



**NORTHERN IRELAND  
PRISON SERVICE**

**OPTIONS APPRAISAL**

relating to

**LONG TERM ACCOMMODATION NEEDS  
IN THE ADULT MALE ESTATE**

DECEMBER 2007

## INDEX

1.	Executive Summary	Page 1
2.	Background	
	2.1 Introduction	Page 6
	2.2 Organisational Overview	Page 6
	2.3 Background Details	Page 7
	2.4 Relevant Strategies and Policies	Page 7
	2.5 Other Relevant Publications	Page 7
	2.6 Equality Impact Assessment	Page 7
	2.7 Stakeholders	Page 8
3.	Need	
	3.1 Introduction	Page 9
	3.2 Business Need	Page 9
	3.3 Strategic Benefits	Page 38
	3.4 Strategic Risks	Page 39
4.	Aims and Objectives	
	4.1 Introduction	Page 40
	4.2 Scope	Page 40
	4.3 Aim	Page 40
	4.4 Objectives	Page 41
	4.5 Contribution to Key Strategic Objectives	Page 42
	4.6 Constraints	Page 44
	4.7 Dependencies	Page 44
5.	Options to be Considered	
	5.1 Introduction	Page 45
	5.2 Key Issues	Page 45
	5.3 Long List of Options	Page 47
	5.4 Long List Appraisal	Page 48
6.	Consideration of Options	
	6.1 Option 1	Page 51
	6.2 Option 4	Page 52
	6.3 Option 6b	Page 55
	6.4 Option 9b	Page 58
	6.5 Option 10b	Page 61
7.	Financial Appraisal	
	7.1 Generally	Page 64
	7.2 Opportunity Costs	Page 64
	7.3 Residual and Disposal Values	Page 64
	7.4 Professional Fees	Page 64
	7.5 Recurring Costs	Page 65
	7.6 Other Assumptions	Page 65
	7.7 Optimism Bias	Page 66
	7.8 Capital Cost Summary	Page 66
	7.9 Net Present Cost Summary	Page 67

## INDEX (cont'd)

8.	Sensitivity Analysis	
8.1	Generally	Page 68
8.2	Scenario 1 : Acquisition of alternative third site	Page 68
8.3	Scenario 2 : Implementation of option 8b in lieu of option 11b	Page 69
9.	Assessment of Non-Monetary Costs and Benefits	
9.1	Generally	Page 70
9.2	Results of Assessment	Page 70
10.	Summary and Conclusions	
10.1	Comparison of Results	Page 71
10.2	Recommendation to Meet Objectives	Page 73
11.	Deliverability	
11.1	Introduction	Page 74
11.2	Project Details	Page 74
12.	Monitoring and Post Project Evaluation	
12.1	Monitoring	Page 77
12.2	Post Project Evaluation	Page 77
12.3	Realisation of Benefits	Page 77

## **APPENDICES**

A	Background
B	Relevant Strategies, Policies and Publications
C	Prisoner Population Estimates at August 2007
D	Contributory Factors to Increases in Prisoner Population
E	CGL Final Report
F	Procurement Route Appraisal
G	Proposed Site Layouts (2 site option)
H	Proposed Site Layout (3 site option)
J	Site Research Paper
K	Financial Appraisal – Capital Cost Estimates
L	Financial Appraisal – Spreadsheets
M	Financial Appraisal – Optimism Bias Assessment
N	Non-Monetary Evaluation

## **1.0 EXECUTIVE SUMMARY**

- 1.1 This Options Appraisal relates to a need to provide sufficient prison accommodation to meet the medium to long term needs of the adult male prisoner population in Northern Ireland. It has been compiled in full consultation with the Strategic Investment Board and Carter Goble Lee. It has been informed by NIPS' whole Strategic Development Programme designed to meet the needs of the 21<sup>st</sup> century.
- 1.2 The Options Appraisal forms the basis for a Strategic Business Case (SBC) which is being compiled as a stand alone document. The SBC will further develop the options identified within this document, providing further evidence where necessary, and consider issues such as risk, affordability and procurement.
- 1.3 Existing cellular and support accommodation at Maghaberry is overcrowded and inappropriate for current needs. This is evidenced by the fact that at 12<sup>th</sup> November 2007, the population at Maghaberry was 833 compared with a CNA of 752 cells. Over 300 prisoners are currently doubled within those cells which are the smallest throughout the adult male estate and have been the subject of repeated HMCIP criticism. Support accommodation has undergone little by way of expansion since construction of Maghaberry in 1982 for a population of 450 prisoners. In keeping with current Prison Service resettlement policy, most of the existing support facilities require modernisation and expansion in order to meet the needs of the establishment in delivering a fuller programme of education and offender programmes.
- 1.4 The existing accommodation at Magilligan is unfit for purpose, comprising a range of inappropriate temporary structures which have been occupied for a period well beyond their original design life. All 312 permanent cells lack in-cell sanitation, and a high risk of legal challenge exists following recent similar cases in Northern Ireland and Scotland. The accommodation fails to support the development of a Healthy Prison and inadequate facilities currently exist to support NIPS Resettlement Policy.
- 1.5 The adult male prisoner population in Northern Ireland has increased by approximately 51 % over the period 2001 – 2007, based upon the average annual prisoner population. The current overcrowding at Maghaberry, and consequential pressure upon many operational aspects of day to day service delivery, has arisen as a direct consequence. Whilst Magilligan is not currently subjected to overcrowding, imminent changes in the security categorisation of prisoners suggest that around 400 prisoners may be re-categorised from medium risk to Cat C and 100 to Cat D.
- 1.6 The National Audit Office's recent report on prison populations highlights that overcrowding as a result of poor prediction models has been expensive with a resultant detrimental impact upon the work of HMPS. The report demonstrates that overcrowding disrupts the work being undertaken to prevent re-offending whilst also undermining the good order, security and proper running of planned regimes.
- 1.7 Based upon research of long term prisoner population trends throughout the UK (based upon high, medium and low scenarios), NIPS estimate that the basic adult male prisoner population will increase at the rate of 5 % per annum to 2009 and 4 % per annum thereafter i.e. to 2,282 by 2022 (from the current total of 1243). Over a 15 year period, the projections indicate an accommodation shortfall of 842 cells by 2022. This shortfall assumes that all existing cellular accommodation at Maghaberry and Magilligan is fit for purpose and recognises additional new accommodation becoming available during 2007 and 2008. In addition, the Criminal Justice Order will lead to approximately 120 more prisoners by 2020.



- 1.8 In recognition of the fact that cellular accommodation at Magilligan is not fit for purpose, the shortfall increases to approximately 1,300 cells.
- 1.9 The current adult male estate is also dominated by excessive numbers of prisoners being categorised as Medium Risk, contributing to the high number of prisoners who are accommodated at Maghaberry. Following analyses of representative samples of prisoners, NIPS are currently in the process of introducing the new prisoner risk categories, based upon Cat A – Cat D (Cat A representing the highest risk). Not only will this permit better role definition of establishments, but it will also allow for clear progression throughout a prisoner's sentence i.e. moving from Category A to eventually Category C or D at appropriate sentence stage. Implementation of the new system commenced in November 2007 and is forecast to be fully operational by March 2008.
- 1.10 Other benefits which will arise from the new security categorisation include :
- A reduction on the pressure which currently exists at Maghaberry
  - An ability to achieve better distribution of prisoners throughout the prison estate
  - The opportunity to design and construct accommodation which is suitable for the nature of the proposed prisoner rather than the historic practice of designing to reflect the highest risk that might exist.
  - A Reduction in staff : prisoner ratios dependent upon the security categorisation of particular prisoner groups i.e. fewer staff for lower risk prisoners and greater staff for high risk prisoners.
- 1.11 The shortage of adequate accommodation together with the existing risk categorisation of prisoners does not presently permit movement of higher risk adult male prisoners between establishments. As a consequence, Maghaberry has become increasingly complex to manage. The inability to move between establishments also prevents prisoner progression, which is contrary to HMCIP recommendations.
- 1.12 The aim of the project is to provide cellular accommodation for approximately 2,300 adult male prisoners, aspiring to the single cell ethos, together with essential support accommodation, by 2022 thereby meeting forecast increases in the Northern Ireland male prisoner population. The project aims to ensure maximum flexibility within the adult male estate enabling both the transfer of prisoners between establishments and contingency accommodation should the need arise. The project also seeks to address the differing accommodation and staffing needs which arise from changes in risk categorisation of prisoners, contributing positively to a more flexible prison estate and the strategic objective of reducing CPPP (cost per prisoner place).
- 1.13 The provision of regimes which are appropriate to the needs of individual prisoner groups forms an integral part of preventing re-offending and also Resettlement Policy. In the context of determining prison scale, it is important to recognise the reliance upon support staff to ensure continued delivery of education, offender, resettlement programmes etc. Where the size of a prison is significant, in prisoner population terms, and support staff can be neither recruited nor transferred, severe limitations may arise in the ability to provide essential support services. Based upon the existing adult male estate, the remote geographical location of Magilligan offers a greater risk in this respect.

1.14 In developing the options for consideration within the Options Appraisal, a number of key issues have been defined :

- Magilligan is unsuitable as a site for remand prisoners. The site is located 70 miles from the Courts and Criminal Justice System in Belfast with poor road links which makes it impossible to deliver prisoners on time. In addition, increased visitation rights also exist for remand prisoners. NIPS Resettlement Policy is focussed upon preservation of the family unit and placement of remand prisoners on this site would have a profound impact upon visitors travelling to the prison.
- Magilligan has historically found it hard to recruit adequate numbers of support staff for the existing prisoner population. Options which propose to significantly increase the population are likely to be faced with sustained difficulties in staff recruitment, and an inability to deliver appropriate prisoner regimes etc
- In planning terms, a redevelopment at Magilligan should not seek to utilise the entire site thereby minimising the requirement for internal prisoner escorts / dog cover and extensive site infrastructure.
- NIPS have identified a minimum size requirement of 70 acres for any new site.
- Separated prisoners should be maintained on one site only due to the unique needs of the separated regime, which have been independently validated, and the inevitable impact upon the rest of the establishment.

1.15 From a long list, the following options have been considered as the main alternatives:

Option 1	Do Nothing
Option 4	Develop existing prison at Maghaberry and replace existing prison at Magilligan on the existing site
Option 6b	Develop existing prison at Maghaberry and provide new committal prison on a new site
Option 9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison
Option 11b	Provide prison accommodation over 3 sites with Maghaberry remaining the main committal prison

1.16 Importantly, the existing site at Maghaberry is located on approximately 172 acres of land and therefore has the potential to accommodate more than one prison. In seeking to make best use of existing assets, the possibility of placing both two and three prisons on the site were considered during the appraisal of all possible options. Any proposal to place three prisons on the Maghaberry site would necessitate demolition and reconstruction of most of the existing prison accommodation, introducing complicated phasing arrangements to maintain security at the establishment. In context, other options under consideration propose to retain a greater proportion of the existing accommodation at Maghaberry, whilst also offering an ability to commence redevelopment plans immediately where the existing Magilligan site is retained. A three site option at Maghaberry will therefore incur significant additional capital cost. In operational terms, distribution of prison accommodation over more than one site is essential to reduce risk e.g. 'copycat' incidents. Separate sites also promote prisoner progression and resettlement initiatives. For these reasons, a three site option at Maghaberry is considered unfeasible.

1.17 The comparative capital cost, net present cost and scoring for non-monetary factors for each of the feasible options are summarised as follows :

Option	Description	Capital Cost (£ m)	NPC (£ bn)	Non-Monetary Factors
4	Develop existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	446,547,730 (1 <sup>st</sup> )	2,031,244 (1 <sup>st</sup> )	746 (4 <sup>th</sup> )
6b	Develop existing prison at Maghaberry and provide new committal prison on a new site	521,421,168 (2 <sup>nd</sup> )	2,072,056 (2 <sup>nd</sup> )	838 (3 <sup>rd</sup> )
9b	Develop prison accommodation over 3 sites with New Site becoming the main committal prison	544,801,143 (3 <sup>rd</sup> )	2,084,603 (3 <sup>rd</sup> )	952 (1 <sup>st</sup> )
11b	Develop prison accommodation over 3 sites with Maghaberry becoming the main committal prison	554,428,688 (4 <sup>th</sup> )	2,139,828 (4 <sup>th</sup> )	951 (2 <sup>nd</sup> )

1.18 The results of the Sensitivity Analyses are summarised below, indicating that neither scenario would impact upon the ranking of the options :

Scenario 1 : Acquisition of alternative third site			
Option	Description	Increased Value	Changed NPC
1	Do Nothing	Nil	Nil
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	Nil	Nil
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	- 10.0 %	- 1.5 %
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	- 9.5 %	- 1.3 %
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	- 9.4 %	- 1.3 %

Scenario 2 : Implementation of option 8b in lieu of option 11b			
Option	Description	Increased Value	Changed NPC
1	Do Nothing	Nil	Nil
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	Nil	Nil
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	Nil	Nil
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	Nil	Nil
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	- 1.9 %	- 0.4 %

- 1.19 The initial outcomes of the Option Appraisal highlight four feasible options which have the ability to deliver the accommodation needs within the adult male estate. Option 6b is the only option which does not propose to retain the existing site at Magilligan. Importantly, a three site option (option 9b) could be delivered at a similar NPC to that of option 6b. In addition, each of the 3 site solutions achieve the highest scores for non-monetary factors, emphasising the operational benefits which would be achieved. For this reason, option 6b can be eliminated from further consideration.
- 1.20 Upon elimination of option 6b, all of the remaining three options propose to retain the site at Magilligan. The non-monetary assessment for those options which propose 3 sites reflect the significant operational benefits which would be achieved as a consequence. A 3 site solution represents NIPS' preferred approach for the long term development of the adult male estate in Northern Ireland. Within the Strategic Business Case, a co-location option at Maghaberry will also be considered as a third site.
- 1.21 A paper produced by NIPS advisers considers alternative forms of procurement for the proposed project. The use of both conventional funding and private finance, together with affordability implications arising therefrom, will be considered in further detail within the Strategic Business Case.
- 1.22 Notwithstanding the foregoing, the interim accommodation needs of the Prison Service arising over the CSR07 period will be focussed at Maghaberry while a new establishment is planned, procured and built.
- 1.23 NIPS propose to run this project using PRINCE 2 methodology, adopting OGC Gateway Reviews. In addition, the OGC Achieving Excellence in Construction (AEC) initiative seeks to engender a best practice approach to the procurement and delivery of major capital projects. The principles within AEC will form a sound platform from which to manage the progression of the project.
- 1.24 Risks will be managed on an ongoing basis throughout the project, commencing with the preparation of an Initial Risk Log for transfer to the Project Risk Register. Thereafter the Risk Register will be reviewed regularly throughout the project life, prioritising those items offering the highest risk to the project.

## 2.0 BACKGROUND

### 2.1 Introduction

This Options Appraisal relates to a need to provide sufficient prison accommodation to meet the medium to long term needs of the adult male prisoner population in Northern Ireland. The appraisal is written in the context of a rapidly increasing adult male prisoner population, accommodation which is considered unfit for purpose together with operational needs which cannot be delivered within the existing prison estate.

### 2.2 Organisational Overview

2.2.1 NIPS operates under the direction and control of the Secretary of State and is an Executive Agency of the Northern Ireland Office (NIO), established on 1<sup>st</sup> April 1995 – Agency status was re-confirmed following quinquennial reviews in 2000 and 2005.

2.2.2 The Northern Ireland Office exists to support the Secretary of State for Northern Ireland in taking forward Government policy. In addition to supporting and fostering the political and democratic process in Northern Ireland, the Department has an overall policy responsibility for upholding law, order and security including the provision of criminal justice services such as policing, prison and probation services. The NIO's key aims, main objectives and highest priority targets are described in a Public Service Agreement (PSA) supported by Departmental Strategic Objectives (under CSR 07).

2.2.3 The Northern Ireland Office consists of a core department, made up of five separate but integrated functional Directorates, and four Executive Agencies. The five core Directorates are:

- Political Directorate
- Policing and Security Directorate
- Criminal Justice Directorate
- Information Services Directorate
- Central Services Directorate

The four Executive Agencies are :

- Northern Ireland Prison Service
- The Compensation Agency
- Forensic Science Northern Ireland
- Youth Justice Agency

Each Agency operates under an individual Framework Document and is intended to deliver services directly on behalf of central Government. The NIPS Framework Document sets out the Agency's relationship with the NIO and its accountability to Ministers and Parliament, its planning and financial framework, its staff responsibilities and its key performance indicators.

2.2.4 Under the St. Andrews Agreement, Government has signalled its intention to devolve Justice and Policing (including the vast majority of all NIPS functions) when the Northern Ireland Assembly concludes that it is appropriate.

## 2.3 Background Details

2.3.1 NIPS currently provides adult male prisoner accommodation at two establishments in Northern Ireland : (i) Maghaberry, located approximately 20 miles from Belfast, and (ii) Magilligan, located in the North West of the Province, approximately 75 miles from Belfast. Further details of the specific accommodation at each establishment are enclosed at Appendix A.

2.3.2 In addition to Maghaberry and Magilligan, NIPS provides accommodation for Young Offenders and Females at Hydebank Wood. NIPS also operates a Prisoner Assessment Unit (PAU) at Crumlin Road in Belfast. Importantly, the Options Appraisal does not seek to consider needs other than those relating to adult male prisoners. These other needs are being addressed within other Business Cases.

## 2.4 Relevant Strategies and Policies

2.4.1 Details of Strategies and Policies considered relevant to this Business Case are enclosed at Appendix B and include the following :

- Northern Ireland Prison Service – Strategic Development Programme
- Estate Strategy 2006 / 2016

## 2.5 Other Relevant Publications

2.5.1 Details of other relevant publications are also enclosed at Appendix B, including the following :

- Extract from HM Inspectorate of Prisons report on HM Prison Maghaberry 2002
- HM Inspectorate of Prisons report on Maghaberry Prison 2005
- Extract from HM Inspectorate of Prisons report on Magilligan Prison September 2004
- Independent Monitoring Board's Annual Report 2006/2007 : Maghaberry Prison
- Independent Monitoring Board's Annual Report 2006/2007 : Magilligan Prison

## 2.6 Equality Impact Assessment

Under Section 75 of the Northern Ireland Act 1998, the Prison Service has completed a screening of the Interim Adult Male Estate Strategy 2008/11. The Prison Service has concluded that, at this time, an Equality Impact Assessment (EQIA) on the interim strategy is not required but that an EQIA will be carried out longer term on the strategy when a full business case on future options for the estate will be available for assessment.

## 2.7 Stakeholders

The main stakeholders in this project are summarised as follows :

Stakeholder Group	Contribution / Interest
NIPS Management Board	The Management Board is the top management group for NIPS. The Board's contribution will therefore be to ensure that the aims and objectives of the project are consistent with NIPS policy and strategy. The Board will also be responsible for all decision making, financial management, performance monitoring and risk management.
Financial Services Directorate / Northern Ireland Office (NIO)	FSD are responsible for approving expenditure above £3 m, as set out within in the NIPS Framework Document, on behalf of NIO and in particular, for approving the Options appraisal. FSD are expected to contribute to the project throughout the process.
Strategic Investment Board	The role of the Strategic Investment Board (SIB) is to act as a bridge between the public and private sectors. It works with NI government departments and agencies to facilitate faster delivery of major public infrastructure projects. In parallel, SIB works with the private sector to inform the market of planned projects, generate confidence and stimulate market interest, thus driving competitive tension and resulting in improved value for the taxpayer. SIB reports, and is directly accountable, to the Northern Ireland devolved Executive. All devolved Government departments / agencies / NDPB have to have regard to SIB advice
HM Treasury	HM Treasury will ultimately provide funding for the project, irrespective of whether the project is procured via the public or private sector. In keeping with the stated objective, to "improve the quality and cost-effectiveness of public services" it is expected that HM Treasury will provide the final approval to each of the Business Cases to be developed through the life of the project (pending devolution). HM Treasury are also expected to retain an interest in short term capital expenditure identified within the CSR07 settlement.
Prison Officers Association (POA)	The POA seek to look after the interests of all Prison Officers and some Governors. In the context of this project, the POA will retain an interest in the impact of accommodation which potentially changes existing working arrangements together with the effects on staffing ratios and prison regimes.
Prison Governors Association (PGA)	The PGA represents the interests of the majority of Prison Governors. Within this project, the needs of two prison establishments will be considered. The PGA are therefore expected to have an interest in how the respective needs of each prison's Governors are addressed.
NIPSA	NIPSA, as a trade union representing staff employed in the NI civil and public service, will retain an interest in the impact of any changes to working practices of non-prisoner grade staff.
Prison Service Staff	Staff are expected to retain an interest in the working arrangements within the preferred option noting the need to retain operational flexibility between establishments. Virtually all NIPS staff are in mobile grades.

### **3.0 NEED**

#### **3.1 Introduction**

This section of the Options Appraisal identifies the issues currently affecting both the volume and standard of prison accommodation throughout the adult male estate together with the rationale for seeking the provision of new and/or replacement of existing facilities.

#### **3.2 Business Need**

##### **3.2.1 Contributory Factors**

In seeking to determine the long term accommodation needs at both Maghaberry and Magilligan, it is important to identify the key factors which are currently affecting the entire prison estate. Whilst paragraphs 2.4 and 2.5 above make reference to the Estates Strategy and HMCIP recommendations, the factors are summarised as :

- Existing population and capacity
- Projected Prisoner Population
- Changes in Prisoner Risk Categorisation
- Sub Standard Accommodation
- Sub Standard Support Accommodation
- The need for operational flexibility
- Dispersal capability
- Prisoner Regimes

##### **3.2.2 Existing Population and Capacity**

3.2.2.1 Capacity and current population details for the existing accommodation at 12<sup>th</sup> November 2007 are summarised as follows :

<b>LOCATION</b>	<b>CNA</b>	<b>POPULATION</b>
Maghaberry	752	831
Magilligan	508	401
<b>TOTALS</b>	<b>1,260</b>	<b>1,243</b>



### 3.2.2 Existing Population and Capacity (cont'd)

3.2.2.2 An analysis of the population by establishment is undernoted.

<b>Maghaberry Prison</b>			
<b>House Block</b>	<b>CNA</b>	<b>Current Population (12 Nov 2007)</b>	<b>Available Space</b>
Bann House	108	138	-30
Erne House	108	116	-8
Foyle House	108	162	-54
Lagan House	109	141	-32
Bush House (Separated)	49	34	15
Bush House (Non-Separated)	49	60	-11
Roe House (Separated)	49	31	18
Roe House (Non-Separated)	49	53	-4
SSU	6	16	-10
Mourne House – Martin and Wilson	58	32	26
Belfast	25	19	6
Glen House	15	13	2
Healthcare	19	18	1
<b>TOTALS</b>	<b>752</b>	<b>833</b>	<b>- 81</b>

<b>Magilligan Prison</b>			
<b>Accommodation Block</b>	<b>CNA</b>	<b>Current Population (12 Nov 2007)</b>	<b>Available Space</b>
H Block No. 1	104	89	15
H Block No. 2	104	91	13
H Block No. 3	104	102	2
Foyleview	82	55	27
Alpha	50	-	50
Sperrin House	64	64	-
SSU	-	4	-
Healthcare	-	1	-
Benburb (External)	-	4	-
<b>TOTALS</b>	<b>508</b>	<b>410</b>	<b>98</b>

3.2.2.3 NIPS have recently procured the construction of an additional 120 contingency cells at Maghaberry which are expected to become available by the end of 2008. In addition, 60 contingency cells are currently under construction at Magilligan, expected to be available in September 2008. A further 50 cells, in temporary construction (Alpha), were made available at Magilligan in October 2007 (included from above tables). Whilst the additional accommodation would appear to be creating spare capacity at Magilligan, the implementation of a new Security Categorisation System for all prisoners (refer paragraph 3.2.6) should facilitate the transfer of a number of lower risk prisoners i.e. cat C/D, from Maghaberry to Magilligan.

### 3.2.2 Existing Population and Capacity (cont'd)

3.2.2.4 As a consequence of any transfer of prisoners to Magilligan, there is likely to be an immediate reduction in the extent of overcrowding at Maghaberry e.g. if 50 prisoners are transferred, the number of doubled cells will reduce from 300 to 250. Both establishments will, however, continue to face pressure as the population continues to rise, as detailed elsewhere within the Options Appraisal (paragraph 3.2.5.14). Pressure at Maghaberry will be exacerbated by the fact that all new accommodation will not be available until the end of 2008 during which time the population will continue to increase.

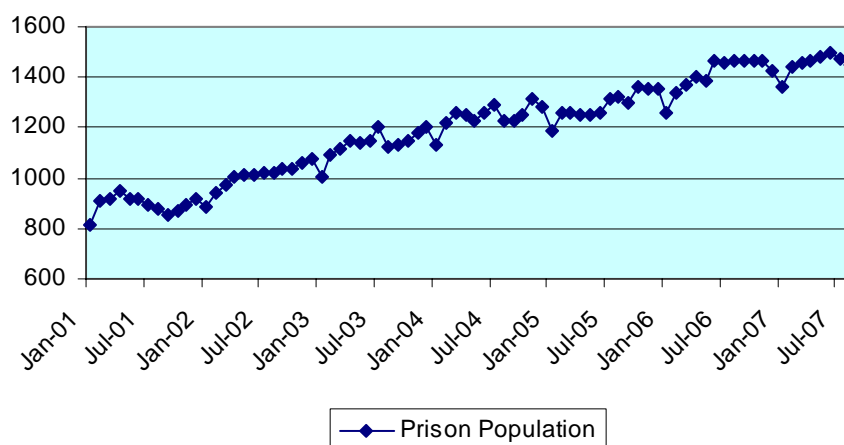
3.2.2.5 From the preceding tables, it is clear that any available accommodation is currently limited to the H-blocks at Magilligan. Further details of the inappropriateness of all accommodation at Magilligan is highlighted at paragraph 3.2.7.2 however the use of 'H' Blocks has drawn repeated adverse comment from HM Inspector of Prisons (HMCIP). Taken together with the lack of in-cell sanitation and the resultant risk of a Human Rights challenge, it is clear that this accommodation requires urgent replacement. Some lowest risk accommodation exists within Foyleview, a temporary sectional unit, intended to serve as temporary accommodation only. Importantly, the continued use of this unit has been a necessity given the current shortage of accommodation for adult male prisoners throughout the estate. The accommodation within Alpha has recently been completed and will accommodate prisoners over the short term.

3.2.2.6 The foregoing population analyses also highlight the extensive use of cell sharing within Maghaberry. Importantly, separated prisoners who are a high risk group must always reside within separate accommodation blocks which have appropriate security infrastructure i.e. Bush and Roe House. Whilst the table suggests that Maghaberry has a shortfall of 81 cells, the real shortfall is actually higher due to the need to restrict certain accommodation to separated prisoners. Available space within the separated units of Bush and Roe House is not therefore available for use by non-separated prisoners.

### 3.2.3 Prisoner Population

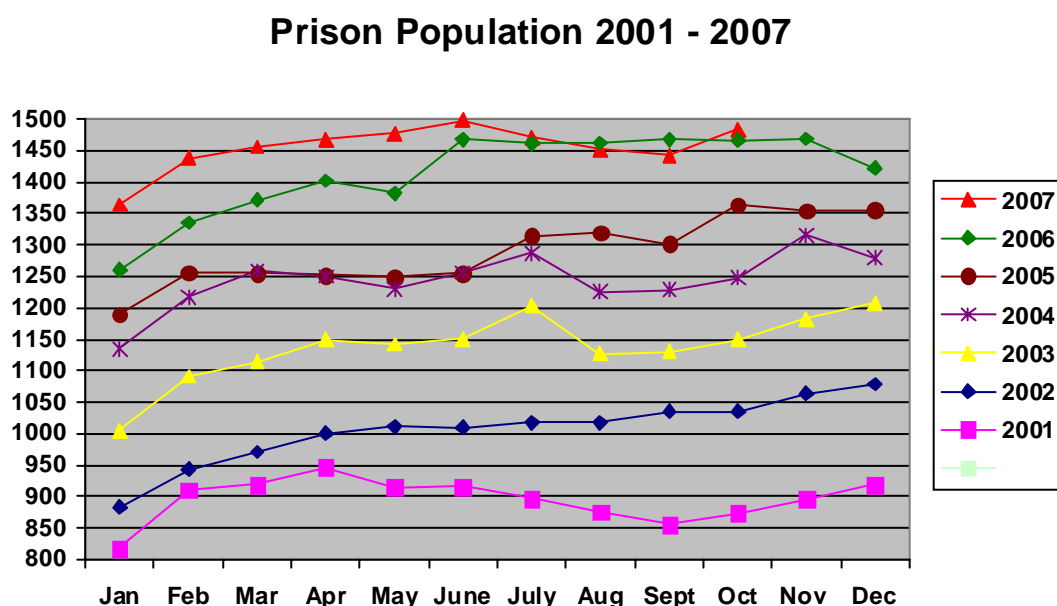
3.2.3.1 The adult male prisoner population in Northern Ireland has been the subject of significant growth since 2001 to the extent that the estate remains dominated by sustained overcrowding and severe pressure exists in many operational aspects of day to day service delivery.

3.2.3.2 The overall trend in prisoner population since 2001 is highlighted below :



### 3.2.3 Prisoner Population (cont'd)

3.2.3.3 On an annualised basis, fluctuations arise from month to month however the overall trend has consistently been an increase in the prison population :



3.2.4.4 Extracting relevant information for adult male prisoners, historic population statistics since 2001 are summarised as follows :

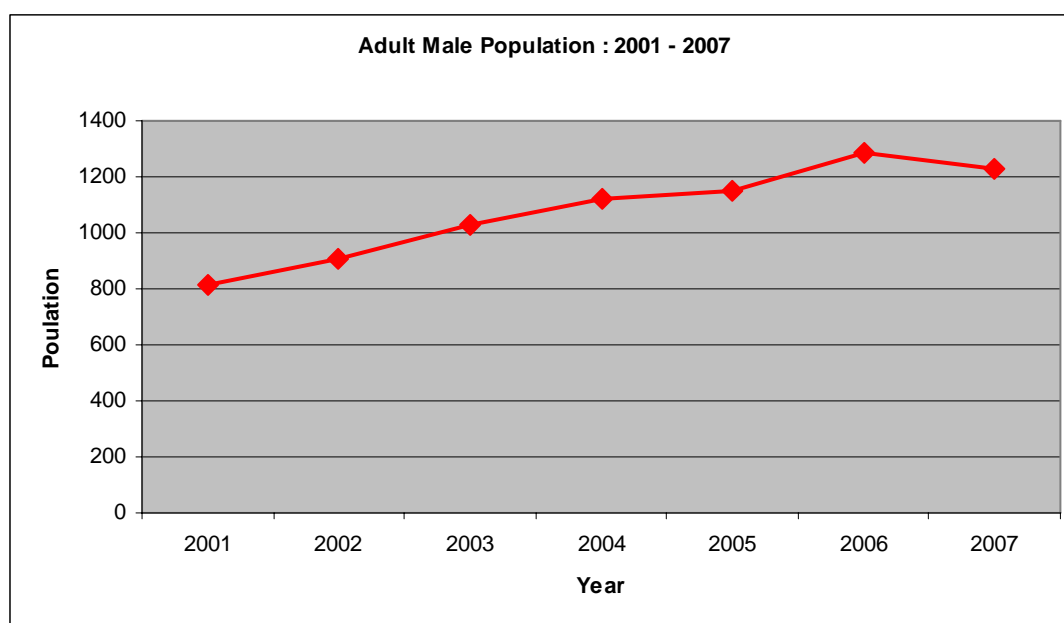
Calendar Year	Average Adult Male Population*	Growth
2001	814	n/a
2002	904	+ 11 %
2003	1029	+ 14 %
2004	1122	+ 9 %
2005	1152	+ 3 %
2006	1284	+ 11 %
2007	1227	- 4 %

\* NIO Statistics and Research Branch

Thus, the adult male population has grown by approximately 51 % over the period 2001 – 2007, equating to an average annual increase of approximately 8.5 %. This is generally in line with the rate of increase experienced throughout the prison estate.

### 3.2.4 Prisoner Population (cont'd)

3.2.4.5 Increases in the adult male population are illustrated as follows :



3.2.4.6 As a consequence of the growth in prisoner population, the NI Prison estate is dominated by significant overcrowding. From the analyses at paragraph 3.2.2.3 above, it is clear that most accommodation at Maghaberry is currently subjected to high levels of doubling i.e. two prisoners in a cell which was designed for one (with an unscreened toilet).

3.2.4.7 Paragraph 3.2.2.3 above notes that Magilligan is not currently the subject of overcrowding although changes in security categorisation policy will impact upon the availability of accommodation to meet a projected increase in the low to medium risk i.e. cat B – D, prisoner population. At 12<sup>th</sup> November 2007, Magilligan had the capacity to accommodate an additional 98 prisoners. In the context of the proposed security re-categorisation, 599 remand and sentenced prisoners will be re-categorised as low risk (paragraph 3.2.6.8) i.e. from cat B to cat C / D. Whilst remand prisoners would not transfer to Magilligan, it is clear that significant scope exists to increase the population at this establishment.

3.2.4.8 The National Audit Office's recent report on prison populations highlights that overcrowding, as a result of poor prediction models, has been expensive with a resultant detrimental impact upon the work of HMPS. The report demonstrates that overcrowding disrupts the work being undertaken to prevent re-offending whilst also undermining the good order, security and proper running of planned regimes.

### 3.2.5 Projected Prisoner Population

3.2.5.1 In October 2005, NIPS compiled a detailed analysis of historic trends and projected changes in the adult male prisoner population in Northern Ireland as part of the 'Blueprint' Strategic Development Programme. At that time, the report concluded that the 10% rate of annual growth, experienced during the preceding 4 – 5 years, was likely to reduce to an average of 6 % per annum until 2009, falling to 5 % per annum thereafter. However, for the purpose of estimating the future population NIPS adopted a growth figure which was in line with NISRA 'high' projections – normally less than those actually experienced by NIPS.

3.2.5.2 During the compilation of the appraisal, NIPS have further reviewed the rate of population growth since 2005 in order to verify the original projections and also to act as a firm base to predict population growth for the 15 year period to 2022.

3.2.5.3 At 12<sup>th</sup> November 2007, the adult male population was 1,243 compared with 1,117 in October 2005, demonstrating an increase of approximately 11 % over the 23 month period.

3.2.5.4 The population change over this period can be further analysed as follows :

Category	October 2005	November 2007	Change
Adult Male Sentenced	720	828	+ 15 %
Adult Male Remand	397	415	+ 4.5%
<b>TOTAL</b>	<b>1,117</b>	<b>1,243</b>	<b>+ 11 %</b>
<b>Average increase per annum</b>			<b>+ 5.5 %</b>

3.2.5.5 Considered important to note is that whilst the adult male remand population appears to have increased by only 4.5 % since October 2005, the comparable figure at April 2007 was 438 adult male remand prisoners (an increase of 10 % since October 2005). As part of ongoing trend analysis, NIPS have investigated the reasons for the short term reduction and have identified a consistent trend of a 'dip' in the prisoner population over the summer months, ranging from 1 – 6 % of the entire prisoner population. Further details of the trends are enclosed at Appendix C.

3.2.5.6 Recognising the average increase per annum at paragraph 3.2.5.5 together with the impact of short term seasonal trends, it is clear that the average annual increase in adult male prisoners is at least 5.5 %. This rate of increase is higher than Great Britain and the Republic of Ireland.

3.2.5.7 Compared with either England and Wales or Scotland, Northern Ireland's prisoner population is proportionately lower. Comparative rates of imprisonment are summarised as follows :

Country	No of Prisoners per 100,000 population
England & Wales	148
Scotland	139
Northern Ireland	84
Ireland	72

Source : World Prison Population List (7<sup>th</sup> Edition) October 2006

### 3.2.5 Projected Prisoner Population (cont'd)

3.2.5.8 Prisoner population projections for the period to 2013/14 in Scotland were published in November 2004. The middle scenario projection highlights an increase in the rate of imprisonment to 161 per 100,000, with the low scenario showing a small increase upon the current level. Projections for England and Wales were published in July 2005. Again, the middle scenario projection highlights a significant increase, with the high scenario forecasting a rate of 166 by 2011.

3.2.5.9 In seeking to predict future trends in the NI prisoner population, NIPS compared the outcome of five sets of modelling trends in April 2007, summarised as follows :

- Group 1 The original NIPS Blueprint document (6 % for the first 5 years, followed by 5%), adjusted to take account of the actual prisoner average for April 2007 (1,472)
- Group 2 Three options based on an initial increase of 7 % for three years followed by 5 %, 4 % or 3 % for the next 10 years (projections between 2007 and 2020)
- Group 3 Projected population size based upon English prisoners per 100,000 population figure, both current (148 prisoners per 100,000 population) and projected (166 prisoners per 100,000 population)
- Group 4 Projected population size based on the Scotland prisoners 100,000 population figure, both current (139 prisoners per 100,000 population) and projected (161 prisoners per 100,000 population).
- Group 5 Linear projections based on the actual Northern Ireland prison population over 18 months, and over the last 5 years

3.2.5.10 The results of the projections are summarised in the undernoted table. The range of projected estimates is between 2,420 and 2,983 prisoners with an average range of between 2,505 and 2,858 prisoners. The overall average projection is 2,710 prisoners and the lowest average projection is a requirement for approximately 2,500 cells by the year 2020

Projection	High	Medium	Low	Average
Group 1	-	-	-	<b>2,983</b>
Group 2	2,937	2,669	2,423	<b>2,676</b>
Group 3	2,890	-	2,576	<b>2,733</b>
Group 4	2,803	-	2,420	<b>2,612</b>
Group 5	2,800	-	2,600	<b>2,700</b>
<b>Average</b>	<b>2,858</b>	<b>2,669</b>	<b>2,505</b>	<b>2,710</b>

3.2.5.11 A number of factors have been identified as being significant contributors to an increasing prisoner population in the future. Full details are enclosed at Appendix D and summarised as follows .:

### 3.2.5 Projected Prisoner Population (cont'd)

#### Sentencing Framework

In response to increasing concerns over the early release of serious sex and violent offenders, new sentencing arrangements were announced by the Government in November 2007 as follows :

- removal of the automatic right of remission (previously 50% of sentence) and the availing of Indeterminate and Extended Custody Sentences
- the right to keep indeterminate prisoners in prison until the end of their sentence
- the right to retain prisoners until Parole Commissioners judges it safe to release them
- the creation of the Custody, Supervision and License Order
- the creation of Parole Commissioners and Executive Recall Unit
- further post release supervision by Probation
- the removal of limited numbers of low risk offenders

Whilst not yet applicable in Northern Ireland, the introduction of more rigorous public protection measures will over time result in an increase in the prison population. NIPS projections of increased prisoners arising from the sentencing framework are between 107 and 207 additional prisoners by 2022, with a best estimate of 120 additional prison places (based upon a 0 % growth model). The additional prisoners resulting from these changes have not been included in the population projections.

#### Political and Security

Political progress is likely to entail fuller community participation in the criminal justice system. Recent research has identified an increasing number of catholic males entering the prison system. Future projections conclude that as confidence in the PSNI in nationalist areas continues to grow, reporting of crimes to the police will increase with a consequential increase in overall conviction levels.

#### Societal and Economic

The number of migrant workers entering Northern Ireland continues to grow rapidly. At 5<sup>th</sup> November 2007, 64 foreign national prisoners were in custody and this number is forecast to increase.

The spread of drugs into Northern Society society continues to increase, but has yet to reach the proportions elsewhere in the UK or Ireland.

### 3.2.5 Projected Prisoner Population (cont'd)

Legislative and Sentencing	Devolution of criminal justice is likely to create additional pressure for longer sentences and a greater emphasis on punishment and retribution. Research on attitudes to crime in NI has found that 75% of people believe that sentences are too lenient. There is also a widespread perception that sentence lengths in NI are comparatively shorter than elsewhere in the UK.
Life Sentences	The introduction of the Life Sentences (NI) Order 2001 has resulted in an increase in both the number of life sentence prisoners and an increase in the average tariffs. Since introduction, life sentence prisoners would be expected to serve an average term of 13½ years before being considered for release. This compares with an NI average of 10 years for life sentence prisoners released between 1999 and 2004.
Recall to Custody	Prisoners released on supervision or on licence return to prison if they break the terms of their Order or have their licences revoked. Recent years has seen an increase in the number of prisoners returning under those conditions.
Reconviction	Recent SRB research has recorded that amongst certain groups, approximately 49% of prisoners with custodial sentences are reconvicted within 2 years of release, rising to extremes of 84% amongst juvenile offenders [statistics to be confirmed]. Whilst NIPS have introduced programmes to prevent re-offending, the reconviction rate is likely to remain high. In the context of a growing prisoner population, the number of reconvictions are likely to increase proportionately.

3.2.5.12 Adopting population growth of 5 % per annum to 2009 and 4 % per annum thereafter, NIPS have compiled a 15 year population projection of 2,282 adult male prisoners by 2022. Adopting these rates of growth forecasts an accommodation shortfall of 842 cells by the end of the 15 year period.

3.2.5.13 Details of the adult male population projection compared with existing cellular accommodation is set out overleaf. The following points should be noted:

- The population projection has been compiled on the basis of the revised prisoner security categorisation, details of which are set out at paragraph 3.2.6 below.
- For the comparison purposes, both the population projection and existing CNA include provision for the PAU in Belfast. A separate Business Case is currently being compiled to consider specific accommodation needs for this unit.
- CNA figures assume that an additional 60 cells will be provided at Magilligan during 2008; and 120 cells will be provided at Maghaberry by late 2008.



### 3.2.5 Projected Prisoner Population (cont'd)

- The comparison suggests that some notional spare capacity will exist in parts of the adult male estate over the period 2007 – 2010. As noted elsewhere, certain categories of prisoners may only be accommodated within designated parts of the estate e.g. separated prisoners, and therefore very little (if any) capacity will actually exist.
- Within the analyses, it is assumed that all existing cellular accommodation at Magilligan and Maghaberry is fit for purpose. As noted at paragraph 3.2.7.2 and supported by the Estate Strategy (paragraph 2.4), the existing H-blocks at Magilligan have drawn repeated adverse criticism from HMCIP and Foyleview / Sperrin House are inappropriate temporary structures for the housing of prisoners, irrespective of risk category. Equally, the square house blocks at Maghaberry continue to be the subject of criticism by HMCIP.

3.2.5.14 The comparison clearly identifies a shortfall in cellular accommodation arising from the projected increases in the adult male population. Whilst the projections identify a need for approximately 842 additional cells, this excludes the additional requirement arising from the need to replace existing sub-standard accommodation.

3.2.5.15 In addition to the need to provide additional / replacement cellular accommodation, the impact of long term population growth is the need to provide adequate support facilities and infrastructure services. In the context that both Maghaberry and Magilligan were originally designed for a smaller number of prisoners, the provision of support facilities etc will therefore entail a combination of net additional accommodation and improvements to existing. Support facilities are considered at paragraph 3.2.8.

### 3.2.5 Projected Prisoner Population (cont'd)

ADULT MALE PRISONERS / YEAR	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
<b>Remand</b>	<b>435</b>	<b>457</b>	<b>480</b>	<b>499</b>	<b>519</b>	<b>540</b>	<b>562</b>	<b>584</b>	<b>607</b>	<b>631</b>	<b>656</b>	<b>682</b>	<b>709</b>	<b>737</b>	<b>766</b>	<b>797</b>
Cat A	39	41	43	45	47	49	51	53	55	57	59	61	63	66	69	72
Cat B	396	416	437	454	472	491	511	531	552	574	597	621	646	672	699	727
<b>Sentenced</b>	<b>808</b>	<b>848</b>	<b>890</b>	<b>926</b>	<b>963</b>	<b>1002</b>	<b>1,042</b>	<b>1,084</b>	<b>1,127</b>	<b>1,172</b>	<b>1,219</b>	<b>1,268</b>	<b>1,320</b>	<b>1,373</b>	<b>1,428</b>	<b>1,485</b>
Cat A	73	77	81	84	87	90	94	98	102	106	110	114	119	124	129	134
Cat B	275	289	303	315	328	341	355	369	384	399	415	432	449	467	486	505
Cat C	381	400	420	437	454	472	491	511	531	552	574	597	621	646	672	699
Cat D	81	85	89	93	97	101	105	109	113	118	123	128	133	138	144	150
<b>TOTAL ADULT MALE PRISONERS</b>	<b>1,243</b>	<b>1,305</b>	<b>1,370</b>	<b>1,425</b>	<b>1,482</b>	<b>1,542</b>	<b>1,604</b>	<b>1,668</b>	<b>1,734</b>	<b>1,803</b>	<b>1,875</b>	<b>1,950</b>	<b>2,029</b>	<b>2,110</b>	<b>2,194</b>	<b>2,282</b>

ACCOMMODATION / YEAR	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Maghaberry CNA	752	752	872	872	872	872	872	872	872	872	872	872	872	872	872	872
Magilligan CNA	508	568	568	568	568	568	568	568	568	568	568	568	568	568	568	568
<b>TOTAL ACCOMMODATION</b>	<b>1,260</b>	<b>1,320</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>	<b>1,440</b>

<b>SURPLUS / (SHORTFALL)</b>	<b>17</b>	<b>15</b>	<b>70</b>	<b>15</b>	<b>(42)</b>	<b>(102)</b>	<b>(164)</b>	<b>(228)</b>	<b>(294)</b>	<b>(363)</b>	<b>(435)</b>	<b>(510)</b>	<b>(589)</b>	<b>(670)</b>	<b>(754)</b>	<b>(842)</b>
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### 3.2.6 Review of Security Categorisation

- 3.2.6.1 A significant contributory factor to long term accommodation needs is prisoner security categorisation. Categorisation enables NIPS to appropriately place prisoners within the estate and depending on the identified risk they pose, at a particular stage of their sentence, offer them suitable offending behaviour programmes, constructive activities and also address resettlement needs.
- 3.2.6.2 As part of the NIPS Strategic Development Programme, a review of existing prisoner classifications has been completed. The review noted that excessive numbers of prisoners were currently being classified as Medium Risk (82%), with High Risk and Low Risk prisoners comprising only 11% and 7 % respectively of the prisoner population at the time.
- 3.2.6.3 As noted at paragraphs 2.3.4 and 2.3.11, Magilligan and Maghaberry are currently classified as Low to Medium and Medium to High risk prisons respectively. In the context that the majority of prisoners are classified as Medium risk, and the fact that available accommodation at Magilligan is currently limited to low risk buildings (i.e. approximately 50% Sperrin, Foyleview and Alpha), Maghaberry is forced to accommodate the majority of new sentenced prisoners who are not classified as Low risk.
- 3.2.6.4 Paragraph 3.2.2.2 highlights the shortage of accommodation which currently exists at Maghaberry. This position is exacerbated by the fact that new remand prisoners can only be accommodated at Maghaberry, and no accommodation exists at Magilligan to permit transfers of higher risk prisoners from Maghaberry. (Transfer of low risk sentenced prisoners would, however, be possible although there are many reasons why this may not be appropriate in individual cases e.g. mental health or family support needs).
- 3.2.6.5 In seeking to consider more effective models for security categorisation, NIPS analysed the approaches being adopted by the Scottish Prison Service, HMPS (England and Wales) and also the Irish Prison Service. The analyses concluded that whilst none of the benchmarked models were suitable for use in Northern Ireland, various aspects could be adopted within a new categorisation model.
- 3.2.6.6 NIPS undertook a further review of the specific procedures being used in Northern Ireland, recognising in particular the unique security risks imposed by certain types of prisoner, notably those affiliated to paramilitary organisations. The outcome was the production of a model which would more clearly identify security risks of concern to NIPS whilst moving towards a more simple, evidence based approach. The model also determined that prisoners should be categorised in categories A – D, broadly as in HMPS.
- 3.2.6.7 The model was subsequently applied to a number of existing prisoners at Hydebank, Maghaberry and Magiligan, with the result that the model was considered to be appropriate, subject to some minor refinements. The outcome of the re-categorisation, projected across the entire prison estate, is set out in the undernoted table.

Categorisation	Projected
Cat A	9 %
Cat B	34 %
Cat C	47 %
Cat D	10 %

### 3.2.6 Review of Security Categorisation (cont'd)

#### 3.2.6.7 (cont'd)

The new system was introduced in early November 2007 and will be fully in place by the end of January 2008.

#### 3.2.6.8 Based upon the existing adult male population, a comparison of the current and proposed number of prisoners by risk category is as follows :

Category	Current	Proposed
High Risk – Cat A	132	108
Medium Risk – Cat B	982	407
Low Risk – Cat C	83	563
Low Risk – Cat D	-	120
<b>TOTAL</b>	<b>1,197</b>	<b>1,197</b>

#### 3.2.6.9 The impact of the proposed prisoner security re-categorisation is clearly, a significant reduction in the number of Medium Risk and an increase in the number of Cat C and D prisoners.

#### 3.2.6.10 The change of prisoner risk categories from High, Medium or Low to A – D will permit better role definition of establishments and allow for clear progression throughout a prisoner's sentence i.e. moving from Category A to eventually Category C or D where appropriate.

#### 3.2.6.11 Category definitions are :

- Cat A Prisoners whose escape would be highly dangerous to the public or the police or the security of the state, no matter how unlikely that escape might be, and for whom the aim of NIPS must be to make escape impossible.
- Cat B Prisoners for whom the very highest conditions of security are not necessary, but for whom escape must be made very difficult.
- Cat C Prisoners who cannot be trusted in open conditions, but who do not have the resources and will to make a determined escape attempt.
- Cat D Prisoners who can be reasonably trusted in open conditions. (Categorisation to this level is on the basis on individual risk assessment following a period of at least 30 calendar days at Category C).

### **3.2.6 Review of Security Categorisation (cont'd)**

3.2.6.12 Benefits which will arise from the new security categorisation include :

- A reduction on the pressure which currently exists at Maghaberry
- An ability to achieve better distribution of prisoners throughout the prison estate
- The opportunity to design and construct accommodation which is suitable for the security categorisation of the proposed prisoner. Accommodation within the NIPS estate is currently designed to reflect the highest risk that might exist. Given the likely number of lower risk prisoners, this may entail substantial cost savings over the long term.
- The opportunity to align staff:prisoner ratios dependent upon the security categorisation of particular prisoner groups i.e. fewer staff for lower risk prisoners and greater staff for high risk prisoners. Further significant cost savings are likely to be achieved as a consequence.
- An incentive for prisoners to progress through the period of their sentence i.e. moving from a high risk environment through to a low risk establishment.

### **3.2.7 Sub Standard Cellular Accommodation**

#### **3.2.7.1 Generally**

Paragraph 2.4 above refers to the NIPS Estate Strategy which summarises the lack of adequate accommodation at Magilligan and Maghaberry. Notwithstanding specific deficiencies which exist at either establishment, the continued growth in the prisoner population, coupled with a lack of major capital investment, has resulted in an environment which relies heavily upon accommodation which is unfit for purpose.

Despite not having spare capacity, new prisoners are systematically accommodated inappropriately within shared cells at Maghaberry. The lack of in-cell sanitation, the unsuitability of the H-blocks and the inappropriateness of temporary structures continue to act against the transfer of medium or low risk prisoners from Maghaberry to Magilligan – which would alleviate the pressure on accommodation created by the arrival of new prisoners at Maghaberry. The Maghaberry infrastructure, originally designed for a population of 450, therefore continues to operate under a pressure which is far beyond original expectation.

Due to its small size, in order to provide a Service which is flexible and can respond to pressure on prisoner numbers, not least accommodate the current population, it is vital that accommodation at both establishments is supplemented and/or improved. As noted elsewhere, Foyleview and Sperrin House at Magilligan essentially comprise decant accommodation and must be replaced in order to provide 'fit for purpose' space.

The adverse consequence of retaining excessive prisoners in one location from an operational perspective, is a significantly increased security and safety risk and the creation of an environment which goes beyond what has already been described as "the most complex, diverse prison establishment in the United Kingdom" (HM Chief Inspector of Prisons 2002).

### 3.2.7 Sub Standard Cellular Accommodation (cont'd)

#### 3.2.7.2 Magilligan Prison

Specific accommodation deficiencies which have been identified at Magilligan include the following :

- Doubling is not practical without in-cell sanitation and almost all of the existing permanent accommodation is fully occupied. Based upon the current population statistics, very limited additional capacity exists primarily within Foyleview and the H-Blocks (refer 3.2.2.2). Whilst Foyleview was originally provided for temporary use, the increasing pressure upon availability of cells has resulted in temporary accommodation coming into permanent use.
- Ancillary buildings at Magilligan comprises a mixture of temporary single storey buildings (corrugated steel (circa 1940)), flat-roofed H-blocks erected as short-term accommodation in the 1970's and timber framed structures). The combination of inappropriate temporary structures coupled with extended occupation beyond the originally envisaged life span has created a wholly unsuitable arrangement.
- The use of 'H' Blocks and SSU for prisoner accommodation is considered to be wholly unsuitable, having already drawn adverse comment from HM Inspector of Prisons (HMCIP). This has again been emphasised during an HMCIP inspection between 15<sup>th</sup> and 19<sup>th</sup> May 2006. Failure to invest in replacement of the existing 'H' blocks will continue to attract adverse criticism from HMCIP and others including the IMB.
- None of the existing accommodation within the H-blocks provide in-cell sanitation which, in turn, creates an operational difficulty for staff and prevents any opportunity for doubling.
- As a consequence of the present in-cell sanitation arrangements, NIPS are at risk of a Human Rights challenge.
- As a consequence of the poor accommodation which currently exists at Magilligan, combined with the current prisoner classification system, the opportunity to transfer prisoners from Maghaberry has been limited. Opportunities to create operational flexibility between establishments have not therefore materialised.
- As noted within the Strategic Estate Review, staff morale and attendance levels will continue to decline as a consequence of the conditions which currently exist
- Significant investment in the infrastructure of the prison is essential as many existing installations are at the end of their useful life e.g. mechanical and electrical systems (including mains supplies and drainage), fencing and security equipment etc

### 3.2.7 Sub Standard Cellular Accommodation (cont'd)

#### 3.2.7.3 Maghaberry Prison

The following deficiencies have been identified for the existing accommodation at Maghaberry :

- Bann, Foyle and Lagan Houses are all considered to be 'overcrowded' in that the number of prisoners resident therein is greater than the Certified Normal Accommodation (CNA). At 12<sup>th</sup> November 2007, 557 prisoners were occupied within 433 cells – thus, approximately 29 % of cells have been 'doubled-up'.
- Whilst the cell accommodation within Bann, Erne, Foyle and Lagan Houses provide in-cell sanitation, no privacy screens are in place adjacent to the toilets. Taken together with the fact that meals are served to prisoners within their cells, which in many instances are also shared, there is a health and safety concern. This criticism has also been raised by HM Inspector of Prisons (refer paragraph 2.5).
- Separated prisoners must always reside within separate accommodation blocks i.e. Bush House and/or Roe House
- Maghaberry Prison does not presently provide sufficient accommodation for single cell occupancy, the stated ethos of NIPS. Given that a shortfall in accommodation does not exist within the separated blocks of Bush and Roe House, those prisoners considered to be 'conforming' are forced to share cells in accommodation which is smaller than recommended.
- Within the Strategic Estate Review, it was noted that whilst being structurally sound, the square house blocks (Erne, Bann, Foyle and Lagan) have serious design flaws. On the basis that residential houses should have clear sight lines to allow management of prisoners and staff, square house blocks cannot provide the necessary level of supervision. Therefore, where the processes of supervision and observation are not supported by the architecture of the building, it is much more difficult to maintain security, staff engagement, order and safety. This leads to significantly increased staffing costs.
- Much of the accommodation at Maghaberry is modelled on design standards which were current 25 years ago. Whilst the accommodation has been the subject of an ongoing rolling refurbishment programme, the size of existing single cells are not suitable for sharing or 'doubling-up', as stated by HMCIP.
- Magilligan cannot provide Maghaberry with a dispersal option for difficult or disruptive prisoners. Maghaberry has no option other than use of the SSU as an alternative to the normal locality. In prison management terms, no other Service in these Isles has this disability. Further, it is just not acceptable in terms of providing a humane regime to keep prisoners in the SSU for longer than essential.
- Due to the overcrowding and lack of decant accommodation, essential maintenance and refurbishment is not able to take place e.g. creation of disabled and Listener cells.

3.2.7.4 Based upon the foregoing, and as described at paragraph 2.4, it is apparent that the accommodation at both establishments is overcrowded and / or inappropriate in the context of current and future needs. Many of the points continue to be emphasised by HMCIP within their various inspection reports. Given, the pressure on the existing H-Block accommodation, it is therefore essential that reserve accommodation is available in Magilligan in the event of loss of accommodation. By way of comparison, the prison estate in England and Wales aims to have a 10 % accommodation reserve. In the past, when NIPS retained 5 prison establishments, it was easier to retain this level of reserve.

### **3.2.8 Sub Standard Support Accommodation**

3.2.8.1 During the compilation of the Options Appraisal, NIPS appointed Carter Goble Lee (CGL) to develop a strategic brief and associated design guidance, drawing upon CGL's extensive international experience in the development of Prisons. Prior to being appointed by NIPS, CGL had previously been appointed by the Strategic Investment Board to undertake a study benchmarking Maghaberry against other comparable prisons in the UK and beyond.

3.2.8.2 CGL's remit was to define the parameters which should influence the design and operation of the prison estate for a 15 year projected population. An evidence based approach was adopted, thereby seeking to avoid 'historical' approaches as forming the basis for building choices. The following areas formed a part of CGL's remit :

- The operational/infrastructure needs for each functional/user area for the category of prisoners held
- Translation of functional/user needs into spatial requirements
- Development of an initial schedule of accommodation to be used in the development of initial design concepts
- Critical adjacencies between accommodation types

3.2.8.3 CGL's research was conducted via a series of workshops during which representatives of both Maghaberry and Magilligan discussed the operational requirements / limitations of both the existing and a new prison establishment. A copy of CGL's final report is enclosed at Appendix E, however the key issues arising are set out in the following paragraphs.

#### Remand Prisoners

3.2.8.4 Security for remand prisoners is demanding in that all of the prisoners are considered medium to high security. As a result, all remands have to be escorted whenever outside their accommodation block, resulting in a need for additional security escort staff. Also, the high percentage of daily court transports (and weekly sentenced prisoner transfers to Magilligan) require additional security staffing and transport vehicles.



### 3.2.8 Sub Standard Support Accommodation (cont'd)

3.2.8.5 Relevant research information in relation to the needs of remand prisoners, in the context of planning for a new prison, is as follows :

- |                           |  |
|---------------------------|--|
| Security                  | <ul style="list-style-type: none"><li>• The average number of committals per day is approximately 10 (3,749 in 2006 committals per year/365 days) which can, in turn, be used to define the size and staffing requirements for the reception and release elements of the prison.</li><li>• Based upon the research on an average court day, 160 prisoners will be transported to court.</li><li>• The average number of transfers to hospital or Magilligan is currently around 12 – 14 prisoners per week.</li></ul>  |
| Accommodation             | <ul style="list-style-type: none"><li>• The maximum size of a wing within a house block should be 60 prisoners held largely in single cells.</li><li>• The maximum size of a landing should be 30, but alternative design solutions may render the traditional concept of a landing being the defining basis for developing staffing models inappropriate.</li><li>• The association or dayroom space should be designed to accommodate up to 60 prisoners at one time and be based upon 3.0 – 3.5 m<sup>2</sup> per prisoner.</li><li>• The daily regime for remand prisoners might include no more than 12 to 14 hours per day of “locked time” in cells. The remaining time might be spent partly in structured and leisure activities in the dayroom, visits, sports activities, trips to court, and other planned activities. Remand prisoners will average leaving the wing twice per day for structured activities or trips to court.</li></ul> |
| Health Care               | <ul style="list-style-type: none"><li>• Lead responsibility for the healthcare programme is currently being transferred to HPSS, a part of which may see any prisoner requiring overnight hospitalisation being transported to a community hospital. Limited inpatient (as opposed to mental health) beds will be available at existing prisons and potentially only 2-3 such beds should be planned in new establishments.</li><li>• Remand prisoners require to be escorted to, from and during visits to the healthcare clinics.</li><li>• Based upon 2006 statistics, 5 % of remand prisoners will make a request for a clinic visit on an average day; 80% of the remand prisoners are on some form of medication and 25% on a psychotropic medication.</li><li>• Since managing the use of medications is an important health care and security concern, location of medication distribution points is a major adjacency issue.</li></ul>        |
| Catering and Food Service | <ul style="list-style-type: none"><li>• Daily meals play an important role in the day for remand prisoners – evidenced by the fact that 95% of prisoners eat nearly every meal. Remand prisoners eat in their own accommodation blocks, avoiding the need for additional escorts to a central dining facility. Catering staff do, however, require to transport and serve the meals to the housing blocks.</li><li>• Dining for remand prisoners should be located in the housing wings; preferably in a specifically designated area in the association space.</li><li>• An entire wing (60 prisoners) could dine together at one time, requiring seating and table space for 60. A minimum of 30 minutes should be allowed for the meal.</li><li>• The time between preparing and serving the food will be influenced by the method of serving. A maximum time lapsed between preparation and service should be 45 minutes.</li></ul>                |

### 3.2.8 Sub Standard Support Accommodation (cont'd)

- Programmes
- Due to the relatively short period of confinement, programmes for remand prisoners will be based more upon the reduction of idleness than on treatment and skills development, although approximately 20 voluntary and full-time staffed programmes addressing re-offending are currently available at Maghaberry. However, the focus for planning should be upon recreation, limited academic programming, and visits.
  - At least 12 hours per day of structured sports activities should be planned so that 50% of the remand population has the opportunity for structured recreational time every two days, weekends excluded.
  - Prisoners should be allowed a minimum of two hours of structured recreation time each period.
  - The maximum number of remand prisoners participating in structured recreational activities at one time is 60. Based on a 12-hour recreation day and a two hour timeframe per period, 360 prisoners could receive structured recreation each day.
  - The sports hall should be designed to accommodate 4-5 different types of activities at one time. Supervision should be based upon a staffing ratio of one staff person per 15 prisoners. Based on 60 prisoners, at least four staff should be present in the sports hall.
  - Approximately 20%, or 160 prisoners, can be expected to participate in structured academic education programmes that will typically be offered during a six hour period each day in the house block.
  - Any structured instruction at the house block should be based on no more than six students per class.
  - Academic education programmes are likely to be based upon developing basic reading, writing, and ciphering skills.
- Prisoner Support
- Family visits are strongly encouraged for remand prisoners.
  - The maximum number of prisoners allowed in the visit hall at one time would be 60. If each prisoner has three visitors, the total number in the visits hall would be 240 (60+60X3). Based upon security concerns, this number could be controlled to no more than 120 by dividing the visits hall into two adjacent spaces.
  - Since remand prisoners must be escorted, a one hour visit would require a total of one hour and thirty minutes, or more, away from the housing wing.
  - Based upon a 30-minute time from visitor processing to arrival in the visits hall, space should be provided in visitor processing for at least 90 visitors at one time (50% X 180).
  - Faith-Based programmes are strongly supported throughout the prison system requiring provision of a suitable multi-faith space with classroom space to accommodate religious studies.
  - Attendance at religious services for remand prisoners is traditionally lower than the sentenced population. A typical attendance would be 15-25, with up to twice that number on religious holy days. Religious study rooms would typically accommodate 6-8 prisoners plus a leader.

