



Seirbhís Phríosúin na hÉireann  
**IRISH PRISON SERVICE**



Ministère de la Justice et de l'Égalité  
Minister of Justice and Equality

### **Oversight Agreement 2018**

**between the Irish Prison Service (IPS) and the Department of Justice and Equality**

## Part I – Oversight Agreement

### 1. Introduction

- 1.1 Political responsibility for the prison system in Ireland is vested in the Minister for Justice and Equality. The Irish Prison Service (IPS) is an executive agency of the Department of Justice and Equality.
- 1.2 The IPS deals with male and female offenders who are 18 years of age or over. There are 13 institutions in the Irish prison system consisting of 10 traditional "closed" institutions and two open centres, which operate with minimal internal and perimeter security. There is also a "semi-open" facility which is temporarily closed (the Training Unit). The majority of female prisoners are accommodated in the Dóchas Centre with the remainder accommodated in Limerick Prison.
- 1.3 The IPS operates within a statutory framework comprising:
1. the Prisons Acts, including the Prisons Act, 2007;
  2. relevant provisions in other statutes such as the Prisons (Visiting Committees) Act, 1925, the Criminal Justice Act, 1960, the Criminal Justice (Miscellaneous Provisions) Act, 1997, the Criminal Justice Act, 2007, other criminal justice acts and the Transfer of Sentenced Persons Acts, 1995 and 1997;
  3. the Prison Rules, 2007, as amended; and
  4. the European Convention on Human Rights Act 2003.
- 1.4 For persons held on immigration related matters the main legislative provisions are the Immigration Acts 1999, 2003 and 2004, their associated regulations, the Illegal Immigrants Trafficking Act 2000 and the International Protection Act 2015.

1.5 The Prison Service also takes due account of various international human rights treaties, declarations, standards and recommendations, including:

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

1.6 The IPS is headed by a Director General under a new Directorate structure, supported by 5 Directors (Prisoner Care and Sentence Management, Custody and Security, Finance Estates and Procurement, Human Resources and Corporate Support and IT). Two previously vacant Director posts (Human Resources and Finance Estates and Procurement) are now filled since January 2018.

1.7 The IPS is administered centrally with its headquarters located in Longford.

## **2. Role of the Irish Prison Service within the Justice & Equality sector**

### **2.1 Role**

The Department of Justice and Equality has responsibility for the strategic development of penal policy in Ireland and for driving the implementation of penal reform. The aim of the Department's penal policy is to make Ireland a safer and fairer place.

While punishment for those who commit crime is a central element of our justice system, the rehabilitation and reintegration of offenders is at the core of our penal system. This is the best way to achieve a reduction in re-offending. To achieve this the Department works with key agencies involved which are the Irish Prison Service and the Probation Service. The Irish Prison Service is key to achieving the high level goal of implementing the recommendations of the Strategic Review of Penal Policy. It is the role of Prisons and Probation Policy Division within the Department to encourage a whole of Government approach in addressing offending behaviour including reducing reoffending.

## **2.2 Mission**

The IPS is an executive agency of the Department of Justice and Equality. The IPS's mission is to provide safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities.

## **2.3 Vision**

The IPS's vision is a safer community through excellence in a prison service built on respect for human dignity. This Vision is underpinned by the organisations values which are teamwork, integrity, potential, safety and support.

# **3. Corporate Governance**

## **3.1 Roles and Responsibilities**

### *Accounting Officer*

The IPS has its own Vote (Vote 21) and the Department's Secretary General is the Accounting Officer. The Accounting Officer is responsible for the safeguarding of public funds and property under his control, for the efficiency and economy of administration by his Department and for the regularity and propriety of all transactions in the appropriation account. Further external scrutiny and governance is provided through the submission and analysis of the Financial

Statements to the Comptroller and Auditor General and ultimately to the Oireachtas through the Public Accounts Committee.

#### *The Director General*

The Director General is the most senior civil servant in the Irish Prison Service. The Director General is appointed by the Minister following a competitive process to run the Prison Service and to undertake the functions of the Director General governed by the Prison Rules 2007. The Public Services Management Act also empowers the Secretary General to assign the Director General responsibility for the performance of his/her functions.

The Director General will furnish a Compliance Statement to the Minister, in conjunction with the IPS's annual report, outlining any significant developments in the preceding year and affirming the IPS's compliance with relevant codes and regulations, in accordance with the Code of Practice for the Governance of State Bodies (2016), in particular addressing relevant requirements of paragraph 1.9 of the 'Business & Financial Reporting Requirements' Annex to the 2016 Code of Practice for the Governance of State Bodies.

#### *Directors*

There are 5 Directors supporting the Director General. These are Prisoner Care and Sentence Management, Custody and Security, Finance Estates and Procurement, Human Resources and Corporate Support and IT. Each Director has responsibility for a particular Directorate in the Irish Prison Service and devolved budgetary responsibility for related expenditure. Directors are responsible for ensuring there is an embedded business planning management process in their own Directorates and that this process is regularly monitored.

#### *IPS Executive Management Team*

This group comprises the Director General, all Directors and Campus Governors and are responsible for overseeing the IPS's Strategic and Business process and to ensure that it is operating as intended, to regularly review the Strategy and Business objectives and to

periodically review the content of Directorates and Institutions Business Plan and risk management. All proposals coming before the EMT are critically analysed and challenged and all implications considered to ensure that decisions align with the IPS strategic objectives. Where necessary, on foot of decisions reached, resource re-alignment or re-allocation is also considered. The Executive Management Team considers the proposals emanating from the Strategy and Policy Group and is the ultimate decision making body in this regard. This ensures an integrated decision making process.

#### *IPS Strategy and Policy Group*

The Strategy & Policy Group (comprising of Governors, Principal Officers and Directors) provide a forum for considering service wide issues, brainstorming, developing options, sharing information, coordinating resources, identifying dependencies, outlining concerns and a range of other functions.

