Our Vision

Making Scotland safer by protecting the public and reducing reoffending

Our Mission

The mission statement of the Scottish Prison Service is:

- To keep in custody those committed by the courts;
- To maintain good order in each prison;
- To care for prisoners with humanity;
- To encourage prisoners to take opportunities which will reduce the likelihood they re-offend and help reintegrate them back into their community.

Our Values

- **Respect:** We work with fairness, justice and honesty and have proper regard for others’ needs and rights.
- **Integrity:** We apply high ethical, moral and professional standards in our conduct.
- **Teamwork:** We work together and with partners to provide safety, support, efficiency and improved outcomes.
- **Equality:** We work together to embed the principles of equality, diversity and inclusion to promote a culture of openness, transparency and fairness in all we do.

Our Vision for Valuing Diversity, Promoting Equality and Human Rights

- Everyone in SPS values diversity in all aspects of work;
- Everyone in SPS is responsible for respecting and promoting equality and human rights;
- We have sustainable and effective policies and procedures that place equality, diversity, inclusion and respect for human rights at the centre of everything we do.
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Foreword

by Kenny McAskill, Cabinet Secretary for Justice

Custody, Order, Care and Opportunity has, for decades, been the laudable mission that underpins the Scottish Prison Service’s approach to offender management. Striking the appropriate balance for all four elements is not easy. We should never underestimate the challenges that SPS staff tackle on a daily basis.

From the beginning this Government has supported the SPS’s core principles and has delivered record levels of investment to allow the SPS to create an estate fit for the 21st century. This investment has already enabled the refurbishment of HMPs Edinburgh, Perth, Glenochil and Polmont and modernisation at HMP Shotts, whilst continuing to manage record prisoner numbers. This investment has also provided a new HMP Low Moss and in 2014 the delivery of the first fully community facing prison at HMP Grampian.

This Government continues to support the SPS to achieve its objective of delivering a fit for purpose prison service. £20 million of additional capital funding is being provided in 2014-15 that will be targeted towards the needs of the female population. This investment will include construction of HMP Inverclyde to enhance the facilities for women offenders from the west of Scotland. There will also be further modernisation of the existing female accommodation.

The commitment to delivering community facing prisons demonstrates clearly the SPS’s willingness to continue to engage proactively with community partners to support offenders and help them achieve a more successful transition back to their communities. I am confident that community partners will take the opportunity to match that commitment and secure better outcomes for offenders that will help protect communities and ultimately see a reduction in reoffending.

The SPS’s corporate plan for the next 3 years sets out in more detail how the SPS will build on already significant achievements to enhance its deserved reputation as a dedicated and caring organisation. The plan also shows how the SPS will continue to contribute to the developing Justice Strategy for Scotland in particular the reducing reoffending agenda, and to the Scottish Government’s wider purpose and outcomes.

I support this plan and look forward to seeing the positive outcomes that it envisages.
Introduction by John Ewing

I am proud to introduce the Scottish Prison Service Corporate Plan for the period 2012 to 2015. This is our first consolidated three year plan for several years and it sets out the high level priorities for the SPS over the Spending Review (2011) period. The plan builds on the previous successful performance of the Scottish Prison Service.

As a service we have continued to perform well and to improve our performance against most of our Key Performance Indicators. We are continuing to maintain our record of delivering secure, well ordered and safe prisons, despite the pressures of an increasing prisoner population. Our Prisoner Survey reported positively on our standards of care and importantly on staff / prisoner relationships. However we are not complacent and there is always further room for improvement in tackling priority operational issues such as levels of assaults, levels of self harm, health and safety and drug use in prison. We are making progress across these core operational areas and intend to continue to do so during the coming years.

Last year we implemented a number of significant changes aimed at improving service delivery. We transferred responsibility for prison healthcare to the NHS; started up a new purpose built prison at HM Prison Low Moss; awarded a new contract for the delivery of Court Custody and Prisoner Escort Services; closed Noranside as part of our Open Estate; and downsized HM Prison Peterhead as part of our preparation for a new prison on the same site. We also made significant progress in delivering our Interventions Strategy and in working with partners on the first Scottish Government Reducing Reoffending Programme. These have been, I believe, considerable achievements in the face of the operational pressures faced by our service.

Our new Corporate Plan comes at a time of change across Justice and focuses on our planned contribution to reducing reoffending across Scotland. It explains our priorities and our work as well as setting out our vision for our staff, our partners and the wider public. The plan makes clear our commitment to forging a shared mutual vision and shared priorities with partners to help deliver our contribution to a Safer Scotland. It sets out a commitment to working with key strategic partners including Community Justice Authorities, social work, the NHS, housing, social welfare, employment providers, drug and alcohol agencies and the Third Sector.

Of course, like every public service delivery body, we will face new financial pressures over the coming years. So we plan to continue to live within budget and to use our resources wisely and well. The SPS will also play its part in ensuring it helps to make the justice system work more efficiently and effectively.

Managing our daily prisoner population remains a key operational and strategic priority. Prisoner numbers are our major corporate risk in relation to delivering our plans. Last year saw record populations and Scottish Government projections suggest that this trend will continue and numbers will run ahead of the fit for purpose accommodation available to the SPS¹. This year the female prisoner population grew to a point where we had to open a women’s wing at HM Prison Edinburgh to accommodate the rise. So I look forward with anticipation to the Report of the Women’s Commission which will publish in spring 2012.

Scottish Government have continued to invest in creating a fit for purpose estate and over the spending review period we will see a new prison at HM Prison Low Moss and the development of a fully community facing prison at HM Prison Grampian in 2014², which will replace Aberdeen and Peterhead prisons. We also continue to develop plans for the rest of the estate and in particular the modernisation of the women’s prison estate.

