

Irish Prison Service

Three Year Strategic Plan 2012-2015

April 2012



IRISH PRISON SERVICE

Our Mission: Providing safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities

Our Vision: A safer community through excellence in a prison service built on respect for human dignity.

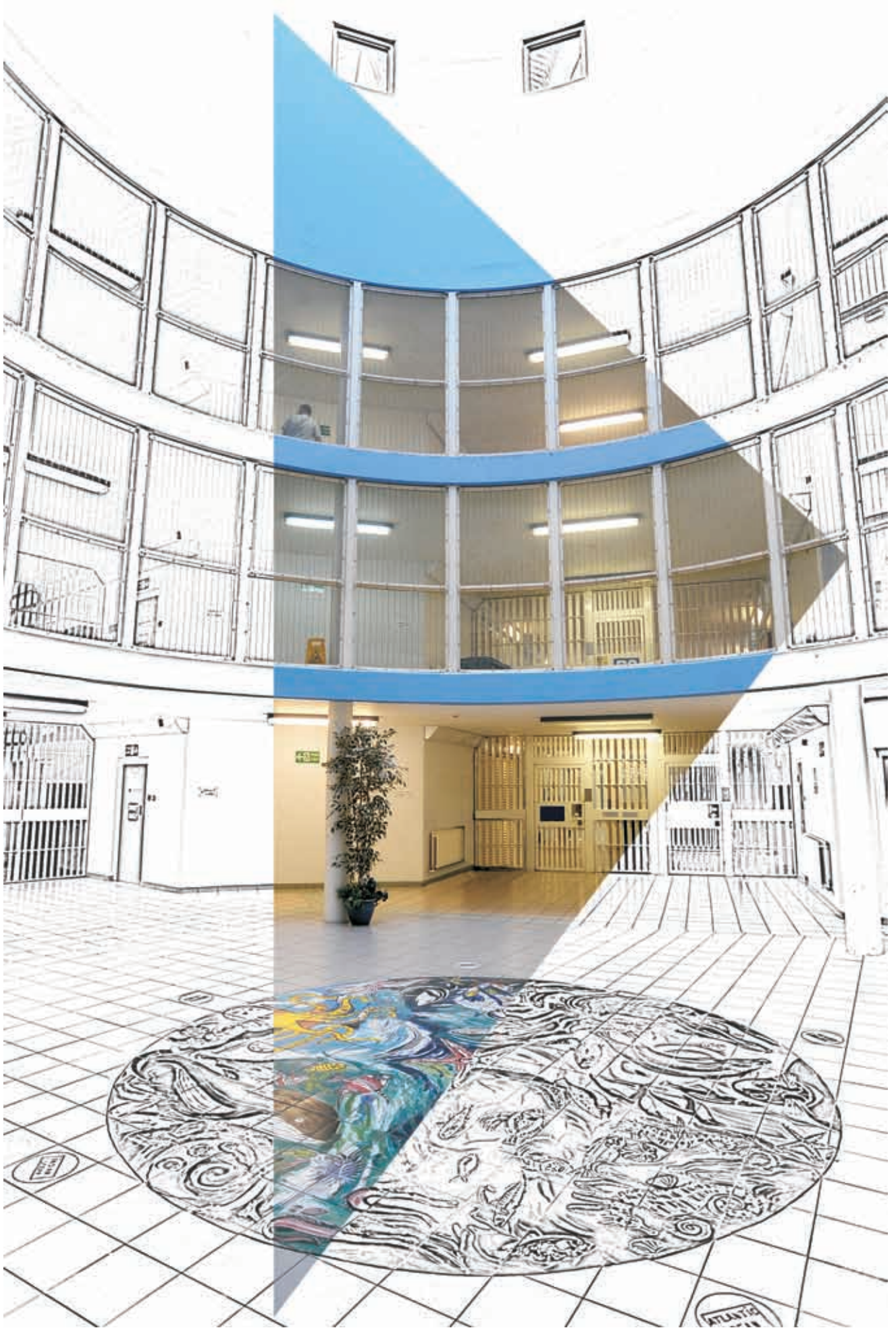


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1. Introduction

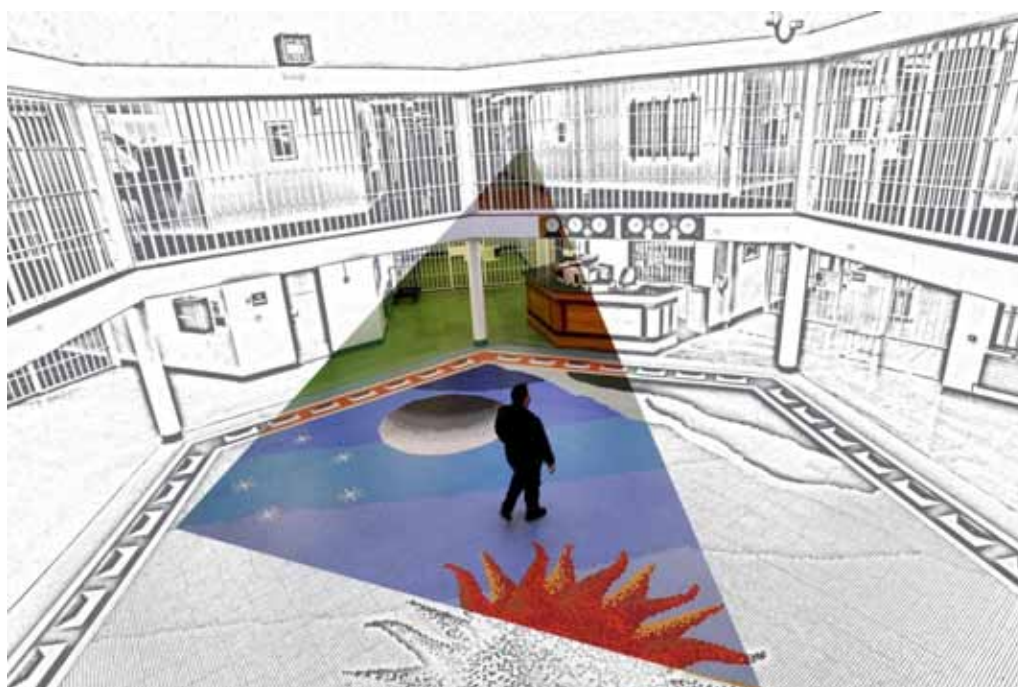


1. Introduction

1.1 The Role of the Irish Prison Service

The Irish Prison Service is responsible for the receipt of all persons held on remand, persons held on immigration related matters and offenders sentenced to terms of imprisonment and for the safe care and secure custody of all of those committed to it by the courts. The Service is responsible for ensuring that convicted persons properly serve sentences imposed on them and that decisions made relating to prisoners in its care do not result in any unnecessary danger/risk to the wider community. The Service is also responsible for engaging with convicted prisoners in a realistic and meaningful way in order to reduce their reoffending and enhance their reintegration back into society, thus contributing to public safety and a reduction in recidivism. The Irish Prison Service deals with male offenders who are 16 years of age or over and female offenders who are 18 years of age or over.

