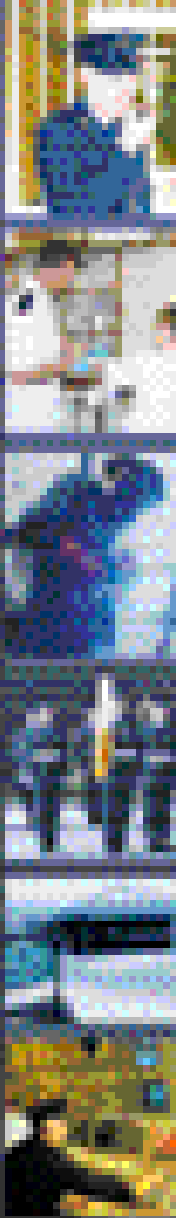




Irish Prison Service Strategy Statement 2001-2003



2001-2003

Mission Statement

The mission of the Irish Prison Service is to provide safe, secure and humane custody for people who are sent to prison. The Service is committed to managing custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society

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Foreword

by the Chairman, Prisons Authority Interim Board

It is my great pleasure, on behalf of the Prisons Authority Interim Board, to introduce the first-ever Strategy Statement of the Irish Prison Service.

The launch of this Statement is a further important milestone in the transition of the Prison Service to independent, agency status. Both the Minister for Justice, Equality and Law Reform, Mr John O'Donoghue, T.D. and the Interim Board recognise the importance of the Statement in setting direction for the new Prison Service and helping establish its new, separate identity.

The Prison Service operates within a rapidly changing Public Service. There is ever increasing commitment to delivering better quality services and making more effective use of resources. Strategic management, centred on this Strategy Statement, is the process through which the Prison Service will seek to make its contribution to translating this commitment into reality.

This Statement draws together the planned initiatives of the Prison Service for the years 2001 to 2003 in a comprehensive work programme. Its compilation involved successive rounds of dialogue and consultation involving staff at all levels and locations in the Prison Service, most of whom had not previously been involved in the strategic management process. Their active participation on this occasion is one of the Statement's foremost strengths.



I want to thank my fellow Board members, the Director General and all staff of the Prison Service for their very considerable efforts in preparing this Strategy Statement. We have set ourselves many challenging targets. I am satisfied that they can be achieved given continued goodwill and commitment.

Brian McCarthy
Chairman
Prisons Authority Interim Board

Overview

by the Director General

This Statement sets out the strategic objectives of the Irish Prison Service for the years 2001 to 2003. It will provide strategic direction for the Prisons Authority Interim Board and the Prison Service as we prepare for executive agency status in 2003.

The Prison Service administers 17 custodial institutions accommodating more than 3,300 prisoners. It has an annual budget of over IRE200m (253.95m Euros) and a total staff of 3,400 personnel. A Service of this size and complexity needs to adopt a strategic approach. This Strategy Statement provides a strategic work programme setting out key tasks to be achieved in a three-year timeframe.

As the first Director General of the Prison Service, I am conscious that this Statement is being published at a time of momentous change in the organisation and delivery of prison services. Tremendous challenges lie ahead if we are to implement the recommendations contained in the report of the Expert Group, *'Towards an Independent Prisons Agency'*. Success lies in improving the quality of our services, achieving greater efficiency and making best possible use of the resources provided to us.

The preparation of this Strategy Statement was a considerable undertaking. It involved the active participation of twenty-four multi-disciplinary Planning Teams at central and local levels in the Service. I would like to thank those Teams and, indeed, all staff of the Service who contributed knowledge, experience and ideas to the planning process. I would like to thank, in particular, the members of the Strategy Group, which co-ordinated all stages of preparation of the Statement.



I look forward to working with the Prisons Authority Interim Board and the staff of the Prison Service in implementing our work programme for 2001-2003. I look forward, too, to working with those services, statutory and voluntary, which provide invaluable assistance and support to people in custody. Together we can create a better prison system for all who live and work in it.

Séan Aylward
Director General

Introduction

Publication of this Strategy Statement comes at an historic time in the organisation of the State's prison services.

The Prison Service is currently part of the Department of Justice, Equality and Law Reform but it is Government policy to establish it as a statutory, executive agency and legislation is being prepared to this end. It is expected that the legislation will be introduced in the Oireachtas early in 2002.

In the meantime, the process of transition to agency status is already well underway. A non-executive Prisons Authority Interim Board is in place since April, 1999 to provide advice and guidance in the management of the prison system pending the appointment of a statutory Prison Board. The organisational structure of the Prison Service is being strengthened to prepare it for independent operation. The Director General and three Directors are in place and two further Director posts are being filled. New head office staff are being recruited and new office accommodation is being procured as a corporate Headquarters for the Service.

The publication of this Strategy Statement represents further progress in the transition process. Previously, the strategic objectives for the Prison Service were set in the Strategy Statements of the Department of Justice, Equality and Law Reform. Now, for the first time, the Prison Service has its own Strategy Statement which will serve as a key reference point in the organisation and delivery of efficient and effective custodial services over the next three years.

This Strategy Statement sets out:

- the mission of the new Prison Service
- the values which inform the Service's approach to its task; and
- based on an analysis of its operating environment, a comprehensive programme of work for the years 2001-2003.

The Prison Service is committed to fulfilling this work programme - a programme compiled with the active participation of multi-disciplinary Planning Teams in all the Service's institutions. Should it be necessary to adjust parts of the programme in the light of environmental change or resource variations, this will be done while, as far as possible, maintaining the overall direction being taken.

Prisons Authority Interim Board



Back Row (L to R): Governor Frank McCarthy, Kathleen O'Neill, Jerry Kiersey, Mairead Ahern, Sean Aylward, Director General, Ann Counihan, Michael Whelan

Front Row (L to R): Dr. Patricia Casey, Michael Mellett, John O'Donoghue, T.D. Minister for Justice, Equality and Law Reform, Brian McCarthy, Chairman, Eamonn Leahy S.C.,

(absent from photo, Tom Hoare)



Statutory Framework,
Corporate Mission,
Aims and Values

Chapter 1

Statutory Framework, Mission Statement, Corporate Aims and Values

Statutory Framework

Pending enactment of legislation to establish it as a statutory agency, the Prison Service continues to be part of the Department of Justice, Equality and Law Reform and operates within a statutory framework comprising (i) the Prisons Acts, (ii) 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 and the Transfer of Sentenced Persons Acts, 1995 and 1997; and (iii) the Rules for the Government of Prisons, 1947.

The Prison Service must also take due account of the UN and European Conventions on Human Rights, UN Standard Minimum Rules, the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, the UN Covenant on Civil and Political Rights, the European Convention for the prevention of Torture and Inhuman or Degrading Treatment or Punishment.

Policy Framework

This Strategy Statement should be read in conjunction with the European Prison Rules and the *'Management of Offenders: A Five Year Plan'* (Department of Justice, 1994) insofar as the treatment of offenders in custody is concerned.

Mission Statement

The mission of the Irish Prison Service is to provide safe, secure and humane custody for people who are sent to prison. The Service is committed to managing custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society.

Values

The core values of the Prison Service, which are the enduring ideals guiding and directing its day to day delivery of services, are as follows.

The Prison Service:

- recognises its obligation to serve the community with full respect for the human dignity and rights of every person, both in custody and in the wider community
- recognises that it is obliged to help every offender live as a law abiding person and that the Service can contribute to their realising their potential
- believes in making available to each person in custody conditions and services appropriate to their well-being and personal development
- commits itself to minimising the detrimental effects of imprisonment
- endeavours to help prisoners, where possible and appropriate, to maintain relationships with their families
- values the resources available to it, especially all staff working in the prison system who are the most important asset in fulfilling the Service's mission
- commits itself to being courteous and fair in all its dealings
- accepts that it is accountable for its actions and endeavours to demonstrate this accountability in public.

Corporate aims

The corporate aims which underpin the objectives and strategies of the Irish Prison Service are as follows:

- To keep in safe custody persons committed by the courts and maintain a level of security appropriate to their needs
- To treat those in custody with care, justice, dignity and respect

- To provide and operate within budget and policy guidelines laid down by the Minister for Justice, Equality and Law Reform an efficient, effective and humane prison system
- To maintain good order and control throughout the prison system
- To make available to those in custody the conditions and services appropriate to their physical and mental well-being
- To help prisoners develop a greater sense of personal responsibility to themselves, their families and the community and to help them prepare for release
- To develop appropriate partnerships with agencies in the wider community
- To deliver a quality service which is both expert and professional.

Objectives 2001-2003

The Prison Service has set itself 7 strategic objectives in this Strategy Statement:

- Custody of Persons committed by the Courts
- Caring for Prisoners
- Promoting Rehabilitation and Integration
- Managing Human Resources
- Estate and Facility Management
- Corporate Development; and
- Efficient and Effective Resource Management.

Strategic Analysis of Opportunities and Challenges 2001-2003

2

Chapter 2

Strategic Analysis of Opportunities and Challenges 2001-2003

Introduction

Every organisation is influenced by the environment in which it operates and, more particularly, by changes in that environment. The Prison Service is no exception.

As part of the planning process, the Prison Service has analysed its external and internal operating environments and identified the key factors which are likely to affect the operation of the prison system over the lifetime of this Statement. Through this process of environmental analysis, the Service has arrived at the set of planning assumptions set out at the end of this Chapter. Those assumptions underlie the strategic targets for 2001-2003 that are set out in Chapters 2 to 8.

Operating Environment

External Environment

The Prison Service is one of a number of agencies which, together, form the criminal justice system. (The other agencies are the Garda Síochána, the Office of the Chief State Solicitor, the Office of the Director of Public Prosecutions, the Criminal Courts and the Probation and Welfare Service). The Minister for Justice, Equality and Law Reform has overall responsibility for policy on the current and future management of the criminal justice system.

The Prison Service's involvement in the criminal justice system establishes two levels of operating environment:

- (i) at the macro level, the Prison Service shares a common operating environment with all the criminal justice agencies; and
- (ii) at the micro level, the Service's own operating environment is influenced by the individual operating environments and actions of those other agencies.

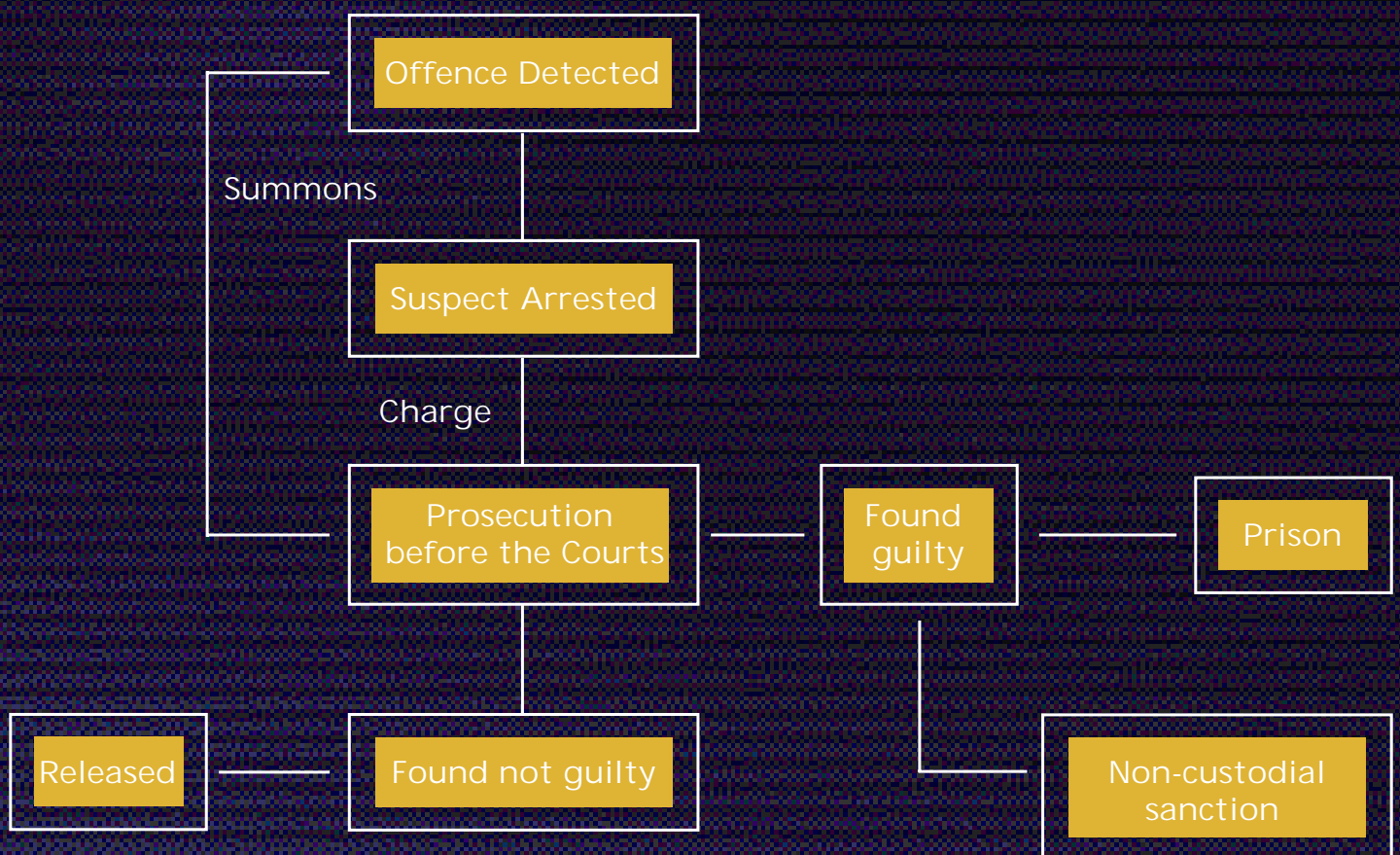
Environmental factors affecting the Criminal justice system generally

The shared operating environment of the criminal justice agencies, including the Prison Service, is influenced by factors such as the level of support in the community for the rule of law, the nature and incidence of criminal offences, the extent of public concern about crime, demography and the prevailing body of criminal law. Other factors, which have broad social and economic import, are also relevant at this level. These include the extent of social exclusion, homelessness and substance addiction in the community, as well as the community's response to those problems. Experience shows that where the response to such problems is less than complete, this impacts on the criminal justice system generally and can culminate in prison being used to provide refuge for vulnerable people for whom more appropriate options are not available.

