



# Irish Prison Service Capital Expenditure Review

**November 2006**

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# Executive Summary

## Background, Terms of Reference and Methodology

The Irish Prison Service (IPS) is responsible for all aspects of the provision of prison accommodation and services in Ireland and for the safe and secure custody of persons committed to prison. The Capital Programme of the IPS has involved average capital investment amounting to approximately €38m per annum over the last five years. Under the framework of the Expenditure Review Initiative (ERI) of the Department of Finance, the IPS commissioned a review of capital expenditure by the IPS in June 2006. This document presents the final report of the expenditure review, and has been carried out by Fitzpatrick Associates, Economic Consultants, with the assistance of Mr. Jerry Chamberlain, an independent UK prisons consultant, during June and July 2006.

The Terms of Reference for the review, as issued by the IPS, were as follows:

*“The review will examine whether investment in capital projects represents good value for money and, specifically, whether the Capital Programme*

- (a) *Contributes to strategic development of the Irish prison system,*
- (b) *Takes account of best international practice in modern prison design and construction, and*
- (c) *Is managed in accordance with good project management principles and techniques.*

*The review will involve a detailed evaluation of all major non PPP capital projects (value greater than €5m) completed since 1 January, 2000 and consultants will be required to*

- A. *Identify the objectives of the Irish Prison Service Capital Programme and examine their current validity*
- B. *Examine the scope for alternative policy or organisational approach*
- C. *Benchmark Irish prison design and construction practice with comparable international prison services*
- D. *Establish the extent to which each project with a value in excess of €5 million completed since 1 January, 2000;*
  - i. *Was delivered within budget and on time,*
  - ii. *Delivered prison accommodation and services which were cost effective both from an operational and maintenance perspective,*
  - iii. *Successfully met the original project objectives,*
  - iv. *Complied with proper planning, procurement and accounting requirements.*
- E. *Consider whether proper systems of administration and adequate technical and management resources and competencies are in place to manage such projects.*
- F. *Review the effectiveness of internal and external technical advisors from a cost and project outcome basis.*
- G. *Identify the level and trends in costs and staff resources associated with the capital programme and thus comment on the efficiency with which it achieved its objectives.*
- H. *Make recommendations in relation to the efficiency, effectiveness and Value for Money for the future delivery of the Programme incorporating an outline implementation plan.*
- I. *Specify potential future Performance Indicators that might be used to monitor the delivery of the Programme”*

The approach and method adopted has involved:

- consultations with the IPS and the Office of Public Works (OPW);
- a documentary review of the policy, strategic and operational context in which the Capital Programme is implemented;
- a statistical review of Irish and international prison populations and trends;
- analysis of IPS current and capital expenditure;

- a review of IPS and OPW files concerning the projects coming under the scope of the review (i.e. non-PPP projects completed between 2000 and 2005 of a value of more than €5m);
- visits to all individual projects coming under the scope of the review, including interviews with the relevant prison Governors and staff; and
- a desk-based review of international approaches to the design and construction of prison buildings.

## Context of the Review

The context of the review is described in detail in the main report. This includes the history, statutory and policy context in which the Irish prison system has evolved and operated, the current mandate and mission of the IPS, its structure and organisation, recent budget and expenditure levels, its strategic priorities and objectives. It also details the prison population and prison estate, and how these have evolved.

## IPS Capital Programme

The Irish prison system suffered for decades from a lack of capital investment. Up to the late 1980s, the system relied almost exclusively on Victorian buildings dating from the early 1800s, that had neither been developed nor maintained to any discernible degree in the intervening period. Wheatfield Prison, completed in 1989, was the first new purpose-built prison developed in the country since Mountjoy Women's Prison (now St. Patrick's Institution) opened in 1858 – an intervening period of 131 years. While in the first half of the century this was a reflection of both the lack of growth in prisoner numbers and the low priority of prison expenditure in national policies, in the period since, particularly the last 20 years, both of those factors began to change. Rising crime and committal rates, more complex security requirements within prisons, widespread overcrowding and use of temporary release to address it, and growing national and international criticism of existing facilities and standards were all factors behind a new policy response involving substantial capital investment.

The major elements of the current new (7 Year) capital investment programme are:

- the replacement of the Mountjoy Complex prisons with a new prison campus on a greenfield site in Dublin (under a PPP arrangement);
- the replacement of Cork Prison with a new prison on Spike Island (also under a PPP arrangement);
- major developments at Portlaoise Prison including a new accommodation block and a new Gatelock;
- major developments at Limerick Prison including a new education and training building, a new boundary wall effectively extending the site, and replacing the current A and B blocks;
- a new accommodation block at Wheatfield Prison;
- a range of estate-wide projects including the fit out of special cells, the upgrading of locks using modern technologies, major upgrades of CCTV systems and the netting of recreation yards; and
- a range of smaller projects such as videoconferencing facilities, new or improved recreation facilities, offices, fire safety works, heat and electrical works, roof works and car park improvements.

The current capital programme has been based upon:

- investment needs as identified from
  - past capital investment and estate development;
  - outstanding estate-wide modernisation needs and major deficiencies;
  - new and evolving standards and technological capabilities;
  - prisoner population projections; and
  - reviews of the current and future minimum acceptable capacity of the estate;
- a set of strategic estate-planning principles that guide the selection, prioritisation and choice of projects included in the capital programme.

Capital investment needs are therefore strategically identified and prioritised, and are given due weight in the organisation's overall strategic goals and planning for the medium term. Moreover,

individual investment proposals and requests can be explicitly considered in relation to the organisation's capital investment priorities and overall strategic goals and objectives.

The setting of policy on and priorities for capital expenditure, the provision of finance, and the approval of major capital projects are the ultimate responsibility of the Minister and Department of Justice, with the Interim IPS Board playing an advisory role. However, following the formation of the IPS in 2001, the detailed day-to-day management of the capital programme now falls principally within the responsibilities of the IPS Estates Directorate. It is responsible for the setting of programme objectives, the prioritisation of projects and expenditures across prisons and institutions, the design, planning and procurement of works, the management of budgets, the monitoring of progress and the updating and ongoing review of the entire programme.

The management structures and processes for each capital project vary depending on its size and likely cost, its urgency and its complexity. However at a general level the following phases and processes are applied:

- pre-planning, including prior surveys, the formation of a project team, the appraisal of technical needs and options, the high-level design and technical specification of the project, procurement planning and sanctioning and approval;
- detailed planning and design, including detailed design work, compliance with planning legislation, updating of cost estimates, tendering and seeking of approval to place contracts;
- implementation, including construction, monitoring and budget and contract management; and
- commissioning, including testing, certification, payments and handover.

## Capital Projects

The Terms of Reference required that non-PPP capital projects completed between 2000 and 2005 valued at €5m or more be evaluated in detail under the expenditure review. Five projects met these criteria:

1. The Midlands Prison in its entirety;
2. a project at Limerick Prison incorporating the development of a new C Wing and the refurbishment of the old E Wing;
3. a new Gate Lock at Portlaoise Prison;
4. a new prison laundry, and paint and metal workshops at Wheatfield Prison in Dublin; and
5. a new "Special School" for young offenders at St. Patrick's Institution in Dublin.

These projects are described in detail in the main report. Table 1 below summarises some of the key parameters of each.

<b>TABLE 1. SUMMARY OF REVIEWED PROJECTS</b>					
	<b>Midlands Prison</b>	<b>Limerick Prison C and E Wings</b>	<b>Portlaoise Prison Gatelock</b>	<b>Wheatfield Prison Laundry and Workshops</b>	<b>St. Patrick's Institution Special School</b>
<b>Objectives</b>	Development of modern new prison with capacity for 400 prisoners	Replacement of ancient prison wing with new modern accommodation wing	Development of new, modern, prison Gatelock for high-security prison	Development of new prison laundry and paint workshop and extension of metal workshop	Development of self-contained accommodation and education facility for 14 and 15 year old offenders
<b>Initial Budget Estimate</b>	€52.5m (400 space facility)	€7.1m	€7.7m	€7m	€6.75m
<b>Contract Value</b>	€56.2m	€9.5m	€9.24m	€6.9m	€6.65m
<b>Initial Estimate of Completion Date</b>	November 1999 (400 space facility)	May 2000	February 2003	November 2003	November 2002
<b>Actual Final Cost</b>	€56.2m (515 space facility)	€15.2m	€9.21m	€6.6m	€6.65m
<b>Actual Completion Date</b>	April 2000 (515 space facility)	December 2004	February 2004	August 2004	April 2003
<b>Achievement of Objectives</b>	All main objectives met, with later changes and modifications relatively minor	All main objectives met, with objectives of variations and additional works also met	All main objectives met	All main objectives met	All main objectives met

## Analysis and Conclusions

### Overall Conclusions

The relative merits of alternative policy options regarding imprisonment versus non-custodial criminal sanctioning are outside the scope of this review and have not been considered. Rather the review has examined the performance of capital investment and programming in the context of prevailing Government policy with regard to imprisonment, and the changing circumstances to which it has been required to respond.

The review has found that - given its wider policy approach and changes in this - the response made by the Irish authorities, in terms of capital investment, has at a general level been strategic in terms of its aims, appropriate in terms of the projects undertaken, and reasonably effectively delivered within the budgetary, operational and policy context and constraints in which it has occurred. Government policies and priority-setting in relation to prisons tend to be short term in many countries, due to competing priorities, high potential cost, and their low level of perceived electoral appeal. Ireland is no different in this regard, and capital investment has been required to react and respond to changing political and policy goals over short periods, while at the same time make improvements and develop infrastructure that has a long-term effect and benefit. The phase of significant capital investment in Ireland that began in the late 1980s is likely to achieve a number of long term goals, including the

provision of additional prison space of a modern standard fit for long-term use, major improvements in a number of old prisons, bringing them to a standard at least comparable to those available in newer prisons, and ultimately the replacement of other older prisons which neither the continued use nor redevelopment of can be justified.

### **Capital Investment and the Strategic Development of the Irish Prison System**

Between 1997 and 2001, new modern prisons were opened at Castlerea, Dochas, Portlaoise (the Midlands Prison), and Cloverhill. These, along with Wheatfield Prison which opened in 1989, together significantly modernised and increased the scale of the largely Victorian prison estate inherited from the past. Over the same period, phased improvements and refurbishments began at Limerick and Portlaoise prisons, while others were extended, renovated or improved in smaller ways. While both Limerick and Portlaoise need considerable further development as part of long-term plans, Mountjoy Male Prison, St. Patrick's Institution and Cork Prison, have received only minor improvements, and have been the subject of changing plans that have not been implemented. Their historical neglect, overuse, poor conditions and outdated facilities today stand out as a major outstanding priority for prison planning.

The current objectives of capital investment in the Irish prison system are therefore strategically appropriate. They are:

- to open new education, medical, and other accommodation at Limerick Prison in 2007;
- to provide additional prisoner accommodation at Shelton Abbey in 2006;
- to occupy new accommodation at Portlaoise Prison in 2007 that will replace all existing prisoner accommodation there;
- to commence construction of the new Thornton Prison Complex in Dublin in 2007, to replace all establishments at the existing Mountjoy complex; and
- to commence construction of a bridge to Spike Island in 2008 in preparation for construction of a new prison on the island, to replace Cork Prison.

The history of objective setting, maintaining and achieving, is mixed in relation to prison investment. In 1994, the objectives of refurbishing Mountjoy accommodation blocks, providing enhanced work training facilities there, at Limerick and at St Patrick's Institution, and the enhancement of visitor's facilities at Cork Prison were either minimally met or not met at all. Objectives set in 1997 for the provision of an additional 200 spaces at Cork Prison, the development of a new juvenile facility in Dublin, and the development of a new 240 space adult prison in Dublin were all short-lived goals that were never subsequently delivered. The plans for the redevelopment of Mountjoy developed by the Mountjoy Prison Redevelopment Group, committed to in 2001, were also revisited and withdrawn subsequently. This history also suggests that not making major long-term decisions (or the making and subsequent changing of them), is ultimately to the detriment of planning and choices. Had the current long-term plan of replacing Mountjoy been made 10 years ago, not only would the Dochas Centre and probably the Special School at St. Patrick's Institution not have been built, but the ongoing significant although not strategic investment that has been necessary in the male prison would not have occurred either, and the costs of each would have been saved.

Other investment decisions that would have benefited from longer-term plans for institutions and the estate itself were the layout and ordering of improvements to Portlaoise and the integration of its plans with those of the Midlands Prison (including the provision of shared services between the two), the scale of Cloverhill (which, serving as the only remand prison in Ireland, is at capacity only 6 years after being built), the duplication of many services at Cloverhill Prison with those of Wheatfield, located directly adjacent to it, and the relatively recent investments made in female facilities at Limerick prison, which are currently intended to be replaced by new facilities for females at Spike Island.

These observations do not invalidate the decisions made, which were all probably the most appropriate given the challenges, policies and political priorities of their time. They do however illustrate the importance of long-term planning at both the estate and the institution level.

### **Consideration of International Design and Construction Experience**

The IPS makes considerable use of international experience in prison design and construction, and all major building projects in recent years appear to have considered lessons from other countries in some depth. At the organisational level, there are formal relationships and links with prison services throughout the UK and Channel Islands, in the US, Canada, Scotland, Norway, Denmark, Australia and New Zealand. At the level of individual project planning, IPS representatives visit comparable facilities in other countries, involve architects and engineers with international experience, and consult and involve professionals with operating and planning experience in other jurisdictions.

International experience is predominantly utilised at the level of project and facility design and planning, which has been appropriate given the priorities of Irish policy. However with the establishment of the IPS, the recent advances in capital programming and planning it has made, and the longer term planning taking place, there is probably much scope to learn international lessons with regard to programme-management, estate-wide planning, and policy development, as well as project-specific lessons.

### **Programme and Project Management**

Capital investment is in general terms managed well, at both the programme and project level. At programme level there are now strong systems of overall budgeting, sequencing and prioritising projects. The move to five year rolling capital envelopes has provided a multi-annual financial framework which has aided planning. The preparation of prisoner population projections has recently occurred for the first time. Several prisons have had long-term physical masterplans developed, and all prisons have been reviewed and surveyed in terms of their current condition and long-term potential. At project level, there is evidence of strong compliance with established sanctioning and approval procedures. Dedicated project teams are established for medium and large projects, with appropriate representative membership, and greater time and effort is given to design phases given the learning and lessons of the past.

Over the coming years improvements should be introduced in a range of other areas. While the detailed design and construction of new buildings and facilities are strong, the prior appraisal and post-project review of them are less so. Procedures need to be introduced for the more formal prior assessment of project proposals, including the clear definition of objectives, the consideration of options, full life-time cost estimation (with far greater attention to the operating and maintenance cost implications of capital projects), and plans for risk identification and management. For large projects project plans need to be written, they need to be clear, sufficiently comprehensive and detailed, as well as updated. Also, administrative procedures can be improved in several other respects.

### **Review of Specific Projects**

Four of the projects came in at or below the contract value, two of which cost less than their earlier initial estimate. While the costs of the project at Limerick Prison were higher than agreed at contract stage, its scope had subsequently widened. The timing performance was strong in the case of the Midlands Prison, and also the case of the Special School at St. Patrick's Institution (up to the point at which its need was removed). The Portlaoise, Wheatfield and Limerick projects ran over time, significantly in the case of Limerick.

With the exception of the Special School at St. Patrick's Institution, which was built on foot of a Government decision that was not subsequently implemented, all of the projects were badly needed and appropriately prioritised, and in all cases the major predetermined objectives were delivered. The improvements and gains achieved through the projects were substantial, taking the form of improved prisoner conditions and facilities, improved visitor facilities, improved staff facilities, security enhancements, and the facilitation of staff efficiencies. International practice influenced design approaches, and consultation was wide.

Their efficiency and overall value for money can best be commented upon by reference to two benchmarks. Firstly, as described in Chapter 3, the "5 Year Plan" of 1994 estimated the (then current) capital cost of providing a prison space was £110,000. Updating for construction inflation, and translating into euro, suggests a 2002 cost per space of approximately €245,000.

A second benchmark is UK costs. An analysis of the actual construction costs of 16 UK prisons built in the 1990s shows that when averaged, their cost per space (in 2002 prices) was equivalent to €277,000 (or €251,000 when the two high security prisons are excluded).

The Midlands Prison was built with a design capacity of 515, and cost approximately €55m. Its cost per space was therefore €107,000 in 1998 prices, or approximately €137,800 in 2002 prices. It compares very favourably therefore with the costs estimated in the “5 Year Plan”, as well as the costs of the majority of the UK prisons shown.

The Limerick C wing replacement and E wing refurbishment added approximately 85 net spaces to the prison’s capacity, as well as major improvements to non-accommodation facilities. At a cost of €15.2m, this translates to a unit cost of €179,000 per space, which also compares extremely well given the extent to which the overall cost brought around improvements beyond basic capacity extension.

The Special School at St. Patrick’s Institution involved both the building of a school for, and the refurbishment of a prison wing to accommodate, approximately 20 juvenile offenders. Its cost was €6.65m, or €332,000 per intended inmate. While understandably much higher than other projects given that it was designed for children, in an ancient but operating prison, and including a modern large education block, the cost still compares reasonably well with per-space costs of some prisons in the UK, particularly high-security prisons.

While these comparisons show commendable value for money in terms of capital costs, such costs are only one part of the financial impact of the projects. The whole-life costs of the assets produced depends also on their operating and maintenance cost implications. While many appear to have brought around staff efficiencies, their extent is not clear from the evidence and information held. As a labour intensive activity, capital investments in prison facilities can quickly “pay for themselves” through operating and/or maintenance efficiencies. While the achievement of such efficiencies is a central consideration of the IPS when planning projects, their extent, either ex-ante or ex-post was not formally measured or analysed in relation to the projects reviewed.

## Recommendations and Next Steps

### Forward Planning

1. While there have been recent improvements in the future planning of capital investment, population projections should cover a period of at least 15 years, should present a wide range of possible scenarios, and should be updated, at least every two years.
2. Estate planning should be over a similar period, although with more detailed assessment and appraisal focused on the short to medium term.
3. All prison establishments should have Masterplans produced with a similar long-term time horizon.
4. There should be long-term cost forecasting carried out in relation to the population and estate scenarios that are developed.

### Capital Programming

5. A rolling Capital Investment Programme Document should be prepared and published every three years, indicating clearly its
  - overall aims and objectives;
  - overall budget and budgetary framework;
  - a breakdown or categorisation by types of Investment (new space, refurbishments, accommodation, education, training, medical, security, IT);
  - current projects, their objectives, costs, status and timeframes;
  - projects in planning, their objectives, costs, status, and likely timeframes;
  - anticipated outcomes and impacts of the investments; and
  - performance targets and indicators.

6. Performance targets and indicators should be established and used to plan, monitor and review the delivery of future capital programmes. Possible indicators that could be used include:
  - the value of capital investment/expenditure (€);
  - the number of capital projects initiated;
  - the number of projects completed,
  - the number of projects completed on time;
  - the number of projects completed within budget;
  - the average cost of new accommodation provided (per prisoner space);
  - the average cost of existing accommodation upgraded or enhanced (per prisoner space);
  - the average reduction in operating costs achieved through capital investment/projects;
  - prison and estate wide operating costs, pre- and post-investment;
  - the number of prison spaces provided with enhanced ancillary facilities.
7. A Procedures Document should be prepared, outlining the full set of planning, procurement, sanctioning, approval, contracting, testing and commissioning procedures to be followed for future capital projects.
8. The role, performance and cost effectiveness of all professional advisors need to be formally reviewed and recorded.
9. A Capital Programme Monitoring Committee should be established, the first major task of which could be to oversee the implementation of these recommendations.
10. Personnel involved in delivering the capital programme should receive dedicated training in programme and project management, tailored to the specific needs of the IPS and the recommendations of this review (we understand provision for such training can be made from within existing training budgets).

#### **Project Assessment, Appraisal and Review**

11. Large projects should be subjected to more rigorous prior appraisal. This should include clear establishment, assessment and recording of its
  - needs and objectives;
  - constraints;
  - options;
  - preferred option;
  - anticipated effect on:
    - overall prison operation and security;
    - overall prison regimes and facilities;
    - overall prisoner capacity;
    - overall prisoner accommodation;
    - overall prison staffing;
    - overall prison maintenance and facility management;
  - budget, including full life-time (capital and operating) cost implications;
  - schedule;
  - project management plan, to include:
    - structures and responsibilities;
    - team;
    - appointments and procurement plan;
    - communications and reporting;
    - decision making;
    - monitoring and performance targets;
    - risk management;
12. Large projects should be subject to formal post-project reviews, and a mechanism established to ensure they feed back into future project planning.
13. Efforts should continually be made to ensure the eventual managers of facilities are thoroughly involved in their planning and design.