#### *IPS HQ Management Team*

At Headquarters level the management team – comprising all Directors, POs and AP representatives from each Directorate and Business area - meet on a monthly basis. The management team operates as an effective channel to disseminate IPS wide information, proposals and developments to senior HQ staff and acts as a conduit for channelling issues from HQ to the Strategy Policy Group for deliberation. It also reviews strategic business planning and risk management periodically.

#### *Prison Management Team*

Each institution has a Prison Management Team, which meets on at least a monthly basis. The group comprises the prison management team and functional heads (e.g. Head Teacher, Senior Psychologist, Chaplain, and Senior Probation Officer). This group maintains an overview on the management and operation of the prison. The Governing Governor uses this forum to carry out prison business planning and risk management and disseminate IPS wide information, developments, policy etc. to the management team. The forum provides an opportunity to

identify/consider issues which may warrant further consideration by the Strategy and Policy Group.

### **3.2 Statement of Strategy**

In accordance with Section 1.17 of the Code of Practice for the Governance of State Bodies, IPS should adopt a Statement of Strategy every three to five years. A copy of the Statement of Strategy should be submitted to the Minister for consideration before its formal adoption. The current Statement of Strategy for IPS covers the period 2016 - 2018.

The Irish Prison Service Strategic Plan 2016 – 2018 Creating a Better Environment, Communications and Engagement Plan 2016 – 2018, Psychology Strategy 2016 – 2018, Joint IPS/ETBI Education Strategy 2016 – 2018 and Capital Strategy 2016 – 2021 were launched by the Minister on 27 June 2016. A Social Enterprise Strategy 2017 – 2019 “A new way forward” was launched in May 2017.

### **3.3 Draft Unaudited Financial Statements**

Draft unaudited annual financial statements should be submitted to the Department not later than two months after the end of the relevant financial year, in accordance with the *Code of Practice for the Governance of State Bodies* (1.4 (ii) – ‘Business and Financial Reporting’ Annex).

### **3.4 Annual Report and Accounts**

Section 6 of the Code of Practice requires the IPS to make a report to the Minister for Justice and Equality (“the Minister”), not later than four months after the end of the relevant year, in relation to the performance of the functions and activities of IPS during the preceding year.

### **3.5 Reporting Requirements – Annual Report**

In accordance with Appendix A of the ‘Business & Financial Reporting’ Annex to the *Code of Practice for the Governance of State Bodies*, the Annual Report should include:

- i. Confirmation that this Oversight Agreement has been reached with the Department of Justice and Equality and, in particular, indicating IPS's level of compliance with the requirements of the Code of Practice for the Governance of State Bodies;
- ii. Confirmation that an appropriate assessment of IPS's principal risks has been carried out, including a description of these risks, where appropriate and associated mitigation measures or strategies;
- iii. Confirmation that the IPS is adhering to the Public Spending Code; and
- iv. Confirmation that the IPS is in compliance with relevant tax law,
- v. Statement under section 42 Irish Human Rights and Equality Act 2014.

### **3.6 Reporting Requirements – Financial Statements**

In accordance with Appendix B of the 'Business & Financial Reporting' Annex to the *Code of Practice for the Governance of State Bodies*, the Financial Statements should include:

- i. Aggregate pay bill, total number of employees and compensation of key management level;
- ii. Total Costs incurred in relation to travel, subsistence and hospitality;
- iii. Details of expenditure on external consultancy/adviser fees;
- iv. Details of the number of employees whose total employee benefits for the reporting period fell within each band of €10,000 from €60,000 upwards;
- v. Details of termination/severance payments and agreements with a value in excess of €10,000, made within the period.

### **3.7 Internal Audit**

The Department's Internal Audit Unit provides support to the IPS in monitoring and reviewing the effectiveness of the IPS's arrangements for governance, risk management and internal control. Any audit work will be agreed between the Director General and the Head of Internal Audit in the Department. The Audit Unit will, subject to resources, carry out the audits within an agreed timeframe.



### **3.8 Audit and Risk Committee**

A Risk Management Committee comprising the Director General, all Directors and Campus Governors are responsible for overseeing the IPS's risk management process and ensuring that it is operating as intended. The Risk Committee regularly review the Corporate Risk Register and periodically review the content of Directorates and Institutions risk registers. The Risk Committee is representative of different functional areas within the Irish Prison Service. The Committee meets at least four times a year and any member of the Committee or the Director General may call additional meetings.

In accordance with the Code of Practice for the Governance of State Bodies, the Risk Committee should have written terms of reference which clearly outline the committee's authority and duties. The role of the Committee is to ensure that the interests of Government and other stakeholders are fully protected in relation to business and financial reporting and internal control.

### **3.9 Protected Disclosures**

In accordance with Section 21(1) of the Protected Disclosures Act 2014, IPS have established and maintain appropriate Protected Disclosures Procedures for the making of protected disclosures by workers who are or were employed by IPS and for dealing with such disclosures. A Report on Protected Disclosures received in the Irish Prison Service is published each year in accordance with section 22 of the Protected Disclosure Act 2014. The Irish Prison Service is currently reviewing its procedures and intend to have the revised policy in place by Q1 2018.

### **3.10 Governance Obligations**

As an agency operating under the aegis of the Minister, IPS is subject to a range of statutory and corporate governance obligations including the 2016 *Code of Practice for the Governance of State Bodies*. IPS will ensure that all the necessary obligations, including those for risk management and the Public Spending Code are fully complied with.

### **3.11 Children First**

On 11 December 2017 the Children's First Act came into force. This legislation puts the protection and welfare of children at the centre of all our interactions with families and children and is a key part of our Strategic Plan.

### **3.12 Compliance Statement to the Minister**

To confirm compliance (or otherwise) with key provisions of the Code of Practice for the Governance of State Bodies, the Director General will complete, on an annual basis, a Compliance Statement to the Minister in order to provide assurance to the Department that the systems of internal control, risk management and other areas of compliance are operating effectively. This report will address all of the requirements of paragraph 1.9 of the '*Business & Financial Reporting Requirements*' Annex to the *Code of Practice for the Governance of State Bodies*.