Influence of the operating environments of other criminal justice agencies

The external environment of the Prison Service also has to be considered in the context of its role and position in the criminal justice system.

Flowchart of the Criminal Justice Process (simplified)



Each of the criminal justice agencies has particular functions in the administration of the criminal law. In a simplified model, there are five main functions:

- (i) investigation and arrest by the Garda Siochana
- (ii) prosecution by the Director of Public Prosecutions and the Garda Siochana
- (iii) trial before the Courts
- (iv) imposition of custodial or non-custodial sanctions by the Courts, and
- (v) management of custodial sanctions by the Prison Service and non-custodial sanctions by the Probation and Welfare Service.

While the roles of the criminal justice agencies in administering the criminal law are distinct and independent, they are all closely interconnected. In practice, this means that sizeable change in any one criminal justice agency can affect the operating environment of one or more of the other agencies. Moreover, the position of the Prison Service as an agency at the end-stage of the criminal justice process makes it more susceptible to 'knock-on' changes occurring 'upstream' in the environments of the other criminal justice agencies.

The primary effect on the Prison Service of change in other criminal justice agencies is variation in the number of persons committed to prison. For instance, the increase in Garda detection rates from 33% to 43% in recent years has been one of the factors which has maintained relatively unchanged rates of committals to prison at a time when a reduction in committal numbers would have been expected following on the 21% reduction in reported crime over the same period.

Other factors influencing external environment

There are several factors peculiar to the Prison Service which influence its operating environment. Three of the more important of these are (i) legal and non-legal instruments relating to prisoners' rights, treatment and conditions, (ii) the prevailing relationship with the prisoner population and (iii) the Service's relationships with the community generally.

Important legal instruments which shape the operating environment of the Prison Service are set out in Chapter 1 of this Statement. These include domestic legislation and statutory instruments as well as United Nations and European Conventions aimed at safeguarding human rights, preventing mistreatment of prisoners and establishing minimum prison standards/rules. In general, these provisions place solemn obligations on the State and hence, the Prison Service, to ensure humane and caring treatment of prisoners and a range of minimum standards appropriate in a modern and progressive prison system. New legal provisions - new Prison Rules and the Children Act - will bring environmental change in the lifetime of this Strategy Statement.

The daily operating environment of the Prison Service, particularly at institution level, is dependent on the quality of the relationship in the prison system with the prisoner population. While difficulties can arise from time to time in relationships with individual prisoners, there is a good relationship between the Service and the prisoner population generally. This is due in large measure to the rapport established by the range of staff who work directly with prisoners. It is also the result of staff's fair and humane treatment of prisoners and the respect accorded to their personal dignity and rights.

Finally, the relationship between the prison system and the wider community is also important in determining the immediate operating environment of the Prison Service. In serving the community, the Prison Service must have regard to the hurt and injury that will have been caused by the crimes of those in custody. There will have been hurt and injury at personal, family and community level. As set out in the Victim's Charter of the Department of Justice, Equality and Law Reform, the Prison Service seeks to ameliorate this effect by, among other things, promoting the rehabilitation of those in custody. In this context, the Prison Service seeks to maintain effective relationships with a broad range of people who provide important supports for prisoners during their sentences and after release. Critical environmental factors include:

- the level of community, especially family, contact to sustain prisoners during their imprisonment
- the extent to which voluntary groups and individuals can provide support and appropriate services for prisoners; and
- the extent to which the wider community, including employers, training and educational bodies, general and psychiatric health authorities (including drug treatment services), voluntary groups, community organisations etc., is prepared to assist in the integration of prisoners into society prior to and on their release from prison.

The Prison Service is committed to building a positive relationship with the wider community in all these respects over the period of this Strategy Statement. The Service will continue to be sensitive to the needs and concerns of people living in the immediate vicinity of prisons.

Internal Environment

The internal environment of the Prison Service is determined by those factors - mainly, resources, organisation and infrastructure - which influence its capability to deliver an effective service.

Since the mid-1990's, the internal operating environment of the Prison Service has been undergoing a programme of comprehensive change. The principal change, to date, has been the provision of new and improved prison infrastructure. More than 1,200 additional prisoner places have been provided to tackle prison overcrowding and end the practice of unstructured temporary release of prisoners. Over 800 new staff have been recruited to bring these new prison places and associated facilities into use. A major new information technology network linking Headquarters and all Prison Service locations has been put in place to support operational systems and improve the flow of management information. New prison technology, such as electronic locking systems, has been included in all prison upgradings to free staff from repetitive, non-productive work.

At the same time, a series of fact-finding reviews has been carried out in preparation for further changes. These included:

- an Expert Group report on the organisation of the Prison Service building on the decision to establish it as an independent, statutory agency
- an operating costs review
- a major Staffing and Operations Review (SORT), and more recently
- a review of the structure and organisation of the Prison Psychology Service
- a Prisoner Healthcare review
- a Prison-Based Drug Treatment Review; and
- though not related primarily to the Prison Service, the Review of the Probation and Welfare Service.

The period 2001-2003 will see the implementation of organisational and structural change as well as changes in resource deployment on foot of those reviews. Legislation will be brought forward to establish an independent Prisons Agency and a non-executive Prison Board. New management structures will be provided to strengthen the new Agency. New staffing and deployment arrangements will be negotiated in the interest of more flexible and cost effective service delivery and new structures and supports will be put in place to improve prisoner care and rehabilitation services.

Moreover, there will be a new emphasis within the Prison Service on (i) defining standards against which future performance can be planned and measured, (ii) fostering increased multi-disciplinary approaches to service delivery and (iii) ensuring greater alignment of responsibility and accountability across the Service. Altogether, these changes will amount to a transformation of the internal operating environment of the Prison Service.

Key Environmental Factors 2001-2003

This Chapter has, so far, provided an overview of the external and internal operating environment of the Prison Service. Against that background, the Prison Service has identified five key environmental factors which are likely to influence its operating environment over the period of this Strategy Statement. Predictably, given the considerable organisational and other changes going on within the Prison Service, the emphasis is on factors affecting the internal operating environment.

Environmental Factor 1: Committal numbers

The Prison Service cannot control the number of people sent to prison - it must accommodate every person committed by the courts. For this reason and by reason of the several variables which influence the number of custodial sanctions in any one year, it is not possible to predict, with reliability, the numbers of future committals to prison.

Even with the benefit of hindsight it is difficult to determine the precise factors influencing committal trends. For instance, the 21% reduction in the number of known indictable crimes between 1995 and 1999 could reasonably have been expected to result in a sizeable reduction in the number of persons committed to prison. The fact that no significant change took place is, no doubt, due to a complex combination of different factors. Only one factor - continuing high Garda detection rates - is readily quantifiable and this provides only part of the answer.

For planning purposes, the Prison Service is assuming relatively little change in committal numbers in the period 2001-2003. This takes into account the foregoing crime trends, the continuing availability of non-custodial sanctions, the provisions of the Bail Act, 1997 which came into force in May, 2000 and provides for new restrictions on the granting of bail, criminal cases currently before the courts, sentencing trends and the provisions of the Children Act.

Within the prisoner population, it is expected that the number of prisoners committed for sexual offences will continue to account for at least 1 in 7 of the total population - a very high proportion relative to international comparisons. There is an increasing trend in the rate of female committals, even though still representing only a small percentage of total committals to prison.

Planning Assumption 1

There will be relatively little change in the number of committals to prison in the years 2001-2003.

Environmental Factor 2: Supply of Prisoner Accommodation

From the mid-1970s until recently, the number of available cellular prison spaces was insufficient to accommodate all committals to prison. This resulted in overcrowding and the use of temporary release provisions to keep prisoner numbers within limits. Thus was coined the

phrase, the “revolving prison door”. The opening of new prisons at Castlerea, Cloverhill, the Curragh, the Dochas Centre and the Midlands provided 1,200 additional prison spaces over the past three years. These new spaces solved much of the overcrowding problem and obviated the need to rely on temporary release of prisoners as a means of controlling the number of prisoners in custody.

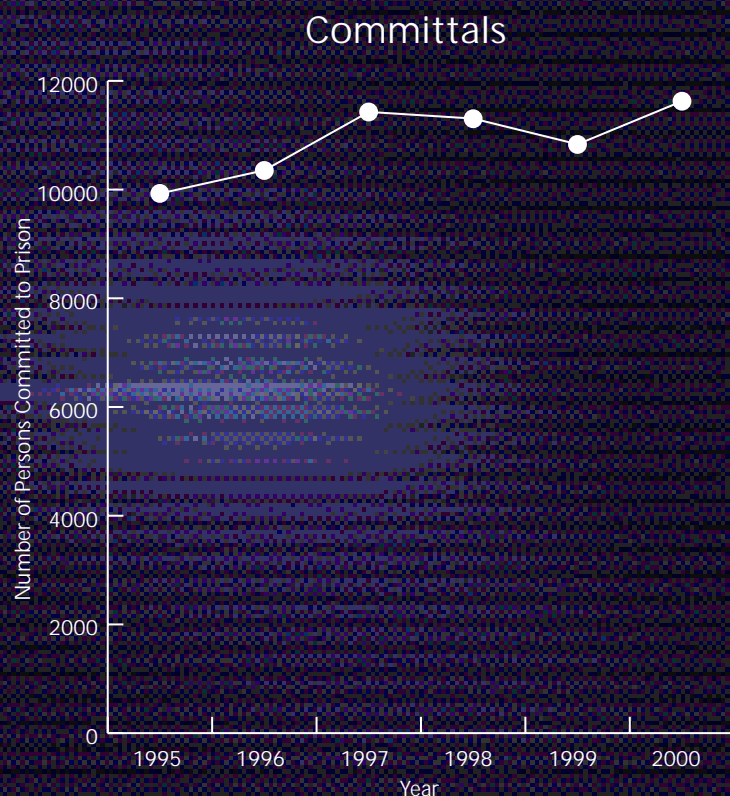
More prisoner accommodation will be required and provided over the next five years. The need for it arises primarily to relieve continuing overcrowding at some prisons (especially Cork Prison), and to facilitate movement towards a model of predominantly single cell accommodation for prisoners. This would be consistent with international standards (Rule 14 of the European Prison Rules) and in the interest of increased safety and security.

Planning for new, separate accommodation for 16 and 17 year old children will proceed in anticipation of the coming into operation of the relevant provisions of the Children Act.

In all, it is planned to provide 466 new prison spaces between June, 2001 and end-2003. These spaces will be additional to the 200 spaces yet to be brought into operation at the new Midlands Prison. They will be provided by way of extensions to existing prisons at Castlerea, Cork, the Curragh and Limerick.

Prisoner Places

<i>Date</i>	<i>Number of Prisoner Places</i>
June, 1995	2,210
June, 1997	2,329
January, 2000	3,061
June, 2001	3,576
December, 2003 (Target)	4,042



At the same time, extensive redevelopment and refurbishment works will commence at the Mountjoy Complex and Portlaoise Prisons. These works, while necessary to meet modern prison standards, including fire safety, hygiene and sanitation standards, will temporarily reduce the availability of prisoner accommodation at different stages of demolition/construction. Accordingly, there will be fluctuations in the overall supply of prisoner accommodation over the next three years, which will have implications for the total number of prisoners which can be accommodated from time to time during the period.

The provision of improved facilities for education, work training, offence-focussed programmes, drug treatment and out-of-cell activities generally, will go hand-in-hand with the provision of new and improved prisoner accommodation.

Planning Assumption 2

466 additional prisoner places will be provided by the Prison Service in the period to end-2003. Renovation/refurbishment works at major closed prisons will temporarily impact on the availability of prisoner accommodation. Planning for new separate accommodation for 16 and 17 year old children will proceed in anticipation of enactment of the relevant provisions of the Children Act. Improvements in facilities for education, work training, offence-focussed programmes, drug treatment and out-of-cell activities generally will go hand-in-hand with the provision of new prisoner places and renovation of existing accommodation.

Environmental Factor 3: Organisational Capability

The recommendations contained in the *Report of the Prison Service Operating Cost Review Group (1997)* centred on the restructuring of working arrangements of Prison Officers, on a partnership basis, with the goals of eliminating overtime payments and reducing overall costs. A Staffing and Operations Review Team (SORT)

was established in October, 1998 to (i) assess the man-hours required to deliver agreed regime activities and services and (ii) recommend associated systems of staff attendance and deployment practices.

SORT produced individual reports on each prison recommending improved staffing and deployment arrangements together with a global report containing recommendations in relation to issues of more general application across the prison system. Those reports are central to negotiations now in progress on new working arrangements and staff deployment through the medium of the Strategic Effectiveness Programme (STEP) and joint working party, the Change Implementation Team, involving both management and staff representatives. Those negotiations are expected to go on until June, 2002.

A successful outcome to the negotiations for both management and staff would open the way for a new system of staff deployment in the prisons and places of detention resulting in greater flexibility in the organisation of prison services, an enhanced role for Prison Officers in multi-disciplinary teamworking (on prisoner programmes such as vocational preparation, drug treatment and sex offender treatment) and a better matching of staff resources to daily demands on the Prison Service.