Strong leadership and organisational development will be required to deliver our vision for the Scottish Prison Service. Our Mission has served us well over the years and the core business of Custody, Order, Care and Opportunity are clearly understood by every member of our staff. We also know that getting the balance right between these elements is the critical management role of the Scottish Prison Service.

¹ Published Scottish Government Prison Population Projections are at Annex 2
² The Prison Estate is at Annex 1
Prison Service. We know too that to deliver on our commitments to the Scottish public and to maintain their confidence in us the SPS must continue to strengthen its relationships with partner agencies and improve its impact on reoffending. Our focus for this will be to concentrate our services and partnerships on critical pre and post release points, helping prisoners through “the gate” on release, and improving information sharing and throughcare arrangements. This will mean strengthened engagement with local authorities and other community partnerships to deliver better and shared outcomes at local level. We will need to ensure that we have the capacity and capability across our organisation to deliver our plans and meet the challenges that face us. Central to this will be strengthening the role of the prison officer in supporting effective offender casework and throughcare partnerships.

During the autumn of 2011 the SPS Board embarked on a face to face consultation with many of our key stakeholders. In particular we met with a significant number of our middle and senior managers from across the SPS estate in a series of “Ambition Events”. We have listened to all of our stakeholder feedback and our forward priorities set out how the SPS intends to meet the ambitions proposed for our service.

This Corporate Plan is part of the process of communicating what we will do to meet expectations and the Delivery Plan for 2012-13 outlines the planned activities for delivering them.

John Ewing
Chief Executive
Scottish Prison Service

May 2012
**Introduction by Colin McConnell, Chief Executive**

I am delighted that John Ewing, my predecessor as Chief Executive, has provided this horizon scan which will provide a basis for a new era for SPS in which we will begin to re-charge our relationships with the Justice community as we seek to increase our contribution to and support of Justice Outcomes across Scotland.

Since taking up post on 28 May 2012, I have been impressed by SPS' record of delivery and its commitment to making Scotland Safer. I intend to build on that success and to ensure that we have an organisation that is measured, structured and empowered to deliver a 21st Century service.

The Corporate Plan and associated Delivery Plan for 2012/13 lays down the early groundwork that will support the delivery of our ambitions; but these plans are considered to be 'living and breathing' documents that can be adapted to embrace wider changes in Justice as well as new service demands that emerge as we take forward our ambitious change programme.

Already I have established 3 change priorities to be taken forward:

- a high-level review and re-alignment of SPS' Vision, Values and Core Business which will deliver improved policy integration with the Learning and Justice family, enhanced communication and co-operation with key stakeholders, and refreshed roles and responsibilities at SPS Board level;
- delivering on the Scottish Government response to the Angiolini Report, ensuring that women offenders are a key priority; and
- considering the future location of SPS HQ in line with our priorities and new operating approach.

I intend to keep staff and wider stakeholders fully engaged in the change process and to give everyone an opportunity to have their say about the future shape of the Prison Service and our contribution to the justice strategy for Scotland.

**Colin McConnell**

Chief Executive  
Scottish Prison Service  

July 2012
About the Scottish Prison Service

Who we are

The Scottish Prison Service is an Agency of the Scottish Government and was established in April 1993. The SPS Framework Document contains the policy and resources framework set by Scottish Ministers within which the SPS operates.

As a public service led delivery agency the SPS is required to deliver a range of custodial and rehabilitation services to those sent to it by the courts across Scotland. The prison estate currently comprises 16 establishments located across Scotland, 14 of which are directly operated by SPS Management and 2 which are operated by private sector operators under contract to SPS. The locations of our prisons are shown at Annex 1. In 2011-12 the SPS budget was £365.5 million and it directly employed around 4000 staff Scotland wide.

The existing prison estate is designed to hold 7850 prisoners in custody. Our newest prison at HMP Low Moss opened in March 2012. At times of peak population some 2300 prisoners (about 30% of the population) are being held in overcrowded conditions across the prison estate. During 2011-12 our peak population on 7th March was 8788 with 8420 prisoners in custody and 368 on home detention curfew. The prison population is projected to rise to about 9500 by 2019 if current trends continue. When the new prison at Low Moss becomes fully operational in May 2012 around 65% of our prison estate will be up to a standard which is assessed by SPS as being fit for purpose.

The SPS also manages the Scotland wide Court Custody and Prisoner Escort Contract on behalf of multi-agency justice partners, including Scottish Court Services and Scotland’s Police forces. A new 7 year contract was awarded to G4S in 2011 and commenced in January 2012.

The SPS provides a wide range of services to care for and support offenders and their families and it also operates a Victim Notification Scheme for registered victims of crime.

What we do

The SPS is rightly expected to ensure that those in custody do not escape, that prisons are safe and well ordered and that our public protection arrangements are robust in managing offenders at all stages during their custodial term. The SPS has a good track record in this but, at a time of rising population; success cannot be taken for granted. Delivering a decent prison takes hard work and vigilance on the part of prison teams. Our biennial Prisoner Survey in 2011 reflected well on the relationships between staff and prisoners and the basic level of care received by prisoners in our charge.

However the public also expect our prisons to make a difference and to contribute to reducing reoffending. So while a key priority for us will be maintaining a stable and safe prison system our commitment will also be to make a step change in our offender management, rehabilitation and reintegration services.

Our Delivery Plan for 2011-12 set out 7 key business themes that have underpinned our activities over the past year:

- Delivering our mission while managing the projected growth in the prisoner population;
- Delivering a fit for purpose estate;
- Building the capability and motivation of our staff to meet new service demands;
- Ensuring an operational structure that visibly supports offenders and contributes to reducing reoffending;
- Developing an integrated offender management process that responds to offenders’ risks and needs and contributes to better outcomes;
- Delivering and maintaining our operational focus during a period of significant change; and
- Maximising our efficiency and living within budget.
While these remain relevant to our business objectives our Corporate Plan focuses our sights more clearly on evidencing our contribution to reducing reoffending and on working with others to develop stronger strategic partnerships that deliver better outcomes for offenders and communities. Our work with the eight Community Justice Authorities to take practical action to support the national strategic aims is also reflected in our plan, as is our contribution to supporting the wider Scottish Government Justice Change Programme.

