



HM Prison &  
Probation Service

# Prison Operator Competition Brochure

*Operator Framework & the first  
new Resettlement Prison*

Prison Estate Transformation Programme

November 2018

# Foreword

Her Majesty's Prison and Probation Service (HMPPS) is seeking to create a Framework of prison operators who can provide high quality, value for money, custodial and maintenance services.



Creating a Framework of operators will enable HMPPS to effectively and efficiently manage a pipeline of prison competitions over the coming years. Once on the Framework, operators can choose to compete in shorter, targeted 'mini-competitions' to run specific prisons.

The first of these "call-offs" (sometimes referred to as mini-competitions) will be for the new Category C Resettlement Prison at Wellingborough, scheduled to open in early 2021. As current contracts expire - from HMP Parc in 2022 through to HMP Rye Hill in 2026 – they will be considered for competition via this Framework. As will the operation of any other new prisons built over the life of the framework. Together this could represent c.£4bn of public service delivery.

Wellingborough will be the first prison purpose built to focus on resettlement. This provides an exciting opportunity to develop an innovative regime that will resettle prisoners and lead to reduced reoffending.

To achieve this aim we want bidders to be able to submit high quality, innovative, value for money bids which meet our requirements for a 21<sup>st</sup> Century custodial service that is safe, decent and rehabilitative.

We are therefore committed to providing bidders with the information they need to develop a successful bid. This began prior to the competition through market engagement about the new prison design, the type of prisoner the prison will hold, and developments across the prison system. It continues with this document which further sets out the aims of this competition and summarises what we require.

This brochure should be read alongside the *Contract Summary* and *New Build Resettlement Prison Model for Operational Delivery*. Together they explain our approach to the Framework and the first mini-competition. We hope that this information and the dialogue we will have during the competitive phase will help you create high quality, value for money bids that are grounded in a sound understanding of what we require.

Simon Boddis  
Executive Director, Prison Estate Transformation Programme

---

*Securing a Framework of operators will enable HMPPS to effectively and efficiently manage a pipeline of prison competitions over the coming years.*

---

# Table of Contents

1. The Ministry of Justice (MoJ) and Her Majesty's Prison and Probation Service (HMPPS)
2. The Prison Estate Transformation Programme (PETP)
3. Aims of this competition
4. How the competition will work
5. The support we will provide
6. The resettlement prison at Wellingborough
7. Working with others to deliver

# 1: The Ministry of Justice (MoJ) and HMPPS

Purpose

The MoJ and its Agencies, in partnership with 27 Arm's Length Bodies, deliver prison, probation and youth custody services; administer criminal, civil and family courts and tribunals; and support victims, children, families and vulnerable adults.

Openness

The MoJ's Strategy is to:

create a prison and probation service that reforms those sentenced by the Courts;

deliver a modern courts and justice system;

promote Global Britain and the rule of law; and

create a transformed department that delivers excellent services.

Humanity

To achieve this, and bring the principles of justice to life, MoJ have a defined set of values. These values are at the heart of all changes made by the department and its agencies. They are:

**Purpose:** Justice matters. We are proud to make a difference for the public we serve.

**Openness:** We innovate, share and learn. We are courageous and curious, relentlessly pursuing ideas to improve the services we deliver.

**Humanity:** We treat others as we would like to be treated. We value everyone, supporting and encouraging them to be the best they can be.

**Together:** We listen. Collaborate and contribute, acting together for our common purpose.

Together

We would expect prison operators to align with and reflect these values.

# HMPPS' aims, vision and values

HMPPS is an executive agency of the MoJ. HMPPS has a duty to implement the sentences and orders of the courts; to protect the public; and to rehabilitate offenders.

