



IRISH PRISON SERVICE

# IRISH PRISON SERVICE **STRATEGIC PLAN** 2019 – 2022



Irish Prison Service  
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**CREATING A BETTER ENVIRONMENT**





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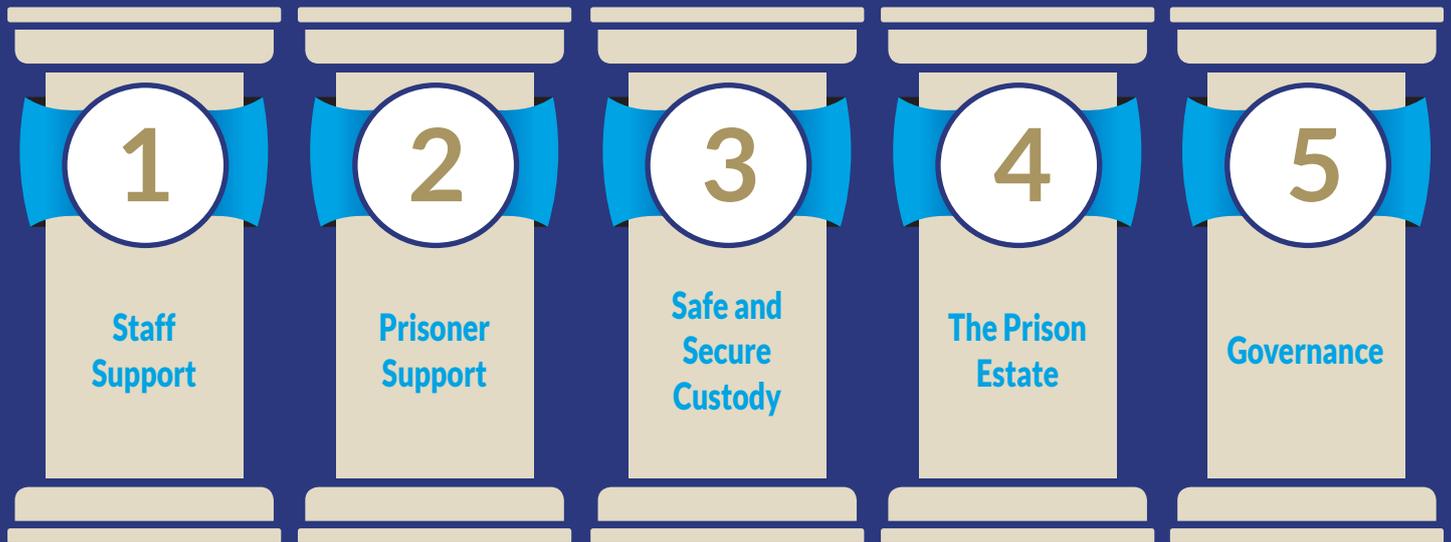


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# OUR FIVE STRATEGIC PILLARS

## 2019 TO 2022



### **1. Staff Support:**

*We will create a more supporting, working environment with a more engaged workforce.*

### **2. Prisoner Support:**

*We will further develop the integration of prisoner care and support services to deliver more effective rehabilitation to prisoners.*

### **3. Safe and Secure Custody:**

*We will create a more safe and secure custodial setting in our Estate making prisons a safer place for staff, prisoners and visitors.*

### **4. The Prison Estate:**

*We will ensure a prison estate that provides safe, secure and humane custody, that upholds the dignity of all users and that reflects and support a modern & progressive penal policy.*

### **5. Governance:**

*We will ensure an open, transparent and accountable Prison Service.*

## FOREWORD BY DIRECTOR GENERAL

**I** am very pleased to submit the Irish Prison Service Strategic Plan 2019 - 2022 to the Minister for Justice and Equality.

This Statement of Strategy is a plan for service improvement and development. It sets out how we will continue on the journey of transformational change over the lifetime of this strategy taking into account the financial, environmental and operational challenges that face all public sector organisations. This strategic plan is our road-map, which builds on our recent achievements, and sets out how we will continue to operate as a world class public service organisation. I wish to thank all those who contributed to the development of this strategy.

This strategy has been built around 5 pillars, Staff Support, Prisoner Support, Safe and Secure Custody, the Prison Estate and Governance.

Throughout all of our strategic aims, a key common priority is to recognise that the context within which the Irish Prison Service operates is continually evolving and is becoming increasingly complex and challenging. This strategic plan will support innovation and collaboration in how we operate to make the most of the skills and expertise available to enable us to recognise and address the gaps in our service capabilities and structures. We will continue to ensure our staff are supported and we will create a more supporting, working environment with a more engaged workforce.

We have ambitious plans to strengthen governance and accountability, improve the prisoner journey and the safety and security of our prisons. We will further support the integration of prisoner support services to deliver more effective rehabilitation to prisoners and thereby reducing reoffending and creating safer communities. We will create a more safe and secure custodial setting in our Estate making prisons a safer place for staff, prisoners and visitors.

We will embed a culture of evidence and evaluation and ensure an open, transparent and accountable Prison Service in line with the Code of Practice for the Governance of State Bodies. We will continue to build internal capacity to sustain, improve and communicate our performance.



*Caron McCaffrey | Director General*

Given the cross cutting nature of the work of the Irish Prison Service and our commitment to enhanced cooperation and co-ordination both within the criminal justice system and across the statutory sector, this strategy makes explicit our commitment to working with our criminal justice partners to achieve our vision.

We are determined to deliver the best outcomes for those committed to custody by the courts and to demonstrate how our values-led approach to professional practice brings with it the power to transform the lives of those in our custody. By taking this approach, the Irish Prison Service and our staff will make a meaningful and distinct contribution to the nationally shared ambition for a safer Ireland.

