

# Young adult male prisoners:

A short thematic report

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## Acknowledgements

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# Introduction

This Inspectorate has for many years been concerned about the regimes and resources available for young adult male prisoners aged 18-21. Young people under 21 have the highest rates of reoffending, but also present a real opportunity to intervene in young lives that are often characterised by disrupted childhoods and under-achievement. In recognition of this, significant resources and a dedicated and separate system have been put in place for under-18s. It was initially planned that this should be extended to young adults aged 18-21, or even 18-25. This did not happen. Instead, the limited protection that 18-21 year old offenders have had – that they must be detained in a young offender institution – was removed in the 2000 Criminal Justice and Court Services Act; though these provisions have not as yet been implemented. Moreover, the alternative approach to short-term offenders offered by Custody Plus has now also been deferred.

This leaves young adult prisoners very exposed: facing the loss of the legal protection of a separate status, and in a prison system whose resources and capacity are seriously over-stretched. If the sentence of DYOI disappears, there will be no restrictions on holding over-18 young men in any prison in the country.

This short thematic report draws on the findings of inspections, and surveys of young prisoners, to compare the experience of young men held in four different kinds of prison establishment: young offender institutions holding only 18-21 year olds; young offender institutions holding under- and over-18s; adult local prisons holding young offenders together with adults; and adult training prisons that have separate young offender units. All but the last category held a mixture of sentenced and unsentenced young prisoners.

The overall findings underline the need to have a discrete strategy and approach for young adult men in prison. The establishments that did best overall were those which both had a specific focus on the needs and management of this age-group, and were able to provide sufficient purposeful activity and training for them. Local prisons, unsurprisingly, struggled to do either; but so too sometimes did split-sites with juveniles, where resources could be prioritised to the juvenile side. By contrast, dedicated 18-21 establishments, and dedicated units within adult training prisons, did better.

This provides some pointers for future development, as the National Offender Management Service considers its strategy for young adults; and our recommendations are designed to feed into that review.

Greater use of dedicated units within adult training prisons, provided they are geared to the training needs of sentenced young adults, could give more flexible provision, closer to home. Equally, greater flexibility could be achieved by raising the age range to 24 at dedicated young adult establishments. However, this will only be effective if those establishments focus on training and activity, and this is not the case at present even in all the dedicated 18-21 establishments covered in this report – particularly those that held primarily remanded and short-sentenced young people.

Split-sites with juveniles were less effective in this sample; though subsequent inspections have shown that they can provide an adequate regime for young adults so long as that is a priority for managers, and if resources can be levered in.

The clear message of this report, however, is that what will not work is simply to decant young adults into the mainstream adult prison population. That will not provide environments that meet standards of safety and decency – or, crucially, that are able to make a real difference to reducing reoffending among this age-group.

**Anne Owers**

# 1. Background

- 1.1 HM Inspectorate of Prisons has been concerned for some time about provision for young adults (aged 18-21) in custody. Inspections of young adult prisoner establishments since 2004 have recorded deficiencies in resources, disparities in regime access between juveniles and young adults and/or insufficiently differentiated policies and practices for this age group.
- 1.2 The Criminal Justice and Court Services Act 2000 provided for the abolition of the sentence of detention in a young offender institution (DYOI) although this has not as yet been implemented. This reflects a significant shift: since it had originally been intended to bring young adults within the scope of the same detention and training orders that were introduced for juveniles in the 1998 Crime and Disorder Act. This plan was abandoned when further reforms to the sentencing regime provided for the sentence of Custody Plus for all over-18s. However, it has been decided not to introduce Custody Plus at present.
- 1.3 There is now a lack of clarity about how the National Offender Management Service (NOMS) is to manage young adults in custody, and whether any dedicated resources will be found for them. This review was prompted by those concerns. Specifically it sought to establish the impact of some possible changes in the arrangements for holding young adult men:
  - the loss of dedicated young adult offender accommodation
  - the extension of the definition of young adults to include 18 to 24 year olds
  - young adults increasingly being held in adult accommodation.
- 1.4 The review examines young adult men's perceptions from surveys carried out within the context of inspections between April 2003 and March 2006 in a range of different locations. Features from the inspections themselves that were associated with good and poor outcomes for young adults are identified.
- 1.5 Only one young offender institution (YOI) had broadened its age range to 24. The Inspectorate's inspection of this YOI took place only months later, so there was limited evidence to inform discussion of this area of new practice.

## 2. Literature review

### The young adult population

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- 2.1 On 31 July 2006, there were 8,545 young adult male offenders in custody, constituting 11% of the total prison population; 1,973 were on remand (23%) and 6,468 were sentenced (76%). Of the sentenced population, the largest number of offenders were convicted of violence against the person (28%) followed by robbery (24%). Of those sentenced young adults, 19% were serving sentences of less than 12 months. Reconviction rates among this population are particularly high; nearly 69% of sentenced 18-20 year olds are reconvicted within two years of release<sup>1</sup>.

### The threshold of adulthood

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- 2.2 One of the main arguments posed by those in favour of the abolition of the detention in a young offender institution sentence (DYOI) is the arbitrariness of sentencing by age when it is widely acknowledged that age is not a reliable marker of adult independence<sup>2</sup>. There is also a lack of consensus across legal, welfare and social services about when the transition to adulthood takes place.
- 2.3 One functional definition states that a young adult is someone who:
- has completed full-time education and has taken up stable employment
  - has left home and is attaining economic independence
  - is beginning to form stable partnerships/getting married
  - is becoming responsible for oneself, for children and for others
- 2.4 This definition effectively excludes many adult offenders, let alone young offenders, and serves to underline the distance to be travelled if young people in custody are to develop into responsible adults. Many young offenders have experienced disrupted childhoods, poor parenting, and low educational achievement; they often have behavioural problems and misuse alcohol and/or drugs. These problems mean that even at the age of 25, many are still struggling to reach the baselines above. Therefore, it appears self-evident that regimes for these young people should be geared to understanding and meeting their particular needs.

### Specific needs

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- 2.5 Recent research<sup>3</sup> details young adult offenders' specific needs in the four main areas of resettlement, safety, substance use and mental health provision:

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<sup>1</sup> Shepherd, A., Whiting, E. (2006)

<sup>2</sup> NACRO, 2004.

<sup>3</sup> Barrow Cadbury, 2005; Hales et al, 2003; Howard League, 2005; Social Exclusion Unit, 2002; Lader, Singleton & Meltzer, 2000; NACRO, 2004; Farrant, 2001; Richardson & Budd, 2003; Shaw et al, 2003

## Resettlement

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- 2.6 Many of the defining features of successful resettlement are functionally equivalent to the defining features of adulthood. The Howard League (2005) defines successful reintegration as resting on:
- gaining employment and stable housing
  - having a stable relationship
  - having responsibility for others
  - having positive family relations
- 2.7 It is not surprising therefore that much of the input needed by young adults in custody falls into the area of resettlement and corresponds with three of the resettlement pathways within the new offender management model. However, as the Prison Reform Trust has pointed out, despite young offenders' multiple needs and high risk of reoffending, support and aftercare services for them are patchy and poorly coordinated.<sup>4</sup>
- 2.8 There are few tailored offending behaviour programmes for young adult prisoners. They are exposed instead to programmes designed for adults even though their needs in terms of style and delivery are different. While individual establishments have been left to customise adult materials for the young adult population, this is not enough to ensure that the needs of this population are robustly, universally and consistently met across all establishments.
- 2.9 Regarding family relationships, in July 2004 more than a third (35%) of all 18-20 year olds in custody were held more than 50 miles away from their home and more than one in 10 (12%) were held over 100 miles away<sup>5</sup>.

## Safety

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- 2.10 Young men are particularly at risk of suicide in the wider community. Of the 172 suicides notified by prison establishments to the National Confidential Inquiry (2003)<sup>6</sup>, 18% were prisoners aged under 21, though more recently, from September 2005 to July 2006, deaths among young adults aged 21 and under comprised only 8% of the total. Also of major concern in the literature are the safety implications of placing vulnerable young adults in an adult environment.
- 2.11 Studies of suicide in prison underline the heightened risk of self-harm in the early days of custody<sup>7</sup>, and the link between isolation, under-occupation and self-harm for young people<sup>8</sup>. This suggests that for this age group dedicated first night schemes, thorough induction, full regimes and regular association are all important to protect against risk.
- 2.12 In the Inspectorate's 2004/2005 annual report, we highlighted the importance of tackling bullying effectively. At that time, around a quarter of young prisoners claimed in our surveys to have been victimised by other prisoners. Studies highlighting the causes of violence in different age groups suggest that direct aggression is prominent among young people as a way of managing conflict<sup>9</sup>. An earlier study suggested that young offenders were more likely than

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<sup>4</sup> Solomon (Prison Reform Trust), 2004

<sup>5</sup> Hansard, 7 September 2004

<sup>6</sup> Shaw et al, 2003

<sup>7</sup> HMI Prisons, 1999

<sup>8</sup> Liebling (1995)

<sup>9</sup> Ireland J (1999)



adults to respect bullies<sup>10</sup>. This suggests that staff should be alert to the particular functions of violence and bullying among young offenders and be equipped to manage these robustly and effectively.

