

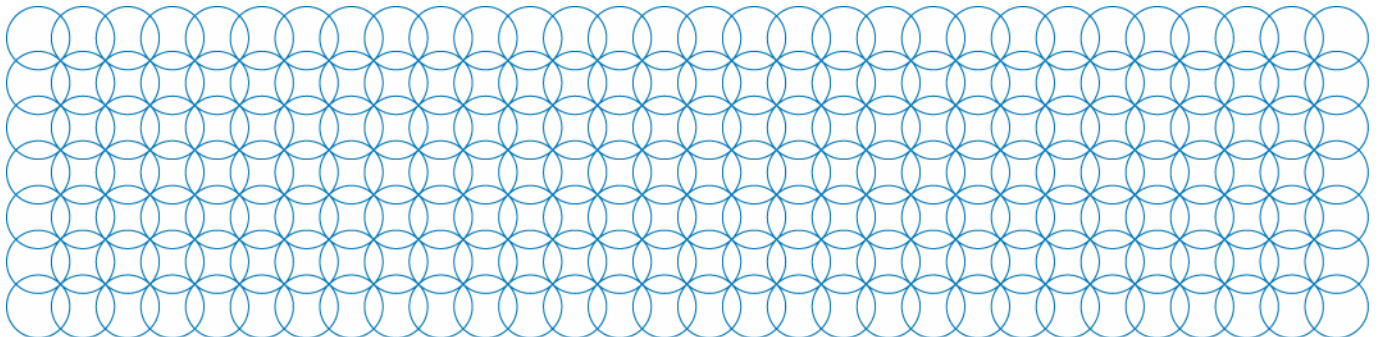


# Titan prisons

**Consultation Paper CP10/08**

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This consultation will end on 28 August 2008





## Titan prisons

A consultation produced by National Offender Management Service, part of the Ministry of Justice. It is also available on the Ministry of Justice website: [www.justice.gov.uk](http://www.justice.gov.uk)

## Contents

Foreword	3
Executive summary	4
Introduction	7
The proposals	12
Questionnaire	29
About you	30
How to respond	31
Impact Assessment	33
The consultation criteria	44

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## Foreword



Cutting crime is one of the core aims of any Government. The Ministry of Justice has a key role to play in this through its work to protect the public and reduce re-offending.

The use of custody is fundamental to public protection. Prisons are the right place for the most serious and dangerous offenders and we will always provide enough places for such people. We are making rapid progress with efforts to tackle the immediate pressure on the prison estate through our prison building programme and more efficient use of the existing estate. But the pressures remain, with population close to capacity.

We have a comprehensive building programme underway, and last December, the Government accepted Lord Carter's proposals for sustainable use of custody including plans to develop 'Titan' prisons. Titan prisons are an important part of our comprehensive strategy to increase and upgrade the prison estate. They will ensure that we can respond to the needs of different offenders whilst capturing the best of what we do and the economies of scale available to us. The Titan model will draw on best practice, with regimes that provide opportunities for constructive activity and learning.

We want to make sure that the development of the Titan prison programme recommended by Lord Carter and the place of these establishments in the wider strategy for the prison estate meets the future needs of offenders and the public. That is why we are consulting, in this document, on how Titans should work. We welcome your views on our proposals, to help us to make sure that Titans deliver effective offender management within the overall prison estate.

A handwritten signature in black ink, appearing to read 'David Hanson'.

Rt Hon. David Hanson MP  
Minister of State for Justice

## Executive summary

This consultation is about the development of Titan prisons and how these will fit with the overall prisons estate strategy. This consultation exercise will focus on the potential options for developing model Titan prisons, rather than final solutions. It is an opportunity for stakeholders to influence the development and implementation of Titans.

We hope that your input will include your ideas on design, operation and both opportunities and possible impacts on other service providers. These will feed into our development of Titans and enable us to effectively assess their potential impact.

Our strategy remains that the most dangerous and serious offenders should be in prison, with less serious offenders rehabilitated in the community where possible. It is clear that prison is necessary in many cases to protect the public and reduce re-offending and that means providing sufficient places for this population. When the supply of places is not aligned with the demand, the system cannot function as effectively as it should.

For less serious offences, we know that non-custodial penalties can be better in preventing re-offending than short prison sentences. A tough community sentence is a clear punishment but it can also be effective in rehabilitating offenders, turning them away from crime and therefore giving greater protection to the public. For that reason, the Government announced in March 2008 an extra £40m to further support the probation service in developing community sentences. We are developing our work on intensive alternatives to custody and we have the twelve component community order, so that magistrates have tough community sentences at their disposal.

Last December, the Government accepted Lord Carter's proposals for sustainable use of custody, which included the development of up to three large (Titan) prisons which should:

- provide up to 2,500 places, typically comprising five units of approximately 500 offenders, each potentially holding different segments of the prison population;
- draw on the best practice in the existing estate to introduce first-class, efficient, working practices from the outset, ensuring that regime and facilities are available to provide satisfactory opportunities for purposeful activities, such as education, employment and training;
- be based on cost effective designs which deliver unit cost savings in both construction and operation, and be located as close as possible to the regions where the demand for prison places outweighs the supply (notably London, the West Midlands and the North-West);

- offer a reduced cost to the tax-payer, through built-in efficiencies, better use of technology, shared services, and enabling closures of old and inefficient parts of the prison estate;
- be co-located with a court, in order to reduce time and cost for prisoner escorts and reduce the security risk; and
- provide opportunity to incentivise modernisation of working practices and stimulate a competitive market through a large-scale building programme.

These prisons will ensure we have enough capacity to continue to achieve our objectives and to ensure that prisoners get the treatment and support they need, in order to reduce the risk of re-offending upon release. With this in mind, the Government's aim is to have the first Titan built and open by 2012.

Titan prisons are not intended to be monolithic 2,500 bed prison 'warehouses'. They are, however, intended to encourage the development of a new model for prison accommodation that maximises the opportunity to reduce re-offending through treatment and support within purpose built facilities whilst offering value for money to the tax payer in construction and operation.

The Government believes that we need to move towards a system in which the shape of the estate is driven primarily by the particular needs and requirements, in terms of public protection and reducing re-offending, of definable groups of offenders.

The Ministry of Justice has introduced end-to-end offender management, for serious offenders, focusing on ensuring continuity of service provision across custody and into the community. We believe that Titans can strengthen our ability to provide this comprehensive rehabilitation to individual offenders.

In principle, we are aiming for an estate in which prisoners are close to home and housed in appropriately secure conditions that meet their needs. This will better enable us to reduce re-offending and protect the public through effectively targeted interventions in those areas with the greatest opportunity for success. Whilst the Offender Management Model, and current prison estate design, already operates on these principles we recognise that the current estate is not optimally configured to meet these aims.

Titan prisons enable us to do two things: deliver prison capacity which is potentially much more cost effective than the existing, often aging and unsuitable, prison accommodation; and to use these gains in efficiency and better value to support continued improvements in the delivery of rehabilitation. This is a critical equation. If we can provide better quality, more cost effective, prison places through the Titans and, through economies of scale and technical innovation, free up resources to invest in better outcomes for prisoners, then we will have made significant steps forward.

We think that one possible operating model – which is based on a small unit approach within a shared secure perimeter – might significantly reduce the

risks when compared with operating a traditional, but very large, prison. Experience shows that prisons work well when there is strong engagement from managers and staff within manageable and coherent units. This is reflected in good performance and better outcomes.