### 3.2.8 Sub Standard Support Accommodation (cont'd)

- |                   |         |   |
|-------------------|---------|---|
| Prisoner (cont'd) | Support | <ul style="list-style-type: none"><li>• Non-Statutory groups play a significant role in the daily routine of remand prisoners. Drug and alcohol counselling are provided by non-statutory groups along with support to the chaplaincy services.</li><li>• Provision for support organisations should be rooms large enough to seat 6-8 prisoners and 2-3 volunteers. The space should be easily viewed by a roving security officer.</li><li>• Planning for laundry services should be based upon a standard of 2.0 – 2.5 kilos per prisoner per week.</li></ul>  |
| Trades            |         | <ul style="list-style-type: none"><li>• Based upon average statistics, adjusted in proportion to the current number of remand prisoners, orders for maintenance work equate to an average of one order per 27 remand prisoners per workday.</li><li>• Current staffing ratios equate to one maintenance staff per 29 prisoners.</li><li>• Based upon the projected remand population, average ratios would predict an average of 30 maintenance requests per day for the remand population in the future.</li><li>• A design guideline of 4.5 – 5.0 m<sup>2</sup> per prisoner is appropriate for the purposes of planning the trades component for remand prisoners.</li></ul> |

#### Sentenced Prisoners

3.2.8.6 Security for sentenced prisoners at Maghaberry and Magilligan is more staff intensive than that of remand prisoners due to the larger numbers of sentenced prisoners and the increased daily programme activities. Prisoner transfers, medical and occasional court appearances, all require additional staff and vehicular resources. The main gatehouses all receive increased traffic for food service, workshop, and supply deliveries.

3.2.8.7 Relevant research information in relation to the needs of sentenced prisoners, in the context of planning for a new prison, is as follows :

- |            |   |
|------------|---|
| Security : | <ul style="list-style-type: none"><li>• As noted elsewhere, all remand and sentenced prisoners initially arrive at Maghaberry, dictating the overall requirements for the receptions area. A proposal which separated the remand and sentenced populations into alternative establishments would enable the receptions area to be sized accordingly.</li><li>• Approximately 1,800 sentenced prisoners arrive in Maghaberry's reception area each year (approximately 7 per working day).</li><li>• Within a sentenced prison, limited demand would be placed upon the gatehouse for court transfer vehicles or transfer to community hospitals.</li><li>• The majority of sentenced prisoners are permitted to move to activities without an escort – the design of a new sentenced prison should permit easy surveillance and casual supervision of the movement.</li><li>• Consideration could be given to limiting the use of dogs for drug and other detection as a part of the security force (24 dogs are currently used per day).</li></ul> |
|------------|---|

### 3.2.8 Sub Standard Support Accommodation (cont'd)

- |                           |  |
|---------------------------|--|
| Accommodation             | <ul style="list-style-type: none"><li>• The maximum size of a wing within a house block should be 60 prisoners held largely in single cells.</li><li>• The maximum size of a landing should be 30, but alternative design solutions may render the traditional concept of a landing being the defining basis for developing staffing models inappropriate.</li><li>• The association or dayroom space should be designed to accommodate up to 60 prisoners at one time and be based upon 3.0 – 3.5 square meters per prisoner.</li><li>• The daily regime for sentenced prisoners should include no more than 12 – 14 hours per day of “locked time” in cells. The remaining time could be spent partly in structured educational and work assignments in other locations in the prison. Leisure activities in the dayroom, visitation, sports activities, trips to court, and other planned activities should be in addition to the structured regimes. The aim is to achieve from 12 to 14 hours per day of out-of-cell time, including 4-6 hours out-of-house block time per week day, for all except prisoners on disciplinary confinement. Based upon existing operations, a sentenced prisoner will average leaving the wing four times per day for structured activities or recreation.</li></ul> |
| Health Care               | <ul style="list-style-type: none"><li>• Based upon 2006 statistics, less than 2 % of sentenced prisoners will make a request for a clinic visit on an average day; 80% of the sentenced prisoners are on some form of medication and 25% on a psychotropic medication.</li><li>• Since managing the use of medications is an important health care and security concern, location of medication distribution points is a major adjacency issue.</li><li>• Long term health care needs for the sentenced population is likely to come under pressure due to the ever aging population. As the system expands, special housing will potentially be required for the medically infirm and the mentally disturbed. Long term planning will be essential.</li><li>•</li></ul>   |
| Catering and Food Service | <ul style="list-style-type: none"><li>• Dining for sentenced prisoners could be located centrally, offering the potential to reduce costs and enhance the efficiency of the food service programme.</li><li>• 120 – 150 prisoners could dine together at one time with prisoners dining by wing or less formally, dependant upon the specific regime. A minimum of 30 minutes should be allowed for the meal, although many prisoners will require less time.</li><li>• Centralised dining offers the advantage that the time between preparing and serving food can be reduced, improving staff efficiency as a consequence.</li><li>• If a de-centralised dining service method is chosen, a maximum time lapsed between preparation and service should be 45 minutes.</li><li>• The kitchen should be designed to store three days of food supplies inside the secure perimeter.</li></ul>  |

### 3.2.8 Sub Standard Support Accommodation (cont'd)

#### Programmes

- Programmes for sentenced prisoners require to be much more extensive than for remand prisoners. Programmes for sentenced prisoners are based upon an aim to reduce re-offending by better preparing the prisoner for a return to the community. Therefore, the focus for planning should be upon education, counseling, work assignments.
- At least 12 hours per day of structured sports activities should be planned thereby enabling 1/3 of the sentenced population to have access to structured recreational time every day, weekends included. This would be in addition to unstructured activities at housing wing courtyards.
- For structured recreation time, sentenced prisoners should be permitted up to 3 hours each period.
- The maximum number of sentenced prisoners participating in structured outdoor recreational activities at one time would be 120. Based on a 12-hour recreation day and a three hour timeframe per period, 480 prisoners could receive structured outdoor recreation each day.
- The sports hall should be designed to accommodate 4-5 different types of activities at one time. Supervision should be based upon a staffing ratio of one staff person per 15 prisoners. Based on 60 prisoners, at least four staff should be present in the sports hall.
- Educational programming focuses on the basic skills levels of literacy, numeracy, employability and personal development.
- Presently approximately 50% of sentenced prisoners participate in academic education programmes. This figure should increase as greater emphasis is placed on GSCE curriculum and if educational programme participation becomes mandatory instead of optional.
- The classroom size of 8 – 10 is important to maintain for maximum learning opportunities.
- At any new facility, the academic educational programme should be considered separate from vocational training which is more linked to workshops.
- Approximately 35%, or 500 prisoners, can be expected to participate in structured academic education programmes that will typically be offered during a five hour period each day in the house block. Assuming two academic sessions per day (morning and afternoon), at a classroom size of 10, this would translate to a need for 20-25 classrooms. Recognising the space, staffing, and cost implications of this participation level, three daylight and one evening sessions may be necessary to reduce the classroom requirement to 16-20.
- Approximately 30%, or 450-500 sentenced prisoners, can be expected to participate in structured vocational training programmes that will typically be offered during a 6 hour period each day. Assuming two training sessions per day (morning and afternoon), at a classroom size of 10, this would translate to a need for 20-25 vocational classrooms.
- Some of the vocational training needs for trades-related certification could be accomplished in conjunction with the workshops or as staff to the professional trades teams in the prison.
- For computer-based skills training, cell-based, self-paced programmes should be considered to reduce the need for classrooms.

### 3.2.8 Sub Standard Support Accommodation (cont'd)

#### Workshops

- Every sentenced prisoner that desires a job in prison workshops should be afforded the opportunity. However, obtaining this goal is a function of the availability of production opportunities that can be accommodated in a prison setting, skilled supervisors, and skill sets amongst prisoners that can match production needs.
- Future planning should assume that the currently participation rate of approximately 15%, or 200-250 sentenced prisoners, could be accommodated in structured workshops that will typically be offered during a 6-7 hour period each day. The number of workers could be greater, but based upon the current rate of 15 per workshops, 15 spaces would be required.
- The design of the workshop space should be flexible enough in area, height, and configuration to accommodate a variety of production types.
- Due to security, access for deliveries and shipments, and storage requirements for the workshops, a separate structure should be considered for the workshops.
- Space should be provided in the workshops building for display of products; prisoner and staff dining; and security scanning for all prisoners entering or leaving the workshop complex.

#### Prisoner Support

- Contact with families through regular visitation is an essential component of a normalized regime and preparation for release from prison. NIPS encourages visitation and allows opportunities for weekly visits.
- Attendance at religious services for the sentenced prisoners is slightly higher than the remand population. A typical attendance at a congregational gathering would be 20, with up to twice that number on religious holy days.
- Religious study rooms would typically accommodate 6-8 prisoners plus a leader.
- While the chapel should be capable of accommodating all faiths, the planning should include storage capability for each recognized denomination. The chapel should be a dedicated space. However, for large high holy day services, the visits hall could serve as a temporary chapel to accommodate larger congregations of prisoners, visitors, and volunteers.
- Non statutory groups play a significant role in the programming for sentenced prisoners. Drug and alcohol counselling is provided by non-statutory groups along with support to the chaplaincy services.
- Provision for support organisations should be rooms large enough to seat 6-8 prisoners and 2-3 volunteers. The space should be easily viewed by a roving security officer.
- Psychologists provide services and programmes to the sex offenders and those needing life skills training and probation staff assist with the resettlement plans and courses. Classroom space must be available for these services.
- NIPS anticipate that the requirement for offending behaviour programmes will increase significantly over the next 15 years and that a combination of central and de-centralised spaces will be required to meet the need in a variety of group and individual settings.

### 3.2.8 Sub Standard Support Accommodation (cont'd)

- |                   |         |   |
|-------------------|---------|---|
| Prisoner (cont'd) | Support | <ul style="list-style-type: none"><li>• With as many as 450 sentenced prisoners participating in offending behaviour counselling programmes, and the need for prisoners to see a case manager at least once per week, space to accommodate 90 prisoners in a single day should be provided.</li><li>• Based upon 6 hours of counselling being available per day and 90 possible prisoners, each hour could involve 15 prisoners which could be a combination of 10 in a group session and five in individual counselling. If prisoners require more than one session per week, then additional group and individual counselling rooms should be provided.</li><li>• Planning for laundry services should be based upon a standard of 2.0 – 2.5 kilos per prisoner per week.</li><li>• Consideration should be given to establishing one central laundry for the entire system and using the central laundry as one of the prison workshops.</li></ul> |
| Trades            |         | <ul style="list-style-type: none"><li>• The current 11,300 maintenance functions that are performed by trades staff each year could double with the addition of 600-700 new bedspaces. However, if existing maintenance-intensive buildings (e.g. the “H”-blocks at Magilligan) are replaced, the number of functions to be performed could potentially be halved.</li><li>• Design for future trades shops should be capable of meeting the needs of an increasing amount of electronic-based systems.</li></ul>   |
| Administration    |         | <ul style="list-style-type: none"><li>• Consideration could be given to locating the prison administration component outside the secure perimeter, particularly in light of the relatively infrequent access by prison staff.</li><li>• The number of administrative staff based on current experience for 700 new sentenced prisoners could be between 60 and 70.</li><li>• Based on 75% of staff requiring an assigned day locker, the number of new lockers could range between 300 and 400.</li></ul>   |

### 3.2.9 Dispersal and Flexible Capacity

As noted elsewhere, the Northern Ireland Prison estate is limited to three establishments, one of which accommodates female and young offenders only. Accommodation for adult male prisoners is therefore limited to either Maghaberry or Magilligan.

Prisoner categories in Northern Ireland are summarised as follows : Remand, Sentenced, Lifers, Immigration Detainee, Separated, Fine Defaulter and Non-Criminal. Within these categories, separated prisoners cannot be moved between establishments due to the need for dedicated high security accommodation. In addition, remand prisoners cannot be moved due to the need to remain in close proximity to the Belfast courts. It would not be practicable or cost effective to hold fine defaulters, most of whom are in prison for only a few days, at Magilligan on account of the increased transport and other costs that would be incurred.

HMCIP (2006) and NIPS have concluded that life sentence prisoners need to have progression within their sentence. In recent times, the opening of Martin House and Wilson House in Mourne House and the longer term potential to move some life sentence prisoners to Magilligan all clearly indicate a need for greater operational flexibility. Maghaberry, in short, cannot offer enough and transfer.

The more establishments there are, the greater are the opportunities to separate and transfer prisoners in the interests of good order and control. In addition, the progression opportunities that can be developed for longer sentence prisoners are more varied. The operational arguments against holding the majority of adult males on a single site are listed as follows:-

- A high risk environment could develop with little opportunity for the necessary culture changes to take place
- The site would become significantly more complex to manage
- Estate liable to copycat disorder by prisoners and deficient in the means to control troublesome prisoners.

Geographical separation is essential. As noted above in paragraph 3.2.7.3, a dispersal availability for all Cat B prisoners in any new or replacement establishment is essential.



### 3.2.10 Prisoner Regimes

3.2.10.1 Individual prisoner groups within the adult male estate are provided with different regimes, reflective of their needs whilst serving out sentences in prison. In seeking to define regime needs, it is useful to define the characteristics of the main categories of prisoner.

#### Remand Prisoners

- Remand prisoners are often in prison for a short period of time and can be released or sentenced at relatively short notice. As such, there is no requirement for remand prisoners to undertake constructive activity and therefore education / workshop facilities etc are generally not offered.
- Remand prisoners seeking activity will tend to be offered orderly duties, attend computer classes, perform charity work etc
- The regime is generally centred upon house based activity with access to gym facilities
- Remand prisoners are considered the most vulnerable and also the most unpredictable category of prisoner – greater incidences of self-harm and suicide occur within this group. As such, the Prison Service seek to maximise the amount of time spent by remand prisoners out of their cells e.g. visits, legal visits, gym facilities etc
- Remand prisoners are entitled to a proportionately greater number of visits than other categories of prisoner

#### Sentenced Prisoners

- Sentenced prisoners tend to be more settled and therefore a greater degree of stability exists.
- NIPS statistics indicate that approximately 65 – 70 % of sentenced prisoners have literacy and numeracy difficulties
- Sentenced prisoners like predictability and will therefore seek to maximise their personal benefits via the regime e.g. seeking a job to earn money to spend at the tuck shop, or to earn more visitation time etc.
- Amongst sentenced prisoners, it is important that the regime is well embedded, thereby allowing prisoners to complete their sentence(s) in a structured manner – the NIPS PREPS scheme is designed to facilitate this.

#### Life Sentence / SOSP Prisoners

- Whereas sentenced prisoners are aware of the length of their sentence, life sentence, SOSP and the future ICS prisoners will have indeterminate sentences
- Following introduction of the Life Sentences (NI) Order, life sentence tariffs are now considerably longer than previous
- Initial priorities within the Prison Service are to 'stabilise' the prisoner during the early years of serving a life sentence
- Life sentence planning is based upon an annual prisoner report to review progress
- The Life Sentence Review Commissioners have a statutory obligation for directing the individual regime needs of this category of prisoner, although implementation is the responsibility of the Prison Service

### 3.2.10 Prisoner Regimes (cont'd)

3.2.10.2 Prisoner regimes are, and will be, directly affected by a number of factors :

Establishment Size	<p>The risk of regime predictability / reliability increases at the same time as increases in the number of prisoners. A shortfall in staffing, for example, will result in a re-distribution of staff, and therefore a reduction in other services such as visits, recreation time, workshops etc. This will in turn, impact directly upon prisoner resettlement.</p> <p>Within a large prison, there will be a requirement to recruit a significant number of staff to provide the necessary support services. Failure to attract the required number of staff will result in an inability to provide appropriate prisoner regimes. This is likely to be more of an issue in geographical areas which are remote from the main centres of population.</p> <p>In the context of a failure to be able to provide education or other programme facilities, precedents exist where prisoners can initiate a Judicial Review or a Human Rights Challenge, particularly where their release is dependent upon completion of appropriate programmes.</p>
Sentencing Framework	<p>Proposed changes in the Sentencing Framework (paragraph 3.2.5) will see the introduction of Parole Commissioners and increasing levels of prisoner review. This will, in turn, necessitate the recruitment of additional specialist staff. Failure to recruit the necessary staff is not an option.</p>
Life Sentence / SOSP Prisoners :	<p>Despite tariffs now averaging around 13 ½ years, the lack of specialist resources e.g. psychologists etc. restrict the amount of offence related work prior to around 3 years before release.</p>

### 3.2.11 Needs Summary

Based upon the foregoing, the Business Needs are summarised as :

(i) Existing Population and Capacity

- Insufficient accommodation currently exists for the adult male prisoner population in Northern Ireland. At 12<sup>th</sup> November 2007, the total population was 1,243 prisoners compared with a CNA of 1,260 cells.
- NIPS believes in an ethos of single cell occupancy. The current shortage of cellular accommodation will not permit same, evidenced by the fact that 300+ prisoners at Maghaberry are currently 'doubled'.
- Whilst additional cellular accommodation is currently being constructed at Maghaberry and Magilligan, the 180 additional cells being provided between the establishments will address immediate shortages only.

(ii) Prisoner Population

- As a consequence of sustained growth in the adult male population, existing accommodation within the Northern Ireland estate is dominated by overcrowding. Recent reports by the National Audit Office have demonstrated that overcrowding disrupts work being undertaken to prevent re-offending whilst also undermining good order, security and proper running of planned regimes.
- A range of scenarios have been tested by NIPS in order to determine the long term prisoner population in Northern Ireland. Long term projections would indicate that growth will continue at the rate of 5 % per annum to 2009 and 4 % per annum thereafter.
- Growth projections are supported by a number of factors which will clearly impact upon the number of prisoners. Factors include removal of the automatic right of remission, the Life Sentences (NI) Order and societal changes.
- Based upon the foregoing, 15 year projections indicate a shortfall of approximately 842 cells by 2022. This shortfall assumes all of the existing accommodation is fit for purpose which it is patently not.

(iii) Review of Security Categorisation

- The majority of adult male prisoners in Northern Ireland are currently categorised as medium (or high) risk partly as a consequence of the majority of prisoners currently being accommodated at Maghaberry.
- The implementation of alternative means of categorising prisoners is forecast to significantly reduce the number of medium and high risk prisoners, permitting a more balanced distribution of prisoners around the estate.
- On the basis that accommodation has historically been designed to accommodate the highest category of prisoner, the reduced number of high and medium risk prisoners will permit development of accommodation which is more appropriate to prison needs.
- Changes in the risk categorisation of prisoners will create an opportunity to reduce staff to prisoner ratios, resulting in significant economies for NIPS.

### 3.2.11 Needs Summary (cont'd)

(iv) Sub Standard Cellular Accommodation

- Accommodation at Magilligan has been the subject of ongoing adverse criticism from HMCIP. The semi-temporary nature of much of the existing accommodation is wholly unsuitable. Taken together with the absence of in-cell sanitation in the existing H-Blocks, the prison is in need of wholesale replacement.
- Insufficient accommodation currently exists at Maghaberry. The prison was originally designed to accommodate 450 prisoners whereas the population at 12<sup>th</sup> November 2007 was 831. Significant investment is required in the provision of support facilities to meet the increased population.

(v) Sub Standard Support Accommodation

- Based upon the independent report compiled by CGL, summarised at paragraph 3.2.9, research based evidence has identified significant needs in relation to the planning of new establishments.

(vi) Operational Flexibility

- Limitations on the current male estate, arising from the shortage of accommodation and existing risk classification of prisoners does not permit movement of many prisoners between establishment. As a consequence, the estate has become increasingly complex to manage with the added risk of a high risk environment being created.
- Contrary to HMCIP recommendations, limited opportunity currently exists for progression for life sentence prisoners.

### 3.3 Strategic Benefits

The strategic benefits associated with this project are numerous. The main benefits are summarised as follows :

Long Term Accommodation Needs	The scope of works proposed within each of the options addresses the projected <b>additional</b> cellular and support accommodation needs over a 15 year period at each of the adult male establishments, set in the context of an increasing prisoner population.
Security Categorisation of Prisoners	The proposal to undertake a fundamental review of prisoner risk classification will seek to significantly reduce the complexity of the existing adult male estate. Not only will the review enable the provision of accommodation and staffing regimes which better reflect prisoner needs, but greater opportunities for flexibility and reduced costs will exist.
Risk Management / Dispersal	The development of an adult male estate which will facilitate the transfer of suitable categories of prisoner between establishments will allow a widening of the prisoner categories accommodated at each location. Accordingly, the ability to transfer prisoners will serve to reduce the extent of the existing highly complex prison estate, Maghaberry in particular. As the adult male estate becomes less complex, staffing efficiencies are capable of being introduced which will contribute positively to the target of reducing CPPP.
Staff / Prisoner Engagement	The design of all replacement accommodation will be based upon a greater element of staff and prisoner engagement, adopting the precedent established by the RTU accommodation currently being provided at Maghaberry and Magilligan. Increased staff and prisoner engagement is in line with the Healthy Prisons Agenda and will also contribute towards the general improvements in efficiency which are being targeted.
Staff Efficiency	The design of the new accommodation would foster greater staff efficiencies thereby contributing positively to target reductions in CPPP.
Progression	As noted within HMCIP's 2006 report, life sentence prisoners must have progression within their sentence. The strategic options being considered for the project seek to introduce varying types of accommodation, thereby incentivising prisoners to progress towards the lowest categories of risk.

### 3.4 Strategic Risks

The following strategic risks have been identified for this project :

Accommodation Needs	Physical accommodation needs and the distribution of prisoners throughout the NI prison estate have generally been based upon a forecast prisoner population increase of 4 % per annum. Accommodation needs are also based upon forecast changes in the prisoner risk categorisation arising from a process which has been <b>limited</b> , until now, to representative samples only.
Delivery Timescale	Short to medium term planning will require to ensure that the necessary accommodation can be provided within a timescale to meet the projected accommodation shortfall set out at paragraph 3.2.5 above. In light of the significant resource which will be required to deliver the project(s), comprehensive project management arrangements will require to be initiated from an early stage.
Staff Associations	The proposed project will involve the construction of significant new accommodation blocks, in the form of cellular accommodation and support facilities. Consistent with other projects which involve the provision of new cellular accommodation, NIPS will seek to introduce operational changes to the manner in which prison officers undertake their role e.g. prisoner engagement. The project will also propose to introduce greater staff efficiencies. Active engagement with staff associations will be conducted with a view to early agreement on all relevant issues.
Resource Availability	Construction activity in the Northern Ireland market is forecast to become buoyant over the short term. This may have an impact upon the capital cost and speed of project delivery. The availability of adequate Project Management resources, either via the Public or Private Sector, are also considered to be risks which have the potential to impact upon project delivery.
Failure to Proceed	Failure to proceed would have the following implications for NIPS: <ul style="list-style-type: none"><li>• Increasing shortfall in accommodation for the rising prisoner population leading to increased tensions amongst staff and prisoners due to levels of doubling which are becoming unsustainable</li><li>• The creation of an increasing complex prison estate as a consequence of the inability to plan for appropriate distribution of prisoners following completion of the risk re-classification process</li><li>• Unavailability of decant accommodation to permit essential refurbishment and/or capital improvement projects</li><li>• Shortage of additional contingency accommodation</li><li>• Continued criticism from HMCIP and other informed bodies</li><li>• Risks arising from poor accommodation</li></ul>

## 4.0 AIMS AND OBJECTIVES

### 4.1 Introduction

This section lays out the scope of the proposed project, the aim, the key objectives against which project success will be measured, and relates the aim to the key business objectives. Constraints and dependencies are also considered.

### 4.2 Scope

The scope of the proposed project is the provision of sufficient prison accommodation to meet both projected increases and changes in the composition of the adult male prisoner population over the 15 year period to 2022. Specifically, accommodation needs includes both cellular accommodation and essential support infrastructure. The needs of female prisoners and young offenders are excluded from this project and will be the subject of separate Business Cases where required.

The options range from continuing to use existing accommodation, with prisoners being accommodated within accommodation which is unfit for purpose and designed for significantly lower levels of occupancy, to the development of entirely new prison establishments at alternative sites in Northern Ireland.

The project is considered to be of high importance in that the existing accommodation at Magilligan in particular, is unfit for purpose and in need of wholesale replacement. Certain elements of accommodation at Maghaberry are also considered to be unfit for purpose. Existing accommodation at Maghaberry is currently defined as being 'very overcrowded' to the extent that there is a severe shortage of accommodation for new committals. Whilst the immediate shortage of accommodation will be addressed following completion of new contingency cell blocks, medium to long term projections highlight a further shortfall of at least 102 cells by 2012 and at least 842 cells by 2022. These projections relate to cellular requirements and make no allowance for the need to place prisoners in accommodation suitable to their risk category. Accordingly, and given that much of the existing accommodation is also unfit for purpose, the requirement for new cells is likely to be greater than these projections.

### 4.3 Aim

The aim of the project is to provide cellular accommodation for approximately 2,300 prisoners, aspiring to the single cell ethos, together with essential support accommodation, by 2022 thereby meeting forecast increases in the Northern Ireland male prisoner population. The project aims to ensure maximum flexibility within the adult male estate enabling the transfer of prisoners between establishments should the need arise. The project also aims to provide contingency accommodation and the ability to respond to extremes in prisoner population without the need for excessive doubling, whilst also retaining separation of prisoner categories.

The project seeks to address the differing accommodation and staffing needs which arise from changes in risk categorisation of prisoners, contributing positively to a more flexible prison estate and the strategic objective of reducing CPPP (cost per prisoner place).

#### 4.4 Objectives

4.4.1 The primary objective of this project is to provide sufficient cellular and support accommodation to meet the expected adult male prison population within Northern Ireland based on a 15 year planning horizon (current projections of 2300 – 2700 adult male prisoners by 2022). The strategy must ensure :

- Sufficient cellular and support accommodation to meet the short term needs
- Opportunity to deliver phased modular approach to development, if so desired, to at least match the year-on-year population projections
- All separated prisoners are accommodated within a single establishment (to avoid complication of regime management across the system)
- Remand prisoners should, in so far as practicable, be located within a single establishment whose location is sited so that it affords feasible daily operational accessibility to the Courts and Criminal Justice System
- Facilitates the provision of resettlement programmes to reduce re-offending in line with the healthy prisons agenda, Human Rights and Section 75 legislation.
- Provides safe and secure physical levels of security appropriate to the needs of the population
- Promotes opportunity, through well considered design solutions, to drive operational efficiencies.
- Provides appropriate operational flexibility by facilitating opportunity to transfer ‘Sentenced integrated prisoners’ to alternative establishments if the need arises.
- Aspire to the single cell ethos with the provision for a reasonable number of double facilities for those prisoners who require it.
- Support the dynamic staff deployment model and maximizes opportunity for staff and prisoner engagement.
- All establishments are appropriately sized, having due regard to the category and type of inmate(s) to ensure they reflect best practice capacity standards for UK jurisdictions
- Promote the need to reduce operational complexity, across the adult male estate, to levels comparable with other UK jurisdictions.
- Provide a dispersal capability in a second establishment

4.4.2 Secondary desirable objectives include the following:

- To facilitate delivery of the evidence based estates priorities as set out within the NIPS Estates Strategy
- To maintain appropriate levels of security whilst recognising the need to treat prisoners with humanity and dignity
- To provide a safe working environment for staff, prisoners and others that may be affected by activities of NIPS and to promote the health of all prisoners
- To ensure that the supervisory and custodial sentences imposed on offenders by the courts are delivered appropriately to protect the people of Northern Ireland and help reduce the risk of re-offending
- Support the Resettlement Programme and where necessary permit ease of access for visitation.
- To reduce the operational complexity of the existing prison at Maghaberry (as referred to consistently by HMCIP) to levels comparable with other UK jurisdictions
- To provide sufficient contingency accommodation arrangements in the event of the sudden loss of the largest accommodation block (to facilitate refurbishment, fire, riot etc)



#### 4.4 Objectives (cont'd)

- To minimise disruption to ongoing activities of the Prison Service during the construction process
- To maintain staff and visitor safety throughout the adult male estate
- To maximise staff attendance, promote and support staff welfare, health and morale
- To be recognised as a model of good practice in dealing with prisoners

#### 4.5 Contribution to Key Strategic Objectives

Objectives for the Northern Ireland Prison Service are defined within the 2007 – 2010 Corporate Plan. This project will contribute to key objectives as follows :

Key Objective	Contribution
To maintain a proportionate level of security for all those in our custody, whether in a prison establishment, at court or elsewhere	As a consequence of the review of prisoner risk categorisation, the project will redefine the nature of accommodation which is appropriate to various prisoner categories. Not only will this have implications for the physical estate but it will also impact positively upon the levels of staffing required and also the manner in which staff / prisoners engage with each other.
To maintain a humane and caring environment where all persons are safe and to promote and improve the health and social well being of all.	New accommodation will engender more active engagement between staff and prisoners and will also relieve the existing shortfall in accommodation. Replacement of all accommodation at Magilligan will address all of the health and social well being issues which currently exist at the site.
To assist family reintegration and help reduce re-offending by providing prisoners with relevant skills, activities, services and resettlement programmes.	The scope of the project actively seeks to address the provision of adequate support facilities for projected increases in the adult male population in accordance with the Healthy Prisons Agenda and Resettlement Programme.
To continue to develop a workforce plan to meet our staffing needs and reduce our costs	The development of new accommodation which encourages greater engagement between staff and prisoners and is designed to reflect appropriate risk categories will result in a reduction in staff ratios. New accommodation will be based upon modular layouts which have been optimised to suit preferred staff to prisoner ratios and other efficiencies.
To maximise staff attendance, promoting and supporting staff welfare, health and morale	The provision of adequate support facilities throughout the adult male estate will extend to staff health and welfare facilities. Support accommodation needs have been benchmarked against other prisons throughout the UK and Ireland to ensure that new accommodation is provided in line with established best practice. Morale will be significantly improved by virtue of modern accommodation and appropriate staff deployment to reflect prisoner risk.

4.5 Contribution to Key Strategic Objectives (cont'd)

Key Objective	Contribution
To improve value for money, and reduce the cost per prisoner place	Staff to prisoner ratios have been the subject of ongoing review within the NIPS. All new accommodation will seek to adopt the precedents which have been implemented within other accommodation projects, together with efficiencies likely to arise from changes in the risk classification of prisoners. Taken together with operational efficiencies arising from new buildings, a positive contribution towards reducing CPPP is expected.
To increase the professionalism and use of best practice in support functions	The early stages of the project have adopted best practice via input from the Strategic Investment Board and a team of external experts in prison design / advisory services. Implementation is likely to necessitate the appointment of an independent Programme Manager, with continued support from the SIB, to ensure best practice in design and procurement.
To develop the Prison Service estate in line with business and strategic need.	The provision of additional accommodation at Maghaberry and Magilligan is defined within the Estates Strategy 2006 – 2016. Failure to develop the estate in line with the need would result in insufficient prisoner accommodation in NI.

#### 4.6 Constraints

The following constraints exist for this project :

Staff / Resources	The capacity of Estate Management and other managerial staff to deliver the project(s) due to other work commitments. It is envisaged that project delivery will require the appointment of a Programme Manager and other support resources / consultants.
Interfaces	The project will stand by itself but will report on progress to the SDSG (Strategic Development Steering Group) on an agreed basis.
Magilligan Infrastructure	As noted elsewhere within this document, the existing infrastructure at Magilligan is known to be inadequate for a replacement prison. In the absence of detailed investigations and capacity studies, the appraisal is based upon the assumption that the infrastructure is physically capable of being upgraded within any relevant options.
Staff Associations	The review of security categorisation of prisoners is likely to have an impact upon staff : prisoner ratios. The appraisal has been compiled on the basis that agreement will be reached during the early stages of implementation.
Alternative Site(s)	A number of the proposed options within the appraisal consider the acquisition of a third site to meet the long term needs of the adult male estate. The appraisal therefore assumes that acquisition of a third site is feasible and that if the recommended option, capital would be made available for its acquisition.

#### 4.7 Dependencies

Dependencies are summarised as follows :

- Prisoner population numbers will grow at a rate of 5 % until 2009 and thereafter at 4 % per annum
- The existing adult male population of 1243 will increase to approximately 2268 by 2022.
- The space requirements (in physical terms) for support accommodation will be in accordance with the recommendations of Carter Goble Lee (paragraph 3.2.8)
- The physical requirements for cellular accommodation will be in accordance with the standard modular layouts referred to at paragraph 5.2
- The review of prisoner security categorisation will result in the projected reduction number of prisoners now categorised as medium risk, as described at paragraph 3.2.6.
- The review of prisoner security categorisation will enable a reduction in staff to prisoner ratios, thereby reducing annual staffing costs
- The existing accommodation at Maghaberry, except where the subject of specific design changes to accommodate the projected population, is currently fit for purpose. No allowance has been made for improvement works to existing accommodation.

The dependencies may also inform other needs within the Prison Estate which will be addressed in other Business Cases.

## 5. OPTIONS TO BE CONSIDERED

### 5.1 Introduction

This section identifies the various options to be considered for the provision of adequate accommodation to meet the medium to long term needs in the adult male estate.

### 5.2 Key Issues

The following points are considered essential to note :

#### Magilligan Prison

Options which consider retention of the existing site at Magilligan are subject to a number of limitations :

- Magilligan is located approximately 70 miles from the courts and criminal justice system in Belfast. As a consequence of the excessive travel distances, together with the requirement for regular transportation to the courts, the site is unfeasible for development as a remand prison. This assumption is further evidenced by the increased visit rights for remand prisoners and the fact that the majority of prisoners (and their families) travel from the greater Belfast area. A stated objective of the appraisal is to ‘...permit ease of access for visits and as part of the Resettlement Programme’ and therefore a remand prison in this location would fail to achieve same.
- As a consequence of the remote geographical location of Magilligan, the prison has historically had difficulties in recruiting staff to provide support services e.g. doctors, psychologists etc. All options which propose increases on the existing capacity, are likely to experience sustained difficulties in delivering support services.
- The existing site at Magilligan is longitudinal in nature, spread over an area of approximately 84 acres. However, in seeking to keep prisoner movements, prisoner officer escorts and staffing ratios to a minimum, development over the entire site is not considered to be sustainable. Options for Magilligan have therefore been based upon accommodation being provided around a central support area (Appendix G).
- Options for Magilligan propose the acquisition of a small area of land from the MoD for the purposes of diverting the existing access, thereby optimising the site layout.
- Based upon the optimum site arrangements, the maximum number of cells which could be accommodated at Magilligan is 1010, based upon a 3 storey solution. Importantly, the Magilligan site is situated within an area of Special Scientific Interest and a 3 storey solution could potentially contravene Planning Policy in the area.

## 5.2 Key Issues (cont'd)

New Site	During the compilation of the appraisal, NIPS have identified that any proposed new site would require to be at least 70 acres in size. In addition, any remand facility must be accessible to the Courts and Criminal Justice System on a daily basis. As noted within the site research paper (Appendix J) one potential site in Ballymena has been identified.
Separated Prisoners	<p>The primary objective of the Options Appraisal identifies the requirement that all separated prisoners must be accommodated at one site for the following reasons :</p> <ul style="list-style-type: none"><li>• The needs of separated prisoners are unique in that separate support facilities must be provided. Multiple sites having the flexibility to accommodate separated prisoners would result in excessive duplication of facilities.</li><li>• Separated prisoners require a higher staff : prisoner ratio. Effective use of staff is achieved where all separated prisoners are held at one site.</li><li>• Retaining separated prisoners at one location mitigates the risk of prisoners exerting influence on the remainder of the Establishment.</li></ul>
Design of Cellular Accommodation	During the development of the appraisal, the number of cells to be provided at each location has been determined via the adoption of standard modular layouts, based upon efficient design. As such, the number of cells to be provided at each site may vary slightly due to the number of each prisoner type. The use of modular layouts has, through consultation with other Prison Authorities, been established as a Best Practice model.
Prison Size	<p>Definitive guidance on optimum prison size, in design terms, does not currently exist, however the following contributory factors have been identified :</p> <ul style="list-style-type: none"><li>• The remote geographical location of Magilligan creates difficulties in the recruitment of general service grade staff together with psychologists, nurses, teachers and instructors. These difficulties are likely to be exacerbated in the context of a prison which is larger than the current capacity.</li><li>• The average number of prisoners per prison within the Scottish Prison Service is 513 (October 2007). The two largest prisons in Scotland are Barlinnie (design capacity of 1,018 prisoners) and Edinburgh (design capacity of 758 prisoners). The average design capacity for the remaining 11 prisons is 429 prisoners per establishment.</li><li>• Whilst no defined sizes exist for new prisons in England and Wales, criterion applied are 'near to area of need' and 'single category of prison'. Prisons with a capacity which is greater than 800 prisoners in England and Wales tend to be placed in large urban areas, from which the majority of the population emanate. HMPS guidance is to provide prisons which address local need, provide opportunities for working out and permit regular family visits in line with the Resettlement Agenda.</li></ul>

### 5.3 Long List of Options

5.3.1 The following long list of options has been identified for consideration by the Northern Ireland Prison Service as appropriate to this business case.

Option	Description
1	Do Nothing
2	Do Minimum
3	Provide a single replacement prison to house the entire adult male prisoner population (approximately 1800 – 2000 prisoners by 2015)
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan, on existing site; Maghaberry accommodates all prisoner categories; Magilligan houses all sentenced Cat A – D prisoners excluding separated
5	Retain existing prison at Maghaberry and provide new replacement prison on a new site (both prisons capable of accepting all prisoner categories)
6a	Retain existing prison at Maghaberry and provide new replacement prison on a new site. New Site becomes main committal prison housing remand and short stay prisoners and able to house Cat A and separated prisoners. Maghaberry houses all other adult sentenced prisoners including Cat A and Lifers.
6b	Retain existing prison at Maghaberry and provide new replacement prison on a new site. New Site becomes main committal prison, capable of housing all categories of prisoner (Cat A – D) excluding separated. Maghaberry houses all separated and Cat A – D sentenced prisoners..
6c	Retain existing prison at Maghaberry and provide new replacement prison on a new site. Maghaberry remains main committal prison housing remand, short term, separated and Cat A – D prisoners. New Site accommodates life / SOSP, long term and Cat A – D prisoners only)
7	Provide replacement prison at Magilligan and provide new replacement prison on a new site. New Site becomes main committal prison housing remand, separated, Cat A – D sentenced prisoners. Magilligan holds sentenced Cat A – D prisoners. Close Maghaberry.
8a	Provide prison accommodation over 3 sites. Maghaberry is main committal prison housing remand, short-term, separated and Cat A – D prisoners. Magilligan is a Cat B – D prison able to hold all integrated sentenced prisoners. New Site is able to hold sentenced, separated and Cat A – C prisoners.
8b	Provide prison accommodation over 3 sites. Maghaberry is main committal prison housing remand, short-term, separated and Cat A – D prisoners. Magilligan is a Cat B – D prison able to hold all integrated sentenced prisoners. New Site is able to hold sentenced Cat A – C prisoners.
9a	Provide prison accommodation over 3 sites. Maghaberry holds sentenced, separated and Cat A – D prisoners. Magilligan is a Cat B – D prison able to hold all integrated prisoners at appropriate stage of sentence. New Site is main committal prison housing remand, short-term, separated and Cat A – D prisoners.
9b	Provide prison accommodation over 3 sites. Maghaberry holds sentenced, and Cat A prisoners. Magilligan is a Cat B – D prison able to hold all integrated prisoners (including lifers) at appropriate stage of sentence. New Site is main committal prison housing remand, short-term, separated and Cat A – D prisoners.

### 5.3 Long List of Options (cont'd)

Option	Description
9c	Provide prison accommodation over 3 sites. Maghaberry holds separated, sentenced Cat A-D. Magilligan is a Cat B-D prison able to hold all integrated sentenced prisoners. New site is remand with small element of short term sentenced Cat C-D.
10	Provide prison accommodation over 3 sites. New site is a Cat A – C prison able to hold separated and all sentenced prisoners at appropriate stage of sentence. Maghaberry is main committal prison holding remand, separated and Cat A – D sentenced prisoners. Magilligan would hold all sentenced prisoners at Cat B – D.
11a	Provide prison accommodation over 3 sites. Magilligan and New Site both housing all sentenced integrated prisoners Cat A – D. Separated and Cat A only at Maghaberry and New Site. Maghaberry being main committal prison housing remands and short term prisoners Cat A – D.
11b	Provide prison accommodation over 3 sites. Magilligan housing all sentenced B – D. Maghaberry is main committal prison housing remands, short term and separated prisoners Cat A – D. New Site houses all sentenced prisoners Cat A – D.

### 5.4 Long List Appraisal

5.4.1 In the context of the objectives defined at paragraph 4.4, the following criteria have been categorised as Essential to the project :

- Sentenced integrated prisoners must be able to be transferred between at least 2 establishments
- Separated prisoners to be held at one site only

5.4.2 In seeking to evaluate only those options which are compliant with the Essential Criteria set out at paragraph 5.4.1 above, the following matrix compares each option against the objectives.

Option	Able to transfer prisoners	Separated Prisoners on 1 Site	Action
1	x	✓	Eliminate
2	x	✓	Eliminate
3	x	✓	Eliminate
4	✓	✓	Take Forward
5	✓	x	Eliminate
6a	x	✓	Eliminate
6b	✓	✓	Take Forward
6c	x	✓	Eliminate
7	x	✓	Eliminate
8a	✓	x	Eliminate
8b	✓	✓	Take Forward
9a	✓	x	Eliminate

#### 5.4 Long List Appraisal (cont'd)

Option	Able to transfer prisoners	Separated Prisoners on 1 Site	Action
9b	✓	✓	Take Forward
9c	✗	✓	Eliminate
10	✓	✗	Eliminate
11	✗	✗	Eliminate
11b	✓	✓	Take Forward

5.4.3 Whilst Option 1 fails to meet both the primary objectives and the essential criteria for the project, it will be evaluated in detail purely for the purposes of establishing a baseline against which the feasible options can be compared.

5.4.4 For the purposes of clarification, the Do Minimum option is based upon completion of essential works at both establishments in order to ensure statutory compliance. This option is not considered to be feasible on the grounds that insufficient accommodation currently exists at Maghaberry to permit the decant of existing house blocks, thereby preventing the works from being implemented. In addition, achievement of this standard at Magilligan would require complete replacement of the entire establishment. Taken together with the fact that this solution would not permit the transfer of prisoners between establishments, this option can be eliminated from further consideration.

5.4.5 Importantly, the scope of the accommodation which would be provided within option 8b is near identical to that proposed in option 11b – the difference being limited to an additional 60 cells at the new site in option 11b. Accordingly, option 8b has been eliminated from the long list of options but has been considered within the Sensitivity Analysis section of the Options Appraisal.

5.4.6 Based on the outcome of the long list sifting process, the final list of options is summarised overleaf.

Option	Description
1	Do Minimum
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan, on existing site; Maghaberry accommodates all prisoner categories; Magilligan houses all sentenced Cat A – D prisoners excluding separated
6b	Retain existing prison at Maghaberry and provide new replacement prison on a new site. New Site becomes main committal prison, capable of housing all categories of prisoner (Cat A – D) excluding separated. Maghaberry houses all separated and Cat A – D sentenced prisoners.
9b	Provide prison accommodation over 3 sites. Maghaberry holds sentenced, and Cat A prisoners. Magilligan is a Cat B – D prison able to hold all integrated prisoners (including lifers) at appropriate stage of sentence. New Site is main committal prison housing remand, short-term, separated and Cat A – D prisoners.
11b	Provide prison accommodation over 3 sites. Magilligan housing all sentenced B – D. Maghaberry is main committal prison housing remands, short term and separated prisoners Cat A – D. New Site houses all sentenced prisoners Cat A – D.



5.4 Long List Appraisal (cont'd)

5.4.7 For ease of reference, the final list of options are referred to as :

Option	Description
1	Do Minimum
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison

## **6.0 OPTION APPRAISAL**

### **6.1 Option 1 – Do Nothing**

- 6.1.1 This option proposes that no additional accommodation would be provided at either Maghaberry or Magilligan, opting to continue the policy of cell sharing at both establishments for the foreseeable future. Based upon projected increases in the adult male population, additional prisoners could not be accommodated from around 2009 unless a fundamental policy decision were taken to cut prisoner sentences.
- 6.1.2 The 'Do Nothing' option perpetuates the existing deficiencies in the size and condition of the existing accommodation at each establishment. As a consequence of the continued use of cell sharing, tensions are likely to rise amongst prisoners and staff, exacerbated by the perceived better treatment of separated prisoners. Recognising that cell sharing is actively discouraged, further adverse criticism from Her Majesty's Inspector of Prisons and other prisoner interest groups will arise.
- 6.1.3 This option does nothing to address either the increasing male prisoner population or staff concerns over the ability to work within a safe working environment. Given that prisoner numbers are forecast to grow at around 5 % per annum until 2009, and 4 % thereafter, staff complaints and absenteeism are likely to increase significantly.
- 6.1.5 On the basis that overcrowding would continue to worsen, this option would fail to address the need for both operational flexibility i.e. the ability to transfer prisoners within the estate, and the need for contingency accommodation in the case of emergency. On the basis that insufficient accommodation would exist to permit temporary decant of prisoners to facilitate improvement works (e.g. safer cells) and refurbishment works, the Estates Strategy could not be delivered.
- 6.1.6 The inability to transfer prisoners between establishments, particularly in the context of risk re-categorisation, would result in an increasingly more complex prison system in Northern Ireland. Opportunities to contribute positively to the strategic goal of reducing costs per prisoner place would not therefore be available.
- 6.1.7 This option would not address the lack of in-cell sanitation. A serious risk of Human Rights challenges would exist to NIPS.
- 6.1.8 The Do Nothing option would do little to permit reductions in the cost per prisoner place, contrary to NIPS corporate objective.
- 6.1.9 This option fails to meet the objectives of the project in terms of both the extent and condition of accommodation provided and can therefore be eliminated from further consideration. It will, however, be costed purely for the purposes of establishing a baseline against which the feasible options can be compared.

## 6.2 Option 4 – Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site

### Scope

- 6.2.1 This option proposes to retain the existing establishment at Maghaberry and provide a complete new replacement prison on the existing site at Magilligan. In design terms, both establishments would be capable of accommodating all categories of prisoner with the exception of remand and separated prisoners, both of which would be located at Maghaberry.
- 6.2.2 Prisoner categories to be accommodated within the respective establishments are summarised as follows :

Population Type	Maghaberry	Magilligan	New Site
Life / SOSP	✓	✓	
0 – 2 Yrs	✓	✓	
2 Yrs +	✓	✓	
Separated Remand & Sentenced	✓		
Remands (Integrated)	✓		
Cat A Security Classification	✓	✓	

- 6.2.3 Prisoner numbers and types for this option are set out in the following table :

Accommodation	Maghaberry	Magilligan	TOTAL
Cat A – Integrated	96	60	156
Cat A – Separated	96	-	96
Cat A / B – Witness Protection	8	-	8
Cat B / C	1116	780	1896
Cat B / C Reach Unit	-	52	52
Cat C / D – PAU (Belfast)	75	-	75
Cat D – Low Risk	52	100	152
Cat D – Independent Living	24	18	42
<b>TOTALS</b>	<b>1467</b>	<b>1010</b>	<b>2477</b>

- 6.2.4 Based upon the requirement to provide 2,477 cells by 2022, the need for new cellular accommodation can be broken down as follows :

Accommodation	Maghaberry	Magilligan	TOTAL
New Build Cells	879	1010	1889
Existing Cells	588	-	588
<b>TOTALS</b>	<b>1467</b>	<b>1010</b>	<b>2477</b>

## 6.2 Option 4 – Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site (cont'd)

6.2.5 Support accommodation to reflect the needs of the enlarged / replacement establishments within this option are set out in the following table.

Accommodation	Maghaberry	Mourne	Magilligan	TOTAL
Prisoner Reception	2,572 m2	-	303 m2	2,875 m2
Visitation	2,816 m2	172 m2	980 m2	3,968 m2
Prison Administration	4,052 m2	-	3,242 m2	7,294 m2
Security Services	1,575 m2	71 m2	1,071 m2	2,717 m2
Prisoner Services	4,031 m2	26 m2	3,606 m2	7,663 m2
Prisoner Programmes	6,893 m2	2,125 m2	8,131 m2	17,149 m2
Prisoner Support	1,395 m2	264 m2	1,192 m2	2,851 m2
Trades	6,264 m2	488 m2	4,899 m2	11,651 m2
<b>TOTALS</b>	<b>29,596 m2</b>	<b>3,146 m2</b>	<b>23,424 m2</b>	<b>56,168 m2</b>

### Implementation

6.2.6 Implementation of this option would typically comprise (a) a series of independent projects at Maghaberry reflecting the fact that certain works will be entirely new build whereas others will comprise an element of refurbishment and extension; (b) a single contract for the complete replacement of facilities at Magilligan, undertaken on a phased basis to permit working around the existing prison facilities.

### Indicative Timescale

6.2.7 Based upon the proposed scope of works, and for appraisal purposes only, NIPS have assessed the typical construction timetables as :

Years 1 – 3: Construction works at Mourne House

Years 4 – 7: Construction works at Magilligan

Years 8 – 12: Construction works at Maghaberry

### Advantages

6.2.8 Advantages associated with this option can be summarised follows :

- The scope of works does not propose the acquisition of an additional site and would therefore be capable of being delivered without the complications and costs associated with acquiring an additional site
- Various parties would be less likely to create resistance to an option which proposes neither closure no displacement of staff currently employed at Magilligan
- Redevelopment of the Magilligan site will create significant opportunities to introduce greater staff efficiency via effective design of new buildings
- Redevelopment of both establishments, Magilligan in particular, would permit greater provision of prisoner activities and programmes which are directly related to the role of the prison

## 6.2 Option 4 – Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site (cont'd)

### Advantages (cont'd)

- Operational flexibility throughout the adult male estate would be enhanced via the ability to transfer sentenced integrated prisoners between the two establishments
- Retention of existing sites at both Maghaberry and Magilligan will enable the contingency cell accommodation, currently under construction, to be used within the planned establishment
- Opportunities will exist to assess the needs of staff, prisoners and their families and friends in the context of Section 75 legislation

### Disadvantages

6.2.9 Disadvantages associated with this option can be summarised follows :

- Each of the resultant establishments within this option would have populations well in excess of 800 prisoners, and would therefore be designated 'super-prisons'.
- It would not be possible to identify 1000 prisoners who would be ready to be accommodated at Magilligan.
- NIPS could not manage prisons of this size within the existing managerial expertise and competences.
- As a consequence of the large size of the proposed prison at Magilligan, together with the remote geographical location, the prison is very likely to suffer from an ability to recruit adequate numbers of support staff. Service delivery is likely to be compromised as a result.
- The existing infrastructure at Magilligan requires significant capital investment for the purposes of developing new replacement facilities.
- The scale of the proposed prison at Maghaberry would be extremely large, potentially exacerbating previous HMCIP's criticism over the complex nature of the existing establishment
- Compared with an option which proposes three separate establishments, opportunities to introduce greater flexibility are limited.

### 6.3 Option 6b – Retain existing prison at Maghaberry and provide new committal prison on a new site

#### Scope

6.3.1 This option proposes to retain the existing establishment at Maghaberry and provide a complete new replacement prison on a new site located elsewhere in Northern Ireland, typically within 30 miles of Belfast and the courts system. In design terms, the new site would become the main committal prison, housing all remand prisoners together with all other categories of prisoner (Cat A – D) except separated. Maghaberry, on the other hand, would accommodate all separated and Cat A – D prisoners.

6.3.2 Prisoner categories to be accommodated within the respective establishments are summarised as follows :

Population Type	Maghaberry	Magilligan	New Site
Life / SOSP	✓		
0 – 2 Yrs	✓		✓
2 Yrs +	✓		
Separated Remand & Sentenced			✓
Remands (Integrated)			✓
Cat A Security Classification	✓		✓

6.3.3 Prisoner numbers and types for this option are set out in the following table :

Accommodation	Maghaberry	New Site	TOTAL
Cat A – Integrated	96	60	156
Cat A – Separated	96	-	96
Cat A / B – Witness Protection	8	-	8
Cat B / C	1116	780	1896
Cat B / C Reach Unit	-	52	52
Cat C / D – PAU (Belfast)	75	-	75
Cat D – Low Risk	52	100	152
Cat D – Independent Living	24	18	42
<b>TOTALS</b>	<b>1467</b>	<b>1010</b>	<b>2477</b>

6.3.4 Based upon the requirement to provide 2,477 cells by 2022, the need for new cellular accommodation can be broken down as follows :

Accommodation	Maghaberry	New Site	TOTAL
New Build Cells	939	1010	1949
Existing Cells	528	-	528
<b>TOTALS</b>	<b>1467</b>	<b>1010</b>	<b>2477</b>

### 6.3 Option 6b – Retain existing prison at Maghaberry and provide new committal prison on a new site (cont'd)

6.3.5 Support accommodation to reflect the needs of the enlarged / replacement establishments within this option are set out in the following table.

Accommodation	Maghaberry	Mourne	New Site	TOTAL
Prisoner Reception	2,412 m2	-	1,406 m2	3,818 m2
Visitation	2,816 m2	172 m2	980 m2	3,968 m2
Prison Administration	4,052 m2	-	3,242 m2	7,294 m2
Security Services	1,575 m2	71 m2	1,071 m2	2,717 m2
Prisoner Services	4,969 m2	26 m2	2,668 m2	7,663 m2
Prisoner Programmes	11,206 m2	2,125 m2	3,818 m2	17,149 m2
Prisoner Support	1,643 m2	264 m2	944 m2	2,851 m2
Trades	6,263 m2	488 m2	4,899 m2	11,650 m2
<b>TOTALS</b>	<b>34,936 m2</b>	<b>3,146 m2</b>	<b>19,028 m2</b>	<b>57,110 m2</b>

#### Implementation

6.3.6 Implementation of this option would typically comprise (a) a series of independent projects at Maghaberry reflecting the fact that certain works will be entirely new build whereas others will comprise an element of refurbishment and extension; (b) a single contract for the construction of a complete new prison at the new site.

#### Indicative Timescale

6.3.7 Based upon the proposed scope of works, and for appraisal purposes only, NIPS have assessed the typical construction timetables as :

Years 1 – 3:	Construction works at Mourne House
Years 4 – 7:	Construction works at New Site
Years 8 – 12:	Construction works at Maghaberry

#### Advantages

6.3.8 Advantages associated with this option can be summarised follows :

- The proposal to develop a new establishment on a new site will permit optimisation of design efficiency via a review of space standards across the site, particularly when benchmarked against other new establishments which have recently been procured in England and Wales.
- In addition, development of a new replacement establishment will create significant opportunities to introduce greater staff efficiency via effective design of new buildings
- This option proposes to create a new committal prison at the new site and therefore, the site will require to be located within a reasonable distance of Belfast and the criminal justice system i.e. closer than Magilligan. In this context, cost savings are likely to arise from reduced travelling expenses and the like.

### 6.3 Option 6b – Retain existing prison at Maghaberry and provide new committal prison on a new site (cont'd)

#### Advantages (cont'd)

- The proposal to site a replacement prison closer to major centres of population will facilitate the recruitment of support staff.
- Redevelopment at Maghaberry together with the construction of a new establishment would permit greater provision of prisoner activities and programmes which are directly related to the role of the prison.
- Operational flexibility throughout the adult male estate would be enhanced via the ability to transfer sentenced integrated prisoners between the two establishments
- Opportunities will exist to assess the needs of staff, prisoners and their families and friends in the context of Section 75 legislation
- Construction of a new prison on a new site will enable greater consideration of contestability and other similar measures to reduce cost per prisoner place.

#### Disadvantages

6.3.9 Disadvantages associated with this option can be summarised follows :

- As a consequence of the proposal to acquire an additional site, the overall timetable for implementation is likely to become prolonged due to the need to complete the transaction, complete public enquiries and the like.
- In considering the space requirements of a new establishment, NIPS have identified a minimum site requirement of approximately 70 acres. Site acquisition costs are therefore likely to be significant.
- The proposal to close Magilligan is likely to result in significant resistance from many groups.
- It would not be possible to identify 1000 prisoners who would be ready to be accommodated at Magilligan.
- NIPS could not manage prisons of this size within the existing managerial expertise and competences.



#### 6.4 Option 9b – Provide prison accommodation over 3 sites with New Site becoming the main committal prison

##### Scope

6.4.1 This option proposes to retain the existing establishment at Maghaberry and provide a complete new replacement prison on the existing site at Magilligan. This option also proposes to acquire a third site elsewhere in Northern Ireland, typically located within 30 miles of Belfast and the courts system. In design terms, the new site would become the main committal prison accommodating remand, short-term, separated and Cat A – D sentenced prisoners. Magilligan would house all Cat B – D sentenced integrated prisoners at an appropriate stage of their sentence (including lifers). Maghaberry would hold only sentenced and Cat A – D prisoners.

6.4.2 Prisoner categories to be accommodated within the respective establishments are summarised as follows :

Population Type	Maghaberry	Magilligan	New Site
Life / SOSP	✓	✓	
0 – 2 Yrs	✓	✓	✓
2 Yrs +	✓	✓	
Separated Remand & Sentenced			✓
Remands (Integrated)			✓
Cat A Security Classification	✓		✓

6.4.3 Prisoner numbers and types for this option are set out in the following table :

Accommodation	Maghaberry	Magilligan	New Site	TOTAL
Cat A – Integrated	96	-	60	156
Cat A – Separated	-	-	120	120
Cat A / B – Witness Protection	8	-	-	8
Cat B / C	492	540	720	1752
Cat B / C Reach Unit	-	-	52	52
Cat C / D – PAU (Belfast)	75	-	-	75
Cat D – Low Risk	52	100	52	204
Cat D – Independent Living	24	18	-	42
<b>TOTALS</b>	<b>747</b>	<b>658</b>	<b>1004</b>	<b>2409</b>

6.4.4 Based upon the requirement to provide 2,409 cells by 2022, the need for new cellular accommodation can be broken down as follows :

Accommodation	Maghaberry	Magilligan	New Site	TOTAL
New Build Cells	159	658	1004	1821
Existing Cells	588	-	-	588
<b>TOTALS</b>	<b>747</b>	<b>658</b>	<b>1004</b>	<b>2409</b>

#### 6.4 Option 9b – Provide prison accommodation over 3 sites with New Site becoming the main committal prison (cont'd)

6.4.5 Support accommodation to reflect the needs of the enlarged / replacement establishments within this option are set out in the following table.

Accommodation	Maghaberry	Mourne	Magilligan	New Site	TOTAL
Prisoner Reception	1,360 m2	-	197 m2	1,404 m2	2,961 m2
Visitation	2,400 m2	172 m2	638 m2	974 m2	4,184 m2
Prison Administration	2,420 m2	-	2,112 m2	3,223 m2	7,755 m2
Security Services	2,627 m2	71 m2	697 m2	1,064 m2	4,459 m2
Prisoner Services	2,454 m2	26 m2	2,349 m2	2,647 m2	7,476 m2
Prisoner Programmes	5,410 m2	2,125 m2	5,297 m2	3,770 m2	16,602 m2
Prisoner Support	793 m2	264 m2	776 m2	937 m2	2,770 m2
Trades	4,216 m2	488 m2	3,191 m2	4,869 m2	12,764 m2
<b>TOTALS</b>	<b>21,680 m2</b>	<b>3,146 m2</b>	<b>15,257 m2</b>	<b>18,888 m2</b>	<b>58,971 m2</b>

#### Implementation

6.4.6 Implementation of this option would typically comprise (a) a series of independent projects at Maghaberry reflecting the fact that certain works will be entirely new build whereas others will comprise an element of refurbishment and extension; (b) a single contract for the complete replacement of facilities at Magilligan, undertaken on a phased basis to permit working around the existing prison facilities; (c) a single contract for the construction of a complete new prison at the new site.

#### Indicative Timescale

6.4.7 Based upon the proposed scope of works, and for appraisal purposes only, NIPS have assessed the typical construction timetables as :

Years 1 – 3:	Construction works at Mourne House
Years 4 – 6:	Construction works at Magilligan
Years 7 – 9:	Construction works at New Site
Years 7 – 9:	Construction works at Maghaberry

#### Advantages

6.4.8 Advantages associated with this option can be summarised follows :

- The scope of works proposes to provide three separate prisons, the largest of which would provide approximately 1,000 cells. Not only will this create a more manageable prison environment, but greater operational flexibility would exist across the three prisons.
- As a consequence of the manageable prison environment, prisoner programmes and other support services will become more focused to the specific needs of smaller groups of prisoners, rather than catering for a much wider range of needs.

