

ACTION PLAN

Criminal Justice Inspectorate

A Review of Transition to Community

Arrangements for Life Sentence Prisoners in Northern Ireland

Report published April 2009

No.	Recommendation	Accept / Reject	Agreed Actions	Completion Date	Assurance
e.g.	1.6	<i>Members of the Equality and Diversity Committee should attend all meetings regularly</i>	<i>Members of the equality and diversity committee will be encouraged to attend</i>	<i>Expected date when action to be completed</i>	<i>How implementation will be evidenced</i>
1	(Para1.6) Appropriate life prisoners should be held at Magilligan Prison	<u>Accept.</u>	In line with the Offender Management Model as part of the CJO implementation, ICS prisoners will transfer to Magilligan. As an extension to this NIPS will also transfer life prisoners to Magilligan based on risk of reoffending. Transfers will be underpinned by a policy to manage risk and address it through sentence planning, including transitional arrangements for staff.	Policy formalised and in place July 2010	Working interim policy in place. Criteria for transfer and transitional arrangements for staff established. Pilot agreed. Prisoners identified and communication with prisoners in place. Policy written and screened. Pilot evaluated. Policy documents issue.

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2	<p>(Para 2.6) A wing based case management process for life prisoners should be introduced.</p>	<p><u>Accept in principle.</u> We recognise that our proposed approach differs slightly to the recommended wing-based case management process. However we consider that this is a more appropriate response which, in the context of the revised legislation, will nonetheless effectively address the concerns and meet the requirements set by the Inspectorate.</p>	<p>A. Under the new offender management arrangements, the case management arrangements will include the appointment of a NIPS sentence manager to monitor progress of a prisoner in meeting his sentence plan, and a Probation Case manager to manage risk and ensure appropriate interventions are in place. The Sentence Manager will liaise with wing staff on issues such as PREPS and constructive activities. B. Similar arrangements will be set in place in relation to life sentenced prisoners.</p>	<p>Evaluation April 2010 and roll out to other prisoners April 2010</p>	<p>CJO arrangements mapped across to life sentenced prisoners. Revised job descriptions for residential managers agreed. Training plan relating to case management (with OMU) in place. Draft policy agreed. Pilot run and evaluated. Policy formalised and in place.</p>
3	<p>(Para 2.8) Appropriate staff should be trained in delivery of the Lifer and PAU standards, and the standards should be evaluated after a short period and developed to incorporate greater clarity and detail</p>	<p><u>Accept.</u></p>	<p>A. Standards have been drawn up and provided to staff in hard copy.NIPS will clarify current lifer standards and assess if they are fit for purpose in light of offender management and CJI recommendation. Revised standards will also reflect the new public protection legislation, including the role of LAPPS and the implications of the CJO 2008. B. NIPS will also ensure formal arrangements are in place for PAU staff to have training on Lifer and PAU standards. NIPS will also consider the wider implications for training officers working with life-sentenced prisoners.</p>	<p>A. Lifer standards finalised June 2010; B. Refresher training rolled out January 2010</p>	<p>A. Revised standards agreed. Consultation and screening. Revised standards finalised, in place and issued to staff. B. Training plan in place.</p>
4	<p>(para 2.14) The Parole Commissioners should initiate a tracking process to include reasons for adjournment and more detailed targets for case completion</p>	<p><u>N/A.</u></p>	<p>Although a recommendation relevant to PCNI NIPS will revise the PRISM system to include a custodial details screen for public protection. There will also be a Parole and Licensing screen and reports of this will be sent to Parole Commissioners. It is hoped that this will enhance the Parole Commissioners internal tracking processes.</p>		

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5	<p>(para 2.20)</p> <p>The parole commissioners should undertake a review of the procedural demands that will be created by the new rules that are presently being developed, which will apply to ICS and ECS prisoners as well as lifers. They should do so in consultation not only with NIPS and other agencies, but also with the solicitors who routinely act for prisoners coming before panels. This review could focus on; the feasibility of panel chairmen taking a more proactive role in suggesting to the parties that the attendance of particular witnesses at the hearing might be unnecessary; on how far it might be permissible for panels to become more inquisitorial in the course of hearings; and signal to the parties the issues that should be addressed</p>	N/A.	Specific to PCNI.		

