



**NORTHERN IRELAND PRISON SERVICE**

# **ACTION PLAN**

OF THE NORTHERN IRELAND PRISON SERVICE IN RESPONSE  
TO RECOMMENDATIONS OF CRIMINAL JUSTICE INSPECTION  
NORTHERN IRELAND REPORT ON VULNERABLE PRISONERS  
DECEMBER 2009

ACTION PLAN – CJINI REPORT ON VULNERABLE PRISONERS  
Version 3.0 - 15 DECEMBER 2009

Rec No	Para No	Recommendation	Loc	Response	Agreed Actions	Responsibility	Target Date
1	2.1 – 2.2	The NIPS should renew its efforts to promote violence reduction as part of its Safer Custody Strategy in equal measure with the effort invested in suicide and self - harm	Estabs & HQ	<p>Accepted in part</p> <p>The NIPS is committed to reviewing the current anti-bullying system which has been in place since 2004.</p> <p>In 2008, the NIPS Safer Custody Project Board agreed to prioritising the development and implementation of a replacement system for the current PAR system, based on the need to address in the first instance, the greatest level of harm to those in crisis by providing the necessary interventions and support for those who self-harm and contemplate thoughts of suicide.</p> <p>This will provide the necessary platform for addressing and challenging anti-social behaviour and potential harm caused by</p>	<p>Establishments will have considered, analysed and implemented a violence reduction survey to enable the introduction of the Challenging Anti-social Behaviour scheme by March 2010.</p> <p>A corporate policy will be developed and establishments will implement a system for managing and challenging anti-social behaviour to meet the population requirements by May 2010.</p>	<p>Safer Custody Manager/Deputy Governor</p> <p>SCPM</p>	<p>March 2010</p> <p>May 2010</p>

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				<p>prisoners on other prisoners.</p> <p>Having developed the replacement to the PAR system, NIPS is now turning its attention to developing a violence reduction scheme to address challenging and anti social behaviour. Work has commenced in this area.</p>			
2	3.1 – 3.6	The NIPS should review and strengthen its capacity for more critical self-appraisal and recommendations should be followed by SMART Action Plans.	HQ	<p>Accepted</p> <p>NIPS accepts the need for SMART objectives in response to recommendations; but also to ensure that ownership of objectives at HQ and establishments is agreed by consultative means.</p> <p>In order to clarify the authority and sanctioning of the completed status of inspection</p>	<p>A Safer Custody Programme Delivery Plan will be developed and agreed for implementation by January 2010.</p> <p>The NIPS Corporate Safer Custody Programme Board will be restructured and operational by February 2010, to project manage agreed work streams</p>	<p>SRO &amp; SCPM</p> <p>SRO &amp; SCPM</p>	<p>Jan 2010.</p> <p>Feb 2010</p>

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				recommendations, as well as to manage the risks associated with the work to be done, NIPS will develop a safer custody programme delivery plan with agreed work streams to ensure full implementation under the direction of the Deputy Director, Head of Operations, as the programme Senior Responsible Officer.	<p>and to oversee completion of agreed work at each establishment and at HQ.</p> <p>The Programme SRO and Safer Custody Programme Manager will present quarterly progress reports to the PSMB, commencing March 2010, until such times that work streams are fully implemented.</p> <p>The NIPS 2009/10 Annual Report will publish details of progress made against objectives.</p> <p>The NIPS 2010/2013 Corporate and Business Plan will contain strategic safer custody work streams to be overseen by the Operational Management Board</p>	<p>SRO</p> <p>NIPS Secretariat</p> <p>NIPS Secretariat</p>	<p>Mar 2010</p> <p>July 2010</p> <p>Date report published</p>

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				The NIPS also recognises the need to remain open to change and positive developments in working with vulnerable and suicidal people in other jurisdictions and by external and community based organisations; and, will encourage partnership development and benchmarking where appropriate.	and PSMB.  The NIPS will sponsor a safer custody conference during 2010/11 to share best practice, raise awareness and improve operational performance and develop stakeholder partnerships.  The NIPS will conduct an "Improving Quality of Life" survey to enable establishments to identify and implement best practice for regime improvement and safer custody for all prisoners.	SCPM  SCPM	Nov 2010  Nov 2010
3	3.7 – 3.17	NIPS should, by January 2010, revise its Safer Custody meeting structures to clarify participation and input expectations; differentiate between strategic and operational agendas and train staff in focusing on outcomes	Estabs & HQ	Accepted  While the NIPS safer custody structure is considered fit for purpose there is a need to clarify meeting structures and	To have developed principles and standards which clarify the NIPS Safer Custody meeting structure;	SCPM & estab SC Govs	Jan 2010