### **Substance use**

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- 2.13 The link between drug and alcohol misuse and offending has been discussed at length in the literature<sup>11</sup> with up to 54% of young adult offenders linking their crimes to alcohol, and 42% to drugs<sup>12</sup>.
- 2.14 Drug (and alcohol) action teams are required to produce young people's plans which set out how they intend to meet the target on reducing drug use among young people. The national strategy defines young people as 'under 25'; but while teams in England are required to produce a plan for young people only up to the age of 19, in Wales, the 'tackling substance misuse in Wales strategy' (also based on the national strategy) defines young people as those up to age 25. To date, no evaluations have been conducted on the effectiveness of these strategies. Inspection reports highlight the lack of interventions to address alcohol abuse across the prison estate, particularly in relation to the young adult population.

### **Mental health provision**

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- 2.15 Of great concern in the literature is the extent of poor mental health among young adult offenders. In a large scale study conducted by the Office for National Statistics (2000), over 90% of imprisoned young offenders were found to show evidence of at least one, or a combination of personality disorder, psychosis, neurotic disorder, or substance misuse.
- 2.16 As mental health problems begin to manifest themselves in young adults they are more often described in terms of emotional conduct and developmental disorder than as diagnostic categories, and there is a discontinuity in specialism and service provision between child/adolescent psychiatry and adult psychiatry. Studies that have mapped services for 16 to 25 year olds<sup>13</sup> have concluded that the transition in mental healthcare provision from child and adolescent services to adult services creates an unhelpful disruption in continuity of care. Health authorities use different age thresholds to prompt the transition to adult services, with some expecting child and adolescent services to continue to provide care to young adults over the age of 18 if it began earlier. This has implications for continuity of care for young adults arriving in custody from, and returning to, different geographical locations with different service provision.
- 2.17 The Prison Health Policy Unit has separate policy leads for mental health for those under and over 18, but there is no specific policy lead for young adult prisoners in the 18 to 24 year old category.

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<sup>10</sup> McCorckle, 1992

<sup>11</sup> Richardson & Budd, 2003; Lader et al, 2000; Howard League, 2005

<sup>12</sup> Howard League, 2005

<sup>13</sup> Young Minds, 2005. Mental Health Foundation 2001.

## 3. Findings

- 3.1 The perceptions of young adults in different establishments produced a complex picture. The following four young adult prison configurations were compared:
- Dedicated young offender institutions for 18-21 year olds (referred to in this report as YOIs)
  - Split-site juvenile/young adult establishments
  - Split-site young adult/adult establishments
  - Local prisons
- 3.2 Overall, dedicated YOIs produced the most positive results, and adult locals the worst.
- 3.3 Areas of good practice identified within inspection reports tended to correspond with prisoner perceptions, with positive outcomes being the result of:
- effective, robust and supportive management
  - sufficient policies and procedures for staff to operate effectively, in a timely manner and with an awareness of the needs of their population
  - sufficient resources to ensure the effective delivery of policies and procedures; particularly staff facility time and staff training
- 3.4 The existence of specific policies, procedures and training for working with young adults were dominant themes within the good practice identified. Regular meetings of staff who understood the needs of young people (chaired by senior staff), standardisation exercises, and multi-disciplinary involvement in policy areas were indicative of good practice. In particular, needs analyses of the young adult population in terms of substance use, offending behaviour programmes and resettlement were all commended in reports. From the correlation with survey data young adult prisoners appeared to gain direct benefit from training, policies and practice guidance for staff which was specific to their work with young adults.
- 3.5 However, staff training and practice guidance for work with young adults is not sufficient in itself. The deficiencies for young adults which prompted our major recommendations were in all establishments:
- a lack of purposeful activity, accredited training and offending behaviour programmes
  - insufficient work
  - insufficient exercise and association
  - ineffective personal officer schemes
  - poor mental health provision
  - patchy resettlement help

### Arrival in custody

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- 3.6 In our surveys, young adults in YOI and split-site adult establishments reported significantly better treatment on arrival into custody than those in split-site juvenile establishments and adult local prisons:
- 62% of young adults in YOIs received information about what was going to happen to them on their day of arrival, compared with only 48% in split-site juvenile establishments
  - 43% of young adults in YOIs had the opportunity to shower on arrival, compared with only 22% in adult locals

- 67% of young adults in YOIs had the opportunity to make a free phone call on arrival, compared with only 49% in split-site adult prisons
- 82% of young adults in split-site adult prisons attended induction in their first week, compared with 63% in split-site juvenile establishments
- 68% of young adults in split-site adult prisons felt that the induction course covered everything they needed to know about the prison, compared with 45% in adult locals.

- 3.7 In inspection reports, good practice in reception and first night procedures centred on procedures and staffing in YOIs and split-site adult establishments. Examples were first night and induction procedures in which comprehensive assessments were made of each prisoner, usually within specialist first night/induction units; and inductions being held in dedicated units, with a comprehensive programme and multi-disciplinary input. Staff members in YOI and young adult/adult split sites were particularly commended for their friendly, respectful and professional approach to young adults.
- 3.8 Poor practice was associated with split-site juvenile establishments and adult locals. Lengthy reception processes, where little information was provided to prisoners and lack of privacy were highlighted. In three out of six inspection reports, lack of privacy for first night interviews was a main concern. In one, young adults were strip-searched in full view of reception and in front of female staff. Induction processes were inconsistent and young adults were either not placed on induction units, or were moved to main locations before the process was fully completed. Unsurprisingly, only 45% of young adults in locals and 54% in split-site juvenile prisons felt that the induction course covered everything they needed to know about the prison.

### 3.9 KEY POINT

Dedicated YOIs and split-site adult establishments outperformed the other young adult configurations in relation to reception and induction procedures; only among these sites were these processes efficiently carried out.

## Safety

- 3.10 For the majority of safety questions, young adults in YOIs and locals reported greater levels of safety in relation to both other prisoners and staff; while young adults in juvenile split sites reported feeling least safe:
- 37% of young adults in adult locals reported feeling unsafe, compared with 23% in split-site adult establishments.
  - 19% of young adults in YOIs claimed to have been victimised by other prisoners, compared with 27% in split-site juvenile establishments.
  - 18% of young adults in YOIs claimed to have been victimised by a member of staff, compared with 23% in split-site juvenile establishments.
- 3.11 In inspection reports, where young adults were held in split-sites with juveniles, the lack of anti-bullying policies and procedures, poor recording of victimisation incidents and the lack of integration of bullying issues into the business of the safer custody committee were all recorded as poor practice in most reports. With regard to resources, the lack of time allocated to the safer custody officer and the poor provision of Listeners and/or Samaritans were criticised.

- 3.12 Anti-bullying and suicide and self-harm procedures were recorded as good in three of the four YOI inspection reports analysed. Regular, well attended meetings were chaired by senior members of the management team. Safer custody had a high profile in these establishments, with courses and programmes available for bullies and victims and relaxation techniques taught.
- 3.13 With regard to the mixing of adults and young adults within local prisons, the level of victimisation that could occur on wings if more vulnerable young prisoners were held in an adult environment was a major concern. In three of the six adult local inspection reports, anti-bullying procedures were described as poor with no real monitoring or central log of bullying behaviour. Thirty-seven per cent of young adults in local prisons felt unsafe, compared with 23% in split-site adult prisons, though as only a small proportion of young adults were surveyed in local prisons, and they were a small proportion of the adult local population, these results must be treated with caution.

**3.14 KEY POINT**

Dedicated YOIs had more robust systems for the management of bullying and suicide and self-harm. This was clearly reflected in the perceptions of young adults in YOIs, particularly when compared to young adults in split-site juvenile establishments.