**Caron Mc Caffrey**  
*Director General*

## 1

# IRISH PRISON SERVICE STRATEGIC PLAN 2016 – 2018 OUTCOMES

In June 2016 the Minister for Justice and Equality published the Irish Prison Service Strategic Plan for 2016 – 2018 which set out the key priorities for the Service. Key achievements realised over that period are set out below:

## 1.1 Staff Support

- ▶ **U**The Irish Prison Service College has been restructured in line with the Inspector of Prisons Report 2015 *Culture and Organisation in the Irish Prison Service* recommendations. Training Managers, at Chief Officer level, have been allocated specific training functions. An organisational psychologist (recruited externally and working closely with the Psychology Service) is ensuring that training delivered to staff is supported by psychology concepts, theories and best international practice.
- ▶ **U**Waterford IT have been appointed to accredit the 2 year training programme for Recruit Prison Officers, known as the *Higher Certificate in Custodial Care (HCCC)*. A Continuous Professional Development programme has been implemented across the estate and facilitates the provision of ongoing training to all staff.
- ▶ **U**The first recruitment campaign for new Recruit Prison Officers since 2008 commenced in 2016. 268 new Recruit Prison Officers were recruited in 2017 and 2018. By the end of 2019, a further 200 new recruits will have joined the Service. This ensures that the Irish Prison Service has the capacity to continue to provide safe, secure custody and rehabilitation in all prisons throughout the country.
- ▶ **U**The significant capital investment in the Irish Prison Service College infrastructure and the establishment of a satellite training facility in West Dublin provides for the training of our staff and is an acknowledgement of the value that we place on our staff.
- ▶ **U**Inspire Workplace were contracted by the Irish Prison Service in 2016 to provide a free confidential counselling service for all prison staff to assist employees in resolving personal or work-related concerns. In addition, the roll out of Critical Incident Stress Management (CISM) has commenced across our prisons which provides vital immediate support for staff in the aftermath of a serious or traumatic incident.
- ▶ **U**A more structured approach to the design, scheduling and delivery of training to operational staff is in place, grounded in psychological approaches to enhance staff competency and confidence.
- ▶ **U**In conjunction with Public Appointments Service, we introduced a Competency Framework to guide and inform recruitment and training. The competencies relate to the underlying skills, attitudes and behaviours that underpin a range of tasks that are carried out in a variety of contexts. Six competencies were identified:
  - *Directing others and supporting others*
  - *Conscientiousness and resilience*
  - *Adaptable and information handling*
- ▶ **U**These competencies emphasise the key elements of the role including dealing with people, a focus on safety and security, directing and supporting others, coping with and reacting to pressure situations and the ability to take on a variety of roles in a rapidly changing environment.
- ▶ **U**We have enhanced our employee engagement and internal communication structures to allow us to communicate more effectively with our staff. We are building a more cohesive organisation which promotes open two-way communications and is responsive to staff feedback at all levels. We are celebrating and recognising the excellence and professionalism shown by our staff on a daily basis through the roll out of a new broader Staff Recognition Scheme.

## 1.2 Support for Prisoners

- ▶ **U**The closure of St. Patrick's Institution in 2017 as a place of detention ensured that children are no longer held in the adult prison system for the first time in Irish history.
- ▶ **U**An amendment to the Prison Rules 2007, brought Ireland in line with the United Nations Standard Minimum Rules for the Treatment of Prisoners, known as the 'Mandela Rules', in respect of restricted regimes and solitary confinement. We have seen a very significant reduction in the number of prisoners on solitary confinement (22/23 hour), decreasing from 211 in 2013 to 51 on the 16th of April 2019 a drop of 76%.
- ▶ **U**Over the lifetime of the Strategy we continued to build a joined up approach to the management of offenders working with our partners in the Probation Service to develop a multi-agency approach to offender management and rehabilitation from pre to post imprisonment in order to reduce re-offending to improve prisoner outcomes and to deliver important prisoner rehabilitation initiatives.
- ▶ **U**The continued successful implementation of the Community Return Programme including the Community Return Scheme and the Community Support Scheme we continued to work towards reducing re-offending and improving prisoner outcomes.
- ▶ **U**To develop and strengthen a multi-agency approach to the management of prolific offenders we participated in the Joint Agency Response to Crime (JARC) initiative, which comprises a number of intensive offender management programmes which operate at a local level and are jointly managed by An Garda Síochána, the Probation Service and the Irish Prison Service, with active support from the Department of Justice and Equality.
- ▶ **U**We assisted the families of offenders in maintaining stable relationships by offering prisoners and their partners an opportunity to invest in developing the family unit through the Family Links Programme.
- ▶ **U**Sentence planning processes (Integrated Sentence Management ISM) continued to be enhanced to maximise the potential engagement of prisoners in constructive and structured activities during their time in custody.
- ▶ **U**We have continued to implement our Capital Strategy to ensure that in-cell sanitation is in place throughout the Prison Estate. This includes the completion of the refurbishment of Mountjoy Prison and the opening of a new prison in Cork in 2016, and more recently, the commencement of the construction of new facilities in Limerick.
- ▶ **U***An Effective Response to Women who Offend* interagency strategy with the Probation Service was implemented. We are introducing step down facility centred interventions for women. A pilot project was completed with the Irish Human Rights and Equality Commission to assess and address specific equality and human rights issues for women in prison and to inform the Irish Prison Service approach to implementing the Public Sector Equality and Human Rights Duty.
- ▶ **U**The IPS Psychology Service structure is in place in line with the *"New Connections Report- Embedding Psychology Service & Practice in the IPS"*. Resources have been assigned to the Psychology Service to maximise the potential contribution of psychology services to key prison and community through care initiatives.
- ▶ **U**The opening of the new National Violence Reduction Unit in November 2018 marked a significant change in how the Irish Prison Service engages with those prisoners who represent the highest risk of violence to our staff, to other prisoners and to our communities. This new approach aims to meet each prisoner's complex needs, through improving their psychological health, their wellbeing, and their behaviour in a centre of excellence operated by highly motivated, highly trained and highly competent staff. While operational and security factors will always be very important in a prison environment, a key feature of the management structure of this Unit is the significantly enhanced role of the Psychology Service. The Unit is co-lead by an Assistant Governor and a Senior Psychologist with equal importance placed on both operational and psychological factors.

