



HM Chief Inspector of Prisons for England and Wales

Annual Report 2014–15



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Presented to Parliament pursuant to Section 5A of the Prison Act 1952 as
amended by Section 57 of the Criminal Justice Act 1982.

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WHO WE ARE AND WHAT WE DO

Our purpose

To ensure independent inspection of places of detention, report on conditions and treatment, and promote positive outcomes for those detained and the public.

Our values

- Independence, impartiality and integrity are the foundations of our work.
- The experience of the detainee is at the heart of our inspections.
- Respect for human rights underpins our expectations.
- We embrace diversity and are committed to pursuing equality of outcomes for all.
- We believe in the capacity of both individuals and organisations to change and improve, and that we have a part to play in initiating and encouraging change.

Our remit

We inspect:

- adult men and women's prisons in England and Wales
- young offender institutions (YOIs) in England and Wales
- secure training centres (STCs) in England
- all forms of immigration detention, including escorts, throughout the UK
- police custody in England and Wales
- court custody in England and Wales
- Border Force custody in England and Scotland
- military detention facilities throughout the UK by invitation
- prisons in Northern Ireland by invitation
- prisons and other custodial institutions in other jurisdictions with links to the UK by invitation.

Our remit is set out in section 5A of the Prison Act 1952 as amended by section 57 of the Criminal Justice Act 1982; Section 152 (5) of the Immigration and Asylum Act 1999; Section 46 (1) of the Immigration, Asylum and Nationality Act 2006; the Police and Justice Act 2006 section 28; the Education and Inspection Act 2006 section 146; and the Criminal Justice and Courts Act 2015 section 9.

Most inspections take place in partnership with other inspectorates, including Ofsted, Estyn, HM Inspectorate of Constabulary (HMIC), Care Quality Commission (CQC), Healthcare Inspectorate Wales, HM Inspectorate of Probation and the General Pharmaceutical Council, appropriate to the type and location of the establishment.

OPCAT and the National Preventive Mechanism

All inspections carried out by HM Inspectorate of Prisons contribute to the UK's response to its international obligations under the Optional Protocol to the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). OPCAT requires that all places of detention are visited regularly by independent bodies – known as the National Preventive Mechanism (NPM) – which monitor the treatment of and conditions for detainees. HM Inspectorate of Prisons is one of several bodies making up the NPM in the UK and coordinates its joint activities.

Our approach

All inspections of prisons, immigration detention facilities, police and court custody suites and military detention are conducted against published *Expectations*, which draw on and are referenced against international human rights standards.

Expectations for inspections of prisons and immigration detention facilities are based on four tests of a healthy establishment.¹ For prisons, the four tests are:

- **Safety** – Prisoners, particularly 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 their release into the community and helped to reduce the likelihood of reoffending.

¹ All the Inspectorate's *Expectations* are available at: <http://www.justiceinspectorates.gov.uk/hmiprison/about-our-inspections/inspection-criteria>

The tests for immigration detention facilities are similar but also take into account the specific circumstances applying to detainees and the fact that they have not been charged with a criminal offence or detained through normal judicial processes. The other forms of detention we inspect are also usually based on variants of these tests, as we describe in the relevant section of the report.

For inspections of prisons and immigration detention facilities, we make an assessment of outcomes for prisoners or detainees against each test. These range from good to poor as follows:

*Outcomes for prisoners/detainees are **good** against this healthy prison/establishment test*

There is no evidence that outcomes for prisoners/detainees are being adversely affected in any significant areas.

*Outcomes for prisoners/detainees are **reasonably good** against this healthy prison/establishment test*

There is evidence of adverse outcomes for prisoners/detainees in only a small number of areas. For the majority, there are no significant concerns. Procedures to safeguard outcomes are in place.

*Outcomes for prisoners/detainees are **not sufficiently good** against this healthy prison/establishment test*

There is evidence that outcomes for prisoners/detainees are being adversely affected in many areas or particularly in those areas of greatest importance to the well-being of prisoners/detainees. Problems/concerns, if left unattended, are likely to become areas of serious concern.

*Outcomes for prisoners/detainees are **poor** against this healthy prison test*

There is evidence that the outcomes for prisoners/detainees are seriously affected by current practice. There is a failure to ensure even adequate treatment of and/or conditions for prisoners/detainees. Immediate remedial action is required.

Inspectors use five key sources of evidence in making their assessments:

- observation
- prisoner/detainee surveys
- discussions with prisoners/detainees
- discussions with staff and relevant third parties
- documentation.

Since 1 April 2013, all inspections of adult prisons and immigration detention centres have been unannounced (other than in exceptional circumstances), and have followed up recommendations made at the previous inspection. Prisons are inspected at least once every five years, although we expect to inspect most every two to three years. Some high-risk establishments may be inspected more frequently, including those holding children under 18, which are now inspected annually.

Every immigration removal centre (IRC) receives a full unannounced inspection at least once every four years, or every two years if it holds children.

Non-residential short-term holding facilities are inspected at least once every six years. Residential short-term holding facilities are inspected at least once every four years. Within this framework, all immigration inspections are scheduled on a risk-assessed basis.

We inspect each police force's custody suites at least once every six years, or more often if concerns have been raised during a previous inspection or by other intelligence. Courts are visited at least once every six years for an inspection of their cells.

In addition to inspections of individual establishments, we produce thematic reports on cross-cutting issues, singly or with other inspectorates as part of the Criminal Justice Joint Inspection process. We also use our inspection findings to make observations and recommendations relating to proposed legislative and policy changes.

1

Introduction

by the Chief Inspector of Prisons



I was appointed as HM Chief Inspector of Prisons in July 2010 and in my first annual report for 2010–11 I wrote:

‘My appointment began as a new government ushered in its “rehabilitation revolution”, sentencing reform and a drive to achieve major funding reductions, both in inspected bodies and the Inspectorate itself. All public bodies came under intense scrutiny and each had to justify its existence. What I have therefore tried to do in this report is to set a baseline for the work of the Inspectorate itself and the state of the institutions it inspects. I hope this will provide a useful point of comparison as the work of the Inspectorate develops over the next few years and the government’s reforms take effect.’²

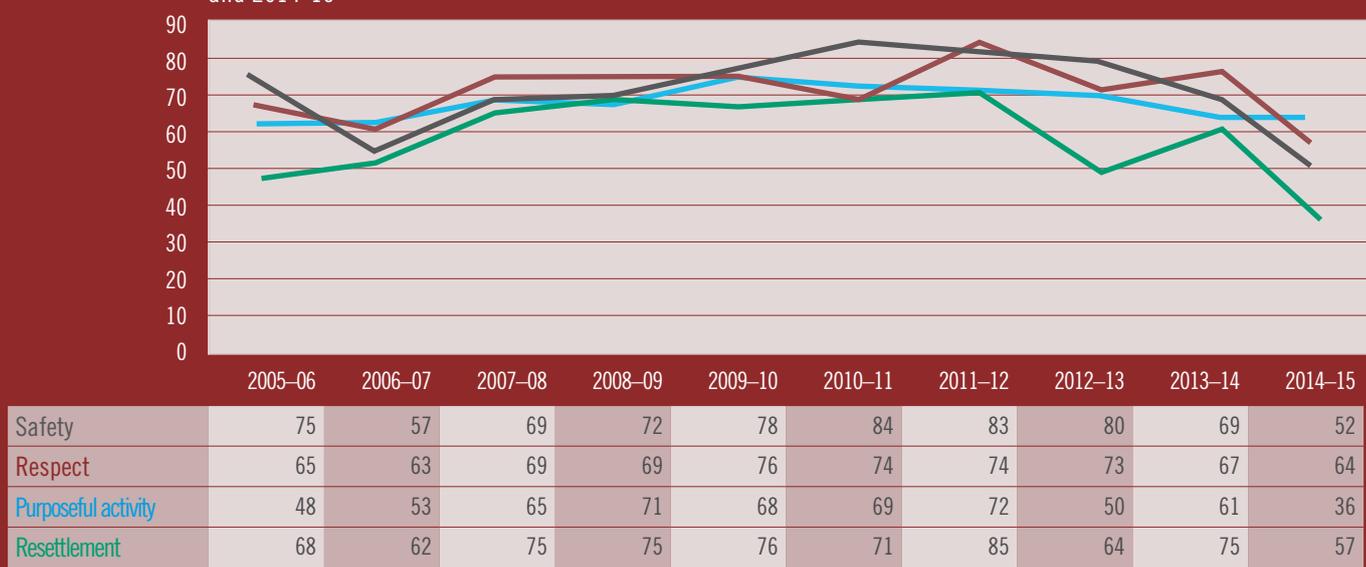
At that time I was optimistic and noted that our assessments across the range of custodial establishments we inspected, although inconsistent, were improving.

Five years on, new Ministers are continuing to talk of rehabilitation, further reductions in public expenditure are likely to affect all the sectors we inspect and important decisions have to be taken about the Inspectorate itself. As plans and policies for the future are developed, there are some important lessons to be learnt from the last five years. This report provides a new benchmark against which progress to date and future progress can be measured.

PRISONS

As the chart in Figure 1 illustrates, assessed outcomes in the prisons we reported on in 2014–15 fell sharply across all areas and, overall, the outcomes we reported on in 2014–15 were the worst for 10 years. Care must be taken in comparing one year with another as the same establishments are not inspected each year and, as our risk assessment processes become more sophisticated, those establishments of most concern are inspected more frequently.

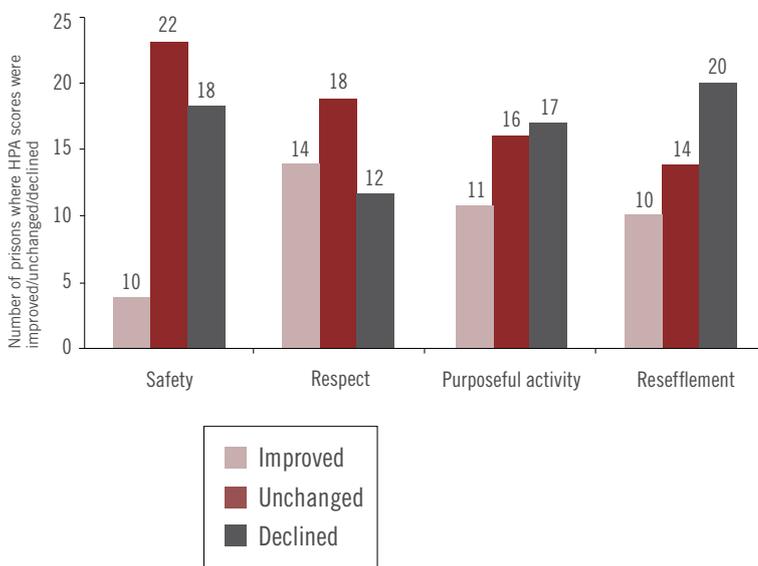
Figure 1: Percentage of ‘good’/‘reasonably good’ outcomes in adult prison and YOI reports published between 2005–06 and 2014–15



² HM Chief Inspector of Prisons, 2010. *Annual Report 2010–11*, <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/annual-report-2010-2011/>

Outcomes were not uniform across all types of prison – in particular, the small number of women’s prisons and establishments holding children had not declined in the same way as adult men’s prisons. We therefore compared the healthy prison assessment (HPA) outcomes in the adult male prisons we inspected this year with the outcomes from when we last inspected the same prisons. The interval between inspections of the same establishment ranged from one to four years. The results shown in Figure 2 confirm our overall concern.

Figure 2: Changes in HPA outcomes from previous inspection (adult male prisons)



Increasing violence

Our own assessments about safety were consistent with the data that the National Offender Management Service (NOMS) itself produced³. You were more likely to die in prison than five years ago. More prisoners were murdered, killed themselves, self-harmed and were victims of assaults than five years ago. There were more serious assaults and the number of assaults and serious assaults against staff also rose.

