

# CAPITAL STRATEGY

2016 - 2021



IRISH PRISON SERVICE | CREATING A BETTER ENVIRONMENT

# CONTENTS

<b>1</b>	<b>INTRODUCTION</b>	<b>1</b>
<b>2</b>	<b>THE STRATEGIC CONTEXT</b>	<b>2</b>
2.1	Penal Policy	2
2.2	IPS Corporate and Strategic Context	3
2.3	National and International Codes and Standards	5
2.4	Inspector of Prisons Statements	6
2.5	Prison Architecture and Design – Contemporary International Approaches	8
<b>3</b>	<b>THE OPERATIONAL CONTEXT</b>	<b>10</b>
3.1	The Prison Estate	10
3.2	Prison Population	13
3.3	Estate Condition, Strengths and Weaknesses	16
<b>4</b>	<b>VISION, STRATEGIC OBJECTIVES AND PROGRAMME STRUCTURE</b>	<b>17</b>
4.1	Defining the Strategic Framework	17
4.2	Strategic Vision	19
4.3	Strategic Objectives	20
4.4	Investment Needs	24
4.5	Investment Plans and Strategic Objectives	28
4.6	2016-2021 Programme Scope and Schedule	30
<b>5</b>	<b>PROGRAMME MANAGEMENT, IMPLEMENTATION AND DELIVERY</b>	<b>31</b>
5.1	Programme Governance	31
5.2	Stakeholder Consultation	33
5.3	Risk Management and Change Management	34
5.4	Accompanying Measures	35
5.5	Programme Flexibility, Monitoring and Review	35
	<b>ANNEX 1. PARTIES CONSULTED</b>	<b>36</b>

# 1 INTRODUCTION

The Irish Prison Service (IPS) is responsible for the safe and secure custody of persons committed to prisons in the State, for upholding the human rights and dignity of prisoners, and for ensuring imprisonment acts to minimise reoffending through supporting rehabilitation and preparation for social reintegration.

Along with the dedication and professionalism of staff and partner agencies, the prison infrastructure itself is the most important means by which it can successfully meet these responsibilities, given their determination of prison conditions, of services available for prisoners, of living conditions and staff working conditions, and of their role in facilitating safe, positive, progressive, and developmental environments within prisons.

Prisons and prison infrastructure are intensely used buildings and assets, that must meet stringent standards, and that tend to have very long operational lives during which they must deliver their functions within contexts of evolving social trends, evolving imprisonment standards, policy and legislative change, and relevant technological innovation and development. The prison estate in Ireland combines very historical Victorian prisons that have, to greater and lesser degrees, been modernised or upgraded over time, along with prisons built over the more recent past. Huge strides have been made in recent times to eliminate the most severe and urgent historical shortcomings of the estate, as well as to reduce prison overcrowding, and these achievements are now providing a context for more strategic and progressive planning of the prison estate, of its purposes and how best it can meet its aims, and how it can more comprehensively and effectively fulfil the important role and responsibility society places on it.

This document sets out a Strategic Plan for prison investment that is set within both this historical context as well as in the context of current policies, strategies and operational trends. While it puts forward a long-term vision for the prison estate, as well as the detailed strategic objectives to which the vision gives rise, it sets out investment priorities for the period 2016-2021, confining plans for that period to the broad scope of capital funding budgeted for such investment.

## **The document is structured as follows:**

- **Section 2** describes the strategic context behind the investment strategy;
- **Section 3** describes the operational context, including the existing estate and its historical evolution, and the prisoner population in both a national and international context;
- **Section 4** sets out the Prison Service's long-term vision for the estate, describes eight core long-term strategic objectives for it, describes the overall investment needs of the estate and how they will support the achievement of those objectives, as well as presenting a profile of investment programming for the 2016-2021 period;
- **Section 5** addresses the management, implementation and delivery of the strategy.

## 2 THE STRATEGIC CONTEXT

### 2.1 PENAL POLICY

The overriding national objective of penal policy is to make Ireland a safer and fairer place. This principle was to the fore in the Strategic Review of Penal Policy, which reported in July 2014<sup>1</sup>, and the implementation of the recommendations of which is being led by the Department of Justice and Equality.

The review highlighted the need to establish a new penal policy, articulated in two overriding objectives:

- *The Review Group consider that the overarching purpose of criminal and penal policy should be to make Ireland a safer and fairer place. The purpose and management of criminal sanctions should be consistent with that purpose. The Review Group consider that the dual purposes of punishment and rehabilitation should be the primary considerations in the imposition and management of criminal sanctions as being in the interests of best serving Irish society protecting victims of crime and deterring future offending;*
- *While imprisonment serves an important role in the punishment of serious offences, it can adversely affect a person's job prospects, family links, access to accommodation and social attitude, all of which have a negative effect on a person's rehabilitation and, ultimately, desistance from crime. Reducing reoffending behaviour and reliance on prison are key aims of the penal system and in pursuing those aims, law and practice in the area of penal policy should be just, proportionate and humane.*

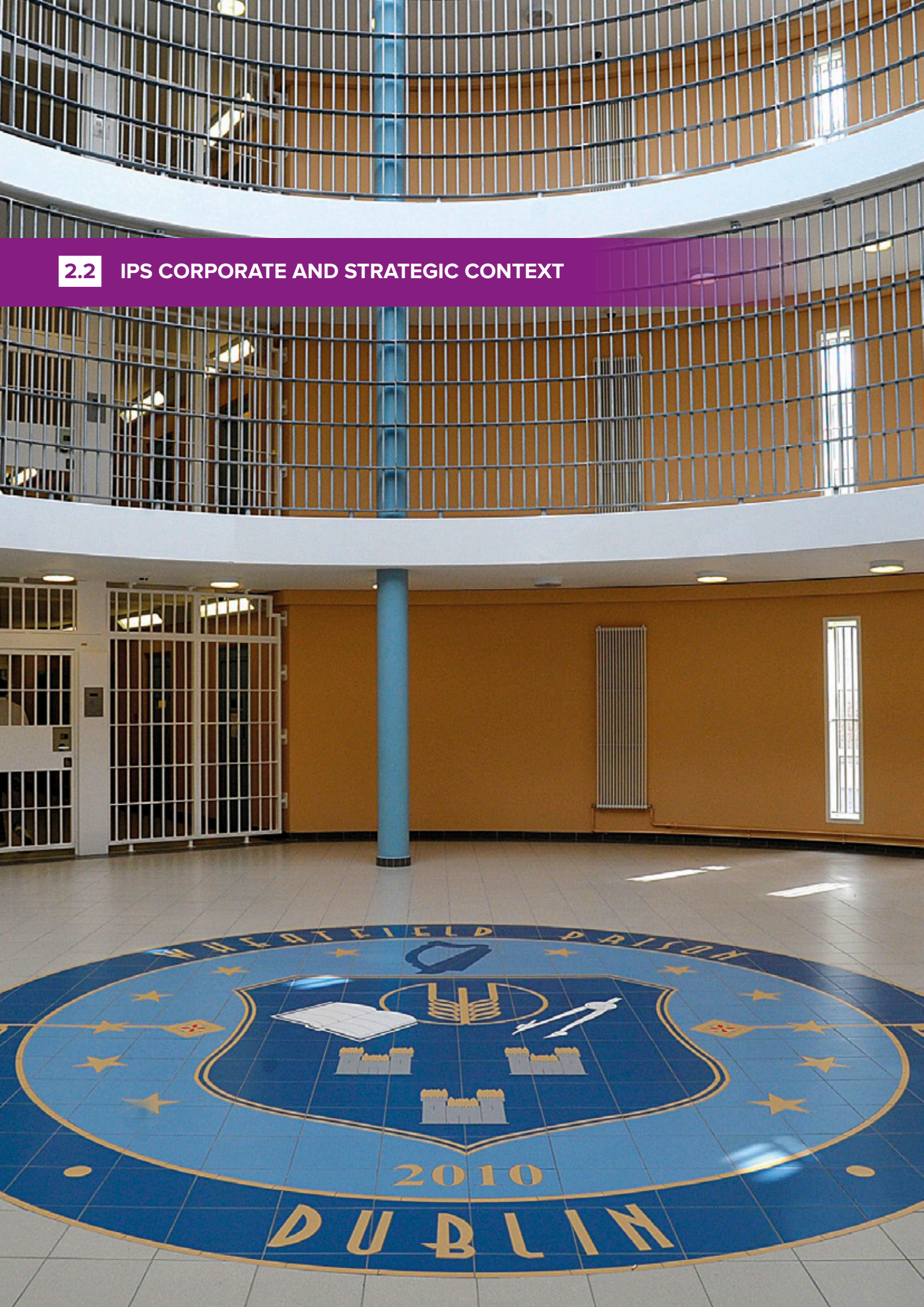
The review also identified the need for a new approach that heightened the priority of non-custodial sanctions:

- *There has been a significant increase in the prisoner population and that increasing levels of imprisonment have led to concerns regarding the extent of overcrowding in Irish prisons and the consequential negative impact on the daily lives and, ultimately, on the rehabilitation of offenders subject to custodial sanctions as well as on the efficient administration of the prisons themselves. A multi-agency approach to the development of appropriate, alternative non-custodial sanctions is required;*
- *Community sanctions should be developed so as to be capable of addressing the higher risk offender and address the underlying causes of offending. Targeted supervisory sanctions tailored to the individual needs of a particular offender may provide an appropriate solution but requires the collaborative efforts of those responsible for the supervision of the offender and those responsible for service provision;*
- *The unnecessary use of imprisonment, such as for the non-payment of fines, must be seriously reduced. Other alternatives to imprisonment such as community service or weekend sentencing should be pursued and the use of restorative justice promoted.*