### 1.3 Support for Victims:

- ▶ We worked in collaboration with our criminal justice partners and in line with legislation to give effect to the European Directive (2012/29/EU) and the Criminal Justice (Victims of Crime) Act 2017 (which commenced on Monday 27 November 2017) to provide, timely and effective response to victim requests and concerns.

### 1.4 Enhancing organisation capacity

- ▶ The Irish Prison Service is committed to greater openness and accountability at every level. The Effectiveness and Renewal Group report on the Department of Justice and Equality has recommended that the Irish Prison Service be set up on an appropriate legal basis and that a board be appointed to oversee its operation. This has been identified as a key pillar to be brought into this strategy. A quality Improvement project, was also established in October 2017 to review and implement processes in the Irish Prison Service. This work is nearing completion and will support the new organisational structures.

- ▶ **S**trengthening the complaints mechanism: We have reviewed the complaints procedure for prisoners with a view to introducing a greater involvement and oversight by an independent body the Ombudsman.
- ▶ We continued to work with our criminal justice partners to progress the recommendations of the Strategic Review of Penal Policy in order to help achieve the overall goal of developing and sustaining a just, proportionate and humane penal system. Interagency co-operation especially with the Probation Service in the management and rehabilitation of offenders through our Joint Strategy 2018-2021 is ongoing.
- ▶ We continued to further develop a collaborative relationship with the HSE particularly in the areas of primary care, addiction and mental health services.
- ▶ We continued to work with the Irish Human Rights and Equality Commission to meet our commitments under the Public Sector Duty.

# OVERVIEW OF THE IRISH PRISON SERVICE



## 2

# OUR OPERATING ENVIRONMENT

### 2.1 Context

The Irish Prison Service has a wide range of functions and responsibilities.

This strategy sets out broad, outcome focussed strategic aims, which can each only be realised through contributions from the whole organisation. These will be supported by specific objectives set out in our annual business plan

which will include specific outcomes and indicators for all actions.

In developing this strategy we undertook a review of our operating environment to identify the internal and external factors which could significantly impact upon future Irish Prison Service capacity, priorities, strategy, implementation and delivery.

## IRISH PRISON SERVICE 2019 - OUR OPERATING ENVIRONMENT

### 2.2 POPULATION

The size and nature of the prison population is determined by the level and type of crime, detection rate, Government policy, legislation and sentencing policy and practice. Our population includes some of the most disadvantaged and vulnerable members of our communities. The prison population gradually rose year on year from 1994 with 2,141 prisoners in custody to 4,390 prisoners in custody in 2011 at its peak.

From 2011 to 2017, the prison population stabilised and reduced slowly. However since 1st January 2018 we have seen a 11% increase in the number in custody from 3,646 on 31st December 2017 to 4,061 on 31st July 2019 with the numbers in custody now exceeding 4,000 on a regular basis.

The challenge of managing the prison population has increased. The Irish Prison Service faces increased demand for the provision of effective interventions and support aimed at promoting desistance and reducing reoffending. This is largely driven by the changing nature and needs of the

prison population alongside the trend of increasing sentence lengths for some serious offenders.

### 2.3 TYPE OF PRISONER

There is an increase in the number of remand prisoners and length of time spent on remand. There is one facility in the State dedicated to remand prisoners - namely Cloverhill Prison. This prison has a capacity of 431. A snapshot of the prison population on 31 March 2019, identified that there were 741 remand prisoners in the system requiring remand prisoners to be 'spread' across the Estate. The corresponding figure for 2018 was 693 and 589 in March 2017, an increase of 152 or 26% over 2 years. A further recent feature of remand prisoners is the increasing seriousness of the criminal charges they face. As a result many remand prisoners are now being detained for much longer periods than was previously the case and many require higher levels of security due to the nature of the offences or links with criminal gangs.

There has been an increase in the number of female committals. There are at present 133 spaces for women offenders within the Irish Prison Service estate. A snapshot of the female prisoner population on 31 March 2019 showed a total number of female offenders in custody of 179. The corresponding number in custody for 2018 and 2017 respectively are 163 and 148. This equates to an increase of women in custody of 31 or 21% in 2 years. The daily average number of women in custody has continued to increase year on year since 2015. The number of women committed to prison (excluding fines) has increased from 278 in 2017 to 442 in 2018, an increase of 59%.

The age profile of the prison population is increasing and is projected to continue to increase. The number of older people (over 50) in custody has doubled over the past 10 years. This has implications for the prison estate and for our practice in terms of the delivery of care, opportunities, learning and activities. This cohort of prisoners can have complex needs, including healthcare needs, which need to be met both internally and external to the prison environment.

## 2.4 PRISON SERVICES

The prison population is becoming more complex, with increases in some populations having already occurred. This increases demand for intensive programmes. In recent years we have seen an increase in the number of sex offenders who have been committed to custody and this cohort is expected to increase further over the next 3 years.

Meeting the demand for specialist programmes and interventions may prove challenging to deliver efficiently due to the practical constraints of resourcing and providing specialist programmes. The Irish Prison Service needs to ensure that its delivery of programmes and interventions is efficient, effective and sustainable.

Those presenting with or at risk of developing drug or alcohol problems have significant implications for our prisons and our staff and all those involved in the provision of health services.

There is evidence of an increase in the number of people committed to prison with severe and enduring mental illnesses, which presents challenges in providing appropriate access to mental health services and facilities.

## 2.5 ENGAGEMENT WITH PARTNERS

People who are homeless upon release are more likely to reoffend and a lack of housing is one of the reasons cited for reoffending amongst those returning to the Irish Prison Service. Access to housing is key to securing access to wider public services, including health and welfare for those leaving our custody.