Partnerships are at the heart of the SPS approach to managing prisoners and our work to reducing reoffending. SPS will be seeking to maximise the benefits of national and local partnerships in improving the delivery of our services and outcomes. This includes working with the NHS to build on the benefits already realised with the transfer of responsibility for prisoner healthcare to the NHS in November 2011 and with local authorities to improve local services and outcomes.

About our Prisoners

SPS faces multiple challenges in accommodating a rising prisoner population which presents with a range of complex psychological, social and economic problems. Research has shown that most prisoners originate from areas of high socio-economic deprivation; 62% of prisoners’ previous addresses can be found in the 25% most deprived (Scottish Index of Multiple Deprivation) areas. Imprisonment rates vary dramatically across Scotland from 340 per 100,000 population in Glasgow to 30 per 100,000 in the Orkney Islands.

In addition just over a quarter (28%) of all prisoners report being looked after in care at some point in their childhood and a fifth indicate that they have problems with their reading (18%) and writing (21%). Nearly two-thirds (64%) admitted to using drugs in the 12 months before coming into prison and 39% were worried their drug use would be a problem on return to the community. One fifth (22%) were receiving a methadone prescription. One half (50%) of prisoners were drunk at the time of their offence and 38% conceded their drinking had affected their family relationships.

All of our prisons operate regimes that provide purposeful activity aimed at meeting the diverse needs and problems presented by those in custody. Of course, for very short term or remand prisoners, the most that might be expected is that prison stabilises health and well being, enables physical and mental functioning for court or liberation and provide links and signposts into community services and support. Consequently our prison regimes have particular focus on convicted prisoners.

For the longer term prisoner, prisons provide a wide range of opportunities aimed at meeting prisoner needs, managing their risk, motivating change and providing skills and support to equip them for reintegration into the community. The process is underpinned by an Integrated Case Management process designed to promote multi-disciplinary information sharing, risk and needs assessment, action planning and community reintegration.

Our work with prisoners is supported by the wider SPS Intervention Strategy which is based on:

- Providing accredited programmes to relevant offenders who present the highest risk of harm to the public; and
- Providing interventions and activities that are appropriate to the needs of lower risk but habitual offenders to help them desist from offending behaviour.

Every prison has a Links Centre and learning facilities which provide a range of community and prison led services which have been developed to signpost access to supports which assist community reintegration. A range of prison and community based service providers are located in our Links Centres and provide services aimed at addictions, throughcare, housing, employability, learning, skills, and “through the gate” support aimed at improving the chances of offenders reintegrating back into the community.

Imprisonment is by its very nature incapacitating and excluding and is unlikely to be sufficient in itself to promote desistence from offending. Indeed evidence points to the efficacy of community based solutions over prison based ones. Though prison is always the correct disposal for serious high risk offenders, for others, community based interventions or community sentences are likely to be more effective ways of reducing the likelihood of future reoffending. Support and access to community based services that promote prisoner reintegration will be an essential component of improving performance in reducing reoffending rates for those leaving prison across Scotland.
Our Ambition for Delivery

During 2011 the SPS reviewed its vision, mission and values. While we reinforced the role of partnership and equalities in our work, the fundamental principles of our mission remained relevant. The central tenets of the organisation – Custody, Order, Care and Opportunity (COCO) – continue to provide a strong sense of direction, reflect the key components of a balanced and purposeful prison system and are understood by staff throughout the organisation. This we regard as a key strength of the SPS for going forward.

We also embarked on a conversation with our key stakeholders including Scottish Government, Community Justice Authorities and other community partners. We extended that conversation across our middle and senior managers in a series of “Ambition” events. The levels of engagement showed strong commitment, pride in our achievements, and ambition for future SPS delivery. While the importance of maintaining the core business of secure custody, good order and standards of care and decency were emphasised (as were the challenges presented by prisoner numbers) there was a clear consensus that the SPS could not stand still and should maximise its contribution to reducing reoffending in Scotland.

During our consultations we heard a number of key messages for the Scottish Prison Service. The SPS:

- Must continue to deliver a safe and secure service accommodating those sent to it by the courts;
- Must continue to invest in a fit for purpose estate that meets rising expectations, not only for greater capacity but also effective community reintegration and reduced reoffending;
- Should focus on effective partnerships aimed at improving throughcare and reducing reoffending;
- Should identify and focus services on priority offender groups in support of wider Justice Government aims, taking an outcome-based approach;
- Should base our interventions, community partnerships and throughcare arrangements on the basis of evidence that leads to better outcomes;
- Develop the skills of our people to meet new service demands;
- Should clearly communicate our role, our plans and performance to internal and external stakeholders, including the public and their representatives; and
- Should ensure the efficiency and effectiveness of its business and its contribution to wider Justice Change Programmes.

The SPS Board has considered their key messages and themes and agreed 5 change priorities for corporate action over the planning period. Central to these priorities is the signalled step change in relation to maximising our contribution to Reducing Reoffending.
Key Corporate Change Priorities

Maximising our Contribution to Reducing Reoffending:

We will renew the SPS focus on Reducing Reoffending, showing evidence of the contribution of prisons to positive outcomes for offenders and communities. We will deliver and measure the outcome of our Interventions Strategy which will complement and support the aims of the Scottish Government Reducing Reoffending Programme. Our strategy and our interventions activity will be evidenced based and underpinned by an Evaluation Strategy which provides clear information on our performance and the effectiveness of our activities and partnerships. By the end of the planning period we will have a clear evidence framework for our interventions and a clear strategy of investing only in those rehabilitation and reintegration activities that work.

