

## **Haverigg Prison**

**Head of Service:** Tim Capper, Head of Democratic Services

**Report Author:** Neil White, Scrutiny Support Officer

**Recommendation: that the committee advises full council how it wishes to proceed with this matter.**

### **BACKGROUND**

The Committee may recall that at its meetings on 1 April 2008 and 18 December 2008 it considered the principle of whether a community prison should be proposed at Haverigg Prison.

The Committee agreed at the 1 April 2008 meeting that:

- (A) the report by Councillor Pitt be sent to Anne Owers, the Inspector General of Prisons, seeking support for a Community Prison in Cumbria,
- (B) support be sought from Rob Allen, the Director of The International Centre for Prison Studies and from Juliet Lyon the Director of the Prison Reform Trust prior to petitioning the Home Secretary, and
- (C) the County Council and the other District/Borough Councils across Cumbria be asked for their support for the principle of making HMP Haverigg a community prison.

Initial letters were sent to the other local authorities and MPs across Cumbria as well as other relevant organisations shortly after the meeting and further reminder letters were sent to those organisations and people who had not responded to the original letter.

The Committee considered the responses to this proposal at the meeting on 18 December 2008 (these were circulated with the full council agenda on 24 February 2009).

It also considered a note of a conference organised by Cumbria Criminal Justice Board on Twin Peaks: A Cumbria Community Approach to Reducing Re-offending which is reproduced at Appendix "A".

The Committee noted that J Reed MP had supported the principle and agreed that full council should be asked to take up his offer of assistance in presenting the proposal to the Home Office.

Full council considered this at its meeting on 24 February 2009 and agreed that this issue should be referred back to this committee for further consideration.

Councillor Pitt has submitted a report, at Appendix “B”, which deals with the comments raised at the council meeting.

**Conclusion**

The Committee is invited to consider Councillor Pitt’s report and make a recommendation to full council on how this matter should be proceeded with.

**List of Appendices**

Appendix “A” – Note of conference by Cumbria Criminal Justice Board on Twin Peaks: A Cumbria Community Approach to Reducing Re-offending

Appendix “B” – HMP Haverigg – report by Councillor Pitt

**List of Background Documents:**

None



## CONFERENCE NOTE

**CONFERENCE:** Twin Peaks: A Cumbria Community Approach to Reducing Re-offending

**DATE:** Friday 24<sup>th</sup> October 2008, 10:00am, Stonecross Manor Hotel, Kendal

### Key Speakers:

Clive Chatterton	Her Majesty's Prison Haverigg (CC)
Juliet Lyon	Prison Reform Trust (JL)
Gill Cooper	Her Majesty's Prison Haverigg (GC)
Annette Hennessy	National Probation Service, Cumbria (AH)
Will Greenhow	Department of Home Affairs, Isle of Man (WG)
Paul Bradley	Cumbria Criminal Justice Board (PB)

### Attendance:

Adrian Adcock	Learning and Skills Council (AA)
Chris Armstrong	Her Majesty's Courts Service (CA)
Graham Beck	Her Majesty's Prison Service (GB)
Nigel Bennett	Government Office North West (NB)
John Browne	Office for Criminal Justice Reform (JB)
Matthew Bulmer	Office for Criminal Justice Reform (MBul)
Mike Burger	A4e (MBur)
Helen Chapman	Her Majesty's Prison Haverigg (HC)
Bronya Cooper	Her Majesty's Prison Haverigg (BC)
Pat Edwards	Office for Criminal Justice Reform (PE)
Kenny Evans	Her Majesty's Prison Haverigg (KE)
Dave Everett	Her Majesty's Prison Service (DE)
Doug Graham	Carlisle and District Bench (DG)
John Grantham	IMB Chair (JG)
Phillip Greatorex	Sellafield Limited (PG)
Janet Hall-Gardiner	Her Majesty's Prison Haverigg (JHG)
Steve Halliday	Cumbria Constabulary (SH)
Paul Latham	Cumbria Constabulary (PL)
Eric Hodgson	North West Development Agency (EH)
Christine Hosie	Learning and Skills Council (CH)
Gail Inglis	West Allerdale and Keswick Bench (GI)
Caroline Leonard	Cumbria Criminal Justice Board (CLEo)
Claire Lindley	Crown Prosecution Service (CLin)
Bill McHugh	Regional Offender Manager (BM)
Simon Newberry	A4e (SN)
Val Ogilvie	Her Majesty's Prison Service (VO)
Stasia Osiowy	Her Majesty's Prison Service (SO)
Robin Pitt	Copeland Borough Council (RobP)
Rowena Pitt	Youth Offending Team (RowP)
Sargon Sait	National Probation Service, Cumbria (SS)
Paul Segalini	Her Majesty's Prison Haverigg (PS)
John Thompson	Shelter (JT)
Kathryn Walker	Learning and Skills Council (KW)
Bobby Watson	Population Management Unit (BW)
Cathy Wynne	Cumbria Primary Care Trust (CW)
Brian Mayne	Her Majesty's Prison & Young Offenders Institute (Lancaster) (BM)
Christine Davidson	National Probation Service, Cumbria (CD)
Wendy Binks	Cumbria Criminal Justice Board (WB)
Claire Kenyon	Cumbria Criminal Justice Board (CK)