The Review should be presented and circulated to the IPS Senior Management Forum (SMF). Here, its findings, conclusions and recommendations should be discussed, and an agreed Implementation Plan, in documentary form, should be prepared, outlining the methods, processes and time schedules by which recommendations are to be implemented. The agreed Implementation Plan should be finalised within three months of its first consideration at SMF level.

# 1. Background and Introduction

## 1.1 Introduction

The Irish Prison Service (IPS) is responsible for all aspects of the provision of prison accommodation and services in Ireland and for the safe and secure custody of persons committed to prison. The Capital Programme of the IPS has involved average capital investment amounting to approximately €38m per annum over the last five years. Under the framework of the Expenditure Review Initiative (ERI) of the Department of Finance, the IPS commissioned a review of capital expenditure by the IPS in June 2006. This document presents the final report of the expenditure review, and has been carried out by Fitzpatrick Associates, Economic Consultants, with the assistance of Mr. Jerry Chamberlain, an independent UK prisons consultant<sup>1</sup>, during June and July 2006.

## 1.2 Terms of Reference

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- J. Identify the objectives of the Irish Prison Service Capital Programme and examine their current validity*
- K. Examine the scope for alternative policy or organisational approach*
- L. Benchmark Irish prison design and construction practice with comparable international prison services*
- M. Establish the extent to which each project with a value in excess of €5 million completed since 1 January, 2000;*
  - i. Was delivered within budget and on time,*

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<sup>1</sup> Mr Chamberlain worked for more than 20 years with the UK Home Office (Prisons), HM Prison Service and the UK National Offender Management Service (NOMS) in many roles involving the planning, design, construction, commissioning and procurement of capital projects across the prison system in England and Wales.

- ii. *Delivered prison accommodation and services which were cost effective both from an operational and maintenance perspective,*
  - iii. *Successfully met the original project objectives,*
  - iv. *Complied with proper planning, procurement and accounting requirements.*
- N. *Consider whether proper systems of administration and adequate technical and management resources and competencies are in place to manage such projects.*
- O. *Review the effectiveness of internal and external technical advisors from a cost and project outcome basis.*
- P. *Identify the level and trends in costs and staff resources associated with the capital programme and thus comment on the efficiency with which it achieved its objectives.*
- Q. *Make recommendations in relation to the efficiency, effectiveness and Value for Money for the future delivery of the Programme incorporating an outline implementation plan.*
- R. *Specify potential future Performance Indicators that might be used to monitor the delivery of the Programme”*

### 1.3 Approach and Method

The approach and method adopted has involved:

- consultations with the IPS and the Office of Public Works (OPW)<sup>2</sup>;
- a documentary review of the policy, strategic and operational context in which the Capital Programme is implemented;
- a statistical review of Irish and international prison populations and trends;
- analysis of IPS current and capital expenditure;
- a review of IPS and OPW files concerning the projects coming under the scope of the review (i.e. non-PPP projects completed between 2000 and 2005 of a value of more than €5m);
- visits to all individual projects coming under the scope of the review, including interviews with the relevant prison Governors and staff; and
- a desk-based review of international approaches to the design and construction of prison buildings.

A Steering Group was established to guide the review process. Its membership included representatives of the Finance and Estates Directorates of the IPS<sup>3</sup>, and it met on five occasions (June 14<sup>th</sup> and 22<sup>nd</sup>, July 20<sup>th</sup>, August 23<sup>rd</sup>, and September 25<sup>th</sup>).

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<sup>2</sup> The Office of Public Works assisted the IPS with architectural and project management services in relation to several capital projects completed since 2000.

<sup>3</sup> The Department of Finance was invited to nominate a representative to the Steering Group, but chose not to do so.

The review was also subjected to an independent assessment when at draft report stage, the recommendations of which were considered and incorporated before finalisation. The independent evaluator provided advice to the IPS at the outset of the review on relation to the terms of reference, and met with the assessors during the course of the review.

## 1.4 Report Structure

The remainder of the report is structured as follows:

- Chapter 2 describes the context for the review, including the Irish Prison Service, its history, mandate, mission, structure, expenditure and strategic priorities. It also describes the prison estate and population and how these have changed in recent times;
- Chapter 3 describes the IPS Capital Programme, including its evolving priorities, its current strategy and objectives, its financial scale and staff resourcing, and the approaches taken to both programme and project management;
- Chapter 4 assesses the individual projects coming under the scope of the review, including descriptions of each, their individual objectives, delivery, management and performance;
- Chapter 5 describes the international context in terms of cross-country incarceration trends and rates, and international approaches to prison design and construction;
- Chapter 6 presents overall conclusions and recommendations from the review.

## 2. Context of the Review

### 2.1 Introduction

This Chapter sets out the context in which the Irish Prison Service Capital Programme operates. It begins by describing the IPS, its mission and the statutory and policy framework under which its role and responsibilities are set. It then presents an overview of the structure and organisation of the IPS, its budgetary framework and expenditure profile over recent years, and its strategic priorities over the period under review. An overview of the prison estate is then presented, along with a profile of the evolving prisoner population.

### 2.2 The Irish Prison Service

#### 2.2.1 *History, Statutory and Policy Context*

The management and operation of prisons is one of the oldest functions of Government in Ireland. In the eighteenth century there were up to 40 prisons under the control of county and town Grand Juries, including county jails, debtors prisons, bridewells and convict prisons. The County Gaol of Dublin at Kilmainham is thought to have served as a prison since at least 1715. The Convict Prisons Board was established in 1854, which took responsibility for the management of prisons at Mountjoy (the construction of which was completed in 1850), Spike Island (dating from 1847) and Smithfield. However the administration of all prisons was centralised in 1877 with the enactment of the General Prisons (Ireland) Act, under which a General Prisons Board was established. Its functions subsequently transferred to the Department of Justice in 1928, at which time there were eight prisons and a borstal operating in Ireland.

The period up until the 1960s was characterised by steady decline in the prison population and the gradual closure of many institutions previously serving as places of detention, including prisons in Galway, Waterford, Kilkenny, Drogheda and Tralee. In 1956, with the transfer of inmates from the Clonmel Borstal to St. Patrick's Institution, the only remaining prisons operating in Ireland were Mountjoy, St. Patrick's Institution, Portlaoise and Limerick.

The 1970s saw imprisonment rates begin to increase however, following rapid increases in crime rates. In 1983, for example, the number of recorded indictable offences was more than five times than annual averages experienced during the 1960s, and this period saw the first sanction given to prison Governor's to accommodate more than one prisoner per prison cell. The system came under increasing capacity pressure throughout the 1970s and early 1980s. The situation was further exacerbated by the political conflict and violence in Northern Ireland, which, as well as adding to the

overall pressure on prison accommodation, necessitated special accommodation provision for subversive and politically motivated prisoners.

In 1984 the Government appointed a Committee of Inquiry into the Penal System (“The Whitaker Committee”) to examine, inter alia, the scope to reduce both the numbers of persons being committed to prisons and the average length of imprisonment, the adequacy of the prison estate to meet ongoing needs, all aspects of existing prison regimes, and prison management, costs, staffing and structural issues. The Committee’s report, published in 1985, brought forward a host of recommendations aimed at (a) reducing the growth in demand for prison accommodation, (b) addressing the shortcomings in facilities and services for prisoners, (c) addressing the inadequacy and unsuitability of prison accommodation, (d) addressing unsatisfactory relations between the Department of Justice, prison management and staff, and (e) addressing the escalating costs of providing and maintaining prisons and places of detention. Key recommendations included:

- that the sanction of imprisonment, being severe and expensive and of limited protective, deterrent or corrective value, be employed only as a last resort;
- that other than for serious offences against the person and major property offences, a range of non-custodial penalties be used by the courts to dispose of offences, including probation, fines, confiscation of income or assets, restitution, conditionally suspended prison sentences, community service orders, disqualifications and withdrawal of licenses, requirement of attendance at treatment centres, and other restraints on liberty operable within the community;
- that the lengths of prison sentences be reduced through higher rates of remission, through regular judicial review of long sentences, and through provision for supervised release if recommended by review committees;
- that nothing be done to inflict hardship or punishment beyond that inevitably consequential on the deprivation of liberty involved in imprisonment (the principle that imprisonment is itself the punishment), and that basic living conditions in prisons should correspond broadly to those available to persons with an average disposable income;
- that given the Committee’s view that the detailed administration of prisons had moved to an excessive degree into the Department of Justice, to the detriment of discretion and responsibility, and therefore of good management, that therefore, while ultimate responsibility must remain with the Minister of Justice, the day-to-day administration of the prisons be placed, by statute, into the hands of a Director of the Prisons Service, who would be Chairman and Chief Executive of a separate executive agency or board, and be the manager responsible for the efficient functioning of the prison system; and
- that an Inspector of Prisons be appointed to report annually to the Minister of Justice on all aspects of the prison system, including the treatment of prisoners and prison conditions, and that the Inspector’s report should be published (subject to omissions necessary on security grounds).

Notwithstanding the recommendations of the Whittaker Committee, the prison population continued to steadily increase during the late 1980s and early 1990s, despite both the allowance for “doubling up” in cells and the increasing use of temporary release allowed under the Criminal Justice Act 1960, as a safety valve for the system. While full temporary release was rarely resorted to in the 1970s, it was granted, on average, 1,500 times per year during the 1980s, and 3,500 times per year in the early 1990s<sup>4</sup>. Indeed, the phenomenon of using temporary release to address overcrowding – the so called “revolving door” scenario – acted to keep prison population numbers at manageable (if still growing) levels despite the rates of committals from the courts, and its use was increasingly viewed as bringing the system into disrepute.

By the mid 1990s, the daily average prison population had reached approximately 2,170, a 79% increase on the 1980 level of 1,215. The four oldest prisons in the system (Mountjoy, Cork, Limerick and Portlaoise) housed approximately two thirds of this population. Wheatfield Prison in West Dublin, built in the 1980s, housed a further 15%. The remainder were held in smaller institutions in several regions including Arbour Hill (Dublin), Loughan House (Cavan), Fort Mitchell (Cork), and Shanganagh Castle and Shelton Abbey (both in Wicklow). These latter were generally lower security institutions than the main ‘committal’ prisons, and operated in historic buildings converted for the purpose.

A detailed statement on prisons policy was made by the Department of Justice in June 1994, with the publication of “The Management of Offenders – A Five Year Plan”. The statement sought to outline the difficulties then facing the prison system, to set out policies and plans for the management of offenders, and to indicate the position regarding implementation of all of the Whittaker recommendations. The plan acknowledged the continued growth in the prison population, the reliance that had been placed on doubling-up and temporary release, and the sub-standard conditions and services for prisoners available in many institutions.

The statement sought to set an upper limit of 2,200-2,300 offenders in custody over the life of the plan, and confirmed its commitment to provide an additional 210 spaces through development of a modern women’s prison on the Mountjoy campus and the conversion of St. Patrick’s Hospital, Castlerea, to a modern prison. The plan also confirmed the Department’s commitment to appoint an Inspector of Prisons, and while it remained neutral on the establishment of an independent prisons agency, a Government decision was subsequently made in November 1996 to establish an independent Prisons Board or Agency, and an Expert Group was established to report on the detailed aspects of that decision.

The incoming Government in 1997 extended the prison building programme. While Castlerea Prison opened in 1995, a new remand prison – Cloverhill Prison - was planned and built for Dublin, as was a

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<sup>4</sup> “Imprisonment and the Crime Rate in Ireland”, O’Sullivan E, O’Donnell I. The Economic and Social Review, Vol 34, No. 1, Spring 2003

new closed prison adjacent to Portlaoise (which subsequently became the Midlands Prison). A dedicated women's prison in Dublin, the Dochas Centre, was also built adjacent to Mountjoy. All three had become operational by 2001, at which stage there were approximately 3,100 offenders in custody in the State, spread around eighteen separate prisons or places of detention.

In 1999 meanwhile, the new Irish Prison Service (IPS) was formed. The Director General was given responsibility under the Public Service Management Act for the day-to-day management of the prison service. While not established on a statutory basis, the IPS effectively became a separate executive office of the Department of Justice, Equality and Law Reform headed by a Director General with a Prisons Authority Interim Board comprising 12 members. A process then followed under which appropriate staffing arrangements were put in place, including the recruitment and appointment of senior managerial positions. A dedicated office was procured (in Clondalkin, Dublin) and staff transferred to it in 2001. Pending the enactment of legislation establishing it as a statutory executive agency, the IPS remains legally part of the Department of Justice, Equality and Law Reform.

In addition, the Office of Inspector of Prisons and Places of Detention was established by Ministerial Order in February 2002.

### **2.2.2 Mandate and Mission**

The Mission of the IPS is to:

*“provide safe, secure and humane custody for people who are sent to prison. The Service is committed to managing custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society”.*

Its core values are as follows:

*The Prison Service:*

- *recognises its obligation to serve the community with full respect for the human dignity and rights of every person, both in custody and in the wider community;*
- *recognises that it is obliged to help every offender live as a law abiding person and that the Service can contribute to their realising their potential;*
- *believes in making available to each person in custody conditions and services appropriate to their well-being and personal development;*
- *commits itself to minimising the detrimental effects of imprisonment;*
- *endeavours to help prisoners, where possible and appropriate, to maintain relationships with their families;*
- *values the resources available to it, especially all staff working in the prison system who are the most important asset in fulfilling the Service's mission;*
- *commits itself to being courteous and fair in all its dealings;*

- *accepts that it is accountable for its actions and endeavours to demonstrate this accountability in public.*

The Service has the following corporate aims which underpin its objectives and strategies:

- *“to keep in safe custody persons committed by the courts and maintain a level of security appropriate to their needs;*
- *to treat those in custody with care, justice, dignity and respect;*
- *to provide and operate within budget and policy guidelines laid down by the Minister for Justice, Equality and Law Reform an efficient, effective and humane prison system;*
- *to maintain good order and control throughout the prison system;*
- *to make available to those in custody the conditions and services appropriate to their physical and mental well-being;*
- *to help prisoners develop a greater sense of personal responsibility to themselves, their families and the community and to help them prepare for release;*
- *to develop appropriate partnerships with agencies in the wider community; and*
- *to deliver a quality service which is both expert and professional.”*

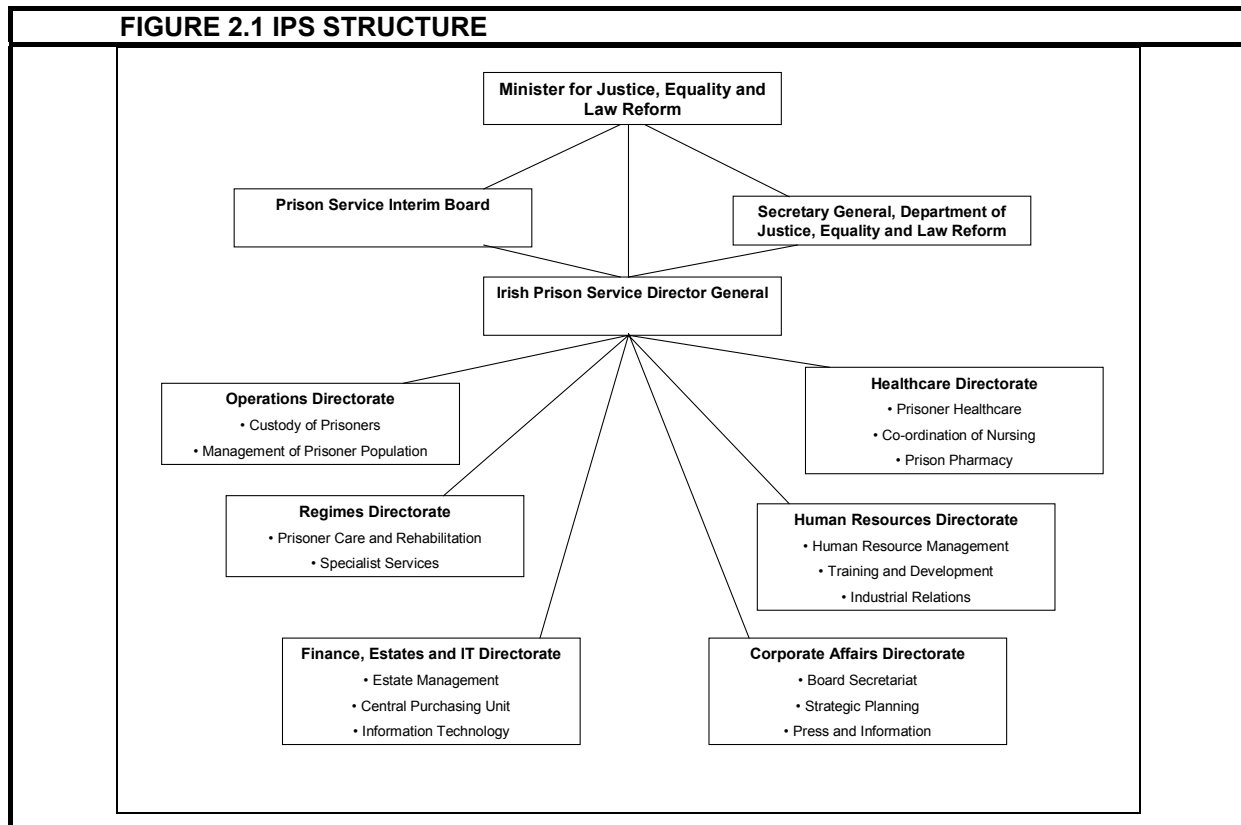
### **2.2.3 Structure and Organisation**

An overview of the structure of the IPS is presented in Figure 2.1. The Director General reports to both the Interim Prison Service Board and the Secretary General of the Department of Justice, both of whom report to the Minister.

The organisation is structured into six functional areas, as follows:

1. Operations, dealing with the custody of prisoners and the management of the prison population;
2. Regimes, with responsibility for prisoner care, rehabilitation and specialist services;
3. Finance, Estates and IT, dealing with central purchasing and financial management, estate management and information technology;
4. Healthcare, with responsibility for prisoner healthcare, nursing and pharmacy matters;
5. Human Resources, dealing with human resources management, training and development, and industrial relations; and
6. Corporate Affairs, with responsibility for strategic planning, provision of the secretariat to the Interim Board, and press and information.

Each of these functional areas is led by a Director, reporting to the Director General.



The roles and responsibilities of Prison Governors and Prison Officers are set out in the official Prison Rules. The Prison Rules, which take the form of a Statutory Instrument, deal with all aspects of prison life including accommodation, visiting rights, discipline, health and education and also set out the duties and responsibilities of Prison Officers and Governors. The Prison Rules currently in force date from 1947 (SI. 320 of 1947), although updated Rules were published in draft form by the Minister for Justice in 2005, and await enactment. Under both the 1947 and draft 2005 Prison Rules, Governors have the power to communicate directly with, and report to, the Minister for Justice. As well as submitting Annual Reports, a Governor can bring to the attention of the Minister any matter they deem appropriate, and make suggestions regarding the improvement of the prison or its operation. While under the 1947 Rules, Annual Reports are to be submitted directly to the Minister, the 2005 (draft) Rules provide that they be submitted to the Director General (of the IPS).

The staffing structure of the Irish prison system is shown in Table 2.1.

<b>IPS Headquarters</b>			<b>Institutions</b>		
	<u>2001</u>	<u>2005/6</u>		<u>2001</u>	<u>2005</u>
Director General	1	1	Governor – Grade 1	6	6
Director	5	6	Governor – Grade 2	15	11
Deputy Director	8	5	Governor – Grade 3	1	4
Assistant Director	4	3	Deputy Governor	14	16
Manager	18	17	Assistant Governor	22	25
Deputy Manager	32	27	Assistant Governor/Works	2	-
Assistant Manager	23	19	Assistant Governor/Works and Training	2	2
Staff Officer	6	6	Inspector of Works	3	-
Clerical Officer	29	22	Chief Officer Class 1	8	9
Junior Systems Analyst	-	2	Chief Trades Officer Class 1	4	5
Services Officer	3	3	Industrial Manager	5	6
Director of Psychology	1	1	Clerk of Works (Elec)	1	-
Senior Psychologist	2	3	Chief Officer Class 2	27	33
Psychologist	12	9	Chief Officer Welfare/Training	2	-
Co-ordinator of Education	1	1	Industrial Training Instructor Grade 2	14	14
Co-ordinator of Work and Training	1	-	Clerk 1	20	26
Co-ordinator of Nursing	1	1	Chief Trades Officer 2	19	16
Pharmacist		1	Clerk 2	85	102
			Industrial Supervisor	23	27
			Assistant Chief Officer	184	193
			Trades Officer	100	102
			Prison Officer	2,479	2,310
			Nurse Officer	51	78
			Assistant Industrial Supervisor	63	124
			Prison Doctor (including part-time)	24	8
			Staff Cook	5	4
			Head Chaplains	1	1
			Electrical Inspector		2
			Mechanical Inspector		2
			Chaplains (including part-time)	24	21
Total	147	127	Total	3,204	3,125

**SOURCE: IRISH PRISON SERVICE**

Total staff at IPS Headquarters was approximately 127 persons in 2006, having fallen from 147 in 2001. Total staff in “Prison Service Grades” (based at the various prison institutions) was 3,125 in 2005, having been 3,204 in 2001.