Managing Prisoner Numbers, Custody and Accommodation:

Improving our contribution to reducing reoffending will be dependent upon our capacity to deliver secure custody in prisons which are fit for purpose and which support the necessary standards of decency and care and our work with communities to reduce reoffending.

In order to meet our commitment to continue to accommodate those sent to us by the courts, we will:

- Support wider Scottish Government work to manage future prison population growth;
- Maximise the appropriate use of our estate;
- Maximise the appropriate use of Home Detention Curfew (HDC); and
- Maintain investment in developing an estate that is fit for purpose and which supports the organisation’s focus on reducing reoffending;

Building Partnerships and Plans that Deliver Agreed Outcomes:

We will ensure that SPS is contributing in a consistent way to community planning through relevant partnerships across Scotland. Our work with CJAs and other community partners will be underpinned by clear outcomes and shared priorities that focus on improving information sharing, throughcare and connections into community based services. We will have agreed joint plans and performance measures that show the success of our contributory outcomes.

Developing our Organisation and our People to Deliver:

We will ensure that we have the capacity, capability, roles and structures to deliver and sustain positive improvements in reducing reoffending, protecting the public and delivering a best value service.

Communicating our Performance:

We will ensure our communications and engagements with our staff, our partners and our wider stakeholders, including the Scottish public and their representatives, provide reassurance on the service we provide, the outcomes we deliver, the plans we have and the performance we achieve in support of the Scottish Government Performance Framework.
Objectives for 2012-15

In taking forward the 5 key priorities for SPS over the next 3 years the SPS Board has agreed a range of high level operational objectives for the period:

- To maintain strong performance in relation to the secure custody and good order of our prisons, ensuring that there are robust processes in place to prevent, manage and minimise risk or the impact of adverse incidents that do occur.

- To maintain safe and caring prisons with reducing numbers and rates of assaults, self harm, suicide and other critical near-death incidents, while improving levels of reported wellbeing, feeling safe and meeting basic needs.

- To continue to reduce access and use of drugs and alcohol within prison by detecting and disrupting supply and reducing demand through our addictions and throughcare work.

- To contribute to the improvement of public protection through the proper administration of risk assessments, risk management and casework to ensure informed decisions for the purpose of parole, prisoner progression, community access and multi-agency public protection arrangements.

- To maximise the benefits of our new partnership with the NHS, improving health outcomes within prison and on release.

- To take forward our programme of investment in a fit for purpose prison estate.

- To maximise and evidence the effectiveness of our Interventions Strategy in developing prisoners, promoting family and community reintegration and reducing reoffending, within the resources available to us. Investing in specific prisoner population groups to deliver improved outcomes which complement work in the community to support early interventions and a “whole system” approach by:
  - Piloting an early intervention approach with first time in custody offenders;
  - Delivering our strategy framework for young people in custody and ensuring our services meet any new legislative requirements on children’s services;
  - Delivering our strategy framework for women offenders in custody and taking account of the Commission scheduled to report in Spring 2012;
  - Working with partners to develop a more effective approach to managing the issues presented by low tariff persistent offenders; and
  - Consolidating our approach to and lessons learned from the first fully community facing prison at HM Prison Grampian when it opens in 2014.

- To implement and operate standards for the management of sex offenders in prisons to support the national strategy and relocation of offenders from HM Prison Peterhead.

- To ensure that the organisation continues to perform and that our culture and our workforce are developed and equipped to deliver our contribution to reducing reoffending, our service outcomes and value for money. We will have strong leadership, motivated and capable staff and systems that effectively support our work.

- To ensure that our business processes show continuous improvement and that we deliver across a range of other business strategies and meet the key requirements to demonstrate the efficiency of our contribution to justice and to live within budget.

The conclusion to our Corporate Plan sets out in more detail our aspiration and ambition for delivery against those objectives by 2015.
**Corporate Risks**

Risk Management is an important business driver within SPS. The SPS Board has a detailed corporate Risk Register which includes the assessment of the key strategic risks facing the SPS as it enters the new business period. The Corporate Plan also reflects the SPS key actions to manage and mitigate risks likely to impact on delivery of our strategic goals.

Key Risk areas broadly identified include:

- Capacity to accommodate those sent to prison by the courts;
- Maintaining capacity and capability to operate a stable and effective prison system;
- Maximising and evidencing our contribution to protecting the public and reducing reoffending; and
- Resourcing to deliver corporate objectives.

Risk monitoring and management are active and continuous processes within the SPS and are one part of a robust system of governance, internal control and project management.
Financial Planning

The SPS budget for 2012-15, as approved by the Scottish Parliament, is shown in the following table.

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The budget will support the strategic priorities outlined for investment in our Corporate Plan.
Planning Assumptions for 2012 - 15

The National Performance Framework and Draft Justice Strategy

The Scottish Government is committed to a Scotland where we can live our lives safe from crime, disorder and danger. The Scottish Prison Service has a key part to play in contributing to public safety through its work in protecting the public and contributing to reducing reoffending.

Our Corporate Plan reflects our commitment to contributing to the delivery of the National Performance Framework\(^3\), the Scottish Government Business Strategy and the Scottish Government’s emergent draft “Justice Strategy for Scotland”\(^4\).

Our core activities contribute directly to the Scottish Government’s national target of reducing overall reconviction rates and crime victimisation rates. We directly contribute to the key National Outcomes for the Justice System. Priority outcomes are:

- We live our lives safe from crime, disorder and danger;
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others; and
- Our public services are high quality, continually improving, efficient and responsive to local people’s needs.

Prisons provide a wide range of services for citizens deprived of their liberty across the range of the 9 offender outcomes\(^4\) and contribute to wider Scottish Government outcomes across such areas as learning, health, addictions, employment, inclusion and families.