**2. Welcome and Overview: Clive Chatterton, Governor HMP Haverigg**

Clive Chatterton opened the event with a brief overview of the Twin Peaks project and pointed out the various displays located within the conference room. These included architects plans of the prison and maps highlighting court locations and prison locations within Cumbria and the immediate surrounding areas. Clive Chatterton thanked the Cumbria Criminal Justice Board for their support in respect of the Twin Peaks project.

The idea behind the Twin Peaks project arose from the increase in the prison population and the Prison Service looking for potential sites for prison expansion. HMP Haverigg eventually rose to the top of this list because it already had planning permission for a 120-bed unit. Clive Chatterton stated that the combination of these two things led to the Twin Peaks project and the idea that Haverigg should be able to house the majority of Cumbrian prisoners.

The question of whether Cumbria wants to pursue the idea of a community prison was put to the group. Clive Chatterton stated that the two aims of the project were to reduce re-offending and to provide opportunities to inmates to ensure that we consider the best interests of the offender.

Due to its location, HMP Haverigg has room for expansion and is ready for further expansion. Clive noted that the prison employed committed staff and was at the centre of the local community.

Two recent developments include:-

1. Discussions between the prison and A4e on the "Working Wing Model"; and
2. Sellafield - who are looking for opportunities to employ offenders.

**3. 'A Prison Serving its Community': Juliet Lyon, Director Prison Reform Trust**

Juliet Lyon stated that prison is the 'last point of call' and that it is one place which cannot turn people away. Juliet Lyon discussed the number of people in the prison system and the sharp increase in numbers; she stated that sentencing had become much harsher.

Juliet Lyon highlighted that it was a huge success if someone avoided having to go to prison and echoed Clive Chatterton in that it was important to put the offender first.

Various comments have been made in the past about the idea of community prisons, for example by Lord Woolf, Charles Clark, etc.

Juliet Lyon commented that community prisons have been on the agenda for quite some time. and that the Prison Reform Trust had looked at different types of prisoners (such as those with learning difficulties and those with mental health issues) and how a community prison might impact on them. It was stated that we needed to look at who is in the prison rather than simply building more prisons.

Juliet stated that focusing on the community and localism was a good idea. She also spoke about the zero tolerance scheme which has been used in New York.

Juliet spoke of the need to discuss the idea of partnerships between organisations and also about what the public will think about the project; and the fact that the public often want community solutions.

4. **The Twin Peaks Project: Gill Cooper, Director of Prison & Community Partnerships HMP Haverigg**

- See attached slides.

5. **Annette Hennessy, Chief Officer, National Probation Service Cumbria**

- See attached slides.

6. **Will Greenhow, Chief Executive, Department of Home Affairs, Isle of Man Government**

- See attached slides.

7. **Syndicate Work: Strengths, Weaknesses, Opportunities and Threats**

- See attached table for the feedback provided.