Within England and Wales, HMPPS is responsible for:

- Increasing confidence in community services
- Ensuring interventions meet requirements
- Building a positive and professional culture
- Improving safety and decency in prisons
- Tackling the issue of drug abuse and criminal activity
- Providing prisoners with practical opportunities to help them change their life
- Increasing leadership stability
- Providing specialist expertise and support

HMPPS provides effective day-to-day operation of prison and probation services through:

- 102 Public Sector Prisons
- 14 Private Prisons
- Seven National Probation Service (NPS) divisions
- Five Young Offender Institutions/sites for young people (part of the 102 Prisons) (One private)
- One Immigration Removal Centre
- Three Secure Training Centres (Two private)

Building on this and the Secretary of State's wider MoJ priorities, the current focus for HMPPS as outlined in its 2018-19 [Business Plan](#) is to:

- Get the basics right by providing safe, secure, decent and modern prisons that tackle criminal activity and drug abuse, whilst providing strong incentives for prisoners to reform
- Ensure a sustainable prison population by exploring options for, and building confidence in, non-custodial sentences and making effective use of Release on Temporary Licence, Recall and Home Detention Curfew
- Tackling reoffending through a cross-government approach, helping offenders get the skills they need to find a job and secure accommodation on release from prison by implementing our education and employment and accommodation strategies.

---

*Together, we will provide effective and humane Prison, Probation and Youth Custody services which protect the public from harm and help people who have been convicted of offences to reform so they can contribute positively to society*

---

## 2: Prison Estate Transformation Programme (PETP)

The Prison Estate Transformation Programme (PETP) was established to deliver the Government's commitment to create a modern, fit for purpose prison estate. The Programme is a key part of the Secretary of State's vision of a prison system that gets the basics right, delivers safe and secure environments for staff and offenders, and which facilitates prisoner reform and reduces reoffending. The programme includes:

- Delivering up to 10,000 additional prison places that will provide the physical conditions for Governors to achieve better educational, training and rehabilitative outcomes.
- Simplifying the prison estate into three functions - reception, training and resettlement – by 2021, and reconfiguring prisons gradually so that so that prisoners are held in the right place at the right time in their sentence to aid more effective regimes and rehabilitation.
- Designing new prison operating models to enable Governors to tailor their regimes in the reconfigured estate to better meet prisoners' needs and provide better rehabilitative outcomes.

These core elements will transform the prison estate, enabling improvements in safety, decency and rehabilitation - including by reducing crowding.

---

*We are committed to building up to 10,000 uncrowded, modern and decent prison places. Some of these spaces will replace old, expensive and unsuitable accommodation. This will help reduce violence and promote positive rehabilitation, educational and training outcomes, as well as being more efficient to operate.*

---

### 3: Aims of this competition

The Prison Operator Competition is a key part of PETP – playing an important role in driving improvements across the estate.

The Government is committed to a mixed market of custodial providers and the use of competition to drive improvements in service quality and achieve value for money. Since we last competed custodial services in 2011 the operating environment in prisons has changed. What we want to achieve through this competition reflects these changes:

- **Effective regimes designed to meet the needs of specific cohorts.** To be a framework provider, bidders will need to demonstrate they can run safe, secure and decent regimes in any prison type. For the first mini-competition, bidders will need to demonstrate how they will specifically meet the needs of resettlement prisoners to support prisoner rehabilitation and release back into the community.
- **High quality, value for money bids.** We will be clear about what we require and will robustly evaluate bidder responses.
- **An expanded market and an efficient and effective approach to future competition.** We want the development of an operator framework to reinvigorate and diversify the custodial services market and help us better plan for the future in order to deliver better value and improved services. Only framework providers will be eligible to compete for subsequent call off contracts for the existing and new prisons in scope.
- **Improved custodial contracts and contract management.** We have used the expertise and experience of our contract management, controller and commercial teams, as well as existing and potential new custodial operators, to learn lessons from previous competitions and contracts and make changes to the contract so they will operate more effectively once let.