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6	<p>(para 2.20)</p> <p>The NIPS should continuously review its contribution to the lifer hearing system. This review process should take account of the adequacy of LMU staffing, application of electronic information systems, caseload forecasting, compilation of dossiers and opportunities for alternative hearing locations</p>	<p><u>Accept in principle - subject to resource constraints.</u></p> <p>NIPS recognise the significant pressures in managing the current LMU processes and caseloads and, subject to resources, will seek to keep its contribution to the lifer hearing system under review.</p>	<p>A. The new offender management model will provide proportionate staff as LMU staffing will be considered as part of implementation of CJ(NI)O.LMU staffing needs will be kept under review.</p> <p>B.NIPS has requested a specific IT audit to identify what further steps can be taken to improve data capture and management, including use of scanners to upload hard copy material.</p> <p>C.PRISM functionality to be revised and it is anticipated that this new tracking process will improve allocation of processes.</p> <p>D. NIPS has no objection to providing alternative hearing locations and is providing appropriate facilities at each establishment for ICS and ECS uses.</p>	<p>Lifer PRISM system in place by June 2010</p>	<p>A. Staff in place (subject to resource availability).</p> <p>B. Appropriate IT in use;</p> <p>C. Changes to PRISM in place.</p> <p>D. Alternative locations made available to PCs</p>
7	<p>(para 2.21)</p> <p>The NIPS should balance the need for suitably experienced staff with the need to ensure appropriate rotation of staff who work with lifers</p>	<p><u>Accept in principle.</u></p>	<p>A. Interviews have taken place to provide for staff rotation at PAU.Selection by competency based interview .</p> <p>B. NIPS will give further consideration to how best to ensure appropriate rotation of staff and balance of experience and new skills.</p>	<p>A. complete; B. March 2010</p>	<p>A. Staff in place. B. Policy for staff rotation agreed and in place</p>
8	<p>(para 2.27)</p> <p>The Parole Commissioners should engage strategically with the NIPS and other statutory agencies to deal with administrative issues such as forecasting and planning work ahead</p>	<p><u>N/A.</u></p>	<p>Specific to PCNI.</p>		

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9	<p>(para 2.40)</p> <p>The NIPS should strengthen its Offending Behaviour programme delivery structure to manage the needs of all prisoners and develop an effective OBP database.</p>	<p><u>Accept in principle, subject to resource constraints.</u></p> <p>However the Prison Service has consistently faced significant problems in the recruitment and retention of psychologists</p> <p>In addition, NIPS is taking forward this work in partnership with PBNI through the Joint Strategic Programmes Group (JSPG) and will therefore be in line with the priorities and targets agreed through JSPG</p>	<p>A. NIPS has recruited 20 Psychology Assistants all of whom are being trained in programme delivery and who will help to strengthen programme delivery OBP programme delivery across the prison estate.</p> <p>B. The development planning and delivery of Offending Behaviour Programmes(OBPs) is already managed and monitored by the Joint Programmes Steering Group (JPSG) whose members includes representatives from establishments.The Group is jointly chaired between the Head of Psychology for PBNI and the Director of Operations, NIPS.This management approach is aimed at the strengthening programme delivery.</p> <p>C. Current programmes include SOTP,SOTP (Rolling), MEG, Enhanced Thinking Skills and Awareness. In addition external providers will provide suitable programmes, eg P-ASRO, to address addiction issues. In liaison with NOMS, NIPS is carrying out research to identify an appropriate programme to address domestic violence.</p>	<p>Programme training and delivery is by necessity incremental and will be built up on an ongoing and rolling basis. New management of referrals process developed and, subject to approval, to be piloted from October 2009</p>	<p>A. Training plan for psychologists in place.</p> <p>B. To strengthen, support and expand the work of the psychology teams, by Dec 2009 an external contract for Prison-based Psychology Support Services will be awarded in key areas such as: Preparing forensic risk assessments and reports, and to inform interventions;</p> <p>Counselling therapy for high risk offenders where sexual or violence abuse is a contributory factor;</p> <p>Devising care plans; delivery of cognitive behaviour programmes and interventions; and, provision of treatment programmes.</p> <p>C. Domestic violence programme sourced.</p>