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		rather than actions.		<p>attendance at meetings.</p> <p>The NIPS is committed to Safer Custody and takes seriously its responsibility for supporting and protecting those in its care who are vulnerable and at risk of self – harm and harm from others.</p> <p>This is demonstrated in plans to build modern, fit for purpose facilities including new observation cells at Maghaberry and Magilligan; and a new learning and skills centre at Maghaberry to provide for a full range of learning and developmental opportunities for offenders who present</p>	<p>the purpose of meetings at operational and strategic levels; and principal attendees at meetings by January 2010.</p> <p>NIPS to include an agreed definition of a “vulnerable” person in its safer custody strategy and, that staff are made aware by February 2010.</p>	SCPM / SC Govs	Feb 2010

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				<p>as vulnerable, or with chronic additions and learning difficulties. This will be operational by Autumn 2010</p> <p>Governors at establishments are committed to Safer Custody and to ensuring that staff are properly trained and able to support those at risk of harm. In particular, Maghaberry has decided to strengthen their Safer Custody Team with the inclusion of an additional Principal Officer.</p> <p>All operational staff will be required to attend the ASIST training programme.</p> <p>NIPS recognises the need to ensure that all incidents of self harm or and assault have been referred to Safer</p>			
					To have conducted a Training Needs Analysis and developed training plans for Safer Custody staff and those working in areas with vulnerable prisoners with mental health and challenging behavioural needs, by May 2010.	Head of Learning & Skills / SE Trust Adviser	May 2010
					To have trained all residential staff and managers in each establishment in the ASIST programme by November 2010.	Estab Trg Officers	Nov 2010
						PRISM & Estab SC Co-ords	Jan 2010

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				<p>Custody teams. Work has been undertaken to improve the PRISM IT system to include an alert process to House Managers and Safer Custody teams when self injury reports are recorded and when a SPAR booklet is opened. This will also enable NIPS to analyse incidents of self harm and provide information to inform case conferences and best practice. The PRISM refresh will be operational by end of January 2010.</p> <p>To improve the quality and effectiveness of Safer Custody meetings, a PRISM generated safer custody profile report will be provided for meetings outlining the offenders criminogenic and self – harming history.</p> <p>The NIPS recognises</p>	<p>Safer Custody prisoner profile reports introduced to inform meetings of prisoners' criminogenic and self – harming histories; by April 2010.</p> <p>To have conducted a</p>	<p>PRISM/Estab SC Coordinators</p> <p>Estab SC Govs</p>	<p>April 2010</p> <p>April 2010</p>



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				<p>the importance of the continuity of managers and staff within Safer Custody Teams and ensuring they are properly resourced. This will be challenging for NIPS, particularly in a climate of competing pressures for resources. To ensure that we fulfil our commitment to safer custody a review will be carried out of Safer Custody job roles and resources at each establishment.</p> <p>The Maghaberry Governor is committed to improving the effectiveness of safer custody prisoner reviews by having a profile of interventions available to refer those identified as being vulnerable and at risk and who require specific work to address needs within their careplan.</p>	<p>review of Safer Custody Co-ordinators roles to ensure they have sufficient time and resources to fulfil all aspects of their core functions on a daily basis, by April 2010.</p> <p>To have identified and implemented a profile of outcomes and interventions for vulnerable prisoners at Maghaberry, to meet specific needs and problematic issues by May 2010.</p>	Maghaberry SC Mgr	May 2010
4	3.18	The NIPS should introduce a	Estabs &	Accepted			

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		personal officer/wing based case management scheme at least on a pilot basis for prisoners who are considered by the Safer Custody Committees.	HQ	<p>NIPS fully understands and values the merits of a personal officer scheme and the challenges in implementing such a scheme without proper planning and training to ensure success.</p> <p>A number of factors will need to be in place to help create the environmental conditions required for a successful personal officer scheme; such as an effective corporate framework agreement for staff management and deployment; the full implementation of the Safer Custody project plan; the bedding in of the new Criminal Justice Order arrangements; the implementation of the recommendations from the Pearson and Prisoner Ombudsman's reports following the death of Colin Bell; the</p>			

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				<p>bedding in of the new PREPS Corporate Framework; the continuous improvement agenda being taken forward by Governing Governors as they seek to fully implement inspection report recommendations and, appropriate staff training.</p> <p>The NIPS intends to work towards fully implementing a Service-wide personal officer scheme over the next 2 – 3 year period starting with allocating personal officers to those at risk of harm and with open careplans, during 2010 – 2011.during year 3 of the NIPS 2010/12 Corporate &amp; Business Plan.</p> <p>Governors will then consider opportunities within their establishments to pilot personal officer</p>	By April 2010 to have prepared operational guidance and standards for a personal officer	Custody Branch and Residential Managers	April 2010