We are engaging with a wide range of service providers in order to further develop services to provide structured release planning which includes assistance with housing, social welfare and medical card provision.

## 2.6 CAPITAL INVESTMENT

Capital Investment is based around, and is consistent with the objectives outlined in the other Pillars in this strategy, in addition to the high level risks identified in the Corporate Risk Register. The investment envelope has three categories of expenditure:

- ▶ Buildings & Equipment
- ▶ Fleet and
- ▶ UCT

For the duration of the strategy the funding allocation is estimated to be an annual average of €30M. The limitation on funding means that it is necessary to prioritise projects on a continuous rolling basis.

The overarching objective of the capital investment decision making process is to optimise the capital funding envelope in line with all of the above whilst recognising the challenging and dynamic environment in which the organisation operates.

## 2.7 GOVERNANCE

Over the years various reports and entities have called for reform of the governance of the Irish Prison Service.

Such recommendations have been made in the Effectiveness and Renewal Group's Report 2019 regarding transforming the Department of Justice and Equality, from the then Inspector of Prisons 2015 Report on "*Culture and Organisation in the Irish Prison Service*" and from, more generally, civil society groups who have an interest in penal reform.

The overarching aim of all of those reports can be summarised as a call for an accountable and progressive prison service.

In the Effectiveness and Renewal Group report, the group advocated that the Irish Prison Service becomes a "Scheduled Office" under primary legislation. The Department of Justice and Equality in tandem with the Irish Prison Service are currently designing a new governance framework for the Irish Prison Service to strengthen governance, compliance and accountability.

This new structure will radically alter how the organisation is governed and will support external oversight already in place by the Inspector of Prisons, the Committee for the Prevention of Torture and Inhumane and Degrading Treatment, the Comptroller and Auditor General and will ensure as an organisation we are fully accountable.

## 2.8 INSPECTOR OF PRISONS

The new Inspector of Prisons, Patricia Gilheaney, was appointed in May 2018. Since its establishment in 2002 the Inspectorate has made a considerable positive impact on the prison system in Ireland. The importance of the Inspectors' role is vital in its contribution to ensuring that we have a prison system that upholds Ireland's commitment to the protection of human rights.

The carrying out of robust prison inspections serves to help us improve our operations and standards through the implementation of the recommendations contained in the inspection reports.

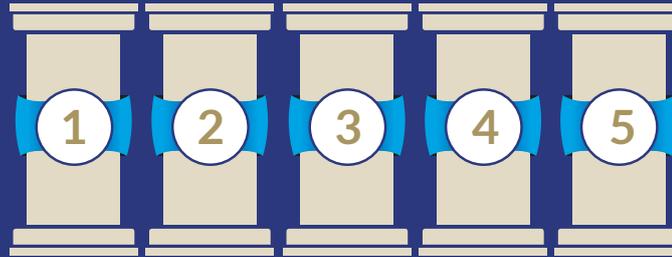
The Inspector of Prisons also plays an important role in the investigation of deaths in prison custody. These reports are very beneficial to the families of the deceased. They highlight policies or procedures which may need to be strengthened or improved, and they also highlight areas where compliance with procedures has not been achieved.

## 2.9 PUBLIC SERVICE REFORM

The Irish Prison Service fully supports the Government's Public Service Reform programme, which is being driven by the Department of Public Expenditure and Reform, and is committed to the development and implementation of the Integrated Reform Plan for the Justice and Equality Sector. Flowing from the Civil Service Renewal Plan, the Irish Prison Service is committed to operating as a single, unified organisation, one which is agile and responsive to the changing needs within the service, an organisation which is continuously learning and improving by being more open to challenging itself and welcoming of external ideas.

# IRISH PRISON SERVICE 2019–2022

## OUR STRATEGIC PILLARS AND OUTCOMES



In prioritising our work over the next three years we have taken account of the factors and challenges that will impact upon the service. We have developed a set of pillars which express our organisational priorities at a strategic level. For each of these we have identified an outcome. These Strategic Pillars and Outcomes define our objectives for the period of this Plan.

### OUR FIVE STRATEGIC PILLARS 2019 – 2022

1. **Staff Support:** We will create a more supporting, working environment with a more engaged workforce
2. **Prisoner Support:** We will further develop the integration of prisoner care and support services to deliver more effective rehabilitation to prisoners
3. **Safe and Secure Custody:** We will create a more safe and secure custodial setting in our Estate making prisons a safer place for staff, prisoners and visitors
4. **The Prison Estate:** We will invest in a prison estate that provides safe, secure and humane custody, that upholds the dignity of all users and that reflects and supports a modern and progressive penal policy
5. **Governance:** We will ensure an open, transparent and accountable Prison Service.

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# STRATEGIC PILLARS

## IPS STRATEGY 2019 TO 2022

### Strategic Priority 1: Staff Support

*“We will create a more supporting working environment with a more engaged workforce” through:*

#### 1.1 Developing our organisational capacity.

- 1.1.1 Reviewing senior management structures and local management structures within prisons
- 1.1.2 Strengthening functional management to make sure there is clarity regarding responsibility and accountability
- 1.1.3 Widening the HR Teams, developing their skills and aligning Detail Offices to the relevant HR Team
- 1.1.4 Developing and implementing a suite of audit tools
- 1.1.5 Developing and publishing a HR customer charter

#### 1.2 Providing a safer working environment for our people.

- 1.2.1 Acknowledging the challenges of working in prison and providing supports to staff to deal with both critical incident stress and the more routines stresses
- 1.2.2 Promoting and implementing clear standards of behaviour and ethics (Code of Ethics/ Acceptable Behaviour Standards)
- 1.2.3 Publishing all HR related Standard Operating Procedures and Governors Orders on the new communication platform
- 1.2.4 Cultivating pride in our uniform

#### 1.3 Support our people by creating a culture of inclusivity and wellbeing.

- 1.3.1 Promoting a work environment that is centred on our values
- 1.3.2 Developing a new communications platform that is accessible to all staff
- 1.3.3 Providing ongoing regular engagements between Human Resources Directorate and Prison Management
- 1.3.4 Implementing the Well at Work/ Healthy Ireland Programme (HSE) across the Estate