## 6.4 Option 9b – Provide prison accommodation over 3 sites with New Site becoming the main committal prison (cont'd)

### Advantages (cont'd)

- The creation of a third establishment will permit better allocation of prisoner types to the appropriate establishment, thereby ensuring appropriate risk levels are constantly managed.
- As a consequence of the strategic approach to prisoner management via development of a more flexible estate, NIPS will be able to create an environment of dynamic security within which a greater element of prisoner engagement becomes the norm.
- Within this option, Magilligan is likely to remain focused upon its' low risk ethos. As a result, opportunities will exist to focus upon lifer careers through the existence of a greater number of sites. Opportunities will also exist for the Courts to take account of low risk prison environments when sentencing.
- The proposal to provide 2 new establishments will permit optimisation of design efficiency via a review of space standards across each site, particularly when benchmarked against other new establishments which have recently been procured in England and Wales.
- The provision of a third establishment offers the option of dispersal closer than Magilligan.
- In addition, development of a new replacement establishment will create significant opportunities to introduce greater staff efficiency via effective design of new buildings
- The proposal to site a third prison closer to major centres of population will facilitate the recruitment of support staff whilst also serving to increase economic activity within the relevant area.
- Operational flexibility throughout the adult male estate would be enhanced via the ability to transfer all sentenced integrated prisoners (except Cat A) between the three establishments
- Opportunities will exist to assess the needs of staff, prisoners and their families and friends in the context of Section 75 legislation
- Construction of a new prison on a new site will enable greater consideration of contestability and other similar measures to reduce cost per prisoner place.

### Disadvantages

#### 6.4.9 Disadvantages associated with this option can be summarised follows :

- The proposal to create three separate prisons, each with its own support facilities, will result in duplication of both accommodation and staff.
- As a consequence of the proposal to acquire an additional site, the overall timetable for implementation is likely to become prolonged due to the need to complete the transaction, complete public enquiries and the like.
- In considering the space requirements of a new establishment, NIPS have identified a minimum site requirement of approximately 70 acres. Site acquisition costs are therefore likely to be significant.
- The existing infrastructure at Magilligan requires significant capital investment for the purposes of developing new replacement facilities.
- The requirement to acquire additional land results in a larger capital cost when compared with 2 site options

## 6.5 Option 11b – Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison

### Scope

6.5.1 This option proposes to retain the existing establishment at Maghaberry and provide a complete new replacement prison on the existing site at Magilligan. This option also proposes to acquire a third site elsewhere in Northern Ireland, typically located within 30 miles of Belfast and the courts system. In design terms, Maghaberry would remain the main committal prison accommodating remand, separated and Cat A – D sentenced prisoners. Magilligan would hold all Cat B – D prisoners. The New Site would be able to hold all Cat A – C integrated sentenced prisoners at an appropriate stage of their sentence.

6.5.2 Prisoner categories to be accommodated within the respective establishments are summarised as follows :

Population Type	Maghaberry	Magilligan	New Site
Life / SOSP	✓	✓	✓
0 – 2 Yrs	✓	✓	✓
2 Yrs +	✓	✓	✓
Separated Remand & Sentenced	✓		
Remands (Integrated)	✓		
Cat A Security Classification	✓		✓

6.5.3 Prisoner numbers and types for this option are set out in the following table :

Accommodation	Maghaberry	Magilligan	New Site	TOTAL
Cat A – Integrated	96	-	60	156
Cat A – Separated	96	-	-	96
Cat A / B – Witness Protection	8	-	-	8
Cat B / C	756	540	540	1836
Cat B / C Reach Unit	-	52	-	52
Cat C / D – PAU (Belfast)	75	-	-	75
Cat D – Low Risk	52	100	52	204
Cat D – Independent Living	24	18	-	42
<b>TOTALS</b>	<b>1107</b>	<b>710</b>	<b>652</b>	<b>2469</b>

6.5.4 Based upon the requirement to provide 2,469 cells by 2022, the need for new cellular accommodation can be broken down as follows :

Accommodation	Maghaberry	Magilligan	New Site	TOTAL
New Build Cells	519	710	652	1881
Existing Cells	588	-	-	588
<b>TOTALS</b>	<b>1107</b>	<b>710</b>	<b>652</b>	<b>2469</b>

## 6.5 Option 11b – Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison (cont'd)

6.5.5 Support accommodation to reflect the needs of the enlarged / replacement establishments within this option are set out in the following table.

Accommodation	Maghaberry	Mourne	Magilligan	New Site	TOTAL
Prisoner Reception	1,412 m2	-	213 m2	196 m2	1,821 m2
Visitation	2,400 m2	172 m2	689 m2	632 m2	3,893 m2
Prison Administration	3,313 m2	-	2,279 m2	2,093 m2	7,685 m2
Security Services	2,627 m2	71 m2	753 m2	691 m2	4,142 m2
Prisoner Services	2,747 m2	26 m2	2,535 m2	2,328 m2	7,636 m2
Prisoner Programmes	3,995 m2	2,125 m2	5,716 m2	5,249 m2	17,085 m2
Prisoner Support	970 m2	264 m2	838 m2	769 m2	2,841 m2
Trades	5,183 m2	488 m2	3,444 m2	3,162 m2	12,277 m2
<b>TOTALS</b>	<b>22,647 m2</b>	<b>3,146 m2</b>	<b>16,467 m2</b>	<b>15,120 m2</b>	<b>57,380 m2</b>

### Implementation

6.5.6 Implementation of this option would typically comprise (a) a series of independent projects at Maghaberry reflecting the fact that certain works will be entirely new build whereas others will comprise an element of refurbishment and extension; (b) a single contract for the complete replacement of facilities at Magilligan, undertaken on a phased basis to permit working around the existing prison facilities; (c) a single contract for the construction of a complete new prison at the new site.

### Indicative Timescale

6.5.7 Based upon the proposed scope of works, and for appraisal purposes only, NIPS have assessed the typical construction timetables as :

Years 1 – 3:	Construction works at Mourne House
Years 4 – 6:	Construction works at Magilligan
Years 7 – 9:	Construction works at New Site
Years 7 – 9:	Construction works at Maghaberry

### Advantages

6.5.8 Advantages associated with this option can be summarised follows :

- The scope of works proposes to provide three separate prisons, the largest of which would provide approximately 1,100 cells. Not only will this create a more manageable prison environment, but greater operational flexibility would exist across the three prisons.
- As a consequence of the manageable prison environment, prisoner programmes and other support services will become more focused to the specific needs of smaller groups of prisoners, rather than catering for a much wider range of needs.

## 6.5 Option 11b – Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison (cont'd)

### Advantages (cont'd)

- The creation of a third establishment will permit better allocation of prisoner types to the appropriate establishment, thereby ensuring appropriate risk levels are constantly managed.
- As a consequence of the strategic approach to prisoner management via development of a more flexible estate, NIPS will be able to create an environment of dynamic security within which a greater element of prisoner engagement becomes the norm.
- Within this option, Magilligan is likely to remain focused upon its low risk ethos. As a result, opportunities will exist to focus upon lifer careers through the existence of a greater number of sites. Opportunities will also exist for the Courts to take account of low risk prison environments when sentencing.
- The proposal to provide 2 new establishments will permit optimisation of design efficiency via a review of space standards across each site, particularly when benchmarked against other new establishments which have recently been procured in England and Wales.
- In addition, development of a new replacement establishment will create significant opportunities to introduce greater staff efficiency via effective design of new buildings
- The proposal to site a third prison closer to major centres of population will facilitate the recruitment of support staff whilst also serving to increase economic activity within the relevant area.
- Operational flexibility throughout the adult male estate would be enhanced via the ability to transfer all sentenced integrated prisoners (except Cat A) between the three establishments. Compared with option 9b above, this option will permit a greater ability to transfer prisoners between all three establishments, should the need arise.
- Opportunities will exist to assess the needs of staff, prisoners and their families and friends in the context of Section 75 legislation
- Construction of a new prison on a new site will enable greater consideration of contestability and other similar measures to reduce cost per prisoner place.
- This option proposes to retain Magilligan and to maintain Maghaberry's status as the main committal prison. Support for this solution is likely to be strong amongst many stakeholders.

### Disadvantages

#### 6.5.9 Disadvantages associated with this option can be summarised follows :

- The proposal to create three separate prisons, each with its own support facilities, will result in duplication of both accommodation and staff.
- As a consequence of the proposal to acquire an additional site, the overall timetable for implementation is likely to become prolonged due to the need to complete the transaction, complete public enquiries and the like.
- In considering the space requirements of a new establishment, NIPS have identified a minimum site requirement of approximately 70 acres. Site acquisition costs are therefore likely to be significant.
- The existing infrastructure at Magilligan requires significant capital investment for the purposes of developing new replacement facilities.
- The requirement to acquire additional land results in a larger capital cost when compared with 2 site options

## 7. FINANCIAL APPRAISAL

### 7.1 Generally

All costs are current at October 2007 and have been discounted at the rate of 3.5 % over a 25 year appraisal period. All figures within the financial appraisal are exclusive of VAT.

The Financial Appraisal capital cost estimates and spreadsheets are enclosed at Appendices K and L respectively.

### 7.2 Opportunity Costs

Opportunity costs normally included within each option of the Financial Appraisal comprise the open market value of the land and the Depreciated Replacement Cost (DRC) of any existing buildings on the site.

The value of existing land and buildings have been extracted from the NIPS asset register as follows :

<b>Establishment</b>	<b>Land</b>	<b>Buildings</b>
Maghaberry	£ 1,249,998	£ 88,309,606
Magilligan	£ 593,749	£ 28,430,247

A number of the options propose the acquisition of additional land at Magilligan and also at a potential new site. The following valuations have been used for this purpose :

Magilligan :	£ 250,000
New Site :	£ 60,000,000 (based upon potential site in Ballymena)

### 7.3 Residual and Disposal Values

Residual values have been calculated for permanent buildings on the basis of an assumed 40 year working life, taking into account the value of any existing buildings where applicable.

### 7.4 Professional Fees

In calculating the total capital cost of each option, provision has been made for professional fees based upon 10 % of the estimated capital cost.

## 7.5 Recurring Costs

Annual running costs have been calculated on the basis of the following (exclusive of VAT) :

<b>Life Cycle Replacement Costs</b>		
New buildings :	£ 20.00	per square metre
Existing buildings :	£ 20.00	per square metre
Existing buildings (option 1) :	£ 30.00	per square metre

<b>Running Costs</b>		
Energy :	£ 15.00	per square metre
Maintenance :	£ 11.00	per square metre
Maintenance (option 1):	£ 15.00	per square metre
Water, refuse and pest control :	£ 1.75	per square metre
Cleaning and caretaking :	£ 11.00	per square metre
Administrative :	£ 15.00	per square metre
Grounds Maintenance :	£ 0.25	per square metre
Rates :	£ 11.00	per square metre

<b>Staffing Costs</b>		
Magilligan (Existing)	£ 17,955,000	per annum
Maghaberry (Existing)	£ 37,262,022	per annum

## 7.6 Other Assumptions

The following assumptions also apply to the Financial Appraisal :

- Cost estimates assume normal ground conditions at both Maghaberry and potential new sites. Ground conditions at Magilligan are known to be poor and therefore allowance has been included for piled foundations within relevant options.
- Capital cost estimates include a generic allowance of 5% for phasing costs, intended to represent the additional costs likely to be incurred due to works being carried out within an operational establishment.
- Net Present Cost calculations, in all instances, assume that Year 1 represents the first year of contract expenditure.
- Capital and Net Present Cost calculations assume that construction works will be phased in accordance with the implementation strategies described in each of the options.
- Residual value computations for Maghaberry and Magilligan assume that whilst the RTU accommodation currently under construction has a life expectancy of 25 years, as stated within the relevant Business Case for those works. Accordingly, no residual value has been apportioned to these cell blocks.
- Whilst option 6b proposes that the Magilligan site will no longer be in use, the Financial Appraisal assumes that the site would be retained by NIPS.
- The Net Present Cost of each option has been calculated using a discount rate of 3.5 % in accordance with the Green Book



## 7.6 Other Assumptions (cont'd)

- The rates identified for energy, administrative costs and cleaning have been based upon historic information for Prisons obtained from the RICS Building Cost Information Service (BCIS).
- Cost estimates for the Do Nothing option have been compiled on the basis that no additional accommodation will be provided and therefore no additional recurrent expenditure will arise.
- Staffing costs assume annual staff increases of 2 % per annum
- Staffing costs assume that no redundancy charges will be incurred
- Projected staffing costs are based upon staff : prisoner ratios advised by the Efficiency Support Unit. Projected costs are support staff have been based upon the average cost for support staff per cell space.
- Financial savings arising from the use of Operational Support Grades of staff have not been included
- All costs are exclusive of VAT

## 7.7 Optimism Bias

Capital cost estimates have been adjusted for Optimism Bias on the basis of the Green Book Supplementary Guidance. For the purposes of this Business Case, the proposed accommodation has been defined as a Non – Standard Building due to the design complexities associated with development of new prison establishments. Computations are enclosed at Appendix M.

## 7.8 Capital Cost Summary

Details as to the calculation of Capital Costs are enclosed at Appendix K and are summarised below in cost order, starting with the lowest.

<b>Option</b>	<b>Description</b>	<b>Capital Cost (£ m)</b>
1	Do Nothing	Nil
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	446,547,730
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	521,421,168
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	544,801,143
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	554,428,688

## 7.9 Net Present Cost Summary

Net Present Cost computations are enclosed at Appendix L and are summarised below in cost order, starting with the lowest.

<b>Option</b>	<b>Description</b>	<b>NPC (£ bn)</b>
1	Do Nothing	1,337,023
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	2,031,244
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	2,072,056
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	2,084,603
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	2,139,828

## 8. SENSITIVITY ANALYSIS

### 8.1 Sensitivity Analysis

Within the Financial Appraisal, it has been necessary to make several assumptions relating specifically to costs and accordingly, there exists a certain degree of risk associated with how those assumptions might affect the outcome of the appraisal.

Therefore, in order to assess the extent to which those assumptions may affect the recommendation of the Business Case, we have considered the following 'what if' scenarios to view how changes in critical assumptions in the business case would affect the balance of advantage between options.

Within the Outline Business Case, the following scenarios were tested :

Scenario 1 : Acquisition of alternative third site

Scenario 2 : Implementation of option 8b in lieu of option 11b (refer paragraph 5.4.5)

### 8.2 Scenario 1 : Acquisition of Alternative Third Site

Within the appraisal, a number of options consider the acquisition of a third site for the development of a new establishment. As noted within Appendix J, only one site was identified by NIPS, with an estimated acquisition price of £ 60m. This scenario therefore tests an alternative option whereby NIPS would acquire 70 acres of greenfield land, based upon a valuation of £ 25,000 per acre i.e. an acquisition price of £ 17.5m rounded up to £ 20m.

Option	Description	Cost (£ m)	NPC (£ bn)	Increased Cost	Change in NPC
1	Do Nothing	Nil	1,337,023	Nil	Nil
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	446,547,730	2,031,244	Nil	Nil
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	469,421,168	2,040,408	- 10.0 %	- 1.5 %
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	492,801,143	2,057,739	- 9.5 %	- 1.3 %
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	502,428,688	2,112,964	- 9.4 %	- 1.3 %

Based upon the foregoing, whilst the acquisition of a Greenfield site will reduce the overall capital and net present cost of options 6b, 9b and 11b, there is no change in the ranking of the options.

### 8.3 Scenario 2 : Implementation of option 8b in lieu of option 11b

This scenario examines the proposal to provide 480 Cat B/C cells at the proposed new site (as identified within option 8b) in lieu of the 540 Cat B/C cells proposed in option 11b. A recalculation of relevant Capital and Net Present Costs is undernoted.

Option	Description	Cost (£ m)	NPC (£ bn)	Increased Cost	Change in NPC
1	Do Nothing	Nil	1,337,023	Nil	Nil
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	446,547,730	2,031,244	Nil	Nil
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	521,421,168	2,072,056	Nil	Nil
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	544,801,143	2,084,603	Nil	Nil
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	544,169,139	2,131,772	- 1.9 %	- 0.4 %

The foregoing analysis relates to a change in the number of cells provided within option 11b only. The sensitivity analysis highlights that should the requirement to provide 60 less cells at the third site be implemented, option 11b would have a lower capital cost than option 9b, but remain the most expensive in NPC terms.

## 9. ASSESSMENT OF NON-MONETARY COSTS AND BENEFITS

### 9.1 Generally

Within all of the proposed options identified at Section 6, it is important to consider the factors and benefits which cannot be valued in monetary terms and have been categorised as 'Unquantifiables'.

A number of unquantifiable factors apply to this scheme. These factors are listed below and each one has been allocated a weight out of 100 according to its relative contribution to achieving the objectives of the business case. Each option has been given a score out of 10 reflecting its performance with respect to each factor. Importantly, scores have been allocated on a site by site basis within each option, subsequently averaged and then multiplied by the weighting to give a weighted score for the option.

Further details in relation to each of the non-monetary criteria together with an explanation of the scoring allocation is provided in Appendix N. Weights and Scores have been allocated by Senior Management within the Northern Ireland Prison Service.

### 9.2 Results of Assessment

Criterion	Weighting	Option				
		1	4	6b	9b	11
Capable of providing accommodation which addresses the expected population growth while adhering to the Healthy Prisons Agenda, Human Rights and Section 75 legislation.	16	48	104	116	139	139
Provide focused resettlement programmes to reduce re-offending in line with NIPS contribution to the PSA target.	15	60	105	113	125	120
Ability to provide operational flexibility for integrated sentenced prisoners to meet population management and resettlement needs, e.g. programmes.	14	42	70	84	121	121
Provides safe and secure physical levels of security appropriate to the needs of the population which promotes a dynamic security environment / progression through the prison system	14	49	70	84	103	103
Ability to reduce the prisoner category complexity at establishments	13	39	59	72	87	82
Proximity to the Courts and Criminal Justice System for remand prisoners.	12	54	54	96	68	68
Maximising opportunities for staff and prisoner engagement thereby promoting safety for staff and prisoners, creating a more positive culture.	12	12	84	90	100	96
Establishments are appropriately sized reflecting best practice capacity standards comparable with other UK jurisdictions	9	54	54	54	78	74

9.2 Results of Assessment (cont'd)

Criterion	Weighting	Option				
		1	4	6b	9b	11
Ability to meet the single cell ethos with the provision for a reasonable number of double facilities for those prisoners who desire it.	8	8	72	72	77	75
Capable of providing accommodation through a phased increase in capacity	5	0	50	38	28	47
Maximising the use of the current estate	3	15	20	11	14	14
Promoting the development of personnel through increased job opportunities, promotion, staff rotation, job satisfaction and succession planning.	2	4	4	8	12	12
<b>TOTAL</b>		<b>385</b>	<b>746</b>	<b>838</b>	<b>952</b>	<b>951</b>
<b>RANK</b>		<b>5<sup>th</sup></b>	<b>4<sup>th</sup></b>	<b>3<sup>rd</sup></b>	<b>1<sup>st</sup></b>	<b>2<sup>nd</sup></b>

## 10. SUMMARY AND CONCLUSIONS

### 10.1 Comparison of Results

In compiling this Options appraisal, it is important to note that Option 1 (Do Nothing) fails to meet the objectives of the business case as set out in Section 3. This option can therefore be eliminated from serious consideration although a full assessment of the option has been undertaken to provide a baseline for comparison of feasible options.

The feasible options, with their respective rankings, can therefore be summarised as:

Option	Description	Capital Cost (£ m)	NPC (£ bn)	Non-Monetary
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	446,547,730 (1 <sup>st</sup> )	2,031,244 (1 <sup>st</sup> )	746 (4 <sup>th</sup> )
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	521,421,168 (2 <sup>nd</sup> )	2,072,056 (2 <sup>nd</sup> )	838 (3 <sup>rd</sup> )
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	544,801,143 (3 <sup>rd</sup> )	2,084,603 (3 <sup>rd</sup> )	952 (1 <sup>st</sup> )
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	554,428,688 (4 <sup>th</sup> )	2,139,828 (4 <sup>th</sup> )	951 (2 <sup>nd</sup> )

The Options Appraisal clearly highlights the availability of four high level options capable of meeting the accommodation needs of the adult male estate over the period to 2022. The options range from redeveloping the existing sites at Maghaberry and Magilligan to acquiring a third site, and providing three establishments in the Province, thereby maximising opportunities for dispersal and prisoner progression.

Option 4 has the lowest capital and whole life cost of all feasible options under consideration, due primarily to the proposal to retain two existing sites. In relative terms, the options can be compared as follows :

Option	Description	Capital Cost	NPC
4	Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site	-	-
6b	Retain existing prison at Maghaberry and provide new committal prison on a new site	+ 17 %	+ 2 %
9b	Provide prison accommodation over 3 sites with New Site becoming the main committal prison	+ 22 %	+ 3 %
11b	Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison	+ 24 %	+ 5 %

Thus, whilst the 3 site options are up to 24% more expensive in capital terms, the whole life cost of all options fall within within a range of 5 %.

## 10.1 Comparison of Results (cont'd)

In non-monetary terms, option 9b achieves the highest overall score followed closely by option 11b. In operational terms, options which propose to place the adult male estate over 3 sites offer the following principal advantages :

- The size and complexity of individual establishments are consistent with established best practice throughout the UK
- The remand population can be placed within a reasonable distance of the courts and criminal justice system
- Resettlement programmes, focused upon the reduction of re-offending, can be managed and delivered within an appropriate environment
- Greater operational flexibility exists enabling improved dispersal of prisoners
- An opportunity to reduce the prisoner category complexity at each individual establishment will exist i.e. a greater number of establishments will enable appropriate planning of risk categorisation within the prison
- Long term increases in the adult male population can be better delivered through a phased delivery programme

Importantly, an added advantage of a third site is the ability to accommodate further long term growth beyond the projections within this Options Appraisal. In context, the appraisal is based upon long term prisoner growth projections of around 4 % per annum. The Northern Ireland prisoner population has increased at a rate which is significantly higher than this rate since 2001.

Option 6b proposes to provide the adult male estate over 2 sites i.e. Maghaberry and a new site, thereby disposing of Magilligan. Compared with option 4, the only other 2 site option, the capital and whole life costs are more expensive by approximately 17 % and 2 % respectively. In contrast, the whole life cost of option 9b (the least expensive 3 site option) is less than 1 % more expensive than that of option 6b. On the basis that a three site option could be delivered at a similar NPC to the two site solution being proposed, and recognising the significant benefits in non-monetary terms, option 6b can be eliminated from further consideration.

## 10.2 Recommendation to Meet Objectives

The initial outcomes of the Option Appraisal highlight four feasible options which have the ability to deliver the accommodation needs within the adult male estate. Upon elimination of option 6b, it is clear that the remaining three options all propose to retain the site at Magilligan.

Each of the 3 site solutions achieve the highest scores for non-monetary factors, emphasising the operational benefits which would be derived for NIPS and therefore NIPS preferred approach for the long term development of the adult male estate in Northern Ireland.

The Options Appraisal will be used to inform the Strategic Business Case (SBC) for this project which is currently under preparation. In addition to considering the business need and options, the SBC further considers issues which include risk, affordability and procurement.



## **11. DELIVERABILITY**

### **11.1 Introduction**

This section addresses issues surrounding the delivery of the chosen option, including project management arrangements, commercial aspects and affordability that will be used to take forward the project forward.

### **11.2 Project Details**

#### **11.2.1 Project Roles**

Key roles, responsibilities and positions are expected to be as follows :

- Investment Decision Maker
- Senior Responsible Owner (SRO)
- Project Manager
- Main Stakeholders
- Stage Managers
  - Stage 2 – Operations
  - Stage 3 – Magilligan
  - Stage 4 – Maghaberry
  - Stage 5 – Collation
  - Stage 6 – Outline Options and Options appraisal
- Finance (Business Case)
- Procurement
- Strategic Adviser (SIB)

The SRO and Project Manager have the appropriate skills and experience for this project. In addition, both the SRO and Project Manager have access to a team of advisers with the relevant expertise to supplement their skills.

#### **11.2.2 Procurement Strategy**

An initial paper considering alternative procurement options has been compiled by advisers to NIPS. The paper is enclosed at Appendix F and will be considered further within the Strategic Business Case.

## 11.2 Project Details (cont'd)

### 11.2.3 **Project Plan**

The main phases in the development of the project can be defined as follows :

- Project Initiation Document
- Options appraisal / Strategic Business Case
- OGC Gateway 0
- Appoint Design Team
- Develop Brief
- Outline Business Case
- OGC Gateway 1
- Planning Enquiry
- FBC Version 1
- OGC Gateway 2
- Procurement
- Advance Design
- FBC Version 2
- OGC Gateway 3
- Construction
- OGC Gateway 4
- Occupation
- OGC Gateway 5

### 11.2.4 **Project Management Arrangements**

NIPS propose to run this project using PRINCE 2 methodology, adopting OGC Gateway Reviews.

In addition, the OGC Achieving Excellence in Construction (AEC) initiative seeks to engender a best practice approach to the procurement and delivery of major capital projects. The principles within AEC will form a sound platform from which to manage the progression of the project.

### 11.2.5 **Contract Management**

Outline arrangements for contract management are detailed hereunder :

- Preparation of an Options Appraisal to define Need and determine options
- Preparation of a Strategic Business Case to evidence the Need, develop options and identify a preferred strategy for moving the project forward.
- Appointment of a Programme Manager to take overall responsibility for the project including identification of resources and appointment of consultants.
- Preparation of a robust Outline Business Case based upon stakeholder consultation and Board level agreement of Need, informed by the Strategic Business Case
- Defining the preferred method of procurement for each component of the overall project
- Providing clear definition of the roles and responsibilities of each person within the team
- Providing monthly reports to the Strategic Development Steering Group Programme Manager and the Senior Executive and project Board members

### **11.2.5 Contract Management (cont'd)**

- Development of accurate output based specification documents using professional expertise from other successful projects in the UK
- Adopting effective risk management techniques including a formal risk register which is managed throughout the development of the project
- Selecting contractor's on the basis of proven track record and other criteria which are relevant to the nature of the works
- Close supervision and management of the contractor's performance throughout the contract, using available in-house resources
- Documenting the reasons for and impact of change, ensuring that changes are communicated to all relevant parties
- Undertaking monthly reviews of performance to date, taking corrective action to remedy deficiencies if they occur
- Post completion, obtaining feedback from all parties in relation to all aspects of the project

### **11.2.6 Risk Management Strategy**

Risks will be managed on an ongoing basis throughout the project, commencing with the preparation of an Initial Risk Log for transfer to the Project Risk Register. Thereafter the Risk Register will be reviewed regularly throughout the project life, prioritising those items offering the highest risk to the project.

### **11.2.7 Payment Mechanisms**

Payment mechanisms will be considered at Outline Business Case stage at which time, preferred methods of procurement will be considered in greater detail.

## 12. MONITORING AND POST PROJECT EVALUATION

### 12.1 Monitoring

Monitoring of the project will take place as follows :

- During the implementation stage of the project i.e. design and construction, regular meetings will be held by the NIPS Head of Estates, or representative thereof, and respective professional advisers to monitor the rate of progress, expenditure and forecast outturn final cost compared with budget.
- Following the meetings, a written record shall be issued and distributed to all present which shall include the NIPS Head of Estates. The meeting minutes shall record details of actual progress against that forecast in addition to details of any changes to the project budget, changes to the design brief etc.
- If necessary, a written statement providing a reconciliation of forecast expenditure to financial appraisal estimates will be prepared for retention by the NIPS Estate Management unit.

### 12.2 Post-Project Evaluation

12.2.1 Project management will be evaluated on the basis of whether the project met its objectives in terms of time, cost (capital and recurrent where appropriate), quality and performance of both the building and the project team.

12.2.2 One year after the completion of the building contract the finalisation of the Post Project Evaluation (PPE) process will be initiated by the NIPS Head of Estates. The PPE process will consider the following :

- Comparison of final project costs against estimated project costs
- Comparison of the estimated recurrent costs against actual costs incurred
- An analysis of whether the project objectives have been achieved which shall include details of the number of staff resident within the Headquarters building and the benefits being achieved

12.2.3 The Director General of NIPS will be provided with a copy of the final PPE document approximately 3 months after the initiation of the PPE and will consider the user/manager comments and any changes from the findings of the business case. The PPE process will then be finalised and whatever action is necessary to make relevant changes to procedures resulting from the evaluation will be taken.

### 12.3 Realisation of Benefits

12.3.1 The NIPS Head of Estates and the Project Sponsor will analyse this assessment to determine the extent to which this project achieved the benefits for the rising prisoner population anticipated in the business case. The NIPS Head of Estates will also consider if the experience of this project suggests better alternative planning methods, implementation or operation of future projects. Any firm recommendations accruing from this exercise will be applied to subsequent projects.

**APPENDIX A**  
**BACKGROUND**

## **A1 Additional Background Information**

### Magilligan Prison

- A1.1 Magilligan Prison sits on 84 acres of land on the Foyle Peninsula approximately 16 miles from Coleraine and 26 miles from Londonderry. It opened in 1972 and is made up of two areas, the old prison and the main prison.
- A1.2 Magilligan is currently categorised as a Low to Medium Risk prison and accommodates the following types of prisoner :
- Long term sentenced prisoners
  - Sex offenders
- A1.3 The main prison accommodation comprises 3 'H' Blocks of in-situ construction erected in the late 1970s, each with a capacity of around 100 cells. The old prison – Foyleview and its annexe are made up of 4 timber framed pre-fabricated buildings, each housing around 16 rooms. Sperrin House comprises a purpose built pre-fabricated self-contained building, provided in 2001 with a capacity of 64 beds in dormitory accommodation. Sperrin House was initially established to provide temporary decant accommodation during refurbishment of one of the House Blocks.
- A1.4 Whilst the old prison buildings were refurbished in 1994, much of the accommodation requires significant capital investment to remedy deficiencies within the building fabric. Little by way of refurbishment expenditure has taken place to the other accommodation blocks.
- A1.5 Other accommodation at Magilligan includes :
- Visitor centre
  - Visitor reception
  - Staff mess
  - Staff locker rooms
  - Central stores
  - Staff recreation club
  - Gatehouse (main gate)
  - Video link courts
  - Administration
  - Workshops / vocational training
  - Inmate kitchen
  - Tuckshop
  - Works department
  - External gate entrance
  - Staff living facility
  - Central services unit
  - Visits (incl. legal visits)
  - Healthcare centre
  - Education block
  - Special supervision unit
  - Gymnasium
  - C & R training
  - Dog section
  - Inmate reception / discharge
  - Offender behaviour facilities
  - Pre-release – Foyle View
- A1.6 Prisoner accommodation is generally considered to be unsuitable for current needs, evidenced by the lack of in-cell sanitation within the H blocks. Worthy of note is that in recent years, additional prisoner accommodation at Magilligan has generally been limited to the provision of semi-permanent type structures.
- A1.7 In line with the increasing prisoner population combined with a review of the risk classification of prisoners, NIPS have commenced the construction of additional contingency cell accommodation at Magilligan. Upon completion during 2008, this block will provide an additional 60 single cells.
- A1.8 Magilligan Prison is not currently suitable for remand prisoners due to (a) the high risk classification allocated to such prisoners, and (b) the distance from the courts in the South of the Province.

## Maghaberry Prison

- A1.9 Originally completed in 1982 and opened in 1986, Maghaberry Prison is located on 172 acres of land, 20 miles from Belfast, in close proximity to the major road and motorway network. The prison was originally constructed as two separate prisons – the larger Male Prison and on a much smaller scale – Mourne House, the former Female Prison, which was modelled on Corton Vale women’s prison in Scotland.
- A1.10 Maghaberry is currently categorised as a Medium to High Risk prison and accommodates the following types of prisoner :
- Remand prisoners
  - High and medium risk sentenced prisoners
  - Separated prisoners
  - Violent offenders
  - Fine defaulters
  - Sex offenders
  - Immigration detainees
- A1.11 In physical terms, accommodation at Maghaberry comprises four square house blocks, based upon the Frankland design (Bann, Erne, Foyle and Lagan) and two modern house blocks – modelled on the design of HMP Hinley in England – which were built in the late 1990’s (Bush and Roe).
- A1.12 All adult males entering the prison system are currently committed to Maghaberry. All new committals, those awaiting transfer to Magilligan, fine defaulters and vulnerable prisoners are held in Lagan and Foyle Houses. Erne, Wilson and Martin Houses accommodate the majority of the life sentence prisoners with Bann House accommodating all other sentenced inmates.
- A1.13 Loyalist and Republican prisoners are accommodated within Bush House and Roe House which have been adapted for use as separate accommodation blocks following the recommendations of the Steele Review. As a result, those prisoners considered to be ‘conforming’ (the vast majority) reside within the older accommodation blocks whereas separated prisoners obtain the benefit of modern day prison accommodation.
- A1.14 Other accommodation at Maghaberry includes :
- Visitor centre
  - Visitor reception
  - Staff mess
  - Staff locker rooms
  - Central stores
  - Staff recreation club
  - Gatehouse (main gate)
  - Video link courts
  - Administration
  - Workshops / vocational training
  - Central laundry
  - Inmate kitchen
  - Chapel
  - Tuckshop
  - Works department
  - External gate entrance
  - Unloading bay
  - Staff housing
  - Central services unit
  - MOE (Staff Training)
  - Court escort group
  - Visits (incl. legal visits)
  - Healthcare centre
  - Education block
  - Special supervision unit
  - Gymnasium
  - C & R base
  - Dog section
  - Inmate reception / discharge
  - Offender behaviour facilities

Maghaberry Prison (cont'd)

- A1.15 Since construction in 1982, the existing accommodation blocks have become outdated, being heavily criticised as inappropriate for modern day needs – refer HMCIP inspection reports at paragraph 2.5. In addition, the rising prisoner population has necessitated extensive use of cell sharing.
- A1.16 In response to the need for additional prisoner accommodation, NIPS have commenced the construction of additional contingency cell accommodation within the Mourne House part of the prison. Upon completion during 2008, this block will provide an additional 120 single cells.



**APPENDIX B**  
**RELEVANT STRATEGIES, POLICIES AND PUBLICATIONS**

## **B1 Northern Ireland Prison Service – Strategic Development Programme**

In June 2005 the Strategic Development Programme (SDP), referred to as 'BLUEPRINT', was launched to create a firm platform for the Service's strategy and value-for-money investment decisions in relation to accommodation, facilities and services for prisoners over the next 10-15 years. The SDP, which included a comprehensive Estates Strategy, arose from recommendations tabled by the 'Review of Northern Ireland Prison Service Efficiency Programme', an independent review sought by Treasury. The review was led by Hamish Hamill, the recommendations of which were:-

- The key target for NIPS should be to reduce its cost per prisoner place in real terms year-on-year by an agreed amount that is valid in the Northern Ireland context
- A wider review of the prisons estate is urgently required to inform long term investment decisions
- NIPS should urgently explore the option of contracting out the full range of escort services in preference to reactivating PCO recruitment
- A better understanding between management and staff representatives should offer quick wins for both sides and must be a top priority for the new Director General
- The development of an enhanced model to assist in the provision of regular forecasts of the prisoner population, taking account of the range of relevant criminal justice system variables, should be given greater priority than it has had until now.

In response to the recommendations a comprehensive programme of internal assessment has been undertaken by NIPS, covering a broad range of issues. Directly relevant to the options appraisal is the Estates Strategy which is a standalone document developed in the context of an holistic review. The Estate Strategy has been developed within the context of the wider review and offers a clear vision for the development of the estate over the next decade.

## **B2 Estate Strategy 2006 / 2016**

Identified as Strand 2 of the Strategic Development Programme, the purpose of the Estate Strategy is to develop a framework to provide a sustainable credible plan based upon a long term view of NIPS needs. As such, the Strategy offers a long term view of the projects that will be necessary to meet organisational needs as well as providing a means of managing and delivering the projects in a streamlined and coherent fashion.

The main points arising from the Estate Strategy which are relevant to this Options appraisal are summarised as follows :

## **B2 Estate Strategy 2006 / 2016 (cont'd)**

### Maghaberry

- The bulk of accommodation at Maghaberry is modelled on design standards prevalent during the 1970's and designed to accommodate 450 prisoners compared with the current population of over 800
- Whilst most of the accommodation has been the subject of a limited refurbishment programme to provide fit for purpose facilities, most accommodation falls short of the required standards
- All of the four square house blocks require to be upgraded to approved fire safety standards – highlighted as a priority by the Fire Officer
- Three out of four square house blocks have been refurbished – however, the lack of decant accommodation at Maghaberry is preventing the refurbishment of Lagan House. The lack of decant accommodation is also preventing remedial works being completed at Bann House.
- None of the square house blocks have disabled, listener or safer cells
- In addition to the pressures upon cellular accommodation, caused by population increases since original design, there is a shortage of adequate support facilities.
- The healthcare centre, whilst structurally sound and in good condition, is not conducive to the delivery of the therapeutic regime it seeks to offer. The facility also falls short of present fit-for-purpose requirements. The current healthcare provision was criticised during the latest HMCIP inspection.
- The existing inmates kitchen has been in operation since the prison opened. Whilst originally designed for 450 prisoners, the kitchen now provides meals for approximately 750 prisoners, although a new semi-permanent kitchen is currently under construction. The existing kitchen no longer complies with Environmental Standards for the storage, preparation or delivery of food nor new regulations on extract ventilation. Environmental Health and HMCI have regularly commented unfavourably on many aspects of the existing kitchen.
- The Education / Programmes / Offender behaviour facilities require modernisation and expansion in order to meet the needs of the establishment in delivering a fuller programme of education and offender programmes.
- Facilities within Mourne House were originally designed for a female prison and will require detailed appraisal if an alternative category of prisoner is to be accommodated.

### Magilligan

- The facilities at Magilligan are in need of wholesale replacement via a new build establishment, either on the existing site or a new alternative site. Notwithstanding same, the existing accommodation will require to be maintained to an acceptable standard for up to 10 years.
- The present facilities comprise a range of inappropriate temporary structures which have been occupied for a period well beyond their original design life. The accommodation fails to support the development of a Healthy Prison, sending the wrong message to staff and prisoners.
- The lack of in-cell sanitation to the H blocks requires to be addressed, particularly in light of recent legal challenges in Northern Ireland and Scotland.
- Insufficient workshop space exists to accommodate the large numbers of inmates seeking to avail of vocational training facilities and/or prison industries.
- Additional multi-purpose space is required to accommodate training, meetings / conferences, prisoner adjudications, interview facilities, training & employment office etc

## B2 Estate Strategy 2006 / 2016 (cont'd)

- Accommodation at Magilligan is spread over a significant site, requiring prisoners to move freely with minimum supervision. Opportunities therefore exist for prisoners to thwart control and security arrangements.

A summary of anticipated capital projects at Maghaberry and Magilligan is extracted from the Estate Strategy as follows :

Accommodation	Timescale			
	0 – 3 years	4 – 6 years	7 – 10 years	10 + years
<b>Maghaberry</b>				
Modular fast track kitchen	✓			
Fast-track modular contingency cells	✓			
Support facilities for contingency cells	✓			
Replacement ECR & Security System		✓		
Training / College Facility	✓			
New X Block		✓		
Refurbish / upgrade Lagan / Foyle		✓		
Support Services Block			✓	
New X Block				✓
Demolish Bann & Erne / create pitches				✓
<b>Magilligan</b>				
Fast-track modular contingency cells	✓			
Any recommendation arrangements	✓			
SSU improvements	✓			
Maintain establishment to 2015	✓			
<b>New Prison</b>				
New facility			✓	

### **B3 Extract from HM Inspectorate of Prisons report on HM Prison Maghaberry 2002**

The following extracts from the HMCIP review of accommodation at Maghaberry Prison are considered directly relevant :

#### **“Introduction**

HP.01 The concept of the healthy prison was introduced in our thematic review, *Suicide Is Everyone’s Concern*, 1999. The four criteria for a healthy prison are :

- Safety – all prisoners are held in safety
- Respect – prisoners are treated with respect as individuals
- Purposeful activity – prisoners are fully and purposefully occupied
- Resettlement – prisoners are prepared for their release and resettlement into the community with the aim of reducing the likelihood of their re-offending

#### Areas for Development

HP.07 The original part of the establishment was based on the design of HMP Frankland and unsuitable both for supervision and living safely. The two new units provided more spacious, open and safer surroundings. There would be further consideration of replacing the older wings. The Estate review, which was taking place at the time of the inspection, should take account of this unsuitability.

HP.29 The arrangements for life sentence prisoners were unsatisfactory. They could spend all their increasingly long prison terms in one of the poorly-designed old houseblocks, simply moving from one landing to another. This did not encourage positive behaviour. Early stage lifers needed more support and intervention, and at later stages they needed to be able to take more responsibility for their sentence plans and environment. Proposals for the new Northern Ireland prison estate should recognise the need to provide real progressive moves for lifers

#### Main Recommendations

HP.63 Plans to develop the Northern Ireland prison estate should recognise the need for different types of prison, to provide opportunities for progressive moves for all prisoners, in particular lifers, and for effective resettlement work with low-risk prisoners. The older units in Maghaberry are unsafe and unsatisfactory and should be replaced as soon as possible.

2.02 Lagan, Bann and Erne Houses were designed along similar lines to those of HMP Frankland in England. These provided claustrophobic accommodation based around low narrow corridors. The wings were difficult to supervise, easy to barricade and therefore potentially unsafe environments.

2.15 The condition of the residential units and the facilities provided within each varied, but there was a marked contrast when comparing the older houses with the newer ones. Not surprisingly, the remanded prisoners located in the newer Roe and Bush houses enjoyed better accommodation and facilities than the sentenced prisoners and others located in the older houses.

2.18 All cells were equipped with a small table and chair. All prisoners located on the newer units ate their meals in their cells, since there was no provision to dine out. For the majority of prisoners located in cells without screening surrounding their toilets they were, in effect, eating within close proximity of their toilets.”

**B4 HM Inspectorate of Prisons report on Maghaberry Prison 2005**

Following a further inspection of Maghaberry during 2005, HMCIP enforced previous criticism of the accommodation within the square house blocks noting that the cells were too small to be doubled. The report also recommended that the square house blocks be demolished.

The report also stated "Positive efforts through training and management commitment should be made to encourage and support staff to engage actively with prisoners, including during association periods."

**B5 Extract from HM Inspectorate of Prisons report on Magilligan Prison September 2004**

The main recommendations of the report are extracted as follows :

- HP41 The establishment should develop a safer custody strategy and procedures, taking in anti-bullying, suicide and self-harm prevention, and substance misuse.
- HP42 The demolition of the H blocks and their replacement with more suitable accommodation, with integral sanitation, should be prioritised.
- HP43 Physical security in the prison should match the security needs of the population. Electric locking should be reduced and pass keys introduced to allow managers and staff access to all areas of the prison at any time.
- HP44 There should be thorough analysis, by religion and ethnicity, of access to regime activities and services to monitor and ensure equality of outcome.
- HP45 There should be sufficient high-quality education and work for all prisoners, supported by formal agreement or contract with the educational supplier.
- HP46 Managers should ensure that all prisoners are delivered on time, each day, to education and work activities.
- HP47 There should be a local resettlement policy, based on a needs analysis; with an action plan to embed resettlement work into the prison as a whole, overseen by a committee and local manager.
- HP48 There should be a mental health needs assessment to establish what primary mental health services are required. Arrangements should mirror community provision, including a comprehensive counselling service.

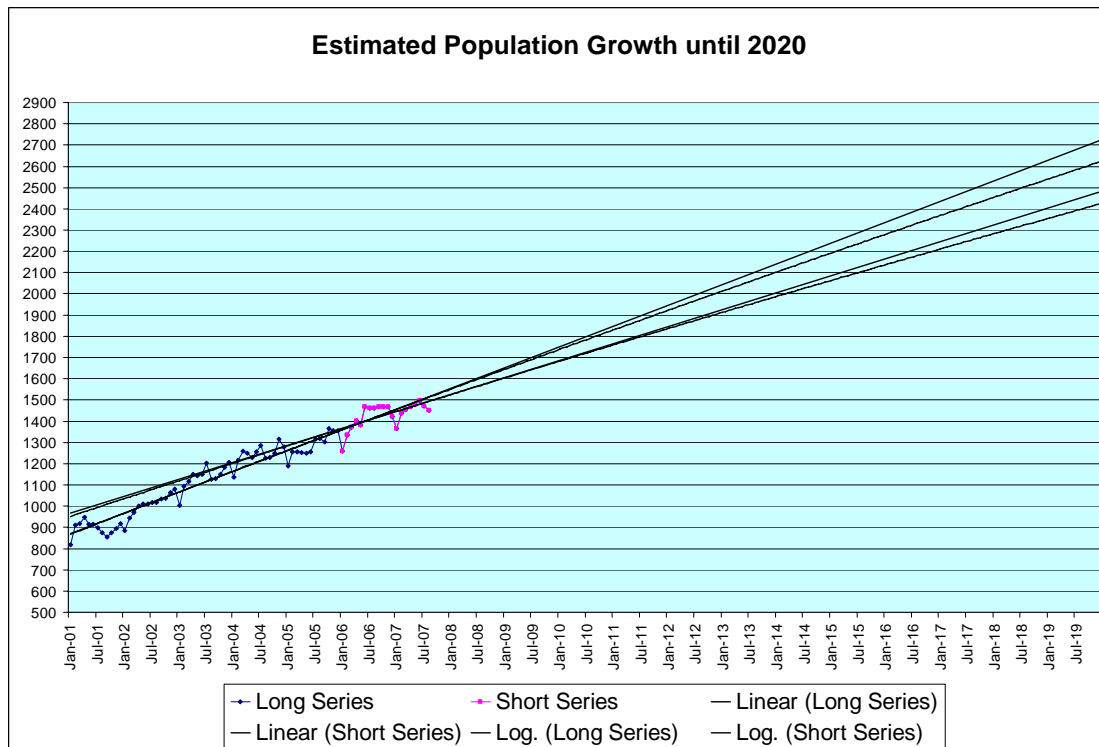
**APPENDIX C : PRISONER POPULATION ESTIMATES AT AUGUST 2007**

# Revised Prisoner Population Estimates

## Recent Trends

There was a dip in the prisoner population during July and August 2007, with the August 2007 figure dipping slightly lower than that for August 2006. We decided to assess what impact this would have on our previous estimates.

The previous prisoner population growth estimates were calculated during June 2007. These have now been recalculated taking into account the July 2007 and August 2007 figures. These are presented in the graph below.



Both linear and logarithmic forecasts have been computed based on prisoner numbers from January 2001 (Long Series) and from January 2006 (Short Series). The Long Series takes account of all information available since the release of paramilitary prisoners; the Short Series is designed to reflect the more recent trends.

The estimates lie within the range 2,425 to 2,725 prisoners by the year 2020.

Our previous projected estimates lay between 2420 and 2983. We therefore conclude that this recent dip has not had a major impact on the overall trend.

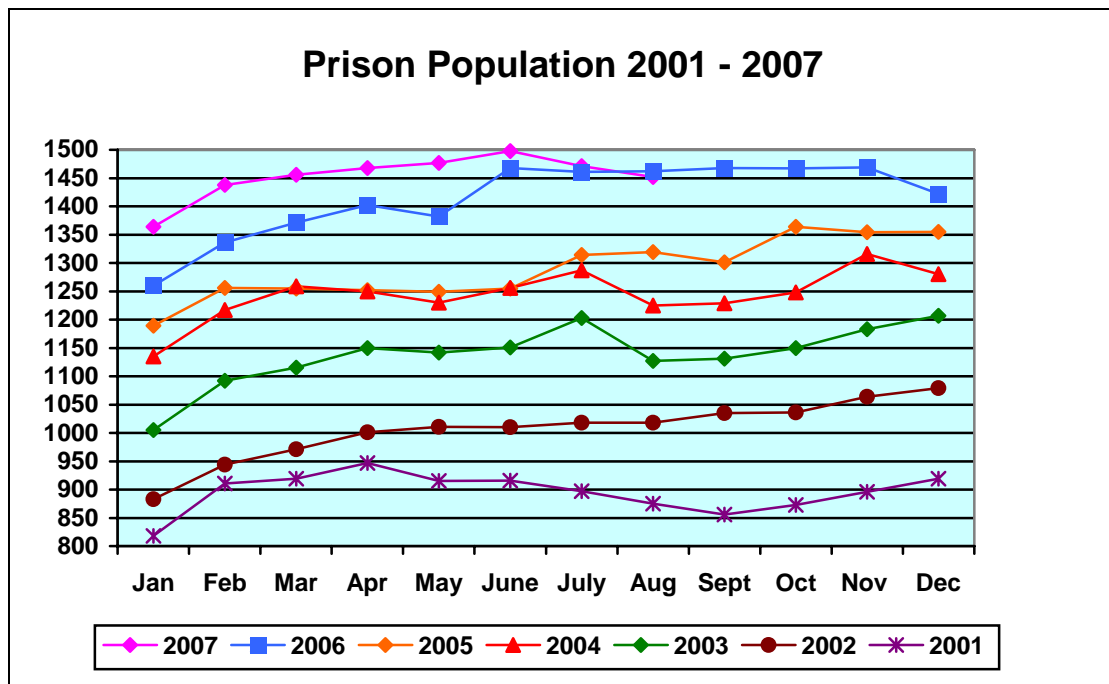


## Seasonal Trend

On further inspection we see that this dip in the prison population during the summer months is not unique to 2007.

The dip between June 2007 and August 2007 is approximately 3.0%, with the dip between July and August 2007 being 1.3%. Previous summer dips between July and August include a 4.8% dip in 2004, a 6.3% dip in 2003 and a 2.5% dip in 2001. Although summer dips are not evident in 2006 and 2002 there clearly is a plateau effect, while in 2005 the dip appears slightly later between September and October.

The actual dip between June 2007 and August 2007 is a total of 46 prisoners. To put this in context during May 2007 there were 571 prison receptions, of these 275 were remand and 296 were sentenced prisoners.



## Conclusion

The recent dip is seasonal, it is relatively minor and consequently it does not impact on our longer term growth projections.

**APPENDIX D : FACTORS CONTRIBUTING TO INCREASES  
IN PRISONER POPULATION**

## **Implications for future prison population growth**

### **A) Political and Security update:**

The Government has now restored a devolved administration. Full participation by the whole community in the criminal justice system has been secured. While there is still no certainty of the causes for the increasing prisoner population an alarming consequence is the increasing number of catholic males entering the prison system.

Recent research undertaken by MORI on behalf of the Policing Board concluded that 'Evidence from various aspects of the research would suggest that this increase in reporting of a wider range of "less serious" offences to the police will continue as society becomes more normalised. It would also appear that as support for and confidence in the PSNI in Catholic areas continues to grow, the likelihood to report crimes to the police will increase in the coming years.'

It is still likely that 'ordinary' crime levels will increase in the present circumstances and, with full political support for policing, the average clear-up rate is likely to increase and result in an overall conviction rate.

### **B) Societal and Economic update:**

Northern Ireland society is changing comparatively fast and this will probably impact on the crime rate and prisoner population. Significant numbers of migrant workers with a European connection are settling in the area and the population is becoming more mobile as the economy improves. There are currently 61 foreign national prisoners in custody (18 May 2007). It is anticipated that this number will continue to rise.

The spread of drugs into Northern Ireland society continues. During this reporting period there were 123 committals for drug related offences (6% of immediate custody committals); however, the prevalence of hard drugs in Northern Ireland has still not yet reached the proportions of Ireland, Scotland and England and Wales.

Research shows a clear link between drug (and alcohol) and offending as over half (55%) of inmates said that their drug use had led them into trouble with the police and half said they 'normally' got money for their drugs through crime, such as burglaries, thefts and robbery. Although drug use is currently relatively stable there is clearly potential for further increases.

Unemployment is a high risk criminogenic factor. Social Trends data show that Northern Ireland has consistently experienced higher rates of unemployment than Great Britain (see Social Trends, 2005). Northern Ireland's male unemployment rate is particularly high by European standards, 15.2% against a European Union average of 9.5%. Also, the proportion of unemployed who have been out of work for at least a year (the long-term unemployed rate) has been consistently higher in Northern Ireland than the rest of the UK. In January 1997, 54% of the unemployed in Northern Ireland had been out of work for at least a year, compared with only 36% in the UK.

### **C) Demographic:**

The current Northern Ireland population is 1.7 million. By 2025 it is projected to be 1.828 million. However there are fluctuations within the age cohorts over that period, with the younger age groups in decline. Although we are seeing more prisoners in the older age groups it is unclear if this will increase the prisoner population significantly.

## **D) Legislative and Sentencing**

In addition, the devolution of criminal justice would be likely to lead to increased local pressure for longer sentences and a greater emphasis on punishment and retribution. Research conducted for the Criminal Justice Review on attitudes to crime in Northern Ireland found that 75% of people considered that sentences were too lenient, 1% thought sentences were too tough, and about 15% thought sentences were about right (Amelin, Willis and Donnelly, 2000). The latest community attitude survey figures show a similar tendency towards punitiveness. There is a widespread perception that sentence lengths for comparable offences are significantly shorter in Northern Ireland than in Great Britain.

### **Life Sentences**

It is worth noting that the average tariffs for life sentence prisoners have increased markedly since the coming into operation of the Life Sentences (Northern Ireland) Order 2001 transferred responsibility for tariff-setting to the judiciary. In general terms, tariffs have tended to increase from around 10-12 years to 12-15 years. This needs to be read in the light of the Northern Ireland Court of Appeal judgement in *R v McCandless and others* [2004] NICA 1 which sets out guidelines for the determination of tariffs by trial judges. The Court of Appeal adopted the guidelines set out in a Practice Statement issued by the English Lord Chief Justices [2002] 3 All ER 412. Broadly, the Practice Statement lays down two starting points: 12 years for killing of an adult victim arising from a quarrel or loss of temper between people known to each other and a starting point of 15-16 years for cases where the offender's culpability was exceptionally high or the victim was in a particularly vulnerable position. In very serious cases a substantial upward adjustment may be appropriate e.g. in cases involving a substantial number of murders; in some cases a minimum terms of 30 years might be necessary; and in cases of exceptional gravity judges may set no minimum term.

Since the introduction of tariffs, the average time a life sentence prisoner can expect to serve in custody before being considered for release is around 13.5 years (Amelin and O'Loan, 2005). Although the court in McCandless considered that the levels laid down in the English practice statement accorded with those which have been adopted for many years in Northern Ireland, these levels are considerably higher than the average of 10 years actually served by life sentence provisions that were released between 1999 and 2004.

This suggests that the sentences life sentence prisoners can expect to serve in future years is quite considerably higher than those served by life sentence prisoners in recent years. On top of this, there is little doubt that if the levels prescribed in the Criminal Justice Act 2003 for England and Wales were to be applied in Northern Ireland, there would be an additional increase in the level of tariffs in life sentence cases. Instead of the two starting points prescribed in the Practice Statement, the Act identifies three different starting points for adult offenders – whole life, 30 years and 15 years - which are in considerable excess of the present starting points. In addition a 12 year starting point is prescribed for juvenile offenders aged 17 years or under. The Prison Service issued a Consultation Paper on Minimum Terms in Mandatory Sentence Cases in January 2004 which sets out a proposal to follow England and Wales and introduce a statutory framework governing minimum terms (Northern Ireland Prison Service, 2004). The consultation paper notes that if the proposals were adopted in Northern Ireland they would have a significantly greater impact on the size and profile of the Northern Ireland prison population than it would do in England and Wales.

Northern Ireland has a relatively small prison population but a proportionately higher percentage of life sentence prisoners than elsewhere in the UK (15% of the prison population in 2002 – see McMullan, Amelin and Willis, 2002). If more people are in prison for longer periods the population profile will change considerably with the proportion of prisoners serving shorter sentences

diminishing in relation to those serving much longer terms. The paper observes that if the current NI life sentence prisoner population were mapped onto the proposed tariff framework and the starting points adopted in those cases, nearly two thirds of the lifer population (75 prisoners) would have received tariffs of 30 years or more with one in five attracting a whole life tariff.

Although there is uncertainty about the extent to which life sentence prisoners will serve longer sentences than in recent years, with such a small prison estate across Northern Ireland, an increase of any kind of life sentence prisoners will create significant accommodation problems, particularly as a result of having to accommodate prisoners with paramilitary affiliations separately from the rest of the prison population.

### **Recall to Custody**

Prisoners released on supervision (e.g. under Custody Probation Orders) or on licence (e.g. life licences) return to prison if they break the terms of their Order or have their licence revoked. There has been an increase in recent years of those returning under these conditions. The numbers remain at the moment, however, relatively low compared to the population as a whole, although any continuing increase may add to accommodation pressure on the estate.

### **Reconviction**

Recent SRB research found that 49.2% of those with custodial sentences are reconvicted within two years; this rises to 83.5% among juvenile offenders (Francis, Harman and Humphreys 2005). The Prison Service has introduced recent interventions designed to reduce re-offending, such as resettlement practices and an emphasis on pre-release arrangements. However, in the absence of any clear evidence to the contrary, the reconviction rate is unlikely to reduce dramatically and with many ex-offenders returning to prison, as the population increases so therefore will the rate of returns.

**APPENDIX E : CGL FINAL REPORT**





# AN EVIDENCE-BASED APPROACH TO PLANNING NEW INSTITUTIONS FOR THE NORTHERN IRELAND PRISON SERVICE

FINAL REPORT

CONSULTANT'S FINDINGS AND OBSERVATIONS



PREPARED BY

**CARTER GOBLE LEE**

AUGUST 2007

## CONTENTS

Purpose .....	1
Methodology .....	2
The Evidence Basis .....	3
System Planning Variables .....	3
Remand Prisoners .....	9
Sentenced Prisoners .....	18
Summary of Decision-Making Factors .....	30
Development Scenarios .....	32
Space Guidelines .....	44
Cost Guidelines .....	45
Adjacency Requirements .....	47
Conclusions .....	51

## PURPOSE

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As an outgrowth of the earlier benchmarking exercise, the Northern Ireland Prison Service (NIPS) requested assistance with a series of workshops including senior managers to analyze the variables that impact decisions on planning for a new prison. The Strategic Investment Board (SIB) supported the request for assistance with a requirement that an evidence-based approach be used to inform operational decisions, space standards, and cost parameters.

The role of the workshops, which encompassed all the major components of a prison, was to use the experiences of a cross section of NIPS staff in defining the data that will best quantify prison operations. Traditionally, the design of prisons often reflects the opinions and visions of a limited number of decision-makers. Through this more inclusive approach, data was developed that reflected the experiences of more than 60 individuals whose average tenure in the NIPS prison service exceeded 20 years. Northern Ireland is a small country with only two male, a women's, and a young offender establishments and the experience of most NIPS staff has been confined to one or more of these prisons. Therefore, a role of the consultant in the workshops was to offer examples from other prison systems that could broaden the discussion of experiences in operations and design.

The NIPS is conducting a series of studies using internal and external capabilities to prepare a Business Case that defines the strategy for meeting a projected prison population increase over the next 15 years of approximately 1,000. All of the studies are designed to inform the development of an options paper by October 2007. With a preferred direction arising from a debate of the development options, the NIPS and SIB will proceed with the preparation of the Business Case that will request funding for specific projects.

## METHODOLOGY

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The approach to quantifying prison operational data that would help inform the development of options to meet the anticipated increase of 1,000 bedspaces over the next 15 years included the following basic steps:

1. Develop a matrix that included as many variables as possible according to various functional components of a prison. The functional components included:
  - 1.1. System Profile Impacting Prison Population (Remand and Sentenced)
  - 1.2. Classification and Profile of Prisoners
  - 1.3. Security
  - 1.4. Prisoner Accommodation
  - 1.5. Services
  - 1.6. Programmes
  - 1.7. Prisoner Support
  - 1.8. Trades
  - 1.9. Administration
2. Through a combination of workshops with senior managers representing each of the nine (9) functional components above and data requests made through Central Office and the prisons, quantify as many of the 125 variables identified in Step 1 as possible.
3. Utilize the current NIPS work-in-progress that defines existing and future remand and sentenced prisoners by general and special classification groupings determine bedspace needs according to the following:

### **General Custody Levels**

- 3.1. High
- 3.2. Medium
- 3.3. Low

### **Special Prisoner Groupings**

- 3.4. Sex Offenders
- 3.5. Separated Prisoners
- 3.6. Foreign Nationals
- 3.7. Suicide-Prone Prisoners
- 3.8. Elderly Prisoners

4. Develop various strategies for meeting the 15-year projected prison population by custody level and site. In this process, define possible "best uses" for the HMP Maghaberry and Magilligan sites. Assign future bedspaces to the site strategies, including the best use of the two existing prisons.
5. Establish general space guidelines per prisoner for remand and sentenced prisoners according to the functional categories noted in 1.1 – 1.9 above.
6. Define general construction and project cost ranges for the various custody levels shown in 3.1 - 3.3 and by the functional categories identified in 1.1 – 1.9 above.
7. Define the adjacency requirements for each component of a new remand, sentenced, and low custody prison.
8. Using the cost ranges in Step 6 and the space requirements resulting from Step 5, define the capital costs for each development strategy proposed in Step 4.

The intended outcome using this methodology is to provide a data base that can be used to test the options and ultimately support the preparation of the Business case.

## THE EVIDENCE BASIS

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The ultimate site, mission, space allocation, adjacencies, and cost of new correctional establishments should be based upon detailed information regarding operations. In an attempt to minimize the impact of history on the building choices for NIPS, an evidence-driven approach to quantifying as many aspects of operations as possible was undertaken through the use of focused workshops with senior managers representing every component of operation of a prison. These working sessions were supplemented by data provided from Central Office and other branches of the Northern Ireland criminal justice system. The intent was to identify as many aspects of operations that could be quantified as possible and use these outcomes to frame discussion as to how to inform planning for a new establishment.

During an interim series of meetings, a decision was reached to separate the remand and sentenced populations in future planning. With a projected future remand population of more than 800, the planning team felt that a "critical mass" existed that would permit more cost-effective programming and design for remand prisoners as distinct from sentenced prisoners. This significant decision allowed for a much broader discussion of the staffing and design implications of purpose-build remand versus sentenced establishments. With this fundamental decision, the following pages provide a combination of a narrative discussion of key variables along with tabular results of the quantification of operational variables for remand and sentenced prisoners. Before addressing the implications for planning remand and sentenced prisons, a number of system variables were also considered that impact the planning process.

