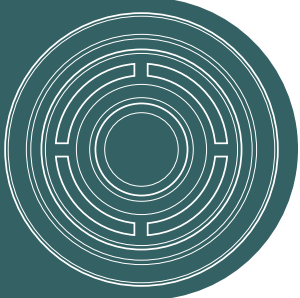




RESETTLEMENT:
AN INSPECTION OF
RESETTLEMENT IN THE
NORTHERN IRELAND
PRISON SERVICE

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

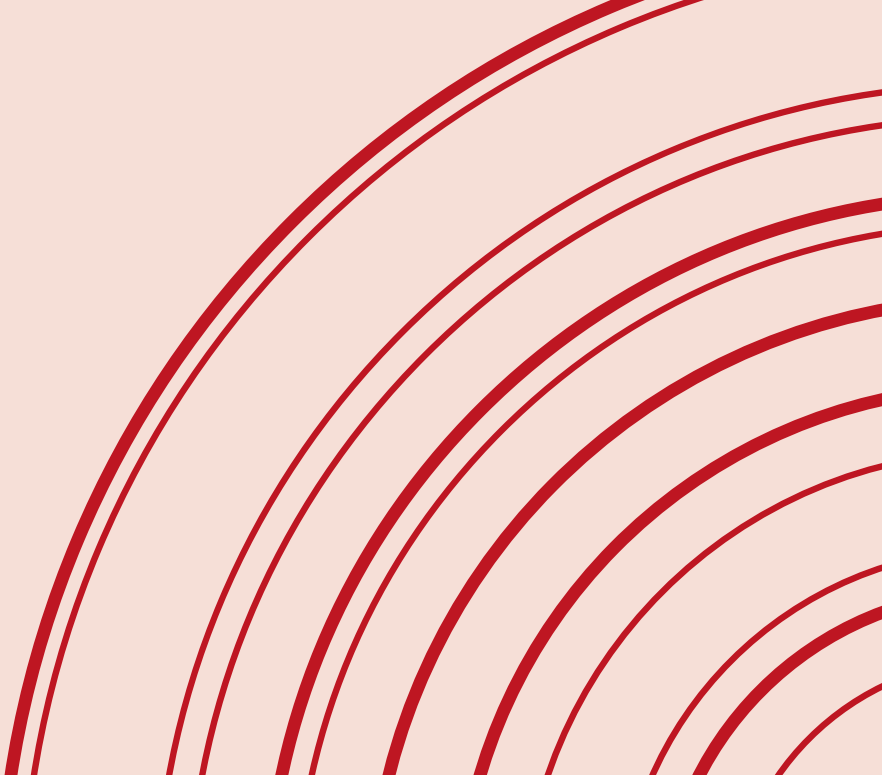
supervision for NIPS staff in their casework with individual prisoners. The NIPS also needed to do more to fully integrate the important role of residential officers to contribute to the PDM and successful prisoner resettlement.

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.



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