#### 1.4 Attracting and retaining the best people for our organisation.

- 1.4.1 Reviewing our approach to recruitment and promotion competitions
- 1.4.2 Moving to an online application process for promotion competitions
- 1.4.3 Reviewing job specifications, competencies and updating them to make sure they meet our needs
- 1.4.4 Exploring the possibility of moving to regional and open recruitment

#### 1.5 Developing our People.

- 1.5.1 Enhancing Continued Professional Development
- 1.5.2 Reviewing the current model of Recruit Prison Officer training to ensure it meets our organisational needs
- 1.5.3 Creating a work environment in which all staff and managers have the competencies required to support of our objectives

#### 1.6 Having high standards of leadership and management.

- 1.6.1 Establishing a dedicated Leadership and Management Section
- 1.6.2 Developing best practice in decision making through a Decision Making Model
- 1.6.3 Further developing the HR matrix to assist prisons in evaluating and enhancing their performance
- 1.6.4 Ensuring that there is accountability at all levels of our organisation through performance agreements

## Outcomes

- ▶ A positive attitude with pride and belief in our organisation
- ▶ An inclusive organisational culture that supports the organisations values
- ▶ Relationships at all levels that are more collaborative and inclusive
- ▶ An environment where ethical standards are promoted and adhered to, and unacceptable behaviour is not tolerated
- ▶ All staff are confident and competent to perform safely and effectively in their roles
- ▶ The range of appropriate behaviours which managers will use to evaluate staff in the completion of tasks and the achievement of objectives are clearly articulated
- ▶ Leadership competencies are enhanced throughout the organisation
- ▶ A safer work environment
- ▶ Improved compliance levels
- ▶ An ethos of training and development
- ▶ The promotion of positive physical and mental health of all employees
- ▶ Initiatives developed to improve the working environment and promote the active participation of employees in health activities
- ▶ A stronger, more sustainable organisation following the development of management and functional structures, the development of HR teams in prisons and the development and implementation of a suite of audit tools
- ▶ A culture where everyone takes responsibility for a safe working environment and takes care of themselves and one another
- ▶ The creation of a work environment that supports high level of engagement by staff, that consults with and takes staff feedback on board where practicable and that recognises the importance of staff wellbeing
- ▶ Ensure that the best candidate for each job is selected. All decisions about recruitment and selection are consistent with the Commission for Public Service Appointments (CPSA) and Public Appointments Service best practice. The attraction and retention of high quality staff through fair, rigorous and transparent recruitment and selection procedures
- ▶ The Prison Service will be a learning organisation by harnessing and developing the knowledge, skills and experience of staff to help achieve our purpose and organisational objectives
- ▶ The promotion of leadership and management skills among all staff resulting in a strong and motivated workforce and with improved productivity

## Strategic Priority 2: Prisoner Support

*“We will further support the integration of prisoner support services to deliver more effective rehabilitation to prisoners” through:*

### 2.1 Improving Health Care.

- 2.1.1 In conjunction with the HSE, provide appropriate forensic psychiatric services in all closed prisons and explore the number of admissions to the CMH
- 2.1.2 Strengthen primary care provision, develop clinical governance arrangements and continue development of Prisoner Healthcare Management System (PHMS)
- 2.1.3 Enhancing and developing infection control policies and procedures
- 2.1.4 Commence a Review of Prison Healthcare (HNA)
- 2.1.5 Implement recommendations of the independent Drug & Alcohol Report and develop a contemporary Drug & Alcohol Policy

### 2.2 Enhancing Psychological Wellbeing.

- 2.2.1 Continuing to implement key recommendations from the Porporino New Connections report (2015)
- 2.2.2 Establishing a multi-disciplinary model of mental healthcare in prisons in conjunction with NFMHS and allied services
- 2.2.3 Continuing to provide psychologically informed input to the Irish Prison Service College and ensuring psychology staff are supported to maximise potential as clinicians
- 2.2.4 Continuing to build on best practice offence - specific interventions and developing a best fit model of trauma informed correctional care (TICC)
- 2.2.5 Developing interventions for prisoners who deny sexual violence
- 2.2.6 Enhancing the psychology case tracking system (PCTS)

### 2.3 Increasing Rehabilitation Support.

- 2.3.1 Progressing the delivery of the IPS and Probation Service Strategic Plan 2018-2020
- 2.3.2 Better resourcing and managing the Integrated Sentence Management process and maximising opportunities to access constructive activities, prisoner support services and suitable facilities
- 2.3.3 Delivering catering, cleaning, laundry and environmental waste management in all prisons to national standards
- 2.3.4 Continuing to develop and review the application of the Incentivised Regimes Policy
- 2.3.5 Implementing a Joint Education Strategy with the ETBs, and further developing library services

### 2.4 Resettlement and Integration.

- 2.4.1 In collaboration with the Probation Service continuing to enhance programmes for structured release
- 2.4.2 Continuing to build effective partnerships with statutory and non-statutory agencies
- 2.4.3 Continuing to work with Housing Authorities to improve case management of offenders at risk of homelessness on release
- 2.4.4 Proactively engaging with employers and social enterprises to provide employment to ex-offenders

## Outcomes

- ▶ Increased participation in rehabilitative activities by prisoners
- ▶ Compliance with required standards in delivery of essential services
- ▶ Specific policies to target resources for marginalised groups
- ▶ Greater recognition of family support
- ▶ Improved case management structures using IT efficiencies
- ▶ Sufficient CMH capacity for prisoners with mental illness
- ▶ Provision of Forensic Mental Health services in all closed prisons
- ▶ Strengthened primary care provision
- ▶ Development of clinical governance arrangements; control policies and procedures; and assessments
- ▶ Improved mental health for those in custody
- ▶ Management / Reduction in offence related risk
- ▶ Increased Prison Officer awareness, and confidence in detection and management of mental health difficulties in custodial population
- ▶ Increased awareness of the Irish Prison Service Psychology Service both in custody and in the community
- ▶ Improved, proactive management of people with personality disorder in custody
- ▶ Achievement of NVRU outcomes, as evidenced through independent PhD research
- ▶ Protocols in place with the Department of Housing, Planning and Local Government, Department of Employment Affairs, Social Protection, the HSE and others
- ▶ Improved employment opportunities for ex-offenders post-release