## Use of force and segregation

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- 3.15 Young adults in split-site juvenile establishments and YOIs were more likely to report that they had been physically restrained by staff than were those in split-site adult prisons or local prisons. They also reported that they had spent more time in segregation:
- 13% of young adults in split-site juvenile establishments reported that they had been physically restrained by staff, compared with 6% in split-site adult prisons.
  - 20% of young adults in split-site juvenile establishments reported that they had spent a night in the segregation unit, compared with 11% in split-site adult prisons.
- 3.16 In half of all split-site juvenile and YOI reports analysed, use of force was described as being high for young adults. These types of establishment performed much more poorly with regard to adjudications, use of force and use of special cells. A major cause for concern in a number of establishments was that charges of assault were not adequately investigated. In one YOI, unofficial punishments were administered by staff, in a system where safer custody procedures were poorly organised and authorisation for use of force was not recorded.
- 3.17 Conditions in segregation within split-site juvenile and YOIs were also worse than in split-site adult and local prisons. The most common theme across all inspection reports was that the regime in segregation/care and separation units was particularly austere. A couple of establishments reported that young adults were not visited by healthcare or education staff while in segregation, and some young adults were only able to shower every three days. Use of special cells was reported as high, with poor procedures and monitoring.
- 3.18 The regular adjudication standardisation meetings that were taking place in local prison and split-site adult prisons were identified as good practice in inspection reports. Segregation staff were also more likely in the local prisons that we reported on to be described as professional, caring and well trained.

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**3.19 KEY POINT**

Disciplinary management systems were more effective in adult local prisons and adult split-site establishments.

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## Substance use

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**3.20** Young adults in split-site adult prisons were more likely to report that their alcohol and drug programmes would help them on release, and they thought they would be less likely to have a problem with drugs or alcohol on release than young adults held elsewhere:

- 8% of young adults in split-site adult prisons felt that they would have a problem with drugs on release, compared with 17% of young adults in split-site juvenile establishments.
- 9% of young adults in split-site adult prisons felt that they would have a problem with alcohol on release, compared with 18% in YOIs.
- 52% of young adults in split-site adult prisons felt that their drug or alcohol course would help them on release, compared with 33% in YOIs and 32% in split-site juvenile prisons.

**3.21** In inspection reports, provision for substance use was mixed; there was no indication or trend that one type of establishment was better or worse than the others. Drug strategy policies and plans were described as lacking coordination or not providing appropriate differentiation between the adult and young adult population. In only one split-site adult prison was there a wide provision of services for substance misuse.

**3.22** Areas of good practice across all establishments involved having comprehensive drug strategies, action plans and services in place. Clinical management meetings were held regularly and were well attended and up-to-date needs analyses were conducted regularly. Substance use services were integrated into reception procedures, regime and sentence plans, and there were good links with community services and mental health in-reach teams.

**3.23** Descriptions of poor practice in all establishments tended to focus on the lack of management support and direction provided to the clinical team. As a result, there were reports of poor attendance at meetings, no needs analyses and underdeveloped specialist roles.

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**3.24 KEY POINT**

Substance misuse provision was particularly underdeveloped for young adults, with better outcomes associated with the wider range and more established services available for adults.

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## Cleanliness and hygiene

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**3.25** Young adults in establishments with adults, either split-sites or local prisons, reported poorer access to clean, suitable clothing or clean sheets:

- 75% of young adults in locals said they got clean sheets on a weekly basis, compared with 90% in split-site juvenile establishments.

- 48% of young adults in locals reported getting clean clothes on a weekly basis, compared with 57% in YOIs and split-site juvenile establishments.
- 3.26 In inspection reports, YOIs and split-site juvenile accommodation was more likely to be described as being in a poor state of repair, with little recognition from senior managers that this was crucial to the decency agenda.
- 3.27 Conversely, young adults in establishments with adults, either in split sites or locals<sup>14</sup>, reported better access to wing facilities than did those in YOIs and split-site juvenile establishments:
- 71% of young adults in local prisons stated they could shower every day compared with 44% of young adults in split-site juvenile establishments.
  - 79% of young adults in local prisons stated that they were provided with cell cleaning materials every week, compared with 49% in split-site adult prisons.
  - 66% of young adults in split-site adult prisons stated that it was normally quiet enough to relax or sleep in their cell at night, compared with 57% in split-site juvenile establishments.
- 3.28 Daily access to showers was not provided in five of the eight YOI and split-site juvenile establishments. In one split-site juvenile establishment, lack of access was caused by the fact that there were not enough staff available to supervise the showers. The reason given was that staffing requirements on the juvenile site were greater and hence staff were deployed to the juvenile site at the young adult site's expense.

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**3.29 KEY POINT**

The condition of accommodation tended to be poorer in YOIs and juvenile split-sites. Access to showers was also poorer, though clothing and laundry arrangements were better.

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## Incentives and earned privileges

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- 3.30 Young adults in local prisons were less likely to report being on the enhanced level of the incentives and earned privileges (IEP) scheme, or having been treated fairly by it, whereas young adults in split-site juvenile establishments reported the best treatment:
- 38% of young adults in split-site juvenile establishments stated that they were on the enhanced level of the IEP scheme, compared with 8% in local prisons.
  - 52% of young adults in split-site juvenile establishments stated they were treated fairly on the IEP scheme, compared with 41% in local prisons.
- 3.31 Local prison inspection reports were critical of the IEP system for young adults. The main areas of concern were procedural issues; a lack of consistency and interpretation in the system from staff, and a lack of differentiation in incentive levels.
- 3.32 Where prisoner perceptions of the IEP scheme were positive in split-site juvenile sites, there was a comprehensive IEP policy in place, rules were applied fairly and consistently to all, and there were clear distinctions between IEP levels with a positive motivational influence.
- 3.33 IEP schemes, although in place in all prisons, are particularly well developed for juveniles, and it seems that aspects of this practice had transferred to the young adult side in split-sites, where incentive schemes were more effective than in adult sites. Conversely, disciplinary

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<sup>14</sup> The local prisons surveyed did not include any large inner-city locals.

procedures were reported as operating more efficiently and fairly in adult sites (see paragraph 16). However, an over-emphasis on control through punishment rather than incentives is a danger where young adults are mixed with adults. In one local prison, young adults were placed in a segregation unit in which regular strip-searching took place and where there was no access to in-cell education.

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**3.34 KEY POINT**

Young adults in split-site juvenile establishments benefited from the structured and transparent IEP schemes in operation in the juvenile estate. Young adult prisoners were more aware of the scheme and felt as though they were treated more fairly.

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## Relationships with staff

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- 3.35** Young adults in local prisons were least positive about staff treating them with respect and about the support they received from them:
- 57% of young adults in local prisons reported that they had a member of staff they could turn to for help, compared with 74% in split-site adult establishments.
  - 63% of young adults in local prisons stated that most staff treated them with respect, compared with 71% in YOIs.
- 3.36** Four out of six local prison inspection reports described staff not proactively engaging with young adults. In two prisons there was no personal officer scheme, or it was underdeveloped. In one prison, staff were not trained to work with young adults.
- 3.37** A common theme across all reports was personal officers' lack of engagement with young adults, particularly their lack of involvement in sentence planning and reintegration plans. Five reports stated that no formal documentation or guidance had been produced for the personal officer role, no training had been given and little time had been set aside for personal officer duties. Interestingly, those establishments that had a satisfactory personal officer scheme were also reported as having much better staff-prisoner relationships, with staff taking a more proactive interest in young adults.
- 3.38** Although juvenile establishments are better resourced and are required by the Youth Justice Board to carry out good case management, this has not transferred to young adult or adult populations. Personal interaction and personal officer schemes were far superior on the juvenile side in split-site juvenile prisons.

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**3.39 KEY POINT**

Staff interaction with young adult prisoners was considered to be relatively poor across all establishment types. Where staff were trained to work with young offenders in YOIs and split-site juvenile establishments, interaction between staff and young adults was rated as better; although still not as positive as for juveniles.

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## Faith

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- 3.40** Young adults in local prisons said they had least access to religious leaders and felt that their religious beliefs were less respected. Young adults in split-site juvenile establishments reported the greatest levels of satisfaction across these areas:

- 39% of young adults in local prisons stated that they felt their religious beliefs were respected, compared with 51% in split-site adult and juvenile establishments.
- 45% of young adults in local prisons stated that they could speak to a religious leader of their faith in private, compared with 63% in split-site juvenile sites.

3.41 In inspection reports, faith provision came out positively across all establishments, with full access to services for all faiths. In juvenile split-site establishments faith provision was fully integrated into the regime. In seven of the 16 reports analysed, the most common concern, which did not apply to split-site juvenile establishments, was the lack of religious facilities for Muslims and the Muslim chaplain's lack of input or infrequent input.

#### 3.42 KEY POINT

Faith provision was reported to be fairly positive for young adults in all locations, though outcomes were better in split-site juvenile establishments than elsewhere.

## Healthcare

3.43 The overall quality of healthcare was judged most negatively by young adults in local prisons, followed by split-site adult establishments, and least negatively in dedicated YOIs:

- 39% of young adults in locals said that the quality of healthcare was good/very good, compared with 48% in YOIs.