### System Planning Variables

The NIPS, like all correctional systems, has no control over committals and little over the release of prisoners. The "flow" of a defendant through the criminal justice system is controlled by the courts. Commitments are a reflection of both the actions of police in making arrests and the decision of the court as to the risk that a defendant presents to flee the country or cause harm within the community if released on bail prior to adjudication. The time spent incarcerated prior to adjudication is controlled completely by the decisions of the judiciary. The average daily census for remand prisoners is a reflection how many defendants were committed within a specific timeframe and how long these defendants remained incarcerated. The formula that defines the average daily census for remand prisoners is a relatively simple one, demonstrated as follows:

$$\text{ADC (average daily census)} = \frac{\text{YC (yearly commitments)} \times \text{ALOC (average length of confinement)}}{365 \text{ days}}$$

Changes in arrest rates, policies impacting the issuance of bail in lieu of incarceration, and the speed at which the judiciary processes the defendant's case will impact either or both the number of committals and the length of confinement prior to adjudication. Recognizing this, the NIPS can only base estimates of future remand prisoners on the past "behavior" of the criminal justice system and modeling the implications of pending legislation on current practices regarding what constitutes a crime and bail or pre-adjudication release policies. New sentencing legislation that is expected to expedite the flow of remand prisoners through the courts is pending.

**Forecasting Prisoners.** The basis for forecasting the number of sentenced prisoners, again, is a reflection of the actions of the judiciary and legislation impacting the length of the sentence awarded by the court. In addition to these external influences on the length of confinement, the behavior of the offender will impact the qualification for release after 50% of the sentenced has been served. Legislation that will permit indeterminate sentencing is being considered as well as legislation that will not allow violent and sex offenders to be released automatically after successfully serving 50% of their sentences. Therefore, the key variables in forecasting the sentenced population are the number of annual commitments and the number of annual releases. At the present time, the NIPS commits approximately 50 more prisoners each year than are released.

In preparing the 15-year forecast for the future prison population, NIPS has taken into account these, and other, factors. Table 1 presents the NIPS forecast of the future remand and sentenced population. This study is focused only on male prisoners, but the estimates for women and juveniles are also shown.

Table 1

**Projection of Future Prisoner Population by Adjudication Status, Gender, and Age**

Categories	Current <sup>1</sup>	10-Year Need <sup>2</sup>	15-Year Need <sup>2</sup>
Remand	399	640	817
Sentenced Males	810	1,188	1,517
<b>TOTAL MEN</b>	<b>1,209</b>	<b>1,828</b>	<b>2,335</b>
Total Juveniles	207	334	427
Remand	102	167	214
Sentenced	105	167	214
<b>Total Females</b>	<b>48</b>	<b>67</b>	<b>85</b>
Remand	18	25	32
Sentenced	30	41	53
<b>TOTAL POPULATION</b>	<b>1,464</b>	<b>2,229</b>	<b>2,847</b>

Source: NIPS Data; Calculation by Carter Goble Lee; 19 July 2007

**Notes**

1. Current population is based upon the census in July 2007.
2. The projected 10 and 15-year prison population was provided by NIPS.

Reviewing Table 1, the focus of this study will be meeting the requirement for 2,335 adult male bedspaces over 15 years, 35% of which are projected to be remand prisoners. Currently, the NIPS uses 770 as the capacity for HMP Maghaberry and 530 at HMP Magilligan, counting the bedspaces under construction in July 2007. The combined total of available adult male bedspaces is 1,300 compared to the projected need for 2,335 bedspaces over the next 15 years. This assumption also assumes that all of the current Magilligan bedspaces remain in use.

Before a discussion of the variables that impact the profile of the future NIPS population, the data from Table 1, above, requires further analysis. The forecasting model of the NIPS is essentially a regression analysis that uses historical trends to establish the percentage of annual population increases. In addition to the current approach that increases annual growth by 6.0% for the next three years and 5.0% thereafter, the NIPS studied the incarceration rates of other European systems and applied varying rates to the Northern Ireland projected general population growth. Thirdly, pending legislation was taken into account for specialized categories of offenders (violent and sex offenders, for example). In the end, the projection model is projecting forward the experience of the past.

One variation to this approach that the NIPS may want to test would be a model based upon annual committals and releases taking into account the average length of confinement by various categories of prisoners. This method can also take into account policy variables that would impact commitments, length of confinement, and release eligibility.

**Classifying Prisoners.** Another major factor that will impact planning for new institutions is the custody level of the future population. A scheme is being tested at this time to re-classify sentenced prisoners based upon a scoring method. This is early days in the process of re-classification but the preliminary results indicate a significant implication for future staffing, design, and construction of new, and even existing, prisons. Table 2 presents the current and projected percentage of the total remand and sentenced prisoner population that will be assigned to the three major custody categories.

Table 2  
**Projected Percentage of Future Prisoner Population by Custody Level**

Custody Level	Current % of Total	Projected % of Total Sentenced Prisoners	Projected % of Total Remand Prisoners
High Custody	11%	9%	25%
Medium Custody	82%	34%	60%
Low Custody	7%	57%	15%
<b>Totals</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: NIPS for Sentenced; CGL for Remand population; 26 July 2007

NB: NIPS have introduced a CAT A-D Security Categorisation from 1 November 2007. Low Custody is not categorized as Cat C-D.

As is evident from the table, the most dramatic shift will be between the current percentages of Low Custody sentenced prisoners (7%) to the new estimate of 57% of sentenced prisoners being assigned to Low Custody. Such a shift has the potential for a monumental change in staffing levels for existing and new prisons, not to mention the implication for best use of Maghaberry and Magilligan, and new prisons in the future. The custody level percentages for remand prisoners represent the Consultant's estimate based on the experience of other systems.

These numbers should be considered early stages and the trial is currently in progress to test the preliminary outcome reported above with a broader sample of the current prisoner population. However, for planning purposes, the percentages for each custody category shown in Table 2 have been used for this planning exercise. As additional data is developed, any different percentages of custody allocation can be applied to the estimated 15-year projections.

Within any population, categories of prisoner exist that require special programming and security considerations. These "special groupings" often comprise a growing percentage of the total population, as is the case in Northern Ireland. Using data prepared by the NIPS, over 30% of the prisoner population represented one or more of five special groupings, including: 1) sex offenders, 2) separated prisoners, 3) foreign nationals, 4) suicide prone prisoners, and 5) elderly prisoners. Other special needs prisoners (such as those with mental disorders) exist, but these five groupings were singled out since data was available for analysis.

Currently, as shown in Table 3, the number and percentage of male prisoners in the special grouping categories totals 370. With changes in the demographic of the total population and with pending legislation, the percentage and number of sex offender, foreign nationals, and elderly prisoners are expected to increase. In 15 years, the total number of prisoners in the "special groupings" category is expected to exceed 700. While not completely scientific, using current ratios of remand and sentenced prisoners to the total, an estimate has been developed of the number of prisoners in each adjudication status that are expected to be assigned to one of the special grouping categories, the majority of which would be sentenced prisoners.

Applying the percentages demonstrated above to the projected remand and sentenced population, the remaining 1,620 prisoners can be divided into remand (531) and sentenced (1,088) and into the projected custody categories using the newly developed classification percentages. The percentage of high, medium, and low prisoners is different between remand and sentenced based on the assumption that more history of the prisoners behavior and participation in re-offending programmes is available for sentenced prisoners, thus warranting a higher percentage of sentenced prisoners being assigned to the medium and low custody categories.

Table 3 illustrates the potential implications of the change in custody profile upon the 10 and 15-year projected populations.

Table 3  
Projected Future Prisoner Population by Custody Level

Key Prisoner Sub-Groups	No. of Male Prisoners	Percent of Total	Future Percent of Total	Projected 10-Year	Projected 15-Year
Sex Offenders	182	15.1%	20.0%	275	351
Separated Prisoners	78	6.5%	6.5%	118	151
Foreign Nationals	44	3.6%	5.0%	67	85
Suicide Prone Prisoners	22	1.8%	1.8%	33	42
Elderly Prisoners	44	3.6%	5.0%	67	85
<b>Total Key Special Sub-Groups</b>	<b>370</b>	<b>30.6%</b>	<b>38.3%</b>	<b>559</b>	<b>714</b>
<b>Total Remand Key Sub-Group</b>	<b>168</b>	<b>45%</b>	<b>40%</b>	<b>224</b>	<b>286</b>
<b>Total Sentenced Key Sub-Group</b>	<b>202</b>	<b>55%</b>	<b>60%</b>	<b>336</b>	<b>429</b>
<b>Remainder of Population</b>					
<b>Remand Prisoners</b>	<b>231</b>	<b>100%</b>	<b>100%</b>	<b>416</b>	<b>531</b>
High Custody	25	11%	25%	104	133
Medium Custody	189	82%	60%	250	319
Low Custody	16	7%	15%	62	80
<b>Sentenced Prisoners</b>	<b>608</b>	<b>100%</b>	<b>100%</b>	<b>852</b>	<b>1,088</b>
High Custody	67	11%	9%	77	98
Medium Custody	499	82%	34%	290	370
Low Custody	43	7%	57%	486	620
<b>Total Remaining General Population</b>	<b>839</b>	<b>-</b>	<b>-</b>	<b>1,269</b>	<b>1,620</b>
<b>Total Remand Population</b>	<b>399</b>			<b>640</b>	<b>817</b>
<b>Total Sentenced Population</b>	<b>810</b>			<b>1,188</b>	<b>1,517</b>
<b>Total Male Prisoner Census</b>	<b>1,209</b>	<b>-</b>	<b>-</b>	<b>1,828</b>	<b>2,334</b>

Source: Data supplied by NIPS

In Table 4, the disaggregated data shown in Table 3 is summarized to establish a planning baseline prediction for the prison population 15 years hence. Note that Table 4 has included a category of "Low Enhanced Regime" (also referred to as Low 2 by the NIPS) for sentenced prisoners to address the anticipated significant increase in the number of prisoners assigned to low custody. Prisoners in the "enhanced" category would be allowed to participate in extensive programmes aimed at the reduction of re-offending and preparing for re-entry into the community. As will be noted later in this report, the spatial and cost implications for enhanced regime prisons should be different from those of general custody prisons.

Table 4 is also the basis for defining the best use of Maghaberry and Magilligan, as well as defining the types of prisons that should be constructed in the future. During the 15-year planning horizon, factors will likely change that will impact the number of prisoners assigned to the various custody categories. The current trial to better categorize low custody prisoners in particular may change the percentages in each custody category that have been used for planning purposes. Therefore, the methodology that produced the custody disaggregations should apply for the annual updates of the bedspace needs.

The intent of this evidence-based approach is less to develop a precise answer to future bedspace needs and costs by custody levels, but to establish a methodology that can be used annually to monitor the process of expanding capacity in the areas of operations where the need is greatest.

Based upon the data available in August 2007, Table 4 presents a "snapshot" of the potential disaggregation of the NIPS population in 15 years.



Table 4  
Summary of Projected Future Prisoner Population by Adjudication  
Status and Custody Level

Custody Categories	Remand Prisoners	Sentenced Prisoners	Total Prisoners
<b>Special Prisoner Sub-Groups</b>	<b>286</b>	<b>429</b>	<b>714</b>
High	71	39	110
Medium	171	146	317
Low	43	244	287
<b>General Custody Prisoners</b>	<b>531</b>	<b>1,088</b>	<b>1,620</b>
High	133	98	231
Medium	319	370	689
Low	80	620	700
<b>Total Prisoners</b>	<b>817</b>	<b>1,517</b>	<b>2,334</b>
<b>Total Prisoners by Custody Classification</b>			
High	204	137	341
Medium	490	516	1,006
Low	123	648	770
Low Enhanced Regime	-	217	217
<b>Total Prisoners</b>	<b>817</b>	<b>1,517</b>	<b>2,334</b>

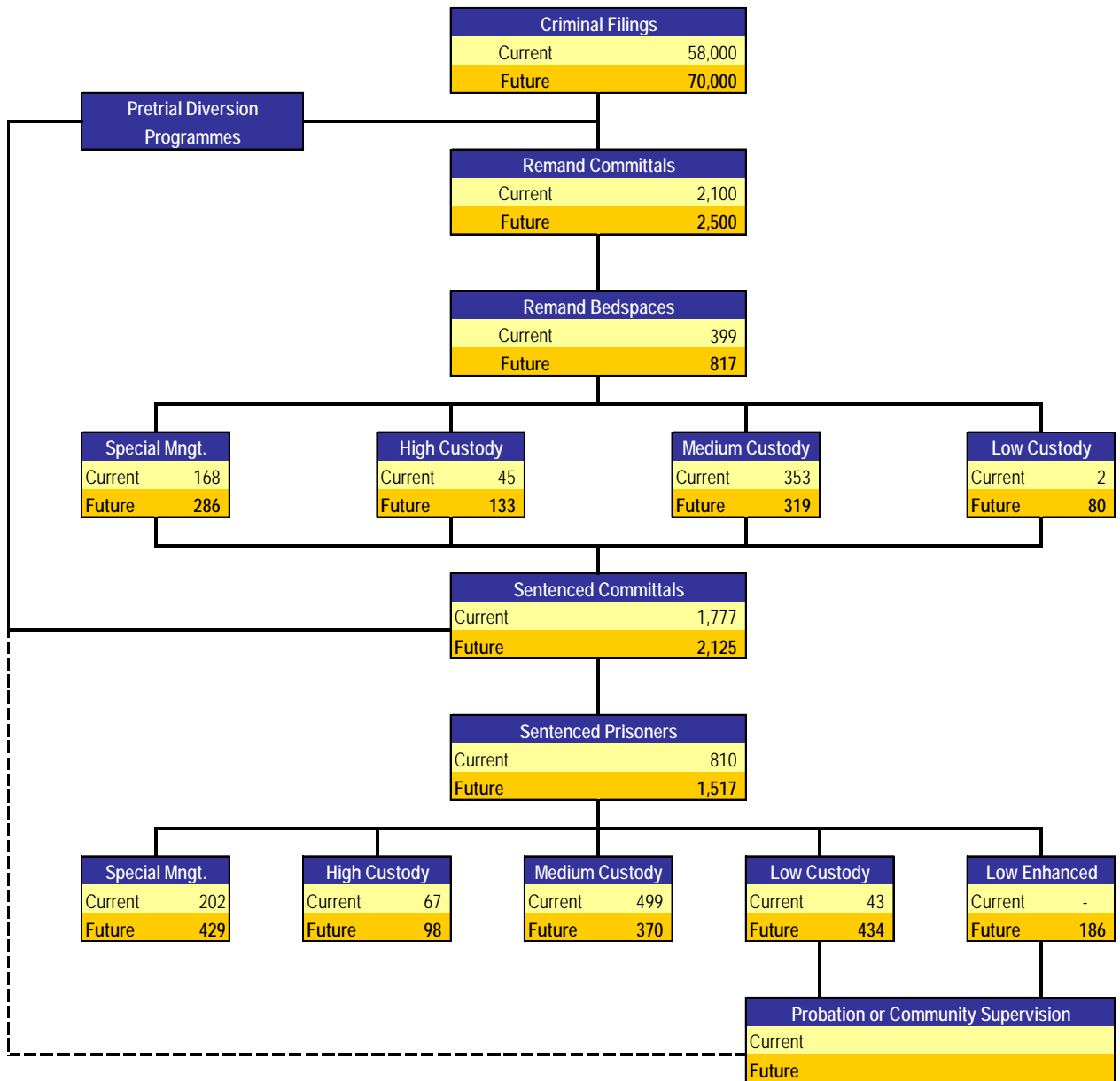
Source: NIPS Data; Calculation by Carter Goble Lee; 25 July 2007

The data presented above established the framework for the workshops that were focused on the prison system needs as seen by the managers of the various components of the prisons. Using the above data base, the evidence matrix was completed for the system profile and security categories of remand and sentenced prisoners.

**System Implications.** Prior to a presentation of the data that was developed through a combination of the two sessions of workshops and various meetings with Central Office staff, a summary of the flow of defendants through the criminal justice system helps to recognise the implications of decisions early in the process of adjudication that can ultimately impact design choices.

Figure 1 is by no means a thorough depiction of all of the steps that occur in a track through the criminal justice system, but merely illustrates how some of the key data that was provided in this analysis was used to at least "bracket" decisions regarding the potential numbers of prisoners in various custody categories and to initiate the space and cost guidelines assessment with a knowledge that changes on the "front-end" of the flow will most assuredly have an impact on space and cost.

Figure 1  
Summary of the Available Data Elements Depicting a Prisoners Progress  
Through the Criminal Justice System



Source: NIPS data and Carter Goble Lee; 31 August 2007

## REMAND PRISONERS

Currently, remand prisoners comprise approximately 35% of the total prison population and projections prepared by the NIPS assume that this percentage will continue in the future. Since the remand and sentenced populations are co-mingled in accommodation units, much of the data that is available reflects both groups. Table 5 presents the criminal justice system data that was relevant to both remand and sentenced prisoners. Planning for new bedspaces begins with reported crimes, arrests, criminal filings or petitions in court, committals to prison on a remand status, and ultimately committals to prison for those defendants given a custodial sentence by the courts. The first portion of the evidence matrix begins with the systems data that was available.

Table 5  
System Data Regarding the Committals of Remand and Sentenced Prisoners

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>1.0000</b>	<b>SYSTEM PROFILE IMPACTING REMAND POPULATION</b>		
1.0100	Annual number of criminal cases filed in courts	58,465	Awaiting data from Courts
1.0400	Annual number of defendants given bail in lieu of custody remand	-	Awaiting data from Courts
1.0500	Annual number of defendants placed in a diversion program	-	Awaiting data from Courts
1.0600	Annual number of remand receptions	2,101	Out of a total of 3,678 receptions at Maghaberry
1.0700	Annual number of sentenced receptions (including Fine Defaulters)	1,777	
1.0701	<i>Number of Fine Defaulter committals</i>	1,129	
1.0702	<i>Number of sentenced committals</i>	434	
1.0700	Estimated number of prisoners under custody probation order (CPO)	-	Awaiting data from Probation
1.0800	Average number of probationers per year	-	Awaiting data from Probation
1.0900	Current total number of probation staff assigned to prison	25	Awaiting data from Probation
1.1000	Total probation staff available for community-based programmes	18	Awaiting data from Probation
1.1100	Number of existing community-based alternative programs	9	Awaiting data from Probation

More data on crime and arrest rates should be gathered to aid in an understanding of flow of offenders through the criminal justice system. This information would be more helpful, however, in updating forecasts of future bedspace needs than the planning of new prisons. What the above table does indicate is that the great majority of cases filed in the Magistrate Courts are disposed of through non-custodial methods. From July 2006 through June 2007, 58,465 criminal cases had been filed in Magistrate Court resulting in 2,101 remand and 1,777 sentenced committals. This would imply that, by far, most criminal cases do not result in the occupancy of a prison bedspace as either a remand or sentenced prisoner.

In the following pages the evidential basis for the remand population is presented according to the major components of prison operation. This information was largely gained through the participation of senior managers and staff representing all aspects of prison operations.

## Security

Security for remand prisoners is demanding in that all of the prisoners are considered medium to high security, because they have not been convicted or classified yet. Consequently, as noted in the table, all remands have to be escorted whenever outside their housing block, thus requiring additional security escort staff. Also, the high percentage of daily court transports and weekly transfers to Magilligan require additional security staffing and transport vehicles. Naturally with any remand admission facility there will be a much higher volume of vehicular traffic thru the gatehouse entrance, requiring increased staffing and security inspections. Table 6 identifies the responses to major factors regarding security for remand prisoners.

Table 6  
Factors Impacting the Security Needs of Remand Prisoners

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>3.0000</b>	<b>SECURITY</b>		
3.0100	Percentage of prisoners transported to Court per day	20%	Based on 20% of remand population; 12 vehicles per day for Courts
3.0200	Transports (prisoners) to hospital per week	2	Very low; estimated at less than two per month
3.0300	Hours per year for security at local hospitals	-	Data pending
3.0400	Transfers to another prison per week	10-12	Transfer to Magilligan per week
3.0500	Average number of vehicles thru Gatehouse/day	40	Approximately 13 round trips per day are court related
3.0600	Number of staff assigned to control room operations (daylight shift)	5	Includes supervisor
3.0700	Times per day a security officer completes a perimeter wall surveillance	1	Internal patrol
3.0800	Incidence reports per week that results in disciplinary confinement	6	Estimate actual data not available
3.0900	Average number held in disciplinary confinement per day	10	Estimate actual data not available
3.1000	Percentage of prisoners that can move unescorted	0%	Confirmed through discussions w/Senior Managers
3.1100	Percentage of prisoners that can leave establishment	0%	Program not currently available
3.1200	Percentage of prisoners that qualify for furlough	0%	Program not currently available
3.1300	Number of dogs assigned to security details	4	Combination of drug and chase dogs
3.1400	Number of hours dogs are used per day	24	Confirmed through discussions w/Senior Managers

The use of the above security data for remand prisoners can provide staffing and design guidelines for several aspects of a new prison including the following:

1. Staffing and sizing a reception and release component of a prison based upon average daily committals of approximately 10 per day on average (3,749 committals per year/365 days). Peak days and hours per day should be considered in defining the number and type of initial reception cells.
2. Based upon the above data and the projected 15-year remand population, on an average court day, 160 prisoners will be transported to court (20% X 817 projected remand prisoners). This volume of movement can aid in the determination of staffing levels to escort remand prisoners from house blocks to reception and the number of vehicles that will pass through a gatehouse during peak court hours at a remand prison.
3. The average number of transfers to hospital or another prison (presently from Maghaberry to Magilligan) should be used to determine the number of transfer cells that would be located in the reception centre.
4. The number of staff required to operate the ECR (5 currently) provides an indication of the size of the space that needs to be provided.
5. Converting the number of disciplinary incidences per week that result in confinement to a ratio of total remand prisoners provides an analytical basis for determining the number of disciplinary cells.

### **Prisoner Accommodation**

During the workshops, definitions of prison accommodations were offered that apply to either remand or sentenced prisoners. A "wing" is a building or portion of consisting of one, two, or more levels of cells. Historically, these levels have been called "landings". A "house block" is a building of one or more wings. The term "association space" is often interchanged with "dayroom" and refers to the space directly in front of cells that is large enough to accommodate leisure or learning activities. Prisoners may spend significant amount of time socializing with other prisoners in the association space. These terms may be used in the description of staffing or design issues.

Although remand and sentenced prisoners are not currently held in rigidly separated accommodations, one of the principles emerging from the workshops is to accomplish both an operational and physical separation of the two groups in the 15-year development plan. In most systems that separate remand and sentenced prisoners, housing for remand prisoners tends to be in medium to high security housing blocks. Based on input from senior managers and central office staff, most remand cells in the future should be single bunked with a very small percentage being double bunked.

For remand prisoners, the housing accommodations ideally will be up to 60 prisoners per wing depending on the custody level and no more than 30 per landing. Except for court transports, the majority of the prisoners' time will be spent inside the housing block, much of which will be in their cells or in the dayroom. In a specially designed remand facility, many of the programme activities can occur inside the blocks, provided offices, classrooms, and food preparation space are available.

Table 7 presents some of the major factors impacting choices for prisoner accommodation.

Table 7  
**Factors Impacting the Accommodation Choices for Remand Prisoners**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>4.0000</b>	<b>PRISONER ACCOMMODATION</b>		
4.0100	Ideal number of bedspaces per housing wing	60	For medium and low custody prisoners; 30-48 for high custody
4.0200	Ideal number of bedspaces per landing	30	Based on a wing size of 60 cells
4.0300	Maximum number of prisoners in association space at one time	60	For medium and low custody prisoners; 5-10 for high custody
4.0400	Average number of hours in dayroom per day	14	For medium and low custody prisoners; 2-4 for high custody
4.0500	Average number of cellular confinement per day	10	Suggested for medium and low custody prisoners
4.0600	Ideal number of prisoners that can be supervised by one custody officer	30	Suggested for medium and low custody prisoners
4.0700	Ideal number of custody officers per 60 cell housing wing (excluding supervisor)	2	Suggested for medium and low custody prisoners
4.0800	Breakdown of cells by number of occupants	-	Human rights legislation driven
4.0810	<i>Percentage of single occupied cells</i>	95%	Inclosed toilet in cell
4.0820	<i>Percentage of double occupied cells</i>	5%	For listener, disabled, and safer cells
4.0900	Average number of times prisoner leaves housing unit/day	2	Confirmed through discussions w/Senior Managers
4.1000	Average number of cell-front bed checks/day	10	Suggested for medium and low custody prisoners
4.1100	Ratio of showers per prisoners in housing unit	1:6	Based on current experience of NIPS
4.1200	Percentage of disabled cells in housing unit	2%	Suggested target for planning

The data accumulated from the workshops offers insight into a number of design choices that will be required if the remand and sentenced populations are separated.

1. While a house block may be comprised of several wings, the maximum size of a wing should be 60 prisoners held largely in single cells.
2. The maximum size of a landing would be 30, but alternative design solutions may render the concept of a landing being the defining basis for developing staffing models inappropriate.
3. Using 800 as the targeted size of the remand population in 15 years, based on 95% single cells, 20 cells could be double occupied making a future remand prison consisting of 760 prisoners in single cells and 40 in double cells. Double cells would be designed for at least 11.0 square meters with a partitioned toilet. Single cells should be at least 7.0 square meters. Each wing of 60 prisoners should contain at least one cell fitted out and sized to accommodate a disabled prisoner.
4. The association or dayroom space should be designed to accommodate up to 60 prisoners at one time and be based upon 3.0 – 3.5 square meters per prisoner. Showers at a ratio of 1 to 6 prisoners should be located within the association space with appropriate privacy panels. One shower should be wheelchair accessible.
5. The daily regime for remand prisoners should include no more than 12 to 14 hours per day of “locked time” in cells. The remaining time could be spent partly in structured and leisure activities in the dayroom, visitation, sports activities, trips to court, and other planned activities. The aim is to achieve from 10 to 12 hours per day of out-of-cell time for all except prisoners on disciplinary confinement. Based upon existing operations, a remand prisoner will average leaving the wing twice per day for structured activities or trips to court.
6. The staffing preference arising from the workshops was two security officers per 60-prisoner wing. A desire was expressed to move away from the “landing approach” to developing staffing plans and to envision the wing of 60 as the basis of developing the number of staff assigned. Staff will be required to make at least 10 cell front contacts with prisoners each 24 hours.

Analysis of these factors that were debated in the workshops will offer a variety of solutions for the design of future prisoner accommodation.

## Services

In organizing the workshops, services available for remand prisoners were divided into several categories. Typically, services are essential to the operation of a remand prison and provide for the basic needs for living. Prisoners are entitled under United Nations Minimum Rules, Council of Europe standards, and Northern Ireland human rights legislation to receive these services. The following paragraphs summarize the data that was generated through the workshops regarding basic prisoner services.

### *Health Care:*

The National Health Services is in the process of assuming management of the NIPS health care program. Also as a part of the new health care service delivery plan, prisoners requiring overnight hospitalization will be transported to a community hospital. Limited inpatient beds will be available at existing prisons and only 2-3 such beds should be planned in new establishments. All prisons should offer 24-hour/7 days per week access to in-house medical personnel. Remand prisoners require the same medical, dental, and mental services as sentenced prisoners.

Health care for remand prisoners is always a priority correctional issue, requiring significant staffing and funding resources during the reception process to access medical conditions. During this phase of the process, mental health evaluations, intelligence testing, and medical treatment are conducted and administered if needed (80% of NIPS prisoners were reported to be on some form of daily medication). Security escorts to, from, and during the process are required, unlike that for sentenced prisoners. Remand prisoners are confined to housing blocks for the majority of the day and tend to dwell on real or perceived ailments which may lead to more requests for clinic visits than sentenced prisoners. Table 8 presents the major factors impacting choices for delivery of health care services.

Table 8  
**Factors Impacting the Design Implications of Health Services**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>5.0000 SERVICES</b>			
5.1000	Health Care		
5.1100	Number of hours per day that sick call is operated	8	Typically daylight shift only
5.1200	Percentage of remand prisoners per day that request a visit to the clinic	5%	Based on 35% of 4,500 requests for clinic visit per year
5.1300	Percentage of prisoners that access clinic unescorted	0%	Remand prisoners do not move w/o escort
5.1400	Percentage of remand prisoners on some form of daily medication	80%	Number provided by NIPS
5.1500	Percentage of remand prisoners on some form of psychotropic medication	25%	Confirmed through discussions w/Senior Managers
5.1600	Percentage of infirmary beds to total facility beds	2%	Based on current infirmary bedspaces at Maghaberry
5.1700	Ratio of medical staff to prisoner population	1:16	Based on current experience at Maghaberry

Several planning guidelines that resulted from the workshop concerning health care include the following:

1. Typically, the medical clinic will operate during normal daylight hours for eight hours per day.
2. In total, based upon 2006 statistics, a total of 4,500 requests were made for a clinic visit. The remand population was 35% of the total census and converted to an average daily basis, five percent of the remand prisoners will make a request for a clinic visit on an average day.
3. Currently, 80% of the remand prisoners are on some form of medication and 25% on a psychotropic medication. Since managing the use of medications is an important health care and security concern, location of medication distribution points is a major adjacency issue.
4. The number of infirmary beds to total beds is currently 2% based upon Maghaberry. With the new health care model, this number can be reduced to 2-4 beds for the entire prison.

### *Catering and Food Service:*

The daily meals are one of the big highlights for remand prisoners. Therefore, nearly all prisoners (95%) eat nearly every meal. Unlike sentenced prisoners, the remands eat in their own housing blocks. This reduces the need for

additional escorts for remands eating in a central dining facility. However, catering staff are needed to transport and serve the meals to the housing blocks. If the meals are prepared in the main kitchen, the housing blocks will need food warming and serving areas. Table 8 presents the major factors impacting choices for catering services.

Table 8  
Factors Impacting the Design Implications of Catering Services

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>5.0000 SERVICES</b>			
<b>5.2000</b>	<b>Catering/Food Service</b>		
5.2100	Time (in minutes) allotted for prisoner's to complete a meal	30	Preference expressed by NIPS
5.2200	Number of prisoners that dine together	60	Remand prisoners eat in their housing units
5.2300	Percentage of prisoners that could dine centrally (other than dayroom)	0%	NIPS preference is that remand prisoners dine in housing units
5.2400	Ratio of staff per prisoner in Central Dining	N/A	See 5.2300 above
5.2500	Percentage of prisoners that access Central Dining unescorted	N/A	See 5.2300 above
5.2600	In housing units, maximum minutes between food delivered and served	45	NIPS expressed standard
5.2700	Number of days supply of food storage before delivery required	3	NIPS expressed standard
5.2800	Typical times of the day for meal service		Times provided by NIPS catering staff
5.2810	<i>Breakfast</i>	<b>8:00</b>	
5.2820	<i>Lunch</i>	<b>11:45</b>	
5.2830	<i>Evening</i>	<b>5:00</b>	
5.2840	<i>Snack</i>	<b>6:30</b>	
5.2900	Average number of prisoner jobs for food service operation	10	Based on current experience at Maghaberry
5.3000	Number of reported incidents in dining halls requiring staff intervention	-	Remand prisoners eat in their housing units
5.3100	Percentage of staff that take at least one meal per day in prison	10%	Confirmed through discussions w/Senior Managers
5.3200	Percentage of prisoners that show up for each meal time	95%	Confirmed through discussions w/Senior Managers

Design implications arising from the catering and food service discussions for remand prisoners include the following.

1. Dining for remand prisoners will be located in the housing wings; preferably in a specifically designated area in the association space.
2. An entire wing (60 prisoners) could dine together at one time, thus requiring seating and table space for 60. A minimum of 30 minutes should be allowed for the meal, although many prisoners will require less time. Typically, 95% of the remand population will dine during the designated hours of service.
3. The time between preparing and serving the food will be influenced by the method of serving. A maximum time lapsed between preparation and service should be 45 minutes.
4. The kitchen should be designed to store three days of food supplies inside the secure perimeter.

## Programmes

Due to the relatively short period of confinement, programmes for remand prisoners will be based more upon the reduction of idleness than on treatment and skills development, although approximately 20 voluntary and full-time staffed programmes addressing re-offending are available at Maghaberry. However, the focus for planning should be upon recreation, limited academic programming, and visitation.

### *Recreation/Sports:*

Recreation for remands requires additional staffing escort to and from the sports hall and recreation fields. As can be noted in the table below, in the current Maghaberry experience for remand prisoners, disciplinary incidents are minimal while the prisoners are constructively occupied. A full service sports hall or housing block exercise yards in a new remand-only prison would be essential to reduce idleness.

Table 9 presents the major factors impacting choices for recreational services.

Table 9  
Factors Impacting the Design Implications of Recreation and Sports Activities

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>6.0000 PROGRAMMES</b>			
6.1000	Recreation/Sports		
6.1100	Number of hours per day of structured sports activities	12	Data from workshop
6.1200	Number of prisoners in Sports Hall/Field at one time	60	Confirmed through discussions w/Senior Managers
6.1300	Percentage of prisoners that access sports activities unescorted	0%	Confirmed through discussions w/Senior Managers
6.1400	Average reported disciplinary incidents per week	<1	Notes from workshop
6.1500	Number of different activities available at one location	4-5	Based on Sports Hall use; weights, aerobics, volleyball, 5-side football
6.1600	Ratio of staff per prisoner in Sports Hall/Field	1:15	Notes from workshop

Design implications for recreation planning include:

1. At least 12 hours per day of structured sports activities should be planned so that 50% of the remand population has the opportunity for structured recreational time every two days, weekends excluded.
2. Prisoners should be allowed a minimum of two hours of structured recreation time each period.
3. The maximum number of remand prisoners participating in structured recreational activities at one time is 60. Based on a 12-hour recreation day and a two hour timeframe per period, 360 prisoners could receive structured recreation each day.
4. The sports hall should be designed to accommodate 4-5 different types of activities at one time. Supervision should be based upon a staffing ratio of one staff person per 15 prisoners. Based on 60 prisoners, at least four staff should be present in the sports hall.

**Academic Education:**

Remand prisoners should be allowed to continue basic education programmes while incarcerated. However, academic education classes will be on a voluntary basis and will be delivered either in the association space or in classrooms in close proximity to the housing wings. A small percentage of remand prisoners are likely to participate in educational programming since their focus is on preparation for their court cases. Currently, the number of certificates awarded also for remand prisoners is very low and should be anticipated to remain so. Table 10 presents the major factors impacting choices for academic education services.

Table 10  
Factors Impacting the Design Implications of Academic Education Services

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>6.0000 PROGRAMMES</b>			
6.2000	Academic Education		
6.2100	Percentage of prisoners participating in structured education curriculum	20%	Confirmed through discussions w/Senior Managers
6.2200	Number of educational hours offered per day	6	Excluding evening classes at house block offered through volunteers
6.2300	Number of prisoners in a classroom	6-10	Notes from workshop
6.2400	Percentage of prisoners that access education activities unescorted	0%	Remand prisoners receive academic education at housing unit
6.2500	Prisoners completing state-sanctioned educational curriculum per year	<1%	Remand prisoners not incarcerated long enough to participate
6.2600	Preferred ratio of teachers per prisoner in academic classroom	1:6	Based on preferred size of classroom
6.2700	Typical number of educational courses offered in a year	4-6	Confirmed through discussions w/Senior Managers
6.2800	Average classroom hours by a prisoner seeking a certificate of completion	N/A	See 6.2500 above
6.2900	Typical out-of-cell time that is devoted to classroom-based education	N/A	See 6.2500 above

Information gained from the workshops that should influence design decisions include the following:

1. Approximately 20%, or 160 prisoners, can be expected to participate in structured academic education programmes that will typically be offered during a six hour period each day in the house block.



2. Any structured instruction at the house block should be based on no more than six students per class.
3. Academic education programmes are likely to be based upon developing basic reading, writing, and ciphering skills.

## Prisoner Support

The maintenance of good order is as much dependant upon the provision of adequate support for the essential needs of prisoners as the provision of an adequate number of trained staff. Most of the support functions for a remand prisoner are discretionary but are also used on a very regular basis.

### *Visitation:*

Family visitation is strongly encouraged for remand prisoners by the NIPS. Remand prisoners are allowed three, two-hour visits per week. NIPS policy for remand prisoners is based upon a half-hour visit six times per week. In actual practice, however, due to the distances to travel to Maghaberry, remand prisoners are permitted three, one hour visits per week. Typically, a remand prisoner can have three visitors per session but this can be modified for special circumstances. Visitation occurs five hours per day with an average of 120 individuals visiting the remand prisoners each week. Table 11 presents the major factors impacting choices for visitation services.

Table 11  
**Factors Impacting the Design Implications of Visitation Services**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
7.0000	PRISONER SUPPORT		
7.1000	Visitation		
7.1100	Visitation hours per day	5	Current experience; could increase in the future
7.1200	Number if social visits allowed per week	6	Actual experience is one hour/visit, three days per week
7.1300	Average number of visitors per week	120	Based on 33% of 340 visitors per week at Maghaberry; could increase
7.1400	Allowable number of minutes per visit	30	Current NIPS policy; capacity driven
7.1500	Average time to process a visitor from reception to visit hall	30	30 minutes on weekend; based on workshop notes
7.1600	Average time to process a prisoner from house block to visit hall	15	Estimate; based on workshop notes
7.1700	Percentage of prisoners that access visitation unescorted	0%	Current NIPS policy

Design guidelines that emerge from the analysis of the evidence matrix include the following:

1. Currently, each remand prisoner accounts for approximately 0.3 visitors per week.
2. Translating current practices to an 800-bed remand prison, the future number of visitors will range between 240 and 300 per week.
3. The maximum number of prisoners allowed in the visit hall at one time would be 60. If each prisoner has three visitors, the total number in the visits hall would be 240 (60+60X3). Based upon security concerns, this number could be controlled to no more than 120 by dividing the visits hall into two adjacent spaces.
4. Since remand prisoners must be escorted, a one hour visit would require a total of one hour and thirty minutes, or more, away from the housing wing.
5. Based upon a 30-minute time from visitor processing to arrival in the visits hall, space should be provided in visitor processing for at least 90 visitors at one time (50% X 180).

### *Faith-Based Programmes:*

Faith-Based programmes are strongly supported in the system. Remand prisoners practice their faith primarily with the Roman Catholic, Church of Ireland, Presbyterian, Free Presbyterian and Methodist denominations, in addition to Islam. A remand facility would need a suitable multi-faith space with classroom space to accommodate religious studies.

Table 12 presents the major factors impacting choices for visitation services.

Table 12  
**Factors Impacting the Design Implications of Faith-Based Programmes**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>7.0000 PRISONER SUPPORT</b>			
<b>7.2000</b>	<b>Faith-Based Programmes</b>		
7.2100	Number of denominations available at prison	3	Typically Catholic, Protestant, and Muslim; could be more
7.2200	Average attendance at weekly services	25	Estimate; based on workshop notes
7.2300	Number of hours of religious studies available per week	4	Estimate; based on workshop notes
7.2400	Number of custody officers available in chapel setting	1	Estimate
7.2500	Percentage of prisoners that access religious services unescorted	0%	Current NIPS policy

Design considerations include the following:

1. Attendance at religious services for remand prisoners is traditionally lower than the sentenced population. A typical attendance would be 15-25, with up to twice that number on religious holy days.
2. Religious study rooms would typically accommodate 6-8 prisoners plus a leader.

**Support Organizations:**

Although remand prisoners are confined for significantly less time than sentenced prisoners, nonetheless, voluntary groups play a significant role in the daily routine of remand prisoners. Drug and alcohol counseling is provided by volunteers along with support to the chaplaincy services and visitation hall management. Space allocations will be needed for volunteer activities. Table 13 presents the some of the major factors that influence support organisations design decisions for sentenced prisoners.

Table 13  
**Factors Impacting the Support Organisations Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>7.0000 PRISONER SUPPORT</b>			
<b>7.3000</b>	<b>Support Organisations</b>		
7.3100	Number of volunteer-based rehabilitation programmes available to prisoners	7	Current group programmes run by volunteers at Maghaberry
7.3200	Number of participants per formal programme	8	Based on workshop notes
7.3300	Average hours per week available for structured volunteer programmes	30	Based on workshop notes

The major design implication for support organisations is rooms large enough to seat 6-8 prisoners and 2-3 volunteers. The space should be easily viewed by a roving security officer.

Another functional sub-components within the Prisoner Support category is laundry. The space criteria for laundry services for remand prisoners will be virtually the same as sentenced prisoners. Planning for laundry services should be based upon a standard of 2.0 – 2.5 kilos per prisoner per week. Based on 817 future remand prisoners, a central laundry would need to be capable of managing at least 2000 kilos per week, or 400 per day.

**Trades**

Maintenance of the establishments is an increasing expenditure as the prisons age. Remand prisoners are held only at HMP Maghaberry and while this establishment is only 21 years old, the level of crowding that has been necessary since the closing of HMP Maze in 1996 has placed a strain on the infrastructure at Maghaberry and will continue to do so.

The data presented in Table 14 applies to remand or prisoners by applying a 35% factor (the percentage of remand prisoners in the system) against the total maintenance request data available for the entire system. This information is intended to present the some of the major factors that influence the design decisions for the trades component.

Table 14  
**Factors Impacting the Trades Component Design Requirements**

Item Number	Functional Category	Remand Prisoners	
		Base Data	Comments
<b>8.0000 TRADES</b>			
8.0100	Typical number of maintenance staff per square meters	1:2,500	NIPS supplied data
8.0200	Average number of request orders for maintenance per week	72	Based on 35% (remand population) of 11,300 maintenance functions/year

Several factors that will impact design considerations for a remand population include the following:

1. Based on the 72 maintenance request orders associated with the remand population (11,300 X 35% divided by 52 weeks) is equal to approximately 15 per day based on a five-day trades workweek. Using the current average daily census of 399 remand prisoners, this translates to a ratio of one order per 27 remand prisoners each workday.
2. At the present time, the total of 50 trades staff for 1,464 total adult and youthful offenders is a ratio of one maintenance staff per 29 prisoners.
3. Using the estimated future average daily census of 817 remand prisoners, the current ratio would yield an average of 30 maintenance requests per day for the remand population in the future. The 1:29 ratio of maintenance staff per prisoner applied to the projected 817 remand prisoners would translate to 28 staff.
4. While space guidelines will be discussed in a subsequent section, using a guideline of 4.5 – 5.0 square meters per prisoner to estimate the size of the trades component of a remand prison at 817 prisoners.

## SENTENCED PRISONERS

Within the sentenced category, prisoners are generally programmed according to short-term (less than two years); long-term (more than two years); and "lifers" (those under a sentence of life imprisonment). In a larger system, gathering evidence according to these broad categories would be helpful to establish rehabilitation regimes, housing assignments, out-of-cell opportunities and many other aspects defining the operational plan for separate categories of sentenced prisoners. In a small system, however, all three broad categories of prisoners are generally managed as one population with little distinction made according to operational or confinement status. The security classification, not the length of confinement, establishes the regime and type of accommodation.

Therefore, in the matrices that follow, the data presented is not only across adjudication status (remand and sentenced), but also no distinction is made for length of sentenced. Planning for future prisons, however, should take the length of confinement into account for reasons of regime and spatial planning.

### Security

The security for the sentenced prisoners at Maghaberry and Magilligan is more staff intensive than for those in remand custody, because of the larger numbers of sentenced and the increased daily programme activities. Prisoner transfers, medical and occasional court appearances, all require additional staff and vehicular resources. The main gatehouses all receive increased traffic for food service, workshop, and supply deliveries. Even though 80% of the prisoners can move to programmes and services without a staff escort, security staff must still control the movement within the all areas of the prison. Currently, more sentenced prisoners become involved in disciplinary infractions than do the remand prisoners. Consequently, sentenced prisoners spend more time in the Special Supervision Unit.

Table 15 presents the some of the major factors that influence design decisions for sentenced prisoners' security requirements.

Table 15  
**Factors Impacting the Security Needs for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>3.0000 SECURITY</b>			
3.0100	Sentenced committals per year	1777	Based on total admissions in last 12 months
3.0200	Releases per year	3743	Based on total releases in last 12 months
3.0300	Transports (prisoners) to Court per day	<1%	Very low; estimated at less than two per month
3.0400	Transports (prisoners) to hospital per day	<1%	Very low; estimated at less than two per month
3.0500	Hours per year for security at local hospitals	-	Insignificant at this time; will change with proposed changes in service delivery
3.0600	Transfers to another prison per week	10-12	Currently all transfers to Magilligan occur on Thursday
3.0700	Average number of vehicles thru Gatehouse/day (HMP Maghaberry)	40	Approximately 13 round trips per day are court related
3.0800	Number of staff assigned to control room operations (daylight shift)	5	Includes supervisor
3.0900	Times per day a security officer completes a perimeter wall surveillance	1	Generally happens during daylight hours
3.1000	Incidence reports per week that results in disciplinary confinement	12	Confirmed through discussions w/Senior Managers
3.1100	Average number held in disciplinary confinement per day	10	Confirmed through discussions w/Senior Managers
3.1200	Percentage of prisoners that can move unescorted	80%	Confirmed through discussions w/Senior Managers
3.1300	Percentage of prisoners that can leave establishment for work or education	0%	Program not currently available
3.1400	Percentage of prisoners that qualify for furlough	0%	Program not currently available
3.1500	Number of dogs assigned to security details	4	Confirmed through discussions w/Senior Managers
3.1600	Number of hours dogs are used per day	24	Confirmed through discussions w/Senior Managers

Reviewing the summary of security factors for sentenced prisoners gained from the workshops, the following design implications should be addressed:

1. Currently, all remand and sentenced prisoners initially arrive at Maghaberry which had dictated the size and configuration of the receptions area. If the NIPS separates the remand and sentenced populations into two establishments, the receptions area should be sized accordingly.
2. Based on recent data, approximately 1,800 sentenced prisoners arrive in Maghaberry's reception area each year, or approximately seven per working day. If separated from remand receptions, this number is easily managed from a spatial perspective.
3. Although the information in Table 15 above indicates an average of 40 vehicles through the Maghaberry gate house per weekday, very few sentenced prisoners are transported to court each day so the demand in a future sentenced prison placed on the gatehouse for court transport vehicles will be insignificant. A similar low percentage of prisoners require transport to local community medical facilities.
4. The majority of sentenced prisoners are permitted to move to out-of-wing activities without an escort. Ideally, the design of a new sentenced prison would permit easy surveillance and casual supervision of the movement.
5. The use of dogs primarily for drug detection is a part of the NIPS prison culture. If the classification reduction is achieved, consideration could be given to limiting the use of dogs as a part of the security force.

### Prisoner Accommodation

Currently, the NIPS has several housing configurations ranging from the most contemporary at the Bush and Roe units, the "square blocks" at Maghaberry, and the "H"-blocks at Magilligan. The new RTU when completed at Mourne House will be a fourth model. Only the Bush and Rowe units receive an acceptable rating from the Prison Inspectorate.

Considering the future classification scheme that will significantly alter the custody assignments of prisoners as shown earlier in Table 2, a thorough evaluation of the role of existing prisoner accommodation and the appropriate type of new configuration and constructed is warranted. Any future sentenced house blocks should take into account the implications of the new classification scheme. The 60 single cell wing/ 30 cell landing was defined as the preferred capacity, based upon the inclusive planning experience with the RTU concept. Since sentenced prisoners are out of their cells more than remand prisoners, additional association space and multi-use activity rooms are necessary.

Staffing patterns should vary based upon the classification levels of prisoners in existing or new accommodation. A challenge for NIPS will be balancing custody levels and historical staffing patterns with existing housing configurations when the new classification scheme suggests less risk. The design of new sentenced prisoner housing can accommodate the new classification scheme with efficient staffing patterns, but altering existing patterns even with a less restrictive classification of prisoners remains a challenge for the NIPS.

Table 16 presents the some of the major factors that influence prisoner accommodation design decisions for sentenced prisoners.

Table 16  
**Factors Impacting the Accommodation Needs for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>4.0000</b>	<b>PRISONER ACCOMMODATION</b>		
4.0100	Ideal number of bedspaces per housing wing	60	For medium and low custody prisoners; 30-48 for high custody
4.0200	Ideal number of bedspaces per landing	30	For medium and low custody prisoners
4.0300	Maximum number of prisoners in association space at one time	60	For medium and low custody prisoners; 5-10 for high custody
4.0400	Average number of hours in dayroom per day	14	For medium and low custody prisoners; 2-4 for high custody
4.0500	Average number of cellular confinement hours per day	10	Suggested for medium and low custody prisoners
4.0600	Ideal number of prisoners that can be supervised by one custody officer	30	Suggested for medium and low custody prisoners
4.0700	Ideal number of custody officers per 60 cell housing wing (excluding supervisor)	2	Suggested for medium and low custody prisoners
4.0800	Preferred breakdown of cells by number of occupants	-	
4.0810	<i>Percentage of single occupied cells</i>	90%	Suggested
4.0820	<i>Percentage of double occupied cells</i>	10%	Must provide privacy panel around toilet in the double cell
4.0830	<i>Percentage of dormitory bedspaces</i>	0%	Suggested
4.0900	Average number of times prisoner leaves housing unit/day	4	Suggested for medium and low custody prisoners
4.1000	Average number of cell-front bed checks/day	10	Based on current policies
4.1100	Ratio of showers per prisoners in housing unit	1:6	Based on current experience of NIPS
4.1200	Percentage of disabled cells in housing unit	2%	Suggested target for planning

The data accumulated from the workshops offers insight into a number of design choices for the design of any new housing accommodation for sentenced prisoners.

1. While a house block may be comprised of several wings, the maximum size of a wing should be 60 prisoners held largely in single cells.
2. The maximum size of a landing would be 30, but alternative design solutions may render the concept of a landing being the defining basis for developing staffing models inappropriate.
3. Using 1,500 as the targeted size of the sentenced population in 15 years, 150 cells could be double occupied making a future remand prison consisting of 1,200 prisoners in single cells and 300 in double cells. Double cells would be designed for at least 9.5 square meters with a partitioned toilet. Single cells should be at least 7.0 square meters. Each wing of 60 prisoners should contain at least one cell fitted out and sized to accommodate a disabled prisoner.
4. The association or dayroom space should be designed to accommodate up to 60 prisoners at one time and be based upon 3.0 – 3.5 square meters per prisoner. Showers at a ratio of 1 to 6 prisoners should be located within the association space with appropriate privacy panels. One shower should be wheelchair accessible.
5. The daily regime for sentenced prisoners should include no more than 10 hours per day of “locked time” in cells. The remaining time could be spent partly in structured educational and work assignments in other locations in the prison. Leisure activities in the dayroom, visitation, sports activities, trips to court, and other planned activities should be in addition to the structured regimes. The aim is to achieve from 12 to 14 hours per day of out-of-cell time, including 4-6 hours out-of-house block time per week day, for all except prisoners on disciplinary confinement. Based upon existing operations, a sentenced prisoner will average leaving the wing four times per day for structured activities or recreation.
6. The staffing preference arising from the workshops was two security officers per 60-prisoner wing. A desire was expressed to move away from the “landing approach” to developing staffing plans and to envision the

wing of 60 as the basis of developing the number of staff assigned. Staff will be required to make at least 10 cell front contacts with prisoners each 24 hours.

Analysis of these factors that were debated in the workshops will offer a variety of solutions for the design of future prisoner accommodation.

## Services

Services for sentenced prisoners should be a part of the rehabilitation and re-settlement programmes offered by NIPS. To the extent possible, the basic services discussed below are a part of the normalization scheme for prisoners so that the ultimate transition to the community is less traumatic. In many ways, the services offered for sentenced prisoners will be similar to those for remand prisoners, but the focus will be upon offering the sentenced prisoners more choices (such as centralized dining) than will be the case for remand prisoners. All of this is a part of the accountability and change approach to normalization. The following paragraphs summarize the data that was generated through the workshops regarding basic prisoner services.

### *Health Care:*

Health care services for the sentenced are similar to the remands, although the sentenced categories will increase in numbers each year with an ever aging elderly population, eventually requiring special housing. As the system expands, special housing will be necessary for the medically infirmed and the mentally disturbed. Presently the 29 bed infirmary at Maghaberry is at capacity and the 3 medical beds at Magilligan are under renovation. Both the infirmary and medical clinical areas at both facilities will need to be expanded and enhanced. In the future more of the prisoners will require psychotropic medications as will their need for increased mental health services. Staffing, offices, and group rooms all need to be factored into and future designs.

The NIPS is currently considering assigning all infirmary patients to the care of the National Health Service. While this is an admirable means of assuring a uniform standard of care for prisoners that must be hospitalised for a period of time, this initiative is not without complications for both sectors of Government. For the NHS, the issue is having capacity in community hospitals to accommodate prisoners on an acute or sustaining basis while also providing care for community patients. For the NIPS, staff will have to be available and trained for the provision of security services in community hospitals. All of these issues are manageable, but require significant advanced planning.

Perhaps the most challenging issue is that of the mentally ill prisoners that are confined in the prison infirmary at HMP Maghaberry. During a tour in July 2007, of the 28 patients held overnight in the infirmary, 80% were mentally disturbed prisoners who were a danger or disruption to others or themselves if lodged in the general prison population. While Northern Ireland has a range of community-based mental hospitals, the requirements associated with a patient that has also been confined on a criminal charge are more complicated.

The point is that physical and mental health issues are complicated in a prison setting and the spatial planning for future prisons requires a clear set of guidelines on exactly which services will be prison, as opposed to, community-based. Additional research on the most cost effective means of delivering these essential services will be required before space planning and design can commence.

Table 17 presents some of the major factors that influence health care design decisions for sentenced prisoners.

Table 17  
**Factors Impacting the Health Care Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>5.0000 SERVICES</b>			
<b>5.1000</b>	<b>Health Care</b>		
5.1100	Number of hours per day that sick call is operated	8	Typically daylight shift only
5.1200	Percentage of prisoners per day that request a visit to the clinic	<2%	Based on 65% of 4,500 requests for clinic visit per year
5.1300	Percentage of prisoners that access clinic unescorted	80%	All sentenced prisoners except separated can move unescorted
5.1400	Percentage of sentenced prisoners on some form of daily medication	80%	Number provided by NIPS
5.1500	Percentage of remand prisoners on some form of psychotropic medication	25%	Estimate
5.1600	Percentage of infirmary beds to total facility beds	<1%	NIPS considering a community-based infirmary beds approach
5.1700	Ratio of medical staff to prisoner population	1:16	Based on current experience at Maghaberry

Several planning guidelines that resulted from the workshop concerning health care include the following:

1. Typically, the medical clinic will operate during normal daylight hours for eight hours per day.
2. In total, based upon 2006 statistics, a total of 4,500 requests were made for a clinic visit. The sentenced population was 65% of the total census and converted to an average daily basis, less than two percent of the sentenced prisoners will make a request for a clinic visit on an average day.
3. Currently, 80% of all prisoners are on some form of medication and 25% on a psychotropic medication. Since managing the use of medications is an important health care and security concern, location of medication distribution points is a major adjacency issue.
4. The number of infirmary beds to total beds is currently 2% based upon Maghaberry. With the new health care model, this number can be reduced to 2-4 beds for the entire prison.

***Catering/Food Services:***

Approximately 90% of sentenced prisoners could eat in a centralized dining room in any future facilities. The times for operation of a central dining facility, along with the number of prisoners to be seated at one time will impact the hours of operation of a centralized dining facility. A direct spatial relationship between food preparation and service should result in a more efficient and lower cost food service operation. The centralized dining facility should be designed based on a preferred 120-150 seating capacity. Two dining rooms could be provided if an aim is to reduce the time required to serve meals. Staffing levels in the centralized dining should be appropriate to the number of prisoners seated. A ratio of 1:60 is a starting point for developing a staffing assignment for the central dining area. Table 18 presents the some of the major factors that influence catering design decisions for sentenced prisoners.



Table 18

**Factors Impacting the Catering/Food Service Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>5.0000 SERVICES</b>			
5.2000	Catering/Food Service		
5.2100	Time (in minutes) allotted for prisoner's to complete a meal	30	Preference expressed by NIPS
5.2200	Number of prisoners that dine together	120-150	For a centralised dining approach
5.2300	Percentage of prisoners that could dine centrally (other than dayroom)	90%	NIPS preference is that remand prisoners dine in housing units
5.2400	Ratio of staff per prisoner in Central Dining	1:60	
5.2500	Percentage of prisoners that access Central Dining unescorted	80%	All sentenced prisoners except separated can move unescorted
5.2600	In housing units, maximum minutes between food delivered and served	30	NIPS expressed standard if not dining centrally
5.2700	Number of days supply of food storage before delivery required	3	NIPS expressed standard
5.2800	Typical times of the day for meal service		Times provided by NIPS catering staff
5.2810	<i>Breakfast</i>	8:00	
5.2820	<i>Lunch</i>	11:45	
5.2830	<i>Evening</i>	5:00	
5.2840	<i>Snack</i>	6:30	
5.2900	Average number of prisoner jobs for food service operation	10-15	Based on current experience at Maghaberry
5.3000	Number of reported incidents in dining halls requiring staff intervention	-	Do not currently have central dining for sentenced prisoners
5.3100	Percentage of staff that leave prison for a meal per day	10%	Approximately 10% of staff dine in staff club; remainder at assigned post
5.3200	Percentage of prisoners that show up for each meal time	95%	Estimate

Design implications arising from the catering and food service discussions for sentenced prisoners include the following.

1. Dining for sentenced prisoners could be located centrally which should result in a lower cost and more efficient food service programme.
2. From 120-150 sentenced prisoners could dine together at one time. Sentenced prisoners could dine by housing wing or less formally depending upon the normalization regime of the establishment. A minimum of 30 minutes should be allowed for the meal, although many prisoners will require less time. Typically, 95% of the sentenced population will dine during the designated hours of service.
3. One advantage of centralized dining is that the time between preparing and serving the food can be minimal and more staff efficient compared to a de-centralized serving scheme at the house blocks. If a de-centralized service method is chosen, a maximum time lapsed between preparation and service should be 45 minutes.
4. The kitchen should be designed to store three days of food supplies inside the secure perimeter.

## Programmes

Programmes for sentenced prisoners will be much more extensive than for remand prisoners, thus a major factor in the decision to separate the two populations into separate establishments if possible. While programmes for remand prisoners are based more upon the reduction of idleness than on treatment and skills development, programmes for sentenced prisoners are based upon an aim to reduce re-offending by better preparing the prisoner for a return to the community. Therefore, the focus for planning should be upon education, counseling, work assignments. Discretionary programmes such as recreation, arts and crafts and visitation are intended to provide the prisoner with choices. Good behavior could result in more access to these discretionary programmes

### *Recreation/Sports:*

As with remand prisoners, the recreation program is one of the most used programmes. For sentenced prisoners, active (sports fields and indoor sports halls) and passive (house wing courtyards) recreation is an essential part of the normalization scheme. Recreation and sports schemes at existing establishments will be driven, in part, by existing facilities while space in a new sentenced prison could be expanded to accommodate higher numbers of prisoners and recreational activities than currently exist at Maghaberry and Magilligan. The staffing ratio of officer to prisoner would remain the same as would the hours per day that the sports hall and fields are open. Again, the incidents of



disciplinary infractions occurring during recreational events are minimal. Table 19 presents the some of the major factors that influence recreation and sports facility design decisions for sentenced prisoners.

Table 19  
Factors Impacting the Recreation/Sports Design Requirements for Sentenced Prisoners

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
6.0000	PROGRAMMES		
6.1000	Recreation/Sports		
6.1100	Number of hours per day of structured sports activities	12	Data from workshop
6.1200	Number of prisoners in Sports Hall at one time	60	Estimate: approximately the same for outside sports field
6.1300	Percentage of prisoners that access sports activities unescorted	80%	All sentenced prisoners except separated can move unescorted
6.1400	Average reported disciplinary incidents per week	<1	Notes from workshop
6.1500	Number of different activities available at one time in Sports Hall	4-5	Based on Sports Hall use: weights, aerobics, volleyball, 5-side football
6.1600	Ratio of staff per prisoner in Sports Hall/Field	1:15	Notes from workshop

Design implications for recreation planning include:

1. At least 12 hours per day of structured sports activities should be planned so that a third of the sentenced population has the opportunity for structured recreational time every day, weekends included. This would be in addition to unstructured activities at housing wing courtyards.
2. For structured recreation time, sentenced prisoners should be permitted up to three hours each period.
3. The maximum number of sentenced prisoners participating in structured outdoor recreational activities at one time would be 120. Based on a 12-hour recreation day and a three hour timeframe per period, 480 prisoners could receive structured outdoor recreation each day.
4. The sports hall should be designed to accommodate 4-5 different types of activities at one time. Supervision should be based upon a staffing ratio of one staff person per 15 prisoners. Based on 60 prisoners, at least four staff should be present in the sports hall.

#### *Academic Education:*

Educational programming of the sentenced prisoner focuses on the basic skills levels of literacy, numeracy, employability and personal development. Presently approximately 50% of sentenced prisoners participate in academic education programmes. This figure should increase as greater emphasis is placed on GCSE curriculum and if educational program participation becomes mandatory instead of optional. To encourage more prisoner participation, all prisons should consistently pay the prisoner a small wage, similar to the workshop wages. As the population increases, the size of classroom seating capacity and maximum attendance can also increase. Additionally the teacher to student ratio is low, and while this ratio could increase, the classroom size of 8-10 is important to maintain for maximum learning opportunities. At any new facility, the academic educational programme should be considered separate from vocational training which is more linked to workshops. Table 20 presents the some of the major factors that influence academic education design decisions for sentenced prisoners.

Table 20  
Factors Impacting the Academic Education Design Requirements for Sentenced Prisoners

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
6.0000	PROGRAMMES		
6.2000	Academic Education		
6.2100	Percentage of prisoners participating in structured education curriculum	35%	Based on input from Senior Managers at second workshops
6.2200	Number of out-of-wing education al hours offered per day	5	Based on workshop notes
6.2300	Number of prisoners in a classroom	8-10	Notes from workshop
6.2400	Percentage of prisoners that access education activities unescorted	80%	All sentenced prisoners except separated can move unescorted
6.2500	Prisoners completing GCSE educational curriculum per year	10-15%	Remand prisoners not incarcerated long enough to participate
6.2600	Preferred ratio of teachers per prisoner in academic classroom	1:6	Based on preferred size of classroom
6.2700	Typical number of educational courses offered in a year	8-12	Target set by educational staff; notes from workshop
6.2800	Average classroom hours/week by a prisoner seeking a certificate of completion	20	Based on 10-15% of sentenced prisoners seeking GCSE qualification
6.2900	Typical out-of-cell hours/week that is devoted to classroom-based education	15	Based on the 40-50% of sentenced prisoners that participate

Information gained from the workshops that should influence design decisions include the following:

1. Approximately 35%, or 500 sentenced prisoners, can be expected to participate in structured academic education programmes that will typically be offered centrally during a five hour period each day. Assuming two academic sessions per day (morning and afternoon), at a classroom size of 10, this would translate to a need for 20-25 classrooms. Recognizing the space, staffing, and cost implications of this participation level, three daylight and one evening sessions may be necessary to reduce the classroom requirement to 16-20.
2. Another means of reducing the requirement for centralized classrooms would be to offer structured instruction at the house block based on 6-10 students per class in a multi-purpose space. While this approach could reduce the number of centralized classrooms, the staffing requirements could rise.