An average week in prisons in England and Wales⁴

- Four to five prisoners died.
- One or two of those deaths was self-inflicted – most using a ligature fixed to a bed or window.
- There were almost 500 self-harm incidents.
- There were over 300 assaults and more than 40 of them were serious. A blunt instrument or blade were the most common weapons.
- There were about 70 assaults on staff and nine of them were serious.

On average there was a homicide once every three months.

In 2014–15 239 men and women died in prison; 29% higher than in 2010–11 and 6% higher than last year. The death rate as a proportion of the population increased from 2.1 per 1,000 prisoners in the year to March 2010, to 2.8 per 1,000 in the year to March 2014. Most deaths were from natural causes and the increase can, to some extent, be explained by the aging prison population. However, taking into account differences in age and gender, the mortality rate in prison remained significantly higher than that of the general population.

There was a welcome fall in the number of apparent self-inflicted deaths – from 88 in the year to March 2014 to 76 in the year to March 2015 – but it was 40% higher than when I took office five years ago. The number of self-harm incidents involving male prisoners has risen steadily over the last five years and the 18,995 incidents in the year ending December 2014 was almost a third higher than the year to December 2010.

Since 2010 assault incidents have risen by 13% to 16,196, and the increase is accelerating. There were 10% more assault incidents in 2014 than in 2013 alone. The

³ Ministry of Justice, 2015. *Safety in Custody Statistics England and Wales*. Deaths in prison custody to March 2015, Assaults and Self-harm to December 2014, <https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2014-and-annual>

⁴ Figures from Ministry of Justice, *Safety in Custody Statistics England and Wales*. Quarterly update to December 2014 and annual. Figures for deaths are for the year to March 2015; all other data is for the calendar year 2014. <https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2014-and-annual>



number of serious assaults has also risen – by 55% over the last five years and by 35% in the last year. Assaults on staff have risen sharply: there were 3,637 in 2014, an increase of 28% on 2010 and 11% on 2013. Serious assaults on staff have risen from 302 in 2010, to 359 in 2013 and 477 in 2014, an increase of 58% overall and 33% since last year.

There are no simple explanations for the decline in safety. It has affected men's prisons of all types and prisons in both the public and private sectors. Some long-term trends are a factor in the decline. More prisoners are serving long sentences for serious offences. The proportion of prisoners serving sentences for sexual offences rose from 10% in 2000 to 17% in March 2015. The proportion serving sentences for violence against the person rose from 21% to 27% over the same period⁵. More recently, in 2014–15, the rapid increase in the availability of new psychoactive substances (new drugs such as 'Spice' and 'Black Mamba' that are developed or chosen to mimic the effects of illegal drugs such as cannabis, heroin or amphetamines and may have unpredictable and life-threatening effects) has had a severe impact and has led to debt and associated violence. Local prisons in particular have struggled to cope with the introduction of young adults, who are over-represented in violent incidents and the use of force by staff.

However, these factors do not sufficiently explain the overall decline in safety. It remains my view that staff shortages, overcrowding and the wider policy changes described in this report have had a significant impact on prison safety.

The number of full-time equivalent staff, of all grades and roles, who were in post in public sector prisons, reduced by 29% between March 2010 and December 2014, from 45,080 to 32,100⁶. While some adjustment to staffing levels may still be necessary to better reflect the specific needs of individual prisons, prison governors told me the new staff levels were adequate – but that they could not manage with a high level of additional vacancies and absences. In evidence submitted to the Justice Select Committee's inquiry into 'Prisons: planning and policies'⁷, NOMS stated that in June 2014 staff in post were 8%, or 2,481 staff, below the agreed levels in the 83 men's prisons for which revised staffing levels had been set or 'benchmarked'. NOMS has undertaken a number of measures to ease staffing pressures, including the introduction of restricted regimes, the use of significant numbers of staff on detached duty and the recruitment of a reserve force of prison officers. Measures to recruit permanent staff have been accelerated. Nevertheless, I share the conclusion of the Justice Committee report:

'We believe that the key explanatory factor for the obvious deterioration in standards over the last year is that a significant number of prisons have been operating at staffing levels below what is necessary to maintain reasonable, safe and rehabilitative regimes.'⁸

While recognising the pressures they were under, there was more that individual prisons could and should have done to address the decline in safety outcomes. In particular, critical reception and early days processes were inconsistent and in some cases prisons had not responded effectively enough to Prisons

5 Ministry of Justice, 2015. *Offender Management Statistics Bulletin, England and Wales*. Quarterly October to December 2014, Annual January to December 2014. <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2014-and-annual>

6 Ministry of Justice, 2015. *National Offender Management Service Workforce Statistics Bulletin*. December 2014 tables. <https://www.gov.uk/government/statistics/national-offender-management-service-workforce-statistics-december-2014>

7 National Offender Management Service, 2014. *Written evidence from the National Offenders Management Service (PPP 41) Prisons: planning and policies. Breakdown of each public sector prison's staffing complement, as determined by the benchmarking process compared to their staff in post*. <http://data.parliament.uk/WrittenEvidence/CommitteeEvidence.svc/EvidenceDocument/Justice/Prisons%20planning%20and%20policies/written/13694.html>

8 House of Commons Justice Committee, 2015. *Prisons: Planning and Polices Ninth Report of Session 2014–15*. p.39. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/309/309.pdf>

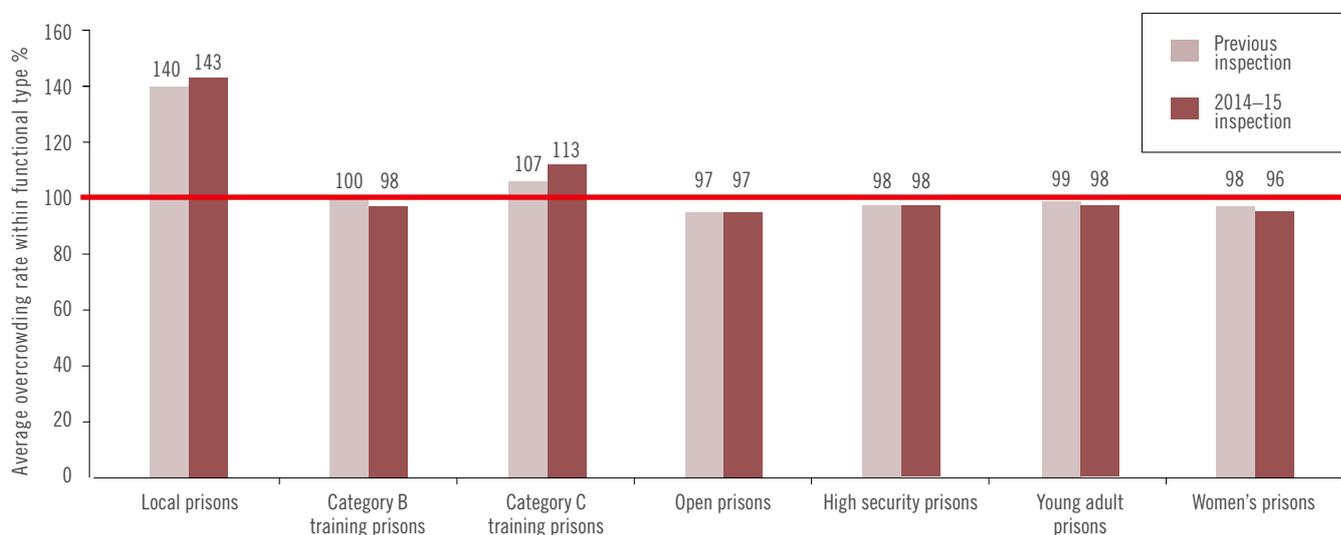
and Probation Ombudsman recommendations following deaths in custody or quickly enough to new threats such as the emergence of new psychoactive substances (NPS). There were some striking differences between the outcomes achieved by prisons with similar roles and similar staffing and population pressures. It was particularly pleasing that all of the prisons we were most concerned about in 2013–14, and which we had returned to inspect in 2014–15, had made significant improvements thanks to effective leadership, very hard work by staff and some investment in the environment. We have highlighted examples of good practice throughout this report. The decline in safety was not acceptable or inevitable.

Staff ease the pressure

Overall population pressures reduced slightly during the year⁹. On 4 April 2014, the prison population stood at 85,285, which was 99.1% of usable operational capacity. On 27 March 2015, the population was 85,681, 97.7% of the usable capacity¹⁰.

Figure 3 illustrates that overcrowding remained a significant problem across the range of prisons we inspected in 2014–15, particularly in local and category C training prisons, where most prisoners were held. As I have argued before, overcrowding is not simply a matter of two prisoners sharing a cell designed for one with an unscreened toilet – undesirable though that is. It means that a prison will not have the activity places, the support mechanisms or the rehabilitation programmes it needs for the size of its population. More prisoners cannot simply be crammed into the available space. In November 2014, NOMS published projections for the prison population in 2020. The central and most likely projection showed the prison population rising to 90,200. The lowest and highest projections had the population falling to 81,400 or rising to 98,900 respectively¹¹. Published plans for increases in prison capacity fall below even the central projection. In 2013–14 the average total annual cost of a prison place was £36,237¹².

Figure 3: Overcrowding in 2014–15 inspections compared with previous inspections



⁹ There are two measures used to define prison capacity:

- 'Operational capacity' is the total number of prisoners that an establishment can hold without serious risk to good order, security and the proper running of the planned regime;
- 'Certified Normal Accommodation (CNA)' represents the good, decent standard of accommodation that the Service aspires to provide all prisoners. Any prisoner places provided above CNA are referred to as crowding place. Any cell or establishment with an occupancy/population above CNA is referred to as crowded.

¹⁰ Ministry of Justice, 2015. *Prison population statistics*. <https://www.gov.uk/government/collections/prison-population-statistics>

¹¹ Ministry of Justice, 2014. *Prison Population Projections 2014–2020, England and Wales*. <https://www.gov.uk/government/statistics/prison-population-projections-ns>

¹² Ministry of Justice, 2014. *Costs per place and costs per prisoner. National Offender Management Service Annual Report 2013/14: Management Information Addendum*. <https://www.gov.uk/government/statistics/prison-and-probation-trusts-performance-statistics-201314>

Despite the pressure of numbers, respect outcomes – daily living conditions, the relationships between staff and prisoners and health care – held up best of all our healthy prison areas. Respect outcomes declined slightly from previous years but more establishments had improved than declined since their last inspection. Three factors were largely responsible for this. First, good relationships between staff and prisoners mitigated the worst effects of problems elsewhere. It was striking that in our surveys, 76% of prisoners told us that staff treated them with respect. That is an impressive figure. In part, as at HMP Oakwood¹³, this was due to new staff becoming more experienced. Prison chaplaincies played an important role in supporting prisoners and staff in distress. Second, the increased use of prisoner peer mentors in many roles was also a positive development, although it was important that proper attention was paid to the supervision of those involved and that peer mentors were not given inappropriate responsibilities. Third, we saw more good practice in health care than in other areas of prison life. All of these may be part of the explanation for the reduction in the number of self-inflicted deaths in 2014–15 from the previous year.

However, overcrowding was sometimes exacerbated by extremely poor environments and squalid conditions. At Wormwood Scrubs, staff urged me to look at the cells. ‘I wouldn’t keep a dog in there’, one told me. We found:

‘Conditions in many cells were unacceptably poor. Many were filthy, covered in graffiti, some of which was offensive, and furniture was broken or missing. Toilets were filthy and inadequately screened. Windows were broken. We found cockroaches in cells on C wing.’¹⁴

Improvements in health care were undermined by restrictions to the regime and the unavailability of custody staff to provide supervision. We were concerned that the needs of prisoners who differed from the majority were often not effectively met. Our review of the recommendations of the inquiry into the racist murder of Zahid Mubarek at HMYOI Feltham in 2000 found that significant concerns, which were a factor in his death, still existed. Prisoners from black and minority ethnic backgrounds and Muslim prisoners continued to report a worse experience than the prison population as a whole. Our joint report with HM Inspectorate of Probation found that prisons were failing to identify the needs of prisoners with learning disabilities. The number of older prisoners continued to rise sharply: the figure for those over 60 reached 3,786, a rise of 10% on the previous year. Some older prisoners had significant disabilities and were very frail, and many prisons were ill-equipped to meet their needs. Prisons had made uneven preparation for the introduction of the Care Act 2014 which would give local authorities new responsibilities for meeting the social care needs of prisoners. In my view, the Prison Service remains ill-prepared for a significant future role as a very large provider of residential care for the elderly.