3.44 In YOI and split-site juvenile establishment inspection reports, healthcare outcomes were more favourable across managerial, procedural, physical design and staffing areas. In the majority of reports comprehensive healthcare policies were evident, with strong leadership from senior management. The range and quality of clinical services were described as good and well integrated into the regime.

3.45 An example of good practice within one split-site juvenile prison was that healthcare was integrated into individual assessment and training plans, and had well established links with PE and resettlement. In another YOI, primary mental healthcare was integrated into the wing regime, which was judged to be better for both staff and prisoners.

3.46 With regard to locals and split-site adult establishments, descriptions of poor practice focused on managerial and procedural outcomes. Confused management structures were described, with no representation from healthcare on the senior management team. The limited primary mental healthcare facilities available were also of concern.

#### 3.47 KEY POINT

Mental health provision for young adults was generally poor, but better in split-site juvenile locations and dedicated YOIs where some good practice was identified.



## Legal rights

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- 3.48 Access to legal services was reported as better in YOIs and local prisons compared to split-site adult establishments. However, all the prisoners in adult split sites were sentenced and therefore had less need for legal services:
- 61% of young adults in YOIs reported that they could communicate with their legal representative, compared with 56% in split-site adult prisons.
  - 71% of young adults in local prisons reported that they could get legal visits, compared with 60% in split-site adult prisons.
- 3.49 No clear pattern was discernable from inspection reports. Only two prisons were identified as having sufficient legal provision; one was a local prison and the other a split-site juvenile establishment. Legal services at both of these sites were available on induction and legal officers were described as efficient and organised.
- 3.50 For the majority of other establishments, legal services were described as poor from a management, procedural and resource perspective. The main negative themes were that legal services were given a low priority in the prison, with no access to legal officers, no scheduled time allocated to legal services officers' work and insufficient numbers of appropriately trained staff.

### 3.51 KEY POINT

Legal provision for young adults was considered to be poor across all establishment types, though most positive in local prisons and YOIs.

## Applications and complaints

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- 3.52 Young adults in YOIs reported greater access to both application and complaint forms, as well as greater levels of satisfaction with the application system. Young adults in local prisons reported greater levels of satisfaction with the complaints procedure:
- 88% of young adults in YOIs reported that it was easy to get an application form, compared with 76% in split-site adult prisons.
  - 51% of young adults in YOIs reported that the application process was fair, compared with 39% in local prisons.
- 3.53 In inspection reports, the picture varied across establishments. Areas of good practice included well publicised systems, with comprehensive guidelines and forms freely available. Written responses were timely, respectful and well articulated.
- 3.54 An area of poor practice, found most frequently in split-site juvenile and split-site adult establishments, was the lack of monitoring of both applications and complaints, in order to identify patterns or trends.

### 3.55 KEY POINT

YOIs performed better than any other location in making application and complaint forms available to young prisoners and in monitoring patterns or trends.

## Time out of cell

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- 3.56 Young adults in the two private sector local prisons reported the greatest amount of time out of cell. Young adults in other local prisons reported the most access to outside exercise and association. Those in dedicated YOIs reported the least time out of cell, exercise and association:
- 13% of young adults in local prisons stated that they spent more than 10 hours out of cell during the week, compared with 8% in YOIs.
  - 54% of young adults in local prisons reported that they went outside for exercise three or more times a week, compared with 32% in YOIs (though even fewer – 26% of young adults reported that they went on outside exercise in split-site adult prisons).
  - 46% of young adults in local prisons reported that they had association five times each week, compared with 26% in YOIs.
- 3.57 In inspection reports, time out of cell was considered adequate in only four of the 16 reports analysed: one split-site juvenile site, one split-site adult site and the two private local prisons. However, in private prisons the time out of cell was not necessarily quality time. In two local prisons young adults said they had less time out of cell than their adult counterparts. None of the YOI inspection reports described adequate time out of cell, which was consistent with the surveys. This was mainly due to insufficient activity places, or activities only constituting a small proportion of the core day.
- 3.58 In terms of outside exercise, which is particularly important for young people, those in local prisons reported the greatest access to exercise, and those in YOIs the least. Two of the four YOI inspection reports noted that there were no systematic arrangements in place for exercise, and it was regularly cancelled. Exercise in locals was reported to be more consistent, but in split-site juvenile sites, access to open air exercise was rare – with prisoners in one such site having to apply for outside exercise.
- 3.59 YOIs and split-site juvenile establishments had lower levels of association than did other establishments. In one establishment association was regularly cancelled because a high ratio of staff to prisoners could not be achieved, and this had become accepted as the norm. An example of poor practice described at one establishment was the high staff–prisoner ratio required for association leading to frequent cancellations, with staff failing to see this as unusual. Cancellation of association had obvious implications for accessing showers, as well as providing prisoners with an opportunity to clean their cells.

### 3.60 KEY POINT

Access to time out of cell, association and exercise were all poor in YOIs. There was a lack of activities and arrangements for regular exercise, and association was frequently cancelled. Private local prisons were achieving the most time out of cell, though not necessarily accompanied by sufficient purposeful activity. This area is important not only in connection with resettlement, but also for protecting against self-harm and enhancing the safety of an often volatile population.

## Purposeful activity

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- 3.61 Young adults in split-site adult prisons were most likely to report that the purposeful activity they had engaged in would help them on release. Young adults in local prisons were the least likely to report this, though this is to some extent influenced by the fact that the all the young adults in split-site adult establishments were convicted, compared to only half of those in local prisons. Those in adult split sites were therefore more likely to be held in a training environment focused on purposeful activities such as education, employment and offending behaviour programmes.

## Education/training

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- 3.62 Young adults in local prisons were least likely to believe that the education undertaken in their establishments would help them on release. Those in split-site adult establishments were most likely to believe the courses undertaken would help them, followed by those in dedicated YOIs:
- 42% of young adults in local prisons reported that education undertaken in prison would help them on release, compared with 63% in split-site adult prisons, and 50% in dedicated YOIs.
  - 23% of young adults in local prisons reported that vocational or skills training undertaken would help them on release, compared with 44% in split-site adult prisons.
- 3.63 In inspection reports, good outcomes for education and training were associated with strong strategic support, good integration with learning and skills and resettlement, and effective quality assurance. Sufficient spaces in classrooms with ample resources and support were also important, as were well trained staff and good quality teaching standards.
- 3.64 Areas of poor practice in local prison inspection reports mainly concerned poor management systems within education and training, the lack of sufficient resources, an insufficient range of classes available and the lack of senior management team representation. One local prison in particular had insufficient educational provision to meet the needs and numbers of prisoners. Attendance was described as poor, allocation to classes was not properly managed, and prisoners attended classes that had not been identified as sentence plan targets.
- 3.65 Education and training in split-site juvenile prisons was described as being weighted heavily in favour of juveniles. Young adults had fewer choices available to them than their juvenile counterparts in three of the four inspection reports analysed. While juvenile establishments were contracted to have sufficient educational provision for their population, this was not the case for young adults, even though their basic skills levels are as low as those for juveniles.

### 3.66 KEY POINTS

Local prisons with limited training opportunities and split sites with juveniles, whose needs tended to be prioritised, were least likely to provide sufficient relevant activity for young adults. Young adults were most positive about education and training in split sites with adults, which focused on sentenced prisoners' needs.

## Employment

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- 3.67 Young adults in local prisons felt that the jobs undertaken in their establishments would help them least on release:
- 14% of young adults in local prisons reported that their job would help them on release, compared with 42% in split-site adult establishments, and 35% in dedicated YOIs.
- 3.68 In general, employment was described as insufficient in all the inspection reports analysed. In dedicated YOIs, where employment was available it was described as menial and repetitive with unsatisfactory levels of accreditation for work-based learning, though allocation to work was good. In local prison inspection reports, poor outcomes were associated with inadequate management and lack of resources. Insufficient work places were provided and work, when available, did not lead to qualifications and was described as menial, and unstructured.

### 3.69 KEY POINT

There were insufficient work spaces across all locations and the quality of work was poor, offering little prospect of employment on release. However, the outcomes in split-site adult prisons, which focused more on training, were the least negative.

## Offending behaviour programmes

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- 3.70 Young adults in local prisons were least likely to believe that the offending behaviour programmes (OBPs) undertaken in their establishments would help them on release:
- 19% of young adults in local prisons reported that their OBPs would help them on release, compared to 51% in split-site adult prisons.
- 3.71 Interestingly, from inspection reports, young adults in local prisons appeared to have a wider variety of OBPs available to them. However, it was not possible to establish whether these programmes were specific to their age group. Similarly, in one split-site adult prison where well trained specialists were meeting OBP targets it was not clear that this particularly benefited young adult prisoners.
- 3.72 In YOIs and split-site juvenile establishments, a lack of accredited OBPs was highlighted as a cause for concern. Only one split-site juvenile establishment had conducted a needs analysis of its population and offered an appropriate range of OBPs that were linked with sentence plan targets, and had sufficient classrooms available.

