



Ministry
of Justice

Prisons Strategy White Paper

December 2021

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Prisons Strategy White Paper

Presented to Parliament

by the Deputy Prime Minister, Lord Chancellor and Secretary of State for Justice
by Command of Her Majesty

December 2021



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A Welsh language translation will be published shortly.

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Contents

Foreword	3
The Purposes of Prisons	5
Levelling Up	6
The Challenges We Face	7
Our 10-Year Vision for the Prison System	8
Delivering the Foundations for the Future	9
Chapter One – A Roadmap to Building the Future Prison Estate	12
Delivering the Next Generation of Prisons	13
Ensuring Prisons are Designed to Support Rehabilitation and Cut Crime	14
Improving Our Existing Prison Estate	15
Our Long-Term Vision for the Future Prison Estate	17
Chapter Two – Tackling Violence, Preventing Harm and Promoting Good Order and Discipline	19
Targeted Safety and Security Interventions	21
Providing the Right Support	22
An Inherently Safe Estate	23
Drugs and Debt	24
Building Back Better Prison Regimes	25
Behaviour Management	28
Our 10-Year Vision for Creating Safe and Stable Prisons of the Future	30
Chapter Three – The Role of Prisons and Probation in Cutting Crime and Protecting the Public	32
Early Days in Custody	34
During a Prisoner’s Sentence	35
Leaving Prison with a Firm Foundation	41
Resettlement Passports	48
In the Community	51

Our 10-Year Vision for Cutting Crime by Tackling Reoffending	52
Chapter Four – A New Approach to Women’s Prisons	54
A New Approach to Women’s Custody	55
Accommodating Different Cohorts of Women	55
Improving Safety and Reducing Self-Harm Rates	56
Supporting Pregnant Women in Custody	56
Our 10-Year Vision for Women’s Prisons	57
Chapter Five – Our People	59
Recruitment and Retention	60
Professionalisation and Enhancing Staff Capability	61
Developing Managers and Leaders	62
Enabling Our Workforce to Turn Prisoners Away from Crime	64
Our 10-Year Vision for our Workforce	64
Chapter Six – Delivering Better Outcomes in Prisons	67
Setting Clear Expectations and Direction for Delivery	68
Strengthening Autonomy and Giving Operational Leaders the Freedoms they Need	69
Ensuring Clear Accountability for Delivery	70
Legislation and Wider Scrutiny Landscape Review	71
Questionnaire	73
How to respond	75
Complaints or comments	75
Government response	75
Representative groups	75
Confidentiality	75

Foreword



We're carrying out the biggest prison building programme in more than 100 years to meet demand as we bring in tougher sentencing rules and the courts clear the backlogs brought about by COVID-19.

Prisons keep people safe by taking dangerous criminals off our streets, but they can only bring down crime and keep the public safer in the longer-term if they properly reform and rehabilitate offenders. In this White Paper we've set out our new strategy to support prisons to do both more effectively.

We will provide 20,000 new prison places to protect the public through punishment and incapacitation of offenders. The new estate will be more modern and secure, to keep our staff safe and provide the most productive environment to reform offenders.

Effective sanctions for prisoner misconduct and a zero-tolerance approach to weapons, drugs and contraband will enable prisons to maintain good order, so that offenders can focus on purposeful activity.

A new Prisoner Education Service will make sure offenders can improve their basic literacy and numeracy, as well as acquire further vocational qualifications, like construction and computing, to make them more employable when they leave prison.

We will transform work in prisons and on Release on Temporary Licence to improve job prospects for offenders. We will hold Governors to account for the opportunities and outcomes to participate in work-related activity they achieve for prisoners.

We will bring in earlier assessments and the full range of mental health and drug treatments, including abstinence-based methods, to support more prisoners to address their addictions and other clinical barriers to their rehabilitation.

We will introduce resettlement passports to bring together the essentials that offenders need to live crime-free lives after their release – identification, a CV, and a bank account – in one place and make sure that they are easily accessible.

In order to drive this ambitious strategy forward, we will invest £200m per year by 2024-25 to transform our approach to rehabilitation, including improving prison leavers' access to accommodation. We will also set clear expectations of prisons and empower the highest performing ones to drive innovation and spread best practice.

We will regularly publish key performance indicators, targets, and league tables to increase transparency around prison performance, shining a light on how we can most effectively rehabilitate offenders.

The best performing prison Governors will be empowered with greater autonomy to innovate for their own prison populations, while continuing to be assessed against clear outcomes aligned to government priorities.

We know that this strategy cannot be delivered without our dedicated workforce. So, we will recruit an extra 5,000 prison officers and upskill our existing staff by enhancing training, supervision, and qualifications. We will hire the next generation of governors through an HMPPS fast-track scheme.

In order to deliver the vision set out in this White Paper, we will harness the latest technology to improve performance, and reduce the bureaucratic burden on staff.

This White Paper sets out our strategy for prisons over the next two years, as well as our longer-term 10-year vision. It seeks views on how the proposals can bring down stubbornly high rates of reoffending, cut crime and protect the public from harm.

It's part of the government's plan to build back better, stronger and fairer.

A handwritten signature in black ink, appearing to read 'Dominic Raab', with a stylized flourish at the end.

Rt Hon Dominic Raab MP

Deputy Prime Minister, Lord Chancellor and Secretary of State for Justice

The Purposes of Prisons

1. Our prisons and prison regime must protect the public: this means holding prisoners securely whilst they serve the punishment handed down by the courts, and disrupting criminal activity from within the prison walls. Crucially they must also ensure good order and discipline; work to prevent future victims of crime by tackling the underlying causes of offending; and promote rehabilitation and reform to reduce reoffending.
2. We have made progress in recent years to reform our prisons, but the challenges and opportunities in prisons are changing. The COVID pandemic has led to unprecedented disruption for the prison system; and prison officers across England and Wales, some of the hidden heroes of the justice system, led by our hard-working and able Governors, have risen to the challenge to save lives.
3. With the investment agreed at the Spending Review in building modern prison places and in reforming offenders, we have the opportunity to build back better from the pandemic, and deliver a prison system which goes further in playing its part in this Government's mission of beating crime.
4. This paper sets out what we will deliver over the next two years as well as our longer-term strategic goals. It seeks the views of the committed individuals who work in the justice system and our partners in many charitable organisations who work day in, day out to keep the public safe and to turn prisoners away from crime. We have very high ambitions for the prison system. We plan to begin to transform our approach by:
 - Designing and building the modern, secure prison places we need to keep criminals off the streets and also to provide the most productive environment to reform prisoners in custody;
 - Ensuring the prison environment is safe, secure and stable for our prison officers and prisoners so that we can properly focus on turning people away from crime;
 - Ensuring good order and discipline is maintained in our prisons through effective sanctions for prisoner misconduct, and committing to a zero-tolerance approach to drugs in prisons;
 - Cutting crime through using the time offenders spend in prison to deliver a step-change in education, work-focused skills, training and employment delivered in prison, and strengthened family ties so that every prisoner has the best opportunity to leave behind their previous life of crime;
 - Ramping up work to tackle the substance misuse and mental health issues which for too many prisoners pose a barrier to rehabilitation reform by deploying the full range of treatment options, including abstinence-based treatment, to support recovery from drug dependency;

- Setting clear expectations of Governors through transparent and measurable KPIs and targets, as well as increasing transparency by publishing prison level performance data;
 - Giving Governors autonomy and improving accountability to better align and target rehabilitative interventions around each individual prisoner, so that they are clear on the opportunities and expectations available to them, and partner agencies have clear responsibilities; and
 - Empowering Governors to innovate locally, whilst still operating within clear outcome measures which align to the Government's priorities.
5. Delivering these ambitions relies on our people. Our plans are underpinned by empowering our prison Governors and their staff to use their professional skills to do what works, setting clear targets and accountabilities across the prison system and continuing efforts to attract and retain talented individuals.
6. In delivering an effective prison system we will be informed by our values:
- We treat prisoners fairly, safely and decently whilst they are serving their sentences of imprisonment: offering them the chance to turn their lives around whilst ensuring that prisoners who disrupt the good order and discipline of our regimes face swift and certain consequences;
 - We support prisoners to address the causes of their behaviour, encouraging them to take advantage of all the opportunities available to them whilst emphasising the consequences of failure to take responsibility for their rehabilitation;
 - We offer our staff rewarding careers, treating them with respect, and offering them the support they need to do their jobs safely and effectively;
 - We seek out best practice and evidence of what works to inform all that we do.

Levelling Up

7. Having an effective prison system is central to the Government's mission to level up the country. We know there are geographic disparities in the levels of reoffending across the country and getting resettlement right will support our work to 'level up' all areas of the country by reducing reoffending. We are focusing on implementing interventions that address the drivers we know work: having a job, somewhere to live, and access to healthcare and substance misuse treatment. Fewer prisoners will enter communities with unaddressed housing and healthcare needs, and high-quality skills programmes in prison will in turn support local economies.

The Challenges We Face

8. Prisons should be places where we reform criminals and help them turn their backs on crime. But reoffending rates remain stubbornly high, costing society over £18 billion a year.¹
9. Through our reforms to sentencing and the recruitment of an additional 20,000 police officers, we are making the changes needed to better protect the public. We need extra places in our prisons to hold those sent to us by the courts and to protect the public from dangerous and prolific offenders. We continue to face capacity pressures, which hamper our objectives. Building more and better prisons will allow us to do more to get the basics right, operate safer and more secure regimes, and use facilities productively to build skills.
10. Prisons cannot support rehabilitation unless they are safe, stable and secure. We hold some of the most dangerous organised criminals in the country, who continually try to subvert our security measures and drive a culture of violence and intimidation in our prisons, together with carrying on their criminal enterprises from prison. We need to reduce violence, tackle bullying and provide safer working conditions for staff, enabling them to focus on meaningful rehabilitative work.
11. We need the infrastructure in place to meet the needs of the rising and diverse prison population. A large proportion of offenders who arrive at prison have disabilities and/or mental health and substance misuse needs, and we know a substantial number of women in prison have histories of domestic abuse and trauma.²
12. Too many prisons remain without basic digital infrastructure, such as Wi-Fi connectivity and modern data systems, and consequently are still using paper-based, antiquated processes. This prohibits prisons working effectively and without getting these basics right, we will be unable to undertake future digital development. We can make better use of digital tools, data and technology to support both our staff and prisoners, as well as utilising cutting-edge innovation to improve our performance across the estate.
13. We need to improve services outside prison, to help ex-offenders released from prison move away from crime. We have begun addressing this with our new Target Operating Model for Probation Services, setting a path for prisons and probation working seamlessly together as one service. But we also need to go further in taking a cross-Government approach, including working with partner agencies in law enforcement and those who can help with accommodation, treatment, jobs and skills.

¹ Economic and social costs of reoffending (publishing.service.gov.uk)

² Prison Reform Trust *Bromley Briefings Prison Factfile: Winter 2021* (2021)

Our 10-Year Vision for the Prison System

14. As we recover from the pandemic, we have a real opportunity to tackle these issues head-on and deliver a major shift in how we protect the public and reduce crimes committed by prison-leavers. Our long-term vision for the prison system is to focus on:

Building the next generation of prisons

15. We want to move to a more resilient estate, with the capacity to meet the demands of the criminal justice system in the 21st Century, whilst housing prisoners safely and securely. We are already laying the foundations for this through delivering 20,000 additional prison places by the mid-2020s. Our new prisons will be future-proofed, fit-for-purpose and sustainable.

Prison and probation services which cut crime and protect the public

16. Prisons and probation should work seamlessly together: strengthening the supervision of ex-offenders in the community and monitoring them more closely after they are released from prison to keep the public safe and prevent future victims; equipping those leaving prison with the skills for jobs on release; engaging prisoners with purposeful activity such as education and preparing for employment in custody; and providing targeted resettlement support both pre-release and as individuals transition into the community so the basics are in place to enable them to turn their backs on crime.

A prison estate that is safe and secure for staff and prisoners

17. We will make prisons safe, fit-for-purpose and secure for prisoners, staff and the wider community; through our recent investment of £100 million in our landmark Security Investment Programme we will continue to take a zero-tolerance approach to the flow of drugs and other contraband into prisons and ensure prisoners are unable to continue criminal activities whilst in prison; and we want to re-focus how staff, the built environment and regime of daily activities work together to provide the right conditions to prevent mental health and substance misuse problems, so that safety is not a barrier to a stable prison environment and prisoner rehabilitation.
18. We will introduce a new ministerial prison performance board that will hold the system and Governors to account for ensuring prisoners and staff are safe.

Delivering the Foundations for the Future

19. The next two years will be critical to meeting this long-term vision. Over this Parliament, we will deliver:

The next stages of our prison building roadmap:

- Continuing delivery of the 18,000 place prison build programme currently underway, as well as up to an additional 2,000 temporary prison places, amounting to nearly £4 billion investment;
- New prisons which are designed for safety, security, stability and which are more accessible for our diverse population;
- Progress now to lay the foundations for an ambitious future build programme;
- Upgrades to the safety standards of 35,000 existing cells;
- Scaling up our use of digital, data and technology to create a more efficient working environment for staff, and empowering prisoners to take personal responsibility during their time in custody including through safe and secure in-cell technology;
- A tailored, trauma-responsive offer for women in custody, including specific support for pregnant prisoners.

Ensure we have the right people with the support and training they need to work safely and effectively by:

- Commencing a large-scale recruitment campaign for up to 5,000 additional prison officers in public and private prisons by the mid-2020s, and introducing a retention framework;
- Enhancing professional skills through improved training, supervision and qualifications, and a new cross-HMPPS fast track scheme.

Supporting prisoners to turn their lives around and lead crime-free lives on release:

- Helping them to treat their dependency on drugs so that they can focus on improving their skills, job prospects and family ties;
- Delivering an improved Prisoner Education Service which equips prisoners with core baseline skills in numeracy and literacy, and improving the skills for jobs on release;
- Creating a presumption in favour of enabling vetted and appropriate prisoners, and offenders released on licence, to take up work opportunities in and outside the prison estate, depending on the stage of their sentence;

- Introducing new Resettlement Passports, bringing together all of the essentials that prison leavers need to lead crime-free lives on release into one place;
- Scaling up specialist roles tested in our Accelerator Prisons project to support work to reduce reoffending;
- Investing £200 million a year by 2024-25 to improve prison leavers' access to accommodation, employment support and substance misuse treatment, and introduce further measures for early intervention to tackle youth offending;
- Backing our work in prisons with an additional £155 million per year for the new unified probation service, to support rehabilitation and improve public protection, a 15% increase on 2019-20 funding, and investing £75 million a year by 24/25 to expand the use of GPS-enabled and alcohol abstinence-monitoring electronic tagging to help offenders stay off alcohol.

Improved safety through:

- Investing in ligature-resistant cells to protect vulnerable prisoners during a time of acute crisis;
- Setting up an innovation taskforce, to consider the best interventions for prisoners who are violent or self-harm;
- Providing improved Body Worn Video Cameras to all staff who need one.

Improving behaviour, order and discipline:

- Introducing fast-track adjudications that will prioritise swift sanctions for lower level rule breaking;
- Building on the Crime in Prisons referral agreement to ensure that serious offences lead to prosecutions;
- Furthering our commitment to building a culture of zero tolerance to drugs, weapons and illicit contraband;
- Embedding our incentives policy and giving Governors autonomy to shape rewards schemes to better promote good order and discipline.

Reformed regimes, freedoms and accountabilities:

- An ambitious two-year programme to rebuild prison regimes, which will support and empower Governors to shape their regime to suit the different needs of the prisoners in their custody;
- Enhancing Governor autonomy for our most skilled leaders;
- Clear, public and transparent prison performance statistics with published Key Performance Indicators (KPIs) for prisons, and appropriate league tables,

ensuring success is measured against our priorities: security and stability; substance misuse and mental health; and resettlement and family ties.

20. We are seeking the views of our partners and stakeholders on the best way to implement and shape some of our key proposals and have asked questions throughout this paper to which we invite responses. Please send your responses to prisonswhitepaper@justice.gov.uk by 4 February 2022.

Chapter One – A Roadmap to Building the Future Prison Estate

We will build the next generation of prisons designed for safety, security, stability and rehabilitation.

Over the next two years, we will:

- Continue with our plan to deliver 18,000 additional, modern prison places by the mid-2020s and deliver up to 2,000 new temporary places;
- Begin to lay the foundations for the next generation of prison building;
- Upgrade 35,000 cells to modern fire safety standards;
- Deliver digital upgrades to 11 further prisons.

Over the next 10 years, and beyond, we intend to continue to build a modern, decent and efficient estate: building additional prison places to complete our commitment to 18,000 permanent places; delivering state-of-the-art new prisons which are secure, stable and improve outcomes for prisoners and staff; and facilitating targeted refurbishments and renewals.