We are determined to ensure that the operational specification for Titan prisons gives providers scope to innovate, but within a clear framework which reflects good operational practice and supports the development of effective clustered regimes within a single secure perimeter.

We want to develop our operating model for Titans taking account of reliable evidence of what works to deliver safe and decent prisons.

This consultation is your opportunity to comment on our proposals, draw from your valuable experience and contribute your ideas to influence our strategy in developing Titans.

We invite you to assess the proposals in this document and respond to the questions we have posed.



## Introduction

This paper sets out for consultation the development of the Titan prison programme recommended by Lord Carter of Coles and the place of these large establishments in a wider strategy for the prison estate.

The consultation is aimed at key stakeholders with an interest in the Criminal Justice System in England and Wales.

It is being conducted in line with the Code of Practice on Consultation issued by the Cabinet Office and falls within the scope of the Code. The consultation criteria, which are set out on page 46, have been followed.

An Impact Assessment has been completed and indicates that the public sector is likely to be particularly affected. The cost of building a Titan prison is provisionally estimated at £350m at 2007-8 prices, which would fall to the public purse. This, and running costs, are expected to be offset by significant efficiency savings. There would also be potential impacts on the private and third sectors subject to decisions about procuring and operating Titans that will be made in light of this consultation. An Impact Assessment is attached on pages 36-45. Comments on the Impact Assessment are particularly welcome.

Organisations which have been notified about the consultation are given below. This list is not meant to be exhaustive or exclusive and responses are welcomed from anyone with an interest in or views on the subject covered by this paper.

### Organisations which are being notified of the consultation include:

A4E

ACEVO

Action for Prisoners' Families

Advice Services Alliance

All Souls College

AMICUS

Anglican Bishop to Prisons

Anne Peaker Centre

Apex Trust

Association of Chief Police Officers

Attorney General's Office

Bar Council

Barnado's

Bouygues  
Brasenose College, Oxford University  
British Society of Criminology  
Butler Trust  
Cabinet Office  
Cambridge University  
Centre for Crime and Justice Studies  
Centre for Criminology  
Chief Magistrate's Office  
Children's Society  
CLINKS  
Collinson Grant  
Commission on English Prisons Today  
Communities and Local Government  
Community Links for Ex-Offenders  
COMPAS  
Confederation of British Industry  
Crime Concern  
Criminal Bar Association  
Criminal Justice Alliance  
Criminal Justice Council  
Crown Prosecution Service  
DCSF  
Demos  
Department for Innovation, Universities and Skills  
Department for Work and Pensions  
Department of Health  
Drugscope  
Equality and Human Rights Commission  
Esmee Fairbairn Foundation  
Fawcett Society  
Foreign and Commonwealth Office  
Forum for Preventing Deaths in Custody  
Futurebuilders

G4 Securicor Justice Services  
Galliford Try  
GEO  
Global Solutions (UK) Ltd  
GMB/Scoop  
Hibiscus  
HM Chief Inspector of Prisons  
HM Chief Inspector of Probation  
HM Treasury  
HMRC  
Home Office  
Howard League for Penal Reform  
Independent Monitoring Board  
Independent Police Complaints Commission  
Inside Out Trust  
Institute of Criminal Justice Studies  
Institute of Criminology  
Institute of Legal Executives  
International Centre for Prison Studies  
Interserve  
Joint Committee on Human Rights  
Judicial Studies Board  
Justice  
Justice Select Committee  
Justice Unions Parliamentary Group  
Justices' Clerks' Society  
Kalyx  
King's College London  
Langley House Trust  
Law Society  
Lazard Brothers  
Learning and Skills Council  
Liberty  
Local Government Association

London School of Economics  
Magistrates Association  
Magistrates Bench Chairs' Association  
Metropolitan Police  
Ministry of Defence  
NACRO  
NAPBH  
National Approved Premises Association  
National Association of Official Prison Visitors  
National Association of Probation Officers  
National Body of Black Prisoner Support Groups  
National Grid  
National Treatment Agency  
NCAS  
NOMS Wales / NOMS Cymru  
Nuffield Foundation  
Office of the Third Sector  
Ofsted  
Oliver Wyman  
Parole Board  
Partners of Prisoners and Families Support Group  
Partnerships In Care  
PCS  
Police Federation  
Prince's Trust  
Prison & Probation Ombudsman  
Prison Advice and Care Trust  
Prison Governors' Association  
Prison Officers' Association  
Prison Reform Trust  
Prison Service Plus  
Prison Service Trade Union Side  
Prisons.org.uk  
Probation Boards Association

Prospect  
Queen Mary University of London  
Queen's Bench  
Reliance  
Revolving Doors Agency  
Royal Courts of Justice  
Samaritans  
Scottish Prison Service  
Sentencing Guidelines Council of England & Wales  
Sentencing Guidelines Secretariat  
Serco  
SmartJustice  
Supporting Others Through Volunteer Action  
TUC  
Unison  
University College London  
University of Birmingham  
University of Manchester  
University of Oxford Centre for Criminology  
Unlock  
Wates Construction  
Welsh Assembly Government  
Welsh Local Government Association  
Women in Prison  
Working Links  
YMCA  
Youth Justice Board  
Youth Support Services

## The proposals

### Background and purpose of this document

Reducing re-offending and protecting the public lies at the heart of the Ministry of Justice's work and is a key priority for the Government. We have a strong package of measures in place to ensure that we achieve our objective of breaking the cycle of recidivism by treating the root causes of crime. Our strategy remains that the most dangerous and serious offenders should be in prison, with less serious offenders rehabilitated in the community where possible.

Both in custody and in the community the Government is focused on matching resources to need. Interventions that will help an offender to change should reflect the seriousness of his or her offence and the risk he or she poses. This is true for the most serious offenders in the high security estate, whose risk of harm to others is high, through to less serious offenders serving their sentence in the community.

For many offenders a custodial sentence is necessary to protect the public and reduce re-offending, and that means providing sufficient places to meet the volume of sentences handed down by the courts. In addition, there must be sufficient places for those remanded in custody pending trial. When the supply of places is not aligned with the numbers coming from the courts, the system cannot function as effectively as it should and public confidence may be seriously undermined.

Titan prisons will ensure we have enough capacity to continue to achieve our objectives, and to ensure that prisoners get the treatment and support they need in order to reduce the risk of their re-offending upon release. The Ministry of Justice has introduced end-to-end offender management, for serious and prolific offenders, focusing on ensuring continuity of service provision across custody and into the community. Titans will strengthen our ability to provide this comprehensive rehabilitation to individual offenders by allowing them to spend more of their sentence in one place, rather than being moved around the prison estate at different points in their sentence. These improvements will not only help the Ministry of Justice to protect the public and reduce recidivism, but Titans will deliver them at a reduced cost to the taxpayer, through built-in efficiencies and better use of technology, shared services and by allowing the closure of old and inefficient parts of the prison estate.

Titans are just one component of Lord Carter's package of recommendations. The Government looks forward to receiving the findings and recommendations from Lord Justice Gage and his working group which is examining the advantages, disadvantages and feasibility of a structured sentencing framework and Sentencing Commission.

In December 2007 the Government announced its response to Lord Carter of Coles' review of prisons. In January 2008 we published an update on specific developments in prison policy, including the prison building programme. That update included a commitment to consult on the development of the Titan prison programme recommended by Lord Carter and the place of these establishments in the wider strategy for the prison estate. This current paper gives effect to that commitment.

