



RESETTLEMENT:

AN INSPECTION OF
RESETTLEMENT IN THE
NORTHERN IRELAND
PRISON SERVICE

May 2018





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May 2018





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List of abbreviations

ACE	Assessment, Case Management and Evaluation System
AD:EPT	Alcohol and Drugs: Empowering People Through Therapy
BAME	Black and Minority Ethnic
CED	Custody Expiry Date
CJI	Criminal Justice Inspection Northern Ireland
CJO	Criminal Justice (Northern Ireland) Order 2008
CROPs	Centralised Record of Offender Behaviour Programmes
DCS	Determinate Custodial Sentence
DoJ	Department of Justice
DRM	Designated Risk Manager
ECS	Extended Custodial Sentence
ECO	Enhanced Combination Order
ETE	Education Training and Employment
GP	General Practitioner
HMIP	Her Majesty's Inspectorate of Prisons
HMPPS	Her Majesty's Prison and Probation Service
ICS	Indeterminate Custodial Sentence
ICT	Information and Communications Technology
IMB	Independent Monitoring Board
NIHE	Northern Ireland Housing Executive
NIPS	Northern Ireland Prison Service
OBP	Offending Behaviour Programme
Ofsted	Office for Standards in Education, Children's Services and Skills
PDP	Prisoner Development Plan
PED	Parole Eligibility Date
PfG	Programme for Government
PBNI	Probation Board for Northern Ireland
PCNI	Parole Commissioners for Northern Ireland
PDM	Prisoner Development Model
PDU	Prisoner Development Unit
PIMS	Probation Information Management System
PNP	Prisoner Needs Profile
POST	Positive Outcomes for Short-Term Prisoners
PPANI	Public Protection Arrangements Northern Ireland
PRISM	Prison Record and Inmate System Management
PRT	Prison Review Team
PSMB	Prison Service Management Board
PSR	Pre-sentence Report
RESET	Resettlement and rehabilitation project for mentoring prisoners
RRSOG	Reducing Reoffending Strategic Outcomes Group
ROTL	Release on Temporary Licence
SEHSCT	South Eastern Health and Social Care Trust
TED	Tariff Expiry Date
UN	United Nations
URN	Unique Reference Number
VCS	Voluntary and Community Sector
YJA	Youth Justice Agency



Chief Inspector's Foreword

The journey to rehabilitation is not an easy one, particularly for those offenders who are reluctant to address their offending behaviour or who enter prison with a myriad of unmet psychiatric, health, educational, emotional or social needs and failings. The successful delivery of resettlement in our prisons should be one of the primary goals of our penal system and in order to achieve that aim, the preparation for a prisoner's release should commence on the first day of their sentence.

Victims and taxpayers are entitled to demand a positive outcome and dividend for both the punishment and cost of imprisonment, that outcome must be a reduced risk of reoffending and the opportunity for all offenders to complete their journey of desistance.

The current delivery model for resettlement has made significant progress and this is evidenced by our individual prison inspections. However, it is clear from this report that prison staff need more help and support if we are to lift resettlement to the next level and make a real impact on reoffending.

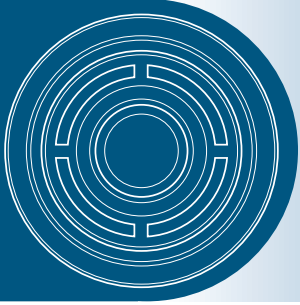
That will require the fulsome involvement of trained experienced probation staff working alongside prison officers, not just with the most serious offenders. In addition, the complex needs of our prison population demands the continuing and increased involvement of the voluntary and community sector organisations whose work within our prisons is exceptional.

We have made two strategic and seven operational recommendations to strengthen and improve existing practice and to maximise the potential that exists within the current partnership approach.

This inspection was conducted by Dr Ian Cameron and Stevie Wilson, my sincere thanks to all who have contributed to this work.

Brendan McGuigan
Chief Inspector of Criminal Justice
in Northern Ireland

May 2018



Executive Summary

Criminal Justice Inspection Northern Ireland (CJI) was firmly of the view that delivering effective resettlement services to offenders was the key to reducing offending and protecting the community from further victimisation.

A core function of the prison service was to reduce reoffending and provide resettlement services for prisoners being released back into the community. The Northern Ireland Prison Service (NIPS) could not deliver resettlement alone – prisons had a duty to accept people committed by the courts and many had chronic mental health and learning difficulties, drug and alcohol addictions and chaotic lifestyles. The NIPS and the Probation Board for Northern Ireland (PBNI) had to work with the South Eastern Health and Social Care Trust (SEHSCT), addiction services and other social and voluntary and community service partners to help prisoners address these problems during the time they were incarcerated.

There had been a significant change in the NIPS since the publication of the Prison Review Team (PRT) Report in 2011, including to resettlement practice.

The offender management model was based on the PRT recommendation and was delivered through the Prisoner Development Model (PDM). This was a structured framework, and provided the individual prisoner focus, to identify and

assess a prisoner's risks, needs and strengths. A Prisoner Development Plan (PDP) was developed with the prisoner to support his/her resettlement back into the community. This defined the purpose of work, actions taken and support provided for an individual to:

- reduce their risk of harm;
- reduce their likelihood of reoffending; and
- prepare them for return to the community.

This work included interventions to address offending behaviour, maintain family contact, gain skills and qualifications to help access employment, together with practical assistance and support with housing, finance and debt, health and addictions.

The PDM was jointly delivered by the NIPS and the PBNI. CJI would be very supportive of this collaborative working model as having the potential to produce the best outcomes for prisoners. However a change in working practices had reduced joint working and impacted on the operational delivery of the model, and Inspectors were concerned that it was not operating

as effectively as it could. Working practices between the NIPS and the PBNI needed to adapt to address prisoner need and increase the effectiveness of joint delivery.

There were significant resources deployed to provide resettlement services for prisoners. The PDM had been in place since 2015 and there was a broad provision of specialist support by voluntary and community sector (VCS) and statutory organisations to support prisoner need. The NIPS, PBNI and VCS staff worked hard to provide support, sometimes for very difficult prisoners, many of whom had complex and multiple needs. Inspectors were impressed by the attitude, knowledge and commitment of many of the prison and probation officers and VCS staff that we met during the inspection.

There was an effective system to measure resettlement processes and activities, but measurement of the impact of these on outcomes for prisoners was less well developed. CJI saw a need for meaningful performance measures of outcomes, over the longer-term, to allow both the NIPS and the PBNI management to assess the effectiveness of resettlement provision, and to allow planning for future delivery and resourcing.

Previous reports have highlighted the need for a more integrated psychology provision across the criminal justice agencies, and whilst work had been progressed there was a need for the outstanding work to be completed.

The PDM was a comprehensive process which covered the prisoner's journey from committal to release, and recent prison inspections have found this to be the area where the NIPS performed most strongly. Inspectors would be of the view that implementation of the model could be improved in a number of areas and have recommended the introduction of a system of

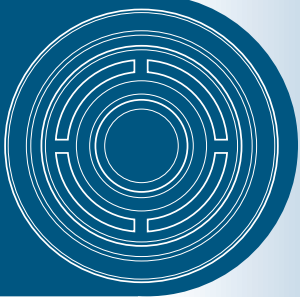
supervision for NIPS staff in their casework with individual prisoners. The NIPS also needed to do more to fully integrate the important role of residential officers to contribute to the PDM and successful prisoner resettlement.

The NIPS recognised that there had been limitations in the prisoner assessment process and this had led to an internal review which Inspectors welcomed as an opportunity to re-examine its effectiveness.

For prisoners to address their offending behaviour was crucial to successful resettlement and to reduce the reoffending and recall rate. Inspectors were concerned that the schedule for the delivery of programmes significantly underestimated the needs of the prison population and the demand for interventions. Programmes should be delivered on the basis of need with suitable interventions for short-term prisoners, a streamlined process for referral and assessment, and the ability to fast-track and prioritise prolific offenders. There was also a need to assess the outcomes of programme delivery to inform future provision.

There was some good work to target and provide support for the wider needs of prisoners serving short-sentences and the NIPS should take action to target resources to reduce the reoffending rates for this group.

The transfer of prisoners between Maghaberry and Magilligan could be disruptive and unsettling for prisoners and their families, and were primarily for population management rather than to further prisoners' resettlement prospects. It was the view of Inspectors that the NIPS should review its transfer policy to prioritise resettlement opportunities.



Recommendations

Strategic recommendations

1

The NIPS and the PBNI should strategically review the Prisoner Development Model (PDM) to increase the effectiveness of joint delivery.

CJI consider this an urgent need and to inform the work, a joint scoping study should be completed, within six months of the publication of this report, to assess the impact of the changed working practice for prison-based probation staff on the operation of the PDM and resettlement outcomes for prisoners.

Based on the findings, the NIPS and the PBNI should develop suitable measures of delivery and longer-term outcomes to allow the assessment of performance and inform the future development and delivery of the PDM (paragraph 3.61).

2

The DoJ, as part of its wider desistance remit, the NIPS and the PBNI should develop meaningful performance measures, within one year of the publication of this report, to assess the effectiveness of resettlement provision, interventions and outcomes for prisoners over the longer-term (paragraph 4.63).

Operational recommendations

1

The Reducing Reoffending Strategic Outcomes Group (RRSOG) should complete any outstanding work to align psychological services and interventions across the NIPS, the PBNI and the YJA within six months of the publication of this report (paragraph 2.51).

2

The NIPS review of the Prisoner Needs Profile (PNP) should examine *inter alia*:

- the veracity of the information collected in the PNP and whether this was sufficient for effective sentence planning and resource allocation;
- how existing information including that on Pre-sentence Report (PSRs) informed the PNP;
- the analysis of the data, its linkages to the nature of the prison population, and how it informed resource allocation;
- how the information was used to support positive change and development in prisoners; and
- how the information could be most effectively used to commission offender programmes, services and follow-on or step-down accommodation and support.

The review should be completed and findings implemented within one year of the publication of this report (paragraph 3.27).

3

The NIPS should introduce effective casework supervision for PDP co-ordinators within six months of the publication of this report, to ensure that appropriate work was done to properly address prisoners' risk of harm, likelihood of reoffending and preparation for return to the community (paragraph 3.33).

4

The NIPS should take the necessary steps to implement the corporate vision to have the offender as the centre of its focus to reduce the risk of prisoners reoffending on release. Work should start immediately to embed resettlement as a core role of residential officers linked to the PDM, underpinned by the internal appraisal process (paragraph 3.46).

5

The NIPS should fundamentally examine the provision of psychology services and Offending Behaviour Programmes (OBP) to, *inter alia*;

- provide an accurate assessment of the demand for OBPs, to include the specific needs of women;
- clarify the referral process, provide timely assessment and processing of referrals, with strict deselection criteria which took proper cognizance of the views of the PDP Co-ordinator;
- provide OBPs on the basis of need and not sentence length or time remaining to serve;
- provide suitable offending behaviour interventions for short-term prisoners, with a streamlined process for referral and assessment, and the ability to fast-track and prioritise prolific offenders; and
- provide outcome information for OBPs and other interventions to inform future delivery and resourcing.

The work should be completed within one year of the publication of this report (paragraph 3.87).

6

The NIPS should review how it deals with short-term, high risk of reoffending prisoners, using the learning from RESET, ECO, POST and Operational recommendation 5, to target resources to reduce the reoffending rates for short-sentenced prisoners.

The work should be completed within one year of the publication of this report (paragraph 3.96).

7

The NIPS should implement a policy, within nine months of the publication of this report, for prisoner transfers to ensure that, other than in exceptional circumstances, all prisoner transfers are planned and made on the basis of resettlement need (paragraph 3.130).



Inspection Report



Introduction

Introduction

- 1.1 CJI was firmly of the view that delivering effective resettlement services to offenders was the key to reducing offending,¹ and protecting the community from further victimisation.
- 1.2 Every aspect of prison life contributed to prisoners' resettlement outcomes, consequently resettlement was a major focus of all prison inspections, and was a key element of the *Expectations* Inspection Criteria where it was defined as '*prisoners prepared for their release back into the community and effectively helped to reduce their likelihood of reoffending*'.²
- 1.3 The need for a period of imprisonment to be used to reduce recidivism and to help reintegrate people into society on release was internationally recognised in the United Nations (UN) standards for the minimum treatment of prisoners³ (the Mandela Rules).
- 1.4 The focus of this report was on the NIPS and the PBNi, however 'resettlement' was a wider societal issue. In addressing the factors which contributed to reoffending, prison and probation services were often attempting to remedy a lifetime of combined service failure,⁴ and with individuals who may have poor or non-existent family support networks,⁵ and who may never have been in a situation which could be regarded as 'settled'.

1 See also The Impact of Prisoner Recalls on the Criminal Justice System in Northern Ireland, June 2016, Criminal Justice Inspection Northern Ireland. www.cjini.org

2 HMIP Expectations: Inspection Criteria. <https://www.justiceinspectorates.gov.uk/hmiprison/about-our-inspections/inspection-criteria/> From September 2017, and after this Inspection had commenced, Male Prison Expectations were amended to 'Rehabilitation and release planning' – prisoners are supported to maintain and develop relationships with their family and friends. Prisoners are helped to reduce their likelihood of reoffending and their risk of harm is managed effectively. Prisoners are prepared for their release back into the community. <https://www.justiceinspectorates.gov.uk/hmiprison/our-expectations/>

3 United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules). Resolution adopted by the United Nations General Assembly on 17 December 2015. Rule 4 (1) the purposes of a sentence of imprisonment or similar measures deprivative of a person's liberty are primarily to protect society against crime and to reduce recidivism. Those purposes can be achieved only if the period of imprisonment is used to ensure, so far as possible, the reintegration of such persons into society upon release so that they can lead a law-abiding and self-supporting life. (2) To this end, prison administrations and other competent authorities should offer education, vocational training and work, as well as other forms of assistance that are appropriate and available, including those of a remedial, moral, spiritual, social and health- and sports-based nature. All such programmes, activities and services should be delivered in line with the individual treatment needs of prisoners. http://www.unodc.org/documents/justice-and-prison-reform/GA-RESOLUTION/E_ebook.pdf

4 Reducing reoffending by ex-prisoners. Summary of the Social Exclusion Unit Report. Social Exclusion Unit. Office of the Deputy Prime Minister. July 2002.

5 Prisons 2020. Driving continuous improvement in the Prison Service. A discussion document. July 2017. NIPS.

- 1.5 The Criminal Justice (Northern Ireland) Order 2008 (CJO) had a significant impact on prisoner resettlement, and meant that prisoners with a public protection sentence under the Order had to address their offending behaviour if they were to demonstrate to the satisfaction of the Parole Commissioners for Northern Ireland (PCNI) that they could be released safely into the community. It was incumbent on the NIPS to provide the necessary opportunities for prisoners to undertake offending behaviour programmes and other work to help prepare them for resettlement, and to satisfy the Parole Commissioners that they could be safely released, or re-released if the prisoner had been subject to a recall from license.
- 1.6 A core function of the prison service was to reduce reoffending and provide resettlement services for prisoners being released back into the community. The NIPS could not deliver resettlement alone – prisons had a duty to accept those people committed by the courts and many had mental health and learning difficulties, drug and alcohol addictions and chaotic lifestyles. The NIPS and the PBNI had to work with the South Eastern Health and Social Care Trust (SEHSCT), addiction services and other social and voluntary and community sector (VCS) partners to help prisoners address these problems during the time they were incarcerated.
- 1.7 The NIPS had responsibility for resettlement up to the prisoner's date of release. Post-release, offenders may serve a period on licence where they were supervised in the community by probation officers depending on the nature of their sentence. During this time health and social support provision was by the State agencies or the VCS in the same way as for other members of the community.
- 1.8 A previous CJI inspection of resettlement was published in October 2011 however, since that time the landscape had changed considerably. Subsequent developments had included: the publication of the Prison Review Team (PRT) Report and the resultant prison reform programme; the introduction of the PDM; and the constraining financial climate which resulted in cuts to the NIPS and PBNI budgets and staffing complements.
- 1.9 The process by which people with long criminal histories changed to reduce or stop from offending was complex. Motivation to make the necessary life changes could fluctuate and expectations of change had to be long-term. Offenders often needed to rebuild lives and find a way of integrating into communities that may be hostile to them.
- 1.10 Many factors in the lives of offenders could influence progress. Established, static factors such as the number and type of previous offences, and previous life experiences could predict how likely an individual was to reoffend. Those with high numbers of previous convictions, a long period of offending, a history of acquisitive crime and poor childhood experiences (including having been in care) were generally more likely to reoffend. Other factors such as substance misuse, poor educational attainment, unemployment and homelessness that correlated with a raised likelihood of reoffending could be influenced and changed over time.⁶

6 Ministry of Justice (2014) Transforming Rehabilitation: a summary of evidence on reducing reoffending (Second Edition) London. MOJ. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/305319/transforming-rehabilitation-evidence-summary-2nd-edition.pdf Also an Inspection of Through-the-gate Resettlement services for Prisoners serving 12 months or more. A Joint Inspection by HMI Probation, and HMI Prisons. June 2017. <http://www.justiceinspectorates.gov.uk/cji/wp-content/uploads/sites/2/2017/06/Through-the-Gate-phase-2-report.pdf>

- 1.11 For many prisoners release could be a vulnerable time and they could face immediate and practical challenges resettling into the community. Having somewhere to live was the biggest priority, followed by getting an income, either from employment or from State benefits. They may also need support agencies to assist with other problems such as mental health or substance misuse.⁷

Inspection Scope

- 1.12 Although the two terms have areas of commonality, for the purposes of this inspection CJI drew a distinction between resettlement and rehabilitation. Resettlement, as defined above, involved providing support and assistance to prisoners in preparation for release. Rehabilitation was the wider aspect of longer-term reintegration into society/community, addressing health and social issues and work involving the reduction in the risk, desistance⁸ and the prevention of reoffending, much of which was beyond the remit of the NIPS.
- 1.13 The role of the NIPS ended when the prisoner was released, although there was a need for feedback of how resettlement was working post-release so that the NIPS could assess performance and improve service provision. There was also a role for the wider Department of Justice (DoJ) as part of the Desistance Strategy (see Chapter 2).
- 1.14 The role of the PBNI however extended beyond the prison walls and provided a continuity of supervision, support and work to reduce the risk of reoffending from the prison to the community setting, for those released under licence.
- 1.15 There was a need for longitudinal information to assess performance of the criminal justice system in these areas over time and this will be discussed in greater detail in Chapter 4.
- 1.16 Many of the prisoners released from prison went to Approved Premises (Hostels) which, depending on the nature of the person's offence and licence conditions, allowed for an element of supervision. In addition, some offenders were released under the Public Protection Arrangements Northern Ireland (PPANI): these areas were not examined in detail as part of this report as the CJI Business Plan identified Approved Premises and PPANI as areas for forthcoming inspection.

Prison Population

- 1.17 The prison population increased steadily from an average daily population of 1,160 in 2003 to a peak of 1,830 in 2014. This reduced to 1,592 in 2014-15,⁹ and at June 2017 the population was 1,467.

7 See also Prisoners' Experiences of Reintegration: Obstacles and Opportunities. B Marsh and S Maruna. School of Law. Queen's University Belfast.

8 Desistance describes the process by which those engaged in a sustained pattern of offending give up crime. Maruna S (2001) Making Good: How Ex-Convicts Reform and Rebuild their Lives. Washington DC: APA Books in Ministry of Justice (2014) Transforming Rehabilitation: a summary of evidence on reducing reoffending (Second Edition) London. MOJ.

9 Research and Statistical Bulletin 24/2016. The Northern Ireland Prison Population 2015 and 2015/16. DOJ Analytical Services Group. <https://www.justice-ni.gov.uk/publications/research-and-statistical-bulletin-242016-northern-ireland-prison-population-2015-and-2015/16>

- 1.18 Custodial sentences of one year or less accounted for the largest proportion of sentenced receptions for both total sentence and total custody sentence (66.2% and 76.6% respectively).¹⁰

Remand

- 1.19 Remand prisoners created demand on the NIPS in terms of their processing and throughput, in addition there was limited scope for the prison service to work with people who had not been convicted of a crime. Prisoners on remand were focused on the outcome of their case rather than their future resettlement prospects and their stay in prison was punctuated by contact with their legal representatives and court appearances. The duration of their stay could not accurately be predicted due to the possibility of a court granting bail or an acquittal. Prisoners could spend a large proportion of their sentence on remand, and on occasions, all of it. Delays in the criminal justice system with prisoners spending time remanded in custody added to the challenges for the NIPS.
- 1.20 Remand numbers remained high and accounted for 54.7% of all receptions (2,843) in 2016, and for the first time in five years the number of remand prisoners increased by 8% in 2016.¹¹ At end June 2017 remand prisoners comprised 23.5% of the NIPS prisoner population:¹² in England and Wales the comparable figure at end December 2016 was 8%.¹³ The average time in custody for a prisoner on remand at 30 September 2016 was 5.32 months.¹⁴

Sentence length

- 1.21 Sentence length also impacted on the opportunity for the NIPS to work with prisoners. At the end of June 2017 of the sentenced prisoners:
- 8.04% were serving less than six months;
 - 15.5% were serving less than 12 months (7.5% were serving 6-12 months); and
 - 25.5% were serving less than 24 months (10.02% were serving 12-24 months).¹⁵
- 1.22 Short-sentence prisoners limited the opportunity for the NIPS to provide resettlement support. Many were petty and prolific¹⁶ criminals involved in frequent reoffending and going through the criminal justice 'revolving door'.

10 DoJ Analytical Services Group. The Northern Ireland Prison Population 2016 and 2016/17. Research and Statistical Bulletin 27/2017. E Crone. September 2017.

11 Analytical Services Group. The Northern Ireland Prison Population 2016 and 2016/17. Research and Statistical Bulletin 27/2017. E Crone. September 2017.

12 Analysis of NIPS Prison Population from 1/4/2016 to 30/6/2017. Northern Ireland Prison Service.
<https://www.justice-ni.gov.uk/sites/default/files/publications/justice/prison-population-statistics-010416-to-300617.pdf>

13 UK Prison Population Statistics. Briefing Paper No SN/SG/04334, 20 April 2017. Allen and Watson. House of Commons Library.