Every prison has a “Links Centre” that supports the delivery of throughcare services and community partnerships. Our prisons also work at local community level through the agreed area Action Plans for the eight Community Justice Authorities (CJAs) and the complementary and agreed national strategic aims to:

- Improve joint working practice;
- Improve information sharing;
- Improve community integration; and
- Improve the shared management of resources and policy.

The draft Justice Strategy for Scotland also sets out eight contributory outcomes to which the SPS makes a contribution. These are:

- We experience low levels of crime.
- We experience low levels of fear, alarm and distress.
- We are at low risk of unintentional harm.
- Our people and communities support and respect each other, exercising both their rights and responsibilities.
- We have high levels of public confidence in justice institutions and processes.
- Our public services are fair and accessible.
- Our institutions and processes are effective and efficient.

\(^3\) The National Performance Framework is at Annex 3
\(^4\) The National Outcomes for Offenders are at Annex 4
• Our public services respect the rights and voice of users.

Prisons are communities in themselves as well as being part of the community, so these outcomes are as relevant to the operation of prisons as they are to wider Scottish communities. They set both an expectation and ambition for the delivery of our prison services. Our plans also take into account emerging principles from the Christie Commission and draft Justice Strategy, including:

• A shift towards prevention.

• Outcomes that are agreed across services and sectors and are delivered through collaborations based around whole person responses.

• Effective leadership and a commitment to the development of a culture of continuous improvement, positive behaviour and appropriate skills.

• The consistent use of evidence, innovation and outcome focussed performance management to drive improvement.

Our actions and planned activities support the wider aims of Justice and the key priorities identified for justice and community safety. We measure our contribution through Key Performance Indicators agreed by the Cabinet Secretary for Justice.5

The Justice Change Programme - Efficient and Effective Justice

SPS’s business environment is conditioned by a number of factors including the number of prisoners within our establishments, the resources provided by Scottish Ministers, the Key Performance Indicators set by the Cabinet Secretary for Justice and wider environmental challenges and service improvement and better efficiency.

The wider draft Justice Strategy for Scotland makes clear that the current financial pressures resulting from UK Government spending cuts, alongside broader socio-economic developments make reform of the justice system imperative. Central to the justice change programme will be the integration and modernisation of public services with a focus on outcomes, preventative spend, a whole system approach, performance improvement and reduced “churn” and costs.

Managing our Estate

The 2011 Spending Review recognised the need for continued investment in creating a prison estate that is fit for purpose and which provides a humane and decent regime capable of supporting public safety demands and activities aimed at reducing reoffending. The financial outcome has enabled the opening of the new HM Prison Low Moss in spring 2012, the completion of redevelopment work at HM Prison Shotts by 2012-13 and the construction of HM Prison Grampian for operational start up during 2013-14.

With the opening of HMP Low Moss the SPS estate will be approximately 65% fit for purpose and will increase the design capacity to 7850 prisoner places. This will further increase to 73% fit for purpose when HMP Grampian opens in winter 2013-14 (and the existing HMPs Aberdeen and Peterhead close). During 2012-15 further work will be taken forward to modernise the remainder of the prison estate, including the female prison estate, and work to bring on HMP Inverclyde, the replacement prison for HMP Greenock, on a site owned by the SPS. Current proposals include the development of HMP Stirling to replace HMP and YOI Cornton Vale and replacements for HMP Inverness and HMP Barlinnie, Highland and Glasgow respectively, though these fall significantly beyond the current spending review term. On full completion around 94% of the prison estate design capacity would be fit for purpose. The plans do not project additional capacity beyond the completion of HMP Grampian in 2014.

While these plans will provide an estate that is amongst the most modern and broadly fit for purpose, projections indicate that by 2019 the prisoner population will have significantly outnumbered design capacity. Current trends suggest that the population will peak at between 9500 to 10000 in custody

5 The SPS Key Performance Indicators are summarised in Annex 5
by 2019 which will result in around 20% of our population being held in crowded conditions if the current trend is not stabilised or reversed.

Managing our Prison Services

Such population pressures and overcrowding put a significant strain on our capacity to deliver regimes providing the full range of activities and services required to support our contribution to reducing reoffending. This has been further aggravated by a rise in remand and recall rates which increasingly require resources to be invested in stabilising “short stay” prisoners or in prioritising interventions for those prisoners who require to re-enter the parole process. This has meant that the SPS is increasingly rationing programmes and interventions to maximise its contribution to reducing reoffending.

The prison population is not a homogenous group. Prisons are required to separate prisoners on the basis of legal status (untried and convicted) and on the basis of age and gender. Further classification systems exist in relation to security, safety, good order, sentence length and sentence type amongst other criteria. Finally prisoners are case managed using a multi agency integrated case management process (ICM) which seeks to manage individual prisoners on the basis of risk, need and responsivity. Managing this range of variables makes prisoner management and distribution of resources and services a complex task and volume, churn and other operational pressures can limit access to services and impact on the overall efficacy of our interventions.

During 2011 we extended the women’s estate to include Ratho Hall at HMP Edinburgh due to both lack of capacity at Cornton Vale to accommodate the volume of numbers and to manage the impact on services available for the growing number of women prisoners. We also developed our approach to managing young people under the age of 18 years with the opening of Blair Hall in HMYOI Polmont. These developments mean that the SPS is in a good position to respond to the findings of the Women’s Commission, and to be able to input any forthcoming legislative proposals that may impact on the management of young offenders.

Community facing prisons provide the opportunity for communities to work more closely with those that they imprison both in prison and on release. Our emphasis is therefore on information sharing, partnership working and delivering improved reintegration outcomes for prisoners is reflected in our estate development strategy. Improving both access and alignment to local community justice (and wider) community services is central to our model for improving throughcare, family support and access to community services for prisoners and their families.