## Strategic Priority 3: Safe and Secure Custody

*“We will create a more safe and secure custodial setting in our Estate making prisons a safer place for staff, prisoners and visitors” through:*

- 3.1 Creating a more modern, technology driven, prison estate with a focus on**
  - 3.1.1 Tackling the increasing threats posed by drone incursions into prisons
  - 3.1.2 Investing in front of house security measures to prevent contraband smuggling
  - 3.1.3 Investing in equipment to assist in the search and retrieval of contraband
- 3.2 Contributing to safer communities through prisoners progression and tackling over-crowding and over-capacity**
  - 3.2.1 Conducting a full cell audit within the Estate to identify additional bed capacity
  - 3.2.2 Reviewing our policies in relation to the Open Centres and structured temporary release
  - 3.2.3 Continuing to liaise with partners and service providers in the area of sentence management
- 3.3 Introducing a fair, transparent and more streamlined prisoner complaint system**
  - 3.3.1 Implementing the recommendations of the Inspector of Prisons audit of the current complaint system
  - 3.3.2 Amending the Prison Rules 2007, to give effect to those recommendations for a fairer, more user friendly system
  - 3.3.3 Introducing a system of Internal Review and External Independent Appeal with final determination being made by the Ombudsman
- 3.4 Contributing to public safety and a safer working environment**
  - 3.4.1 Continuing to implement the recommendations of the State Claims Agency Report - Review on Assaults on Operational Prison Staff by Prisoners
  - 3.4.2 Investing in standardised personal protective equipment (PPE) for staff on Escorts and other staff
  - 3.4.3 Investing in our CCTV systems
- 3.5 Engaging openly and meaningfully with registered victims of crime in line with the Criminal Justice (Victims of Crime) Act 2017**
  - 3.5.1 Continuing to work with criminal justice partners and in line with legislation to provide an appropriate, timely and effective response to all victim requests and concerns
  - 3.5.2 Ensuring that registered victims will be advised as a matter of course, of significant developments in a prisoner’s sentence management including transfers and approaching release dates

### Outcomes

- ▶ Safer prisons due to greater detection of contraband at front-of-house and in accommodation areas
- ▶ More efficient use of resources and enhanced public safety arising from fewer Escorts.
- ▶ Less opportunity for escapes from custody
- ▶ Reduced overcrowding in individual prisons
- ▶ Greater use of Open Centres
- ▶ Safer communities through greater levels of normalisation of prisoners
- ▶ A fairer, simpler Prisoner Complaints System in which prisoners and staff can have confidence
- ▶ Improvement in quality of post-incident Review/Investigation
- ▶ A fairer, more consistent approach to breaches of Prison Rules and sanctions imposed
- ▶ A safer, secure custody and working environment
- ▶ Standardised Personal Protective Equipment issue
- ▶ Appropriate, timely and effective response to all victim requests and concerns
- ▶ Increased awareness of our Victim Liaison Service with victim groups, other agencies both externally
- ▶ Significant increase in victims registered with the Victim Liaison Service

## Strategic Priority 4: The Prison Estate

*“We will invest in a Prison Estate that provides safe, secure and humane custody, that upholds the dignity of all users and that reflects and supports a modern and progressive penal policy” through:*

- 4.1 Delivering the Limerick Prison redevelopment design & build project which includes;**
  - 4.1.1 A new B Wing Cell Block for male prisoners including staff facilities, kitchen, laundry, delivery facilities and a waste management facility
  - 4.1.2 A new stand-alone female prison
  - 4.1.3 A new gatehouse and offices, Escort Corps (PSEC) and Operation Support Group (OSG) offices, visits and reception facilities
  - 4.1.4 New secure vehicle gatelock
  - 4.1.5 External works comprising, ancillary services, landscaping and recreation facilities
  - 4.1.6 New Probation Service offices
- 4.2 Repurposing the Mountjoy Training Unit as an Older Persons Unit**
- 4.3 Maximising capacity and services within the Prison Estate**
- 4.4 Improving security & safety measures**
- 4.4 Improving buildings fabric, facilities & equipment**
- 4.5 Developing ICT facilities and systems**
- 4.6 Enhancing the quality of our fleet**

### Outcomes

- ▶ Elimination of “slopping out” in Limerick
- ▶ Increased capacity for male prison population
- ▶ Increased capacity for female prison population
- ▶ Improved facilities and capacity for older persons
- ▶ Improved security & safety
- ▶ Improved facilities for staff and other users
- ▶ Enhanced ICT systems
- ▶ Better quality fleet

## Strategic Priority 5: Governance

*“We will ensure an open, transparent and accountable prison service” through:*

- 5.1 Enhancing Organisation Governance Structure in line with the Code of Practice for the Governance of State Bodies.**
  - 5.1.1 Continuing to strengthen internal governance and risk management, information and security systems
  - 5.1.2 Establishing an Internal Audit Unit
  - 5.1.3 Developing internal process of compliance and risk management
  - 5.1.4 Develop external oversight governance framework/infrastructure
- 5.2 Further developing functional structure governance in prisons**
- 5.3 Developing internal structures to facilitate a planned approach to policy development**
  - 5.3.1 Developing an annual policy implementation plan
  - 5.3.2 Examining and assessing potential for ICT to enhance organisation capacity
  - 5.3.3 Publication of standards in an easy accessible manner
- 5.4 Continuing to develop evidence based decision making**
  - 5.4.1 Developing enhanced data analytics and data management
  - 5.4.2 Rolling out an electronic document and record management system across the Service
- 5.5 Creating a work environment that is centred on open, two-way communications to build unity in our Service**
  - 5.5.1 Continuing to build internal capacity to sustain, improve and communicate our performance
  - 5.5.2 Continuing to build and enhance our communications structures in our prisons and developing our communications and learning capabilities through the use of multimedia technologies
- 5.6 Continuing to meet our obligations under the Public Sector Duty**
- 5.7 Exploring and examining mechanisms for incorporating restorative justice principles throughout the Irish Prison Service**
  - 5.7.1 Include restorative justice principles in the training of staff including all new recruits