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				practices within prisoner groups such as the REACH landing group and Life Sentence group; the Prisoner Assessment Unit in Belfast; Foyleview in Magilligan and Ash House in Hydebank Wood, before widening out the scheme to include all residential managers and staff.	<p>scheme.</p> <p>By May 2010, to have implemented a pilot scheme for allocating personal officers to prisoners on SPAR Careplans.</p> <p>By June 2010, each establishment will have identified a suitable prisoner group to conduct a pilot personal officer programme.</p> <p>By April 2011, establishments to have commenced a personal officer scheme to include all residential managers and staff.</p> <p>To have completed an evaluation of the scheme by September 2011.</p>	<p>Deputy Govs / Residential Govs</p> <p>Deputy Govs / Residential Govs</p> <p>Custody Branch and Residential managers</p> <p>SCPM</p>	<p>May 2010</p> <p>June 2010</p> <p>April 2011</p> <p>September 2011</p>
5	3.19 – 3.28	The Maghaberry Governor should undertake a review of		Accepted in part			

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		<p>the current arrangements for staff allocation in consultation with the POA in order to deliver a more flexible approach to resource allocation that will help deliver an improved regime for vulnerable prisoners.</p>		<p>Maghaberry management have set the staffing level for Lagan House where the REACH landing is contained, which is at a higher level than for normal residential accommodation in Maghaberry. The key is monitoring the level on a day to day basis. As such, the Governor will take steps to maintain and monitor the staff complement.</p> <p>Maghaberry and NIPS is mindful of the need to provide for improved flexibility in the deployment of staff and are engaging with staff associations.</p> <p>Inspectors referred to a number of issues in the lead up to this recommendation which require further comment and action. In particular, NIPS is continuing to take practical steps</p>			

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				<p>towards improving prisoner safety by providing anti-ligature knives to staff and improving the response time to emergencies. This will be kept under review at safer custody meetings.</p> <p>In order to improve night access to cells, procedures have been developed that permit NCOs' to carry cell keys during night shift. Belt pouches have been purchased and cell keys provided. Suitable key chains are ordered and will be issued to night staff on receipt. Procedures for the opening of cells at night will come into effect by the end of December 2009.</p> <p>A need was identified to provide sufficient heating into Observation cells at Maghaberry. Ceiling mounted heating</p>	<p>Access to cells by Night Custody staff will come into effect by end of December 2009.</p> <p>Heating panels installed and operational by 21 Dec 2009.</p>	<p>Deputy Gov Maghaberry</p> <p>Deputy Governor/Head of Works</p>	<p>Dec 2009.</p> <p>Dec 2009.</p>

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				panels have been installed in both Observation cells. A ligature proof risk assessment has been completed on each of the heating panels and signed off. The heating modification will be operational by 21 Dec 2009. In addition to extra heating, the need for additional bedding and warm footwear was also identified. Prisoners in observation cells will be provided with duvets and slippers if required.	Appropriate bedding including duvets is provided. Suitable bedroom style slippers have been sourced and will be issued to prisoners in observation cells.	Safer Custody Managers	Dec 2009.
				A corporate approach has been taken to introduce distinctive magnetic door signs indicating that a person is subject to SPAR conditions and cellular observation.	Safer Custody Manager at HQ has issued all establishments Safer Custody Co-ordinators with appropriate magnetic door signage and will continue to monitor their use.	Safer Custody Manager – HQ	Nov 2009.
				The NIPS is consulting on a updated CCTV	Publication of NIPS policy and	Dep Dir Finance & Personnel	April 2010

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				<p>policy which includes as an objective “provide management with information relating to staff administration, including disciplinary matters”. If information comes to light which indicates indiscipline the CCTV footage can be used in follow up investigations and at disciplinary hearings.</p> <p>The NIPS recognises the importance of full staff and management handovers at the beginning end of shifts; and, full and proper recording in journals to ensure that at risk prisoners’ conditions and requirements are discussed before shift changes take place.</p> <p>The NIPS aims to improve shift handover procedures and to have raised the quality of report writing through effective handover</p>	<p>management guidance on the use of CCTV footage by April 2010.</p> <p>To have reviewed and improved the effectiveness of the existing staff shift handover process by March 2010.</p>	<p>Governors</p> <p>Residential Govs</p>	<p>March 2010</p>