Assuming a successful outcome, implementation of new working arrangements would commence in the second half of 2002, with benefits becoming apparent across the prison system in 2003.

Planning Assumption 3

Agreement will be reached by end-June, 2002 on new working arrangements in the prisons and places of detention resulting in greater flexibility in the organisation of prison services, an enhanced role for prison officers in multi-disciplinary teamworking and a better matching of staff resources to work demands.

Environmental Factor 4: New independent, statutory remit for the Prison Service

A Prison Service Bill, which is being prepared in the Department of Justice, Equality and Law Reform, will establish the Prison Service as an independent, statutory agency under the direction of a non-executive Prison Board. It is expected that the Heads of the Bill will be submitted to Government this year and the Bill itself published in 2002. Allowing for completion of all stages in the Oireachtas and the making of a commencement order, it is expected that the new Service will be established in 2003.

Preparations for the move to independent status are already underway in the Prison Service. The Prisons Authority Interim Board is in place since April, 1999 and the Director General since July, 1999. A Transition Team was established in October 1999 to assist the Interim Board and the Director General in the transition process.

The move to independent status will be a major undertaking. It will involve new three-way working relationships between the Service, the Board and the Minister for Justice, Equality and Law Reform. It will necessitate new management systems and new delegation and reporting arrangements within the Prison Service as well as greater alignment of responsibility and accountability at all levels in the interest of effective service delivery.

The move to independence will involve the establishment of new, better-resourced Headquarters directorates under the leadership of the Director General and a team of five Directors. In the long-term, this will ensure a more effective and dynamic Headquarters service committed to effecting change and development in the prison system as envisaged in the report of the Expert Group, *'Towards an Independent Prisons Agency'*.

In the short-term, however, there will be staffing difficulties to be overcome at Headquarters level. Transition to independence will probably involve the loss of considerable numbers of staff of the Department of Justice, Equality and Law Reform, who opt not to transfer to the new Agency.

This will almost certainly mean loss of experience and expertise in the management of the Service over the period 2001-2002 with consequent disruption to service. The task of senior managers over this period will be to endeavour to keep the level of disruption to services to a minimum.

Planning Assumption 4

The Prison Service will be established as a statutory, independent agency in 2003. There will be a substantial loss of experienced staff and expertise at Headquarters level in 2001/2002 during transition to the new agency. The task of senior managers in this period will be to endeavour to keep the level of disruption to service to a minimum.

Environmental Factor 5: Resources

Recent years have seen unprecedented investment in the Prison Service. That investment is clearly visible in the form of new prisons, improved prison conditions, new prisoner programmes and new prison staff. It is anticipated that finances will continue to be made available over the period to end-2003 to fund Government-approved initiatives.

Funding, however, is not the only consideration insofar as resourcing of the Prison Service is concerned. A number of factors, including shortages in the labour market, are creating difficulties in filling healthcare and psychology posts in the Service. Whatever action can be taken by the Prison Service to resolve these issues will be taken, but the fact remains that solutions to some aspects of the present difficulties lie outside the control of the Service. In those circumstances, it is likely that during the period to end-2003, some specialist staff of the Service will necessarily have to be deployed in such a way as to maximise their specialist contribution. The Prison Service looks forward to concluding a Service Level Agreement with the Probation and Welfare Service in the current year.

In an increasingly mobile labour market, the Prison Service needs to ensure that it can retain the services of staff by providing them with challenging and stimulating work, a career structure offering scope for personal advancement and flexible working arrangements, which enhance quality of life. All of these matters are currently under discussion with the Staff Associations in the context of agreeing terms and conditions of service with the new, independent Prison Service. It has already been agreed in the context of those discussions that the Prison Service will undertake a comprehensive Human Resources Review within 12 months of commencement of the new statutory Service.

Planning Assumption 5

Finance will continue to be made available over the period to end-2003 to fund Government-approved initiatives. Some specialist staff of the Service will necessarily have to be deployed in a manner to maximise their specialist contribution in the period to end-2003. In an increasingly mobile labour market, the Prison Service will need to ensure that its terms and conditions of employment are sufficiently attractive to attract and retain the services of staff. A Service Level Agreement will be concluded by end-2001 with the Probation and Welfare Service.

Environmental Factor 6: Appointment of an Inspector of Prisons

The Prison Service Bill will provide for a new post of Inspector of Prisons. The Inspector's role will be to inspect each prison and place of detention and report on conditions therein, the regime in operation and the treatment of prisoners.

The Prison Service is already subject to the scrutiny of Visiting Committees - one per institution - which carry out regular visits and report their findings. The Service is also subject to the scrutiny of the Oireachtas, the Courts and the Council of Europe Committee for the Prevention of Torture and Inhuman or Degrading Treatment of Prisoners. The

appointment of an Inspector of Prisons will, however, involve substantial environmental change if experience in other jurisdictions is repeated here. This will arise from the Inspector's role in regular inspection of all prisons and the considerable public profile which is likely to be accorded to reports spanning the entire prison system.

The Prison Service welcomes the proposed appointment of an Inspector of Prisons and pledges itself to work in full co-operation with the office holder. There has been considerable improvement in prison conditions in recent years and further improvements are planned over the period of this Strategy Statement. A key strategic element in maintaining prison conditions will be the definition and development of Service-wide standards for prisoner care, programmes and activities against which performance can be measured.

Planning Assumption 6

An Inspector of Prisons will be appointed to carry out regular inspections of each of the prisons and places of detention and report his/her findings.

Environmental Factor No 7: New Prison Rules

New Prison Rules to update the Rules for the Government of Prisons (1947) are currently being prepared by the Department of Justice, Equality and Law Reform in consultation with the Attorney General's Office. The making of the new Rules during the lifetime of this Strategy Statement will give rise to a major requirement to brief and train staff in relation to them. This will need to be taken into account in planning schedules for staff training.

Planning Assumption 7

The making of the new Rules during the lifetime of this Strategy Statement will give rise to a major requirement to brief and train staff in relation to them.

Environmental Factor No 8: Positive Sentence Management

The *'Management of Offenders: A Five Year Plan'* published by then Department of Justice in 1994 set out proposals for Positive Sentence Management, which it defined as

'making available to offenders a range of services and facilities aimed at helping them to cope with their sentences, to preserve their physical and mental well-being and to prepare them as far as practicable, for early structured release under supervision, if justified and earned'.

A number of factors - not least being prison overcrowding and poor prison accommodation - limited the scope to develop sentence management across the prison system in the years since 1994. Now, however, against the background of improvements in prison conditions in recent years, there is a real opportunity to implement structured sentence management for a significant proportion of the prisoner population.

The elaboration of positive sentence management will involve a new orientation in the delivery of services to prisoners and a new emphasis on prisoners taking greater personal responsibility for their own development through involvement in the process of deciding which programmes/treatments they should follow. The end result should be a prisoner-centred, multi-disciplinary approach to working with prisoners with provision for initial assessment, goal setting and periodic review to measure progress.

Planning Assumption 8

The elaboration of positive sentence management will involve a new orientation in the delivery of services to prisoners and a new emphasis on prisoners taking greater personal responsibility for their own development through involvement in the process of deciding which programmes/treatments they should follow. The end result should be a new prisoner-centred, multi-disciplinary approach to working with prisoners with provision for initial assessment, goal setting and periodic review to measure progress.

Planning Assumptions 2001-2003

1. There will be relatively little change in the number of committals to prison in the years 2001-2003.
2. 466 additional prisoner places will be provided by the Prison Service in the period to end-2003. Renovation/refurbishment works at major closed prisons will temporarily impact on the availability of prisoner accommodation. Planning for new separate accommodation for 16 and 17 year old children will proceed in anticipation of the coming into force of the relevant provisions of the Children Act. Improvements in facilities for education, work training, offence-focussed programmes, drug treatment and out-of-cell activities generally will go hand-in-hand with the provision of new prisoner places and renovation of existing accommodation.
3. Agreement will be reached by end-June, 2002 on new working arrangements in the prisons and places of detention resulting in greater flexibility in the organisation of prison services, an enhanced role for prison officers in multi-disciplinary teamworking and a better matching of staff resources to work demands.
4. The Prison Service will be established as a statutory, independent agency in 2003. There will be a substantial loss of experienced staff and expertise at headquarters level in 2001/2002 during transition to the new agency. The task of senior managers in this period will be to endeavour to keep the level of disruption to service to a minimum.
5. Finance will continue to be made available over the period to end-2003 to fund initiatives currently planned. Some specialist staff of the Service and its associated services will necessarily have to be deployed in a manner to maximise their specialist contribution in the period to end-2003. In an increasingly mobile

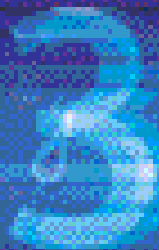
labour market, the Prison Service will need to ensure that its terms and conditions of employment are sufficiently attractive to attract and retain the services of staff.

6. An Inspector of Prisons will be appointed to carry out regular inspections of each of the prisons and places of detention and report his/her findings.
7. The making of the new Prison Rules during the lifetime of this Strategy Statement will give rise to a major requirement to brief and train staff in relation to them.
8. The elaboration of positive sentence management will involve a new orientation in the delivery of services to prisoners and a new emphasis on prisoners taking greater personal responsibility for their own development through involvement in the process of deciding which programmes/treatments they should follow. The end result should be a prisoner-centred, multi-disciplinary approach to working with prisoners with provision for initial assessment, goal setting and periodic review to measure progress.

'Imprisonment is by the deprivation of liberty a punishment in itself. The conditions of imprisonment and the prison regimes shall not therefore except as accidental to justifiable segregation or the maintenance of discipline, aggravate the suffering inherent in this.'

(Rule 64, European Prison Rules)

Custody of Prisoners Committed by the Courts



Chapter 3

Custody of Prisoners Committed by the Courts

Context

The Prison Service provides safe and appropriately secure custody for those members of society who are committed to prison in accordance with law. The vast majority in custody are under sentence from the courts or on remand awaiting trial or sentencing.

Safety

The personal safety of a prisoner or prisoner group is a matter of paramount concern to the Prison Service. A variety of safety measures are put in place to safeguard prisoners. These include special observation by staff and transfer to another wing or another prison as appropriate. Prisoners who are considered to be under significant threat may be accommodated separately from the general prison population and attend separate activities, programmes and education classes.

Security

Security levels at the Service's seventeen institutions vary from high security at Portlaoise Prison to low security at the Service's three open centres. This reflects not only the different levels of security risk presented but also the variations in reliance and responsibility that can be placed on individual prisoners during all or part of their sentences.

Ultimately, security within an institution is only partly assured by traditional security measures such as walls, gates, staff presence and vigilance. Security, good order and control are also dependent on good rapport between staff and prisoners, decent prison conditions and the availability of purposeful activities and programmes.

The Prison Service has a long-standing record of good security. The relatively small number of escapes which have occurred were effected, almost exclusively, during periods when prisoners were outside prisons on escorts or attending hospital.



Supporting prisoner development

In providing custody for prisoners, the Prison Service has due regard to its obligation to help prisoners develop greater personal responsibility towards themselves, their families and the community. This involves accommodating prisoners at institutions offering programmes which best meet their individual needs and requirements. It also involves progressive investment of trust and responsibility in prisoners. This process can involve prisoners being accommodated in low-security open centres and/or granted structured temporary release to participate in further education, training, treatment and/or employment in the community.

Focus in 2001-2003

The emphasis in ensuring custody in the period 2001-2003 will be on maintaining safety and security in the prison system, accommodating all new committals from the courts during major prison redevelopment and refurbishment works (see Chapter 6), facilitating the development of positive sentence management and bringing forward proposals for integrated use of all prisoner places taking into account the requirements of safety, security and the need to accommodate prisoners at the institution which can best provide for their personal needs and development.

Strategies

Strategy 1: Maintain control and order in the prison system

Strategy 2: Ensure safe custody of prisoners

Strategy 3: Provide appropriately secure custody for prisoners

Strategy 4: Manage the custodial function so that it supports positive prison regimes

Strategy 5: Plan to meet emergency situations (Fire, hostage-taking, riot)

Targets

Strategy 1

Maintain control and order in the prison system

Targets

- 1.1 Develop, by end-2002, proposals for integrated use of all prison places over the following five years, taking into account planned expansion in the prison system and the commitment to greater care and rehabilitation of prisoners
- 1.2 Update policy by end-2001 on the management of disruptive offenders

Strategy 2

Ensure safe custody of prisoners

Targets

- 2.1 Devise standard arrangements for recording assaults in the prisoner population in each Institution by end-2001
- 2.2 Conduct annual audits of prisoner assaults with effect from 2002 and implement whatever action is appropriate to address the situation
- 2.3 Launch a policy on bullying in the prisoner population by end-2002

Strategy 3

Provide appropriately secure custody for prisoners

Targets

- 3.1 Introduce an annual review of security at all institutions commencing in 2002
- 3.2 Develop and implement a formal security assessment programme for all committals to a selected institution by June, 2002 and, if appropriate following review, roll out to all institutions by June, 2003

- 3.3 All closed prisons to have CCTV in visiting rooms by end-2002
- 3.4 Use the Prisoner Records Information System to generate a prisoner profile in respect of each prisoner due to be escorted outside the prison with effect from January 2002



Strategy 4

Manage the custodial function so that it supports positive prison regimes

Targets

- 4.1 Make provision in Business Plans (December, 2001) for maximum take-up of places in prison educational, training and employment facilities
- 4.2 Establish, by end-2001, a multi-disciplinary committee to consider and report, with recommendations, on the regime(s) to be put in place at new separate accommodation for 16 and 17 year olds in accordance with the provisions of the Children Act

Strategy 5

Plan to meet emergency situations (Fire, hostage-taking, riot)

Targets

- 5.1 Business Plans (December, 2001) to provide for maintaining an adequate standard of preparedness in relation to emergency planning at each institution
- 5.2 Finalise liaison arrangements with the Fire Authorities by end-2001
- 5.3 Prepare a detailed video record of each prison by June, 2002 for reference, as appropriate, in the management of emergency situations

'Every effort shall be made to ensure that the regimes of the institutions are designed and managed so as:

- a. to ensure that the conditions of life are compatible with human dignity and acceptable standards in the community;...*
- b. to minimise the detrimental effects of imprisonment and the differences between prison life and life at liberty which tend to diminish the self respect or sense of personal responsibility of prisoners*
- c. to sustain and strengthen those links with relatives and the outside community that will promote the best interests of prisoners and their families...'*

(Rule 65, European Prison Rules)

Caring for Prisoners

4

Chapter 4

Caring For Prisoners

Context

In caring for prisoners, the Prison Service is guided by two long-standing principles, viz.