***Vocational Education/Skills Development:***

The NIPS currently emphasizes vocational training. Over 400 nationally-sanctioned certificates are awarded each year. Currently the class size is small and the instructor to pupil ratio is low and should remain so to assure maximum learning and on-job application opportunities. The focus of the vocational education and skills development program is to offer sentenced prisoners certification in skills that will improve job-finding and retention upon release. Expansion of vocational training facilities in future prisons will be necessary. Table 21 presents the some of the major factors that influence vocational education and skills development design decisions for sentenced prisoners.

Table 21

**Factors Impacting the Vocational and Skills Development Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>6.0000 PROGRAMMES</b>			
<b>6.3000</b>	<b>Vocation Education/Skills Development</b>		
6.3100	Percentage of prisoners in a structured vocational training curriculum	30%	Based on input from Senior Managers at second workshops
6.3200	Number of vocational training hours offered per day	6	Approximately 3 hours in morning and afternoon
6.3300	Number of prisoners in a classroom	8-10	Target set by educational staff; notes from workshop
6.3400	Number of state-sanctioned vocational certificates awarded/year	400	Workshop notes
6.3500	Preferred ratio of prisoners per teacher	1:8-10	Current experience; could increase in the future
6.3600	Typical number of vocational training courses offered in a year	8-12	Workshop notes
6.3700	Average classroom hours/day by a prisoner seeking a certificate of completion	6	Varies based upon certificate sought

Information gained from the workshops that should influence design decisions include the following:

1. Approximately 30%, or 450-500 sentenced prisoners, can be expected to participate in structured vocational training programmes that will typically be offered during a six hour period each day. Assuming two training sessions per day (morning and afternoon), at a classroom size of 10, this would translate to a need for 20-25 vocational classrooms.
2. Some of the vocational training needs for trades-related certification could be accomplished in conjunction with the workshops or as staff to the professional trades teams in the prison.
3. For computer-based skills training, cell-based, self-paced programmes should be considered to reduce the need for classrooms.

***Prison Workshops:***

Every sentenced prisoner that desires a job in prison workshops should be afforded the opportunity. However, obtaining this goal is a function of the availability of production opportunities that can be accommodated in a prison setting, skilled supervisors, and skill sets amongst prisoners that can match production needs. Many prison workshops are simply "make work" jobs leading to no particular skill or preparation for work upon release. At the present time less than 15% of the sentenced prison population is participating in a prison workshop. Before investing significantly in the infrastructure for new workshops in existing establishments or new prisons, the NIPS may want to complete a comprehensive analysis of the types of workshops that can be offered in prisons and meet national trade

union aims as well as a survey of the skill sets that would be required for staff and prisoners to expand the current level of workshops. Table 22 presents the some of the major factors that influence workshops design decisions for sentenced prisoners.

Table 22  
**Factors Impacting the Workshops Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
6.0000	PROGRAMMES		
6.4000	Prison Workshops		
6.4100	Examples of the types of workshops by trade, production type, or service	-	Carpentry, welding, masonry, cleaning, Braille books, laundry
6.4200	Number of prisoners participating in workshops	<15%	Current experience; could increase in the future
6.4300	Number of prisoners in a single workshop	10-15	Current experience; could increase in the future
6.4400	Typical hours per week for workshop operation	30-36	Workshop notes
6.4500	Estimated annual value of goods produced	-	Needs confirmation
6.4600	Total annual budget for workshop production	-	Needs confirmation

Information gained from the workshops that should influence design decisions include the following:

1. Even though the need for workshop experience is greater, future planning should assume that the current participation rate of approximately 15%, or 200-250 sentenced prisoners, could be accommodated in structured workshops that will typically be offered during a 6-7 hour period each day. The number of workers could be greater, but based upon the current rate of 15 per workshops, 15 spaces would be required. This unrealistic number could be reduced while still offering workshop positions to 15% of the sentenced population through a higher participation level per workshop.
2. The design of the workshop space should be flexible enough in area, height, and configuration to accommodate a variety of production types.
3. Due to security, access for deliveries and shipments, and storage requirements for the workshops, if possible, a separate structure should be considered for the workshops.
4. Space should be provided in the workshops building for display of products; prisoner and staff dining; and security scanning for all prisoners entering or leaving the workshop complex.

### Prisoner Support

Support services for sentenced prisoners are an integral part of programmes and prison services. In practice, the support functions such as visitation and religious services are often a part of a structured programme to normalize prison life and to provide a continuum of care for the needs of the short and long-term prisoner.

#### *Visitation:*

Contact with families through regular visitation is an essential component of a normalized regime and preparation for release from prison. NIPS encourages visitation and allows opportunities for weekly visits. With visitation occurring 5 hours per day with over 225 individuals visiting sentenced prisoners each week at the present time, visitation halls can become very crowded. In planning for new construction, close attention should be given to maintaining the current ratio of visitors per prisoner (1:4 prisoners per week). While direct contact visits are the most desired, future planning should consider the potential implications on staff and space of remote video visitation. Currently, sentenced prisoners receive a one hour social visit per week. With additional space and the possible use of supplemental video-visitation, the hours of visitation and the number of visits could increase. Table 23 presents the some of the major factors that influence workshops design decisions for sentenced prisoners.

Table 23  
**Factors Impacting the Visitation Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>7.0000 PRISONER SUPPORT</b>			
<b>7.1000</b>	<b>Visitation</b>		
7.1100	Visitation hours per day	5	Current experience; could increase in the future
7.1200	Number of social visits allowed per week	1	Based on input from Senior Managers at second workshops
7.1300	Average number of visitors per week	225	Based on 67% of 340 visitors per week at Maghaberry; could increase
7.1400	Allowable number of minutes per visit	60	One two hour visit per week for sentenced prisoners
7.1500	Average time to process a visitor from reception to visit hall	30	30 minutes on weekend; based on workshop notes
7.1600	Average time to process a prisoner from house block to visit hall	15	Based on Maghaberry; Magilligan is less
7.1700	Percentage of prisoners that access visitation unescorted	80%	All sentenced prisoners except separated can move unescorted

Design considerations arising from the workshops include the following:

1. Based on a 15-year projected male sentenced population of 1,500, six days of visiting per week, five hours available for visiting, and maintaining the current policy of a one hour visit, the space allocation of the visits hall should be based on 50 prisoners and 150 visitors per visiting hour. Therefore, the visits hall should be sized for 200-250 persons.
2. Consideration should be given to extending visitation to seven days per week and longer visitation periods (at least three, two hour sessions, especially on weekends. This could reduce the size of the visits hall, but not substantially.

**Faith-Based Programmes:**

The faith-based programmes for sentenced prisoners will be similar as to those for remand except participations levels will likely be higher for sentenced prisoners. Like remand prisoners, the predominant denominations include Roman Catholic, Church of Ireland, Presbyterian, Free Presbyterian and Methodist denominations, in addition to the Muslim religion. Any new facility facility would need a suitable building/chapel with programme space included to accommodate religious functions.

Table 24 presents the some of the major factors that influence workshops design decisions for sentenced prisoners.

Table 24  
**Factors Impacting the Faith-Based Programme Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>7.0000 PRISONER SUPPORT</b>			
<b>7.2000</b>	<b>Faith-Based Programmes</b>		
7.2100	Number of denominations available at prison	3	Typically Catholic, Protestant, and Muslim; could be more
7.2200	Average attendance at weekly services	15-30	Based on input from Chaplains at second workshops
7.2300	Number of hours of religious studies available per week	8-10	Based on input from Chaplains at second workshops
7.2400	Number of custody officers available in chapel setting	1	Based on input from Chaplains at second workshops
7.2500	Percentage of prisoners that access religious services unescorted	80%	All sentenced prisoners except separated can move unescorted

Design considerations include the following:

1. Based upon current experience, attendance at religious services for the sentenced prisoners is slightly higher than the remand population. A typical attendance at a congregational gathering would be 20, with up to twice that number on religious holy days.
2. Religious study rooms would typically accommodate 6-8 prisoners plus a leader. More such rooms should be available for the sentenced population.
3. While the chapel should be capable of accommodating all faiths, the planning should include storage capability for each recognized denomination. The chapel should be a dedicated space. However, for large

high holy day services, the visits hall could serve as a temporary chapel to accommodate larger congregations of prisoners, visitors, and volunteers.

**Support Organizations:**

Volunteers play a significant role in the programming for sentenced. Drug and alcohol counseling is provided by volunteers along with support to the chaplaincy services and visitation hall management. Space allocations will be needed for volunteer activities. The volunteers are a valuable resource to the NIPS and provide services to the agency at no cost. Table 25 presents the some of the major factors that influence support organisations design decisions for sentenced prisoners.

Table 25  
**Factors Impacting the Support Organisations Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
7.0000	PRISONER SUPPORT		
7.3000	Support Organisations		
7.3100	Number of volunteer-based rehabilitation programmes available to prisoners	8-12	Based on data provided following the second workshops
7.3200	Number of participants per formal programme	6	Based on data provided following the second workshops
7.3300	Average hours per week available for structured volunteer programmes	6-10	Estimate; based on 2 hours per weekday night

The major design implication for support organisations is rooms large enough to seat 6-8 prisoners and 2-3 volunteers. The space should be easily viewed by a roving security officer.

**Offending Behavior Programmes:**

The psychologists provide services and programmes to the sex offenders and those needing life skills training. The probation staff assists with the resettlement plans and courses. Classroom space must be available for these services. A facility such as the one at Magilligan serves the prison well both functionally and programmatically. These cognitive skills programmes are critical to the prisoner's resettlement efforts for successful re-entry to the community upon release.

The NIPS can anticipate that this area of programming will increase significantly over the next 15 years and that a combination of central and de-centralised spaces will be required to meet the need for sustaining offender behavior counseling programmes in a variety of group and individual settings. Table 26 presents the some of the major factors that influence offending behavior programmes design decisions for sentenced prisoners.

Table 26  
**Factors Impacting the Offending Behavior Programmes Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
7.0000	PRISONER SUPPORT		
7.4000	Offending Behavior Programmes		
7.4100	Number of offending behavior programmes available to prisoners	10-15	Based on data provided following the second workshops
7.4200	Percentage of prisoners participating in formal programmes	20-30%	Based on data provided following the second workshops
7.4300	Average hours per day available for structured programmes	6	Based on data provided following the second workshops

Design considerations include the following:

1. With as many as 450 sentenced prisoners participating in the offending behavior counseling programmes and the assumption that prisoners will see a case manager at least once per week, space to accommodate 90 prisoners in a single day should be provided.
2. At six hours of counseling available per day and 90 possible prisoners, each hour could involve 15 prisoners which could be a combination of 10 in a group session and five in individual counseling. If prisoners require more than one session per week, then additional group and individual counseling rooms should be provided.

### Laundry:

Clean clothing and linen are essential to the smooth operation of the prison system. Prisoners are allowed to have 2.2 kilos of personal clothing laundered per week and their bed linens are cleaned in the main laundry. The main laundry operates 6-7 hours per day, 5 days per week. One officer and 5-10 prisoners operate the laundry facility. A new laundry would need to be constructed or the current laundry facilities would need to be expanded to handle future load, either in hours operated or installation of additional equipment. Table 27 presents the some of the major factors that influence the laundry design decisions for sentenced prisoners.

Table 27  
**Factors Impacting the Laundry Services Design Requirements for Sentenced Prisoners**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>7.0000 PRISONER SUPPORT</b>			
7.5000	Laundry Services		
7.5100	Average kilos per week per prisoner	2.2	NIPS supplied data
7.5200	Number of times/week a prisoner can send items to laundry	1	NIPS supplied data

Several factors that will impact design considerations include the following:

1. At an average of 2.2 kilos per week per sentenced prisoner, the laundry will need to manage 800-900 kilos of laundry each week. Based upon a 8-hour day operation, the number of washers and dryers should be capable of managing at least 100 kilos per day.
2. Consideration should be given to establishing one central laundry for the entire system (2,800 men, women, and juveniles) and using the central laundry as one of the prison workshops. This would increase the output requirement to 1,200-1,300 kilos per day.
3. An alternate approach for laundry as a prison industry would be to locate the service outside the perimeter of a future low custody prison and offer the laundry service to other governmental or public sector organisations.

### Trades

Maintenance of the establishments is an increasing expenditure as the prisons age. Magilligan is now more than 30 years old and in need of major repair and replacement of the "H"-blocks that do not have integral sanitation. As additional bedspaces are added to the system, new trades maintenance shops will need to be constructed in the future or the current ones expanded. Preventive maintenance, in conjunction with routine maintenance, will define the workload and space requirements for the existing and future establishments. Table 28 presents the some of the major factors that influence the design decisions for the trades component.

Table 28  
**Factors Impacting the Trades Component Design Requirements**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>8.0000 TRADES</b>			
8.0100	Typical number of maintenance staff per square meters	1:2,500	NIPS supplied data
8.0200	Average number of request orders for maintenance per week	140	NIPS supplied data; based on 65% of 11,300 maintenance functions/year

Several factors that will impact design considerations include the following:

1. The current 11,300 maintenance functions that are performed by trades staff each year could approximately double with the addition of 600-700 new bedspaces. However, if existing maintenance-intensive buildings (the "H"-blocks at Magilligan) are replaced, the number of functions to be performed could be less than double the current workload.



2. The addition of 65,000-75,000 square meters of new space and the current average of one trades staff per 2,500 square meters could yield a requirement for 25-30 additional trades personnel.
3. Design for future trades shops should be capable of meetings the needs of an increasing amount of electronic-based systems.

## Administration

The administration of additional bedspaces will require an increase in staffing and office space. Conference rooms, records offices, training classrooms and day locker space will have to be examined spatially and with staffing plans. Private offices vs. shared offices vs. open work stations may become an issue. The facilities (club dining, break room, recreation sports area etc) provided for the staff will impact morale. With improvements in public safety in the community for prison staff, the need for private, on-site staff clubs may be reduced or eliminated.

Table 29 presents the some of the major factors that influence the design decisions for the administration component.

Table 29  
**Factors Impacting the Administration Component Design Requirements**

Item Number	Functional Category	Sentenced Prisoners	
		Base Data	Comments
<b>9.0000 ADMINISTRATION</b>			
9.0100	Average number of external visitors per day	<10	Based on data provided following the second workshops
9.0200	Number of persons attending internal conferences at one time	10-25	Target for planning
9.0300	Ratio of file cabinets per administrative staff position	4:1	Target for planning
9.0400	Percentage of private offices versus open workstations	35%	Target for planning
9.0500	Ratio of Prison Administration staff per prisoner	1:11	Based on Edinburgh prison in benchmarking study
9.0600	Frequency of interaction of Administrative staff with other prison staff/day	40-50	Based on data provided following the second workshops
9.0700	Percentage of total staff requiring a day locker	75%	Target for planning
9.0800	Required number of in-service training hours per year for custody officers	40	Taken from benchmarking study
9.0900	Percentage of staff/shift that must be accommodated in a roll call at one time	80%	Target for planning

Source: Carter Goble Lee; 30 August 2007

Planning for future prison administration needs should address the following factors, among others:

1. The NIPS traditional model for locating the administration block has been inside the secure perimeter. The relatively infrequent access by prison staff to prison administration each day (40-50 at the present time for personnel issues, cashier functions, and health and safety enquiries), consideration could be given to locating the prison administration component outside the secure perimeter. Such a move could reduce construction cost as the building could be a standard office construction.
2. The size of the prison administration will be driven by the number of administrative staff and the number of lockers provided for staff. The number of administrative staff based on current experience for 700 new sentenced prisoners could be 60-70.
3. Based on 75% of the staff requiring an assigned day locker, the number of new lockers could range between 300-400.
4. Another large space driver in the administrative component would be the staff assembly area. For planning purposes, 80% of a shift staffing pattern could be expected to report for roll call each shift change.

## Summary of Decision-Making Factors

In the preceding pages, each component of the sentenced and remand population has been described in an analytical and narrative summary. To the extent possible, empirical evidence drawn from the workshops has been used to define a basis for more detailed space planning and ultimately design of new prisons or additions to Maghaberry and/or Magilligan.

In Table 30, the several “decision-drivers” that will impact the future investment in the NIPS system have been summarized to include the major “change agents”; the empirical framework of the change; the possible financial implications that require study; and the optional approaches to manage the change.

Table 30  
Summary of the Evidence that Guides Investment Decisions

#	Change Agent	Empirical Basis	Financial Implications	Options to Consider
<b>System Factors</b>				
1	Based on projections prepared by the NIPS, the number of incarcerated males will double in the next 15 years from 1,209 males to 2,334 remand and sentenced prisoners.	1,125 Total 415 Remand 710 Sentenced	At the current annual running cost of Maghaberry, the additional annual cost for 1,125 male prisoners would be approximately £85 million. The capital cost for 1,125 new bedspaces would range from £250-300 million as a multi-custody prison.	Two major options should be addressed: 1) reducing the requirement for 1,125 new bedspaces through diversion programs; 2) reducing the staffing levels of new bedspaces from the Maghaberry model; and 3) constructing new bedspaces according to custody levels and not traditional models.
2	The new NIPS classification system will dramatically alter custody assignments of existing and future prisoners.	Sentenced 9% High; 34% Medium; 57% Low Remand 25% High; 60% Medium; 15% Low	Applying these percentages to the 1,125 projected new prisoners has the potential of reducing the £85 million annual running cost by 25-35%. The capital cost could be reduced by 20-35%.	Separation of the remand and sentenced populations offers the opportunity to staff and construct for specific custody requirements, and to more efficiently use existing prisons. The alternative is to construct a single multi-custody prison that will of necessity become a higher custody prison than is required.
<b>Remand Prisoners</b>				
3	At the projected system population of 800, the operational and spatial requirements for remand prisoners will have reached a critical mass so as to justify a separate prison.	800 Total 200 High 480 Medium 120 Low	As a new purpose-built remand prison, both the staffing and capital cost would be higher than a sentenced prison of the same size. The assessment of the best use of Maghaberry should compare the current £204/prisoner day to what the cost of operating a purpose-built 800-bed remand prison.	The basic decision regarding meeting the remand population needs is whether to convert Maghaberry to a remand prison and construct new sentenced bedspaces elsewhere according to the new classification scheme or to construct a new remand prison and utilize Maghaberry as the sentenced prison.
4	Housing wings of 60 prisoners offer the opportunity to standardise staffing patterns and design solutions.	60 bedspaces; 54 single cells & 3 double cells	A change in classification schemes offers the opportunity to reduce the construction cost by using more normalised materials and to allocate staff based on a dynamic security concept.	A standard ground level plus mezzanine offers a most efficient design and staffing arrangement. Both high, medium, and low custody prisoners can be accommodated in a wing of 60.
5	Eliminating most overnight infirmary beds by contracting with local hospitals alters the health care delivery scheme.	2 - 4 Observation beds as opposed to 16-20 skilled care beds	Represents a significant capital and operational cost savings for the prison but a potential increase in cost for providing security staff at local hospitals.	Three approaches are available: 1) maintain skilled nursing beds in the prison; 2) transport ill prisoners to the care of local hospitals and bear the cost of security; 3) contract with private providers to offer full range of services in prison.
<b>Sentenced Prisoners</b>				
6	The 700 new bedspaces for sentenced prisoners will be largely for low custody prisoners. Matching the new custody classification with an appropriate design and staffing pattern will aid in the best use of existing bedspaces.	810 current sentenced prisoners vs. 1,517 total sentenced prisoners	Adopting the new classification system and reviewing the best use of existing bedspaces could result in new construction being primarily low custody housing at a significantly lower construction and operational cost.	Under any option, the 300-"H"-block housing units should be replaced. The options for new sentenced bedspaces will be dependant upon the future use of Maghaberry. Between Magilligan and Maghaberry, enough bedspaces exist to meet the 15-year sentenced need.
7	The revised classification scheme and the separation of remand and sentenced populations offers the opportunity to develop services and programmes that are designed specifically for sentenced prisoners.	429 Special Needs 98 High 370 Medium 620 Low 1,517 Total	Whether the sentenced need is met by a purpose-built prison or the upgrade of Magilligan and Maghaberry, staffing and designing according to the revised classification scheme should reduce current running costs.	If 620 of the total 1,517 sentenced prisoners are low custody, careful consideration should be given to the use of non-incarceration alternatives for a reasonable portion of this group.

Source: NIPS workshop sessions (4-8 June; 21-22 August 2007); Summary by Carter Goble Lee, August 2007



The combination of detailed component evidence and the summary of key change factors in Table 30 formed the basis for the development scenarios that follow.

## DEVELOPMENT SCENARIOS

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The Northern Ireland Prison Service is currently involved in a detailed options analysis that involves defining alternative methods of accommodating the projected future population through the consideration of the best use of HMP Maghaberry and Magilligan and the most cost efficient methods of accommodating new bedspaces. This options analysis exercise is separate from the planning guidelines that are being established through the use of workshops to define the data basis for future prison planning. However, anecdotal and analytical information gained from this evidence-building exercise will be used to inform the options analysis.

As a means of testing the evidence based approach to prison planning, various strategic approaches were considered for meeting the projected future population that was disaggregated into remand and sentenced, as well as custody status. The first overarching philosophical basis that the development scenarios address is a physical **separation of remand from sentenced prisoners**. Based on the 15-year projections, on a daily basis, more than 800 prisoners will be awaiting trial. This is a large enough sub-set of the prison population upon which to base regime and space planning separate from that of the sentenced population.

The second overarching principle is the need for sufficient **flexibility** to accommodate changes in future prisoner profiles and custody requirements. In this regard, whether a two or three site approach is adopted to meet the growing need for adult male bedspaces, this assessment has concluded that NIPS has the potential in existing sites to operate four prisons on two sites. Currently, the Maghaberry and Mourne House establishments are in effect two separate prisons that share a single administration. The missions are now, and could become, more separated to provide sentenced prisoners the opportunity for a progression of regimes and accommodation through the period of incarceration.

Notwithstanding (nor ignoring) issues related to the remote nature of HMP Magilligan, the site is sufficiently adequate to accommodate two prisons that may, or may not, share a common support core depending upon the ultimate missions of two establishments at this bucolic location. The point is less about independent administrations, but more about an opportunity to establish a prisoner plan upon reception that outlines a "success trail" through their period of incarceration that matches both their custody classification and needs deficits that will be identified on commitment.

A third site would only improve this opportunity for mission-specific establishments, especially if a third site is dedicated to remand prisoners. Within that multi-custody environment, a similar progression map could be established, especially for remand prisoners that will likely be incarcerated for more than the average 70-75 days before adjudication.

With these two overarching principles as a guide, the development scenarios can focus on the two or three site strategy and the implications of such in meeting the 15-year bedspace needs. The basis of each development scenario is a "best use" alternative for HMP Maghaberry and Magilligan. The two site strategy assumes that increasing the number of new bedspaces by more than 1,100 over the next 15 years can be accomplished through an expansion of HMP Maghaberry and Magilligan. This is not without significant operational challenges, but previous and on-going studies have demonstrated that both sites can be expanded within existing boundaries.

The three site strategy is not site-specific but two locations should be studied; 1) Central Belfast (which could include the Hyde Bank Wood site or the existing working out unit site in urban Belfast and 2) the Ballymena location. The NIPS has investigated a specific site in Ballymena, but no recommendation on the appropriateness of this site has yet been reached. All of the strategies assume the continued use of buildings and/or the land area of both Maghaberry and Magilligan. As the NIPS completes the options analysis, more potential combinations will be considered using the data base that is a result of the workshops. The following is a brief narrative description of each development scenario.

**Two-Site Strategy.** The only way that a two-site strategy can work and meet the first principle of separating the remand and sentenced populations is to designate Maghaberry as the remand centre for 800 prisoners by 2022. Magilligan is too remote for the remand prison and currently, more than half of the Maghaberry prisoners are on remand status. Initially, under this two site strategy, the existing "square block" housing units would remain in use

meeting approximately 50% of the future remand bedspace need. Construction of 240 new remand bedspaces would be required over the 15-year planning horizon.

The only exception to an exclusively remand site would be the continued use of the Bush and Roe high custody buildings for the sentenced para-military prisoners. At least 50% (48 cells) of both house blocks (96 cells) would remain devoted to the separated prisoners, leaving 96 beds for high custody remand prisoners. Adding 96 to the 432 cells in the square blocks brings the existing useable total for remand beds at Maghaberry to 528 which would meet the projected demand through 2012. After the initial five year development increment, additional remand beds would need to be constructed at Maghaberry, presumably on the existing sports fields. Some additional support space would also be required.

In all development strategies, Mourne House is assigned a key "step-down" role for sentenced prisoners by developing regime-specific missions for the existing 59 beds in Glenn House and the 60-bed RTU under construction. All strategies assume that the current plan to double the RTU to 120 remain general and low custody sentenced prisoners at Mourne House will be achieved. Such a plan would provide 179 sentenced bedspaces at Mourne House, leaving approximately 1,300 bedspaces for sentenced prisoners to be met through an expansion of Magilligan.

The two-site strategy assumes that the need for the 1,300 additional medium, low, and enhanced regime custody prisoners will be met through a gradual expansion of bedspaces at Magilligan. The use of Magilligan as an exclusively sentenced prison will allow a focus on rehabilitation and treatment for the portion of the 1,517 sentenced prisoners that are not assigned to the Mourne House site or a part of the Bush and Roe sentenced high custody population.

HMP Magilligan should be viewed as two separate sites. The area north of the main gate currently houses mostly the support functions such as food preparation, warehouses, staff accommodation, and the 80-bed Foyleview working out unit. A staged razing of the northern portion of this part of the Magilligan site would permit the construction of a new prison while continuing to operate the existing one. If a "new treatment-focused, low custody prison of 280 beds initially is the first increment of construction, this would permit the closing of the "H-Blocks" and the gradual improvement of "Magilligan South".

The two-site strategy provides 1,460 new bedspaces and retains the use of 1,121 existing bedspaces. The 80-bed Foyleview and the 300-beds in the "H-Blocks" would be closed over the 15 year development period. As noted, the two-site approach requires significant new construction inside the walls at Maghaberry to add a total to 240 new bedspaces. While converting Maghaberry to an exclusively remand prison would provide enough bedspaces to meet the projected demand for remand prisoners for the next five years, following this initial period of no construction, the next five years would require at least one new house block to be constructed, along with support space. The existing four "square blocks have been cited repeatedly by the Prison Inspectorate and may not be capable of remaining in use, even under a "remand-only" status at Maghaberry. This uncertainty is one of the major reasons that the two-site strategy has significant limitations.

Strategy A uses the two existing male sites, plus the 22 beds at the Belfast working out unit, and does not require the acquisition of additional property.

In Table 31, a phased development of the Maghaberry, Mourne House, and Magilligan sites is presented.

Table 31  
Phased Development Plan for a Two-Site Strategy

Establishment	Current	5-Year Need	10-Year Need	15-Year Need
<b>REMAND PRISONERS (Demand)</b>	<b>399</b>	<b>519</b>	<b>640</b>	<b>817</b>
<b>Maghaberry</b>				
Remand - Existing	303	432	432	432
Remand - New	-	-	180	240
High - Bush	96	96	96	-
High - New	-	-	-	180
<b>TOTAL REMAND</b>	<b>399</b>	<b>528</b>	<b>708</b>	<b>852</b>
<b>Remand Shortfall</b>	<b>0</b>	<b>9</b>	<b>68</b>	<b>35</b>
<b>SENTENCED PRISONERS (Demand)</b>	<b>810</b>	<b>999</b>	<b>1,188</b>	<b>1,517</b>
<b>Maghaberry</b>				
Existing "Square" Blocks	129	-	-	-
High (Roe)	96	96	96	192
<b>Total - Maghaberry - Sentenced</b>	<b>225</b>	<b>96</b>	<b>96</b>	<b>192</b>
<b>Mourne House</b>				
Medium - Existing	119	119	119	119
Medium - New	-	60	60	60
<b>Total - Mourne House</b>	<b>119</b>	<b>179</b>	<b>179</b>	<b>179</b>
<b>Magilligan - South</b>				
Medium - Existing "H" Blocks	300	300	-	-
Medium - RTU	60	60	60	60
Medium - New	-	-	240	300
Low - Alpha Unit	50	50	50	50
Low - Sperrin	64	64	64	64
<b>Total - Magilligan - South</b>	<b>474</b>	<b>474</b>	<b>414</b>	<b>474</b>
<b>Magilligan - North</b>				
Low - Foyleview	80	-	-	-
Low - New	-	180	300	480
Low Enhanced - New	-	100	200	200
<b>Total - Magilligan - North</b>	<b>80</b>	<b>280</b>	<b>500</b>	<b>680</b>
<b>TOTAL SENTENCED</b>	<b>898</b>	<b>1,029</b>	<b>1,189</b>	<b>1,525</b>
<b>Sentenced Shortfall</b>	<b>88</b>	<b>30</b>	<b>1</b>	<b>8</b>
<b>TOTAL MALE SHORTFALL</b>	<b>88</b>	<b>39</b>	<b>69</b>	<b>42</b>

Source: NIPS Data; Implementation Plan by Carter Goble Lee; 31 August 2007

The assignment of current remand prisoners in house blocks at Maghaberry in Table 31 above is for illustrative purposes only. The point is that all (399) remand prisoners are incarcerated at Maghaberry which serves as a starting point for the two-site strategy.

Table 32 that follows illustrates the incremental staging of new beds with the re-allocation of existing beds for other uses as the strategy develops through time. Note that in the first five year funding cycle that the need under this approach is for low custody, treatment-focused beds at Magilligan. The more costly funding period would be the second five-year cycle (2012-2017) when expansion inside Maghaberry would be necessary.

Table 32  
Incremental Staging for a Two-Site Strategy

Incremental Step	Existing Beds	2012	2017	2022
<b>Remand</b>				
Existing Beds	399	528	528	708
New Beds	-	-	180	240
Re-allocated or Closed Beds	-	-	-	(96)
<b>Running Total</b>	<b>399</b>	<b>528</b>	<b>708</b>	<b>852</b>
Total Demand	399	519	640	817
Shortfall	0	9	68	35
<b>Sentenced</b>				
Existing Beds	898	898	1,029	1,189
New Beds	-	340	460	240
Re-allocated or Closed Beds	-	(209)	(300)	96
<b>Running Total</b>	<b>898</b>	<b>1,029</b>	<b>1,189</b>	<b>1,525</b>
Total Demand	810	999	1,188	1,517
Shortfall	88	30	1	8
<b>Grand Running Total</b>	<b>1,297</b>	<b>1,557</b>	<b>1,897</b>	<b>2,377</b>
Total Demand	1,209	1,518	1,828	2,335
Total Shortfall	88	39	69	42

Source: NIPS Data; Implementation Plan by Carter Goble Lee; 31 August 2007

The two-site strategy meets the spirit of the proposed revised classification plan, but due to the extensive use of existing house blocks, the outcome is tilted towards medium custody. However, most of the new construction would be low custody except for the 240 new remand beds at Maghaberry. Table 33 summarizes the result of the new and re-allocated beds from a supply and demand perspective.

Table 33  
Incremental Staging for a Two-Site Strategy

Custody Levels	Remand			Sentenced		
	Demand	Supply	% Custody	Demand	Supply	% Custody
High	204	180	21%	137	192	13%
Medium	490	572	67%	516	539	35%
Low	123	100	12%	692	594	39%
Low Enhanced	-	-	0%	173	200	13%
<b>Totals</b>	<b>817</b>	<b>852</b>	<b>100%</b>	<b>1,517</b>	<b>1,525</b>	<b>100%</b>

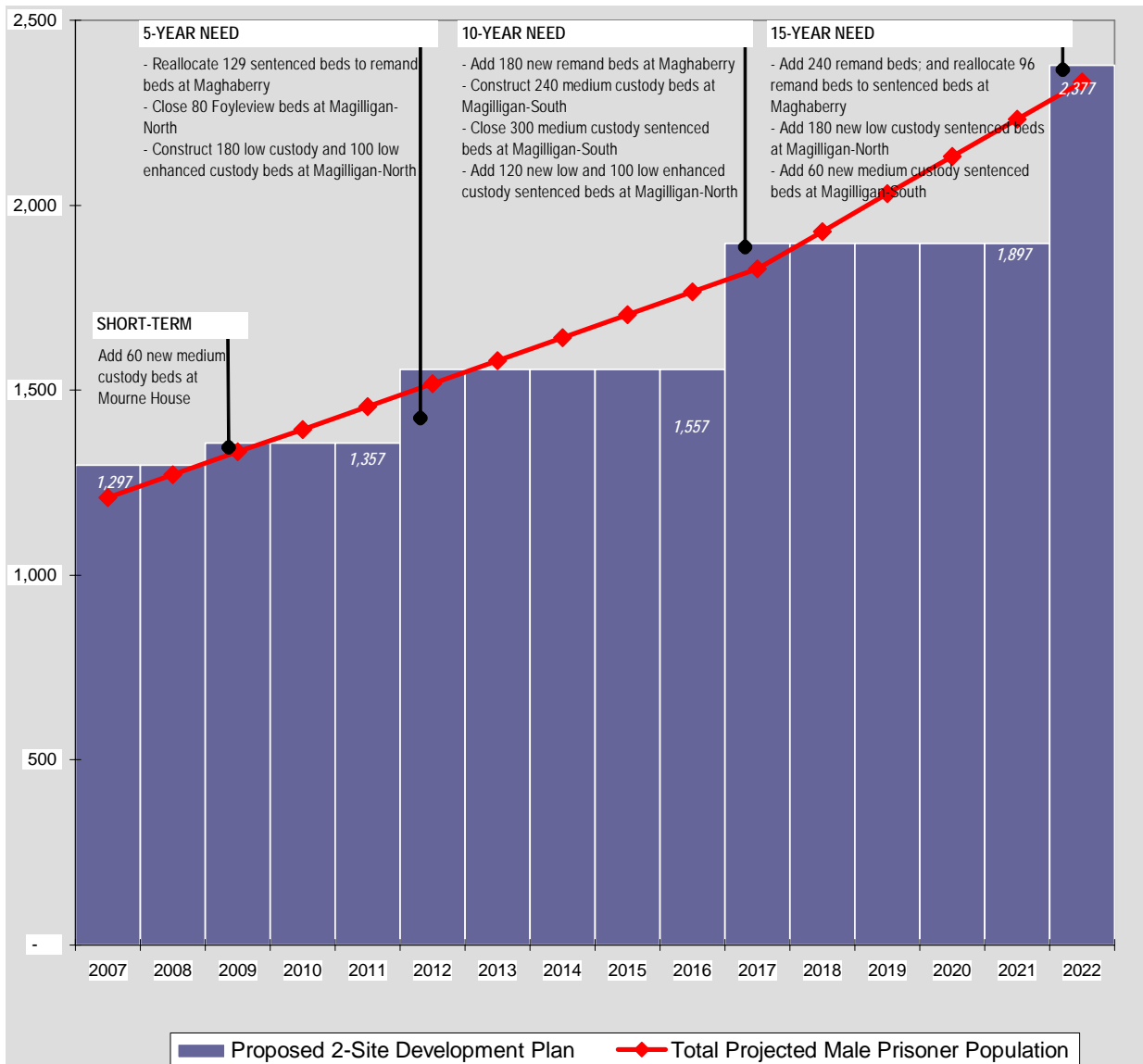
Source: NIPS Data; Implementation Plan by Carter Goble Lee; 31 August 2007

## Two-Site Strategy Supply and Demand Analysis

At the present time, the adult male incarceration system is operating at capacity and on many occasions, slightly above since the 60 RTU beds that are "counted" as constructed since the funding has been secured and construction begun. With the combination of the forecasts of demand completed by the NIPS and the two-site development strategy prepared through this analysis, a year-on-year comparison of the annual number of beds available to the estimated requirement can be achieved.

Figure 2 presents a combination of remand and sentenced bedspaces compared to the total demand on a yearly basis based upon a two-site development strategy. This type of analysis allows the NIPS to anticipate the number of years that the system will be required to operate at a bedspace deficit over the next 15 years. The diagram helps to illustrate the importance of a comprehensive funding strategy that permits the NIPS to plan for years where demand exceeds supply and to develop a strategy for those few years when supply will exceed demand.

Figure 2  
Supply and Demand Analysis for Remand and Sentenced Prisoners for a Two-Site Development Strategy



Source: Forecasts by NIPS; Supply and Demand Analysis by Carter Goble Lee; 02 September 2007

Figure 2, above demonstrates the need to fund new construction other than at the five-year increments. If the five year funding cycle is followed, in 10 out of the 15 years the system will operate at a bedspace deficit. While the graph is only intended to be illustrative, the graphic does emphasize the need to fund and construct ahead of the demand.

The testing of the two versus three-site strategies has not attempted to predict the years of opening for each project but to demonstrated the status of the system at the end of each five year increment.

**Three-Site Strategy.** While the NIPS can begin a 15-year development plan very effectively using the two existing adult male sites, in the second development strand (2012-2017) a critical decision on the best use of Maghaberry must have been reached. Even though Maghaberry is relatively close to Belfast, the site is fraught with a history that limits achieving the level of efficiency that is possible under a scenario other than the only remand prison. A three-site strategy offers a unique opportunity to return Maghaberry to an effective mission as a sentenced prison for medium and high custody prisoners through the location of a new remand centre on a third site in closer proximity to Central Belfast. Ideally, such a site would be within the Belfast conurbation to achieve a greater reduction in travel time and cost for the daily transport of more than 75 prisoners to court. Not all of the daily transports are to courts in central Belfast, but according to NIPS data, more than 50% of the daily court transports are to Belfast.

No particular site was considered, but the existing site of the Belfast Working-out Unit should be considered even though a motorway extension is currently proposed for the site. Multi-level remand centres, such as some of those illustrated in the photographs that follow, can be very effective environments for remand prisoners whose length of confinement is days, not years. This approximately two acre site is adequate to construct a multi-level (approximately eight) prison to accommodate 800 prisoners. While the urban roadway being planned would reportedly require a portion of the central Belfast Working-out Unit site, an economic analysis should be undertaken to calculate the highest economic benefit for the existing site.



ARLINGTON, VIRGINIA



Housing / Dayroom



Program Center



PITTSBURGH, PENNSYLVANIA



Housing / Dayroom



Booking Area

Another possible location under a three-site, stand-alone remand centre strategy would be a new location in Ballymena that has been considered. This site also has limitations due to a reported purchase price of £60 million and reported plans to construct a local road extension through the middle of the large site. Regardless as to whether the Ballymena or another "green field" site in relatively close proximity to Belfast is chosen, a larger site would permit the construction of a low level remand centre that is more easily expanded in future years.



MARYLAND



FLORIDA



SOUTH CAROLINA





CHARLOTTE COUNTY, FLORIDA



Housing / Dayroom



Dental Services

The three-site strategy proposes the use of both Maghaberry and Magilligan as sentenced prisons. A total of 820 new remand bedspaces and 640 new sentenced bedspaces would be constructed under this strategy. All of the sentenced bedspaces would be low custody with the exception of a 60-bedspace housing medium custody housing wing addition at Maghaberry. The three site strategy would allow Maghaberry to be returned to a 528-bed prison, that while still the location of separated prisoners (Bush and Roe), the remainder of the prison could become a more normal functioning medium custody prison that could be programme-intensive.

As with the two-site strategy, Magilligan becomes two smaller prisons with a total of 654 bedspaces, most of which currently exist. The 300 "H-Block" beds would be replaced as low custody places since Maghaberry would provide 432 medium custody bedspaces in the "square" blocks.

Under either development strategy, the NIPS has the opportunity to examine the appropriate type of accommodation that fits the custody level of the future prison population. Substantial flexibility would now be available, especially with a three-site strategy, to construct future bedspaces more cost effectively. Other countries, such as Denmark and Canada (pictured below) have developed purpose-built solutions for treatment-focused missions. The three-site strategy would afford the opportunity for NIPS to consider this approach.



KITCHNER WOMEN'S PRISON - CANADA



WILLIAM HEAD FACILITY - CANADA



Cell



Hallway



Kitchen

An important part of this three-site strategy is that the first five years needs can be met without the acquisition of a site for the new remand prison by initially using Maghaberry as the exclusive remand site as with the two-site



strategy. However, by the fifth year of the development cycle, under the three-site approach, instead of expending Maghaberry for additional remand beds, Maghaberry would be converted back to a sentenced prison with 528 beds. Initially, 660 new remand beds would be constructed at a third site with expansion capability in the future.

The first construction under the three-site strategy, similar to the two-site approach would be a new 300-bed treatment-focused prison on a newly configured "Magilligan North" site. Constructing low custody, treatment-focused bedspaces first in the development cycle will establish a firm commitment to the reduction of re-offending while introducing a new staffing and construction model for the NIPS.

In Table 34, the stepped process of re-defining new missions for existing prisons while locating a site for a purpose-built remand prison is demonstrated.

Table 34  
Phased Development Plan for a Three-Site Strategy

Establishment	Current	5-Year Need	10-Year Need	15-Year Need
<b>SENTENCED PRISONERS (Demand)</b>	<b>810</b>	<b>999</b>	<b>1,188</b>	<b>1,517</b>
<b>Maghaberry</b>				
Existing "Square" Blocks	129	-	432	432
High - (96 Bush/96 Roe)	96	96	192	192
<b>Total - Maghaberry</b>	<b>225</b>	<b>96</b>	<b>624</b>	<b>624</b>
<b>Mourne House</b>				
Medium - Existing	119	119	119	119
Medium - New	-	60	60	60
Low Enhanced - New	-	-	-	100
<b>Total - Mourne House</b>	<b>119</b>	<b>179</b>	<b>179</b>	<b>279</b>
<b>Magilligan - South</b>				
Medium - Existing "H" Blocks	300	300	-	-
Medium - RTU	60	60	60	60
Low - Alpha Unit	50	50	50	50
Low - Sperrin	64	64	64	64
Low - New	-	-	-	180
<b>Total - Magilligan - South</b>	<b>474</b>	<b>474</b>	<b>174</b>	<b>354</b>
<b>Magilligan - North</b>				
Low - Foyleview	80	-	-	-
Low - New	-	300	300	300
Low Enhanced - New	-	-	-	-
<b>Total - Magilligan - North</b>	<b>80</b>	<b>300</b>	<b>300</b>	<b>300</b>
<b>TOTAL SENTENCED</b>	<b>898</b>	<b>1,049</b>	<b>1,277</b>	<b>1,557</b>
<b>Sentenced Shortfall</b>	<b>88</b>	<b>50</b>	<b>89</b>	<b>40</b>
<b>REMAND PRISONERS (Demand)</b>	<b>399</b>	<b>519</b>	<b>640</b>	<b>817</b>
<b>Maghaberry</b>				
Existing "Square" Blocks	303	432	-	-
High - (96 Bush/96 Roe)	96	96	-	-
High - New	-	-	-	-
<b>Total - Maghaberry</b>	<b>399</b>	<b>528</b>	<b>-</b>	<b>-</b>
<b>NEW REMAND SITE</b>				
High Custody Beds	-	-	240	240
Medium Custody Beds	-	-	420	480
Low Custody Beds	-	-	-	100
<b>Total - New Remand Site</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>TOTAL NEW REMAND</b>	<b>399</b>	<b>528</b>	<b>660</b>	<b>820</b>
<b>Remand Shortfall</b>	<b>0</b>	<b>9</b>	<b>20</b>	<b>3</b>
<b>TOTAL MALE SHORTFALL</b>	<b>88</b>	<b>59</b>	<b>109</b>	<b>42</b>

Source: NIPS Data; Implementation Plan by Carter Goble Lee; 31 August 2007

As noted, the first five year funding cycle could focus on low custody, treatment-focused beds at Magilligan. Similar to the two-site strategy with the expansion of remand beds at Maghaberry, under the three site model, the more costly funding period would be the second five-year cycle (2012-2017) when the new remand centre at a third site would be necessary.

This approach, however, provides a five year window of time for the NIPS to both search for a viable third site while monitoring the prison population, especially the implications of the new classification approach.

Table 35 illustrates the incremental staging of new beds with the re-allocation of existing beds for other uses as the strategy develops through time.

Table 35  
Incremental Staging for a Three-Site Strategy

Incremental Step	Existing Beds	2012	2017	2022
<b>Remand</b>				
Existing Beds	399	399	528	660
New Beds	-	-	660	160
Re-allocated or Closed Beds	-	129	(528)	-
<b>Running Total</b>	<b>399</b>	<b>528</b>	<b>660</b>	<b>820</b>
Total Demand	399	519	640	817
Shortfall	0	9	20	3
<b>Sentenced</b>				
Existing Beds	898	898	749	1,277
New Beds	-	360	-	280
Re-allocated or Closed Beds	-	(209)	528	-
<b>Running Total</b>	<b>898</b>	<b>1,049</b>	<b>1,277</b>	<b>1,557</b>
Total Demand	810	999	1,188	1,517
Shortfall	88	50	89	40
<b>Grand Running Total</b>	<b>1,297</b>	<b>1,577</b>	<b>1,937</b>	<b>2,377</b>
Total Demand	1,209	1,518	1,828	2,335
Shortfall	88	59	109	42

Source: NIPS Data; Implementation Plan by Carter Goble Lee; 31 August 2007

The three-site strategy makes use of Maghaberry as a remand prison during the first five-year development increment and focuses the capital outlay on creating a new treatment-focused low custody prison at Magilligan. By doing so, three goals are accomplished: 1) remand prisoners are separated from sentenced prisoners; 2) the shift towards a greater number of low custody prisoners is acknowledged through the new prison at Magilligan creating more flexibility in prison missions and variety in prisoner accommodation; and 3) the available funding stream for the next three years will likely be adequate to accomplish the first five-year development plan. Table 36 summarizes the result of the new and re-allocated beds from a supply and demand perspective.

Table 36  
Incremental Staging for a Three-Site Strategy

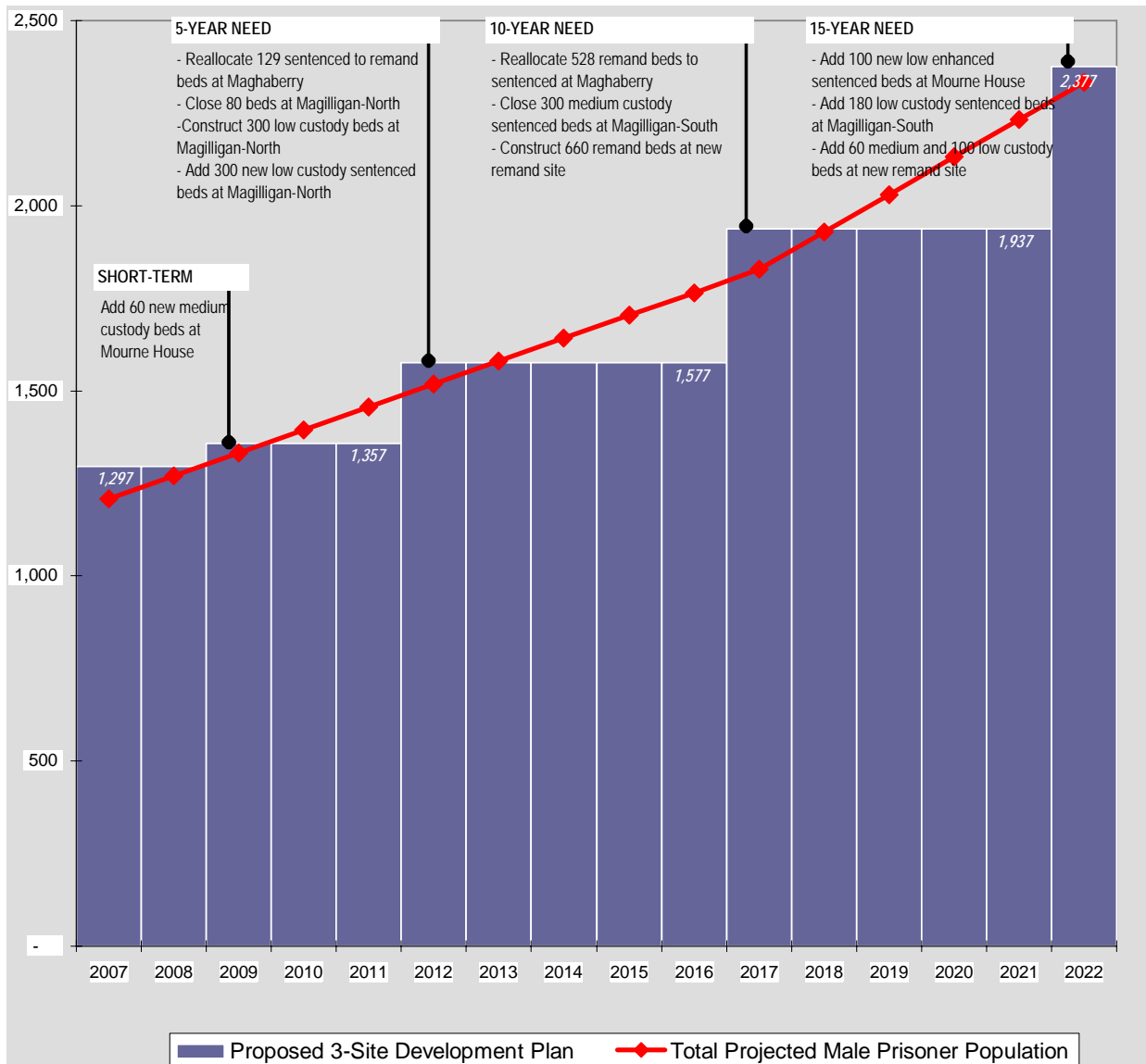
Custody Levels	Remand			Sentenced		
	Demand	Supply	% Custody	Demand	Supply	% Custody
High	204	240	29%	137	192	12%
Medium	490	480	59%	516	671	43%
Low	123	100	12%	692	594	38%
Low Enhanced	-	-	0%	173	100	6%
<b>Totals</b>	<b>817</b>	<b>820</b>	<b>100%</b>	<b>1,517</b>	<b>1,557</b>	<b>100%</b>

Source: Projections by NIPS; Supply Estimates by Carter Goble Lee; 31 August 2007

### Three-Site Strategy Supply and Demand Analysis

In Figure 3, the annual demand for bedspaces is shown in contrast to the number of beds that will be available under the three-site strategy each year. Overall, the figure illustrates that a negative supply condition will exist in only six of the fifteen years.

Figure 3  
Supply and Demand Analysis for Remand and Sentenced Prisoners for a Three-Site Development Strategy



Source: Forecasts by NIPS; Supply and Demand Analysis by Carter Goble Lee; 02 September 2007

### Summary of Development Strategies

Many combinations of approaches can be tested using the data discussed earlier to analyze the operational and capital implications. The key policy decisions that should be reached prior to reaching a decision on the development strategy include the following:

1. The adoption of a classification approach that results in the disaggregation of custody assignments according to the projections that have been prepared by the NIPS and illustrated in Table 4. The policy essence of this new classification model is a shift from medium to low custody prisoners.
2. The implementation of separate establishments for remand and sentenced prisoners. This decision requires at least two sites of a size and configuration that can accommodate at least 800-bedspaces each.
3. The adoption of a new operational and design model for the high percentage of low custody prisoners that are projected for 2022. By doing so, the staffing, size, and location of approximately half of the sentenced population could be significantly different from the existing prisons.
4. The three-site strategy affords the NIPS the opportunity to achieve flexibility through, potentially, five different prisons, one of which would be a remand centre that is purpose-built for this unique population group.

## SPACE GUIDELINES

Space allocations for the 15-year need have been driven by the operational evidence developed in the workshops, international standards, and best practice examples from Europe and the Americas. Both public and private prisons were analysed in the development of the space guidelines. At this stage of planning, the focus is to establish general guidelines for each of the major component of a prison based upon the custody level of prisoners. In later stages of the planning process, a detailed architectural brief will be prepared that identifies the square meters for each space in a new prison. At this stage, however, the purpose is to establish broad parameters against which options can be evaluated and a general budget defined.

For planning purposes, as identified earlier, several possible development scenarios were identified. These scenarios combined the use of Maghaberry with new prisons or additions to Maghaberry. Magilligan was also included in the scenarios as a possible future site but with the assumption that all existing housing and most infrastructure would be replaced. Using the existing bedspaces at Maghaberry and the projections of 15-year need by adjudication status and custody levels, various scenarios were developed that included completely new establishments and additions to Maghaberry.

The development of space guidelines used four basic types of prisons, including:

1. A 1,000-bed multi-custody prison.
2. An 800-bed remand prison for all custody levels.
3. A 300-bed low custody prison.
4. A 100-bed enhanced regime, low custody prison.

Using international space guidelines, the various components of a prison (demonstrated in the evidence matrices) were assigned a space allocation based upon square meters per type of prison (Items 1 – 4 above). The multiplication of the space allocation by the number of bedspaces in a particular custody category yields a notional concept of the size of a total prison or, in the case of an addition of only prisoner accommodation, the approximate size of the addition. Table 37 presents a summary of the space allocations per major operational component and prison size.

Table 37  
Summary of the Space Guidelines by Prison Component and Type

Prison Component	SM/Prisoner for 1000-bed Multi-Custody Prison	SM/Prisoner for 800-bed Remand Prison	SM/Prisoner for 300-bed Low Custody Prison	SM/Prisoner for 100-bed Enhanced Regime Prison
Prisoner Accommodation	25.00 - 28.00	29.00 - 32.00	22.00 - 25.00	13.50 - 17.00
Prisoner Reception	0.35 - 0.45	2.00 - 2.30	0.35 - 0.45	0.40 - 0.60
Visitation	.0.90 - 1.10	0.90 - 1.10	1.25 - 1.65	1.05 - 1.40
Prison Administration	2.90 - 3.20	3.30 - 3.60	2.60 - 3.20	4.30 - 5.10
Security Services	1.15 - 1.35	1.10 - 1.40	1.30 - 1.50	1.10 - 1.40
Prisoner Services	3.55 - 3.90	2.45 - 2.85	3.45 - 4.20	3.50 - 4.50
Prisoner Programmes	7.50 - 9.00	2.10 - 2.50	3.75 - 4.30	2.60 - 3.50
Prisoner Support	.75 - 1.00	.75 - 1.00	1.50 - 1.70	1.60 - 2.00
Trades	4.00 - 5.00	4.00 - 5.00	2.25 - 2.70	2.40 - 3.00
<b>TOTALS</b>	<b>46.10 - 53.00</b>	<b>45.60 - 51.75</b>	<b>38.45 - 44.70</b>	<b>32.80 - 34.00</b>

Source: Carter Goble Lee; 30 August 2007

As is evident from Table 37, the space allocation range per prisoner is similar between the four types of prisons. As more detail concerning the number of bedspaces by custody levels and the types of services and programmes is developed, the space allocations will be more precisely determined. However, to test expansion concepts, these guidelines will offer the necessary order-of-magnitude to also evaluate the possible capital costs. By using a space allocation per prisoner, options that add only prisoner accommodation or a food service expansion can be easily evaluated from a space perspective.

## COST GUIDELINES

Similar to the space guidelines, at this stage of planning the aim is to inform the business case with data concerning the possible cost of a new prison or substantial addition to Maghaberry. The costs that are shown below have been developed from recently tendered projects in Europe and the Americas. Every tendering climate is different as will be economic conditions. For example, tendering for prison projects in the United Arab Emirates at the moment is significantly impacted by the shortage of labour and materials due to the major commercial building and infrastructure projects in Dubai and Abu Dhabi. The same can be said of China at this time. Nonetheless, an order-of-magnitude guideline is appropriate at this stage of planning as long as a process is also put in to place for updating the guidelines as more detail on construction type, space, materials, and location becomes apparent.

A cost factor that is unique to Northern Ireland is the "island" factor. While many of the construction materials will be available in Northern Ireland or the Republic of Ireland, much of the detention hardware and electronic security systems may be only available in the United Kingdom or the European Mainland. In assessing cost guidelines, this factor was considered.

Using the operational components of the prisons by size and type that aided in the development of the space guidelines previously shown in Table 37, cost ranges were identified. Table 38 illustrates the suggested guidelines for the four types of prisons used to prepare the development scenarios.

Table 38  
Summary of the Cost Guidelines by Prison Component and Type

Prison Component	£/SM for 1000-bed Multi-Custody Prison	£/SM for 800-bed Remand Prison	£/SM for 300-bed Low Custody Prison	£/SM for 100-bed Enhanced Regime Prison
Prisoner Accommodation	£2700 - 3300	£3000 - 3700	£2450 - 3000	£2100 - 2600
Prisoner Reception	£2200 - 2700	£2300 - 2900	£2400 - 3000	£2100 - 2350
Visitation	£1400 - 1650	£1400 - 1800	£1400 - 1800	£1400 - 1800
Prison Administration	£1700 - 2100	£1700 - 2100	£1650 - 2000	£1650 - 2000
Security Services	£2100 - 2600	£2100 - 2600	£1750 - 2100	£1750 - 2100
Prisoner Services	£2250 - 2750	£2500 - 3100	£1900 - 2300	£1900 - 2300
Prisoner Programmes	£2000 - 2400	£1900 - 2300	£1800 - 2400	£1800 - 2400
Prisoner Support	£1700 - 2100	£1700 - 2100	£1700 - 2000	£1700 - 2000
Trades	£2000 - 2400	£2000 - 2400	£2000 - 2400	£2000 - 2400
<b>CONSTRUCTION COST TOTALS</b>	<b>£2400 - 3000</b>	<b>£2700 - 3300</b>	<b>£2000 - 2400</b>	<b>£1900 - 2300</b>

Source: Carter Goble Lee; August 2007

The information above refers to the construction cost of a prison. In addition to construction, other costs are necessary to design, manage construction, prepare quantities, equip, and secure the prison. The most difficult cost to estimate at this time is "Project Contingencies", to include inflation. Construction inflation is related to many variables that are beyond the control of NIPS, and to a large extent, government in general. Table 39 identifies, as a percentage of construction, the major project cost factors. Note that neither land nor inflation costs have not been included in these categories. Inflation will be addressed subsequently.

Table 39  
Estimates of Project Costs as a Percentage of Construction

PROJECT COSTS	% of Construction
Site Development Costs	4.0%
FFE & Special Equipment	13.0%
Project Fees	12.0%
Project Contingencies	10.0%
<b>TOTAL PROJECT COSTS</b>	<b>39.0%</b>

The items shown in Table 39 are typical of most construction projects and will vary depending upon site conditions, equipment needs, methods of project delivery, and a host of other factors. Project contingencies also represent a

bench mark estimate of scope changes, unexpected environmental conditions, and other unforeseen variable that can occur on any project. At this stage the 39% project cost estimate is intended to be more of a reminder than a factual reporting of additional costs that must be funded.

Perhaps the most uncertain aspect of cost estimating today is the annual inflation increases. Historically, quantity surveyors have taken into account a two to five year record of actual labor and material increases that are well documented through official reports published on a monthly basis. AS noted earlier, however, in the past three years, inflation has been much less predictable due to a host of global factors such as enormous construction projects in Asia and the Mid-East in particular. Natural disasters and the war in Iraq have also placed an unusually high demand for building materials (cement and steel, in particular) and a skilled labor force. Long range capital planning is always faced with the challenge of accurate forecasting of future inflation factors. For the purpose of this exercise, Table 40 uses the last year's experience and extends the same 6% rate into the future through annual compounding.

Table 40  
Inflation Indicator for Capital Planning

Year	Inflation Factor
2008	6.00%
2009	6.36%
2010	6.74%
2011	7.15%
2012	7.57%
2013	8.03%
2014	8.51%
2015	9.02%
2016	9.56%
2017	10.14%
2018	10.75%
2019	11.39%
2020	12.07%
2021	12.80%
2022	13.57%

The business case modeling that will follow this exercise will address methods of managing inflation costs but is shown here to emphasize the importance of considering all possible cost in capital planning. In Table 41, the estimated construction cost is combined with the estimated project cost to provide a basis for costing the various development strategies. The inflation factors shown in Table 40 above have not been included in the Project Cost Range. The inflation factor should be added when the mid-point of construction on a project is determined.

Table 41  
Combined Construction and Project Cost Guidelines

Prison Component	£/SM for 1000-bed Multi-Custody Prison	£/SM for 800-bed Remand Prison	£/SM for 300-bed Low Custody Prison	£/SM for 100-bed Enhanced Regime Prison
<b>CONSTRUCTION COST TOTALS</b>	£2400 - 3000	£2700 - 3300	£2000 - 2400	£1900 - 2300
<b>Project Cost Range</b>	£1200 - 1500	£1400 - 1700	£1000 - 1200	£1000 - 1200
<b>TOTAL PROJECT COST RANGE</b>	£3600 - 4500	£4100 - 5000	£3000 - 3600	£2900 - 3500

Source: Carter Goble Lee; 30 August 2007

The purpose of this section is to use the evidence gathered from the workshops; meetings with the senior staff of NIPS and the SIB; and experience from elsewhere in Europe to provide a basis to test future options from a cost perspective. Far more detailed planning and cost estimating will be necessary to achieve a higher level of confidence in these guidelines.

## ADJACENCY REQUIREMENTS

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The previous pages have addressed the operational evidence that guides the allocation of space and informs the process of determining staffing requirements by the various components of a prison. From the space guidelines, cost ranges have been estimated based on recent experiences in prison construction. The accumulation of this evidence basis is intended to allow the Northern Ireland Government to evaluate a number of options to meet the 15-year need before initiating the more expensive process of designing a new prison or prisons.

A final component of evidence is the analysis of the level of importance for physical adjacency that exists between the various operational components of a prison that have been used throughout this exercise. While this is the most "subjective" aspect of the exercise, nonetheless, adjacency matrices can be very helpful as a visual graphic of which spaces should be in closer proximity to which other spaces in the prison. These proximities become extremely important in guiding the design process and developing an early indication of staffing levels.

In Table 42, a legend that explains Figures 4-7 which follow is presented. Again, adjacency matrices are not scientifically conceived, but reflect important anecdotal information that was gleaned from the workshops and the prior design experiences of a number of NIPS and external professionals.