**General Comments relating to the SWOT Feedback:-**

- Concern about psychiatric problems; see opportunity to develop mental health care which would be from their local health authority.
- Juliet Lyon - keen to see the 'Bradley Review' to see how to deal with people who are mentally ill; whether in community or 'semi-secure units'.
- Need to be careful not to turn prisons into hospitals or social services.
- Graham Beck - University of Cumbria and their role in the 'Community Prison'; need their input/links.
- Bill McHugh - unless there is money in Cumbria, you will need central funding; regional perspective - need to develop the idea to present to those who have access to funding.

8. **Next Steps: Clive Chatterton, Governor HMP Haverigg**

Clive Chatterton highlighted the increase in prisoner numbers and the need for improvement within the service stating that the current procedures for dealing with offenders can be criticised. He also highlighted that at HMP Haverigg prisoners assist with community projects (chosen by the community themselves) and that these projects have links to employment.

Clive noted that often prisoners are released on temporary license, and then moved to a Category D prison, which is further away from their family and friends.

Clive stressed that the Twin Peaks project will only work at certain prisons, but that it can work and could become the blueprint for how strategically based prisons can look after their communities. It was also discussed how HMP Haverigg is trying to work with prisoner's families, i.e. the next generation.

Clive spoke about victims and highlighted that Victim Support are a member of the Cumbria Criminal Justice Board. He also stated that Juliet Lyon's research showed how victims realise that prison isn't always the answer. Clive stressed that victims needed to be included within the Twin Peaks project.

Clive thanked Will Greenhow for his invaluable insight into the Isle of Man prison system. He also discussed the appointment of DOMs and stated that from April 2009 funding will be given to DOMs to be used for prisons and probation.

The issue of alcohol problems in Cumbria was raised and the need to work closely with the

health service recognised. It was also stated that we need to look long-term and the idea of 'spending to save'. Clive stated that we need to look at the savings that can be made and also the amount of money which will need to be spent.

Clive Chatterton highlighted the following next steps:-

- Promote the idea of partnership between the agencies; idea of a Cumbrian Management Team who can discuss strategic issues.
- Identify key stakeholders.
- Present the case for a community prison to the DOMs.
- Research link to the University of Cumbria.

Clive asked what the agencies are prepared to give to the project, i.e. manpower, resources, money.

Clive brought the event to a close by thanking all for their input and attendance.



## **Twin Peaks: Syndicate Work - SWOT Analysis**

### **1. Strengths:-**

- Cumbrian history in partnership working.
- Continuity of education 'through the gate'.
- Family and community ties.
- Reducing re-offending by working with probation, etc, in their own community.
- Community prison could more easily respond to local employer needs.
- Travel infrastructure.
- Ability to innovate/think differently.
- Fewer barriers to innovation.
- Beneficial to offender and families.
- Improved community links and services - including continuity of community services.
- Housing services potentially simplified.
- Improve the carbon footprint/reduce transport costs.
- Local employment needs met by training courses provided at the prison.
- Opportunity for 'honest' discussion about risks to employers and community services.
- Develop entrepreneurship - "Made in Cumbria".
- Reducing re-offending; proximity to family.
- Resettlement training more tailored to locality.
- Haverigg has the space to create the community prison.
- LCJB - Beacon status.
- Improve joined up services between HMPS and the community.
- Supports NOM's objectives (Cumbria good to pilot).
- Reduced additional costs associated with travel.
- Improve efficiency and effectiveness of ROTL (Release on Temporary License).
- Draw in access to community resources (e.g. LAA) and include agenda in regional strategies.

## 2. Weaknesses:-

- In terms of discussions, no involvement from victims.
- Location of Cumbria.
- Provision of community based support for addiction/substance abuse.
- Infrastructure - roads.
- Inward looking.
- Remoteness.
- Increases risk of Cumbrian gang mentality (particularly among PPO's) - could be a university of crime for Cumbrians?
- Possible disadvantage of staff and prisoners mixing in the community (however, this is also recognised as an advantage/strength).
- Practicalities of travel to/from Haverigg, as compared to Durham, from Carlisle for example.
- Financial impact.
- Infrastructure - prison itself, transport links, volume of traffic, public transport?
- Recruitment of suitable staff to meet increased need.
- Potential narrowing of curriculum/programmes on offer due to need to keep discreet prisoner groups separate.
- Cost.