A “Senior Management Forum” provides the most senior formal consultative committee and link between Headquarters and Prison staff. It is made up of the Director General, the various Directors, and senior Governors of several prisons.

A further dimension to this structure, important in the context of capital investment, is the existence of a dedicated Building Services Division (BSD). This specialist division operates within the ‘Institutional’ staffing framework in Table 2.1 (and its staff are included in those figures). It acts as a central specialist technical unit advising on all aspects of prison building works including all security items, locking technology (including biometric and electronic locks), environmental management and fire

safety. It advises the IPS Estates Directorate, individual prison Governors, consultant architects and engineers, health and safety review bodies and others. Its key responsibilities include:

- management, co-ordination and review of all technical matters related to prison buildings, including the management of capital projects;
- management and co-ordination of the maintenance of all prisons and places of detention;
- to define and advise on the definition of prison maintenance and repair projects;
- to specify, tender, review, report, execute and certify for payment all prison building projects up to a value of €2m;
- to inspect, examine and certify capital projects or aspects of capital projects, on behalf of the IPS Estates Directorate.

The BSD is staffed by one Governor in charge of Works, two Deputy Governors (with respective responsibility for Works and Maintenance), five regional managers in charge of maintenance, two Assistant Governors in charge of Works, an Environmental Manager, two Mechanical Inspectors, two electrical Inspectors, a Health and Safety Officer as well as a small team of Trades Officers, Clerks and Prison Officers. Its total staff numbered 23 in 2005, and the level had not changed significantly over preceding years. The BSD has offices in Santry in North Dublin.

#### **2.2.4 Budget and Expenditure**

The IPS is exchequer financed under the Prisons Vote of the Department of Justice, Equality and Law Reform. Total expenditure in 2005 amounted to €346m, almost 65% of which related to payroll costs. Total capital expenditure was €62.4m, or 19% of total. Table 2.2 shows IPS expenditure between 1999 and 2005.

Total expenditure increased by 43% (in nominal terms) in the five years to 2005, or at an annual average rate of just under 8%, and this was driven by steady increases in pay, general prison costs and capital expenditure, which together consistently accounted for approximately 90% of total. Capital expenditure accounted for 12% of total in 1999, 2000, 2001, 2003 and 2004, and for 15% and 19% in 2002 and 2005 respectively.

**TABLE 2.2 PRISON SERVICE EXPENDITURE 1999-2005 (€ , 000)**

	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>	<u>2004</u>	<u>2005</u>
<b>Current Expenditure</b>							
Payroll (incl overtime)	141,928	171,405	186,051	204,838	214,428	205,757	223,681
Administration	9,569	9,772	14,274	17,002	16,333	15,118	14,364
Buildings Maintenance	5,763	8,649	9,437	7,959	7,578	8,207	13,033
Education Services for Offenders	816	865	1,155	1,178	1,351	1,179	1,370
Training Equipment for Offenders	700	1,046	1,552				
General Prison Costs	14,461	16,585	18,149	21,076	22,392	21,910	23,864
Manufacturing Department and Farm	667	981	476	527	523	379	557
Compensation	2,640	2,639	2,736	3,164	2,907	1,775	1,801
Prison Officer Medical Aid Society	523	604	640	765	800	927	450
Sub Total	177,066	212,546	234,470	256,509	266,312	255,252	279,120
<b>Capital Expenditure</b>							
Buildings and Capital Works <sup>5</sup>	19,770	21,276	29,974	38,813	31,608	32,134	62,405
Computer and IT	5,219	7,520	3,073	4,792	4,007	3,239	4,521
Sub Total	24,988	28,796	33,047	43,605	35,615	35,373	66,926
<b>Total</b>	<b>202,054</b>	<b>241,342</b>	<b>267,517</b>	<b>300,114</b>	<b>301,927</b>	<b>290,625</b>	<b>346,046</b>
<i>Payroll as % Current Costs</i>	<i>80%</i>	<i>81%</i>	<i>79%</i>	<i>80%</i>	<i>81%</i>	<i>81%</i>	<i>80%</i>
<i>Payroll as % Total Costs</i>	<i>70%</i>	<i>71%</i>	<i>70%</i>	<i>68%</i>	<i>71%</i>	<i>71%</i>	<i>65%</i>
<i>Capital as % Total Costs</i>	<i>12%</i>	<i>12%</i>	<i>12%</i>	<i>15%</i>	<i>12%</i>	<i>12%</i>	<i>19%</i>

**SOURCE: IRISH PRISON SERVICE**

### 2.2.5 Strategic Priorities and Objectives

In 2001, the IPS published a Strategy Statement for the period 2001-2003. It identified seven key objectives under which a further 35 individual strategies were specified. These are shown in Table 2.3.

**TABLE 2.3 IPS STRATEGY 2001-2003**

<b>Key Objectives</b>	<b>Strategies</b>
1 Custody of Prisoners Committed by the Courts	1 Maintain control and order in the prison system 2 Ensure safe custody of prisoners 3 Provide appropriately secure custody for prisoners 4 Manage the custodial function so that it supports positive prison regimes 5 Plan to meet emergency situations (fire, hostage-taking, riot)
2 Caring For Prisoners	1 Provide for the personal well-being of prisoners 2 Help prisoners maintain their relationships with family and the community 3 Ensure medical and psychiatric care for prisoners to a standard consistent with that which applies in the community generally 4 Respect and uphold the rights and entitlements of prisoners 5 Provide Quality Care for prisoners consistent with community standards

<sup>5</sup> The dramatic increase in 2005 under this heading was due to the purchase of a site for a new prison at Thornton Hall, in North Dublin

**TABLE 2.3 IPS STRATEGY 2001-2003 (CONT)**

<b>Key Objectives</b>	<b>Strategies</b>
3 Promoting Rehabilitation and Integration	1 Elaborate positive sentence management 2 Develop and maintain activity programmes for prisoners 3 Address offending behaviour 4 Evaluate effectiveness of prisoner programmes
4 Managing Human Resources	1 Maintain satisfactory industrial relations 2 Human Resource Management 3 Promote Partnership arrangements in the Prison Service 4 Recruitment, promotion and retention of staff 5 Staff training and development 6 Greater flexibility/responsiveness 7 Staff Health and Safety 8 Maintain and develop Welfare and Support Services to staff
5 Estate and Facility Management	1 Implement the Prison Service Accommodation Programme 2 Continue to develop modern prison technological supports in meeting operational needs 3 Contribute to improvement of the environment taking into account relevant statutory and non-statutory requirements 4 Review the provision of maintenance for the prison estate, including plant and equipment, in relation to standards and procedure for service delivery
6 Corporate Development	1 Manage the transition of the Prison Service to statutory, independent agency status 2 Implement the Strategic Management Initiative in the Prison Service 3 Improve internal and external communications 4 Adopt a corporate business approach 5 Support the development of penal policy
7 Effective and Efficient Resource Management	1 Ensure greater organisational flexibility 2 Exploit the full benefits of information technology 3 Improve prisoner escort arrangements 4 Improve financial management

**SOURCE: IPS STRATEGY STATEMENT, 2001-2003**

An updated Strategy Statement, for the period 2006-2008, has also been produced in draft form. It identifies five major strategic priorities for the period:

1. to implement the Proposal for Organisational Change, agreed with the Prison Officers' Association in August 2005. This is a detailed programme of improved work practices and structures aimed at reducing the dependence on overtime working across the prison system;
2. to replace approximately 40% of the current prison estate. Major capital development works are planned to replace prisons (or parts of prisons) at Mountjoy, Portlaoise, Cork and Limerick, which together currently provide approximately 40% of prison accommodation;
3. to implement the new Prisons Drugs Policy ('Keeping Drugs out of Prisons'). Drug abuse in prisons is a major strategic as well as day-to-day challenge to the IPS. As well as their detrimental effects on prisoner health and welfare, drugs are often used as currency in prisons, and lead to bullying and intimidation and thereby creating added security challenges. Published in May 2006 by the Minister for Justice, Equality and Law Reform, this policy focuses on drugs supply elimination along with the enhancement of currently available drug treatment options;
4. to implement Integrated Sentence Management (ISM) across the prison system. ISM is a multi-disciplinary, prisoner-centred approach to managing a prisoner's time in custody from

initial assessment, through engagement with prison-based services to individualised pre-release preparations; and

5. to Decentralise the IPS Headquarters to Longford. The IPS (Headquarters) was one of the Government bodies earmarked for the first phase of decentralisation under the Programme announced in 2003, and is due to re-locate to Longford Town in early 2007.

Table 2.4 shows the specific targets identified in the draft Strategy Statement in regard to each of these major strategic priorities.

<b>TABLE 2.4 MAJOR IPS STRATEGIES AND TARGETS, 2006-2008 (DRAFT)</b>	
<b>Major Strategies</b>	<b>Targets</b>
1 Implement the agreed Proposal for Organisational Change	<ol style="list-style-type: none"> <li>1 Operate all prisons on the basis of new staff attendance arrangements with effect from Mid-February 2006 and achieve authorised staffing numbers by grade at each prison</li> <li>2 Complete the establishment of the new Prison Service Escort Corps by February 2006 and provide co-ordinated escorts using new cellular vehicles</li> <li>3 Introduce new planned preventive maintenance arrangements for all plant and equipment by end-2006</li> <li>4 Have new regional stores in operation in 2006 and improved procurement arrangements in place</li> <li>5 Hold a recruitment competition for the new grade of Recruit Prison Officer and introduce the planned new induction training syllabus by mid-2006</li> </ol>
2 Replacement of approximately 40% of the current prison estate	<ol style="list-style-type: none"> <li>1 Open new education, medical, and other accommodation at Limerick Prison in 2007</li> <li>2 Provide additional prisoner accommodation at Shelton Abbey in 2006</li> <li>3 Occupy new accommodation at Portlaoise Prison in 2007 that will replace all existing prisoner accommodation there</li> <li>4 Commence construction of the new Thornton Prison Complex in 2007</li> <li>5 Commence construction of a bridge to Spike Island in 2008 in preparation for construction of a new prison on the island</li> </ol>
3 Implementation of the new Prisons Drugs Policy - <i>Keeping Drugs Out of Prisons</i>	<ol style="list-style-type: none"> <li>1 Introduce Mandatory Drug Testing in 2006 and seek to engage those prisoners who test positive in treatment options</li> <li>2 Establish a Drug Dog Unit in 2006</li> <li>3 Introduce new drug searching techniques</li> </ol>
4 Implement Integrated Sentence Management	<ol style="list-style-type: none"> <li>1 Source a structured assessment model for use in ISM</li> </ol>
5 Decentralise Prison Service headquarters to Longford	<ol style="list-style-type: none"> <li>1 Liaise with OPW on construction and fitting-out of the new headquarters building</li> <li>2 Manage the turnover of headquarters staff on a phased basis and put in place appropriate training/induction supports for new decentralising staff</li> <li>3 Mitigate the unavoidable loss of corporate memory consequent on headquarters staff turnover</li> <li>4 Develop IT and other communications networks for the new headquarters</li> </ol>

**SOURCE: IPS DRAFT STRATEGY STATEMENT, 2006-2008**

The draft 2006-2008 Statement also includes a range of other strategic priorities beyond the major priorities identified above. They are shown in Table 2.5.

**TABLE 2.5 OTHER IPS STRATEGIC PRIORITIES, 2004-2006 (DRAFT)**

Mission/Aim	Strategies
1 Custody of Prisoners Committed by the Courts	1 Secure custody of prisoners 2 Safe custody of prisoners 3 Contingency Planning
2 Prisoner Care and Resettlement	1 Introduce defined care standards 2 Ensure the provision of healthcare to prisoners of a standard consistent with that which applies in the general community. 3 Provide quality, evidence-based Prisoner Programmes 4 Mainstream an intercultural approach
3 Managing Human Resources	1 Support line managers in meeting their responsibilities 2 Enable all staff to contribute to achievement of the Service's objectives 3 Focusing on the links between engagement and absence 4 Improve delivery of human resource management (HRM)
4 Organisational and Systems Support	1 Organisational supports 2 Financial Systems Development 3 Information and Communications Systems Development

**SOURCE: IPS DRAFT STRATEGY STATEMENT, 2006-2008**

## 2.3 The Prison Estate

There are currently 14 institutions operating as prisons in Ireland. Four are located at the Mountjoy Complex in Dublin - Mountjoy Male Prison, the Dochas Centre (Female Prison), the Training Unit (a 'step down' facility for offenders nearing the end of their sentence) and St Patrick's Institution (previously Mountjoy Women's Prison, now accommodating juvenile offenders), while Wheatfield, Cloverhill and Arbour Hill Prisons are also located in the capital. Cork has a male prison, and Limerick Prison has a male as well as a female facility. Portlaoise Prison is the only high-security prison in the State, while the Midlands Prison, the most recently built prison, is located on lands adjacent to it. The remaining three are located at Castlerea, Co. Roscommon, Loughan House, County Cavan, and Shelton Abbey, Co. Wicklow. Table 2.6 presents an overview of the institutions in terms of the year they were built, the accommodation type, the status and security level and the prisoner categories provided for in each.

Mountjoy, Cork, Limerick, Midlands, Wheatfield and Castlerea Prisons serve as "committal" prisons, meaning they are legally required to admit persons committed to prison from the courts. The others accommodate prisoners either committed by the courts or transferred from other prisons.

Three smaller institutions - at the Curragh in Co. Kildare, Fort Mitchell in Co. Cork and Shanganagh Castle in Co. Dublin - also recently served as prisons, but each has ceased doing so in the last three years.

**TABLE 2.6 OVERVIEW OF PRISON ESTATE AND CURRENT UTILISATION**

Institution	Year Completed	Accommodation	Status and Security Level	Prisoner Categories
Mountjoy Male	1850	cellular	closed, medium	sentenced male aged 18+
Dochas Centre	1999	residential	closed, medium	female aged 18+
St Patrick's Institution	1858	cellular	closed, medium	juvenile male aged 16-21
Cork	1818	cellular	closed, medium	male aged 17+
Limerick Male	1821	cellular	closed, medium	male aged 18+
Limerick Female	1821	cellular	closed, medium	female aged 18+
Castlerea	1995	cellular/housing	semi-open, medium	Male, aged 16+
Cloverhill	1999	cellular	closed, medium	mainly male pre-trial adults
Wheatfield	1989	cellular	closed, medium	male aged 18+, juvenile male aged 15+
Portlaoise	1830s	cellular	closed, high	male aged 18+
Arbour Hill	1845	cellular	closed, medium	male aged 18+
Training Unit	1976	single rooms	semi-open, low	male aged 18+
Midlands	2000	cellular	closed, medium	sentenced male aged 18+
Loughan House	1953	single and shared rooms	open, low	male aged 18+
Shelton Abbey	1770	dormitories	open, low	male aged 19+

**SOURCE: IPS**

## 2.4 Prison Population

There were 3,244 prisoners in custody on 11<sup>th</sup> March 2005. The daily average for 1995 was 2,121, indicating growth in the order of 53% over the period. Table 2.7 shows how the total prison population has evolved across the institutions since 1995.

The period has seen significant change in both the size of the prison population as well as the prisons and institutions that accommodate it. In the mid-late 1990s, two thirds of prisoners were accommodated in Cork, Limerick, Portlaoise, and the various institutions that make up the Mountjoy Complex. By 2005, together they accommodated just under half. The opening of Castlerea in 1997, Cloverhill in 2000 and the Midlands Prison in 2001 together added approximately 1,000 prisoner spaces to the estate, thereby adding to capacity, reducing the pressure on other institutions, and facilitating the closure of some small institutions.

**TABLE 2.7 AVERAGE DAILY NUMBER OF PRISONERS IN CUSTODY**

Institution	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005 <sup>1</sup>
Mountjoy Male	614	620	650	729	826	723	504	441	460	485	486
Mountjoy Female/Dochas Centre	32	39	51	59	70	59	82	88	81	84	86
St Patrick's Institution	125	192	208	187	194	193	206	179	188	198	195
Cork	250	266	268	262	271	267	274	267	268	274	275
Limerick Male	120	127	132	182	226	225	171	171	169	247	269
Limerick Female	7	9	12	12	14	13	14	16	16	13	19
Castlereagh	-	-	25	109	195	190	186	193	195	210	219
Cloverhill	-	-	-	-	-	213	374	386	375	392	392
Wheatfield	320	320	350	360	368	368	372	368	375	374	373
Portlaoise	171	152	164	155	148	167	145	137	128	123	125
Arbour Hill	129	126	139	139	138	139	135	137	138	138	139
Training Unit	90	74	85	85	87	89	89	91	86	87	94
Midlands	-	-	-	-	-	-	241	375	384	439	437
Loughan House	69	71	70	48	56	66	72	70	71	72	80
Shelton Abbey	50	47	47	47	46	25	27	47	50	49	55
Curragh	-	-	72	94	93	94	98	92	98	8	-
Fort Mitchel	97	101	101	101	100	89	95	84	94	6	-
Shanganagh Castle	47	47	48	41	39	28	27	23	-	-	-
Total	2,121	2,191	2,422	2,610	2,871	2,948	3,112	3,165	3,176	3,199	3,244

1. As at 11<sup>th</sup> March 2005

While the average daily number of prisoners in custody is shown, the annual number of committals to prison is significantly higher, and is a better reflection of the extent of entry "activity". In 2005, the number of committals was 10,658, and it averaged 11,530 between 1997 and 2002 (inclusive).

## 2.5 Previous IPS Reviews and Evaluations

The IPS has conducted a number of reviews and evaluations of aspects of its operation and performance in the past. These have included:

- a review of Prison Service Operational Costs;
- a review of the Structure and Organisation of Prison Healthcare Services;
- a review of Prison Escort Services;
- a review of the Irish Prison "Connect" Project;
- a review of the Irish Prison Education Curriculum; and
- a review of Physical Education within Irish Prisons.

## 3. IPS Capital Programme

### 3.1 Introduction

This Chapter focuses on capital investment in the Irish prison system. Section 3.2 describes recent strategic aims and objectives for capital investment and how these have evolved, while Section 3.3 shows the current strategy and describes the relationship between the capital programme and the overall IPS strategy. Section 3.4 indicates the extent of capital investment in recent years shows IPS staffing resources associated with it. Section 3.5 describes how individual capital projects are typically managed, as well as the overall system through which the capital programme is managed and implemented.

### 3.2 Strategy and Objectives

#### 3.2.1 *Development of Strategy*

The Irish prison system suffered for decades from a lack of capital investment. Up to the late 1980s, the system relied almost exclusively on Victorian buildings dating from the early 1800s, that had neither been developed nor maintained to any discernible degree in the intervening period. Wheatfield Prison, completed in 1989, was the first new purpose-built prison developed in the country since Mountjoy Women's Prison (now St. Patrick's Institution) opened in 1858 – an intervening period of 131 years. While in the first half of the century this was a reflection of both the lack of growth in prisoner numbers and the low priority of prison expenditure in national policies, in the period since, particularly the last 20 years, both of those factors began to change. Rising crime and committal rates, more complex security requirements within prisons, widespread overcrowding and use of temporary release to address it, and growing national and international criticism of existing facilities and standards were all factors behind a new policy response involving substantial capital investment.

The objectives, extent and focus of this investment have remained the responsibility of the Minister of Justice. They have evolved considerably during the 1990s and since, in response to changing system needs, operational factors, budgetary frameworks and policy priorities. As well as the actual priorities for capital investment, both the processes by which they are arrived at and the frameworks in which they operate have changed in recent times. Since the early 1990s, as well as there being a new agency with responsibility for the prison system, there is an Inspector of Prisons, and there have been four changes of Minister. In addition, a capital investment "Programme" is not captured in a single document involving clearly identifiable objectives, plans, projects, budgets and timeframes. For these reasons, the following sections describe evolving priorities and objectives over the last 12 years in chronological order, before presenting the current strategy and objectives of capital investment in the Irish prison system.

### 3.2.2 *The “Five Year Plan” (1994)*

The “Five Year Plan” of 1994 made the following commitments in relation to capital investment for the period until 1999:

- the provision of an additional 210 prison places including 60 in a purpose-built facility for women offenders<sup>6</sup>;
- major refurbishment works in existing prisons, to include:
  - the provision of in-cell sanitation, as part of major refurbishment projects, in Mountjoy, Portlaoise and Limerick Prisons;
  - the provision of enhanced work/training facilities in Mountjoy, St. Patrick’s Institution, Limerick Prison and Loughan House;
  - the provision of enhanced education facilities at Portlaoise, Mountjoy, Limerick and Cork Prisons;
  - the provision of kitchen and reception at Portlaoise Prison;
  - the enhancement of visiting facilities at Cork Prison; and
  - the provision of staff locker facilities and a maintenance workshop at Mountjoy Prison.