When things go wrong, it is important that prisoners have a legitimate means to resolve their complaints. However, prisoners had little confidence in the complaints system, and the fiasco of what should have been their confidential calls to MPs being routinely recorded and listened to illustrated the lack of importance that was too frequently accorded to prisoners’ complaints and their ability to seek help from their legal or elected representatives. Our interim report¹⁵ on this matter was published in March 2015 and a full report will be published later in 2015.

¹³ HM Inspectorate of Prisons, 2014. *Report of an announced inspection of HMP Oakwood*, p.5. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-oakwood/>

¹⁴ HM Inspectorate of Prisons, 2014. *Report of an unannounced inspection of HMP Wormwood Scrubs*, p.31. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-wormwood-scrubs/>

¹⁵ HM Inspectorate of Prisons, 2014. Prison communications inquiry (first stage report). <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/prison-communications-inquiry-first-stage-report/>

Purposeful activity – a dismal picture

There is a direct relationship between prisoners' perceptions of safety, the conditions in which they live and availability of staff, and their successful engagement in purposeful activities and rehabilitation work. Prisoners are unlikely to concentrate in education if they are constantly looking fearfully over their shoulder. Prisoners will not be encouraged to work towards a better future if their current environment spells out that they are worthless – and even if they are ready and able to engage, they need staff to get them to workshops and appointments. Enabling prisoners to be busy in good quality work, training and education and to participate in resettlement activities that give them hope for the future contributes to making prisons safer and more respectful places.

Our judgement that purposeful activity outcomes were only good or reasonably good in 25% of the adult male prisons we inspected is therefore of profound concern. These are the worst outcomes since we began measuring them in 2005–06. The disappointing findings reflected both the quantity and the quality of activity. A new core day was introduced in most adult prisons in 2014–15 which was standardised according to prison type and intended to make the most efficient use of staff time while maximising prisoners' time out of cell. The core day was fatally undermined by staff shortages and this affected outcomes in all areas. It is not currently possible to say how well it will work if staffing levels increase to agreed levels.

One in five prisoners told us that they spent less than two hours a day out of their cells during the week and only one in seven said they spent 10 hours or more out of their cell each day. We found a number of prisons where 50% of prisoners were locked in their cells during the working day. In most closed prisons exercise in the fresh air was limited to 30 minutes a day. Six prisons were

operating a restricted regime which, while it restricted time out of cell, at least provided predictability. At HMP Elmley:

'The published core day was not being adhered to consistently and too many prisoners spent most of the day locked in their cells. This lack of predictability in the regime was a source of anger and frustration for prisoners, and had an impact on all other aspects of the prison. The prison planned to introduce a temporary regime that would be more restricted but more reliable.'¹⁶

Only 16 of 42 men's prisons we inspected had sufficient activity places for their population and those that were available were often badly used due to a combination of staff shortages, poor allocation processes and the failure of staff to challenge non-attendance. We work with our partners Ofsted (England) and Estyn (Wales) to assess the quality of provision. The overall standard of teaching was rated as requiring improvement or inadequate in just under two-thirds of prisons inspected. Achievement had declined with only around a third of prisons rated good or better compared with half the previous year. Leadership and management of learning and skills was inadequate or required improvement in 74% of prisons. It was a dismal picture. However, there were notable exceptions and HMP Hollesley Bay deserves great credit for being the first men's prison to have its activities rated as outstanding by Ofsted.

Still waiting for the rehabilitation revolution

It is hard to imagine anything less likely to rehabilitate prisoners than days spent mostly lying on their bunks in squalid cells watching daytime TV. For too many prisoners, this was the reality and the 'rehabilitation revolution' had yet to start. Resettlement outcomes also slumped to their lowest level since we first began to record them and in only 45% of men's prisons were outcomes reasonably good or good.

¹⁶ HM Inspectorate of Prisons, 2014. *Report on an unannounced inspection of HMP Elmley*, p.47. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-elmley-2/>

Staff shortages affected offender management processes. The national model of dual role offender supervisors/residential officers inevitably saw officers pulled away from their offender supervisor responsibilities and frequently resulted in significant backlogs of risk assessments and sentence plans. In some prisons the dual role had been quietly abandoned and the alternative local arrangements generally worked better. Procedures for release on temporary licence (ROTL) had been tightened and we published a redacted version of our report into the catastrophic ROTL failures that took place in 2013.¹⁷ Nevertheless, ROTL remains an important rehabilitative tool and the failure rate of less than 1% (and the failures that lead to an arrestable offence being only a small proportion of this) means that it is important that the ROTL system is properly resourced and managed in future. Public protection arrangements in most prisons in 2014–15 were good. The provision of offending behaviour programmes was very variable and we found some shortfalls in provision for domestic violence and sex offenders, with too little done to address the behaviour of sex offenders who were in denial of their offence. However, the development of psychologically informed planned environment (PIPE) units was excellent and held out the real possibility of effective work to address the behaviour of some of the most serious offenders.

Practical resettlement support was also mixed. Our joint resettlement thematic with HM Inspectorate of Probation and Ofsted¹⁸ highlighted the importance of prisoners' families and friends in providing somewhere to live, help with finding employment and other support. Too often

family contact was seen merely as a privilege for the prisoners rather than an important part of the resettlement process.

As the year ended, designated resettlement prisons prepared for the new Community Rehabilitation Companies to take over or replace much of their existing resettlement provision and introduce new through-the-gate resettlement services. It is much too early to judge the success of the new policy, although we had some concerns that uncertainty about the new arrangements continued right up to the end of the year. There is a lot riding on its success in 2015–16.

Improved responses to the needs of women prisoners

Women's prisons were a much better story than men's in 2014–15. We inspected them against our new *Expectations for women in prison*¹⁹ which we piloted in the early part of the year and published in June 2014. The new *Expectations* reflected the 2010 United Nations 'Rules for the treatment of women prisoners' (The Bangkok Rules) and recognised that the different needs of the 4.5% of the prison population who are women are often neglected in a prison population that is overwhelmingly male. Managers and staff in NOMS and women's prisons responded positively to the new *Expectations* and overall outcomes in the seven women's prisons we inspected had improved. Other than in purposeful activity, outcomes were consistently good or reasonably good. After some years where we have argued that women's prisons too thoughtlessly duplicated what happened in men's, it is now the case that men's prisons could learn much from how women's prisons have improved.

¹⁷ HM Inspectorate of Prisons, 2014. *A review by HM Inspectorate of Prisons (redacted), Release on Temporary Licence (ROTL) failures*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/release-on-temporary-licence-rotl-failures/>

¹⁸ HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted, 2014. *Resettlement provision for adult offenders: accommodation and education, training and employment*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/resettlement-provision-for-adult-offenders-accommodation-and-education-training-and-employment-2/>

¹⁹ HM Inspectorate of Prisons, 2014. *Expectations: Criteria for assessing the treatment and conditions for women in prison*. http://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2014/02/final-womens-expectation_web-09-14-2.pdf

In general, women prisoners have a much higher level of need than men. At HMP Low Newton²⁰ for instance, more than three-quarters of the population were receiving treatment or therapy for their mental health; some of the mental health treatment required was very complex and staff provided impressive, compassionate and professional care. Despite generally good safety processes underpinned by decent environments, good relationships between staff and prisoners and health care, women's prisons were sometimes unable to keep the vulnerable women they held safe. Eleven women died in prison in 2014–15²¹ and two of these deaths were self-inflicted. It is a real concern that after a period in which the number of self-harm incidents involving women prisoners fell, the number of incidents increased by 13% in the year to December 2014, to 6,780. Women make up less than 5% of the prison population but accounted for 26% of self-harm incidents in 2014.

The provision of activities was a more mixed picture. Ofsted judged that provision at HMPYOI Askham Grange was outstanding²² – as with the men's prison HMP Hollesley Bay, a great achievement – but elsewhere provision was not sufficiently tailored to the needs and ambitions of women (although we were pleased that NOMS was working with the National Institute of Adult Continuing Education to develop a learning and skills curriculum specifically for women). Resettlement provision was positive but the outcome of major changes in resettlement services was not yet certain. Over half the women we surveyed had children under 18 and each prison we inspected had a dedicated family worker. Mother and baby units were good facilities but were underused. More

imaginative thought needs to be given to how mother and baby units and the skilled staff who work in them can be more fully used to help women in prison maintain or develop positive relationships with their children. Too little was done to identify and support women who had been trafficked, victimised or abused, but HMPYOI Peterborough was a positive exception²³.

All women's prisons have been designated 'resettlement prisons' but many served very large catchment areas with some women held a long way from home, which undermined resettlement work. Plans to close the two women's open prisons and replace them with open units outside closed prisons proceeded slowly. It is not clear how projections about future prison population growth will affect women. The existing open prisons provide very good outcomes for the women they hold and it is important that no final decision is taken on their future until the future needs of the women's prison population are clearer and the proposed alternatives can provide equivalent outcomes.

²⁰ HM Inspectorate of Prisons, 2015. *Report of an unannounced inspection of HMP and YOI Low Newton*, pp.5, 6. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-yoi-low-newton/>

²¹ Ministry of Justice, 2015. *Safety in Custody Statistics England and Wales. Deaths in prison custody to March 2015. Assaults and Self-harm to December 2014*. <https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2014-and-annual>

²² HM Inspectorate of Prisons, 2014. *Report of an unannounced inspection of HMP and YOI Askham Grange*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-yoi-askham-grange/>

²³ HM Inspectorate of Prisons, 2014. *Report of an unannounced inspection of HMP and YOI Peterborough (women)*, p.55. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/hmp-yoi-peterborough-women/>

A young boy with short dark hair, wearing a dark brown long-sleeved shirt, is sitting on a bed. He is seen from the back, looking out a window. The room is brightly lit, and the window has white frames. The bed has a yellow blanket and a green sheet. The background is slightly blurred, showing a white wall and a framed picture.

CHILDREN IN CUSTODY

What to do about boys

The population of children in custody continued to fall in 2014–15. The average number of children in custody (including some 18-year-olds) was 2,222 in 2010–11 and has since almost halved to 1,144 in 2014–15. The population has fallen by 13% since 2013–14 alone.²⁴ In March 2015 only 38 of the children held were girls. It is very welcome that the number of children in custody has fallen but as that fall continues, other challenges have intensified. The number of establishments holding children inevitably reduced again but they held a more concentrated mix of very challenging boys. As a result, we moved to an annual inspection cycle for all establishments holding children.

Levels of violence in young offender institutions (YOIs) holding boys continued to be high and often involved multiple assailants and a single victim in a gang-related assault. Nearly a third of boys told us they had felt unsafe in their establishments and one in 10 told us they felt unsafe at the time of the inspection. Care for boys at risk of suicide or self-harm had improved since three self-inflicted deaths in 2012. Establishments had responded positively to recommendations from the Prisons and Probation Ombudsman but it is essential this focus is sustained to avoid similar tragedies. Efforts to respond to the levels of violence had been less successful. Establishments resorted to keeping boys isolated for long periods – in effect solitary confinement – or complex processes to keep rival gang members apart as they were moved around establishments which disrupted all parts of the provision. New restraint procedures began to be rolled out during the year and we will report on these in 2015.

²⁴ Ministry of Justice, 2015. *Youth custody report: March 2015*. <https://www.gov.uk/government/statistics/youth-custody-data>

In 2014–15 the use of restraint, including ‘pain compliance’ techniques, had increased in three establishments.