### **3.13 Provision of Information to Members of the Oireachtas**

In accordance with D/PER Circular 25/2016 - *Protocol for the Provision of Information to Members of the Oireachtas by State Bodies under the aegis of Government Departments/Offices*, IPS are obliged to:

- i. Provide and maintain a dedicated email address. [info@irishprisons.ie](mailto:info@irishprisons.ie) for Oireachtas members.
- ii. Put in place formal feedback processes to obtain feedback from Oireachtas members.
- iii. Comply with target deadlines and standards in terms of acknowledgements and responses to queries.
- iv. Edel Higgins, Assistant Principal has been assigned within IPS responsibility for ensuring the timely provision of information to members of the Oireachtas.
- v. Report annually (in the Compliance Statement to the Minister) on compliance with standards set out in Circular 25/2016.
- vi. Seek, where appropriate, to publish the response to queries from members of the Oireachtas on IPS's website.

3.14 Governance obligations will also be reviewed as part of the overall monitoring process of this Oversight Agreement itself.

**3.15 Comply or Explain**

- (i) Having regard to the fact that the IPS is an executive agency of the Department of Justice and Equality, whose Accounting Officer is the Secretary General, it has been deemed appropriate that, subject to resources, the Department's Internal Audit Unit will provide support to the IPS in order to satisfy the relevant requirements of the Code of Practice for the Governance of State Bodies.
- (ii) The Director General will submit a Compliance Statement to the Minister, in conjunction with the IPS's Annual Report. This Compliance Statement will satisfy the requirement for the Chairperson's Comprehensive Report to the Minister, as prescribed by the Code of Practice.

## **Part II - Performance Delivery Agreement**

### **4. Objectives of the Agreement**

The objectives of the Irish Prison Service are aligned to the objectives of the Department in the provision of penal policy.

This Agreement documents an agreed level of service between the parties in order to facilitate improved effectiveness and efficiency of relevant public services.

The key objectives of this Agreement are:

- To define the Department of Justice and Equality's expectations of the Irish Prison Service;
- To define the inputs, outputs and expected outcome of the Irish Prison Service's activities;
- To support the Irish Prison Service to carry out its functions;
- To assess performance of those functions through monitoring of agreed targets, outputs and outcome indicators; and
- To improve the effectiveness and efficiency of public services.

### **5. Commitments**

#### **5.1 Mutual Commitments**

- Both parties commit to proactive and timely communications, cooperation and information sharing on service delivery.
- Both parties support the effective achievement of agreed targets, as well as the promotion of partnership, responsiveness and mutual cooperation in their ongoing interactions.
- Both parties support prompt and timely responses to correspondence, information requests and related matters.
- Both parties commit to keep each other fully apprised and updated on all key issues.

The annual budgetary provision for the Irish Prison Service will form part of the estimates for the Justice and Equality Vote and the requirements of the Service will be considered in that context.

## 5.2 Department of Justice and Equality Commitments

The Department will provide the following supports to IPS to enable it deliver on its objectives:

- Provide dedicated support from within the Prisons and Probation Policy Division;
- Liaise with the Department of Public Expenditure and Reform to ensure as far as possible, timely sanction for expenditure and staffing in line with Public Financial Procedures and Public Service Numbers policy;
- Liaise with the Irish Prison Service in relation to agreed policy objectives;
- Liaise with the Irish Prison Service in relation to Public Service Reform initiatives; and
- Ensure an appropriate Governance basis to allow the Irish Prison Service to carry out its functions effectively and to implement Government and Ministerial Policy.

## 6. Inputs

### 6.1 Financial Inputs

The following table summarises IPS's budget allocation for 2018.

Expenditure	2018 Budget Allocation
Pay	€249,283,000
Capital	€24,330,000
Non-Pay	€67,558,000
<b>Sub-Total</b>	<b>€341,171,000</b>
<b>Total</b>	<b>€341,171,000</b>

## 6. 2 Staffing Resources as at end September 2017

Figures end September 2017	
Prison Grades Total	3066.28
Non Prison Grades Total	44.06
HQ Total	108.43
Figures end September 2017	<b>3218.77</b>

## 7. High Level Goals & Objectives

**Prison Service Mission:** To provide safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities.

The IPS have identified four key strategic objectives in its Strategy Statement 2016-2018.  
The current work programme to implement the key Strategic Objectives is outlined below.

**7.1 Strategic Objective 1-** Staff support. We will promote open, respectful, competent, supportive, fair and inclusive behaviour at all levels of the organisation to ensure our staff feel engaged, supported, valued and appreciated.

Goals	Actions	KPIs	Target
-------	---------	------	--------

1.1 We will create a work environment that is centered on <b>open</b> , two-way communications to build unity in our Service	<p>Develop and implement an Employee Engagement Programme to ensure all staff are involved in our organisation's development.</p> <p>This programme will form part of a new comprehensive Communications Plan, to include new structures for communication to ensure all staff can participate in the shaping of policy and strategy at local and national level.</p>	<p>Give our staff a voice through:</p> <ul style="list-style-type: none"> <li>• Increased management briefings and team meetings.</li> <li>• the introduction of Senior Management establishment visits and forums</li> <li>• Enhanced ICT including redeveloped Intranet, Electronic Notice boards</li> <li>• Assign a staff member in each location with responsibility for coordinating communications</li> <li>• Explore options for the introduction of work place forums in all locations.</li> </ul>	<p>Communication plan in place.</p> <p>2018 and onwards</p>
1.2 We will create a work environment that is centered on <b>dignity and respect</b> with clear standards of behaviour and ethics in place for staff, management & the organisation	<p>Promote the Council of Europe Code of Ethics for Prison Staff on all issues.</p> <p>Appoint Dignity at Work Advisors in all prisons to provide advice and support regarding acceptable behaviour</p>	<ul style="list-style-type: none"> <li>• Introduce a <i>Code of Conduct and Excellent Standard of Behaviour</i> to set out what is expected of each individual in relation to behaviour, what to expect in relation to the behaviours of others and the mechanisms to deal with behavioural issues.</li> <li>• Provide training for managers and introduce enhanced mediation services and the provision of conflict coaching for Staff Support Officers.</li> </ul>	<p>Q1 2018</p> <p>Completed 2017</p>
1.3 We will create a work environment in which all staff and	Introduce a Competency Framework to guide & inform recruitment, training, performance	<ul style="list-style-type: none"> <li>• Recruitment of highly experienced operational staff into the College;</li> </ul>	Competency framework completed for RPOs 2017 -