It also drew attention to the high cost of providing prison spaces, estimating a (1994) capital cost of £110,000 per space provided (c €141,000).

### 3.2.3 *Government Priorities (1997-2002)*

The Programme of the 1997 incoming Government included a commitment to provide 2,000 extra prison spaces over its five year term. These included some projects already well advanced, and were to be provided over three phases, as follows:

- Phase 1 was to provide approximately 1,250 spaces, including:
  - the completion of Cloverhill Prison in West Dublin as a remand prison, with a total capacity for approximately 400 spaces;
  - the building of the Midlands Prison in Portlaoise, with capacity for approximately 515 spaces;
  - the opening of Castlerea Prison, with capacity for approximately 150 spaces;
  - the building of the Dochas Centre, with capacity for 80 (female) spaces; and
  - the provision of a further 90 spaces at Limerick and Portlaoise Prisons, through the refurbishment of existing accommodation.
- Phase 2 was to provide 480 closed prisons spaces, as follows:
  - a new accommodation block would be added to Castlerea Prison, with capacity for 150 adult male prisoners;

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<sup>6</sup> The Dochas Centre was subsequently built adjacent to Mountjoy in 1998/9, as a dedicated unit for female offenders, with capacity for 80 inmates. The remaining 150 spaces were to be provided at Castlerea, which subsequently opened in 1997.

- extensions to Cork Prison to provide an additional 200 spaces (150 adult and 50 juvenile spaces);
  - a new Juvenile Detention Centre in the Dublin area, with capacity for 110 spaces;
  - 30 new spaces for female prisoners at Limerick Prison (20 in a new Women's Unit and 10 in a "Half Way House" to be operated independently of the main prison).
- Phase 3 was to involve a major new closed prison development on a site in the Eastern Region (within a 30 mile radius of Dublin), providing for 240 spaces for adult male offenders, intended to cater for anticipated custody needs as well as to end overcrowding in Dublin prisons including Mountjoy, and to allow Mountjoy to revert to single-cell occupancy in the wake of major renovations planned for it.

### **3.2.4 Mountjoy Complex Redevelopment Group**

A "Mountjoy Complex Redevelopment Group" was established in 1999 which was tasked with preparing a long-term development plan for the Mountjoy Complex (the site of four individual prisons – Mountjoy (Male), St. Patrick's Institution, the Dochas Centre and the Training Unit). It issued its first report in May 2000, recommending that the four prisons at the site be developed as an integrated modern complex, operating a positive and progressive regime, and playing a significant role in drug treatment, induction and pre-release. The Group issued its second report in February 2001, which set out the physical and operational aspects of the plan in greater detail. It envisaged the phased demolition of all of the existing facilities on the site (with the exception of the Dochas Centre), and their replacement with a modern purpose-built complex providing accommodation for a maximum of 730 prisoners.

### **3.2.5 Strategic Priorities 2001-2003**

The 2001-2003 Strategy Statement of the newly established Irish Prison Service set out the updated priorities for capital investment. It acknowledged the recent developments including the bringing of over 1,200 additional prisoner places into use in the three years since 1998, through the opening of new prisons (Cloverhill, Dochas Centre and Midlands Prison), the adaptation and utilising of other properties for use as prisons (Castlerea and the Curragh) as well as extensions to existing prisons. The Statement specified that the next steps in the building programme would be to provide a further 466 prisoner places by end-2003, in order to:

- eliminate pockets of overcrowding and facilitate movement towards a model of predominantly single-cell accommodation for prisoners, and
- provide separate accommodation for 16 and 17 year old children in anticipation of the coming into force of the relevant provisions of the Children Act.

The new places were to be provided in a new accommodation block at Castlerea Prison, through an extension to Cork Prison and through the provision of new accommodation for juveniles in both Dublin

and Cork. The strategy also envisaged extensive projects to improve existing accommodation at Castlerea, Cork, the Curragh, Limerick, Mountjoy and Portlaoise Prisons, and confirmed that the redevelopment of Mountjoy Prison would proceed in accordance with the recommendations of the Mountjoy Complex Redevelopment Group.

All of the major IPS objectives and strategies contained in the 2001-2003 statement were presented earlier in Section 2.2. These included four strategies in relation to estate and facility management, the organisational objective most directly affecting capital expenditure. These strategies, and their more detailed targets for the period, are shown in Table 3.1.

<b>TABLE 3.1 2001-2003 STRATEGIES AND TARGETS IN RELATION TO ESTATE AND FACILITY MANAGEMENT</b>	
<b>Strategies</b>	<b>Targets</b>
1 Implement the Prison Service Accommodation Programme	1 Provide 466 new prison places by end-2003 2 Undertake major phased refurbishment of closed prisons at Cork (Phase 1 already in progress), Portlaoise (Phase 1 to commence before end-2001), Limerick (Phase 1 already in progress) and the Curragh (Phase 1 to commence before end-2001), including the provision of new/improved facilities for education, vocational training and recreation 3 Commence a programme of major refurbishment at Mountjoy Prison in late-2001 with a view to completion of Phase 1 by end-2003 4 Provide 150 places in purpose-built accommodation for 16/17 year olds in Cork (40 male) and Dublin (90 male, 20 female) by end-2003 in line with the provisions of the Children Act 5 All new/refurbishment projects to provide mainly single cell accommodation such that, by end-2003, at least 65% of prisoners will have their own cell at current prisoner population levels 6 Provide in-cell sanitation in all new and refurbished cell accommodation such that more than 85% of all prisoners will have 24-hour access to sanitary facilities by end-2003 7 Provide new Headquarters accommodation for the Prison Service by end-November, 2001
2 Continue to develop modern prison technological supports in meeting operational needs	1 Stipulate advanced locking and control systems in plans for all future building and refurbishment works with immediate effect 2 Launch a comprehensive policy on the use of CCTV in prisons and places of detention by end-2002 3 Extend the use of the fully-integrated Building Management System to all major closed prisons by end-2003 in the light of experience at Wheatfield Place of Detention 4 Provide programme-controlled prisoner telephone facilities in all prisons by mid-2002
3 Contribute to improvement of the environment taking into account relevant statutory and non-statutory requirements	1 Launch a waste management policy for the Prison Service by end-2001; 2 Complete an audit of energy usage by end-2003 3 Remove, by end-2001, Category 1 and 2 asbestos materials from all institution buildings identified in the course of audit 4 Implement the agreed recommendations of the fire vulnerability study by mid-2002 5 Engage a full-time Fire Officer for the Prison Service (or implement an appropriate alternative measure) by mid-2002
4 Review the provision of maintenance for the prison estate, including plant and equipment, in relation to standards and procedure for service delivery	1 Have external consultants review and advise on the provision of maintenance for the prison estate before end-2001
<b>SOURCE: IPS STRATEGY STATEMENT 2001-2003</b>	

### 3.3 Current Strategy and Objectives

#### 3.3.1 Strategic Investment Priorities

Between 2002 and 2004, while many of the capital investment priorities identified in 2001 were progressing, the priorities for future investment were also changing. A new Minister for Justice was appointed to office in 2002. In addition, the Interim IPS Board had been established and was functioning, the new IPS headquarters was occupied with new staff and structures. Meanwhile, the introduction of rolling five-year capital envelopes within the public budgetary process, as well as the development of Public Private Partnership (PPP) projects and policies in Ireland (with their potential use in the prison sector), together changed the context in which capital investment in the prison system could be planned.

In response to these and other changing circumstances, a new 7 Year capital programme was established in 2004. It was developed following a review of the entire property portfolio, a review of the five year capital envelope available, a review of prison capacities and needs, and in the light of the recommendation of the Interim IPS Board, subsequently accepted by the Minister, that the entire Mountjoy Complex should be demolished and replaced with a new large prison on a greenfield site in the Dublin area.

The new programme was explicitly devised with regard to the following planning principles/guidelines:

1. to minimise the number of operational sites, so as to achieve economies of scale;
2. to operate large new complexes as single campuses with shared services;
3. to operate a predominantly single-cell model of accommodation;
4. to provide a range of step-down security options; and
5. to provide modern in-cell sanitation across the entire estate.

The major elements of the new 7 Year plan were:

- the replacement of the Mountjoy Complex prisons with a new prison campus on a greenfield site in Dublin (under a PPP arrangement);
- the replacement of Cork Prison with a new prison on Spike Island (also under a PPP arrangement);
- major developments at Portlaoise Prison including a new accommodation block and a new Gatelock;
- major developments at Limerick Prison including a new education and training building, a new boundary wall effectively extending the site, and replacing the current A and B blocks;
- a new accommodation block at Wheatfield Prison;
- a range of estate-wide projects including the fit out of special cells, the upgrading of locks using modern technologies, major upgrades of CCTV systems and the netting of recreation yards; and

- a range of smaller projects such as videoconferencing facilities, new or improved recreation facilities, offices, fire safety works, heat and electrical works, roof works and car park improvements.

Since 2004, these main priorities for capital investment have not changed considerably. However updated planning principles, targets and performance indicators have been established in the draft IPS 2006-2008 Strategy Statement, and a set of detailed prison population projections were prepared for the period until 2015.

The draft 2006-2008 Strategy Statement, as described in Chapter 2, establishes the replacement of approximately 40% of the current prison estate as one of the five major strategies of the IPS for the period, through the future plans for Mountjoy, Cork, Portlaoise and Limerick prisons. The set of planning principles informing the strategy had been developed, to now include:

- to minimise operational sites in the interest of achieving economies of scale;
- as far as possible, to operate each prison complex as a single campus with shared services;
- to provide separate accommodation for (i) male and female prisoners, and, as far as practicable, (ii) remand and sentenced prisoners;
- to move to a predominantly single-cell model;
- to eliminate current overcrowding, having due regard to observations of the Inspector of Prisons and Places of Detention and the Council of Europe Committee for the Prevention of Torture and Inhuman and Degrading Treatment (the CPT);
- to eliminate the practice of “slopping out”;
- to accommodate prisoners in a range of security levels such that, as far as possible, each prisoner is accommodated at the lowest suitable level of security consistent with his/her circumstances; and
- to plan to accommodate the anticipated prisoner population as of 2015 while preserving further development potential on existing prison sites.

The 2006-2008 targets set in relation to this major strategy are as follows:

- to open new education, medical, and other accommodation at Limerick Prison in 2007;
- to provide additional prisoner accommodation at Shelton Abbey in 2006;
- to occupy new accommodation at Portlaoise Prison in 2007 that will replace all existing prisoner accommodation there;
- to commence construction of the new Thornton Prison Complex in Dublin in 2007; and
- to commence construction of a bridge to Spike Island in 2008 in preparation for construction of a new prison on the island.

Finally, the performance indicators laid down in relation to the strategy are:

- to have a contractor on site at Thornton in 2007; and
- to have a contractor on site for the new bridge to Spike Island in 2008.

### 3.3.2 Relationship between IPS Strategy and Capital Programme

Since the formation of the IPS, its capital investment programme has had strong and often direct links to the overall organisational strategy, with strategic goals and priorities often defined in terms of clear capital investment projects and activities (such as the expansion of the estate, the elimination of slopping out and overcrowding in various institutions, and other facility enhancements either estate-wide or local).

The current capital programme has been based upon:

- investment needs as identified from
  - past capital investment and estate development;
  - outstanding estate-wide modernisation needs and major deficiencies;
  - new and evolving standards and technological capabilities;
  - prisoner population projections; and
  - reviews of the current and future minimum acceptable capacity of the estate;
- a set of strategic estate-planning principles that guide the selection, prioritisation and choice of projects included in the capital programme.

Capital investment needs are therefore strategically identified and prioritised, and are given due weight in the organisation's overall strategic goals and planning for the medium term. Moreover, individual investment proposals and requests can be explicitly considered in relation to the organisation's capital investment priorities and overall strategic goals and objectives.

## 3.4 Financial and Staff Resources

Table 3.2 shows capital expenditure for the prison service between 1999 and 2005, broken down into buildings and capital works, and computer and IT expenditure.

	1999	2000	2001	2002	2003	2004	2005
Buildings and Capital Works	19,770	21,276	29,974	38,813	31,608	32,134	62,405
Computer and IT	5,219	7,520	3,073	4,792	4,007	3,239	4,521
Total	24,988	28,796	33,047	43,605	35,615	35,373	66,926

**SOURCE: IPS**

While the 2005 figure of €62m represents a major advance on previous years, it includes a payment of approximately €30m to procure a site for the new prison campus in Dublin. This payment aside, it can be seen that in the seven years up to 2005, capital expenditure fluctuated between approximately €25m per annum (the level in 1999) and €44m (the level in 2002). On average, it increased by 8% per

annum up to 2004 in nominal terms. Construction cost and other inflation over the period in question would suggest expenditure increases, in real terms, were significantly lower. Computer and IT equipment has accounted for approximately 13% of total expenditure over the period, with the bulk, and increasing share, of spending arising in relation to building and capital works.

Capital expenditure is predominantly the responsibility of the Estates Directorate of the IPS. Its current staff structure is as follows:

- 1 Director with responsibility for Finance, Estates and IT;
- 1 Deputy Director of Estates;
- 2 Assistant Principal Officers;
- 2 Higher Executive Officers;
- 1 Executive Officer;
- 1 Clerical Officer; and
- 1 Staff Officer.

The total number of staff, at 9, has not changed significantly since the establishment of the IPS. As mentioned earlier, it is technically supported in its work by the Building Services Division, whose staff numbered 23 in 2005, also not having changed significantly in recent years.

## **3.5 Programme and Project Management**

### **3.5.1 Programme Management**

The setting of policy on and priorities for capital expenditure, the provision of finance, and the approval of major capital projects are the ultimate responsibility of the Minister and Department of Justice, with the Interim IPS Board playing an advisory role. However, following the establishment of the IPS, the detailed day-to-day management of the capital programme now falls principally within the responsibilities of the IPS Estates Directorate. It is responsible for the setting of programme objectives, the prioritisation of projects and expenditures across prisons and institutions, the design, planning and procurement of works, the management of budgets, the monitoring of progress and the updating and ongoing review of the entire programme. The following sections describe some of the major processes involved in the management of the overall programme.

#### ***Needs and Objectives***

The overall needs of the capital programme are identified by the Estates Directorate of the IPS. Aspects of the process include:

- consideration of the multi-annual capital envelope available to the IPS under the Justice group allocation;
- consideration of the future prisoner population;

- consideration and review of the existing estate, including regular site visits;
- ongoing consultation and meetings with prison Governors and management;
- ongoing consultation with other Directorates within the IPS, particularly the Operations and Regimes Directorates, as well as the Building Services Division; and
- ongoing consultation with the Department of Justice, Equality and Law Reform in relation to policy requirements and commitments.

### ***Priority Setting and Programme Content***

The choice of major strategic projects included in the programme is based on both the needs identified and the set of guiding principles established for the capital programme, and are arrived at through discussions with Prison Governors, other IPS Directorates and Directors, and the IPS Interim Board. Government commitments and policy with regard to capital projects are a key consideration in setting down the objectives of the programme as well as major strategic projects to be included. Each project proposal is also considered in relation to:

- its compliance with the 3 year IPS Strategic Plan;
- its compliance with the future physical and business plans of the prison in question; and
- its compliance with other IPS policies (e.g. security, regimes, human resources, health and safety, drug problems etc).

The overarching objectives, principles and major projects included in the programme are approved by the IPS Director General, and the objectives and planned projects are reviewed, discussed, updated where appropriate, and agreed on a rolling-annual basis throughout the programme.

In the case of smaller capital projects, Governors are invited to make an annual submission to the Estates Directorate with regard to the small capital, equipment or maintenance projects they require for the year ahead. These items are then discussed at a meeting at the prison involving the Governor and his/her management team, the IPS Director of Estates, and members of the Building Services Division. Projects requested over the value of €1m are considered as capital expenditure items, while those with a lower value are treated as maintenance items. All small capital projects are considered in relation to

- their compliance with the 3 year IPS Strategic Plan;
- their compliance with the future physical and business plans of the prison in question;
- their compliance with other IPS policies (e.g. security, regimes, human resources, health and safety, drug problems etc);
- the annual maintenance budget for the prison in question; and
- the overall capital budget available for small projects.

### ***Programme Budgeting***

The overall financing of the capital programme is planned in the context of the multi-annual capital envelope for the Justice group as determined by the Department of Finance. A five year financial plan is determined in this context, along with its breakdown between direct capital funding and PPP funding, both on an annualised basis. This sets the medium term basis upon which projects can be financially prioritised and their implementation order considered.

It also presents the basis for annualised budgeting. Each year, the capital allocation to the IPS is considered, as are the existing capital projects being implemented and their financial commitments for the year ahead. The financial scope to begin new projects each year is therefore determined, and these are initiated in accordance with the priorities established in the overall programme.

### ***Programme Delivery***

The IPS Estates Directorate is responsible for ensuring appropriate consultation in delivering the capital programme, ensuring appropriate programme and project structures are established, for establishing project teams, including the procurement of advisors, and for managing projects, issuing tenders and managing tender competitions, obtaining appropriate approvals, overseeing works and ensuring the achievement of needs and meeting of standards.

### ***Monitoring and Reporting***

Members of the Estates Directorate, and representatives of Building Services Division as well as Prison management are each involved in the detailed planning of projects, and attend site meetings during works. Progress on all projects is reported to the Director of Estates on a regular basis through these channels. This allows the overall monitoring of the programme, the progress of which is reported regularly by the Director to senior managers, the Director General and the IPS Interim Board, as well as on occasion to the Department and Minister of Justice.

## **3.5.2 Project Management**

The management structures and processes for each capital project vary depending on its size and likely cost, its urgency and its complexity. However at a general level the following phases and processes are applied.

### ***Pre-Planning***

A pre-planning phase is conducted for projects necessitating one. Any prior survey or architectural inputs are externally contracted. A Project Team is appointed, typically including representatives of the IPS Estates Directorate, usually members of the Building Services Division, and Prison Governors/Staff. Architects, consultant engineers, quantity surveyors and/or construction management firms may also be appointed at this stage.

The Project Team:

- appraises the technical needs and options;
- considers constraints;
- considers any necessary phasing and security considerations (a frequent necessity where works are planned in operating prisons);
- considers optimum design concepts;
- identifies the overall scope of the works, their timing and their likely cost magnitude;
- identifies the most appropriate procurement plan;
- seeks approval to proceed to a detailed planning phase.

### ***Detailed Planning and Design***

Following approval to move to the detailed planning stage, the Project Team:

- undertakes the detailed design of the project;
- notifies the local authority, invites submissions from interested parties, and ensures full compliance with relevant Planning Legislation;
- adapts the proposed design to the extent possible, in line with local authority/public submissions;
- re-estimates costs based on the detailed design arrived at (and where costs exceed those for which original approval was given, further approval is sought in line with the revised costing);
- prepares, issues and reviews tender documents; and
- seeks approval to place the contract.

### ***Implementation***

Following contract award, the Project Board/Team, or a sub-set of it, will manage the implementation phase, attend regular site meetings, consider any necessary changes, delays, or unanticipated factors affecting progress, seek approval for contract changes, extensions and/or sub-contracts, ensure compliance with the schedule and programme, and ensure the original project objectives are met. A member of the IPS Estates Directorate remains involved in the day-to-day management of the implementation phase and attends on-site co-ordination meetings. They report regularly to the Director of Estates on the progress of the project, the meeting of objectives and standards, and ongoing payments and likely final costs (including the seeking of payment approvals).

### ***Commissioning***

Finally, a commissioning stage takes place, typically involving:

- the addressing of all final snags and construction tasks;
- the testing of all mechanical, electrical, and structural aspects (usually led by members of the Building Services Division);
- the issuing of completion certificates, the preparation of final accounts and the payment of outstanding costs; and
- the phased handover and operation of the facilities by Prison Governors and management.

## 4. Capital Projects

### 4.1 Overview

The Terms of Reference required that non-PPP capital projects completed between 2000 and 2005 valued at €5m or more be evaluated in detail under the expenditure review. According to the IPS, there were five projects meeting these criteria:

14. The Midlands Prison in its entirety;
15. a project at Limerick Prison incorporating the development of a new C Wing and the refurbishment of the old E Wing;
16. a new Gate Lock at Portlaoise Prison;
17. a new prison laundry, and paint and metal workshops at Wheatfield Prison in Dublin; and
18. a new “Special School” for young offenders at St. Patrick’s Institution in Dublin.

These projects are described and assessed in turn in the following sections, with each section considering the project’s background, needs and objectives, project management, initial estimates of costs and schedules, and the process, actual outcomes and performance of the project.