14 Analysis of NIPS Prison Population from 1/7/2015 to 30/9/2016. Northern Ireland Prison Service.
<https://www.justice-ni.gov.uk/publications/prison-population-statistics-01-july-2015-30-september-2016>

15 Analysis of NIPS Prison Population from 1/4/2016 to 30/6/2017. Northern Ireland Prison Service.
<https://www.justice-ni.gov.uk/sites/default/files/publications/justice/prison-population-statistics-010416-to-300617.pdf>

16 Reducing Offending in Partnership (ROP) is a partnership of DoJ, PBNI, NIPS, PSNI and YJA aimed at reducing crime and targeting priority, or prolific offenders. ROP was introduced following a pilot in the Ballymena area in 2012.
<https://www.pbni.org.uk/wp-content/uploads/2015/02/PD135812Reducing-Offending-in-Partnership-A5-Booklet-13.05.14.pdf>

1.23 Just under two thirds (64%) of the prison population profile by principal offence was made up of violence against the person (36%), public order¹⁷ (17%), and sexual offences (11%).

1.24 At 30 June 2017¹⁸ prisoner sentences were as follows:

Prison (Percentage Population)	Life	ICS*	ECS*	DCS*	Other Sentenced
Maghaberry	121 (14%)	11 (1.3%)	65 (7.7%)	238 (28%)	97 (11%)
Magilligan	31 (6.7%)	11 (2.4%)	55 (12%)	255 (55%)	97 (21%)
Hydebank Wood Male	Nil	1 (1%)	4 (4%)	51 (51%)	10 (10%)
Hydebank Wood Female	7 (11%)	Nil	4 (6.5%)	11 (18%)	19 (31%)
Total NIPS	159 (11%)	23 (1.6%)	128 (8.7%)	555 (38%)	223 (15.2%)

* Please see abbreviations list for the definition of prison sentences.

1.25 Women made up 4.2% of the overall prisoner population: male young offenders were 6.8%.

Reoffending Rates and Recall Rates

1.26 The NIPS and the YJA comprised the DoJ 'Reducing Offending Directorate' and as the name clearly implied, reducing criminal reoffending and recall from licence was a primary purpose of the NIPS, and was recognised in the organisation's Statement of Purpose.

1.27 For the NIPS to be effective in the resettlement of prisoners, two of the key measures of performance were:

- the reoffending rate; and
- the prisoner recall rate.

These are discussed in greater detail in Chapter 4.

17 Ibid. Recalls and revocation of licence conditions are classified as public order offences.

18 Analysis of NIPS Prison Population from 1/4/2016 to 30/6/2017. Northern Ireland Prison Service.

<https://www.justice-ni.gov.uk/sites/default/files/publications/justice/prison-population-statistics-010416-to-300617.pdf>

Cost of reoffending

- 1.28 Although not directly comparable to the level of reoffending, the cost per prisoner place and cost per prisoner, gave an indication of the costs involved for the NIPS when an offender was returned to prison either for reoffending or on recall. The cost per prisoner place for 2016-17 was £53,408.¹⁹
- 1.29 Many of the costs of reoffending by ex-prisoners and those released on licence were not quantifiable, but could be devastating and long-term. They were frequently felt by the most vulnerable in society, most obviously on victims, many of whom would be repeat victims, and on their families, as well as also on communities, predominantly the most disadvantaged.²⁰
- 1.30 There were also associated costs for the wider criminal justice system when reoffending led to arrest, prosecution and court appearance affecting the Police Service of Northern Ireland (PSNI), the Public Prosecution Service for Northern Ireland (PPS), the Northern Ireland Courts and Tribunals Service (NICTS) and the Judiciary. Recall of prisoners on licence incurred costs for the PCNI.
- 1.31 A conservative estimate of the annual cost to the taxpayer of reoffending in England and Wales was assessed as £7.4 billion – £10.7 billion.²¹

19 Northern Ireland Prison Service Annual Report and Accounts 2016/17.
<https://www.justice-ni.gov.uk/sites/default/files/publications/justice/northern-ireland-prison-service-annual-report-and-accounts-2016-17.PDF> The cost per place in England and Wales for 2016/17 was £24,664. Cost per prisoner was £22,933.

20 Reducing reoffending by ex-prisoner. Summary of the Social Exclusion Unit Report. Social Exclusion Unit. Office of the Deputy Prime Minister. July 2002.

21 Transforming Rehabilitation. Report by the Comptroller and Auditor General. National Audit Office. 22 April 2016.
<https://www.nao.org.uk/wp-content/uploads/2016/04/Transforming-rehabilitation.pdf>



Strategy and governance

Relevant UK Inspection Reports

2.1 There have been a number of recent inspection reports about prisoner resettlement in England and Wales, and many of the areas identified, and the recommendations made, had relevance to the Northern Ireland context and will be referred to in Chapters 3 and 4.

Her Majesty's Inspector of Prisons (HMIP) Annual Report 2016-17

2.2 The HMIP overall assessment of resettlement in England and Wales found that:

- too few prisoners had up-to-date assessments/sentence plans to help them plan constructively and progress towards release;
- when they did, they often did not address the issues that underpinned offending behaviour but instead focused on much broader issues for example, attendance at work, adherence to wing rules;
- offender supervisors²² did not provide enough support to help prisoners with rehabilitation and resettlement;
- offender supervisors did not receive sufficient training. This was compounded by a lack of management oversight and quality assurance particularly concerning high-risk cases; and
- there was little or no outcome data (numbers released to sustainable accommodation or entering employment, training or education).²³

A Joint Thematic Review of Resettlement

2.3 The joint review by HMIP, Her Majesty's Inspector of Probation and the Office for Standards in Education, Children's Services and Skills (OFSTED) on the resettlement provision for adult offenders also emphasised a number of relevant areas.

22 An Offender Supervisor role was broadly similar to that of a PDP co-ordinator.

23 HM Chief Inspector of Prisons for England and Wales Annual Report 2016–17. https://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2017/07/HMIP-AR_2016-17_CONTENT_201017_WEB.pdf

Families

- 2.4 It was widely accepted that good family contact had an important role to play in supporting prisoners through their sentence,²⁴ and an offender's family and friends were of central importance to successful rehabilitation.²⁵ Despite this, the inspection found there was no evidence that families were involved in sentence or release planning, even when the offender said they were relying on them for support after release, and little structured family work took place even where antecedent family problems were noted.
- 2.5 The Farmer Report also highlighted the need to strengthen ties between prisoners and their family to help prevent reoffending and reduce intergenerational crime.²⁶

Sentence planning

- 2.6 Sentence planning was insufficiently informed either by an individual assessment of the offender concerned, or a strategic assessment of what opportunities would be available to offenders on release.
- 2.7 Oversight of progress against sentence plans was often limited to annual reviews with many offenders left to 'get on with it'. Progress was reliant on offenders applying for services which was a positive step for some, but failed to take account of the fact that some lacked the motivation or ability to do this without support.

Outcomes

- 2.8 To improve resettlement prisons needed a better understanding of the accommodation and education, training and employment (ETE) outcomes. Prisons relied heavily on self-reported information from offenders at the point of release without any follow-up on longer-term outcomes.
- 2.9 Prisons could not be confident that the services they offered were effective in addressing the actual needs of their population and improving outcomes. For example monitoring accommodation on release was misleading as it only recorded whether the offender had a known place to stay on the first night of release, with no detail on suitability or sustainability.

24 Life in prison: Contact with families and friends. A findings paper by HM Inspectorate of Prisons. August 2016. The Farmer Report also said that work to maintain and strengthen family relationships was not yet mainstreamed in offender management in the same way as employment and education. The Importance of Strengthening Prisoners' Family Ties to Prevent Reoffending and Reduce Intergenerational Crime. Lord Farmer. Ministry of Justice. August 2017.

25 There was recognition that on occasions an offender's family may be the victims of their crime or may be a negative influence that contributes to their offending behaviour, however the overwhelming view was that the family was the most important resettlement agency. Resettlement provision for adult offenders: Accommodation and education, training and employment. Criminal Justice Joint Inspection. A joint thematic review by HM Inspectorate of Prisons, HM Inspectorate and Probation and Ofsted. September 2014.

26 Importance of strengthening prisoners' family ties to prevent reoffending and reduce intergenerational crime by Lord Farmer. MOJ August 2017. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/642244/farmer-review-report.pdf

Accommodation

- 2.10 Despite accommodation needs being assessed on an offender's arrival in custody, little was done until close to release date. Some offenders did not know where they would be living just before their release – as well as being stressful this impacted on other resettlement plans. Shortages of affordable rented accommodation, references, lack of resources to pay deposits and rent in advance, and the practical problems of arranging accommodation from inside the prison, meant that rented accommodation in the private or social housing sectors was not an option for many on release. Many also did not have the skills necessary to live independently.

Temporary Release

- 2.11 The report found clear evidence of the value of opportunities provided by open prisons and well-managed release on temporary licence (ROTL) to maintain relationships with family and other support in the community, and to get real work experience. However, ROTL was underused as a resettlement tool and needed to be more structured and better linked to resettlement needs and supporting plans for release.

Learning and Skills

- 2.12 Assessment of ETE needs in prison was not sufficiently linked to sentence plans and Offender Supervisors relied on offenders' accounts of their progress and needs, rather than a more objective assessment. There were poor links between prison ETE providers and Offender Management Units.
- 2.13 The report made clear that the key themes in resettlement – offender management, work with families, accommodation and ETE – were inter-related and needed to be addressed as part of a whole prison approach to resettlement.²⁷
- 2.14 Separate longitudinal research showed factors directly associated with increased reporting of employment after release were:
- participation in paid work in custody;
 - vocational training in custody;
 - accredited programmes in custody to address offending behaviour and drug/alcohol use; and
 - qualifications before custody.

Factors associated with a reduced likelihood of employment after release were:

- accommodation i.e. homeless after release;
- disability;
- needing help with job-related skills; and
- attending treatment/counselling after release.²⁸

27 Resettlement provision for adult offenders: Accommodation and education, training and employment. Criminal Justice Joint Inspection. A joint thematic review by HM Inspectorate of Prisons, HM Inspectorate and Probation and Ofsted. September 2014.

28 The Impact of Experience in Prison on the Employment Status of Longer-sentence Prisoners after Release. Results from the Surveying Prisoner Crime Reduction (SPCR) Longitudinal Cohort Study of Prisoners. Ministry of Justice Analytical Series 2014. Ian Brunton-Smith and Kathryn Hopkins. http://www.ristretti.it/commenti/2014/aprile/pdf7/rapporto_ing.pdf

Through-the-gate for short-term Prisoners

- 2.15 An inspection of Through-the-gate Resettlement Services for short-term prisoners found similar issues in respect of those serving short sentences.
- The needs of individual prisoners were not properly identified and planned for:
 - basic screenings at start of sentence drew only on what the prisoner said and were an inadequate basis for resettlement planning;
 - resettlement plans did not address the most urgent resettlement needs;
 - in too many cases resettlement planning consisted of no more than referrals to other agencies; and
 - prisoners had not been involved with setting objectives or given a copy of their plan.
 - Not enough was being done to help prisoners to get ready for release or to manage risks with:
 - too many prisoners reaching their release date without their immediate resettlement needs having been met, or even recognised;
 - not enough assistance given to resolve debts;
 - too many prisoners released without any accommodation; and
 - insufficient continuity between services in prison and in the community.²⁹
- 2.16 Many of these areas were equally relevant to the provision of resettlement in Northern Ireland and will be referred to in later chapters.

Women in Prison

- 2.17 The Corston Report³⁰ recognised that women in the criminal justice system had very specific needs and vulnerabilities, and recommended that custodial sentences for women should be reserved for serious and violent offenders who posed a threat to the public.
- 2.18 The vulnerabilities experienced by women in prison related to three main areas: domestic (children and a history of domestic abuse); personal (health, substance use and self-harm and suicide); and socioeconomic circumstances (qualifications, exclusion from school, and accommodation).³¹
- 2.19 Other evidence suggested that women's reoffending could be reduced by *inter alia* substance abuse treatment, in particular in-custody programmes that apply a cognitive-behavioural intervention focussing on skill development; and a gender-responsive programme that emphasised strengths, competencies and skills acquisition.³²

29 An Inspection of through-the-gate Resettlement Services for Short-term Prisoners. A Joint Inspection by HM Inspectorate of Probation and HM Inspectorate of Prisons. October 2016. <https://www.justiceinspectorates.gov.uk/cji/wp-content/uploads/sites/2/2016/09/Through-the-Gate.pdf>

30 The Corston Report. A Report by Baroness Jean Corston of a Review of Women with Particular Vulnerabilities in the Criminal Justice System. The need for a distinct, radically different, visibly-led, strategic, proportionate, holistic, woman-centred, integrated approach. March 2007. <http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf>

31 Women in Prison. A short thematic review Report by HMIP July 2010. <https://www.justiceinspectorates.gov.uk/hmiprisons/wp-content/uploads/sites/4/2014/05/Women-in-prison-short-thematic-2010-rps.pdf>

32 Effective interventions for women offenders: a rapid evidence assessment. National Offender Management Service Analytical Summary 2015.

- 2.20 The NIPS had two primary guidance policy papers in relation to women in custody:
1. Gender-specific standards for working with women prisoners; and
 2. Working with women prisoners – a guide for staff.
- 2.21 These recognised the need for a tailored approach to the management of women in custody which was responsive to the vulnerabilities often presented by women in the criminal justice system. The documents were however, both published in 2010 and needed to be updated to take account of developments and research in this area.³³
- 2.22 The PRT Report recognised the differing needs of women in the prison system and found the custodial facility at Ash House to be wholly unsuitable for women because of its design, its mixed population of short-sentenced, remanded, mentally ill and long-sentenced women, and its co-location with the male young adults in Hydebank Wood. It recommended that a new small custodial facility for women should be built, staffed and run around a therapeutic model, supported by an acute mental health facility and draw on a network of staff, services and support in the community.
- 2.23 Previous CJl inspections have also been clear that the continued lack of a dedicated women's prison in Northern Ireland remained unacceptable.³⁴
- 2.24 The DoJ Strategy 'Reducing Offending Among Women 2013-16',³⁵ which refreshed the original 2010 Strategy, committed the NIPS to publish a Female Development Strategy by December 2013, however this strategy had not been progressed, although at the time of writing the DoJ was involved in a public consultation on the approach to dealing with women and girls who come into contact with the criminal justice system in Northern Ireland.

Equality and Diversity

- 2.25 The Lammy Review of racial bias and black and minority ethnic (BAME) representation in the criminal justice system described prison as an area of concern:
- men in prison from ethnic minority background were less likely than white men to report having a prison job or access to OBPs; and
 - there was concern about the impact of these findings on reoffending rates³⁶.

33 Gender-specific standards for working with women prisoners. NIPS 2010. Working with women prisoners – a guide for staff. NIPS 2010. <https://www.justice-ni.gov.uk/articles/northern-ireland-prison-service-publications>

34 Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.CJINI.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

35 Reducing Offending Among Women 2013-2016. Department of Justice. www.dojni.gov.uk

36 Review of Racial Bias and BAME representation in the Criminal Justice System. Open Letter to the Prime Minister 16 November 2016. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/569218/open-letter-to-prime-minister.pdf

- 2.26 HMIP also reported BAME prisoners had poorer perceptions, particularly in respect of safety and some faced potentially unfair treatment across a number of areas.³⁷
- 2.27 BAME prisoners were 1.04 times more likely to have adjudications brought against them: for black prisoners it was 1.15 times. The rate for mixed ethnic men was a notable 50% higher than for white men. Proven adjudications were less likely (0.94 times than for white prisoners). There were marginally higher proven reoffending rates for black youths and adults. There were significantly lower proven reoffending rates for all other ethnic groups than for white groups.³⁸ All of these areas can have an impact on prisoner resettlement.
- 2.28 Inspectors have made comment in Prison Inspection Reports on equality and diversity outcomes for prisoners in Northern Ireland and have previously reported to the Prison Review Team Oversight Group on the poorer outcomes in Northern Ireland for Catholic prisoners.³⁹ CJI will be publishing a forthcoming inspection report on equality and diversity in the criminal justice system with specific reference to the NIPS.

Northern Ireland

Prison Review Team

- 2.29 The Hillsborough Agreement of 2010 led to the devolution of policing and justice to the Northern Ireland Assembly. As part of the Agreement there was an independent review of the conditions, management and oversight of all prisons in Northern Ireland. The final report was published in October 2011, and resettlement was one of its key themes.

37 These included Release on Temporary Licence (ROTL), residential location and frequency of adjudications. Her Majesty's Chief Inspector of Prisons for England and Wales Annual Report 2016-17. <https://www.justiceinspectorates.gov.uk/hmiprison/inspections/annual-report-2016-17/>

38 Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales. Ministry of Justice Analytical Services 2016. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/568680/bame-disproportionality-in-the-cjs.pdf

39 Prison Review Oversight group Third Annual Report April 2014-March 2015. <https://www.justice-ni.gov.uk/publications/prison-review-oversight-group-annual-report-2015>

- 2.30 The PRT referred to a 'whole prison approach' and stressed the need for personalised custody and sentence plans to be developed with each individual prisoner focussed around his or her needs, risks and strengths and engaging all the agencies and disciplines that would be needed to deliver change. The report made a number of recommendations relevant to improved resettlement.⁴⁰
- 2.31 The PRT was critical of the lack of strategic planning or delivery of a whole-service policy to provide quality interventions in prisons, with through-the-gate support afterwards, and recommended that the NIPS needed to appoint a Director with outside experience of training or resettlement work to provide the required drive, understanding and approach.

40 PRT Recommendations relevant to resettlement were, inter alia:

- Recommendation 5 - The Maghaberry site should be reconfigured into three 'mini-prison' areas: for short sentenced and remand prisoners and new committals; long- and life-sentenced prisoners; and category A and separated prisoners, with appropriate support, regimes and security for each. The square houses should be demolished when new accommodation is built.
- Recommendation 7 - Funding should be found, in partnership with the probation and voluntary and community organisations, for half-way house and step-down accommodation to manage long-sentenced prisoners' return into the community and provide supported accommodation for those with mental health and substance use issues.
- Recommendation 29 - Accurate data should be collected about prisoners' needs and risks in all three prisons, as a basis for planning and commissioning services.
- Recommendation 30 - Each prisoner should have a personalised custody or sentence plan, developed together with him or her, which reflects his or her own needs, strengths and risks. It should identify and engage all the other agencies and disciplines within and outside prison that are needed to support change.
- Recommendation 31 - The Northern Ireland Prison Service and the Probation Board for Northern Ireland should undertake joint work to plan and deliver integrated services, explore staff exchange and consider shared services.
- Recommendation 32 - The Northern Ireland Prison Service should create and recruit to a new post at Director level, focused on rehabilitation: bringing in expertise in working with other statutory, voluntary and community agencies and private sector employers, to structure and develop appropriate partnerships. This should focus on effective and professionally delivered education, work and skills training within prisons, linked to employment and educational opportunities and support in the community, as well as other soft skills necessary to support personal development and change.
- Recommendation 33 - The desistance strategy developed in NIPS must involve partnership with and support for families and community organisations to build social capital and prevent social exclusion, drawing upon and extending existing initiatives and experience.
- Recommendation 35 - The Inspire model should be adopted as the norm for dealing with women who offend. It should be centrally funded, but planned and delivered by a partnership of statutory, voluntary and community organisations.
- Recommendation 36 - A new small custodial facility for women should be built, staffed and run around a therapeutic model. It should be supported by an acute mental health facility and draw on a network of staff, services and support in the community.
- Recommendation 37 - A community-based pilot project should be set up for young adult offenders, on the model of the Inspire project, as a statutory, voluntary and community partnership offering an alternative approach and providing community support for young adult offenders.
- In addition to the above the PRT Report made a number of healthcare-related recommendations, including relating to addictions and mental health which are key to successful resettlement. Review of the Northern Ireland Prison Service. Conditions, Management and Oversight of all Prisons. Prison Review Team. Final Report October 2011.

- 2.32 The formal Prison Reform Programme formally came to a close in March 2016 after four years, however the NIPS intended to continue the process of prison reform over the longer-term, overseen by the Prison Service Management Board (PSMB), focusing on the five key strategic themes that emerged from the Programme. One of these themes was 'purposeful activity, equipping offenders with the necessary skills and experience to return to the community' and related directly to resettlement.⁴¹

Draft Programme for Government (PfG) 2016-21

- 2.33 One of the key indicators for success in the draft PfG Outcome 7 ('We have a safe community where we respect the law, and each other') was a reduction in the reoffending rate, and the effectiveness of prisoner resettlement directly impacted on this outcome.
- 2.34 To progress Outcome 7 the DoJ had a number of work areas ongoing relevant to prisoner resettlement with key delivery priorities inside and outside the justice system. These included:
- work to address the complexities of accommodation needs of offenders (with the Department for Communities and the Northern Ireland Housing Executive (NIHE);
 - improving access to and opportunities for education and employment (with education providers);
 - a prison modernisation programme for the NIPS with rehabilitation at its core; and
 - improving health provision in the criminal justice system (with the Department of Health).⁴²

DoJ Departmental Priorities

- 2.35 The DoJ also had a number of priority areas to reduce reoffending and progress the draft PfG indicators which were relevant to resettlement, and included the following.

The Strategic Framework for Reducing Offending

- 2.36 This was published in 2013 and had a focus on a desistance-based approach through effective rehabilitation and resettlement. One of its aims was for offenders to be provided with the systems and support to bring them to a point where they could move on and not reoffend in the future.⁴³ A key outcome was identified as reduced reoffending.

41 The other themes were:

- leadership, recognising the importance of strong and effective leadership across the Service;
- equality and diversity, looking at both equality of outcome for prisoners and a workforce that better represents our society;
- a fit for purpose prison estate, with 21st Century accommodation central to all of NIPS plans; and
- partnership with healthcare, recognising that strong working relationships with Health colleagues, working to a common goal, are vital to work in prisons. Northern Ireland Prison Service Annual report and Accounts 2015-16. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/northern-ireland-prison-service-annual-report-and-accounts-2015-16v2.pdf>

42 Programme for Government 2016-21 Delivery Plan Indicators 39: Reducing Offending. Northern Ireland Executive 21 January 2017.

43 Strategic Framework for Reducing Offending. Towards a Safer Society 2013. Department of Justice. <https://www.justice-ni.gov.uk/publications/strategic-framework-reducing-offending-2013>

- 2.37 Inspectors understand that the view was taken within the DoJ that this was an overarching framework document to identify themes and issues, and as a result, there was no subsequent strategy or action plan to progress the issues identified. The Strategic Framework proposed a high-level Reducing Offending Programme Board comprising senior representatives from the justice bodies, but this had not been formalised.