- (a) offenders are sent to prison as punishment and not for punishment; and
- (b) basic living conditions in prisons should correspond broadly to a standard acceptable in the wider community.

The Prison Service must also take due account of UN and European agreements, conventions and instruments, such as the UN Standard Minimum Rules for the Treatment of Prisoners and the European Prison Rules. The Prison Service is committed to providing humane and caring treatment and to minimising the detrimental effects of imprisonment. In due course, the Prison Service will also take into account the findings and recommendations of the proposed Inspector of Prisons.

Improved living conditions

The investment in new and refurbished prison accommodation in the past five years has greatly improved living conditions for a very substantial proportion of the prisoner population.

Large-scale overcrowding, involving multiple occupation of single cells and prisoners sleeping on mattresses on cell floors, has been largely eliminated. More than 70% of all prisoners now have in-cell sanitation facilities and these are being provided as standard in all new and refurbished prison accommodation. There have also been significant improvements in kitchen, classroom, training, recreation and visiting facilities.

There is, however, no room for complacency. There are still pockets of overcrowding in the prison system, notably at Cork Prison. Hundreds of prisoners still slop out on a daily basis and facilities for treatment programmes are still inadequate. Further improvements to prison accommodation are planned to bring the prison system as a whole up to modern standards (see Chapter 6). This may involve some short-term readjustments in living conditions during the course of refurbishment works but these will be kept to the minimum necessary to enable works to proceed.

Services for Prisoners

The Prison Service aims to provide a range of care services to prisoners to a standard commensurate with that applying in the wider community. These services include medical, dental, psychiatric, psychological, education, vocational training, welfare, spiritual, counselling and recreational services.

These services are important in sustaining prisoners' physical and mental health, counteracting the detrimental effects of imprisonment and encouraging positive personal development from within. Current shortages of specialist staff, particularly psychologists, is creating difficulties in providing the full range of services at some institutions. There are also difficulties in service delivery due to accommodation difficulties at some institutions.

Prisoner Health

The Prison Service is committed to providing health care to prisoners at a standard at least equivalent to public health care in the wider community. A primary health care service is provided in the prison system by prison doctors, nurse officers/medical orderlies as well as by psychiatric and dental services. Prisoners requiring secondary care are transferred to general hospitals for treatment. In-patient psychiatric care for prisoners with mental health problems is provided at the Central Mental Hospital insofar as accommodation there allows.

Recent research studies have highlighted significant health problems in the prisoner population. A *General Health Care Study of the Irish Prisoner Population* found that reported levels of excellent or very good health were lower than that of the general population and that there were indicators of higher levels of mental illness amongst prisoners. A two-part report on Hepatitis B, Hepatitis C and HIV in Irish Prisoners disclosed very high rates of

Hepatitis C amongst drug-using prisoners, as well as significant numbers with Hepatitis B and HIV infection.

Healthcare for prisoners is not only a duty of care of the Prison Service, it is also in the interest of the health of the community generally. A review of the structure and organisation of prison health care services by an Expert Group was being prepared for publication as this Statement went to print. The Group's report will inform the structure and delivery of prisoner health care services over the next five or more years.

The Steering Group on Prison-Based Drug Treatment Services, which has a substantial healthcare element to it, published its *First Report* in July, 2000. It proposes a systematic and partially centralised approach to drug treatment services in the prison system, with significant focus within the Mountjoy Prison Complex. The report calls for a multidisciplinary approach to the drug problem in prisons with substantial Eastern Regional Health Authority input.



Standards

The introduction of industry standards for kitchen hygiene has proved very successful in the Prison Service. Standards have improved in all kitchens and some of them now hold the highly coveted Q mark Awards of Excellence. It is hoped to replicate this success in the area of prisoner care generally by introducing benchmark standards against which performance can be measured by means of regular audit.

Focus in 2001-2003

The focus in the area of prisoner care in 2001-2003 will be on (i) defining and operating care and service standards in all institutions and (ii) ensuring that adequate resources are in place to meet the Service's obligations to prisoners in this area. More specifically, the Prison Service will need to take on board the recommendations of the Psychology Service Review Group,

the Probation and Welfare Service Review Group, the Prison-based Drug Treatment Group as well as the recommendations contained in the recently completed report of the Prisoner Healthcare Review Group.

Strategies

- Strategy 6: Provide for the personal well-being of prisoners
- Strategy 7: Help prisoners maintain their relationships with family and the community
- Strategy 8: Ensure medical and psychiatric care for prisoners to a standard consistent with that which applies in the community generally
- Strategy 9: Respect and uphold the rights and entitlements of prisoners
- Strategy 10: Provide Quality Care for prisoners consistent with community standards



Targets

Strategy 6:

Provide for the personal well-being of prisoners

Targets

- 6.1 Make arrangements for a designated drug-free area in all closed prisons by end-2003
- 6.2 Multi-disciplinary Suicide Prevention Groups at Institution-level to meet at least quarterly to review implementation of suicide prevention measures and consider new initiatives in the interest of ensuring best practice. Representatives of each of the Groups to participate in an annual forum to facilitate information sharing

Strategy 7

Help prisoners maintain their relationships with family and the community

Targets

- 7.1 Examine, by end-2001, the visiting hours and the potential for visits by appointment, including the possibility of Sunday appointments, in the interest of more family-friendly visiting arrangements
- 7.2 Design and implement arrangements to enable prisoners maintain family and community contact, including contact with support agencies, using new prisoner telephone systems to be installed in each institution by end-2003 (See Estate and Facility Management)
- 7.3 Examine and report by end-2001 on the possibility of increased levels of telephone contact between prisoners and their families and community-based support services

- 7.4 Make provision in the Business Plans for each institution for measures to be put in place by end-2001 to help prisoners keep in touch with the wider community through improved access to the written and spoken media
- 7.5 Continue and extend the on-going dialogue with the Probation and Welfare Service and at least two local authorities on the provision of post-release accommodation to prisoners against the background of the current difficult housing situation

Strategy 8

Ensure medical and psychiatric care for prisoners to a standard consistent with that which applies in the community generally

Targets

- 8.1 Implement all accepted recommendations, subject to resource provision, contained in the Report of the Prisoner Healthcare Review Group by end-2003
- 8.2 Define in 2002 broad-base medical care standards for prisoners for incorporation in the Business Plans of institutions
- 8.3 Improve purchase, storage, dispensing and administration of medicines to prisoners by mid-2002
- 8.4 Improve the necessary links with the wider community to ensure continuation of medical treatment for prisoners at the times of committal and release
- 8.5 Pursue improved arrangements for treatment of prisoners with mental health problems, including improved access to the Central Mental Hospital and local Psychiatric Hospitals, where appropriate, for those who require specialist residential care and report on progress achieved by mid-2002



Strategy 9

Respect and uphold the rights and entitlements of prisoners

Target

- 9.1 Support the process of prisoner induction by providing, by mid-2003, an information booklet to each person at the time of committal which explains prisoners' entitlements and local prison regimes and services (taking into account the provisions of the proposed new Prison Rules, including requirements in relation to foreign nationals)

Strategy 10

Provide Quality Care for prisoners consistent with community standards

Targets

- 10.1 Establish a multi-disciplinary group to define and develop Service-wide standards for prisoner care by end-2002
- 10.2 Maintain and, where possible, enhance the good rapport which generally prevails between prisoners and staff across the prison system and measure this by means of an annual, appropriately-designed questionnaire for both prisoners and staff by end-2003
- 10.3 Complete a first evaluation of practice against defined care standards by end-2003

'Every effort shall be made to ensure that the regimes of the institutions are designed and managed so as:

...to provide opportunities for prisoners to develop skills and aptitudes that will improve their prospects of successful resettlement after release.'

'Regimes should include:

...Spiritual support and guidance and opportunities for relevant work, vocational guidance and training, education physical education, the development of social skills, counselling, group and recreational activities...'

(Rules 65 and 66, European Prison Rules)

Promoting Rehabilitation and Integration

5

Chapter 5

Promoting Rehabilitation and Integration

Context

The Prison Service is committed to helping prisoners to develop their sense of responsibility and encouraging those attitudes and skills which will assist them to return to society with the best chance of leading law abiding and self-supporting lives after release. This commitment is in line with Rule No. 3 of the European Prison Rules.

Well resourced prisons can create an environment in which offending behaviour can be directly addressed, in a therapeutic manner when necessary, in a way which is complemented by educational, medical, vocational training and other services. The aim must be to help the prisoner return to live as a law abiding member of the wider community having reduced the risk to society of further offending.

Interventions and programmes

The Prison Service employs a number of means to encourage prisoners to bring about positive development within themselves, including

- individual and group counselling on offending issues
- programmes in the areas of education, vocational training and lifeskills
- drug treatment
- specific programmes to address criminogenic factors (Thinking Skills, Anger Management and Sex Offender Treatment Programmes)
- one-to-one counselling and support, and
- facilitating the involvement of voluntary organisations in providing appropriate prisoner support services.



Ideally, the process of assisting a prisoner's personal development should begin at an early stage in the sentence with the preparation of a sentence programme. Until now, difficulties posed by prison overcrowding and poor prison conditions generally militated against the operation of such programmes. However, the achievement of a more stable prisoner population as well as improved education, training and services for addressing factors that directly contribute to offending behaviour are combining to create new opportunities in this area. New opportunities are also emerging to pursue partnerships with community-based organisations in the interest of developing better pre and post-release supports for prisoners.

Positive Sentence Management

Over the period of this Statement, the Prison Service should be in a position to better define and elaborate positive sentence management as outlined in *'Management of Offenders: A Five Year Plan'* (Department of Justice, 1994).

This will involve a planned approach to managing the prisoner's time in custody to ensure that it is used productively and that the detrimental effects of imprisonment are minimised. It will involve initial and periodic assessment of individual prisoners and active consultation with them in determining what programmes, training or education courses they should follow and what specialist assistance they require to help them address particular needs.

Later in the sentence after progress is achieved, sentence management will be concerned with possibilities for structured temporary release as part of the prisoner's personal programme. The Positive Sentence Management process should advocate and pursue the possibilities for establishing post-release support, including supervised temporary release, appropriate accommodation, training, education, employment and, where appropriate, therapeutic intervention.

New Director of Regimes

Implementing positive sentence management will be a key task of the new Directorate of Regimes. The Directorate, which will be headed by one of the Service's five Directors, will comprise a multi-disciplinary team of staff with diverse responsibilities in relation to prisoner programmes. Its establishment will be an important first step in the re-balancing of the Service's custodial and care/rehabilitation functions.

Prison Programmes

There follows an explanatory note on the more significant prisoner programmes and services made available to prisoners:

Education

Education in prison is provided in partnership with a range of educational agencies in the community including the VEC's, Public Library Services, colleges and the Arts Council. Broad programmes of education are made available which generally follow an adult education approach.

Participation in education in prisons in Ireland is high by international standards: half of all prisoners take part in some classes and outside Mountjoy and Cloverhill this rate tends to be higher still.

Since the 1990's, most Prison Education Units have become significantly involved in areas that address offending behaviour or the personal problems of prisoners, through pre-release courses, post-release support, health education, addiction awareness, anger management, group skills, parenting etc. Very often such courses or activities are run on a multi-disciplinary basis. Since 1990, Physical Education has radically changed to a focus on health and fitness for all and this area, too, has involved multi-disciplinary teamwork between teachers and Prison Officers who work as Gym Instructors.

Work Training

The Work and Training programme operates at each prison. It organises the necessary services such as catering and laundry, as well as workshops covering metalwork, printing, computers, braille, woodwork, construction, clothing manufacture, craft, farming, horticulture, indexing, painting and decorating, upholstery, baking, electronics etc. It provides work and training opportunities for prisoners whilst ensuring a high quality of service delivery within the prison.

Work and Training provides structured vocational training so that people in custody can acquire the skills they may require to obtain employment after their release. Through the CONNECT programme (see below), the range and quality of vocational training opportunities for prisoners is being enhanced greatly at present, including the wider use of certification along with appropriate external accreditation. At present accreditation is provided by FAS, the National Tourism Certification Board, the City and Guilds of London, the National Council for Vocational Awards, Dublin City Libraries, etc.

CONNECT Project

The CONNECT Project has operated in Mountjoy Prison and the Training Unit since 1998. The objective of the project is to create effective pathways for prisoners to follow from custody to employment after release. Central to this is the preparation of an individualised vocational programme plan which takes a holistic perspective towards prisoners' vocational needs and which involves the prisoner in planning how to use the services that are available both inside and outside the prison system in a co-ordinated manner to achieve his/her goals.