---

<sup>1</sup> <http://www.justice.ie/en/JELR/Strategic%20Review%20of%20Penal%20Policy%20Accessible.pdf/Files/Strategic%20Review%20of%20Penal%20Policy%20Accessible.pdf>

## 2.2 IPS CORPORATE AND STRATEGIC CONTEXT





## OUR MISSION

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



## OUR VISION

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



## OUR VALUES



TEAM WORK

**TEAM WORK** | We achieve more by working together than we can as individuals working alone



INTEGRITY

**INTEGRITY** | We must always have the courage to do the right thing, the decent thing even when no one else is watching



POTENTIAL

**POTENTIAL** | Everyone has the potential to be a better person and we actively seek to provide staff and those in custody with opportunities to realise and achieve this



SAFETY

**SAFETY** | We actively contribute to maintaining an environment in which staff and those in our custody feel emotionally and physically safe and ultimately, contribute to a safer community



SUPPORT

**SUPPORT** | We actively seek to provide supports to staff and support rehabilitation of those in custody

The IPS has adopted a Strategic Plan for the period 2016-2018 built around four key strategic actions, as follows:

### **1. Staff Support**

We will promote open, respectful, competent, supportive, fair and inclusive behaviours at all levels of the organisation to ensure our staff feel engaged, supported, valued and appreciated.

### **2. Prisoner Support**

We will place renewed emphasis on prisoner rehabilitation by further developing and re-engineering services designed to address the factors that contribute to offending. Through the more effective management of sentences we will encourage and support prisoners to live law abiding and purposeful lives. We will build on the success of the enhanced collaborative arrangements with the Probation Service and foster enhanced formal links with other key statutory and community services to facilitate the effective and safe transition of prisoners from custody to community.

We will ensure that prisoners are detained in accordance with the law, including our international Human Rights Law obligations and in compliance with the Prison Rules 2007 and other statutory provisions. We will maximise safe and secure custody through the maintenance of good order and discipline.

### **3. Victim Support**

To engage openly and meaningfully with registered victims of crime, in line with the EU Victims Directive, recognising their concerns and right to be understood and treated with respect and dignity.

### **4. Enhancing Organisation Capacity**

In order to achieve this Strategic Plan objectives the Irish Prison Service must have the necessary organisational capability and capacity to do so. We will ensure that the Irish Prison Service has the systems, structures, processes, procedures and culture in place to support a just, proportionate and humane penal system which will contribute to the overall goal of reducing offending.

## **2.3 NATIONAL AND INTERNATIONAL CODES AND STANDARDS**

The operation of prisons and therefore the prison facilities and infrastructure themselves, must support, uphold and operate within a national statutory framework, that comprises legislation and statutes that include the European Convention on Human Rights Act 2003, the Prison Acts, the Prison Rules, and numerous Acts and Provisions within wider Criminal Justice legislation.

In addition, there is a host of international law and statutory and non-statutory conventions to which Ireland has committed itself that relate to prison facilities and standards of imprisonment, each of which impose obligations regarding, or with implications for, prison infrastructure. These include:

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

## 2.4 INSPECTOR OF PRISONS STATEMENTS

The Office of the Inspector of Prison was given statutory status in 2007. The general role of the Inspector is to carry out regular inspections of prisons and thus to provide a system of independent prison monitoring to ensure transparency and accountability, and to bring any matters of concern to the attention of prison Governors, the Director General of the IPS, and/or the Minister for Justice and Equality.

In fulfilling this role the Inspector has reported extensively on infrastructure standards within individual prisons and the prisons estate in general, and has published reports setting out standards and criteria for that infrastructure itself and in respect of other matters that have implications for infrastructural provision and standards. The IPS must endeavour to meet the Inspector's standards and to deliver on recommendations made in Inspectorate reports.

The Inspector of Prisons published "Standards for the Inspection of Prisons" in 2009 which sought to establish minimal standards associated with imprisonment in Ireland, against which future inspections would be judged. The standards relate to:

- the general management of prisons;
- the condition, general health and welfare of the prisoners;
- the general conduct and effectiveness of the persons working in the prison;
- compliance with international and national standards;
- programmes and other facilities available and the extent to which prisoners participate in them;
- security; and
- discipline.

A range of specific standards were set out in the Inspector's report that relate quite directly to prison infrastructure (Figure 1.2).

## FIGURE 1.2 INSPECTOR OF PRISONS – VARIOUS STANDARDS FOR THE INSPECTION OF PRISONS

- *“The physical conditions under which prisoners are held shall respect their human dignity”.*
- *“The size of a cell must be suitable for its purpose. The suitability of the cell size is dependent on the number of hours spent in the cell, the number of prisoners accommodated in the cell and the availability of in-cell sanitation facilities that ensure privacy”.*
- *“Cells should not be used to accommodate more prisoners than the intended design capacity, unless justified in exceptional circumstances”.*
- *“Where possible prisoners should have individual cells to sleep in”.*
- *“Where possible, prisoners on remand shall be accommodated in single cells and be separated from sentenced prisoners”.*
- *“Cells shall be suitable for accommodating prisoners in respect of size, lighting, heating, ventilation and fittings”.*
- *“Windows in all cells shall permit sufficient natural light to facilitate prisoners to read and write”.*
- *“Windows in all cells shall allow adequate fresh air even if there is an air-conditioning system in place”.*
- *“All prisoners shall have in-cell access to a working alarm bell that attracts the attention of staff at all times”.*
- *“Prisoners shall have access to adequate and appropriate sanitary and washing facilities that respect their privacy”.*
- *“In-cell sanitation facilities must be adequately screened”.*
- *“Adequate and appropriate facilities must be provided for the disposal of waste accumulated in cells, in a hygienic manner”.*
- *“Provision shall be made for the sanitary needs of women prisoners that respect their privacy”.*
- *“Prison management shall ensure, as far as is practicable, that the prison is operated having regard to international, regional and national human rights standards and these standards”.*
- *“Prisoners shall not be subject to treatment that could constitute torture or inhumane or degrading treatment or punishment”.*
- *“Subject to the constraints of the particular prison and the maintenance of good order and security, prisoners shall be entitled to spend as much time out of their cells as is possible”.*
- *“Prisoners shall have access to a wide range of constructive activities, including, inter alia, educational, recreational, work /training and welfare programmes”.*
- *“Vocational training shall be available for those prisoners who are able to benefit from it, particularly young prisoners”.*
- *“As far as practicable, prisoners should have access to educational programmes that can meet their individual needs”.*
- *“Subject to the maintenance of good order and secure custody, no prisoner shall be denied educational programmes in prison”.*
- *“Prisoners shall be encouraged to take part in physical education and sporting activities”.*
- *“Prison management are to have due regard to issues affecting prisoners placed on protection in light of the remarks made by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment which include, inter alia, the right to exercise in the open air, to medical and welfare treatment, access to educational and vocational training, appropriate hygiene facilities and contact by telephone and visits with the outside world”.*
- *“Prisoners assessed as vulnerable shall be accommodated in such area(s) of the prison as is most convenient and appropriate for the monitoring and treatment of such prisoners by the medical personnel and other relevant agencies”.*

## **2.5 PRISON ARCHITECTURE AND DESIGN – CONTEMPORARY INTERNATIONAL APPROACHES**

Internationally, prison architecture and design has a long history and has gone through numerous phases and processes of change and reform that reflect changing perspectives regarding imprisonment and penal ideologies. Early design philosophies centred on ideas of isolation, silence, reflection, darkness and solitude, and only later did principles of inmate “reform” begin to manifest themselves in infrastructure and design, with greater daylight, facilities for prisoner work, learning, socialisation, and faith, for example, becoming standard features.

In modern times the considerations to the fore in architecture and design include the need to minimise cost (including through prolonging the life of old prisons, as well as minimising the costs of building and operating new ones), to uphold prisoners’ dignity and rights, to maintain control, security and safety, to minimise the scope for oppression and institutionalisation to feature as by-products of the infrastructure, to provide positive and progressive environments, and to facilitate personal development, skills development and the promotion of individual responsibility. The challenge for designers is often to find an optimum balance across all of these ideals.

As research and knowledge has increased about the effects of imprisonment and on the future anti-social or criminal propensity of those having been imprisoned, penal policies have increasingly emphasised the goals of prisoner rehabilitation and social integration, and while architecture and design efforts have needed to reflect this changing emphasis, they are often constrained by other factors and obligations.

New international approaches incorporate and emphasise greater space, brightness, colour, nature, activity, creativity and interaction, as well as more established and accepted requirements around work, training, education, and professional care, and there is often a more explicit intent in design approaches to bring about more positive living and social assimilation post-release, through having experienced it within prison, with punishment confined to the loss of liberty only and not effected to further degrees during it.

Scandinavian approaches are amongst the most innovative, where prisons have begun adopting high levels of interior design, used natural construction materials, have deliberately created stimulating internal environments, and been situated in scenic settings. Further, they have created accommodation and facilities throughout that reflect a pervasive humanity and encourage individual development, responsibility, trust and social integration.