We began to develop this approach with HMP Addiewell Prison and have continued to expand it through the small Community Integration Units for female offenders in HMP Aberdeen and HMP Inverness. The opening of HMP Low Moss Prison provides further opportunity to progress our community facing policy across an adult male offender group. HMP Low Moss provides an opportunity for the development of innovative and linked services between prison and community in preparation for the first fully community facing prison for males, females and young people at HMP Grampian. These changes deliver on the strategic intention signalled by the SPS some 5 years ago and redefine the traditional models of imprisonment in Scotland. Once HMP Prison Low Moss and HM Prison Grampian are operational we will learn from their experience and share good practice across the rest of the SPS estate where it is operationally practical to do so.

The Drive to Reduce Reoffending

The Scottish Government estimate that reoffending accounts for about two thirds of crime and that the economic and social costs of crime are about £5bn per annum. Reoffending also has a cost in terms of victims and in terms of public reassurance about the efficiency and effectiveness of the Justice system.

The Scottish Government Reducing Reoffending Programme introduced the Community Payback Order as well as further changes aimed at improving assessment, information sharing, case planning and the availability of interventions. It also recognised the gaps in throughcare services for prisoners serving a sentence with no statutory post release supervision. The emphasis on seeking to do more to tackle the issues presented by short term persistent offenders is a key strand of our future plans.

The follow up programme (RRP2) will be launched in spring 2012 by Scottish Government and is likely to:
• Review throughcare arrangements;
• Focus on persistent offenders and short term repeat offenders;
• Further improve assessment and planning information sharing procedures;
• Improve consistency of interventions between prison and the community;
• Review community justice funding arrangements; and
• Introduce a £7.5M Reducing Reoffending Change Fund.

The SPS will contribute to the Reducing Reoffending Programme as well as ensuring our own Intervention Strategy complements the work of the wider programme.

During the first year of the planning period Audit Scotland will review the efficiency and effectiveness of Scotland’s approach to Reducing Reoffending rates. Our priorities for the planning period will help to maximise the SPS contribution to reducing reoffending in Scotland and we will take into account any emerging recommendations from the Audit Scotland review.

Our Aspiration and Ambition by 2015

In taking forward our 5 key priorities over the next 3 years we plan to deliver improvements across the range of our Operational objectives. By the end of the planning period SPS will aspire to have:
• Reported continued strong performance in relation to the secure custody and good order of our prisons, evidencing that there are robust processes in place to prevent, manage and minimise risk or the impact of adverse incidents that do occur.

• Maintained safe and caring prisons with reduced numbers and rates of assaults, self harm, suicide and other critical near-death incidents, with improved levels of reported wellbeing, feeling safe and meeting needs.

• Evidenced a reduction in access and use of drugs and alcohol within prison with increased detection and disruption of supply, reduced demand and improved community outcomes through our addictions and throughcare work.

• Maintained our commitment to public protection through the proper and accurate administration of risk assessments, risk management, Prisoner Records, information sharing and casework with evidence of informed and defensible decisions for the purpose of parole, prisoner progression, Home Detention Curfew, community access and multi-agency public protection arrangements.

• Realised the benefits of our new partnership with the NHS with improved health outcomes within prison and on release. We will have:
  - Strengthened partnerships with Health Boards that demonstrate the advantages of the new arrangements and improved outcomes for prisoners;
  - Agreed a framework with NHS for health promotion across our prisons;
  - A defined approach to supporting care for very disabled, old and frail prisoners; and
  - An assured contribution to adult protection issues with learning and improved practice from critical incident reviews.

• In taking forward our programme of investment in a fit for purpose prison estate we will have:
  - HM Prison Low Moss fully operational in May 2012;
  - Completed Phase II of HM Prison Shotts in summer 2012;
  - Commenced the operation of a new prison in HMP Grampian in 2014 and will have closed HM Prison Peterhead and HM Prison Aberdeen;
  - Made significant progress with HM Prison Inverclyde as a replacement for HM Prison Greenock and will be on target to open the prison in 2016;
  - Further modernised the women’s estate; and
  - Made significant progress in preparing for HM Prison Highland (to replace HM Prison Inverness) and planning for a new prison in Glasgow.

• Fully developed and implemented our Intervention Strategy to maximise purposeful prisoner opportunities and our contribution to reducing reoffending and improved offender outcomes across Scotland. We will have:
  - Contributed positively to the Scottish Government Reducing Reoffending Programme and implemented agreed recommendations for improvement;
  - Reviewed our full range of interventions and activities in terms of efficacy and reach. We will have aligned our interventions as necessary with community partners and use the National Interventions catalogue to help promote effective practice;
  - Increased the availability and participation by prisoners in purposeful activities;
- A fully developed suite of accredited programmes and approved activities with improved targeting of interventions in line with risk, need and responsivity;

- Increased the availability of modular programmes and activities for short term persistent offenders;

- Introduced practicable operational standards for supporting family contact and will have contributed to early intervention and prevention by providing effective interventions and services for:
  - Parenting and relationships;
  - Domestic abuse;
  - Child protection;

- Improved engagement by the families of prisoners in our work with prisoners and have invested effectively in prisoners as the parents of, potentially, the next generation of multiply deprived and vulnerable children;

- Improved the integration of our approach to learning and employability ensuring that we have a high performing education and skills system that evidences improved life chances for prisoners and young people on release and which has engaged effectively with employers to provide real work prospects for job ready offenders on release;

- Agreed and implemented a revised approach to managing learning disability and difficulty in prison;

- Improved offenders’ transitions into the community and have provided more consistent support for offenders on liberation from custody demonstrating the impact of our strengthened partnership activities;

- Engaged in strategic partnerships with agreed plans and deliverables. We have more consistent representation and contribute positively to policy development, particularly at community planning level; and

- Developed the role of the prison officer evidenced by a strengthened engagement in case management, pro social modelling, supporting change in offenders and working with partners.