There is substantial funding from the National Development Plan for Ireland 2000-2006 for both the CONNECT project and the development of related supports in the wider community under the aegis of the Probation and Welfare Service. Success in these initiatives will raise new opportunities for the Prison and Probation Services at national and local level to

influence other State services and the social partners in seeking support for programmes aimed at prisoners' integration/re-integration.

Probation and Welfare

Officers of the Probation and Welfare Service make themselves available to newly committed prisoners to ascertain and provide assistance with immediate issues arising from imprisonment. The Service also has an active role during the course of the prisoner's sentence in helping maintain links with family and community agencies, encouraging offenders to address their offending behaviour and engaging prisoners in individual counselling and group counselling programmes such as offending behaviour, addiction, violence and sex offending. The Service also provides supervision in certain cases under temporary release provisions.

Probation and Welfare Officers working in prisons utilise the Service's community-based network of staff, projects and facilities which are available on a national basis. The network facilitates local family contact as necessary and support for the person on release from prison into the wider community.

Chaplaincy Service

Prison Chaplains promote the spiritual and pastoral welfare of prisoners and also participate with other services in the secular care of offenders. The work of the Chaplaincy Service involves extensive contact with prisoners on personal and family matters as well as other issues which arise in relation to their confinement in prison.

Drug Treatment

The Prison Service adopts a multi-faceted approach to drug treatment. This involves provision of detoxification, methadone maintenance, education programmes, an information forum, addiction counselling, drug therapy programmes and the operation of drug-free areas. The *First Report of the Steering Group on Prison-Based Drug Treatment Services* proposes a systematic and partially centralised approach to drug treatment services in the prison system, based to a considerable degree on the Mountjoy Prison Complex. Implementing the report's

recommendations will involve a multidisciplinary approach to the drug problem with substantial input from the Health sector, especially the Eastern Regional Health Authority.

Sex Offender treatment

Sex offenders comprise approximately 1 in 7 of the total prisoner population (circa 400 at June, 2001). A sex offender treatment programme has been operating in Arbour Hill Prison since 1994. A similar programme has been operating in the Curragh Place of Detention since 2000. Plans to develop a new multi-disciplinary sex offender treatment programme are well advanced. A steering group overseeing this work is in place with a research consultant engaged in preparing a treatment manual for this purpose. This programme will see Prison Officers directly engaged in co-delivering a structured rehabilitation programme for sex offenders. It is hoped to introduce this programme early in 2002.

Thinking Skills

The Thinking Skills Course is an offending behaviour programme delivered by multi-disciplinary teams, including Prison Officers. The aim of the course is to equip participants with a range of problem solving skills and social skills, that will make it easier for them to avoid criminal behaviour and to engage in legitimate activities. Currently, six Thinking Skills Courses are undertaken annually, two in Arbour Hill, two in the Curragh Prison and two in Cork Prison. Each course caters for eight offenders. The target for the next three years is twofold:

- a) to maintain the current level of course delivery in Arbour Hill, Curragh Prison and Cork Prison. New course tutors will be trained as required
- b) to adapt the present programme for use with young offenders.



Accreditation of programmes targeting offending behaviour

It is important that prisoner programmes directly addressing factors related to offending behaviour are accredited in accordance with best international practice. This involves establishing appropriate accreditation procedures and accreditation panels that include internationally recognised experts in the relevant area. The Prison Service intends to pursue this course by establishing accreditation for sex offender treatment in 2002 and accreditation for the Thinking Skills programme in 2003.

Focus in 2001-2003

The key task in 2001-2003 will be the elaboration of positive sentence management as a mechanism for effective integration and co-ordination of all services and programmes designed to collectively meet the complex and diverse needs of offenders. Important aspects of this task are the building of partnerships and

alliances with the wider community and the development of a co-ordinated approach to the delivery of drug treatment, education, multi-disciplinary programmes and a more widely available CONNECT project.

Establishment of the new Directorate of Regimes will be an important early step in helping to enhance positive sentence management.

Strategies

Strategy 11 Elaborate positive sentence management

Strategy 12: Develop and maintain activity programmes for prisoners

Strategy 13: Address Offending Behaviour

Strategy 14: Evaluate effectiveness of prisoner programmes



Targets

Strategy 11

Elaborate positive sentence management

Targets

- 11.1 Establish a Working Group to plan the introduction of a positive sentence management programme in all prisons for all prisoners, including an implementation schedule, by June, 2002, taking into account proposals for integrated use of all prison places (See Custody of Prisoners)
- 11.2 Implement by end-2003, accepted recommendations of the Working Group on Open Centres which is due to report by end-2001
- 11.3 Maintain the prisoner participation rate in education at 50% against the background of increases in the prisoner population
- 11.4 Review the education curriculum by September, 2002 to ensure its continuing relevance to prisoner needs
- 11.5 Extend parenting courses, which currently run in about half of all prisons, to all prisons where they are appropriate
- 11.6 Implement the recommendations of the report of the Physical Education Development Group, *'Physical Education in the Irish Prison System'*.
- 11.7 Introduce the CONNECT project in all prisons by end-2003 with appropriate local and central arrangements

- 11.8 Implement accepted recommendations of the Prison-based Drug Treatment Review Group by end-2003

Strategy 12

Develop and maintain activity programmes for prisoners

Targets

- 12.1 Implement the structural plan to improve prison library services by end-2002
- 12.2 Make provision in the initial Business Plan for each Institution (December, 2001) for a programme of interaction with the wider community

Strategy 13

Address Offending Behaviour

Targets

- 13.1 Each institution to deliver at least one multi-disciplinary programme per annum addressing offending behaviour relevant to its own prisoner population from 2002
- 13.2 Establish, by July, 2002, an Offender Behaviour Programme Unit within the new Regimes Directorate to develop and monitor prisoner programmes
- 13.3 Implement a new multi-disciplinary treatment programme for sex offenders before end-2002

Strategy 14

Evaluate effectiveness of prisoner programmes

Targets

- 14.1 Evaluate the effectiveness of all prisoner programmes by end-2003
- 14.2 Ensure that at least 50% of work training courses are pursued to recognised certification levels by end-2003
- 14.3 Establish an accreditation panel reflecting best international practice for all sex offender programmes by end-2002
- 14.4 Establish an accreditation panel reflecting best international practice for all thinking skills programmes by end-2003





Managing Human Resources

Chapter 6

Managing Human Resources

Context

The staff of the Prison Service represent the single most significant resource in the prison system. It is the commitment and expertise of staff at central and local levels in the Service, allied with the important supports provided by staff of other Services operating within the prison system, that will be key to achieving the objectives of this Strategy Statement.

Coping with change

In recent years, staff at all levels in the Prison Service have shown themselves to be capable of effecting change by coping with substantial expansion in the prison system and adapting to new systems, programmes and procedures. Further extensive change lies ahead during the lifetime of this Statement. The readiness of staff to embrace this change will be crucial if the Prison Service is to develop towards its full potential.

New Independent Service

The forthcoming Prison Service Bill will provide for the transfer of Prison Service grades, General Service grades and specialist staff from the Department of Justice, Equality and Law Reform to the new independent Prison Service. The terms and conditions of transfer to the new Service are currently under negotiation at Departmental Council. It has already been agreed that staff of the new Service will have civil service status and representation on the statutory Prison Board.

The formation of the new agency will create a new dynamic in the operation of the prison system. For the benefit of the new Service and individual staff, the Prison Service is committed to creating a strong sense of esprit de corps by fostering greater common purpose among staff at all levels in the Service.

Policies and Procedures

The Prison Service seeks to maintain fair and effective policies and procedures covering staff recruitment, promotion, retirement, attendance, welfare and discipline. These are grounded in agreements reached with the staff associations through the conciliation and arbitration process. The Prison Service is committed to a policy of equal opportunity having regard to the provisions of the Employment Equality Act, 1998. The new Prison Service will have its own Conciliation Council in the interest of maintaining good industrial relations.

Staff Resources

Over the past three years, the Prison Service has been fortunate in recruiting significant numbers of enthusiastic staff to undertake the additional workload generated by the expansion of the prison system. Further staffing appointments will be made in the period 2001-2003 to (i) complete the top level management structure in the new Prison Service, (ii) develop the planned new Headquarters Directorates and (iii) ensure appropriate staffing at all levels in the institutions. The Prison Service is confident that, in general, sufficient numbers of eminently suitable candidates for appointment will be forthcoming.

It is already apparent, however, that there are difficulties in attracting candidates for some specialist positions in the Prison Service such as psychology posts. The Prison Service is prepared to be flexible and explore creative solutions to these difficulties including ways of making posts more attractive to potential candidates.

Human Resource Management

The Prison Service is conscious of its obligations arising from the programme for Prosperity and Fairness, in particular, the obligations to advance Partnership and introduce Performance Management and Development.

There is a central Partnership Committee in place in the Prison Service for some time and arrangements are in hand to extend Partnership at institution level following its operation on a pilot basis in St Patrick's Institution.

Headquarters staff are currently being trained in the operation of the Performance Management and Development System agreed at the General Conciliation and Arbitration Council. Negotiations are about to commence on a Performance Management and Development System for Prison Service staff in the institutions.

Organisational flexibility

The *Report of the Prison Service Operating Cost Review Group (1997)* recommended restructuring of working arrangements in the prisons. A Staffing and Operations Review Team (SORT) was later established to (i) assess the man-hours required to deliver agreed regime activities and services and (ii) recommend associated systems of staff attendance and deployment practices.

Negotiations with the Prison Officers' Association on the implementation of the 'SORT' recommendations has commenced. A successful outcome to the negotiations would open the way to (i) greater flexibility and responsiveness in service delivery at institution level and (ii) new opportunities for staff.

Training and Development

Training and development of staff will play a key role in moving the Prison Service forward. The Prison Service recognises the value of well-motivated and proficient staff in seeking to achieve its mission. The service is committed to making a significant impact on organisational performance through the provision and delivery of high-quality training programmes.



At present, the delivery of training for staff in Prison Service grades is restricted by the requirement to replace trainees on overtime. In the context of a successful outcome to the negotiations on the restructuring of working arrangements referred to above, this will no longer be the case. In such circumstances, a training and development system would be needed, which would support a new ethos committed to achieving a standard of excellence through valuing and developing the skills, talents and abilities of all who work in the Prisons Service. The focus for the years 2001-2003 will be on providing training incorporating a competency-approach that will help develop the relevant skills required to enable staff to work effectively at all levels in the Service.

Welfare of Staff

The Prison Service recognises that the health and well being of its staff is critical to the delivery of its overall strategic objectives. It is committed to creating a positive working environment by providing a framework of Welfare and Staff Support Services for all staff. These services acknowledge that an employee can experience personal or work related

problems, the early resolution of which by way of support and/or referral can ensure a return to effective performance to the benefit of both the employee and the organisation. The Prison Service is committed to maintaining its Welfare and Staff Support services to the highest standards through training and policy development to meet the changing needs of the Prison Service.

Strategies

Strategy 15: Maintain satisfactory industrial relations

Strategy 16: Human Resource Management

Strategy 17: Promote Partnership arrangements in the Prison Service

Strategy 18: Recruitment, promotion and retention of staff

Strategy 19: Staff training and development

Strategy 20: Greater flexibility/responsiveness

Strategy 21: Staff Health and Safety

Strategy 22: Maintain and develop Welfare and Support Services to staff



Targets

Strategy 15

Maintain satisfactory industrial relations

Targets

- 15.1 Agree, by end-2002, a protocol for handling IR issues at central and local levels
- 15.2 Agree procedures for minimum cover by end-2001
- 15.3 Design an industrial relations training programme for managers and supervisors by end-2002
- 15.4 Establish a new Conciliation and Arbitration Council for the new Prison Service in 2003 following the coming into force of the Prison Service Bill
- 15.5 Provide continued co-operation to the Public Service Benchmarking Body

Strategy 16

Human Resource Management

Targets

- 16.1 Agree and implement a Performance Management and Development System for Prison Service grades by end-2002
- 16.2 Provide HR support by end-2001 for administrative and professional grades who transfer from the Department of Justice, Equality and Law Reform to Prison Service Headquarters
- 16.3 Introduce a new attendance policy by mid-2002 which includes recognition for good attendance and performance
- 16.4 Have an up-to-date policy on bullying and harassment in place by October, 2001
- 16.5 Take measures to promote representation of female staff in higher grades commensurate with their representation in the Service generally

Strategy 17

Promote Partnership arrangements in the Prison Service

Targets

- 17.1 Extend Partnership arrangements to all Institutions by end-2002
- 17.2 Prepare a policy statement on partnership in the Prison Service by end-2001
- 17.3 Review all partnership arrangements on an annual basis commencing with a review in 2002

Strategy 18

Recruitment, promotion and retention of staff

Targets

- 18.1 Agree at Departmental Council by October, 2001, the terms and conditions of staff transfers to the new Prison Service, including the terms of secondment of staff from the Department of Justice, Equality and Law Reform
- 18.2 Fill all new senior management and headquarters positions arising out of the transition of the Prison Service to agency status, by end-February, 2002.
- 18.3 Organise a Prison Officer recruitment competition before end-2001
- 18.4 Organise a psychologist recruitment competition before end-2001
- 18.5 Review by end-2002, in conjunction with staff representatives, arrangements for assessment, for promotion purposes, of staff in Prison Service grades
- 18.6 Ensure that promotion panels are in place to fill all vacancies in Prison Service grades as they arise from mid-2002

18.7 Review by end-2002, the effectiveness of the competency-based approach to promotions to Prison Service grades

18.8 Review the career structure for staff in specialist grades by October, 2001

Strategy 19

Staff training and development

Targets

19.1 Carry out a training needs analysis and put in place a comprehensive training and development strategy by mid-2002 to address staff training and development needs. The strategy should make provision for staff training/familiarisation with new developments such as Performance Management and Development and new Prison Rules

19.2 Select multi-disciplinary staff at least six months before the opening of the proposed new separate accommodation for 16 and 17 year old prisoners and provide comprehensive training in its operation and regime

19.3 Review training for senior managers with a view to introducing a new training programme before end-2002

19.4 Implement a training programme for senior managers and users of the new financial management system by mid-2002

19.5 Provide appropriate training by end-2002 to all newly-promoted staff to equip them to perform the duties of the higher post effectively

19.6 Conduct a research project by end-2002 to provide the basis for a staff training programme to promote cultural awareness, communication and racial equality

19.7 Put in place appropriate training for all staff as they become involved in implementing the recommendations of the Steering Group on Prison-Based Drug Treatment Services

Strategy 20

Greater flexibility/responsiveness

Target

20. The team of officials and representatives of staff in Prison Service grades to work out, by mid-2002, the changes in conditions of service required to achieve an attendance regime not dependent on overtime payments

Strategy 21

Occupational Health and Safety

Target

21.1 Establish, by mid-2002, an Occupational Health Unit within the new Prison Service Medical Directorate

21.2 Complete the review of current Safety Statements before end-2001

21.3 Complete a Safety Audit by external professionals by end-2001

Strategy 22

Maintain and develop Welfare and Support Services to staff

Target

22.1 Implement proposals for the publication of annual reports on the utilisation of welfare and staff support services by end of 2002

22.2 Provide an information booklet on Welfare and Staff Support services to all new staff by end-2001

22.3 Publish and ensure implementation of Critical Incident Protocol by end-2001

22.4 Define delivery standards for local staff support officers for incorporation in local business plans for all institutions by mid-2002 and maintain ongoing review of training needs to ensure continuing relevance to plans.