21. Ensuring we have sufficient, usable prison places is essential to fulfilling our public protection duty: the ability to securely house those sent to prison as punishment by the courts means that criminals are removed from the streets, and not able to continue offending in their local communities.
22. Much of our prison estate was built at a time when many of the challenges we face in prisons did not exist. A quarter of our prisons are Victorian, with some built more than 200 years ago. The security threats are now very different with Serious and Organised Crime (SOC) presenting a real risk to the UK and offending from these groups costing approximately £37 billion per year.³ These groups continually attempt to subvert our security measures, continue their criminal activity whilst in prison and under supervision in our communities, and at times grow their networks and capabilities by recruiting others to commit criminal acts.
23. We want to build on the successes of the Government's investment of £100 million in the landmark prison Security Investment Programme, which has seen 74 X-Ray body scanners rolled out across the entire closed male estate resulting in more than 10,000 positive scans, and preventing internally secreted items like phones and

³ Committee of Public Accounts *Serious and Organised Crime* (2019)

drugs from entering prisons; and Enhanced Gate Security, mimicking airport screening, which has seen metal detecting portals, drug detection dogs and other technology installed.

24. At present, too many prisoners with disabilities or mobility issues are held in accommodation which does not allow them to fully participate in the daily prison regime or access the rehabilitative work that will reduce their risk of reoffending, as there are too few places available which meet their needs. Our estate also faces challenges which the prison designers of the past could not have foreseen, such as the need for modern technology, internet connectivity, environmental sustainability and climate resilience.
25. In order to protect the public, we need to address these issues and set up the prison estate to help make prisons places that cut crime but, to do this, we must start by ensuring we deliver the right prison places in the right locations to meet the demands of the criminal justice system.

Delivering the Next Generation of Prisons

26. We must ensure that prisons have the space to keep convicted criminals off our streets whilst also rehabilitating those who want to turn their lives around. **We have already started putting the foundations in place to do this and have committed £3.5 billion over the next three years to create 18,000 additional, modern prison places, with a further £250 million to fund up to 2,000 new temporary places.** This is the most ambitious prison build programme in over a century, and current progress is as follows:
 - By the end of 2021, we will have delivered around 1,000 additional prison places through a combination of refurbishments, installing temporary accommodation and repurposing the Morton Hall Immigration Removal Centre back into a prison;
 - Construction is complete at HMP Five Wells, the new c.1,700 place Category C prison in Northamptonshire, which will open early in 2022;
 - Construction is well underway at HMP Glen Parva, Leicestershire where we will open another c.1,700 place Category C prison in Spring 2023;
 - In June 2021, we appointed four construction companies to deliver the next four new prisons, starting with a site at Full Sutton near York;
 - These new prisons are designed with the infrastructure to allow for digital in-cell technology, so that prisoners can take full advantage of education and training opportunities.

27. The private sector has an important role to play in the future of the prison estate and delivering the next generation of prisons. We believe in taking a balanced approach which includes a mix of public, voluntary and private sector involvement. This has been shown to work, providing excellent services for the public and value for money for taxpayers.

Ensuring Prisons are Designed to Support Rehabilitation and Cut Crime

28. As we expand the estate, building six new prisons over the next five years, we have the opportunity to modernise the way prisons look and feel, bolster our security infrastructure and put crime-reduction at the heart of how we design new prisons. We have already started this process at our new prisons, HMP Five Wells and Glen Parva.
29. We will use the wealth of evidence about what works to ensure that we design and construct state-of-the-art prisons that meet the needs of our diverse prison population, are digitally enabled and more environmentally sustainable – giving prison leaders additional tools to drive up performance. What this means in practice is building carefully designed prisons that:
- **Have safety and security as foundational principles to reinforce our zero-tolerance approach to drugs, weapons and other illicit contraband:** all new build prisons are equipped with security measures that contribute to cutting crime as standard. This will include Enhanced Gate Security, X-Ray Body Scanners and biometric visitor identification;
 - **Are designed to facilitate education and employment, rehabilitation, healthcare and purposeful activity** by: providing spaces for one-to-one and group education and skills development; have workshops for training and employment; have IT in cells to facilitate access to resources; welcoming visitor centres for families, peer support and therapeutic activity, including to address substance misuse; and include association spaces and quiet areas, together with adequate spaces for work;
 - **Have accessible facilities for our growing population** of older prisoners or those with specific health needs which affect their ability to engage with the daily regime - for example, all new build prisons will have accessibility as a guiding principle, with 7% of all cells being wheelchair accessible;

- **Use design features to support prisoners** who have conditions such as learning disabilities, autism and ADHD or an acquired brain injury^{4,5} so we can better meet the needs of these prisoners in future design considerations;
 - **Are more sustainable** - all our future prison builds will be zero net carbon ready from day one.
30. As a department, we are ensuring our supply chains bring investment and opportunity across the country. The Ministry of Justice is the second biggest infrastructure department in Whitehall by total lifetime costs, with our prison building programme worth around £67 billion in nominal terms. With around 70% of construction being done offsite, the supply chain is spread over the North and Midlands, meaning we are directly investing in local communities across regions nationwide.

Improving Our Existing Prison Estate

31. Alongside delivering new prison places, we must also take a fresh look at the needs of our existing estate, particularly how we can improve current infrastructure, standards and conditions to help cut crime.

Maintenance and renewal

32. We need to start with getting the basics right: properly maintaining prisons is vital to preventing cells being taken out of use, providing clean and decent environments for prisoners and staff, and ensuring health and safety. This covers everything from day-to-day inspection of the estate and conducting minor repairs, to large-scale refurbishment and renewal.
33. Over the next two years, **we will therefore prioritise maintenance spending on projects that ensure fire safety compliance for c.35,000 places, over one third of the prison estate. We will also begin work on a new strategy for the maintenance and renewal of the prison estate.** When complete, the strategy will bring together in one place a detailed overview of the needs of the estate and the associated effect of underinvestment.

Accessibility

34. We cannot rely solely on new builds to meet our accessibility challenge and our long-term aim is to have sufficient accessible accommodation for all disabled prisoners.

⁴ Chan *Neurodivergent Themed Neighbourhoods as A Strategy to Enhance the Liveability of Cities: The Blueprint of an Autism Village, Its Benefits to Neurotypical Environments* Urban Science 2(2) (2018)

⁵ Waller & Masterson *Designing dementia-friendly hospital environments* Future Hospital Journal 2(1) (2015)

We will therefore carry out accessibility audits of the current prison estate to better understand where retrofitting can be most effectively undertaken.

35. Around half the prison population have suffered a traumatic brain injury, 36% of male prisoners have a learning disability or challenge (39% for women), and around 16% are estimated to have autistic ‘traits’. The recent review of evidence ‘Neurodiversity in the Criminal Justice System’⁶ carried out by the joint criminal justice inspectorates improves understanding of how the estate can support people with learning disabilities, autism, ADHD or other conditions. We will use this and good practice from prisons that have been awarded Autism Accreditation by the National Autistic Society to inform how we adapt the prison environment to better respond to the needs of people with autism and we will continue to encourage more prisons to undertake the accreditation process.

Supporting the safe and stable transition of young men moving to the adult estate

36. Young men (18–25) are often amongst the most violent and disruptive in the estate,⁷ and we know that as a group they have some of the most complex and challenging needs of our population. The transition from the youth estate to the adult estate can be particularly difficult,⁸ and **we are currently piloting a young adults transition unit at HMP Deerbolt**. This unit has a bespoke approach to managing and supporting the complex needs of young men and we will capture learning from this pilot, with a view to rolling out similar units across the estate if the outcomes are successful.

Digital innovation

37. As well as modernising the physical prison estate, we must also scale up our use of digital, data and technology by modernising the technological infrastructure in prisons and transforming our legacy systems. Prisoner-facing technology can be transformative: in-cell laptops and kiosks permit prisoners to study towards qualifications and develop skills, complete transactional services online including accessing menus and ordering food, checking pin-phone credit and account balances, and making use of the emailing service for prisoners.
38. Better data and in-cell technology can more effectively support family ties, and a safe and secure environment to live and work in. This reduces the administrative burden on our hard-working staff, freeing them up to spend more time engaged in meaningful contact with prisoners whilst also increasing prisoners’ sense of agency over their own affairs.

⁶ *Neurodiversity in the criminal justice system: a review of evidence* (justiceinspectorates.gov.uk) (2021)

⁷ HMIP *Outcomes for young adults in custody: A thematic review* (2021)

⁸ Ibid

39. Only four adult prisons (including one privately managed prison) and one Youth Offender Institution (YOI) in England and Wales have access to in-cell technology, with the appropriate infrastructure in place for staff and prisoner facing digital services. **We will extend this to a further eleven prisons by Summer 2022 including Young Offender Institutions and two Women’s prisons.**
40. We must utilise digital and technology to transform how people live and work in prison whilst ensuring that any digital service or technology we introduce is inherently secure and safe for use. This will mean that all technology, including in-cell laptops, will have the appropriate safeguards in place and be conducive to a secure estate to ensure they can only be used as intended.

Our Long-Term Vision for the Future Prison Estate

41. Our existing programme to deliver 20,000 prison places will help keep up with demand in the medium term, enable the punishment and incapacitation of persistent and dangerous offenders, and set the tone for longer-term reform of our prison estate. Over the next ten years, we want to create a more modern estate which promotes and facilitates our six long-term, strategic priorities:
- **No place for drugs, weapons, and illicit items in the estate:** our new prisons will exploit advances in technology and the latest security measures including Enhanced Gate Security, X-ray body scanners and drug trace detection equipment to bear down on drugs, stopping illicit items coming in, and using regimes to ensure consequences are swift;
 - **Rebuilding drug-free lives:** we will provide the environments and facilities to support those with substance misuse issues to recover from their addictions and support a move towards abstinence;
 - **Prisons designed for:**
 - **Literacy and numeracy**, so that prisoners leave with the basics they need;
 - **Skills**, to give people the further foundations and qualifications they need for work, including for the digital age;
 - **Employment**, to give people purpose and opportunities for life on release, opening up the estate to employers and exploring opportunities outside the prison walls;
 - **Passports to resettlement:** the built environment, regime, and personnel all working to support prisoners transitioning out of the prison environment to new accommodation, and preparing for life on release and moving back into communities.

42. To reach this vision, over the next decade and beyond, we have an ambitious plan for the future of the prison estate:

- We have already established relationships with industry and are world leaders in Modern Methods of Construction. **We will refine our prison designs so that the next generation of prisons can be delivered swiftly, with lower lifetime costs.**
- To stop the flow of drugs, weapons and illicit items into the estate, **we will continue our maintenance and refurbishment programme, alongside our new builds, to achieve a step change in the overall standard of the prison estate.**
- To meet our aims on skills and employment, **we want the estate to be digitally enabled for prisoners and staff, by default**, and for staff to be supported to do their work easily, efficiently and meaningfully – removing bureaucratic hurdles and enabling officers to spend more time working with prisoners on what matters.
- **We must also transform our outdated data systems, such as NOMIS** (National Offender Management Information System), our operational database used in prisons for the management of prisoners. This will also enable us to better join up and improve our data across systems and agencies to help facilitate improved partnership working and a whole system approach. It is also fundamental to running our prisons more efficiently and effectively. **It will mean that staff can see the right data, at the right time and in the right format so they can make better informed decisions around safety and structuring the prison regime.**
- **Our longer-term aim is to increase our resilience in the system.** To do this, we need a pipeline of accommodation beyond our current build programme, and we will begin preparatory work (for example undertaking site searches, obtaining planning permission and design work) to set ourselves up for future expansion. A future programme of prison building would bring a number of benefits: a longer-term pipeline means we can take advantage of economies of scale, potentially achieving capital savings of 5-10 percent; **we can prevent further capacity loss and undertake large scale refurbishments and renewals of existing prisons where we can provide modern infrastructure at a similar standard to our new builds.**
- A modern, fit-for-purpose prison estate must also minimise effects on the environment, reduce operating costs and deliver value for money. The Ministry of Justice is strongly committed to supporting the UK's net zero carbon commitments and to preparing for climate adaptation.

Consultation Question:

1. Do you agree that these are the right long-term ambitions for the prison estate?

Chapter Two – Tackling Violence, Preventing Harm and Promoting Good Order and Discipline

There is no place for violent behaviour in prisons, which should be safe, orderly and decent places for both prisoners and staff. Prisons should be stable, generate hope and provide opportunities for prisoners to turn their lives around, through regimes that ensure time is well spent. And, when safety is undermined, this must be dealt with swiftly and effectively. Over the next two years, we will:

- Make significant progress against plans to deliver 290 ligature-resistant cells to protect vulnerable prisoners during a time of acute crisis;
- Introduce an Enhanced Support Service, which provides support for individuals from a prison officer, mental health nurse and psychologist, in prisons where violence is most prevalent;
- Through an innovation taskforce, consider the best interventions for violent prisoners or those who self-harm;
- Provide improved Body Worn Video Cameras to all staff who need them;
- Pilot technology that has the potential to monitor vulnerable prisoners' health at a time of crisis, supporting the care given by prison officers to prevent suicide and self-harm.

Over the next 10 years, and beyond, we intend to:

- Ensure that prisons are as safe and decent for prisoners and staff as possible, using findings from studies and pilots to comprehensively address issues and develop our evidence base;
- Strengthen our cross government and local relationships to crack down on crime in prisons;
- Build a joined-up approach to safety across the whole prison system which offers hope, provides support, and prevents harm: we want to modernise technology so that staff have a better oversight of prisoner needs; and develop psychological training for staff and peer support training for prisoners.

43. The causes of prison violence and self-harm are complex, stemming from both the prison environment and individual factors which prisoners bring with them into custody (such as substance misuse or mental health needs). For safer prisons, we need to not only address the situational and environmental aspects of the prison environment that are under our control, but also take a proactive approach to addressing the individual needs that put some prisoners at a higher risk of violence, self-harm or suicide.
44. Over recent years we have seen an improvement in safety, and the rate of self-inflicted deaths has fallen since it peaked in the year to March 2017.⁹ Assault rates have fallen since they peaked in the year to March 2019. Self-harm, however, has seen a more limited improvement, with the rate only falling in the male estate in the year to March 2021 (potentially affected by prisons' response to the pandemic) after continual rises since the year to March 2011, and continuing to rise in the female estate since the year to March 2013.¹⁰
45. Improving safety in prisons requires a preventive approach to identify and better respond before incidents take place. This is enabled by:
- Skilled and resilient prison officers, better able to build positive staff-prisoner relationships;
 - A physical environment that meets the needs of our complex population;
 - Regimes that promote hope and engagement through well-planned, structured activity, and make the best use of technological advances to support safer prisons;
 - Technology which gives staff flexibility and time to build positive relationships with prisoners, enables prisoners to take ownership of their own care and wellbeing, and enhances the way prison officers monitor and protect prisoners from self-harm and suicide.
46. We will not tolerate any violence against prison officers - staff must be able to expect a safe and decent work environment. The safety of our staff is of crucial importance, and we cannot expect prison staff to carry out their roles to the best of their abilities or remain in the prison service if they do not feel safe at work. Prisoners who are

⁹ Since March 2020, both assaults and self-harm figures have potentially been impacted by the response from prisons to the pandemic. Therefore, in order to isolate the influence of the pandemic to a single year in reporting, the trends reported here are based on *Safety in Custody: updates to March 2021*, for self-harm and assaults, and updates to December 2020 for self-inflicted deaths, as opposed to the latest update to June 2021

¹⁰ Assault rates (per 1,000 prisoners) have gone from a peak of 415 incidents in the year to March 2019 to 239 incidents in the year to March 2021, while self-harm rates have gone from a peak of 777 in the year to March 2020 to 662 in the 12 months to March 2021: Sourced from tables 3 (self-harm) and 4 (assaults) of the summary tables for *Safety in custody: quarterly update to March 2021* - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1006476/Safety-in-custody-summary-q1-2021-final-tables.xlsm

violent towards staff will face the full consequences of their actions, and they will be dealt with swiftly and effectively.