Political responsibility for the prison system in Ireland is vested in the Minister for Justice and Equality. The Irish Prison Service operates as an executive agency within the Department of Justice and Equality and is headed by a Director General. The Irish Prison Service is administered centrally with its headquarters located in Longford Town.



1.2 Statutory Framework

The Prison Service operates within a statutory framework comprising:

- the Prisons Acts, including the Prisons Act, 2007;
- relevant provisions in other statutes such as the Prisons (Visiting Committees) Act, 1925, the Criminal Justice Act, 1960, the Criminal Justice (Miscellaneous Provisions) Act, 1997, the Criminal Justice Act, 2007, other criminal justice acts and the Transfer of Sentenced Persons Acts, 1995 and 1997;
- the Rules for the Government of Prisons, 2007; and
- the European Convention on Human Rights Act 2003.

For persons held on immigration related matters the main legislative provisions are the Immigration Acts 1999, 2003 and 2004, their associated regulations, the Illegal Immigrants Trafficking Act 2000 and the Refugee Act 1996.

The Irish Prison Service also takes due account of various international human

rights treaties, declarations, standards and recommendations, including:

- the Universal Declaration of Human Rights;
- the European Convention on Human Rights;
- United Nations Standard Minimum Rules for the Treatment of Prisoners;
- United Nations Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment;
- European Prison Rules 2006;
- United Nations Covenant on Civil and Political Rights; and
- European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment.

The Irish Prison Service also takes due account of the Reports of the Inspector of Prisons and endeavours to implement the Inspector's recommendations.



2. Mission & Values



2. Missions and Values

The Mission, Vision and Values of the Irish Prison Service in delivering our strategic actions are outlined below.

2.1 Our Mission

Providing safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities.

2.2 Our Vision

A safer community through excellence in a prison service built on respect for human dignity.

2.3 Our Values

Service: We serve the public.

Public Safety: As a key element of the criminal justice system we endeavour to make a positive contribution to public safety.

Leadership: We aspire to be positive role models and encourage others to excel.

Integrity: We act lawfully, transparently, honestly, reliably, fairly, and ethically.

Respect: We treat everyone with courtesy and respect and concern for their dignity, equality and human rights.

Principle-led: We provide the opportunity to offenders to engage in appropriate programmes and activities to improve their lives for a safer community. We apply appropriately the principles of normalisation, personal responsibility, individualisation, non-discrimination, progression and reintegration.

Collaboration: We work together, and we form effective partnerships with other agencies so that our performance benefits from a broad range of perspectives, insights and advice.

Accountability: We are responsible to ourselves and others for our actions and decisions.

Family Life & Community: We assist offenders, where appropriate, to maintain family relations and contact with the wider community.

Courage: We do what is right, even when confronted with adversity.

Excellence: We conduct ourselves with distinction.

3. Operating Environment



3. Operating Environment – Challenges and Opportunities

The main challenges and opportunities identified by the Irish Prison Service in delivering our strategic actions are outlined below.

3.1 Daily Prisoner Numbers

The average number of prisoners in custody in Ireland has risen in the last 5 years, from 3,321 during 2007 to 4,389 during 2011, an increase of over 32%. Likewise the total number of committals to prison has also risen sharply during the same period, from 11,934 in 2007 to 17,318 in 2011 – an increase of over 45%. During the same period the number of prisoners on temporary release rose dramatically from 210 on 30 November, 2007 to 811 on 30 November, 2011. The total number of prisoners in custody is made up of a number of different groups:

- younger prisoners,
- women prisoners,
- older prisoners,
- sex offenders,
- prisoners requiring protection,
- violent offenders and
- those suffering from mental illness.

Rising prisoner numbers have placed enormous strain on the prison system across the board from accommodation to the provision of services including work training/education, healthcare and drug treatment services. During this period, as a result of the increase in the prison population, a number of prisons have witnessed sustained chronic overcrowding and are operating well in excess of their stated bed capacities.

There does appear, however, to be a stabilising or levelling off in the increase in prisoner numbers being committed annually with 2011 recording only a 0.8% increase on the previous year. This compares to increases of 13.6%, 13.8% and 11.4% respectively year on year for 2008, 2009 and 2010.

3.2 Prison Estate

Significant investment has taken place in our prison estate in recent years with in excess of 900 new prison spaces having been constructed and brought into use since 2007. A new accommodation block at the Midlands prison which will provide a potential 300 additional spaces as well as additional work training and education facilities is due to come on stream in late 2012. When this accommodation block is opened, approximately 80% of our prisoner accommodation will have in-cell sanitation.

The intention of addressing poor physical conditions in Mountjoy and Cork prisons, including the lack of in-cell sanitation, through the construction of new prison facilities at Thornton Hall and Kilworth is now not possible in the short to medium term due to economic constraints. However, the Irish Prison Service remains committed to the objective of providing in cell sanitation in all prisons and upgrading outdated prison facilities. In this regard, work has recently concluded on the refurbishment of C Division, Mountjoy prison and the Minister has announced that consideration is being given to the construction of a replacement prison in Cork.

3.3 Staff Numbers

In the last 5 years, while an increase of 32% on the average number of prisoners in custody was recorded, the number of staff working in the Service actually decreased from 3,350 to 3,310 at the end of 2011. Our ability to provide safe, secure and humane custody to an ever growing prisoner population during that period demonstrates that we are a resilient Service with a dedicated and talented workforce which has proven itself willing and able to respond to the demands made of it on a day to day basis.

3.4 Annual Operating Budget

The annual operating budget for the Irish Prison Service for 2012 is €312 million. This represents a reduction of over 10% on the annual allocation of €350 million for 2008. Through the implementation of cost saving measures and a drive towards efficiency and effectiveness, the Prison Service has successfully managed to cater for an ever growing prisoner population with a reduced budget.

3.5 Public Service Reform

The Irish Prison Service fully supports the Government's Public Service Reform programme, which is being driven by the Department of Public Expenditure and Reform, and is committed to the development and implementation of the Integrated Reform Plan for the Justice and Equality Sector.