Estate and Facility Management

Chapter 7

Estate and Facility Management

Context

Estate management in the Prison Service is mainly concerned with providing an adequate supply of prison accommodation to modern standards.

Until recently, the portfolio of prison buildings was largely Victorian (and older) institutions in generally poor condition with inadequate sanitary facilities. Conditions were made worse by constant prisoner overcrowding in some institutions, notwithstanding the use of temporary release as a mechanism to control prisoner numbers. Recent years have seen major investment in new and improved prison

accommodation and a transformation in living and working conditions in many prisons.

New Prison Places

The longstanding need for additional prison accommodation to relieve overcrowding was met by bringing over 1,200 additional prisoner places into use in the three years since 1998. This was achieved by opening new prisons (Cloverhill, Dochas Centre and Midlands Prison), as well as adapting and utilising existing state-owned properties for use as prisons (Castlerea and the Curragh) and adding extensions to existing prisons.



Upgrading of existing accommodation

As well as providing additional prison places, considerable progress was made in recent years in upgrading existing prison accommodation. By July, 2001, more than 70% of all prisoners in closed prisons had access to in-cell sanitation and there were widespread improvements in kitchen, visiting, education, library and recreation facilities. There were also substantial improvements to staff accommodation and facilities in several prisons.

Next Steps in the Building Programme

The next phase of the Prison Building Programme envisages the provision of a further 466 prisoner places by end-2003 to:

- eliminate pockets of overcrowding and facilitate movement towards a model of predominantly single-cell accommodation for prisoners, and
- provide separate accommodation for 16 and 17 year old children in anticipation of the coming into force of the relevant provisions of the Children Act.

Improvements to existing prison accommodation will continue with extensive projects at Castlerea, Cork, Curragh, Limerick, Mountjoy and Portlaoise Prisons. The redevelopment of Mountjoy Prison will be carried out in the context of long-term integrated development of the Mountjoy Complex (Mountjoy, St Patrick's Institution, the Training Unit and the Dochas Centre) as visualised by the *Second Report of the Mountjoy Redevelopment Group*. It is intended that Mountjoy Prison will, in the future, play a pivotal role in the Prison Service's response to drug addiction in Irish prisons. Improvements to Cork and Limerick Prisons will include provision for pre-release accommodation outside the perimeter of those prisons.

The design of new and improved prison accommodation is being undertaken in full consultation with local prison management and relevant services, with due regard to the regime needs associated with the particular

prisoner groups being accommodated. Since the operation of institutions dedicated to the custody of 16 and 17 years olds will be a new departure for the Prison Service, the design of this accommodation will be developed in the context of a special study of the regime needs and requirements of this age-group drawing on international experience. The design of new accommodation and the refurbishment programme is also taking into account (i) the need to support multi-disciplinary working at institution level, (ii) the requirement for additional and/or improved accommodation for education, vocational training and other services for prisoners and (iii) the obligations on the Prison Service to implement the recommendations of the National Steering Group on Deaths in Custody.

In addition to providing new and improved prison accommodation, the Prison Service will also provide new Headquarters accommodation for staff at new office premises in Clondalkin, Dublin 22. This will represent a major improvement in office conditions for Headquarters staff and represent an important step in the process of establishing the new, independent Prison Service with its own corporate identity.

Energy and natural resources

The Prison Service is a major user of energy and natural resources in the running of its institutions on a 24-hour, 365-day basis. Energy awareness, water management and waste management will be important strategies for the Service in the period of this Strategy Statement to achieve greater efficiencies and a better environment for all.

Focus in 2001-2003

The focus of estate management in the period 2001-2003 will be on continuation of the Building Programme to provide 466 new prison places, redevelopment of Mountjoy Prison in the context of long-term integrated development of the Mountjoy Complex and refurbishment of existing prison accommodation.

Strategies

- Strategy 23: Implement the Prison Service Accommodation Programme
- Strategy 24: Continue to develop modern prison technological supports in meeting operational needs
- Strategy 25: Contribute to improvement of the environment taking into account relevant statutory and non-statutory requirements
- Strategy 26: Review the provision of maintenance for the prison estate, including plant and equipment, in relation to standards and procedure for service delivery

- 23.5 All new/refurbishment projects to provide mainly single cell accommodation such that, by end-2003, at least 65% of prisoners will have their own cell at current prisoner population levels
- 23.6 Provide in-cell sanitation in all new and refurbished cell accommodation such that more than 85% of all prisoners will have 24-hour access to sanitary facilities by end-2003
- 23.7 Provide new Headquarters accommodation for the Prison Service by end-November, 2001

Strategy 24

Continue to develop modern prison technological supports in meeting operational needs

Targets

Strategy 23

Implement the Prison Service Accommodation Programme

Targets

- 23.1 Provide 466 new prison places by end-2003
- 23.2 Undertake major phased refurbishment of closed prisons at Cork (Phase 1 already in progress), Portlaoise (Phase 1 to commence before end-2001), Limerick (Phase 1 already in progress) and the Curragh (Phase 1 to commence before end-2001), including the provision of new/improved facilities for education, vocational training and recreation
- 23.3 Commence a programme of major refurbishment at Mountjoy Prison in late-2001 with a view to completion of Phase 1 by end-2003
- 23.4 Provide 150 places in purpose-built accommodation for 16/17 year olds in Cork (40 male) and Dublin (90 male, 20 female) by end-2003 in line with the provisions of the Children Act

Targets

- 24.1 Stipulate advanced locking and control systems in plans for all future building and refurbishment works with immediate effect
- 24.2 Launch a comprehensive policy on the use of CCTV in prisons and places of detention by end-2002
- 24.3 Extend the use of the fully-integrated Building Management System to all major closed prisons by end-2003 in the light of experience at Wheatfield Place of Detention
- 24.4 Provide programme-controlled prisoner telephone facilities in all prisons by mid-2002

Strategy 25

Contribute to improvement of the environment taking into account relevant statutory and non-statutory requirements

Targets

- 25.1 Launch a waste management policy for the Prison Service by end-2001

- 25.2 Complete an audit of energy usage by end-2003
- 25.3 Remove, by end-2001, Category 1 and 2 asbestos materials from all institution buildings identified in the course of audit
- 25.4 Implement the agreed recommendations of the fire vulnerability study by mid-2002
- 25.5 Engage a full-time Fire Officer for the Prison Service (or implement an appropriate alternative measure) by mid-2002

Target

- 26 Have external consultants review and advise on the provision of maintenance for the prison estate before end-2001

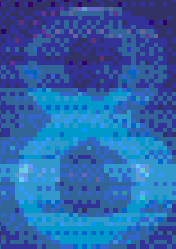
Strategy 26

Review the provision of maintenance for the prison estate, including plant and equipment, in relation to standards and procedure for service delivery





Corporate Development



Chapter 8

Corporate Development

Context

Legislation is being prepared to establish the Irish Prison Service as a statutory agency independent of the Department of Justice, Equality and Law Reform. Allowing for the drafting of the legislation, its passage through all stages in the Oireachtas and the making of a commencement order, the new agency should come into being in 2003. Pending the enactment of the legislation, the Prison Service will be organised on an agency basis, within the existing legal framework, before the end of this year.

As a new agency, the Prison Service will need to develop a corporate identity. This will be important in fostering greater unity and common purpose among its 3,400 staff spread over more than twenty locations across the State.

New Working Relationships

Transition to agency status will involve a new set of relationships both inside and outside the Prison Service. New internal working relationships will arise in the context of the establishment of:

- enhanced multi-disciplinary structures at central and institution levels; and
- devolution of authority and accountability to institution level.

Externally, the Prison Service will need to develop new corporate relationships, especially with the Department of Justice, Equality and Law Reform. Special relationships will also need to be maintained and, where possible, enhanced with organisations which provide direct services to prisoners, including the Health Boards, Probation and Welfare Service and the Vocational Education Committees. This will be particularly important in the management of new prisoner programmes. More generally, the intention will be to develop new cross-agency and multi-disciplinary approaches to service delivery, supported by more extensive research and shared management information.

Focus in 2001-2003

The Report of the Expert Group *'Towards an Independent Prisons Agency'* saw the new Prisons Agency as *'the motor for change and development in the prison system'*. Considerable progress has been made in preparing for transition to the new Agency. The next phase of change will involve the establishment of the Agency itself pursuant to the proposed Prison Service Bill and the implementation of a comprehensive management and development programme in line with the recommendations of the Expert Group.

- the new statutory, non-executive Prison Board which will oversee the operation of the Prison Service
- the new emerging management structure comprising the Director General and five Directors
- an expanded Prison Service Headquarters with new and better resourced Directorates

Strategies

- Strategy 27: Manage the transition of the Prison Service to statutory, independent agency status
- Strategy 28: Implement the Strategic Management Initiative in the Prison Service
- Strategy 29: Improve internal and external communications
- Strategy 30: Adopt a corporate business approach
- Strategy 31: Support the development of penal policy

- 27.2 Establish new liaison and reporting arrangements with the Department of Justice, Equality and Law Reform by November, 2001 to facilitate operation of the new Prison Service, on an administrative basis, with effect from end-2001
- 27.3 Prepare a programme for business and organisational change required on foot of the provisions of the Prison Service Bill within six months of its publication

Strategy 28

Implement the Strategic Management Initiative in the Prison Service

Targets

Strategy 27

Manage the transition of the Prison Service to statutory, independent agency status

Targets

- 27.1 Finalise management structures for the new Prison Service by end-2001

Targets

- 28.1 Prepare by December, 2001, Business Plans for each institution and Headquarters Directorate
- 28.2 Prepare a Customer Action Plan by end-April, 2002.



Strategy 29

Improve internal and external communications

Targets

- 29.1 Establish, by end-2001, a Communications Group to review and report on communications - external and internal - in the Prison Service
- 29.2 Publish all annual reports, policy documents and working party reports on the Prison Service website as part of its on-going development and enhancement

Strategy 30

Adopt a corporate business approach

Targets

- 30.1 Conclude a Service Level Agreement with the Probation and Welfare Service by end-2001 and open discussions with education providers in the prisons and with Health Boards with a view to concluding similar agreements
- 30.2 Establish a multi-disciplinary group to make recommendations by April, 2002 on developing corporate identity in the Prisons Agency

30.3 Publish a biennial report on the Prisons and Places of Detention for the years 1999/2000 by end-2001

30.4 Publish, by July, 2002, an annual report for 2001, incorporating statistics generated from the new Prisoner Records System