### 3.73 KEY POINT

A lack of accredited offending behaviour programmes for young adults was apparent across all establishment types, though the young prisoners themselves were most positive about the programmes they undertook in adult split sites.

## Resettlement

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### Sentence plans

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- 3.74 Significantly more young adults in split-site adult establishments said they had sentence plans and were involved in their development than did young adults in other locations. Again, this was mainly because their population did not include any unsentenced prisoners. Predictably the young adults in locals were the least likely to say they had sentence plans:
- 76% of young adults in split-site adult establishments had a custody/sentence plan, compared with only 21% in local prisons.
  - 50% of young adults in split-site adult prisons reported that they were involved with the development of their sentence plan, compared with only 15% in local prisons.
- 3.75 In inspection reports, assessments of sentence planning were mixed across establishments with good and poor practice described. Despite more of the young adults in split-site adult sites saying they had sentence plans there was no evidence of effective sentence planning in these locations. Examples of good practice across all reports included:
- high levels of timely sentence plan completion
  - consistent and regularly reviewed plans
  - a system that was fully integrated, with a range of supports available to ensure completion
  - sentence plans carried out by multi-disciplinary teams, who had sufficient training and were dedicated to the task.
- 3.76 Examples of poor practice included:
- limited or no management input or insight into sentence planning
  - no sentence planning boards
  - no custody planning, particularly for remands
  - no systems for identifying, allocating or managing targets in sentence plans
  - minimal resources, with staff regularly diverted to other duties, and hence sentence planning left to small teams.

#### 3.77 KEY POINT

Although in surveys prisoner perceptions of sentence planning were more positive in split-site adult prisons, evidence from inspection reports did not reflect this. Good and poor practice was evenly spread across establishments of different types.

### Resettlement help

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- 3.78 Young adults in YOIs were most likely to know who to contact for help with resettlement. Young adults in split-site adult establishments were least likely to know:
- 54% of young adults in YOIs reported that they knew who to contact in the prison to get help with finding a job on release, compared to 46% in split-site adult prisons.
  - 56% of young adults in YOIs reported that they knew who to contact in the prison to get help with finding accommodation, compared to 45% in split-site adult prisons.
- 3.79 The majority of YOI inspection reports reported strong links with statutory and voluntary reintegration agencies, with one establishment offering a six-week resettlement course to all

young adults. Needs analyses had been conducted, and efficient systems established to ensure that all young adults were reached by resettlement services.

- 3.80 Poor outcomes were mainly associated with resettlement not being prioritised by senior management, and with a lack of clear strategy and/or needs analysis. In these circumstances resettlement was poorly integrated into residential regimes; there was no structured preparation for release; no pre-discharge boards and services were poorly advertised. Distance from home was also likely to have a negative effect on resettlement services.

**3.81 KEY POINT**

YOIs outperformed all other establishment types in providing young adults with appropriate resettlement services.

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## Family and friends

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- 3.82 Young adults in local prisons had the fewest problems with access to phones or mail, while young adults in split-site adult establishments had better access to visits:
- 30% of young adults in local prisons reported that they had had problems sending or receiving mail, compared with 40% in split-site juvenile prisons.
  - 23% of young adults in local prisons reported that they had problems accessing the telephones, compared with 39% in split-site adult prisons.
  - 76% of young adults in split-site adult prisons reported that they were given the opportunity to have the number of visits they were entitled to, compared with 61% in split-site juvenile establishments.
- 3.83 Once again, in inspection reports no one establishment type emerged as having better outcomes for young adults in this area. Locals and split-site adult prisons were described as having good visiting facilities and arrangements. Other areas of good practice across all establishments included; good access to visits, unobtrusive searching, a fair and efficient visit process, good quality information for visitors, and attentive staff.

**3.84 KEY POINT**

Young adult prisoners rated local prisons more highly than other establishments in relation to mail and access to phones, though frequency of visits was rated as marginally better in split-site adult prisons. However, in inspection reports no one establishment type stood out as representing good practice.

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## Race relations

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- 3.85 There were too few black and minority ethnic young adult respondents to our survey to conduct a separate analysis. However, areas of good practice in inspection reports included:
- a race relations management team that was chaired by a senior member of the establishment
  - a race equality action team that was both multi-disciplinary and attended by prisoners
  - appropriate race relation policies, with annual race surveys conducted
  - racist incident reporting forms (RIRF) that were freely available and processed in a timely and thorough way
  - ethnic monitoring carried out conscientiously and across all areas of prison regimes

- race relations liaison officers given facility time and staff well trained in diversity.

**3.86** Areas of poor practice included:

- insufficient promotion of diversity issues and race relations being given a low profile in general
- a lack of representation in race relations management team meetings, with little or no ethnic monitoring taking place
- RIRFs not thoroughly investigated or customised for young adults, and no systems to challenge racist behaviour.

## Foreign nationals

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**3.87** As with race relations, there were too few foreign national respondents to our survey to conduct a separate analysis. However, inspection reports highlighted the following areas of good practice:

- comprehensive policies and action plans
- regular foreign national committee meetings
- foreign nationals identified early, with established groups running frequently
- effective use of translation services and Language Line
- good links with immigration services.

**3.88** Poor outcomes were associated with:

- the absence of foreign national policies
- underdeveloped or non-existent services
- foreign nationals not being identified
- the lack of translated documents
- poor use of translation services
- the absence of any formal links with immigration services
- the lack of foreign national prisoner groups and no dedicated staff group.

## 4. Summary, discussion and recommendations

- 4.1 Dedicated YOIs and split-site adult establishments outperformed the other young adult configurations in relation to reception and induction procedures; only among these sites were these processes efficiently carried out.
- 4.2 Dedicated YOIs had more robust systems in place for the management of suicide and self-harm, and bullying. This was clearly reflected in the perceptions of young adults held in YOIs, particularly when compared to young adults in split-site juvenile establishments.
- 4.3 Disciplinary management systems were more effective in adult local prisons and adult split-site establishments.
- 4.4 Substance misuse provision was particularly underdeveloped for young adults, with better outcomes associated with the wider range and more established services available for adults.
- 4.5 The condition of accommodation tended to be poorer in YOIs and juvenile split sites. Access to showers was also poorer, although clothing and laundry arrangements were better.
- 4.6 Young adults in split-site juvenile establishments benefited from the structured and transparent IEP schemes in the juvenile estate. Young adult prisoners were more aware of the scheme and reported feeling that they were treated more fairly.
- 4.7 Staff interaction with young adult prisoners was considered to be relatively poor across all establishment types. Where staff were trained to work with young offenders in YOIs and split-site juvenile establishments, interaction between staff and prisoners was rated as better; although still not as positive as for juveniles.
- 4.8 Faith provision was reported to be fairly positive for young adults in all locations, though outcomes were better in split-site juvenile establishments than elsewhere.
- 4.9 Mental health provision for young adults was generally poor, but better in split-site juvenile locations and dedicated YOIs where some good practice was identified.
- 4.10 Legal provision for young adults was considered to be poor across all establishment types, though most positive in local prisons and YOIs.
- 4.11 YOIs performed better than any other location in making application and complaint forms available to young prisoners and in monitoring patterns or trends.
- 4.12 Access to time out of cell, association and exercise were all poor in YOIs, with both prisoner perceptions and inspection reports highlighting a lack of activities and arrangements for regular exercise. Association was frequently cancelled. Private local prisons were achieving the most time out of cell, though not necessarily accompanied by sufficient purposeful activity. This area is important not only in connection with resettlement, but also in respect of protecting against self-harm and ensuring the safety of an often volatile population.



- 4.13 Local prisons with limited training opportunities and split-sites with juveniles, whose needs tended to be prioritised, were least likely to provide sufficient relevant activity for young adults. Young adults were most positive about education and training in split sites with adults, which focused on sentenced prisoners' needs.
- 4.14 There were insufficient work spaces across all locations and the quality of work was poor, offering little prospect of employment on release. However, the outcomes in split-site adult prisons, which focused more on training, were the least negative.
- 4.15 A lack of accredited offending behaviour programmes for young adults was apparent across all establishment types, though the young prisoners themselves were most positive about the programmes they undertook in adult split sites.
- 4.16 Although in surveys prisoner perceptions of sentence planning were more positive in split-site adult prisons, evidence from inspection reports did not reflect this. Good and poor practice was evenly spread across establishments of different types.
- 4.17 YOIs outperformed all other establishment types in providing young adults with transparent and appropriate resettlement services.
- 4.18 Young adult prisoners rated local prisons more highly than other sites in relation to mail and access to phones, though frequency of visits was rated slightly better in split-site adult prisons. However, in inspection reports no one establishment type stood out as representing good practice.