Improvements had been made to the environment in a number of YOIs and relationships between staff and boys were generally good, but we were concerned to find some examples where staff themselves did not set a good example or failed to challenge poor behaviour. Safety concerns, behaviour issues and staff shortages restricted the time that boys could spend out of their cells. Boys had too little opportunity to exercise in the fresh air, in some cases as little as 15 minutes a day. However, when boys did get to education and training, it was good in most establishments. Eighty-five per cent of boys reported that they had been excluded from school before they came into detention, 73% said they had truanted from school at some time, and 41% were 14 or younger when they last attended school. Against this background, Ofsted and Estyn consistently reported on boys making progress. There were major problems in finding accommodation for boys on release and establishments themselves recognised that boys were often released to unsuitable accommodation with obvious implications for their reoffending. Where possible, family still provided the best option for many boys after release but with so many now held a long way from home, only 35% told us it was easy for their family and friends to visit them.

We inspect secure training centres with Ofsted. In 2014–15 most provided good outcomes for the more vulnerable children they held. Child protection procedures had improved and education was good. Our joint thematic report on girls in the criminal justice system²⁵ found that the very small number of girls held, sometimes a very long way from home, meant that centres

sometimes had difficulty maintaining relationships with relevant agencies in the girls’ home areas. Some of the girls held were victims of child sexual exploitation and responses to this were too variable.

At the time this report was being prepared the Government’s plan’s to replace existing youth custody provision with a secure college holding up to 320 children were on hold. In light of our findings and the continued decline in the number of children in custody, it is not clear to what question a secure college is the answer. Education in the existing provision is already more successful than most of the children experienced in the community. Distance away from home is already an inhibitor to successful rehabilitation. The overwhelming problems of violence and vulnerability that currently afflict most custody for children are inadequately addressed by careful management of the population and keeping those involved apart. The Criminal Justice and Courts Act 2015 gave the Inspectorate powers to inspect secure colleges with Ofsted. We will report on what we find at the time. However, the situation has moved on since secure colleges were first proposed and I hope new Ministers will carefully consider whether the plans offer an effective response to the needs of children now in custody and the communities to which they will return, or represent value for money.

IMMIGRATION DETENTION

Listening to immigration detainees

We inspected a range of immigration detention settings in 2014–15, including three immigration removal centres (IRCs), Cedars pre-departure accommodation for families with children, short-term holding facilities (STHFs) and overseas escorts. We adapt our common inspection methodology and standards to an immigration context. Where possible we carry out a detailed

²⁵ HM Inspectorate of Probation, Care and Social Services Inspectorate Wales, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, Ofsted. 2014. *Girls in the Criminal Justice System*. <https://www.justiceinspectorates.gov.uk/cjji/inspections/girlsinthecjs/>

confidential survey of detainees' views, talk with detainees individually and in depth using interpreters where necessary, speak to staff and managers, examine records and data and observe what happens.

Immigration detention is rightly subject to intense scrutiny and is controversial. Whatever your views on immigration, immigration detention is a sad business. Generally, safety, the environment and relationships with staff were reasonable. In some cases security was disproportionate and the prison-like environment and some aspects of the regime at Dover IRC were oppressive²⁶. The insecurity of people detained, and the inherent risk of ill-treatment, means that the treatment they receive and conditions in which they are held need continual scrutiny. Openness to such scrutiny is an important safeguard and it was therefore surprising that the UN Special Rapporteur on Violence Against Women was denied access to Yarl's Wood IRC. Staff we met at all IRCs were insistent that they would welcome greater openness and recognised correctly that it would provide safeguards for them and the detainees held.

Detainees told us that their greatest concern was the uncertainty about their detention and anxiety about their immigration case. These concerns were exacerbated for detainees who were vulnerable for some reason – and too often these vulnerabilities were not recognised or addressed. Welfare services at each IRC we inspected were insufficient to prepare detainees for their return or release, despite the efforts of staff. Just 53% of those leaving detention in 2014 were removed from the UK. Increasing numbers of detainees told us they did not have access to legal advice to help apply for bail or for their immigration case. 'Rule 35' reports, which should provide safeguards against detention for detainees who have

been tortured or who otherwise are very vulnerable, were variable in quality. We saw some excellent reports that analysed the evidence and presented a clinical opinion, leading to the detainee's release, but in many cases the Rule 35 reports were of poor quality, and some case workers' responses were cynical and dismissive. We examined cases of detainees held in detention who claimed to be minors. In one case a 16-year-old had been held in error and in others processes for determining age were inadequate or incorrectly applied. We found examples of prolonged detention without exceptional and clearly evidenced reasons to justify it. In the context of such inefficiencies and weaknesses in safeguarding, I remain particularly concerned about detention without time limit. The detrimental impact of this policy on a detainee's mental state and family life cannot be adequately quantified, and it is noteworthy that Britain remains one of very few countries that continue to use indefinite detention.

Cedars pre-departure accommodation was a good facility for a small number of families facing removal and applied a time limit of one week. Barnardo's played an important role in safeguarding the children held. The centre had responded positively to our previous recommendations and we identified a small number of areas where further improvement was required. The STHFs at ports and airports we inspected were generally reasonable facilities for short stays – but less so for longer periods, and we identified some excessive stays. The STHF at Dunkerque ferry port was overseen by UK Border Force but staffed by French nationals. We inspected the facility jointly with our French counterpart, the Contrôleur Général des Lieux de Privation de Liberté, and found conditions which were poorer than other STHFs in the UK²⁷. Overseas escorts removing large groups of detainees on charter flights were generally professional

²⁶ HM Inspectorate of Prisons, 2014. *Report of an unannounced inspection of Dover Immigration Removal Centre*. <http://www.justiceinspectorates.gov.uk/hmiprisons/inspections/dover-immigration-removal-centre/>

²⁷ HM Inspectorate of Prisons and the Contrôleur Général des Lieux de Privation de Liberté, 2014. *Report of an unannounced inspection of the short-term holding facility at Dunkerque*. <http://www.justiceinspectorates.gov.uk/hmiprisons/inspections/dunkerque-short-term-holding-facility/>

and efficient, but we still found examples of unprofessional conduct by some escorts staff and, in some cases, they were so exhausted they fell asleep during their duties. The charter removal I accompanied to Kosovo and Albania²⁸ was a joint operation with the French authorities. It was well conducted but it was not clear who would be in charge in the event of an incident affecting the whole flight.

POLICE CUSTODY

Too many vulnerable detainees

Police custody has improved over the last five years. At the time of writing figures were not yet available for 2014–15, but the number of deaths in or following police custody reduced from 21 in 2010–11 to 11 in 2013–14²⁹. Leadership of custody functions improved overall and national guidance reflected the inspection experience we submitted. Risk assessments of detainees had improved but remained too variable. Some staff were far too casual in their work. Effective supervision and quality assurance are important and in most forces, the lack of any monitoring of the use of force in custody meant that neither we nor the force concerned could be assured it was used proportionately and safely. There was improvement in the physical conditions in custody suites but some remained cramped and in poor condition. While investment was required for some suites, there was no excuse for those that were dirty and graffiti-covered and had evidently been so for some time. The transfer of the responsibility for commissioning health care from forces to NHS England was delayed and the quality of health care remained variable.

Too many vulnerable people continued to be held in police custody and HM Inspectorate of Constabulary's important thematic report *The welfare of vulnerable people in police custody*³⁰ spelled out the need for

the police and other agencies to safeguard vulnerable people – particularly children and those with mental health problems – and, where appropriate, divert them from the criminal justice system. Police custody is not an appropriate place for children. In the inspections we undertook this year, although there were impressive exceptions, custody staff displayed little understanding of the need to assess the specific requirements of children, or the underlying reasons that might have brought them into custody. Custody staff consistently attempted to obtain secure accommodation as an alternative to a night in custody for children, but were rarely successful. Non-secure accommodation was seldom considered as an option.

Concern about the detention of people in mental health crisis in police custody has existed for a long time. There has been some improvement but there is still a long way to go. The number of people detained in police custody as a place of safety under section 136 of the Mental Health Act 1983 fell from 8,667 in 2011–12 to 6,028 in 2013–14³¹. Some forces had made excellent progress in addressing this but others continued to detain too many people in crisis. There does now seem to be much greater political will to address the problem and this is very welcome.

COURT CUSTODY AND ESCORTS

The worst conditions we see

Court custody contained some of the worst conditions we saw on inspection. Leadership was fragmented and ineffective and there was unwillingness to accept responsibility for and address the filthy and unsanitary conditions we often found. There was little understanding of the needs of vulnerable detainees and the assessment of risk was poor. It should not take a serious incident to demonstrate the need for improvement. Our report on escorts³²

²⁸ HM Inspectorate of Prisons, 2014. *Detainees under escort: Inspection of escort and removals to Tirana, Albania and Pristina, Kosovo*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/albania-and-kosovo-escort-and-removals/>

²⁹ Independent Police Complaints Commission, 2014. *Deaths during or following police contact: statistics for England and Wales 2013/14*. <https://www.gov.uk/government/statistics/deaths-during-or-following-police-contact-statistics-for-england-and-wales-201314>

³⁰ HM Inspectorate of Constabulary, 2015. *The welfare of vulnerable people in police custody*. <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-welfare-of-vulnerable-people-in-police-custody.pdf>

³¹ Ibid

³² HM Inspectorate of Prisons, 2014. *Transfers and escorts within the criminal justice system*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/transfers-and-escorts-within-the-criminal-justice-system/>

highlighted our concerns about the practice of transferring men, women and children in the same vehicles, the lack of clear evidence to support the policy of not providing seat belts and the need to reduce unnecessary journeys by making greater use of virtual courts.

MILITARY DETENTION

The best conditions we see

In some ways, the military detention facilities we inspected were among the best we found. It is true that military detention detainees are, in general, not as needy or challenging as detainees in other parts of our remit – but there is some overlap and the differences in detainee do not explain all the differences in outcomes. In 2014–15 we inspected the Tri-Service Military Corrective Training Centre (MCTC) in Colchester and, for the first time, the Service Custody Facilities that have replaced the old system of guard houses. There were improvements that could be made but small units, strong relationships between staff and detainees that were caring but challenging when necessary, plenty of good quality activity and a focus from the first day on successful resettlement meant that all these services provided good outcomes. We were concerned that the MCTC was sometimes required to hold detainees on remand who were facing serious charges without the expertise or powers to manage them safely. This was not something that was in the centre's powers to address and needed attention from the relevant military authorities. There was scope for further rationalisation and modernisation of the Service Custody Facilities. Overall, however, these were very positive inspections.

THE OPTIONAL PROTOCOL TO THE CONVENTION AGAINST TORTURE (OPCAT)

Supporting the UK's international human rights obligations

We have developed our role in coordinating the National Preventive Mechanism (NPM) – the organisations who together fulfil the UK's obligations arising from its status as a party to the UN Optional Protocol to the Convention Against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT) to ensure the regular, independent and preventive inspection of all places of detention. Priorities for the NPM this year have been to develop proposals to strengthen its governance, develop consistent approaches across the NPM to reduce reliance on and potential conflicts of interest from the use of seconded staff, and the protection of detainees from sanctions or reprisals for assisting or speaking to NPM members. The NPM has begun work on a major joint project looking at isolation and practices that amount to solitary confinement (which may have many different names) in the range of establishments we inspect across the UK. The work of the Inspectorate and the NPM has attracted interest from many other jurisdictions and, with the support of the Foreign and Commonwealth Office, we have sought to encourage the development of human rights-based inspection elsewhere. We received visits from delegations from Australia, Georgia, Ghana, India, Kenya, Libya, Netherlands, Norway, Spain, Switzerland, Turkey and Turkmenistan and HM Inspectorate of Prisons' staff provided training to assist or develop local inspection and monitoring organisations in Bahrain, Bosnia-Herzegovina, Japan, Lebanon and Morocco. All our international work is separately funded from our core domestic inspection business.