Strategy 31

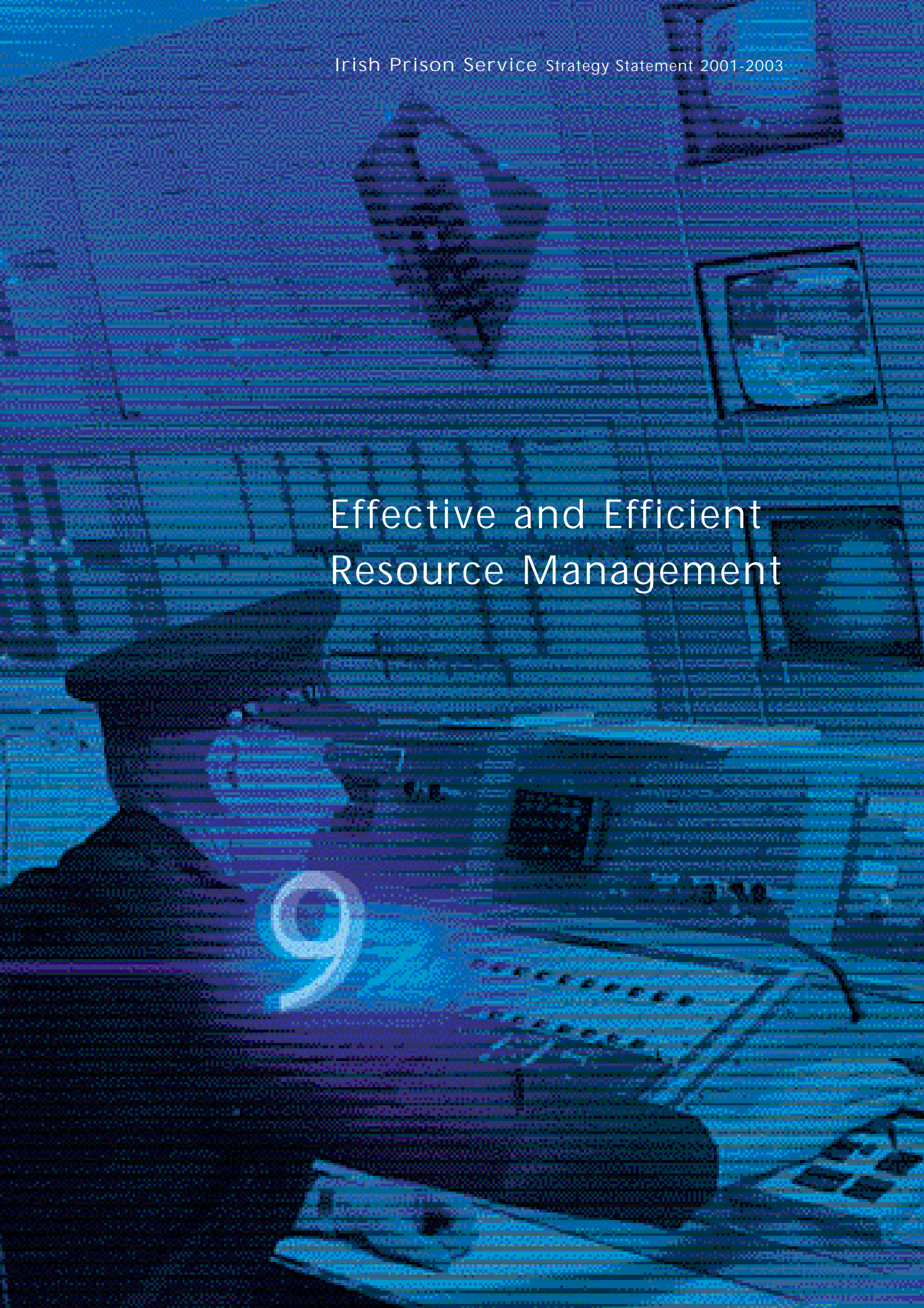
Support the development of penal policy

Targets

- 31.1 Establish a standing Research Policy Group by January 2002 to identify the on-going research needs of the Prison Service and make research proposals to the Research Unit, Department of Justice, Equality and Law Reform
- 31.2 Establish an Ethics Committee by end-November, 2001 to screen external proposals for research involving the prisoner population and monitor research practice
- 31.3 Create by end-June, 2002, a central library at Prison Service Headquarters of all Irish and international prison-related publications
- 31.4 Create a central database of prison policy documents by end-December, 2001 and facilitate IT access to it from all Prison Service locations



Effective and Efficient Resource Management



Chapter 9

Effective and Efficient Resource Management

Context

The Irish Prison Service is committed to providing value for money. With an annual budget of more than IRE200m (253.95m Euros), the Service is acutely aware that it is obliged to deliver a quality service, making best possible use of the human, financial, technological and other resources put at its disposal.

The *Report of the Prison Service Operating Cost Review Group* (1997) established that, while the cost of imprisonment is high internationally and a great deal of variation in cost undoubtedly exists, Irish costs are significantly out of line with those in other jurisdictions. Some of the factors which push up Irish costs, such as the design and age of prisons, are not amenable to short or medium-term resolution. However, other relevant factors such as staffing levels, attendance arrangements, overtime working, absence of information technology, stores management and procurement are being addressed.

Human Resources

Chapter 5 is devoted exclusively to human resources in the Prison Service. The key future development outlined in that Chapter is the negotiation of new, more flexible working arrangements for staff at institution level. As well as ensuring greater efficiency and effectiveness generally, a more flexible and responsive service is crucial if new approaches to prisoner care and rehabilitation, such as positive sentence management and multi-disciplinary programmes, are to become a reality.

Information Technology

A major investment programme in information technology for the Prison Service was launched in 1998.

Key IT systems being delivered in the current year include a Prison Records System, Staff Time and Attendance System (linked to payroll), a Prisoner Medical Records System and a Financial System. Further developments planned for 2001-2003 include a Personnel System, a Management Information System and definition of the Service's contribution to e-Government.



The new and planned IT systems will contribute to greater efficiencies in the Prison Service. They will also help fill major gaps in management information and ensure better on-going monitoring of performance. At a broader level, the new systems will offer the possibility of efficient information exchange with other criminal justice agencies and both the systems themselves and their associated infrastructure will be developed in a manner which will facilitate this.

Financial Management

Better financial management in the Prison Service is essential to making best possible use of the resources provided to the Service. In line with its commitment to better financial management, the Prison Service has appointed professional accountants to two new senior positions - Director of Finance and Assistant Director of Finance. The new appointees are responsible for development of new financial systems in the Prison Service with a view to controlling costs and ensuring better value for money. Initial concentration will be on generating more relevant and timely financial management information.

Focus in 2001-2003

There is already a clear picture of what needs to be done to bring about more effective use of resources in the Prison Service. The period to mid-2002 will be about completing the organisational arrangements to support change i.e. (i) new agreement on working arrangements in the institutions, (ii) new financial procedures and reporting systems and (iii) new IT systems to support work processes and make management information more accessible.

Strategies

Strategy 32: Ensure greater organisational flexibility

Strategy 33: Exploit the full benefits of information technology

Strategy 34: Improve prisoner escort arrangements

Strategy 35: Improve financial management

Targets

Strategy 32

Ensure greater organisational flexibility

Targets:

- 32.1 Joint team of officials and representatives of staff in Prison Service grades to work out, by mid-2002, the changes in conditions of service required to achieve an attendance regime not dependent on overtime payments (See Chapter 6)
- 32.2 Ensure that developmental needs of staff are fully met to enable the delivery of new prisoner programmes and services (CONNECT, Drugs awareness, sex offender treatment programmes, operation of new facilities for 16/17 year olds etc)
- 32.3 Establish a Central Purchasing Unit at Prison Service Headquarters by end-2002

Strategy 33

Exploit the full benefits of information technology

Targets

- 33.1 All key features of the Prisoner Records Information System to be operational in all institutions by end-2001
- 33.2 All key features of the Prisoner Medical Records System to be operational in all institutions by mid-2002
- 33.3 All IT elements of the Time and Attendance System, including Information Booths, to be operational in all institutions by mid-2002
- 33.4 Furnish the new Prison Service Headquarters with a complete IT infrastructure, including access to key systems and technical support systems, by end-April, 2002

33.5 Complete, by end-2001, the roll-out of key infrastructure to all Prison Service sites

33.6 All features of the Financial System to operate live in all institutions by end-2002

33.7 Complete a requirements analysis for a Management Information System by end-November, 2001 with a view to implementation in 2002

33.8 Implement a new computerised Human Resource Management System on a phased basis commencing in 2002 with a view to completion by end-2003

33.9 Establish, by end-2001, a full support service for all IT systems and infrastructure

Strategy 34

Improve prisoner escort arrangements

Targets

34.1 Review prisoner escort requirements and make recommendations for future escort provisions by end-2001

34.2 Report on the feasibility of using videolink between prisons and courts by end-2001

Strategy 35

Improve financial management

Targets

35.1 Ensure the timely dissemination of financial information for management and budgetary control purposes by end-2001

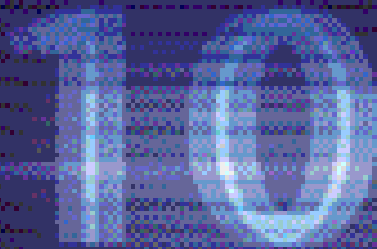
35.2 Establish Wheatfield Place of Detention as the pilot site for the new financial management system by mid-2002 and roll out the new system to all institutions by end-2002

35.3 Roll-out a new system of delegated financial authorities to local managers by end-2002

35.4 Develop a devolved budget framework by end-2003



Planning and Implementation Frameworks



Chapter 10

Planning and Implementation Frameworks

Planning Framework

Bringing forward this Strategy Statement represents successful completion of the first stage of the process of establishing a Prison Service Planning Framework as recommended in the report of the Expert Group, *'Towards an Independent Prisons Agency'*. There are two other stages in the process i.e. (i) development of Business Plans for each Institution and Headquarters Directorate and (ii) providing Performance Management and Development for all staff of the Prison Service.

The completed Prison Service Planning Framework will mirror the Strategic Management Framework outlined in the Programme for Prosperity and Fairness. It will comprise:

- The Strategy Statement, at corporate level, underpinned by detailed
- Business Plans, at Institution/Directorate level, facilitating
- Performance Management, at individual staff member level, to effect improved
- Service Delivery.

Business Plans

Annual Business Plans will be prepared for each institution and Headquarters Directorate. These plans will set out how individual Institutions/Directorates will contribute to achieving the objectives of the Strategy Statement. It is hoped to complete all initial Business Plans by December, 2001.

Performance Management and Development System

Successful implementation of Business Plans is more assured when staff at all levels have a clear understanding of their role, know what is expected of them and have - or can be helped develop - the knowledge, skills and competencies required to deliver an efficient and effective service. This is where Performance Management and Development can be used for the benefit of both the Service and each member of staff.

A Performance Management and Development System has already been agreed at General Council for staff in General Service Grades and Prison Governors. The system is currently being implemented on a phased basis at headquarters level. Discussions will get underway shortly under the umbrella of the Departmental Council to agree a system for staff in all other Prison Service Grades. It is hoped to agree and implement Performance Management and Development for those Grades by end-2002.

Implementation Framework

The Strategy Statement and Business Plans will set out a comprehensive programme of work for the period to end-2003. Making sure that this programme is achieved will require an Implementation Framework.

The Implementation Framework will:

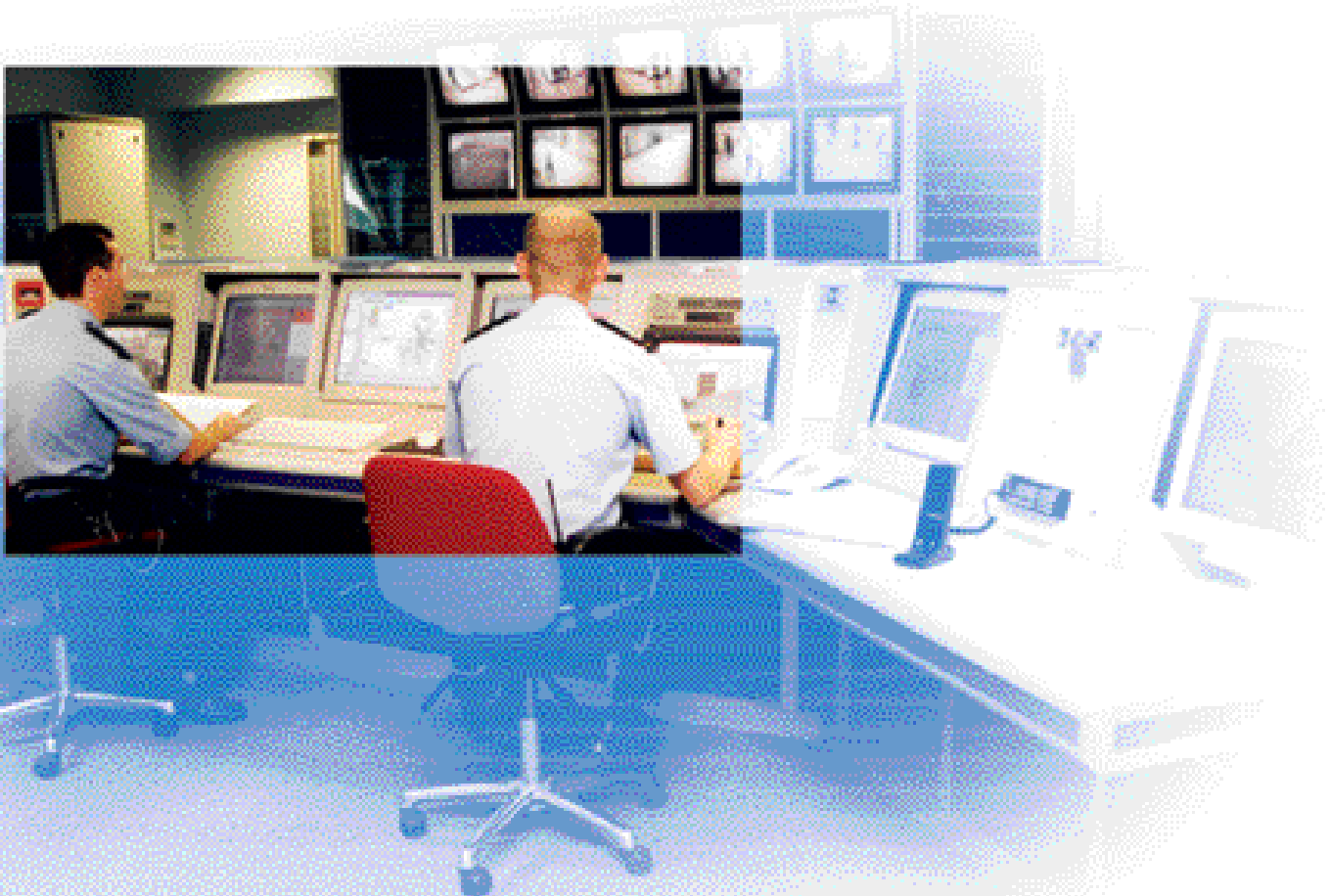
- (i) assign responsibility for achieving specified objectives and targets to individuals and work units in the Prison Service
- (ii) ensure that mechanisms are in place for on-going monitoring and review of performance
- (iii) facilitate updating of Business Plans as required to take account of new circumstances, resource variations and environmental change; and
- (iv) provide for publication of annual progress reports.

