deliver better outcomes for citizens, including those who are in our prisons. NIPS is committed to take the opportunity PfG presents to strengthen existing partnerships and develop new ones as we develop an outcomes based approach to delivery.

Already, the Reducing Offending Directorate, of which NIPS is a part, has established a Strategic Outcomes Group comprising NIPS, the Probation Service, the Youth Justice Agency and the DOJ's Community Safety Division to coordinate the delivery of action plan underpinning PfG indicator 39 which is focused on reducing reoffending. This of course is only a beginning as others across the public, private, voluntary and community sectors also have an important part to play.

NIPS values the contribution made by our many partners and recognises the expertise and experience they bring into our Prisons. NIPS would also acknowledge the challenges faced by our partners, many of whom, like NIPS, have seen budgets significantly reduced in recent years. In the context of ongoing funding pressures clearly there is an onus on us all to ensure we coordinate and use our limited resources wisely to deliver the maximum impact. Strong partnership working will enable us to do so.

Prisons 2020 provides an opportunity for NIPS to renew its commitment to working in partnership to achieve the best possible outcomes for those in our care and to partner with others to learn from their experiences and practices. To that end we believe it will be important to:

- Work with our partners to build trust and confidence as we agree what it means to be a good partner and develop a framework for partnership working.
- Put in place structures that facilitate the exchange of information and ideas, encourage innovation and ensure the effective and efficient delivery.
- Recognise the unique nature of the relationship between the Prison and Probation Services through the development of a strategic document.
- Partner with other services across Europe to enhance our learning and develop best practice through our membership of Europris.
- Develop better links with the community.

Your views

In considering how we support rehabilitation through better partnership working we would like you to consider the following questions:

Q17. How do you think NIPS could make better use of our partnerships?

Q18. How could NIPS improve communication with our partners?

Q19. How do you think NIPS could make better links with the community?

When and how

Timescale

It is envisaged that *Prisons 2020* will run from the autumn of 2017 for a period of three years. The Programme outcomes will be delivered in stages and regular reports will be provided to the Justice Minister and the Justice Committee.

Governance

The Director of Reducing Offending and Head of the NI Prison Service will act as the Senior Responsible Officer and will report to the Justice Minister. He will be supported in his role by a Delivery Board, a Delivery Manager and a Reference Group comprising key stakeholders.

How to give your views

This is your opportunity to give your views on how we can all continue to improve our prisons to ensure we play our part in building a safe community in Northern Ireland. This consultation will last until 29 September 2017 and there are three ways to give your views:

- For staff and people in custody - take part in one of the focus groups in your establishment. Ask for details.
- Email us at prisons.2020@justice-ni.x.gsi.gov.uk
- Complete the attached consultation document and return to:

Prisons 2020, Room 310, Dundonald House, Belfast BT4 3SS