## Discussion

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- 4.19 Overall results are mixed, but put broadly, perceptions of prison life within dedicated young adult YOIs were better than in the other types of establishments examined. Young adults benefited substantially from being in dedicated units provided that their specific needs were identified and regularly reviewed, provision was tailored to need and staff were trained and provided with clear and comprehensive guidance in dealing with this particular age group.
- 4.20 However, this analysis suggests that dedicated units within adult training prisons are the next best solution for young adult prisoners, as long as resources are ring-fenced, vocational activities are provided, specific policies and practice guidance are in place, and there is a strong managerial drive. Such an arrangement would allow more locations around the country to accommodate young adult prisoners, which could reduce the long distances that they are held from their home areas, and achieve better community links and resettlement. However, these benefits would only accrue if provision remained specific to their needs and was not part of adult provision, and if the focus was on training and resettlement.
- 4.21 Mixing different age groups within one establishment appeared to have a detrimental impact on young adults; either in terms of them being given a lower priority in juvenile sites or because of the less tailored services available to them within adult sites. However, the following good practice in some split-site locations and local establishments should be duplicated across all establishments where young adults are held:
  - comprehensive, clear and structured IEP schemes
  - good personal officers – increased staff training in order to effectively deal with young adults

- involvement from voluntary and statutory agencies in daily regimes
  - stringent assessments and policies for segregation units, and in managing the use of force
- 4.22 It was clear that the amalgamation of young adults and adults within local prisons resulted in the poorest perceptions from prisoners, and the least favourable outcomes in inspection reports. Where good practice was identified in inspection reports, it was often unclear whether the areas highlighted were of equal benefit to adults and young adults; or whether the good practice referred to adults only (i.e. work or accredited offending behaviour programmes). The abolition of dedicated units for young adults is therefore likely to have a negative impact on young adults.
- 4.23 We have been unable to come to any firm conclusions with regard to the likely outcomes of broadening the YOI age range from 18-21 to 18-24 years. It could be extrapolated from the above that vulnerable 21-24 year olds might fare better in dedicated young adult units than in an already under-resourced and over-crowded adult estate. Conversely, we picked up some resistance to being in a YOI from some over 21-year olds in Swinfen Hall as they identified themselves as adults.
- 4.24 What is important is that young adults are individually assessed and placed in accommodation that best meets their needs and priorities, and crucially, which provides the training and support that can meet their resettlement needs. To achieve this, a range of accommodation could be made to work as long as it was able to meet individual needs in terms of safety, healthcare, appropriate training and employment, offending behaviour programmes, sentence planning, time out of cell and preparation for release. Provision for vulnerable young adults would need to be particularly well planned to ensure their safety, welfare and resettlement.

## Recommendations

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*To the Chief Executive of NOMS:*

- 4.25 There should be more locations across the country where young adult men can be held close to their home areas.
- 4.26 Where young adults are held in adult prisons they should be located in dedicated self-contained accommodation with staff who are trained and supported to work with them.
- 4.27 Regimes for young adult men should be tailored to their particular needs and provide appropriate and sufficient:
- Purposeful activity
  - Accredited training
  - Offending behaviour work
  - Substance misuse interventions
  - Work
  - Exercise
  - Association
  - Personal officer schemes
  - Mental health provision
  - Resettlement help

- 4.28 Violence reduction strategies in establishments holding young men should be alert to the physical nature of the bullying that is characteristic of this age group.
- 4.29 Vulnerable young adults with learning or mental health difficulties should not share accommodation with adults.
- 4.30 The following better practice in dedicated YOIs should be duplicated in other locations:
- Discreet searching and sensitive interviewing in reception
  - Comprehensive first night assessments
  - Well resourced and efficiently managed systems for suicide and self-harm
  - Well administered applications and complaints systems and monitoring of trends
  - Comprehensive healthcare policies and a good range and quality of clinical services
  - Involvement of relevant statutory and voluntary agencies to assist with resettlement.
- 4.31 The following better practice in some adult local prisons and split-site establishments should be duplicated in other locations:
- Moderate use of force
  - Regular adjudication standardisation meetings
  - Dedicated and properly trained and supported segregation staff.
- 4.32 The following better practice in split-sites with juveniles should be duplicated in other locations:
- Well structured and transparent IEP schemes
  - Active personal officer involvement
  - Good facilities and access to religious worship and to Muslim chaplain for Muslims.

# Appendices

## 1. Methodology

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### Survey

Between April 2003 and March 2006, HM Inspectorate of Prisons carried out full inspections of 105 prisons holding young adult men. As part of the inspection process, a team of researchers carries out a survey of a representative proportion of young adults in order to give them a chance to comment on their treatment and the conditions in which they are held.

A large proportion of adult male establishments visited (81) were holding individuals aged under 21. As locals held the greatest proportion of under 21s, for the purpose of this study, this population was included as a discrete category. In total, 24 prison establishments were included in the analysis of which:

- Seven were dedicated YOIs: Reading, Portland, Glen Parva, Northallerton, Rochester, Deerbolt and Norwich (589 responses)
- Eight were split-site juvenile establishments: Hindley, Castington, Ashfield, Lancaster Farms, Stoke Heath, Thorn Cross, Brinsford and Feltham (592 responses)
- Three were split-site adult establishments: Guys Marsh, Moorland Open, Moorland Closed (154 responses)
- Six were adult locals: Altcourse, Bristol, Doncaster, Dorchester, Exeter, Hull (129 responses)

In total, 1464 young adults completed and returned surveys within these prisons. All data from each establishment were weighted in order to mimic a consistent percentage sampled in each establishment. Weighting in this way allows us to take into account the population size of different establishments.

As part of the analysis for this project, statistical differences between young adults in each of the four prison types above were calculated. The purpose for this analysis was to see which types of establishments were considered to be statistically significantly better or worse than others for young adult offenders.

### Inspection reports

Inspection reports that were considered to represent good and poor practice within the young adult estate were identified for analysis by the Inspectorate's specialist young adult inspection team. Care was taken to ensure that a representative number of reports were analysed across the four young adult prison categories described above. A structured analysis of 16 inspection reports was therefore carried out:

- Four YOI reports were analysed: Portland, Northallerton, Deerbolt and Norwich
- Four split-site juvenile reports were analysed: Castington, Stoke Heath, Thorn Cross and Brinsford
- Two split-site adult prison reports were analysed: Guys Marsh and Moorland Closed
- Six local prison reports were analysed: Doncaster, Hull, Dorchester, Exeter, Bristol and Altcourse

These inspection reports were analysed across *Expectation* areas and based on assessments made in relation to the four tests of a 'healthy' custodial establishment. The four criteria regarding the treatment of and conditions for prisoners in a healthy prison are:

- **Safety:** prisoners, even the most vulnerable, are held safely.
- **Respect:** prisoners are treated with respect for their human dignity.
- **Purposeful activity:** prisoners are able, and expected, to engage in activity that is likely to benefit them.
- **Resettlement:** prisoners are prepared for release into the community, and helped to reduce the likelihood of reoffending

A template was drawn up to provide consistency and structure in identifying seven variables that could have influenced how each area was assessed. These were:

- Managerial
- Procedural
- Physical design
- Population mix
- Population pressures
- Resources
- Staffing issues

The aim of this exercise was to identify the contextual factors that informed inspection assessments in each area. Good and poor outcomes were identified and linked with the variables that underpinned them in each of the establishments examined. The implications for the management of young adults were assessed and conclusions drawn about which establishment types were providing the best outcomes for young adults.

## 2. Profile of young adults surveyed

Respondents were asked to give some basic demographic information about themselves, their family and their individual situation when they first arrived in custody.