managers have the <b>competencies</b> required to support the achievement of the organisation's objectives	<p>management &amp; promotion practices</p> <p>Restructure and enhance the Irish Prison Service College role in line with Inspector of Prisons Report on Organisational Culture.</p> <p>Roll out a more structured approach to the design, scheduling and delivery of training to operational staff.</p> <p>Provide ongoing Continuous Professional Development programmes and mentoring to staff.</p> <p>Provide opportunities for staff to avail of external learning and development opportunities</p> <p>Provide professional induction training to Recruit Prison Officers</p>	<ul style="list-style-type: none"> <li>Recruit an experienced Senior Psychologist into the IPSC</li> <li>External recruitment of specialised posts including an Organisational Psychologist, a Health Safety Trainer and a Legal and Professional Standards Trainer.</li> <li>Design and deliver training packages grounded in psychological approaches to enhance staff competency and confidence in dealing with female prisoners, members of the travelling community, older prisoners, younger prisoners, violent prisoners, prisoners with mental health difficulties, those convicted of sexual offences, etc</li> </ul>	<p>Other grades 2018</p> <p>Recruitment OP, H&amp;ST completed 2017, LPST 2018</p> <p>Structured approach to training developed 2017 being progressed 2018</p>
1.4 We will create a <b>supportive</b> work environment that protects and promotes	In line with the 'Healthy Ireland' framework for improved health and wellbeing 2013 - 2025 we will introduce a Well Being at Work Policy and framework to promote the wellbeing of staff	<ul style="list-style-type: none"> <li>Workplace programmes identified to deliver interventions to raise awareness, enhance support for mental, emotional and physical health.</li> <li>Awareness developed regarding stress management and resilience</li> </ul>	<p>Policy Q 2 2018</p> <p>Programmes in Place CISM, Inspire 2017</p>



the wellbeing of all staff		<p>techniques Critical Incident Stress Management Programme introduced for all staff and enhance the supports currently available</p> <ul style="list-style-type: none"> <li>• Budget provided for enhanced staff facilities.</li> <li>• Policy to stimulate creativity and reward innovation and professionalism through an enhanced Staff Recognition Scheme for all employees</li> </ul>	<p>Completed</p> <p>Completed</p> <p>2018</p>
1.5 We will create a work environment which is <b>fair and inclusive</b> where all staff receive equal treatment & enjoy the same rights	Introduce meaningful and relevant initiatives aimed at promoting and supporting fair and inclusive behaviour	<ul style="list-style-type: none"> <li>• Develop and implement strategy to address the findings of the Equality and Diversity Survey</li> </ul>	Q 2 2018
1.6 We will create a <b>safer working environment</b> for staff by ensuring that the necessary steps are taken to ensure the health, safety and wellbeing of all working within our prisons	<p>Implement the recommendations contained in the State Claims Agency Review of Assaults on Prison Staff by Prisoners.</p> <p>Enhance compliance with road safety and health and safety legislation and maintain a fleet of vehicles which are fit for purpose thereby enabling the safe and secure movement of prisoners.</p>	<ul style="list-style-type: none"> <li>• Develop and provide a multidisciplinary risk management approach to deal with violent, highly disruptive and high risk prisoners. VDP unit under consideration.</li> <li>• Examine proposals to remove the most significantly disruptive, challenging, and dangerous prisoners from general population, and manage them in a small and highly supervised unit</li> <li>• maintain our occupational health and safety management system and ensure that the policies and procedures set out therein</li> </ul>	<p>Ongoing</p> <p>2018 as part of 2 year process</p> <p>2018 ongoing</p>

	<p>Ensure that the unique <b>health and safety risks</b> of operating in the Irish Prison Service are clearly identified, understood and mitigated by the implementation of appropriate control measures. Specifically we will:</p> <p>Introduce a Drug and Alcohol Policy to ensure that an open and non-discriminatory environment is created and a culture of disclosure is encouraged</p>	<p>will be implemented, operated, checked, audited and reviewed in accordance with the objective of ensuring continual improvement</p> <ul style="list-style-type: none"> <li>• Training on the IPS Health and Safety Management System on all induction and career development course</li> <li>• Refresher training delivered to all staff on the IPS Health and Safety</li> </ul>	<p>Included 2017</p> <p>2017 and ongoing</p>
--	---	---	--

**7.2 Strategic Objective 2- Prisoner Support.** We will place renewed emphasis on prisoner rehabilitation. We will ensure prisoners are detained in line with the law, human rights obligations and the prison rules. We will maximise safe and secure custody through the maintenance of good order and discipline.