The Irish Prison Service is committed, in partnership with its staff representative associations, to delivering reform and implementing change in accordance with the Public Service Agreement. Under the Agreement the Irish Prison Service will deliver savings of €21 million on its payroll. The full savings will be achieved over the lifetime of the Agreement. However, significant progress has been made to date and the change process underway will result in a leaner, more efficient, better integrated Prison Service which will deliver maximum value for money.

3.6 Strategy for the Department of Justice and Equality

As an executive agency of the Department of Justice and Equality, and as a key element of the criminal justice system, the Irish Prison Service will continue to support the Department in delivering on the objectives contained in its Strategy Statement 2011 – 2014.

3.7 Implementation of Programme for Government

Our Strategy Statement has been developed in accordance with Government policy and priorities, as set out in the Programme for Government.

We will continue to support the Department in the implementation of the relevant provisions of the Government's Programme for National Recovery, 2011 – 2016 including commitments to:

- enhance safety in our communities;
- balance the needs of the community and those of victims of crime and the rights of those accused;
- deliver services in an economically viable manner/within budget;
- drive cross organisational co-operation and goal sharing between all justice and equality organisations with other Departments and agencies;
- contribute to effective cross-functional and joint agency collaboration, for example, in relation to social policy, children, substance misuse and other cross-Government issues;
- contribute to the Government's "Open Government" reform initiative;
- contribute to improved organisational efficiency and effectiveness, knowledge management and service delivery;
- Continuously update criminal and civil law.

Our Strategy Statement has also been developed in accordance with, inter alia;

- commitments made by Government in its response to the CPT , January, 2011;
- commitment's made by Government to the UN Committee Against Torture, May, 2011;
- commitment's made by Government to the UN Human Rights Council, October, 2011;
- the National Drugs Strategy 2009-2016;
- Children First – National Guidance for the Protection and Welfare of Children 2011.

4. Risk Management



4. Risk Management

The main **risks** identified by the Irish Prison Service in delivering our strategic actions are outlined below.

4.1 Reduced Resources

The risk of further reductions in both current and capital budgets which would significantly reduce the ability of the Service to deliver on our actions, particularly the Irish Prison Service Capital Plan 2012-2016.

4.2 Increased Prisoner Numbers

Any further increases in the number of prisoners being committed to custody will, in turn, place greater pressure on the prison system and limit our capacity to deliver appropriate care and rehabilitative services to prisoners.

4.3 Lack of Capacity in Community Sector

The risk of further reductions in the allocated budget and staff resources of the Probation Service which would result

in diminished capacity to deliver services. The risk of further reductions in the resources available to the community sector which would limit the capacity of community based organisations to support reintegration.

4.4 Implementation of the Public Service Agreement

A delay in the implementation of the Public Service Agreement 2010-2014 which could limit the ability of the Service to deliver reform.

4.5 Reputational Damage

Any loss of confidence among our stakeholders and/or society as a whole in our ability to provide safe, secure and rehabilitative custody which could limit the ability of the Service to deliver on its strategic actions.

In order to manage these risks, we will ensure that we continue to operate effective and robust risk management processes at both a corporate and prison level.

4.6 Critical success factors

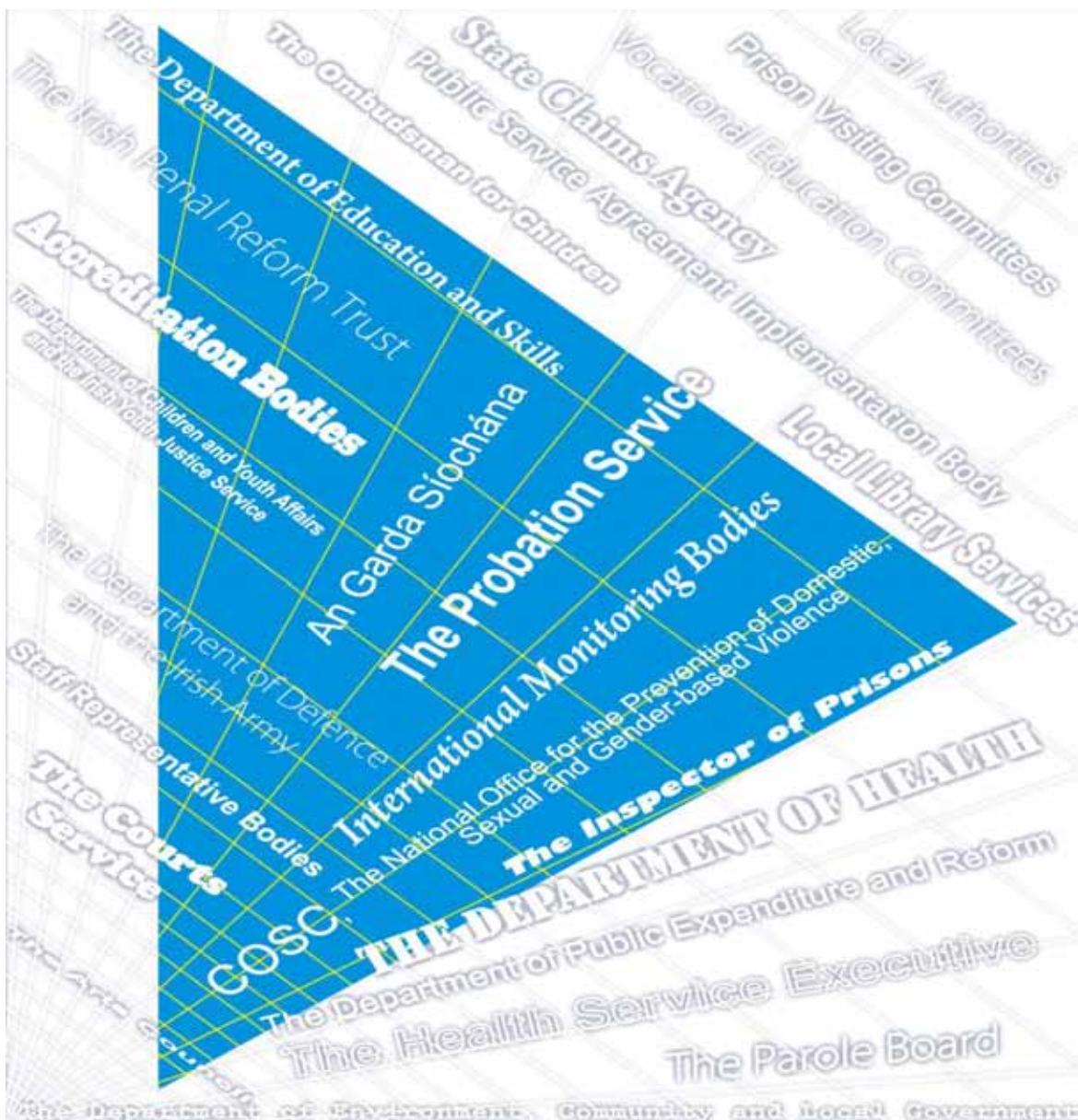
The availability of sufficient staff, adequate financial resources (current and capital) and the capacity of the community sector to assist resettlement are the most critical success factors to the Irish Prison Service in delivering on the actions contained in our Strategy.