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10	<p>(para 2.43)</p> <p>The NIPS should provide a programme to address the offending behaviour of men who have murdered their partners</p>	<p><u>Accept in principle.</u> NIPS progress in relation to this recommendation is very much guided by on-going research by the Home Office to identify and source an effective and appropriate programme. There is some question as to the effectiveness of those programmes currently available. Nonetheless we aim to have a suitable programme in place by end 2010. Until an appropriate programme has been identified, NIPS has undertaken to carry out one to one work to address domestic violence issues.</p>	<p>A. NIPS is concerned at the increasing number of prisoners committed for domestic murder and domestic violence and in partnership with PBNI our psychology group is seeking to establish the most appropriate programme.NIPS is currently researching the availability of an appropriate programme for domestic violence. B. Until an appropriate programme has been identified, NIPS has undertaken to carry out one to one work to address domestic violence issues.</p>	<p>A. Programme sourced by end 2010. B. Arrangements for one to one work ongoing</p>	<p>A. New programme in place. B. Records of 1 to 1 work with appropriate prisoners to address domestic violence issues.</p>
11	<p>(para 2.50)</p> <p>The NIPS should implement the findings of the psychology stocktake that apply to them</p>	<p><u>Accept in principle, subject to resource constraints. Unfortunately progress is frustrated because of the inability to recruit qualified psychologists at the chartership level.</u></p>	<p>A. A further recruitment campaign for senior and higher psychologists has been undertaken. However no senior psychologists have been appointed, though there are candidates for higher psychologist posts. B. NIPS has already brought through the review of recruitment, and retention arrangements and is seeking to revise salary scales offered. C.Further development of the role of Psychology under the CJO arrangements is underway to ensure that scarce skills are used appropriately to identify and manage risk.</p>	<p>An ITT to deliver psychology services support issued September 2009; contract in place December 2009. New higher psychologists in place; training delivered; operation rolled out and fully operational by December 2010</p>	<p>A&B. Appropriate staffing levels for psychology. C. Matrix of psychologist skills level and of appropriate deployment</p>

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12	<p>(para 3.10)</p> <p>Unless there are case specific reasons to do otherwise, the NIPS should move life prisoners to the PAU within 15 months of tarriff expiry</p>	<p><u>Accept in principle.</u></p>	<p>NIPS will adopt a risk- based approach, in line with individual pre release plans, subject to agreement at a high multi- disciplinary meeting.</p> <p>However, public protection is the overarching principle and each case will be considered on its own merits. It should be recognised that 15 months pre-tariff is a long time to remain at the PAU and may not be appropriate in every case.</p>	<p>Testing to be mapped out and procedures for risk based approach to be agreed by January 2010 and formalised by June 2010</p>	<p>Procedures agreed and in place</p>
13	<p>(para 3.15)</p> <p>The NIPS should establish close formal liaison with the Public Protection Team (PPT)</p>	<p><u>Accept in principle.</u></p>	<p>A. NIPS engage with representatives from the PPT on an ongoing basis at LAPPP meetings. We have close formal links for all level 2&3 offenders.</p> <p>B. Current guidance is already available in the Manual of Practice (PPANI) However, a revised I/G will be issued by NIPS which will include specific contact details to ensure that establishments are aware of the role of the PPT. The I/G will also clarify the respective responsibilities both for the PPT and for NIPS.</p>	<p>I/G issued by October 2009</p>	<p>I/G finalised and issued</p>
14	<p>(para 3.18)</p> <p>The NIPS should ensure its deployment of PAU staff provides sufficient announced and unannounced home and workplace visits to optimise supervision and public protection in every life prisoner's case.</p>	<p><u>Accept in principle subject to security and resource constraints.</u></p>	<p>A. NIPS does have arrangements with PSNI and PBNI to carry out announced and unannounced curfew checks. In addition, NIPS staff currently <u>do</u> carry out unannounced visits to work places. NIPS will further review and formalise this protocol with a view to including curfew checks and alcohol testing.</p> <p>B. NIPS will look at other related options, including tagging to see how they might be applied to life sentenced prisoners.</p>	<p>A. Review and revise existing protocol by Dec 2009.</p> <p>B. Tagging pilot run and evaluated by June 2010 and arrangements formalised by Sept 2010.</p>	<p>A. Revised protocol in place.</p> <p>B. Tagging arrangements in place and formalised</p>