Goals	Actions	KPIs	Target
2.1 We will implement <b>enhanced sentence planning</b> processes to maximise the	Implement the Integrated Sentence Management Policy	<ul style="list-style-type: none"> <li>• Implement an Integrated Sentence module on the Prisoner Information Management</li> </ul>	In progress 2018

potential engagement of prisoners in constructive and structured activities during their time in custody, with a specific focus on identifying and addressing underlying risk factors and promoting protective factors.	<p>Support the ISM Officer role to dedicated management support in prisons.</p> <p>Recruit Assistant Psychologists to undertake more comprehensive strengths, needs and risk assessments and develop sentence management plans with a cohort of those in Prison as agreed with the multidisciplinary team.</p> <p>Examine the system in place to manage the sentence of prisoners serving life imprisonment</p>	<p>System and all services (operational, therapeutic and medical) to ensure that all relevant data pertaining to individual prisoners is regularly inputted</p> <ul style="list-style-type: none"> <li>Working group (Department, Probation, IPS, established for sentence management of life sentenced prisoners and initiatives developed</li> </ul>	2017
2.2 We will commence the implementation of the recommendation contained in "New Connections – Embedding Psychology Services & Practice in the IPS". We will maximise the potential contribution of psychology services to key prison and community through care initiatives	<p>Review the structure of the IPS Psychology Service in line with the New Connections report and increase the resources assigned to the Psychology Service to support the Service.</p> <p>Work in collaboration with multidisciplinary colleagues to engage in proactive sentence planning with Assistant Psychologists undertaking structured assessments to inform sentence plans for an agreed cohort of individuals in prison.</p> <p>Work in collaboration with our multidisciplinary</p>	<ul style="list-style-type: none"> <li>Variety of interventions provided by the Service broadened, including prison to community transition support</li> <li>Interventions and intervention pathways for an increased number of violent and sexually violent offenders developed, in collaboration with the appropriate prison and community agencies</li> <li>Development of mental health interventions across</li> </ul>	<p>Review of psychology service ongoing into 2018</p> <p>2017 and ongoing</p> <p>2017 and ongoing</p>

	<p>colleagues to promote coherent co-ordination of service provision within each prison.</p> <p>Support the creation of a responsive correctional environment by ensuring</p> <p>Senior Psychologists are recognised as members of the prison senior management team.</p>	<p>the prison estate in collaboration with key stakeholders – mental health programme rolled out</p> <ul style="list-style-type: none"> <li>• Senior Psychologist member of SPG and also assigned to the IPSC on a part time basis to support change in culture and attitude, and staff knowledge and understanding of prisoner rehabilitation</li> </ul>	completed
<p>2.3 We will aim to maximise the unique opportunity that Prison provides to support individuals to address their <b>addiction</b> through the availability of a comprehensive range of treatment options across the prison estate.</p>	<p>Progress the recommendations of the Review of Drug and Alcohol Treatment Services for Adult Offenders in Prison and in the Community.</p> <p>We will develop appropriate interventions for offenders presenting with co-morbidities (e.g. alcohol, and/or drug abuse combined with mental health issues).</p> <p>Invest in new technologies in order to combat the smuggling of contraband into our prisons including exploring new screening and detection equipment.</p> <p>Review Drug Treatment Programme.</p>	<ul style="list-style-type: none"> <li>• Progress the development of a Therapeutic Community within the Mountjoy Campus.</li> <li>• In conjunction with addiction service providers develop a broader harm reduction strategy to include education, health &amp; wellbeing &amp; pre-release planning</li> <li>• Implement a prison wide system of random drug testing which can support positive prisoner choices, and assist in making prisons a safer environment</li> </ul>	2018 and ongoing

	<p>Develop shared care approach with the HSE to ensure seamless transition between custody and community for prisoners.</p> <p>Review Care Planning and the development of a shared care approach between community and custody between the IPS and HSE.</p>		
2.4 In collaboration with the HSE Mental Health Services, the IPS will further develop services for prisoners suffering from mental health difficulties and improve procedures for continuing care on release	<p>In collaboration with the HSE aim to secure dedicated in-reach consultant led mental health services to all closed prisons and provide appropriate discipline support.</p> <p>Roll out mental health awareness training to all staff.</p> <p>Recruit Assistant Psychologists, who under the supervision of qualified Psychologists will increase the number of those in prison accessing therapies for mental health difficulties In collaboration with the Samaritans, Establish a Listener peer support scheme in every prison</p>	<ul style="list-style-type: none"> <li>Options discussed, D/Health and D/Justice notified of risk to IPS</li> <li>Mental Health training developed and rolled out as part of 3 year programme</li> <li>Assistant Psychologists recruited</li> <li>Presentation on Listener scheme given to SPG May 2017, champion identified in each prison</li> </ul>	<p>2018 onwards</p> <p>2017 and ongoing</p> <p>2018 in progress</p>
2.5 We will ensure that <b>older prisoners</b> are identified as a specific group of individuals who have particular needs	<p>Finalise and implement an Older Prisoner Strategy.</p> <p>The HSE in conjunction with the IPS will seek to provide</p>	<ul style="list-style-type: none"> <li>Training Unit temporary closed for repurposing to develop a specific setting for older prisoners, which</li> </ul>	2018 in progress

within the prison population	<p>specialist general and mental health services for older adults in prison.</p> <p>Forge strong strategic links with statutory and community services critical to effective care provision for older persons in custody</p>	would provide a more coordinated response to our aging prison population and their attendant medical needs	
2.6 In conjunction with the Probation Service and the community/voluntary sector, we will enhance services to travellers through the <b>Travellers in Prison Initiative (TPI)</b>	<p>Pilot an initiative to better capture information on travellers on committal.</p> <p>Develop a family support toolkit for families affected by imprisonment.</p> <p>Examine training requirements to develop increased understanding by our staff of specific issues impacting on travellers.</p> <p>Increase access to services for travellers in custody through the provision of more culturally responsive interventions</p>	<ul style="list-style-type: none"> <li>• particular issues faced by female travellers in custody examined by working group</li> <li>• peer supporters for travellers in custody established</li> </ul>	2017 and ongoing to 2018
2.7 We will work in partnership with our community partners and the relevant justice agencies to agree targeted measures to facilitate the rehabilitation of <b>young offenders</b> (with an initial focus on 18 – 21 year olds)	<p>Complete the transition of 17 year olds from prison to Oberstown</p> <p>Work to improve and better integrate sentence planning for this specific cohort of prisoners</p>	<ul style="list-style-type: none"> <li>• Transition completed and signed by Minister.</li> <li>• Working group established to develop young adult policy</li> </ul>	<p>Q2 2017</p> <p>2018</p>