### 3. Opportunities:-

- Links with local employment and local education.
- Local opportunities for local economy/employment.
- Develop healthcare/mental health provision form women.
- Joined-up intervention.
- Collective voice.
- Trust/confidence.
- Local identity.
- Potential for synergy by agencies working together.
- Greater impetus for partnership in the community.
- Contain spread of other types of crime/contamination/ PCT resources.
- Chance for local employers/employment.
- Strong community in Cumbria, e.g. strong employers such as Sellafield Ltd.
- Simplicity of relationships between prison service and Cumbria's agencies, including local knowledge and partnership working.
- Could be supported by a joint investment approach.
- University of Cumbria as a potential partner, both as a provider and as a strategic/research partner.
- Proposal needs to be stratified - men, women, young adults.
- Opportunity for marketing resettlement work.
- Potential for development of infrastructure.
- Could open facilities to the public (i.e. in the prison).
- Funding - isolated communities.
- Confidence - prison/probation, promoting safer communities.
- Stronger links to mainstream L & S provision.
- Enrich local community working.
- Housing Advice Surgeries - place these within the prison at earliest stage possible.
- Expansion of South Cumbria Offenders Scheme - to continue to reduce reoffending.
- Major opportunity to improve throughcare, especially in relation to health and reducing health inequalities.

#### 4. Threats:-

- Media perception.
- Cash for funding.
- Convincing officials.
- Cuts in public spending.
- Rise in prison population.
- Government policy.
- Economic downturn.
- Backlash from idea of reintegration.
- Lack of family value.
- Costs - cost/benefit analysis - how do you make the investment to create the advantages.
- Economic downturn/recession?
- Budget cuts.
- National prison priorities/perceptions/support.
- Needs a strategy to communicate benefits to the community (as well as to offenders).
- Need to raise public confidence.
- Increased number of prison places may lead to more judges handing down custodial sentences to fill the spaces.
- Political aversion to risk taking.
- Political inertia.
- Flexible management of population change (facilities and access).
- If population continues to grow, then population management pressures risk model.
- Regional managers of service delivery may be at risk due to some degree of devolution.

## **HMP Haverigg**

### **Introduction**

At the Council Meeting on Tuesday, 24 February 2009 this item was referred back to the next meeting of the Safer and Stronger Community Overview and Scrutiny Committee. The reason for this being that although the report was generally supported some concerns had arisen as a result of responses received and the response from the Rt Hon David Maclean in particular.

Cllr Cole also requested that consideration be given to more consultation with the local community before making any decision in this matter. He referred to a meeting of the Millom Neighbourhood Forum on 23 February 2009 at which a number of concerns had been raised.

The Leader, Cllr Elaine Woodburn, proposed that the matter be referred back to the Safer and Stronger OSC and that all Members of the Council be invited to attend that meeting and at which a decision could be made on the way forward.

### **MP's Responses**

Eric Martlew, the MP for Carlisle, stated that he was not opposed to the principle of a community prison but would require much more detail as to how it would affect his constituents before offering active support.

It is possible for us to request a breakdown, by Ward, of all prisoners from his constituency who are currently held within penal establishments across England and Wales. My understanding is that if we request this information from Gill Cooper, Director of Twin Peaks and Head of Offender Management she will provide us with those details together with distances and travelling times.

The Rt Hon David Maclean MP is strongly supportive of the expansion of HMP Haverigg, but cautions against going blindly down the 'community prison' route and also suggests that Cumbria and Copeland would have to pay for it.