### Age

Figure 1: Age of young adults across all establishments

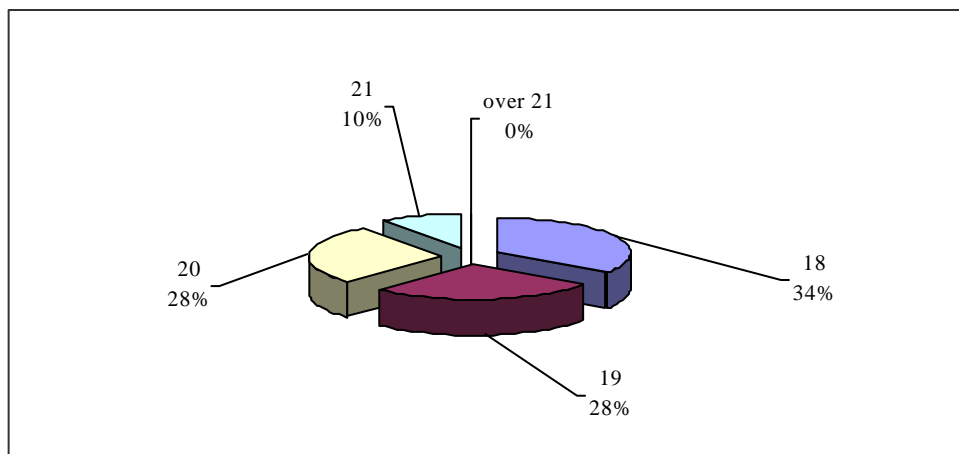


Table 1: Age of young adults across establishment types

	18	19	20	21	Over 21
YOI	175 (30%)	182 (31%)	173 (30%)	50 (9%)	2 (<1%)
YOI and juvenile split site	296 (51%)	137 (23%)	125 (21%)	26 (4%)	1 (<1%)
YOI and adult split site	17 (11%)	50 (33%)	76 (50%)	8 (5%)	0
YOI in adult mixed environments (Locals)	13 (10%)	28 (22%)	32 (25%)	54 (43%)	0

It is interesting to note that the largest proportion of young offenders in local prisons were 21 years old, whereas the number of 21 year olds and above in split-site juvenile establishments and YOIs was much smaller. This suggests that some form of risk assessment is already operating, which places older and perhaps more challenging young adult offenders in adult prisons.

### Status

Overall, 76% of respondents were sentenced, 13% were awaiting trials and 11% were awaiting sentence. Of those respondents who were sentenced, 27% were serving sentences of one year or less, 54% were serving sentences of between 1-4 years, 18% were serving sentences of four years or more and 1% were serving life sentences.

Table 2: Sentence length of young adults across establishment type

	1 year or less	1-4 years	4-10 years	10 years+	Life
YOI	29% (143)	59% (293)	12% (59)	0	<1% (1)
YOI and juvenile split site	24% (88)	53% (200)	22% (82)	0	1% (4)
YOI and adult split site	19% (28)	46% (69)	28% (42)	2% (3)	6% (9)
YOI in adult mixed environments (Locals)	48% (31)	37% (24)	14% (9)	2% (1)	0

For the analysis, prisons holding young adults were grouped into four categories. The adult local and split-site juvenile categories served a local prison function and held a higher proportion of unsentenced prisoners. The YOIs and split-site adult prisons served a training prison function and, in the case of adult trainers, held exclusively sentenced prisoners. YOIs held mainly, though not exclusively sentenced prisoners. The prisons with a training function would be better resourced to provide training and resettlement opportunities. The number of sentenced prisoners in each of the four categories of prison analysed were:

- Adult local prisons 51%
- YOIs 87%
- Split-site juvenile sites 64%
- Split-site adult sites 100%

### Previous experience of custody

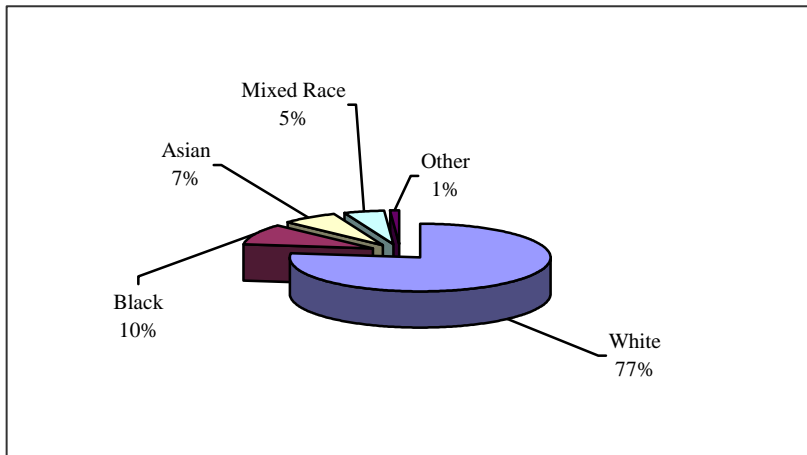
Overall, 59% of respondents said they had previously been in prison on a different sentence, 12% of whom had been in prison more than five times before.

Young offenders in local prisons were more likely to have been in prison before across all establishment types; with young adults in split-site adult prisons the least likely to have been in prison before.

### Ethnicity

Due to the low percentages of black, Asian and mixed race respondents, analysis by specific ethnicity was not conducted on this dataset.

Figure 2: Ethnicity of young adults across all surveyed establishments



Across all establishments 93% of all respondents said that English was their first language.

### 3. Young adult survey responses



#### Young adult survey responses: Overall

#### Key to tables

	Any numbers highlighted in green show the best score across establishments					
	Any numbers highlighted in blue show the worst score across establishments					

SECTION 1: General Information (not tested for significance)						
		YOI only	YOI and Juveniles split site	YOI and adults split site	YOI and adults mixed (Locals)	Overall comparator
1	Number of completed questionnaires returned	582	592	154	129	1464
2	Are you under 21 years of age?	91	95	95	57	90
3	Are you sentenced?	87	68	100	41	76
4	Is your sentence more than four years?	11	17	44	8	16
5	Do you have less than six months to serve?	49	31	32	23	38
6	Have you been in this prison less than a month?	19	17	9	33	19
7	Are you a foreign national?	12	11	6	11	11
8	Is English your first language?	94	90	95	96	93
9	Are you from a minority ethnic group? (including all those who did not tick White British, White Irish or White other categories)	24	28	24	17	24
10	Have you been in prison more than five times?	14	11	4	15	12
11	Do you have any children?	26	21	25	19	23
SECTION 2: Transfers and Escorts						
12a	We want to know about the most recent journey you have made either to or from court or between establishments. How was the cleanliness of the van? (very good/good)	32	33	38	41	34



12b	We want to know about the most recent journey you have made either to or from court or between establishments. How was your personal safety during the journey? (very good/good)	59	63	69	59	61
12c	We want to know about the most recent journey you have made either to or from court or between establishments. How was the comfort of the van? (very good/good)	14	11	11	9	12
12d	We want to know about the most recent journey you have made either to or from court or between establishments. How was the attention paid to your health needs?	35	36	38	33	35
12e	We want to know about the most recent journey you have made either to or from court or between establishments. How was the frequency of comfort breaks? (very good/good)	13	12	13	10	12
13	Did you spend more than four hours in the van?	8	8	10	3	7
14	Were you treated well/very well by the escort staff?	70	65	68	73	69
15a	Did you know where you were going when you left court or when transferred from another establishment?	83	84	82	84	83
15b	Before you arrived here did you receive any written information about what would happen to you?	27	19	21	27	23
15c	When you first arrived here did your property arrive at the same time as you?	89	85	93	79	87
<b>SECTION 3: Reception, first night and induction</b>						
17	Did you have any problems when you first arrived?	57	59	50	57	57
18	Did you receive any help/support from any member of staff in dealing with these problems within the first 24 hours?	22	19	18	20	20
19a	Please answer the following question about reception: were you seen by a member of healthcare staff?	88	90	89	90	89
19b	Please answer the following question about reception: when you were searched, was this carried out in a sensitive and understanding way?	70	75	74	81	73
20	Were you treated well/very well in reception?	65	62	67	71	65
21a	Did you receive a reception pack on your day of arrival?	81	78	90	84	81
21b	Did you receive information about what was going to happen here on your day of arrival?	62	48	59	49	55
21c	Did you receive information about support for feeling depressed or suicidal on your day of arrival?	55	50	56	49	53
21d	Did you have the opportunity to have a shower on your day of arrival?	43	29	42	22	36
21e	Did you get the opportunity to have a free telephone call on your day of arrival?	67	62	49	64	63
21f	Did you get information about routine requests on your day of arrival?	47	37	42	33	42
21g	Did you get something to eat on your day of arrival?	82	85	77	76	82
21h	Did you get information about visits on your day of arrival?	60	49	56	50	55
22a	Did you have access to the chaplain/priest within the first 24 hours of you arriving at this prison?	46	49	51	44	47