The international community has recently taken an important step by updating the 1955 United Nations *Standard Minimum Rules on the Treatment of Prisoners*. The adoption of the document, now named *The Mandela Rules*, by the United Nations Commission on Crime Prevention and Criminal Justice in Vienna in May 2015³³ provides a clear reminder of our collective responsibility to ensure the humane treatment of detainees, and the crucial role that independent inspection plays in achieving this.

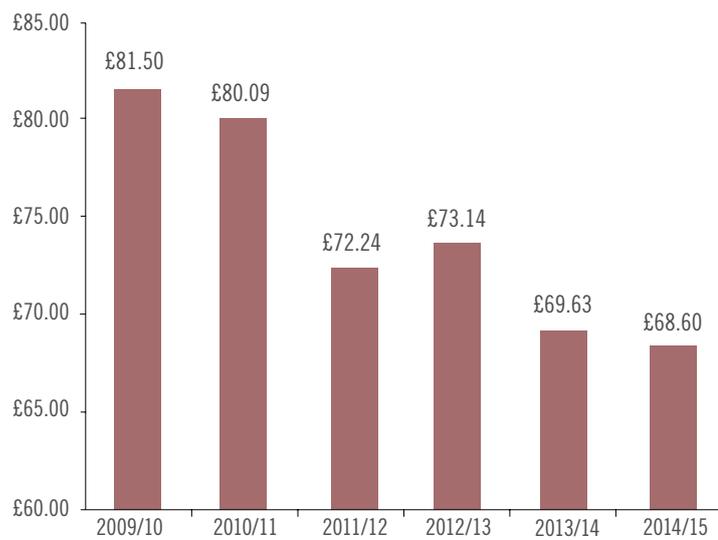
THE INSPECTORATE

The need for independence

The Inspectorate itself has developed over the last five years. We have taken on new inspection responsibilities, including court custody, secure training centres and military Service Custody Facilities. We have revised all our expectation criteria and established a greater focus on outcomes. Almost all our inspections are now unannounced. The Inspectorate's staff now come from a wider range of backgrounds than before. During 2014–15 we developed an independent website in partnership with other criminal justice inspectorates and increased our use of social media to publicise our findings and create awareness of our work.

Our budget has risen from £3,557,846 to £3,620,000 between 2009–10 and 2014–15. Our workload has increased by a greater extent and we have had to become more efficient to deliver our programme with the available resources. Our unit costs, the cost of one inspection hour, have reduced by more than 15% from £81.50 in 2009–10 to £68.60 in 2014–15. We have achieved this through more efficient use of staff and resources.

Figure 4: HMI Prisons inspection hour costs



Feedback from staff and external stakeholders has been positive. We took part in the Civil Service staff survey for the first time in 2014–15³⁴. The key figure, the staff engagement index – broadly staff commitment to and satisfaction with their work – was 85%, and as far as we are aware was the highest of any published government body. We were pleased with the positive feedback we had from our stakeholder survey³⁵ which we promoted heavily in 2014–15 and achieved more responses to than in previous years. We received particularly positive feedback about our influence and independence and we used the responses to the survey as a whole to inform our 2015–16 business plan.

In accordance with our NPM responsibilities we have used our inspection findings to respond to policy and legislative proposals and our consultation responses are published on our website. We have also welcomed the scrutiny and comments on our own work that we received from a number of other bodies, including the Public Administration Select Committee³⁶, National Audit Office³⁷, Public

³³ United Nations Commission on Crime Prevention and Criminal Justice, *Standard Minimum Rules for the Treatment of Prisoners (the Mandela Rules)*, 21 May 2015. E/CN.15/2015/L.6/Rev.1

³⁴ HM Inspectorate of Prisons, 2015. *Civil Service People Survey 2015*. <http://www.justiceinspectorates.gov.uk/hmiprisoners/wp-content/uploads/sites/4/2015/02/HMI-Prisons-staff-survey.pdf>

³⁵ HM Inspectorate of Prisons, 2015. *HM Inspectorate of Prisons Stakeholder Survey 2014: Summary of main findings*. <http://www.justiceinspectorates.gov.uk/hmiprisoners/wp-content/uploads/sites/4/2015/02/Stakeholder-Survey-2014-FINAL-Summary-report.pdf>

³⁶ House of Commons Public Administration Select Committee, 2014. *Who's accountable? Relationships between Government and arm's-length bodies*. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmpublicadm/110/110.pdf>

³⁷ The National Audit Office, 2015. *Inspection: A comparative study*. <http://www.nao.org.uk/wp-content/uploads/2015/02/Inspection-a-comparative-study.pdf>

Accounts Committee³⁸, Justice Committee^{39, 40} and Equality and Human Rights Commission⁴¹. We submitted evidence to all these bodies and I appeared before the Justice and Public Accounts Committees. I am grateful for the interest in and support for our work shown by the Justice Committee under the chairmanship of the Rt Hon Sir Alan Beith.

All of these reports made useful recommendations that we will take forward. Two common themes emerged. First, to make the work we do to improve outcomes and follow up both our own and others' recommendations more visible and central to our work. This reflects the direction in which the Inspectorate is already moving and we welcome this encouragement to do more. In this context it is important to recognise the distinct role of HM Inspectorate of Prisons as an inspectorate – we are not a regulator or auditor and neither of these would be proper roles for an independent body that sets its own criteria against which it assesses national organisations, with direct lines of accountability to Ministers. In the end, we have just the power of our voice to gain acceptance of our recommendations and it is crucial we can exercise this robustly and without interference – and are perceived to do so. Our stakeholder survey recognises both the influence we have been able to have in a challenging period and the importance of our independence in doing so.

The importance of our independence and our relationship with our sponsor department, the Ministry of Justice, is a second theme addressed by these reports. In my view, the existing sponsorship arrangements are not tenable. I recognise there are a number of ways the issue can

be addressed and I hope now that there will be the fundamental review called for by the National Audit Office and the relevant House of Commons committees. The Justice Committee's report *Appointment of Chief Inspector of Prisons: matters of concern*⁴² is disturbing reading for anyone who values the ability of independent inspectorates to report on the work of the executive.

Three broad themes emerge from this report and review – not just of the last year but of the five years since I was appointed. First, the increased vulnerability of those held across the range of establishments we inspect and the challenge establishments have in meeting these individuals' needs. Too often locking someone up out of sight provides a short-term solution, but fails to provide the long-term answers more effective multi-agency community solutions would provide. Second, there is a real need to match the demand for custodial services to the resources available. Detention is one of the public services where demand can be managed. Alternatives to the use of custody may be unpalatable but so, no doubt, are the other public expenditure choices that government has to make. Third, the case for the independent inspection of custody remains as strong as ever and that independence needs to be preserved. I hope this report will assist Ministers and Parliament with the decisions they now have to make.



Nick Hardwick
Chief Inspector of Prisons

³⁸ House of Commons Committee of Public Accounts, 2015. *Inspection in home affairs and justice*. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmpubacc/975/975.pdf>

³⁹ House of Commons Justice Committee, 2015. *Prisons: planning and policies*. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/309/309.pdf>

⁴⁰ House of Commons Justice Committee, 2015. *Appointment of Chief Inspector of Prisons: matters of concern*. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/1136/1136.pdf>

⁴¹ Equality and Human Rights Commission, 2015. *Preventing Deaths in Detention of Adults with Mental Health Conditions*. http://www.equalityhumanrights.com/sites/default/files/publication_pdf/Adult%20Deaths%20in%20Detention%20Inquiry%20Report.pdf

⁴² House of Commons Justice Committee, 2015. *Appointment of Chief Inspector of Prisons: matters of concern*. <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/1136/1136.pdf>

2

The year in brief



Between 1 April 2014 and 31 March 2015 we published 94 inspection reports.

Adult prisons (England and Wales):

- 42 prisons holding adult men
- seven prisons holding adult women.

Establishments holding children and young people:

- five young offender institutions (YOIs) holding children under the age of 18
- four inspections of three secure training centres (STCs) holding children aged 12 to 18, jointly with Ofsted.

Immigration detention:

- three immigration removal centres
- one pre-departure accommodation centre
- 10 short-term holding facilities
- five overseas escorts.

Police custody:

- police custody suites in 10 forces and London boroughs with HM Inspectorate of Constabulary (HMIC).

Court custody:

- three court custody areas covering four counties.

Military Corrective Training Centre:

- the national Military Corrective Training Centre (MCTC)
- an inspection of the 15 Service Custody Facilities run by the Royal Navy, the Army and Royal Air Force across the UK.

Extra-jurisdiction inspections:

- the prison, police custody and border agency customs custody in Guernsey
- one prison in Northern Ireland.

Other publications:

In 2014–15, we published the following additional publications:

- *Report of a review of the implementation of the Zahid Mubarek Inquiry recommendations*
- *Ex-service personnel supplementary paper: Veteran data from HM Inspectorate of Prisons' inspection survey*
- *Prison communications inquiry* (first stage report)
- *Transfers and escorts within the criminal justice system*
- *Children in custody 2013–14. An analysis of 12–18-year-olds' perceptions of their experience in secure training centres and young offender institutions* (jointly with Youth Justice Board)
- *Monitoring places of detention. Fifth annual report of the United Kingdom's National Preventive Mechanism 2013–14 (on behalf of the NPM)*
- *Release on temporary licence (ROTL) failures* (redacted)⁴³.

In June 2014, we published *Expectations: Criteria for assessing the treatment of and conditions for women in prison*.

⁴³ The report was submitted to Ministers in January 2014 but publication was delayed for legal reasons.

We also co-published three thematic/inspection reports:

- *Resettlement provision for adult offenders: Accommodation and education, training and employment* (jointly with HM Inspectorate of Probation and Ofsted)
- *Girls in the criminal justice system* (led by HM Inspectorate of Probation and jointly with Care and Social Services, Inspectorate Wales, Care Quality Commission, HM Inspectorate of Constabulary and Ofsted)
- *A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system: phase two in custody and the community* (jointly with HM Inspectorate of Probation).

We made submissions to a range of consultations and inquiries, including:

- Public Administration Select Committee, inquiry on accountability of quangos and public bodies, 11 April 2014
- Welsh Affairs Committee, inquiry on Welsh prisons and offenders, 27 June 2014
- Independent review into self-inflicted deaths in National Offender Management (NOMS) custody of 18–24-year-olds, ‘The Harris Review’, 24 July 2014
- College of Policing review of existing authorised professional practice (APP) in all aspects of detention and custody, 2 September 2014
- Parliamentary inquiry into the use of immigration detention in the UK, hosted by the All-Party Parliamentary Group on Refugees and the All-Party Parliamentary Group on Migration, 1 October 2014
- National Assembly for Wales Health and Social Care Committee: Inquiry into new psychoactive substances, 28 October 2014
- Ministry of Justice consultation on plans for secure college rules, 5 December 2014

- National Assembly for Wales Health and Social Care Committee: Inquiry into alcohol and substance misuse, 9 January 2015.

We have also commented on a number of draft Prison Service Instructions and draft Detention Services Orders throughout the reporting year.

Our reports and publications are published online at:

<http://www.justiceinspectorates.gov.uk/hmiprisons>

Report publication and other news is notified via our Twitter account. Go to:

<https://twitter.com/HMIPrisonnews> or @HMIPrisonnews

Reports about the Inspectorate in 2014–15

The Inspectorate was the subject of reports and recommendations made by several other bodies. The principal reports were:

- *Who’s accountable? Relationships between government and arms-length bodies*, (Public Administration Select Committee, November 2014)⁴⁴
- *Inspection: A comparative study* (National Audit Office, February 2015)⁴⁵
- *Preventing deaths in detention of adults with mental health conditions* (Equality and Human Rights Commission, February 2015)⁴⁶
- *The welfare of vulnerable people in police custody* (HM Inspectorate of Constabulary, March 2015)⁴⁷
- *Prisons: Planning and policies* (Justice Committee, March 2015)⁴⁸
- *Appointment of HM Chief Inspector of Prisons: Matters of concern* (Justice Committee, March 2015)⁴⁹
- *Inspection in home affairs and justice* (Public Accounts Committee, March 2015)⁵⁰.