  - Evidenced the effectiveness of our Interventions Strategy in developing prisoners, promoting family and community reintegration and reducing reoffending. We will have:
    
    - Completed an evaluation of innovative practice at HM Prison Low Moss and other sites and, where applicable, will have rolled out more consistent practice across the estate;
    
    - An evaluation process in place that supports our evidence based approach;
    
    - An agreed model to clearly define the relationship between the costs of our activities and the value of the outcomes they deliver and we invest in those interventions and partnership that have been evidenced to be most efficient and effective;
    
    - Developed a shared performance framework of intermediate and contributory outcomes developed in partnership with CJA’s and other stakeholders; and
    
    - A strengthened relationship with Justice Analytical Services with improved management information.

  - Invested in specific prisoner population segments evidencing improved outcomes which complement work in the community and support early intervention and a “whole system” approach by having:
    
    - Provided effective interventions to first time in custody offenders;
- Delivered on our strategy framework for **young people** in custody with our services meeting any new legislative requirements on children’s services;

- Delivered on our strategy framework for **women offenders** in custody and have taken account of the Commission report (published in Spring 2012);

- Provided in partnership a more effective approach to managing the issues presented by **low tariff persistent offenders**;

- Consolidated our approach to and lessons learned from the first fully **community facing prison** at HM Prison Grampian; and

- Implemented standards for the management of **sex offenders** in prisons to support the national strategy.

**Demonstrated continued organisational performance with a culture and workforce developed and equipped to deliver our contribution to reducing reoffending, our service outcomes and value for money.** We will have strong **leadership, motivated and capable staff** and systems that have effectively supported our work. We will have achieved this by having in place:

- Robust leadership training and succession planning arrangements;

- A fully developed workforce engagement strategy;

- Management roles and structures with the capacity and flexibility to support new business requirements;

- Staff, including at first line and middle management level, with the capability and capacity to support the new demands and who have provided opportunities to share initiatives, training and have exercised with other partners;

- Good practice in relation to Equality, Diversity and Human Rights for staff and prisoners; and

- A clear communications strategy that ensures key messages and information is shared effectively with staff, prisoners, partners, stakeholders and the public in general.

**Evidenced we have lived within our budget and have provided efficiency of contribution to justice with our business processes showing continuous improvement.** We will have:

- An SPS Performance Framework and performance measures which ensure relevance to the Scottish Government Performance Framework and evidence our outcome based approach;

- Agreed our Information Systems Strategy and have contributed effectively to improving information sharing across justice and with partners in related sectors;

- Supported the wider Making Justice Work programme and in particular supported the introduction of:
  - Video facilities for legal agents;
  - Virtual court proceedings.

- Delivered on our carbon management target of a reduction of 20% by 2014-15; and

- Evidence of the efficiencies provided by our new Procurement Strategy.
Scottish Government Prison Population Projections

Chart 1 Average daily prison population: January 2000 to December 2010

Note: Long-term population includes recalls and life sentences.

The prison environment in general is designed to accommodate the differing needs of different types of prisoners, for instance, in terms of custody type, sentence length and stage, and security level. The prison service also accommodates young offenders and women, and therefore must provide services which are appropriate to their needs and which may be different in some respects from those required by the majority adult male population. About 13 per cent of prisoners are young offenders, while women currently constitute 5 per cent of the prison population in Scotland and have shown a much sharper rate of growth than the global population, practically doubling over the past ten years. This group is not dealt with separately in these projections as the numbers are too small to allow robust projections over the longer term using the current methodology, and future trends for this population will be modelled using more appropriate statistical methods.

Chart 2 Prison population projections: 2010-11 to 2019-20
# NATIONAL PERFORMANCE FRAMEWORK

## THE GOVERNMENT’S PURPOSE

To focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth.

### HIGH LEVEL TARGETS RELATING TO THE PURPOSE

<table>
<thead>
<tr>
<th>Growth</th>
<th>Productivity</th>
<th>Participation</th>
<th>Population</th>
<th>Solidarity</th>
<th>Cohesion</th>
<th>Sustainability</th>
</tr>
</thead>
</table>

## STRATEGIC OBJECTIVES

### WEALTHIER & FAIRER

We live in a Scotland that is the most attractive place for doing business in Europe

We realise our full economic potential with more and better employment opportunities for our people

We are better educated, more skilled and more successful, renowned for our research and innovation

Our young people are successful learners, confident individuals, effective contributors and responsible citizens

Our children have the best start in life and are ready to succeed

We live longer, healthier lives

We have tackled the significant inequalities in Scottish society

We have improved the life chances for children, young people and families at risk

We live our lives safe from crime, disorder and danger

We live in well designed, sustainable places where we are able to access the amenities and services we need

We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

We value and enjoy our built and natural environment and protect it and enhance it for future generations

We take pride in a strong, fair and inclusive national identity

We reduce the local and global environmental impact of our consumption and production

Our people are able to maintain their independence as they get older and are able to access appropriate support when they need it

Our public services are high quality, continually improving, efficient and responsive to local people’s needs

### SMARTER

### HEALTHIER

### SAFER & STRONGER

### GREENER

## NATIONAL OUTCOMES

### HOW ARE WE DOING?

Visit [www.scotlandperforms.com](http://www.scotlandperforms.com) to track latest progress
### National Performance Framework – Measurement Set

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase Scotland’s Economic Growth</td>
<td>Improve Productivity</td>
</tr>
</tbody>
</table>

#### Purpose Targets

- **Population** – Increase Healthy Life Expectancy
- **Solidarity** – Reduce Income Inequality
- **Cohesion** – Reduce Inequalities in Economic Participation Across Scotland
- **Sustainability** – Reduce Greenhouse Gas Emissions