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				<p>briefing guidance; and, will consider, for example, an aide memoire pocket card to be issued all discipline and operational.</p> <p>Similarly, regarding the issue of secondary employment held by NIPS staff, the exercise to determine the extent to which NIPS staff has secondary employment will be completed by December 2009. The exercise involved NIPS reminding all staff of their primary obligation to the NIPS and that secondary employment must not interfere with their primary role, and they should not undertake any tasks prior to the commencement of any duty. Thereafter, a NIPS policy will be published to provide guidance for all staff.</p>	<p>Publication of NIPS policy and management guidance on secondary employment to staff by March 2010.</p>	<p>Dep Dir Finance &amp; Personnel and Personnel Governors</p>	<p>Mar 2010</p>

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6	2.29 – 3.31	The NIPS should prioritise implementation of the REACH proposal that was devised with the South Eastern Health and Social Care Trust (SEHSCT) in April 2009.		<p>Accepted</p> <p>The REACH landing is designed only for those whose mental health problems and personal circumstances have led them to the point where they cannot cope in integrated regime conditions. Prisoners are assessed by REACH staff to determine their suitability to be managed under REACH conditions.</p> <p>The Principal Officer manager of Lagan House has day to day managerial responsibility for the REACH landing and reports directly to the Governor responsible for Safer Custody for Maghaberry.</p> <p>The Maghaberry Governor has addressed with the SET and other</p>	The Maghaberry management chart will be amended to show managerial links and responsibilities by December 2009.	Maghaberry Head of MSS	Dec 2009.

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				<p>Health service partners in the new Maghaberry Health Improvement Board the need for additional clinical, cognitive and occupational support services.</p> <p>The South Eastern Trust has identified the additional clinical, cognitive and occupational therapy posts required and is taking steps towards their recruitment. This will significantly help to meet the REACH aims and objectives.</p>	<p>The Director of Adult Services, South Eastern Trust to have recruited additional clinical, cognitive and occupational therapy staff by September 2010.</p> <p>The South Eastern Trust, in conjunction with Maghaberry Safer Custody managers, to develop and implement appropriate interventions to create the necessary therapeutic environment by September 2010.</p>	<p>Dir of Adult Servs, SE Trust</p> <p>Dir of Adult Servs, SE Trust</p>	<p>Sept 2010</p> <p>September 2010</p>

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				In addition, the Maghaberry Governor is considering options for the relocation of vulnerable prisoners within Maghaberry in order to provide the necessary, separate and safe residential area and therapeutic environment in which to accommodate and work with those in crisis.	The Maghaberry Governor to develop options for improving the accommodation and location for vulnerable prisoners at Maghaberry, by March 2010.	Governor, Maghaberry	Mar 2010
7	4.12 – 4.15	The NIPS should re-define its activity categories to more accurately distinguish constructive activities from routine aspects of prison life.		Accepted.  The NIPS recognises the need to formally review the range and availability of positive constructive activities at each establishment and to increase the time spent out of cell.  The NIPS is acutely aware of the negative impact and disruption caused to prisoners' daily routine by being			

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				<p>locked for long periods during the day and over long periods of time.</p> <p>Governors at each establishment aim to minimise the time spent locked in cells and, where this is likely to be the case, to employ a rolling unlock system to provide some predictability to prisoners to minimise disruption to family visits, work and personal development activities such as gym periods, education and vocational development and other services such as Housing and Benefit Interviews and pastoral visitation by prison Chaplains. This is a high priority for NIPS.</p> <p>In the case of vulnerable prisoners this is most concerning to Governors and to NIPS senior management; although, it would be appropriate</p>			

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				<p>to note that even the most routine aspects of prison life such as being detailed to work parties or time spent in prison libraries can be highly therapeutic to some and should not be discounted.</p> <p>The report recognises some of the developments achieved by NIPS in this area such as the Stepping Stones programme at Maghaberry to help address the needs of those with chronic and challenging behavioural problems and who have been on basic regime for long periods; and, the cottage industries and pet therapy activities operating at Hydebank Wood. This work will continue to be developed.</p>			
				Notwithstanding, the NIPS is committed to increasing the number of	Establishment Governors and Service Delivery	Establishment Governors and managers/ HQ	May 2010

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				positive and developmental opportunities to enable prisoners to address their offending behaviour and to prepare for release as well as the possibility of gaining employment on release. In light of work to be done in this area, the NIPS will consider corporate targets set for Constructive Activity.	Managers will have reviewed the range of constructive activity opportunities to be made available daily and weekly to prisoners; and, have set baselines for out of cell hours by May 2010.	Service Delivery Heads	
8	4.19	Maghaberry prison should establish a prisoner forum		Accepted.  Prisoner forums operate effectively in Magilligan and Hydebank Wood and will continue to do so. In addition to seeking views and feedback, prisoner forums provide the means to promote better engagement between staff and prisoners and to maintaining good order throughout the prison.			
				Maghaberry managers	Maghaberry	Maghaberry	June 2010