44 <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmpublicadm/110/110.pdf>

45 <http://www.nao.org.uk/wp-content/uploads/2015/02/Inspection-a-comparative-study.pdf>

46 http://www.equalityhumanrights.com/sites/default/files/publication_pdf/Adult%20Deaths%20in%20Detention%20Inquiry%20Report.pdf

47 <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-welfare-of-vulnerable-people-in-police-custody.pdf>

48 <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/309/309.pdf>

49 <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmjust/1136/1136.pdf>

50 <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmpublicacc/975/975.pdf>

3

Men in prison



All the findings from prison inspections in this section are based on the fourth edition of our *Expectations: Criteria for assessing the treatment of prisoners and conditions in prisons*, published in January 2012.

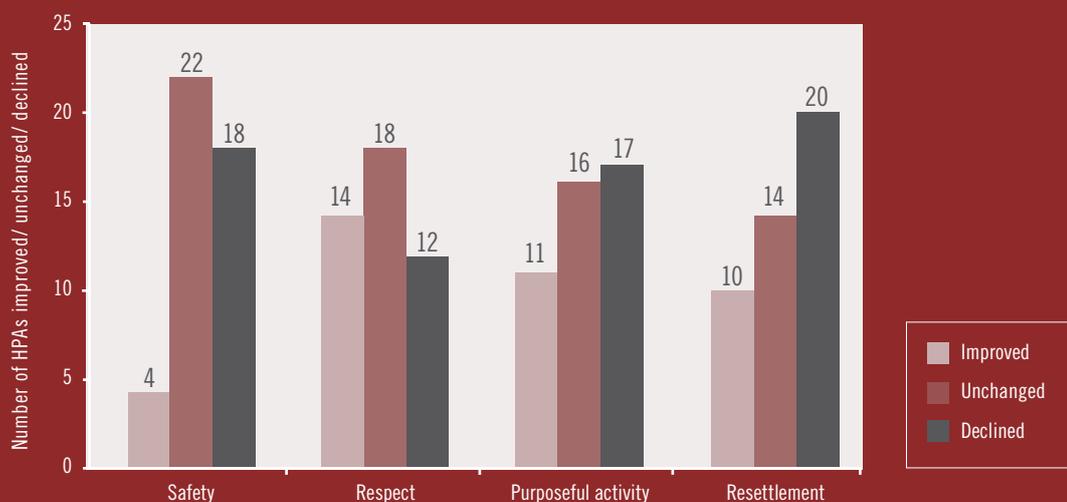
During our full inspections in 2014–15, we made 44 healthy prison assessments covering 42 prisons and young offender institutions holding adult and young adult men⁵¹.

We have compared the outcomes for the prisons we reported on in 2014–15 with the outcomes we reported the last time the same establishments were inspected. Overall, outcomes had either stayed the same or declined for each healthy prison area.

Figure 5: Published outcomes for all prisons and young offender institutions (YOIs) holding adult and young adult men (44)



Figure 6: Outcome changes from previous inspection (prisons and YOIs holding adult and young adult men – 44)



⁵¹ Including separate assessments for the category B and category C sites at HMP Winchester and the category B and D sites at HMP Hewell (and excluding extra-jurisdiction inspections).

Revisiting prisons ‘at risk’

Over recent years, our annual inspection programme has moved away from a regular and relatively predictable cycle to a more flexible risk-informed approach. In general, establishments where outcomes are poor are likely to be inspected more frequently. Most of our inspections are now unannounced, but in exceptional cases, where improvement is required urgently, we will announce the date of the next inspection which will happen much more quickly than usual.

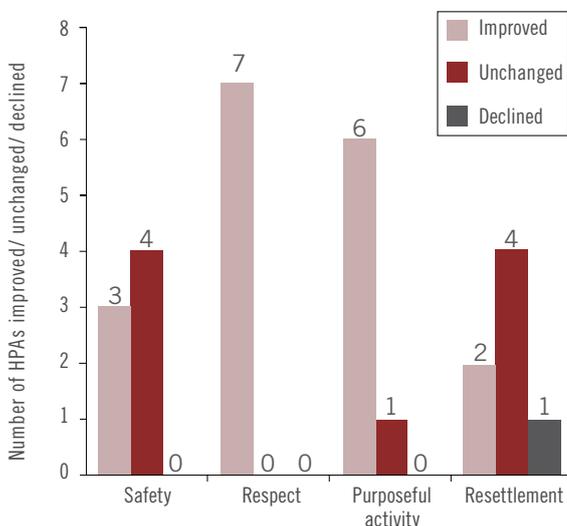
In 2014–15 we reported on six such announced inspections at Bristol, Feltham B (young adults), Lincoln, Oakwood,

Thameside and Winchester, which all took place within two years of their previous inspection. We found that all had improved, some substantially, and had made commendable progress on implementing our recommendations. For example, at Feltham safety was assessed as poor in 2013, but was reasonably good when we returned 16 months later. We found a similar improvement regarding outcomes at Oakwood. While all these prisons were moving in the right direction, there was still some way to go. For example, the improvements to purposeful activity were modest and from a uniformly low baseline; even on our return, none of the scores were good or reasonably good.

Figure 7: HPA scores for each revisited ‘at risk’ prison compared with those obtained during the previous inspection

	2014–15 report Healthy prison assessments				Report publication date	Previous inspection Healthy prison assessments			
	Safety	Respect	Purposeful activity	Resettlement		Safety	Respect	Purposeful activity	Resettlement
Bristol	2	2	2	2	17 Sept 2013	2	1	1	3
Feltham B	3	3	2	2	10 July 2013	1	2	1	2
Lincoln	2	3	2	3	11 Dec 2012	1	2	1	3
Oakwood	2	3	2	3	8 Oct 2013	2	1	1	2
Thameside	3	4	2	3	14 May 2013	2	3	1	2
Winchester (local)	2	2	2	2	20 March 2013	2	1	1	2
Winchester (Westhill)	3	3	2	2	20 March 2013	3	1	2	2

Figure 8: The change in healthy prison assessment (HPA) scores across the six revisited ‘at risk’ prisons⁵².



New core day

During 2014–15, most adult male prisons (but not young adult, open or high security prisons) had been expected to implement their new core days as part of the ‘transformation of justice and prison unit cost programme’. These core days were standardised according to prison type, with the intention of making the most effective use of reduced staffing levels while providing predictability for prisoners and maximising their time out of cell. Running alongside this new core day was a regime review aimed at increasing prisoner work, activity and learning. In reality we saw very little increase in work, training and learning places and the introduction of the new arrangements was frequently undermined by acute staff shortages, and therefore adversely affected outcomes in all areas. It is too early to say what the effect of these new arrangements will be once they are fully implemented, and work, training and learning activities have increased and staffing levels have stabilised.

52 The scores total seven as we assessed the category B and C sites at Winchester separately. We also made an announced inspection of Brixton but for reasons other than risk, so the results from that inspection are not included.

Safety needs to improve

- Safety outcomes for adult male prisoners were not good enough in more than half the prisons we assessed, and had declined from the previous inspection in two out of five establishments inspected.
- Crucial early days arrangements for new prisoners were often delayed and then rushed, affecting the quality of assessments and heightening anxiety for new arrivals.
- Prisoner violence towards staff and other prisoners had risen, often fuelled by the increased use of new psychoactive substances. The number of self-inflicted deaths remained high and the incidence of self-harm had risen.
- The provision of substance misuse services was generally good and there had been some impressive innovations, but services were variable.

Early days

Every new prisoner passes through a local prison, which have the busiest receptions, often dealing with prisoners with substance misuse or mental health problems, remand and short sentenced prisoners and those who have committed the most serious offences. Many will be anxious about being in prison for the first time. All of these are risk factors.

Population pressures meant that some new prisoners were placed in prisons a long way from home and the courts in which their case was heard. The distances involved and delays in leaving court meant that many had long journeys to their establishment and arrived late. Late arrivals often compromised their safe reception, with reduced opportunities for prisons to identify risk before new arrivals were locked up on their first night.

The huge turnover of prisoners managed by the establishment was not helped by the long wait in court cells experienced by many prisoners prior to being moved to HMP Birmingham. This and the regular overcrowding drafts meant that they often arrived at reception late in the evening. Given the number of prisoners involved this put first night and induction procedures under great strain with some important action missed. **Birmingham**

We did observe some good practice that reduced pre-reception anxieties and identified new prisoners' needs before they arrived in custody.

Resettlement workers from the Supporting People After Remand or Conviction (SPARC) project saw prisoners at Lincoln courts to help to assess their needs and to give them information about the early days in custody. **Lincoln**

Figure 9: Safety outcomes in establishments holding adult and young adult men

	Good	Reasonably good	Not sufficiently good	Poor
Local prisons	0	6	9	4
Category B training prisons	1	0	2	0
Category C training prisons	0	4	5	2
Open prisons	2	2	0	0
High security prisons	0	2	1	0
Young adults	0	2	0	2
Total	3	16	17	8

Outcome of previous recommendations

In the prisons reported on in 2014–15, 37% of our previous recommendations in the area of safety had been achieved, 19% partially achieved and 45% not achieved.

However, first night accommodation was sometimes poor or ill-prepared, and in some cases prisoners lacked basic essentials – adding to the concerns of those in prison for the first time.

Cells for new arrivals were in a disgraceful state; they were dirty, with extensive graffiti, broken furniture and a lack of essential equipment, including kettles and pillows. **Ranby**

New arrivals in local prisons were often confined to their cell for long periods and sometimes did not get a full induction, so the opportunity to assess their specific needs or risks was missed. Induction was generally poor with some concerning examples.

There was no structured, comprehensive, multidisciplinary induction for new arrivals. No inductions took place during the inspection, and there were no records available listing prisoner attendance. In our survey, only 37% of prisoners said that they had been on a prison induction programme, compared with 92% in 2010 and the 77% comparator. **Nottingham**

Induction programmes varied in quality. Prisons often made use of prisoner ‘peer workers’ to assist new arrivals and deliver large parts of the programme. This was often very effective but in some cases, peer workers were insufficiently supervised. At Bedford, new arrivals said that peer representatives raced through more than 30 PowerPoint slides in less than 15 minutes. However, at Altcourse new arrivals had access to prisoner carers trained to provide emotional support and were given a comprehensive multi-agency induction programme with induction information available in a variety of languages.

Violence and drugs

This year we found an increase in prisoner violence directed at both staff and other prisoners. Many incidents were classed as serious and there was greater use of weapons. Three prisoners were murdered during the year.

The National Offender Management Service’s (NOMS) own data (up to December 2014) confirmed this concerning increase in reported assaults.

Figure 10: NOMS data on assaults, 2014⁵³

	Assault incidents	Serious assaults	Assaults on staff	Serious assaults on staff
12 months ending December 2013	12,519	1,466	2,796	320
12 months ending December 2014	14,024	2,009	3,122	419
Quarter to end March 2014	3,216	441	711	74
Quarter to end June 2014	3,576	513	782	114
Quarter to end September 2014	3,682	541	810	118
Quarter to end December 2014	3,550	514	819	113

Inspected prisons reporting high numbers of violent incidents in comparison with similar sites included Winchester, with 200 assaults in a six-month period, and Altcourse, with 210 assaults, which included 53 against staff. At Nottingham a sustained period of major incidents had led to an emergency ‘lock down’ regime for several weeks, and at Doncaster some extremely violent incidents had been referred to the police, resulting in additional lengthy sentences. Assaults on staff, some very serious, were high at several prisons, including Nottingham, and were increasing at Glen Parva.

⁵³ Assault figures are derived from the NOMS incident reporting system. They cannot be measured with accuracy and although quoted to the last figure, should be treated as approximate.