Lord Carter recommended that Titan prisons should:

- provide up to 2,500 places, typically comprising five units of approximately 500 offenders each potentially holding different segments of the prison population;
- draw on best practice in the existing estate to introduce first-class, efficient, working practices from the outset, ensuring that regime and facilities are available to provide satisfactory opportunities for purposeful activities, such as education, employment and training;
- be based on cost effective designs which deliver unit cost savings during both construction and operation, for example, through:
  - optimal sight lines which would result in excellent staff utilisation and increase staff productivity;
  - centralised support services including catering, medical, visits and administration within a large establishment;
  - economies of scale in the capital cost outlay with standardised designs allowing efficient off-site prefabrication construction;
  - new technology built into the fabric of the building (for example, bio metric scanning, bar coding, electronic door operation) allowing long term operational effectiveness and greater efficiencies; and
  - consolidated planning, construction and procurement exercises so shortening overall build timescales compared with developing a number of smaller sites.
- be located as close as possible to the regions where the demand for prison places outweighs the supply (notably London, the West Midlands and the North-West);
- be co-located with a court, in order to reduce time and cost for prisoner escorts and reduce the security risk; and
- provide opportunity to incentivise modernisation of working practices and stimulate a competitive market through a large-scale building programme.

In order to ensure that we have sufficient capacity to meet demand, in line with Lord Carter's proposals, the Government's aim is to have the first Titan built and open by 2012.

This paper:

- sets out the Government's proposals for the development of a comprehensive strategy for the prison estate and the role which Titan prisons might play in that strategy;
- develops Lord Carter's proposals for the specific roles which Titan prisons would play in the prison estate and describes the kinds of innovation in service delivery which the Government is seeking to secure;
- seeks views on the role of Titan prisons in developing the prison estate by providing opportunities to refresh existing capacity; and
- sets out the Government's thinking on how large establishments should be managed in order to secure the maximum benefits.

Lord Carter did not recommend, and the Government does not intend to develop, monolithic 2,500 bed prison 'warehouses'. This paper describes in more detail the kind of approaches we wish to encourage in pursuing the Titan model. That is, prisons which provide prisoner accommodation to an appropriate standard, which deliver good value for money and which maximise opportunities to reduce re-offending through effective treatment and support.

The Government has accepted Lord Carter's recommendations, including building Titan prisons, but wants to hear from all who have views and experience which could help shape these establishments so that they best contribute within an end-to-end offender management system.



## **The Government's prison estate strategy**

The Government is committed to developing a strategy for the prison estate, to be informed by this consultation, in which:

- services are commissioned to meet the needs of all parts of the offender population. In the longer-term we will work towards reshaping the estate to more efficiently address each group's distinct needs;
- effective public protection and reduced re-offending are key outcomes;
- offender management is supported, with prisoners held as close to their home area as is consistent with this; and
- strong links are built between prisons and local communities and services and, in particular, with local Probation Trusts and other commissioners.

### Core principles for an estates strategy

#### *Public Protection*

We will ensure the safety of the public while working with offenders within prisons by:

- providing safe and well-controlled environments for all staff offenders and visitors; and
- preventing escapes from prisons.

#### *Offender Management*

To help reduce the likelihood of re-offending:

- the estate and its use must support resettlement and programmes to reduce re-offending along with health care, skills, education, employment and training services for prisoners as provided by partners; and
- facilities must be designed to be adaptable to current need and be delivered cost effectively and without delay.

#### *Conditions*

The estate must provide good quality accommodation that is safe, decent and supports particular groups of offenders and specifically supports the National Offender Management Service principles of decency, which include:

- treating offenders with dignity;
- enabling individuals to address their offending behaviour and so reduce their criminality;
- treating individuals with respect, reflecting and addressing diversity issues; and
- providing decent and safe accommodation in prisons and approved premises for staff and offenders.

*Location/Closeness to Home*

The geographical distribution of prisons should ensure that:

- end to end offender management is maintained;
- most offenders can maintain ties with their families and community;  
and
- offenders can move between custody and community with the minimum of disruption to their identified programmes.

*Sustainable Development*

The estate must support the Government's policy for sustainable development. Specific targets have been set for procurement, travel, water, waste, carbon footprint, energy use, biodiversity, estates management and construction.

### Segmenting the offender population

It is not enough to drive an estates strategy only by the principles set out above. The Government believes that we need to move towards a system in which the shape of the estate is driven primarily by the particular needs and requirements – both in terms of public protection and reducing re-offending – of definable groups of offenders.

This is because we know that the current estate is based on historical locations and population trends, and is not necessarily configured to meet the needs of different types of offender. In principle, we are aiming for an estate in which:

- prisoners are close to home;
- prisoners are housed in appropriately secure conditions; and
- different types of offender (juveniles, male, female etc) are housed in bespoke accommodation that meets their distinct needs.

In meeting these aims, we will be better able to reduce re-offending and protect the public through:

- targeting interventions and programmes effectively on those groups of prisoners where they deliver the best results; and
- ensuring more co-ordinated delivery across the prison estate and through the prison gate into the community.

The Offender Management Model, and current prison estate design, already operate on these principles, but we recognise that the current estate is not optimally configured to meet the aims set out above. Today, there are six major groupings used to segment the population. The table below gives the population by category:

Prisoner Type		Population – February 2008
Female	<i>Juvenile (15-17)</i>	65
	<i>Young Offender (18–20)</i>	434
	<i>Adult</i>	3,955
Male	<i>Juvenile (15-17)</i>	2,283
	<i>Young Offender (18–20)</i>	9,112
	<i>Adult</i>	66,030
<b>Total</b>		<b>81,879</b>

Facilities for the custody of young people under 18 years of age are dealt with by the Youth Justice Board with specifically designed and delivered services.

Baroness Corston's report on women in the Criminal Justice System argued that the majority of women held on short sentences or held on remand should not be sentenced to custody in most circumstances. One of our strategic aims, as set out in the recently published National Service Framework for Women, is that these women should receive community sentences in all cases where this can be justified, so potentially reducing the demand for female prison places. Whilst the direct impact of Titan prisons on women is expected to be neutral, they may provide some headroom and hence options to re-configure the women's estate if necessary, and if resources allow, so that women's establishments can better meet women's needs.

The development of Titan prisons also gives us the opportunity to consider whether there would be value in further segmenting the largest of these groups, adult males, to target services better. The Titan programme allows us the opportunity to look afresh at the provision of prison places for different types of adult male offender and re-balance the system to better match provision to where it is required to meet the conditions laid out above. We would use the Titan programme to deliver better configurations of services to meet the specific needs of each sub-group.

We already use a well developed model, the security classification structure, to create sub-groups of prisoners based on the severity of the crime committed and the risk posed if the offender were to escape. However, there are other factors to take into account in the Titans:

- whether the prisoner has been sentenced or is being held on remand; and
- whether the prisoner requires mainstream or specialist services.

Every prison offers mainstream services – for example accommodation, access to healthcare and mental health services, visits - but some offer particular services which deal with the needs of a particular group of prisoners. Some of these are very large, such as Category A prisons, which meet a particular security need, or some interventions which large numbers of prisoners receive via education and training providers. Some, however, are smaller. These include Close Supervision Centres and Vulnerable Prisoner Units, but also include other services which are relatively low quantity or high cost, where it is only efficient for delivery to occur in a small number of locations which then serve prisoners from across the country. These include Immigration Detention Centres and Therapeutic Communities.