Supporting Change, A Strategic Approach to Desistance

- 2.38 The DoJ developed a desistance plan in response to PRT recommendation 33 (see footnote 40) and in September 2015 the Justice Minister launched 'Supporting Change, A Strategic Approach to Desistance', which had the vision of a criminal justice system that worked in partnership to ensure that individuals were given every possible opportunity to address their offending behaviour and were supported to live lives free from further offending.⁴⁴
- 2.39 The Action Plan contained a number of initiatives of areas which focussed on prisoner resettlement, including:
- commencement of resettlement planning on committal to prison;
 - to raise prison staff awareness of their role to support rehabilitation;
 - to develop a personal development plan for each individual in custody;
 - to improve through care for prisoners from custody to the community;
 - to develop Families Matter⁴⁵ style programmes for the three prisons;
 - to pilot a mentoring scheme to support reintegration into the community; and
 - to develop an 'exit passport' to assist resettlement, record important information and signpost individuals to appropriate services.
- 2.40 The DoJ formed a Desistance Working Group but, at the time of the inspection this had not met for some time and Inspectors understand it was the view that the working group had taken the work as far as it could and identified a need for a change in emphasis from the new draft PfG.
- 2.41 Many of the above mentioned initiatives had progressed, however the 'exit passport' which should include practical support to prisoners making the transition from prison to the community, like identification documentation, GP registration, sustainable accommodation from the day of release, and which CJI viewed as a key piece of work, had not been progressed. As a result these areas were still being raised with Inspectors as continuing barriers to effective resettlement.

44 Supporting Change. A Strategic Approach to Desistance. DoJ. <https://www.justice-ni.gov.uk/sites/default/files/publications/DOJ/supporting-change-a-strategic-approach-to-desistance.pdf>

45 Barnardo's NI developed the Families Matter programme in Maghaberry Prison in conjunction with the NIPS to help improve and maintain relationships between children and their fathers. The residential programme requires fathers to take part in a range of classes and activities aimed at strengthening their parenting skills and improving relations between fathers and their children while they are imprisoned.

Reducing Reoffending Strategic Outcomes Group (RRSOG)

- 2.42 This group was established in May 2017 and comprised Senior Management of the NIPS, the PBNI and the YJA to provide:
- governance of the Reducing Offending Delivery Plan in the draft PfG; and
 - create new approaches to the draft PfG and provide a strategic vision for reducing offending across the justice system.
- 2.43 The strategic responsibility regarding resettlement in the NIPS was for the Director of Reducing Offending. At the time of writing this was a newly formed group and had only met on one occasion. It was not clear what role it would have in respect of resettlement, or how it would prioritise work to reduce reoffending⁴⁶. However Inspectors saw it as the ideal forum to address many of the strategic issues about performance assessment and the cross-agency issues raised in this report.
- 2.44 There was also a Reducing Offending Policy Unit which had a role in the development of policy to reduce youth and adult offending and linking with delivery services for the NIPS and the YJA within the strategic direction of the draft PfG.

Psychology Interventions across the Justice Sector

- 2.45 A separate project was in place to consider how psychology interventions across the NIPS, the PBNI and the YJA could be aligned.
- 2.46 This came about as a result of the PRT report (see footnote 41) which recognised the key partnership between prison and probation services. The report stated that the prison-probation partnership should develop further, without threatening the operational independence of the two services, and community-based probation staff could do more work inside the prisons (for example, in OBP work), and some resources could be shared by the two services, particularly those required in the delivery of specialised assessments and interventions. The PRT report stated that the NIPS and the PBNI should examine whether their forensic and clinical psychology services could be shared, and also to be clear about where OBPs should most usefully and effectively be provided.⁴⁷
- 2.47 The 2012 CJJ report on the management of Life and ICS prisoners made a similar recommendation for the NIPS and the PBNI to collaborate to establish a more integrated psychology service.⁴⁸

46 Inspectors were subsequently advised that, as of March 2018, the RRSOG had met on three occasions, had expanded its membership to include DoJ Community Safety, and had developed a high-level delivery plan for PfG indicator 39.

47 Review of the Northern Ireland Prison Service. Conditions, Management and Oversight of all Prisons. Prison Review Team. Final Report October 2011.

48 The management of life and indeterminate sentence prisoners in Northern Ireland. CJJ. July 2012. <http://www.cjini.org/TheInspections/Inspection-Reports/2012/July---September/The-Management-of-life-and-indeterminate-sentence>

- 2.48 The DoJ Programme for Justice 2015-16 subsequently had an objective for the NIPS, PBNI and YJA to align reducing offending interventions and initiatives to address the PRT concerns, and while work had been undertaken, Inspectors understand that there had been no agreement among the three main parties as to how this could be achieved.
- 2.49 There had also been work between the NIPS and the PBNI to consider a common interventions framework to be applied across the custodial and community settings and a Joint Programmes Oversight Group had been established co-chaired by the NIPS and the PBNI. At the time of writing a common interventions framework had not been agreed or implemented.⁴⁹
- 2.50 In the Follow-up Review of the Management of Life and ICS Prisoners, CJI urged the NIPS and the PBNI senior management to fundamentally review psychological provision in the two organisations, with a view to them becoming more aligned while still respecting operational independence.⁵⁰
- 2.51 Despite the previous recommendations this work remained incomplete. It would be the view of CJI that this now needed to be escalated to the RRSOG, as the group with strategic governance of the Reducing Offending Delivery Plan, to expedite and address all outstanding areas.

Operational Recommendation 1

The Reducing Reoffending Strategic Outcomes Group (RRSOG) should complete any outstanding work to align psychological services and interventions across the NIPS, the PBNI and the YJA within six months of the publication of this report.

Northern Ireland Prison Service

- 2.52 Resettlement was central to the function of a prison service and this was recognised in the NIPS Statement of Purpose: 'improving public safety by reducing the risk of reoffending, through the management and rehabilitation of offenders in custody'.
- 2.53 The corporate vision stated that the NIPS would have the offender at the centre of its focus, and would reduce the risk of offenders reoffending on release.⁵¹ This was underpinned by the three strategic aims of the service to support delivery against its core purpose, one of which is focussed on prisoner resettlement. These were:
- safe, secure and decent custody;
 - reform and modernise to create an effective and efficient Service; and
 - to reduce the risk of reoffending.

49 The management of life and indeterminate sentence prisoners in Northern Ireland, A follow-up review. CJI February 2016. <http://www.cjini.org/TheInspections/Action-Plan-Reviews-Inspection-Follow-Up-Review/2016/Lifers-Follow-up-Review>

50 Ibid.

51 Northern Ireland Prison Service Annual report and Accounts 2015-16. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/northern-ireland-prison-service-annual-report-and-accounts-2015-16v2.pdf>

- 2.54 The NIPS used the HMIP definition of resettlement (see Chapter 1), and recognised that every aspect of prison life contributed to resettlement outcomes including an effective regime, safety, resettlement and rehabilitative services and maintenance of links to families and other positive support networks.⁵²
- 2.55 The Director General of the NIPS told the Justice Committee of the Northern Ireland Assembly that *'the vision of the Prison Service was to play its part in helping to build a safer community in Northern Ireland. That meant having safe, decent and secure prisons with rehabilitation at their core'*.⁵³
- 2.56 The NIPS was operating in an economic climate which had changed considerably since the publication of the PRT Report in 2011. The NIPS resource budget had reduced by £63m (almost 41%) between 2011-12 and 2016-17, and this was accompanied by a voluntary severance and recruitment programme which resulted in an influx of new staff within an overall staffing reduction of 695 (31%).⁵⁴

Performance Measurement

- 2.57 The NIPS was conscious of the draft PfG thrust and the need to move to outcome-based performance measures and targets to get a true measure of the impact of the work of the prison service on offenders whilst in its care. The NIPS had been developing outcome-based measures which would more accurately assess the impact that it made on reducing the risk of reoffending. At the time of writing this work was being developed.

Management of Resettlement

- 2.58 The Director of Rehabilitation was a key position in NIPS, which came about as a result of the PRT Report, and had management responsibility for the strategic and policy approach to resettlement. The Director of Rehabilitation had lead responsibility for:
- resettlement practice;
 - partnership development across the statutory, voluntary and community sector;
 - psychology and interventions;
 - learning and skills; and
 - reducing offending policy including statistical support.
- 2.59 The delivery of resettlement at prison level was the function of the respective Prison Governor.

52 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

53 Northern Ireland Assembly. Committee for Justice. Official Report Hansard 1 June 2016.
<http://data.niassembly.gov.uk/HansardXml/committee-18150.pdf>

54 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

Resettlement Pathways

- 2.60 A seminal report⁵⁵ on reducing reoffending by ex-prisoners identified a number of factors that could have a huge impact on the likelihood of a prisoner reoffending. These 'resettlement pathways'⁵⁶ provided the framework for resettlement services throughout the NIPS.
- 2.61 The NIPS had been delivering resettlement in the various pathways and the current position had been formalised in a policy document⁵⁷ approved at PSMB in February 2017. At the time of writing the NIPS was beginning the process of implementation throughout the organisation. The policy set out the factors which supported desistance from future offending, and the importance of a dynamic, person-centred approach to support individuals who offend.
- 2.62 At the time of writing it was not clear how implementation would be assessed in terms of its performance and outcomes across the NIPS, PBNI and with the SEHSCT, learning and skills and VCS partners. There is further discussion in relation to pathways 8 and 9 in Chapter 4.

Prisoner Development Model (PDM)

- 2.63 Development had progressed from the original 2004 Resettlement Strategy which created resettlement teams of prison officers which focussed on sentence planning for education, training and offending behaviour work. Following the Criminal Justice (Northern Ireland) Order 2008, which introduced new sentencing arrangements, the NIPS set up Offender Management Units which co-located prison and probation officers to better coordinate the resettlement function. The current offender management model was based on the outcomes of the PRT report and in particular recommendations 29 and 30 (see footnote 40) and was underpinned by the PDM which commenced in 2015.

55 Reducing reoffending by ex-prisoner. Summary of the Social Exclusion Unit Report. Social Exclusion Unit. Office of the Deputy Prime Minister. July 2002.

56 The NIPS resettlement pathways were:

1. Accommodation
2. Education, Training and Employment
3. Health – mental and physical
4. Drugs and Alcohol
5. Finance, Benefits and Debt
6. Children, Families and Communities
7. Attitudes, Thinking and Behaviours
8. Supporting offenders who have been abused, raped or experienced domestic violence
9. Supporting offenders who have been involved in prostitution and the sex industry.

Following the Social Exclusion Unit work it was recognised that the original 7 pathways failed to take account of two issues that were of particular significance to women - women who have been abused, raped or who have experienced domestic violence; and those who have been involved in prostitution. Women's Offending Behaviour in Northern Ireland: A Strategy to Manage Women Offenders and those Vulnerable to Offending Behaviour 2012 – 2013. Department of Justice. October 2010.

57 Resettlement Pathways – A desistance-based approach to support resettlement and rehabilitation based on individual needs, strengths and risks. NIPS November 2016.

- 2.64 The PDM was a structured framework, and provided the individual prisoner focus advocated by the PRT, to identify and assess a prisoner's risks, needs and strengths, with an individual PDP developed with the prisoner, to support his/her resettlement back into the community. Key stages of the model were:
- first night in custody;
 - prisoner needs profile (PNP)⁵⁸;
 - PDP;
 - review of the PDP; and
 - release planning.
- 2.65 The NIPS identified the PDP as the cornerstone of prisoner development work undertaken during a person's time in custody which defined the purpose of work, actions taken and support provided for an individual to:
- reduce their risk of harm;
 - reduce their likelihood of reoffending; and
 - prepare them for return to the community⁵⁹.
- 2.66 This work included cognitive behavioural programmes and interventions to address offending behaviour, maintaining family contact, gaining skills and qualifications to help access employment, and practical assistance and support on housing, finance and debt, health and addictions.
- 2.67 The PDM was fundamentally the same for the whole of the Northern Ireland prison population and more needed to be done to recognise and address the distinctive needs of women, and the under-developed women-specific resettlement pathways (see Chapter 4).

NIPS Psychology Services

- 2.68 Working with prisoners to address their offending behaviour was a key aspect of successful resettlement and risk reduction.
- 2.69 In addition to the work referred to align psychology provision across the justice sector, the NIPS commissioned an Independent Review of Psychology Services in the NIPS which reported in 2014 and made 18 recommendations: all of which were accepted by the NIPS. Inspectors understand that the review had subsequently been set aside, and in October 2015 NIPS restructured the psychology function and created a new post, the Head of Interventions, to take forward this element of resettlement, and with management responsibility for the Psychology Department. At the same time, the Head of Interventions was commissioned to complete an audit of the psychology function.

58 The PRT Report referred to the impossibility of ensuring that provision is relevant without an accurate and regularly updated assessment of need. The information base available to the NIPS was seen as inadequate, with data not routinely collected or analysed. The report went on to recommend that accurate data should be collected about prisoner's needs and risks as a basis for planning and commissioning services. Review of the Northern Ireland Prison Service. Conditions, Management and Oversight of all Prisons. Prison Review Team. Final Report October 2011.

59 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

2.70 The audit examined, *inter alia*:

- analysis of prisoner need and staffing profile;
- integration of psychology and interventions role under a single head of function;
- strategy, policy and guidance to support delivery; and
- implementation of the outcomes from the Aligning Interventions Project.

2.71 The audit and its recommendations were approved by the PSMB for implementation in February 2016 together with work to ensure the psychology function became more embedded in the PDUs.

2.72 There had undoubtedly been some progress, for example, a significant backlog of outstanding PCNI directions and recommendations across the three prisons had been virtually eliminated at the time of the inspection, and there was a schedule for OBP provision for the three prisons for the business year.

2.73 A welcomed outcome of the psychology audit had been the production of an Offending Behaviours Interventions Strategy to provide direction and guidance on the management of prisoners to address their offending behaviour. The strategy had four key objectives. These were:

1. to provide a range of appropriate interventions essential to ensure that prisoners are supported to address their offending behaviour;
2. intervention services integrated effectively with a range of prison-based services to address the needs of prisoners;
3. delivery will consider the increasing diversity of prisoners; and
4. action to maximize workforce capacity and capability.

2.74 The NIPS was working on the delivery plans to support implementation of the strategy. However at the time of writing, the strategy had not been finalised or implemented.

2.75 It would be the view of Inspectors that the strategy contained the elements necessary for the required improvement in the delivery of OBPs to support resettlement, but the NIPS needed to ensure that implementation focused on delivery of performance and outcomes as opposed to process and activity. In addition, more work needed to be done to understand the demand for programmes and one-to-one work, the needs of the wider prison population, and the needs of particular groups for example short-sentence prisoners, women and young men (see Operational recommendation 5).

Family Strategy

2.76 Academic research reinforced the importance of family contact in influencing how people cope with imprisonment and their reintegration and reoffending on release. Positive, pro-social family support had been linked to improved psychological well-being, reduced suicidal behaviours and engaging in misconduct in prison, reduced recidivism and increased reintegration.⁶⁰

60 Strengthening Family Relations? Review of the Families Matter Programme Maghaberry Prison. Butler. M, Hayes. D, Devaney, J and Percy, A. Queen's University Belfast and Barnardo's Northern Ireland 2015.

- 2.77 The NIPS advised the Justice Committee that it had plans to bring families into the rehabilitative environment, because families were the greatest change agent for people serving prison sentences. It was most important that the NIPS engaged families, not as an extension of the offender but as part of the change and rehabilitation process.⁶¹
- 2.78 The NIPS Family Strategy was updated in 2012 and whilst it provided for the practicalities of family contact at various points throughout a prisoner's time in custody, it did not have a strong resettlement focus and pre-dated the PDM.
- 2.79 At the time of writing a refreshed Family Strategy was under consideration which was much more desistance-based, and recognised the importance of the family in contributing to improved resettlement outcomes, including where appropriate, family engagement in prisoner case conferencing and PDPs.
- 2.80 Inspectors understand that, at the time of the inspection fieldwork, the NIPS was considering whether the draft strategy needed wider involvement with other Departments and criminal justice agencies. It would be the view of CJI that the new Family Strategy needed to do more to recognise and address those issues specific to women and young men in NIPS custody. Nevertheless, Inspectors were encouraged that the draft had a much stronger resettlement emphasis, and look forward to the new strategy being finalised and contributing more explicitly to the children and families resettlement pathway, and improved resettlement outcomes for prisoners.

NIPS Employability Strategy 2013-17

- 2.81 At the time of the inspection the NIPS Employability Strategy was at the end of its intended life span and needed to be updated to take greater account of the changed circumstances, the introduction of the PDM and the outsourced learning and skills provision.
- 2.82 Any refreshed strategy needed to take account of the changes to resettlement practice and learning and skills provision, as well as to address those issues specific to women and young men in custody.

Learning and Skills

- 2.83 From August 2015 the NIPS adopted a new approach to the delivery of learning and skills in its three prisons. Independent educational institutions, Belfast Metropolitan College and the North West Regional College, were contracted to develop and deliver a new learning and skills curriculum for delivery in the prisons. The results from the pilot phase of the exercise from August 2015 were positive and the full outsourcing of learning and skills, including the transfer of the NIPS teaching staff, came into effect in May 2017.
- 2.84 The quality of teaching and the delivery of the learning and skills curriculum against educational standards was undertaken by the Education and Training Inspectorate (ETI) during the annual prison inspections, and the details of these were published in the CJI prison inspection reports. Reference in this report to learning and skills was therefore on the basis of its links to resettlement, the PDM and the PDUs in the three prisons, and Inspectors did not assess teaching quality or delivery.

61 Northern Ireland Assembly. Committee for Justice. Official Report Hansard 1 June 2016.
<http://data.niassembly.gov.uk/HansardXml/committee-18150.pdf>

Probation Board for Northern Ireland

- 2.85 The PBNI delivered public services to offenders and victims of crime in pursuit of the common good. The work of the PBNI was to:
- ensure sentence compliance: hold offenders to account for keeping to the requirements of a court order or licence conditions and take appropriate enforcement action where there was evidence of non-compliance;
 - challenge offending: engage with offenders to produce positive changes in attitudes and behaviours to impact on, and reduce their likelihood of, reoffending, and support change through constructive and effective interventions;
 - minimise harm: contribute to community safety through multi-agency risk management arrangements and the appropriate and proportionate use of constructive and restrictive measures and controls to minimise the risk of harm to others and promote the safety of victims;
 - promote responsible citizenship: support for offenders to become more responsible citizens and better integrated into the community, enable access to appropriate services, promote social inclusion of offenders and assisting them to make positive choices about their own behaviour; and
 - provide support: to improve and safeguard the social well-being of individuals, families and communities⁶².
- 2.86 One of the PBNI Strategic Themes was rehabilitation through collaborative working and partnership and for the PBNI to work collaboratively with partners in the public, voluntary, community and private sectors to develop new ways of working to reduce offending.⁶³ The PBNI was a key partner to the NIPS in the delivery of resettlement in prisons under the PDM.
- 2.87 The effectiveness of the NIPS and the PBNI resettlement work in prisons had a significant impact on the PBNI role in the community when the offender was subsequently released on licence under the supervision of a probation officer.
- 2.88 The relationship between the NIPS and the PBNI in the prisons was governed by a funding agreement for the delivery of services, in which the NIPS purchased the services of the PBNI for its input to the PDM, services required by the Governor of each prison and social welfare services. In 2016-17 and 2017-18 the funding amount was £1.134m per annum.
- 2.89 The PBNI was an integral element of the PDM when it was first developed however, its role had significantly changed and this is referred to in more detail in Chapter 3.

62 PBNI Corporate Plan 2014-2017. <https://www.pbni.org.uk/wp-content/uploads/2014/03/Corporate-Plan-2014-2017-21.03.14.pdf>

63 Probation Board for Northern Ireland Business Plan 2016-17.
<http://www.pbni.org.uk/wp-content/uploads/2015/02/Business-Plan-2016-17-FINAL-240316.pdf>



Delivery

NIPS Estate

- 3.1 The NIPS estate comprised the three main prisons at Maghaberry, Magilligan and Hydebank Wood, together with two smaller pre-release step-down facilities at Burren House in Belfast for male prisoners and a similar smaller unit for females, Murray House, at Hydebank Wood. In past inspections CJI had commented on the inadequacy of much of the accommodation to facilitate or promote good staff/prisoner engagement. Inspectors had been particularly critical of the 'square houses' in Maghaberry, the H-block accommodation and general infrastructure in Magilligan and the continued unsuitability of holding adult women in Hydebank Wood.
- 3.2 Following the PRT report there were plans to reconfigure Maghaberry, (where work on a new 360 cell accommodation block had commenced), to build a new women's prison on the Hydebank Wood site and to replace Magilligan. At the time of writing, with the uncertainty surrounding the Northern Ireland Assembly and the continuing constrained financial environment, it was not clear whether these would be fully delivered.
- 3.3 The location of prisons had an impact on successful resettlement and while the smaller size of Northern Ireland meant that this was less of an issue for prisoners and their families than would be the case, for example in England and Wales, nevertheless, the relatively remote locations of Maghaberry and Magilligan meant that they were not easy for prisoners' families to access by public transport.

Director of Rehabilitation

- 3.4 The emphasis of the PRT report on partnerships within, and external to, the criminal justice system to change prisoners' behaviour and desist from crime; the need for a 'whole prison approach'; and the responsibility of the Northern Ireland Departments for the wider rehabilitation of prisoners was the context behind the PRT recommendation that only the recruitment of a Director with external expertise would allow the required drive, understanding and approach to rehabilitation within the NIPS.

- 3.5 The NIPS, in line with the recommendation, advertised for a Director of Rehabilitation but the recruitment process did not produce a candidate considered suitable by the selection panel. The NIPS offered the position, on the basis of a two-year secondment to the Director of the PBNi from September 2013.
- 3.6 CJI previously expressed concern that the short-term, temporary nature of the role, when viewed in the context of the longer-term reform programme and senior management changes and other temporary appointments, could be perceived within the organisation as an interim measure at a time when stability and consistency in leadership were needed to deliver the reform programme.⁶⁴
- 3.7 CJI also expressed the view that, in the light of the difficulties surrounding the initial recruitment process, the NIPS needed to take the appropriate steps, well in advance of September 2015, to secure the necessary continuity in the Director of Rehabilitation post beyond the secondment period. This was to ensure there was no interruption to the reform process, and that the various work areas, vital to the reform programme were delivered, implemented and mainstreamed in the service.
- 3.8 The secondment was subsequently extended to December 2016 when the post-holder retired, and at the time of the inspection fieldwork the position had not been permanently filled and there was an acting Director in post.
- 3.9 It remained the view of CJI that the Director of Rehabilitation was a key appointment in the NIPS for the reasons outlined in the PRT Report. Inspectors understand that at the time of writing the NIPS had plans in place to advertise for a permanent replacement in early 2018 and Inspectors would be fully supportive of this.