### 4.2 The Midlands Prison

#### 4.2.1 *Background, Needs and Objectives*

The Programme of the incoming Government in 1997 included a commitment to create significant new prison accommodation. An “Interdepartmental Committee on Accelerated Prison Programme”, chaired by the Minister for Justice, and including representatives of the Department of Finance, the OPW, and the Prisons Division of the Department of Justice was convened, and a Government decision was made in September 1997 that:

- a new prison for adult males should be built on lands it owned adjacent to Portlaoise Prison;
- that it would be procured on a Design, Build and Finance (DBF) basis<sup>7</sup>;
- that it would be procured in accordance with the relevant EU Procurement Directives; and
- that the OPW be engaged to advise the Department of Justice in the management of the procurement process.

#### 4.2.2 *Project Management*

A Design Group was convened involving the Department of Justice, the OPW (Architectural Services, Quantity Surveyor, Resident Services Engineer and District Inspector), a number of prison Governors

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<sup>7</sup> The project was initially intended to be a PPP project, but was later deemed to incorporate insufficient risk transfer to be considered as such.

and staff, and technical advisors including personnel from Building Services Division, and an on-site engineer. At later stages, legal advisors assisted in the preparation of the contract, financial advisors assisted in the financial assessment of tenders, and an existing prison Chief Trades Officer was assigned during the construction period.

The Design Group considered the appropriate scale and design of the facility. A modern radial design was favoured with three wings and a total capacity of 400 spaces.

#### **4.2.3 Estimated Costs and Schedule**

According to the OPW, its Quantity Surveyor prepared a prior estimate of the costs of the project, amounting to approximately £41m. No details of the timing or detailed basis of this estimate were provided to the review. A timeframe was estimated, envisaging a two year period covering construction as well as pre-construction procedures.

#### **4.2.4 Process, Outcomes and Performance**

##### ***Process***

In December 1997/January 1998, a tender competition was carried out. Six tenders were received for the project. Following examination of all the tenders for financial cost, technical merit and compliance with the Department's design specifications, the lowest tenderer was awarded the contract in February 1998. The total contract value was approximately £36.905m (€47.23m).

The schedule for the project, on tender award, was for a 15 month programme. Construction began in May 1998. Shortly into construction the contractor made an attractive financial proposal to the Department to expand the accommodation by the addition of an extra cell block with 115 additional spaces. The OPW assisted the Department in examining the contractor's proposal and recommended that the expansion proceed on the basis that it represented good value for money. On 27 July 1998 the Government approved the building of the additional accommodation wing. The additional cost was agreed at approximately £7m (€8.9m), bringing the total cost to £43.9m (€56.2m).

##### ***Timescale***

Construction ended in April 2000, and following testing, commissioning and fit out, the prison was formally opened by the Minister for Justice in November 2002.

### **Cost**

The final cost of the project was £43m – in line with the contract and its subsequent variation. Payments are made on an annual amortised basis over 20 years. The first payment was made to the contractor fourteen days after the date of issue of the Certificate of Practical Completion. The payments for the additional wing started somewhat later, but both were subsequently rolled into one payment.

### **Outputs and Performance**

The Midlands Prison is a modern radial prison that operates and functions well. Its overall design has proved effective, and it provides bright, modern prisoner accommodation, recreation areas and education and training infrastructure. It operates modern CCTV and locking technologies, has a range of ancillary facilities and is naturally lit and ventilated to a very high degree. Its design took significant account of international design approaches that emphasised high quality aesthetics, prisoner accommodation and prison regimes, while also facilitating significant staff efficiency. It is probably the best prison facility in the country. The prison was also designed and built very swiftly, despite the change in its layout and increasing of its capacity that was agreed during construction.

Several subsequent changes and improvements have nevertheless been made:

- a new tunnel providing more direct access to the circle area was constructed;
- the internal windows had to be altered due to their not meeting pre-specified standards of ventilation and closure;
- improvements to the medical facilities have been made;
- the gymnasium has been extended;
- cell floors were retiled.

The separate segregation block built as part of the prison has not been used since it was constructed, although this is for operational reasons more than any problems with the building, which is modern and fit for purpose. The current Governor felt however that its location is inappropriate, being too far away from the main prison and the administration building. Other design deficiencies mentioned were the inappropriate location of prisoner education rooms on the third floor of an area in which staff facilities were on the second floor (this was deemed to be a security risk), the need to change the use of the bakery as it did not meet the standards necessary for such use when constructed, and problems with the acoustics in the visiting area. In addition, exercise yards are now considered to have been located too close to the perimeter wall (with the problems of drugs being thrown over the wall having become significant in many prisons).

## 4.3 Limerick Prison C and E Wings

### 4.3.1 *Background, Needs and Objectives*

Limerick Prison was completed in 1821, and is the oldest prison still operating in Ireland. It originally comprised a radial design, with four accommodation blocks – A, B, C and D - leading from a central circle. The prison had no in-cell sanitation up until the 1990s, and housed both male and female prisoners. The “Five Year Plan” of 1994 made commitments to provide in-cell sanitation, as part of major of a refurbishment of Limerick Prison, as well as to provide enhanced work/training and education facilities there. The first major project undertaken was the replacement of the old D wing into a modern accommodation block with in-cell sanitation, which was completed in 1997. Phase 1 of the Prisons Building Programme initiated in that year committed to refurbishing existing accommodation at both Limerick and Portlaoise Prisons together providing a further 90 spaces, and, under Phase 2, to provide 30 new spaces for female prisoners at Limerick Prison (20 in a new Women’s Unit and 10 in a new “Half Way House” to be operated independently of the main prison).

The Department of Justice, in September 1997, requested the OPW to undertake a feasibility study for the replacement of the C wing at Limerick Prison. This exercise concluded that the most appropriate development would involve:

- the refurbishment of one part of the old E Block (which had been built since the original prison was completed, for the purposes of housing special prisoners), for the future accommodation of the female prisoners then in C wing;
- the installation of temporary administration and visiting facilities in front of the new D wing;
- the demolition of the old C wing, the old administration/Governor’s building, and both temporary and permanent visitors facilities in front of the then C wing; and
- the building of a new C wing accommodation block, to incorporate new administration and visitors facilities.

### 4.3.2 *Project Management*

The OPW provided architectural and project management services for the Limerick C and E wing project. It subsequently appointed several technical advisors. Throughout the main construction phase regular design team meetings were held on site, involving prison management, the main contractor, representatives of IPS Estates Directorate and Building Services Division, the OPW and various consultant engineers and advisors appointed to the project.

### 4.3.3 *Estimated Costs and Schedule*

An initial “order of costs” estimate was prepared by the OPW in its 1997/8 feasibility study. It envisaged a total cost of £5.24m (€6.7m), including construction, design fees and VAT. The Department of Justice sought sanction from the Department of Finance in August 1998 to proceed up

to and including tender stage, on the basis of a total cost estimate of £5.55m (or €7.1m), with the increase due to the inclusion of estimated costs for temporary buildings for administration and visitors. Sanction was duly received.

The initial OPW estimate also envisaged a 19 month schedule, beginning in September 1998 and ending in May 2000.

#### **4.3.4 Process, Outcomes and Performance**

##### **Process**

Many changes to the scope, phasing and requirements of the project were made, both before and after tendering. Changes were made to the proposed layout, design and specification of the recreation yard and fencing for C wing. Revisions were made to the proposed phasing of the works to minimise the disruption to the operation of the prison, and areas of the site were not concurrently available as had originally been envisaged. Another major change was that the scope of the project was widened to include the alteration and extension of the prison gatelock. Other changes were the implementation of CCTV systems throughout the prison and the need for the project to integrate with these, changes required to the prison laundry, alterations required to the circle area, the need to undertake external landscaping and the need to incorporate new pedestrian gates.

The main building contract was placed in January 2001, with a value of €9.5m (excl VAT).

During the construction phase, many factors arose that gave rise to delays. These included:

- a discrepancy in levels outside and inside the prison at the point of access for construction materials/vehicles, requiring remediation;
- the unexpected discovery of underground services requiring diversion;
- the unexpected discovery of asbestos material requiring specialist removal;
- the delayed commissioning of security services in the new prison control room;
- the late design of the yard security fencing;
- the late delivery of specialist items including steel doors and security windows;
- the late discovery of design problems that allowed cell windows to have sight of the prison car park;
- the late need identified for additional security doors in various areas;
- ponding in showers in both C and E wings;
- the late addition of modesty panels in E wing cells; and
- the late addition of a need to include a sliding door in the prison wall.

### ***Timescale***

As mentioned, the construction contract was placed in January 2001. A Certificate of Practical Completion was issued in December 2004, and the C wing was complete and occupied in February 2005. The OPW conveyed to the IPS in April 2005 that the final handover of all areas was scheduled for later that month.

### ***Cost***

According to the OPW, the actual final account amounted to €15.26m (incl VAT).

### ***Outputs and Performance***

Major improvements to Limerick Prison were achieved through this project. An old, dilapidated and unsafe wing, with 23 cells and no in-cell sanitation, was replaced with a modern, and staff-efficient new wing with 84 cells, in-cell sanitation, indoor exercise and recreation areas, a large, functional visiting area and new staff offices. Female prisoners were provided with a refurbished, segregated and self-contained wing, also with in-cell sanitation, a dedicated (although small) recreation yard, and its own food servery. Major improvements were also made to the prison gatelock, including a visitor waiting area, staff facilities and a modern control room.

The project also facilitated successful introduction of biometric locking systems, the first implemented in an old prison in Ireland, and the lessons from which were applied in many other prisons. In addition, a new cell window was designed and adopted that successfully met strict requirements for light, ventilation, robustness, penetrability and control. The window design was used as a prototype for other projects across the prison estate.

The Governor reported that the new C wing provided a huge morale boost to both staff and prisoners at Limerick, and that prisoners in other wings campaigned strenuously for transfers into it.

However the project suffered from significant drift, in time, scope and cost terms. Originally anticipated to take 19 months to complete from the point of contract signing, the project in fact took over four years, and cost approximately twice the anticipated budget. While much of this was due to genuine scope widening, much also appears to have resulted from design flaws prior to contract, surveying errors, changing security requirements (affecting both the objectives of the project and the progression of works), and a range of delaying effects of integrating the needs of other projects as this one progressed (CCTV, biometric locking and gatelock changes).

The only layout concern expressed by the Governor was the fact that class (or landing) offices did not directly overlook the landings themselves in the new C wing. However he acknowledged that this was a very minor issue, and one for which the prison management had been responsible.

## **4.4 Portlaoise Prison Gate Lock**

### **4.4.1 Background, Needs and Objectives**

Portlaoise Prison is the only high-security prison in the State. The original gatelock at Portlaoise was built in the 1830s, as was the entire prison. It is a small, single-storey entrance point on the prison wall, with a very narrow span, low floor to ceiling height, and extremely limited depth, whereby its use for vehicular entrance/exit ceased many years ago, transferring to a side entrance for vehicles only. The old gatelock had very limited office and no staff space, no space for appropriate visitor reception and search, no control room and no key room, all of which are typical components in a modern prison gatelock. Furthermore, the facilities within the actual prison provided for such needs at best partially, or in cases not at all. The “Five Year Plan” of 1994 included commitments to provide in-cell sanitation as part of a major refurbishment of Portlaoise Prison, as well as to provide enhanced education facilities, a new kitchen and a new reception. Due to the later decisions that a new accommodation block should be built (rather than refurbish the existing one), and its proposed location (that required moving the old control room), it was decided that a new gatelock, with a new control room, needed to be built and become operational prior to the building of a new accommodation block.

The detailed planning for the new gatelock project occurred in 2001 and 2002, by which stage its scope included the phased demolition of parts of the old prison wall, the provision of a three-storey gatelock building, with a military surveillance unit on the roof, and incorporating a new vehicle entrance/exit point, a visitors waiting room and search area, a new control room, new staff and office facilities and ancillary offices and space for a number of uses.

### **4.4.2 Project Management**

The OPW was engaged by the Department of Justice to provide architectural input into the planned refurbishment of Portlaoise C and D blocks, including the relocation of the communications room, and the provision of new visiting and staff facilities, in June 1999. Following the decision on appropriate ordering of projects, the OPW subsequently provided architectural and project management services for the gatelock project, and engaged a number of technical inputs externally. Regular team meetings were held on site during construction, involving prison management, the main contractor, representatives of IPS Estates Directorate and Building Services Division, the OPW and various consultant engineers and advisors appointed to the project.

### **4.4.3 Estimated Costs and Schedule**

An initial schedule was prepared by the OPW in July 2001, envisaging the placing of the main contract in January 2002, and with all site works completed by February 2003, with a further commissioning period thereafter (the duration of which was not specified).

Also in July 2001, and based on the initial drawings prepared, the OPW informed the IPS that it estimated that the new building would cost approximately £6m (€7.68m), excluding professional fees.

#### **4.4.4 Process, Outcomes and Performance**

##### **Process**

The Department of Justice sought sanction from the Department of Finance, in July 2001, to proceed with the detailed planning and tender preparation for the gatelock project, indicating that its anticipated cost was then £6m. Sanction was granted, noting the need for later sanctioning pending the detailed estimate of costs following receipt of tenders. The more detailed design work that was undertaken over the following months increased the likely cost of the project. By October 2001, it had increased to an anticipated £7.534m (€9.64m). Tenders were sought from eight contractors and had been received and reviewed by July 2002. Sanction was then further sought, indicating a total budget of approximately €11.5m, made up a construction contract for €7.805m, with an inflation allowance of €1.062m, contingency of €0.443m and VAT of €1.108m, professional fees of €0.858m and allowances for art and service charges, together totalling €0.11m. Following receipt of sanction, a construction contract was placed with the lowest bidder, in August 2002, envisaging completion by February 2004. The contract value was €9.242m.

The construction works appear to have initially proceeded as planned. However delays were later encountered mainly due to:

- a need to divert pre-existing services which were concealed and unrecorded, and therefore unknown and unquantifiable prior to excavation;
- the need to integrate with new projects providing new CCTV and “Atlas” locking systems for the prison that were initiated; and
- changes to piling requirements due to unforeseen ground conditions.

##### **Timescale**

The Certificate of Practical Completion was issued in September 2004.

##### **Cost**

A draft final account of July 2005 amounted to €9.215m (incl VAT).

##### **Outputs and Performance**

The new gatelock at Portlaoise prison is a large, modern building providing all of the services required of it, and one that befits a high-security prison in 2006. It is a vast improvement on what pre-dated it, in terms of security, circulation, facilities, space and functionality, and its completion has allowed the building of a new accommodation block at the prison to commence, the urgency of which has been apparent for many years. The new control room is excellent and its extensive CCTV network has strengthened prison-wide security considerably. The security standards applied to vehicles accessing

the prison have increased significantly, and the facilities for, circulation of, and security procedures applied to, prison visitors have all improved substantially. Modern offices, meeting rooms and lockers have also been provided for staff, for whom such facilities had been small, dilapidated or non-existent prior to the project. The project was also delivered within budget, although its scope had grown prior to tendering.

The scheduling of the project proved, ex-post, to have been overly optimistic however, both at its initial stages and at contract stage. In July 2001, a contract was envisaged within 6 months and the project complete within 19 months. From that point it was in fact 13 months before a contract was placed and 38 months before practical completion.

Small problems that became apparent following completion included sewage and odour problems, and hard water problems necessitating the replacement of copper piping. However it is not clear to what extent these arose as a result of this project.

The Governor confirmed his overall satisfaction with the facility and the major improvements it had delivered. He commented that some aspects of the design had not been ideal, although he acknowledged that those were only his views and were probably quite subjective.

## **4.5 Wheatfield Prison Laundry, Paint and Metal Workshops**

### **4.5.1 Background, Needs and Objectives**

Wheatfield Prison in West Dublin was built in 1989, the first new prison built in Ireland since the mid-19<sup>th</sup> century. As such its facilities for recreation, education, training and rehabilitation were significantly better than those available in the older prisons, and it developed a strong regime- and activity- based ethos. Today, according to the Assistant Governor, every prisoner is actively engaged in education, training or work on a daily basis.

The prison had a small laundry that catered only for the washing/drying of bedding in the prison, and had no pressing facilities. Meanwhile, prisoner's personal laundry had to be released to their families/friends for laundering. Up to four staff were working full-time searching laundered items on their return, and while the extent is not known, drugs undoubtedly entered the prison through this means, despite the searching that was undertaken. The need to address this problem, as well as a concurrent one whereby the metal workshop was too small to cater for the numbers of prisoners seeking training there, were among the top priorities for prison management in the late 1990s.

Consequently, the IPS convened and engaged a design team in late 2001, and the most appropriate course of action was determined to be:

- removing the wall dividing the old metal and paint workshops, and redesigning and equipping the new unit as an expanded metal workshop; and
- building a new two-storey extension to the same part of the main prison building, to incorporate an industrial laundry on ground floor, and a new paint workshop on the first floor.

#### **4.5.2 Project Management**

The design team appointed included members of IPS Estates Directorate and BSD, the Governor and prison management representatives, and a team of external advisors (which had previously been selected by a joint IPS/OPW consultants committee).

#### **4.5.3 Estimated Costs and Schedule**

The first estimated cost of the project apparent from IPS files was in the form of a Preliminary Budget Costing Report, undertaken by the appointed Quantity Surveyor in March 2001. It envisaged a total cost of €6,996,260, excluding VAT, professional fees and including equipment and fit out.

Construction, at that stage, was expected to begin in September 2002, and be complete by November 2003.

#### **4.5.4 Process, Outcomes and Performance**

##### **Process**

Following the original design, cost and time estimation process, detailed planning and design work continued throughout the remainder of 2001, and tenders had not been invited and received until approximately June 2002. The contract was awarded in September 2002 to the lowest of six tenders received in July. It envisaged completion by November 2003.

Various problems arose during the construction phase, including:

- a need to re-tender for laundry equipment;
- a resulting delay in specifying floor layout plans in the laundry;
- the late inclusion of, and tendering process for, the installation of a lift in the laundry;
- the late discovery of a need for a sewage discharge treatment system and license, affecting some aspects of the design;
- the discovery of unforeseen ground conditions;
- the late specification of equipment for the metal workshop;
- problems with the fume extraction system in the metal workshop, and the need to tender for additional equipment;
- problems with the heat and ventilation in the new paintshop,

### ***Timescale***

While the contract envisaged completion by November 2003, the Certificate of Practical Completion for the laundry was issued in March 2004, but not that for the metal workshop. IPS files show snagging was ongoing in August 2004, and the Governor indicated that the laundry officially opened in September 2004.

### ***Cost***

The construction contract, on award, was in the amount of €5.792m (ex VAT). The fourth formal Cost Report, dated November 2003, anticipated a final total construction cost of €6.644m, including VAT. This is very close to the original tendered fee, suggesting close budgetary management up to that stage. IPS files also suggest payments to the design team amounted to €1.1m (incl VAT). On this basis, the total cost was approximately €8.06m (incl. VAT) for construction, design fees and equipment.

### ***Outputs and Performance***

The new laundry at Wheatfield is a large, modern and impressive facility. It is our understanding that it now handles the entire laundry needs of Wheatfield, as well as most of the needs of Cloverhill Prison which is located directly adjacent to it. The metal workshop is now a large, purpose-built and impressive area providing a range of training facilities and modern equipment for prisoners. In addition, the new paint workshop above the laundry is a clean, modern and functional training environment. Both the laundry and metal workshop provide externally accredited training opportunities, and the laundry has won a number of awards for training excellence. Staff from other prisons have received “training for trainers” in the new Wheatfield laundry.

All prison laundry is now done on site, eliminating the need for staff time to inspect items sent out, as well as the threat of drugs entering the prison through this channel. In addition, the Assistant Governor indicated that work in the laundry is extremely popular among prisoners, that 6 ex-prisoners had obtained jobs in large laundries after their release, and that there is a waiting list of up to 30 prisoners seeking work training in the laundry at all times. He added that there was a strong team ethos in the new facility between staff, trainers and prisoners, and that there had never been a security incident in the new laundry. He also noted that all on-site paintwork at the prison is now undertaken by inmates, most of whom have availed of training at the new paint workshop. This had negated the need for trades staff or external firms to do this work.

While the project did not meet its own initial timeframe, no major problems have arisen since the project was completed. The only concern raised by prison management was in relation to difficulties in maintaining the laundry machines, due to their layout within safety caging. This necessitated the machines being moved (a significant task given their size) for small reasons such as filter changes.

However the Governor felt this was extremely minor, and took nothing away from the overall success of the project and the improvements it created.

## 4.6 St. Patrick's Institution Special School

### 4.6.1 *Background, Needs and Objectives*

St. Patrick's Institution, formerly the Mountjoy Women's Prison, was built in 1858. Since the transfer of female prisoners to the Dochas Centre in 1999, it has functioned exclusively as a juvenile place of detention, accommodating sentenced and remand males aged between 16 and 21.