In effect, in the long term we would wish to see all prisons being identified by what services they offer to meet offenders' needs; whether the prison is just offering mainstream services, or whether it is delivering a specialist function. We are looking to build this into the design of the Titans. We intend that such an approach will inform the longer-term development of the prison estate.

### **The role of Titans in an estate strategy**

Titan prisons enable us to do two things: to deliver prison capacity which is potentially much more cost effective than existing, often aging and unsuitable, prison accommodation; and to use these gains in efficiency and better value to drive continued improvements in the delivery of comprehensive rehabilitation support to offenders. This is a critical equation. If we can provide better quality, more cost effective, prison places through the Titans and, through economies of scale and technical innovation, free up resources to invest in better outcomes for prisoners, then we will have made significant steps forward.

In addition, although there may be concerns raised with the first Titan prisons because they are a new concept, it is likely that securing planning consent for three sites, rather than the 15 prisons which would be required to provide comparable conventional capacity, will be less complex and have considerably less impact.

Titan prisons will not be crude 'warehouses' for prisoners, nor will they simply be scaled up versions of current prison establishments. No Titan prison will be made up of a single vast block holding thousands of prisoners. This model has never been considered desirable by the Government and was not what Lord Carter proposed. Instead, the approach we propose taking inside the Titan perimeter will be for the prison to be composed of a range of medium-sized units, possibly between 200 and 500 places each. Units would be practically self-contained. They would share the same secure perimeter, logistics and other infrastructure, including reception, healthcare, educational and physical recreation facilities and potentially other shared services.

All Titans will meet a specific need within the prison estate. We want to use the opportunities offered to us by the Titan approach to develop genuinely new and innovative ways to meet the objectives of our strategy for the prison estate. Titans might fit into a wider strategy in a number of ways:

- as a single-site local cluster, meeting the needs of a whole catchment area. For example, building one or more Titans near London would help to rebalance the supply to better meet the pattern of demand;
- as a single-site, multi-specialism national facility aimed at meeting a variety of specialist needs, drawing offenders from around the country who require access to particular services / interventions; and
- as a single-site, single-specialism national facility aimed at meeting the needs of a particular group of offenders who are predominantly dealt with in this way.

This model of distinct, self-contained units allows us to consider holding more than one offender segment safely within the Titan perimeter. There could, for example, be a unit for Young Offenders amongst a number of adult male units which might facilitate easier transition between the two age groups. Each unit could provide a specific, specialised and efficiently delivered function such as remand, therapeutic services, or interventions/ training. The site may contain

2,500 or so prisoners, but this will not be evident to the individual prisoner, who may well be accommodated in a self-contained unit smaller and more intimate than he or she would previously have known. Economies of scale will come from shared administrative functions, and shared services.

In line with this, the Government is very interested in examining further the feasibility of using the first Titan to attempt to deliver a specialised regional remand service, acting as a clearing house for the efficient delivery of key services to this group such as pre-sentence reports, assessments and sentence plans. This element of the first Titan might use in the region of 1,000 places.

Such a model would offer a number of benefits. A single integrated remand centre for a region would allow us to reconfigure other parts of the estate, potentially reducing the need for local prisons in prime geographical locations (for example, city centres). It may also reduce escort costs.

This model would also allow NOMS to achieve increased efficiencies in prisoner escort services. The remaining 1,500 places in the first Titan would focus on the delivery of mainstream services, to Category B standard. Future Titans could deliver regional or national centres of excellence in specific specialist services, or serve again as remand specialists.

### **Next steps**

We intend to further develop a strategy, based on this approach, over the next six months. We intend to engage with a range of interests to test the underlying principles and to refine our approach.

In particular we would welcome views on the following issues:

- **Are the principles set out in this paper sufficient to inform the development of a strategic approach to the prison estate?**
- **How should we join up services, including between custody and community, to deliver integrated, end-to-end offender management to each segment?**
- **How should we segment the offender population, particularly the prison population, in order to best protect the public, reduce re-offending, deliver value for money and align supply and demand?**
- **Where should different segments be located when they are in custody and what should happen to them when they are there?**
- **How do we efficiently commission these services, so that they are both integrated and cost effective?**

## The case for Titan prisons

The case for Titans is a compelling one. Titans represent an opportunity to secure significantly better value for money both in construction and operation when compared to smaller prisons and other forms of custody. A Titan prison is likely to last over 100 years with a capital cost per place per year of lifespan which is significantly lower than that for a house-block in an existing prison.

Titans will also provide significantly better value for money in running costs. The opportunity to provide centralised support services including catering, healthcare, visits and administration within a large establishment will free up resources for investment in better public protection and interventions which reduce re-offending. The use of technology and effective building design will result in better staff utilisation.

New builds of this type also present opportunities to realise some of the potential benefits from the creation of the new Ministry of Justice, which has brought together courts and correctional services for the first time. An example might involve co-locating new build court facilities next to Titan prisons. This presents us with opportunities to bring a region's remand population together (potentially reducing the need for local prisons in expensive urban locations) and manage sentence planning and assessments more efficiently, whilst also reducing prisoner escort costs, helping both the courts and the prison estate to run more efficiently. However, benefits such as these would a) depend heavily on the final design, on which we are consulting, and b) would be far wider, in terms of type and implication, than for any previous prison build. Because of this we are unable to present a full cost-benefit appraisal at this point as we are still identifying potential benefit streams. This will inform the final Titan design.

One of the significant benefits from any large scale prison model, with a single integrated management structure and shared support and common services, is a reduction in overheads and economies of scale. We have experience of such benefits from bringing prisons together as a 'cluster'. For example, the cluster of three prisons on the Isle of Sheppey opened in 2005 shows that such an approach can secure efficiencies and better integration of services for prisoners. At around 2,200, Sheppey is easily comparable to the Titans and demonstrates that, managerially, the Titan concept can operate effectively even where the buildings were not constructed with this in mind. In developing Titan prisons we want to build on our experience with the Sheppey cluster to ensure lessons are learnt, to ensure that the potential benefits are maximised and to reduce risk.

As well as building on these lessons we will be looking to potential providers of Titan prisons for innovative proposals for prisons which make real advances in offering coherent, joined-up regimes – which reach out through the prison gate – and which offer real gains in reducing re-offending.

### **Next steps**

In the context of the development of a wider estate strategy we would welcome views on the following issues:

- **Which model for the integration of Titans into a wider strategy might be the most appropriate? Multi-functional ‘clusters’ linked to local and regional need, or more national specialisation?**
- **Would there be advantage in describing the proposed prisons as ‘cluster prisons’ as this would better capture the Government’s intent?**
- **What services might best be shared?**
- **Whether Titans present particular integration issues or opportunities for other service providers?**



**Titans prisons – better alignment of supply and demand**

The tables below show the current and anticipated regional differences between supply and demand for prison places before commencement of the Titan project.