The Prisoner Development Model

- 3.10 The Director of Rehabilitation had overall responsibility for the resettlement policy: delivery was at prison establishment level through the PDU management structure to the respective Prison Governor. The standards of performance for the PDUs were set out in the Prisoner Development Manual.
- 3.11 At prison level resettlement was on the basis of the PDM, and there were not separate resettlement policies to cover aspects of work unique to the respective prisons. Although data was collated about referrals for interventions, and all prisoners had a resettlement needs profile assessment covering a wide range of information, there was no over-arching analysis to produce a comprehensive evaluation of prisoner need specific to the individual prisons and which drove activity.⁶⁵

⁶⁴ CJI report to PRT Oversight Group December 2013.

⁶⁵ See also Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

- 3.12 The Director of Rehabilitation met the PDU Governors monthly to discuss policy development, implementation and to share operational and practice developments, and to forward plan: the meetings did not have a performance or accountability function. There was no layer of strategic resettlement meetings below this involving the NIPS, PBNI and the support organisations to manage performance or to plan and deliver effective resettlement at prison-level.⁶⁶
- 3.13 The basis of resettlement delivery was the PDM as described in Chapter 2, and there were Prisoner Development Units (PDUs) in each prison (in Hydebank Wood it had been renamed the Student Development Unit however for ease of reading the generic term PDU has been used throughout this report). The PDUs comprised NIPS and PBNI staff together with a number, but not all, of the VCS, chaplaincy and other organisations providing input and support for prisoners. The accommodation arrangements in the three prisons meant that in some there was a greater degree of physical co-location than others. Where there was co-location there were much greater benefits for communication and cross-agency working.
- 3.14 In Maghaberry there were 22 NIPS PDP co-ordinators (20 in post); 16 in Magilligan and six in Hydebank Wood. Based on the average prison population 2016-17 this gave an indicative ratio of PDP co-ordinators to prisoners of 1:39.5 in Maghaberry; 1:28.3 in Magilligan; and 1:25 in Hydebank Wood.⁶⁷ Whilst the prison population in the three prisons had a number of variations it was not clear why there was such a wide differential in co-ordinator to population ratios, although Inspectors understand that the lower ratio in Hydebank Wood was as a result of the requirement for the PDP co-ordinators to undertake other duties (see below).
- 3.15 The PDM was for all sentenced prisoners, and from August 2016 remand prisoners (who had been in prison for more than 30 days) were also offered support and agency referral together with the opportunity to engage in the PNP, PDP and non-offence-focussed work. Inspectors saw this as a very positive initiative.
- 3.16 The PDM identified roles of PDP co-ordinator and Support Officer between the NIPS and PBNI depending on the type of sentence: these are outlined at Appendix 3.
- 3.17 The PDM was a comprehensive model which covered the prisoner's journey from committal to release and had a number of operational standards to:
- set clear requirements for prisoner engagement and supervision;
 - enable the professional judgement of managers and practitioners to be exercised within a framework of accountability;
 - place priority on the protection of the public from serious harm and support a reduction in the likelihood of reoffending;

66 Inspectors have been advised that subsequent to the fieldwork the terms of reference for the PDU Governors monthly meetings have been amended to include *inter alia* review the effectiveness of the services and interventions delivered through the PDM. Also monthly meetings now take place between the NIPS and the PBNI to review performance against PDM standards.

67 Analytical Services Group. The Northern Ireland Prison Population 2016 and 2016/17. Research and Statistical Bulletin 27/2017. September 2017. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/northern-ireland-prison-population-2016-2016-17.pdf>

- underline the importance of the effects of crime on victims; and
- ensure that prisoners and the public had confidence that supervision of prisoners was an effective means of helping them to become more responsible citizens.⁶⁸

3.18 The PDM was a key business process and the NIPS and PBNI considered it to be a suitable model for effective resettlement. Inspectors would agree and in large part, the model was becoming established with recent prison inspections of Hydebank Wood⁶⁹ and Magilligan⁷⁰ identifying resettlement as the area in which the NIPS had performed most strongly. During this inspection it was found that there were a number of opportunities where further improvements could be made.

Prisoner Needs Profile

- 3.19 Following the PRT recommendations the NIPS had developed a two-stage approach to gather data about prisoners' needs and risks: initially at committal and then as part of the PDM.
- 3.20 At committal the process included the first night questionnaire, introduced in May 2014, to capture details in relation to a prisoner's personal circumstances, family, next-of-kin, details relating to the person's committal/court etc. Details were also included of health issues and dietary needs, cell sharing risk-assessment, vulnerability assessment, issues relating to substance or alcohol abuse, and interpretation needs.
- 3.21 The second stage of data-capture took place as part of the PDM where integrated assessments were completed on all sentenced prisoners⁷¹ within 30 days of committal. This included the NIPS Prison Record and Inmate System Management system (PRISM) information, PBNI ACE (Assessment, Case Management and Evaluation System), PSR and offender-related data. The prisoner needs profile contained details in seven of the nine reducing reoffending pathways⁷² (see Chapter 4).
- 3.22 The PNP sought detailed information in respect of the pathways areas which was entirely on the basis of self-disclosure by the individual prisoner. Inspectors saw examples of PNPs where the prisoner had refused to answer any questions, and others where, for example, the prisoner had said that he had no issues with alcohol or drugs when this was clearly an element of the offence. In other areas such as housing, benefits, health and children, prisoners may have differing motivations to disclose, or answer truthfully, questions eliciting personal information in these sensitive areas. In many cases much of this information would already be available on PSRs.

68 Prisoner Development Model Practice Manual. October 2014. NIPS internal document.

69 Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJNI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

70 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

71 The key aspects of the Prisoner Development Model will be offered to all prisoners remanded in custody for more than 30 working days.

72 With the exception of Pathways 8 and 9 – see Chapter 4.

- 3.23 It was important that PDP Co-ordinators engaged with the prisoner to ensure that the relevant information was identified and shared with the appropriate service providers to address and support action to help the prisoner with those risks and needs. It was difficult to assess the extent of this engagement from some of the files seen by Inspectors, and it was the view of Inspectors that the PDM quality assurance process did not assess the extent or quality of this engagement at the PNP stage.
- 3.24 The NIPS had undertaken a review of the PNP process, as internal feedback indicated that not all the information collected was utilised and that there was a need to consider how information from other sources, for example, learning and skills and healthcare could be better integrated.⁷³ Inspectors welcome the review and agree that it was an opportune time to re-examine this area.
- 3.25 The PNP profile information completed in 2016 in respect of 982 prisoners provided an overview of the self-disclosed information on the prisoner demographic in the seven pathway areas. This provided an indication of the composition and pathway needs of the current prisoner population, however it had to be viewed in the context of the earlier comments about self-reporting.
- 3.26 It was not clear whether the information on for example, health, addictions and education had been informed by, or contributed to, the respective provision of services by the SEHSCT or the learning providers.
- 3.27 The data collected from the PNP was presented in an annual statistical report, corporately and for the three prison establishments. There was an opportunity for more detailed analysis of how this: related to the population, for example to remand or short-term prisoners; informed resource allocation; could be used to support positive change and development in prisoners; informed the commissioning of offender programmes, specialist substance misuse services, other therapeutic interventions; and follow-on or step-down accommodation and support as recommended by the PRT report.⁷⁴

73 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

74 See Review of the Northern Ireland Prison Service. Conditions, Management and Oversight of all Prisons. Prison Review Team. Final Report October 2011.

Operational recommendation 2

The NIPS review of the PNP should examine *inter alia*:

- **the veracity of the information collected in the PNP and whether this was sufficient for effective sentence planning and resource allocation;**
- **how existing information including that on PSRs informed the PNP;**
- **the analysis of the data, its linkages to the nature of the prison population, and how it informed resource allocation;**
- **how the information was used to support positive change and development in prisoners; and**
- **how the information could be most effectively used to commission offender programmes, services and follow-on or step-down accommodation and support.**

The review should be completed and findings implemented within one year of the publication of this report.

Prisoner Development Plans

- 3.28 Inspectors saw many PDP files, from both the NIPS and the PBNI, which were comprehensive and took account of the needs of the prisoners concerned, with actions and referrals to help prisoners address their offending behaviour and assist in preparation for return to the community. Many were for prisoners who had committed very serious offences and had multiple and complex needs and the PDP Co-ordinators had made appropriate assessments of need, referrals to psychology and the various support agencies, and with PDPs to support the prisoner to desist from crime and resettle on release. Many of the PDPs seen by Inspectors were completed within the stated time limits.
- 3.29 However some of the files seen by Inspectors did not contain sufficient plans to address prisoners' offending behaviour, some did not have appropriate referrals to agencies or interventions, and some were written in language that would be difficult for the individual prisoner to understand.
- 3.30 Many of the PDPs seen by Inspectors did not contain learning and skills targets,⁷⁵ and there needed to be closer liaison between the PDUs and the learning and skills providers to co-ordinate these areas. The Criminal Justice Joint Inspection of resettlement in England and Wales also emphasised the importance of linking education, training and employment needs to sentence plans, as did the CJJ inspections of Hydebank Wood Secure College and Ash House in 2016.⁷⁶

75 See also Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJNI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>

76 Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJNI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

- 3.31 A number of the six monthly PDP reviews seen by Inspectors did not provide sufficient assessment of progress, barriers to development, or the wider contextual factors important for successful resettlement as outlined in the relevant PDM standard.
- 3.32 There was a PDM standard for managers to quality check 10% of the PDPs. It would be the view of Inspectors that for the NIPS-led cases these checks were primarily in relation to the performance standards, all of which related to process, and did not have sufficient focus on the quality of the assessments, plans or outcomes. In addition these checks did not prioritise high risk cases and there was insufficient oversight of these to provide assurance that they were of requisite standard.⁷⁷ This had also been highlighted by HMIP more widely across prison services in England and Wales, (see Chapter 2).
- 3.33 Probation officers received regular casework supervision from more senior staff which provided support, but also which helped ensure that the work with the prisoner was appropriate, effective, and to the required professional standard. It would be the view of CJI that the NIPS should adopt this model to support PDP co-ordinators and to assure the quality and effectiveness of the process.⁷⁸

Operational recommendation 3

The NIPS should introduce effective casework supervision for PDP co-ordinators within six months of the publication of this report, to ensure that appropriate work was done to properly address prisoners' risk of harm, likelihood of reoffending and preparation for return to the community.

PDP Co-ordinators

- 3.34 It has been referred to elsewhere in this report that many of the PDP co-ordinators were performing extremely good work and providing support to help prisoners with their resettlement needs. Many had an extremely detailed knowledge of the needs and circumstances of prisoners on their caseload.
- 3.35 The role of the PDP co-ordinator was central to the PDM and critical to successful resettlement outcomes for prisoners, however, many of the PDP co-ordinators spoken to during the inspection did not perceive their role in those terms. This perception was reinforced by many of the issues covered in other areas of this report, for example, the role of the Residential Officers; the information exchange with support organisations; the referral process to psychology with de-selections, assessment delays and Intervention Panels taking place without recourse to the PDP co-ordinator; the progression to Foyleview in Magilligan; and the changed relationships between the NIPS and the PBNI under the PDM. These should be addressed by supervisors and supported by management, as part of Operational recommendation 3.

77 See also report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

78 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017. <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

- 3.36 In Hydebank Wood and Maghaberry there were regular extractions of NIPS PDP co-ordinators from the PDU role to cover staff vacancies and sickness elsewhere in the prisons. This was much less of an issue in Magilligan. Inspectors were acutely aware of the need for prison managers to deploy staff to meet operational requirements, but this had a knock-on effect for the PDUs in terms of the workload of staff, the ability to meet the PDM deadlines and the availability of PDP co-ordinators to deal with issues affecting the prisoners on their case load. It also created an ongoing risk that the quality of their work would deteriorate especially if caseloads increased.⁷⁹ In addition, the move to PDP co-ordinators facilitating offending behaviour programme delivery and the reduction in the PBNI role had created further strain on PDU resourcing.
- 3.37 The PDM had been developed separately from PRISM and navigation through the system was extremely cumbersome. There were paper files, PRISM records, TRIM (records management) records and Probation Information Management System (PIMS) records, some of which were on different computer terminals, and all of which were required for effective assessment and sentence planning. This overly complicated the process for PDP co-ordinators and was very inefficient.
- 3.38 PRISM had not been developed sufficiently to facilitate the new work-flow processes of the PDM, and the lack of an NIPS IT Strategy to integrate and facilitate more efficient working practices across the organisation hampered progress. Inspectors were aware of a draft NIPS ICT strategy being developed to focus on the new Prisons 2020 concept, however Inspectors understand that this was unlikely to be completed in the immediate future. There was a real opportunity for tailored IT to support the role of the PDP co-ordinator and to make a significant improvement to the efficiency and effectiveness of the PDM.

Residential Prison Staff

- 3.39 Residential prison officers performed their duties in the prison wings and landings, had daily contact with prisoners, and were an integral part of the prisoners' daily lives. Inspectors heard from many residential officers who demonstrated high levels of knowledge and understanding about the prisoners and the issues impacting on them. As a result they had an extremely good knowledge of the men and women in their care, how they were progressing in their sentence, and of the wider issues affecting their daily lives. On occasions staff prisoner relationships were found to be exemplary as highlighted in the recent inspection of Magilligan.⁸⁰
- 3.40 Inspectors were aware of instances where there were examples of very good communication between PDP co-ordinators and residential staff, with consultation about PDPs, reviews and how prisoners were progressing, this was especially true in the two smaller prisons. There was an 'inmate notes' facility on PRISM to record information about prisoners which facilitated information exchange between the PDUs and the residential officers, but it was not designed as a function to support the PDM, nor was it used consistently across the three prisons.

79 See also Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>

80 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

- 3.41 Inspectors were concerned that many of the residential officers were detached from the PDM, and did not see their role as central to supporting prisoner resettlement. Some of the residential officers that Inspectors spoke to did not have a clear understanding of how their role contributed to prisoner resettlement, others said they had no access to the PDPs of the prisoners in their charge, and some were unaware of the PDM or the role of the PDU.
- 3.42 On a number of residential houses that Inspectors visited the prisoners' PDPs were not readily accessible to the residential staff and one officer told Inspectors that they would have no cause to access a prisoner's PDP.
- 3.43 Residential officers advised Inspectors that they did not have objectives in their annual staff appraisals relating to resettlement, and there needed to be more reinforcement at residential officer level of the corporate vision to have the offender as the centre of its focus to reduce the risk of prisoners reoffending on release.
- 3.44 The Desistance Strategy Action Plan previously identified that the NIPS should raise prison staff awareness of their role to support rehabilitation. CJI had also referred in a previous report of the need for the mass of staff to play an effective role in a more holistic approach to the resettlement of prisoners, with residential staff using their influence to support work being done to turn prisoners from a life of crime to a more productive future.⁸¹
- 3.45 The Criminal Justice Joint Inspection on Resettlement stressed the importance of employers' needs – reliability, trustworthiness, the ability to work on one's own initiative and good customer service as essential to offenders' employment prospects. These could be developed or discouraged in many aspects of the prison experience and not just what happened in workshops and classrooms, and this extended to the role of the residential officer in their day-to-day contact with prisoners on the landings.
- 3.46 The NIPS management was acutely aware of the need for this cultural shift from a security to a resettlement focus. More needed to be done for residential officers by way of training and awareness of the PDM, supported by supervisors and management. This needed to be underpinned by the internal appraisal process, to embed resettlement as central to the role of the residential officer to ensure that they contributed to effective prisoner development and resettlement outcomes for prisoners.

81 Report of an Announced Inspection of Maghaberry Prison 4-15 January 2016. CJI, HMIP, RQIA and ETI. Published July 2016. <http://www.cjini.org/CJNI/files/12/1240cd8b-609d-42fd-a22a-201fa1b71095.pdf>

Operational recommendation 4

The NIPS should take the necessary steps to implement the corporate vision to have the offender as the centre of its focus to reduce the risk of prisoners reoffending on release. Work should start immediately to embed resettlement as a core role of residential officers linked to the PDM, underpinned by the internal appraisal process.

Joint NIPS-PBNI Delivery

- 3.47 The PDM was designed as a concept to ensure *‘that those in custody would be supported, challenged and motivated whilst also recognising the need for prisoners to be managed and supervised throughout their time in custody, appropriate to the needs, strengths and risks they present, before being prepared for their return to the community.’*⁸²
- 3.48 It assigned a PDP Co-ordinator, from either the NIPS or the PBNI depending on the type of sentence (see Appendix 3) to each individual prisoner, and a Support Officer from the other organisation to that of the PDP Co-ordinator, with the specific function to *‘support the PDP Co-ordinator as required throughout the process. The Support Officer will be involved at the PDP Review phase as requested by the PDP Co-ordinator’*.⁸³ The PDM emphasised that *‘the working relationship between the PDP Co-ordinator and Support Officer was the key to the success of this model. It was essential that the PDP Co-ordinator involved the Support Officer at key times during the process.’*⁸⁴
- 3.49 The concept was to embed the PBNI, as the organisation responsible for assessing and supervising offenders in the community, and with probation officers having a social work background and experience working in the community, within the PDM. The collaborative working with NIPS officers under the model including joint-interviewing, assessments and prisoner development planning was more effective and would, over time, develop and enhance the skills of the NIPS Co-ordinators. CJI would be very supportive of this collaborative working model as potentially producing the best outcomes for prisoners.
- 3.50 In July 2015 this changed when the PBNI reduced its commitment to the PDM following a cut to the budget it received from the NIPS, and probation officers no longer acted as PDP Co-ordinator for prisoners assessed as low or medium risk. The change was formalised by way of an internal organisational practice note which outlined that the PBNI would, where capacity allowed, continue to act as Support Officers for these prisoners but would not do so in the absence of a NIPS Co-ordinator.

⁸² Prisoner Development Model Practice Manual. October 2014. NIPS internal document.

⁸³ Ibid.

⁸⁴ Ibid.

- 3.51 This undoubtedly had an impact on the operation of the model and whilst there was still some good joint-work evident, Inspectors heard that there had been significantly less joint-working, fewer joint-interviews of prisoners, and a corresponding loss of PBNI expertise to the NIPS. There had also been a reduction in the mutual support between the PDP case Co-ordinators and Support Officers, and much of the momentum of joint-working which had built up had been lost: this had an adverse effect on working relationships.
- 3.52 The allocation of prisoners to the NIPS or the PBNI under the PDM (see Appendix 3) did not distinguish between the risk and the needs of individual prisoners. Some of the prisoners with the most complex needs, for example homelessness, social or relationship issues, chaotic lifestyles, poly-substance abuse, or with chronic mental health or personality disorder problems, would be allocated a NIPS PDP Co-ordinator. Similarly, some serious sexual and domestic violence cases where the perpetrator had a low or medium ACE score would be on the NIPS caseload, when the specialist background of a Probation Officer, their child protection experience and their links to community services may be more appropriate. Under the original PDM concept there would have been a PBNI officer allocated as Support Officer to *'support the PDP Co-ordinator as required throughout the process'*, but following the practice note this was no longer the case for prisoners of low or medium risk.
- 3.53 Inspectors had previously raised concerns that case supervision for NIPS PDP Co-ordinators was not yet sufficiently robust to assure the quality of risk management. This was a particular concern as prison staff were less experienced in managing risks and now managed high risk cases at the start of a sentence.⁸⁵ The recent inspection of Magilligan prison also found that plans and work by probation staff tended to be more analytical and oriented to risk management than those of their NIPS counterparts.⁸⁶
- 3.54 In addition, the NIPS PDP Co-ordinators were involved in dealing with risk assessments and making recommendations on licence conditions for prisoners to be released on licence or under the public protection arrangements. Although they had been trained accordingly, NIPS staff could not be expected to have the same level of experience and understanding of risk as an experienced probation officer, or to have the same contact with community networks and support services available to provide support to prisoners with complex needs released on licence.
- 3.55 The absence of longer-term outcome measures or indicators to inform assessment of resettlement performance (see Chapter 4) meant that it was not possible to quantify the effects of the change of working practices following the issue of the practice note. There was undoubtedly some very good joint-working between the NIPS and the PBNI, nevertheless Inspectors had concerns about the reduction in joint-working and the impact on working relationships within the PDUs. It would be the view of CJI that the NIPS could not deliver the PDM effectively without the support, expertise, social work and community-based experience of the PBNI.

85 Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

86 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

PDM Performance Measurement

3.56 Performance for the PDM was in relation to six areas which linked to the key stages of the model. The data below related to the period April to September 2017 for completion within the standards for cases led by the PBNI and NIPS respectively.

Performance Area	PBNI-led Cases	NIPS-led Cases
Allocation of co-ordinator	97%	99%
Completion of needs profile (PNP)	74%	68%
Completion of development plan (PDP)	63%	74%
Review of development plan	60%	53%
Completion of release plan	46%	34%
Completion of tri-partite/release interview	49%	35%

3.57 This performance measurement related to completion of processes and did not include any assessment of quality or outcomes.

3.58 The PDM *raison d'être* was for work, actions taken and support provided for an individual to:

- reduce their risk of harm;
- reduce their likelihood of reoffending; and
- prepare them for return to the community.

3.59 However, there were no targets, measures, performance data or outcomes available to prison or probation management to allow assessment of organisational, or establishment performance towards reducing risk, reducing the likelihood of reoffending, or the effectiveness of the PDM at preparing prisoners for return to the community. It was meaningless to measure process, for example, the completion rates for PDPs, if these were not reducing prisoners' risk and the likelihood of reoffending over the longer-term.

3.60 Prison Governors had other performance measurement data in relation to resettlement which were reported monthly with green/red indication of target achievement, however, like the PDM data, these were predominantly measures of process and did not provide sufficient indication of quality or outcomes. These included attendance at work, lock-downs, and completed internal healthcare appointments.

3.61 The PDM had been in operation since early 2015 and the model provided a comprehensive resettlement framework. The concept of joint working between the NIPS and PBNI was one which was very strongly supported by CJI. It was, however an appropriate time to review the effectiveness of the model in the light of the changed working practices and the issues raised in this report about addressing prisoner need.

Strategic recommendation 1

The NIPS and the PBNI should strategically review the PDM to increase the effectiveness of joint delivery.

CJI consider this an urgent need and to inform the work, a joint scoping study should be completed, within six months of the publication of this report, to assess the impact of the changed working practice for prison-based probation staff on the operation of the PDM and resettlement outcomes for prisoners.

Based on the findings, the NIPS and the PBNI should develop suitable measures of delivery and longer-term outcomes to allow the assessment of performance and inform the future development and delivery of the PDM.