and their effective and safe transition from custody to community			
2.8 We will provide a <b>safe and inclusive environment for all minority groups</b> and develop appropriate placement policies	<p>Establish working group for LGBT prisoners taking account of the recommendations in the IPRT Report .</p> <p>Extend existing human rights training for prison staff to include the needs, rights and experiences of minority group prisoners make specific supports and resources available for minority group prisoners including access to appropriate in-reach services</p>	<ul style="list-style-type: none"> <li>Working group established, policy to be developed</li> <li>Enhance training developed in conjunction with Waterford IT</li> </ul>	<p>Q 3 2018</p> <p>2017 and ongoing 2018</p>
2.9 We will ensure compliance with domestic and international human rights obligations and best practice in relation to <b>prisoners requiring protection</b>	<p>Review and put forward proposals to amend the Prison Rules 2007 for consideration to take into account international best practice with particular reference to the United Nations Standard Minimum Rules for the protection of Prisoners (Mandela Rules)</p> <p>Review the complex area of prisoners on protection and to reduce this number in as far as possible while</p>	<ul style="list-style-type: none"> <li>Amendment to Prison Rules – Elimination of Solitary confinement in the Irish Prison Service policy in place</li> </ul> <p>Amendment to rule 27.1 signed by Minister</p> <ul style="list-style-type: none"> <li>Working group established in relation to Protection Prisoners, Report developed and in progress</li> </ul>	<p>Q3 2017</p> <p>Ongoing 2018</p>

	<p>continuing to ensure safe and secure custody.</p> <p>Maintain our commitment to reducing the length of time individual prisoners are subject to restrictive regimes</p>		
2.10 We will increase the <b>employment opportunities</b> for ex-prisoners through social enterprises and other initiatives	<p>Establish a Steering Group to explore strategies to progress social enterprise and other employment opportunities and greater alignment between the accreditation provided at prison level and Department of Social Protection activation measures</p> <p>Examine the potential to establish new social enterprises to promote the sale of products from the Prison Service</p> <p>Proactively engage with employers to provide employment to ex-offenders</p>	<ul style="list-style-type: none"> <li>• Publish the Social Enterprise Strategy 2017 – 2019 “A new way forward”</li> <li>• Pilot the use of social clauses in contracts awarded to external service providers, where appropriate, and potential use of social enterprise preference in some contracts awarded to increase employment for ex-offenders</li> </ul>	<p>Q2 2017</p> <p>2018 ongoing</p> <p>2017 ongoing via IASIO</p>
2.11 We will ensure that all <b>releases from prison</b> are planned to facilitate the safe and effective transition of a prisoner from custody to community.	<p>Continue to develop the integration of our IT systems to facilitate our partners and service providers to contribute relevant information on prisoner interaction and engagement.</p> <p>The IPS Prisoner Release Policy, Protocols &amp; SOPs (which provide prescriptive information and a step by</p>	<ul style="list-style-type: none"> <li>• Prisoner release policy implemented for effective sentence management by IPS decision makers</li> <li>• Working group established and progressing same</li> <li>• Joint Strategy 2018 – 2021 currently</li> </ul>	<p>May 2017</p> <p>2018</p>



	<p>step guide to staff) to be implemented to enable more planned releases from custody.</p> <p>Engage with the Probation Service and other relevant community agencies to facilitate appropriate services and access to programmes &amp; strengthen and extend the Community Return and Community Support Programmes.</p> <p>Agree protocols with local authorities to better facilitate access to accommodation for prisoners on release</p>	<p>being developed with Probation</p> <ul style="list-style-type: none"> <li>• Implement agreed arrangements with both HSE and DSP to ensure that prisoners on release have access to appropriate services</li> <li>• Support the IPS Psychology Service to provide limited transitional support from custody to the community</li> </ul>	<p>2018</p> <p>2017</p>
<p>2.12 We will work to assist the <b>families</b> of offenders in maintaining stable relationships by offering prisoners and their partners an opportunity to invest in developing the family unit</p>	<p>Develop a mechanism to seek input and feedback from families of prisoners.</p> <p>Invest in infrastructural improvements to visitors' areas in prisons, to make them more family friendly.</p> <p>Amend visiting times to better facilitate school going children</p> <p>Finalise &amp; implement a Child Protection Policy for the Service.</p>	<ul style="list-style-type: none"> <li>• Evaluation of the first Family Links Programme in Limerick completed. in partnership with CDI, Bedford Row and University of Limerick</li> <li>• Roll out of the Family Links programme to prisons complete. Draft policy in development</li> </ul>	<p>2017</p> <p>2018</p>

2.13 We will enhance <b>cooperation and co-ordination</b> with other elements of the <b>Criminal Justice System</b> including (i) the Statutory, Community and Voluntary sector to promote joint integrated responses to crime (Joint Agency Response to Crime) (ii) the Cross Justice Efficiency Group	Participate in J-ARC initiatives in conjunction with our criminal justice partners.	<ul style="list-style-type: none"> <li>The number and range of J-ARC initiatives extended</li> </ul>	2017
	<p>Maximise the synergy of sentence planning and prison based interventions with those in the community</p> <p>Actively support the development of strengthened communication channels with our criminal justice partners.</p>	<ul style="list-style-type: none"> <li>Explore and develop appropriate responses to enable greater efficiencies e.g. video conferencing</li> </ul>	2018

**7.3 Strategic Objective 3- Victim support.** We will engage openly and meaningfully with registered victims of crime, in line with the EU Victims Directive, recognising their concerns and right to be understood and treated with respect and dignity.