---

*A focus on quality does not mean we will not also be looking closely at cost, but this cannot be at the expense of delivering a safe and decent regime.*

---

## 4: How the competition will work

Using a light touch dialogue procedure, the Prison Operator Competition will comprise three stages for the framework and first call off:

- Supplier Questionnaire (SQ)
- Framework period and initial call off
- Final call off period.

The SQ stage will make assessments of and seek information on prospective bidders' technical, operational and financial credentials.

Following completion of the SQ stage, we will ask bidders to develop proposals and a bid to gain a place on our operator framework. The framework will test bidders' understanding of delivering services in key thematic areas such as safety, decency and security that are fundamental to any prison type, be it reception, trainer or resettlement.

Once on the framework, operators can choose to compete in shorter, targeted 'call off' competitions either for new builds or existing privately managed prisons as their contracts expire.

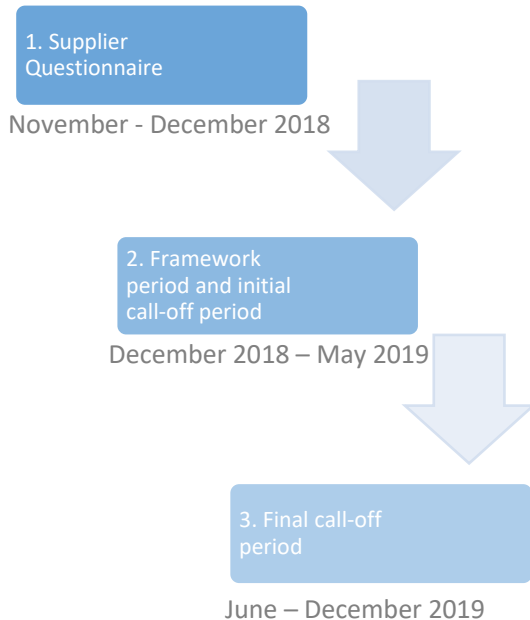
The first call off will be the new Resettlement Prison at Wellingborough. To ensure sufficient time to focus on developing an operating model and quality bid for this prison, we will run the call off concurrently with the framework. In practice this means having dialogue sessions on the framework and call off at the same time.

Once the framework agreement is in place, we will begin the final phase of the call off competition for the new resettlement prison at Wellingborough. This will be used to test specific delivery and costs proposals based on the new requirements we have developed.

'Price per Quality Point' will be used to evaluate the call-off competitions. However, we have made some key changes to enable better differentiation of quality. This includes: improved differentiation between scores and a broader scale of scoring, clearer descriptors for each score banding with reward for added value in key areas, and limits to maximum scores where no added value is required.

HMPPS will not bid in the competition but will provide a 'public sector benchmark' against which bids will be assessed and will take on the provider role if bids do not meet quality and/or value for money thresholds. Following award of the contract, the successful operator will have up to one year's mobilisation period before service commencement. The contract length will be 10 years to provide sufficient time to invest in innovative service delivery solutions while balancing the need for flexibility.

### Operator Competition Timeline





## 5: The support we will provide

We want the best possible bids that will give us the quality we require at an affordable cost. To facilitate this and support our overall aims we:

- Will ensure the process to get on the operator framework is rigorous but not onerous, only testing what is necessary at each stage and avoiding duplication wherever possible.
- Will run the framework and first call off concurrently to ensure bidders have sufficient time to develop proposals for the call off including a chance to submit interim proposals.
- Will run at least two dialogue sessions for individual bidders prior to the submission of interim call off proposals with the opportunity for bidders to inform the agenda. There will also be an opportunity for site visits through the competition process.
- Will be clear on the national 'authority' contracts that bidders have access to and the ones that they need to source themselves.
- Have improved the competition data room so that key documents are easier to find and developed an interactive tool to support bidders in navigating the 700+ requirements. We have distinguished between those applicable to all prisons and those for a specific prison type, which will assist in bid development and providing response to the evaluation criteria.
- Have developed a bespoke set of requirements for the first call off to ensure bidders are clear on what we are seeking from the regime in the new resettlement prison.
- Have allowed a mobilisation period of up to one year so the successful bidder can mobilise the first call off successfully.