Table 42  
**Guidelines for Interpreting the Adjacency Matrices**

### LEGEND

-  Directly Adjacent; joined by direct connection
-  In close proximity; connected through a corridor or within 75 meters
-  Within the same secure perimeter; generally a daily interaction
-  No required spatial connection; could be within or without the perimeter security

In the following pages, an adjacency matrix is presented for the three major types of prisons that have been discussed in this report. The physical relationships between components of the "Enhanced Regime" establishment would be very similar to those of the Low Custody prison.









## CONCLUSIONS

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This document represents a beginning and not a conclusion. With the input of many professionals within and without the NIPS, a data base has been initiated that can be used to foster debate as to the best way forward to meet future incarceration needs. An overarching principle that has guided this study is that all 1,500 offenders require incarceration of some type. The study has not explored the potential use of diversionary programmes for pretrial and sentenced prisoners since that would require changes in legislation and public policies. However, Northern Ireland would be wise to thoroughly explore the benefits and risks of such programmes as intensive supervision, electronic tagging, day-reporting centres, amongst others.

Also, this report has not factored into the data base the potential operating costs associated with the addition of 1,500 new bedspaces. However, what was made clear through workshop discussions is that the revised classification system, in conjunction with a new approach of constructing to specific custody needs, has the possibility of significantly altering traditional staffing patterns that have been historically based rather than needs based. While Maghaberry currently operates at £204 per prisoner per day, this indicator may not be relevant for the new bedspaces that should largely focus on low custody prisoners.

New infrastructure is required to meet the anticipated growth. While Maghaberry can remain the “flagship” establishment, the future use could be significantly changed to maximize the existing infrastructure while carefully improving aspects of the prison that could render Maghaberry more “fit for purpose”. Magilligan is far too valuable a resource to consider eliminating. While the use will of necessity be limited to sentenced prisoners, the site area and location can work efficiently as a treatment focused environment.

The major decision facing the Government will be the need to acquire a new site to meet the growth projections. As has been demonstrated, the possibility of a two-site solution exists, but such a solution requires that Maghaberry become a remand prison and that medium custody sentenced prisoners be assigned to purpose-built house blocks at Magilligan. The land is available for such a solution, but staffing and community issues will require further analysis.

Finally, in line with an anticipation of 57% of the sentenced population being assigned to low custody and enhanced regimes, the potential for developing an entirely new form of establishment becomes a viable choice. While this represents a cultural shift, the normative environment may well become the basis of an approach that does reduce re-offending and preparing the offender for a successful re-entry into the community.

These are not simple decisions and no process can reduce the evaluation criteria to a simple set of guidelines that, if followed, would assure a correct outcome. However, in Table 43, an attempt has been made to illustrate the use of evidence-based planning to highlight key strategies that are worthy of further debate and analysis. The options analysis that will follow this evidence-building exercise will provide substantially greater detail to the 10 points that have been raised in the table that follows.

Table 43  
Summary of Key Evidence Factors and Strategies

#	Critical Issue	Evidence Base	Strategy
1	The number of criminal filings initiate the flow of defendants through the criminal justice system, but the NIPS has no control over the number or disposition of the filings.	In the past 12 months, 58,465 criminal cases were filed in the courts, resulting in a ratio of 34 filing per 100,000 citizens. At the same filing ratio, in 15 years the number of criminal filings could be 70,000.	Since committals to prison are initiated from arrests and criminal case filings, monitoring annual changes in the number of cases filed will serve as an indicator of future committals.
2	Future growth in prison population will be influenced more by new legislation than general population increases. This will be mostly impact crimes for which the public has little tolerance, such as sexual predator offenses.	For the preceding 12 months, 2,101 remand committals were processed at Maghaberry, or a ratio of 1:28 criminal filings. Data concerning sex offender sentence lengths, in particular, should be calculated monthly.	A procedure should be implemented that defines the impact of any new legislation introduced by the Assembly upon the number of committals to NIPS and the length of sentence imposed through any new legislation.
3	Predicting future prison population is an inexact science. However, planning for the future capital and operating needs of the NIPS system is essential.	Current male prison population is 1,209. Projections prepared by NIPS estimate the 15-year male population to be 2,335. This becomes the planning target for a capital plan.	Unless programmes are implemented that alter the rate of growth, the NIPS will require 1,125 additional male bedspaces by 2022. Changing the bedspace need depends upon actions of the Assembly and the Judiciary.
4	In the past, the NIPS has separated remand from sentenced prisoners. Due to the lack of prison bedspaces, the existence of only one prison in the Belfast area, and the limited use of HMP Magilligan for sentenced prisoners only, remand and sentenced prisoners are not currently separated.	Currently, remand prisoners comprise 35% of the total adult male population, or 399 prisoners. The current number of sentenced male prisoners is 810. Applying this ratio to the projected future population, the NIPS will require 817 remand bedspaces and 1,517 sentenced bedspaces in 15 years.	The separation of remand and sentenced prisoners will improve the operational efficiency and offer the opportunity to reduce both capital construction and running costs. Any option to manage the future need for 1,125 new adult male bedspaces should be based upon the basic principle of separating prisoners by ad-judication status.
5	In addition to the separation of prisoners by ad-judication status, the second major cost driver is the assignment of a prisoner to a custody classification level. The NIPS currently uses three categories to classify the risk level of a prisoner: 1) high, 2) medium, or 3) low custody. A recently completed sample resulted in a proposal to re-classify all prisoners.	Based upon the current classification system, 11% are high, 82% medium, and 7% are low custody. The proposed change in the classification approach would change the allocations to: 9% high, 34% medium, and 57% low custody. Currently, of the 1,209 male prisoners, 204 are high custody; 490 medium; and 123 low custody. Applying the new classification percentages to the 2022 population projections, 341 will be high custody; 1,006 will be medium custody; and 987 will be low custody.	While the proposed change in the custody levels may not be finally the percentages presented, the change will be the most significant change in the NIPS system in decades. The capital implications are major, and the potential implications for staffing levels and subsequent running costs are even more significant. Future planning and design should be based upon this shift in classification policy.
6	In conjunction with a plan to develop more than 1,000 new bedspaces, the NIPS must define the best use of the two existing male establishments. HMP Maghaberry can accommodate either remand or sentenced prisoners while HMP Magilligan is capable of accommodating only sentenced prisoners.	The stated aim of the NIPS is to achieve at least a 95% single occupancy rate in existing and new prisons. Between Maghaberry, Mourne House, and Magilligan, the current single occupancy capacity is 1,119 as opposed to a demand for 2,335 total bedspaces in 2022.	To maintain a 95% single cell goal, the 15-year plan should involve 1,154 new cells. A significant driver of cost will be a decision to construct to a higher custody level in deference to maximum flexibility or to construct and staff prisons according to the revised custody classification approach.
7	An overarching operational concern in a small system, such as the NIPS, is assuring that adequate flexibility is available to properly match prisoner classification needs with available bedspaces.	Based on a revised classification approach, the future remand population will require 204 high custody cells; 490 medium custody; and 123 low custody cells. The sentenced population will require 137 high custody; 516 medium custody; and 865 low custody bed-spaces.	Achieving flexibility to match existing and new beds to future demand could be improved by organisationally and function-ally separating the Maghaberry and Mourne House prisons, as well as treating the Magilligan site as the potential location for two new prisons.
8	Space per prisoner requirements differ based upon the classification level. Applying the results of the revised classification approach can change the staffing and capital cost of the system.	Based upon the results of the earlier benchmarking study, the square meter per prisoner allocation for remand prisoners was 46.6 to 51.2; for a general custody prisoner was 46.1 to 53.0; and a low custody prisoner was 38.5 to 44.7. The NIPS has a category of "enhanced regime" for low custody prisoners that are involved in intensive treatment. The range for this category is 32.8 to 34.0 square meters per prisoner.	Two basic options are available to meet the need for more than 1,000 additional bed-spaces during the next 15 years. The first is to construct one new multi-custody prison that offers a similar design for all house blocks and the second is to disaggregate the 1,000 beds according to the revised classification approach and apply differing space requirements based on the classification levels.

Table 43 Continued

#	Critical Issue	Evidence Base	Strategy
9	A key decision to be reached in this exercise is a determination of the need for two or three sites to meet the future need for adult male bedspaces.	The optimum capacity of HMP Maghaberry is 639, exclusive of disciplinary beds without significantly expanded core services. If additional beds are provided, these would replace existing sports fields. Mourne House could be expanded to accommodate between 160 to 200 prisoners. With the possible exception of the RTU and Alpha Units (total of 110 beds) all existing HMP Magilligan house blocks require replacement.	The two site option will require that HMP Maghaberry accommodate at least 817 bedspaces; Mourne House 162; and a total of 1,210 at HMP Magilligan. The three site model would allow HMP Maghaberry to operate at 603 places; Mourne House at 202; HMP Magilligan at 750; and a new remand centre on a third site at 820 places.
10	While operating flexibility is a major factor in deciding between a single multi-custody prison as opposed to two or more prisons based upon the revised classification approach, capital cost is also an important variable.	The cost range to construct a new 1,000-bed multi-custody prison is £3600-4500 per square meter. Applying the revised custody level percentages to the 1,000 beds, the average cost per square meter would be £3000-3900.	Regardless of the two versus three site strategy, the NIPS has the choice to construct future bedspaces based upon the new evidence that indicates a higher percentage of low custody prisoners and the concomitant lower construction cost or construct to a higher per meter cost and greater operational flexibility.

Source: Carter Goble Lee; 30 August 2007

A process has been initiated that can link important evidence to possible outcomes. The most difficult task, however, is to predict whether re-offending will be reduced through any level of effort. Defining probabilities of successful re-offending programmes is well beyond the reach of this analysis. However, what the benchmarking and workshops approach to evidence-building has done is to raise the level of awareness to the planning process and to include the anecdotal and empirical evidence advanced by a large number of informed correctional professionals in the determination of need and possible strategies to meet this need.

**APPENDIX F : PROCUREMENT ROUTE APPRAISAL**

## **1 Introduction**

Grant Thornton Consultants have been asked to provide initial qualitative analysis of the procurement routes that are available to NIPS for the planned investment in the male prisons estate. In particular, they will seek to identify the procurement routes that are likely to provide the most suitable alternatives to the traditional public sector design, construct, finance and manage route for each of the proposed developments at HMP Maghaberry, HMP Magilligan and/or at a new prison.

The identified procurement routes will then be subjected to more detailed financial analysis in order to consider at the appropriate business case stage the potential for an alternative (PPP/PFI) procurement model to deliver value for money in comparison with traditional public sector delivery.

This will in any case be required both by HM Treasury and/or by the Department of Finance & Personnel.

Further work and analysis is in hand, and is not therefore included in this options appraisal, since it is not required at this stage.

The following section does reflect part of the paper in progress relating to the use of PPP/PFI in the prison sector in Great Britain.

It notes that there are a range of possible alternative options to the traditional public sector route.

The analysis also notes that the private sector design, build, finance and maintain (DBFM), public sector operate model is being adopted in the Republic of Ireland for the Thornton Hall prison development. Clearly NIPS will be required to have regard to this development in taking forward its own proposals in consultation with key stakeholders.



## 2 Use of PPP/PFI in the Prison Sector

### *The Historical Context*

The modern trend towards private sector design, build, financing and operation of prisons on behalf of the public sector can be traced back to the US in the 1980s. With many states finding that they were approaching their debt ceilings, private finance appeared an attractive proposition. The concept was embraced by the incumbent Administration and the US now has the greatest volume of private prisons, with over 100 across 31 states<sup>1</sup>.

A similar process occurred in the UK, albeit several years later. Following a review of the state of UK prisons by the Parliamentary Select Committee on Home Affairs in 1986, a report was drafted by the Home Affairs Committee in 1987 entitled '*Contract Provision of Prisons*'. This advocated the introduction of private finance to the UK prison estate in a similar manner to that employed in the US.

### *PPP in UK Prisons Today*

UK policy has developed over the past 20 years and there are now a total of 12 PPP/PFI prisons, the most recently opened in Peterborough in 2005. Around 10% of the total UK prison population is currently residing in private sector-managed facilities.

This approach appears to continue to be embedded in Government policy, and the Carter Report (commissioned in 2003 by the Home Office) concluded that:

*"more effective service delivery can be achieved through greater contestability, using providers of prison and probation from across the public, private and voluntary sectors"*<sup>2</sup>.

The UK Government's continued commitment to the PPP/PFI approach for prisons has been borne out by the August 2007 announcement by the National Offender Management Service of the intention to procure new prisons for London and Liverpool under PPP/PFI<sup>3</sup>. In these instances PPP has been deemed to offer better Value for Money than other available procurement routes.

### *PPP: Models in Use*

There are currently 11 'Contracted Out' (i.e. PPP/PFI) prisons in operation in England and Wales<sup>4</sup>, with another in Kilmarnock in Scotland. Two of these were originally designed and built by the public sector, with the day-to-day management and operation having since been outsourced to the private sector.

PPP/PFI prisons can potentially take one of three broad forms. In summary, these are:

- i. Design, construct, manage and finance by the private sector (DCMF);
- ii. Design, build, finance and maintain by the private sector (DBFM), with public sector operation. Also known as Private Build, Public Operate (PBPO); and
- iii. Design, build and finance by public sector, with operation contracted to private sector either from the outset or during the operational life of the prison.

The key characteristics of each of these models are described in the paragraphs that follow.

<sup>1</sup> Parliament of New South Wales Background Paper No. 03/2004

<sup>2</sup> Carter, P., *Managing Offenders, Reducing Crime: A New Approach*, December 2003, p.34

<sup>3</sup> <http://www.justice.gov.uk/news/newsrelease020807a.htm>

<sup>4</sup> <http://www.hmprisonservice.gov.uk/prisoninformation/privateprison>

### ***Traditional public sector procurement***

In the traditional procurement model, NIPS contracts with the private sector for the design and construction of a new prison. NIPS, as the long term manager and operator of the prison, is closely involved in the design process and carries the risk of the operational efficiency and cost effectiveness of the prison design for the whole life of the prison.

The traditional procurement model can be used for the refurbishment or redevelopment of an existing prison or the design and construction of a completely new facility. On completion, NIPS assumes responsibility for managing, operating and maintaining the prison.

### ***Private Sector Design, Construct, Manage and Finance (DCMF)***

DCMF is the predominant model of PPP used in the UK prison sector. It involves the private sector consortium assuming responsibility for the end to end service i.e. designing, constructing and maintaining the prison and fulfilling an ongoing management and operational role in terms of the custodial and other services in the prison. The private sector consortium uses private finance to fund the construction and is remunerated by way of a Unitary Payment (UP) over a 25 - 30 year period.

The DCMF model is sometimes referred to as "Private Build, Private Operate". It has only been used for new build prisons, but might in theory also be applicable to the redevelopment of existing prisons where there is a substantial element of new build and a low level of latent defect risk in the retained accommodation.

Typically, the scope of the custodial services included in the DCMF contract includes<sup>5</sup>:

- i keeping prisoners in custody;
- ii maintaining order, control and a safe environment;
- iii providing decent conditions and meeting prisoners' needs;
- iv providing positive regimes through education/training opportunities etc;
- v preparing prisoners for return to the community;
- vi delivering wider services e.g. staff recruitment, provision of health care staff; and
- vii facilitating visits from the community.

As can be seen from the above list, the private sector is typically asked to provide the full range of services required from a prison facility. Indeed, the Committee of Public Accounts observed in its December 2003 Report *'The Operational Performance of PFI Prisons'*:

*"PFI prisons differ from most other PFI projects as the contractor provides the whole service, including custody, education and healthcare for prisoners".*

This is quite different to the PPP/PFI models used in health and education, in which the public sector takes responsibility for delivering non-premises related services.

Use of the DCMF model for privately run prisons has coincided with a change in the way that privately run prisons are operated. A key objective under current DCMF contracts is the creation of an environment that discourages re-offending, with decisions on the design and layout of prisons being left largely (with the exception of number of cells) to private sector bidders in order to maximise the potential for innovation in the way services are delivered.

<sup>5</sup> NAO Report: *The Operational Performance of PFI Prisons (June 2003)*, p.13

### ***Private Sector Design, Build, Finance and Maintain (DBFM), Public Sector Operate***

Under the DBFM model, the design, construction, financing and maintenance of the prison is undertaken by the private sector under a PPP contract. The key difference from the DCMF model is that the public sector operates the prison, with the private sector only providing certain premises related maintenance services.

The DBFM model is often described as a Private Build, Public Operate (PBPO). It is untried in the UK, but is currently being used for the new Thornton Hall prison development in the Republic of Ireland, which will replace Mountjoy prison in north Dublin.

Consistent with the DCMF model, it is primarily used for new build prisons, but may also be applicable to the redevelopment of existing prisons where there is a substantial element of new build and a low level of latent defect risk in the retained accommodation.

Whilst the DBFM model may appear attractive in that it draws on private sector expertise and innovation in the design, construction and financing of the prison (as in traditional PFI), whilst retaining prison management and operation with the public sector, there are inherent limitations in this approach which need to be understood and managed.

Chief among these limitations is the extent to which design risk can really be transferred. Given that staff costs represent the most significant proportion of the total cost of a prison on a whole life basis, it is important that the prison is designed to achieve optimum operational efficiency. However, under the DBFM model the Prison Service is responsible for managing and operating the prison after construction, and will therefore expect to have an important role in the design and functionality of the accommodation. This reduces the opportunity for private sector innovation and whole life costing in the design of the prison, which could ultimately result in a level of design risk being borne by the public sector (as the consequence of sub-optimal design is higher capital and/or operational cost).

### ***Other Possible Models of PPP***

As indicated earlier in this section, there are currently two prisons in the UK (HMP Doncaster and HMP Wolds) which are privately managed and operated but which were originally designed and built by the public sector. As part of the introduction of contestability for prisons services, the management and operation of these prisons was put out to competition and was subsequently awarded to private sector contractors.

Although there are now only two prisons of this nature which are currently operated by the private sector, HMP Buckley Hall and HMP Blakenhurst were also previously operated by the private sector. However, upon expiry of the contract term the services were re-tendered and public sector bids were identified as providing best value for money. Consequently, the management of these prisons returned to the public sector.

Research undertaken by the National Audit Office, the use of market testing and the introduction of the private sector into the operation of prisons has brought about increased efficiency and competitiveness in public sector delivery of prison services. As a consequence, full market testing has since been replaced by performance testing whereby poorly performing prisons are identified and given six months within which to improve performance. Failure to improve will result in the prison either being closed or being contracted out to the private sector. We are not aware of any having been tendered to date.

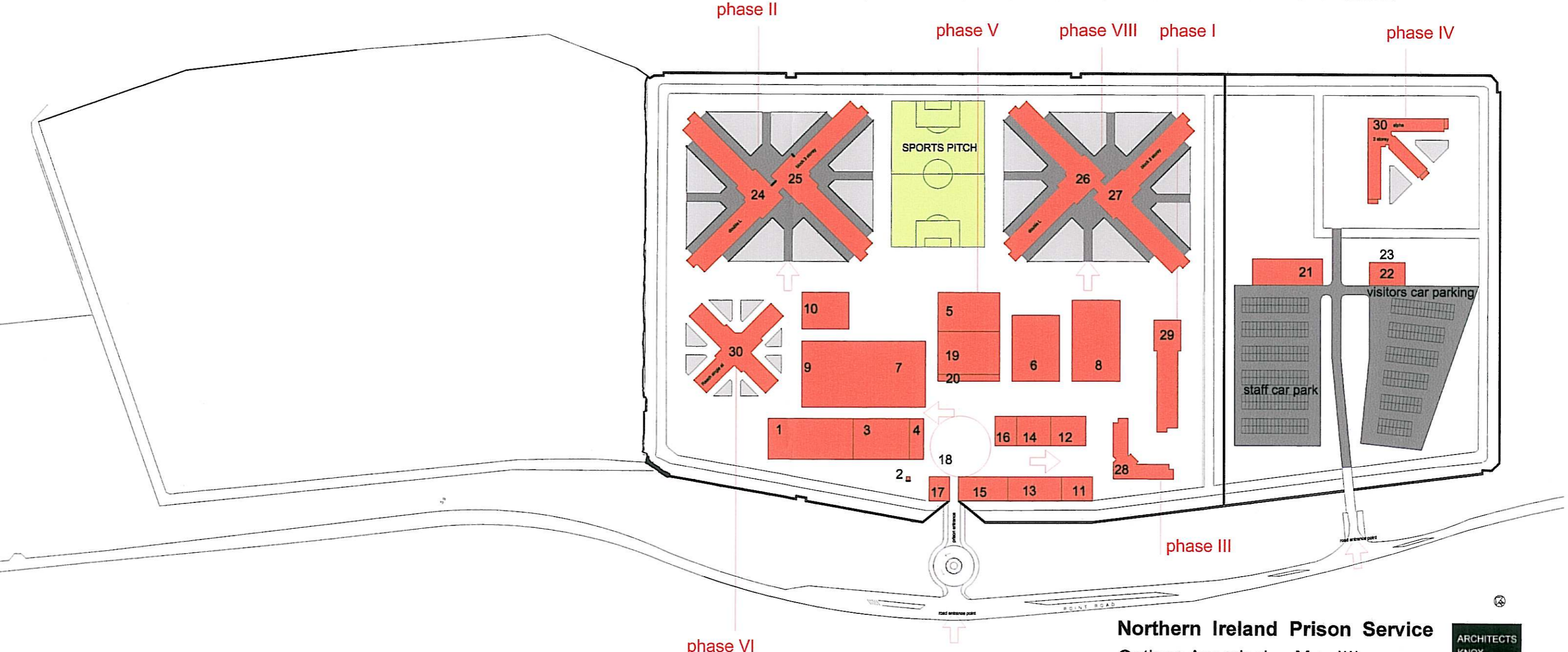
Contestability - involving the public sector as a bidder - is therefore seen as a means of driving improved value for money in service delivery, and can be applied for the commencement of operation at a new prison, or for the operation of an existing prison. To be successful it requires strong competition from private sector bidders, and private sector interest needs to be thoroughly tested if contestability is to be considered for the operation of prisons in Northern Ireland.

NIPS does have some limited experience of contestability, having outsourced staff catering in 1993. This service returned to the public sector under a Service Level Agreement in 2000.

**APPENDIX G : PROPOSED SITE LAYOUTS – 2 SITE OPTION**

KEY TO PLAN:			
1 - Central Plant	- 1480m <sup>2</sup>	12 - Medical clinic Infirmary	- 320m <sup>2</sup>
2 - Dogs	- 72m <sup>2</sup>	13 - Security administration / Emergency centre / Video links / Emergency services / Staff training	- 580m <sup>2</sup>
3 - Trade / workshop	- 980m <sup>2</sup>	14 - Probation / Behaviour counselling	- 424m <sup>2</sup>
4 - Vehicle service	- 240m <sup>2</sup>	15 - Visits hall	- 520m <sup>2</sup>
5 - Central prisoner dining	- 1000m <sup>2</sup>	16 - Prisoner processing holding transport	- 240m <sup>2</sup>
6 - Education	- 1320m <sup>2</sup>	17 - Gate house	- 216m <sup>2</sup>
7 - Vocational / Training / Workshops	- 3200m <sup>2</sup>	18 - Sterile zone	- 121m <sup>2</sup>
8 - Sport	- 1640m <sup>2</sup>	19 - Kitchen / Food prep. / Food store / Stores tuck	- 1120m <sup>2</sup>
9 - Central laundry	- 258m <sup>2</sup>	20 - Staff dining	- 160m <sup>2</sup>
10 - Faith centre	- 720m <sup>2</sup>	21 - Warehouse	- 1200m <sup>2</sup>
11 - Administration / Senior management / Administration Support Ict Staff worker, lounge	- 2568m <sup>2</sup>	22 - Visitors centres / Visitor processing	- 256m <sup>2</sup>
		23 - Volunteers	- 80m <sup>2</sup>
		24 - L block 120 cells 2 storey	
		25 - L block 120 cells 2 storey	
		26 - L block 120 cells 2 storey	
		27 - L block 120 cells 2 storey	
		28 - SSU 16 cells single storey	
		29 - RTU 60 cells 2 storey	
		30 - Reach unit 52 cells single storey	- 1615m <sup>2</sup>
		31 - Alpha unit 100 cells 2 storey	- 2360m <sup>2</sup>

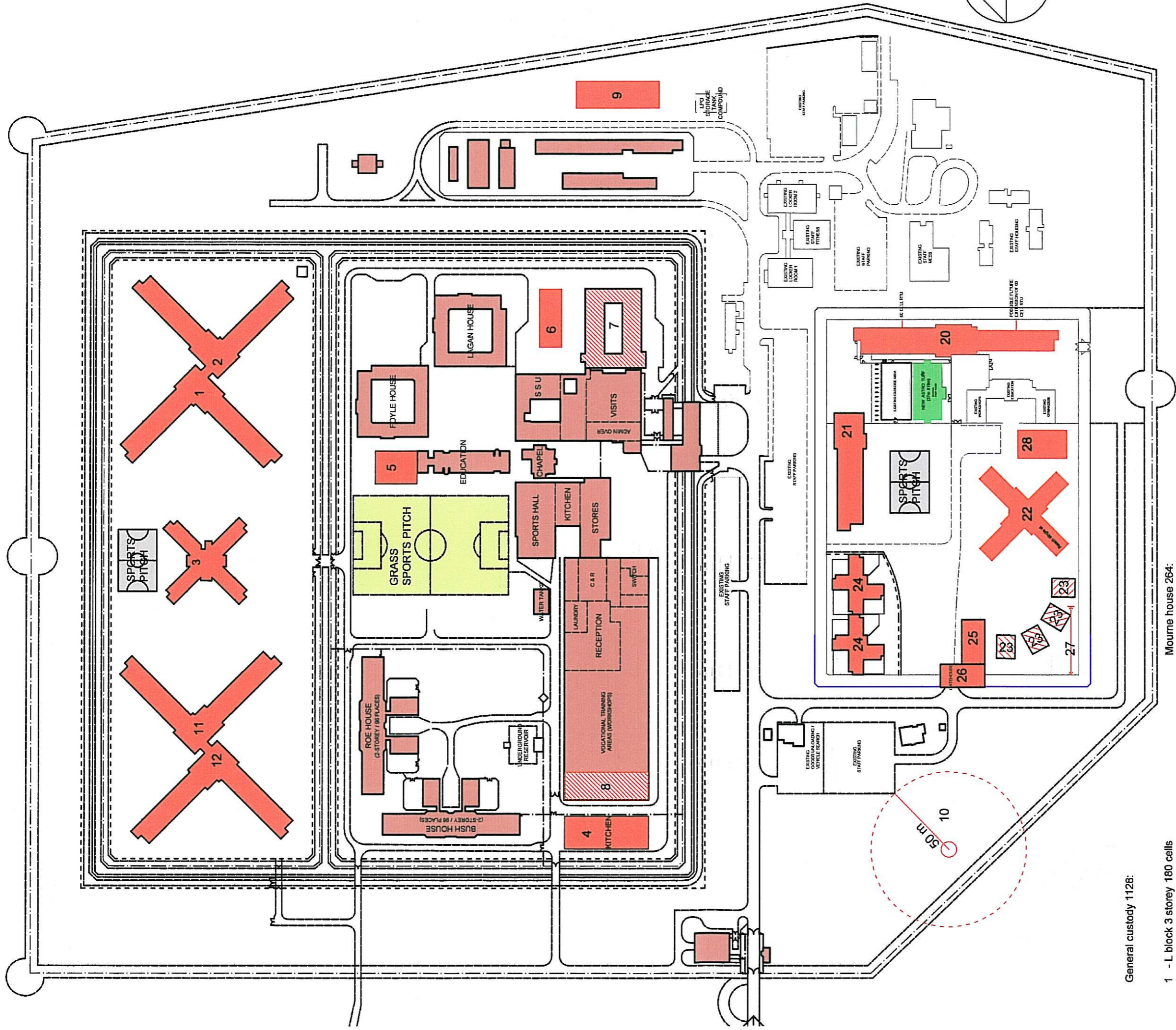
~~800 cells~~  
692 cells. SSU



**Northern Ireland Prison Service**  
Options Appraisal - Magilligan  
**3 site option central services**  
Scale 1:2500 19-09-07 1811/  
PRELIMINARY E

ARCHITECTS  
KNOX  
AND  
MARKWELL





General custody 1128:

- 1 - L block 3 storey 180 cells
- 2 - L block 3 storey 180 cells
- 3 - SSU 2 storey 64 cells
- 4 - Kitchen
- 5 - Education ext.
- 6 - Healthcare new build - 414m<sup>2</sup>
- 7 - Probation Offending behaviours (existing building refurbishid)
- 8 - Workshops (existing building refurbishid)
- 9 - Replacement work department
- 10 - Wind turbine
- 11 - L block 3 storey 180 cells
- 12 - L block 3 storey 180 cells

Mourne house 264:

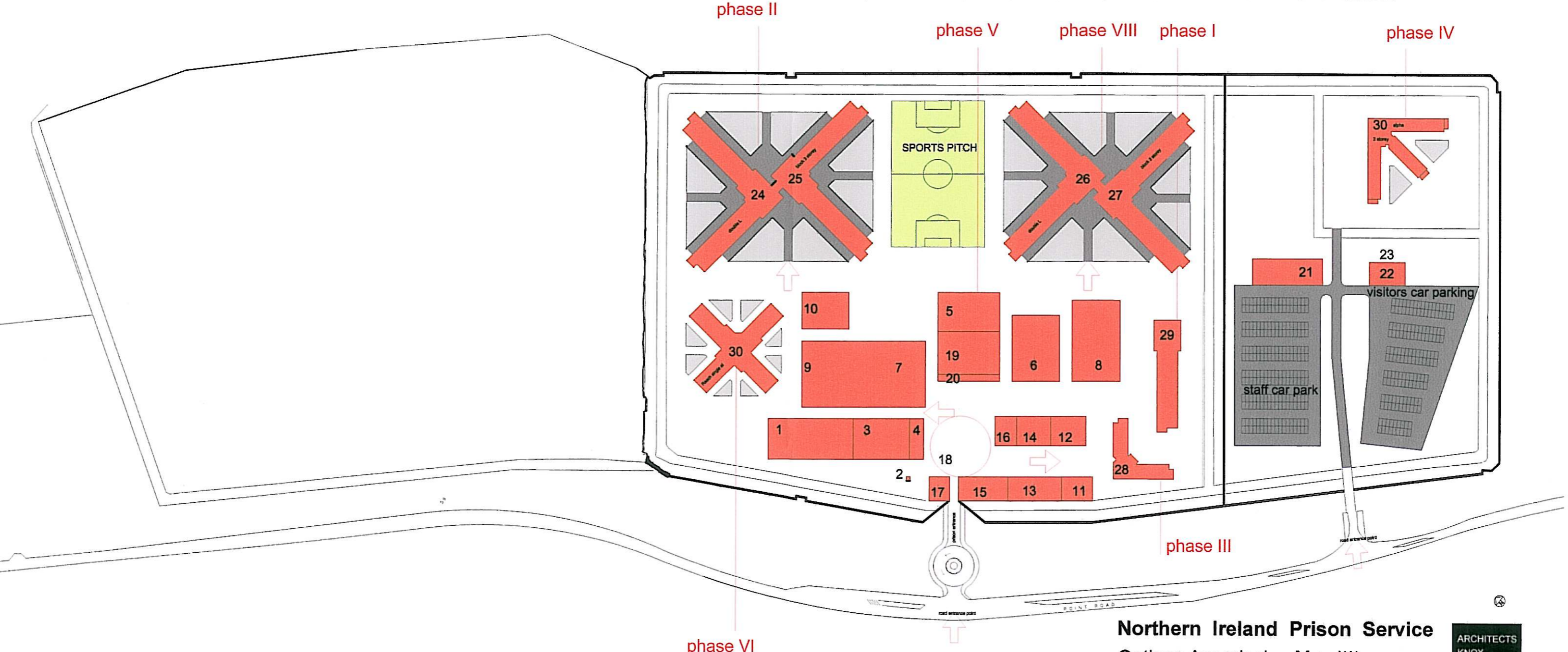
- 20 - RTU 2 storey 120 cells
- 21 - RTU 2 storey 60 cells
- 22 - Reach unit single storey 52 cells
- 23 - 2 storey 6 spaces
- 24 - witness protection unit single storey 8 cells
- 25 - new visitors centre
- 26 - replacement gatehouse
- 27 - wall and fence extended
- 28 - workshop

**APPENDIX H : PROPOSED SITE LAYOUTS – 3 SITE OPTION**



KEY TO PLAN:			
1 - Central Plant	- 1480m <sup>2</sup>	12 - Medical clinic Infirmary	- 320m <sup>2</sup>
2 - Dogs	- 72m <sup>2</sup>	13 - Security administration / Emergency centre / Video links / Emergency services / Staff training	- 580m <sup>2</sup>
3 - Trade / workshop	- 980m <sup>2</sup>	14 - Probation / Behaviour counselling	- 424m <sup>2</sup>
4 - Vehicle service	- 240m <sup>2</sup>	15 - Visits hall	- 520m <sup>2</sup>
5 - Central prisoner dining	- 1000m <sup>2</sup>	16 - Prisoner processing holding transport	- 240m <sup>2</sup>
6 - Education	- 1320m <sup>2</sup>	17 - Gate house	- 216m <sup>2</sup>
7 - Vocational / Training / Workshops	- 3200m <sup>2</sup>	18 - Sterile zone	- 121m <sup>2</sup>
8 - Sport	- 1640m <sup>2</sup>	19 - Kitchen / Food prep. / Food store / Stores tuck	- 1120m <sup>2</sup>
9 - Central laundry	- 258m <sup>2</sup>	20 - Staff dining	- 160m <sup>2</sup>
10 - Faith centre	- 720m <sup>2</sup>	21 - Warehouse	- 1200m <sup>2</sup>
11 - Administration / Senior management / Administration Support Ict Staff worker, lounge	- 2568m <sup>2</sup>	22 - Visitors centres / Visitor processing	- 256m <sup>2</sup>
		23 - Volunteers	- 80m <sup>2</sup>
		24 - L block 120 cells 2 storey	
		25 - L block 120 cells 2 storey	
		26 - L block 120 cells 2 storey	
		27 - L block 120 cells 2 storey	
		28 - SSU 16 cells single storey	
		29 - RTU 60 cells 2 storey	
		30 - Reach unit 52 cells single storey	- 1615m <sup>2</sup>
		31 - Alpha unit 100 cells 2 storey	- 2360m <sup>2</sup>

~~800 cells~~  
692 cells. SSU

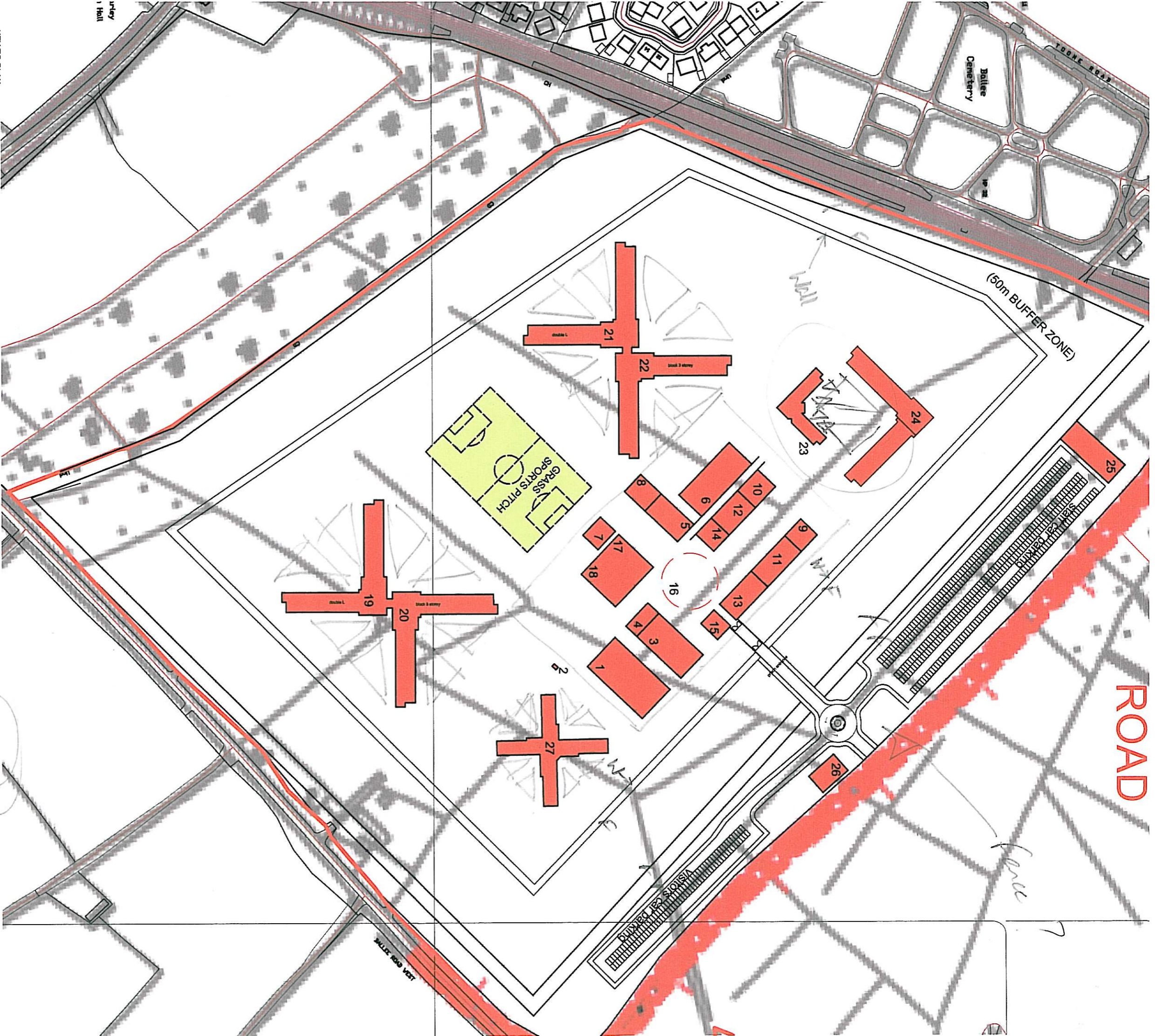


**Northern Ireland Prison Service**  
Options Appraisal - Magilligan  
**3 site option central services**  
Scale 1:2500 19-09-07 1811/  
PRELIMINARY E

ARCHITECTS  
KNOX  
AND  
MARKWELL







- KEY TO PLAN:**
- |  |                      |  |                      |
|--|----------------------|--|----------------------|
| 1 - Central Plant  | - 1480m <sup>2</sup> | 12 - Probation / Behaviour counselling             | - 440m <sup>2</sup>  |
| 2 - Dogs   | - 72m <sup>2</sup>   | 13 - Visits hall                                   | - 520m <sup>2</sup>  |
| 3 - Trade / workshop   | - 960m <sup>2</sup>  | 14 - Prisoner processing holding                   | - 1416m <sup>2</sup> |
| 4 - Vehicle service  | - 240m <sup>2</sup>  | 15 - Gate house transport                          | - 216m <sup>2</sup>  |
| 5 - Education  | - 520m <sup>2</sup>  | 16 - Prisoner processing holding                   | - 330m <sup>2</sup>  |
| 6 - Sport  | - 1080m <sup>2</sup> | 17 - Kitchen / Food prep. / Food store / transport | - 1040m <sup>2</sup> |
| 7 - Central laundry  | - 256m <sup>2</sup>  | 18 - Staff dining                                  | - 160m <sup>2</sup>  |
| 8 - Faith centre   | - 320m <sup>2</sup>  | 19 - L block 3 storey 180 cells                    | - 5970m <sup>2</sup> |
| 9 - Administration / Senior management / Administration Support      | - 266m <sup>2</sup>  | 20 - L block 3 storey 180 cells                    | - 5970m <sup>2</sup> |
| 10 - Staff worker, lounge  | - 320m <sup>2</sup>  | 21 - L block 3 storey 180 cells                    | - 5970m <sup>2</sup> |
| 11 - Security administration / Infirmary                             | - 560m <sup>2</sup>  | 22 - L block 3 storey 180 cells                    | - 5970m <sup>2</sup> |
| Emergency centre / Video links / Emergency services / Staff training |                      | 23 - SSU 2 storey 32 cells                         | - 1400m <sup>2</sup> |
|  |                      | 24 - RTU 120 cells 2 storey                        | - 256m <sup>2</sup>  |
|  |                      | 25 - Warehouse                                     | - 1200m <sup>2</sup> |
|  |                      | 26 - Visitors centre / Visitor processing          | - 256m <sup>2</sup>  |
|  |                      | 27 - Reach unit 52 cells single storey             | - 1556m <sup>2</sup> |

TOTAL BUILDING SITE AREA : 28 h



**APPENDIX J : SITE RESEARCH PAPER**



Strategic Development Programme  
Estate Strategy  
**Site Search Process – New Prison**

November 2007



**NORTHERN IRELAND  
PRISON SERVICE**

**Estate Management**



**Planning**

# CONTENTS

## Executive Summary

- 1.0 Strategic Context**
  - 1.1 Introduction
  - 1.2 Northern Ireland Prison Service
  - 1.3 Population Growth
  - 1.4 Current Estate
  - 1.5 The Need to Replace Magilligan
  - 1.6 Prison Capacity
  - 1.7 Planning Considerations
  
- 2.0 Site Selection - Objectives**
  - 2.1 Site Size
  - 2.2 Operational Considerations
  - 2.3 Design
  
- 3.0 The Site Search Process**
  - 3.1 Introduction
  - 3.2 High Level Criteria
  - 3.3 High Level Search Process
  - 3.4 Consideration of Cookstown
  
- 4.0 Short Listing of Sites**
  - 4.1 Surplus Sites identified by VLA
  - 4.2 Preliminary Short Listing
  - 4.3 Secondary Short Listing
  
- 5.0 Evaluation of Short Listed Sites**
  - 5.1 The short-listed sites
  - 5.2 Ballymena, Ballee Road West
  - 5.3 Ballymena, Ballee Road East
  - 5.4 Craigavon, Knockmenagh
  - 5.5 Magilligan, Point Road
  
- 6.0 Conclusions**

## APPENDICES

- A Notional Concept Proposals
- B Compulsory Purchase Powers

## EXECUTIVE SUMMARY

This report contains the key findings from **a site search process** of surplus land within the Crown estate for the location of a new prison.

The **strategic context** for the proposed development of a new prison is set out in the Northern Ireland Prison Service Estate Strategy 2006/2016. The need to advance the development of a new prison has been independently validated by the Strategic Investment Board.

Since the closure of the Maze in 2001 there has been a steady increase in **the prison population** to 1,510 in May 2007. The year-on-year trend continues to be upward (approx. 7%). Current projections envisage a need to accommodate a prison population of 2,500 adult males in 15 years time.

The working assumption for Northern Ireland is that **a new prison is required** for adult males (in addition to the existing Maghaberry and Magilligan establishments) early indications are that the capacity could be up to 1000 inmates.

As Crown immunity has been removed from primary planning legislation, the proposed new prison will be subject to the rigours of **the planning process**. It is expected that a planning application for a new prison will be processed under Article 31 of the 1991 Planning Order, the special procedure for major planning applications.

The **project specification** for the new prison has been informed by study visits to establishments in England, Scotland and Ireland. Whilst the design development process will allow for ongoing refinement of the modelling exercise an early planning concept has been devised indicating the envisaged scale of development necessary for a 1000 cell facility. This is being used to test the suitability of development at each proposed site.

The **site search** of surplus Crown land involved the setting of 4 '*high level criteria*' and successive '*sifting exercises*' to identify a preferred site.

A provisional **short-list of 3 sites** was selected from the original long list of 23 sites identified by the Valuation and Lands Agency; two sites in Ballymena (Ballee Road East and West) and one in Craigavon (Knockmenagh Road). Consideration was also given to co-locating the new prison with the police at Cookstown and the practicalities of remaining at Magilligan (which involved consideration of the acquisition of additional land to allow reconfiguration of the land take in order to form a more appropriately proportioned footprint). The Cookstown option was found to be not feasible without unduly compromising the existing proposals.

A **notional concept plan** was applied to each of the short-listed sites, an outline planning policy appraisal undertaken and consultations held with DOE Planning Service and other statutory agencies.

The **assessment of the short listed sites** noted, inter alia, the following:

- **Ballymena (Ballee Road West)** - a replacement prison can be accommodated within a portion of the site. DSD, the site owners, expect to realise significant financial gains from the land as it is currently '*whiteland*' and proposed housing land within the development limit of Ballymena. The development will also be expected to deliver, by way of planning gain, a portion of the proposed Ring Road.
- **Ballymena (Ballee Road East)** - DSD, following an out-of-court settlement after a Judicial Review, have agreed to sell the lands back to the original owners.
- **Craigavon (Knockmenagh)** - Invest Northern Ireland has advised that they wish to retain their portion of the land whilst DSD are holding all land sales at present pending consideration of the Ballee Road East decision.
- **Magilligan** - the existing linear footprint imposes significant operational constraints. Expansion of the site across the Point Road would offer significant improvements to the proportions of the site although careful consideration must be given to a range of '*protective*' planning / landscape designations in the locality.

It is considered that there is merit in **widening the site search** process beyond surplus Crown Estate land to identify a site (or sites) which could be readily acquired (by agreement or compulsory purchase) purchased at reasonable cost (i.e. outside the Development Limits) and which could ensure the delivery of a Planning Approval in a reasonable timescale (9 months from the date of the submission of a comprehensive planning application package).



## **1.0 Strategic Context**

### **1.1 Introduction**

This report contains the key findings from a site search process of surplus land within the Crown estate for the location of a new prison.

The strategic context for the proposed development of a new prison is set out in the NIPS Estate Strategy 2006/2016 which has examined the future development of the prison estate within Northern Ireland over the next 10 years and beyond. The Strategy was developed through the structure of the Strategic Development Programme known as 'Blueprint'. This was launched on 6 June 2005 to create a firm platform for the Service's strategy and value-for-money investment decisions in relation to accommodation, facilities and services for prisoners over the next 10-15 years.

The project specification, design philosophy and site search process for the overall strategy and the new prison have been informed through study visits by a project team to establishments in England, Scotland and Ireland. The visits included examples of developments in both the public and private sectors and investigation of the modular design and build sector.

An independent review of the Estate Strategy process has been undertaken by the Strategic Investment Board (SIB). The SIB engaged an American based consultancy with global expertise in advising Governments on the advancement of capital strategies. Their findings support the work of the Estate Strategy and the need to progress the development of a new prison.

### **1.2 Northern Ireland Prison Service**

The Northern Ireland Prison Service operates under the direction and control of the Secretary of State, within a statutory framework governed by the Prison Act (Northern Ireland) 1953 and the Prison and Young Offender Centre Rules (Northern Ireland) 1995. It was established as an Executive Agency of the Northern Ireland Office (NIO) in April 1995 under the Governments Next Steps Initiative.

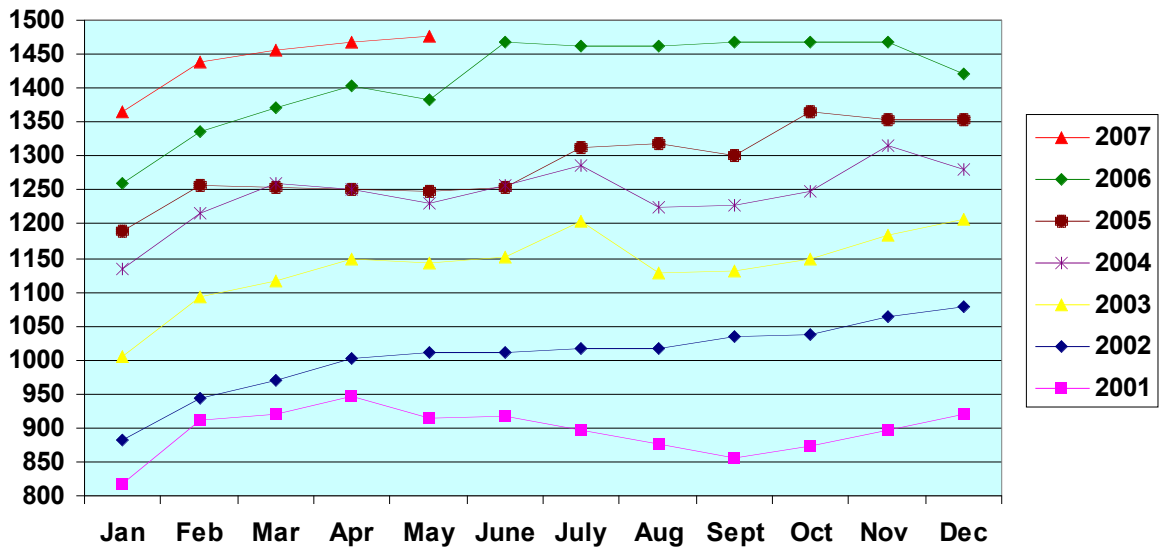
The Agency is a major component of the wider criminal justice system and contributes, alongside other partners, to achieving the system's overall aims and objectives. The Northern Ireland Prison Service aims, through its staff, to serve the community by keeping in secure, safe and humane custody those committed by the courts and, by working with them and other parts of the Criminal Justice System, seeks to reduce re-offending and help them lead useful lives.

### 1.3 Population Growth

Northern Ireland's prison population has witnessed dramatic changes over the past 40 years. Prison numbers climbed to 3000 during the 1970's at the height of the 'Troubles' and reached an artificial low in 2001 as a result of the early release scheme of the Good Friday Agreement.

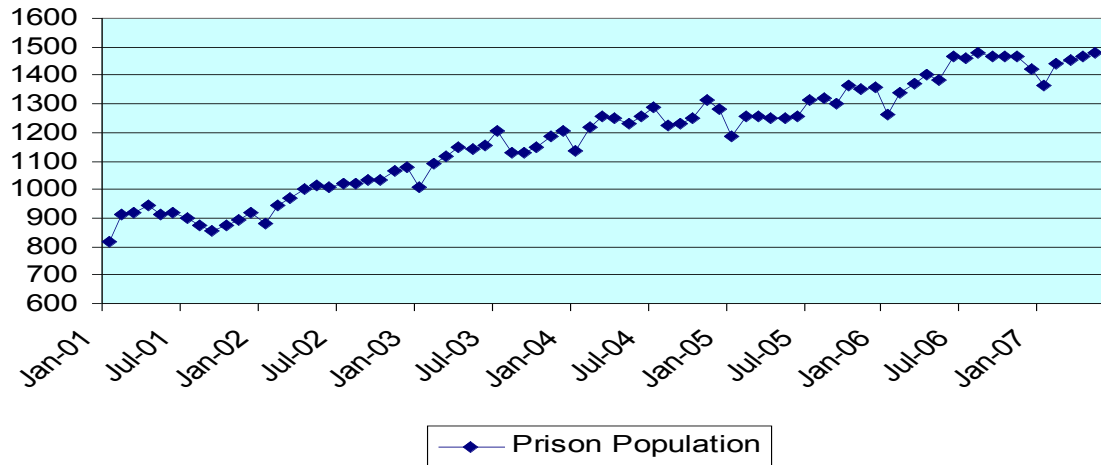
Following the closure of the Maze in 2001 the lowest daily number of prisoners was 818 (January 2001) against an operational capacity of 1500 spaces. Since that time the numbers of inmates has climbed steadily, reaching a daily high of 1510 (May 2007), as illustrated in figure 1 below.

**Fig.1 Prison Population 2001 - 2007**



The year-on-year trend continues to be upward (around 7%) and this is forecast to continue growing over the coming decade. The trend is illustrated in figure 2 below and its continued direction is supported by examination of national rates of imprisonment per 100,000 where Northern Ireland currently only has 84 prisoners compared to 148 in GB.

**Fig. 2 Prison Population Trend 2001 - 2006**



**1.4 Current Estate**

The prison estate extends to 100,000 m2 and consists of a headquarters, Training facility, a separate working out unit in Belfast and three operational establishments:

- Maghaberry**      Located 20 miles to the west of Belfast this became, following the closure of the Maze in 2000, Northern Ireland’s primary prison. It is close to the major road and motorway network and has a current design capacity of 640 and houses a broad spectrum of prisoners ranging from High to Low risk including remands and paramilitaries.
- Magilligan**      This is a medium to low risk establishment located on 84 acres of land situated on the Foyle peninsula approximately 26 miles from Londonderry, 16 miles from Coleraine and 70 miles from Belfast.
- Hydebank**      Situated on the outskirts of south Belfast the site, located on 85 acres of land, is well positioned being in close proximity to the major road network and within easy reach of Belfast city centre. It provides 240 places for young offenders generally between the ages 16 to 21, although some, due to the duration of their sentence, can remain until they reach the age of 23. In June 2004 the female population (encompassing all ages and categories of prisoner) were transferred to Hydebank Wood.

**1.5 The Need to replace Magilligan**

Magilligan prison was opened in 1972 on the site of an old prisoner of war camp, some of whose buildings remain in use today. It was opened to house an upsurge in the Northern Ireland prison population at the start of the ‘Troubles’.

It is widely recognised that there is a requirement to replace the cells and infrastructure at Magilligan due to the overall level of dilapidation as the facilities are generally comprised of a mixture of temporary single storey buildings (timber framed sectional buildings, corrugated steel facilities (circa 1940) and flat roofed H-blocks erected as short term accommodation in the 1970's).

In summary, Magilligan requires wholesale redevelopment as the bulk of its buildings and infrastructure are now in urgent need of replacement.

## **1.6 Prison Capacity**

Current projections envisage a need to accommodate a prison population of 2,500 adult males in 15 years time. There has been considerable debate over the optimum sizing for establishments within the future estate. European establishments generally operate at 600 inmates, Scotland have recently concluded that they will design for 750 whilst England and Wales are considering the Carter Review which promotes the move to 'Super Prisons' catering for up to 1500 inmates. The working assumption for Northern Ireland is that a new Prison is required for adult males in addition to the existing Maghaberry and Magilligan establishments (i.e. a '3-site' strategy) and that the capacity could be up to 1000 inmates.

## **1.7 Planning Considerations**

### **1.7.1 Removal of Crown Immunity**

The planned removal of Crown immunity within Northern Ireland during 2006 introduced changes to the way in which any prison works or developments are taken forward. Capital projects within the estate are now subject to the rigours of the planning process.

The Planning Reform (Northern Ireland) Order 2005, came into effect in April 2006 removing Crown Immunity from primary planning legislation. It also amends The Planning (Northern Ireland) Order 1991 to make planning legislation bind the Crown.

The procedures involved in the processing of a planning application provide the Planning Service with substantial information on the nature of the proposal, the impact on the environment and the amenity of residents and the views of the public and elected representatives. The vast majority of applications can be determined on the basis of current plans and policies, taking into account the views of consultees, the public and elected representatives.

### **1.7.2 Article 31 Procedure for Major Planning Applications**

Article 31 of the 1991 Planning Order lays down a special procedure for major planning applications. In consultation with the Planning Service it is likely that this process could apply to a prison built on a new site.

Planning Policy Statement 1, titled 'General Principles' and published by the DOE in March 1998, provides an explanation of the Article 31 process:

*Article 31 of the 1991 Planning Order lays down a special procedure that enables the Department to reserve to itself the final decision on proposals that raise issues of national or regional importance or on cases of a particularly contentious and sensitive nature. The Department may deem an application to be a major planning application if it considers that the proposed development would, if permitted:*

- *involve a substantial departure from the development plan; or*
- *be of significance to the whole or a substantial part of Northern Ireland; or*
- *affect the whole of a neighbourhood; or*
- *involve the construction or alteration of an access to, or development near, a motorway or trunk road.*

*The Department may decide to hold a public inquiry into a major planning application to consider representations and where material planning factors are the subject of dispute. If a Public Inquiry is not held the Department will issue a notice of opinion to approve or refuse the application. Following the issue of a notice of opinion the applicant can request a hearing before the Planning Appeals Commission. In determining a major application the Department shall, where an inquiry or hearing is held, take into account the report of the Planning Appeals Commission. The decision of the Department on a major application shall be final.*

Where the Planning Service considers that any or all of the circumstances described above are satisfied they can decide to apply an Article 31 procedure and in forming that decision consider the application against the following criteria:

- The strategic significance of the proposal

In assessing the strategic significance of proposals the Planning Service will take account of:

- The relationship of the proposal to the Regional Development Strategy;
- Its contribution to the broader policies and objectives of the Government;
- Any significant implication beyond Northern Ireland.

- The environmental effects of the proposal

In assessing the 'environmental effects' of any planning proposal Planning Service, whilst considering what constitutes environmental effects and in consequence the cases to which Article 31 should be applied, must be informed by the Planning (Environmental Impact Assessment) Regulations (Northern Ireland) 1999 and its published guidance in Development Control Advice Note 10 – Environmental Impact Assessment (DCAN10).

- The scale and nature of the proposal.

### 1.7.3 Public Inquiries and Article 31

Most Article 31 applications are dealt with by Notice of Opinion, indicating that the Planning Service proposes to either grant or refuse planning permission. This is likely to remain the case in future. However, they may require a public local inquiry to be held where it is considered that the inquiry process will provide additional information to inform the Planning Service in making a final planning decision.

The volume of public objection received to a planning application is not a determining factor in the decision as to whether a public local inquiry is required. An important issue in respect of public comment is the content of all types of representations rather than the volume and whether they raise issues that cannot be satisfactorily considered through normal consultation arrangements.

Major projects do not necessarily involve a Public Inquiry e.g. Belfast City Airport new Terminal, Victoria Square Regeneration Project and the North Down & Ards Wastewater Treatment works were all Article 31 projects which received a Notice of Opinion to Approve and did not involve a Public Inquiry.

### 1.7.4 Review of Public Administration

The role and configuration of public services within Northern Ireland is presently under review. On 22 November 2005 the outcome of the Review of Public Administration was announced. The proposals are that the present 26 councils will be reduced to seven councils with an enlarged and enhanced range of functions, which will include planning.

This would be a significant addition to local government functions. It will embrace both Area Plans and development control and the consideration of individual planning applications. Councils will have the opportunity to take a strategic view when developing their Area Plans.

Some aspects of the service will remain with central government, in particular, regional planning and the handling of large planning applications which have significance beyond the council where they were located. A proposal involving a new prison is assumed as being a 'large' application following the present process documented within Article 31. Any alteration to this will be reflected in evolution of this strategy.

On 14 August 2007 the Environment Minister Arlene Foster stated that the Executive would announce its decisions, with respect to the review of the shape of Local Government, to the Assembly in December 2007. The review currently underway will consider the decisions on local government functions set out in the previous Administration's announcements of 22 November 2005 and 21 March 2006.

### 1.7.5 Area Plans and Planning Policy Statements

The Planning Service Corporate Plan 2006/07 – 2008/09 notes the current programme with respect to the preparation of Area Plans and Planning Policy Statements. The Area Plan and Planning Policy context is subject to constant change and this will need to be

taken into account in the preparation of a Planning Application package for a particular site. In determining whether or not to grant planning permission, the Planning Service will refer to a number of planning policy documents which include the Regional Development Strategy, Planning Policy Statements, A Planning Strategy for Rural Northern Ireland, Area Plans and Supplementary Planning Guidance.

## 2.0 Project Specification

### 2.1 Site Size

Following assessment of design philosophy utilised throughout the UK and Ireland and the specific needs of the NIPS some provisional concept proposals have been developed. These have been used to inform the evolving thinking on the size of site required.

The design concepts have determined that an area of approximately 84 acres (34 hectares) will be required to situate a 1000 cell prison, based on a two-storey model. Additional landscaping requirements may, as a result of planning considerations, also be required. This could add an additional 12-18 hectares (20-30 acres) to the area required.

Concept 1000 Cell Facility		
Main Site	44 acres	5.2m high perimeter wall enclosing the main accommodation blocks and support facilities
Buffer Zone (50m)	32 acres	Sterile zone encircling the main prison perimeter to prevent the installation of explosive devices adjacent to the main wall and to mitigate the transfer of illegal materials (typically drugs and contraband) being thrown over the main prison wall
Visitor centre & Car parking	8 acres	Visitor centre together with staff and visitor car-parking situated outside the main wall
	84 acres	
Landscaping	25 acres	Allowance for screening of facilities and softening of locality
<b>Typical site size</b>	109 acres	Actual size of site dependant on critical dimensions, plan shape and topography of each alternative location

### 2.2 Operational Considerations

A site within the Greater Belfast area is operationally preferable to meet the needs of the Service (to allow for the routine transfer of inmates between Maghaberry and the new prison) and to improve accessibility to the Courts.



### 2.3 Design

The buildings will typically have a combined floor area of around 50,000 – 55,000 m2 and will generally comprise the following facilities:

- Cell Blocks
- Healthcare
- Education
- Workshops
- Gymnasium
- Sports Pitches
- Chapel
- Visits
- Kitchen
- Inmate Reception
- Segregation Unit
- Exercise Yards
- Administration
- Stores
- Maintenance
- Plantrooms
- Horticulture
- Carparking

### **3.0 The Site Search Process**

#### **3.1 Introduction**

The site selection process requires an initial high level search followed by successive sifting exercises allowing refinement of the selection process leading to the identification of a preferred site. The completion of this takes several months and would, for such a major decision, typically include a range of surveys (topographical, outline environmental impact assessment, geotechnical etc).

Once a site has been selected an outline planning application will be lodged, this will also typically require supplementary material (e.g. traffic impact assessment, detailed environmental impact assessment etc).

The Prison Service Management Board determined that a search of existing Crown sites should be undertaken to identify suitably sized sites in appropriate locations. The overall aim of the site search process is to identify an appropriate site that would be able to accommodate the development of a prison and have a reasonable opportunity to receive planning permission for a new prison which meets the needs of the Prison Services strategic and operational requirements.

#### **3.2 High Level Criteria**

The initial high level search criteria being defined as follows:

Location	Is within a 20 mile radius of Ballymena, Lisburn, Craigavon.
Physical Separation	Is sufficiently distant from both Maghaberry and Hydebank to avoid any visual or audible interaction.
Neutral Location	Is positioned so that it is acceptable for both visitors and staff to access without undue concern.
Sized for Expansion	Minimum of 85 acres (based on notional concept) – suitable to provide adequate space for up to 1200 inmates incorporating an outer fence beyond the wall and provides for expansion in future years (sites achieving 90% of the specified area will be considered where there exists a practical opportunity to acquire further adjacent land either by agreement or through compulsory purchase).