Similarly they emphasise staff wellbeing and motivation, and recognise the direct positive effects these have on the prison atmosphere, on interpersonal relationships, and on prisoner wellbeing and progressive development. Most critically however, all of these features are deliberately provided, not in a spirit of inappropriate indulgence or generosity, but to directly achieve the policy goals of rehabilitation and

reintegration, of minimising the harmful effects of imprisonment, of minimising recidivism, and to ensure the lives of detainees have greater personal, social and economic prospects and potential on release than when first detained.

This international context provides both challenges and opportunities for prison investment in Ireland, but clearly where such modern international approaches evidently achieve core policy goals we share, the IPS must recognise and facilitate such approaches to infrastructural development and design, and explicitly encourage appropriate degrees of innovation, experimentation and imagination in the development and evolution of the estate.



## 3 THE OPERATIONAL CONTEXT

### 3.1 THE PRISON ESTATE

Today's prison estate is very much a function and reflection of Ireland's penal history. It is said that the management and operation of prisons is one of the oldest functions of Government in Ireland. Kilmainham Gaol, the original County Gaol of Dublin, is thought to have served as a prison since at least 1715, and in the eighteenth century there were up to 40 prisons under the control of county and town Grand Juries, including county jails, debtors prisons, bridewells and convict prisons. Many of the historic prisons still in operation today date from a mid-19th Century phase of prison construction in Ireland that coincided with one in England, and adopted many of the design and penal philosophy principles of that era. These include Mountjoy, Limerick, Portlaoise and St Patrick's Institution.

The period between the mid-19th and mid-20th Centuries saw no prison building in Ireland, was one of declining prison populations, and brought around the closure of many prisons and penal institutions, including prisons in Galway, Waterford, Kilkenny, Drogheda and Tralee, and by the late 1950s, the only remaining prisons operating in Ireland were Mountjoy, St. Patrick's Institution, Portlaoise and Limerick.

Prison populations grew once again however between the 1970s and the mid-1990s, and the period put enormous pressure on the then prison estate. Wheatfield prison was built in 1989 and was the first new prison built in Ireland for approximately 130 years, while other facilities were brought into use as prisons and places of detention, and existing prisons had new facilities added or accommodation adapted and extended.

Since the early 1990s additional new prisons were built at Castlerea, Dóchas (the female prison at the Mountjoy campus), Cloverhill (adjacent to Wheatfield), and the Midlands (adjacent to Portlaoise Prison), while three others were decommissioned (Spike Island, the Curragh and Shanganagh Castle in County Dublin). A new prison in Cork has meanwhile just opened, situated directly adjacent to, and replacing, the old existing prison in the city.

Today's estate therefore combines a set of extremely old facilities that have, to greater and lesser degrees, been adapted or altered at various points over their lifetimes, as well as a sub-set of more modern facilities that reflect more contemporary penal principles and design standards.

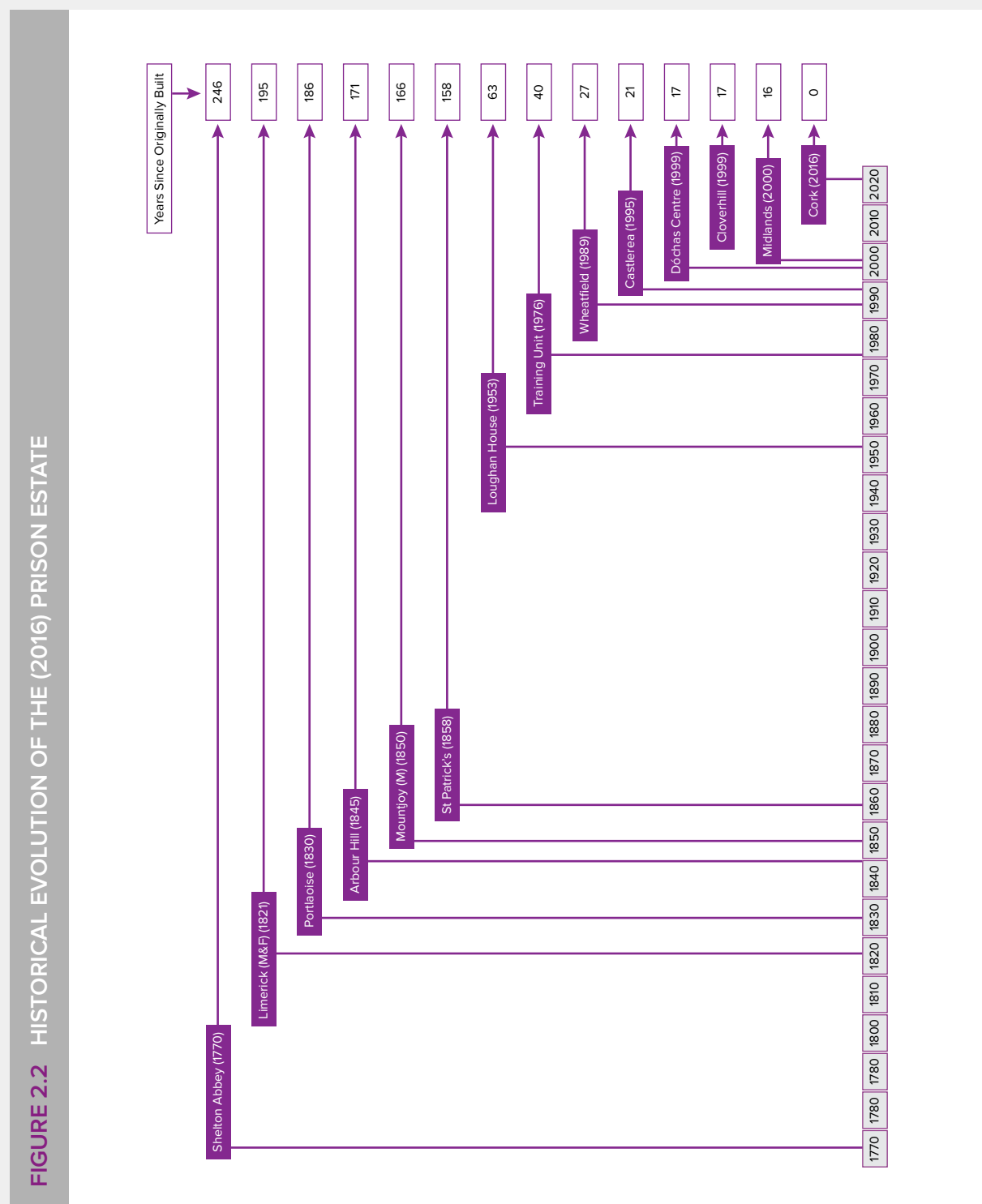
Currently there are three prison campuses in Ireland – the Mountjoy Campus in Dublin, the Midlands Campus at Portlaoise, and the West Dublin Campus at Cloverhill Road in Clondalkin in Dublin – which between them comprise eight individual prisons or places of detention. Beyond the prison campuses there are a further six individual prisons or places of detention - at Cork, Limerick, Arbour Hill in Dublin, Castlerea in Co. Roscommon, Shelton Abbey in Co. Wicklow, and Loughan House in Co. Cavan. Figure 2.1 presents an overview of the prison estate.

**FIGURE 2.1 PROFILE OF PRISON ESTATE**

Campus/Prison		Description	Bed Capacity as per Inspector of Prisons at end 2014	Daily Average Number in Custody in 2014
West Dublin Prison Campus	Wheatfield Place of Detention	Closed, Medium Security Place of Detention for Males aged 17 years and over	550	478
	Cloverhill Prison	Closed, Medium Security Prison for Males aged 18 years and over, which primarily caters for remand prisoners committed from the Leinster Area	414	413
Portlaoise Prison Campus	Portlaoise Prison	Closed, High Security Prison for Males aged 18 years and over, which serves as the committal prison for those sent to custody from the Special Criminal Court, and accommodates prisoners linked with subversive crime.	291	246
	Midlands Prison	Closed, Medium Security Prison for Males aged 18 years and over, serving as the Committal Prison for counties Carlow, Kildare, Kilkenny, Laois, Offaly and Westmeath	870	823
Mountjoy Prison Campus	Mountjoy Prison	Closed, Medium Security Prison for Males aged 18 years and over, serving as the main Committal Prison for Dublin City and county	554	556
	Training Unit	Semi-Open, Low Security Prison for Males aged 18 years and over, with a strong emphasis on work and training	96	89
	St Patrick's Institution <sup>2</sup>	Closed, Medium Security Place of Detention for 17 year old males held on remand or for trial	34	11
	Dóchas Centre	Closed, Medium Security Prison for Females aged 18 years and over, serving as the committal prison for females committed on remand or sentenced from all Courts outside the Munster area.	105 (female)	123 (female)
Arbour Hill Prison		Closed, Medium Security Prison for Males aged 18 years and over, accommodating in particular long term sentenced prisoners	131	141
Castlerea Prison		Closed, Medium Security Prison for Males aged 18 years and over, serving as the committal prison for remand and sentenced prisoners in Connaught while also accommodating committals from counties Cavan, Donegal and Longford	300	338
Cork Prison		Closed, Medium Security Prison for Males aged 18 years and over, serving as the committal prison for counties Cork, Kerry and Waterford	173	226
Limerick Prison		Closed, Medium Security Prison for Males and Females aged 18 years and over, serving as the committal prison for males for counties Clare, Limerick and Tipperary and for females for all six Munster counties	185 (male) 24 (female)	223 (male) 27 (female)
Loughan House		Open, Low Security Prison for Males aged 18 years and over who are regarded as requiring lower levels of security	140	119
Shelton Abbey		Open, Low Security Prison for Males aged 19 years and over who are regarded as requiring lower levels of security	115	101

2 St Patrick's Institution is due to close as a distinct place of detention and become integrated with Mountjoy Male prison.