The purpose of the Implementation Framework will be to ensure that managing the

implementation of the Strategy Statement and Business Plans becomes a central part of managing the business generally of the Prison Service. The Implementation Framework is still only at an early stage of development. However, it has already been decided to:

- assign responsibility at Director level for implementing the seven strategic objectives of the Strategy Statement
- assign responsibility at Deputy Director and Governor level for implementing Business Plans
- provide for regular review of progress, including reviews by the Interim Board; and
- provide for annual publication of a status report on the implementation of the Strategy Statement, possibly as part of the Prison Service Annual Report.

The Implementation Framework will be critical to ensuring that the Prison Service turns the targets and aspirations of this Statement into reality.





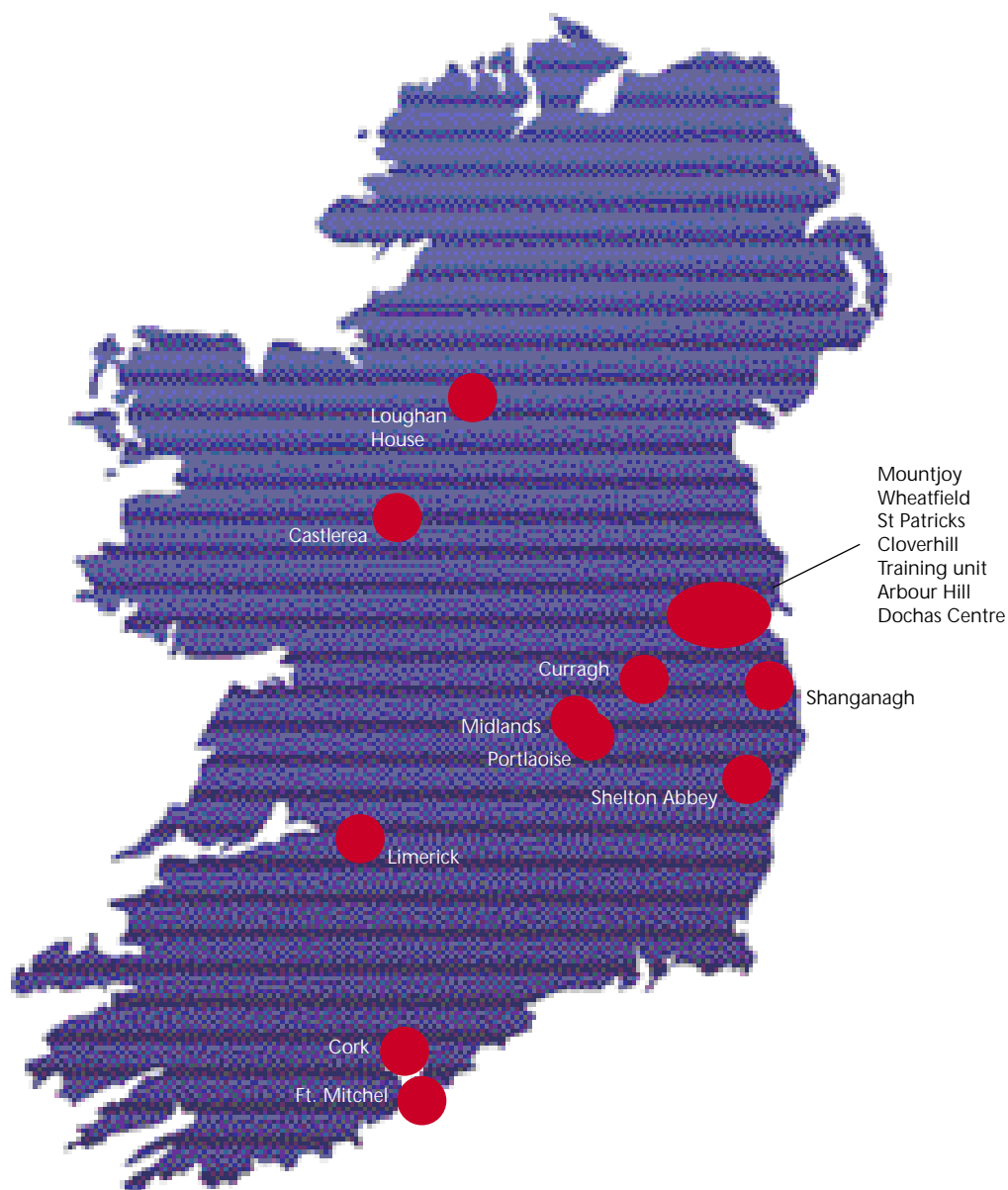
Appendices

Appendix A

Prisons and Places of Detention

Mountjoy Prison North Circular Road Dublin 7	The Curragh Place of Detention The Curragh Co Kildare
Cloverhill Remand Prison Cloverhill Road Clondalkin Dublin 22	Castlerea Prison Harristown Castlerea Co Roscommon
Loughan House Blacklion Co Cavan	Portlaoise Prison Portlaoise Co Laois
Shelton Abbey Arklow Co Wicklow	Arbour Hill Prison Arbour Hill Dublin 7
Wheatfield Place of Detention Cloverhill Road Clondalkin Dublin 22	Fort Mitchel Prison Spike Island Cobh Co Cork
Midlands Prison Dublin Road Portlaoise Co Laois	Training Unit Glengarriff Parade Dublin 7
Cork Prison Rathmore Road Co Cork	Shanganagh Castle Shankill Co Dublin
Limerick Prison Mulgrave St Limerick	St. Patrick's Institution North Circular Road Dublin 7
Dochas Centre Mountjoy Female Prison North Circular Road Dublin 7	

Ireland's Prisons



The Headquarters of the Irish Service (Transition Team) is Floor 3, St. Stephens Green House, Earlsfort Terrace, Dublin 2.

The Prison Service will be moving in winter 2001 to its new Corporate Headquarters in Monastery Road, Clondalkin, Dublin 22.

Website: www.irishprisons.ie

Irish Prison Service

Minister for Justice,
Equality and Law Reform

Secretary General, Department
of Justice, Equality and Law Reform

Prisons Authority
Interim Board

Director General

**Director
of Finance**

**Director of
Human
Resources**

**Director of
Medical
Services**

**Director of
Operations**

**Director
of Regimes**

Institutions

**Remand
Prison**

Cloverhill

**Open/Semi Open
Centres**

**Loughan House
Shelton Abbey
Training Unit
Shanganagh**

**Committal
Prisons
Institutions**

**Castlerea
Cork
Dochas Centre
Limerick
Mountjoy
Portlaoise
St. Patrick's
Institution**

Prisons

**Arbour Hill
Midlands**

**Places of
Detention**

**Curragh
Fort Mitchel
Wheatfield**

Staff/Logistics Support

Building Services Division
Prison Service Training Centre
Employee Assistance Programme

Appendix C

Staffing Structure

	Headquarters		Institutions
Director General	1	Governor - Grade 1	6
Director	5	Governor - Grade 2	15
Deputy Director	8	Governor - Grade 3	1
Assistant Director	4	Deputy Governor	14
Manager	18	Assistant Governor	22
Deputy Manager	32	Assistant Governor/Works	2
Assistant Manager	23	Assistant Governor/Works & Training	2
Staff Officer	6	Inspector of Works	3
Clerical Officer	29	Chief Officer Class 1	8
Services Officer	3	Chief Trades Officer Class 1	4
Director of Psychology	1	Industrial Manager	5
Senior Psychologist	2	Clerk of Works (Elec)	1
Psychologist	12	Chief Officer Class 2	27
Co-ordinator of Education	1	Chief Officer Welfare/Training	2
Co-ordinator of Work and Training	1	Industrial Training Instructor Grade 2	14
Co-ordinator of Nursing	1	Clerk 1	20
		Chief Trades Officer 2	19
		Clerk 2	85
		Industrial Supervisor	23
		Assistant Chief Officer	184
		Trades Officer	100
		Prison Officer	2,479
		Nurse Officer	51
		Assistant Industrial Supervisor	63
		Prison Doctor (including part-time)	24
		Staff Cook	5
		Head Chaplains	1
		Chaplains (Including part-time)	24

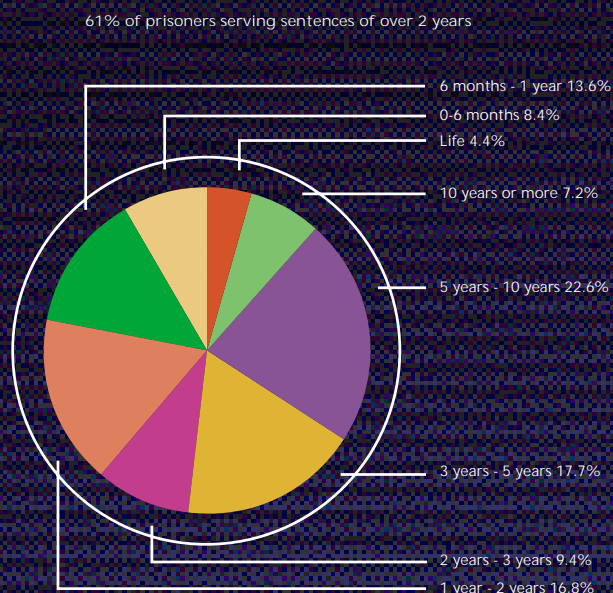
Appendix D

Profile of the Prisoner Population on 1 June, 2001

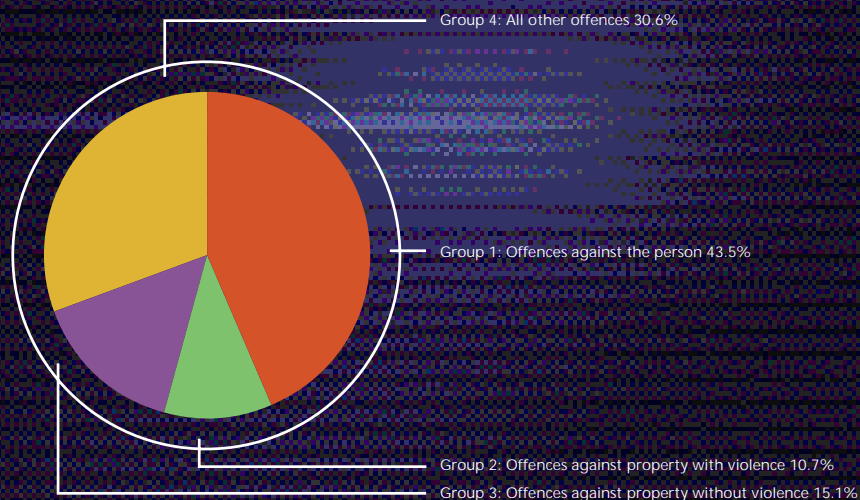
Prisoners in Custody on 1 June, 2001

	Under Sentence	Remand etc.	Total
Male	2,639	431	3,070
Female	66	27	93
Total	2,705	458	3,163

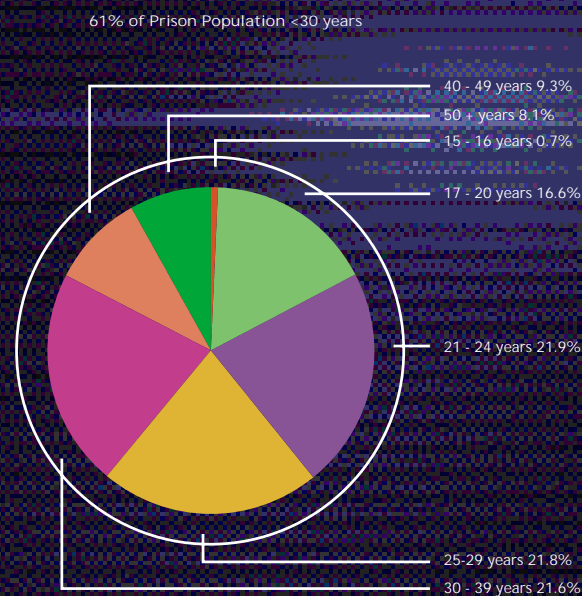
Sentenced Prisoners Classified by Length of Sentence



Sentenced Prisoners Classified by Type of Offence



Sentenced Prisoners Classified by Age



Appendix E

Financial Profile

Expenditure on Prisons and Places of Detention 1999 to 2001

Category of Expenditure	1999 Expenditure		2000 Expenditure		2001 Allocation	
	(000's) Euros	(000's) IRE	(000's) Euros	(000's) IRE	(000's) Euros	(000's) IRE
Pay (incl'd overtime)	141,928	111,777	171,406	134,993	170,947	134,632
Administrative costs	14,787	11,646	17,293	13,619	16,392	12,910
Maintenance costs	5,763	4,539	8,649	6,812	7,749	6,103
Education Services	816	643	862	679	1,079	850
Training Equipment for Offenders	700	551	1,046	824	3,144	2,476
Other Prison Services for Offenders	14,461	11,389	16,241	12,791	20,160	15,877
Manufacturing Department	667	525	970	764	1,093	861
Capital projects	19,770	15,570	21,306	16,780	38,902	30,638
Compensation	1,820	1,433	2,640	2,079	1,990	1,567
Miscellaneous	523	412	604	476	848	668
Total Expenditure	201,234	158,485	241,018	189,817	262,305	206,582