<b>Region</b>	<b>Useable capacity (March 2008)</b>	<b>Population by home region (March 2008)</b>	<b>Surplus / shortage</b>
East Midlands	10,200	5,800	4,400
Eastern	7,800	5,500	2,300
London	6,900	18,600	-11,700
North East	4,900	3,800	1,100
North West	12,600	13,000	-400
South East	13,200	8,600	4,600
South West	6,600	4,700	1,900
Wales	2,700	4,000	-1,300
West Midlands	8,000	8,700	-700
Yorkshire & Humber	9,300	8,800	500
<b>Total</b>	<b>82,200</b>	<b>81,500</b>	<b>700</b>

<b>Region</b>	<b>Current planned useable capacity (by 2014)</b>	<b>Medium population projection (June 2014)</b>	<b>Surplus / shortage</b>
East Midlands	11,600	6,800	4,800
Eastern	8,600	6,400	2,200
London	8,200	21,800	-13,600
North East	5,300	4,500	800
North West	13,700	15,300	-1,600
South East	14,800	10,100	4,700
South West	6,700	5,500	1,200
Wales	3,000	4,700	-1,700
West Midlands	9,800	10,200	-400
Yorkshire & Humber	10,100	10,300	-200
<b>Total</b>	<b>91,800</b>	<b>95,600</b>	<b>-3,800</b>

Figures are rounded to nearest 100. The planned useable capacity includes only those projects in the current capacity programme that have a definite location so it excludes some Carter elements (approximately 4,000 places). The future population shown is based on splitting the published medium prison population projection by the estimated regional breakdown as at March 2008.

Titans, alongside other capacity projects, provide an opportunity to better meet offending-related need and to keep prisoners closer to home. They offer improved accessibility for prisoners' families, too many of whom currently have to travel more than 100 miles, and/or to locations which are hard to reach by public transport. We can and will use the Titans to make significant improvements in accessibility.

Against this background, the priority areas for the Titan site search are:

- London and the Thames Corridor/ Thames Gateway (SE)
- the West Midlands
- the North West

The most significant shortfall in capacity is in London, which currently requires an extra 11,500 places locally. This gap will not be sufficiently met by other additional capacity for London in the current capacity programme, at the planned new prisons of Belmarsh East and Belmarsh West in London, or the additional 360 places at High Down prison in Surrey. As such we will focus attention, as far as possible, on London and the surrounding areas.

Wherever sites are considered these should ideally be:

- Close to or within reasonable distance of large urban conurbations, both to address closeness to home and to access an available pool of labour;
- Within one hour's road journey time (peak) of the principal courts serving the key location in the region. Sites with shorter access times to courts and centres of population will have a higher priority;
- Reasonably accessible to public transport and to major roads (motorways and 'A' roads); and
- Located in areas where rehabilitation is supported during and post sentence, for example, through the availability of employment.

Sites for consideration should be suitable for an initial development providing at least 2,100 uncrowded places, with the capacity to hold up to 2,500 prisoners through planned overcrowding.

A higher priority will be given to:

- Sites capable of being built to four or five storeys, because of economies achieved in operating a compact site, but tempered by ease of build considerations;

- Sites that allow for future prison expansion; and
- Sites that are capable of being developed with other Ministry of Justice facilities. Examples might be probation Approved Premises or office facilities, or a joint development with the Court Service to provide new court facilities.

It is recognised that the footprint for sites will vary depending on the height to which a prison can be built. Depending on building height restrictions, sites will need to be between 40-60 acres in size to meet the capacity requirement. The minimum size of site to be sought initially is 50 acres.

The key characteristics in terms of condition are:

- Minimum of 50 acres, assumed sufficient to build a minimum of 2,100 uncrowded places, with a full regime;
- Should not be green belt and preferably brown-field;
- Site should not be overlooked;
- Reasonably level with a regular shape;
- No significant rights of way or other third party rights;
- Ground suitable for traditional building approaches up to four storeys or higher, without requiring special treatment. For example, the site should not be marsh or flood plain;
- No, or manageable, contamination;
- Should not have access difficulties or require major road building;
- Should not have restrictions on existing buildings or include listed buildings that would prevent development; and
- Should be possible to connect main services easily and without unreasonably high cost, for example water, sewage, gas and electricity.

### **Renewing capacity**

We want to use the opportunity provided by the Titan programme to renew the prison estate through closing old, unsuitable or uneconomic establishments.

We will develop a methodology for identifying the parts of the estate that we want to overhaul.

Criteria for this could include:

- The operating cost;
- Cost of modernisation;
- Maintenance backlog;
- Strategic importance in terms of geographic location, any specialist services an establishment delivers, and the degree of flexibility of use;
- The costs of and return from disposal; and
- The overall economic case.

Under the model described above it is likely that the prisons we would consider closing may not offer the same services as a Titan, and potentially not for the same segments of the population. Because of this we will also take into account costs incurred by redesigning other parts of the estate to meet the needs of the prisoners previously housed in the prison(s) to be closed.

The Carter Review developed a model to estimate the costs and benefits of modernising parts of the prison estate and to identify priorities for a potential programme of renewal. We will look to develop this approach further to inform the estate strategy.

### **Titan prisons – the operating model**

Our proposed approach to Titan prisons significantly reduces the risks which may be connected with running very large prison establishments. We recognise the potential dangers: the risk of escalation in the event of disorder; the risk of large institutions becoming de-personalised in their approach to prisoners; and issues of manageability.

We think that our proposed operating model – which is based on a small unit approach within a shared secure perimeter – significantly reduces the risks when compared with operating a traditional, but very large prison. Prisons work well when there is strong engagement from managers and staff within manageable and coherent units. Best practice demonstrates that where there is strong ownership of an operating unit at all levels this is reflected in good performance and better outcomes.

This does not, however, mean that only small prisons can be well managed and effective. These principles of good practice are portable and we are committed to ensuring that they are replicated in the Titan model.

Our proposed model will build on knowledge from a range of sources on what constitutes a progressive and inclusive regime. Some of the key principles are that:

- Prisoners are secure;
- Prisoners and staff feel that they are treated with humanity and respect;
- Prisoners and staff feel safe;
- Prisoners feel they receive an equal opportunity to participate and take advantage of the facilities and regime offered;
- Opportunities to reduce re-offending are maximised through assessing and meeting individual prisoners' needs wherever possible;
- Relationships between staff and prisoners are central to regimes. The balance between maximising staff time engaged with prisoners and minimising costs is achieved by the use of innovative technology and modern design;
- Prisoners' health needs, including those associated with mental health and substance abuse, are provided for; and
- Inclusion of prisoners in regime activity is of prime importance as the links between isolation and lack of personal ownership and incidents of disorder, self harm and suicide are well understood.

We think that Titan prisons which observe the principles set out above will produce efficient and effective regimes through:

- Maximising the use of available accommodation and adopting a flexible approach to its use;

- Centralising key services around prisoner and staff administration in order to reduce costs;
- Making use of up to date technology to improve physical security and information sharing and therefore allowing staff to spend more time engaged with prisoners, developing effective relationships and reducing feelings of isolation;
- The operation of a large site with discrete units which allows for a range of populations to be catered for on a single site, improving closeness to home and maximising the potential to deal with all of an offender's needs in one place;
- Economies of scale from a single management structure, streamlined and effective communications and more efficient deployment of staff resources. Effective use of single IT systems will assist these economies; and
- Effective use of security technology, intelligence management and sound procedures creating an environment where breaches in security are minimised and feelings of safety and security enhanced.

### **Next steps**

We are determined to ensure that the operational specification for Titan prisons gives providers scope to innovate, but within a clear framework which reflects good operational practice and which supports the development of effective clustered regimes within a single secure perimeter.

We want to develop our operating model based on reliable evidence of what works to deliver safe and decent prisons.