---

*Alongside this brochure, we have created a number of documents to help bidders understand what we want to achieve. This includes:*

**Contract Summary:** *sets out the approach we have taken to elements of the competition tender documentation, brought together under three key strands of Regime, Building and Commercial*

**New Build Resettlement Prison Model for Operational Delivery:** *sets out how the new prison at Wellingborough could operate based on the needs of the cohort and the nature of services that could be provided to meet that need.*

---

## 6. The Resettlement Prison at Wellingborough

This section provides an overview of the design of the new prison being built at Wellingborough. This section also outlines our aims for the regime.

---

*We have designed the prison to better facilitate meeting the specific needs of the resettlement cohort*

---

### Prison Design

The new 1680 bed category C resettlement prison at the site of the former HMP Wellingborough is being built through public capital, with construction work expected to begin by early 2019. It is scheduled to open in early 2021.

We have invested significant efforts in researching, testing and refining the design based on international evidence on the built environment and the way in which it can facilitate meaningful interaction between staff and prisoners.

Through this new lens the design moves away from tradition to facilitate a regime where staff are empowered to meet the needs of the men in a safe, secure, decent and rehabilitative environment. The key design principles include creating a normalised environment which is flexible and encourages a degree of self-determination. The key design features include:



Above: illustration of house block



Above: illustration of view inside house block spur

- **Smaller house blocks** in non-galleried landings accommodating 60 men between three spurs. This is to allow men to benefit from a greater sense of community and less intimidating barriers between prison staff and each other. It will also allow operators to think creatively how accommodation is used
- **Majority single cells** with a shower, digital technology and bar-less windows give prisoners the ability to take more responsibility for personal care in a cell suitable for a category C prisoner.
- **Four disabled-access cells per house block** and **three low-mobility cells per floor** means prisoners unable to use stairs are not bound to the ground floor and can integrate easily with other prisoners.
- **Functional rooms on each floor** including interview and group rooms, association spaces, and cardio facilities ensure house blocks remain functional places of activity and can play a part in the overall regime – becoming places of doing.



Above: visits hall

- **A central services hub** which brings together education, healthcare, reception, the library and multi-faith space. Some of these spaces could be used by staff and prisoners, to practice and celebrate faith or to host larger meetings, activities and charity or community events.
- **A visitors' hall** that encourages families to visit capable of accommodating 50 visits which can remain personal in a light, open environment.
- **Heavy and light industry workshops** which give operators and prisoners the option to choose between industries which give prisoners practical skills for work outside of prison.
- **Access to outside spaces** capable of hosting allotments as well as multi-use games areas, which broaden the activities available to men.

### Population

The prison at Wellingborough will hold Category C prisoners. These are defined as 'Prisoners who cannot be trusted in open conditions but who do not have the resources and will to make a determined escape attempt'. The prisoners will all be those we have defined as falling within a 'resettlement cohort'.

The resettlement cohort of prisoner broadly falls into three sub groups:

- Those transferred directly from a Reception Prison post sentencing and who will be serving shorter sentences;
- Those serving longer sentences who have spent time in the training estate before transferring to a Resettlement Prison;
- Those who have been recalled to prison and have less than two years until their sentence expires.

Although they pose a low escape risk, some of these men will be our hardest to reach prisoners – those sentenced to short sentences who have the highest reoffending rates and are currently often held in the worst parts of our estate with limited access to a full regime.

We anticipate the population breakdown will be approx. 60% of prisoners transferring directly from a Reception Prison, and 40% from the training estate. This population will also include men convicted of sexual offences and those serving indeterminate sentences. We have assumed, but will not mandate, that operators will try to run fully integrated regimes to ensure equality of access to regime and of outcomes. As part of the design process we have stress tested the design and the possible regime we envisage with senior operational specialists and leaders within HMPPS.