Following the deaths of two Gardaí during a joyriding incident involving 14/15 year old boys in 2001, the Government decided that, pending the provision of improved child detention facilities by the Department of Education, the Department of Justice (and IPS) would provide a temporary detention centre for approximately twenty 14 and 15 year old male offenders at St. Patrick's Institution. Following their subsequent transfer to Department of Education responsibility, the facility would be used for 16 and 17 year old prisoners at St. Patrick's, for whom the provision of a separate, self contained detention centre had become a legal obligation on foot of the 2001 Children's Act.

This decision, and the speed with which it was to be implemented, created major challenges for the IPS, and represented a major departure from its core functions and capital programme objectives.

A large design and regimes Group was convened, involving representatives of IPS Estates and Regimes Directorates, members of BSD, Governors and staff at St. Patrick's, and Department of Education representatives. It visited other education and detention centres for children in the State, and considered the likely custody, security and education needs of the young offenders planned for. With the assistance of architectural and technical consultants appointed, the most appropriate development at St. Patrick's was felt to involve:

- removing existing prisoners from the B wing, to other institutions or elsewhere within St. Patrick's;
- redesigning and refurbishing the old B wing to provide self-contained and separate accommodation for the 14/15 year old children, in as sympathetic and appropriate a way possible for them and their needs, while ensuring they did not mix with older prisoners elsewhere in the Institution;
- to build a new, modular, two-storey school building for the children, over the site of the original A wing (which had been demolished in the 1950s), and dog-legging behind the old A wing exercise yard (thereby creating a new enclosed recreation yard for the younger boys between their accommodation and their school); and
- to provide for a range of needs within the school, including classrooms, visiting rooms, an indoor recreation area, an audio-visual room, offices, staff training rooms, and the administration office for the entire prison.

#### **4.6.2 Project Management**

The Project was managed and overseen by a team comprising representatives of the IPS (Estates and Regimes Directorates), BSD, the Governor and senior managers at St. Patrick's Institution, and a team of technical advisors appointed by the IPS. This team led the design phase of the project and oversaw the construction phase, attending regular site meetings with the various contractors.

#### **4.6.3 Estimated Costs and Schedule**

The first cost estimation on file was undertaken by the appointed Quantity Surveyor in June 2002, and totalled €6.75m, excluding fit out, design fees and VAT. Sanction was sought from Department of Finance later in June to proceed, based on a total cost of €7.8m, inclusive of all design fees and VAT, which was duly received. While there is no record of a formal schedule being estimated then, a 20-week programme was later agreed with the appointed contractor, indicating completion by November 2002.

#### **4.6.4 Process, Outcomes and Performance**

##### **Process**

Given the unique nature and urgency of the project, application was made to the Government Contracts Committee to sanction the negotiation of the main contract directly with a specific contractor, based on it having won a recent contract at Mountjoy Prison (which was not proceeding), and based on the rates applied in that competition. Sanction was given in June 2002, and the firm was awarded the main contract almost immediately. It appointed a sub-contractor to be responsible for the new school, while it maintained responsibility for the refurbishment of B wing. The contract value was €6.65m.

The works proceeded well considering their demanding schedule. Slight variations arose in relation to the provision of additional portacabins next to the school building, the installation of a small kitchen in the school, additional works to the basement, showers and stairs in B wing, and additional sub-structure and external works not originally anticipated. However more substantial delays were encountered towards the end of 2002, and the project ran substantially into 2003. While a Practical Completion Certificate was issued in April 2003, there were various snagging and testing problems that remained unresolved.

In June 2003, the Government decided not to proceed with the plan to accommodate 14 and 15 year olds at St. Patrick's Institution, given the then readiness of the Department of Education to provide new spaces and facilities. As well as rendering the project obsolete in terms of its original purpose, this removed the extreme urgency with which it was proceeding.

### ***Timescale***

As mentioned, a Practical Completion Certificate had been issued in April 2003. Outstanding snags and problems were however still being remedied in October 2003.

### ***Cost***

The final account totalled €5.92m (excl VAT), and the final cost of the kitchen sub-contract was €570,000 (excl VAT), bringing the total construction cost to €6.65m (excl VAT). Design fees, according to IPS files, amounted to approximately €866,000 (incl VAT), suggesting a total cost for design and construction of approximately €8.7m (incl VAT). This represented only a marginal overrun on the original cost estimation, and was in large part the result of formal variations that became necessary.

### ***Outputs and Performance***

The “Special School” is a bright, modern facility that would likely have served its intended purpose well. It was designed well, particularly given the constraints that existed, and its fitness for purpose is easily apparent (and in strong contrast to much of the rest of St. Patrick’s Institution). In addition, the improvements made to the B wing in order for it to accommodate children were admirable, sympathetic and highly innovative, particularly within a Victorian, decaying prison wing built almost 150 years earlier. The consultation process was rigorous and comprehensive, and to the total satisfaction of the Governor of St. Patrick’s. The design process was effective despite its necessary haste. The budget was managed well and although the construction programme overran, it had been very ambitious to begin with, its delays were mainly the result of unforeseeable events, and it nevertheless progressed very swiftly, at least to the point at which the urgency diminished. Arising from factors outside the control of the IPS, the Special School was not used for its intended purpose and has been used only minimally for other purposes.

The Governor indicated that he expected the majority of the school to come into use in 2006, and that the reasons this had not happened earlier were more to do with staff and industrial relations than with structural problems with the facility or its potential benefit to the wider institution.

## **4.7 Summary of Projects**

Table 4.1 summarises the key parameters and outcomes in relation to the five projects reviewed.

<b>TABLE 4.1 SUMMARY OF REVIEWED PROJECTS</b>					
	<b>Midlands Prison</b>	<b>Limerick Prison C and E Wings</b>	<b>Portlaoise Prison Gatelock</b>	<b>Wheatfield Prison Laundry and Workshops</b>	<b>St. Patrick's Institution Special School</b>
<b>Objectives</b>	Development of modern new prison with capacity for 400 prisoners	Replacement of ancient prison wing with new modern accommodation wing	Development of new, modern, prison Gatelock for high-security prison	Development of new prison laundry and paint workshop and extension of metal workshop	Development of self-contained accommodation and education facility for 14 and 15 year old offenders
<b>Initial Budget Estimate</b>	€52.5m (400 space facility)	€7.1m	€7.7m	€7m	€6.75m
<b>Contract Value</b>	€56.2m	€9.5m	€9.24m	€6.9m	€6.65m
<b>Initial Estimate of Completion Date</b>	November 1999 (400 space facility)	May 2000	February 2003	November 2003	November 2002
<b>Actual Final Cost</b>	€56.2m (515 space facility)	€15.2m	€9.21m	€6.6m	€6.65m
<b>Actual Completion Date</b>	April 2000 (515 space facility)	December 2004	February 2004	August 2004	April 2003
<b>Achievement of Objectives</b>	All main objectives met, with later changes and modifications relatively minor	All main objectives met, with objectives of variations and additional works also met	All main objectives met	All main objectives met	All main objectives met

## 5. International Comparison

### 5.1 Introduction

The Terms of Reference require an examination of whether the Irish prison capital programme takes account of international practice in modern prison design and construction, and also the benchmarking of Irish prison design and construction with comparable international prison services. Any detailed benchmarking of Irish prison design and construction internationally would be a complex and extensive exercise, and is beyond the scope of this expenditure review. Therefore this Chapter begins with a statistical overview of international prisons populations, capacities and trends, followed by a general discussion of the major historic and recent international approaches to prison design and building<sup>8</sup>. Section 5.4 then presents the construction costs of a number of UK prisons, while section 5.5 describes how the IPS takes international approaches into consideration in Irish design and construction, at both a general and a project-specific level. Finally, Section 5.6 briefly discusses the international comparability of the five Irish projects examined in detail under this review.

### 5.2 International Prison Populations and Capacities

#### 5.2.1 Prison Populations

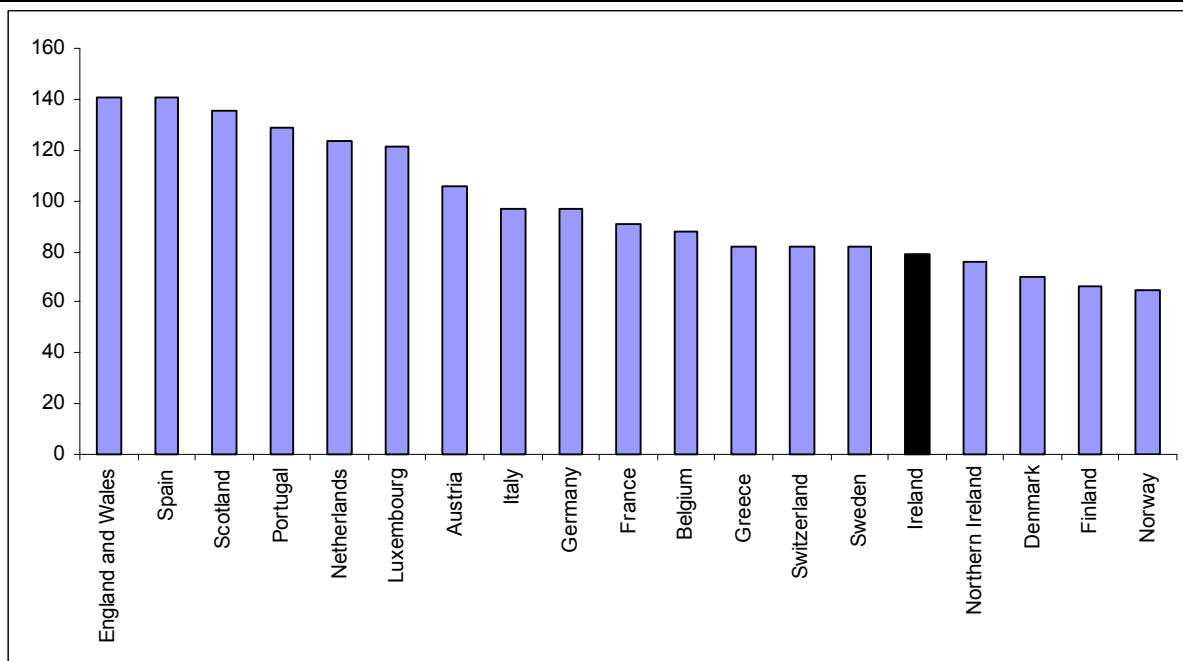
The United States has by far the largest prison population in the world, both in absolute terms and relative to its population. According to the International Centre for Prison Studies, the US had over 2 million people in penal institutions in 2005, or 714 per 100,000 population. The rate in 1992 had been 505. In the intervening period the prison population increased from 1.2 million to approximately 2.1 million. The other countries that make up the world's top ten with respect to prison population rates are, in declining order, Belarus, Bermuda, Russia, Palau, the US Virgin Islands, Turkmenistan, Cuba, Suriname and the Cayman Islands (whose rate was 429 per 100,000 population).

Time series data on European prison populations generally show far lower rates. Figure 5.1 compares prison population per 100,000 inhabitants across various EU countries in 2004.

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<sup>8</sup> This section draws from work in two major sources – “Prison Architecture – Policy, Design and Experience”, by Leslie Fairweather and Sean McConville, Architectural Press, 2000, and “Forms of Constraint”, by Norman Johnston, University of Illinois, 2000.

**FIGURE 5.1 PRISON POPULATION PER 100,000 INHABITANTS, 2004, SELECTED EU COUNTRIES**



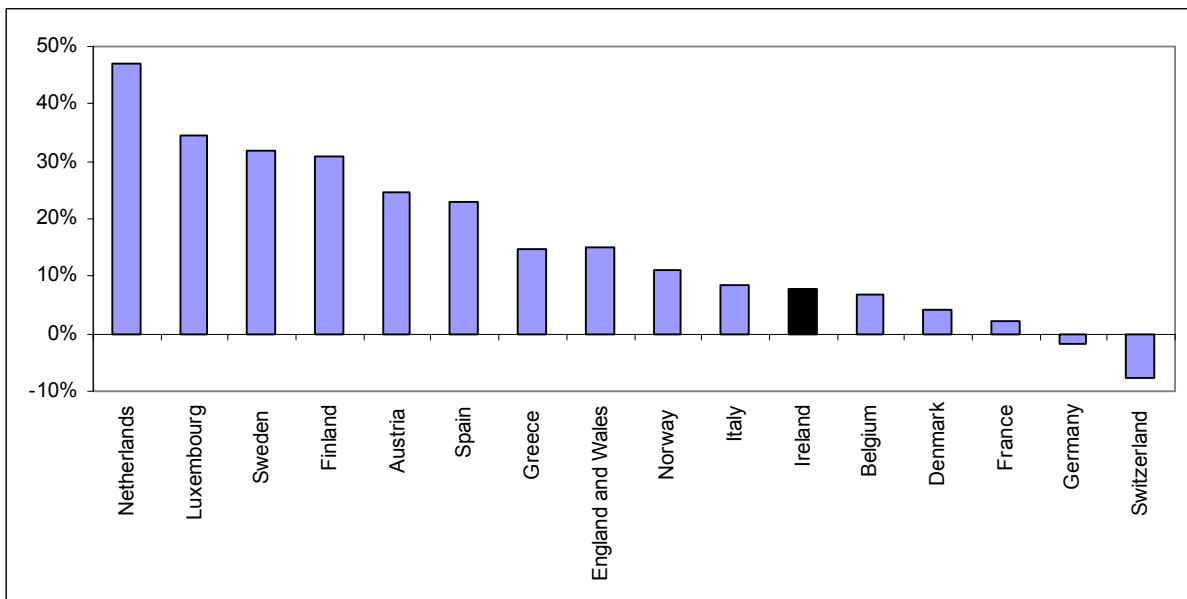
**SOURCE: ANNUAL PENAL STATISTICS OF THE COUNCIL OF EUROPE**

While not the only measure of a country’s “imprisonment rate”<sup>9</sup>, the number of persons in custody, per 100,000 national inhabitants, is quite low in Ireland when compared to other western European countries. In 2004, it was approximately two thirds, on average, the levels in England and Wales, Spain, Scotland, Portugal and the Netherlands, approximately 20% lower than the German rate, and approximately 15% below the French rate. At 79 prisoners per 100,000 population, the Irish rate is at the lower end of the European scale, which it shares with the Scandinavian countries as well as Northern Ireland.

The rate had increased by 8% in Ireland since 1999 (when it stood at 73 prisoners per 100,000 population). Figure 5.2 compares this trend with other European countries. Here, Ireland’s rising rate has been considerably less pronounced than those of the Netherlands, Sweden, Finland, Austria, Luxembourg, Spain and Greece, while slightly below those of England and Wales, Norway and Italy, and higher than those of Belgium, Denmark and France. Germany and Switzerland saw decreases in their imprisonment rates (using this measure) over the period.

<sup>9</sup> Committal rates per national population are also widely cited as a measure of a country’s rate of “imprisonment”.

**FIGURE 5.2 PERCENTAGE CHANGE IN PRISON POPULATION PER 100,000 INHABITANTS, 1999-2004 SELECTED EU COUNTRIES**

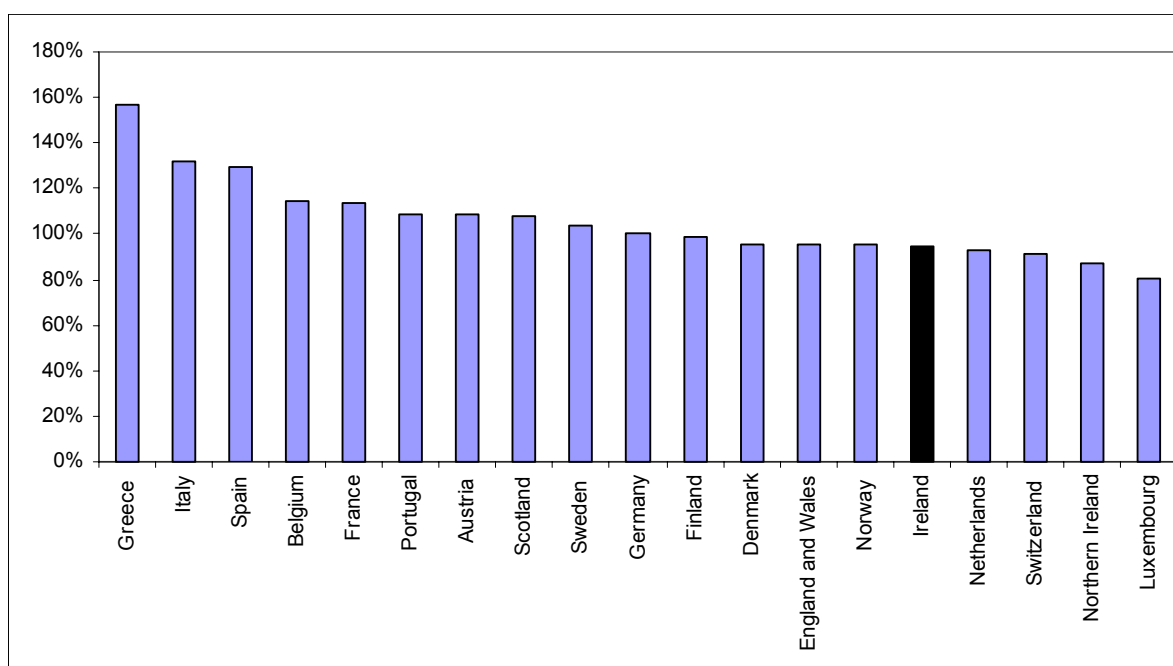


SOURCE: ANNUAL PENAL STATISTICS OF THE COUNCIL OF EUROPE

### 5.2.2 Prison Capacity and Population

Figure 5.3 compares prison populations with the formal capacities of penal institutions across a number of EU countries in 2004.

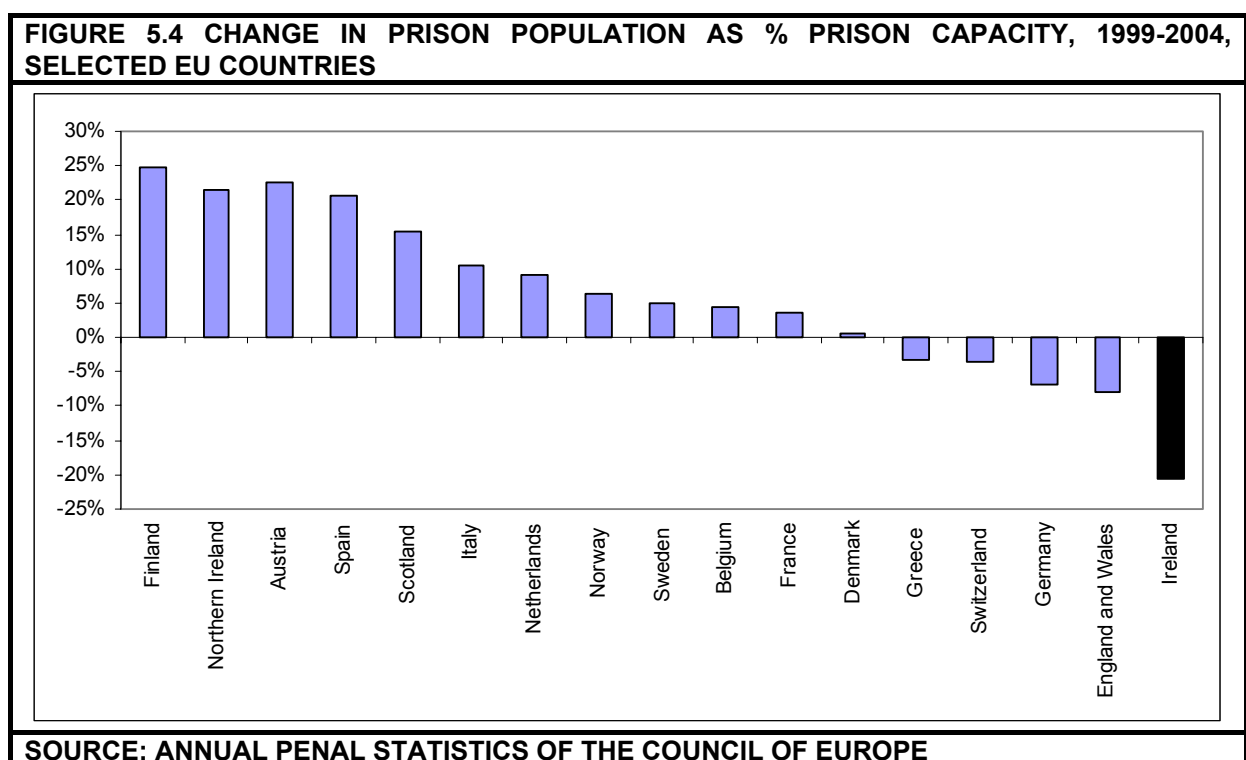
**FIGURE 5.3 PRISON POPULATION AS % PRISON CAPACITY, 2004, SELECTED EU COUNTRIES**



SOURCE: ANNUAL PENAL STATISTICS OF THE COUNCIL OF EUROPE

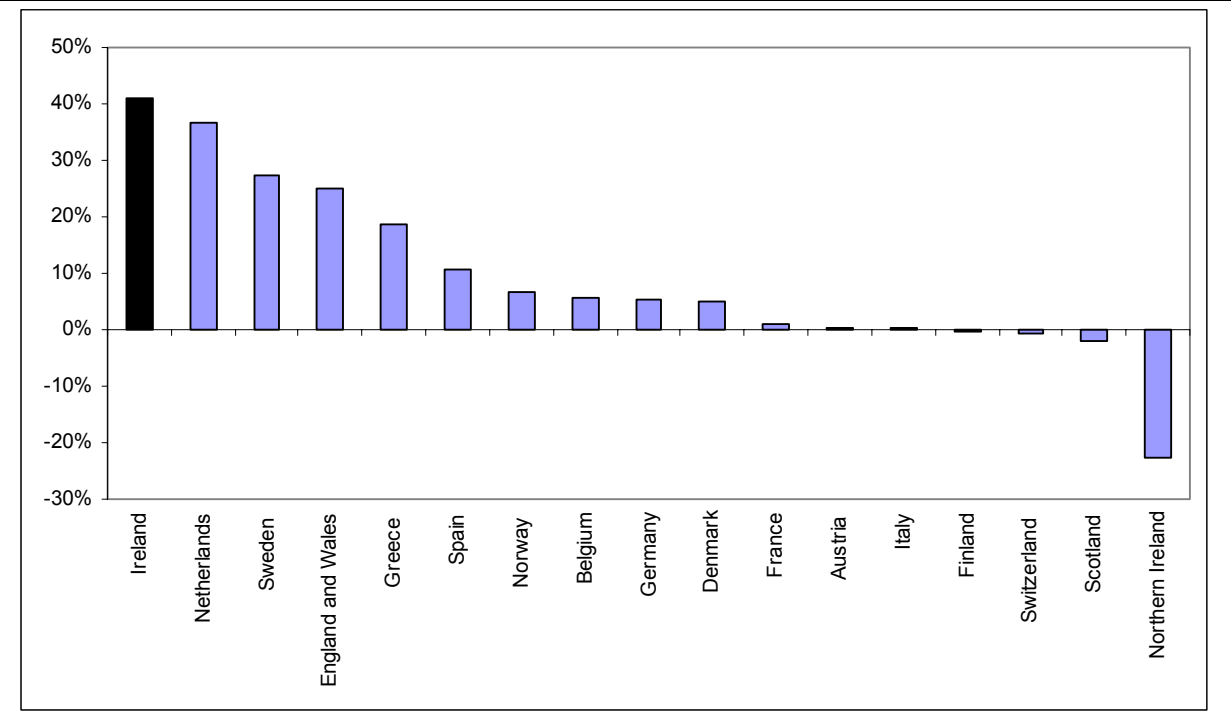
Prison populations exceeded formal prison capacities in nine of the nineteen countries shown in 2004, by as much as 57% (in the case of Greece). At 94% of official capacity, Ireland’s position was most closely comparable to those of Denmark, Norway, England and Wales, the Netherlands and Switzerland.