### Outcomes

- ▶ Trust and transparency in system
- ▶ Good practices in transparency, reporting, communications, audit and scrutiny delivering effective accountability
- ▶ Clarity of roles and responsibilities
- ▶ A joined up streamlined approach to policy making
- ▶ Assurance provided on the implementation and adherence to standard operating procedures in all prisons and directorates
- ▶ Data trends and comparisons provided across the service to identify efficiencies
- ▶ Data analysis used to better identify and manage risks across the service
- ▶ The implementation of any recommendations including those from IAU, Protected Disclosures, C&AG and the Inspector of Prisons recorded and monitored
- ▶ Effective compliance and improved protection and transparency of the way data is used throughout its lifecycle
- ▶ Increased awareness, understanding and engagement with the organisations vision, mission and goals. An open communications culture and enhanced transparency developed
- ▶ A culture and ethos which ensures behaviour with integrity and a strong commitment to ethical values

## 4

## ACHIEVING OUR GOALS

**Our aim is always to learn and improve as an organisation. We will continue to improve by:**

- ▶ **U**Identifying major trends and risks and how they will affect the Irish Prison Service
- ▶ **S**eeking resources to deliver on this Strategy
- ▶ **E**MBEDDING cultural change and building trust
- ▶ **B**EING open and transparent in our work
- ▶ **I**MPROVING our capabilities as an organisation
- ▶ **D**EVELOPING our leadership and training programmes
- ▶ **D**EVELOPING our capacity for strategic thinking and forward planning
- ▶ **W**ORKING in partnership with the Probation Service
- ▶ **W**ORKING with partners across the Justice sector and beyond
- ▶ **E**NSURING that the Irish Prison Service is built on a foundation of dignity and respect for all those who work within the service and all those in our custody
- ▶ **E**NHANCING and strengthening our governance and compliance across the Estate.

Implementing this Strategy requires that we effectively deploy the knowledge, management, technical and financial resources available to us. We will implement the actions in Our Public Service 2020, including delivering for our public, innovating for our future and developing our people and organisation. In accordance with the Irish Prison Service Corporate Governance Framework, we will further enhance our organisation capacity and integrate risk management, strategic planning and business planning processes. Business processes will be subject to continuous review.

There will continue to be a focus on cross-directorate, cross-prison and interagency working. Appropriate arrangements will be put in place to continue to foster relationships, effective communications and to promote a shared understanding of priorities and associated interdependencies. We will continue to observe the highest standards of financial probity and budgetary control. Investment in new technology will be made where appropriate and work will be undertaken to ensure more efficient use of existing technology.

## 5

## RESOURCES

**The Irish Prison Service recognises that resourcing the public sector is increasingly challenging, and the operating environment uncertain. In common with other public services, the Irish Prison Service understands that our services need to be reviewed and scrutinised to achieve best value and continuous improvement.**

The Irish Prison Service annual budget funds the current level of service delivery and commitments in line with organisational objectives.

The Irish Prison Service cost base is directly influenced by:

- ▶ **N**ational Wage Agreements
- ▶ **L**egislative Obligations

- ▶ **P**rocedure trends and supplier market conditions
- ▶ **I**ncreases in prisoner numbers
- ▶ **I**ncreasingly complex demographic characteristics of the prisoner population
- ▶ **I**ncreasing demands on the range and quality of services that are required and expected by stakeholders.

Increased costs inevitably follow when there are continuously increasing demands for services and higher quality of services. Such increases require additional funding notwithstanding the fact that the Irish Prison Service endeavors to absorb increasing costs through improvements and efficiencies.

## 6

# MANAGING AND MEASURING PERFORMANCE

**Performance and achievement of this Strategy will be reported through the Irish Prison Service Annual Reports and Performance and Oversight Agreements with the Department of Justice and Equality.**

These annual reports set out achievement against this published Strategic Plan.

Achievement and progress will also be reported through other mechanisms including:

- ▶ **U**Parliamentary scrutiny and Parliamentary Questions
- ▶ **S**pecial reports to include reports from the Inspector of Prisons, Council of Europe Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT)
- ▶ **U**Publication of minutes from senior management meetings
- ▶ **S**takeholder engagement with a range of stakeholders, including public bodies, third-sector and advocacy bodies and others with an interest in our work.

## 7

# PUBLIC SECTOR DUTY SECTION 42 OF THE IRISH HUMAN RIGHTS & EQUALITY ACT, 2014

The Irish Prison Service is responsible for the safe secure custody of all those committed to it by the courts. While it is our duty to enhance public safety by holding securely those committed by the courts our role must be deeper than just a custodial function. We are committed to ensuring that those deprived of their liberty are treated with dignity and with humanity. Prisoner care and rehabilitation is a core aim of the Service and we strive to achieve a balanced approach in the effective performance of our care and custody functions.

As a responsible organisation of the State we operate within the parameters set out in Irish, European and international human rights law. We promote equality and human rights through our policies and practices. This promotion of human rights through our day to day operations forms part of our broader objective to be a values driven organisation.