47. Ongoing criminal activity from within prisons offends the public's sense of justice, does a disservice to our primary function to protect the public and puts hardworking prison and probation staff at risk. Despite investment and increased security, we know that criminals continue to attempt to subvert our security measures and run criminal networks from within the prison walls; and we must keep adapting to these security risks.
48. As set out previously, our Security Investment Programme has already made great strides in disrupting criminal networks who attempt to subvert our security measures and tackling the influx and trade of drugs and other contraband to prisons which drive a culture of violence of intimidation.
49. 74 X-Ray body scanners have been installed, giving us coverage in 100% of the closed male estate. These scanners are used in an intelligence-led way on male prisoners attempting to evade our security measures, to detect internally secreted items. Since installation began in July 2020 over 10,000 positive scans have been recorded identifying items such as phones and drugs and preventing them from entering prisons, making them safer and more secure.
50. 35 of 42 higher risk sites have received Enhanced Gate Security capability and are implementing routine searching of staff and visitors. This includes 594 staff, 154 drugs dogs and over 200 pieces of equipment (archway and handheld metal detectors). All 42 sites are scheduled to implement EGS by end of March 2022.
51. 90 drug trace detection units are already in use to enable the testing of paper laced with drugs such as psychoactive substances coming in via the mailroom, and disrupting criminals' attempts to smuggle drugs into prisons.
52. SIP also included an investment of £8.5 million to pursue those involved in corrupt activity, launching the Counter Corruption Unit (CCU) in April 2019, alongside a new policy framework and staff guidance with the aim to have a strong culture of professionalism which encourages positive behaviour and removes the stigma of whistle-blowing.

Targeted Safety and Security Interventions

53. Over the next two years, we will:
 - **Complete our landmark Security Investment Programme by March 2022**, providing cutting edge equipment essential for helping us to detect illicit items and prevent them from entering prisons, and disrupting criminal activity that is orchestrated from within prisons;

- **Establish an innovation taskforce with experts from the front line, health, psychology, in academia and third sector organisations** to bring together innovative thinking and best practice to address the drivers of violence and self-harm in prisons, piloting new interventions to tackle violent behaviours, and other safety issues;
- **Introduce a new generation of Body Worn Video Cameras across the service, with newer, more technologically advanced cameras** available to every prison officer who needs one, providing our staff with the best tools to protect themselves and prisoners;
- **Explore a range of intelligence-led and physical counter measures, including the potential use of our cutting edge X-Ray body scanners, to protect vulnerable staff and ensure the safety of our prisons;** as part of our wider safety approach, we will also carefully consider the merits of piloting the introduction of drugs testing of staff;
- **Test the use of new digital systems for monitoring vital signs** to understand how they could provide lifesaving support to prisoners most at risk from suicide and self-harm;
- **Ensure prisoners whose violent behaviour poses a threat to others' safety are dealt with appropriately.**

Providing the Right Support

54. Specialist support is needed to prevent the most at risk or challenging prisoners from harming themselves or others. This is why over the next two years, **we will deliver an 'Enhanced Support Service' to local prisons**, where we find the most complex behaviour. This involves a roving team, including a mental health nurse, a psychologist and a prison officer, to work with the prisoner, and the staff working with them, to address their risk factors.
55. We have designed an additional support service in conjunction with the Samaritans for prisons in the period following a self-inflicted death, with the aim of reducing the risk of further suicides (in accordance with National Institute for Health and Care Excellence and Office for Health Improvement and Disparities). This involves additional training for Listeners (Samaritans-trained prisoners who provide emotional and wellbeing support to other prisoners), guidance for Governors and safety teams, information materials for staff and prisoners, and the deployment of a Samaritans adviser in the event of a self-inflicted death. **We will continue to fund this service over the next two years**, so that help is provided to both staff and prisoners in the tragic circumstances it is most needed.

56. A lack of understanding of the unknown or hope for the future can put prisoners at risk of self-harm or violence. To help address this, **we will introduce a peer-support model in selected prisons over the next two years**, which will involve employment for ex-offenders to provide support to prisoners during the early days of their sentence, and training prisoners to provide peer support as ‘wellbeing navigators’, for their fellow prisoners as they complete their sentence.

An Inherently Safe Estate

57. The evidence shows that the built environment has a substantial effect on safety outcomes.¹¹ All cells built since 2005 have been built to a standard that aims to eliminate places where a ligature could be fixed, in order to protect at-risk prisoners, and facilities such as secure hospitals have been able to significantly reduce self-inflicted deaths since introducing these features.¹² Some of our older cells do not have this life-saving facility and it is crucial that ligature-resistant cells are maintained to the rigorous standard needed to uphold their effectiveness. Hanging has remained the most common method of self-inflicted death in 2020, accounting for 82% of incidents.¹³
58. Over the next two years, **we are committed to evaluating the use of these cells in our prisons to understand how to maximise their effectiveness in protecting those at high risk, and making significant progress to deliver these cells where they are needed.**
59. Traditional wet-shave razors can be used by prisoners both as a weapon for assaults and to self-harm. **We will trial the use of alternative options** over the next two years to reduce risk. Where the evidence suggests that this is successful in reducing harm and violence, we are committed to rolling out alternatives across the estate.
60. Starting fires in cells, whether deliberate or accidental, can be a major risk to prisoners and staff, and vapes can be used as an ignition source - in 2019/20, prisons reported 2,363 fires of which 1,036 were attributed to fires started using vape pens.¹⁴ **To address this, and reduce the incidences of fire, we will test safer smoking cessation products in selected prisons before being introduced nationally.**

¹¹ Alma Economics *Long Term Estates Strategy Literature Review* (forthcoming)

¹² NCISH | *Annual report 2021: England, Northern Ireland, Scotland and Wales* - NCISH (manchester.ac.uk) (2021)

¹³ *Safety in custody quarterly: update to December 2020* - GOV.UK (www.gov.uk)

¹⁴ SPHERA Cloud information system

Drugs and Debt

61. Safety in prisons is constantly undermined by the presence of drugs, trade of prescription medicine and other aspects of the illicit economy, which push prisoners into a cycle of debt. This system is often violently self-policed, including enforcing debt and 'turf wars' over lucrative markets, leading to assaults on staff and causing pressures which can lead to self-harm or even suicide.
62. The illicit economy also raises the risk of corrupt staff smuggling in illicit items and attempts to corrupt staff. This undermines good order and discipline, undermines rehabilitation and damages public confidence in the criminal justice system. The government's £8.5 million investment to pursue those involved in corrupt activity resulted in the launch of the Counter Corruption Unit in 2019 and a new framework that encourages positive behaviour and training that protects hardworking staff and builds their resilience to corruption attempts.
63. It is crucial that we close off every avenue for the entry of drugs into our prisons to uphold stability, order and rehabilitation efforts. We have seen record investment in cutting-edge technology and increased staffing to disrupt criminal networks and frustrate drug supply efforts. Protecting our hardworking frontline staff remains a key priority and, as part of that, we should explore all options to improve their safety.
64. In this context, **we will explore a range of intelligence-led and physical counter measures, including the potential use of our cutting edge X-Ray body scanners, to protect vulnerable staff and ensure the safety of our prisons.** We would also like to carefully consider with prison Governors, recognised trade unions and wider stakeholders the merits (or otherwise) and practicalities of piloting the introduction of drugs testing of staff as part of our wider safety approach, including to protect those at risk from threats and coercion.
65. Our staff are our greatest asset, and we will ensure that both existing staff, and the thousands we will recruit in the future are skilled, adaptable, safe and confident. We will equip them for current and future challenges by giving them the best possible security skills and practices to support a stable prison environment and prisoner rehabilitation, now and over the decades to come.
66. Prisoners may be forced to approach their families or friends to service their debt, or families may be approached and threatened directly by lenders or their associates, allowing the crime associated with prisoner-prisoner debt to spill beyond prison walls.
67. Understanding and disrupting the flow of this money is essential to reducing criminality in the community as well as ensuring the safety of both prisoners and prison staff. Our work with law enforcement and other agencies is central to cracking down on crime in prisons. Critically, we must ensure that our work forms part of wider

planning by these agencies and can contribute to cross-Government outcomes around public protection.

68. **Over the next two years, we will improve our understanding of debt through a major study**, to identify how debt is spread across the prison estate, understand the scale of the debt problem within the prison estate and identify the violence – against prisoners, prison officers and friends and family in the community – that is driven by prison debt. We will also use this to help prevent the exploitation of a lucrative market for drugs within prisons, as well as driving down victimisation and bullying related to debt within prison walls.
69. We are committed to a zero-tolerance approach to crime in prisons which is why we will strengthen our response by creating a Crime in Prisons Taskforce, which will identify and expose systemic failings that allow continued criminality in prisons, enhancing our capabilities to disrupt crime and ensuring that our evidence and investigations lead to more criminal justice outcomes. We will also expand our Serious and Organised Crime Unit, to provide more specialist support for managing the threat of gangs and organised crime networks and strengthen our partnership working with law enforcement.

Building Back Better Prison Regimes

70. With the underpinning of a safe and secure prison estate, we are able to run regimes that facilitate the outcomes we want to see for prisoners. Regimes must ensure the daily routine is shaped so time is well spent and the day is better organised to enable prisoners' basic needs to be met. It should enable prisoners to tackle the causes of their offending, be it through improving their health, learning to better manage their behaviour, or through consistent access to the training, experience and services that support successful resettlement.
71. None of our plans should shift away from getting the basics of the prison day right. It is essential that prison regimes are delivering core services such as access to showers and healthcare, time to collect medication, meals, exercise and time in the open air. Taken together, these aspects of the regime are a vital part of supporting prisoners to stay mentally well.
72. **We are rolling out an ambitious two-year programme of Future Regime Design, which will support and empower Governors (as outlined in Chapter 6) to design their own regimes to meet the strategic objectives in this White Paper.** It will set targets for prisons to focus more closely on the different needs and goals of the prisoners in their establishments so that the regime day is shaped so that each prisoner's time can be spent more meaningfully. The programme will empower prisons as they recover from the pandemic to build back better regimes.

73. The COVID-19 pandemic disrupted prison regimes in an unprecedented manner. We had to put restricted regimes in place, changing the normal pattern of movements around prisons, reducing physical contact and saving lives. The lessons we have learned from staff and prisoners' experience of the pandemic mean that this is the right time to rethink how we organise the prison regime.
74. COVID-19 has shown that prisons can improve safety outcomes by rethinking the structure of the day. One of these lessons is that in parts of the estate, mass unstructured social time can make some prisoners feel unsafe and can inhibit the ability of staff to manage risks of violence and bullying. We will disseminate this learning and in the next year, empower prison Governors to thoughtfully structure the time which is spent on the prison wing in both purposeful activity and socialising, and getting prisoners back into the activities which support their progression.
75. The effect of COVID-19 has accelerated the introduction of secure family video calling and in-cell telephony and has emphasised the value that technology and digital services can have in maintaining family engagement. Family contact is proven to be time well spent both for immediate wellbeing and longer-term outcomes of prisoners. These services are not a replacement of face-to-face services or in-person family contact, but provide a complementary resource to help maintain family contact, which is a key part of meaningful activity. **We are committed to continue offering secure family video calling and over the next 12 months, we will seek to implement long-term options in line with the recommendations of Lord Farmer's review for maintaining family ties and lessons learnt from the roll out during the pandemic.**
76. Our understanding of the importance of the prison regime is of course not only grounded in the emergency response. **Over the next two years, we will ask Governors to develop an evidence-based, structured regime which promotes rehabilitative activity and is focused on three key themes:**

A tailored approach to meet diverse needs

- Research demonstrates that a more personalised, structured approach to how prisoners spend their day would more effectively support prisoners to take responsibility for the causes of their offending behaviour.¹⁵ The introduction of Resettlement Passports, as detailed in Chapter Three, will ensure prisoners have the basics in place before they leave prison to lead crime-free lives on release;
- Opportunities for purposeful activity must be accessible to everyone, including those with autism and ADHD, mental health and substance misuse needs. A fully accessible regime is needed to deliver on our ambitions to better support autism and ADHD, disability and health problems and we will learn from the recent

¹⁵ *What Works to Reduce Reoffending: A Summary of the Evidence* (www.gov.scot) (2015)

publication ‘Neurodiversity in the Criminal Justice System: A review of evidence’ to shape our regime and make it accessible for prisoners with autism and ADHD.

A regime that supports safety

- By redefining how prisoners spend their time and introducing more purpose and structure to the day, Governors will enable staff to keep order and spot safety concerns, whilst also creating the right conditions for prisoners to maintain good mental health. We will also support development of a regime which promotes interaction between staff and prisoners, allows them to build relationships which support a safer prison and helps achieve lower levels of violence, self-harm and self-inflicted death.^{16,17,18}

Embedding technology to support a reformed regime

- We need to put in place the technology to allow our prison officers to use their time most effectively, ensure that prisoners can use their time purposefully, and take more responsibility for administrative tasks such as booking their own appointments. Modernising the technology in prisons and replacing outdated data systems will be key to helping staff and prisoners prioritise their time;
- In healthcare, for example, we know that there is more to do to enable prisoners to access timely healthcare treatment as missed appointments can disrupt the regime and are costly for the NHS.¹⁹ We are exploring using technology to keep prisoners informed about upcoming appointments and reminding them to attend.

Consultation Questions:

2. Do you agree these are the guiding principles around which the future regime should be designed?
3. How should we develop outcomes frameworks to ensure our Future Regime Design ambition is realised?

¹⁶ Liebling & Arnold *Social relationships between prisoners in a maximum-security prison: Violence, faith, and the declining nature of trust* Journal of Criminal Justice 40 (2012)

¹⁷ Liebling *The Role of the Prison Environment in Prisoner Suicide and Prisoner Distress* in Dear (ed) *Preventing Suicide and Other Self-Harm in Prison* (2006) pp.16–28

¹⁸ Liebling *Why Prison Staff Culture Matters* in Byrne, Hummer & Taxman (eds) *The Culture of Prison Violence* (2008) pp.105–122

¹⁹ Analysis by Nuffield Trust of 110,000 hospital records from 112 prisons in England found that four in 10 hospital appointments made for a prisoner were cancelled or missed in 2017-2018, costing NHS England an estimated £2 million. Nuffield Trust *Locked out? Prisoners’ use of hospital care: Research Summary* (2020)

Behaviour Management

77. Prisoners who are violent, disruptive or do not respect the rules undermine the regime for everyone. Addressing poor, and sometimes criminal, behaviour in prisons is vital for maintaining the stability of the estate, safeguarding hard working staff and prisoners, and retaining public confidence in the criminal justice system. We want to give staff the confidence that violent acts against them are dealt with swiftly and effectively.
78. We need to ensure that rules are transparent, applied predictably and fairly, and infractions are dealt with in a procedurally fair manner. This is important as evidence shows that when prisoners feel processes are applied fairly, they are more likely to trust authority and respect rules in a way which supports their rehabilitation.²⁰ These work best when supported by the use of keyworkers who seek to develop constructive, motivational relationships with prisoners, supporting them to make appropriate choices.
79. Adjudications are how serious disciplinary offences in prisons are dealt with. The Prison Rules 1999 (Prison Rules) and Young Offender Institution Rules 2000 (YOI Rules) set out the charges, procedures and sanctions to allow Governors to hear evidence and then punish prisoners when they breach the rules. Many who have previously had an adjudication go on to offend again and evidence suggests this is partly due to the ineffective nature of the punishment.²¹ Evidence suggests that sanctions and adjudications work best when they are swift, transparent, fair and when used alongside rewards for good behaviour and efforts to reform.²² More can be done to improve the adjudications system.
80. We will explore bringing forward secondary legislation to support swift sanctions which better support positive behavioural change through the introduction of ‘fast track adjudications’. Where a prisoner admits responsibility early, the adjudications process will be curtailed, and the case diverted straight to the punishment phase more quickly. As well as current sanctions being given, this secondary legislation would provide for new sanctions, such as repairing a cell as a punishment for

²⁰ Bierie *Procedural justice and prison violence: Examining complaints among federal inmates (2000-2007)* Psychology, Public Policy, and Law 19(1) (2013) 15-29. Day, Brauer & Butler *Coercion and social support behind bars. Testing an integrated theory of misconduct and resistance in US prisons* Criminal Justice and Behavior, 42(2) (2015) 133-155. Fitzalan Howard & Wakeling *People in Prisons’ Perceptions of Procedural Justice in England and Wales* Criminal Justice & Behavior 47(12) (2020) 1654-1676.