While in 2004 Ireland compared well with other countries, this was very much the result of what had been very recent and sharp increases in capacity (brought around largely by the development of Castlerea, Dochas, Cloverhill and the Midlands Prisons). Among countries with available data, for the period, Ireland’s fall in the prison “density” was the most dramatic, while many countries showed significant increases in density (Figure 5.4).



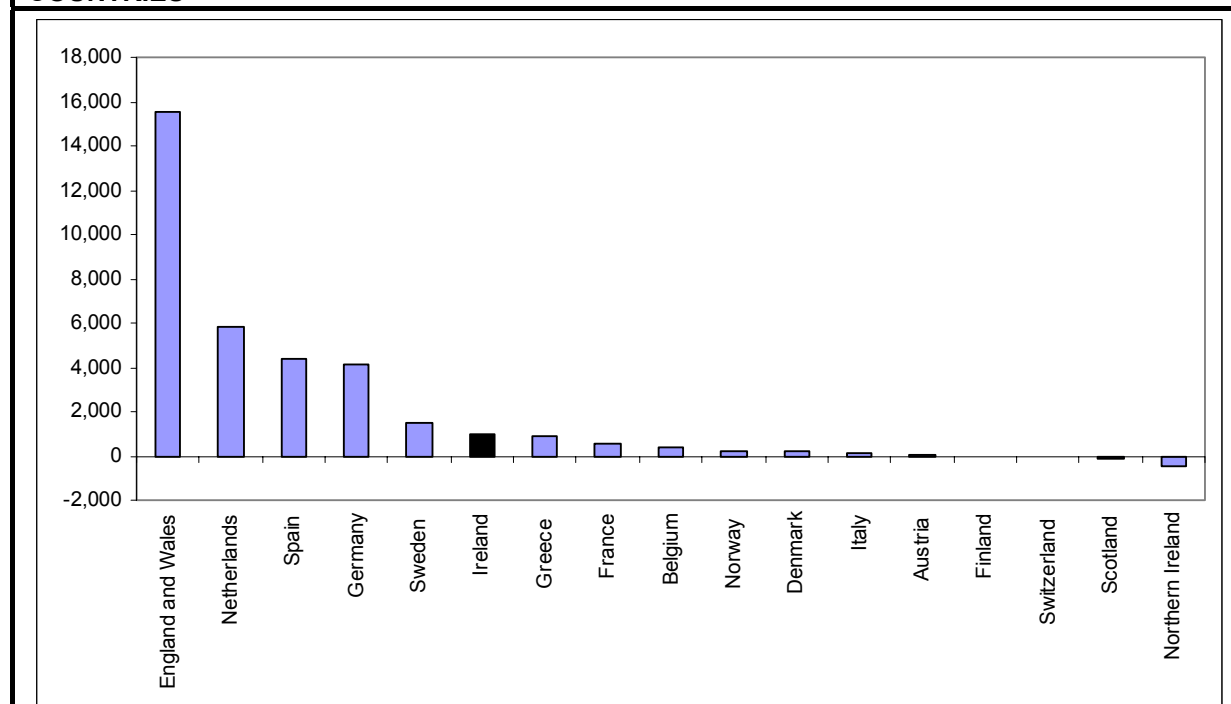
The rate at which formal prison capacities changed over the period 1999 to 2004, a major factor behind prison “density” changes, shows Ireland significantly ahead of other countries (Figure 5.5). The Netherlands, Sweden and England and Wales have also added significantly to their prison capacities, but none to the same (proportional) extent as Ireland.

**FIGURE 5.5 PERCENTAGE CHANGE IN PRISON CAPACITIES, 1999-2004, SELECTED EU COUNTRIES**



**SOURCE: ANNUAL PENAL STATISTICS OF THE COUNCIL OF EUROPE**

Finally, Figure 5.6 compares the absolute change in formal prison capacity across countries between 1999 and 2004.

**FIGURE 5.6 ABSOLUTE CHANGE IN PRISON CAPACITIES, 1999-2004, SELECTED EU COUNTRIES**

**SOURCE: ANNUAL PENAL STATISTICS OF THE COUNCIL OF EUROPE**

While high in percentage terms, Ireland's recent growth in prison capacity has been significantly lower in absolute terms than those in the Netherlands, Spain and Germany, and represents only a fraction of the increase in England and Wales (which has far exceeded all countries shown). These countries clearly accounted for the bulk of all additional prison space built in Europe over the period. However Ireland's recent programme has, in absolute terms, exceeded the numbers of additional prison spaces developed in France, Italy, Belgium, Norway, Denmark, and Austria.

## 5.3 International Approaches to Prison Design and Construction

### 5.3.1 Design Objectives

The design of prisons internationally has historically reflected (or attempted to reflect) the objectives different countries have for penal institutions and imprisonment itself. However those objectives and their relative importance are rarely clear and they change over time in line with public and political priorities. Some of the more commonly cited objectives have included basic incarceration/incapacitation of prisoners for public safety/security reasons, punishment (either overtly within the prison or through the pure deprivation of liberty), the reform of criminals, and the deterrence of crime, amongst others. Even among these objectives however there are competing ideals – e.g. punishment versus prisoner reform. In addition, the universal objective of cost minimisation and efficiency adds further to the complexity and conflicting nature of defining the purpose of prisons, and almost all Western countries can point to examples of prisons where short to medium term cost,

capacity, speed of construction and geographical concerns have dominated design decisions, to the detriment of long-term architectural planning in relation to prison regimes, activities, and environmental objectives and impacts. A result has been that actual prisons tend to last a lot longer than the motivations behind, objectives of, and policy priorities that dictated, their original design.

### **5.3.2 International Approaches**

Pentonville Prison in London was built in 1842, as a “Model Prison”, reflecting the contemporary ideals, challenges and concerns of imprisonment. Its basic design – small individual cells within a number of multi-storey accommodation wings, all radiating from a central observation “circle”, and all within a secure outer perimeter wall, was the physical manifestation of a penal philosophy that emphasised physical confinement and separation, control, solitude and isolation, reflection, and punishment. Mountjoy, Limerick, Cork and Portlaoise prisons were all built in this era and reflected this ethos. Indeed, Mountjoy was built as Ireland’s “Model Prison”, and it as well as what is now St Patrick’s Institution were designed almost identically to Pentonville. The development of Mountjoy was overseen by Joshua Jebb, the architect of Pentonville and the then Surveyor General of Prisons in England<sup>10</sup>.

While no new prisons were built in Ireland until Wheatfield in the 1980s, new designs and approaches had been adopted and explored in many other countries during the intervening years. The “Pentonville” radial design dominated European prison building throughout much of the remainder of the 19<sup>th</sup> century. UK examples included Preston, Wakefield, Leeds, Manchester, Strangeways, Wandsworth, Winchester and Portsmouth, while variants, deploying cruciform rather than “hub and spoke” designs, were built in Reading, Birmingham, Stafford, Lewes, Carmarthen, Dorchester and Portland. Other European countries also adopted the “Pentonville” concept, examples being Moabat Prison in Berlin, Louvain Prison in Belgium, Amsterdam Prison, Modelo Prison in Madrid, Vridsløselille in Copenhagen, Santé Prison in Paris and San Vittore Prison in Milan.

Wormwood Scrubs in London, built in 1874, represented an exception, and followed a layout of parallel cell blocks connected by a roofed corridor, the first example of what later became known as the “telephone pole” design, and one that was followed in a number of prisons including Edinburgh and Barlinnie.

Reflecting the experience in Ireland, the early 20<sup>th</sup> century saw far fewer new prisons built in the UK, and many were closed. It wasn’t until the 1950s and 1960s that significant expansion became a priority once more. However the inter-war period saw the development of a more liberal ethos of imprisonment, with a renewed emphasis on regimes, rehabilitation and reform. It also brought the evolution of the open prison concept, involving more communal living conditions and contact with the

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<sup>10</sup> See “Mountjoy – The Story of a Prison”, Tim Carey, Collins Press, 2000

outside world. New Hall Camp in Yorkshire, opened in 1936, and Leyhill Open Prison in Gloucestershire, opened in 1946, were the first examples of open prisons.

The prison population grew rapidly in the UK in the 1950s, and overcrowding had become a major problem. A White Paper was published in 1959 earmarking a new wave of prison building that was to reflect the lessons of the past and the more recent approaches to design. Blundeston Prison in Suffolk was built in 1963, and was based on a model of individual housing units around a separate facilities block. A departure from the radial tradition, it was the first English prison with in-built regime facilities, workshops, education facilities, communal dining, association areas and worship facilities. It facilitated the sub-division of prisoners according to security types and regime categories, with smaller, more manageable groups. A model on which 22 other prisons were subsequently based, it is regarded as the first genuine example of a prison built with treatment and training uppermost amongst its objectives. Cells were smaller than before, but deliberately so given the minimal time prisoners were anticipated to spend in them. Featherstone Prison, built in 1977, was a further development of these principles, although it followed the “telephone pole” design rather than the “T” block style of Blundeston. Low Newton Prison, built in 1978, was a further variation, adopting rectangular housing blocks enclosing internal courtyards.

Outside the UK many countries were also adopting “telephone pole” and other concepts. In the US, examples of the former included prisons in Minnesota, Pennsylvania, New York, California, Utah, Alabama and Massachusetts. High-rise prisons were also built in the US, Germany, Holland and Spain. Modern manifestations of the traditional radial style were also adopted in many countries, including the US and Spain.

As well as having adopted many variations of “telephone-pole” styles, the US began introducing newer concepts in the 1970s and 1980s. The “campus plan”, involving a number of small housing units, or pods, with other facilities connected by secure corridors and passageways, and with perimeter security provided by buildings, walls or fences, became a common model. Direct supervision, involving the mixing and association of prisoners and staff, in small, largely autonomous units, were key innovations of this model. Rather than corridor-style cell blocks, housing units were more commonly triangular in shape, usually with an atrium and open living area. The Federal Correctional Institution in Phoenix, Arizona was an example built in 1985. Others varied the accommodation block style, using “T” blocks, crossed corridors, and other forms. However the “direct supervision”, “campus”, and “small-grouping” principles were at the core of what became known as these “new generation” prison designs.

In the UK much attention was being given to new generation designs emerging principally from the US. Doncaster Prison, built in 1993, built “gallery” style small triangular accommodation blocks, while Woodhill Prison in Milton Keynes, built in 1992, involved a large campus containing small triangular

accommodation blocks, community halls, exercise areas, visitors areas, workshops and other facilities within a secure external perimeter.

However rapid prison population growth in the UK called for rapidly built new prisons, as well as other steps such as using army bases, modular accommodation and even a Prison Ship. Designs tended to return to radial wings, this being considered the most effective design from the point of view of supervision and staffing. A “Prison Design Briefing System” (PDBS) was established, and a new prison built at Bullingdon in 1991 adopted the more standardised radial guidance of the PDBS. Other prisons at Moorland, Elmley, Holme House, Highdown and Blakenhurst followed in this style.

### **5.3.3 Private Sector Involvement**

The 1990s also saw the spread of private sector involvement in prison design, construction and operation under the Private Finance Initiative in the UK. The 1991 (UK) Criminal Justice Act enabled contracted prisons to be established in England and Wales, although initially only for the imprisonment of remand prisoners. The 1994 Criminal Justice and Public Order Act amended the legislation to allow for the accommodation of both remand and sentenced prisoners in contracted prisons. The first private sector contracts were for the operation of two establishments only – HMP Wolds (which opened in 1992) and HMP Doncaster (which opened in 1994). HMP Parc, in South Wales, opened in 1997 and was the first UK prison to be contracted on the basis of a “Design, Construct, Manage and Finance” (DCMF) arrangement. However since 1997 the UK contracted prison estate has grown substantially, and now includes the following establishments:

- HMP Wolds (opened 1992);
- HMP Doncaster (opened 1994);
- HMP Parc (opened 1997);
- HMP Altcourse (opened 1997);
- HMP Lowdham Grange (opened 1998);
- HMP Ashfield (opened 1999);
- HMP Forest Bank (opened 2000);
- HMP Buckley Hall (operationally contracted in 2000);
- HMP Rye Hill (opened 2001);
- HMP Dovegate (opened 2001);
- HMP Blakenhurst (operationally contracted in 2001);
- HMP Manchester (operationally contracted in 2001);
- HMP Bronzefield (opened 2004); and
- HMP Peterborough (opened 2005).

Other countries that have adopted similar private sector involvement in prison building and management include Australia, France, South Africa and Germany.

## 5.4 Selected UK Prison Construction Costs

Table 5.1 shows the construction cost per space of 16 prisons built in England and Wales during the 1990s, expressed in 2002 prices and converted to euro.

<b>TABLE 5.1 SELECTED UK PRISON CONSTRUCTION COSTS</b>					
Prison	Capacity as Built	Construction Cost (£Stg, Nominal)	Construction Cost (£Stg, 2002 Prices)	2002 Cost Per Space (£Stg)	2002 Cost Per Space (€)
Belmarsh (High Security)	841	158,629,000	234,770,920	279,157	410,919
Moorland	649	53,681,000	79,447,880	122,416	180,196
Whitemoor	534	57,250,000	84,730,000	158,670	233,563
Brinsford	475	44,746,000	66,224,080	139,419	205,225
Elmley	649	83,196,000	134,777,520	207,670	305,690
Bullingdon	649	64,200,000	104,004,000	160,253	235,892
Wolds	320	37,300,000	60,426,000	188,831	277,960
Holme House	649	66,200,000	107,244,000	165,245	243,241
Woodhill (High Security)	579	117,800,000	196,726,000	339,769	500,139
High Down	649	91,000,000	151,970,000	234,160	344,684
Lancaster Farms	374	73,200,000	122,244,000	326,856	481,131
Blakenhurst	649	90,520,000	148,452,800	228,741	336,707
Doncaster	779	92,400,000	151,536,000	194,526	286,343
Buckley Hall	350	19,800,000	27,324,000	78,069	114,917
Altcourse	800	48,502,000	66,932,760	83,666	123,156
Ryehill	600	49,371,000	62,207,460	103,679	152,616
Average				188,195	277,024
Average (excluding High Security Prisons)				170,871	251,523

**SOURCE: HM PRISON SERVICE**

As can be seen, when averaged, the figures show an equivalent cost per space of €277,000, or €251,000 when the two high security prisons are excluded.

## 5.5 IPS Consideration of International Experience

### 5.5.1 Organisational Approaches

The IPS is a member of the International Prison Services Security Group (IPSSG) which comprises HM Prison Service, the Scottish Prison Service, the Northern Ireland Prison Service, the Isle of Man Prison Service, the State of Jersey Prison Service, the State of Guernsey Prison Service, and the UK agency responsible for secure hospitals. The UK Home Office Prison & Police Research Branch is also part of this group, which meets 3 times a year. It shares information on trends, new developments, pilot projects, and new prison building experience, and is attended by senior IPS Estates and Building Services Division (BSD) personnel.

The IPS Director General is a member of the Round Table of Correctional Excellence which includes the CEO's from the Prison Services of Canada, Scotland, Norway, Denmark, Australia, New Zealand, among others. Again, this group reviews strategic trends and shares information and plans for future developments across services. The Director General is also a member of the American Correctional Association, and attends (or has a senior IPS Director attend in his place) its annual conference/exhibition in the US, usually taking the opportunity to visit some US prisons.

Staff from the Estates Directorate and BSD attend various international security conferences which show case new developments in security and custodial products, and have often taken products show-cased at these international conferences and exhibitions and tested them in the Irish prisons.

### **5.5.2 Project-Level Approaches**

At the level of specific projects, the IPS uses several methods to ensure appropriate consideration of international design and construction experience. Depending on the size of the project, its general or unique features, and its potential for design innovation, these methods include:

- visits to comparable facilities or developments in other countries (e.g. we understand the design team involved in planning the new prison development for Dublin at Thornton Hall, undertook study visits to the US, the UK, Norway, Denmark and Spain);
- the involvement of large international engineering and construction firms with wide experience of prison design and construction internationally;
- accessing the international knowledge, links and resources of appointed project architects; and
- the involvement of specialist experts from other countries in design teams.

## **5.6 The International Comparability of Projects Reviewed**

### **5.6.1 The Midlands Prisons**

The Midlands Prison was built to a traditional radial design, encompassing four three-storey accommodation blocks spanning from a central circle. Each accommodation wing and landing has facilities intended for indoor recreation/exercise use or as “day room” areas. Education, kitchen, visiting and prisoner reception facilities are contained in a main central building linked to the circle, while training areas, workshops, a segregation unit and the Governor and staff administration block are located in separate buildings located within the perimeter wall.

While some aspects of the design have required subsequent alteration, the basic radial layout is still a favoured basic design internationally, for security, and efficiency reasons. UK prisons that followed the basic radial layout have included Moorland, Elmley, Holme House, Blakenhurst, and Wolds. Of the DCMF prisons, both Ryehill and Dovegate follow radial formats.

### **5.6.2 Limerick Prison C and E Wings**

As an improvement to an existing prison built over 150 years ago, with its particular objectives, scope and layout constraints, this project is not directly comparable to other projects either in Ireland or beyond. However the new C wing features many characteristics of modern accommodation blocks in radially-designed prisons – e.g. it is a self contained (recreation, sanitation, eating) accommodation block, allowing viewing of the entire corridor, with secure landings, natural light, bright aesthetics, biometric locking, limited lock-up time, cells with natural light and ventilation, and (at least potentially) inward and outward opening doors.

In the UK, several new wings were built some 10-15 years ago – examples are Stanford Hill, Risley and Preston - which are broadly similar to Limerick C Wing.

### **5.6.3 Portlaoise Prison Gatelock**

Also a project aimed at improving a specific part of a historic, yet still functioning, prison, the basic design of the Portlaoise Gatelock is not directly comparable to other projects. Its design was in many ways a function of what preceded it, but internationally typical features include the layout and provision for visiting arrangements, the layout and flows for vehicle access and control, and the inclusion of a modern control room.