We would, therefore, particularly welcome views on:

- **Whether our operating principles are right?**
- **What are the design issues for operating within our proposed core principles?**
- **What are the implications of our operating principles for the types of regime that should operate?**
- **How can the deployment, development and management of staff support our operating principles?**

The next steps in developing the Titan model will be to invite key interested parties to discuss these questions, including lobby groups and other organisations or individuals who have expressed an interest in developing the model for how Titan prisons would operate.

## Questionnaire

We would welcome responses to the following questions set out in this consultation paper.

1. **Are the principles set out in this paper sufficient to inform the development of a strategic approach to the prison estate?**
2. **How should we join up services, including between custody and community, to deliver integrated, end-to-end offender management to each segment?**
3. **How should we segment the offender population, particularly the prison population, in order to best protect the public, reduce re-offending, deliver value for money and align supply and demand?**
4. **Where should different segments be located when they are in custody and what should happen to them when they are there?**
5. **How do we efficiently commission these services, so that they are both integrated and cost effective?**
6. **Which model for the integration of Titans into a wider strategy might be the most appropriate? Multi-functional ‘clusters’ linked to local and regional need or more national specialisation?**
7. **Would there be advantage in describing the proposed prisons as “cluster prisons” as this would better capture the Government’s intent?**
8. **What services might best be shared?**
9. **Whether Titans present particular integration issues or opportunities for other service providers?**
10. **Whether our operating principles are right?**
11. **What are the design issues for operating within our proposed core principles?**
12. **What are the implications of our operating principles for the types of regime that should operate?**
13. **How can the deployment, development and management of staff support our operating principles?**

**Thank you for participating in this consultation exercise.**

## About you

Please use this section to tell us about yourself.

<b>Full name</b>	
<b>Job title</b> or capacity in which you are responding to this consultation exercise (e.g. member of the public etc.)	
<b>Date</b>	
<b>Company name/organisation</b> (if applicable):	
<b>Address</b>	
<b>Postcode</b>	
If you would like us to acknowledge receipt of your response, please tick this box	<input type="checkbox"/> (please tick box)
Address to which the acknowledgement should be sent, if different from above	

**If you are a representative of a group**, please tell us the name of the group and give a summary of the people or organisations that you represent.

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## How to respond

Your views are important to the ongoing development of Titan prisons. They will help us ensure the benefits of best practice in the existing prison estate are delivered more effectively to help reduce re-offending and provide better value to the taxpayer.

**Please respond no later than Thursday 28 August 2008.**

Send your response in the following way:

Either use the following e-mail address:  
titanconsultation@justice.gsi.gov.uk

Or write to:  
**Elizabeth Allen**  
**Titan Prison Consultation**  
**9.07, Selborne House**  
**54 – 60 Victoria Street**  
**London, SW1E 6QW**

For further enquiries please contact Elizabeth Allen on 020 7210 2677.

### Extra copies

Further paper copies of this document may be obtained from this address. It is also available on-line at [www.justice.gov.uk](http://www.justice.gov.uk).

Alternative format versions may be requested from from 020 7210 2677 or [titanconsultation@justice.gsi.gov.uk](mailto:titanconsultation@justice.gsi.gov.uk)

### Publication of responses

We will aim to publish a paper summarising the responses to this consultation within 2-3 months of the close of the consultation. The response paper will be available on-line at [www.justice.gov.uk](http://www.justice.gov.uk).

### Representative groups

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

## **Confidentiality**

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Ministry.

The Ministry will process your personal data in accordance with the DPA and, in the majority of circumstances, this will mean that your personal data will not be disclosed to third parties.

## **Impact Assessment**

The following pages contain the initial Impact Assessment including an Equality Impact Assessment

## Summary: Intervention & Options

<b>Department /Agency:</b> <b>National Offender Management Service, Ministry of Justice</b>		<b>Title:</b> <b>Impact Assessment of the operation of Titan prisons</b>	
<b>Stage:</b> Consultation	<b>Version:</b> 1.4	<b>Date:</b> 21 May 2008	
<b>Related Publications:</b> Lord Carter's Review of Prisons "Securing the future: Proposals for the efficient and sustainable use of custody in England and Wales" (5 December 2007)			

### Available to view or download at:

<http://www.justice.gov.uk>

**Contact for enquiries:** Elizabeth Allen

**Telephone:** 020 0210 2677

### What is the problem under consideration? Why is government intervention necessary?

Projections indicate that the prison population will continue to rise. Lord Carter's Review of Prisons estimated that by June 2014 the demand for places might outstrip supply by as much as 13,000 places. To address this, the Government last year accepted his recommendations for a substantial increase in prison places, measures to reduce the demand for custody and examination of a mechanism (a Sentencing Commission) for better aligning supply and demand in the long term. The report proposed building up to three large "Titan" prisons, which the Government is now taking forward.

### What are the policy objectives and the intended effects?

Titan prisons will make a significant contribution to increasing capacity in the prison estate and provide an opportunity to improve overall efficiency. Through their operation we intend to secure:

- a modern design built for efficient operation;
- the best use of resources both on site and across the wider prison system;
- support for joined up offender management so reducing re-offending; and
- the opportunity for the closure of up to 5,000 inefficient places elsewhere in the system.

### What policy options have been considered? Please justify any preferred option.

The Government is pursuing a balanced approach to the management of the prison population, taking measures both to increase capacity and reduce the demand for custody. Titan prisons are an important part of the Government's build programme, and the Government is committed to their development. However, the Government wishes to use this consultation to solicit a wide range of views on the design, operation and integration of these establishments so that they best contribute within a system of end to end offender management.

**When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects?** The results of this consultation exercise will inform the specification and development of Titan prisons, the first of which Lord Carter suggested should be in operation by 2012.

### **Ministerial Sign-off** For consultation stage Impact Assessments:

***I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options.***

Signed by the responsible Minister:

.....Date: 03 June 2008

## Summary: Analysis & Evidence

<b>Policy Option:</b>	<b>Description:</b>
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<b>COSTS</b>	<b>ANNUAL COSTS</b>	<p>Description and scale of <b>key monetised costs</b> by 'main affected groups' The cost of building a Titan prison has been provisionally estimated at £350m at 2007-08 prices, which would fall to the public purse. These, as well as operating costs and impacts for private sector and third sector organisations, will be heavily dependent on the way in which a Titan prison is designed and operated.</p>	
	<b>One-off</b> (Transition) <span style="float: right;">Yrs</span>		
	£		
	<b>Average Annual Cost</b> (excluding one-off)		
	£		
		<b>Total Cost (PV)</b>	£
Other <b>key non-monetised costs</b> by 'main affected groups'			

<b>BENEFITS</b>	<b>ANNUAL BENEFITS</b>	<p>Description and scale of <b>key monetised benefits</b> by 'main affected groups' Titans will provide significantly better value for money than existing prisons. The exact scale of the saving here and the wider benefit streams are currently being identified and will be dependent on the final Titan design, on which we are seeking views.</p>	
	<b>One-off</b> <span style="float: right;">Yrs</span>		
	£		
	<b>Average Annual Benefit</b> (excluding one-off)		
	£		
		<b>Total Benefit (PV)</b>	£
Other <b>key non-monetised benefits</b> by 'main affected groups' Developing Titans within a wider estate strategy offers an opportunity to consider how to meet the needs of different groups in the population, including potentially the configuration of particular parts, such as the women's estate and the possibility of further segmenting the adult male population to target services better.			