²¹ Fortescue, Fitzalan Howard, Howard, Kelly and Elwan *Examining the impact of sanctions on custodial misconduct following disciplinary adjudications* MoJ and HMPPS (2021); Bierie *Is tougher better? The impact of physical prison conditions on inmate violence* Int’l Journal of Offender Therapy and Comparative Criminology 56(3) (2012) 338-355

²² Beijersbergen et al (2015a); Bierie *Procedural justice and prison violence: examining complaints among federal inmates (2000 – 2007)* Psychology, Public Policy and Law (19)1 (2013) 15-29; Butler & Maruna *The impact of disrespect on prisoners’ aggression: outcomes of experimentally inducing violence-supportive cognitions* Psychology, Crime and Law 15(2-3) (2009) 235-250

damaging that cell. This is swifter, and the evidence suggests the newer, rehabilitative sanctions element can be more effective in encouraging prisoners to take personal responsibility for their actions.²³

81. We will also make improvements to the functioning of the adjudications system, including to update policy guidance, review training modules for staff and digitising parts of the adjudications process to improve the efficiency of the paperwork and administrative tasks. We will develop robust KPIs to track prison improvement on this.
82. Our refreshed Incentives Policy launched in 2020 allows Governors to shape a rewards scheme which works for their prisoners.²⁴ The new policy, introduced just before COVID-19 restrictions were enforced, enables Governors to make the most of the facilities available locally to create local rewards systems that are genuinely incentivising.
83. We will work to embed the scheme as prisons emerge from the COVID-19 pandemic restrictions and explore what greater flexibility can be given to Governors to depart from the parameters of the incentives scheme in a way which takes into account the need for Governors to be given autonomy over how they manage behaviour in their prison.
84. We will not tolerate assaults on our staff. For the most serious crimes, such as a staff assault or stabbing, we will continue to refer them to the police in accordance with the Crime in Prisons Referral Agreement between HMPPS, the Crown Prosecution Service and National Police Chiefs' Council.²⁵ We know more can be done to improve the effective prosecution of crimes in prison. As such, we will begin a programme of work to ensure those agencies and organisations prioritise serious crimes so that there are clear criminal consequences when these occur.

²³ Fitzalan Howard & Wakeling *Evaluating 'rehabilitative adjudications' in four English prisons* Ministry of Justice Analytical Series (2020)

²⁴ *Guidance overview: Incentives Policy Framework* - GOV.UK (www.gov.uk)

²⁵ *Handling crimes in prison: agreement* - GOV.UK (www.gov.uk)

Our 10-Year Vision for Creating Safe and Stable Prisons of the Future

85. These commitments will provide the foundation for a safer environment in our prisons, and one where we use all of the technology and tools at our disposal to ensure that we have a prison system free from drugs, weapons and illegal contraband. Over the next ten years, we will:

- **Operate a zero-tolerance approach to drugs in our prisons, and crack down on the smuggling of drugs, weapons or other illicit items.** We will use all of the techniques and tools at our disposal to identify prisoners smuggling drugs, and ensure the minority of staff susceptible to corruption are identified and stopped from smuggling drugs or other contraband. We want to build on the successes of the Government's investment of £100 million in the prison Security Investment Programme, which has seen X-Ray body scanners rolled out across the entire closed male estate resulting in 10,000 positive scans preventing drugs and other contraband entering prison; and which will see Enhanced Gate Security, mimicking airport screening, deployed across 42 high-risk sites by the end of March 2022;
- **Use our improved understanding of issues that drive violence and self-harm** in prisons, such as drugs and debt, to create the policy and operational responses which will get to the heart of the issues, improving safety for both prisoners and staff;
- **Build on our work to reduce the harm caused by prisoners starting fires,** with the aim of equipping all prison cells with automatic fire alarm systems;
- **Drive a cultural shift amongst staff to improve understanding of the root causes of violence and self-harm,** providing our staff with trauma informed training, and positioning staff-prisoner relationships as a tool for improving safety in our prisons;
- **Capture a thorough understanding of each prisoner.** We want staff to intervene before an event occurs, not after. People arrive into prisons with varied life experiences which can affect unsafe behaviours, and we do not currently have good oversight of the range of characteristics that prisoners bring with them such as: abuse or neglect during childhood, traumatic experiences, autism or ADHD, head/brain injuries and/or a lack of formal education, which can result in a predisposition to psychological difficulties;
- **Improve the use of data for when assessing safety risks.** Prisoners, who often have multiple and complex needs, have their information recorded and stored across numerous systems, both paper and digital, creating a barrier to proper information flow through the prison system. Separate systems for the case

management of at-risk prisoners create a piecemeal response to violence or self-harm, unable to address or correctly identify the root causes of prisoner behaviour. For example, a recent study found that 60% of men who harmed themselves were also violent in custody, and 32% of men who were violent had also self-harmed,²⁶ yet in prisons, these aspects are case-managed through separate systems due to outdated technology. Our longer-term ambition is to create a single digital prisoner record, enabled by improvements to our digital and technological infrastructure, bringing information about a prisoner into one place to make prisons safer. This will include information on poor emotional regulation, problems with substance misuse or poor tolerance of stress and frustration, which can dangerously manifest in the prison environment into actions such as suicide attempts or assaulting others. We also aim to extend this to healthcare in the future.

- Our future ambition for regime reform is that every prison understands the needs of each of their prisoners, and is empowered to design regimes which work for everyone. **We will focus on time well spent, with Governors empowered to innovate locally and determine what is best for their prison and the prisoners within it.** We aim to embed a safe and stable environment in every prison, giving prisoners the opportunity to focus on rehabilitation, and staff the time and tools to work with prisoners to engage in meaningful change.

Consultation Questions:

4. Do you agree with our long-term priorities for making prisons safer?
5. Where can we go further?

²⁶ Slade et al *Co-existing Violence and Self-Harm* Legal and Criminal Psychology v25(2) (2020)

Chapter Three – The Role of Prisons and Probation in Cutting Crime and Protecting the Public

To tackle the factors which lead to criminal behaviour, we are enhancing rehabilitation and resettlement provision both in custody and after release, and strengthening the supervision of prison leavers in the community to protect the public. We will:

- Improve drug testing and deliver access to a full range of drug and mental health treatment, including abstinence-based drug treatment options;
- Strengthen continuity of drug treatment on release, so prisoners with drug misuse problems continue to make progress towards meaningful recovery;
- Deliver a Prisoner Education Service which equips prisoners with the numeracy, literacy, skills and qualifications they need to get jobs or apprenticeships after they leave custody;
- Transform the opportunities for work in prisons and on Release on Temporary License (ROTL) to increase job prospects for prison leavers;
- Scale up specialist roles tested in our Accelerator Prisons project to support work to reduce reoffending;
- Introduce new Resettlement Passports, bringing together the essentials that prison leavers need to lead crime-free lives on release into one place.

These plans are backed by a substantial investment over the next three years:

- Building on the £70m investment in prisoner rehabilitation and reducing reoffending announced in January 2021, the Government will invest £200 million a year by 2024-25 to improve prison leavers' access to accommodation, employment support and substance misuse treatment, and introduce further measures for early intervention to tackle youth offending;
- Making permanent the additional £155 million per year provided at SR19 and SR20 for the new unified probation service, to support rehabilitation and improve public protection, a 15% increase on 2019-20 funding;
- Investing £75 million a year by 24/25 to expand the use of GPS-enabled and alcohol abstinence-monitoring electronic tagging.

This investment lays the foundations for our long-term vision: fewer victims of crime committed by prison leavers and increased public confidence; all offenders, from day one, having meaningful opportunity to engage with rehabilitative activity; and enabling working age prisoners to leave custody to accommodation and to a job, education or training.

86. The prison system must protect the public and cut crime. Critical to this is tackling the repeat offending that is endemic in the system: in 2020, 80% of offenders cautioned or convicted had at least one previous caution or conviction,²⁷ and at almost 42%,²⁸ the reoffending rate for adults released from custody is unacceptably high. We must tackle this and ensure prisoners take responsibility for leading law-abiding lives on release.
87. This chapter will set out our plan to ensure prisons are places of rehabilitation. We will ensure access to high quality drug treatment, including abstinence-based treatment, to ensure lasting recovery, and focus on mental health. We will deliver a Prisoner Education Service focused on improving numeracy, literacy and the qualifications that increase prisoners' prospects of finding work on release. And because employment can offer a path to a crime free life, we will ensure prisons facilitate work that pays: both in the prison workshop and through release on temporary licence where appropriate.
88. We also need to do more to set prisoners up to succeed when they are released and this chapter will set out how our new Resettlement Passport will prepare prisoners for re-entry into society with all the elements that they need to go straight, including continuity of drug treatment, the basics (such as proof of identity and a bank account) and stable accommodation. We will also work with employers to ensure they can find prisoners with the skills they need for their businesses.
89. To deliver this, we need to take action at all stages of an offender's journey through the prison system to reduce reoffending – this chapter will therefore focus on the steps we will take from the first days of custody, throughout an offender's sentence, preparing them for release and after their sentence. Our interventions focus on the drivers we know affect offender behaviour: employment and education, healthcare and accommodation.

²⁷ *Criminal Justice System statistics quarterly: March 2021* - GOV.UK (www.gov.uk)

²⁸ <https://www.gov.uk/government/statistics/proven-reoffending-statistics-october-to-december-2019>

Early Days in Custody

90. From the first day in prison, and throughout their early days in custody, there will be a clear focus on diagnosing the problems offenders have, and creating a plan to address them whilst equipping offenders with the skills and wider support they need for when they are eventually released. Successful resettlement begins at reception – we will record: whether new arrivals have substance misuse issues, learning difficulties or disabilities or other health issues; the qualifications they have; their levels of literacy and numeracy; and the basics, such as ID and a bank account, so that these are in place in time for release.
91. Prisoners will also have the opportunity to engage at an early stage with a DWP Prison Work Coach, or Working Wales Adviser, both to ensure that any benefits matters are resolved on entry to custody, and to commence early conversations about employment or further training on release, supported by prisoners' personal learning plans.

Healthcare

92. We know that offenders often have more complex health needs than the general population. In 2018, as many as 45% of prisoners were reported to have a drug misuse treatment need, and 17% had an alcohol misuse treatment need.²⁹ According to HM Inspectorate of Prisons, 47% of male prisoners and 71% of female prisoners reported having a mental health problem in 2019/20.³⁰ Prisons can provide the right environment for offenders with these needs to move towards recovery, in some cases offering a first chance to access health services.
93. To enable all prisoners to make best use of this opportunity, we will work with NHS England and Improvement, DHSC and the Welsh Government to ensure early diagnosis and swifter access to treatment that meets their needs. This begins with supporting all prisoners to receive an initial health assessment in their first 24 hours in custody, followed by a second comprehensive screening within their first week to support referrals into the right treatment where needed.
94. We know that boredom and lack of purpose can leave prisoners to be drawn into substance misuse, and the measures we are putting in place to improve the prison regime, provide more purposeful activity and key work, will provide the right conditions to promote better physical and mental health among prisoners.

²⁹ Of those in custody in June 2018 who had a full assessment, 45% of people reported a drug misuse need, and 17% have an alcohol misuse need. See MoJ *Identified needs of offenders in custody and the community from OASys* (2018) Table 1a

³⁰ See HMIP *HM Chief Inspector of Prisons for England and Wales, Annual Report 2019–20* (2020) Appendix 6, Q11.3

Accommodation

95. Under the reunified Probation Service, pre-release teams will be based in all prisons with a Resettlement function. During early days in custody, their support will include identifying immediate resettlement needs, referrals to help manage existing tenancies to avoid rent arrears or loss of accommodation, and referrals in accordance with the Homelessness Reduction Act in England and the Offender Pathway in Wales. They will also work to support planning for release in case of immediate release from court or a short prison sentence.

During a Prisoner's Sentence

96. Throughout a prisoner's time in custody, we will ensure rehabilitation activity builds on needs identified at an early stage and delivers the right intervention at the right time. Our investment over the next two years will set the groundwork for many more prison leavers securing employment on release, while ensuring barriers to resettlement such as drug misuse, mental health issues and social isolation are addressed.

Drugs

97. Timely and effective treatment to address substance misuse issues is a critical factor in helping offenders turn their backs on crime.³¹ **Our goal is for prisons to have a culture of zero tolerance to drugs and an approach to ensure meaningful and lasting recovery for all prisoners. All prisoners will have access to a full range of high-quality treatment, including abstinence-based treatment options, immediately on arrival in custody.** We will establish a KPI to monitor all prisons' progress in ensuring that recovery is the focus, and share local good practice around the estate.
98. Through the 10-year Cross-Government Drugs Strategy that has recently been published, this Government has set out an ambitious plan to break the supply chains, deliver world class treatment and recovery services, and achieve a generational shift in demand for recreational drugs. We will ensure all prisoners have a treatment plan, deploying the full range of treatment options, including abstinence-based treatment, which enables them to recover from their addiction as quickly as possible. **We will improve our drug testing across custodial and community settings,** aiming to test for a broader range of substances, and we are **investing in training for prison officers to improve staff understanding of how to support offenders with**

³¹ PHE, MoJ *The impact of community based drug and alcohol treatment on re-offending* (2017); Also see De Andrade et al *Substance Use and Recidivism Outcomes for Prison-Based Drug and Alcohol Interventions* Epidemiological Reviews Vol 4 (2018) 121-133. There is also some evidence to suggest that treatment for some mental health issues can reduce the likelihood of reoffending Weatherburn et al *Does mental health treatment reduce recidivism among offenders with a psychotic illness?* (2021)

mental health and substance misuse needs. We are also **expanding Incentivised Substance Free Living units** where prisoners live drug free, with peer support and voluntary testing to support recovery. In Wales, plans are in place to introduce a new Substance Misuse Treatment Framework for prisons, in line with the priorities set out in the Partnership Agreement for Prison Health. We are assessing the benefit of making long-acting buprenorphine available to prisoners in treatment for an opiate problem, to see how this impacts engagement with treatment and relapse after release.

Mental health

99. There is considerable evidence that mental health treatment can also reduce the likelihood of reoffending.³² Too many offenders with mental health problems trip up into prison, and too many are being made worse. To prevent offenders being pulled into prison who should not be there, we will continue our work to divert offenders away from prison and into community treatment where this is appropriate. This preventive approach will deliver greater public protection by ensuring those who need mental health treatment to address their offending behaviour get early support in the right setting.
100. For many offenders, prison is the right place – but to tackle reoffending we must ensure that the right services and support are in place to meet their needs. The National Mental Health Needs Analysis, commissioned by NHS England and NHS Improvement and due to be published this year, will be the first step, giving us a better understanding of the mental health needs and psychological wellbeing of prisoners in England. But it is critical that we use this to ensure provision in prisons is tailored to better meet these needs, so **we will support NHSE/I in their refresh of the mental health service specification for prisons for roll-out to commence by April 2023.** In Wales, the Royal College of Psychiatrists is working with Local Health Boards and the Welsh Government to develop standards for mental health services in local prisons.
101. Some offenders with a personality disorder such as antisocial or borderline personality disorder, or those who score highly on a psychopathy scale, can present a higher risk of harm to the public.³³ The Offender Personality Disorder pathway aims to address risk alongside behaviour associated with personality disorder. By ensuring those with severe conditions receive the right treatment and support we will deliver greater public protection.

³² See (Weatherburn et al (2021)). A further study found that there was a threefold increase in the risk of reoffending for those who disengaged from treatment for psychosis compared to those who did not: Hwang et al *Disengagement from mental health treatment and re-offending in those with psychosis: a multi-state model of linked data* Social Psychiatry and Psychiatric Epidemiology vol 55 (2020) 1639–1648

³³ Bonta et al *A theoretically informed meta-analysis of the risk for general and violent recidivism for mentally disordered offenders* Aggression and Violent Behaviour (2014)

102. Where a prisoner has a severe mental health need to the extent that warrants detention under the Mental Health Act, they should be transferred to hospital. We are determined to improve and speed up the transfer process and avoid prison being used inappropriately. The Government has committed to introducing a new statutory time limit of 28 days from referral for transfers from prison to mental health hospitals, and NHSE/I guidance which includes this timeframe is already being put into practice.

Education and skills

103. Improving education is crucial to improving the employment rate of prison leavers. The challenges in delivering good education in prison are well understood. Most prisoners have low levels of education and 42% were excluded from school.³⁴ Of the prisoners who undertook an initial assessment between April 2019 and March 2020, most were at entry level 1-3 (equivalent to primary school): 57% in English and 61% in maths; and 29% had a learning difficulty/disability (LDD),³⁵ although a recent study by the Criminal Justice Joint Inspectorate estimates that this could be as high as 50%.³⁶
104. Currently, education facilities and quality of teaching are inconsistent and Governors struggle to get the right prisoners to class. Prison education has also not kept pace with the increasingly high standard of skills required by employers in the community. Despite recent changes, the current quality of education provision is not good enough, with 60% of prisons in England receiving Ofsted grades of 'Requires Improvement' or 'Inadequate' over the last five years.³⁷ The pandemic has also caused considerable disruption to prison education and we are determined to build back better.
105. To address this, **we have committed in our manifesto to deliver a transformed Prisoner Education Service.** Through this, education will have a clear purpose and a goal. We will focus on two overriding strategic priorities. First, improving the numeracy and literacy of all prisoners. Second, incentivising them to improve their qualifications to increase their prospects of finding work. The aim for every prisoner should be to improve their levels of numeracy, literacy, training and qualifications during the course of their sentence, with a tailored plan developed from entry into prison.

³⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/278837/prisoners-childhood-family-backgrounds.pdf

³⁵ *Prison Education Statistics 2019/20* (publishing.service.gov.uk)

³⁶ Criminal Justice Joint Inspectorate *Neurodiversity in the Criminal Justice System: A review of evidence* (2021)

³⁷ Prison Education - Written evidence - Committees - UK Parliament

106. We will work with our providers to improve the delivery and quality of training in prisons to drive year on year improvements to Ofsted grades, so they are much closer to those achieved by Further Education in the community.
107. The new Prisoner Education Service will expect prisoners to set their ambitions for employment on release. Prisoners will have an English and maths assessment and screening to identify additional learning support needs and record the level of their qualifications to date. **Over the next two years, we will invest in the digital and data platform needed to develop personal learning plans for prisoners**, which will record clear career goals and the progress we expect prisoners to make towards them throughout their sentences, in particular focusing on numeracy, literacy and qualifications that will improve their job prospects.
108. Having assessed prisoner capabilities and needs at an early stage, **the Prisoner Education Service will integrate learning and skills across the prison regime, better support literacy and numeracy and provide clearer and stronger expectations** that prisoners will acquire the additional qualifications they need to increase job prospects. We will build stronger links with employers, particularly those with skills shortages, who will work closely with prisons to maximise job opportunities (inside and outside the estate) and help to shape the curriculum on offer.
109. To do this, **we will give Governors the tools they need to deliver high-quality learning, training and skills, and we will hold prisons to account for the job opportunities and outcomes they achieve for prisoners**. Over the next two years, we will:
- Provide Governors with expert support to work with education providers and employers to design a curriculum focused on work. This includes **hiring new Education, Work and Skills Specialists** to review and improve the prison education offer and expand learning beyond the classroom into workshops and digital platforms, **and Support Managers for prisoners with conditions such as learning disabilities, autism, acquired brain injury or ADHD** to strengthen the identification process and related follow-up support for those who have learning needs, within the classroom and across the prison more broadly;
 - **Establish an Employability Innovation Fund** to enable Governors to work with more employers and training providers to repurpose workshops, deliver sector specific skills training to meet the changing needs of the economy and smooth the path from prison to employment;
 - **Start market engagement with a range of providers** to encourage more to work with us to deliver education, work and employment services when current contracts end;
 - **Establish a 'Literacy Innovation Scheme'** to challenge potential providers to trial literacy improvement programmes;

- **Develop new digital content and expand the use of secure laptops** so that more prisoners can study from their cells, with appropriate safeguarding and access limitations in place;
- **Invest in staff training** to build a prison culture that values education and learning across the prison and increase the quality of teaching and training.

Case study: improving employment outcomes for prison leavers through education and training

Willmott Dixon work with a number of prisons and launched their Building Lives Drylining Academy at HMP Elmley in 2019 to help prisoners get 'job ready' for life outside prison. They have converted a warehouse inside the prison into a training facility to provide prisoners with the skills they need to find employment on release. This includes drylining skills, enabling them to work on construction sites. They have also equipped prison officers with accredited skills necessary to deliver six-week courses for prisoners – having a sustainable impact on getting prisoners and prison leavers into work, while also developing the skills of our workforce.

Work

110. We know that having a job to go to on release can significantly reduce the chance of reoffending,³⁸ and employers can benefit from securing committed and skilled people to fill gaps in our economy. However, internal management information indicates that only 14% of prison leavers are in employment six months following release.³⁹ Our ambition over the next two years is to change the attitude, outlook and approach across the prison estate to deliver a step-change in the number of prisoners who work in prison, enable more to work on temporary licence, and substantially increase the number of prison leavers who secure employment by assessing needs and providing increased support at each part of the system.
111. **We want to create a presumption in favour of adapting the prison estate and regime to facilitate work** in prison for appropriate prisoners and for vetted and suitable offenders to be released on temporary licence to start work before they leave prison wherever practicable. As well as developing technical skills, work in prison can provide the structure and discipline prisoners need to learn to become good employees. Many prisoners already play valuable roles within prison industry working in areas such as textiles and recycling, and prisoners working in kitchens are also being trained by the charity 'The Clink' so they have the skills needed to work in restaurants. We plan to scale this approach to many more prisons over the next three years.

³⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/217412/impact-employment-reoffending.pdf

³⁹ Further validated data will be regularly published in the future, with the first update no later than July 2022

112. Where possible we will open our doors to more employers like Recycling Lives, Max Spielmann and Halfords who can come in and provide real work experience to serving prisoners. We want prisoners to develop the habit and sense of satisfaction from doing a proper day's work, where they can earn a wage that will help them buy the things they need in prison and save for their release.
113. Some prisoners can be risk assessed and allowed to work in the community before their release on temporary licence. Where we can safely do this, it provides a helpful stepping-stone to resettlement and builds confidence in employers. Some prisoners are working on our own construction projects. At Glen Parva, where we are building a new prison, Lendlease have created 230 jobs and 21% of these are held by ROTL or ex-offenders with around twelve men on ROTL working on site at any one time.

Case study: paid work in prison

Redemption Roasters are a coffee company who have established a roastery in HMP The Mount. They run barista academies in 5 other prisons, training the men and women working there in professional roastery and barista skills. Here prisoners can gain employable skills to undertake paid work in coffee roasting and packing and retail work. In the last year alone, of the 30 individuals who graduated the barista course with a merit or higher, 14 secured employment with Redemption Roasters. Now with 9 coffee shops in London and 2 full time social workers, Redemption is focused on its mission to reduce reoffending rates. This has led to success stories like James who, after training in HMP Aylesbury, went on to become Head Roaster at another speciality coffee company.

Family engagement and supportive personal relationships

114. There is evidence that strengthening or maintaining the relationships that an offender has with their friends and family, either while in prison or in the community, has a positive influence on the likelihood of reoffending, thereby preventing the same people cycling in and out of prison. The odds of reoffending were 39% higher for prisoners who had not received visits compared to those who had.⁴⁰ However, data on prisoners' caring responsibilities is often self-declared and therefore unreliable.
115. Therefore, **we will begin recording data on prisoners' family circumstances and caring responsibilities**, and conduct analysis to better understand the circumstances and needs of offenders. To improve the quality of the data collected and to enhance the support provided, we will investigate **opportunities for data sharing between Government organisations, to facilitate targeted support** for offenders and their families, to prevent both reoffending and intergenerational offending.

⁴⁰ Lord Farmer's Review

116. **We will also work with other government departments to commission updated research to improve our collective understanding of the overall number of children affected by parental incarceration and the likelihood of those children becoming offenders themselves.**

Leaving Prison with a Firm Foundation

117. To ensure our investments throughout a prisoner's sentence translate to better outcomes on release, we must set them up to succeed by capturing their education and training and working closely with employers to facilitate their transition to the labour market.
118. Prisoners serving short sentences generally have worse outcomes than those serving longer sentences; the reconviction rate (58.9%) is 17.3 percentage points greater than the general reconviction rate for all individuals released from custody (41.6%).⁴¹ **To support this often harder to engage population, a Short Sentence Function (SSF) will be established in all Probation Regions by June 2022**, which will support all prisoners serving 10 months or less. This will include engagement with treatment services such as Drugs and Alcohol services and working with healthcare partners, both in custody and upon release. This preventive approach would deliver greater public protection by reducing crime through ensuring the support is in place before prison leavers have the chance to relapse into substance misuse.

Drugs

119. Leaving prison can disrupt progress towards recovery from drug misuse. Our ambition is to ensure that all prisoners needing treatment after release are referred to community providers and continue to engage in treatment, including abstinence-based drug and alcohol rehabilitation, to prevent future offending.
120. To ensure prisoners can have their first appointment with their community treatment provider virtually before release, **we will expand the use of telemedicine technology for substance misuse treatment in prisons, subject to evaluation results**. We are also providing **enhanced and increased levels of drug treatment for those in prison and probation in Wales and working with NHS England to engage prison leavers in recovery-focused community treatment in England**.
121. We welcome the continued roll-out of NHS England and NHS Improvement's RECONNECT, a care after custody service, which supports prison leavers in England to remain engaged with the right treatment upon resettlement through referrals into community health services, including for those with substance misuse needs.

⁴¹ <https://www.gov.uk/government/statistics/proven-reoffending-statistics-october-to-december-2019>

122. At a local level, **we will introduce Health and Justice Partnership Coordinators in every probation region in England by 2024/25**, building on the specialist roles that were piloted this year. We know that many offenders with a substance misuse need also have a mental health problem.⁴² These staff will build connections between commissioners and providers across substance misuse and mental health services in the community to ensure that clear pathways into treatment are in place for all offenders leaving prison, including those with coexisting needs.

Mental health

123. Too often, clear routes to support are not in place to ensure prison leavers can access or continue with the mental health treatment they need upon release. For some people, this can mean they trip up back into prison. Any cliff-edge in care can reverse the steps an offender has taken towards better health whilst in prison, so continuity of treatment on release is critical to avoid them returning to prison.
124. For most prison leavers, the gateway to health care in the community, including mental health services, is via their GP. That is why **we are committed to supporting all people leaving prison to register with a GP before release**. It is vital that the right services are in place to meet the complexity of offenders' needs. **Through the Community Mental Health Transformation Programme, NHS England and NHS Improvement have committed to better meeting the needs of people leaving the criminal justice system**. RECONNECT and Health and Justice Partnership Coordinators will also support better access to community mental health provision.
125. But we want to go further and target high-risk offenders with the most complex needs **by testing a new model of mental health service provision within Approved Premises by 2025, providing treatment and wraparound support and building a clear bridge into community mental health services**.
126. **We will refresh the National Partnership Agreement for Healthcare in Prisons in England, which will be developed to include offenders in the community**. As part of this, we will set out a detailed shared priority workplan to deliver safe, decent, effective healthcare for offenders. Building on the existing Partnership Agreement for Prison Health that is in place in Wales, covering both mental health and substance misuse treatment in prisons, we will also begin conversations with the Welsh Government about an equivalent agreement to cover the community.

Work and 'The Basics'

127. Whilst leaving prison with a job and sustainable income is the best route out of crime, some prison leavers may not be able to secure employment immediately on release, and even those in employment may require additional support through Universal

⁴² See PHE (2017)

Credit (UC). To prevent prison leavers relapsing into criminal activity, it is essential that they have timely access to benefits where appropriate.

128. We remain committed to ensuring that prisoners receive the immediate financial support they need on release. The Subsistence Payment is paid directly to eligible prison leavers to assist them in meeting their immediate expenses in the first few days after release, for example to purchase food or to travel to essential appointments such as healthcare or housing. In August this year, the Subsistence Payment was increased for the first time in 25 years and we have committed that it will continue to increase in line with the Consumer Price Index until 2024-25.
129. DWP has already made changes to improve access to Universal Credit for prison leavers, including the introduction of a national Universal Credit telephone claim line that provides quick access to the benefits system on the day of release, and has delivered on our manifesto commitment to have a Prison Work Coach in every prison. More now needs to be done to better understand the issues and barriers that prison leavers face in relation to claiming Universal Credit. That is why MoJ and DWP will work together to test different approaches to preparing to make their Universal Credit claim and claimant commitment before release in 15 prisons, starting in 2022, with a view to rolling out across the prison estate by 2024. Where necessary and if they are eligible, this will increase our ability to ensure prisoners progress onto Universal Credit as quickly as possible, and use this foundation to seek and secure work. Our aim is to enable those prisoners who need to, to prepare for making a Universal Credit claim and claimant commitment while still in custody, and to ensure the prisoner has a verifiable ID, a bank account and explore providing an email address upon release, so they can immediately apply for and be paid a Universal Credit advance where appropriate.
130. We also recognise that too many prisoners leave custody without the basic tools to function in the modern economy: a bank account, ID and a CV. Therefore, we will:
- **Ensure that everyone who leaves prison will be provided with ID that demonstrates their right to work** (birth certificate, driving licence and/or Biometric Residency Permits for foreign nationals, as appropriate);
 - **Further invest in the existing Prisoner Banking Programme**, which enables individuals without an existing bank account to apply for a basic bank account whilst in custody, to use on release;
 - **Explore ways to improve support for prisoners writing their CVs;**
 - **Support prison leavers** with the administration of their release, such as arranging probation and jobcentre appointments.

Case study: Departure Lounge

Leaving prison can be overwhelming and confusing but at HMP Lincoln, all prisoners leave through a Departure Lounge, run in partnership with the Lincolnshire Action Trust (LAT). At the Departure Lounge, prisoners are met by a member of the LAT team who will offer them food (porridge or toast) and a hot drink (tea or coffee), an opportunity to change their clothes into something that is weather appropriate, charge their phones before they leave, along with signposting to available support in the community and the chance to begin a Universal Credit Claim. The LAT team are also available to chat to prisoners about their concerns, and prior to COVID, gave family members the chance to come inside and wait with a hot drink for their loved one to be released.

131. Getting education right will not, on its own, fix the problem of getting prisoners jobs on release. Prisons will be set up to enable and incentivise good employment outcomes by strengthening the link between local employers and identifying candidates with the right skills in prison. To achieve this, over the next two years, we will:

- **Roll out dedicated Employment Advisers**, working alongside DWP prison work coaches and Working Wales⁴³ Advisers, to all resettlement prisons. They will develop a local employment strategy that is unique to their prison as well as matching candidates to suitable roles for in-prison work, work placements on Release on Temporary Licence and jobs on release brought to the prison by the New Futures Network, the prison service's network of employment brokers;
- **Build a new digital platform to match prisoners to jobs** that will equip Employment Advisers with the tools required to do their job effectively, while improving the service we offer employers;
- **Introduce video technology for prisoner interviews**, keeping pace with the changes in remote ways of working that have accelerated during the COVID-19 pandemic;
- **Roll out 'Employment Hubs'**, the equivalent of a 'job centre in a prison' where prisoners can find out about opportunities sourced by New Futures Network and other partners, as well as access support with applications. We will also work to ensure prisoners have the 'licences to practice' they need like the Construction

⁴³ Working Wales is the Welsh Government's approach to delivering free, impartial, employability and careers advice tailored to an individual's needs and circumstances. The service, delivered by Careers Wales delivered also in prisons, provides professional careers information, advice and guidance, for individuals over 16, by undertaking a needs-based assessment and referring the individual to appropriate support. The service provides a national entry point to employability support, which supports and complements existing channels

Skills Certification Scheme (CSCS) cards so that they can enter the workplace as soon as they are released.

132. We need to work with employers in order to see an increase in the number of prisoners leaving directly into employment, so we will:

- **Establish local Employment Boards** in all resettlement prisons, including working alongside Regional Skills Partnerships,⁴⁴ which link prisons with business networks to provide challenge and advice so that prisons deliver the skills and training that employers need. We work closely with industry and know that there is appetite for this;
- **Provide better support for employers and prison leavers by developing guidance** that will provide clear support and advice on employing people with convictions. We recognise our role in ensuring employers have access to the right information to make informed decisions when hiring people with convictions. This guidance will include best practice and case studies, which will support employers to make better assessments regarding risk;
- **Provide support and information around criminal records disclosure** for those about to leave prison and those in the community. This will include work with the National Probation Service to provide accurate information to give prison leavers the confidence to apply for employment.

Consultation Questions:

6. Where can we go further to give prisoners the skills to secure stable employment on release? Specifically, we would like to hear from charities, employers and training providers working with prison leavers or who would like to support our mission of getting more prisoners into jobs. We would also be interested to hear about how schemes that delay the disclosure of convictions during job applications, such as 'Ban the Box', could be enhanced and embedded with employers.

7. What are the main issues and barriers that prison leavers face when they are making a claim for Universal Credit? What impact do they have on prison leavers?