#### **3.3 High Level Search Process**

To test the availability of sites that met the high level criteria an initial exercise was undertaken based on a search of the Crown estate.

Using the Valuation and Lands Agency (VLA) Government Departments were contacted during the summer of 2005 and asked to identify surplus land known to them as at 31 August 2005. A desk top study of the sites was then undertaken to remove all those which fell outside the designated catchment areas. A visual inspection was then undertaken of all the remaining sites together with preliminary consultation with DoE Planning Service. This allowed the completion of an initial desktop study and the identification of a Preliminary Short-list.

The remaining sites were each reviewed in more detail together with further consultation with DoE Planning Service. This allowed a more detailed assessment of site information and the refinement of the desktop study to arrive at a Secondary Shortlist. The results were compiled into a preliminary report by BDP Planning in August 2006.

#### **3.4 Consideration of Site at Cookstown**

At the request of the Secretary of State, given wider budgetary pressures, the Strategic Investment Board (SIB) was tasked with identifying scope for co-locating the Prison with the planned Police College in Cookstown. The Prison Service included the specific site for detailed consideration with the other sites that lay on the secondary shortlist and accepted that its location was not a limiting factor.

The late inclusion of Cookstown into the evaluation process and the subsequent decision by the Prisons Minister to commission a detailed options appraisal on the replacement for Magilligan Prison meant that it was appropriate to seek refreshment of the original list of surplus Crown land supplied by VLA. A refreshed list was sought for surplus land due for consideration as at 31 January 2007.

#### 4.0 Short listing of Sites

#### 4.1 Surplus Sites Identified by VLA

The initial VLA search of surplus crown land at 31 August 2005 identified a long list of 23 sites. An initial desktop exercise was then undertaken against high level criteria to evaluate the merits of each proposed site as follows:

	Site	Initial Desktop Study					Comment
		Approx Acres	Sized for expansion	Physical separation	Neutral Location	20 mile radius	
1	DSD – Antrim, Birch Hill	30	€	Π	€	Π	Adjacent to Rathenraw Estate.
2	DSD – Antrim, Belmont Road	49	€	Π	Π	Π	Zoned for housing.
3	DSD – Antrim, Niblock Road	43	€	Π	Π	Π	Zoned for housing.
4	DSD – Portadown, Charleston	31	€	Π	Π	Π	
5	DSD – Portadown, Lineskey	63	€	Π	Π	Π	
6	DSD – Craigavon, Knockmeagh Rd	78	Π	Π	Π	Π	Reasonable proximity to Brownlow Estate.
7	DSD – Portadown, M1/M12	40	€	Π	Π	Π	
8	DSD – Ballymena, Ballykeel	57	€	Π	Π	Π	
9	DSD – Ballymena, Dans Rd	71	Π	Π	Π	Π	Linear pockets that prohibit development.
10	DSD – Ballymena, Ballee Rd East	97	Π	Π	Π	Π	Judicial Review challenge Zoned for housing.
11	DSD – Ballymena, Ballee Rd West	116	Π	Π	Π	Π	Zoned for housing.
12	MOD – Omagh, Lisanelly	118	Π	Π	Π	€	
13	MOD – Armagh, Drummard	35	€	Π	Π	Π	
14	MOD – Portadown, Mahon	60	€	Π	Π	Π	Housing to be sold and PSNI presence.
15	MOD – Aldergrove	?	Π	Π	Π	Π	Future uncertain – not available until 2010/12.
16	MOD – Ballymena, St Pats	43	€	Π	Π	Π	Future Use uncertain.
17	Forest Service – Belfast, Hydebank	45	€	€	Π	Π	
18	Forest Service – Pomeroy	405	Π	Π	Π	€	
19	Forest Service – Randalstown	432	Π	Π	Π	Π	
20	Health – Belfast, Knockbracken	131	Π	€	Π	Π	
21	Health – Downpatrick, Downshire			Π	Π	€	Availability not certain.
22	Health – Gransha & Stradreagh	254	Π	Π	Π	€	Site in Londonderry.
23	Health – Tyrone & Fermanagh			Π	Π	€	Availability not certain.

## 4.2 Preliminary Short Listing

Catchment Area – An initial check of the original list found that 5 sites lay outside the defined catchment areas (20 mile radius of Ballymena, Lisburn, Craigavon). Five sites were therefore discounted, namely:

- 12 MOD – Omagh, Lisanelly
- 18 Forest Service – Pomeroy
- 21 Health – Downpatrick, Downshire
- 22 Health – Gransha & Stradreagh
- 23 Health – Tyrone & Fermanagh

The remaining 18 sites received further consideration. Each site was visually inspected and preliminary enquiries made together with consultation with DoE Planning Service. A further 13 sites were then discounted:

- 1 DSD – Antrim, Birch Hill
- 2 DSD – Antrim, Belmont Road
- 3 DSD – Antrim, Niblock Road
- 4 DSD – Portadown, Charleston
- 5 DSD – Portadown, Lineskey
- 7 DSD – Portadown, M1/M12
- 8 DSD – Ballymena, Ballykeel
- 9 DSD – Ballymena, Dans Rd
- 13 MOD – Armagh, Drummard
- 14 MOD – Portadown, Mahon
- 16 MOD – Ballymena, St Pats
- 17 Forest Service – Belfast, Hydebank
- 20 Health – Belfast, Knockbracken

Following the initial desktop sifting exercise the remaining sites formed the Preliminary short-list of potential sites which were subjected to further assessment:

Preliminary Short List of Land							
	SITE	INITIAL DESKTOP STUDY					COMMENT
		Approx Acres	Sized for expansion	Physical separation	Neutral Location	20 mile radius	
1	DSD – Ballymena, Ballee Rd East	97	II	II	II	II	Judicial Review challenge 60-70% zoned for housing in current Area Plan.
2	DSD – Ballymena, Ballee Rd West	116	II	II	II	II	50% zoned for housing in current Area Plan.
3	DSD – Craigavon, Knockmenagh Rd	78	II	II	II	II	Reasonable proximity to Brownlow Estate.
4	MOD – Aldergrove	?	II	II	II	II	Future Use uncertain – n/a until 2012 Insufficient area available.
5	Forest Service – Randalstown	432	II	II	II	II	National Nature Reserve and designated SSSI Planning approval unlikely.

### 4.3 Secondary Short Listing

Further meetings were held with DoE Planning Service and landowners. This allowed ongoing appraisal which led to the exclusion of two further sites:

- 12 MOD – Aldergrove
- 18 Forest Service – Randalstown

A provisional short-list of the original sites, worthy of further detailed assessment was now possible. Three sites remained out of the original 23 sites supplied by VLA, namely:

Ballymena (Ballee Road West)  
 Ballymena (Ballee Road East)  
 Craigavon (Knockmenagh)

At this time the Secretary of State for Northern Ireland and the Prisons Minister also sought consideration of co-locating any new prison with the police at Cookstown. A detailed study was then undertaken which indicated the broad scale of development that would need to take place at Cookstown and the impact on the existing proposals being advanced by the police. The study revealed the topographical challenges of the terrain, the physical limitations of the site and the notable planning issues that would need to be

addressed which would require a re-evaluation of the existing Outline planning approval obtained by the police. A decision was reached that the Cookstown site was not feasible for co-location.

At this time the existing establishment at Magilligan was added to the secondary short-list of 3 sites for consideration as the possibility existed of discussions with adjoining landowners (Defence Estates) on the acquisition of additional land.

## **5.0 Evaluation of Short listed Sites**

### **5.1 The Short-Listed Sites**

Following completion of the initial sifting exercises four short-listed Crown sites have been identified:

- Ballymena (Ballee Road West)
- Ballymena (Ballee Road East)
- Craigavon (Knockmenagh)
- Magilligan (existing and adjoining lands)

To inform the further appraisal of the four sites notional concept proposals (pre-feasibility) have been applied to each site footprint indicating the broad scale of development. This has allowed a more meaningful assessment of the likely massing, buildability and impact of development at each locality. Consultations have also been held with DoE Planning Service, DRD Roads Service, Department for Social Development and Defence Estates. Each site has therefore been assessed with regard to the following:

- Application of notional concept
- Planning policy overview
- Consultation with Statutory Agencies and landowners.

### **5.2 Ballymena (Ballee Road West)**

The site is located in close proximity to the Seven towers roundabout to the south west of Ballymena. The site has a road protection line running through it making provision for a future ring road. The protection line sub-divides the available land through its mid-point.

#### **5.2.1 Notional Concept Layout**

Based on the preservation of the road protection line initial concepts models were considered for the site based on generic floor plans. This allowed a high level assessment to be made as to the feasibility of the site to take the envisaged scale of development.

This found that the remaining land to the west of the proposed road would be able to accommodate a replacement prison. To achieve this it would be necessary to construct some buildings to a height of three storeys. The advantages being that the site would be distanced from other developments around its entire boundary. The north side of the site lies adjacent to a railway cutting, two sides are bordered by existing and proposed road network and the remaining western boundary is masked by a dense copse of trees.



## 5.2.2 Planning Policy

The Ballee Road West site (47 hectares, 116 acres) in Ballymena is located in the southern part of the built-up area of Ballymena, to the west of the A26 and within the Area Plan Development Limit. The Ballymena Area Plan 1986-2001 was adopted by the DoE in November 1998 and DoE have advised that the replacement Plan, Antrim, Ballymena and Larne Area Plan 2016, is currently at the pre Draft Plan Stage. The DOE envisage that publication of the Draft Plan will take place prior to June 2008 but this may be subject to slippage.

The Area Plan sets the following planning context for the Ballee Road West site

### Ballee Road West (Site A)

The western portion of the site is 'whiteland' (i.e. areas of undeveloped land within the development limit which have not been zoned for a particular use). The eastern portion of the site is zoned for housing. The proposed route of the 'South West Ring Road', Ballee to Galgorm' dissects the site.

In relation to 'whiteland' the plan notes that '*The Department will consider sympathetically proposals for development provided the uses are satisfactory for the locations proposed*' (page 17 of AP). In relation to the subject of housing the AP noted that 150 hectares (370 acres) of residential land had been identified within the development limit but that recommended densities had not been imposed by the Department on the housing zonings.

In relation to Roads (page 18 of AP) '*the South West Ring Road, Ballee to Galgorm Road*' is a scheme envisaged for implementation during the plan period. However, the AP also stated the following "*The need for individual elements of the proposed highway network will be reviewed in the light of actual traffic growth and changing circumstances. The Westlink and South West Ring Road are not likely to be implemented early in the plan period as in general the existing systems of roads within the town will accommodate the anticipated traffic for a considerable time.*"

DoE Planning Service advise that they pay regard to the South West Ring Road Protection Line in making Development Control decisions, i.e. planning permission is refused for proposals which prejudice the road protection line. In addition, DoE Planning Service advised that the route of the protection line is firm and that it will be formally incorporated in the new AP.

## 5.2.3 Consultation with Statutory Agencies and Land Owners

In the course of compiling this document consultation took place with officials from DoE Planning Service, DRD Roads Service and DSD. These identified the following matters in relation to Ballee Road West, Site A:-

- DRD Roads Service – envisage that the development of the site would, as planning gain, deliver the appropriate portion of the proposed South West Ring Road. It is also proposed that the road would bridge the railway line which adjoins the site:
- DoE Planning Service – will incorporate the protection line for the road in the proposed new Area Plan. Development Control decisions made by DoE Planning Service on DSD owned land adjoining Site A have taken account of the road protection line. In addition, portions of the South West Ring Road will be developed as an integral element of the approved housing scheme;
- DSD – have considered disposal of the land but are not progressing this at present. DSD expect to realise significant financial returns from the land stemming from its location within the Development Limit and the whiteland/ housing zoning;
- DoE Planning Service – noted that any scheme which removed the potential housing zoning/ housing supply would require close consideration. The latter including a review of the housing need / housing supply situation in the Area Plan context.

### **5.3 Ballymena (Ballee Road East)**

The site is located adjacent to the A26 dual carriageway in close proximity to the Seven towers roundabout to the south west of Ballymena. The site is subject to partial flooding.

#### **5.3.1 Notional Concept Layout**

Initial concepts models were considered for the site based on generic floor plans. This allowed a high level indication to be made as to the feasibility of the site to take the envisaged scale of development.

The site is capable of taking the scale of proposed development although access and egress issues will need to be resolved with Roads Service. The site is closely bordered by large residential areas and careful investigation is needed as to the scale of seasonal flooding encountered at the site all of which could impact on its suitability.

#### **5.3.2 Planning Policy**

The Ballee Road East site (39 hectares, 97 acres) in Ballymena is located in the southern part of the built-up area of Ballymena, to the east of the A26 and within the Area Plan Development Limit. The Ballymena Area Plan 1986-2001 was adopted by the DoE in November 1988 and DoE have advised that the replacement Plan, Antrim, Ballymena and Larne Area Plan 2016, is currently at

the pre Draft Plan Stage. The DOE envisage that publication of the Draft Plan will take place prior to June 2008 but this may be subject to slippage.

The Area Plan sets the following planning context for the Ballee Road East site

Ballee Road East (Site B)

The majority of the site is zoned for housing. The industrial estate to the east is delineated from the housing to the west by 'whiteland' (i.e. areas of undeveloped land within the development limit which have not been zoned for a particular use).

In relation to 'whiteland' the plan notes that '*The Department will consider sympathetically proposals for development provided the uses are satisfactory for the locations proposed*' (page 17 of AP). In relation to the subject of housing the AP noted that 150 hectares (370 acres) of residential land had been identified within the development limit but that recommended densities had not been imposed by the Department on the housing zonings.

Whilst there are no site specific requirements stated in the Area Plan it is expected that the assumption would be for access to the housing zoning from the west (i.e. through the existing housing area) and not from the ring road to the south. The preliminary opinion of Planning Service was that a direct access from the ring-road into the site would be unacceptable to Road Service.

### 5.3.3 Consultation with Statutory Agencies and Land Owners

In the course of compiling this document consultation took place with officials from DoE Planning Service, DRD Roads Service and DSD. These identified the following matters in relation to Ballee Road East, Site B:-

- DRD Roads Service – indicated they would give favourable consideration to the proposal for a 'left in/ left out' access/ egress arrangement from the 'ring road' (the ring road is a protected route and access is only allowed under exceptional circumstances). An upgrade to the A26 is being proposed and vesting will be required as part of the process. This would relegate the existing road to a secondary route.
- DoE Planning Service – noted that any scheme which removed the potential housing zone will require close consideration. A reassessment of need and supply would have to occur with the context of the Area Plan and the Regional Development Strategy;
- DSD – expect to gain substantial, financial benefit from the sale of land which is zoned for housing. DSD also indicated that the site was subject to partial flooding and that an adjoining school had requested some land from DSD. The disposal of the land is the subject of a judicial review challenge by the original owners under the 'right-to-buy-back'. The JR

was lodged in September 2003 and a full hearing was scheduled for March 2007. A recent consultation with DSD established that the case was settled out of court and that the DSD agreed to sell the land back to its former owners. Following this out of court settlement, the DSD are currently holding all land sales pending consideration of the wider implications of the Ballee Road East matter.

#### **5.4 Craigavon (Knockmenagh Road)**

The site is located adjacent to the main carriageway of Mandeville Road in close proximity to the Rushmere roundabout to the west of Craigavon. The site has been subdivided into two plots A & B.

##### **5.4.1 Notional Concept Layout**

Initial concepts models were considered for the site based on generic floor plans. This allowed a high level indication to be made as to the feasibility of the site to take the envisaged scale of development.

It was found that the scale of development could be accommodated at the locality although of the two plots being considered this was only possible at the larger site B and may also need a portion of site A to be acquired to enable development to be achieved.

##### **5.4.2 Planning Policy**

The Knockmenagh Road site (42 hectares, 103 acres) is located in the western part of the built-up area of Craigavon, and lies within the Area Plan Development Limit. The Craigavon Area Plan 2010 was published by DoE Planning Service in 2004 and sets the following planning context for the site:

###### Knockmenagh Road (Site C)

The site is within central Craigavon and is designated as industrial zoning “C/13 Land south of Mandeville Road (41.72 hectares).” Key site requirements are stated in the AP (pages 85-86 of the Area Plan).

In relation to ‘industrial zonings’ within Craigavon the AP states that “a total of 127.88 hectares is zoned for industry, storage and distribution in central Craigavon.” Within these areas development proposals will be assessed in accordance with Plan Policy IND 1 Existing and Proposed Industrial Land and prevailing regional planning policy. This states:

Within Craigavon Urban Area existing major industrial areas are identified and an additional 156.2 hectares of land zoned for industrial use within the urban area.

Within these areas proposals will be determined in accordance with the provisions of prevailing regional planning policy and the site specific policies set out in Part 3 of the Plan.

Prevailing Regional planning guidance is set out in the Regional Development Strategy for NI 2015 and the Planning Policy Statement 4 (current PPS 4 and draft replacement PPS 4). The planning policy statements being key to the consideration of a planning application for non-industry use on land zoned for industry.

#### 5.4.3 Consultation with Statutory Agencies and Land Owners

In the course of compiling this document consultation took place with officials from DoE Planning Service, DRD Roads Service and DSD. These identified the following matters in relation to Knockmenagh Road, Site C:-

- DRD Roads Service – indicated that the site can be readily accessed and there should be no difficulty in terms of road capacity;
- DoE Planning Service – noted that the site was zoned for industry and therefore the planning policies of PPS4 and revised PPS4 would have to be carefully considered as part of any planning application. Note was also made of the need to have regard to visual impact and the relationship of the scheme to nearby housing;
- DSD – advised that 95 acres, zoned for industry, had been transferred to Invest Northern Ireland in March 2006 and that the remaining 57 acres, zoned for housing, was being prepared for disposal by auction.
- Invest NI – the land does not form part of Invest NI's present strategic requirements and whilst the possibility of onward disposal had been a possibility it had been subsequently decided to retain it.

### 5.5 Magilligan (Point Road)

The site is located on the Foyle peninsula and sits in an 'Area of Outstanding Natural Beauty' and is located in front of the joint MOD/ police Magilligan training camp. The current prison occupies land previously used as a prisoner of war camp, some of whose buildings remain in use today within the prison.

### 5.5.1 Notional Concept Layout

Initial concepts models were considered for the site based on generic floor plans. This allowed a high level indication to be made as to the feasibility of the site to take the envisaged scale of development.

Originally proposals were considered that retained development within the boundaries of the present site. However, in the context of managing a modern prison, the long linear site solution (created by the present footprint) imposes significant operational constraints which prevent the delivery of a more compact and more manageable design solutions being achieved.

To achieve a more manageable contemporary design layout will require the acquisition of adjacent land to create a site which doesn't exceed the current footprint but which addresses the narrowness of the existing land. A viable opportunity exists in front of the existing establishment to bring the prison boundary wall across the line of the current Point Road. This creates a site footprint that is much better proportioned and addresses operational drawbacks associated with the linear site. It also retains the magnitude of the envisaged development without encroaching onto land designated for protection under ASSI.

### 5.5.2 Planning Policy

The establishment at Magilligan (32 hectares, 84 acres) lies outside the Area Plan Development Limit. The draft Northern Area Plan 2016 identifies a number of 'protective' planning / landscape designations which encompass the site and the wider area and sets the following planning context for the site:

#### Magilligan

- Countryside Policy Area (CPA);
- Area of Outstanding Natural Beauty (AONB);
- Area of Constraint on Mineral Developments;
- Site of Local Nature Conservation Importance;
- Area of Special Scientific Importance (ASSI);
- Special Protection Area (SPA);
- Candidate Special Area of Conservation (SAC);
- National Nature Reserve (NNR)

The Strategic Environmental Assessment aspect of the draft plan preparation has been the subject of a Judicial Review. The judgement found in favour of the Applicant and it is reasonable to assume that the Area Plan process will be subject to further delay.

### 5.5.3 Consultation with Statutory Agencies and Land Owners

In the course of compiling this document consultation took place with officials from DoE Planning Service, DRD Roads Service and MOD/Defence Estates. These identified the following matters in relation to Magilligan:-

- DRD Roads Service – indicated that they have no-objection-in-principle to any proposed realignment of the Point Road. They noted that particular consideration would need to be given to adequate standards and the statutory process for road abandonment which could involve objections
- DoE Planning Service – noted that the site benefited from an established use but identified that the locality, with its wide range of protective designations, is a sensitive location and the site lies adjacent to the ‘tourist route’ to the Magilligan ferry. It was felt that any proposed extension of the current site could generate considerable public interest.
- DoE Planning Service – as the principle of development at the site has already been established the core issues for planning service would be the scale and impact of any proposals. Key consultees would include Environment & Heritage Service (especially in relation to ASSI), Landscape branch and DRD Water Service (especially in relation to effluent disposal). A proposal for the site would typically require an Environmental Impact Assessment. A proposal which was contained within the existing footprint would, it is expected, be processed quicker;
- MOD Defence Estates – the commanding officer of Magilligan training camp and their agents Defence estates indicated that they had no objections to releasing additional land to facilitate the possible extension of the establishment. The possible envisaged scale of development will not interfere with the MOD’s current or future operations in the locality.
- Northern Ireland Water - it is desirable for there to be rationalisation of sewage treatment within the Benone Area (currently Drumavally, Benone & Aughill) onto one site. Protracted negotiations have been ongoing to source a suitable location for a new Sewage Treatment Works and this process is continuing. Indications are that the matter will take some time to resolve.

## **6.0 Conclusions**

### **6.1 Site Search Process**

The site selection process has been advanced alongside the Estate Strategy 2006/2016 and the subsequent Options Appraisal. The site search process has evolved over time to accommodate the refinement of the development needs and assessment of the availability and suitability of surplus Crown land. The search undertaken to date has been constructive and positive as it has:

- informed consideration of wider estate development matters and the need, based on a '3 site strategy' (Maghaberry, Magilligan and new site) based on a projected adult male population of 2500;
- clarified thinking on operational and locational criteria for a new prison;
- refined the notional concept plan for a new prison in relation to, for example, site size, facilities and layout;
- provided a better understanding of the possible planning process and the planning policy / design constraints of short-listed sites;
- built constructive relationships with DOE Planning Service and DRD Roads Service;
- enabled a thorough assessment of the potential of surplus Crown estate land to deliver a suitable site for a new prison;
- provided outline valuations of sites within the Development Limit of Ballymena and sites in the greenbelt.

### **6.2 Preferred Crown Site**

The assessment of the long list of 23 surplus Crown estate sites (and the options of co-location at Cookstown and expansion at Magilligan) has, essentially, delivered only one potential site namely Ballee Road West, Ballymena.

The Ballee Road West site can, on the basis of preliminary work based on the notional concept plan, accommodate the prison. However there remain a number of significant issues, relating to the site, to be addressed including:

- the cost of the land required for the prison. A preliminary valuation considered that the current planning status of the proposed site (within the Development Limit with part 'whitelands' and part housing zonings) could deliver a value of £1M - £1.25M per acre (August 2007 valuation) i.e. a total of £80M for the site;



- the amount of 'planning gain' required in order to deliver a portion of the proposed south-west ring road which adjoins the site;
- the proposed planning status of the lands following publication of the replacement DOE Area Plan (due for publication in 2008).

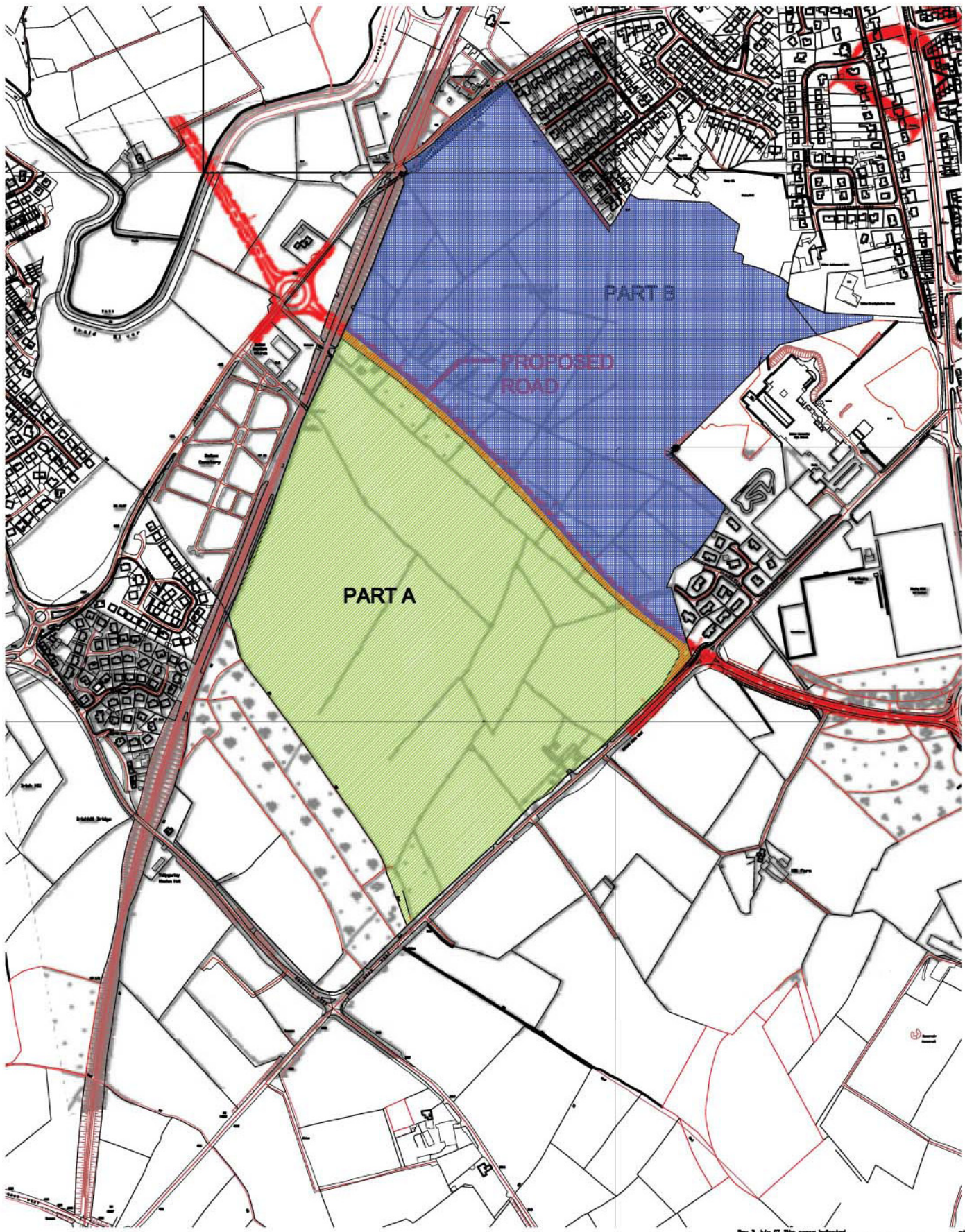
In relation to the other 3 short listed sites the following can be noted:

- Ballymena (Ballee Road East) - DSD, following an out-of-court settlement after a Judicial Review, have agreed to sell the lands back to the original owners.
- Craigavon (Knockmenagh) - Invest Northern Ireland has advised that they wish to retain their portion of the land (95 acres) whilst DSD are holding all land sales at present pending consideration of the Ballee Road East decision. DSD now own only 57 acres.
- Magilligan - the existing linear footprint imposes significant operational constraints. Expansion of the site across the Point Road would offer significant improvements to the proportions of the site although careful consideration must be given to a range of 'protective' planning / landscape designations in the locality.

It is considered that there is merit in widening the site search process beyond surplus Crown Estate land to identify a site (or sites) which could be readily acquired (by agreement or compulsory purchase) purchased at reasonable cost (i.e. outside the Development Limits) and which could ensure the delivery of a Planning Approval in a reasonable timescale (9 months from the date of the submission of a comprehensive planning application package).

# Appendix A





-  Total S.O.D. site area (S.O.D. location)
  -  Total area part A S.O.D. location (to centre of proposed road)
  -  Total area part B S.O.D. location (to centre of proposed road)
- \* Assumed based on current design and construction information

**THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON NOTIONAL SIZE OF A PRISON DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.**

Rev 2 July 07 The areas indicated  
 Rev 4 May 07 Proposed road indicated on site layout plan A  
 Rev. Date Amendment

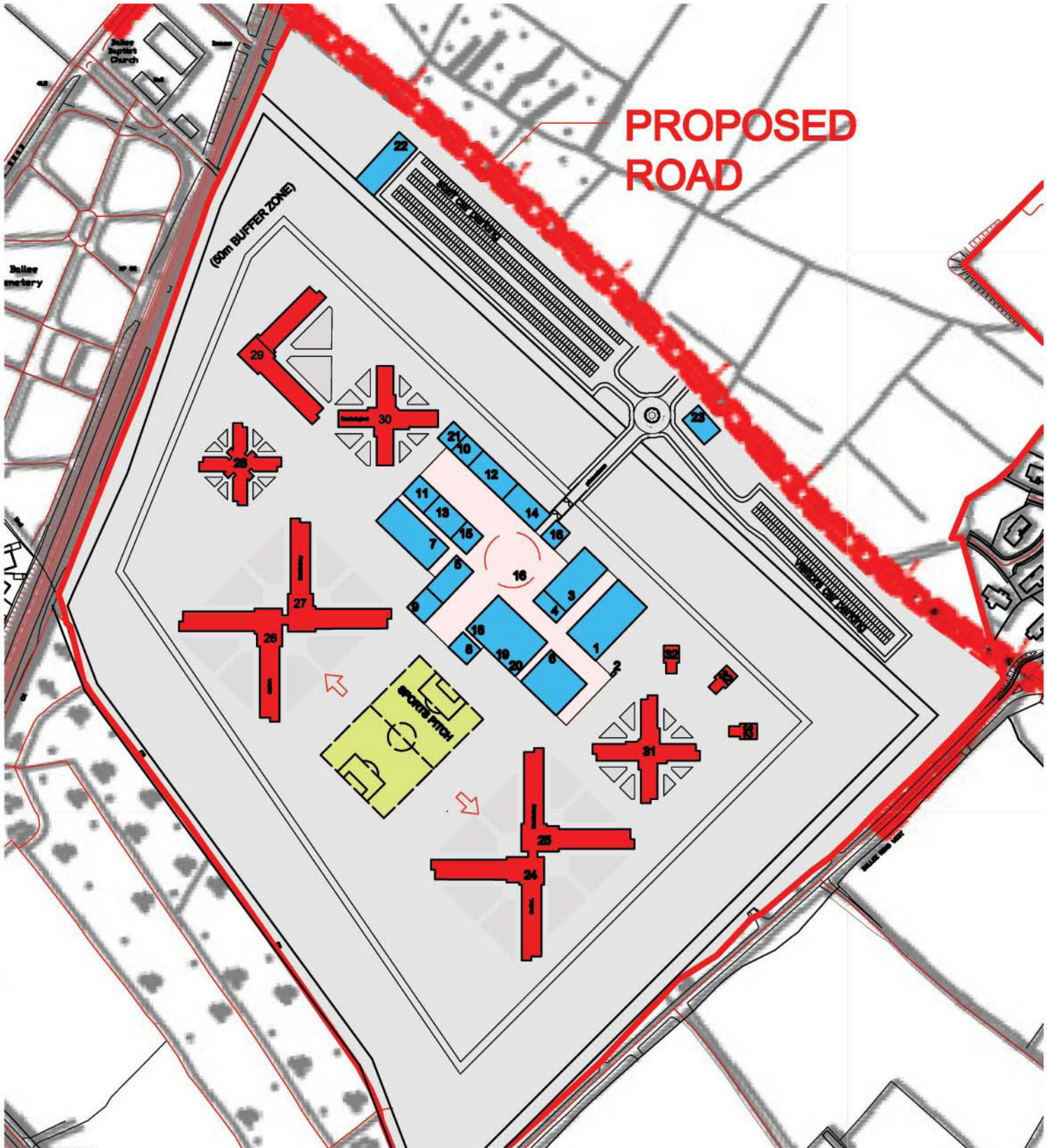
PROJECT **NIPD Options Appraisal**

**Existing Ballymena Site Layout Plan A**

ROLE	DATE	DRAWN	CHECKED	BY	TEL
	Mar 2007	JMcC			1611-309

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**KEY TO PLAN:**

- 1 - Central Plant
- 2 - Dogs
- 3 - Trade / wash up
- 4 - Vehicle service
- 5 - Sanitation
- 6 - Vocational, Training, workshops
- 7 - Sport
- 8 - Central laundry
- 9 - Path centre
- 10 - Administration / Senior management / Administration Support Unit
- 11 - Staff water, lounge
- 12 - Security administration / Emergency centre / Video links / Emergency services / Staff dining

- 1000m<sup>2</sup>
- 91m<sup>2</sup>
- 1212m<sup>2</sup>
- 308m<sup>2</sup>
- 617m<sup>2</sup>
- 1042m<sup>2</sup>
- 1949m<sup>2</sup>
- 328m<sup>2</sup>
- 854m<sup>2</sup>
- 3242m<sup>2</sup>
- 404m<sup>2</sup>
- 707m<sup>2</sup>

- 13 - Probation / Behaviour counselling
- 14 - Visits hall
- 15 - Prisoner processing holding transport
- 16 - Gate house
- 17 - Storage area
- 18 - Kitchen / Food prep. / Food store / Storage lock
- 19 - Central prisoner dining
- 20 - Staff dining
- 21 - Voluntary
- 22 - Warehouse
- 23 - Visitors centre / Visitor processing
- 24 - L block 3 storey 180 cells
- 25 - L block 3 storey 180 cells
- 26 - L block 3 storey 180 cells
- 27 - L block 3 storey 180 cells
- 28 - SSU 2 storey 64 cells
- 29 - RTU 120 cells 2 storey
- 30 - Reach unit 52 cells single storey
- 31 - Low custody unit 2 storey 100 cells
- 32 - Independent living unit 6 spaces 2 storey

- 550m<sup>2</sup>
- 695m<sup>2</sup>
- 14105m<sup>2</sup>
- 272m<sup>2</sup>
- 625m<sup>2</sup>
- 1414m<sup>2</sup>
- 328m<sup>2</sup>
- 202m<sup>2</sup>
- 176m<sup>2</sup>
- 1200m<sup>2</sup>
- 298m<sup>2</sup>
- 6570m<sup>2</sup>
- 6570m<sup>2</sup>
- 6570m<sup>2</sup>
- 6570m<sup>2</sup>
- 2200m<sup>2</sup>
- 3044m<sup>2</sup>
- 1618m<sup>2</sup>
- 3998m<sup>2</sup>
- 300m<sup>2</sup>

TOTAL BUILDING SITE AREA : 29 h

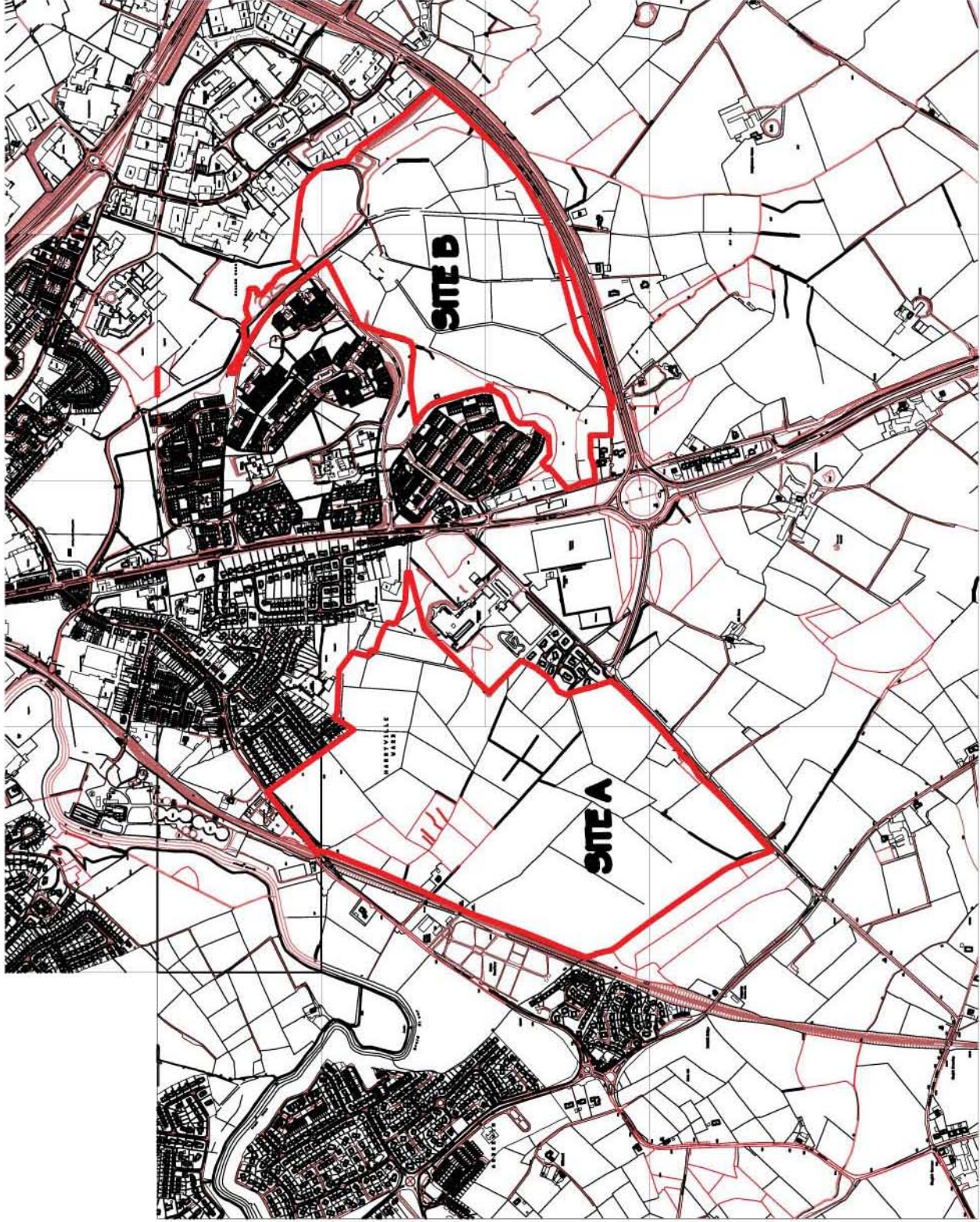
THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON NOTIONAL SIZE OF A PRISON DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.

**Northern Ireland Prison Service**  
Options Appraisal - Ballymena

Scale 16-10-07 1811/310

ARCHITECTS  
KNOX  
AND  
MARKWELL





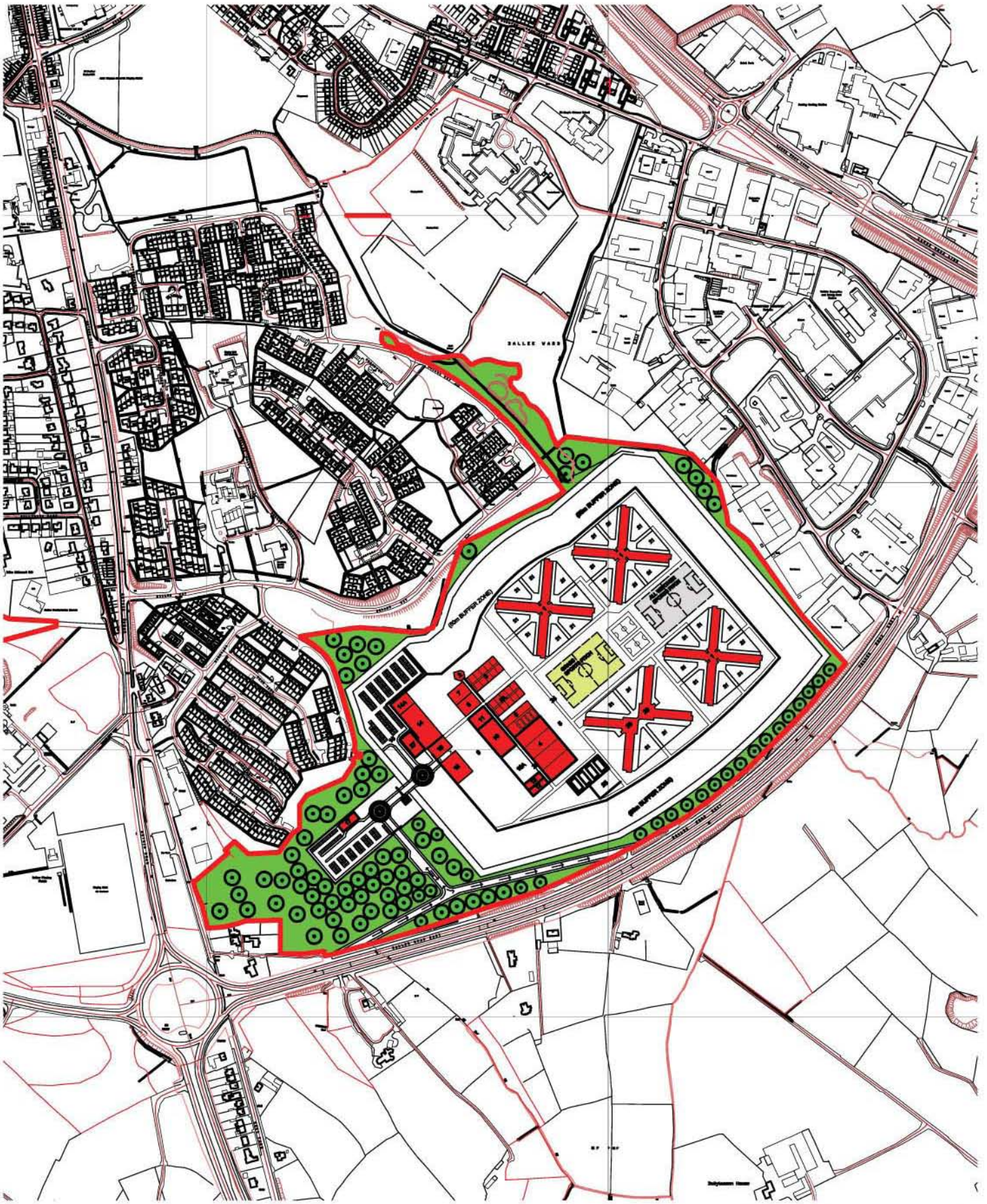
THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON NOTIONAL SIZE OF A PRISON DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.

Rev. Date Amendment Dk'd  
PROJECT NPS Options Appraisal

Existing Ballymena Site Layout Sites A & B  
SCALE DATE DRAWN Dk'd  
1:1000 16/11/2006 JMG

ARCHITECTS KNOX AND MARKWELL  
BRYAN KNOX DESIGN AREA CLYDE MARKWELL BDO DESIGN AREA  
14 DONABRADEE ROAD, BANGOR, Co. DOWN, BT20 8RU  
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THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON NOTIONAL SIZE OF A PRISON DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.

Rev. Date Amendment Chk'd  
 PROJECT NPS Options Appraisal

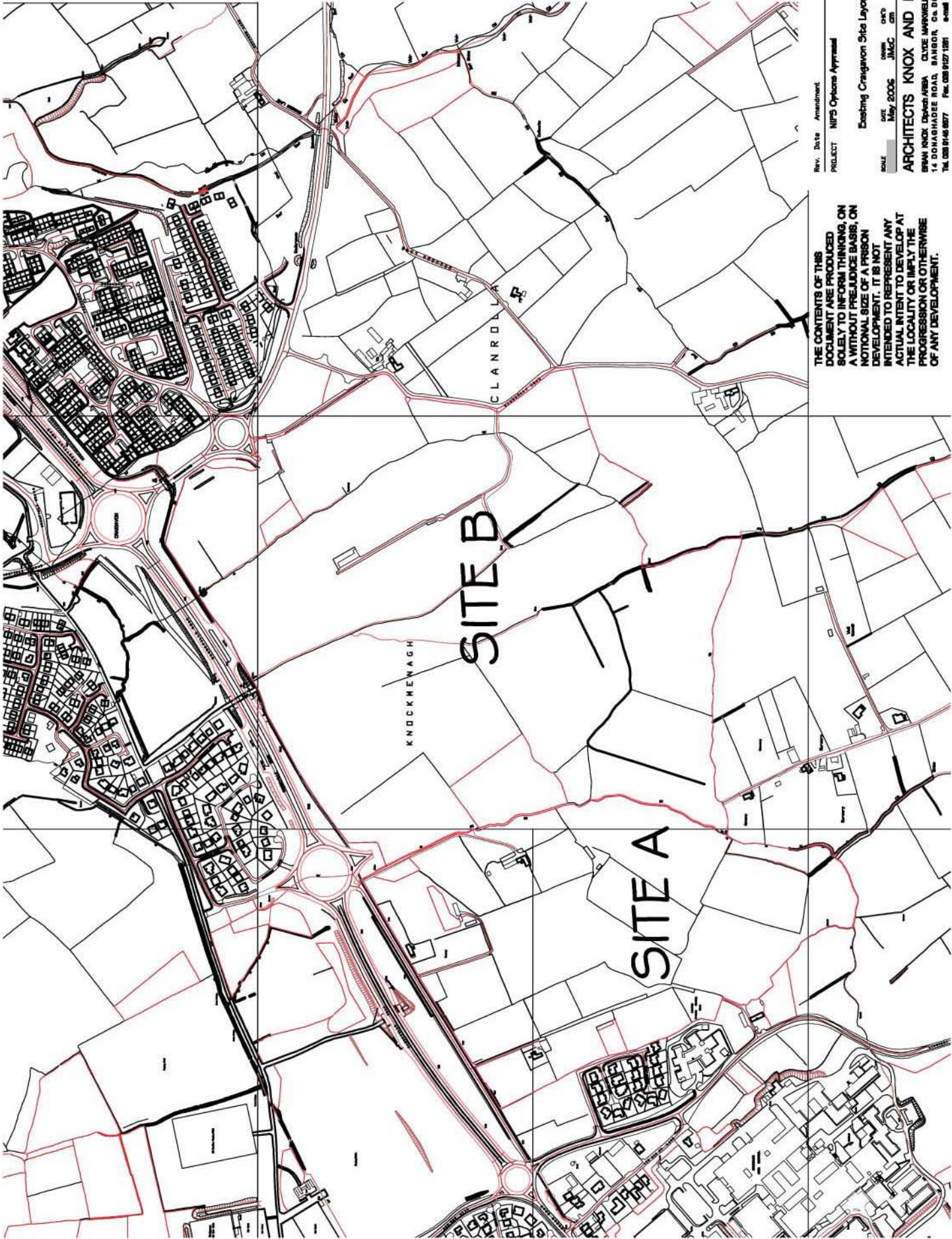
Ballymena Site Location Plan D

SCALE DATE DRAWN CHK'D SVS NO.  
 May 2006 SS 1211-308

ARCHITECTS KNOX AND MARKWELL

BRIAN KNOX DipArch ARIBA CLYDE MARKWELL BSc DipArch FRSA  
 14 DONA SHADEE ROAD, BANGOR, Co. DOWRY, BT20 8RU  
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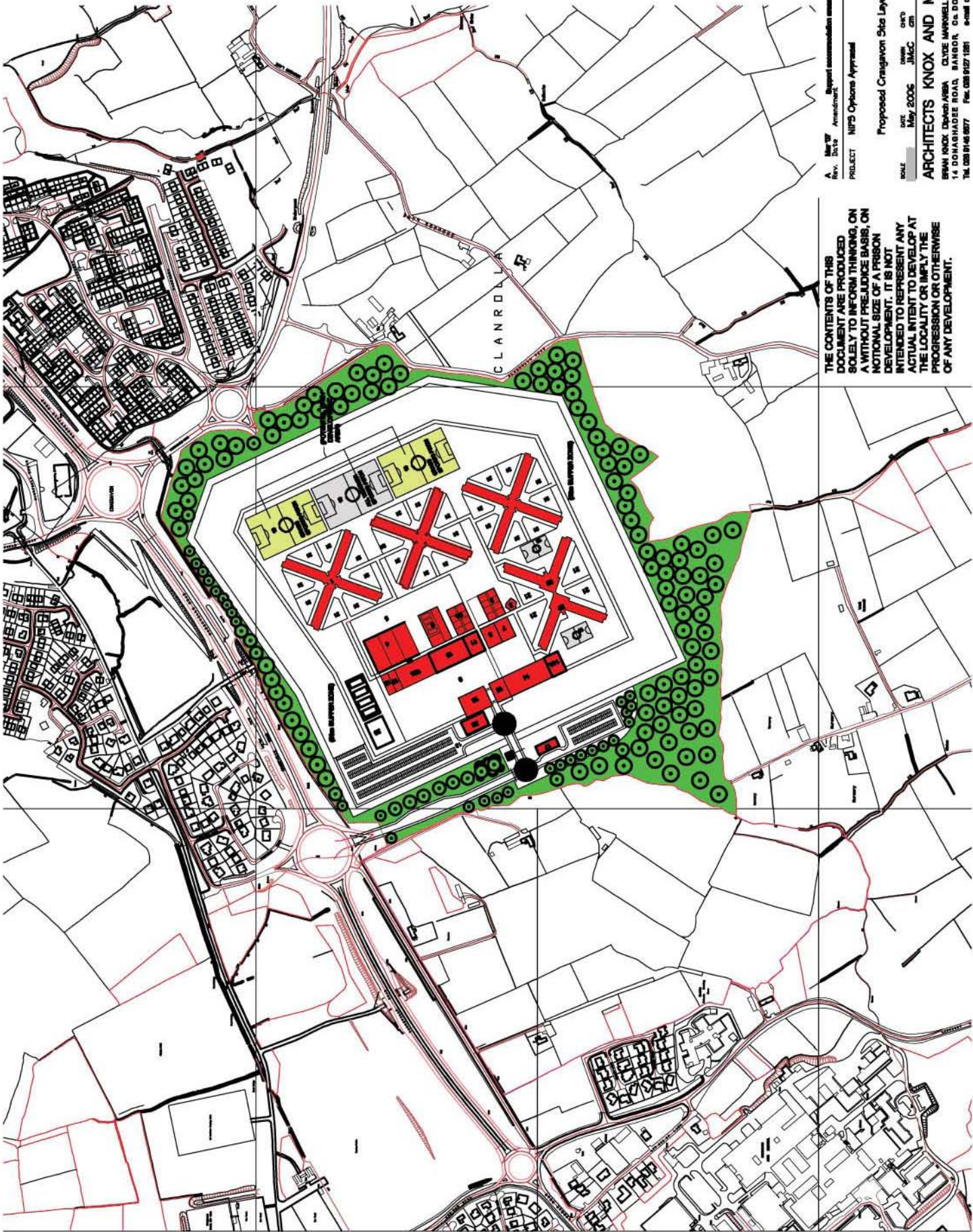




Rev. Date Amendment Dnk/d  
 PROJECT NPS Options Appraisal  
 SCALE DATE DRAWN DATE CHECKED  
 1:1000 May 2005 J.M.S.C. cm T.S.M.  
 Existing Creagreen Site Layout Stages A & B  
**ARCHITECTS KNOX AND MARKWELL**  
 BRAN KNOX DESIGN AREA CLUDE MARKWELL BRIDGEWAY 188A  
 14 DONAGHADEE ROAD, BANBORN, CO. DOWN, BT18 9JU  
 TEL: 028 9146 8877 FAX: 028 9127 1181 EMAIL: claudem@knoxmarkwell.co.uk

THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON NOTIONAL SIZE OF A PROPOSAL DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.





THE CONTENTS OF THIS DOCUMENT ARE PRODUCED SOLELY TO INFORM THINKING, ON A WITHOUT PREJUDICE BASIS, ON A NOTIONAL SIZE OF A PRISON DEVELOPMENT. IT IS NOT INTENDED TO REPRESENT ANY ACTUAL INTENT TO DEVELOP AT THE LOCALITY OR IMPLY THE PROGRESSION OR OTHERWISE OF ANY DEVELOPMENT.

A May 07 Amendment  
 Rev. Date  
 PROJECT NIPS Options Appraisal  
 CM  
 Client  
 May 2005  
 DATE  
 J.M.C. cm  
 DRAWN  
 10.11.05A  
 SCALE  
 ARCHITECTS KNOX AND MARKWELL  
 BRAN KNOX DESIGN AREA CLYDE MARKWELL 880 CLAYBURN  
 14 DONAGHADE ROAD, BANGOR, Co. DOWN, BT8 1RU  
 TEL: 028 9146 8877 FAX: 028 9127 1261 EMAIL: design@knoxuk.com

Proposed Craighaven Site Layout Site B



## **Appendix B**

## Compulsory Purchase Powers

The powers available to the Northern Ireland Prison Service concerning possible compulsory acquisition of land have been researched by the Crown Solicitors Office.

### Prison Act (Northern Ireland) 1953

The Prison Act (Northern Ireland) 1953 [1953, Ch.18], Section 2, affords administrative powers to the Ministry of Home Affairs (“MoHA”). Section 2 (5) provides that where it appears to the MoHA to be necessary or expedient for the purpose of the 1953 Act that any land should be acquired, the MoHA may, with the approval of the Ministry of Finance (“MoF”), acquire by agreement that land and any easement or right in or over any land adjacent thereto. Expressly, Section 2 (5) states that the MoHA may with the approval of the MoF “...*acquire by agreement that land*” (i.e. no express compulsory acquisition powers stated in the 1953 Act. Section 24 provides that the MoHA may, with the approval of the MoF rebuild, repair or alter any prison or build new prisons.

### Land acquisition and Compensation (NI) Order 1973

The Land Acquisition and Compensation (Northern Ireland) Order 1973 [1973 Number 1896, (NI) 21] provides at Part VII for the acquisition of land by the MoF. Section 65 of the 1973 Order is entitled “***compulsory acquisition of land required for the public service***”. Article 65 (1) provides that the MoF may acquire compulsorily “...*any land required for the purpose of any functions of the Ministry or for the administration of any public service in Northern Ireland*”. Article 65 (2) provides that the MoF if it desires to acquire any land compulsorily may make an order (“a vesting order”) vesting the land in the Ministry.

In regard to the means by which that might be done, Article 65 (3) of the 1973 Order provides that Schedule 6 to the Local Government Act (Northern Ireland) 1972 (see below), as modified in Schedule 1 to the 1973 Order, shall apply for the purposes of the acquisition of land by means of a vesting order under Article 65. Article 70 of the 1973 Order provides for the application of the Order to the Crown and Article 70 (2) provides that parts IV and V of the Order apply in relation to the acquisition of interest in land (whether compulsorily or by agreement) by Government Departments being authorities possessing compulsory acquisition powers, as they apply to the acquisition of interests in land by such authorities who are not Government Departments. In other words, the provisions of the 1973 Order do apply to the Crown regarding compulsory acquisition of land. Schedule 1 to the 1973 Order modifies Schedule 6 to the Local Government Act (Northern Ireland) 1972 for the purposes of Article 65 of the 1973 Order.

The said 1973 Order provides in general terms for compensation for depreciation caused by use of public works, and at part V for compulsory acquisition and assessment of compensation. Part VII provides for the acquisition of land by the Ministry of Finance.

### **Local Government Act (Northern Ireland) 1972**

The Local Government Act (Northern Ireland) 1972, Schedule 6, provides details as to the applicable procedures for acquisition of land by means of a vesting order.

### **Northern Ireland (Modification of Enactments – No 1) Order 1973**

The Northern Ireland (Modification of Enactments – No1) Order 1973 [SI 1973 No. 2163], read with the Northern Ireland Constitution Act 1973, provides that certain functions previously exercised by the former Ministries of Finance and of Home Affairs are now vested in the Secretary of State.

### **Previous Compulsory Land Acquisitions – Maghaberry Prison**

In respect of the lands required for Maghaberry Prison, the mechanism used on that occasion was to appoint a Judge, Mr Justice Murray, to hold a local enquiry to consider a proposal by the Ministry of Finance for Northern Ireland to compulsorily acquire by Vesting Order land for the purposes of the prison. The mechanism used was under paragraph 3 of Schedule 6 to the Local Government Act (NI) 1972, as applied by Article 65 of the Land Acquisition and Compensation (NI) Order 1973. In practical terms, Notices of Intention to Make a Vesting Order were published in the local and the general Northern Ireland press (6 publications in all) and then there was a Notice published to the proposed holding of the enquiry in the same publications. The enquiry thus proceeded. Mr Justice Murray's report, upon conclusion, comments, "*....surely such power could have been acquired by appropriate legislation – as indeed it was later in the same year – but in April 1973 it was made clear .... that the Ministry of Home Affairs were proposing to acquire the necessary site by agreement only and not by the use of compulsory powers*". Then the Report continues, "*On 22 November 1973 part VII of the Land Acquisition and Compensation (NI) Order 1973 came into operation and the Government became entitled to use compulsory powers to acquire land as a site for a prison.*" Thus the land required was acquired by compulsory acquisition following Mr Justice Murray's recommendation, and following the advent of the applicable statutory power referred to above.

### **Summary**

In summary therefore, the 1953 Prison Act provides general statutory power for the Ministry of Finance to acquire and to deal with land. The Land Acquisition and Compensation Order 1973 provides for compulsory acquisition of land by the Ministry of Finance for public service use. The Local Government Act 1972 (Schedule 6) provides the applicable procedures for such acquisition. Finally, the former functions of the Ministries of Finance and of Home Affairs are now exercisable by the Secretary of State for the purposes of compulsory acquisition of land on behalf of the Northern Ireland Prison Service.