### Key Assumptions/Sensitivities/Risks

Price Base Year	Time Period Years	<b>Net Benefit Range</b> (NPV) £	<b>NET BENEFIT</b> (NPV Best estimate) £
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What is the geographic coverage of the policy/option?		England and Wales		
On what date will the policy be implemented?		2012		
Which organisation(s) will enforce the policy?		N/A		
What is the total annual cost of enforcement for these organisations?		£ N/A		
Does enforcement comply with Hampton principles?		Yes		
Will implementation go beyond minimum EU requirements?		N/A		
What is the value of the proposed offsetting measure per year?		£ N/A		
What is the value of changes in greenhouse gas emissions?		£		
Will the proposal have a significant impact on competition?		No		
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium	Large
Are any of these organisations exempt?	Yes/No	Yes/No	N/A	N/A

<b>Impact on Admin Burdens Baseline</b> (2005 Prices)		(Increase - Decrease)		
Increase of £	Decrease of £	<b>Net Impact</b>		£

Key: Annual costs and benefits: Constant Prices (Net) Present Value

## Evidence Base (for summary sheets)

[Use this space (with a recommended maximum of 30 pages) to set out the evidence, analysis and detailed narrative from which you have generated your policy options or proposal. Ensure that the information is organised in such a way as to explain clearly the summary information on the preceding pages of this form.]

### Introduction

The Government is pursuing a range of projects to increase capacity in the prison system, including building new prisons and expanding existing sites. This impact assessment deals with the Government's plans to develop Titan prisons. In December 2007, in response to Lord Carter's Review of Prisons, the Government committed to the development of up to three Titan prisons as part of a strategy to both expand and renew capacity in the prison estate. The present consultation exercise is concerned with the design and management of these establishments and how they should be integrated into the wider prison estate.

The purpose of the consultation exercise is to seek views on the ways in which Titans might be developed in order to inform and influence their design and operation. This assessment does not set out a preferred option but suggests possible ways forward and gives an indication of the benefits that the Government expects a large scale facility of this nature to provide. In light of responses to the consultation exercise the Government will develop firm plans for Titan prisons and an assessment of their likely impact. A full impact assessment will depend not only on the proposed design and operation but also on each site and location.

### Background

Reducing re-offending and protecting the public is a key priority for the Government. To achieve this we must ensure that there is a proper alignment of capacity within the prison system with the likely demand for places. Last year, Lord Carter was commissioned by the Prime Minister, the Chancellor of the Exchequer and the Justice Secretary to consider options for improving the balance between the supply of prison places and demand for them, and to make recommendations on how this should be achieved. His report, "Securing the future: Proposals for the efficient and sustainable use of custody in England and Wales" was published on 5 December 2007. He concluded that on current projections the demand for custodial places could outstrip supply by as much as 13,000 places by June 2014.

As well as measures to manage the demand for custody in the medium and long term, Lord Carter proposed a significant increase in the capacity of the prison estate. The Government has accepted his recommendations. Measures that will address the demand for custody are included in the Criminal Justice and Immigration Act and a working group chaired by Lord Justice Gage is examining the advantages, disadvantages and feasibility of a structured sentencing framework and Sentencing Commission. The Justice Secretary has announced plans for increasing capacity in the prison estate, including a programme to build a further 10,500 places, on top of an existing 9,500 place programme, to increase overall capacity to around 96,000 places. This includes taking forward Lord Carter's proposals to build up to three Titan prisons.

Titans will represent a new departure in prison building in England and Wales. The purpose of this consultation exercise is to seek views on the possibilities for their design and operation as well as for their integration into the wide prison estate and offender management system.

### Preliminary analysis

There is not, as yet, a particular model for Titans that the Government wishes to test although there are some parameters. Neither Lord Carter nor the Government believes that Titan prisons should be single block 'warehouses' for prisoners. These would present significant risks, such as escalation of any disorder, the risk of the institution becoming de-personalised in its approach to prisoners and issues of day to day manageability. Prisons work well when there is strong engagement from managers and staff within manageable and coherent units.

Our underlying approach therefore is for an establishment composed of a range of medium-sized units, possibly of between 200 and 500 places each. Units would be practically self-contained. They would share the same secure perimeter, logistics and other infrastructure, including reception, healthcare, educational and physical recreation facilities, and potentially other shared services. Titans might operate within the prison estate in a number of ways:

- as a single-site local cluster, meeting the needs of a whole catchment area. For example, building one or more Titans near to London would help to rebalance the supply to better meet the pattern of demand;
- as a single-site, multi-specialism national facility aimed at meeting a variety of specialist needs, drawing offenders from around the country who require access to particular services / interventions; and
- as a single-site, single-specialism national facility aimed at meeting the needs of a particular group of offenders who are predominantly dealt with in this way.

This model of distinct, self-contained units allows us to consider holding more than one offender segment safely within the Titan perimeter. There could, for example, be a unit for Young Offenders amongst a number of adult male units. The Government is also very interested in further examining the feasibility of using the first Titan to attempt to deliver a specialised, regional remand service bringing benefits for the delivery of services such as pre-sentence reports, assessments and sentence plans.

The **cost** of building and operating a Titan prison will be heavily dependent on the final design, specification and operating model, on which we are seeking views through this consultation. The cost of any specific establishment will also depend on its site and locality. This assessment does not therefore seek to pin down likely costs.

**Benefits** too will be dependent on proposals for design and management. However, in general terms, we expect benefits to accrue in three main areas: from construction and operation costs, from wider opportunities realised from the strategic placement of a large establishment and from improving efficiencies.

Titans represent an opportunity to secure significantly better value for money in construction and operation when compared with smaller prisons. A Titan prison is likely to last over 100 years with a capital cost per place per year of lifespan which is significantly lower than that for a house-block in an existing prison.

Titans will also provide significantly better value for money in running costs. One of the significant benefits from any large scale prison model, with a single integrated management structure, is the reduction in overheads and economies of scale derived from specialisation. There is, for example, an opportunity to provide centralised support services including catering, healthcare, visits and administration, and the use of technology and effective building design will result in better staff utilisation.

We have experience of such benefits from bringing prisons together as a 'cluster' with a single management structure and with shared support and common services. For example, the cluster of three prisons on the Isle of Sheppey which opened in 2005 shows that such an approach can secure efficiencies and better integration of services for prisoners. At 2,300 places, Sheppey is easily comparable to the Titans and demonstrates that managerially the Titan concept can operate effectively even where the buildings were not constructed with this in mind. We want to build on our experiences with the Sheppey cluster with Titan prisons to ensure lessons are learnt, the potential benefits are maximised and to reduce risk.

The development of Titans will enable us to realise a number of wider benefits. The exact nature of these will depend heavily on the final design, on which we are consulting, and will be far wider in terms of type and implication than for any previous prison build. Because of this we are unable to present a full appraisal at this point but the information we gather through the consultation exercise will inform the final design. We have identified a number of wider opportunities that the development of Titan prisons opens up:

- The Titan programme allows a fresh look at the segmenting of the prison population and to consider how services might be better targeted. We already use a well developed model based on the severity of the crime committed and the risk posed if the offender were to escape, and

structure prisoners within this security classification. However, there are other factors to take into account as we develop Titans including whether the prisoner has been sentenced or is being held on remand and whether the prisoner requires specific services (for example, particular accommodation or healthcare). We intend to use the Titan programme to deliver better configurations of services to meet the specific needs of different groups, so addressing human rights issues.