This is equally applicable to how we interact with our staff and we are committed to creating a better work environment for staff that promotes positive engagement, open communication,

fairness, equality and respect. Our approach is underlined by our core organisational values of Teamwork, Integrity, Potential, Safety and Support. We value and trust our staff and we treat them in a respectful manner. Equally, we expect our staff to behave in a fair and respectful manner to all who work, reside or visit our institutions. We support staff diversity and take appropriate action against discrimination, bullying and harassment. We ensure that our recruitment and promotions competitions are fair, equitable and open. We promote equality of opportunity for all.

We support our staff to maintain good physical and mental health through the provision of health programs such as health screening and wellness programs.

The concept of humane treatment and awareness of international human rights instruments are embedded through all elements of Irish Prison Service training programmes. Awareness of international instruments, as well as an appreciation of the ethical context within which prisons must be administered form part of the training. All technical skills are underpinned by

a belief in the dignity and humanity of everyone involved in prisons. All training programmes emphasise the need to treat prisoners as individuals with humanity and respect and to act within the law at all times. We have worked and will continue to work with the Irish Human Rights and Equality Commission to develop bespoke human rights training for prison staff.

We strive to ensure that conditions of detention for all prisoners, either physical or regime, conform to international standards including those instruments set out by the United Nations as a minimum. Where possible, we strive to exceed these standards and become a global leader in penal practice. Where deficiencies are identified we ensure appropriate action is taken to address same. We are continuing to implement a comprehensive capital programme of works to modernise and improve the physical conditions of our prison estate including reducing overcrowding and eliminating “slopping out”. We continue to build on the many positive developments made in this regard in recent years.

We are aware that the deprivation of liberty is the sentence handed down by the courts as punishment for offending and that our role is to administer that sentence in a way which is no more restrictive than required. We ensure that prison regimes provide for appropriate out-of-cell time and sufficient constructive activities are provided during periods of unlock. When the restriction of a prisoner’s regime is necessary we ensure that it is done for no longer than is required and in a manner that upholds the prisoner’s right to access, where possible, prison services including education, training and healthcare.

We ensure that we provide prisoners with access to the same quality and range of healthcare services as that available to those entitled to General Medical Scheme (GMS) health services in the community. Prison Service healthcare is committed to treating all prisoners with dignity accepting that, notwithstanding the limitations on personal autonomy imposed by imprisonment, they should be directly involved in their health care.

One of the core values of the Irish Prison Service is to endeavour to help prisoners, where possible and appropriate, and to maintain and develop positive relationships with their families. Every effort is

made to ensure that prisoners are located as close to their home as possible to facilitate visits from family and friends. We ensure that these visits take place in an environment which maximises the engagement between the prisoner and visitor and that conditions for visits, as well as decisions regarding the denial of visits, are sensitive to the needs of children. We ensure that staff are aware of the need to treat prison visitors with dignity and respect and we are committed to enhancing the prison visit, taking account of all appropriate security considerations.

We are aware of and understand the special role we have on behalf of society in respecting the dignity of the prisoners in our care. Through strong leadership by our management teams we ensure that all our staff are mindful of this responsibility. We recognise that this standard is not always met and therefore prisoners have a right to make complaints/requests to prison management and to independent bodies. We know that prisoners are in a vulnerable position and they must have access to a credible and independent complaints system that deals with genuine complaints in an open, transparent and independent way and provides appropriate redress. If a prisoner’s complaint is against a person including staff members we will ensure that due process is afforded to all persons under investigation and uphold the rights of all.

We operate a fair and open prison discipline system in line with legislation set out in the Prison Rules 2007 and the Prisons Act 2007. We ensure that the imposition of disciplinary sanctions are imposed in a consistent and fair manner across all prisons. We have introduced guidelines for prison management in this regard. We ensure that sanctions imposed for breaches of prison discipline are proportionate to the incident and we ensure that contact with immediate family members is not removed as a form of punishment under any circumstances.

The safety and security of all persons working, residing, or visiting any of our institutions is of utmost importance to the Irish Prison Service. As such, for safety reasons, we have introduced appropriate security measures in all our prisons. We ensure that all staff conducting searches within our prisons including the searching of persons or property, do so in a manner that recognises the inherent dignity of the person and their property.

We are committed to working with the various national and international bodies involved in the inspection and monitoring of prisons and places of detention. We expect staff and management to keep accurate records, to secure all relevant evidence to cooperate fully with national and international accountability bodies. This is an

important process for us and such inspections are valuable and critically important mechanisms.

We are proud of our record of protecting and promoting human rights but we equally accept that we have challenges and problems that we need to face.

## PARTIES CONSULTED - IPS STRATEGIC PLAN 2019 - 2022

Arbour Hill Prison  
Association of Higher Civil and Public Servants  
An Garda Síochána  
Castlerea Prison  
Childhood Development Initiative  
City of Dublin Education and Training Board  
Civil and Public Service Union  
Cloverhill Prison  
Cork Education and Training Board  
Cork Prison  
COSC, Victims of Crime  
Courts Service  
Department of Children and Youth Affairs  
Department of Education and Skills  
Department of Health  
Department of Justice and Equality  
Dóchas  
Dublin Institute of Technology  
Health Service Executive  
IASIO  
IMPACT  
Inspector of Prisons  
Irish Medical Organisation  
Irish Penal Reform Trust  
Irish Prison Service College  
Irish Red Cross

Laois Offaly Education and Training Board  
Limerick Education and Training Board  
Limerick Prison  
Loughan House  
Merchants Quay Ireland  
Midlands Prison  
Mountjoy Prison  
National University of Ireland Maynooth  
Ombudsman for Children  
Parole Board  
Portlaoise Prison  
Prison Officers Association  
Probation Service  
Public Service Executive Union  
Roscommon Education and Training Board  
Social Innovation Ireland  
Solas Project  
Shelton Abbey  
St. Stephens Green Trust  
St. Vincent de Paul  
University College Cork  
University College Dublin  
University of Limerick  
Visiting Committee Group  
Wheatfield Prison  
Wicklow Education and Training Board





**IRISH PRISON SERVICE**

CREATING A BETTER ENVIRONMENT

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