Goals	Actions	KPIs	Target
3.1 To engage openly and meaningfully with registered victims of crime, in line with the EU Victims Directive, recognising their concerns and right to be understood and treated with respect and dignity	<p>Work in collaboration with our criminal justice partners and in line with legislation to give effect to the European Directive (2012/29/EU) to provide an appropriate, timely and effective response to all victim requests and concerns.</p> <p>Registered victims will be advised as a matter of course, of significant developments in a prisoner's sentence management including transfers and approaching release dates</p>	<ul style="list-style-type: none"> <li>In cooperation with the Probation Service developed a joint information leaflet on the services available to victims. This leaflet also reference cases of Domestic, Sexual and Gender Based Violence.</li> </ul>	2017

3.2 We will provide prisoners with an avenue to make reparations to the community	Introduce Victim led Prison based Restorative Practice schemes	<ul style="list-style-type: none"> <li>• Address and take responsibility for their offending behaviour</li> <li>• Raise victim awareness among the prison population</li> </ul>	2018 ongoing
---	--	---	--------------

**7.4 Strategic Objective 4- Enhancing Organisation Capacity.** We will ensure that the Irish Prison Service has the systems, structures, processes & culture in place to support a just, proportionate and humane penal system, which will contribute to the overall goal of reduced offending.

Goals	Actions	KPIs	Target
4.1 We will develop and embed systems, structures, processes, procedures and culture to support the delivery of the Organisation's Vision, Mission and Values	Review and strengthen our governance structures in order to strengthen the overall efficiency, effectiveness, cohesiveness and accountability of the Service.	<ul style="list-style-type: none"> <li>• Mazars report completed</li> <li>• Department of Justice working group report completed</li> </ul>	Q1 2017
	Review and strengthen our existing management and organisation structure with reference to the Inspector of Prisons Report on Organisational Culture.	IPS One Plan developed	Q2 2017
	Review the existing administrative staffing model (PASO grade) the Prison Service Escort Corps and the Operational Support Group		implementation 2018 and onwards

4.2 We will enhance oversight of the Irish Prison Service	<p>Review the complaints procedure for prisoners with a view to introducing a greater involvement and oversight by an independent body.</p> <p>Consider the recommendations of the Inspector of Prisons and the European Committee for the Prevention of Torture.</p> <p>Where possible and appropriate we will publish policy documents that relates to prisoner management and welfare</p>	<ul style="list-style-type: none"> <li>Liaison with the Ombudsman Office, complaints procedures being reviewed</li> </ul>	2017 and ongoing 2018
4.3 We will develop and implement a <b>Strategic People Plan</b> to assist in achieving the mission and objectives of the organisation and meeting the needs of staff	Develop and implement a Strategic People Plan in order to integrate human resource management strategies and systems to embed the organisation's values, achieve our overall mission, and support the delivery of our Strategic Plan while ensuring we meet the needs of our employees	<ul style="list-style-type: none"> <li>People plan developed, implementation ongoing</li> </ul>	Q3 2017
4.4 We will work with our criminal justice partners to progress the recommendations of the <b>Strategic Review of Penal Policy</b> in order to help achieve the overall goal of developing and sustaining a just, proportionate and humane penal system to contribute to the reduction of reoffending	<p>Promote interagency co-operation especially with the Probation Service in the management and rehabilitation of offenders</p> <p>Continue to improve standards of accommodation in our prisons with a particular emphasis on Limerick and Portlaoise prisons</p> <p>Publish a strategy for the reduction in use of restricted regimes.</p>	<ul style="list-style-type: none"> <li>Reduce the numbers in prison to safe custody levels (in line with IOP recommendations)</li> <li>Capital Plan 2018 – 2021 developed</li> <li>Funding identified in Budget 2018</li> </ul>	2017 and ongoing capital plan  2018 ongoing

	Introduce step down/open facilities for female offenders		
4.5 Ensure that the <b>provision of services and supports to prisoners</b> - including education, work training, healthcare, psychology, drug treatment, Samaritans Listener Scheme, Red Cross etc. - are adequately resourced	<p>Review our staff deployment model to prioritise and support consistent service provision to prisoners.</p> <p>We will take every measure to ensure that we have achieved full staff attendance to ensure consistent service provision.</p> <p>Maximise the prison day and achieve a greater out of cell time for prisoner</p>	<ul style="list-style-type: none"> <li>• Review of staff deployment model ongoing</li> <li>• Prison attendance reviews twice yearly</li> <li>• Prison day reorganized</li> <li>• Regime Management Plan developed</li> </ul>	<p>2017 and ongoing</p> <p>Ongoing into 2018</p> <p>completed</p>
4.6 We will continue to further develop a collaborative relationship with the HSE particularly in the areas of primary care, addiction and mental health services	<p>Provide appropriate nursing &amp; medical personnel in order to maintain the compliment of healthcare staff commensurate with the delivery of safe care to prisoners.</p> <p>Seek Cross Departmental endorsement for the CPT recommendation that prison healthcare services be brought under the responsibility of the Department of Health and operated by the Health Service Executive (HSE) .</p>	<ul style="list-style-type: none"> <li>• appoint a Clinical Director to assume clinical responsibility and oversight for the delivery of all healthcare services</li> <li>• Implement the protocol which has been agreed with the HSE, for the provision of medical cards to eligible prisoners, on release from custody</li> </ul>	<p>2018</p> <p>Completed for 2 locations in 2017 in progress 2018</p>
4.7 We will improve the manner in which services at local prison level are integrated	Work in collaboration with our multidisciplinary colleagues to promote coherent co-ordination of service provision within each prison to improve communication	<ul style="list-style-type: none"> <li>• develop consultation suites in each prison where multidisciplinary providers are</li> </ul>	2018 to 2021

	and collaboration between multi-disciplinary services, reduce duplication of work, facilitate improved engagement in constructive activities and enhance sentence planning procedures	located and facilitated with appropriate access to prisoners which maximises prisoner contact and staff deployment	
--	---	--	--

## 8. Outputs /Targets

The following section sets out the Key Outputs and targets which will be used to assess IPS's progress towards achieving its key mandate and core function; to oversee the administration and management of the Irish prison system.