A number of additional **critical success factors** have been identified by the Irish Prison Service as being paramount in allowing us to deliver on our strategic actions. In order to deliver on our strategy we will:

- Provide a clear corporate vision and strong, visible leadership;
- Equip our management and staff with the skills necessary to deliver a 21st century prison service;
- Enhance our communications and partnerships both internally within the prison service and externally with our stakeholders;
- Enhance and improve cross-agency working with those in the statutory and non statutory sector;
- Develop and enhance care and rehabilitative services available to prisoners;
- Ensure a safe working environment for our staff;
- Operate effective and robust risk management processes.

4.7 Organisations we work with to achieve our goals

The Irish Prison Service works in partnership with a wide range of Departments, Agencies and Bodies in delivering on its mission and on cross-departmental issues. Over the lifetime of this Strategy we will aim to further enhance our communication, co-operation and collaboration and will work to strengthen the relationships which have already been developed with stakeholders.



Bodies the IPS work with include the above

The Irish Prison Service also works in close co-operation with a range of service providers in the third sector primarily in relation to the resettlement of prisoners into the community.

Over the lifetime of this plan, we will also seek to expand the number of organisations with whom we cooperate, particularly in the community and non-statutory sector.

5. Building our Strategy



5. Building our Strategy

This Strategy Statement sets out the overall high level objectives and key strategic actions the Irish Prison Service intends to take during the period 2012 to 2014.

The Strategy will be responsive to any developments in our operating environment, in particular the Penal Policy Review which is to be established by the Minister on foot of a recommendation in the Thornton Hall Review Group Report, and will be updated accordingly.

The Strategy Statement has been developed in consultation with our staff at headquarters, those based in prisons and elsewhere. A wide ranging consultation process was also undertaken with all relevant stakeholders in the criminal justice system and beyond.

The overarching high level objectives which underpin our strategic actions are:

- Increasing public safety by maintaining safe and secure custody for all those committed by the Courts and by reducing reoffending and improving prisoner rehabilitation through the development of a multiagency approach to offending.
- Ensuring Ireland's compliance with domestic and international human rights obligations and best practice.
- Delivering reform and implementing change in accordance with the Public Service Agreement and the Integrated Reform Plan for the Justice and Equality Sector.

5.1 Principles of Dignity and Respect

The Irish Prison Service has a long and proud tradition of providing safe, secure custody for prisoners committed to its care by the Courts and for treating all those in custody with dignity and respect. These principles are reflected in our Mission Statement and core values. These values are also enshrined in various legal instruments including the UN Standard Minimum Rules for the Treatment of Prisoners which sets out the obligation to treat prisoners at all times with *“humanity and with respect for the inherent dignity of the human person”* as well as in the reports of the Inspector of Prisons.

It is the policy of the Irish Prison Service that all persons will be treated with dignity and respect at all times and this applies to every person, regardless of their role and background, as part of the prison community. We are committed to treating each other fairly, with courtesy, respecting personal dignity at all times.

These principles will be at the heart of what we set out to achieve in the coming 3 years and all of our strategic actions will be firmly underpinned by these principles. In the first year of this strategy we will introduce a Dignity at Work Charter and launch a prison wide dignity and respect campaign.



Prison Art

6. Our Strategic Actions



6. Our Strategic Actions

1

Prison Numbers

We will seek to align the capacity of our prisons in line with the guidelines laid down by the Inspector of Prisons in so far as this is compatible with public safety and the integrity of the criminal justice system. We will ensure that prisoners released early from custody are placed on appropriate, structured programmes of temporary release.

2

Prisoner Progression

We will re-engineer our prison system to give effect to the principles of normalisation, progression and reintegration. In conjunction with the Department of Children and Youth Affairs and other relevant stakeholders, we will end the detention of children in St. Patrick's Institution.

3

Prisoner Programmes

Through engaging with other statutory agencies, including the Probation Service, and the community and voluntary sector we will work to enhance sentence management from pre to post imprisonment in a way which will facilitate improved prisoner outcomes. We will devise specific strategies for younger prisoners, women, older prisoners, sex offenders, protection prisoners, violent offenders and those suffering from mental illness. We will build on and enhance current programmes and services, including accredited education and vocational training.

4

Management and Staffing

We will implement the provisions of the Public Service Agreement 2010 - 2014 and the Integrated Reform Plan for the Justice and Equality Sector in order to sustain the delivery of excellent public services while delivering the necessary cost reductions and efficiencies. We will review our management and staffing structures to ensure greater efficiency and strengthen accountability and communication across the Service.

5

Prison Estate

We will implement a 40 month capital plan to provide in cell sanitation in all cells and radically improve prison conditions in the older parts of the prison estate.

6

Consolidation of Prison Legislation

We will work with the Department of Justice and Equality in relation to the consolidation of prison law and its restatement in clear accessible modern terms.

Ensuring Ireland's compliance with domestic and international human rights obligations and best practice

Strategic Action 1: Prison Numbers

We will seek to align the capacity of our prisons in line with the guidelines laid down by the Inspector of Prisons in so far as this is compatible with public safety and the integrity of the criminal justice system. We will ensure that prisoners released early from custody are placed on appropriate, structured programmes of temporary release.

Actions	Strategic Outcomes
We will seek to align the existing bed capacity of the Irish Prison Service to that recommended by the Inspector of Prisons by 2014 in so far as this is compatible with public safety and the integrity of the criminal justice system. In 2012 and the first quarter of 2013 our focus will be on reducing chronic overcrowding in Mountjoy, Cork, Limerick and the Dóchas Centre.	<p>Increased public safety.</p> <p>Reduced levels of overcrowding.</p> <p>A safer environment for staff and prisoners.</p>
In conjunction with the Probation Service, we will commence the national roll out of the Community Return Programme ¹ in 2012. We will increase the number of prisoners benefiting from this structured form of release through enhanced cooperation including the co-location of staff to jointly manage this project. We will work towards the placement of 400 prisoners <i>per annum</i> serving sentences of 1-8 years.	<p>Increased number of prisoners benefiting from structured temporary release.</p> <p>Increased public safety.</p> <p>Improved resettlement and reintegration outcomes for prisoners.</p>
In conjunction with the Probation Service, we will develop joint funding arrangements in order to maximize the availability of structured programmes in the community, providing reparation to society and assisting prisoners in their rehabilitation.	<p>Increased availability of structured release programmes in the community to aid reintegration of prisoners on release.</p> <p>Increased public safety.</p>
We will work in partnership with the Parole Board to increase the number of long term and life sentenced prisoners being reviewed on an annual basis.	<p>Increased number of prisoners engaging in the Parole Board process.</p> <p>Increased public safety.</p>

¹ In line with the Thornton Hall Review Group recommendations, this is an incentivised scheme for earned temporary release under which offenders who pose no threat to the community are offered early temporary release in return for supervised community service.