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15	<p>(para 3.37) The NIPS should build on current policies and standards and in light of experience including this review, should clarify all aspects of the model for lifer testing at the PAU including criteria for suspension</p>	<p><u>Accept in principle, subject to resource constraints.</u></p>	<p>A. NIPS will seek to develop policies to clarify the role of LMU and specifically the procedures for deciding on the suitability of prisoners to undertake testing in the community, including both accompanied and unaccompanied home leave.</p> <p>The development of the policy will also consider the role of the PAU in managing each of the 3 phases for prisoners progressing through the PAU.</p> <p>Policy will also include guidance on when a prisoner should be suspended from the scheme and what action should be taken as a consequence, including return to Maghaberry Prison.</p> <p>B.NIPS is also exploring the feasibility of introducing tagging for prisoners on Phase 2 & 3 living in the community- whilst at the PAU.</p>	<p>Policy formalised and operational by July 2010</p>	<p>A. Draft interim policy in place by Jan 2010. Policy screening and evaluation. Formalised police documents issued.</p> <p>B. Policy on tagging lifers developed.</p>
16	<p>(para 4.7) Training should be undertaken by sentencers, practitioners, Parole Commissioners and policy makers in implementation of the ICS element of the Criminal Justice(NI) Order 2008</p>	<p><u>N/A.</u></p>	<p>A matter for the NIO.</p>		

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17	<p>(para 4.13) The NIPS should develop a specific approach for managing ICS prisoners in order to ensure their specific risks and needs are properly addressed, while the risks and needs of ordinary lifers are not neglected</p>	<p>Accept in principle, subject to <u>resource constraints and being able to recruit appropriately skilled staff.</u> NIPS fully recognises the need for a specific approach in managing ICS and ECS prisoners within the implementation of the CJ(NI)O. However this must be seen in the context of competing pressures on resources. Success will depend on NIPS recruiting the appropriate skills in order to assist the risk assessment and risk management process.</p>	<p>A. A project team is in place and specific plans are being developed to manage public protection under the offender management model. B. As indicated previously case managers and sentence managers will be appointed for each ICS and ECS (c.f Recommendation 2).The same process will be applied in relation to Lifers, recognising the distinct needs and requirements of different prisoner groups. The emphasis will be on managing individual needs and risks. C. Risk identification and risk management will be put in place and every prisoner expected to follow a sentence plan. Lifers are no exception, and the new arrangements will ensure that their needs continue to be met. All will be managed by the same criteria, by need and by a risk reduction model. Effectiveness of progress in this area will be dependent on the successful recruitment of appropriate psychologists and contracting of psychology support..</p>	<p>A. To be determined. B&C. Guidance and procedures in place by January 2010.</p>	<p>policies and guidance in place</p>

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18	<p>(para 4.15)</p> <p>The Parole Commissioners administrative functions should be strengthened by:♦succession planning to replace retiring Commissioners;♦more explicit terms of reference for Commissioners, to include allocation of specific roles that will assist organisational development, and consideration of a regular time commitment;♦implement peer review and appraisal systems:and♦introducing a business planning process and a more detailed annual reporting system with enhanced statistical</p>	N/A.	Specific to PCNI.		