NIPS Psychology Services

Offending Behaviour Programmes

- 3.62 For prisoners to address their offending behaviour was crucial to successful resettlement and to reduce the reoffending and recall rate. The first objective of the draft NIPS Interventions Strategy stated that *'a range of appropriate interventions was essential to ensure that prisoners were supported to address their offending behaviour'*.
- 3.63 At prison level, programmes for 2017-18 were provided on a delivery schedule for the three prisons. This had been formulated on the basis of the demand for programmes which came primarily from referrals by the PDP Co-ordinators and the PNP, and to a lesser extent from the Parole Commissioners.
- 3.64 The NIPS had moved from programme delivery by psychology staff to the position where the OBPs were delivered by NIPS PDU staff: psychologists undertook the role of treatment manager to the programme. Inspectors saw this as a much more effective arrangement and allowed the psychologists to add value in areas where their professional expertise lay, i.e. in individual assessments, one-to-one interventions and professional oversight of programmes. It also allowed the PDU staff to deliver the programmes which enhanced their role.
- 3.65 The referral process for programmes was by the PDP Co-ordinator followed by assessment by a psychologist. If a prisoner was considered suitable their name was attached to a waiting list for discussion at an Intervention Panel, which was a multi-agency forum to assess the individual prisoner's priority relative to others on the waiting list.
- 3.66 Inspectors had significant concerns that the assessed demand for OBPs, from which the delivery schedule was derived, did not match the identified need in the prison population.

- 3.67 During a file review Inspectors saw examples of cases where there had not been appropriate referrals, where prisoners had not been referred to psychology after being convicted for very serious offences, and another where a referral to psychology had been closed because 'no educational assessment had been received'.
- 3.68 There were also cases where prisoners had been referred to psychology but not been allocated to a programme because of the long amount of time before they would be released (see also below regarding programme timing). When this happened the prisoner would not automatically transfer to a waiting list and would not be considered again unless they were re-referred by the PDP Co-ordinator.
- 3.69 There was also a lack of clarity evident to Inspectors among some PDP Co-ordinators about the referral process. Some referred prisoners for specific OBPs, others made general referrals to psychology for the assessing psychologist to allocate the most appropriate intervention. Prisoners referred for one programme but who may be more suitable for another would not, on occasions, transfer to the appropriate programme waiting list. Inspectors understand that during the inspection the NIPS had subsequently clarified and re-issued guidance to PDUs on the referral process.
- 3.70 There were no targets or data for referral rates for programmes across the three prisons which would allow management to identify any variation in practice.
- 3.71 For understandable reasons OBPs had criteria for a prisoner to be considered suitable: these included for example levels of literacy, or problems relating to addictions or mental health. This ruled out many prisoners from access to programmes, and whilst some were referred to support services to address the identified deficits, or in some cases received one-to-one psychological support, many would not be in a position to commence a programme to address their offending behaviour before they were released. This was an area highlighted at a recent Parole Board conference where it was said that only 10% of prisoners with personality disorders were referred, accepted on to, or completed interventions and therefore gained some benefit from them.⁸⁷
- 3.72 The transfer process between prisons, or within prisons for example to/from Hydebank Wood (Ash House) to Murray House, could also delay or interrupt the allocation or delivery of OBPs.
- 3.73 Some PDP co-ordinators advised Inspectors that a prisoner on a short sentence, may not be referred to psychology as there may not be time for the necessary assessment, waiting list, consideration at an Interventions Panel, allocation to and availability of a programme. This meant that prisoners on a short sentence, who were most likely to reoffend, and who made up a significant proportion of the prison population, may not be getting an appropriate referral or support to address their offending behaviour.

87 Parole, Probation and Prisons – Past, Present and Future marking 50 years of The Parole Board. 6 November 2017. <http://www.butlertrust.org.uk/paroleboard50/>

- 3.74 The Interventions Panel allocated prisoners to programmes on the basis of priority, for example, a PCNI recommendation, an impending PCNI hearing or, an impending tariff expiry date (TED), and so the shorter-term prisoners could be pushed down as a priority and may be released before an appropriate programme became available.
- 3.75 Inspectors were pleased to see that the draft NIPS Offending Behaviour Interventions Strategy had an action to build capacity to provide interventions for short-term prisoners, however this was a longer-term aim and dependent on resourcing.
- 3.76 Delays in referral assessments also impacted on outcomes for prisoners for example, Inspectors saw a case during the file review where the prisoner had been referred to psychology in early March 2017 but the assessment had not been completed until late in November. Inspectors understand that in the intervening period a parole hearing in early November had deferred release on grounds *inter alia* that the prisoner had not completed work to address their offending behaviour.
- 3.77 There were no women-specific programmes to address some offence-related issues (see Chapter 4).
- 3.78 For all of the above reasons it was the view of Inspectors that the schedule for the delivery of OBPs significantly underestimated the needs of the prison population and the demand for programmes.

Programme Timing

- 3.79 Inspectors had previously been critical⁸⁸ that OBP work for life sentence and ICS prisoners was left until the person reached their three-year pre-TED, the Maghaberry Independent Monitoring Board (IMB) had also highlighted this.⁸⁹ CJI expressed concern that delays in addressing offending behaviour not only reduced the likelihood of prisoners being released on their tariff date, but also meant their entrenched views could remain unchallenged for many years after sentence.⁹⁰
- 3.80 The PDM clarified the need for a systematic approach to delivering OBPs which should be completed by the three-year TED, with relapse prevention and booster work undertaken up to the point of tariff expiry and this was welcomed.
- 3.81 Inspectors were also advised that NIPS Psychology had adopted an early interventions approach based on the principle that the prisoner was ready for the intervention, and not at what stage they were in their sentence. Inspectors also viewed this as a very positive development.

88 The management of life and indeterminate sentence prisoners in Northern Ireland. CJI. 2012. <http://www.cjini.org/TheInspections/Inspection-Reports/2012/July---September/The-Management-of-life-and-indeterminate-sentence> Also, The management of life and indeterminate sentence prisoners in Northern Ireland, A follow-up review. CJI February 2016.

<http://www.cjini.org/TheInspections/Action-Plan-Reviews-Inspection-Follow-Up-Review/2016/Lifers-Follow-up-Review>

89 Maghaberry IBM Annual Report 2016-17. <http://www.imb-ni.org.uk/publications/Maghaberry-AR-16-17.PDF>

90 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

- 3.82 Notwithstanding the above, Inspectors saw examples of OBPs being deferred because the prisoner had a long time to serve before TED. The timing of interventions was an area which still needed to be addressed, particularly for life and ICS prisoners, and should be dealt with as part of Operational recommendation 5.

Psychology Outcomes

- 3.83 Despite the resources committed to the assessment of prisoners, one-to-one work and the delivery of a schedule of OBPs, there was very little available information about outcomes for prisoners or how OBPs affected reoffending or recall rates.
- 3.84 There had been wider evaluation of the impact of offending behaviour programmes by Her Majesty's Prison and Probation Service (HMPPS) which found good evidence from international reviews and English and Welsh studies that cognitive skills programmes had led to reductions in subsequent reconviction rates. Evidence for anger management and programmes for violent offenders showed that violence could be reduced through psychosocial interventions, however basic skills and empathy training had not been shown to increase the effectiveness of interventions which aimed to reduce violent behaviour. The evidence was less strong about offence-specific programmes for domestic violence offenders.
- 3.85 Evaluations of programmes for sexual offenders showed more mixed results,⁹¹ as the recent demise of the sexual offences treatment programme (SOTP) demonstrated,⁹² and the programme was stopped after research found that the core SOTP in prisons was generally associated with little or no changes in sexual and non-sexual reoffending.⁹³
- 3.86 NIPS Psychology maintained a Centralised Record of Offender Behaviour Programmes (CROPs) spreadsheet used to capture information about OBPs on the basis of psychometric scores, on six different measures, for participants at the start and end of each programme. This had captured data since 2014 although additional historic data had been added, for example, there were *circa* 170 datasets for prisoners attending Enhanced Thinking Skills over a five year period. Inspectors understand that although this potentially contained valuable management information, there had not been detailed analysis of the data, and more could be done to make use of the CROPs information to identify outcomes for differing groups, for example, short-sentenced prisoners, to provide an indication of the effectiveness of the programmes, and to inform the management or planning of future programme provision.
- 3.87 Inspectors were aware of the difficulties of assessing the relatively small data sets in Northern Ireland, and understand that the NIPS could avail of the HMPPS analysis as a resource, nevertheless the NIPS needed to do more to assess outcomes for various programmes over the longer-term to inform future provision.

91 Ministry of Justice (2014) Transforming Rehabilitation: a summary of evidence on reducing reoffending (Second Edition) London. MOJ. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/305319/transforming-rehabilitation-evidence-summary-2nd-edition.pdf

92 Expert warnings over failure of rehab for rapists were ignored. The Times Saturday 1 July 2017.

93 Impact evaluation of the prisoner-based Core Sex Offender Treatment Programme. Ministry of justice 2017. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/623876/sotp-report-web-.pdf

Operational recommendation 5

The NIPS should fundamentally examine the provision of psychology services and OBPs to, *inter alia*;

- **provide an accurate assessment of the demand for OBPs, to include the specific needs of women;**
- **clarify the referral process, provide timely assessment and processing of referrals, with strict deselection criteria which took proper cognizance of the views of the PDP Co-ordinator;**
- **provide OBPs on the basis of need and not sentence length or time remaining to serve;**
- **provide suitable offending behaviour interventions for short-term prisoners, with a streamlined process for referral and assessment, and the ability to fast-track and prioritise prolific offenders; and**
- **provide outcome information for OBPs and other interventions to inform future delivery and resourcing.**

The work should be completed within one year of the publication of this report.

The Prison Population

Short-term and remand prisoners

- 3.88 Reference has previously been made to the circumstances of remand prisoners which accounted for more than half of all prison receptions and almost one quarter of the prison population.
- 3.89 People convicted of more minor offences which resulted in short-term prison sentences of less than two years, made up another quarter of the population, with 15% serving less than one year.
- 3.90 Reoffending rates for short-sentenced prisoners were substantially higher than the average, and in Northern Ireland adults serving less than 12 months had a reoffending rate of 45.8%.⁹⁴
- 3.91 The PDM included all sentenced prisoners and those on remand for more than 30 days. The NIPS recognised that prisoners serving short sentences required additional support in a number of areas including accommodation, motivation, substance misuse and in respect of families, and introduced the POST project (Positive Outcomes for Short-Term Prisoners) in conjunction with NIACRO in June 2016.
- 3.92 POST was specifically for short-term prisoners, serving less than 12 months who were not subject to supervision on release. NIACRO had employed staff to work in the three prison establishments, two in Maghaberry and one in both Hydebank Wood and Magilligan, based in the PDUs, whose main role was to provide support, positive role-modelling, and to motivate the prisoner to engage with interventions and other service providers. This included the completion of a PNP and PDP.

94 Northern Ireland Statistics and Research Group 2014/15 data.

- 3.93 POST offered a number of programmes to support prisoners in areas of housing, literacy, employability, and skills, together with sign-posting to health, addictions and other services. Inspectors saw this as long-overdue and a very valuable initiative to target a high-risk of reoffending group. There was currently no mechanism to assess how successful the programme was at reducing reoffending and NIPS should address this as part of the wider work on VCS funding and outcomes. POST did not directly address prisoners' offending behaviour and there remained a deficit in this area for those in the short-sentence high risk of reoffending group of prisoners (see Operational recommendation 5).
- 3.94 Reference was made earlier to short prison sentences and the limited potential to rehabilitate offenders during a short prison stay. The PBNi piloted an intensive community sentence, the Enhanced Combination Order (ECO), which focussed on rehabilitation, victim issues, restorative practice and desistance. It included a focus on mental health, parenting/family issues and psychological assessment. The ECO required offenders to complete unpaid community work, participate in victim focussed work, and if possible, a restorative intervention.⁹⁵
- 3.95 The ECO worked with offenders in a community setting and was not therefore strictly analogous to offenders serving short sentences in prison, nevertheless the evaluation of the pilot showed impressive results for this high risk of reoffending group: there was a 40% reduction in the reoffending rate for those who completed the order.
- 3.96 Other initiatives to mentor and support prisoners on release, for example the resettlement and rehabilitation project for mentoring prisoners (RESET) have also shown successful outcomes.⁹⁶ The NIPS should use the learning from these initiatives, in conjunction with an analysis of POST and the work on VCS funding and outcomes, to target work and resources to reduce the reoffending rates for short-sentenced prisoners.

Operational recommendation 6

The NIPS should review how it deals with short-term, high risk of reoffending prisoners, using the learning from RESET, ECO, POST and Operational recommendation 5, to target resources to reduce the reoffending rates for short-sentenced prisoners.

The work should be completed within one year of the publication of this report.

Life and ICS prisoners

- 3.97 For the longer-sentenced prisoners in Maghaberry there was progression through the prison regime through Braid House to Wilson House and ultimately to Burren House in Belfast.

⁹⁵ <https://www.pbni.org.uk/evaluation-shows-reduction-in-reoffending-and-decrease-in-prison-numbers/>

⁹⁶ RESET: an opportunity to enhance offender resettlement and rehabilitation through mentoring. Hamilton, S. The Irish Probation Journal. Volume 13, October 2016.

- 3.98 Wilson and Burren Houses had been brought under the remit of the Head of the Prisoner Development Unit (PDU). This was an excellent initiative aimed at providing smoother progression routes for prisoners serving long sentences.
- 3.99 Burren House opened in 2014 and provided step-down supported accommodation for life and long-sentence prisoners nearing the end of their sentence. It was a low-security pre-release facility where prisoners could be tested before they were released into the community, and encouraged prisoner responsibility by placing appropriate levels of trust and support prior to release.
- 3.100 There was good liaison with organisations in the VCS, particularly with NIACRO and Extern who provided many of the current work opportunities.
- 3.101 Suitable lifers and ICS prisoners could move to Burren House in the last 15 months of their sentence. The building was basic but the opportunities and support available were excellent. During Phase 2,⁹⁷ prisoners could attend voluntary placements, work or training during the week, and go home at weekends; during Phase 3, they could progress to independent living in the community, subject to regular compliance checks both at home and at work.⁹⁸
- 3.102 Internal NIPS data showed that 38% of prisoners leaving Burren House had paid employment at the point of release; 31 lifers had been released through Burren House with two recalled (6.5%); over the same period 57% of adult male lifers released from closed conditions had been recalled. Only four (two lifers and two DCS) of the prisoners released through Burren House had reoffended and been returned to custody (6.5%). Overall outcomes for prisoners released through Burren House were therefore good in the short- to medium-term.
- 3.103 Burren House had the capacity to accommodate 22 prisoners but when visited by Inspectors there were around half that number in residence. Inspectors have commented previously that Burren House was under-utilised and there was scope for the NIPS to increase its use to facilitate effective prisoner resettlement.
- 3.104 Murray House was a facility similar to Burren House but on a much smaller scale for women in Hydebank Wood. It had excellent facilities to allow women to transition from Ash House as part of their resettlement plan, and Inspectors felt that, like Burren House, there was scope to increase its use. The IMB at Hydebank also expressed disappointment that the number of women accommodated in Murray House had been consistently below capacity.⁹⁹

97 A prisoner's stay in Burren House consisted of three phases. The length of time spent on each phase was individually tailored to suit each prisoner, taking into consideration custodial category and risk:

- Phase 1 - Used to develop relationships between prisoners and staff at the unit, arrangements were also made for job interviews and appropriate employment secured. The prisoner resided in the Unit during the week and at the week-ends.
- Phase 2 - Prisoners worked during the day and returned to the Unit each evening, Monday to Thursday. After work on Fridays prisoners were permitted temporary release, if suitable, for the weekend and return directly to work on the following Monday.
- Phase 3 – prisoners who progressed to phase 3 resided and worked full-time in the community, but reported to the Burren House once a fortnight.

98 See also Report on an unannounced inspection of Maghaberry Prison by CJI and HM Inspectorate of Prisons, the Regulation and Quality Improvement Authority and the Education and Training Inspectorate, 11-22 May 2015 - published November 2015.

99 IMB Hydebank Wood Annual Report 2016/17. <http://www.imb-ni.org.uk/publications/HBW-AR-16-17-v3.pdf>

On one occasion when Inspectors visited Murray House there were two residents and at other times there had only been one woman living there. During the day the women worked in the community.

- 3.105 Some of the women Inspectors spoke to felt under-prepared for the move to Murray House from the very close conditions in Ash House. On occasions women had been moved to Murray House at short notice and, as a result, had felt isolated, unsupported and vulnerable living there. Inspectors understand that the PDU management at Hydebank Wood were reviewing this issue with a view to providing women with increased preparation and support.
- 3.106 There had been more transfers of life and ICS prisoners to Magilligan and this was welcomed, at the time Inspectors visited there were 41 in total (29 life and 12 ICS).
- 3.107 There was not the same facility for regime progression at Magilligan as there was in Maghaberry and the development of the 'Step' project on Alpha and Foyleview was a very positive initiative which allowed progression through Alpha B wing, Alpha A wing to Foyleview. Prisoners on Alpha A wing worked in the more responsible prison jobs and those on Foyleview worked outside the prison, usually on voluntary contracts in the community.
- 3.108 Foyleview was a low-security semi-open unit in Magilligan but its capacity had been significantly reduced with the closure of some buildings which contained asbestos. It held 34 prisoners at the time of the Inspection. Facilities needed improvement, however there had been excellent progress getting work placements and employment in various community and local organisations.
- 3.109 Progress through the regimes in Magilligan was based almost exclusively on institutional behaviour. These decisions also needed to consider prisoner progress in addressing offending behaviour and risk reduction, and should involve PDU staff as part of prisoners' sentence planning.¹⁰⁰

Separated Prisoners

- 3.110 Maghaberry Prison held a number of separated Loyalist and Republican prisoners.¹⁰¹ At the time of writing there was one woman in separated conditions in Hydebank Wood.

100 See also report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

101 Following protests in 2003 the then Government commissioned a review of the conditions in the prison which concluded that separation was necessary to protect paramilitary prisoners from opposing factions from each other and to protect ordinary prisoners from the paramilitaries. The recommendation was accepted by the Secretary of State in September 2003 and a special regime was set up in Bush and Roe Houses in Maghaberry Prison. House of Commons NI Affairs Committee. The separation of paramilitary Prisoners at HMP Maghaberry. Second Report of Session 2003-2004 3 February 2004.

- 3.111 Previous CJI Reports recommended that the NIPS should set specific targets for the delivery of resettlement services to the separated population.¹⁰² More generally, Inspectors had been critical of the demands of the separated units as undermining the work of the whole prison. It was previously recommended that if it was necessary to continue to manage the separated units differently from the rest of the prison, then their location, management and resources should be removed from the rest of the prison in order to prevent their significant adverse impact on the wider prison population.¹⁰³
- 3.112 Prisoners in the separated regime did not in general choose to avail of the PDM process or have a PDP to support them to reduce their risk of harm, reduce their likelihood of offending and prepare them for return to the community.
- 3.113 The Stormont Agreement and Implementation Plan, A Fresh Start provided for a three person panel to report making recommendations for a strategy to disband paramilitary groups. The panel recommended *inter alia* the DoJ should have an independent review undertaken of the operation of the separated regime, it also recommended that the DoJ should ensure that appropriate learning and training opportunities were provided to the prisoners in the separated regime.¹⁰⁴
- 3.114 Other recommendations relating to resettlement were for the DoJ to urgently develop and implement specific interventions to prepare paramilitary prisoners for return to society and to assist with reintegration; and for the DoJ to work with criminal justice and the other law enforcement agencies to improve the monitoring of paramilitary offenders on license. At the time of writing work was continuing towards implementing these recommendations.
- 3.115 To further the recommendations for the delivery of resettlement services to separated prisoners, Inspectors understand that the NIPS had plans to engage with key stakeholders for a consultative evaluation of constructive and purposeful activity in the separated prison accommodation. Although still at an early stage and subject to funding being confirmed, the expected outcome would be for the development and delivery of a new model of constructive and purposeful activity for separated prisoners focused upon positive educational and wellbeing outcomes. At the time of writing this work had not been completed.
- 3.116 It remained unsatisfactory that the separated prisoners did not receive appropriate prisoner development and resettlement services, although CJI recognised that this matter was unlikely to be fully resolved in the absence of a functioning Northern Ireland Assembly and Justice Minister.

102 An inspection of prisoner resettlement by the Northern Ireland Prison Service. October 2011. <http://www.cjini.org/getattachment/c2d298bb-f13b-45ce-91e4-b040074e1383/An-inspection-of-prisoner-resettlement-by-the-Nort.aspx>

103 Report on an unannounced inspection of Maghaberry Prison by CJI and HM Inspectorate of Prisons, the Regulation and Quality Improvement Authority and the Education and Training Inspectorate, 11-22 May 2015 - published November 2015.

104 The Fresh Start Panel Report on the Disbandment of Paramilitary Groups in Northern Ireland. May 2016 <https://www.northernireland.gov.uk/sites/default/files/publications/newnigov/The%20Fresh%20Start%20Panel%20report%20on%20the%20disbandment%20of%20paramilitary%20groups.pdf>

Prison Regimes

- 3.117 The regime available to prisoners to make constructive use of their time in prison was a factor affecting resettlement. Inspectors have in the past been critical of limited regime availability, however this had markedly improved with regimes becoming more reliable and with fewer lockdowns and regime restrictions.¹⁰⁵ The introduction of a standard core day offered more predictability although, on occasions, staff shortages and sickness affected the prisons' ability to deliver the regime consistently.¹⁰⁶
- 3.118 Attendance at work in the year to October 2017 ranged from almost 60% in Magilligan to 86% in Hydebank Wood. Lockdowns overall and at evenings and weekends had a corporate target of less than 1% and to end October 2017 these were zero in Magilligan; less than 0.5% in Maghaberry; and 6% and 3% respectively for Hydebank Wood, although these figures gave an incomplete picture as they did not include other more limited regime restrictions.

Constructive activity

- 3.119 Data recorded by the NIPS of constructive activity showed a wide variation across the three prisons from around 20 hours per prisoner per month in Maghaberry, to 70 for Magilligan. There was a question over the accuracy of this information and how it was gathered, however the data was a measure of activity, and did not give any indication of the quality of the activity, whether it was linked to prisoners' PDPs, or leading to improved outcomes for prisoners.
- 3.120 It would be the view of CJI that more needed to be done to assess the outcomes of regime access and constructive activity as part of Strategic recommendation 2.¹⁰⁷

The Progressive Regimes and Earned Privileges Scheme (PREPS)

- 3.121 PREPS was designed to motivate and incentivise prisoners but was not sufficiently integrated into the PDM. The PDM recognised that PREPS could provide valuable information to the PDP Co-ordinator about prisoners' behaviour, engagement and relationships on the landings which may differ from the behaviour witnessed by staff in activities and interventions.