⁴⁴ Welsh Government works with Regional Skills Partnerships (RSPs) to identify regional and sub-regional skills priorities. RSPs are a pivotal component of the Welsh skills landscape, providing labour market intelligence to Welsh Government

Accommodation

133. Too many people are currently released from prison homeless: over 12,000 in 2019/20.⁴⁵ Having somewhere safe, stable and secure for ex-offenders to live is important to protect the public and ensure offenders turn their backs on crime. Our vision is that no one who is subject to probation supervision is released from prison homeless.
134. Building on the 20 Housing Specialists already in post, **we will increase the number of Housing Specialists to 48 posts across 12 regions.** These will be placed in Probation regions to strengthen collaborative working between Prisons, Probation and Local Authorities and improve the quality of referrals made under the Homelessness Reduction Act (2017) in England, or the Offender Pathway in Wales.
135. Building on the continuing response to the pandemic where all those presenting as homeless have been eligible to receive temporary accommodation, in Wales local authorities will be developing plans for moving to a Rapid Rehousing approach during this Welsh Government term. This will see the development of person-centred and trauma informed services that focus on moving people through to settled accommodation as quickly as possible and where no one is left behind and everyone is supported. This requires significant cultural change and a sector-wide approach where all key partners, such as employment and health, are part of the planning and the multi-disciplinary approach.
136. For our highest risk offenders, Approved Premises (AP) provide temporary accommodation and close supervision directly on release from prison. In 2019, this Government committed to expanding the Approved Premises estate by 200 beds; this work is currently underway and will be fully delivered by March 2024. In addition to expanding the bed spaces available in Approved Premises, **we will also invest so we can provide up to a full 12 months in Approved Premises for all terrorist offenders** with the highest levels of security and Counter Terrorism monitoring where this is required.
137. For low and medium risk offenders who have been released on bail or Home Detention Curfew, the Bail Accommodation Support Services (BASS) provides accommodation across England and Wales to support those who do not have a suitable release address. New contracts are due to come into effect in 2022, including a renaming of BASS to the Community Accommodation Service Tier 2 (CAS2). This service will include greater flexibility to respond to increases in demand, offer more support, and an improved service overall.

⁴⁵ *Community Performance Annual, update to March 2021* - GOV.UK (www.gov.uk)

Case study: Tier 3 Community Accommodation Service (CAS3) in Greater Manchester

'A' is a prison leaver with a history of substance misuse, alcohol dependency, a longstanding history of homelessness, and of violent behaviour in accommodation to staff and other residents. 'A' was offered a Community Accommodation Service – Tier 3 (CAS3) Single Occupancy placement and has benefitted from wraparound support. The home local authority has agreed to support the prison leaver with access to a private rental tenancy through access to Department for Levelling Up, Housing and Communities' Accommodation for Ex-Offenders funding. Jointly, these interventions will create a pathway towards stable and settled accommodation.

138. For those where settled accommodation is not available, we have introduced a new provision of temporary accommodation and support for up to 12 weeks after release for prison leavers at risk of homelessness. Initially launched in five probation regions, **we will invest so every offender leaving prison or transitioning down from AP or BASS (future CAS2 service) can access this new provision. This will provide accommodation for the thousands of people who leave prison each year without stable accommodation** and give them a foundation from which other issues that drive reoffending, such as employment, healthcare, or substance misuse, can be addressed. This builds on the learning from our COVID emergency scheme, which contributed towards an almost 30% reduction in prisoners released to homelessness from 2019/20 to 2020/21.⁴⁶

Friday releases

139. We know that accessing timely support on release can be particularly challenging on a Friday, due to the limited time before services close for the weekend. We need to do more to support those with complex needs to access support on release such as older prison leavers who struggle to access social care and those that face practical challenges such as travelling significant distances to access services on time. **We will therefore explore allowing prisoners who are at risk of reoffending to be discharged one or two days earlier at governor discretion where a Friday release can be demonstrated to be detrimental to an individual's resettlement.**
140. To ensure this approach is only taken in cases where it is vital to effective resettlement and to reduce the likelihood of reoffending, decisions would weigh up the needs of an individual, an assessment of risk, and the need to uphold the sentence of the court, and would need to be approved by a prison Governor.

⁴⁶ *Community Performance Annual, update to March 2021* - GOV.UK (www.gov.uk)

Consultation Question:

8. Should we take a legislative approach, as described above, for those at risk of reoffending who would otherwise be released on a Friday? If so, how should we structure this approach?

Resettlement Passports

141. Taken together, the individual components described above will enable prison leavers to access the support they need to lead crime-free lives on release. Given the number of services that a prison leaver often needs to access upon release, we propose introducing a Resettlement Passport, which will bring together the key information and services to support prison leavers to address their drivers of repeat offending and ensure a smooth transition into the community.
142. An individual's passport will be a personalised document covering mental health, drugs, education, skills, work, accommodation and family ties, that organises, plans and records the information and services that prisoners, prison leavers and professionals working with them need access to, starting on entry into prison and continuing through to their resettlement into the community post-release. We will ensure this document is secure and prisoners' personal information is protected appropriately.
143. We have identified **five principles** that should guide the development of the passport:
- **Clarity over who is accountable for improving rehabilitation and resettlement outcomes to reduce reoffending.** Frontline staff and different agencies and organisations should be clear on the roles they need to play at each stage of the resettlement process.
 - **Take a personalised approach, adapting to challenges faced by certain groups** such as female and older prison leavers, prisoners with learning disabilities, autism or ADHD, the remand population, those on shorter prison sentences and those released on a Friday. This will move away from a one-size-fits-all approach and towards a more personalised and integrated approach based on the individual needs of the offender.
 - **Drive improvements across the priority outcomes of accommodation, education and employment, and access to healthcare and substance misuse treatment,** but also look at the broader range of factors and services that reduce reoffending. The passport will be aligned with other key elements of the

reducing reoffending agenda, including Integrated Offender Management and Electronic Monitoring that are targeted towards specific cohorts of prison leavers.

- **Improve the sequencing of existing processes and new services, streamlining information gathering and sharing.** This should include building on the Offender Management in Custody (OMiC) model, which is focused on strengthening the links between custody and community offender management, and reinforcing the importance of prisoners following Sentence Plans which set out the activities they should complete while in prison and on licence after release.
- **A compact between the prison leaver and wider society.** We will expect prisoners and prison leavers to take personal responsibility for engaging with rehabilitative activity and resettlement support and in return for this improved support, there will be clear consequences if they fail to comply with conditions where appropriate.

144. To address an individual’s drivers of reoffending and enable effective resettlement, **the Resettlement Passport could include the following elements:**

<p>To promote access to employment</p>	<ul style="list-style-type: none"> • A CV setting out the qualifications, skills and work experience gained in custody; • A proposed career or training pathway, including relevant training completed in prison, and any further training to be undertaken in the community on release.
<p>To ensure access to accommodation</p>	<ul style="list-style-type: none"> • Referral to probation-commissioned rehabilitative services, to get help in accessing accommodation; • Allocation to relevant temporary accommodation provision, which is commensurate to their level of risk to the public and flexibility across Community Accommodation Services to respond to changes in need, i.e. AP, BASS or Community Accommodation Services-Tier 3 provision; • Details of post-release first address; • Summary of appointments for local authority housing, including Duty to Refer and Offender Pathway referrals completed.

<p>To ensure prison leavers have the basics in place</p>	<ul style="list-style-type: none"> • ID documentation; • Confirmation as to whether an individual has a bank account; • Key contacts (e.g. probation officer, support workers); • Details of release conditions; • Summary of all appointments on day of release and travel plans; • Subsistence payment; • Universal Credit advance, if eligible and requested.
<p>To address healthcare needs</p>	<ul style="list-style-type: none"> • Access to telemedicine in prisons to engage with community providers pre-release; • Contact and appointment details for GP, including registration; • Assessment of healthcare needs, including substance or alcohol misuse details; • List of medication (with completed script if necessary) and instructions on release; • Alcohol Monitoring tags where appropriate; • Signposting to substance misuse and mental health support services.

Consultation Questions:

9. Do you agree with the ‘guiding principles’ and priority outcomes and areas of focus we have identified for developing the Resettlement Passports?

10. How can we implement the Resettlement Passport approach in a way which is most effective for prison leavers and practitioners?

11. How should we encourage prisoners and prison leavers to comply with conditions and expectations in return for support provided, and what consequences should be in place if they do not?

In the Community

145. Reducing crime committed by prison leavers relies on committed action to manage those on licence carefully, as well as the rehabilitative action set out above. A refreshed Integrated Offender Management (IOM) strategy was launched in December 2020. IOM aligns the probation service more closely with the police, and builds greater links with public services, voluntary, community and social enterprises, to better support offenders to overcome the complex issues that can fuel or exacerbate their criminal behaviour, such as substance misuse, poor mental health, and issues with housing or employment.
146. At the core of the IOM strategy is the prevention of neighbourhood crime, which includes burglary, robbery and theft offences, to make communities safer by reducing reoffending. IOM strengthens supervision, increases contact with probation and the police, incentivises compliance and takes swift action in the event of non-compliance.
147. We will demonstrate progress both on implementation of the strategy and its effect on the offending rates of its cohorts over the next two years, **with new funding to support:**
- **A central team to build the evidence base, interrogate performance, identify trends and provide additional support for local schemes where they would benefit;**
 - **Focused funding for IOM schemes to commission bespoke interventions for this challenging cohort in collaboration with Police and Crime Commissioners;**
 - **New roles in IOM teams to support Probation Officers to focus on interventions and react swiftly to non-compliance/breaches and target high risk offenders aged 18-25 years old under supervision who are responsible for violent crime.**
148. In addition to the long-established monitoring of curfew, we have been using GPS location monitoring for exclusion/inclusion zones and continuous whereabouts monitoring (trail monitoring) since 2019. In 2021, we introduced alcohol tags to courts to monitor compliance with the alcohol ban imposed by Alcohol Abstinence and Monitoring Requirements which are a tool for directly addressing alcohol-related offending.
149. **Over the next three years, we will support a near doubling of the number of people on electronic monitoring (EM) from around 13,500 this year to 25,000 by 2025.** We have a programme of expansion projects using EM in a targeted way to build the evidence base for the most effective use of the different technologies and cohorts going forward. For prison leavers these include: offenders who have been sentenced for serious acquisitive offences of robbery, burglary and theft; alcohol

monitoring for offenders where alcohol misuse is associated with reoffending and increased risk; EM for licence variation to support compliance with conditions; and EM for Domestic Abuse perpetrators on licence to help reduce reoffending, enhance public protection and provide more confidence for victims.

150. While the focus for strengthening and maintaining engagement between offenders and their friends and family has been on working with those in prisons, it is essential that the ‘golden thread’ that Lord Farmer highlighted⁴⁷ be pulled through the gate to support those in the community. To that end, **we have launched a 10-year proof of concept project called ‘Grand Avenues’**, funded through the Government’s Shared Outcomes Fund. This will focus on targeted support for male offenders and their families, in an area of Cardiff, through ongoing supervision and engagement upon their release in the community.

Our 10-Year Vision for Cutting Crime by Tackling Reoffending

151. The Government will create a prison system that properly rehabilitates criminals and prepares them for life on the outside. Crime disproportionately affects those in deprived communities⁴⁸ so tackling reoffending and reducing the number of victims of crime will support our work to level up all areas of the country. The ambitious action plan outlined above will set the pathway to achieving our long-term aims, which are:

- **Ensuring prisoners can access the treatment they need, when they need it, including offering abstinence-based rehabilitation, and putting the right support in place to ensure that this continues upon release, working together with our health partners;**
- **A transformed Prisoner Education Service with a focus on giving prisoners the skills and opportunities to secure a job on release.** With this, prisons will be used to improve the numeracy and literacy of every prisoner, by embedding learning across the prison in workshops as well as classrooms; and deliver skills and improve the qualifications of every prisoner, by working in partnership with employers to deliver the high-quality training needed to fill labour market gaps and help to level up the economy;
- Ofsted grades in the majority of prisons will be comparable with those achieved by Further Education in the community;
- **A step change in offenders going into work inside prisons, on Release on Temporary Licence (ROTL) and on release;**

⁴⁷ Lord Farmer’s Review: *The Importance of Strengthening Prisoners’ Family Ties to Prevent Reoffending and Reduce Intergenerational Crime* (2017)

⁴⁸ Cuthbertson *Poverty and crime: why a new war on criminals would help the poor most* Civitas (2018)

- **The majority of prisoners leaving custody and walking straight into employment on release from prison;**
- **No one leaving prison at risk of homelessness without the offer of temporary accommodation, taking into account their offending risk level, and with a pathway to secure stable, long term housing; and**
- **Effective accountability using data, KPIs, earned autonomy and league tables to drive up best practice and performance** in the priorities outlined above, such as increasing prisoner attendance in education, progress in English and Maths, and the number of prison leavers in employment at 6 weeks and 6 months after release.

152. This programme of longer-term work will build on the foundations we set out over the coming two/three years to ensure that prisoners have the support they need whilst they are in custody to tackle the factors which so often lead to committing crime, and that support will follow them seamlessly into the community, ensuring no one faces a cliff edge as they re-enter society.

Consultation Questions:

12. Do you agree with our long-term vision?

13. Where can we go further in turning prisoners away from crime?

Chapter Four – A New Approach to Women’s Prisons

Our long-term ambition is to deliver a women’s estate that is safe, decent, fair and designed for women; one that supports rehabilitation and positive outcomes by being trauma-responsive; and empowers and enables women in custody to address the causes of their reoffending.

Over the next two years, we will start this work by:

- Delivering a bespoke model of training and staff development in women’s prisons;
- Increasing open provision in the women’s estate;
- Providing appropriate support for pregnant women or those with very young children.

153. Women in custody have different needs and challenges to men: self-harm rates in the women’s estate are almost seven times higher than the men’s estate⁴⁹, and women tend to be serving shorter sentences for less serious offences.⁵⁰ We know that women often enter the criminal justice system with complex needs; many have been victims of domestic abuse and suffer from histories of trauma and mental health issues.⁵¹ Trauma is often at the root of mental health and substance misuse problems for women, and frequently drives offending behaviour. Many of the actions highlighted in this White Paper, such as on self-harm, drugs, employment and housing, will benefit female prisoners as well as male – in some cases, more so – but they must also be tailored to address the specific needs of women.

154. Our primary ambition for the women’s estate, therefore, **is one that is both trauma-informed and trauma-responsive**; this means we understand what trauma is and how it affects individuals, and then design our services, buildings and systems in ways which minimise re-traumatising effects and work to promote recovery. We know women in prison need to address their trauma and its effects if they are to engage

⁴⁹ *Safety in custody: quarterly update to June 2021* - GOV.UK (www.gov.uk)

⁵⁰ 70% of women sentenced to custody receive sentences of 6 months or fewer. 77% of women sentenced to custody receive sentences of 12 months or fewer. In 2019, 80% of women offenders entered prison to serve a sentence for a nonviolent offence. In 2019, 2,550 women were given custodial sentences for theft offences, which is 43% of all sentences issued. Ministry of Justice *Statistics on Women and the Criminal Justice System* (2020)

⁵¹ Of women assessed using OASys 67% of those in custody or managed in the community indicated they had been victims of domestic violence: NOMS *Better Outcomes for Women Offenders* (2015)

with rehabilitative services to turn their lives around. This is a new approach to women's imprisonment which we believe can produce results, and all initiatives for women within this paper will follow this principle.

A New Approach to Women's Custody

155. Women comprise 4% of the prison population,⁵² and whilst we want to reduce the number of women in prison, we must also have sufficient places available for those women for whom custody is most appropriate. The majority of women in custody are currently accommodated in facilities originally built either as male prisons, or juvenile or immigration centres - physical environments that have led to poor outcomes for women at a significant cost to society.
156. **We therefore recently announced plans to deliver new facilities in the women's prison estate**, through a combination of open and closed places. We are designing new accommodation that is safe, secure, trauma-informed and women-specific, drawing on evidence gathered from women who have been in custody to shape these new prison places. By expanding open provision to women's sites that do not currently have it, and expanding capacity at those that do, we will enable more women to be held at the correct security level and enhance access to resettlement opportunities and Release on Temporary Licence.

Accommodating Different Cohorts of Women

157. The prison service can and must do more to help all women feel respected and supported through custody, recognising for example, that women in prison from ethnic minority backgrounds have different experiences of custody and often face acute stigma from their own communities.⁵³ Over the next two years, **we will develop and implement mandatory training for staff in women's prisons to address the diverse needs of all women in their care**. This training will equip our staff with an increased knowledge of the effects of culture, faith and sustaining family relationships, increasing their confidence and skills in supporting all offenders.

⁵² Ministry of Justice *Prison Population: Offender Management Statistics Quarterly* April – June 2021 (2021)

⁵³ Prison Reform Trust *Counted Out: Black, Asian and minority ethnic women in the criminal justice system* (2017)

Improving Safety and Reducing Self-Harm Rates

158. Self-harm rates in women's prisons are disproportionately high, currently at almost seven times the rate in the male estate.⁵⁴ We know there are well-established links between trauma, mental health and wellbeing and that coexisting substance misuse and mental health needs can often be at the root of women's offending behaviour. This is why we are prioritising initiatives that address trauma and self-harm, reduce anxiety and bring women closer to their children. This will include **our commitment to a specialised recruitment and training proposal which will ensure that staff working with women prisoners are selected and trained to be able to effectively support women who self-harm and those who have experienced domestic violence and sexual abuse.**

Supporting Pregnant Women in Custody

159. Where pregnant women or those with very young children are sentenced to custody, we will work in partnership with the Department for Health and Social Care (DHSC), NHS England and NHS Improvement (NHSE/I) and our contracted partners to continue to improve the support available to them.