In April 2014 there were 60% more fights and assaults than in April 2013, and the intervening months showed a reasonably consistent upward trend. The level of violence had risen since the previous inspection. The number of serious incidents involving prisoners inflicting injuries on other prisoners had increased sharply and consistently over the previous 18 months. **Elmley**

Evidence of increasing violence was also confirmed in our survey, with a rise in the proportion of prisoners who said they felt unsafe, compared with the previous inspection, at many prisons. In Ranby, for example, 49% of prisoners said that they felt unsafe (compared with 29% at the previous inspection) and 39% reported being victimised by other prisoners, often relating to medication, theft of property or gang-related reasons. We found significantly poorer perceptions of safety at many prisons, including Isis, Nottingham, Doncaster, Preston, Hewell, Glen Parva and Swaleside. However, prisoners at Birmingham and Altcourse were more positive about their safety than at the previous inspection.

As we reported in 2013–14, the increase in the use of new psychoactive substances⁵⁴ was a significant factor in the increase in violent incidents in many prisons – either directly as a result of prisoners being under the influence of these drugs or in increased bullying due to drug debts.

The availability of drugs, particularly new psychoactive substances (... such as ‘Spice’ and ‘Black Mamba’), were a significant factor in much of the violence and these had also been the cause of regular hospital admissions. **Altcourse**

The introduction of young adults into large adult men’s prisons had also had an effect on safety. At Bedford, Winchester, Doncaster, Altcourse, Elmley, Hull and Durham (among others) young adults were over-represented in the statistics on violence, adjudications and use of force, but there was little or no action to understand, address and manage this population (see also ‘Young adults in adult prisons’, p.47).

Lack of staff continuity, due to various changes in staff deployment, reduced the opportunities to build positive relationships with prisoners and help them deal with problems. This had a negative effect on the overall control of prisoners.

Prisoners felt that the frustrations created by reduced hours out of their cells and reduced staff numbers increased the likelihood that violent incidents or non-compliance would occur and many staff voiced similar concerns. **Elmley**

Suicide and self-harm

There were 228 deaths in male prisons in England and Wales in 2014–15 – a 4% increase from the previous year. These included:

- 74 self-inflicted deaths (a drop of 13% from the 85 recorded in 2013–14)
- 136 deaths from natural causes (up from 126 in 2013–14)
- four apparent homicides (up from three in 2013–14)
- 14 other deaths, 10 of which were yet to be classified.

The impact of deaths in custody on the family and friends of prisoners and staff in the establishments involved cannot be over-estimated. It was therefore a matter of the greatest concern that the high number of self-inflicted deaths and incidence of self-harm among adult male prisoners

⁵⁴ The most commonly used term for a group of drugs including ‘Spice’ and ‘Black Mamba’: highly potent synthetic cannabinoids that are potentially more harmful than cannabis but do not show up in mandatory drug tests.

persisted in this year's findings, and many of our previous concerns about the care of those at risk continued to be repeated. In 18 of our 42 reports, we were critical of many aspects of the care and support for prisoners at risk of suicide or self-harm.

Data from NOMS showed that 25 prisoners who took their own lives in 2014–15 were on an open assessment, care in custody and teamwork (ACCT) document – case management for prisoners identified as at risk of suicide or self-harm. We continued to find weaknesses in the quality of ACCT documentation.

Six prisoners had committed suicide since our previous inspection. We found prisoners at risk of self-harm in very poor conditions with little occupation... [ACCT] procedures and documentation gave little assurance that prisoners in crisis were given adequate care. **Wormwood Scrubs**

However, while procedures were often weak, and many at-risk prisoners were held in poor conditions with little constructive activity to occupy them, the number of incidents would have been even higher were it not for the care and compassion of many individual staff. Most prisoners we spoke to who had been managed through the ACCT process felt supported and well cared for by staff during their crisis.

Too many prisoners at risk of suicide or self-harm continued to be segregated, often in the absence of exceptional circumstances to justify it. NOMS data for 2014–15 showed that five male prisoners took their own lives in segregation units, and one was on an ACCT at the time. Although we have consistently raised concerns about the segregation of at-risk prisoners, in around a third of our reports we continued to find a high number managed through ACCTs who were segregated – in most cases, without consideration of more appropriate locations to hold them.

In some prisons, including Brinsford, Glen Parva and Guys Marsh, self-harm was linked to the experience of bullying or threats.

We were not assured that the prison was sighted or acting on the reasons attributed to most self-harm, which were related to prisoners feeling unsafe because of medication, bullying, debt and other problems. **Guys Marsh**

Some prisons continued to give insufficient attention to implementing and reinforcing the recommendations of the Prisons and Probation Ombudsman (PPO), who investigates all deaths in custody. This was the case at Altcourse, Elmley, Hewell, Nottingham, Ranby, Wormwood Scrubs and Swansea, which had all experienced self-inflicted deaths in the period we reported, and yet had not fully implemented PPO recommendations from previous deaths. However, other prisons, including Bedford, Chelmsford, Garth and Hull, had taken action in response to PPO recommendations.

Vulnerable young adults in custody

In July 2014, we made a submission to Lord Harris's independent review into self-inflicted deaths in NOMS custody of 18–24-year-olds, which called for greater efforts to identify the specific vulnerabilities of young adults in custody, anticipate risks and act on them appropriately⁵⁵.

Based on findings from Inspectorate reports, the submission said that existing procedures were often inadequate and that there should be more attention to the needs of specific groups of young adult male prisoners – of whom a disproportionately high number were foreign nationals, black or minority ethnic or Muslim. It called on prisons to place greater emphasis on learning lessons from deaths in custody and the recommendations of PPO reports.

⁵⁵ Independent Advisory Panel on Deaths in Custody, 2015. *Changing Prisons, Saving Lives: Report of the Independent Review into Self-inflicted Deaths in Custody of 18-24 year olds* (The Harris Review), <http://iapdeathsincustody.independent.gov.uk/harris-review/>

Incentives and earned privileges scheme

A new standardised national incentives and earned privileges (IEP) scheme, introduced in 2013, had been fully implemented in all adult prisons in England and Wales by the beginning of this year. The main features were that the absence of bad behaviour should not be the only basis for earning privileges, and that prisoners needed to take responsibility to address their own rehabilitation.

Despite the new approach, as the year progressed we found that prisons were increasingly adapting the new scheme to their local circumstances and we accepted this was often necessary and sensible. Changes to the national scheme were announced in the year which recognised this need for greater flexibility.

However, we continued to have concerns about the operation of the scheme in many prisons. At local prisons, such as Elmley, Nottingham and Wormwood Scrubs, there was little to show that prisoners needed to do more than present reasonable behaviour to apply to progress to the enhanced level. We saw occasions where poor behaviour was not challenged, yet others where prisoners had been demoted to basic following an alleged single incident of poor behaviour without a thorough investigation of the facts.

The regime for prisoners on the basic level of the scheme was sometimes very poor and over-punitive. At Nottingham, for example, prisoners received only 30 minutes a day exercise, had only about 15 minutes out of cell on weekdays for a short domestic period, and their visits were restricted to 30 minutes. In our surveys, only 42% of respondents said that the IEP scheme had encouraged them to change their behaviour.

Use of force and segregation

Use of force by staff against prisoners should be exceptional. Improved oversight and governance could assist prisons to understand the scale of the issue and challenge such practices to reduce unnecessary use of force.

Some prisons had comparatively low or reducing levels of use of force and very good governance, including Birmingham, Dartmoor, Isis and Swinfen Hall.

However, we found a minority of cases where governance was poor and we could not be assured its use was necessary and proportionate. In too many inspections, we found a rise in or high incidence of the use of force against prisoners, including Elmley, Garth, Guys Marsh, Oakwood and Thameside. We also had significant concern about a small number of incidents.

Governance of the use of force was inadequate, reported incidents were high and force was used disproportionately against young adults. Many records were incomplete and the quality varied – many lacked detail and showed limited efforts to de-escalate. **Bedford**

We were pleased that the use of batons at the Feltham young adults site had reduced considerably from 108 to six in the six months before our inspection – and then only in extreme circumstances as a defensive mechanism. Elsewhere we identified incidents where the use of batons had been a disproportionate response, including at Haverigg, Portland and Northumberland.

Several prisons had inadequate governance and rising use of special accommodation – unfurnished cells, usually in segregation units, used to hold prisoners who are extremely violent or refractory for short periods. Such cells should only be used in exceptional circumstances, but in some prisons, including Chelmsford, Elmley, Hewell, Guys Marsh, Swaleside and Whitmoor, their use was not always properly justified. Records frequently indicated that prisoners remained there for too long when they were calm, and in some prisons were often placed into strip clothing without good reason. Such cells were also used inappropriately to manage men who were self-harming, including at Bedford, Guys Marsh and Gartree.

In many prisons, the number of prisoners subjected to periods of segregation was high and rising, even though not all cases appeared justified, and this was the subject of a main recommendation in several reports.

In some prisons, including Guys Marsh, Haverigg, Northumberland and Ranby, we found an increase in acts of indiscipline – including incidents at height, such as prisoners climbing onto netting and roofs – with many prisoners telling us they had taken such action in the hope this would effect a move to segregation and a transfer out of the prison as they felt unsafe.

Relationships between segregation unit staff and prisoners remained generally good. Officers managed challenging individuals with patience and care, and most prisoners were complimentary about their treatment by staff.

However, living conditions in many segregation units remained poor: most exercise yards were austere cages and strip searching remained almost routine on entry. Segregation cells in Bedford, Haverigg, Preston, Leicester, Winchester and Swansea, among others, were particularly poor.

The six cells, including the special accommodation cell, were poor; most were cold, damp, contained graffiti, lacked sufficient furniture and had dirty, scaled toilets. **Swansea**

There was also a deterioration in what were already impoverished regimes in many segregation units – prisoners could only use showers and telephones two or three times a week, and many were only unlocked for about 30 minutes a day (rather than an hour as previously) for outside exercise. There was little education provision, and many segregated prisoners complained of having too little to occupy them constructively. Planning to reintegrate segregated prisoners to normal location remained undeveloped in many prisons.

A growing problem of new drugs

Survey responses continued to suggest the ready availability of illegal drugs in prisons.

Figure 11: Is it easy/very easy to get illegal drugs in this prison?

Locals	35%
Category B trainers	32%
Category C trainers	44%
High security	18%
Young adult prisons	24%
Open	39%

Last year we warned that the development of new and largely non-detectable psychoactive substances (NPS) – such as ‘Spice’ and ‘Black Mamba’ – was a dangerous new trend in prisons, and our findings this year confirmed that their use had grown, leading to problems such as bullying, debt and medical emergencies requiring hospitalisation. National measures to combat this were still in development throughout most of 2014–15: MOJ policy guidance to prison governors was distributed in February 2015, and changes to legislation had not yet come into effect.

Substance supply reduction initiatives had resulted in the interception of some large quantities of drugs, especially NPS, and there had been some medical emergencies associated with their use... There was evidence of some links between drug availability and organised crime outside the prison, and the consequences of this problem included increased violence and debt. **Guys Marsh**

We saw effective multi-departmental approaches to reducing drug and alcohol supply at several prisons, and targeted initiatives at Wymott and Oakwood included information on Spice and Black Mamba to staff, prisoners and visitors. However, too many prisons had an inadequate strategy to reduce the supply.

The mandatory drug testing (MDT) positive rate was 4.5%, which was lower than target (10%) and than at the time of the previous inspection, but prisoners and staff told us that this was not a true reflection of drug use, owing to the availability of 'black mamba' (a new psychoactive substance), which was not detectable... In November 2014, the supply reduction strategy had been updated to try to address the availability of black mamba, initially through close working with the police and education for prisoners and staff. **Oakwood**

The positive random mandatory drug testing (MDT) rate remained below target in most prisons but continued to be a poor indicator of illicit drug use, as MDT did not detect NPS or most commonly abused medicines. Inadequate staffing meant that some prisons struggled to meet their random MDT requirements, and this year 59% of establishments did not consistently complete all requested suspicion MDTs in line with Prison Service requirements.

What are new psychoactive substances?

New psychoactive substances (NPS) cover a wide range of drugs that are often misleadingly described as 'legal' highs. Although some NPS are still legal, many are not.