105 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison> Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

106 See also report of an Announced Inspection of Maghaberry Prison 4-15 January 2016. CJI, HMIP, RQIA and ETI. Published July 2016. <http://www.cjini.org/CJINI/files/12/1240cd8b-609d-42fd-a22a-201fa1b71095.pdf>

107 Inspectors have previously recommended that the NIPS and the SEHSCT should examine the effects of purposeful activity on prisoners' self-harm and suicide, drug-taking and bullying behaviour, and address the findings as part of strategic recommendations 1, 2 and 3. The Safety of Prisoners Held by the NIPS. A joint inspection by Criminal Justice Inspection and the Regulation and Quality Improvement Authority. October 2014. <http://www.cjini.org/TheInspections/Inspection-Reports/2014/October---December/The-Safety-of-Prisoners-Held-by-the-Northern-Irela>

- 3.122 Residential officers were not always aware of the contents of prisoners' PDPs, and some officers spoken to by Inspectors said they would confirm that a prisoner was complying with his/her PDP for the purposes of the PREPS report but without having a detailed knowledge of its contents (see also section on Residential Prison Staff).

Adjudications

- 3.123 Prisoners could be charged for breaching prison rules. This could be as a result of a wide range of offences including indiscipline, assaults, possession of banned substances/articles, obstructing a prison officer etc. This led to adjudication, and if the prisoner was found to have breached the rules it could lead to a loss of privileges.
- 3.124 The adjudication system *per se* was primarily a discipline function, however there was no direct linkage to resettlement. For example, there was no process to identify those most frequently adjudicated against, or any examination of the underlying reasons for the behaviour with the identification of pathways, in conjunction with the PDP co-ordinator, the SEHSCT or other involved VCS organisations, to support and assist the offender address the underlying causes which could potentially have wider resettlement implications. These could be very relevant, for example if it was a CJO case which would come before the Parole Commissioners, and the NIPS needed to do more to understand these outcomes.

Transfer of Prisoners

- 3.125 The transfers of prisoners occurred between Hydebank Wood and Maghaberry where the person had reached the age of 24, and between Maghaberry and Magilligan and vice versa.
- 3.126 Transfers could be disruptive and unsettling for prisoners and family visitors and resulted in a change of location, surroundings, staff, prisoners and PDP Co-ordinators. Inspectors heard about transfers interrupting for example the completion of OBPs and learning and skills courses. Many of the transfers between Maghaberry and Magilligan were at short notice, and on some occasions prisoners were only advised on the morning of their transfer. Most were for population management purposes and not primarily to further the prisoner's resettlement needs.
- 3.127 Inspectors also came across instances where there were gaps in the transfer of PDM information between Maghaberry and Magilligan which could impact on the delivery of the PDP. There was no management data to give any indication of the scale of the problem or the impact of transfers on the effectiveness of prisoner resettlement, and the NIPS needed to do more to understand these outcomes.
- 3.128 In 2011 CJI recommended that prisoners meeting pre-determined criteria should be committed directly to Magilligan.¹⁰⁸

108 An inspection of prisoner resettlement by the Northern Ireland Prison Service. CJI. October 2011. <http://www.cjini.org/getattachment/c2d298bb-f13b-45ce-91e4-b040074e1383/An-inspection-of-prisoner-resettlement-by-the-Nort.aspx>

- 3.129 Another option under the PDM would be to make the decision at the 30 day point when the prisoner was being assessed for their PDP. At this point, the NIPS would have access to the PNP and other assessment information, the sentencing information and risk factors from the PSR. This would allow any transfer decision to be made at the start of the sentence and on the basis of resettlement need, rather than for short-term management of the prison population.
- 3.130 The Criminal Justice Joint Inspection of resettlement in England and Wales also emphasised the importance of the effective management of transfers between prisons to ensure continuity in the delivery of sentence plans.

Operational recommendation 7

The NIPS should implement a policy, within nine months of the publication of this report, for prisoner transfers to ensure that, other than in exceptional circumstances, all prisoner transfers are planned and made on the basis of resettlement need.

Security Categorisation

- 3.131 The security categorisations of both prison establishments and prisoners had an impact on resettlement more generally and was recognised in the PRT Report (see PRT recommendation 5 at footnote 41).
- 3.132 Maghaberry was designated as a high security prison which restricted the scope for more open, resettlement-focussed conditions. However, the situation had improved considerably since the last resettlement inspection in 2011, and most prisoners now had the ability to move around parts of the prison complex and so could attend work, education, healthcare and interventions without the need for an escort.
- 3.133 Nevertheless the high security status still hampered a fuller open regime for prisoners of a lower security category. At the time of the inspection 7.9% of the population were designated as Category A¹⁰⁹ prisoners, many of these related to the separated regime.
- 3.134 The security issues did not apply in Magilligan or Hydebank Wood to the same extent, although the presence of young men in Hydebank Wood limited the regime for women, and Inspectors have commented on this in previous inspections.¹¹⁰

109 NIPS prisoner categories are as follows: Category A: prisoners whose escape would be highly dangerous to the public or the police or the security of the State, no matter how unlikely that escape might be, and for whom the aim of the NIPS must be to make escape impossible. Category B: prisoners for whom the very highest conditions of security are not necessary, but for who escape must be made very difficult. Category C: prisoners who cannot be trusted in open conditions, but who do not have the resources or the will to make a determined escape attempt. Category D: prisoners who can be reasonably trusted in open conditions. Category U: All remand, awaiting trial or awaiting sentence prisoners/inmates will be placed in Category U (unclassified). The only exception is those remand prisoners/inmates identified as Category A. All remand prisoners will be reviewed if and when sentenced and allocated to the appropriate Category A-D above. DOJ website <http://www.DOJni.gov.uk/index/ni-prison-service/nips-foi/nips-foidisclosure-log/nips-foi-policy-procedures/14-62-prisoner-categories-maghaberry>

110 Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

Use of Home Leave and Temporary Release

- 3.135 Home leave, accompanied, unaccompanied and compassionate temporary releases, together with outside work placements also provided an important contribution to resettlement. There was a set process to manage the leave with eligibility criteria, a risk assessment process and a multi-agency Home Leave Board considered individual cases.
- 3.136 Recent inspections have found this process to be operating effectively and used to support the progression of prisoners with decisions rigorously scrutinised without being unnecessarily risk-averse.¹¹¹
- 3.137 In the year to October 2017 there had been nearly 800 releases and, although some were on compassionate grounds, most were to facilitate resettlement on release.

Family Initiatives

- 3.138 Family officers played an important role in maintaining family contact with prisoners and the three prisons had officers based in the PDUs to liaise with visiting families and deal with any queries, and to contribute to assessments, interviews, public protection, prisoner development and resettlement issues with prisoners.
- 3.139 There had been a funding agreement with Barnardo's to provide a range of parenting programmes, individual support and 'big visits'¹¹² for prisoners with families in each of the prisons and this had displayed very positive results,¹¹³ although at the time of writing Inspectors understood that the funding was under review.
- 3.140 There was also a funding agreement with NIACRO to provide families with support through Family Links for referral, telephone contact and information provision to prisoners' families and home visits, and to signpost to support services where necessary. In addition information was provided at prisoner induction sessions. There was a separate agreement to provide transport to the three prisons for prisoners' families, and like the position regarding Barnardo's, these funding agreements were under review.

111 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison> See also Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

112 Big visits were family-focussed visits for prisoners on the Barnardo's programme which provided more family contact than the standard prisoner visiting arrangements.

113 Strengthening Family Relations? Review of the Families Matter Programme at Maghaberry Prison. Butler, M., Hayes, D., Devaney, J., & Percy, A. (2015). Strengthening Family Relations? Review of the Families Matter Programme at Maghaberry Prison. Belfast: Barnardo's NI. Queen's University Belfast and Barnardo's Northern Ireland. 2015

- 3.141 Magilligan had introduced family induction visits which enabled prisoners' families and relatives to have a tour of the prison following their scheduled visit.¹¹⁴ During the visit families could see key locations throughout the prison, speak to prison officers and VCS support organisation staff and ask questions over a light lunch. Inspectors were aware of the benefits this had for families in providing re-assurance and information about daily life in the prison, and importantly for dispelling myths, and consider this an area of good practice.
- 3.142 Magilligan had also introduced a Family Strategy Board which brought all prison, support, chaplaincy, IMB and voluntary and community sector agencies together to share information and discuss how best to address issues in relation to prisoners and their families. Inspectors were told that this forum had been very successful in linking-up services which had previously felt excluded from the resettlement process. Inspectors would also consider this to be a very beneficial initiative.
- 3.143 A further development had been a project with NIACRO, funded by the NIPS, to promote better outcomes for the children of prisoners. The project recognised the link between child/parent contact and the rehabilitative prospects of prisoners and involved four full-time Family Liaison Workers being recruited for an 18 month period to provide:
1. Early Intervention: to ensure families (particularly vulnerable children) were reached and adequately linked into appropriate statutory and voluntary support services during the period of imprisonment and beyond.
 2. Promoting better outcomes: to encourage a more family-focused approach within prison establishments; helping to ensure maximum positive engagement between children visiting custody and the prisoner.
- 3.144 The role of the Family Liaison Workers included facilitating family involvement in the development of prisoners' PDPs, which was seen as an incentive to engage. Also the maintenance of the family relationship during the custodial period would better prepare the prisoner to resume their role within the family on release. Again, Inspectors view this as a very positive initiative and looked forward to seeing the results of the evaluation, whether it can become embedded over time, and what impact it will have on resettlement outcomes.
- 3.145 A key lesson from the Joint Thematic Review of Resettlement report was the central role of positive family relationships in the rehabilitation process. The NIPS recognised the centrality of the family and *'planned to engage families, not as an extension of the offender but as part of the rehabilitation process'*.¹¹⁵ The PDM also recognised the importance of family contact with prisoners, for example as part of the PNP and when release planning, however there was very little evidence from the resettlement files examined by Inspectors that there was structured family involvement in the PDP process, and there was scope to integrate this much more fully into the PDM.

114 See also Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

115 Northern Ireland Assembly. Committee for Justice. Official Report Hansard 1 June 2016. <http://data.niassembly.gov.uk/HansardXml/committee-18150.pdf>

The Voluntary and Community Sector

- 3.146 Voluntary and community organisations provided a vital service delivery function in prisons towards resettlement of offenders. The NIPS funded a range of voluntary and community organisations to deliver resettlement services aligned to the pathways model, and these partnership arrangements were underpinned by a series of funding agreements.¹¹⁶
- 3.147 There had been a significant change over time as could be seen from the number of VCS organisations involved in delivery within the prison (these are outlined in Appendix 4), and the NIPS should be commended for its openness in this regard to new ideas and new ways of working. CJI would see this partnership model as the way forward, both in terms of the effectiveness of delivery, but also as an important aspect of the wider work towards cultural change across the prison service.
- 3.148 The NIPS recognised that its relationship with VCS partners needed to move, in line with the draft PfG direction, from the current focus on activity and process towards measuring impact on outcomes for service users. A wide range of VCS organisations provided services linked to resettlement, and the factors linked with increased likelihood of reoffending, and the NIPS was reviewing these arrangements at the time of writing.¹¹⁷
- 3.149 Housing advice was provided by the Housing Rights Service, partly funded by the NIPS and the NIHE, with staff who worked in the prisons on a part-time basis to provide information, advice, casework and advocacy services. The Housing Rights staff were co-located in the PDUs and there were good working arrangements evident.
- 3.150 The service was augmented by the Peer Advice Project where prisoners had been selected and trained to provide housing advice to their peers and to all new committals to prison. In addition, cases requiring further support could be referred to the Housing Rights staff by the peer mentors. This was an extremely beneficial initiative, both to free up the Housing Rights staff to deal with the more complex cases, but also for the prisoner peer mentors themselves who gained skills and completed accredited training, some of whom had gone on to secure employment on release.
- 3.151 Finance, benefit and debt were factors impacting on successful resettlement. In Maghaberry and Magilligan NIACRO provided a money advice service and the advice worker attended the prisons on a part-time basis. NIACRO also offered support for prisoners' families in the community.¹¹⁸
- 3.152 In Hydebank Wood the specialist provision had been affected by budget cuts and although the PDP Co-ordinators used the benefits advice helpline to provide assistance to the prisoners who needed it, there was a gap in the provision.¹¹⁹

116 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

117 Self-assessment Prisoner Resettlement by the NIPS. Internal NIPS document. March 2017.

118 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

119 Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

- 3.153 The specialist advice provided to the women in Ash House also needed to be reviewed to ensure it met the needs of the women held there.¹²⁰
- 3.154 The prisoner resettlement needs profile included questions about debt and finance, but the information was not sufficiently analysed, and it was not known if the existing need was being met or what the longer-term outcomes were for prisoners.
- 3.155 AD:EPT (Alcohol and Drugs: Empowering People Through Therapy) was commissioned by the SEHSCT to provide assessments, interventions and to manage programmes for prisoners with substance abuse problems. Feedback on clinical issues was to the SEHSCT.
- 3.156 Referrals to AD:EPT were made by PDP Co-ordinators on the basis of the prisoner assessment and needs profile and this worked effectively. Inspectors understand that the referral process was, in many cases, the limit of the interaction between AD:EPT caseworkers and PDU staff. AD:EPT staff were not always involved in discussions about the drawing up of prisoners' PDPs, or the most appropriate way to progress an individual with addictions issues. Furthermore there was no formal process for AD:EPT caseworkers, or for the other support and VCS agencies, to provide updates on progress of prisoners following an intervention to inform PDP reviews and prisoner development planning. As a result this left a gap in the PDM, and could also be demotivating for the VCS staff who sometimes were left with the feeling that they were not an integral element of the PDM.
- 3.157 The position was similar in respect of some of the other VCS support organisations and the chaplaincy and this meant that PDP Co-ordinators were managing prisoners throughout their sentence, and undertaking PDP reviews, with an incomplete picture of an individual prisoner's current circumstances. More needed to be done to fully integrate the VCS and support organisations into the PDM.
- 3.158 Other VCS organisations made an important contribution to prisoner resettlement, for example, Barnardo's, NIACRO and Extern and these are referred to in other areas of this report: as did the chaplaincy which provided a very valuable service in the three prisons.
- 3.159 The DoJ undertook a public consultation exercise¹²¹ in July 2016 on a funding model for the VCS to reflect an outcomes-focussed service. At the time of writing Inspectors understand that in the absence of a Justice Minister the new arrangements had not been finalised and published.
- 3.160 The NIPS had commenced discussions with providers about moving to an outcome-focussed model but again, Inspectors understand that this would not be finalised in the absence of a Minister and the over-arching Departmental arrangements referred to above.

120 Ibid.

121 Department of Justice Voluntary Community and Social Enterprise Sector Funding Model Consultation Document. July 2016 <https://www.justice-ni.gov.uk/consultations/voluntary-community-and-social-enterprise-sector-funding-model>

- 3.161 In the interim the NIPS should review how it could most effectively utilise current VCS provision in order to better support prisoner development.

Healthcare

- 3.162 The responsibility for prison healthcare in the three prisons transferred to the SEHSCT in April 2008. Whilst this inspection did not specifically inspect healthcare, a prisoner's access to support for addictions and mental health was an important factor to support efforts to resettlement in the community and desist from further crime.
- 3.163 Previous inspections had been critical of the communication and joint-working at the operational level between the NIPS and the SEHSCT.¹²² More recent inspections had noted a much more positive working relationship.¹²³
- 3.164 Recent prison inspections have seen an agreed protocol for sharing health information before release with the five Health Trusts, particularly for prisoners being released with mental health or addiction history. There were arrangements for a seven-day supply of medication in appropriate cases, and GP practices had been identified to offer temporary assistance for discharged prisoners not yet registered with a GP.
- 3.165 The prison also liaised with other agencies to provide continuity of care for prisoners known to mental health services, and there was good preparation for release for prisoners with substance misuse needs and coordination with community services, including GPs.¹²⁴
- 3.166 Similar to the position with some of the VCS support agencies, (see above) there was not a sufficiently close link between healthcare and the PDP Co-ordinators. In cases of complex prisoner need there was a multi-agency case conferencing system to discuss the management of the case and this provided effective cross-agency working. In other cases more generally the PDP Co-ordinators did not always involve health care staff in decisions about PDP planning, or the most appropriate way to support an individual prisoner with health-related issues throughout their sentence.
- 3.167 Unlike some of the other support agencies, SEHSCT staff were not co-located with the PDUs; this created distance and did not facilitate ease of communication.
- 3.168 It would be the view of CJI that there was an opportunity for the NIPS to improve resettlement outcomes for prisoners by incorporating healthcare more fully into the PDM.

122 The Safety of Prisoners Held by the NIPS. A joint inspection by Criminal Justice Inspection and the Regulation and Quality Improvement Authority. October 2014. <http://www.cjini.org/TheInspections/Inspection-Reports/2014/October---December/The-Safety-of-Prisoners-Held-by-the-Northern-Ireland>

123 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison> See also report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

124 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>



Outcomes

Resettlement Outcomes

- 4.1 Inspectors have reported that criminal justice sector organisations in general, including the NIPS, were effective at measuring inputs and reporting on activities, but were less so in measuring the impact of activities or the achievement of outcomes. CJI had also highlighted the need for improved performance measurement to indicate the achievement of outcomes, and meaningful measures of how effective any interventions were over the longer-term.¹²⁵ This was particularly applicable in respect of resettlement.
- 4.2 In February 2017 the Prisons and Courts Bill in England and Wales proposed to enshrine into law that a key purpose of prison was to reform and rehabilitate offenders, as well as to punish them.¹²⁶ The white paper created three-year performance agreements for governors with standards *inter alia* relating to resettlement:
- To reform offenders, and measuring:
 - time out of cell;
 - progress made getting offenders off drugs;
 - progress made in offenders' health;
 - progress made in maths and English; and
 - progress in maintaining or developing family relationships.
 - To prepare prisoners for life on release, and measuring:
 - rate of prisoners being released to suitable accommodation; and
 - rates of sustainable employment, including apprenticeships, and education in the period following release.¹²⁷
- 4.3 However, following the General Election in June 2017 government priorities changed and the Bill was lost. Notwithstanding, it would be the view of CJI that the principle of a performance focus on aspects relating to progress towards resettlement had merit and would provide valuable management and performance information which was more closely related to

125 Made to Measure: the availability and use of management and performance management information in the criminal justice system. CJI. September 2017. <http://www.cjini.org/getattachment/f226bf03-e6b3-44f6-b2af-96f4412364e0/picture.aspx>

126 Ministry of Justice. <https://www.gov.uk/government/news/prisons-and-courts-bill-what-it-means-for-you>

127 Ministry of Justice. <https://www.gov.uk/government/speeches/prison-governor-empowerment-and-accountability>

outcomes.¹²⁸ Inspectors are aware that the NIPS had been involved in discussions with HMPPS about these proposals, and would be interested to see how this could be developed in the context of Strategic recommendation 2.

- 4.4 There had been substantial progress in resettlement practice following the PRT Report, and the PDM was a comprehensive model to identify and address prisoner need. The NIPS and the PBNI had undoubtedly committed significant resources to provide resettlement services and support to prisoners. It was very evident to Inspectors that there was a lot of good work and a caring ethos among PDP Co-ordinators, often with some very troubled offenders. Inspectors also saw excellent examples of multi-agency work to support offenders, many of whom had chronic and complex needs, to address their offending behaviour and prepare for transition into the community.
- 4.5 A paucity of data, performance information or analysis of the resettlement outcomes made it very difficult for Inspectors to provide any quantitative assessment of the performance of the NIPS and PBNI in delivering effective prisoner resettlement. Inspectors have therefore made reference to a number of areas below and the wider criminal justice outcomes which, whilst not definitive, nevertheless provide an indication of resettlement outcomes. Many of these areas have to be viewed in the context of the wider socio-economic context of Northern Ireland and criminogenic factors, and whilst the NIPS and the PBNI can make a significant contribution, it is not solely within their gift to directly affect outcomes.

Reoffending rates

- 4.6 One of the primary indicators of successful resettlement was the reoffending rate. It should be noted that this data provided a measure of re-conviction and not reoffending, and that reoffending data was likely to underestimate the true level of reoffending as only a proportion of crime was reported and/or detected.
- 4.7 Governors were not aware of the reoffending rates in respect of prisoners released from their respective prisons, and there was no analysis of the reoffending rates correlated against, for example prison establishment, sentence type, OBPs undertaken, learning and skills provision, accommodation, family circumstances or mental or physical health.
- 4.8 The overall reoffending rate for the 2014-15 cohort of offenders was 17.9% during the one year observational period. Of those who reoffended 44% did so during the first three months. (In England and Wales the reoffending rate was 26%).¹²⁹
- 4.9 Reoffending rates generally increased with the number of previous offences. Fewer females (12%) than males (19%) reoffended. Fewer adults (17%) than youths (32%) reoffended. (In England and Wales adult reoffending was 24.9%; 27.5% for males; 19.1% for females; and 37.8% for juveniles.)

128 See also the Draft Programme for Government Framework 2016-2021 which advocates a different approach for Government departments to focus on outcomes with indicators to show change and measures to assess success.

<https://www.northernireland.gov.uk/sites/default/files/consultations/newnigov/draft-pfg-framework-2016-21.pdf>

129 Proven Reoffending Statistics Quarterly Bulletin July 2013 to June 2014, England and Wales. Ministry of Justice Statistics Bulletin. 28 April 2016.

- 4.10 However within the overall figure there were significant differences depending on the disposal type:
- the one year proven reoffending rate for those released from custody was 38% (adults 37%, youths 72%);
 - the one year proven reoffending rate for those who received a community disposal at court requiring supervision was 36% (adults 31%, youths 61%);
 - the one year proven reoffending rate for those who received a community disposal at court not requiring supervision was 17.1% (adults 17%, youths 52%); and
 - the one year proven reoffending rate for those who received a diversionary disposal was 17% (adults 13%, youths 28%).
- 4.11 The highest reoffending rates for adults were found amongst those who had committed the offences of burglary and public order offences. For youths the highest rates were for criminal damage and violence.¹³⁰
- 4.12 The reoffending rates for adult short-sentenced prisoners were significantly higher than the average¹³¹. In Northern Ireland adults serving prison sentences of less than 12 months had a reoffending rate of 45.8%, which was much higher than the comparable figure for those serving prison sentences of 12 months or more (18.9%);¹³² in England and Wales almost 60% of those who served sentences of 12 months or less had a proven reoffending rate compared to 33.6% for those who served 12 months or more.¹³³
- 4.13 For the longer sentenced prisoners the reoffending rates for life sentence prisoners and ICS was 14.2%; ECS was 38.2% and for DCS prisoners it was 22.7%.¹³⁴
- 4.14 It was not possible to assess to what extent NIPS resettlement resources were focussed on the higher risk of reoffending groups.