- Titans will also provide an opportunity to improve accessibility for prisoners' families, too many of whom currently have to travel more than 100 miles, or to locations which are hard to reach by public transport. Priorities for the Titan site search are the South East, North West and West Midlands, where pressure on places is highest.
- Our strategic approach to the development of Titans presents opportunities for better integration with related services. An example might involve co-locating new build court facilities next to new Titan prisons, opening up the possibility of bringing a region's remand population together. This approach would allow sentence planning and assessments to be managed more efficiently and reduce prisoner escort costs, helping both courts and the prison estate to run more efficiently and potentially reducing the need for local prisons in prime geographical locations (for example, city centres). We will also be looking to potential providers of Titan prisons for innovative proposals for prisons which make real advances in offering coherent, joined-up regimes and which make real gains in reducing re-offending.
- Titans will also play an important role in underpinning wider aims and the strategic management of the prison estate. Efficiencies that we achieve in the construction and operation of Titans will free up resources for investment in better public protection and interventions which reduce re-offending. Building modern, efficient establishments provides an opportunity to renew the prison estate, replacing old, unsuitable or uneconomic establishments.

## **Next steps**

The consultation exercise focuses on options rather than proposed solutions, and is an opportunity for stakeholders to influence our implementation strategy. We hope that the input from the consultation will include ideas on design, operation and location, and both opportunities and possible impacts on other service providers. These will feed into the development of Titans and enable us to assess their potential impact effectively.

Consultees are invited to address impact issues across the areas on which we are consulting. Questions that we have specifically raised that consultees may wish to consider in this respect are:

- How do we efficiently commission services, so that they are both integrated and cost effective?
- What services might best be shared?
- Whether Titans present particular integration issues or opportunities for other service providers?
- How can the deployment, development and management of staff support our operating principles?



## Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

**Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.**

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	No	No
Small Firms Impact Test	No	No
Legal Aid	No	No
Sustainable Development	No	No
Carbon Assessment	No	No
Other Environment	No	No
Health Impact Assessment	No	No
Race Equality	Yes	No
Disability Equality	Yes	No
Gender Equality	Yes	No
Human Rights	Yes	No
Rural Proofing	No	No

## Annexes



Ministry of  
**JUSTICE**

**NOMS** National Offender  
Management Service  
Working together to reduce re-offending

### EQUALITY IMPACT ASSESSMENT FORM

#### Part 1 - INITIAL ASSESSMENT

1. Officer(s) & Unit responsible for completing the assessment:

Adam Smith, Prison Population Taskforce

2. Name of the policy, strategy, function or project:

The operation of Titan prisons

3. What is the main purpose or aims of the policy, strategy, function or project?

Titan prisons will make a significant contribution to the Government's plans to increase capacity in the prison estate. They will also provide an opportunity to address inefficiencies in the prison system. Through their operation we intend to secure:

- a modern design built for efficient operation;
- the best use of resources both on site and across the wider prison system;
- support for joined up offender management so reducing re-offending; and
- the opportunity for the closure of inefficient places elsewhere in the system.

4. Who will be the beneficiaries of the policy/strategy/function/project?

The public – through securing better value for money both from the operation of Titans and their contribution to increasing efficiency across the prison system; and from the support Titans can offer to offender management and reducing re-offending.

Prisoners – the development of Titan prisons within a wider estates strategy provides an opportunity to consider how best to meet the needs of different groups within the prison population.

5. Has the policy/strategy/function or project been explained to those it might affect directly or indirectly?

The development of Titan prisons was first proposed in Lord Carter's Review of Prisons, published in December 2007. Further information about their development was contained in the Ministry of Justice briefing paper "Prison Policy Update", published at the end of January 2008.

6. Have you consulted on this policy/strategy/function/ project?

The Government accepted in December 2007 a recommendation from Lord Carter to develop proposals for Titan prisons. This consultation paper seeks to engage all who have views and experience which could help shape the design and operation of these establishments.

7. Please complete the following table and give reasons/comments for where:
- (a) The policy/strategy/function/project could have a positive impact on any of the diverse groups or contributed to promoting equality of opportunity and improving relations between groups.
- (b) The policy/strategy/function/project could have a negative impact on a diverse group, i.e. disadvantage them in any way.

Diverse Group	E.g. of positive impact	E.g. of negative impact	Reason/comments
Men	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Women	Possible improvements to configuration of women's estate.	Lord Carter's working assumption was that Titans would house male prisoners	See section 8 below.
Asian or Asian British people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Black or Black British people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
White people (including Irish people)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Chinese people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Any other racial/ethnic group (please specify)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.

Diverse Group	E.g. of positive impact	E.g. of negative impact	Reason/comments
Mixed Race people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Disabled People (please give details as to which group)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Gay, lesbian and bisexual people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Transgender people	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Older people (50+)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Younger people (17 – 25)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.
Faith groups (please specify)	Improving proximity of prisoners to home. Improving targeting of services.	-	See section 8 below.

8. Please give a brief description of how the policy/strategy/function/project will benefit the diverse groups in the above table, i.e. promotes equality.

The Titan programme gives us the opportunity to look afresh at the segmenting of the prison population and to consider how services might be better targeted. We already use a well developed model based on the severity of the crime committed and the risk posed if the offender were to escape, and structure prisoners within this security classification. However, there are other factors to take into account as we develop Titans, including whether the prisoner has been sentenced or is being held on remand and whether the prisoner requires specific services (for example, particular accommodation or healthcare). We intend to use the Titan programme to deliver better configurations of services to meet the specific needs of different groups.

We will also be looking to potential providers of Titan prisons for innovative proposals for prisons which make real advances in offering coherent, joined-up regimes and which make real gains in reducing re-offending.

More widely, Titans will provide an opportunity to improve accessibility for prisoners' families, too many of whom currently have to travel more than 100 miles, or to locations which are hard to reach by public transport to visit prisoners.

In respect of women, the direct impact of Titan prisons is expected to be neutral, although they may provide some headroom and hence options to re-configure the women's estate if necessary, and if resources allow, so that women's establishments can better meet women's needs.



## **The consultation criteria**

The six consultation criteria are as follows:

1. Consult widely throughout the process, allowing a minimum of 12 weeks for written consultation at least once during the development of the policy.
2. Be clear about what your proposals are, who may be affected, what questions are being asked and the time scale for responses.
3. Ensure that your consultation is clear, concise and widely accessible.
4. Give feedback regarding the responses received and how the consultation process influenced the policy.
5. Monitor your department's effectiveness at consultation, including through the use of a designated consultation co-ordinator.
6. Ensure your consultation follows better regulation best practice, including carrying out an Impact Assessment if appropriate.

**These criteria must be reproduced within all consultation documents.**

## Consultation Co-ordinator contact details

If you have any complaints or comments about the consultation **process** rather than about the topic covered by this paper, you should contact Gabrielle Kann, Ministry of Justice Consultation Co-ordinator, on 020 7210 1326, or email her at [consultation@justice.gsi.gov.uk](mailto:consultation@justice.gsi.gov.uk).

Alternatively, you may wish to write to the address below:

**Gabrielle Kann  
Consultation Co-ordinator  
Ministry of Justice  
5th Floor Selborne House  
54-60 Victoria Street  
London  
SW1E 6QW**

If your complaints or comments refer to the topic covered by this paper rather than the consultation process, please direct them to the contact given under the **How to respond** section of this paper at page 31.







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