Ensuring Ireland's compliance with domestic and international human rights obligations and best practice

Strategic Action 2: Prisoner Progression

We will re-engineer our prison system to give effect to the principles of normalisation, progression and reintegration. In conjunction with the Department of Children and other relevant stakeholders, we will end the detention of children in St. Patrick's Institution.

Actions	Strategic Outcomes
We will designate the security level and regime status of our 14 prisons and ensure that prisoners sentences are managed to ensure appropriate progression through the system with a view to enhancing normalisation, progression and reintegration.	A prison system designed to facilitate prisoner progression, training and rehabilitation.
We will carry out a fundamental review of our prison campus structures and each individual prison in terms of their function and internal prisoner progression programmes. This will also include a review of the committal status of prisons.	A prison system designed to facilitate prisoner progression, training and rehabilitation.
We will introduce appropriate assessment procedures to inform our prisoner placement policy.	Prisoners accommodated appropriate to their security status.
We will introduce dedicated committal areas in all committal prisons.	Appropriate committal areas and committal procedures in place in all committal prisons.
We will end the detention of children in St Patrick's Institution by December 2013. In the interim, we will radically reduce the number in custody through a multi-agency approach with other relevant stakeholders.	Compliance with domestic and international obligations in relation to the separate detention of children.

Increasing public safety by reducing reoffending and improving prisoner rehabilitation through the development of a multiagency approach to offending

Strategic Action 3: Prisoner Programmes

Through engaging with other statutory agencies and the community and voluntary sector, we will work to enhance sentence management from pre to post imprisonment in a way which will facilitate improved prisoner outcomes. We will devise specific strategies for younger prisoners, women, older prisoners, sex offenders, protection prisoners, violent offenders and those suffering from mental illness. We will build on and enhance current programmes and services, including accredited education and vocational training.

Actions	Strategic Outcomes
We will enhance sentence planning including Integrated Sentence Management and the delivery of prison based rehabilitative programmes including education, work training and resettlement programmes.	An increase in the number of prisoners receiving prison based treatment and programmes designed to aid rehabilitation and reintegration.
We will roll out our national Incentivised Regimes Policy and introduce individual incentivised regime policies in each prison in order to provide tangible incentives to prisoners to participate in structured activities and to reinforce incentives for good behaviour.	A safer, more secure prison environment.
<p>In consultation with other key stakeholders, we will develop specific strategies for :</p> <ul style="list-style-type: none"> • younger prisoners; • women prisoners; • older prisoners; • sex offenders; • prisoners requiring protection; • violent offenders and • those suffering from mental illness. 	<p>Improved resettlement and reintegration outcomes.</p> <p>Increased public safety.</p> <p>A safer, more secure prison environment.</p>

Strategic Action 3 *continued*

Actions	Strategic Outcomes
We will examine the possibility of introducing, on a pilot basis, restorative justice practices in a prisons context.	To provide prisoners with another avenue to: <ul style="list-style-type: none"> • address and take responsibility for their offending behaviour; • make reparations to the community and to; • raise victim awareness among the prison population.
In conjunction with the Department of Justice and Equality and the Probation Service, we will explore a Social Impact Investment to support an outcome based contract with a community based organisation to provide a programme of support to short sentence prisoners, commencing in prison, but particularly on their release, to reduce re-offending and enable reintegration in their communities.	A reduction in reoffending rates among short term sentences prisoners. Increased public safety. Improved resettlement and rehabilitation of prisoners.
We will work with the Probation Service to ensure interagency case management plans are developed and implemented in respect of all prisoners subject to post custody supervision.	Increased public safety.
We will develop, in consultation with the Probation Service and other relevant stakeholders, a schedule of offender programmes to be delivered in prisons in order to reduce reoffending. Similarly, through appropriate through-care arrangements, we will seek to maximize therapeutic gains made by prisoners through participation in prison based programmes.	Reduced reoffending. Increased public safety.
We will continue to work to implement our Drugs Policy and Strategy to develop drug treatment services and enhance supply reduction measures across the prison estate.	A safer environment for staff and prisoners

Strategic Action 3 <i>continued</i>	
Actions	Strategic Outcomes
We will continue to develop and enhance treatment and other services for drug users while in custody. This will include a review of the Irish Prison Service Clinical Drug Treatment Policy with a view to bringing our policy in line with changes in community practice.	Increased public safety. Improved resettlement and rehabilitation of prisoners.
We will introduce Drug Free Units in all closed Prisons.	Drug free units in all closed prisons. A safer environment for staff and prisoners.
We will, in line with Action 43 of the National Drug Strategy, ensure the seamless transition of prisoners, established on drug treatment, from our care into community drug treatment settings as agreed in the protocol developed with the HSE.	Improved resettlement and reintegration outcomes.
We are committed to providing equivalence of healthcare to all prisoners in custody. As part of our clinical governance framework, standard audit tools will be developed to measure such equivalence.	Regular audits of healthcare standards as they apply in prisons.
We will strengthen family supports to facilitate on-going contact with prisoners while in custody and their reintegration post release, with appropriate supports and programmes.	Improved resettlement and rehabilitation of prisoners.



Delivering reform and implementing change in accordance with the Public Service Agreement and the Integrated Reform Plan for the Justice and Equality Sector.

Strategic Action 4: Management and Staffing

We will implement the provisions of the Public Service Agreement 2010-2014 and the Integrated Reform Plan for the Justice and Equality Sector in order to sustain the delivery of excellent public services, while delivering the necessary cost reductions and efficiencies. We will review our management and staffing structures to ensure greater efficiency and strengthen accountability and communication across the Service.