Recall

- 4.15 Recall rates of prisoners released on licence were a further indicator of how successfully people had been prepared for release from prison.

130 Analytical Services Group. Adult and Youth Reoffending in Northern Ireland (2014/15 Cohort). Research and Statistical Bulletin 29/2017. L Duncan and I Damkat. October 2017. Northern Ireland Statistics and Research Group. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/r-bulletin-29-2017-adult-and-youth-reoffending-northern-ireland-201415-cohort.pdf>

131 Those serving sentences of 12 months or less are not subject to supervision on release whilst those serving 12 months or more are subject to supervision by PBNI on licence.

132 Northern Ireland Statistics and Research Group 2014/15 data.

133 Proven Reoffending Statistics Quarterly Bulletin July 2013 to June 2014, England and Wales. Ministry of Justice Statistics Bulletin. 28 April 2016.

134 Analytical Services Group. Adult and Youth Reoffending in Northern Ireland (2014/15 Cohort). Research and Statistical Bulletin 29/2017. L Duncan and I Damkat. October 2017. Northern Ireland Statistics and Research Group. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/r-bulletin-29-2017-adult-and-youth-reoffending-northern-ireland-201415-cohort.pdf>

- 4.16 Three types of sentences¹³⁵ were introduced in the Criminal Justice (Northern Ireland) Order 2008, which included a licence period during which the offender could be recalled to custody if their supervising Probation Officer assessed the risk of harm/serious harm had increased, and they could no longer be safely managed in the community.
- 4.17 Up until August 2015 there was an overall recall rate of 29%. The rate of recall for ECS offenders was over 80% and almost 27% of DCS offenders were recalled to prison.¹³⁶ In 2016-17 there were 194 prisoners recalled to custody, up from 189 in 2015-16:¹³⁷ based on the Life sentence and CJO prisoners (see table in Chapter 1) this is over a fifth (22.4%) of that prisoner population.
- 4.18 A study of a small cohort of released and subsequently recalled offenders presented some evidence of the range of pressures faced by offenders released into the community, *inter alia* lack of accommodation, drug and alcohol problems, health and family issues, and poor employment prospects.¹³⁸
- 4.19 DoJ data on factors which contributed to an offender's increased risk, and therefore led to recall, showed the main areas were: arrest for further offences 56%; failure to reside at approved address 35%; consumption of alcohol 34%; non-attendance at PBNi appointments 33%; and misuse of drugs 32%.
- 4.20 There was a need for analysis of the reasons for prisoner recall and learning from previous experience to inform future NIPS and PBNi resettlement practice and resource allocation, and this should be considered as part of Strategic recommendation 2.

Accommodation

- 4.21 Access to suitable and sustainable accommodation was highlighted earlier as one of the most important factors contributing to successful resettlement. It was also a key factor associated with prisoner recall.
- 4.22 Research also pointed to homelessness as a factor which was linked to reoffending rates. More than three quarters of prisoners (79%) who reported being homeless before custody were re-convicted in the first year after release, compared to less than half (47%) of those who did not report being homeless before custody. In addition, 60% of prisoners believed that having a place to live was important in stopping them from reoffending in the future.¹³⁹

135 These were the Indeterminate Custodial Sentence (ICS); the Extended Custodial Sentence (ECS); and the Determinate Custodial Sentence (DCS).

136 The Impact of Prisoner Recalls on the Criminal Justice System in Northern Ireland. CJI. June 2016. <http://www.cjini.org/TheInspections/Inspection-Reports/2016/April--June/The-impact-of-Prisoner-Recalls-on-the-Criminal-Jus>

137 Parole Commissioners for Northern Ireland. Annual Report 2016-2017 https://www.parolecomni.org.uk/sites/parolecomm/files/media-files/PCNI%20Annual%20Report%202016-17_0.pdf

138 The Impact of Prisoner Recalls on the Criminal Justice System in Northern Ireland. June 2016. Criminal Justice Inspection Northern Ireland. www.cjini.org

139 Accommodation, homelessness and reoffending of prisoners: results from the Surveying Prison Crime Reduction (SPCR) Survey. Ministry of Justice research Summary 3/12. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/278806/homelessness-reoffending-prisoners.pdf

- 4.23 Other research among 18-21 year old males in Northern Ireland showed that the availability of suitable accommodation, and the combined use of alcohol and drugs were significant predictors in the recall to prison of those with a post-custody supervision element to their sentence.¹⁴⁰
- 4.24 The role of the Housing Rights and the peer mentors were referred to above and provided direct support and help finding accommodation on release for prisoners managed by the NIPS under the PDM. The higher risk prisoners were managed by probation staff who had responsibility for finding and assessing accommodation because of the licence conditions, and the significance of accommodation in reducing the risk of reoffending.¹⁴¹
- 4.25 Few prisoners were released without an address and efforts were made with providers to secure suitable accommodation.¹⁴² Some prisoners, for various reasons, refused to engage with the support offered.
- 4.26 NIPS data to year ending October 2017 showed that 87% of prisoners were released to a known address. Although the remaining 13% were recorded as 'no fixed abode', only 14 individual prisoners were released in receipt of a homeless grant (0.6%), indicating that for most prisoners who declared 'no fixed abode' an address may have been available, for example where it had been used for a previous period of temporary release.
- 4.27 As referred to in Chapter 2, the Criminal Justice Joint Inspection of Resettlement in England and Wales found that the recorded data did not provide a full understanding of the accommodation outcomes for prisoners on release. The position in Northern Ireland was similar: outcomes for prisoners on release *prima facie* were good, but there was no information available to indicate longer-term sustainability.
- 4.28 Self-reported information on accommodation at the point of release without analysis of the sustainability of the accommodation or the longer-term outcomes, did not provide an effective basis to evaluate current practice, or to develop future service provision.
- 4.29 It was known that the peer groups in hostel accommodation could be problematic for prisoners, especially those with low motivation, or those who had alcohol or drug dependencies. Inspectors spoke to a number of prisoners who strongly reinforced this point.

140 Resettlement Outcomes for 18-21 year-old Males in Northern Ireland. Maguire C. Irish Probation Journal Volume 13, October 2016.

141 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

142 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison> See also Report of an Unannounced Inspection of Hydebank Wood Secure College 9-19 May 2016. CJI, HMIP, RQIA and ETI. Published October 2016. <http://www.cjini.org/CJINI/files/de/deb7ee5a-50c8-4b01-8586-c0abf5a523a8.pdf>. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

- 4.30 CJI analysed the ACE scores of residents leaving approved premises in a previous inspection in 2013 which showed that offenders who resettled from the hostel had reduced their score by an average of three points during the time they were resident there.¹⁴³ No more recent analysis was available to show whether placing prisoners in hostels on release from prison had any significant effect on resettlement outcomes, or on recall or reoffending rates.
- 4.31 It was the view of CJI that more needed to be done to assess the longer-term outcomes of accommodation types for prisoners on release as part of Strategic recommendation 2.

Prisoners held post-tariff

- 4.32 Prisoners sentenced to life and indeterminate custody sentences (ICS) had committed some of the most serious crimes, and as such could be complex cases. The rationale of the CJO was that prisoners would address their offending behaviour while in custody to demonstrate to the Parole Commissioners that they could be released safely into the community.
- 4.33 A Life or ICS prisoner held over tariff had not therefore addressed his/her offending to the satisfaction of the Parole Commissioners and provided an indication of the effectiveness of the resettlement process for these longer-term prisoners.
- 4.34 At the end of November 2017 there were 25 life sentence prisoners and 13 ICS prisoners held over tariff which represented 16% and 60% of the respective populations. This was a significant proportion, particularly in respect of ICS prisoners, and would merit further analysis by the NIPS and the PBNI as to the reasons for this, and what more needed to be done to support improved resettlement outcomes.

'H' Reference Numbers

- 4.35 When a young man was committed to Hydebank Wood for the first time as a young offender they received a unique individual reference number (URN), prefixed by the letter H, which stayed with that person for the duration of their initial, and any subsequent youth or adult prison sentence. Adult males committed to prison for the first time in Maghaberry (i.e. never having been to Hydebank Wood) received a URN with different letter prefixes.
- 4.36 There was a high proportion of prisoners with a URN prefixed by the letter H in the adult prison population. In Maghaberry at the start of October 2017 there were 329 prisoners: 38% of the population;¹⁴⁴ while in Magilligan, there were 144 which represented 34% of the population.
- 4.37 Inspectors understand that the factors influencing reoffending were wide-ranging and included socio-economic factors outside the scope of the NIPS and PBNI, however the high proportion of prisoners in the adult estate with H-prefixed URNs provided a further indicator of the success or otherwise, of the work done in Hydebank Wood to try and resettle offenders and prevent reoffending. Again, this would merit further analysis as to the reasons for this and to inform future service provision.

143 An Inspection of Approved Premises in Northern Ireland. November 2013. CJI. <http://www.cjini.org/CMSPages/GetFile.aspx?guid=500620a6-e62f-4eb8-82b3-1c686eff1368&chset=f0f3a0c9-cf0d-41bc-be6e-6ab03237fbe7>

144 <https://www.justice-ni.gov.uk/articles/weekly-situation-reports-october-2015#toc-1>

Parole Commissioner Hearings

- 4.38 The number of Parole Commissioners' reviews for DCS recall completed at single Commissioner stage fell to 52%, and Commissioners considered that in approximately half of the cases referred to panels, there was insufficient information in regard to risk issues, ability to comply with supervision and progression in rehabilitative measures to make a decision. Of the overall number of cases, 73% (excluding these DCS recall reviews) were referred to panel on the basis that there was insufficient information provided in regard to progress, risks or manageability in the community.¹⁴⁵
- 4.39 Whilst Inspectors understand that these circumstances can be due to a number of reasons, nevertheless it provides a further indication of the performance of the NIPS and PBNI in preparing prisoners for release, and is a further area the NIPS and PBNI should consider as part of Strategic recommendation 2.

ACE (Assessment, Case Management and Evaluation System) Score Assessment

- 4.40 The ACE tool was used, in conjunction with the professional judgement of qualified social work-trained Probation staff, to assess a person's likelihood of reoffending¹⁴⁶ within a two-year period as well as to assist, plan and target supervision needs and assess progress.
- 4.41 In the prison setting an ACE assessment was completed at the point of committal for prisoners subject to post-release supervision. Updated assessments were completed by request of the Governor, for example, if eligible for Conditional Early Release, or at other critical points for example, when a prisoner was eligible for an Unaccompanied Temporary Release (UTR); or when there would be a parole hearing.
- 4.42 For life and ICS prisoners, additional ACE reviews were completed at transition points, for example, prior to unaccompanied temporary release, or a significant change in the prisoner's circumstances.
- 4.43 An updated ACE assessment was completed 20 days prior to release, for prisoners subject to post-release supervision.
- 4.44 The change of ACE scores, over the period of a prisoner's sentence provided an indication of the effectiveness of the resettlement provision to reduce risk for those prisoners sentenced under the CJO and who would be subject to post-release supervision. However, there needed to be more analysis of this data to provide an indication of the outcomes for prisoners, the performance of the NIPS/PBNI in addressing offending behaviour and reducing prisoners' risk, and to inform future service provision.

145 Parole Commissioners for Northern Ireland. Annual Report 2015-2017 <https://www.parolecomni.org.uk/sites/parolecomm/files/media-files/PC-AR15-16.pdf>

146 Those obtaining a score in the range of 0 to 15 were deemed 'Low Likelihood of Reoffending'; those with a score of 16 to 29 were deemed 'Medium Likelihood of Reoffending'; those with a score of 30 and above were deemed 'High Likelihood of Reoffending'.

- 4.45 The PBNI undertook a mentoring project for prisoners on release (RESET) and one of its primary objectives¹⁴⁷ was to reduce the ACE scores of participants. Overall there was a significant decrease between pre- and post-RESET scores among those who successfully completed the programme.¹⁴⁸ The PBNI had also undertaken statistical analysis of the people starting an order with the PBNI during 2013-14, and whilst it did not compare the pre- and post-supervision ACE scores, it presented information on the prevalence of the various social, personal and offending-related issues identified to inform future delivery.¹⁴⁹ This analytical approach to ACE levels¹⁵⁰ was potentially applicable more widely to resettlement provision and should be considered by the NIPS and the PBNI as part of Strategic recommendation 2.

Complaints

- 4.46 There had not been any complaints from prisoners to the Prisoner Ombudsman's office in relation to resettlement issues, and although not definitive, it indicated that prisoners generally had no serious grievances about the PDM or the resettlement process.

Recent Inspection Outcomes

- 4.47 Independent Inspectorate reports were a further indicator of resettlement outcomes and resettlement had been the healthy prison test area where the NIPS had performed most strongly, and which had been most positive in recent inspections, particularly at Magilligan.¹⁵¹
- 4.48 In the recent inspection of Magilligan in 2017 resettlement provision was assessed as 'good',¹⁵² in Hydebank Wood for both women and young men the assessment in 2016 was 'reasonably good'. In the Maghaberry 2016 report the resettlement provision was also found to be 'reasonably good'. These inspection reports can be accessed on the CJI website¹⁵³ and provided a commentary of the resettlement outcomes for prisoners.
- 4.49 The inspections also raised a number of concerns and areas of good practice which are relevant to, and have been cross-referred throughout, this report.

147 RESET was an intensive resettlement and rehabilitation project for mentoring prisoners leaving custody introduced by PBNI and delivered by NIACRO from March 2015 to April 2017.

148 RESET Final Evaluation Report. August 2016. <https://www.pbni.org.uk/wp-content/uploads/2015/02/Reset-Final-Evaluation-Report-14.10.16.pdf>

149 PBNI Statistical Brief. PBNI ACE Risk and Needs Profile Clients starting an Order in 2013/14. September 2014. <https://www.pbni.org.uk/wp-content/uploads/2015/02/Statistical-Brief-ACE-Profile-of-New-Starts-2013-14-26.09.14.pdf>

150 See also Accommodation section above. An Inspection of Approved Premises in Northern Ireland. November 2013. CJI. <http://www.cjini.org/CMSPages/GetFile.aspx?guid=500620a6-e62f-4eb8-82b3-1c686eff1368&chset=f0f3a0c9-cf0d-41bc-be6e-6ab03237fbe7>

151 Report of Unannounced Inspection of Magilligan Prison CJI, HMIP, RQIA and ETI. Published 12 December 2017 <http://www.cjini.org/TheInspections/Inspection-Reports/2017/October-December/Unannounced-Inspection-of-Magilligan-Prison>

152 The prison assessment criteria are as follows:

- Outcomes for prisoners are good. There is no evidence that outcomes for prisoners are being adversely affected in any significant areas.
- Outcomes for prisoners are reasonably good. There is evidence of adverse outcomes for prisoners in only a small number of areas. For the majority, there are no significant concerns. Procedures to safeguard outcomes are in place.
- Outcomes for prisoners are not sufficiently good. There is evidence that outcomes for prisoners are being adversely affected in many areas or particularly in those areas of greatest importance to the well-being of prisoners. Problems/ concerns, if left unattended, are likely to become areas of serious concern.
- Outcomes for prisoners are poor. There is evidence that the outcomes for prisoners are seriously affected by current practice. There is a failure to ensure even adequate treatment of and/or conditions for prisoners. Immediate remedial action is required.

153 www.cjini.org

Women

- 4.50 The resettlement outcomes for women were an area which needed a much greater focus.
- 4.51 Reference was made to the DoJ consultation on the approach to dealing with women and girls who come into contact with the criminal justice system in Northern Ireland. At the time of writing it was not clear to what extent this would cover the aspects of prison resettlement, and as the work was still at the consultation stage, the strategy would not be available within the inspection timeframe.
- 4.52 Many of the areas affecting resettlement outcomes for women have already been referred to previously. Ash House remained an unsuitable environment for women prisoners and the two primary guidance policy papers in relation to women in custody required updating to take account of the PDM and subsequent developments.
- 4.53 Inspectors assessed the PDM generally as a comprehensive process to support resettlement. However it was not specifically designed to take account of the issues affecting women in custody, or the women-specific resettlement pathways recommended by the Corston Report namely:
- Pathway 8: support for women who have been abused, raped or who have experienced domestic violence.
 - Pathway 9: support for women who have been involved in prostitution¹⁵⁴ and these were under-developed in the NIPS Resettlement Pathways Policy.
- 4.54 The management data from the PNP did not include information relating to pathways 8 and 9.¹⁵⁵ Many of the residential prison staff working in Ash House and the PDP Co-ordinators working with women prisoners had not received any women-specific training, or training in relation to pathways 8 and 9, and some of the staff who spoke to Inspectors would not be confident about how to encourage or discuss disclosure, or the mechanism to refer victims to appropriate specialist support.¹⁵⁶

154 The Corston Report. A Report by Baroness Jean Corston of a Review of Women with Particular Vulnerabilities in the Criminal Justice System. The need for a distinct, radically different, visibly-led, strategic, proportionate, holistic, woman-centred, integrated approach. March 2007. <http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf>

155 Pathways 8 and 9 had been adopted and were part of the gender-specific approach to reducing offending, through supporting women who offend and those at risk of offending in Northern Ireland Women's Offending Behaviour in Northern Ireland: A Strategy to Manage Women Offenders and those Vulnerable to Offending Behaviour 2012-13. Department of Justice. October 2010.

156 Inspectors have previously recommended that Staff should receive training so they can encourage women to disclose experiences of domestic violence, rape, abuse or prostitution and refer them to specialist services. Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

- 4.55 The recent inspection of Ash House also made a number of recommendations specific to resettlement of women prisoners, and these included:
- work was needed to establish the reasons for women's negative perceptions of the impact of resettlement work on their prospects of reoffending on release and develop a strategy for improvement;
 - the PDM process should be used to identify and inform the future accommodation needs of women;
 - all women being released should be offered pre-release drug and alcohol harm reduction advice;
 - the NIPS should review the provision of specialist advice on finance, benefits and debt, using the PDM process to ensure it met women's needs; and
 - there were no women-specific programmes to address either anger issues or alcohol-related violence and the range of OBPs should be extended to meet women's needs.¹⁵⁷
- 4.56 Inspectors heard many instances of staff on the landings working under pressure and being short staffed. This was a particular issue in Ash House, and at the time of the inspection fieldwork, there were several women prisoners with severe and complex mental health issues. Inspectors were advised that the intensive needs of these women often meant that the support and help needed by the other prisoners on the landing could not be accommodated.
- 4.57 This was supported by the visit to Hydebank Wood of the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment which was particularly concerned at the staffing situation in Ash House, where the staff on duty were unable to provide the support for women with complex mental health and psycho-social needs.¹⁵⁸ CJI had previously commented on the unsuitability of prison as a therapeutic environment for prisoners with complex mental health needs.¹⁵⁹
- 4.58 The same issue was applicable more widely in respect of resettlement across the three prison sites, where the staff on the landings focussed on the daily domestic routine and on the prisoners who were in crisis or at risk. They did not see their role as an important part of, or contributing to, the wider NIPS strategic aim of reducing the risk of prisoners reoffending on release.
- 4.59 All of the above areas relating to the resettlement outcomes for women need to be addressed by the NIPS and the wider DoJ as part of its strategy to dealing with women and girls in the criminal justice system.

157 Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016.

<http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

158 Preliminary observations presented to the authorities of the United Kingdom on 6 September 2017 in Belfast by Therese Rytter, Head of Delegation, European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) at the end of its visit to Northern Ireland.

159 Report on an unannounced visit to Maghaberry Prison 3-4 April 2017 to review progress against the nine inspection recommendations made in 2015. August 2017. <http://www.cjini.org/getattachment/e93bc92d-262d-4d68-90e1-1362add7ef13/picture.aspx>. Also Report on an unannounced inspection of Ash House Women's Prison Hydebank Wood. 9-19 May 2016. October 2016. <http://www.cjini.org/getattachment/efa315e4-3288-47e1-85f6-2de9186916fc/picture.aspx>

Assessment of Resettlement Outcomes

- 4.60 There were significant resources deployed to provide resettlement services for prisoners in the NIPS. The PDM had been in place since 2015 and there was a broad provision of specialist support by various VCS and statutory organisations to support prisoner need. The NIPS, PBNI and VCS staff worked hard to provide support, sometimes for very difficult prisoners, many of whom had complex and multiple needs. Inspectors were impressed by the attitude, knowledge and commitment of many of the prison and probation officers and VCS staff that we met during the inspection.
- 4.61 The NIPS and the PBNI were effective at measuring resettlement processes, inputs and reporting on activities, and the information on these has been referred to throughout this report, and were for the most part positive.
- 4.62 The measurement of the impact of activities or the achievement of outcomes over the longer-term were not well developed. There were few targets, measures, performance data or outcomes available to prison or probation management to allow assessment of organisational, or establishment performance towards reducing risk, reducing the likelihood of reoffending, or the effectiveness of the PDM at preparing prisoners for return to the community.
- 4.63 The desistance strategy identified the need to incorporate learning from research, practice and the information provided by individuals at the various stages of their offending journey, and to use this information to support service planning, and commissioning to deliver reduced reoffending.¹⁶⁰ It would be the view of Inspectors that longitudinal research was also required to inform the future development of the PDM and to allow informed decisions to be made regarding the allocation of resources to areas of greatest offender need and greatest risk of reoffending and recall.

Strategic recommendation 2

The DoJ, as part of its wider desistance remit, the NIPS and the PBNI should develop meaningful performance measures, within one year of the publication of this report, to assess the effectiveness of resettlement provision, interventions and outcomes for prisoners over the longer-term.

160 Supporting Change. A Strategic Approach to Desistance. DOJ. <https://www.justice-ni.gov.uk/publications/supporting-change-strategic-approach-desistance>



Appendices



Appendix 1: Methodology

Methodology

The inspection will be based on the CJI Inspection Framework for each inspection that it conducts. The three main elements of the inspection framework are:

- Strategy and governance;
- Delivery; and
- Outcomes.

Constants in each of the three framework elements and throughout each inspection are equality and fairness, together with standards and best practice. The CJI inspection methodology can be found at www.cjini.org.

Research and review

Collection and review of relevant documentation such as previous inspection and other reports, NIPS, PBNi policies and procedures, management information, minutes of meetings and related documentation.

Inspectors carried out a series of engagements with stakeholders and criminal justice agencies. These included:

November 2015

- Meeting Director of Rehabilitation, Northern Ireland Prison Service.