22b	Did you have access to someone from healthcare within the first 24 hours?	68	70	59	55	66
22c	Did you have access to a Listener/Samaritans within the first 24 hours of you arriving at this prison?	25	22	31	25	24
22d	Did you have access to the prison shop/canteen within the first 24 hours?	20	18	15	23	20
23	Did you feel safe on your first night here?	81	78	91	83	81
24	Did you go on an induction course within the first week?	79	63	82	73	73
25	Did the induction course cover everything you needed to know about the prison?	60	54	68	45	57
<b>SECTION 4: Legal Rights and Respectful Custody</b>						
27a	Can you get access to legal reference books?	37	33	30	36	35
27b	Can you get access to communication with your solicitor or legal representative?	61	61	56	60	60
27c	Can you get access to information about leave to appeal?	47	39	40	41	43
27d	Can you get access to legal visits?	66	67	60	71	66
27e	Can you get access to help with legal costs?	39	40	32	46	39
27f	Can you get access to bail information?	36	39	32	41	37
28a	Please answer the following question about the wing/unit you are currently on: are you normally offered enough clean, suitable clothes for the week?	57	57	52	48	55
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	46	44	58	71	49
28c	Please answer the following question about the wing/unit you are currently on: do you normally receive clean sheets every week?	87	90	83	75	86
<b>SECTION 4: Legal Rights and Respectful Custody (continued)</b>						
28d	Please answer the following question about the wing/unit you are currently on: do you normally get cell cleaning materials every week?	60	63	49	79	62
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	53	38	37	46	46
28f	Please answer the following question about the wing/unit you are currently on: is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	57	60	66	63	59
28g	Please answer the following question about the wing/unit you are currently on: can you normally get your stored property, if you need to?	36	49	34	43	41
29	Have staff ever opened letters from your solicitor or legal representative when you were not with them?	39	46	32	33	40
30	Is the food in this prison good/very good?	29	20	30	26	26
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	42	41	54	64	45
32a	Is it easy/very easy to get a complaints form?	81	79	72	75	79

32b	Is it easy/very easy to get an application form?	88	83	76	77	84
33a	Do you feel applications are sorted out fairly?	51	47	51	39	48
33b	Do you feel complaints are sorted out fairly?	22	21	14	26	22
33c	Do you feel applications are sorted out promptly?	48	46	49	43	47
33d	Do you feel complaints are sorted out promptly?	23	21	17	27	22
33e	Are you given information about how to make an appeal?	38	32	24	32	34
34	Have you ever been made to or encouraged to withdraw a complaint since you have been in this prison?	9	12	8	12	10
35	Do you know how to apply to the Prisons and Probation Ombudsman?	32	22	34	35	29
36	Is it easy/very easy to contact the Independent Monitoring Board (BOV)?	28	29	22	17	26
37	Are you on the enhanced (top) level of the IEP scheme?	28	38	32	8	29
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	50	52	46	41	49
39a	In the last six months have any members of staff physically restrained you (C & R)?	12	13	6	11	12
39b	In the last six months have you spent a night in the segregation unit?	18	20	11	16	18
40a	Do you feel your religious beliefs are respected?	43	51	51	39	46
40b	Are you able to speak to a religious leader of your faith in private if you want to?	49	63	57	45	54
41	Are you able to speak to a Listener at any time, if you want to?	53	44	57	51	50
42a	Do you have a member of staff, in this prison, that you can turn to for help if you have a problem?	71	70	74	57	70
42b	Do <b>most</b> staff, in this prison, treat you with respect?	71	69	68	63	69
<b>SECTION 5: Safety</b>						
44	Have you ever felt unsafe in this prison?	30	33	23	37	31
46	Have you been victimised (insulted or assaulted) by another prisoner?	19	27	21	25	23
47a	Have you had insulting remarks made about you, your family or friends since you have been here? (By prisoners)	11	18	9	6	13
47b	Have you been hit, kicked or assaulted since you have been here? (By prisoners)	8	12	11	15	10
<b>SECTION 5: Safety (continued)</b>						
47c	Have you been sexually abused since you have been here? (By prisoners)	1	2	1	0	1

47d	Have you been victimised because of your race or ethnic origin since you have been here? (By prisoners)	3	6	3	2	4
47e	Have you been victimised because of drugs since you have been here? (By prisoners)	2	5	1	1	3
47f	Have you ever had your canteen/property taken since you have been here? (By prisoners)	3	5	4	2	4
47g	Have you ever been victimised because you were new here? (By prisoners)	4	10	5	7	7
47h	Have you ever been victimised because you were from a different part of the country than others since you have been here? (by prisoners)	6	10	6	8	7
48	Have you been victimised (insulted or assaulted) by a member of staff?	18	23	21	18	20
49a	Have you had insulting remarks made about you, your family or friends since you have been here? (By staff)	10	14	12	9	11
49b	Have you been hit, kicked or assaulted since you have been here? (By staff)	4	7	3	6	5
49c	Have you been sexually abused since you have been here? (By staff)	1	1	1	0	1
49d	Have you been victimised because of your race or ethnic origin since you have been here? (By staff)	3	4	3	4	3
49e	Have you been victimised because of drugs since you have been here? (By staff)	1	2	1	1	1
49f	Have you ever been victimised because you were new here? (By staff)	4	5	6	5	5
49g	Have you ever been victimised because you were from a different part of the country than others since you have been here? (By staff)	3	5	7	6	4
50	Did you report any victimisation that you have experienced?	8	13	9	16	11
<b>SECTION 6: Healthcare</b>						
52	Do you think the overall quality of the healthcare is good/very good?	48	47	39	39	46
53a	Do you think the quality of healthcare from the doctor is good/very good?	46	48	37	35	45
53b	Do you think the quality of healthcare from the nurse is good/very good?	60	57	46	44	56
53c	Do you think the quality of healthcare from the dentist is good/very good?	17	23	21	16	19
53d	Do you think the quality of healthcare from the optician is good/very good?	14	12	10	15	13
53e	Do you think the quality of healthcare from the dispensing staff/pharmacist is good/very good?	37	27	26	29	32
54	Is it easy/very easy to get illegal drugs in this prison?	23	21	18	24	22
55a	Do you think you will have a problem with drugs when you leave this prison?	16	17	8	11	15
55b	Do you think you will have a problem with alcohol when you leave this prison?	18	13	9	16	15
<b>SECTION 7: Purposeful Activity</b>						
57a	Do you feel your job will help you on release?	35	41	42	14	35

57b	Do you feel your vocational or skills training will help you on release?	32	38	44	23	34
57c	Do you feel your education (including basic skills) will help you on release?	50	46	63	42	49
57d	Do you feel your offending behaviour programmes will help you on release?	31	26	51	19	30
57e	Do you feel your drug or alcohol programmes will help you on release?	33	32	52	25	33
<b>SECTION 7: Purposeful Activity (continued)</b>						
58	Do you go to the library at least once a week?	31	24	34	26	28
59	Can you get access to a newspaper every day?	41	35	45	34	39
60	On average, do you go to the gym at least twice a week?	48	54	48	62	52
61	On average, do you go outside for exercise three or more times a week?	32	28	26	54	33
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	8	12	10	13	10
63	On average, do you spend ten or more hours out of your cell on a weekend day?(This includes hours at education, at work etc)	2	7	9	13	6
64	On average, do you go on association more than five times each week?	26	35	50	46	34
65	Do staff normally speak to you at least most of the time during association time? (most/all of the time)	20	21	18	19	20
<b>SECTION 8: Resettlement</b>						
67	Did you first meet your personal officer in the first week?	27	34	21	16	27
68	Do you think your personal officer is helpful/very helpful?	39	42	35	19	37
69	Do you have a custody/sentence plan?	42	37	76	21	40
70	Were you involved/very involved in the development of your sentence plan?	30	24	50	15	28
71	Have you had any problems with sending or receiving mail?	39	40	37	30	38
72	Have you had any problems getting access to the telephones?	33	29	39	23	31
73	Did you have a visit in the first week that you were here?	31	42	45	37	37
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	69	61	76	69	67
75a	Do you know who to contact, within this prison, to get help with finding a job on release?	54	48	46	48	50

<b>75b</b>	Do you know who to contact, within this prison, to get help with finding accommodation on release?	<b>56</b>	52	<b>45</b>	53	53
<b>75c</b>	Do you know who to contact, within this prison, to get help with your finances in preparation for release?	<b>40</b>	37	<b>30</b>	39	38
<b>75d</b>	Do you know who to contact, within this prison, to get help with claiming benefits on release?	<b>50</b>	45	<b>35</b>	53	47
<b>75e</b>	Do you know who to contact, within this prison, to get help with arranging a place at college/continuing education on release?	<b>47</b>	42	<b>36</b>	40	43
<b>75f</b>	Do you know who to contact within this prison to get help with external drugs courses etc	<b>47</b>	44	<b>35</b>	46	45
<b>75g</b>	Do you know who to contact, within this prison, to get help with continuity of healthcare on release?	<b>43</b>	40	<b>33</b>	35	40
<b>76</b>	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	52	42	<b>68</b>	<b>20</b>	46

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