Actions	Strategic Outcomes
<p>We will implement the provisions of the Public Service Agreement 2010-2014 including:</p> <ul style="list-style-type: none"> • carrying out a joint task review of all prisons with a view to introducing more efficient and effective staffing models; • the introduction of new Prison Grades (Prison Administrative Support Officers and Campus Governors); • introduction of open recruitment, and • the introduction of a new absence management policy, including the establishment of an Occupational Health Unit with a view to reducing sick leave by 33%. 	<p>The maintenance of essential front line services at prisons level.</p> <p>Greater efficiency and effectiveness.</p> <p>Safer environment for staff and prisoners.</p> <p>Enhanced delivery of prison based programmes.</p>
<p>We will review and restructure our management and staffing structures to enhance efficiency and accountability.</p>	<p>Greater efficiency and accountability.</p>
<p>We will establish a Professional Standards Unit which will ensure compliance with policy across the Service and which will play a key role in the investigation of serious complaints and incidents.</p>	<p>Improved compliance with Irish Prison Service policies and Inspector of Prison's standards.</p>
<p>We will establish a Legal Unit to ensure a professional, coordinated, efficient approach to all legal cases involving the Service.</p>	<p>Coordinated approach taken to all legal cases involving the Service.</p>

Strategic Action 4 *continued*

Actions	Strategic Outcomes
<p>To ensure the safety and health of all those whom IPS owes a duty of care, including staff, prisoners, contractors and visitors, we will obtain and maintain accreditation to the IPS Occupational Health and safety management System in all locations by 2014. Specific risks such as overcrowding, fire safety and occupational health will be addressed and a Compliance Executive, chaired by the Director General, will be established to oversee the programme.</p>	<p>A safer environment for staff and prisoners.</p>
<p>We will review our training structures to ensure the delivery of effective and appropriate training to management and staff including the provision of specific training on:</p> <ul style="list-style-type: none"> • human rights; • diversity; • child protection, and • mental health awareness. <p>We will also prioritise training to meet our health and safety obligations.</p>	<p>Staff equipped with the training and skills necessary to deliver a 21st century prison service.</p>
<p>We will introduce a Dignity at Work Charter and launch a prison wide dignity and respect campaign.</p>	<p>A positive and caring environment for staff and prisoners.</p>



Ensuring Ireland's compliance with domestic and international human rights obligations and best practice

Strategic Action 5: Prison Estate

We will implement a 40 month capital plan to provide in cell sanitation in all cells and radically improve prison conditions in the older parts of the prison estate.

Actions

Strategic Outcomes

Over the lifetime of our capital plan, we will provide in-cell sanitation in all remaining areas of the prison estate, providing a toilet and wash hand basin in every locked cell.

The elimination of slopping out.

We will undertake capital projects in order to replace outdated accommodation and facilities in:

- Cork prison;
- Limerick prison (replacement of A & B wings);
- Mountjoy prison (A, B & D wings);
- Portlaoise E Block.

The provision of adequate and suitable accommodation for all prisoners in accordance with our national and international obligations.

The provision of the infrastructure necessary for the care, training, education and rehabilitation of prisoners so as to aid prisoners' personal development and reduce recidivism.



Delivering reform and implementing change in accordance with the Public Service Agreement

Strategic Action 6: Legislation Consolidation

We will work with the Criminal Law Reform Division of the Department of Justice and Equality in relation to the consolidation of prison law and its restatement in clear accessible modern terms

Actions	Strategic Outcomes
<p>In conjunction with the Criminal Law Reform Division we will:</p> <ul style="list-style-type: none"> • Review prison law to identify areas of law for repeal, reform or restatement in modern terms; • Identify areas that require to be regulated by legislation in the light of international developments; • Assess how amendments to existing law could better facilitate the more efficient day to day operation of the Service; • Recommend new statutory provisions to reflect the most appropriate corporate governance structure for the organisation; • Identify any legislative amendments necessary to give effect to Programme for Government commitments in relation to remission. 	Clear, accessible legislative framework.
<p>We will provide expertise and advice to the Criminal Law Reform Division to assist in the drawing up of a draft General Scheme of a Prison Bill for submission to the Minister and to the Government for approval for drafting.</p>	Clear, accessible legislative framework.
<p>We will also provide support and advice to the Criminal Law Reform Division to assist in the publication and passage of the Bill through the Houses of the Oireachtas to enactment of the legislation.</p>	Clear, accessible legislative framework.



7. Delivering Strategy / Monitoring Progress



7. Delivering Strategy / Monitoring Progress

7.1 Delivering Strategy

Our Strategic Plan 2012-2014 will form our blueprint and roadmap for the coming 3 years. Specific Action Plans will be drafted covering each Strategic Action and, as outlined in the appendices to this Strategy, Strategies and Action Plans will also be drafted to deal specifically with women offenders, younger offenders, older prisoners, prisoners suffering from mental illness, sex offenders, violent offenders and those requiring protection.

7.2 Monitoring Progress

We will monitor our progress in the delivery of our Strategic Actions through the business planning process and will report annually on the progress made in our Annual Report.



8. Appendices



Appendix I

Strategy for the Management of Young Offenders and Women Offenders

We will implement a strategy which will seek to end the detention of 16 and 17 year old boys in St Patrick's Institution and relocate this cohort of offenders into appropriate child-friendly facilities by December, 2013.

We will work in partnership with relevant key agencies to achieve this goal. Partner agencies include the Department of Children and Youth Affairs/Irish Youth Justice Service (IYJS), the Probation Service and the Health Service Executive. Each agency will have a key role to play in ensuring placement of the boys in appropriate settings and provision of services that are responsive to their needs.

We will take the following strategic actions:

- 1 In the period up to the end of 2013, we will risk assess and profile boys currently in detention and all new committals to St Patrick's. Information for this purpose will be co-ordinated across the relevant agencies. Multi-agency case conferences will then be convened to take decisions on placement of the boys. Options include management in the community under the supervision of the Probation Service, detention in a facility under the auspices of the IYJS or, as a last resort, continued detention in St Patrick's.
- 2 For boys remaining in St Patrick's, we will work with our partners and other agencies to ensure that their regime is age-appropriate and that best practice is observed. We will put in place comprehensive programmes of care for each boy, assign a personal officer, develop and deliver appropriate services and review the boys' progress at regular intervals. The boys and their families/guardians will be involved in the process. Opportunities to move them from St Patrick's to other settings will continue to be assessed throughout the period of their detention. Multi-agency case conferences will be held prior to their release to ensure continuity of services in the community.

- 3 We recognise the need for continued detention of boys in St Patrick's pending development of suitably secure facilities to be run by the IYJS in Oberstown, Co Dublin. We will work closely with IYJS to ensure early development of the necessary facilities with a view to moving suitable cohorts of boys during 2012 and completely ending detention in St Patrick's by the end of 2013.
- 4 We will set up an oversight group with our partners and additional external representation to oversee implementation of these plans and monitor progress.

Over the lifetime of our Strategy we will also review the overall approach taken to the placement of 18-21 year olds.