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				have begun holding formal meetings with prisoners and will seek to increase opportunities in this area to include prisoners input to meetings similar to the input to safer custody meetings by 'Listeners'.	management to consider further opportunities to engage with prisoners and ensure that Safer Custody is a standing item on the agenda by June 2010.	Residential Governor	
9	4.20 – 4.22	The NIPS should set targets for increasing the number of Listeners in each establishment and produce an action plan to improve their deployment.		Accepted in part  The NIPS recognises the valuable and personal contribution made by Listeners in engaging fellow prisoners when in crisis.  Maghaberry Safer Custody managers accept the need to have at least 12 (minimum) Listeners available and will continue to trawl for suitable prisoners to fill this role. This has proven difficult to date due to the low number of suitable volunteers coming forward; and the impact that the	Maghaberry will review the procedure for the selection of Listeners in order to meet the required ratio of Listeners in the prison by May 2010.	Maghaberry SC Manager/ Samaritans	May 2010



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				<p>Magilligan transfer makes. Magilligan have recently increased the Listener group to 12 and benefits from Listeners being transferred from Maghaberry.</p> <p>Service Level Agreements between NIPS and the Samaritans are in place at each establishment. Notwithstanding, the 3 prisons will continue to promote the Listener scheme to raise awareness and encourage engagement by prisoners.</p> <p>Hydebank Wood had previously operated a listener scheme which</p>	<p>Maghaberry and Magilligan and Hydebank Wood to have reviewed Service Level Agreements with the Samaritans by March 2010.</p> <p>In conjunction with the Samaritans, Maghaberry and Magilligan and Hydebank Wood will hold "Listener awareness days" on a quarterly basis to raise awareness and encourage recruitment by December 2010.</p> <p>Hydebank Wood will develop and implement a "buddy"</p>	<p>Safer Custody Manager/ Samaritans</p> <p>Safer Custody Manager/ Samaritans</p> <p>Safer Custody Manager Hydebank Wood</p>	<p>Mar 2010</p> <p>Dec 2010</p> <p>June 2010</p>

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				<p>became inoperable due the low uptake by male inmates. Steps will be taken to promote the Listener scheme; however in addition a “buddy” scheme will be introduced to provide some level of peer support to those in crisis. Hydebank Wood will continue to encourage female prisoners to become Listeners.</p> <p>Deployment of Listeners at Maghaberry and Magilligan will be done using a rota on the NIPS PRISM IT system and, as such, no further action is required to improve deployment at this time.</p>	<p>scheme for young males by June 2010</p> <p>Headquarters Custody Branch to develop Standard Operating Procedures (SOPS) and guidelines to establishments for audit purpose by April 2010</p>	Custody Branch	April 2010
10	4.23 – 4.25	The NIPS should provide guidance on basic file recording for its staff who interact with prisoners; and, follow this up with an audit to measure improvement.		<p>Accepted in part.</p> <p>The NIPS recognise the weaknesses inherent in the current ‘Prisoner At Risk’ system (PAR1) and particularly the low</p>			

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				<p>quality in report writing and log keeping by officers – although there are many exemplar officers in each establishment.</p> <p>NIPS is committed to replacing the PAR system with a new system called Supporting Prisoner at RISK (SPAR) which is modelled on the successful NOMS ACCT model.</p> <p>The transfer from the PAR system to the SPAR system in each prison took place on 1 December 2009.</p> <p>One of the benefits of the SPAR system is that it contains all of the necessary documentation and authorisation forms for such things as the use of observation cells in one distinctive booklet.</p>			

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				<p>It also contains detailed instructions and guidance on how the system operates and on basic file recording.</p> <p>Training for SPAR Assessors and Case Managers is ongoing in establishments.</p> <p>Standard Operating Procedures and performance standards are being developed for the SPAR system and will be implemented service-wide to allow for evaluation, performance management and an audit trial.</p>	<p>To have introduced Standard Operating Procedures for SPAR and performance standards within establishments by March 2010.</p> <p>To have conducted a service-wide evaluation of the SPAR process and reported findings to PSMB by January 2011.</p>	<p>Custody Branch</p> <p>Performance &amp; Standards Unit</p>	<p>March 2010</p> <p>Jan 2011</p>