### A. Outputs & Targets:

Goals	KPI	2016 Outturn (2016 Output Target)	2017 Output Target	2018 Output Target
Management of persons committed to prisons	Prison Capacity	[4202] (4190)	4202	4273
	% of prisoners on temporary release (excluding fines) who are on structured temporary release programme (Community Return Scheme/Community Support Scheme)	[83] (80%)	80%	90%
Quantitative Indicator on Overcrowding	Average cell Occupancy	n/a	90%	90%

Drug treatment	% prisoners waiting for a treatment place	n/a	0% - all prisoners seeking to engage with services as accepted	0%
Humane custody and rehabilitative services	Average attendance as a % of work training capacity	(75%)	75%	75%
	Average opening of prison workshops	75%	75%	75%
	% of prisoners on enhanced regimes	[47] (<50%)	50%	<50%
	Numbers of prisoners availing of psychology services	n/a	750	800
	Numbers of prisoners with access to drug counselling services	n/a	2750	2750
	Percentage of total Prison population attending prison education centres	n/a	43.5%	41.2%
	Number of Referrals to IASIO GATE (Training and Employment) service	n/a	550	610
	Number of prisoners without 24 hour access to in-cell sanitation	[42] (80)	50	50

Context and Impact Indicators				
Programme A		2014	2015	2016
1-	No. of Committals	16155	17206	15099
2-	Average no. of Prisoners in Custody	3915	3722	3718
3-	No. of Bed Nights	1429954	1359460	1,358,000
4-	Average no. of Prisoners on Temporary Release	690	486	374
5	Number of Escapes (escapes from a closed prison or escapes from the custody of a prison officer (hospital etc.))	1	2	1
6	No. of Prisoners who received opiate substitution treatment (i.e. methadone substitution therapy)	2305	1865	1793
7	No. of Prisoners who participated in Community Return	349	389	301
8	No. of addiction counselling sessions provided	11225	11657	11212
9	No. of Prisoners by Incentivised Regimes banding (31 December):			
	- Enhanced	2080	1785	1550
	- Standard	1270	1662	1640
	- Basic	151	244	242

## 8. Potential Risk Factors

IPS operates a formal Risk Management policy and maintains a Risk Register and, in accordance with the Department of Finance Guidelines, this is updated on an ongoing basis. The maintenance of the Register ensures that risks are identified and assessed and necessary mitigating actions are, where resources allow, put in place.

Reflecting the key priorities of the organisation, the main potential risks to the achievement of targets set out in this Agreement at the time of writing are:



1. **Prisoner support and Staff support** - optimum management of staff, failure to provide safe and secure custody and inability to deliver services across the Service due to staffing vacancies, security clearance delays. Increased assists for PSEC. Loss of skilled staff in HQ and Prisons. Failure to adhere to legislation, Failure to comply with SOPs. Policy. Procurement staffing vacancies, reliance on locum doctors. **Mitigation measures and strategies include** recruitment programme in train, recruits started in IPSC, IPS ONE Plan ongoing to develop future structure, HR and Finance Director in place Q1 2018. Temporary Prison Officers recruited and in place Q3 2017. Competition plan in place with ongoing consultation within Service to establish priorities. Renewed focus on Annualised Hours, single scheme reviewed and approved Q4 2017. VFM regarding PSEC underway, ongoing promotion of Videolink with Courts Service.
  
2. **Prisoner support - Healthcare inability** to secure appropriate psychiatric services thus impacting on the ability of the IPS to provide appropriate treatment to persons with severe and enduring mental illness. Severe difficulties being experienced by prisoners in accessing inpatient forensic mental health admissions to the Central Mental Hospital (CMH). Currently there are c 25 prisoners on the waiting list for admission to the CMH. This is a significant risk for the IPS. **Mitigating measures include:** Formal agreement with HSE for enhanced service provision in Cork, Castlerea & Limerick. This is a matter that was brought to the attention of the Minister for Health with a view to increasing bed capacity in the CMH, in advance of development of the new CMH facility scheduled to open in 2020. Ongoing review with CMH by F. Black.
  
3. **Staff support - attendance, Excessive sick leave & absenteeism. Mitigating Controls** include Proactive management and monitoring of attendance and sick leave levels in consultation with local management. Absence Management reporting tool and associated Absence Management Process, Document Implementation of sick leave circulars and revised pay parameters. Staff wellbeing initiatives, CISM, Inspire Counselling rolled out in 2017 and into 2018.

## 9. Flexibility and Amendment of Targets

Where amendments become necessary, both parties will engage to agree on amended targets.

## 10. Monitoring Arrangements

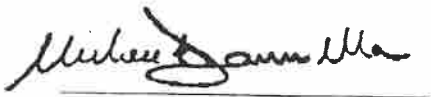
In accordance with the Department's policy on the monitoring of governance arrangements in relation to the organisations within its remit, the Director General of the IPS will meet with the Department twice yearly, or more frequently if required by the Department, to provide an update on developments and achievement of targets as set out in this Agreement.

IPS undertakes to return:

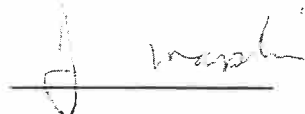
- (a) Relevant and appropriately detailed performance information to allow for monitoring of this Agreement.
- (b) Relevant and appropriately detailed performance information for inclusion in the Revised Estimates for Public Services volume; and
- (c) Performance information in line with the set of such indicators, and in keeping with the timeframe, agreed with the Department.

## 11. Duration and Signatories to the Agreement

Mr. Michael Donnellan, Director General, Irish Prison Service and Mr. James Martin, Assistant Secretary, Department of Justice and Equality agree that the arrangements as set out in this Agreement will apply with effect from the date signed hereunder until 31st December 2018.



Mr. Michael Donnellan  
Director General  
Irish Prison Service



Mr. James Martin  
Assistant Secretary  
Department of Justice and Equality

Date: 05/03/2018

Date: 31/11/2018