As part of its Strategic Plan 2012-2015 the Irish Prison Service, working in partnership with the Probation Service and other stakeholders in the statutory, community and voluntary sectors will seek to develop a strategy for dealing with women offenders.

The overall aims of the strategy which will be delivered in conjunction with other stakeholders, including the Probation Service, will be to:-

- Identify and divert those at risk of a custodial sentence through greater use of community support and interagency cooperation.
- Seek to ensure that sentences are managed in a way which seeks to address both the offending behaviour and its causes.

Appendix II

Strategy to Address Mental Illness

The prevalence of severe mental illness is significantly higher among prisoners compared to the general population. In view of the limitations of the prison environment it is desirable that prisoners with a severe and enduring mental illness are afforded care in the most appropriate settings. To properly discharge our responsibilities to prisoners with mental health illnesses it is essential that we seek to integrate and further develop services, with statutory and voluntary partners. Mental health service provision in prisons must form part of the overall community response.

Over the life time of our Strategic Plan 2012-2014 we will implement a strategy which will seek to improve services for the management of prisoners who experience mental health problems while in prison. The successful reintegration of offenders suffering from a mental illness will be at the core of the Irish prison system.

We will take the following strategic actions:

- 1 We will improve safeguards for the management of prisoners suffering from a mental illness through the designation of Safety Observation Cells and further development of High Support and Low Support Units.
- 2 A protocol will be developed between the Irish Prison Service and the HSE Mental Health Services to further strengthen integration, cooperation and support between prison and Community Mental Health Teams (CMHTs).
- 3 In conjunction with the Health Service Executive, We will develop robust and effective collaborative arrangements to safely transition patients to community mental health services on release from custody.
- 4 A specific agreement will be reached to address the particular challenges that can exist in effecting continued care for homeless prisoners on release.
- 5 In collaboration with National Forensic Mental Health Services (NFMHS) and CMHTs, we will further develop processes to increase the number of prisoners diverted to community settings.
- 6 We will seek to conclude an agreement with the HSE in relation to the development of the new 120 bed Central Mental Hospital in the grounds of St. Ita's, Portrane and simultaneously the development of the four (30 bed) Intensive Care Rehabilitation Units (ICRUs) to be located across the four regions, to improve access for prisoners.

Pursuant to the recommendation of the Report of the Thornton Hall Project Group (July 2011) the Cross Sectoral Health/Justice Team will be charged by the Minister for Health and the Minister for Justice & Equality with examining issues relating to people with mental illness interacting with the Criminal Justice System. The recommendations emanating from this group will inform the ongoing development of this strategy to address mental illness among the prison population.



Appendix III

Strategy for Reducing Re-offending by Sex Offenders

Over the lifetime of our Strategic Plan 2012-2014, the Irish Prison Service will take steps to ensure that all appropriate efforts are made to work with sex offenders to ensure the risk of re-offending after release is reduced to the greatest extent possible and that they are supported in reintegrating into the community.

- 1 We will continue to develop the National Centre for imprisoned sex offenders at Arbour Hill Prison. This will facilitate a positive therapeutic environment that supports offenders, concentrates professional expertise and increases prison officer awareness. We will ensure effective delivery of the Building Better Lives programme to the maximum number of offenders, concentrating on those with high risk and need.
- 2 We will ensure smooth operation of systems in place to assess sex offenders in other prisons with a view to their transfer to Arbour Hill for purposes of participating in the Building Better Lives Programme. We will review impediments to participation in therapeutic interventions. We will enhance sentence management for sex offenders with a particular focus on the pre-release stage.
- 3 We will work with the community-based agencies, in particular the Probation Service, to ensure continuity of support for sex offenders on return to the community in the interests of consolidating gains made in prison, facilitating positive lives for the men and minimising risk of re-offending. Multi-agency case conferences and reviews will be held to manage the transition from custody to community.
- 4 We will ensure continued co-operation with Justice Agencies who manage higher-risk sex offenders in the community.
- 5 We will continue to evaluate the Building Better Lives Programme in terms of its impact on psychological risk factors known to be associated with re-offending and on rates of recidivism.

Appendix IV

Strategy for the Management of Prisoners Requiring Protection

One of the most significant challenges facing the Prison Service is the accommodation of protection status prisoners and the provision of attendant services, on a daily basis. There has been a substantial increase in the number of prisoners seeking protection with an attendant need to segregate those belonging to different gangs and factions or under threat from others.

The Irish Prison Service is committed to ensuring the safe and secure detention of our prisoners. Prison management immediately separates prisoners seeking protection from the general prison population or from specific prisoners identified as presenting a threat. Figures from the end of January 2012 indicate 870 protection prisoners in the system subject to some form of restricted regime. This figure equates to approximately 20% of the prisoner population and represents an approximate 100% increase in the number on protection in the last 5 years. It excludes those convicted of offences of a sexual nature who are generally accommodated away from the general prison population.

Over the life time of our Strategic Plan 2012-2014 we will implement a strategy which will develop a coherent policy for this category of prisoner, primarily in the context of the safe and secure detention of prisoners and ensuring that service provision for protection prisoners mirrors the level of service provision

for the general prison population, to the greatest extent possible. We will also seek to reduce the number on restricted regimes by 30% within the lifetime of the Strategy.

We will take the following strategic actions:

1. Identify categories of protection prisoner in the prison system and establish numbers in each category in each prison.
2. Review criteria for assessing any need for protection.
3. Establish the extent to which protection prisoners can mix within and across categories.
4. Develop short-term, medium-term and long-term strategies for providing the most appropriate regime for prisoners consistent with ensuring their protection.
5. Formulate a system for review of prisoner protection requirements.
6. Devise a uniform procedure for keeping track of prisoners going on and coming off protection.
7. Establish protocols with stakeholders, such as An Garda Síochána, to review sharing of information regarding protection requirements.

Appendix V

Strategy for the Management of Older Persons

The Irish Prison Service is committed to providing general healthcare services for the assessment, treatment and care of older prisoners comparable to those available in the community, and which are appropriate to the prison setting. In line with the increase in prisoner numbers over the last three years, a greater number of older people with complex health and social needs are in prison than ever before.

We will take the following strategic actions:

1. We will seek to identify the specific care needs of prisoners in the over 60 category. By the end of 2012, there will be an individual care plan for every prisoner over 60.
2. Where particular operational issues arise, e.g. mobility, etc, the needs of the prisoner will be addressed with the Governor.
3. We will endeavour in so far as is possible to match the needs of older prisoners with appropriate prison accommodation.
4. Specific interventions will be developed for all older prisoners in line with national health strategies.
5. We will develop strategic links with the Assistant National Director for Older Persons, HSE, to strengthen integration, cooperation and support for older persons while in custody.
6. We will encourage older prisoners to achieve their optimum level of independence through practical help and support in dealing with every day situations.
7. It will be the objective that all older prisoners will be assessed for suitability for holding and using their own medicines. Healthcare staff will encourage and support in-possession medicines in order that older prisoners are responsible for their own medication and self-administration, where practicable.
8. We will engage with the HSE to develop collaborative programmes designed to ensure a seamless transition for the return of the older prisoner back to the community.