**APPENDIX K : FINANCIAL APPRAISAL – CAPITAL COST ESTIMATES**

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 1 - Do Nothing (Maintain Status Quo)**

**MAGHABERRY**

No works

**MAGHABERRY - MOURNE HOUSE**

No works

**MAGILLIGAN**

No works

		<hr/>
	£	-
Professional Fees	10%	-
		<hr/>
	£	-
Site Acquisition costs		£
		-
		<hr/>
	£	-
Adjustment for Optimism Bias	30%	-
		<hr/>
	<b>£</b>	<b>-</b>
		<hr/> <hr/>

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 4 - Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site**

	Quantity	Unit	Rate	Estimated Cost
<b>MAGHABERRY</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	23,880	m2	3,000.00	71,640,000.00
Special Supervision Unit	2,200	m2	3,000.00	6,600,000.00
<u>Support Accommodation (New Build)</u>				
Prisoner Administration	1,037	m2	1,700.00	1,762,900.00
Prisoner Services	3,447	m2	2,200.00	7,583,400.00
Prisoner Programmes	2,325	m2	2,000.00	4,650,000.00
Trades	3,765	m2	1,800.00	6,777,000.00
<u>Support Accommodation (Refurbishment)</u>				
Prisoner Reception	160	m2	1,725.00	276,000.00
Visitation	416	m2	1,125.00	468,000.00
Prisoner Administration	595	m2	1,275.00	758,625.00
Prisoner Services	315	m2	1,650.00	519,750.00
Prisoner Programmes	450	m2	1,500.00	675,000.00
Prisoner Support	1,135	m2	1,275.00	1,447,125.00
Trades	1,168	m2	1,350.00	1,576,800.00
<u>Site Wide Infrastructure</u>				
CCTV installation	363,000	m2	6.00	2,178,000.00
Security lighting installation	363,000	m2	4.00	1,452,000.00
Fibre network installation	363,000	m2	3.50	1,270,500.00
Alarm installation	363,000	m2	2.50	907,500.00
<u>External Works</u>				
Site preparation works	363,000	m2	1.00	363,000.00
Demolition of existing accommodation	4,100	m2	35.00	143,500.00
New exercise yards etc.	7,616	m2	65.00	495,040.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	303,166	m2	5.00	1,515,830.00
New internal fences	2,016	m	750.00	1,512,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		5,772,399.00

Carried Forward

121,220,369.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 4 - Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site**

Quantity	Unit	Rate	Estimated Cost
----------	------	------	----------------

Brought Forward 121,220,369.00

**MAGHABERRY - MOURNE HOUSE**Cellular Accomodation

RTU, 2 storey	2,143	m2	3,000.00	6,429,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Independent Living	1,200	m2	2,750.00	3,300,000.00
Protected Prisoner Unit	606	m2	2,750.00	1,666,500.00

Support Accomodation (New Build)

Visitation	172	m2	1,500.00	258,000.00
Security Services	71	m2	2,200.00	156,200.00
Prisoner Services	26	m2	2,200.00	57,200.00
Prisoner Programmes	1,185	m2	2,000.00	2,370,000.00
Prisoner Support	197	m2	1,700.00	334,900.00
Trades	488	m2	1,800.00	878,400.00

Support Accomodation (Refurbishment)

Prisoner Programmes	250	m2	1,500.00	375,000.00
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Site Wide Infrastructure

CCTV installation	49,400	m2	6.00	296,400.00
Security lighting installation	49,400	m2	4.00	197,600.00
Fibre network installation	49,400	m2	3.50	172,900.00
Alarm installation	49,400	m2	2.50	123,500.00

External Works

Site preparation works	49,400	m2	2.00	98,800.00
Demolition of existing accomodation	3,679	m2	35.00	128,765.00
New excrcise yards etc.	960	m2	75.00	72,000.00
New all-weather playing pitch	703	m2	150.00	105,450.00
External works and the like	36,455	m2	6.00	218,730.00
New boundary wall	270	m	3,000.00	810,000.00
New sterile zone perimeter fence	310	m	400.00	124,000.00
New internal fences	320	m	750.00	240,000.00
Allowance for main services		Item		75,000.00
Allowance for infrastructure provision		Item		75,000.00

Phasing Costs

Phasing costs		Item		1,170,418.00
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Carried Forward

145,799,132.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 4 - Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site**

Quantity	Unit	Rate	Estimated Cost
----------	------	------	----------------

Brought Forward 145,799,132.00

**MAGILLIGAN**Cellular Accomodation

Double 'L' Block, 3 storey	23,880	m2	3,000.00	71,640,000.00
Extension to RTU	1,501	m2	3,000.00	4,503,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Special Supervision Unit	2,202	m2	3,000.00	6,606,000.00
Low Custody Unit, 2 storey	3,398	m2	2,750.00	9,344,500.00
Independent Living, 3 units	900	m2	2,750.00	2,475,000.00
Extra over for piled foundations	33,496	m2	50.00	1,674,800.00

Support Accomodation

Prisoner Reception	414	m2	2,300.00	952,200.00
Visitation	980	m2	1,500.00	1,470,000.00
Prisoner Administration	3,242	m2	1,700.00	5,511,400.00
Security Services	1,071	m2	2,200.00	2,356,200.00
Prisoner Services	3,606	m2	2,200.00	7,933,200.00
Prisoner Programmes	8,131	m2	2,000.00	16,262,000.00
Prisoner Support	1,192	m2	1,700.00	2,026,400.00
Trades	4,899	m2	1,800.00	8,818,200.00
Extra over for piled foundations	23,535	m2	50.00	1,176,750.00

Site Wide Infrastructure

CCTV installation	81,736	m2	6.00	490,416.00
Security lighting installation	81,736	m2	4.00	326,944.00
Fibre network installation	81,736	m2	3.50	286,076.00
Alarm installation	81,736	m2	2.50	204,340.00

External Works

Site preparation works	81,736	m2	3.00	245,208.00
Demolition of existing accomodation (RH site)	15,916	m2	35.00	557,060.00
Demolition and site clearance (LH site)	10,214	m2	35.00	357,490.00
New excrcise yards etc.	9,132	m2	65.00	593,580.00
New roads and car parking	11,236	m2	50.00	561,800.00
New all-weather playing pitch	5,760	m2	100.00	576,000.00
External works and the like	16,947	m2	15.00	254,205.00
New boundary wall	780	m	3,000.00	2,340,000.00
New sterile zone perimeter fence	1,400	m	400.00	560,000.00
New internal fences	3,109	m	750.00	2,331,750.00
Allowance for works to retained inner boundary wall	1,076	m	300.00	322,800.00
Allowance for works to retained sterile zone perimeter fence	1,760	m	100.00	176,000.00
Allowance for realignment of roads / entrance from main road		Item		250,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00

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Carried Forward

304,127,451.00



**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 4 - Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site**

Quantity	Unit	Rate	Estimated Cost
----------	------	------	----------------

Brought Forward 304,127,451.00

**MAGILLIGAN (cont'd)**

Phasing Costs

Phasing costs Item 7,916,416.00

£ 312,043,867.00

Professional Fees 10% 31,204,387.00

£ 343,248,254.00

Site Acquisition costs £ 250,000.00

£ 343,498,254.00

Adjustment for Optimism Bias 30% 103,049,476.00

**£ 446,547,730.00**

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 6b - Retain existing prison at Maghaberry and provide new committal prison on a new site**

	Quantity	Unit	Rate	Estimated Cost
<b>MAGHABERRY</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	23,880	m2	3,000.00	71,640,000.00
Special Supervision Unit	2,200	m2	3,000.00	6,600,000.00
<u>Support Accommodation (New Build)</u>				
Prisoner Administration	1,037	m2	1,700.00	1,762,900.00
Prisoner Services	4,560	m2	2,200.00	10,032,000.00
Prisoner Programmes	5,468	m2	2,000.00	10,936,000.00
Prisoner Support	993	m2	1,700.00	1,688,100.00
Trades	3,765	m2	1,800.00	6,777,000.00
<u>Support Accommodation (Refurbishment)</u>				
Prisoner Administration	1,011	m2	1,275.00	1,289,025.00
Prisoner Services	139	m2	1,650.00	229,350.00
Prisoner Programmes	487	m2	1,500.00	730,500.00
Prisoner Support	390	m2	1,275.00	497,250.00
Trades	1,168	m2	1,350.00	1,576,800.00
<u>Site Wide Infrastructure</u>				
CCTV installation	363,000	m2	6.00	2,178,000.00
Security lighting installation	363,000	m2	4.00	1,452,000.00
Fibre network installation	363,000	m2	3.50	1,270,500.00
Alarm installation	363,000	m2	2.50	907,500.00
<u>External Works</u>				
Site preparation works	363,000	m2	1.00	363,000.00
Demolition of existing accommodation	4,100	m2	35.00	143,500.00
New exercise yards etc.	7,616	m2	65.00	495,040.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	297,829	m2	5.00	1,489,145.00
New internal fences	2,016	m	750.00	1,512,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		6,222,281.00

Carried Forward

130,667,891.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 6b - Retain existing prison at Maghaberry and provide new committal prison on a new site**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				130,667,891.00
<b>MAGHABERRY - MOURNE HOUSE</b>				
<u>Cellular Accomodation</u>				
RTU, 2 storey	2,143	m2	3,000.00	6,429,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Independent Living	1,200	m2	2,750.00	3,300,000.00
Protected Prisoner Unit	606	m2	2,750.00	1,666,500.00
<u>Support Accomodation (New Build)</u>				
Visitation	172	m2	1,500.00	258,000.00
Security Services	71	m2	2,200.00	156,200.00
Prisoner Services	26	m2	2,200.00	57,200.00
Prisoner Programmes	1,185	m2	2,000.00	2,370,000.00
Prisoner Support	197	m2	1,700.00	334,900.00
Trades	488	m2	1,800.00	878,400.00
<u>Support Accomodation (Refurbishment)</u>				
Prisoner Programmes	250	m2	1,500.00	375,000.00
<u>Site Wide Infrastructure</u>				
CCTV installation	49,400	m2	6.00	296,400.00
Security lighting installation	49,400	m2	4.00	197,600.00
Fibre network installation	49,400	m2	3.50	172,900.00
Alarm installation	49,400	m2	2.50	123,500.00
<u>External Works</u>				
Site preparation works	49,400	m2	2.00	98,800.00
Demolition of existing accomodation	3,679	m2	35.00	128,765.00
New excrcise yards etc.	960	m2	75.00	72,000.00
New all-weather playing pitch	703	m2	150.00	105,450.00
External works and the like	36,455	m2	6.00	218,730.00
New boundary wall	270	m	3,000.00	810,000.00
New sterile zone perimeter fence	310	m	400.00	124,000.00
New internal fences	320	m	750.00	240,000.00
Allowance for main services		Item		75,000.00
Allowance for infrastructure provision		Item		75,000.00
<u>Phasing Costs</u>				
Phasing costs		Item	5%	1,170,417.00

Carried Forward

155,246,653.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 6b - Retain existing prison at Maghaberry and provide new committal prison on a new site**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				155,246,653.00
<b>NEW SITE</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	23,880	m2	3,000.00	71,640,000.00
RTU, 2 storey	3,644	m2	3,000.00	10,932,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Special Supervision Unit	2,202	m2	3,000.00	6,606,000.00
Low Custody Unit, 2 storey	3,398	m2	2,750.00	9,344,500.00
Independent Living, 3 units	900	m2	2,750.00	2,475,000.00
<u>Support Accommodation</u>				
Prisoner Reception	2,329	m2	2,300.00	5,356,700.00
Visitation	1,041	m2	1,500.00	1,561,500.00
Prisoner Administration	3,445	m2	1,700.00	5,856,500.00
Security Services	1,138	m2	2,200.00	2,503,600.00
Prisoner Services	2,490	m2	2,000.00	4,980,000.00
Prisoner Programmes	2,468	m2	1,700.00	4,195,600.00
Prisoner Support	912	m2	1,800.00	1,641,600.00
Trades	5,205	m2	620.00	3,227,100.00
<u>Site Wide Infrastructure</u>				
CCTV installation	290,000	m2	6.00	1,740,000.00
Security lighting installation	290,000	m2	4.00	1,160,000.00
Fibre network installation	290,000	m2	3.50	1,015,000.00
Alarm installation	290,000	m2	2.50	725,000.00
<u>External Works</u>				
Site preparation works	290,000	m2	3.00	870,000.00
New exercise yards etc.	8,768	m2	65.00	569,920.00
New roads and car parking	12,540	m2	50.00	627,000.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	227,706	m2	10.00	2,277,060.00
New roundabouts	1	nr	75,000.00	75,000.00
New boundary wall	1,600	m	3,000.00	4,800,000.00
New sterile zone perimeter fence	5,800	m	400.00	2,320,000.00
New internal fences	3,224	m	750.00	2,418,000.00
Allowance for improvements to existing site entrance		Item		200,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00
				<hr/>
				£ 310,084,733.00
Professional Fees			10%	31,008,473.00
				<hr/>
				£ 341,093,206.00
Site Acquisition				<hr/>
				£ 60,000,000.00
				<hr/>
				£ 401,093,206.00
Adjustment for Optimism Bias			30%	120,327,962.00
				<hr/>
				<b>£ 521,421,168.00</b>

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 9b - Provide prison accommodation over 3 sites with New Site becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
<b>MAGHABERRY</b>				
<u>Cellular Accommodation</u>				
Special Supervision Unit	1,655	m2	3,000.00	4,965,000.00
<u>Support Accommodation (New Build)</u>				
Prisoner Services	2,117	m2	2,200.00	4,657,400.00
Prisoner Programmes	936	m2	2,000.00	1,872,000.00
Trades	2,685	m2	1,800.00	4,833,000.00
<u>Support Accommodation (Refurbishment)</u>				
Prisoner Services	67	m2	1,650.00	110,550.00
Prisoner Programmes	235	m2	1,500.00	352,500.00
Prisoner Support	533	m2	1,275.00	679,575.00
Trades	202	m2	1,350.00	272,700.00
<u>Site Wide Infrastructure</u>				
CCTV installation	363,000	m2	6.00	2,178,000.00
Security lighting installation	363,000	m2	4.00	1,452,000.00
Fibre network installation	363,000	m2	3.50	1,270,500.00
Alarm installation	363,000	m2	2.50	907,500.00
<u>External Works</u>				
Site preparation works	363,000	m2	1.00	363,000.00
Demolition of existing accommodation	4,100	m2	35.00	143,500.00
* New exercise yards etc.	7,616	m2	65.00	495,040.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	319,589	m2	5.00	1,597,945.00
New internal fences	320	m	750.00	240,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		1,363,311.00

Carried Forward

28,629,521.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 9b - Provide prison accommodation over 3 sites with New Site becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				28,629,521.00
<b>MAGHABERRY - MOURNE HOUSE</b>				
<u>Cellular Accommodation</u>				
RTU, 2 storey	2,143	m2	3,000.00	6,429,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Independent Living	1,200	m2	2,750.00	3,300,000.00
Protected Prisoner Unit	606	m2	2,750.00	1,666,500.00
<u>Support Accommodation (New Build)</u>				
Visitation	172	m2	1,500.00	258,000.00
Security Services	71	m2	2,200.00	156,200.00
Prisoner Services	26	m2	2,200.00	57,200.00
Prisoner Programmes	1,185	m2	2,000.00	2,370,000.00
Prisoner Support	197	m2	1,700.00	334,900.00
Trades	488	m2	1,800.00	878,400.00
<u>Support Accommodation (Refurbishment)</u>				
Prisoner Programmes	250	m2	1,500.00	375,000.00
<u>Site Wide Infrastructure</u>				
CCTV installation	49,400	m2	6.00	296,400.00
Security lighting installation	49,400	m2	4.00	197,600.00
Fibre network installation	49,400	m2	3.50	172,900.00
Alarm installation	49,400	m2	2.50	123,500.00
<u>External Works</u>				
Site preparation works	49,400	m2	2.00	98,800.00
Demolition of existing accommodation	3,679	m2	35.00	128,765.00
New exercise yards etc.	960	m2	75.00	72,000.00
New all-weather playing pitch	703	m2	150.00	105,450.00
External works and the like	36,455	m2	6.00	218,730.00
New boundary wall	270	m	3,000.00	810,000.00
New sterile zone perimeter fence	310	m	400.00	124,000.00
New internal fences	320	m	750.00	240,000.00
Allowance for main services		Item		75,000.00
Allowance for infrastructure provision		Item		75,000.00
<u>Phasing Costs</u>				
Phasing costs		Item	5%	1,170,417.00

Carried Forward

53,208,283.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 9b - Provide prison accommodation over 3 sites with New Site becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				53,208,283.00
<b>MAGILLIGAN</b>				
<u>Cellular Accomodation</u>				
Double 'L' Block, 3 storey	15,920	m2	3,000.00	47,760,000.00
Special Supervision Unit	1,655	m2	3,000.00	4,965,000.00
Low Custody Unit, 2 storey	3,398	m2	2,750.00	9,344,500.00
Independent Living, 3 units	900	m2	2,750.00	2,475,000.00
Extra over for piled foundations	21,873	m2	50.00	1,093,650.00
<u>Support Accomodation</u>				
Prisoner Reception	270	m2	2,300.00	621,000.00
Visitation	638	m2	1,500.00	957,000.00
Prisoner Administration	2,112	m2	1,700.00	3,590,400.00
Security Services	697	m2	2,200.00	1,533,400.00
Prisoner Services	2,349	m2	2,200.00	5,167,800.00
Prisoner Programmes	5,297	m2	2,000.00	10,594,000.00
Prisoner Support	776	m2	1,700.00	1,319,200.00
Trades	3,191	m2	1,800.00	5,743,800.00
Extra over for piled foundations	15,330	m2	50.00	766,500.00
<u>Site Wide Infrastructure</u>				
CCTV installation	81,736	m2	6.00	490,416.00
Security lighting installation	81,736	m2	4.00	326,944.00
Fibre network installation	81,736	m2	3.50	286,076.00
Alarm installation	81,736	m2	2.50	204,340.00
<u>External Works</u>				
Site preparation works	81,736	m2	3.00	245,208.00
Demolition of existing accomodation	15,916	m2	35.00	557,060.00
Demolition and site clearance (LH site)	10,214	m2	35.00	357,490.00
New excrcise yards etc.	7,980	m2	65.00	518,700.00
New roads and car parking	12,356	m2	50.00	617,800.00
New all-weather playing pitch	5,760	m2	100.00	576,000.00
External works and the like	30,749	m2	10.00	307,490.00
New roundabouts	1	nr	75,000.00	75,000.00
New boundary wall	830	m	3,000.00	2,490,000.00
New sterile zone perimeter fence	1,475	m	400.00	590,000.00
New internal fences	2,561	m	750.00	1,920,750.00
Allowance for works to retained inner boundary wall	1,076	m	300.00	322,800.00
Allowance for works to retained sterile zone perimater fence	1,760	m	100.00	176,000.00
Allowance for realignment of roads / entrance from main road		Item		350,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		5,332,166.00

Carried Forward

165,183,773.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 9b - Provide prison accommodation over 3 sites with New Site becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				165,183,773.00
<b>NEW SITE</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	23,880	m2	3,000.00	71,640,000.00
RTU, 2 storey	5,787	m2	3,000.00	17,361,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Special Supervision Unit	2,202	m2	3,000.00	6,606,000.00
Low Custody Unit, 2 storey	1,615	m2	2,750.00	4,441,250.00
<u>Support Accommodation</u>				
Prisoner Reception	2,312	m2	2,300.00	5,317,600.00
Visitation	1,033	m2	1,500.00	1,549,500.00
Prisoner Administration	3,420	m2	1,700.00	5,814,000.00
Security Services	1,129	m2	2,200.00	2,483,800.00
Prisoner Services	2,472	m2	2,200.00	5,438,400.00
Prisoner Programmes	2,450	m2	2,000.00	4,900,000.00
Prisoner Support	906	m2	1,700.00	1,540,200.00
Trades	5,167	m2	1,800.00	9,300,600.00
<u>Site Wide Infrastructure</u>				
CCTV installation	290,000	m2	6.00	1,740,000.00
Security lighting installation	290,000	m2	4.00	1,160,000.00
Fibre network installation	290,000	m2	3.50	1,015,000.00
Alarm installation	290,000	m2	2.50	725,000.00
<u>External Works</u>				
Site preparation works	290,000	m2	3.00	870,000.00
New exercise yards etc.	9,248	m2	65.00	601,120.00
New roads and car parking	12,540	m2	50.00	627,000.00
New all-weather playing pitch		m2	70.00	-
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	228,085	m2	10.00	2,280,850.00
New roundabouts	1	nr	75,000.00	75,000.00
New boundary wall	1,600	m	3,000.00	4,800,000.00
New sterile zone perimeter fence	5,800	m	400.00	2,320,000.00
New internal fences	3,328	m	750.00	2,496,000.00
Allowance for improvements to existing site entrance		Item		200,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00
				<b>£ 326,207,093.00</b>
Professional Fees			10%	32,620,709.00
				<b>£ 358,827,802.00</b>
Site acquisition				<b>£ 60,250,000.00</b>
				<b>£ 419,077,802.00</b>
Adjustment for Optimism Bias			30%	125,723,341.00
				<b>£ 544,801,143.00</b>



**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 11b - Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
<b>MAGHABERRY</b>				
<u>Cellular Accomodation</u>				
Double 'L' Block, 3 storey	11,940	m2	3,000.00	35,820,000.00
Special Supervision Unit	2,200	m2	3,000.00	6,600,000.00
<u>Support Accomodation (New Build)</u>				
Prisoner Administration	227	m2	1,700.00	385,900.00
Prisoner Services	2,313	m2	2,200.00	5,088,600.00
Prisoner Programmes	993	m2	2,000.00	1,986,000.00
Trades	3,225	m2	1,800.00	5,805,000.00
<u>Support Accomodation (Refurbishment)</u>				
Prisoner Reception	52	m2	1,725.00	89,700.00
Prisoner Administration	666	m2	1,275.00	849,150.00
Prisoner Services	163	m2	1,650.00	268,950.00
Prisoner Programmes	324	m2	1,500.00	486,000.00
Prisoner Support	710	m2	1,275.00	905,250.00
Trades	628	m2	1,350.00	847,800.00
<u>Site Wide Infrastructure</u>				
CCTV installation	341,000	m2	6.00	2,046,000.00
Security lighting installation	341,000	m2	4.00	1,364,000.00
Fibre network installation	341,000	m2	3.50	1,193,500.00
Alarm installation	341,000	m2	2.50	852,500.00
<u>External Works</u>				
Site preparation works	341,000	m2	1.00	341,000.00
Demolition of existing accomodation	4,100	m2	35.00	143,500.00
New excrcise yards etc.	4,288	m2	65.00	278,720.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	295,426	m2	5.00	1,477,130.00
New internal fences	1,168	m	750.00	876,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item	5%	3,429,035.00

Carried Forward

72,009,735.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 11b - Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				72,009,735.00
<b>MAGHABERRY - MOURNE HOUSE</b>				
<u>Cellular Accommodation</u>				
RTU, 2 storey	2,143	m2	3,000.00	6,429,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Independent Living	1,200	m2	2,750.00	3,300,000.00
Protected Prisoner Unit	606	m2	2,750.00	1,666,500.00
<u>Support Accommodation (New Build)</u>				
Visitation	172	m2	1,500.00	258,000.00
Security Services	71	m2	2,200.00	156,200.00
Prisoner Services	26	m2	2,200.00	57,200.00
Prisoner Programmes	1,185	m2	2,000.00	2,370,000.00
Prisoner Support	197	m2	1,700.00	334,900.00
Trades	488	m2	1,800.00	878,400.00
<u>Support Accommodation (Refurbishment)</u>				
Prisoner Programmes	250	m2	1,500.00	375,000.00
<u>Site Wide Infrastructure</u>				
CCTV installation	49,400	m2	6.00	296,400.00
Security lighting installation	49,400	m2	4.00	197,600.00
Fibre network installation	49,400	m2	3.50	172,900.00
Alarm installation	49,400	m2	2.50	123,500.00
<u>External Works</u>				
Site preparation works	49,400	m2	2.00	98,800.00
Demolition of existing accommodation	3,679	m2	35.00	128,765.00
New exercise yards etc.	960	m2	75.00	72,000.00
New all-weather playing pitch	703	m2	150.00	105,450.00
External works and the like	36,455	m2	6.00	218,730.00
New boundary wall	270	m	3,000.00	810,000.00
New sterile zone perimeter fence	310	m	400.00	124,000.00
New internal fences	320	m	750.00	240,000.00
Allowance for main services		Item		75,000.00
Allowance for infrastructure provision		Item		75,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		1,170,417.00

Carried Forward

96,588,497.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE****Option 11b - Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				96,588,497.00
<b>MAGILLIGAN</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	15,920	m2	3,000.00	47,760,000.00
Reach Unit, single storey	1,615	m2	3,000.00	4,845,000.00
Special Supervision Unit	1,655	m2	3,000.00	4,965,000.00
Low Custody Unit, 2 storey	3,398	m2	2,750.00	9,344,500.00
Independent Living, 3 units	900	m2	2,750.00	2,475,000.00
Extra over for piled foundations	23,488	m2	50.00	1,174,400.00
<u>Support Accommodation</u>				
Prisoner Reception	291	m2	2,300.00	669,300.00
Visitation	689	m2	1,500.00	1,033,500.00
Prisoner Administration	2,279	m2	1,700.00	3,874,300.00
Security Services	753	m2	2,200.00	1,656,600.00
Prisoner Services	2,535	m2	2,200.00	5,577,000.00
Prisoner Programmes	5,716	m2	2,000.00	11,432,000.00
Prisoner Support	838	m2	1,700.00	1,424,600.00
Trades	3,444	m2	1,800.00	6,199,200.00
Extra over for piled foundations	16,545	m2	50.00	827,250.00
<u>Site Wide Infrastructure</u>				
CCTV installation	81,736	m2	6.00	490,416.00
Security lighting installation	81,736	m2	4.00	326,944.00
Fibre network installation	81,736	m2	3.50	286,076.00
Alarm installation	81,736	m2	2.50	204,340.00
<u>External Works</u>				
Site preparation works	81,736	m2	3.00	245,208.00
Demolition of existing accommodation	15,916	m2	35.00	557,060.00
Demolition and site clearance (LH site)	10,214	m2	35.00	357,490.00
New exercise yards etc.	7,980	m2	65.00	518,700.00
New roads and car parking	12,356	m2	50.00	617,800.00
New all-weather playing pitch	5,760	m2	100.00	576,000.00
External works and the like	27,919	m2	10.00	279,190.00
New roundabouts	1	nr	75,000.00	75,000.00
New boundary wall	830	m	3,000.00	2,490,000.00
New sterile zone perimeter fence	1,475	m	400.00	590,000.00
New internal fences	2,561	m	750.00	1,920,750.00
Allowance for works to retained inner boundary wall	1,076	m	300.00	322,800.00
Allowance for works to retained sterile zone perimeter fence	1,760	m	100.00	176,000.00
Allowance for realignment of roads / entrance from main road		Item		350,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00
<u>Phasing Costs</u>				
Phasing costs		Item		5,697,071.00
Carried Forward				216,226,992.00

**STRATEGIC BUSINESS CASE**

for

**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 11b - Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison**

	Quantity	Unit	Rate	Estimated Cost
Brought Forward				216,226,992.00
<b>NEW SITE</b>				
<u>Cellular Accommodation</u>				
Double 'L' Block, 3 storey	15,920	m2	3,000.00	47,760,000.00
RTU, 2 storey	3,644	m2	3,000.00	10,932,000.00
Special Supervision Unit	1,660	m2	3,000.00	4,980,000.00
Low Custody Unit, 1 storey	1,615	m2	2,750.00	4,441,250.00
<u>Support Accommodation</u>				
Prisoner Reception	266	m2	2,300.00	611,800.00
Visitation	629	m2	1,500.00	943,500.00
Prisoner Administration	2,083	m2	1,700.00	3,541,100.00
Security Services	688	m2	2,200.00	1,513,600.00
Prisoner Services	2,317	m2	2,200.00	5,097,400.00
Prisoner Programmes	5,224	m2	2,000.00	10,448,000.00
Prisoner Support	766	m2	1,700.00	1,302,200.00
Trades	3,147	m2	1,800.00	5,664,600.00
<u>Site Wide Infrastructure</u>				
CCTV installation	290,000	m2	6.00	1,740,000.00
Security lighting installation	290,000	m2	4.00	1,160,000.00
Fibre network installation	290,000	m2	3.50	1,015,000.00
Alarm installation	290,000	m2	2.50	725,000.00
<u>External Works</u>				
Site preparation works	290,000	m2	3.00	870,000.00
New exercise yards etc.	7,808	m2	65.00	507,520.00
New roads and car parking	12,540	m2	50.00	627,000.00
New playing pitches	5,760	m2	100.00	576,000.00
External works and the like	238,368	m2	10.00	2,383,680.00
New roundabouts	1	nr	75,000.00	75,000.00
New boundary wall	1,600	m	3,000.00	4,800,000.00
New sterile zone perimeter fence	5,800	m	400.00	2,320,000.00
New internal fences	2,904	m	750.00	2,178,000.00
Allowance for improvements to existing site entrance		Item		200,000.00
Allowance for main services		Item		150,000.00
Allowance for infrastructure provision to new site		Item		150,000.00
				<b>£ 332,939,642.00</b>
Professional Fees			10%	33,293,964.00
				<b>£ 366,233,606.00</b>
Site acquisition				£ 60,250,000.00
				<b>£ 426,483,606.00</b>
Adjustment for Optimism Bias			30%	127,945,082.00
				<b>£ 554,428,688.00</b>

**APPENDIX L : FINANCIAL APPRAISAL – SPREADSHEETS**

STRATEGIC BUSINESS CASE  
for  
NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE

Option 1 - Do Nothing (Maintain Status Quo)

DESCRIPTION/YEAR	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	NPC	
<b>Opportunity Costs</b>																												
Land	1,843,747																											
Existing Buildings	116,739,853																											
<b>Capital Costs</b>																												
<b>MAGHABERRY</b>																												
No works																												
<b>MAGHABERRY - MOURNE</b>																												
No works																												
<b>MAGILLIGAN</b>																												
No works																												
<b>ON COSTS</b>																												
Professional Fees																												
Land Acquisition																												
Optimism Bias																												
<b>Residual Values</b>																												
Land																												
Permanent buildings																											-1,843,747 -43,777,445	
<b>NET CAPITAL COST</b>	118,583,600																										-45,621,192	
<b>RECURRING COSTS</b>																												
<b>Replacement Costs</b>		2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350	2,035,350
<b>Energy</b>																												
Permanent buildings		1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675
<b>Maintenance</b>																												
Permanent buildings		1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675
<b>General Items</b>																												
Water, Refuse & Pest Control		118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729	118,729
Cleaning & Caretaking		746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295
Administrative		1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675	1,017,675
Grounds Maintenance		100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000
Rates		746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295	746,295
Staffing Costs		55,217,509	56,321,859	57,448,296	58,597,262	59,769,207	60,964,591	62,183,883	63,427,561	64,696,112	65,990,034	67,309,834	68,656,031	70,029,152	71,429,735	72,858,330	74,315,497	75,801,807	77,317,843	78,864,200	80,441,484	82,050,314	83,691,320	85,365,147	87,072,450	88,813,899	88,813,899	
<b>TOTAL RECURRING COSTS</b>		62,017,203	63,121,553	64,247,990	65,396,956	66,568,901	67,764,285	68,983,577	70,227,255	71,495,806	72,789,728	74,109,528	75,455,725	76,828,846	78,229,429	79,658,024	81,115,191	82,601,501	84,117,537	85,663,894	87,241,178	88,850,008	90,491,014	92,164,841	93,872,144	95,613,593	95,613,593	
<b>TOTAL NET COST</b>	118,583,600	62,017,203	63,121,553	64,247,990	65,396,956	66,568,901	67,764,285	68,983,577	70,227,255	71,495,806	72,789,728	74,109,528	75,455,725	76,828,846	78,229,429	79,658,024	81,115,191	82,601,501	84,117,537	85,663,894	87,241,178	88,850,008	90,491,014	92,164,841	93,872,144	95,613,593	95,613,593	
Discount Factor	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734	0.709	0.685	0.662	0.639	0.618	0.597	0.577	0.557	0.538	0.520	0.503	0.486	0.469	0.453	0.438	0.423	0.423	
<b>NET PRESENT COST</b>	118,583,600	59,908,618	58,955,531	57,951,687	56,960,749	56,051,015	55,160,128	54,221,092	53,302,487	52,477,922	51,607,917	50,765,027	49,951,690	49,093,633	48,345,787	47,555,840	46,803,465	46,009,036	45,255,235	44,545,225	43,882,313	43,181,104	42,440,286	41,750,673	41,115,999	21,146,786	21,146,786	
<b>CUMULATIVE NPC</b>	118,583,600	178,492,218	237,447,749	295,399,436	352,360,185	408,411,200	463,571,328	517,792,420	571,094,907	623,572,829	675,180,746	725,945,773	775,897,463	824,991,096	873,336,883	920,892,723	967,696,188	1,013,705,224	1,058,960,459	1,103,505,684	1,147,387,997	1,190,569,101	1,233,009,387	1,274,760,060	1,315,876,059	1,337,022,845	1,337,022,845	

**STRATEGIC BUSINESS CASE**  
for  
**NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE**

**Option 4 - Retain existing prison at Maghaberry and replace existing prison at Magilligan on the existing site**

DESCRIPTION/YEAR	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	NPC
<b>Opportunity Costs</b>																											
Land	1,843,747																										
Existing Buildings	116,739,853																										
<b>Capital Costs</b>																											
<b>MAGHABERRY</b>																											
<b>Construction Works</b>																											
New build works									19,802,660	19,802,660	19,802,660	19,802,660	19,802,660														
Refurbishment works									1,144,260	1,144,260	1,144,260	1,144,260	1,144,260														
Demolition works									143,500																		
Siteworks									952,374	952,374	952,374	952,374	952,374														
Infrastructure services									1,161,600	1,161,600	1,161,600	1,161,600	1,161,600														
Phasing Costs									1,160,220	1,153,045	1,153,045	1,153,045	1,153,045														
<b>MAGHABERRY - MOURNE</b>																											
<b>Construction Works</b>																											
New build works		6,765,067	6,765,067	6,765,067																							
Refurbishment works				375,000																							
Demolition works		128,765																									
Siteworks		606,327	606,327	606,327																							
Infrastructure services		263,467	263,467	263,467																							
Phasing Costs		388,181	381,743	400,493																							
<b>MAGILLIGAN</b>																											
<b>Construction Works</b>																											
New build works					36,898,663	36,898,663	36,898,663	36,898,663																			
Refurbishment works					557,060			357,490																			
Demolition works					2,127,836	2,127,836	2,127,836	2,127,836																			
Siteworks					326,944	326,944	326,944	326,944																			
Infrastructure services					1,995,525	1,967,672	1,967,672	1,985,547																			
Phasing Costs																											
<b>ON COSTS</b>																											
Professional Fees		815,181	801,660	841,035	4,190,603	4,132,112	4,132,112	4,169,648	2,436,461	2,421,394	2,421,394	2,421,394	2,421,394														
Land Acquisition		250,000																									
Optimism Bias		2,765,096	2,645,479	2,775,417	13,828,989	13,635,968	13,635,968	13,759,838	8,040,323	7,990,600	7,990,600	7,990,600	7,990,601														
<b>Residual Values</b>																											
Land																											-1,843,747
Permanent buildings																											-190,005,075
<b>NET CAPITAL COST</b>	118,583,600	11,982,084	11,463,743	12,026,806	59,925,620	59,089,195	59,089,195	59,625,966	34,841,398	34,625,933	34,625,933	34,625,933	34,625,934														-191,848,822
<b>RECURRING COSTS</b>																											
<b>Replacement Costs</b>																											
Permanent buildings		1,258,180	1,258,180	1,258,180	909,800	909,800	909,800	909,800	887,000	887,000	887,000	887,000	887,000	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685	1,861,685
<b>Energy</b>																											
Permanent buildings		943,635	943,635	943,635	682,350	682,350	682,350	682,350	665,250	665,250	665,250	665,250	665,250	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935
<b>Maintenance</b>																											
Permanent buildings		691,999	796,519	796,519	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619
<b>General Items</b>																											
Water, Refuse & Pest Control		110,091	110,091	110,091	79,607	79,607	79,607	79,607	77,612	77,612	77,612	77,612	77,612	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325	191,325
Cleaning & Caretaking		691,999	691,999	691,999	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619
Administrative		943,635	943,635	943,635	682,350	682,350	682,350	682,350	665,250	665,250	665,250	665,250	665,250	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935	1,639,935
Grounds Maintenance		111,184	111,184	111,184	103,100	103,100	103,100	103,100	32,784	32,784	32,784	32,784	32,784	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534	123,534
Rates		691,999	691,999	691,999	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619	1,202,619
Staffing Costs		58,275,079	62,885,802	66,752,148	68,087,181	69,449,029	86,282,193	88,008,084	89,768,561	91,564,182	94,283,937	97,075,096	99,017,395	100,997,335	103,017,795	105,078,265	107,180,258	109,324,289	111,510,881	113,740,572	116,016,307	118,336,242	120,702,335	123,116,177	125,578,360	128,089,484	
<b>TOTAL RECURRING COSTS</b>		63,717,801	68,433,044	72,299,390	72,045,558	73,407,406	90,240,570	91,966,461	93,560,007	95,355,628	98,075,383	100,866,542	102,808,841	110,061,606	112,082,066	114,142,536	116,244,529	118,388,560	120,575,152	122,804,843	125,080,578	127,400,513	129,766,606	132,180,448	134,642,631	137,153,755	
<b>TOTAL NET COST</b>	118,583,600	75,699,885	79,896,787	84,326,196	131,971,178	132,496,601	149,329,765	151,592,427	128,401,405	129,981,561	132,701,316	135,492,475	137,434,775	110,061,606	112,082,066	114,142,536	116,244,529	118,388,560	120,575,152	122,804,843	125,080,578	127,400,513	129,766,606	132,180,448	134,642,631	-54,695,067	
Discount Factor	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734	0.709	0.685	0.662	0.639	0.618	0.597	0.577	0.557	0.538	0.520	0.503	0.486	0.469	0.453	0.438	0.423	
<b>NET PRESENT COST</b>	118,583,600	73,126,089	74,623,599																								

STRATEGIC BUSINESS CASE  
for  
NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE

Option 6b - Retain existing prison at Maghaberry and provide new committal prison on a new site

DESCRIPTION/YEAR	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	NPC	
<b>Opportunity Costs</b>																												
Land	1,843,747																											
Existing Buildings	116,739,853																											
<b>Capital Costs</b>																												
<b>MAGHABERRY</b>																												
<b>Construction Works</b>																												
New build works									21,887,200	21,887,200	21,887,200	21,887,200	21,887,200															
Refurbishment works									864,585	864,585	864,585	864,585	864,585															
Demolition works									143,500																			
Siteworks									947,037	947,037	947,037	947,037	947,037															
Infrastructure services									1,161,600	1,161,600	1,161,600	1,161,600	1,161,600															
Phasing Costs									1,250,196	1,243,021	1,243,021	1,243,021	1,243,021															
<b>MAGHABERRY - MOURNE</b>																												
<b>Construction Works</b>																												
New build works		6,765,067	6,765,067	6,765,067																								
Refurbishment works				375,000																								
Demolition works		128,765																										
Siteworks		606,327	606,327	606,327																								
Infrastructure services		263,467	263,467	263,467																								
Phasing Costs		388,181	381,743	400,493																								
<b>NEW SITE</b>																												
<b>Construction Works</b>																												
New build works					33,791,275	33,791,275	33,791,275	33,791,275																				
Refurbishment works																												
Siteworks					3,758,245	3,758,245	3,758,245	3,758,245																				
Infrastructure services					1,160,000	1,160,000	1,160,000	1,160,000																				
<b>ON COSTS</b>																												
Professional Fees		815,181	801,660	841,035	3,870,952	3,870,952	3,870,952	3,870,952	2,625,412	2,610,344	2,610,344	2,610,344	2,610,344															
Land Acquisition			60,000,000																									
Optimism Bias		2,690,096	20,645,479	2,775,417	12,774,142	12,774,142	12,774,142	12,774,142	8,663,859	8,614,136	8,614,136	8,614,136	8,614,136															
<b>Residual Values</b>																												
Land																												
Permanent buildings																											-61,843,747	
																											-178,146,287	
<b>NET CAPITAL COST</b>	118,583,600	11,657,084	89,463,743	12,026,806	55,354,614	55,354,614	55,354,614	55,354,614	37,543,389	37,327,923	37,327,923	37,327,923	37,327,923														-239,990,034	
<b>RECURRING COSTS</b>																												
<b>Replacement Costs</b>																												
Permanent buildings		735,580	735,580	735,580	909,800	909,800	909,800	909,800	887,000	887,000	887,000	887,000	887,000	887,000	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725	1,941,725
<b>Energy</b>																												
Permanent buildings		551,685	551,685	551,685	682,350	682,350	682,350	682,350	665,250	665,250	665,250	665,250	665,250	665,250	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975
<b>Maintenance</b>																												
Permanent buildings		404,569	404,569	404,569	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	487,850	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315
<b>General Items</b>																												
Water, Refuse & Pest Control		64,363	64,363	64,363	79,607	79,607	79,607	79,607	77,612	77,612	77,612	77,612	77,612	77,612	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663	200,663
Cleaning & Caretaking		404,569	404,569	404,569	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	487,850	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315
Administrative		551,685	551,685	551,685	682,350	682,350	682,350	682,350	665,250	665,250	665,250	665,250	665,250	665,250	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975	1,719,975
Grounds Maintenance		90,750	90,750	90,750	103,100	103,100	103,100	103,100	84,850	84,850	84,850	84,850	84,850	84,850	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600	175,600
Rates		404,569	404,569	404,569	500,390	500,390	500,390	500,390	487,850	487,850	487,850	487,850	487,850	487,850	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315	1,261,315
Staffing Costs		53,272,355	57,783,024	61,547,314	62,778,250	64,033,919	87,624,398	89,376,446	91,164,149	92,987,056	95,735,167	98,555,755	100,527,546	102,538,053	104,589,146	106,681,326	108,815,097	110,991,986	113,211,508	115,475,212	117,785,034	120,140,142	122,542,495	124,993,686	127,493,298	130,042,943		
<b>TOTAL RECURRING COSTS</b>		56,480,125	60,990,794	64,755,084	66,736,627	67,992,296	91,582,775	93,334,823	95,007,661	96,830,568	99,578,679	102,399,267	104,371,058	112,079,936	114,131,029	116,223,209	118,356,980	120,533,869	122,753,391	125,017,095	127,326,917	129,682,025	132,084,378	134,535,569	137,035,181	139,584,826		
TOTAL NET COST	118,583,600	68,137,209	150,454,537	76,781,890	122,091,241	123,346,910	146,937,389	148,689,437	132,551,050	134,158,491	136,906,602	139,727,190	141,698,981	112,079,936	114,131,029	116,223,209	118,356,980	120,533,869	122,753,391	125,017,095	127,326,917	129,682,025	132,084,378	134,535,569	137,035,181	-100,405,208		
Discount Factor		0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734	0.709	0.685	0.662	0.639	0.618	0.597	0.577	0.557	0.538	0.520	0.503	0.486	0.469	0.453	0.438	0.423		
<b>NET PRESENT COST</b>	118,583,600	65,820,544	140,524,538	69,257,265	106,341,471	103,858,098	119,607,035	116,869,897	100,606,247	98,472,332	97,066,781	95,713,125	93,804,725	71,619,079	70,532,976	69,385,256	68,291,977	67,137,365	66,041,324	65,008,889	64,045,439	63,025,464	61,947,573	60,944,613	60,021,409	-42,471,403		
<b>CUMULATIVE NPC</b>	118,583,600	184,404,144	324,928,682	394,185,947	500,527,418	604,385,516	723,992,551	840,862,448	941,468,695	1,039,941,027	1,137,007,808	1,232,720,933	1,326,525,658	1,398,144,737	1,468,677,713	1,538,062,969	1,606,354,946	1,673,492,311	1,739,533,635	1,804,542,524	1,868,587,963	1,931,613,427	1,993,561,000	2,054,505,613	2,114,527,022	2,072,055,619	<b>2,072,055,619</b>	



STRATEGIC BUSINESS CASE  
for  
NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE

Option 9b - Provide prison accommodation over 3 sites with New Site becoming the main committal prison

DESCRIPTION/YEAR	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	NPC	
<b>Opportunity Costs</b>																												
Land	1,843,747																											
Existing Buildings	116,739,853																											
<b>Capital Costs</b>																												
<b>MAGHABERRY</b>																												
<b>Construction Works</b>																												
New build works								5,442,467	5,442,467	5,442,467																		
Refurbishment works								471,775	471,775	471,775																		
Demolition works								143,500																				
Siteworks								1,190,662	1,190,662	1,190,662																		
Infrastructure services								1,936,000	1,936,000	1,936,000																		
Phasing Costs								459,220	452,045	452,045																		
<b>MAGHABERRY - MOURNE</b>																												
<b>Construction Works</b>																												
New build works		6,765,067	6,765,067	6,765,067																								
Refurbishment works				375,000																								
Demolition works		128,765																										
Siteworks		606,327	606,327	606,327																								
Infrastructure services		263,467	263,467	263,467																								
Phasing Costs		388,181	381,743	400,493																								
<b>MAGILLIGAN</b>																												
<b>Construction Works</b>																												
New build works					31,977,083	31,977,083	31,977,083																					
Demolition works					557,060		357,490																					
Siteworks					2,829,916	2,829,916	2,829,916																					
Infrastructure services					435,925	435,925	435,925																					
Phasing Costs					1,789,999	1,762,146	1,780,021																					
<b>NEW SITE</b>																												
<b>Construction Works</b>																												
New build works								47,079,117	47,079,117	47,079,117																		
Siteworks								5,048,657	5,048,657	5,048,657																		
Infrastructure services								1,546,667	1,546,667	1,546,667																		
<b>ON COSTS</b>																												
Professional Fees		815,181	801,660	841,035	3,758,998	3,700,507	3,738,044	6,331,807	6,316,739	6,316,739																		
Land Acquisition						60,250,000																						
Optimism Bias		2,690,096	2,645,479	2,775,417	12,404,694	30,286,673	12,335,544	20,894,962	20,845,239	20,845,239																		
<b>Residual Values</b>																												
Land																											-62,093,747	
Permanent buildings																											-165,086,393	
<b>NET CAPITAL COST</b>	<b>118,583,600</b>	<b>11,657,084</b>	<b>11,463,743</b>	<b>12,026,806</b>	<b>53,753,675</b>	<b>131,242,250</b>	<b>53,454,023</b>	<b>90,544,834</b>	<b>90,329,368</b>	<b>90,329,368</b>																	<b>-227,180,140</b>	
<b>RECURRING COSTS</b>																												
<b>Replacement Costs</b>																												
		1,258,180	1,258,180	1,258,180	909,800	909,800	909,800	654,540	654,540	654,540	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045	1,846,045
<b>Energy</b>																												
Permanent buildings		943,635	943,635	943,635	682,350	682,350	682,350	490,905	490,905	490,905	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	1,506,915	
<b>Maintenance</b>																												
Permanent buildings		691,999	796,519	796,519	500,390	500,390	500,390	359,997	359,997	359,997	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	
<b>General Items</b>																												
Water, Refuse & Pest Control		110,091	110,091	110,091	79,607	79,607	79,607	57,272	57,272	57,272	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	175,806	
Cleaning & Caretaking		691,999	691,999	691,999	500,390	500,390	500,390	359,997	359,997	359,997	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	
Administrative		943,635	943,635	943,635	682,350	682,350	682,350	490,905	665,250	665,250	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	1,681,260	
Grounds Maintenance		111,184	111,184	111,184	103,100	103,100	103,100	32,784	32,784	32,784	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	196,034	
Rates		691,999	691,999	691,999	500,390	500,390	500,390	359,997	359,997	359,997	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	1,105,071	
Staffing Costs		58,275,079	62,885,802	66,752,148	68,087,181	71,113,520	74,233,573	75,718,400	91,055,570	92,516,525	94,366,804	96,253,987	98,179,871	100,143,610	102,147,020	104,189,945	106,273,551	108,399,363	110,566,909	112,777,735	115,033,720	117,334,100	119,680,119	122,074,022	124,515,407	127,005,889		
<b>TOTAL RECURRING COSTS</b>		<b>63,717,801</b>	<b>68,433,044</b>	<b>72,299,390</b>	<b>72,045,558</b>	<b>75,071,897</b>	<b>78,191,950</b>	<b>78,524,797</b>	<b>94,036,312</b>	<b>95,497,267</b>	<b>103,088,077</b>	<b>104,975,260</b>	<b>106,901,144</b>	<b>108,864,883</b>	<b>110,868,293</b>	<b>112,911,218</b>	<b>114,994,824</b>	<b>117,120,636</b>	<b>119,288,182</b>	<b>121,499,008</b>	<b>123,754,993</b>	<b>126,055,373</b>	<b>128,401,392</b>	<b>130,795,295</b>	<b>133,236,680</b>	<b>135,727,162</b>		
<b>TOTAL NET COST</b>	<b>118,583,600</b>	<b>75,374,885</b>	<b>79,896,787</b>	<b>84,326,196</b>	<b>125,799,233</b>	<b>206,314,147</b>	<b>131,645,973</b>	<b>169,069,631</b>	<b>184,365,680</b>	<b>185,826,635</b>	<b>103,088,077</b>	<b>104,975,260</b>	<b>106,901,144</b>	<b>108,864,883</b>	<b>110,868,293</b>	<b>112,911,218</b>	<b>114,994,824</b>	<b>117,120,636</b>	<b>119,288,182</b>	<b>121,499,008</b>	<b>123,754,993</b>	<b>126,055,373</b>	<b>128,401,392</b>	<b>130,795,295</b>	<b>133,236,680</b>	<b>-91,452,978</b>		
Discount Factor	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734	0.709	0.685	0.662	0.639	0.618	0.597	0.577	0.557	0.538	0.520	0.503	0.486	0.469	0.453	0.438	0.423		
<b>NET PRESENT COST</b>	<b>118,583,600</b>	<b>72,812,139</b>	<b>74,623,599</b>	<b>76,062,229</b>	<b>109,571,132</b>	<b>173,716,512</b>	<b>107,159,822</b>	<b>132,888,730</b>	<b>139,933,551</b>	<b>136,396,750</b>	<b>73,089,447</b>	<b>71,908,053</b>	<b>70,768,557</b>	<b>69,564,660</b>	<b>68,516,605</b>	<b>67,407,997</b>	<b>66,352,013</b>	<b>65,236,194</b>	<b>64,177,042</b>	<b>63,179,484</b>	<b>62,248,761</b>	<b>61,262,911</b>	<b>60,220,253</b>	<b>59,250,269</b>	<b>58,357,666</b>	<b>-38,684,610</b>		
<b>CUMULATIVE NPC</b>	<b>118,583,600</b>	<b>191,395,739</b>	<b>266,019,338</b>	<b>342,081,567</b>	<b>451,652,699</b>	<b>625,369,211</b>	<b>732,529,033</b>	<b>865,417,763</b>	<b>1,005,351,314</b>	<b>1,141,748,064</b>	<b>1,214,837,511</b>	<b>1,286,745,564</b>	<b>1,357,514,121</b>	<b>1,427,078,781</b>	<b>1,495,595,386</b>	<b>1,563,003,383</b>	<b>1,629,355,396</b>	<b>1,694,591,590</b>	<b>1,758,768,632</b>	<b>1,821,948,116</b>	<b>1,884,196,877</b>	<b>1,945,459,788</b>	<b>2,005,680,041</b>	<b>2,064,930,310</b>	<b>2,123,287,976</b>	<b>2,084,603,366</b>	<b>2,084,603,366</b>	

STRATEGIC BUSINESS CASE  
for  
NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE

Option 11b - Provide prison accommodation over 3 sites with Maghaberry becoming the main committal prison

DESCRIPTION/YEAR	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	NPC	
<b>Opportunity Costs</b>																												
Land	1,843,747																											
Existing Buildings	116,739,853																											
<b>Capital Costs</b>																												
<b>MAGHABERRY</b>																												
<b>Construction Works</b>																												
New build works								18,561,833	18,561,833	18,561,833																		
Refurbishment works								1,148,950	1,148,950	1,148,950																		
Demolition works								143,500																				
Siteworks								1,282,950	1,282,950	1,282,950																		
Infrastructure services								1,818,667	1,818,667	1,818,667																		
Phasing Costs								1,147,795	1,140,620	1,140,620																		
<b>MAGHABERRY - MOURNE</b>																												
<b>Construction Works</b>																												
New build works		6,765,067	6,765,067	6,765,067																								
Refurbishment works				375,000																								
Security works																												
Demolition works		128,765																										
Siteworks		606,327	606,327	606,327																								
Infrastructure services		263,467	263,467	263,467																								
Phasing Costs		388,181	381,743	400,493																								
<b>MAGILLIGAN</b>																												
<b>Construction Works</b>																												
New build works					34,419,217	34,419,217	34,419,217																					
Demolition works					557,060	357,490																						
Siteworks					2,820,483	2,820,483																						
Infrastructure services					435,925	435,925																						
Phasing Costs					1,911,634	1,883,781	1,901,656																					
<b>NEW SITE</b>																												
<b>Construction Works</b>																												
New build works								32,411,817	32,411,817	32,411,817																		
Siteworks								4,945,733	4,945,733	4,945,733																		
Infrastructure services								1,546,667	1,546,667	1,546,667																		
<b>ON COSTS</b>																												
Professional Fees		815,181	801,660	841,035	4,014,432	3,955,941	3,993,477	6,300,791	6,285,724	6,285,724																		
Land Acquisition						60,250,000																						
Optimism Bias		2,690,096	2,645,479	2,775,417	13,247,625	31,129,604	13,178,474	20,792,611	20,742,888	20,742,888																		
<b>Residual Values</b>																												
Land																											-62,093,747	
Permanent buildings																											-174,894,299	
<b>NET CAPITAL COST</b>	<b>118,583,600</b>	<b>11,657,084</b>	<b>11,463,743</b>	<b>12,026,806</b>	<b>57,406,376</b>	<b>134,894,951</b>	<b>57,106,722</b>	<b>90,101,314</b>	<b>89,885,849</b>	<b>89,885,849</b>																	<b>-236,988,046</b>	
<b>RECURRING COSTS</b>																												
<b>Replacement Costs</b>																												
<b>Energy</b>		1,258,180	1,258,180	1,258,180	909,800	909,800	909,800	686,840	686,840	686,840	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910	1,834,910
Permanent buildings		943,635	943,635	943,635	682,350	682,350	682,350	515,130	515,130	515,130	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005	1,549,005
<b>Maintenance</b>																												
Permanent buildings		691,999	796,519	796,519	500,390	500,390	500,390	377,762	377,762	377,762	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	
<b>General Items</b>																												
Water, Refuse & Pest Control		110,091	110,091	110,091	79,607	79,607	79,607	60,098	60,098	60,098	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	180,717	
Cleaning & Caretaking		691,999	691,999	691,999	500,390	500,390	500,390	377,762	377,762	377,762	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	
Administrative		943,635	943,635	943,635	682,350	682,350	682,350	515,130	665,250	665,250	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	1,699,125	
Grounds Maintenance		105,684	105,684	105,684	97,600	97,600	97,600	32,784	32,784	32,784	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	190,534	
Rates		691,999	691,999	691,999	500,390	500,390	500,390	377,762	377,762	377,762	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	1,135,937	
Staffing Costs		58,275,079	62,885,802	66,752,148	68,087,181	70,767,850	73,528,406	74,999,130	86,019,975	97,451,367	99,400,307	101,387,945	103,416,475	105,484,726	107,594,910	109,746,908	111,941,924	114,181,170	116,464,564	118,793,341	121,169,782	123,592,804	126,064,053	128,585,464	131,157,034	133,780,071		
<b>TOTAL RECURRING COSTS</b>		63,712,301	68,427,544	72,293,890	72,040,058	74,720,727	77,481,283	77,942,398	89,113,363	100,544,755	108,262,409	110,250,047	112,278,577	114,346,828	116,457,012	118,609,010	120,804,026	123,043,272	125,326,666	127,655,443	130,031,884	132,454,906	134,926,155	137,447,566	140,019,136	142,642,173		
<b>TOTAL NET COST</b>	118,583,600	75,369,385	79,891,287	84,320,696	129,446,434	209,615,678	134,588,005	168,043,712	178,999,212	190,430,604	108,262,409	110,250,047	112,278,577	114,346,828	116,457,012	118,609,010	120,804,026	123,043,272	125,326,666	127,655,443	130,031,884	132,454,906	134,926,155	137,447,566	140,019,136	-94,345,873		
<b>Discount Factor</b>	1.000	0.966	0.934	0.902	0.871	0.842	0.814	0.786	0.759	0.734	0.709	0.685	0.662	0.639	0.618	0.597	0.577	0.557	0.538	0.520	0.503	0.486	0.469	0.453	0.438	0.423		
<b>NET PRESENT COST</b>	118,583,600	72,806,826	74,618,462	76,057,268	112,747,844	176,496,401	109,554,636	132,082,358	135,860,402	139,776,063	76,758,048	75,521,282	74,328,418	73,067,623	71,970,433	70,809,579	69,703,923	68,535,103	67,425,746	66,380,830	65,406,038	64,373,084	63,280,367	62,263,747	61,328,382	-39,908,304		
<b>CUMULATIVE NPC</b>	118,583,600	191,390,426	266,008,888	342,066,156	454,814,000	631,310,401	740,865,037	872,947,395	1,008,807,797	1,148,583,860	1,225,341,908	1,300,863,190	1,375,191,608	1,448,259,231	1,520,229,664	1,591,039,243	1,660,743,166	1,729,278,269	1,796,704,015	1,863,084,845	1,928,490,883	1,992,863,967	2,056,144,334	2,118,408,081	2,179,736,463	2,139,828,159	<b>2,139,828,159</b>	

**APPENDIX M : FINANCIAL APPRAISAL – OPTIMISM BIAS ASSESSMENT**

STRATEGIC BUSINESS CASE  
for  
NORTHERN IRELAND PRISON SERVICE - ACCOMMODATION NEEDS IN THE ADULT MALE ESTATE

OPTIMISM BIAS COMPUTATIONS (CAPITAL AND LIFE CYCLE EXPENDITURE)

UPPER BOUND CAPITAL EXPENDITURE OPTIMISM BIAS VALUE =

51.0 %

Contributory Factor	% Contribution to Optimism Bias	Mitigation Factor	Reduction in Optimism Bias	Optimism Bias Factor	Cost of Risk Management	Comments
Complexity of Contract Structure	1.0 %	0.30	0.3 %	<b>30.40 %</b>	£ 0	Overall scope of works comprises works at either 2 or 3 separate sites, potentially involving private and public finance. Contract structure is likely to be complicated by phased construction at Magilligan. Assume mitigated to 30% only at this stage until further stage of design development.
Late Contractor Involvement in Design	2.0 %	0.50	1.0 %		£ 0	Scope of work, whilst primarily new build, will also involve some refurbishment works, alteration to existing security walls etc. Scope exists to have contractor input into design stages of new build options following completion of exemplar designs. Allow 50%.
Poor Contractor capabilities	5.0 %	0.50	2.5 %		£ 0	Only contractors that have successfully delivered this type of project will be considered. Assume mitigated to 50% at this stage to recognise the early stage of procurement and the fact that evaluation criteria have yet to be established.
Dispute and Claims Occurred	11.0 %	0.50	5.5 %		£ 0	Contract structures have still to be determined and will likely comprise a combination of traditional, Design & Build and possibly PFI/PPP. Given that contracts may cover up to 3 sites, potential will exist for dispute / claims until such time as procurement framework is fixed. Assume mitigated to 50% at this stage on the basis that a structure will be sought which mitigates this risk.
Degree of Complexity	3.0 %	0.00	0.0 %		£ 0	The proposal to build 2 or 3 complete new establishments, together with the provision of additional accommodation in an existing occupied establishment carries a significant degree of complexity. Not mitigated.
Degree of Innovation	9.0 %	0.30	2.7 %		£ 0	Innovative design will be sought to facilitate dynamic security arrangements throughout the adult male estate, typically adopting exemplar design approach. Recognising that some initial concept design work has been completed, this factor is considered mitigated to 30%.
Other Project Specific	5.0 %	0.50	2.5 %		£ 0	Mitigated to 50% only at this stage.
Inadequacy of the Business Case	23.0 %	0.30	6.9 %		£ 0	Strategic Business Case has been developed in keeping with standard practice. However, in view of the fact that cost estimates and workscope are at concept stage only, assume mitigated to 30%, recognising the need to obtain further details in relation to prisoner support space etc.
Project Management Team	2.0 %	0.75	1.5 %		£ 0	Project staff (both NIPS and advisers) are experienced in the delivery of projects. In the context that an entire programme management team will be established to develop this project, this factor is considered mitigated to 75%.
Poor Project Intelligence	6.0 %	0.20	1.2 %		£ 0	Recognising that detailed surveys in relation to the capacity of infrastructure services, planning conditions and the like have yet to be undertaken, this factor is considered mitigated to 20% only, recognising that some financial allowance has been made for same.
Other Client Specific	2.0 %	0.50	1.0 %		£ 0	Consultation with the Senior Management Team and other staff associations is likely to result in some changes to the schedule of accommodation. Assume mitigated to 50%.
Site characteristics	1.0 %	0.00	0.0 %		£ 0	Limited investigation into existing site conditions, topography etc have been undertaken at this stage and therefore this factor is not considered to have been mitigated.
Other Environmental	3.0 %	0.50	1.5 %		£ 0	Impact of changes in the Building Regulations may result in additional works / costs. Assume mitigated to 50% at this stage, reflecting the scale of the proposed works.
Economic	13.0 %	0.50	6.5 %		£ 0	Construction prices continue to experience significant volatility, notably labour and the impact of project volume within the Northern Ireland market place. All options are exposed to this risk - due to the need for specialist, specialist installations and the like. Assume mitigated to 50%.
Legislation / Regulations	7.0 %	0.40	2.8 %		£ 0	Given the timescale which is likely to elapse between completion of the SBC and receipt of tenders, the risk of legislative / building regulations change is relatively high. Allow a mitigation factor of 40%.
Technology	5.0 %	0.70	3.5 %		£ 0	Changes in Technology have the potential to necessitate alternative design solutions. However, cost estimates have been based upon the latest technology adopted elsewhere in the UK. Mitigated to 70% stage at this stage.
Other External Influences	2.0 %	0.50	1.0 %	£ 0	The proposal to construction one, or more, new prison establishments carries the potential for planning objections, planning conditions etc. Assume mitigated to 50% only at this stage.	
					£ 0	

## **APPENDIX N : NON-MONETARY EVALUATION**

NON MONETARY EVALUATION																								
Ref	Key Criteria	Weight	Option 1 - Do Nothing				Option 4 - Retain Maghaberry and replace Magilligan on existing site. Magilligan holds Cat A-D				Option 6b - Retain Maghaberry & provide a new prison holding Cat A-D and all Remands on a new site				Option 9b - Provide prison accommodation over 3 sites, Maghaberry Cat A-D, Magilligan Cat B-D, new site holds Separated, Remands and Cat A-D.				Option 11b - Provide prison accommodation over 3 site with Maghaberry holds separated, Cat A-D and remands, Magilligan Cat B-D, new site all sentenced Cat A-D.					
			M/berry 1400	M/gan 900	Average Score	Weighted Score	M/berry 1400	M/gan 1000	Average Score	Weighted Score	M/berry 1400	New 1000	Average Score	Weighted Score	M/berry 750	M/gan 650	New 1000	Average Score	Weighted Score	M/berry 1050	M/gan 700	New 650	Average Score	Weighted Score
			Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score	Score
1	Capable of providing accomodation which addresses the expected population growth while adhering to the Healthy Prisons Agenda, Human Rights and Section 75 legislation.	16	3	3	3	48	6	7	6.5	104	6	8.5	7.25	116	8	9	9	8.7	139	8	9	9	8.7	139
3	Provide focused resettlement programmes to reduce re-offending in line with NIPS contribution to the PSA target.	15	4	4	4	60	6	8	7	105	7	8	7.5	113	8	9	8	8.3	125	7	9	8	8.0	120
2	Ability to provide operational flexibility for integrated sentenced prisoners to meet population management and resettlement needs, e.g. programmes.	14	3	3	3	42	4	6	5	70	4	8	6	84	6	10	10	8.7	121	6	10	10	8.7	121
4	Provides safe and secure physical levels of security appropriate to the needs of the population which promotes a dynamic security environment / progression through the prison system	14	2	5	3.5	49	3	7	5	70	4	8	6	84	5	9	8	7.3	103	4	9	9	7.3	103
5	Ability to reduce the prisoner category complexity at establishments	13	2	4	3	39	3	6	4.5	59	5	6	5.5	72	5	8	7	6.7	87	3	8	8	6.3	82
6	Proximity to the Courts and Criminal Justice System for remand prisoners.	12	8	1	4.5	54	8	1	4.5	54	8	8	8	96	8	1	8	5.7	68	8	1	8	5.7	68
7	Maximising opportunities for staff and prisoner engagement thereby promoting safety for staff and prisoners, creating a more positive culture.	12	1	1	1	12	4	10	7	84	5	10	7.5	90	5	10	10	8.3	100	4	10	10	8.0	96
8	Establishments are appropriately sized reflecting best practice capacity standards comparable with other UK jurisdictions	9	3	9	6	54	4	8	6	54	4	8	6	54	9.5	8.5	8	8.7	78	7	9	8.5	8.2	74
9	Ability to meet the single cell ethos with the provision for a reasonable number of double facilities for those prisoners who desire it.	8	1	1	1	8	8	10	9	72	8	10	9	72	9	10	10	9.7	77	8	10	10	9.3	75
10	Capable of providing accommodation through a phased increase in capacity	5	0	0	0	0	10	10	10	50	10	5	7.5	38	5	5	7	5.7	28	9	9	10	9.3	47
11	Maximising the use of the current estate	3	5	5	5	15	7	6	6.5	20	7	0	3.5	11	8	6	0	4.7	14	9	5	0	4.7	14
12	Promoting the development of personnel through increased job opportunities, promotion, staff rotation, job satisfaction and succession planning.	2	2	2	2	4	2	2	2	4	4	4	4	8	6	6	6	6.0	12	6	6	6	6.0	12
		<b>123</b>	<b>34</b>	<b>38</b>	<b>36</b>	<b>385</b>	<b>65</b>	<b>81</b>	<b>73</b>	<b>746</b>	<b>72</b>	<b>83.5</b>	<b>77.75</b>	<b>838</b>	<b>82.5</b>	<b>91.5</b>	<b>91</b>	<b>88.3</b>	<b>952</b>	<b>79</b>	<b>95</b>	<b>96.5</b>	<b>90.2</b>	<b>951</b>