160. Our new related policy framework, published in September 2021, introduced new requirements for prisons, such as the provision of a multidisciplinary individual care plan for all pregnant women and mothers.⁵⁵ The policy framework also included new guidance on supporting women not engaging with support, guidance on signs of pregnancy and what to do in the event of the unexpected delivery of a baby, and guidance highlighting antenatal and perinatal mental health risks and how these should be referred to healthcare services.

161. We have also introduced an enhanced Pregnancy and Mother and Baby Liaison Officer role in every women's prison. Nine Liaison Officers have been recruited and the remaining posts will be filled by the end of January 2022. MoJ, HMPPS and NHSE/I have jointly commissioned a multi organisational National Women's Prisons Health and Social Care Review Group with the aim to improve health and wellbeing outcomes for women in prison. A Perinatal Services sub-group reports into the review, and is delivering a range of products that aim to improve outcomes for pregnant women in prison, including perinatal healthcare pathway development, and the development of a national maternity and post-natal service specification for health commissioners. The Group will report its recommendations in Spring 2022.

⁵⁴ Ministry of Justice *Safety in Custody Statistics Bulletin*

⁵⁵ *Pregnancy, MBUs and maternal separation in women's prisons Policy Framework* - GOV.UK (www.gov.uk)

Our 10-Year Vision for Women's Prisons

162. Our work over the next two years will feed into our long-term ambitions:

- **We will seek to build additional space within the current women's estate for interviews, individual meetings with staff, therapeutic work, and purposeful activity.** At present, only a third of women's prisons have sufficient provision of such spaces, compromising our ability to deliver key services and rehabilitative work. Providing sufficient private spaces for women to speak to professionals involved in their care, and spaces for group work will have a direct effect on their ability to engage with the services necessary for their rehabilitation;
- **Our longer-term ambition for the estate is to introduce smaller, trauma-responsive custodial environments for women on short sentences** that are designed to stabilise women who have substance misuse issues with other complex needs. If successful, these would allow us to gradually scale down the size of women's prisons and create an estate comprised of small, geographically dispersed, rehabilitative custodial environments that hold women closer to home – reducing reoffending and lowering the total cost of women's crime to society;
- The Female Offender Strategy recognises that women offenders have particular vulnerabilities, and many also have complex needs.⁵⁶ This is particularly apparent for those women who need to be housed with dependent children or babies, women who are serving repeated short sentences and have high rates of re-offending and those with substance misuse and mental health needs. A significant number of women have also been victims of abuse: in order to ensure their safety, we need to ensure accommodation is located away from abusers. **We will consider these factors in designing trauma-responsive accommodation that will provide women with the best chance of resettlement into the community following their release;**
- **We aim to introduce family units in all women's prisons:** self-contained units where, subject to robust risk assessments, women can have extended visits or overnight stays with their children. In addition to improving contact with families in the custodial setting, we will also consider greater flexibility for female offenders to spend time with their children in the community, in preparation for release;
- **We want to expand the use of Mother and Baby Units,** for pregnant women and for those with children under the age of 18 months, enabling women to serve custodial sentences whilst maintaining contact with their children, where appropriate;
- It will not always be possible or appropriate for babies and children to reside with their mother in prison and we know some mothers will experience considerable anxiety and concern about their children's welfare. **Our ambition is to pilot, at**

⁵⁶ Ministry of Justice *Female Offender Strategy* Cm9642 (2018)

the earliest opportunity, the introduction of on-site social workers within the women's estate to better support women in our care and help build an evidence base for a future roll-out across the wider estate;

- We also want to ensure we provide tailored, age-appropriate care and services to young women in custody. Women under the age of 25 make up 10% of the female prison population⁵⁷ and although they share some needs with older women, they are more likely to have experienced traumatic histories including time in care, homelessness and premature parenthood,⁵⁸ more likely to self-harm than any other group of women in our care and are overrepresented in assaults and anti-social behaviour.⁵⁹ **We therefore plan to work with partners across the criminal justice system to produce a Young Women's Strategy**, bringing together best practice and evidence about how to support young women and providing the right services at every stage of their journey through the criminal justice system;
- Women on remand are more likely to have personality disorders and to have had previous contact with mental health services than sentenced prisoners.⁶⁰ Many women experience considerable stress and anxiety whilst awaiting trial outcomes, with only a minority of women going on to receive a custodial sentence. Each year, approximately half of all women entering prison do so on remand and approximately two-thirds of those remanded to prison at the Magistrates' Courts are later found not guilty or given a community-based sanction following conviction. Our ambitions for this cohort therefore focus on reducing the number of women held in prison on remand **by enabling more women to successfully access bail**. We have launched a Bail Information Service project across several courts and prisons in England and Wales and anticipate that the data and findings obtained from the project will help to inform future decisions around the development of a dedicated and proactive Bail Information Service, to reduce unnecessary remands into custody.

Consultation Questions:

14. Do you agree with our long-term vision for women's prisons?

15. What more could we do to support women in custody, with particular reference to meeting the needs of women prisoners with protected characteristics?

⁵⁷ Ministry of Justice *Prison Population: Offender Management Statistics Quarterly* April – June 2021 (2021)

⁵⁸ House of Commons Justice Committee *The treatment of young adults in the Criminal Justice System: Seventh Report of Session 2016–17* (2016)

⁵⁹ Liebling *Prison Suicide and Prison Coping* in Tonry and Petersilia (eds) *Prisons* 283-360 (1999)

⁶⁰ HM Inspectorate of Prisons *Women in prison: A literature review* (2005)

Chapter Five – Our People

We are committed to supporting our staff, and giving them the tools they need to support prisoners to turn their lives around; and listening to our staff to understand how we can improve their wellbeing and provide safer and more fulfilling workplaces where they feel valued and supported. To do this, over the next 2 years, we are committed to:

- Commencing a large-scale recruitment campaign for up to 5,000 additional prison officers in private and public prisons by the mid-2020s and introducing a retention framework which will support governors to identify and tackle local issues and enable targeted national support;
- Enhancing professional skills: improved training, supervision and qualifications, and a new cross-HMPPS fast track scheme;
- Testing an enhanced leadership offer through a regional pilot: better preparing staff to move into leadership roles, and exploring new ways of delivering training to whole leadership teams;
- Continuing to embed the Offender Management in Custody model across the estate;
- Introducing specialist training and guidance to enable our staff to support prisoners with specific needs;
- Maximising the use of technology to increase workforce productivity and enhance digital capability so that prison officers' time is spent doing meaningful work.

These commitments will lay the groundwork for our 10-year vision: we will retain our best staff, support those that excel, embed a leadership culture throughout the service, and give our staff the training and tools they need to provide a regime which is tailored to the needs of the prisoners with whom they work.

163. Prisons are more than buildings; they are the people who work within them. It is our prison workforce, who interact with prisoners every day, who hold the greatest potential to make prisons safe, secure and decent, and places that help prisoners to turn their lives around. To do this, they need the time, skills, and support to have a lasting effect on the people in their care. They also need a strategic vision that sets out clear expectations, contributing to a high-performance culture linked to KPIs embedded by leaders, and which all staff feel are relevant to their career progression.

164. Our people will be essential for delivering on the proposals in this White Paper. Since 2016, we have increased the number of prison officers to over 22,000;⁶¹ we enhanced our leadership offer by launching the Unlocked graduates programme, through which over 500 graduates have studied and worked on the frontline to become outstanding future leaders;⁶² and we have launched our accelerated development schemes – Spark, Catalyst and Ignite – to develop staff talent throughout the prison service.
165. We want to build on these achievements and set out further ambitious proposals for the growth of our workforce and how we will support them as we expand the prison estate.

Recruitment and Retention

166. We will need to recruit to staff the expansion of our prison estate and be responsive to the demands of the criminal justice system, as well as supporting our workforce to manage that transformation. **This will require up to 5,000 additional prison officers** across both public and private prisons, subject to decisions on building design, offender profiles and regime requirements. We want to use this opportunity to combine well-supported new recruits with experienced officers to set a strong foundation for the future.
167. **We will kick-start a large-scale recruitment campaign**, using the lessons learned both through our last major recruitment drive, which has seen an increase of over 4,000 prison officers since the end of October 2016,⁶³ and from the new ways of working we have implemented during the pandemic. Given this scale of recruitment, the reforms set out in this White Paper, such as professionalisation to build the confidence of the workforce, will be crucial in supporting these new staff as they join the prison service.
168. To ensure staff have the skills to meet the needs of all prisoners, and feel empowered to do so, **we propose a more bespoke approach to recruitment, retention and training for those working with specific cohorts across the women’s and men’s estates**. This will ensure that we attract those with appropriate abilities, behaviours and strengths to work with those cohorts who have specific needs. We still want to provide staff with the same general skills by ensuring all officers undertake the same basic prison officer training so they can work across the estate.

⁶¹ HMPPS *Workforce Quarterly* (2021)

⁶² Unlocked Graduates (unlockedgrads.org.uk)

⁶³ HMPPS *Workforce Quarterly*. September 2021

169. A leaving rate of 11.1% in the 12 months to 30 September 2021⁶⁴ shows more officers leaving the service than the previous year. Historically, attrition of officers – particularly in their early years – has been too high. As well as causing an unsustainable level of turnover in the system, feedback from Governors highlights that the high rates of attrition leaves new staff feeling unsupported, contributing to a vicious cycle of staff dissatisfaction and lack of retention.⁶⁵ **We will therefore be introducing a retention framework** which will be a programme of work analysing data from surveys and examining case studies to identify why officers leave, and acting at a local, regional and national level to improve retention levels. This is aimed at supporting governors to tackle local issues within their control and to enable targeted national support for a range of issues including career progression, wellbeing, and leadership.
170. From exit interviews with staff, we know that there is demand for us to modernise our employment contracts to enable a broader range of flexible and family-friendly working patterns, and so we are exploring how we can do this. We also know that flexible working is likely to increase our recruitment base, improve retention and enable us to support the regimes we set out to deliver more efficiently. It will also help to energise our workforce by offering contracts which suit their personal needs, reducing the likelihood of burnout.

Professionalisation and Enhancing Staff Capability

171. For experienced prison officers, who are the backbone of the prison service, we know that the ability to continue to learn, develop and stretch themselves is key. For this reason, **we will be piloting supervision for operational staff**. This means experienced officers having monthly 1-1 conversations with more junior members of staff to share jailcraft, drive-up confidence and provide key guidance and support.
172. New training opportunities will also help further professionalise our workforce and improve the standard of care we offer prisoners. An important element of this will be **the development of a suite of learning modules to support the needs of our diverse prison population**, including:
- **Training staff on education and skills requirements to improve prisoners' literacy and numeracy levels and prepare them for the workplace;**
 - **Training staff on adapting the prison regime to enable employers to establish a presence inside prison to employ prisoners;**

⁶⁴ For Band 3–5 Officers HMPPS *Workforce Quarterly*: September 2021

⁶⁵ The effect on morale is also highlighted in the HMPPS *Submission to the Prison Service Pay Review Body* (2021) p.33

- **Adult health and social care learning modules**, which complement our Older Offenders' strategy which will be published in 2022. The training will teach staff to recognise a range of age-related conditions such as dementia, but also non-age-related conditions such as learning difficulties and disabilities;
- **Mental health and substance misuse training packages**: this will equip all prison and probation staff to understand how the mental health and substance misuse needs of those in our care may affect their behaviour and how to mitigate these effects;
- **We will develop a national training toolkit for frontline staff working with prisoners with learning disabilities, autism, and other conditions**. This will be developed from the key findings of 'Neurodiversity in the Criminal Justice System: A review of evidence';
- Prisons can provide the right environment for offenders with health needs to move towards recovery, in some cases offering a first chance to engage with health services. We must ensure that all prisoners can make best use of this opportunity and **one of the ways we will do this is through ensuring enhanced training for our staff to recognise health needs and access the right support**.

Developing Managers and Leaders

173. Governors are key to setting the culture and trajectory of a prison and it is a credit to the hard work of the people at the helm of our prisons that stability was maintained throughout COVID-19 and innovation possible.
174. We want to move to a system where the expectations of our Governors are clear and where the best Governors are given the freedom to innovate and work autonomously. This is explored in greater detail in Chapter 6, but will involve Governors having their performance measured against the outcomes they achieve through a system of KPIs. This will inform performance reviews, ensuring a clear link between performance and career progression. Part of this new deal will be to ensure Governors have the right development and career opportunities to progress and to exercise the skills they need to extend autonomy over how they deliver. This will be complemented by a new Ministerial Performance Review meeting to ensure delivery against our priorities, which will enable the system to develop current and future leaders with a strong focus on driving the right culture and behaviours.
175. However, it is not just the Governors who are responsible for delivering outcomes we set out in prisons. All officers with leadership, specialist or management responsibility are critical to a prison's success. Having a churn of leaders – whether that be at custodial manager level, or at lead Governor level – can lead to staff having many line managers in their first years and positive momentum being lost.

176. We want leaders to stay in their posts to embed change and achieve progress, and also to ensure that when leaders do move on, progress is not undone. To do this, **we will support clearer progression routes to leadership through the system, and succession planning** for leadership roles so that when a governor does move on from a prison there is an effective handover and continuity of success. This will include the **establishment of a Career Council**; bringing together senior leaders to identify opportunities for the most talented future leaders to be placed into roles which meet their development and our business needs.
177. We are committed to investing in the development of our prison officers and so **we will be supporting Governors to pilot reflective practice and supervision models** such as peer support groups. Developing an open culture where staff can learn from their colleagues' experiences will help to maximise the benefits from existing initiatives such as the Offender Management in Custody (OMiC) model, which brings together the skills of prison and probation staff to engage offenders in their own rehabilitative journeys, safety initiatives and the leadership code. This will highlight the standards – including personal awareness and integrity – that we expect our leaders to demonstrate every day.
178. We would also like to increase the number of prison and probation staff who work in each other's environments, to enable sharing of ideas and knowledge across the justice system and give staff new development opportunities. **We are therefore launching a cross-HMPPS fast track scheme with the first cohort due to start in September 2022.** The scheme is aimed at attracting experienced individuals from other sectors who show high potential for accelerated development into senior operational roles in HMPPS. Delegates will spend time in all parts of HMPPS – prisons, probation and youth justice – before specialising in a particular area and developing towards a middle leader role.
179. To test and showcase the effect of our ambition and the full portfolio of leadership programmes it underpins, **we will launch a pilot of our new leadership offer in one region.** The pilot will bring together leaders across both probation and prisons, and wider community leaders, to collaborate and consider their collective leadership role.
180. Leaving rates are much higher for junior level prison officers compared to more senior officers,⁶⁶ and so focusing on the quality of leadership at first-line management is one of our priorities. **The pilot, therefore, will include targeted support for first-line managers and at middle management.**

⁶⁶ HMPPS *Workforce Quarterly*. September 2021

Enabling Our Workforce to Turn Prisoners Away from Crime

181. Prisoners need support and guidance to make better choices and prepare for a life away from crime once they are released. We know that Governors and leaders are essential to establishing a culture in which supporting prisoners to turn their lives around forms a part of the approach of all staff. That is why the KPIs that are set and the metrics used to measure them will inform, monitor, and drive this culture forwards.
182. The purpose of the key worker role is to develop constructive staff-prisoner relationships, foster positive behaviours and build prisoner trust, confidence, hope and commitment to change. Prisoners will be challenged and supported away from violence and reoffending. In order to best support prisoners, we will aim to ensure our key workers are diverse in terms of ethnicity and experience.
183. OMiC in the male closed estate has now been rolled out and we continue to support prisons to develop and embed the model in both the male open estate, where preparation for release is key, and the women's estate. **We plan to introduce a suite of performance measures for both key work and case management, including quality measures**, which will drive improvements in the interactions between staff and prisoners and as a consequence, improve relationships.
184. We want to ensure time spent on OMiC is purposeful by enabling prisoners to address their offending behaviour, progress through their sentence plans and resettle in their communities on release.
185. We will continue to embed and expand the Trauma Risk Management approach (TRiM) providing a peer-led support structure to our staff. The occupational setting of a prison increases the exposure of staff to potentially traumatic incidents. TRiM as a support model has already successfully been deployed in military and navy settings.

Our 10-Year Vision for our Workforce

186. The work we set out above will provide the vital foundations to delivering our ambitious long-term aims for the people who work in our prisons and transforming the prison officer role. Our goal is to enable everyone to be their best, fostering diversity and inclusion at all ranks of senior leadership as we develop and expand our workforce.
187. **We will make sure Governors are equipped to lead and support their staff in order to improve performance in their prisons.** This will be measured and monitored through a robust set of KPIs and regular holding to account opportunities, such as a new Ministerial performance review meeting as described above. As is explored in the following chapter, we will support our highest performing governors

with additional ‘earned autonomy’ to shape the powers and freedoms they have to deliver the strategic objectives set out in this White Paper in their prisons, and the skills they need to exercise these powers.