Figure 2.2 presents a profile of the existing estate in terms of its age and historical evolution.



## 3.2 PRISON POPULATION

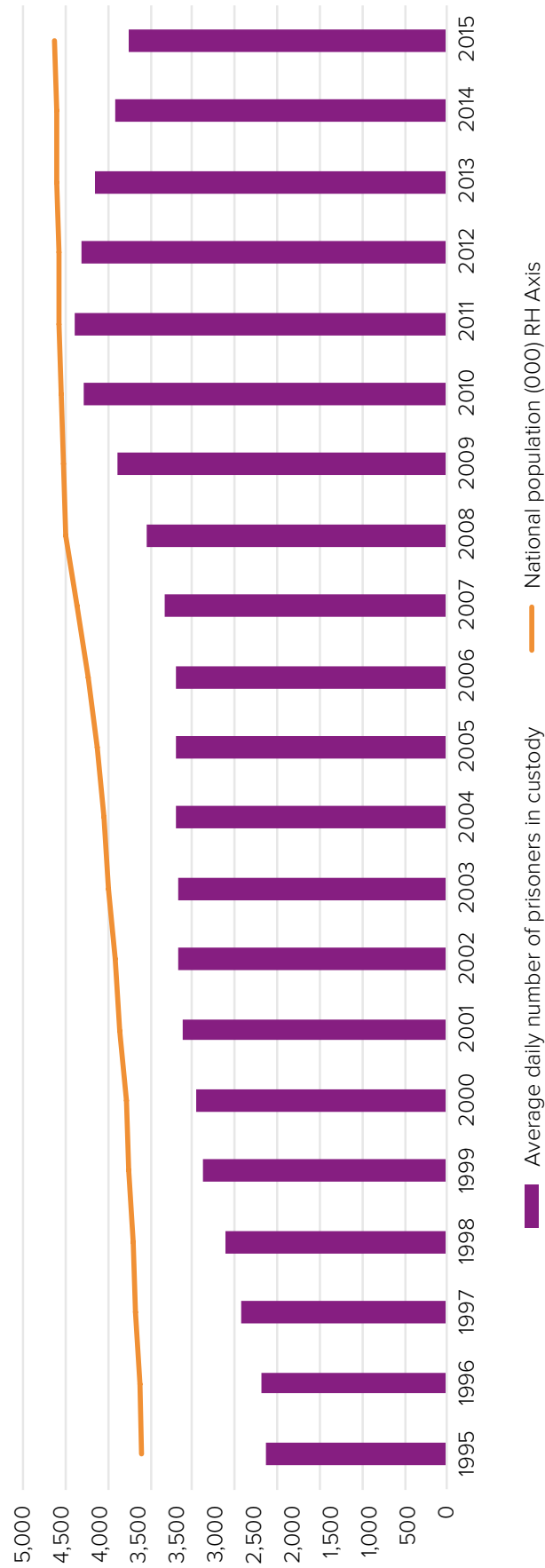
Following a number of decades of moderate but steady growth, the average daily prison population has declined in recent years. Figure 2.3 shows the recent trend in prison numbers alongside the comparable trend in national population, while Figure 2.4 shows Ireland's recent prison population rate in an internationally comparative context.

Numerous factors are likely to have been influential in the recent reductions in the prison population, including issues relating to penal policy, to sentencing, to the availability of community sanctioning options, and to use of the Community Return incentivisation programme, amongst others.

It can also be seen that Ireland is at the lower end of the European scale in terms of prison population rates (the numbers in prison relative to the national population), with countries with lower rates generally confined to Scandinavian countries and a small number of other predominantly northern European countries. Even before the recent reductions in the prison population, Ireland's place on the European listing was only marginally higher.



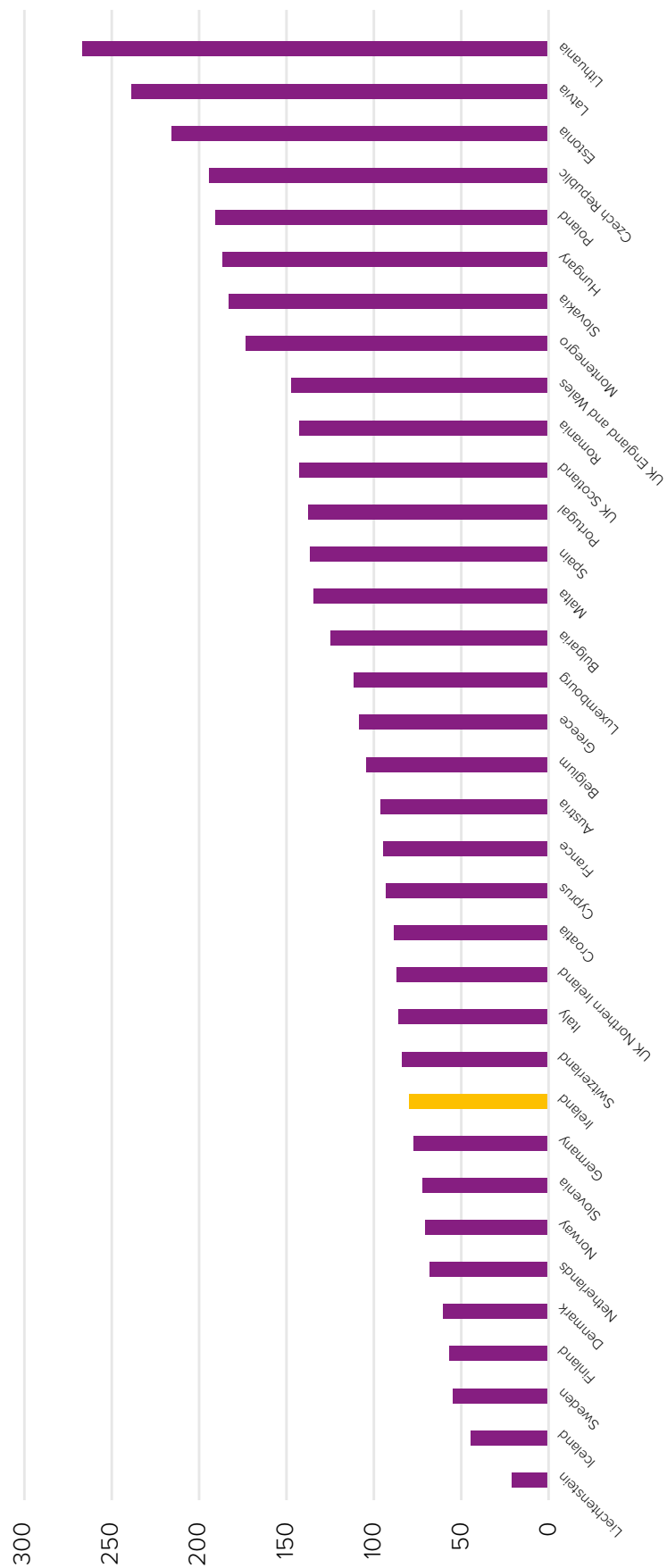
**FIGURE 2.3 PRISON POPULATION AND NATIONAL POPULATION, 1995 - 2015<sup>3</sup>**



Source: IPS, CSO

<sup>3</sup> Prisoner population data for 2015 is the average daily figure at the end- Feb, end-May, end-Aug and end-Nov

**FIGURE 2.4** MOST RECENT COMPARATIVE PRISON POPULATION RATES<sup>4</sup>



Source: prisonstudies.org

<sup>4</sup> Prisoner population per 100,000 national population. Ireland is at 30/10/2015. All other countries at dates between Sept. 2013 and Dec. 2015.

### 3.3 ESTATE CONDITION, STRENGTHS AND WEAKNESSES

Given their purpose, their security requirements, their evident long lifetime of service, and the changes in criminal justice policies, legislation and operational trends to which they must respond, prison facilities and infrastructure are intensely-utilised assets with exacting minimal standards of operability, and meeting society's expectations and requirements of a prison system is of necessity capital-intense.

Up until relatively recently, Ireland's prison estate was both historic in origin and suffered a legacy of underinvestment and neglected maintenance. Growing prisoner numbers, efforts to comply with recognised standards, addressing the poor legacy of the inherited estate, and improved resourcing, have over the last thirty years combined to ensure that historical prisons were improved and modern new facilities were built.

The result is that today's estate provides much modern prison infrastructure, as a whole currently serves its broad quantum of accommodation needs relatively well, is reasonably geographically-balanced serving major urban centres and providing strong nationwide accessibility, and is in much higher compliance with accepted national and international incarceration norms and standards than in its relatively recent history. These strengths and achievements are a testament to all those who helped bring them about.

Notwithstanding these strengths however, the estate continues to have weaknesses that require long-term planning and remedy. While a much diminished proportion, some parts of the historic estate still provide accommodation and facilities totally unsuitable to modern needs. Several prisons have had critical improvements that have modernised important features, but with other features long past their fitness for purpose and badly in need of upgrade. The overall mix of prison accommodation, in terms of security levels, prison regimes, care, rehabilitation and protection, does not provide for an increasingly diverse prison population, and the different needs of specific groups that effective implementation of penal policy would require. Infrastructure maintenance remains very challenging, and the ongoing evolution of standards (be they relating to security, to prisoner care and rehabilitation, to staff and visitor requirements, to environmental principles, etc.), constantly create new needs, obligations and duties which the infrastructure must reflect and deliver upon.