Appendix VI

Strategy for Reducing Re-offending by Violent Offenders

Over the lifetime of our Strategic Plan 2012-2014, the Irish Prison Service will take steps to ensure that measures are introduced to work effectively with violent offenders to ensure the risk of re-offending after release is reduced to the greatest extent possible.

- 1 We will continue to develop Wheatfield Prison as a Centre of Expertise for offending behaviour programmes for violent offenders, building on the experience there with the Building Better Lives programme specifically developed for violent offenders. We will ensure effective delivery of the Building Better Lives programme to the maximum number of offenders, concentrating on persistent offenders with high risk and need. We will develop the role of prison officers in motivating and supporting participants.
- 2 We will examine what opportunities exist to further develop existing capacity to roll-out offending behaviour programmes in other prisons. We will review impediments to participation in and completion of therapeutic interventions and enhance sentence management for violent offenders.
- 3 We will work with the community-based agencies, in particular the Probation Service, to ensure continuity of support for violent offenders on return to the community.
- 4 We will continue to evaluate the Building Better Lives Programme for Violent Offenders in terms of its impact on psychological risk factors known to be associated with re-offending and on rates of recidivism.



Appendix VII

Social Impact Investment

A Social Impact Investment is a contract between a public sector body and external investor/s, in which the public body commits to pay when agreed social outcomes for a defined population are achieved. On the basis of this contract, private capital is raised from socially-motivated investors to fund interventions and preventative services that aim to deliver these improved social outcomes. The exchequer payments are financed from a share of the public sector benefits and/or exchequer savings that could result from the improved social outcomes (e.g. reducing future demand for high cost services or decommissioning ineffective services). However, the repayment to investors is not dependant on the realisation of exchequer savings; it is only contingent on the achievement of the agreed outcomes.

The Government Programme for National Recovery 2011-2016 provides that the Government will establish a new model of financing social interventions — called Social Impact Bonds — that focus on outcomes for particular target groups, and attract private capital to support social provision.

As part of its Strategic Plan 2012-2014, in conjunction with the Department of Justice and Equality and the Probation Service, the Irish Prison Service intends to explore a Social Impact Investment that would support an outcome based contract with a community based organisation to provide a programme of support to short sentence prisoners, commencing in prison, but particularly on their release, to reduce re-offending and enable reintegration in their communities.

The Social Impact Investment would be focused on prisoners serving less than 12 month sentence (11,200 committals under sentence for less than 12 months in 2011, of which 7,512 were for fines offences). On average there are five hundred prisoners serving sentences of less than twelve months

in custody at any one time. It has been identified that the point of release, and immediately afterwards, is a critical time for these prisoners. In order to assist reintegration and to aid resettlement, it is important that they are engaged effectively with services such as housing and medical care and receive appropriate help with substance abuse, employment and training needs, etc.

This cohort of prisoners have relatively high reoffending rates and very often the term of their imprisonment is too short to offer them the opportunity to engage effectively with services that could support them in leading a more productive lifestyle on their release.

The Irish Prison Service released 2,632 persons from custody in 2007 who had served a sentence of 12 months or less. A study of these releases was undertaken by the Central Statistics Office which indicates that of those released, 49% reoffended within 12 months of the end of their sentence - 8.8% before the end of their sentence (on TR) and 30.3% within 6 months. The largest number of re-offences related to Group 8 (Theft) and Group 13 (Public Order and Social Code Offences).

Appendix VIII

Irish Prison Service Capital Expenditure Plan 2012-2016

2012	2013	2014	2015	2016
<u>Projects to be Completed</u>	<u>Projects to be Completed</u>	<u>Projects to be Completed</u>	<u>Projects to be Completed</u>	<u>Projects to be Completed</u>
<p>Midlands Prison <i>179 Cell Block</i></p> <p>Mountjoy Prison B Wing <i>Refurbishment and In Cell Sanitation Project</i></p>	<p>Mountjoy Prison D Wing <i>Refurbishment and In Cell Sanitation Project</i></p> <p>Harristown House <i>Development, Castlereas Prison</i></p> <p>Cloverhill/Loughan House <i>Multi-project tender</i></p>	<p>Mountjoy Prison A Wing <i>Refurbishment and In Cell Sanitation Project</i></p> <p>Cork Prison <i>Replacement - Construction</i></p> <p>Limerick Prison <i>Replacement A&B Wings - Construction</i></p>	<p>Cork Prison <i>Replacement –Fit Out</i></p> <p>Limerick Prison <i>Replacement A&B Wings – Fit Out</i></p>	<p>Shelton Abbey <i>Aged Prisoner Facility</i></p> <p>Castlereas – <i>Work Training/Education Facility/ Additional Houses Grove</i></p> <p>Portlaoise – E Wing <i>Refurbishment and In Cell Sanitation Project/Visits and Laundry/D Block Demolition/ Boundary Works</i></p> <p>Arbour Hill – <i>Step Down Facility</i></p> <p>Wheatfield – <i>Work Training and PSEC Facilities</i></p> <p>Cloverhill – <i>Education Facility</i></p>
<u>Projects to Commence</u>	<u>Projects to Commence</u>	<u>Projects to Commence</u>	<u>Projects to Commence</u>	
<p>Harristown House <i>Development, Castlereas Prison</i></p> <p>Mountjoy Prison D Wing <i>Refurbishment and In Cell Sanitation Project</i></p> <p>Cloverhill/Loughan House <i>Multi-project tender</i></p>	<p>Cork Prison <i>Replacement– Contract Award</i></p> <p>Limerick Prison <i>Replacement A&B Wings – Contract Award</i></p> <p>Mountjoy Prison A Wing <i>Refurbishment and In Cell Sanitation Project</i></p>	<p>Shelton Abbey <i>Aged Prisoner Facility</i></p>	<p>Castlereas – Work Training/Education Facility/Additional Houses Grove</p> <p>Portlaoise – E Wing <i>Refurbishment and In Cell Sanitation Project/Visits and Laundry/D Block Demolition/Boundary Works</i></p> <p>Arbour Hill – Step Down Facility</p> <p>Wheatfield – Work Training and PSEC Facilities</p> <p>Cloverhill – Education Facility</p>	
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