At a general level however the design and layout of Portlaoise is consistent with UK Gatelock design in the 1990's and comparable establishments would be Wymott, Wolds, Bullingdon and others. DCMF prison gatelocks are also of a similar layout, with reception, control room, staff lockers and other needs met in the same building/area as the prison gate.

### **5.6.4 Wheatfield Prison Laundry, Paint and Metal Workshops**

The overall design of this project was not overly complicated, involving the extension of one workshop and the provision of a new laundry and paintshop as a simple block extension to the main prison building. Separate laundries, similar to that at Wheatfield, are situated at Wymott, Wandsworth, Wormwood Scrubs and other UK prisons. While all were built 15-25 years ago, they are however designed, built and equipped in a similar fashion to that at Wheatfield.

### **5.6.5 St. Patrick's Institution Special School**

This project was particularly constrained in terms of design scope, due to it being within a functioning prison built in the late 1830s and having a very tight design timeframe imposed. Intended as a school and accommodation block for children under the age of 16, it was also not, by definition, a prison establishment, and was required not to be designed as such. It demonstrated much design innovation in the circumstances, in both the new school and the refurbishments made to the old B wing.

There are no direct comparable projects as such to this in the UK. Many of the Victorian prisons – e.g. Wandsworth, Brixton, and Gloucester have had comparable wing refurbishments, and there are classroom blocks/gymnasiums at Ranby and Onley which are of similar construction.

## 6. Analysis, Conclusions and Recommendations

### 6.1 Introduction

This Chapter presents the conclusions and recommendations of the expenditure review. Section 6.2 presents overall analysis and conclusions, as well as those concerning the specific questions raised in the Terms of Reference. Section 6.3 presents recommendations, including the use of future performance indicators. Finally, section 6.4 indicates the way forward in terms of implementing the recommendations.

### 6.2 Analysis and Conclusions

#### 6.2.1 Overall Review Findings and Analysis

The provision and operation of prisons is one of the oldest functions of Government. In Ireland, as in most countries, it evolved considerably during the twentieth century. Increasing prisoner numbers, evolving standards of acceptable custodial conditions, evolving security standards, requirements and technologies, new demands in terms of drug management, prisoner categorisation and behaviour, lengthening sentences, overall cost management and control, changing architectural approaches, building standards and changing organisational structures and approaches have all been features of the development of the prison function in western countries in the last fifty years.

Much change has occurred relatively recently in Ireland's case. Whereas up until the late 1980s the country relied on a small number of Victorian prisons built in or around the mid-1800s, many factors have been contributory to a period of significant capital investment in Irish prisons that began in the 1980s, was accelerated in the 1990s, and is likely to accelerate further over the period 2000-2010.

The relative merits of alternative policy options regarding imprisonment versus non-custodial criminal sanctioning are outside the scope of this review and have not been considered. Rather the review has examined the performance of capital investment and programming in the context of prevailing Government policy with regard to imprisonment, and the changing circumstances to which it has been required to respond.

The review has found that - given its wider policy approach and changes in this - the response made by the Irish authorities, in terms of capital investment, has at a general level been strategic in terms of its aims, appropriate in terms of the projects undertaken, and reasonably effectively delivered within the budgetary, operational and policy context and constraints in which it has occurred. Government policies and priority-setting in relation to prisons tend to be short term in many countries, due to

competing priorities, high potential cost, and their low level of perceived electoral appeal. Ireland is no different in this regard, and capital investment has been required to react and respond to changing political and policy goals over short periods, while at the same time make improvements and develop infrastructure that has a long-term effect and benefit. The phase of significant capital investment in Ireland that began in the late 1980s is likely to achieve a number of long term goals, including the provision of additional prison space of a modern standard fit for long-term use, major improvements in a number of old prisons, bringing them to a standard at least comparable to those available in newer prisons, and ultimately the replacement of other older prisons which neither the continued use nor redevelopment of can be justified.

### **6.2.2 Capital Investment and the Strategic Development of the Irish Prison System**

Between 1997 and 2001, new modern prisons were opened at Castlerea, Dochas, Portlaoise (the Midlands Prison), and Cloverhill. These, along with Wheatfield Prison which opened in 1989, together significantly modernised and increased the scale of the largely Victorian prison estate inherited from the past. Over the same period, phased improvements and refurbishments began at Limerick and Portlaoise prisons, while others were extended, renovated or improved in smaller ways. While both Limerick and Portlaoise need considerable further development as part of long-term plans, Mountjoy Male Prison, St. Patrick's Institution and Cork Prison, have received only minor improvements, and have been the subject of changing plans that have not been implemented. Their historical neglect, overuse, poor conditions and outdated facilities today stand out as a major outstanding priority for prison planning.

The current objectives of capital investment in the Irish prison system are therefore strategically appropriate. They are:

- to open new education, medical, and other accommodation at Limerick Prison in 2007;
- to provide additional prisoner accommodation at Shelton Abbey in 2006;
- to occupy new accommodation at Portlaoise Prison in 2007 that will replace all existing prisoner accommodation there;
- to commence construction of the new Thornton Prison Complex in Dublin in 2007, to replace all establishments at the existing Mountjoy complex; and
- to commence construction of a bridge to Spike Island in 2008 in preparation for construction of a new prison on the island, to replace Cork Prison.

Other current investment aims are also valid. Improvements in the standards of custody, care, treatment and progression of prisoners are high priorities. The objectives of eliminating "slopping out", minimising "doubling-up" in cells, eliminating overcrowding, and providing appropriate segregation and security levels appropriate to different prisoner categories are all not only badly needed, but are imperatives in the context of national and international standards and covenants to which Ireland is committed. Other current aims, such as minimising the number of operational sites in the interest of

achieving economies of scale, the operating of prison complexes as single campuses with shared services, and planning accommodation so as to maximise further development potential on existing prison sites, are all necessary and important goals in the context of the high costs of imprisonment and the necessity that they be minimised where possible.

The history of objective setting, maintaining and achieving, is mixed in relation to prison investment. In 1994, the objectives of refurbishing Mountjoy accommodation blocks, providing enhanced work training facilities there, at Limerick and at St Patrick's Institution, and the enhancement of visitor's facilities at Cork Prison were either minimally met or not met at all. Objectives set in 1997 for the provision of an additional 200 spaces at Cork Prison, the development of a new juvenile facility in Dublin, and the development of a new 240 space adult prison in Dublin were all short-lived goals that were never subsequently delivered. The plans for the redevelopment of Mountjoy developed by the Mountjoy Prison Redevelopment Group, committed to in 2001, were also revisited and withdrawn subsequently. This history also suggests that not making major long-term decisions (or the making and subsequent changing of them), is ultimately to the detriment of planning and choices. Had the current long-term plan of replacing Mountjoy been made 10 years ago, not only would the Dochas Centre and probably the Special School at St. Patrick's Institution not have been built, but the ongoing significant although not strategic investment that has been necessary in the male prison would not have occurred either, and the costs of each would have been saved.

Other investment decisions that would have benefited from longer-term plans for institutions and the estate itself were the layout and ordering of improvements to Portlaoise and the integration of its plans with those of the Midlands Prison (including the provision of shared services between the two), the scale of Cloverhill (which, serving as the only remand prison in Ireland, is at capacity only 6 years after being built), the duplication of many services at Cloverhill Prison with those of Wheatfield, located directly adjacent to it, and the relatively recent investments made in female facilities at Limerick prison, which are currently intended to be replaced by new facilities for females at Spike Island.

These observations do not invalidate the decisions made, which were all probably the most appropriate given the challenges, policies and political priorities of their time. They do however illustrate the importance of long-term planning at both the estate and the institution level. They also highlight the need for investment planning to be decisive while as flexible as possible, as well as to encompass allowance for many alternative prison population, policy, and operational scenarios. While there have been welcome recent improvements in the way in which estate planning occurs, we make a number of recommendations in this regard.

### **6.2.3 Consideration of International Design and Construction Experience**

The IPS makes considerable use of international experience in prison design and construction, and all major building projects in recent years appear to have considered lessons from other countries in some depth. At the organisational level, there are formal relationships and links with prison services throughout the UK and Channel Islands, in the US, Canada, Scotland, Norway, Denmark, Australia and New Zealand. At the level of individual project planning, IPS representatives visit comparable facilities in other countries, involve architects and engineers with international experience, and consult and involve professionals with operating and planning experience in other jurisdictions.

The scope to usefully adopt internationally proven solutions and techniques isn't always great however. Where improvements are planned for old prisons, they are often subject to a range of local conditions and constraints, depend to a large extent of the pre-existing infrastructure, and must be designed in ways that allow the relatively smooth operation of the prison during construction (which is always a function of local circumstances).

International experience is predominantly utilised at the level of project and facility design and planning, which has been appropriate given the priorities of Irish policy. However with the establishment of the IPS, the recent advances in capital programming and planning it has made, and the longer term planning taking place, there is probably much scope to learn international lessons with regard to programme-management, estate-wide planning, and policy development, as well as project-specific lessons.

### **6.2.4 Programme and Project Management**

Capital investment is managed well, at both the programme and project level. At programme level there are now strong systems of overall budgeting, sequencing and prioritising projects. The move to five year rolling capital envelopes has provided a multi-annual financial framework which has aided planning. The preparation of prisoner population projections has recently occurred for the first time. Several prisons have had long-term physical masterplans developed, and all prisons have been reviewed and surveyed in terms of their current condition and long-term potential. Consultation processes appear to have improved considerably (although efforts need to be continually made to ensure the eventual managers of facilities influence their design), and appropriate processes and procedures have been developed for small and large capital projects.

At project level, there is evidence of strong compliance with established sanctioning and approval procedures. Dedicated project teams are established for medium and large projects, with appropriate representative membership, and greater time and effort is given to design phases given the learning and lessons of the past. Project contract management appears to be tight, particularly during construction phases, and construction is price-competitively procured. Testing and inspections appear to be extremely rigorous, reflecting both the ultimate purpose of the buildings and facilities, and the

considerable knowledge, experience and expertise of staff, at institutional level and also within BSD. The result is that projects tend to deliver what they promised.

Over the coming years improvements should be introduced in a range of other areas. While the detailed design and construction of new buildings and facilities are strong, the prior appraisal and post-project review of them are less so. Procedures need to be introduced for the more formal prior assessment of project proposals, including the clear definition of objectives, the consideration of options, full life-time cost estimation (with far greater attention to the operating and maintenance cost implications of capital projects), and plans for risk identification and management. For large projects project plans need to be written, they need to be clear, sufficiently comprehensive and detailed, as well as updated. Procedures and methods should be developed for formally reviewing projects when they are completed and have been in use, and mechanisms created to ensure the learning that results gets fed back into new plans and proposals. In addition, the roles, performance and cost effectiveness of all advisors need to be more clearly established, monitored, reviewed and recorded.

Administrative procedures can be improved in several other respects. Programmes, plans and procedures need to take documentary form to a greater extent than heretofore. While the subject of this report has been the IPS capital programme, there is no single document that encapsulates this programme. Rather it is identifiable through reference to organisational strategies, Ministerial decisions, financial budgets, population projections, project lists and discussions with IPS personnel. As well as a rolling-capital programme, project plans, appraisals, business cases, procedures, progress reports and reviews should all take a documentary form, with meetings minuted, and audit trails clearly apparent from updated files and ongoing reports. The lack of an overall capital planning committee, or capital programme monitoring committee, is a weakness mentioned by many consulted. Many of these points are returned to in the recommendations.

### **6.2.5 Assessment of Projects**

The review assessed five projects in detail. These were

- the Midlands Prison in its entirety;
- a project at Limerick Prison incorporating the development of a new C Wing and the refurbishment of the old E Wing;
- a new Gate Lock at Portlaoise Prison;
- a new prison laundry, and paint and metal workshops at Wheatfield Prison in Dublin; and
- a new “Special School” for young offenders at St. Patrick’s Institution in Dublin.

Their cost performance is shown in Table 6.1.

	First Budget Estimate	Contract Amount	Final Cost	Final Cost as % First Budget Estimate	Final Cost as % Contract Value
Midlands Prison	53,760,000	56,200,000	56,200,000	105%	100%
Limerick C and E Wings	7,100,000	9,500,000	15,200,000	214%	160%
Portlaoise Gatelock	7,680,000	9,242,000	9,215,000	120%	100%
Wheatfield Laundry, Paint and Metal Workshops	6,996,260	6,892,000	6,644,000	95%	96%
St. Patrick's Institution Special School	6,750,000	6,650,000	6,650,000	99%	100%

Four of the projects came in at or below the contract value, two of which cost less than their earlier initial estimate. While the costs of the project at Limerick Prison were higher than agreed at contract stage, its scope had subsequently widened.

The timing of the projects is summarised in Table 6.2.

	Initial Estimated		Contract Award	Expected Completion	Actual Completion
	Start	Completion			
Midlands Prison	Aug-98	Nov-99	Feb-98	May-99	Apr-00
Limerick C and E Wings	Sep-98	May-00	Jan-01	n/a	Dec-04
Portlaoise Gatelock	Jan-02	Feb-03	Aug-02	Feb-04	Sep-04
Wheatfield Laundry, Paint and Metal Workshops	Sep-02	Nov-03	Sep-02	Nov-03	Aug-04
St. Patrick's Institution Special School	Jul-02	Nov-02	Jul-02	Nov-02	Apr-03

The timing performance was strong in the case of the Midlands Prison, and also the case of the Special School at St. Patrick's Institution (up to the point at which its need was removed). The Portlaoise, Wheatfield and Limerick projects ran over time, significantly in the case of Limerick.

With the exception of the Special School at St. Patrick's Institution, which was built on foot of a Government decision that was not subsequently implemented, all of the projects were badly needed and appropriately prioritised, and in all cases the major predetermined objectives were delivered. The improvements and gains achieved through the projects were substantial, taking the form of improved prisoner conditions and facilities, improved visitor facilities, improved staff facilities, security enhancements, and the facilitation of staff efficiencies. International practice influenced design approaches, and consultation was wide.

The projects were managed closely by the IPS, appropriate teams were established, and construction contracts were procured competitively and in the main managed well. Cost and timing overruns occurred, but design changes, necessary variations and scope changes were more often the reason than management issues during works. The cost-effectiveness of the projects in terms of operation and maintenance is not easily established. While the Midlands Prison was designed with staff efficiency as a major priority, the extent of the overall efficiency gain is less than might have been hoped. Its maintenance requirements have also been considerable. The new C wing at Limerick Prison has brought major staff efficiency gains, while both the Portlaoise Gatelock and the Wheatfield Laundry are likely to have resulted in staff efficiency gains also, although less significantly.

While construction is undoubtedly competitively procured and tendered, the procurement of design, quantity surveying, construction management and engineering inputs is less visibly so. Design teams for the projects were appointed using panel systems adopted by the OPW. In the case of projects involving the OPW, it is they who make the appointments. In the case of projects not involving the OPW, its panel system appears to be adopted also. While fees are negotiated, it is not clear to what extent genuine price competition determines them.

### **6.2.6 Effectiveness, Efficiency and Value for Money**

As has been shown, all of the projects reviewed effectively achieved what they had been designed to achieve, and with the exception of St. Patrick's Special School, all have been in use for a number of years bringing major improvements in facilities, services and standards.

Their efficiency and overall value for money can best be commented upon by reference to two benchmarks. Firstly, as described in Chapter 3, the "5 Year Plan" of 1994 estimated the (then current) capital cost of providing a prison space was £110,000. Updating for construction inflation, and translating into euro, suggests a 2002 cost per space of approximately €245,000<sup>11</sup>.

A second benchmark is UK costs. Table 5.1 showed the actual construction costs of 16 UK prisons built in the 1990s. When averaged, their cost per space (in 2002 prices) was equivalent to €277,000, or €251,000 when the two high security prisons are excluded.

The Midlands Prison was built with a design capacity of 515, and cost approximately €55m. Its cost per space was therefore €107,000 in 1998 prices, or approximately €137,800 in 2002 prices. It compares very favourably therefore with the costs estimated in the "5 Year Plan", as well as the costs of the majority of the UK prisons shown.

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<sup>11</sup> Costs are inflated using the Bruce Shaw Construction Tender Price Index

The Limerick C wing replacement and E wing refurbishment added approximately 85 net spaces to the prison's capacity, as well as major improvements to non-accommodation facilities. At a cost of €15.2m, this translates to a unit cost of €179,000 per space, which also compares extremely well given the extent to which the overall cost brought around improvements beyond basic capacity extension.

The Special School at St. Patrick's Institution involved both the building of a school for, and the refurbishment of a prison wing to accommodate, approximately 20 juvenile offenders. Its cost was €6.65m, or €332,000 per intended inmate. While understandably much higher than other projects given that it was designed for children, in an ancient but operating prison, and including a modern large education block, the cost still compares reasonably well with per-space costs of some prisons in the UK, particularly high-security prisons.

The other projects did not involve prison accommodation, and meaningful comparisons are not readily available.

While these comparisons show commendable value for money in terms of capital costs, such costs are only one part of the financial impact of the projects. The whole-life costs of the assets produced depends also on their operating and maintenance cost implications. While many appear to have brought around staff efficiencies, their extent is not clear from the evidence and information held. As a labour intensive activity, capital investments in prison facilities can quickly "pay for themselves" through operating and/or maintenance efficiencies. While the achievement of such efficiencies is a central consideration of the IPS when planning projects, their extent, either ex-ante or ex-post was not formally measured or analysed in relation to the projects reviewed.

## 6.3 Recommendations

### Forward Planning

1. While there have been recent improvements in the future planning of capital investment, population projections should cover a period of at least 15 years, should present a wide range of possible scenarios, and should be updated, at least every two years.
2. Estate planning should be over a similar period, although with more detailed assessment and appraisal focused on the short to medium term.
3. All prison establishments should have Masterplans produced with a similar long-term time horizon.
4. There should be long-term cost forecasting carried out in relation to the population and estate scenarios that are developed.

### Capital Programming

5. A rolling Capital Investment Programme Document should be prepared and published every three years, indicating clearly its
  - overall aims and objectives;
  - overall budget and budgetary framework;
  - a breakdown or categorisation by types of Investment (new space, refurbishments, accommodation, education, training, medical, security, IT);
  - current projects, their objectives, costs, status and timeframes;
  - projects in planning, their objectives, costs, status, and likely timeframes;
  - anticipated outcomes and impacts of the investments; and
  - performance targets and indicators.
6. Performance targets and indicators should be established and used to plan, monitor and review the delivery of future capital programmes. Possible indicators that could be used include:
  - the value of capital investment/expenditure (€);
  - the number of capital projects initiated;
  - the number of projects completed,
  - the number of projects completed on time;
  - the number of projects completed within budget;
  - the average cost of new accommodation provided (per prisoner space);
  - the average cost of existing accommodation upgraded or enhanced (per prisoner space);
  - the average reduction in operating costs achieved through capital investment/projects;
  - prison and estate wide operating costs, pre- and post-investment;
  - the number of prison spaces provided with enhanced ancillary facilities.
7. A Procedures Document should be prepared, outlining the full set of planning, procurement, sanctioning, approval, contracting, testing and commissioning procedures to be followed for future capital projects.
8. The role, performance and cost effectiveness of all professional advisors need to be formally reviewed and recorded.
9. A Capital Programme Monitoring Committee should be established, the first major task of which could be to oversee the implementation of these recommendations.
10. Personnel involved in delivering the capital programme should receive dedicated training in programme and project management, tailored to the specific needs of the IPS and the recommendations of this review (we understand provision for such training can be made from within existing training budgets).

### Project Assessment, Appraisal and Review

11. Large projects should be subjected to more rigorous prior appraisal. This should include clear establishment, assessment and recording of its

- needs and objectives;
  - constraints;
  - options;
  - preferred option;
  - anticipated effect on:
    - overall prison operation and security;
    - overall prison regimes and facilities;
    - overall prisoner capacity;
    - overall prisoner accommodation;
    - overall prison staffing;
    - overall prison maintenance and facility management;
  - budget, including full life-time (capital and operating) cost implications;
  - schedule;
  - project management plan, to include:
    - structures and responsibilities;
    - team;
    - appointments and procurement plan;
    - communications and reporting;
    - decision making;
    - monitoring and performance targets;
    - risk management;
12. Large projects should be subject to formal post-project reviews, and a mechanism established to ensure they feed back into future project planning.
13. Efforts should continually be made to ensure the eventual managers of facilities are thoroughly involved in their planning and design.

## 6.4 Next Steps

The Review should be presented and circulated to the IPS Senior Management Forum (SMF). Here, its findings, conclusions and recommendations should be discussed, and an agreed Implementation Plan, in documentary form, should be prepared, outlining the methods, processes and time schedules by which recommendations are to be implemented. The agreed Implementation Plan should be finalised within three months of its first consideration at SMF level.