## 4 VISION, STRATEGIC OBJECTIVES AND PROGRAMME STRUCTURE

### 4.1 DEFINING THE STRATEGIC FRAMEWORK

A number of critical factors define the framework within which this multi-annual investment strategy is placed.

#### Legal Responsibilities

The prison system has a central place in the criminal justice system and the IPS has fundamental legal responsibilities within it. As well as the core duty of taking in persons committed to prison by the Courts, and for ensuring their safe and secure detention, its legal duties extend across a breadth of functional responsibilities and of statute law. Its strategic planning and investment must comply with and support the fulfilment of these numerous and diverse obligations, and this strategic investment plan reflects the legislative context that pertains to the IPS in 2016.

#### Government Policy

Penal and criminal justice policy is a function of Government and as such evolves and develops over time. Prison infrastructure, its quality, quantity, location, precise purposes and goals, and resourcing are all in the realm of Government policy, and investment planning and delivery must likewise reflect and put into effect such policy as it is established and as it evolves. As described in Section 2, the Report of the Penal Policy Review Group presents the most recent and up-to-date articulation of policy with respect to imprisonment.

#### Capital Expenditure and Multi-Annual Budget

Capital expenditure by the IPS must fund investment in the prison estate, investment in information and communication technology (ICT), and investment in other capital assets (e.g. prison service vehicles). Multi-annual budgeting must concur with the multi-annual capital budgeting of the wider Justice sector, which itself must reflect the multi-annual budgeting of all public capital expenditure.

For the period 2016-2021, this wider budgeting framework has determined that the IPS must budget for an annual capital expenditure of €28m, and confine its investment activity to within this envelope.

#### Prison Population

Projecting medium or long-term trends in prisoner numbers is extremely difficult, and numerous past attempts to do so using alternative methodologies have each proved highly inaccurate. As shown in Section 2, recent years have seen the prison population decline after periods of growth that preceded them, and while this marked a change in trends, an examination of longer history shows that Ireland has experienced phases of both growth and decline in the numbers of persons imprisoned. Given the unavoidable uncertainty about future prisoner population, this strategy does not seek to predict the future prison population. Rather, it sets out an investment programme that assumes the continuation, over the

period 2016-2021, of existing trends of stable or modest declines in national prisoner numbers, and the financial resources currently budgeted for the period to 2021 are assumed to appropriately apply only in a scenario of no significant growth in the prison population (i.e. growth that would imply a need for general national prison capacity enhancement).

## **Prison Operations**

In emerging from a context of insufficient accommodation and widespread and in places significant prison overcrowding, the prison estate now provides accommodation that in broad terms meets the quantitative accommodation needs of the population. However it does so with no significant excess capacity, and development works in prisons must therefore take place with no or minimal disruption and with no security compromises in the prisons themselves, and unlike in other settings, infrastructure improvements or upgrades cannot make use of temporary closures or substantial temporary decampments to facilitate works. This imposes distinct constraints on works that can take place, on their costs and feasibility, and on their timing and phasing.

## **Prison Standards**

Finally, meeting what are deemed the appropriate standards that should apply in prison settings, and ensuring all facilities are in compliance with these, irrespective of their age or historic status, is an ongoing strategic priority for the IPS. However formal and informal standards themselves continuously evolve, in line with societal norms, with legislative developments and judicial rulings, with technological advancements and capabilities, and with other contextual change. The detailed nature or infrastructural implications of future changes in accepted standards can never be fully anticipated in advance, so medium and long-term strategic planning must recognise this and facilitate the later compliance with standards and norms yet to emerge.

## 4.2 STRATEGIC VISION

The IPS has the following long-term strategic vision for the prison estate.



*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.*

The core principles espoused in the vision are as follows:

- **Safety:** ensuring and safeguarding the personal safety of prisoners, staff members, visitors, and all other persons that visit or use prison facilities is a fundamental objective of the IPS, of prisons, and of prison infrastructure;
- **Security:** the secure custody of prisoners is the paramount function of prisons and one at the core of all infrastructural considerations;
- **Humane:** the prison estate must give expression to and reflect the principles of fairness, equality, and the human rights of prisoners, which are cornerstones of the public service role of the IPS as well as its organisational values;
- **Dignity of All Users:** as well as of prisoners, the prison estate must provide standards of infrastructure, accommodation and facilities that overtly respect and value the dignity of staff, of visitors, and of all users;
- **Penal Policy:** the prison estate must facilitate delivery and fulfilment of the core principles of Ireland's penal policy, including incarceration and rehabilitation as policy objectives, the imperative to minimise the negative effects of imprisonment, and the overriding principle that penal sanction should be just, proportionate and humane.



## 4.3 STRATEGIC OBJECTIVES

The long term vision for the estate gives rise to eight core and concurrent strategic objectives (Figure 4.1).



## Facilities that Ensure Safety and Security

While a self-evident objective and paramount requirement, optimising the security of the prison estate has a multitude of implications that span core design factors such as external and internal walls, buildings, recreation areas and circulation routes throughout a prison, as well as issues such as locking, CCTV, visitor screening, observation and communications. Beyond these factors, there is the necessity to have the prison infrastructure support and facilitate the appropriate separation, segregation, supervision and control of different prisoners and special categories of prisoner so as to ensure their safety and security, the challenges of which increase as the number of prisoners with particular needs, and the number of distinct categories of prisoners, increases. However an overriding principle is that prisoners should to the greatest degree possible be accommodated within security standards and regimes that are appropriate to their needs, and to the security risks they pose, and should not be subjected to security standards substantially and unnecessarily beyond those needs, as this compromises other objectives such as dignity, humanity, rehabilitation, cost effectiveness and proportionality. Giving effect to this principle has implications for the high, medium and low-security facilities and mix within the overall estate over time, as well as the security-levels within prisons and the physical separation and integrity of internal secure zones, all of which need to evolve as those needs evolve, and all of which give rise to infrastructural development and change.

## Facilities with Appropriate In-Cell Sanitation

The single most pressing objective of estate modernisation in recent times has been the need to ensure appropriate in-cell sanitation throughout the estate, and to cease the practice of “slopping out” in prisons without in-cell toilets. While an accepted minimal contemporary standard of prison accommodation internationally, and one that is considered critical to upholding prisoners’ dignity and human rights, most of the old prisons that constitute much of the prison estate in Ireland had no in-cell sanitation when built, and installing it where possible or replacing such accommodation has been an unavoidable priority for estate investment. Major investments down the years have radically improved the situation across the estate, including provision of appropriate sanitation in new prisons and prison blocks, phased wing replacements at Limerick, recent major wing refurbishment projects at Mountjoy, and the very recent replacement of Cork Prison, and very few areas of prisoner accommodation now remain without in-cell sanitation. Addressing the final remaining ones is a core strategic objective but when completed will mark the full and final resolution of this singularly negative legacy of the historic prison estate.

## Single Cell Occupancy as an Estate-Wide Norm

While single-cell occupancy in absolute terms is neither a goal nor appropriate in all circumstances, providing individual cells for prisoners in all circumstances where it is the preference of prisoners has become an achievable goal in recent years as the capacity of the system and the numbers of prisoners have come closer into balance. While subject to the constraints of trends in overall prisoner numbers, reaching and maintaining this outcome must remain a long-term objective, and this has implications not just

for the estate's overall scale and capacity, but for the mix of institutions (closed, open, semi-open, committal, non-committal, etc.), their size, and their ability to cater for distinct groups and categories of prisoners in response to the increasingly diverse population of prisoners in custody.

### **Facilities that Support Effective Care and Rehabilitation**

While provision of facilities for prisoner care and for purposeful prisoner activities has always been an infrastructural goal, it was one low in the priorities of those who designed Ireland's historical prisons, and not a high concern of penal philosophies of that era. Furthermore, while provision of facilities for education, work/training, and healthcare has been a feature of the modern era, the pressures of improving basic cell accommodation, of providing sufficient prison capacity, and of modernising in-cell sanitation, have in some instances taken necessary precedence over improvements in out-of-cell facilities for prisoners capable of fully supporting effective rehabilitation as well as programmes of integrated sentence management and incentivised regimes. While the delivery of effective prisoner care and rehabilitation depends highly on professional services and recurrent resourcing, it also depends on appropriate infrastructural provision and on capital investment therein. Facilities that meet minimal quality standards for prisoner reception and discharge, for prisoner healthcare, for education, work training, recreation, faith, visits and family interaction, in-reach services in psychology, counselling, psychiatry, social work/welfare, and other activities, all have a central role in providing effective care.

Furthermore, settings that normalise, to the degree appropriate and possible, the day-to-day lives of prisoners, are known to enhance the scope for rehabilitative outcomes. Such normalisation, may where appropriate incorporate communal dining, cooking, much enhanced environments for family interaction, facilities to support positive prisoner-prisoner association, activity flexibility, and facilities that provide living conditions and activities that reduce institutionalisation, reward positive conduct, and encourage mutual trust and personal responsibility.

Having prison settings provide such rehabilitative standards and infrastructural capacities will not require facility investment in all contexts, however the explicit renewed emphasis of the role of rehabilitation in penal policy necessitates a renewed emphasis on investment, where needed, in infrastructure to facilitate it.