Further information on the population can be found in the competition data room.

## Vision for the regime at Wellingborough

The overarching aim of a Resettlement Prison is to prepare an individual for release and to successfully integrate them back into their community. Our ambition is that Wellingborough, and our other new prisons, become the standard bearers of the resettlement estate.

Our vision for Wellingborough is that first and foremost, it will be a safe, decent and secure prison, but one which has resettlement at the heart of the regime.

The population, flexibility of the design and digital infrastructure creates an opportunity for bidders to introduce new ideas to deliver a service that meets the needs of prisoners, supports prisoner rehabilitation and release back into the community and, ultimately, reduces re-offending.

It also enables bidders to think about improved solutions to other issues currently faced in the wider estate in relation to safety and security but also opportunities such as offender management in custody and education.

This creates real opportunities for an innovative regime including:

- A new way of thinking about purposeful activity so that those nearing release not only have **bespoke time** built into their week to focus on transition back into the community but also are offered a **broader array of resettlement activity**.
- Using **technology** to facilitate a regime where prisoners can **self-manage** some aspects of their lives while in custody to help prepare them for life in the community.
- **Collaboration with other service providers** to enable effective Education, Work Through the Gate (TTG), Offender Management and Health and Social Care services to prepare prisoners for their release and reintegration into the community.
- Working, training and **accessing services in the community** through early Release on Temporary License and Home Detention Curfew assessments.

---

*Resettlement should be at the heart of the regime at Wellingborough. Everything a prisoner does should link to effective resettlement and the operator needs to work collaboratively with other service providers to achieve this.*

---

## 7: Working with others to deliver

The successful bidder at Wellingborough will be expected to work closely with a range of other prisons locally and nationally as well as wider partners to successfully meet the ambition we have for the regime. We think it is important to recognise how engaging with key stakeholders can support prison operations and prisoner resettlement.

### Key stakeholders:

---

*The successful bidder at Wellingborough will be expected to work closely with a range of other prisons locally and nationally. We anticipate the following prisons will be sending men to Wellingborough:*

*Reception Prisons:  
Peterborough, Bedford,  
Bullington*

*Training Prisons: The Mount,  
Warren Hill, Wayland,  
Highpoint, Stocken, Onley,  
Ranby, The Bure, Littlehey*

---

PETP - Following contract award, PETP will continue to work collaboratively with the successful operator during mobilisation and into service ramp up to ensure successful delivery of services.

HMPPS Prisons Directorate - All prisons, be they public or private, are now managed through the same HMPPS Directorate. The aim is to develop closer working relationships between public and private operators, which will be particularly important as the new prisoner flows being delivered as part of the reconfiguration of the estate are changed. The HMPPS Controller and contract management teams will be there to support the successful operator and to help them integrate the prison into the wider prison network and establish links with the prisons it will receive prisoners from.

Construction partners - The successful operator will be expected to work closely with the construction partner for Wellingborough as the construction of the prison is delivered and handed over.

Probation providers – Community Rehabilitation Companies (CRCs) and the National Probation Service (NPS) work together across the country to provide effective probation services. As a resettlement prison, close working with probation providers is essential. We expect the prison operator to facilitate excellent through the gate provision and will ensure that the prison operator is kept fully informed of the outcomes of the next generation of CRC contracts.

Health and Social Care providers – Are both vital to the successful and safe running of the prison. We expect the prison operator to work closely with health and social care providers (and the commissioners) to develop jointly agreed local partnership arrangements in order to facilitate care services.

Local partners – There are an array of local partners including Police and Crime Commissioners (PCCs), Job Centre Plus, and Voluntary, Community and Social Enterprise (VCSE) organisations which contribute to rehabilitating men successfully and help them transition from prison into their community. This is an opportunity to work closely with them to commission services that effectively focus on resettlement.