February 2016

- Meeting Assistant Director, Probation Board for Northern Ireland.
- Meeting Service Manager Start 360.
- Meeting NIACRO Project Managers.

March 2017

- Meeting NIPS A/Director of Rehabilitation and Governor Rehabilitation Directorate.
- Meeting academic staff, [School of Social Sciences, Education and Social Work](#), Queen's University Belfast.

May 2017

- Meeting Service Manager Start 360.
- Meeting NIACRO Project Managers.
- Meeting Manager Barnardo's NI Parenting Matters.
- Meeting Executive Director Prison Arts Foundation.
- Meeting Director and Support Volunteer Cruse Bereavement Care.
- Meeting Assistant Director Prison Health South Eastern Health and Social Care Trust.
- Meeting Extern Works and Approved Premises managers.
- Meeting Quakers organisation Maghaberry.
- Meeting Chaplains Maghaberry.

June 2017

- Meeting Prison Fellowship Northern Ireland.
- Meeting DoJ Head of Public Protection Branch, Community Safety Division.
- Meeting Northern Ireland Housing Executive.
- Meeting Housing Rights.
- Meeting Chief Parole Commissioner for Northern Ireland.

August 2017

- Meeting academic School of Law, Queen's University Belfast.
- Meeting, Head of Interventions, NIPS.
- Meeting Reducing Offending Policy Unit, NIPS.
- Meeting Governor and official Reducing Offending, NIPS.
- Meeting Resettlement Branch, NIPS.
- Meeting Governor Reducing Offending, NIPS.
- Meeting Director of Rehabilitation, NIPS.
- Meeting Director Reducing Offending and Head of the NIPS.



September 2017

- Meeting Director of Operations NIPS.
- Meeting Senior Officer Maghaberry PDU.
- Focus group Residential Senior Officers Maghaberry.
- Meeting A/Governor and PDU Governor Head of Function Maghaberry.
- Meeting Head of Prison Programmes, Belfast Metropolitan College.
- Meeting Head of Psychology Maghaberry.
- Focus group of prisoners Maghaberry.
- Focus group NIPS PDP Co-ordinators Maghaberry.
- Focus group Residential Prison Officers Maghaberry.
- Focus group of prisoners Maghaberry.
- Meeting PDU Governors Maghaberry.
- Focus group Prison Officers Burren House.
- Focus group of prisoners Burren House.
- Meeting with Psychology administration Maghaberry.
- Focus group Residential Prison Officer Maghaberry.
- Focus group Housing Rights/Prisoner Peer Mentors/Reception Insider Maghaberry.
- Focus group of prisoners Maghaberry.
- Meeting Senior Officer Ash House Hydebank Wood.
- Meeting Housing Rights Hydebank Wood.
- Meeting Lead Chaplain Hydebank Wood.
- Focus group Residential Prison Officers Ash House Hydebank Wood.

- Focus group women prisoners Ash House Hydebank Wood.
- Meeting PDU Governors Hydebank Wood.
- Focus group women prisoners Ash House Hydebank Wood.
- Meeting Senior Officer PDU Hydebank Wood.
- Focus group Residential Prison Officers Beech and Cedar Hydebank Wood.
- Focus group PDP Co-ordinators Hydebank Wood.
- Meeting woman prisoner Hydebank Wood.
- Focus group Young Offenders Hydebank Wood.
- Meeting IMB Chair and member Hydebank Wood.
- Focus group residential Senior Officers Hydebank Wood.
- Focus group women prisoners Ash House Hydebank Wood.
- Meeting Head of Psychology Hydebank Wood and Magilligan.

October 2017

- File Reading Maghaberry PDU.
- Meeting Chair and member IMB Maghaberry.
- File reading Hydebank Wood PDU.
- Focus group residential Senior Officers Magilligan.
- Focus group residential officers Magilligan.
- Meeting Governor and PDU Governor Magilligan.
- Meeting NIACRO, Barnardo's and People Plus Magilligan.
- Focus group residential officers Foyleview Magilligan.
- Focus group prisoners Foyleview Magilligan.



- Focus group PDP co-ordinators Magilligan.
- Meeting PDU Governor Magilligan.
- Focus group PDU Senior Officers Magilligan.
- Meeting Gym SO Magilligan.
- Focus group prisoner housing peer mentors Magilligan.
- Focus group lifer/ICS prisoners Magilligan.
- Focus group DCS prisoners Magilligan.
- Meeting IMB members Magilligan.
- Focus group Chaplaincy Magilligan.
- Meeting Head of Prison Education North West Regional College.
- File reading Maghaberry PDU.

November 2017

- Meeting Psychology Assistant Maghaberry.
- Meeting Head of Psychology PBNI.
- Meeting PBNI Managers Maghaberry.
- Focus group PBNI Maghaberry.
- Focus group PBNI Community Managers.
- Meeting PBNI Manager Hydebank Wood.
- Focus group PBNI Hydebank Wood.
- Focus group PBNI Community staff.
- Meeting PBNI manager Magilligan.
- Focus group PBNI staff Magilligan.
- File reading Magilligan PDU.

December 2017

- File reading Hydebank Wood PDU.
- File reading Maghaberry PDU.

Fieldwork

- Terms of reference will be prepared and shared with the NIPS and the PBNI prior to the initiation of the inspection. Liaison officers from the NIPS and the PBNI should be nominated for the purposes of this inspection.
- The NIPS and the PBNI as the primary organisations will be given the opportunity to complete a self-assessment of their approach to dealing with resettlement and any management information deemed relevant.
- Interviews and focus groups will be conducted with the NIPS, PBNI and relevant stakeholders to give an insight into the issues affecting resettlement.
- Progress in the development of management information and performance management data will be examined.
- Evidence of planning and decision-making leading to performance improvement and recognition of future development will be gathered.
- Where appropriate benchmarking and identification of best practice within and outside Northern Ireland.

Feedback and writing

Following completion of the fieldwork and analysis of data a draft report will be shared with the NIPS and the PBNI for factual accuracy check. The Chief Inspector will invite the NIPS and the PBNI to complete an action plan within six weeks to address any recommendations. If the plan has been agreed and is available it will be published as part of the final inspection report. The inspection report will be shared, under embargo, in advance of the publication date with the NIPS and the PBNI.

Inspection publication and closure

- The final report is scheduled to be completed by late 2017.
- A report will be sent to the Minister of Justice for permission to publish.
- When permission is received the report will be finalised for publication.
- Any CJI press release will be shared with the NIPS and the PBNI prior to publication and release, and
- A suitable publication date will be agreed and the report will be issued.



Appendix 2: Terms of reference

CJI Inspection

Resettlement: an Inspection of Resettlement in the Northern Ireland Prison Service

Terms of Reference

Introduction

Criminal Justice Inspection Northern Ireland proposes to undertake an inspection of Resettlement in the Northern Ireland Prison Service (NIPS).

For the purposes of prison inspection, Resettlement is defined as when, *'prisoners are prepared for their release back into the community and effectively helped to reduce the likelihood of reoffending'*.¹⁶¹ Resettlement is a major focus of all prison inspections by CJI and Her Majesty's Inspectorate of Prisons (HMIP).

Resettlement is a central function of a prison service. The Northern Ireland Prison Service identifies this in its Statement of Purpose which is 'improving public safety by reducing the risk of reoffending, through the management and rehabilitation of offenders in custody'.¹⁶²

However resettlement is a much wider societal issue and many prisoners suffer from mental health, learning disabilities, drug and alcohol addictions and chaotic lifestyles. Addressing these problems necessitates close partnership working with others. To this end, the NIPS and the Probation Board for Northern Ireland (PBNI) need to work closely with the health, social and addiction services and Voluntary and Community Sector partners to support and help prisoners to address their problems.

Every aspect of prison life contributes to prisoners' resettlement outcomes and delivering an effective regime and rehabilitative services to prisoners is central to reducing offending. In addressing the factors that contribute to reoffending, prison and probation services are often attempting to remedy a lifetime of combined service failure.¹⁶³

The focus of this inspection will be on the NIPS and the PBNI as the two main agencies which perform core roles in the delivery of Resettlement within the criminal justice system.

161 HMIP Expectations: Inspection Criteria

<https://www.justiceinspectorates.gov.uk/hmiprisoners/our-expectations/prison-expectations/>

162 Northern Ireland Prison Service Annual report and Accounts 2015-16. <https://www.justice-ni.gov.uk/sites/default/files/publications/justice/northern-ireland-prison-service-annual-report-and-accounts-2015-16v2.pdf>

163 Reducing reoffending by ex-prisoner. Summary of the Social Exclusion Unit Report. Social Exclusion Unit. July 2002.

Context

As part of the Hillsborough Agreement there was an independent review of the conditions, management and oversight of all prisons in Northern Ireland. The final report was published in October 2011 and identified Resettlement as a key theme.¹⁶⁴ The report advocated a 'whole prison approach', and stressed the need for personalised custody and sentence plans to be developed with each prisoner which should focus on needs, risks and strengths and engagement with all the agencies and disciplines that would be needed to deliver change and address reoffending.

The formal Prison Reform Programme came to a close in March 2016. However, it did not end the process of reform which was to continue for the foreseeable future led by the Prison Service Management Board.

Reducing offending and providing resettlement services for prisoners being released back into the community remains a core responsibility for the NIPS and PBNI.

In 2013-14 the overall reoffending rate was 18.1%, (this compares to 26% in England and Wales for the same period),¹⁶⁵ and of those who reoffended, 43% did so during the first three months of release.¹⁶⁶

The reoffending rates for adult short-sentenced prisoners were substantially higher than the average. In Northern Ireland adults serving prison sentences of less than 12 months had a reoffending rate of 45.9%, which was much higher than the comparable figure for those serving prison sentences of 12 months or more (26.7%);¹⁶⁷ in England and Wales almost 60% of those who served sentences of 12 months or less had a proven reoffending rate, compared to 33.6% for those who served 12 months or more.

Up to August 2015 there was an overall recall rate of 29% for those released on licence under the Criminal Justice (Northern Ireland) Order 2008. A study of a small group of released and subsequently recalled offenders presented some evidence of the range of pressures faced by offenders released into the community. This included the lack of accommodation, drug and alcohol problems, health and family issues, and poor employment prospects.¹⁶⁸ During the period 1-7-2015 to 30-9-2016 almost 210 offenders were recalled to prison.¹⁶⁹

In recent CJI formal prison inspections resettlement is the area where the NIPS had performed most strongly.

164 Review of the Northern Ireland Prison Service. Conditions, Management and Oversight of all Prisons. Prison Review Team. Final Report October 2011.

165 Proven Reoffending Statistics Quarterly Bulletin July 2013 to June 2014, England and Wales. Ministry of Justice Statistics Bulletin. 28 April 2016.

166 Analytical Services Group. Adult and Youth Reoffending in Northern Ireland (2013/14 Cohort). Research and Statistical Bulletin 23/2016. L Duncan. August 2016. Revised September 2016. Northern Ireland Statistics and Research Group.

167 Northern Ireland Statistics and Research Group 2013/14 data.

168 The Impact of Prisoner Recalls on the Criminal Justice System in Northern Ireland. June 2016. Criminal Justice Inspection Northern Ireland. www.cjini.org

169 Analysis of the NIPS Prison Population from 1/7/2015 to 30/9/2016. Northern Ireland Prison Service. <https://www.justice-ni.gov.uk/publications/prison-population-statistics-01-july-2015-30-september-2016>



Aims of the Inspection

The aim of the inspection is to examine and assess arrangements for dealing with Resettlement in the Northern Ireland Prison Service.

The objectives of the inspection are to:

- Examine the effectiveness of organisational strategies with regard to Resettlement.
- Examine the effectiveness of operational delivery in meeting the needs and expectations of prisoners, stakeholders and victims.
- Examine and assess the outcomes of strategies and delivery mechanisms against targets and expectations, including the role of management and performance information.
- Examine how the above aspects of Resettlement arrangements are benchmarked against existing and recognised good practice in other jurisdictions.

Other matters of significance as they arise during inspection will also be considered.

Methodology

The inspection will be based on the CJI Inspection Framework for each inspection that it conducts. The three main elements of the inspection framework are:

- Strategy and governance;
- Delivery; and
- Outcomes.

Constants in each of the three framework elements and throughout each inspection are equality and fairness, together with standards and best practice. CJI inspection methodology can be found at www.CJI.org.

Research and review

Collection and review of relevant documentation such as previous inspection and other reports, NIPS, PBNI and any other relevant criminal justice agency policies, procedures, management information, minutes of meetings and related documentation.

Fieldwork

- Terms of reference will be prepared and shared with the NIPS and PBNI prior to the initiation of the inspection. Liaison officers from the NIPS and the PBNI should be nominated for the purposes of the inspection.
- The NIPS and PBNI as the primary agencies will be given the opportunity to complete a self-assessment as to how they deal with Resettlement and will be asked to provide any relevant policies, procedures and management information.
- Interviews and focus groups will be conducted with relevant staff from the NIPS, PBNI, other criminal justice agencies, and relevant stakeholders to give an insight into the issues affecting Resettlement.
- Progress in the development and use of management information and performance management data will be examined.
- Evidence of planning and decision-making leading to performance improvement and recognition of future developments will be gathered.
- Where appropriate, benchmarking and identification of best practice within and outside Northern Ireland will form part of the fieldwork.

Feedback and writing

Following completion of the fieldwork and analysis of data a draft report will be shared with the NIPS and PBNI for factual accuracy check. The Chief Inspector will invite the NIPS and PBNI to complete an action plan within six weeks to address any recommendations. If the plan has been agreed and is available it will be published as part of the final inspection report. The inspection report will be shared, under embargo, in advance of the publication date with the NIPS and PBNI.

Inspection publication and closure

- The final report is scheduled to be completed by late 2017.
- A report will be sent to the Minister of Justice for permission to publish.
- When permission is received the report will be finalised for publication.
- Any CJI press release will be shared with the NIPS and PBNI prior to publication and release.
- A suitable publication date will be agreed and the report issued.



Appendix 3: PDP Co-ordinator Roles

	NIPS PDU Staff	PBNI PDU Staff
Life Sentenced Prisoners	Up to 4 years prior to the prisoner's Tariff Expiry Date (TED).	From 4 years prior to TED. Post TED if not released.
Indeterminate Custodial Sentence (ICS)	Up to 4 years prior to the prisoner's TED.	From 4 years prior to TED. Post TED if not released.
Extended Custodial Sentence (ECS)	Up to 1 year prior to their Parole Eligibility Date (PED).	From 1 year prior to their PED. Post PED if not released.
Determinate Custodial Sentence (DCS)	Up to 1 year prior to Custody Expiry Date (CED).	From 1 year (or less at point of sentence) prior to CED.
Sentenced Prisoners	All those sentenced to Non-CJO terms and not subject to statutory supervision on release.	
	All those sentenced to Non-CJO terms and not subject to statutory supervision on release but subject to PPANI will be managed by NIPS Designated Risk Manager (DRM).	
	Up to 1 year prior to CED for those subject to Article 26, Custody Probation Order and GB Transfers.	From 1 year prior to CED (or less at point of sentence) for those subject to Article 26, Custody Probation Order and GB Transfers.
Recall Prisoners Life/ ICS		All from recall to subsequent release.
Recall ECS		All Recalled ECS prisoners.
Recall DCS	Recalled DCS prisoners where PCNI have determined they will remain in custody until their Sentence Licence Expiry Date (SLED). NIPS DRM.	Recalled DCS prisoner unless release not granted by PCNI and remaining in custody up until release by PCNI review.
Remand Prisoners	Those remanded in custody for more than 30 working days.	

Appendix 4¹⁷⁰

Voluntary Services Available in Northern Ireland's Prisons and / or in the Community Immediately upon Release

Key
Delivered in prison
Delivered in both prison & community
Delivered pre or post custody
**Hydrex funded (part-funded by Northern Ireland Prison Service)



Accommodation Advice Giving

Housing Rights	Beyond the Gate / Peer Prison Project / Prisons Housing Advice
NIACRO	Reset
Start 360	Adept 2 / Adjust
*Extern Hostels	Diemas/Ernis House
*Direct Accommodation Provision	



Financial Advice Giving

Housing Rights	Beyond the Gate / Peer Prisons Project
NIACRO	**Welfare Advice / Reset



Health Provision

Samaritans	**Emotional Support	Emotional support for suicidal / despair**
Cruse	**Listener Scheme	Emotional support for prisoners
Relate NI	** Bereavement care	Support for bereavement
Nexus	Relate NI	Counselling for relationship issues
Mindwise	Counselling & Group work	For survivors of sexual abuse & sexual violence
Extern Hostels	Appropriate Adult scheme	Supporting mental health/ learning difficulties in PSNI custody.
	Diemas/Ernis House	Physical health checks

* Also provides training for accreditation in listening



Drug & Alcohol Addiction Services

A further 11 projects refer or signpost on (internally or externally) to addiction services.

Start 360	Adept	Counselling to help address drug related issues
Start 360	Adept 2	Through care for prisoners & relatives
Alcoholics Anonymous	Alcoholics Anonymous	Fellowship support through shared experiences.



Parenting & Family

Family and parenting support projects are delivered largely in partnerships. 10 additional projects refer or signpost service users to parenting/ family support.

Barnardos	**Parenting Matters	Supports parents / families in custody
Prison Arts Foundation	** Artist in Resident	Support for transition into community through the arts
Start 360	Mentoring & Advocacy	Emotional & behavioural support in Hydebank
Relate NI	Relate NI	Family therapy exploring impact of individuals' choices on family & well being
NIACRO	**Family Links	Support for families of prisoners
Prison Fellowship	Family Work	



Education & Training

Education and training support ranges from engagement in the creative arts to offering accreditations for supporting others. A further 10 projects signpost or refer service users to education and training providers.

NIACRO	**POST	For short-term prisoners
Prison Arts Foundation	*Artist in Resident	Alternative pathways to learning through arts
Prison Fellowship	Sycamore tree	Exploring the impact of crime on victims
Start 360	Mentoring & Advocacy	Includes accredited programmes in Hydebank Wood
NIACRO	Women's Project	Group work on range of topics
Prison Arts Foundation	Reconnecting with our City/Community	Challenging offending through workshops, culture and heritage
Prison Arts Foundation	Arts Mentoring	Support for transition to community through arts
Prison Arts Foundation	Inspiring Change	Social inclusion of offenders through accessible arts



Employability

Employability support encompasses: help with CVs; job applications; disclosure of convictions; work experience placements; and volunteer opportunities. An additional 7 projects signpost or refer for employability.

NIACRO	**POST	Mentoring & employment & disclosure advice to short-term prisoners
Start 360	Adjust	Employment search and placements (including volunteering)
Extern	Extern Works	Employability programme
NIACRO	Disclosure Advice Hub	Disclosure of convictions support
	Access	Employability support



General Mentoring

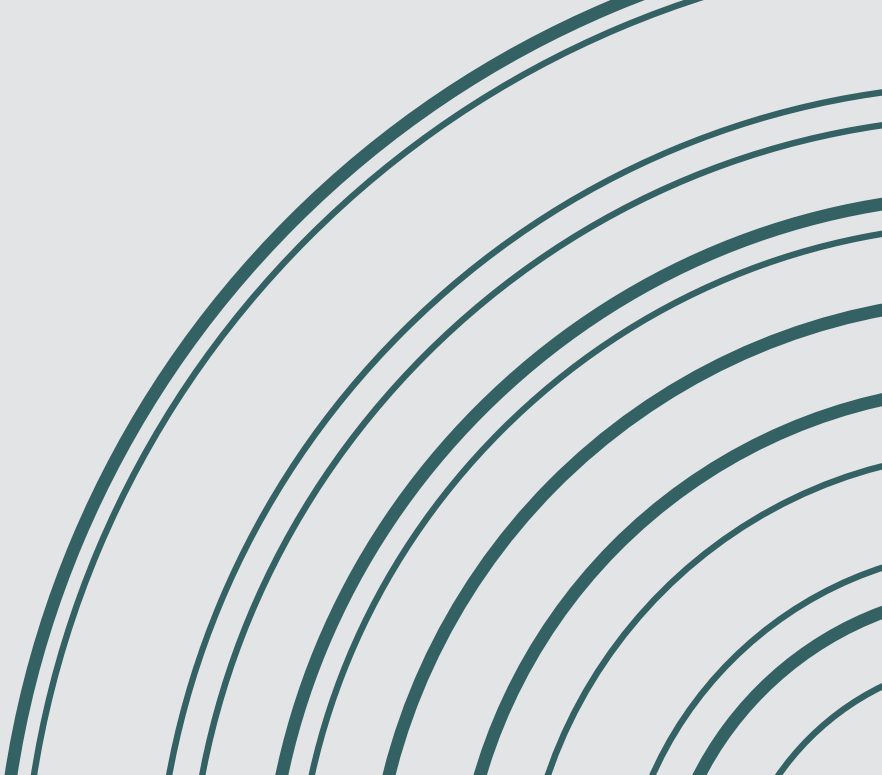
Mentoring programmes support people at specific points in time, often enabling service users to make positive lifestyle choices. Many cover a number of themes (health, accommodation etc.), often referring onto specialist / therapeutic programmes.

The team of Prison Chaplains, representing diversity of faith in prisons, attend to aspects of faith and spirituality and a multitude of miscellaneous tasks, often liaising with prison staff and prisoner chaplains.

SAFERing, a prison in reach programme for prisoners who have been employed in the military. It helps prisoners / families to source funds for practical living expenses and maintains contact and support throughout the process.

Start 360	Adept	Addresses anti social behaviour with a provision of or referral for counselling
	Landing Project Mentoring & Advocacy	
	Quaker Connections	Befriending for those in prison
	**POST	Mentoring to short term prisoners
Prison Fellowship	Prison Work	Support in prison
	Reset	Mentoring preparing for & upon release
	Women's Project	Mentoring, & help to access services
Prison Fellowship	Aftercare	Support pre & post release
	Adept 2	Addresses anti social behaviour, often referring for counselling
Start 360	Adjust	Support & Advocacy
Community Support	Community Support	Prison visiting service through the Chaplaincy service. Extends to supporting families in the community and prisoners upon release
St Vincent de Paul	Prison Conference	social work led regional service to adult offenders of all genders, prioritising medium to high risk clients with complex needs
	Ex-Offender Floating Support	
Extern	Diemas & Ernis House	General support esp. for self awareness and self management
Extern Hostels		

170 'The information within this leaflet was compiled by NIACRO in August 2016 on behalf of Accessing Services for Offenders (ASFO), an umbrella group of voluntary organisations working with people who are or have been in custody'



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