### **Facilities that Respect of All Users**

Prisoners, their families and visitors, prison staff, and professionals delivering services within prisons all deserve facilities that respect their dignity and rights, and historic societal attitudes towards prisoners, an absence of space, a lack of maintenance, and general underinvestment in many prison facilities has resulted in facilities that until recently arguably conveyed an absence rather than presence of such respect. While improving basic accommodation for prisoners has been a priority in the estate's recent history, and much needed investment has radically improved the quality of the estate in overall terms, ensuring the provision of facilities that dignify and respect all users throughout the entire estate remains a core objective of the IPS.

## Facilities that Recognise Prisoner Diversity

The strategic necessity to have prison infrastructure provide appropriately for an increasingly diverse prison population arises for numerous reasons, including human rights and equality, security and safety, humanity and dignity, and care and rehabilitation. As well as the basic obligation to provide separate accommodation and facilities for both genders and for sentenced prisoners and persons detained on remand, the diversity for which effective prison management increasingly needs to cater includes amongst others differences in prisoner age, physical ability, physical and mental health, addiction status, minimal security requirement and risk level<sup>5</sup>, vulnerability, nationality, cultural background, ethnicity, home location in Ireland, nature of offence, length of sentence, stage in sentence, and behavioural disposition. Infrastructure plays a central role in facilitating prison management approaches appropriate to a diverse prison population, and infrastructure incapable of providing differentiated accommodation for such groups restricts the scope for such effective management approaches substantially.

## Facilities that Support Environmental Goals and Objectives

Prisons, like all public infrastructure and facilities, have clear roles to play and obligations to meet in respect of environmental standards and good environmental practice. Energy conservation, effective waste management, and water conservation must all be given high priority in estate investment and management, and in prison operation more widely. Ensuring the estate complies fully with its obligations, and shows leadership and innovation in these respects, is a core strategic objective of the IPS.

## Facilities that Deliver Value for Money

Finally, providing value for money in capital investment is a fundamental responsibility and objective of the IPS, and the organisation recognises the multitude of channels through which this is achieved. Firstly, capital projects themselves must be cost effective and strategically appropriate, must be considered in terms of the long-term development of the estate and stand the test of time therein, and must be delivered efficiently and cost-effectively. Secondly, the operational and recurrent cost implications of capital development must be fully considered in all capital appraisal, and the recurrent cost implications of investment minimised and optimised very explicitly in investment planning. While life-cycle and maintenance costs are centrally important, other operational costs, in particular the staff implications of estate investment, are also a critical consideration. Thirdly, the IPS recognises that it operates within the wider criminal justice system and has an influence on the costs incurred in the wider system, which it must also seek to minimise in its investment planning. Finally, the role the prison system plays in reducing or minimising crime and hence the societal costs of crime, whether through its incarceration, deterrent, or rehabilitative/recidivist effects, is where it maximises society's return on investment in prison infrastructure and ultimately delivers value for public money.

---

5 Both general levels of security risk as well as increasing security and separation requirements arising from criminal/gangland associations.

## **4.4 INVESTMENT NEEDS**

The vision for the estate and the strategic objectives to which it gives rise, are both long-term in nature, and the full set of individual investment projects and project components needed to realise the vision are beyond the scope and existing financial envelope of this medium term (2016-2021) investment strategy. However there are many investment projects known to be required and to which progressing the strategic objectives will give rise in practical terms. Many have already been conceptualised and are at different stages of analysis, appraisal, specification or design, and others have yet to be specified and conceptualised as individual projects. Projects known to be required relate to either individual prisons, or are more generic projects required for several or all prisons.

### **Cork Prison Completion**

A new prison in Cork city has been built and very recently entered service. Some final elements of capital expenditure arising from this large project will be incurred in 2016, in keeping with the overall schedule of completion and payment.

### **Limerick Prison Masterplan**

A substantial project is required to modernise the remaining parts of Limerick prison requiring it, to replace the remaining historical wings within the male prison with a new modern wing with in-cell sanitation, and to provide a new female prison and discontinue the use of the severely dated and unfit for purpose female facility there. The project is at an advanced stage, its prior appraisal has been approved, and preparatory and enabling works are underway on site.

### **Portlaoise Prison Masterplan**

Portlaoise prison is the only high-security prison in the State, and has distinct needs and infrastructural requirements arising from that. The main prison block in use to accommodate subversive and politically-motivated prisoners (the E-Block) is extremely old, lacks in-cell sanitation, and is in a very poor state of repair, and cannot continue in use in its present condition. A masterplan for Portlaoise prison that provides for modern cell accommodation and upgrades to critical cell and non-cell infrastructure where required is in preparation, and a substantive prison investment project will emerge.

### **Castlerea Prison Masterplan**

A number of non-accommodation buildings and facilities at Castlerea prison are outdated, in a poor state of repair or no longer meet their requirements, in particular the facilities for prisoner reception, for general storage, and for prison visits, which have each become severely inadequate. An integrated project to simultaneously address and remedy each of these deficiencies is required to bring much of the non-accommodation components of the prison to a modern satisfactory standard.

## Mountjoy Prison Masterplan

Over the last number of years Mountjoy male prison has had each of its four radial accommodation wings refurbished and in-cell sanitary facilities installed. This has brought to an end the need for “slopping out” in one of the busiest while also oldest prisons in Ireland, and has radically improved the basic standard of prison accommodation there. While a number of small projects beyond these refurbishments are continuously needed given the age and intense use of the infrastructure, the prison as a whole still has many characteristics of a Victorian prison that has had piecemeal and non-strategic components added, removed and adapted through its history. With basic sanitary standards now addressed, the longer term task is to bring the remainder of the prison up to an acceptable modern standard capable of serving needs into the future, including requirements for a modern entrance and gatelock capable of catering for contemporary vehicular and emergency access, prisoner reception and discharge facilities suitable for the needs of the prison, appropriate modern visitor facilities, much enhanced facilities for prisoner care and rehabilitation, indoor and outdoor recreation, healthcare, education and work/training, appropriate staff facilities, and improved wider service areas such as laundry and kitchen facilities. In this context it is also possible to address wider issues in a well-considered masterplan, such as site layout, internal circulation, integration of St Patrick’s Institution with the main male prison, boundary issues, site services (power, heat, water and drainage), and internal security and segregation requirements.

## Mountjoy D Wing Workshops

A project is underway to construct new workshops to serve work/training needs of the D wing at Mountjoy prison, in an area of the prison that will not interfere with wider masterplan objectives. This will provide much needed scope for enhanced structured activity and out-of-cell time for prisoners in this wing, and the project will continue and be completed in 2016.

## Cloverhill Prison Cell Accommodation

As the only prison predominantly accommodating remand prisoners in the State, Cloverhill Prison must cater for nearly all prisoners awaiting trial, and given the need to separate remand from sentenced prisoners, it has very limited scope to distribute prisoners when required to other prisons where there may be greater capacity to absorb them. This has led to circumstances of overcrowding in Cloverhill, no longer a characteristic of the estate as a whole. Investment in facilities at Cloverhill is becoming increasingly necessary therefore to alleviate the accommodation pressures of the remand population there. There is also a need for enhanced cells to cater for the very small number of sentenced prisoners in Cloverhill.

## Older Prisoner Facility

There is a requirement to provide a dedicated facility within the estate to accommodate older prisoners, and to provide for their unique health, welfare and occupational needs.

## Female Step-Down Prison Facility

There is a requirement to provide lower-security facilities for female prisoners who are considered of low risk of re-offending, who may be approaching the end of their sentences and require facilities appropriate for release preparation, or who require specialist facilities and services beyond those provided for the wider population of female prisoners.

## Low-Security Detention Facilities

Progressing the objective of matching the security levels prisoners are detained within much more closely to the varying levels different prisoners and categories of prisoner require, and gaining the operational advantages, prisoner rehabilitation and reintegration benefits, and system cost efficiencies this will generate, will require reconfiguration of some features of today's estate. Existing medium security prisons may be capable, through relatively small adaptations and internal works, of providing greater security level and regime differentiation within self-contained secure zones. For the estate as a whole however there will be a need to significantly upgrade existing, and develop a small number of new open, semi-open or low security centres in appropriate locations to supplement the minimal existing low-security capacity and its sub-optimal location and accessibility in the country.

## Care and Rehabilitation Infrastructure

The infrastructure required for optimal care and rehabilitation includes inter alia facilities for healthcare, visits and family interaction, education, work training, indoor and outdoor recreation, faith, in-reach services (psychology, welfare, psychiatry, counselling, etc.), and horticulture. As well as the basic provision of such facilities, their scale, design features, layouts, locations within prisons, and accessibility for different prisoner groups, all have a major role to play regarding their value as estate assets. While modern rather than dated facilities are much more attractive for prisoners, and encouraging of their participation in the structured and developmental activities they are intended to accommodate, they also facilitate infrastructural- and design-led security features rather than the staff-led security more necessary in dated facilities, and this brings numerous operational, risk, and cost-effectiveness advantages. While staff and service inputs are fundamental to delivering high quality prisoner care and rehabilitation, optimising the care and rehabilitation infrastructure throughout the estate will require bespoke relatively modest investment projects but across many of the prison institutions over time.

## Staff Facilities

Staff facilities in many prisons are inadequate, cramped, poorly furnished and serviced, and in poor material condition. It will be necessary to bring these to modern appropriate standards, with lockers, changing areas, washrooms, rest, kitchen and recreation areas each of sufficient scale for requirements and with modern furnishings, fittings and equipment.