#### National Indicators

<table>
<thead>
<tr>
<th>National Indicators</th>
<th>National Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increase the number of businesses</td>
<td>Reduce the percentage of adults who smoke</td>
</tr>
<tr>
<td>Increase exports</td>
<td>Reduce alcohol related hospital admissions</td>
</tr>
<tr>
<td>Improve digital infrastructure</td>
<td>Reduce the number of individuals with problem drug use</td>
</tr>
<tr>
<td>Reduce traffic congestion</td>
<td>Improve people’s perceptions about the crime rate in their area</td>
</tr>
<tr>
<td>Improve Scotland’s reputation</td>
<td>Reduce reconviction rates</td>
</tr>
<tr>
<td>Increase research and development spending</td>
<td>Reduce crime victimisation rates</td>
</tr>
<tr>
<td>Improve knowledge exchange from university research</td>
<td>Reduce deaths on Scotland’s roads</td>
</tr>
<tr>
<td>Improve the skill profile of the population</td>
<td>Improve people’s perceptions of the quality of public services</td>
</tr>
<tr>
<td>Increase the proportion of pre-school centres receiving positive inspection reports</td>
<td>Reduce the proportion of individuals living in poverty</td>
</tr>
<tr>
<td>Increase the proportion of schools receiving positive inspection reports</td>
<td>Reduce children’s deprivation</td>
</tr>
<tr>
<td>Improve levels of educational attainment</td>
<td>Improve access to suitable housing options for those in housing need</td>
</tr>
<tr>
<td>Increase the proportion of young people in learning, training or work</td>
<td>Increase the number of new homes</td>
</tr>
<tr>
<td>Increase the proportion of graduates in positive destinations</td>
<td>Widen use of the Internet</td>
</tr>
<tr>
<td>Improve children’s services</td>
<td>Improve people’s perceptions of their neighbourhood</td>
</tr>
<tr>
<td>Improve children’s dental health</td>
<td>Increase cultural engagement</td>
</tr>
<tr>
<td>Increase the proportion of babies with a healthy birth weight</td>
<td>Improve the state of Scotland’s historic sites</td>
</tr>
<tr>
<td>Increase the proportion of healthy weight children</td>
<td>Increase people’s use of Scotland’s outdoors</td>
</tr>
<tr>
<td>Increase physical activity</td>
<td>Improve the condition of protected nature sites</td>
</tr>
<tr>
<td>Improve self-assessed general health</td>
<td>Increase the abundance of terrestrial breeding birds: biodiversity</td>
</tr>
<tr>
<td>Improve mental wellbeing</td>
<td>Improve the state of Scotland’s marine environment</td>
</tr>
<tr>
<td>Reduce premature mortality</td>
<td>Reduce Scotland’s carbon footprint</td>
</tr>
<tr>
<td>Improve end of life care</td>
<td>Increase the proportion of journeys to work made by public or active transport</td>
</tr>
<tr>
<td>Improve support for people with care needs</td>
<td>Reduce waste generated</td>
</tr>
<tr>
<td>Reduce emergency admissions to hospital</td>
<td>Increase renewable electricity production</td>
</tr>
<tr>
<td>Improve the quality of healthcare experience</td>
<td></td>
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</tbody>
</table>

Visit [www.scotlandperforms.com](http://www.scotlandperforms.com) to track latest progress

December 2011
9 Offender Outcomes

Certain factors will reduce the chance of an individual re-offending. The Scottish Government expects agencies to work together to enhance services for offenders to achieve the following outcomes, as appropriate, prioritising the most critical factors in individual cases:

- Sustained or improved physical and mental well-being.
- The ability to access and sustain suitable accommodation.
- Reduced or stabilised substance misuse.
- Improved literacy skills.
- Employability prospects increased.
- Maintained or improved relationships with families, peers and community.
- The ability to access and sustain community support, including financial advice and education.
- The ability to live independently if they choose.
- Improvements in the attitudes or behaviour which lead to offending and greater acceptance of responsibility in managing their own behaviour and understanding of the impact of their offending on victims and on their own families.
## Key Performance Indicators

<table>
<thead>
<tr>
<th>KPI 1a</th>
<th>Extreme Risk Escapes</th>
</tr>
</thead>
<tbody>
<tr>
<td>KPI 1b</td>
<td>Escapes at other supervision level</td>
</tr>
<tr>
<td>KPI 2a</td>
<td>Absconds</td>
</tr>
<tr>
<td>KPI 2b</td>
<td>Incidences of Failures to Return</td>
</tr>
<tr>
<td>KPI 3a</td>
<td>Serious Prisoner on Staff Assaults</td>
</tr>
<tr>
<td>KPI 3b</td>
<td>Minor &amp; No Injury Prisoner on Staff Assaults</td>
</tr>
<tr>
<td>KPI 3c</td>
<td>Serious Prisoner on Prisoner Assaults</td>
</tr>
<tr>
<td>KPI 3d</td>
<td>Minor &amp; No Injury Prisoner on Prisoner Assaults</td>
</tr>
<tr>
<td>KPI 4</td>
<td>Purposeful Activity Hours</td>
</tr>
<tr>
<td>KPI 5a</td>
<td>% of education classes spent delivering literacy skills</td>
</tr>
<tr>
<td>KPI 5b</td>
<td>% of education classes spent delivering numeracy skills</td>
</tr>
<tr>
<td>KPI 6a</td>
<td>Increase in Employability</td>
</tr>
<tr>
<td>KPI 6b</td>
<td>Vocational &amp; Employment Related Qualifications</td>
</tr>
<tr>
<td>KPI 6c</td>
<td>Vocational &amp; Employment Related Qualifications at SCQF level 5 or above</td>
</tr>
<tr>
<td>KPI 7</td>
<td>Reduced or Stabilised Drug Use</td>
</tr>
<tr>
<td>KPI 8</td>
<td>% of ICM Case Conferences with CJSW in attendance</td>
</tr>
</tbody>
</table>

Performance will be published in the SPS Annual Report & Accounts.

KP 16a – Scottish Prison Service previously collected this data from Job Centre Plus however, with this data no longer available, the SPS are currently looking at other ways to collect this information.