To understand why the question of local authorities paying for local prisons could never be an issue it is necessary to appreciate how the current prison estate is administered. There are roughly 150 penal establishments in England and Wales. Some areas have no prisons (e.g. Cornwall) whilst others have clusters (Isle of Wight, Isle of Sheppey and Portland Bill). Prisons do have catchment areas but for a variety of reasons prisoners may end up in establishments far outside these. For example HMP Haverigg has prisoners from as far afield as London and the Home Counties. Prisoners are separated

according to gender, age, security risk and whether they are sentenced or remanded. Obviously this limits the number of establishments that they can actually be housed in. A considerable number of prisoners are of no fixed abode and could not, therefore, be the responsibility of any particular area. The highest risk prisoners (Category A) can only be accommodated in one of the 6 dispersal prisons which are as follows:

HMP Belmarsh (London)  
HMP Long Lartin (Worcestershire)  
HMP Full Sutton (Yorkshire)  
HMP Frankland (Yorkshire)  
HMP Wakefield (W Yorkshire)  
HMP Whitemoor (Cambridgeshire)

The costs of prisons vary enormously. A Category A dispersal prison requires much greater numbers of staff than, for example, an open prison. A number of its prisoners will be foreign nationals and could not be weighed against any Local Authority area. Some prisons on the South Coast house extremely large numbers of foreign nationals due to their proximity to Channel ports. The only therapeutic prison is situated at Grendon Underwood in Buckinghamshire and is by far the most expensive to run and draws prisoners from all over the country.

The main reason for a Community Prison is to accommodate prisoners within a reasonable distance of their homes. Cities such as London, Birmingham and Manchester have prisons for both genders, all age groups and security risks well within the 50 mile recommended radius. Very few areas have the problem of a population scattered over such a vast area and with such poor infrastructure as Cumbria. It follows, therefore, that the need for community prisons would be limited to such areas. In Cumbria the journey to visit prisoners can be 10 to 12 hours for the return trip and even longer in some worse case scenarios.

For all these reasons it would be impracticable for any Government to consider weighing the costs of incarceration against Local Authorities, but an even more important consideration would be that to do so would lead to demands by Local Authorities to decide how prisons that they paid for would be managed. This in turn could result in different prisons operating to different standards and would, therefore, be unacceptable to any Government and contrary to all the principles of natural justice and prison reform dating from the Gladstone Report of 1895 onwards.

## **Issues raised at Millom Neighbourhood Forum 23/02/09**

Concern was expressed at the lack of consultation in respect of a Community Prison at Haverigg.

It is difficult to know what more could be done. The principle of a Community Prison has already been put to Millom Town Council and an offer of an update on the proposal was made to the Clerk of Millom Town Council on 19 December 2008. No response was received. An offer to speak on the subject was made to the Millom Neighbourhood Forum on the same date but this has been put back by the Neighbourhood Forum to June 2009 although a brief update was given at the meeting on 23/02/2009. The Governor of Haverigg Prison had agreed to speak with the Haverigg Residents Association in September 2008 but had to cancel due to operational matters but offered to set an alternative date. I understand from the prison authorities that no alternative date has been requested.

If any local group requires a speaker on the subject then either myself, or Gill Cooper, Head of Offender Management at HMP Haverigg will be pleased to help. Personally I believe that at this stage we should be consulting the professionals rather than the general public. Once we have agreement in principle then there would need to be extensive public consultation and by which time there will be a great deal more detail to offer. In this respect it would be helpful for Members to be aware that all the organisations involved in the criminal justice system in Cumbria support the proposal for a Community Prison. The Cumbria Criminal Justice Board, HMPS, Probation Service, PCT, Police, and all other professionals so involved within the system are in support of the proposals.

Concerns were also expressed in relation to increased traffic resulting from remand prisoners having to appear in court on a weekly basis. This is completely unfounded as HMP Haverigg will be participating in the Virtual Court Project. This is a system of video link court hearings which negate the need for personal attendance in Crown and Magistrates Courts. There are reasons why other prisoners will have to attend court but this is done by using a single cellular vehicle to pick up and return prisoners from courts. Given that a Community Prison would not necessarily mean an increase in the number of prisoners then it follows that traffic resulting from prison visits would also not be affected. There is, therefore, no reason to suggest that there would be any increase in traffic flow to and from the prison as a result of any change in status.

Members will also be aware that a Community Prison on the Haverigg site could result in around 150 new jobs, many of which would be ancillary workers recruited from the local area. This would also impact favourably upon the local economy and benefit the housing market in the area.

**Robin F Pitt**

**26 February 2009**