## ICT Investment

The ICT investment needs of the IPS are numerous, and reflective of the service it delivers, its organisational scale and scope, the technological capacities and innovations appropriate to its remit and operational tasks, and its obligations in terms of service standards and efficiency, and they are in no way untypical of any similar contemporary organisation with a comparable role. They include both new systems and the upgrading of existing ones, cover hardware and software investments, cover prison and administrative settings and their integration, and cover both information and telecommunications systems. Among the main future capital investments in ICT will be the following:

- CCTV data storage and system upgrades;
- Network Attached Storage (NAS);
- Public Access Branch Network (PABN) telecommunications upgrades;
- prisoner phone systems;
- video conference facilities and systems;
- core router upgrades;
- Wi-Fi;
- email archives;
- ruggedised (indestructible) phone receivers;
- IP phone rollout;
- staff time and attendance software and systems;
- network hardware; and
- server refreshes.

## Estate-Wide Initiatives, Smaller Projects and other Capital Requirements

Finally, there is a range of estate-wide initiatives, categories of smaller projects, or non-infrastructure capital assets that will require investment on a rolling basis going forward. Some of the main examples include:

- enhancements and investments in security equipment and technology, (e.g. contraband detection, mobile signal control, etc.);
- fire systems;
- CCTV equipment;
- visitor area refurbishments;
- cell windows;
- prison service vehicles;

- roof repairs;
- biometric time and attendance equipment;
- prison-court video link, and prison-family video link facilities;
- security observation hubs; and
- improvements to yards and outdoor recreation areas.

A critical strategic need over the medium to long term is to move to an effective system of planned and preventative maintenance, rather than a purely reactive system. The development and modernisation of the historical estate, as well as increasing years in service of more modern prisons, are creating increasing maintenance needs, and cost minimisation over the long-term will be achieved to a much greater degree where preventative maintenance is resourced and undertaken and life-cycle approach adopted in budgeting for facility management. Moving to such a system will however require significant albeit once-off investment in a range of building systems and services across the estate, including core asset upgrades or replacements, upgraded distribution systems, and modernised management systems. Examples of where investment will be required include:

- electric services;
- mechanical services;
- fire detection and control systems ;
- generators;
- CCTV;
- locking systems;
- emergency lighting;
- heat, fuel, and general building services;
- water and sanitation.

## 4.5 INVESTMENT PLANS AND STRATEGIC OBJECTIVES

Within this overall profile of future investment needs, the main specific projects will address this plan's core strategic objectives to different degrees, reflecting how well each is served under the status quo (i.e. in the absence of additional investment), the nature of the core deficiency to be addressed, and the specific and wider improvements appropriate investment will bring. Figure 4.2 illustrates which strategic objectives will be advanced under the main projects and to what relative degree, illustrating the core rationale and strategic fit of each.

**FIGURE 4.2** INVESTMENT PROJECTS AND STRATEGIC OBJECTIVES

	STRATEGIC OBJECTIVES							
	Facilities that Ensure Safety and Security	Facilities with Appropriate In-Cell Sanitation	Single Cell Occupancy as an Estate-Wide Norm	Facilities that Support Effective Care and Rehabilitation	Facilities that Respect of All Users	Facilities that Recognise Prisoner Diversity	Facilities that Support Environmental Goals and Objectives	Facilities that Deliver Value for Money
Cork Prison Completion	✓	✓✓✓	✓	✓✓	✓✓	✓	✓✓	✓✓
Limerick Prison Masterplan	✓	✓✓✓	✓✓✓	✓✓	✓✓	✓✓	✓	✓✓
Portlaoise Prison Masterplan	✓✓	✓✓✓		✓	✓	✓	✓✓	✓✓
Castlereagh Prison Masterplan	✓			✓✓✓	✓✓		✓	✓✓
Mountjoy Prison Masterplan	✓✓			✓✓✓	✓✓	✓	✓	✓✓
Mountjoy D Wing Workshops	✓			✓✓✓		✓		✓✓
Cloverhill Prison Cell Accommodation	✓✓		✓✓✓	✓✓				✓✓
Older Prisoner Facility	✓✓		✓	✓✓✓		✓✓✓		✓✓
Female Step-Down Facility			✓✓	✓✓✓	✓	✓✓✓		✓✓
Low-Security Detention Facilities	✓			✓✓✓	✓✓	✓✓✓		✓✓
Care and Rehabilitation Infrastructure				✓✓✓	✓✓	✓✓		✓✓

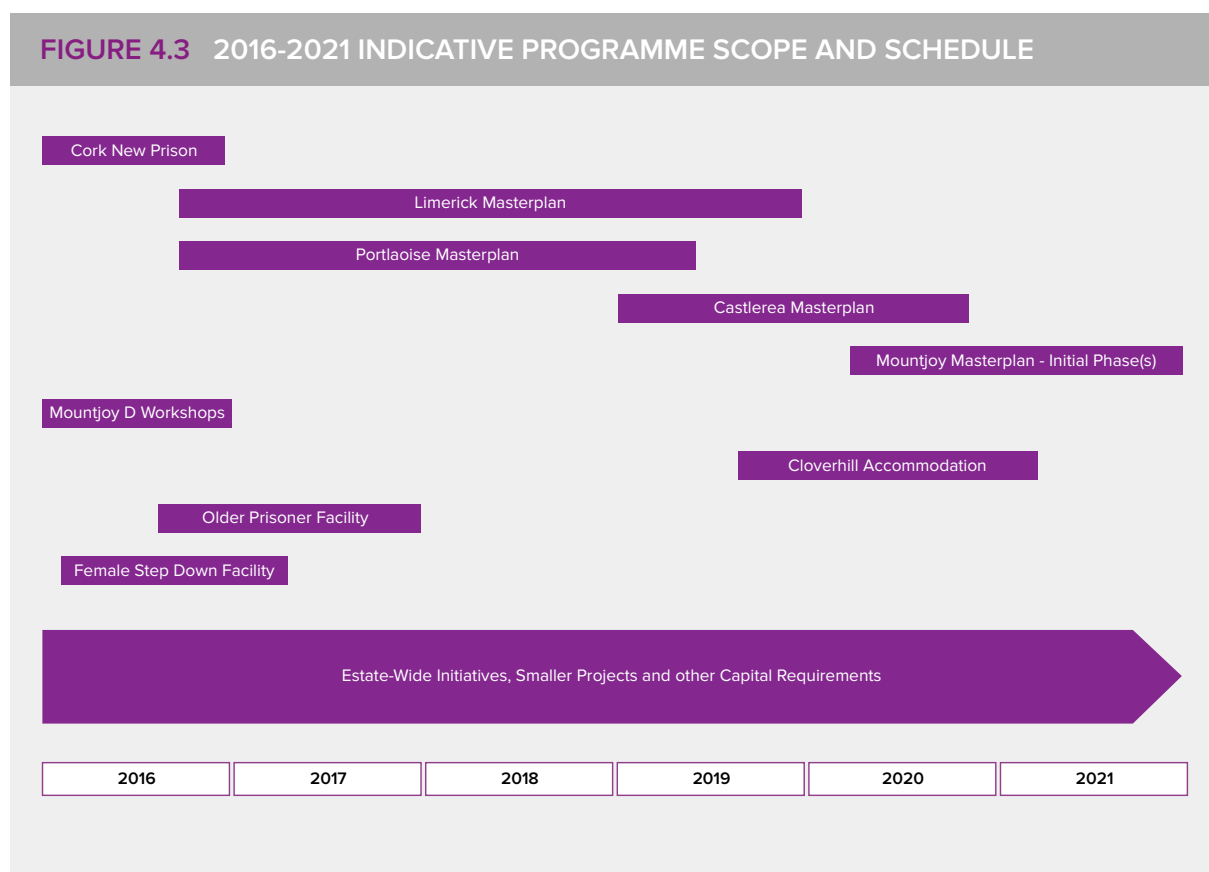
## 4.6 2016-2021 PROGRAMME SCOPE AND SCHEDULE

The full capital costs of meeting these long-term strategic investment needs has not been estimated. The financial parameters of the IPS 2016-2021 capital allocation however places strict limitations on what investment projects can be delivered and what long-term objectives can therefore be progressed over the coming six years, and what investment must be delayed for budgetary reasons.

In addition to the overall level of funding within the multi-annual envelope, the limits on the level of year-to-year flexibility, also mean that expenditure and hence projects must be planned sequentially, although they may have similar degrees of general urgency.

An indicative overview of the scope and scheduling of investment over the period 2016-2021 is provided in Figure 4.3, which reflects the priority status of projects, their potential individual and in aggregate capital cost and precise timing of its incurrence, the total annual capital allocation to the IPS as currently known, and the current stage of projects and plans in terms of conceptualisation, design, planning and delivery.