188. **We will grow our prison workforce, address the drivers of attrition and enhance the capability offer for staff.** This will be underpinned by a commitment to sharing learning and good practice across the estate and exploring how we manage resources in a more flexible way. The focus will be on generating optimal delivery in prisons, ensuring that key initiatives such as safety, security capability, OMiC and digital are accurately reflected in our staffing models so that prisons are resourced to deliver the control and order needed to provide a stable prison environment.
189. **Our plans will modernise our employment offer in order to successfully attract, retain and support a diverse and inclusive workforce** who are the keystone to stability and delivering better outcomes in prisons. This will mean that staff are able to find an employment offer which meets their personal needs as well as their professional development. Opportunities for learning will be bolstered through the digitisation of a clear schedule of continuous professional development, meaning learning is flexible and bespoke to the learner’s needs. We will offer careers across HMPPS which truly develop our people including the introduction of new specialist roles to meet the needs of our complex prison population, where learning is a driving force to retain employees and create continuous engagement.
190. **Increasing workforce productivity through continuing the delivery of the Prison Technology Transformation Programme will lay the foundation for future programmes.** The continuation of this programme will bring in modern desktop computers, devices and software to benefit the people who work in our prisons. Upgrading this equipment will allow for increased productivity and a reduction in time wasted by users waiting for systems to boot up, respond or working to resolve problems. Modern technology will be faster to use in its own right, meaning staff can reinvest that time in building quality relationships with prisoners. The service will be an enabler for future programmes, such as the potential deployment of handheld devices for prison staff or the exploration of Teams technology.
191. **Embedding a supervision model for front line staff, and structured opportunities to reflect** will play a key role in encouraging openness and learning for all. We know that the job of a prison officer involves working with some of the most challenging individuals in society – this is why we will also be exploring new ways to ensure our staff feel valued, confident and well-equipped to undertake their day-to-day work, and that their commitment and hard work is recognised. Recognising that much of the essential work undertaken in prisons is hidden, we will work to make the prison officer role one which is understood and valued in society in the same way that police and other core frontline roles are, establishing the long-term profile of prisons and their role in the criminal justice system.

Consultation Questions:

16. Are there specific areas of training you think we should be offering prison officers which we do not already?

17. Do you agree that more bespoke recruitment training will enable prison officers to better support the needs of prisoners? What other cohorts should we be focusing on and how can we do this in a manner that advances equality of opportunity for offenders with protected characteristics?

Chapter Six – Delivering Better Outcomes in Prisons

We want to put in place a 'New Deal' for Governors based on clear expectations and accountability, but with greater freedom and autonomy to shape how our strategic objectives are delivered in practice within our prisons. To achieve this, we will:

- Set clear expectations of Governors through transparent and measurable KPIs, outcome measures and targets for all prisons and their teams; this will include emphasis on reducing re-offending, improving safety and security, getting prisoners off drugs and improving basic skills such as numeracy and literacy;
- Increase transparency by publishing prison level information, measuring performance against KPIs, that shows how Governors are meeting the priorities we set, and enabling comparison of prison performance across the estate in league tables, to support spreading best practice;
- Empower our operational leaders, with greater earned autonomy for our strongest performers over the areas they need to innovate and deliver against their KPIs;
- Ensure greater alignment across Prisons and Probation to deliver better end-to-end sentence management;
- Create a lasting autonomy framework to allow Governors to continue to innovate, rolling out best practice across the prison system, with clear expectations and accountability for delivery;
- Continue to pursue legislative reform to provide Arm's Length Bodies with the legislative framework needed to undertake more effective scrutiny.

192. We are committed to empowering our operational leaders, giving them the control and authority to better determine how they run their prisons. Our plans for reform have been built on our trust in Governors to deliver, and on the recognition that they are best placed to drive effective change in their establishments to improve prisoner outcomes.

193. As we recover from the pandemic, we recognise the scale of the challenge we face in prisons, but it is also our ambition to build upon our learning as we build back better. We will harness this to deliver improvements in priority areas of protecting the security and stability of establishments, including stopping drugs and weapons, expanding the offer of training for skills, work and education in prisons, addressing

prisoners' substance misuse, and strengthening the pathway for offenders into the community through better access to accommodation and renewed family ties.

194. This will be achieved through a New Deal with Governors focused on ensuring they are given clear expectations through KPIs and targets for delivery which are measurable, transparent and aligned to our priorities. The KPIs we set for Governors and how they perform against these will be linked to the training support they receive as part of their career development, appraisals and career progression.
195. In further developing the KPI framework, we will focus our metrics in particular on:
- Zero-tolerance to drugs, weapons and other aspects of safety and security such as reducing deaths and self-harm;
 - Drug rehabilitation and a focus on moving towards meaningful recovery, through abstinence;
 - Education training including literacy, numeracy and skills for work;
 - Strengthening resettlement through accommodation outcomes and family ties.
196. We firmly believe that Governors should be at the heart of this process and will support delivery through empowering them further and giving them the tools they need to innovate locally and drive effective change. We do this through extending greater autonomy to our highest performing governors to deliver against these targets.

Setting Clear Expectations and Direction for Delivery

197. We will work with leaders across the prison estate to be clear about our expectations and what they will be held accountable for delivering. **We will set and publish individual prison-level targets against a transparent performance framework.** This will be set around, and weighted to, our overarching objectives for the prison system: secure and stable regimes with zero-tolerance of drugs and weapons; providing prisoners with work, skills and education; supporting offenders to end their dependency on drugs and alcohol; and supporting prisoners back into the community through accommodation and family ties.
198. **To ensure greater transparency, we will develop and publish new granular prison level data that demonstrates progress against the improvements we want to see across the system.** We will also strengthen local accountability, allowing the public to clearly see the outcomes that their local prison is delivering, and the role that prisons play every day in keeping the public safe.

Strengthening Autonomy and Giving Operational Leaders the Freedoms they Need

199. **We will provide Governors with a clear and lasting framework that provides clarity on the freedoms they have and how these will be extended.**

200. Here we set out the approach we will take over the next two years, introducing change in a planned, staged way. In year one, we will:

- Restate the existing freedoms and empowerment Governors have through a clear statement of policy. This will ensure that Governors not only have the freedoms they need to deliver, but feel empowered to exercise those powers, innovate and deliver service improvement;
- Carry out a review of existing powers, categorising them according to the level of autonomy which can be exerted to ensure operational leaders are clear on what is expected of them, but also clear on where they have local powers to innovate. This will ensure that the empowerment model is dynamic and can respond to best practice, as well as future challenges and priorities;
- Continue to further empower Governors through the Future Regime Design programme to shape regimes that work for their prisons and populations, delivering more meaningful activity in line with the Government's priorities for the prison system. It will also allow Governors to reflect learning from COVID-19 and deliver services differently, including smaller group activity, in-cell delivery of services and more on-wing activity, improving safety and stability in prisons;
- Work to embed the refreshed Incentives Policy scheme through which prisoners can be rewarded for good behaviour and incentivised to engage in regime and rehabilitation. This will give autonomy to Governors to shape a rewards scheme which works best for their population;
- Implement a new prison performance measure that captures the full range of activity being delivered across prisons. These measures will give Governors greater clarity on where to focus their attention to ensure the activities they are delivering are those that will make the biggest positive difference to the safety and rehabilitative culture of their prisons.

201. Our reforms in year one focus on ensuring that we operate as one system across Prisons and Probation, with clearly stated shared outcomes and delivery metrics, improving alignment with criminal justice partners at a local level, and delivering better end to end sentence management.

202. Building on this, in year two we will:

- Roll out 'earned autonomy' for our highest performing Governors which will empower our operational leaders to seek greater flexibility to deviate from

nationally set policies. The better Governors perform against KPIs, and demonstrate where this is supporting them to achieve outcomes, the more autonomy they can acquire to continue to drive innovation. This will be locally led, with Governors setting out where additional autonomy could support them to achieve better outcomes – for example this could include greater freedoms to deviate from prison service instructions and policy frameworks. This will enable them to innovate locally, whilst still operating within a clear framework of KPIs and outcome measures aligned to the Government’s priorities. There will be a light touch process with an assumption of approval within the constraints of wider public sector rules and not undermining the wider integrity of the prison system;

- Continue to review the allocation of earned autonomy at least annually. We will ensure that additional autonomy drives better outcomes, and where Governors are not performing well against KPIs, earned autonomy may also be removed. This will ensure that the powers that Governors are granted are clearly linked to delivering improved outcomes for offenders and the public;
- Continue to monitor the effect of local innovations and where these have improved outcomes. Where they have, we will look to share and extend freedoms and best practice across the prison system, driving continuous improvement and fostering and rewarding innovation. This will ensure that we are continuously improving delivery against KPIs across the estate, delivering better outcomes for prisoners and keeping the public safe;
- Extend the earned autonomy model to group directors at a regional level, and groups of Governors.

Consultation Question:

18. Are there any areas where we should extend autonomy for all Governors to support the delivery of improved outcomes?

Ensuring Clear Accountability for Delivery

203. We will empower our leaders to innovate locally through the earned autonomy model, but we will also ensure that we are measuring what is working in the system and holding Governors to account for delivering against it. KPIs will set clear expectations of delivery, and Governors will be held to account as part of their performance reviews, ensuring a stronger link between career progression and our KPIs.
204. Our delivery contract with Governors and operational leaders will be underpinned by our new KPIs, outcome measures and delivery targets, that will provide absolute clarity and clear targets that Governors will be supported and empowered to achieve.

These will be published and weighted to prisons based on their individual circumstances, to reflect the local challenges and different populations that our Governors manage, and reflecting our bold ambition and priorities for the prison system.

205. We will publish a new prison performance dashboard that will capture progress against our priorities and key performance indicators. The dashboard will be weighted towards our priorities: security and stability, with no tolerance of drugs and illicit items; ensuring prisoners gain access to the right skills, training and treatment so they stand the best chance of entering the job market; and access to accommodation on release. The dashboard will drive transparency and accountability and allow the public and stakeholders to interrogate how the system and Governors are performing with the aim of improving offender outcomes.
206. **We will also publish clear league tables**, allowing prisons and the wider public to understand and benchmark performance and improvements across the estate. These will, for the first time, allow clear understanding of how our prisons are performing against this government's new priorities relative to one another across the system and allow us to understand the effect that Governors are having in driving up performance.
207. Finally, as well as providing greater public transparency, we will also introduce stronger Ministerial oversight of how prisons are performing against their delivery targets. **We will establish a new Ministerial performance board** which will ensure direct accountability from the senior front-line leaders to Ministers. This will also allow Governors a direct line to Ministers to ensure that we are continuing to support them to deliver, and are continuing to drive empowerment across the system, responding to the needs of our operational leaders.

Legislation and Wider Scrutiny Landscape Review

208. Independent scrutiny is an essential part of maintaining transparency and improving standards and accountability, whilst identifying good practice. In 2020, we consulted on recommendations from the 2016 Prison Safety and Reform White Paper to bolster the role of the Prisons and Probation Ombudsman (PPO) and Her Majesty's Inspectorate of Prisons (HMIP) and further strengthening the investigatory powers of the PPO, HMIP and HMI Probation, the Independent Monitoring Boards (IMB) and Lay Observers (LO). To ensure these bodies have the ability to further scrutinise our prisons, probation and prisoner escort and custody services, **we intend to bring forward legislation to:**

- Recognise the PPO and HMI Prisons, and their respective remits, in legislation as intended in the Prisons and Courts Bill 2017;

- Confirm the existing powers (to access people, places and documents) of the PPO, HMI Prisons and HMI Probation in legislation;
- Recognise HMI Probation's responsibility for inspecting Youth Offender Teams (YOTs) in legislation; and
- Combine the IMBs' Management Board and Lay Observers' National Council into a single Board under a single Chair, both of which to be recognised in legislation.

209. This legislation will form the first step in a comprehensive review of prison and detention scrutiny. We are conscious that, while scrutiny is essential to ensuring high standards and accountability, the current system has developed over time. **We will therefore consider how it can be further refined and reformed** to drive better outcomes, improve accountability and transparency in the long term.

210. Our reforms will create a clear and transparent system of targets, KPIs and outcome measures so that our operational leaders are clear what they need to deliver and how they will be held to account. This will also enable the public to better see and understand how prisons are performing to rehabilitate offenders and keep them safe, holding the system to account through clear published data and league tables.

211. But these reforms are also about reaffirming our commitment to empowering our operational leaders, putting in place a clear and lasting framework to extend autonomy and allow the best and brightest leaders in the prison system the freedom to innovate and drive up performance. Our operational leaders remain the foundation of delivery in the prison system, and through these reforms we want to continue to drive and empower them in delivering the crucial changes that we need to see to transform the lives of offenders and keep the public safe.

Consultation Question:

19. How can we further strengthen independent scrutiny of prisons in future?

Questionnaire

This paper sets out for consultation a number of questions on the content and implementation of some of our proposals for prisons. The consultation is aimed at those with an interest and expertise in our prisons in England and Wales.

We would welcome responses to the following questions.

Chapter One – A Roadmap to Building the Future Prison Estate

1. Do you agree that these are the right long-term ambitions for the prison estate?

Chapter Two – Tackling Violence and Reducing Harm

2. Do you agree these are the guiding principles around which the future regime should be designed?
3. How should we develop outcomes frameworks to ensure our Future Regime Design ambition is realised?
4. Do you agree with our long-term priorities for making prisons safer?
5. Where can we go further?

Chapter Three- The Role of Prisons and Probation in Cutting Crime and Protecting the Public

6. Where can we go further to give prisoners the skills to secure stable employment on release? Specifically, we would like to hear from charities, employers and training providers working with prison leavers or who would like to support our mission of getting more prisoners into jobs. We would also be interested to hear about how schemes that delay the disclosure of convictions during job applications, such as 'Ban the Box', could be enhanced and embedded with employers.
7. What are the main issues and barriers that prison leavers face when they are making a claim for Universal Credit? What impact do they have on prison leavers?
8. Should we take a legislative approach, as described above, for those at risk of reoffending who would otherwise be released on a Friday? If so, how should we structure this approach?
9. Do you agree with the 'guiding principles' and priority outcomes and areas of focus we have identified for developing the Resettlement Passports?
10. How can we implement the Resettlement Passport approach in a way which is most effective for prison leavers and practitioners?

11. How should we encourage prisoners and prison leavers to comply with conditions and expectations in return for support provided, and what consequences should be in place if they do not?
12. Do you agree with our long-term vision?
13. Where can we go further in turning prisoners away from crime?

Chapter Four – A New Approach to Women’s Prisons

14. Do you agree with our long-term vision for women’s prisons?
15. What more could we do to support women in custody, with particular reference to meeting the needs of women prisoners with protected characteristics?

Chapter Five – Our People

16. Are there specific areas of training you think we should be offering prison officers which we do not already?
17. Do you agree that more bespoke recruitment training will enable prison officers to better support the needs of prisoners? What other cohorts should we be focusing on and how can we do this in a manner that advances equality of opportunity for offenders with protected characteristics?

Chapter Six- Delivering Better Outcomes in Prisons

18. Are there any areas where we should extend autonomy for all Governors to support the delivery of improved outcomes?
19. How can we further strengthen independent scrutiny of prisons in future?

How to respond

Please send your response by 04/02/22 to:

Prisons Strategy White Paper Team

Ministry of Justice
Future Prison Policy
Floor 7
102 Petty France
London SW1H 9AJ

Email: prisonswhitepaper@justice.gov.uk

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Ministry of Justice at the above address.

Government response

The Government will respond to the consultation in April 2022.

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

By responding to this consultation, you acknowledge that your response, along with your name/corporate identity may be made public when the Department responds to the consultation in accordance with the access to information regimes (these are primarily the Freedom of information Act 2000(FOIA), the Data Protection Act 2018 (DPA), the General Data Protection Regulation (GDPR) and the Environmental Information Regulations 2004).

Government considers it important in the interests of transparency that the public can see who has responded to Government consultations and what their views are. Further, the Department may choose not to remove your name/details from your response at a later date, for example, if you change your mind or seek to be ‘forgotten’ under data protection

legislation, if the Department considers that it remains in the public interest for those details to be publicly available. If you do not wish your name/corporate identity to be made public in this way then you are advised to provide a response in an anonymous fashion (for example 'local business owner', 'member of public'). Alternatively, you may choose not to respond.

Thank you for participating in this consultation exercise.

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