**FIGURE 4.3** 2016-2021 INDICATIVE PROGRAMME SCOPE AND SCHEDULE



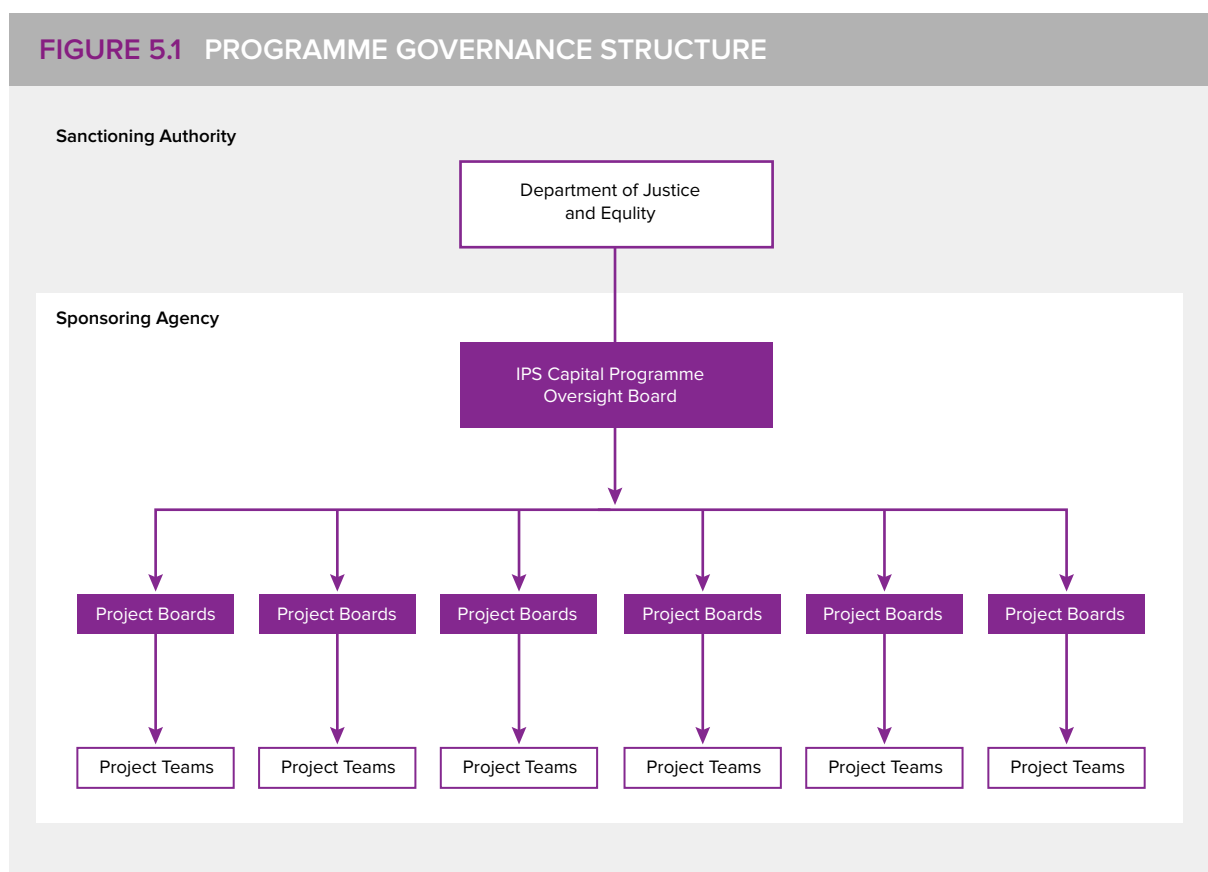
## 5 PROGRAMME MANAGEMENT, IMPLEMENTATION AND DELIVERY

### 5.1 PROGRAMME GOVERNANCE

In respect of its capital investment programme, the IPS has the role of Sponsoring Agency, while the Department of Justice and Equality is the Sanctioning Authority. As such the IPS has the overall responsibility for the proper appraisal, planning and management of projects, and for their post-project review. For individual projects it must obtain the approvals of the Department as Sanctioning Authority, including at appraisal, pre-tender, tender and contract stages.

The capital programme governance structure within the IPS comprises an overall Programme Oversight Board, below which there are individual Project Boards, and below them project teams, with each unit in the hierarchy having appropriate membership and representation as well as delegated authority.

**FIGURE 5.1** PROGRAMME GOVERNANCE STRUCTURE



## Capital Programme Oversight Board (CPOB)

The Capital Programme Oversight Board is Chaired by the IPS Director General, and membership includes representatives of the Estates and ICT, Finance, Operations, Care and Rehabilitation, and Building Services Directorates, as well as the Governors of all Prison Campuses.

The Programme Board's responsibilities include:

- overall strategic management and delivery of the investment programme;
- strategic and financial planning of programme activity and expenditure;
- adoption of a transparent and objective system of project prioritisation;
- approval, prioritisation, and overall scheduling of projects;
- approval of programme change;
- high-level approval of significant project milestones (e.g. appraisal, design, tender, contracting, change order, etc.); and
- programme monitoring, review and reporting.

## Project Boards

Below the Programme Board, all projects of significant scale have dedicated Project Boards, made up of all key stakeholders, including representatives of all relevant IPS Directorates, relevant Prison Governors, and other representatives of local prison management, with each having greater or lesser involvement depending on project stage (e.g. design, planning and appraisal, procurement, contracting, delivery).

- Responsibilities of the Project Boards include:
- management of technical advisory inputs;
- preliminary and detailed project appraisal;
- detailed design;
- procurement management;
- contract management;
- approval of project changes (below a certain threshold)
- overall project delivery to schedule and within budget;
- progress reporting to the CPOB; and
- post-project review.

## Project Teams

Project teams are comprised of the Project Manager along with key members of the Project Board, their nominees, or other key parties. Project teams meet quite regularly and manage aspects of projects at a level of detail not necessitating the consideration of Project Boards. As such their function and responsibilities include:

- detailed aspects of project design, planning or delivery;
- development of definitive project briefs;
- approval of project changes (below a certain threshold);
- day-to-day management of project tasks and implementation steps; and
- reporting to Project Boards.

## 5.2 STAKEHOLDER CONSULTATION

Consultation with stakeholders is a critical process in both programme and project management. In preparing this strategy there has been widespread consultation both within the IPS and amongst key external parties (a list of external stakeholders consulted is included in Annex 1).

At the level of the overall investment programme, we will continue to consult with key stakeholders both on an ongoing basis and at appropriate specific points over the course of strategy implementation, and such consultation will address key policy and strategic issues germane to the investment programme as a whole.

Appropriate stakeholder consultation at the level of individual projects is highly influential of their ultimate success, and will continue to feature overtly as explicit and formal project management and delivery processes. Project consultation processes will be designed to ensure (a) the correct parties are consulted (e.g. local prison management, representatives of estates and ICT, finance, procurement, operations, care and rehabilitation, human resources, building services, technical advisors, etc.), (b) that each is consulted comprehensively and thoroughly at the appropriate stage of project cycle (e.g. conceptualisation, appraisal, design, planning, procurement, tendering, contracting, construction, post project review), (c) sufficient and appropriate consultation has taken place to allow effective project management, delivery and ultimate success, and (d) that any personnel changes do not give rise to later project changes.

### 5.3 RISK MANAGEMENT AND CHANGE MANAGEMENT

Risks are a necessary feature of capital investment processes and projects, and there are a range of programme and project level risks that arise in the process of identifying investment needs and delivering appropriate solutions and the various stages within. Appropriate systems of programme and project risk management will be followed, including the anticipation of risks, prior assessment of their magnitude and impact, management and mitigation strategies, appropriate contingency planning, and processes of ensuring a capacity to respond to risks that may materialise.

Similarly, there is a continual need in project management to minimise and manage change. Changes to projects can arise for many reasons, (e.g. design modifications, unanticipated site conditions, material availability, contractor-requested changes, changes necessitated by prison operations, etc.), and formal processes of change management will be followed including those designed to minimise changes, to ensure their appropriate documentation, consideration (including cost, schedule and overall feasibility impact assessment), and ultimate authorisation.



## 5.4 ACCOMPANYING MEASURES

A number of measures will be undertaken to assist and facilitate successful programme delivery and strategic success:

- programme and project resourcing needs will be assessed with a view to ensuring resources are fully commensurate with needs, and programme and project management training will be provided as appropriate;
- procedures, policies and processes (e.g. with respect to planning, project management, risk management, change control, progress reporting, and stakeholder consultation) will be documented in standard formats;
- a proactive system of formal and ongoing investment needs assessment will be followed, and an objective and transparent system of formal project prioritisation will be followed for both large and small investment projects;
- a permanent design team will be established tasked with advising, on an ongoing basis, on best practice in facility design, in providing design foresight, in design innovation, and in best international practice;
- individual prisons and campuses will have high-level and long-term masterplans developed, which will consider all key aspects of their long-term development, and provide a strategic framework against which the suitability of individual projects and works can be judged and established.

## 5.5 PROGRAMME FLEXIBILITY, MONITORING AND REVIEW

The strategy and investment programme must be flexible and capable of changing to reflect changing circumstances. The IPS will closely monitor the wider context within which the strategy is being delivered, any contextual changes that are relevant to the strategic approach being followed, and the emergence of investment needs that have not been possible to anticipate in advance. Secondly, implementation progress will be monitored closely, and the planning, timing and budgeting of programme activity kept under regular review.

Finally, the IPS will formally review the strategy every two years, and conduct an in-depth review at an appropriate mid-term process (in 2018), and publish its results along with any revised strategy deemed necessary at that stage.

# ANNEX 1

## PARTIES CONSULTED

An Garda Síochána

The Association of Higher Civil and Public Servants

The Courts Service

The Department of Justice and Equality

The Department of Public Expenditure and Reform

The Inspector of Prisons

The Irish Penal Reform Trust

The Prison Officers' Association





**IRISH PRISON SERVICE**

---

CREATING A BETTER ENVIRONMENT

Irish Prison Service, IDA Business Park, Ballinalee Road, Longford, Co. Longford

T | 043 333 5100    F | 043 333 5371    E | [info@irishprisons.ie](mailto:info@irishprisons.ie)