NPS include stimulant drugs like mephadrone (class B under the Misuse of Drugs Act 1971) and depressant hallucinogenic drugs, such as the wide range of synthetic cannabinoids (many also class B under the law) found in 'Spice'. Although Spice is a specific product, the term has also become a generic term for similar substances.

The most commonly used NPS contain synthetic cannabinoids. Specific products reported to us in prisons this year included Spice, Black Mamba, Exodus Damnation and Pandora's Box.

Most prisons prescribed divertible medication responsibly, but inadequate officer supervision of medication queues contributed to bullying and diversion in several.

Too many prisoners were prescribed highly tradable medications, staff supervision of medicine queues was erratic and few prisoners had lockable cabinets in which to store their medication safely. **Ranby**

Substance misuse services

Following the transfer of the commissioning of prison substance misuse services in England to NHS England we have seen considerable variation in psychosocial provision, but most services had an appropriate focus on recovery, and there was some impressive innovation.

An array of individual and group therapeutic opportunities was available, including tailored and accredited courses... A variety of peer support opportunities was complemented by a new assertive peer-led 'through the gate' initiative that supported prisoners before their release. **Altcourse**

However, a shortage of wing staff meant groups in some prisons were regularly cancelled and also restricted prisoner access to valuable peer support.

We saw some excellent drug recovery units and therapeutic communities that offered enhanced opportunities for prisoners to achieve and maintain recovery, but outcomes on some were affected by a poor regime and inconsistent staffing, as well as too many residents who were there for operational rather than therapeutic reasons.

Most clinical services provided flexible prescribing and regular reviews focused on individual recovery, but prisoners at several prisons told us that enforced reduction or insufficiently flexible prescribing contributed to poor outcomes and illicit use.

Only six prisoners had required opiate substitute treatment in the previous six months and three were currently prescribed methadone, all on a reducing basis. In light of sentence length this was appropriate, but enforced reduction meant that some prisoners resorted to illicit use. **Gartree**

In Swansea, which did not have the integrated drug treatment system available in English prisons, prisoners with a street opiate problem received symptomatic relief only initially and were not guaranteed opiate substitution treatment, which increased the risk of overdose on release.

The full range of opiate substitution medication was not available or was severely restricted in several prisons, with poorer outcomes for some prisoners, and some had inadequate arrangements to treat new drug- or alcohol-dependent prisoners in their high-risk first days.



Respect outcomes under pressure

- Sixty-three per cent of the prisons inspected were overcrowded and staff shortages affected day-to-day living arrangements in many, but good individual relationships between staff and prisoners offset some of the worst problems these caused.
- Many prisons made good and effective use of peer mentors to supplement services, but in some governance and supervision needed to be improved.
- Prisoners from minority groups were more negative than the population as a whole, and in many prisons arrangements to understand and address this had deteriorated.
- Many prisons struggled to cope with a growing population of older prisoners and the integration of young adults into the adult estate.
- Health services had improved and we identified much good practice, but changes to the prison day had affected the quality of some provision.

Outcome of previous recommendations

In the prisons reported on in 2014–15, 42% of our previous recommendations in the area of respect had been achieved, 16% partially achieved and 42% not achieved.

Overcrowding

Overcrowding continued to be a significant problem in most prisons, affecting 63% of those we reported on in 2014–15. More than half were more overcrowded than when we last inspected (see Introduction, Figure 3).

Local prisons receiving those new into custody continued to be particularly overcrowded. Seven of the 19 we inspected held 50% or more prisoners than they were designed for, and approximately two-thirds were more overcrowded than at the last inspection. At Leicester, 387 prisoners were held in cells designed to accommodate 214 – an overcrowding rate of 181%; Lincoln held 698 prisoners in cells designed to accommodate 408, and Swansea 436 in cells that should have accommodated 255.

Some rooms had been turned back into cells, including dormitories, to increase capacity. At the time of the inspection, a room 16 foot by 12 foot was converted for use by six prisoners in three double bunk beds. The one toilet in the cell was inadequately screened and visible from the exercise yard. **Leicester**

In some prisons, the effects of overcrowding were intensified by poor time out of cell, which meant that many prisoners spent very long periods in very cramped living conditions.

Figure 12: Respect outcomes in establishments holding adult and young adult men

	Good	Reasonably good	Not sufficiently good	Poor
Local prisons	1	7	11	0
Category B training prisons	1	1	1	0
Category C training prisons	0	5	6	0
Open prisons	1	3	0	0
High security prisons	1	2	0	0
Young adults	0	2	1	1
Total	4	20	19	1

Around a quarter of cells designed for one accommodated two prisoners and were extremely cramped... there was approximately 12 inches between a prisoner's pillow and the toilet. Prisoners on Raleigh and Benbow who were unemployed or not required in activities could spend over 22 hours a day locked in their cell... some prisoners could be unlocked for only 45 minutes each evening, and association was curtailed on too many occasions. **Portland**

We continued to see some poor living conditions, particularly in local prisons. We found broken windows and dirty, graffiti-covered cells, compounded by poor access to cleaning materials, broken or insufficient furniture and unscreened toilets.

Generally conditions in prisons holding prisoners serving longer sentences or with recently built accommodation were better.

In our survey, only 64% of prisoners in young adult prisons said they could access a shower every day, compared with 98% in open prisons. This was often related to the lack of a consistent daily regime. When prisoners did get to shower, the condition of shower areas was sometimes poor.

Most communal showers were damp, poorly ventilated and insufficiently screened; some were in an appalling condition, with many broken tiles, damaged flooring and large areas of peeling paint. **Ranby**

Many of our reports focused on the poor staff response time to emergency cell call bells, which raises concern about prisoner safety. In our survey, only 30% of prisoners said their cell bell was answered within five minutes.

Staff-prisoner relationships

It was notable that, despite the strains on prison life, 76% of prisoners in our survey said that most staff treated them with respect. Where relationships between staff and prisoners remained strong, prisons were better able to weather the pressures they were under.

Staff-prisoner relationships had improved since our previous inspection. There were few assaults on staff, there was greater use of mediation and prisoners were consulted extensively. **Birmingham**

Some prisons where we had previously been concerned about poor relationships between staff and prisoners had made positive efforts to improve, with significant results.

More prisoners than at the previous inspection said that staff had checked on them in the previous week and often spoke to them during association... We saw officers interact positively with prisoners on a day-to-day basis... The supervision of prisoners had also improved and we observed that officers spent most of their time on landings mixing with prisoners. **Wakefield**

However, we also found too many prisons where staff lacked engagement with and knowledge of their prisoners. Changes in working practices and regime had affected relationships in some establishments. At Isis, we noted increased tension between staff and prisoners related to restrictions in the regime and long periods of lock up. At Swaleside, positive relationships were at risk of being undermined by increases in time locked up, which restricted prisoners' access to staff, and at Preston:

A critical mass of unit-based operational staff was preoccupied with their own concerns about changes in working practices and staffing levels, which led to some disinterested and dismissive behaviour. **Preston**

Half of prisoners in our survey said that they had a personal officer, and of those 63% said they were helpful. We reported some positive examples of effective schemes that provided tangible support for prisoners to progress.

Personal officers had received innovative 'desistance' training on how to influence prisoners positively to desist from future offending through changing their attitudes, thinking and behaviour. **Bedford**

Peer mentors play an increasing role

This year saw a rise in the use of peer mentors, assisting their fellow prisoners in a wide range of activities – providing emotional support, mentoring, advising, facilitating self-help or learning and providing practical assistance, such as caring for prisoners with disabilities.

Prisoners often prefer support from their peers to other formal or professional sources of support, and peers are often easier to access, making them a more readily available source of support.

The ‘basic intervention group’ (BIG), which comprised a group of prisoners providing mentoring, constructive reparative activity and mediation, promoted positive behaviour and helped to resolve conflict... and the Cordial group helped to support victims and other isolated prisoners. **Oakwood**

Taking on a peer support role can also have positive effects on the prisoners themselves by enhancing confidence and self-esteem, improving communication and organisational skills, improving behaviour and gaining trust. In the best schemes, prisoners were able to gain qualifications and references for the work they undertook in these roles which would assist their own resettlement.

However, there are some risks associated with peer support schemes. Peer supporters may operate informally with little staff oversight, be asked to take on work traditionally done by paid staff and could be given inappropriate or excessive responsibilities. They might also have access to confidential or sensitive information and could take advantage of the role to bully, exploit or abuse potentially vulnerable prisoners. The selection, training, supervision and support of peer supporters are necessary to ensure the well-being of peer supporters and the prisoners they support.

Applications and complaints

The applications process continued to be poor. In our survey, 51% of prisoners who had made an application felt they were dealt with fairly and only 35% said they were dealt with within seven days. We found most responses to applications were not tracked, and in some prisons access to forms was restricted.

Prisoners continued to have very limited faith in complaints processes. In our survey, only 29% of those who had submitted a complaint felt it had been dealt with fairly. Prisoners told us they were deterred when they saw complaints collected by residential staff and complaints boxes left unlocked. Complaint forms were also not always freely available, some complaints were responded to by the person being complained about, and many responses were late.

Too many complaints received late responses; around 70 submitted in April 2014 were already late, and 57 from January and a similar number from February were also outstanding... There was no structured quality assurance system to oversee quality and timeliness, and no structured identification of emerging trends. **Swaleside**

However, some establishments ensured prisoners could complain easily, even though this could generate more complaints.

The number of complaints submitted was over double that in comparator prisons. In our survey, more prisoners than at comparator prisons said that it was easy to make a complaint, and forms were freely available on all wings. Clear instructions on how to make a complaint and the subsequent appeal process were displayed in residential units. **Woodhill**

Monitoring of telephone calls to MPs

In December 2014, at the request of the Justice Secretary, we published the first part of a two-stage inquiry into prisoner communications, following concerns that prisoners' telephone calls to their MPs were being monitored⁵⁶.

In the first stage of the inquiry we examined whether the urgent steps NOMS had taken to address the issue had been effective. We concluded:

- The urgent interim measures taken by NOMS had been largely, but not wholly, effective in ensuring that MPs' calls were not recorded or listened to.
- Prisoners' were often unaware of their responsibilities set out in compacts to identify confidential numbers and staff had not done enough to inform them of this responsibility.

The second stage of the inquiry will report early in 2015–16 and will examine in more detail how these mistakes occurred.

Equality and diversity work

Prisoners with protected characteristics continued to report more negatively than the population as a whole, and in some prisons we found that outcomes for these prisoners were poorer with little done to understand and address this. In some prisons, priority and staffing for this area had been reduced, affecting work to ensure equitable outcomes. In contrast, some prisons, such as Long Lartin, had given equality work appropriate weight and focus.

Monitoring to ensure equality of outcomes was also often inadequate. Most prisons monitored data on race and ethnicity, but few looked at the treatment of prisoners from all the protected characteristics. However:

Monitoring of access to regimes and services was very good... the new equality monitoring tool was being used comprehensively to identify current and emerging themes across the prison. **Thameside**

Arrangements for prisoners to complain about discrimination also varied. Discrimination complaint forms were not freely available at all prisons, and not all prisoners were aware of the process or had confidence in it, although we found good arrangements at Long Lartin and at Oakwood.

... in all cases the prisoner received a visit from a member of the equality team to discuss the issues. **Oakwood**

Many prisons now had prisoner equality representatives, who were a key means of communication between prisoners and prison managers, but their role was often little known to other prisoners. However, equality and diversity representatives were used well at Durham and Oakwood. Arrangements for consulting prisoners with specific protected characteristics were inconsistent and often weak, and there were still too few support groups for prisoners from minority groups.

Over a quarter (27%) of adult male prisoners in our survey were black or minority ethnic and they were more negative than white prisoners about many areas of prison life. Fewer said they felt safe on their first night at the prison or at the time they completed the survey, or had a member of staff they could turn to for help, and more said they had been victimised by staff (see Appendix 5). However, they were more positive about safety features than white prisoners, and in some prisons they were more positive overall than white prisoners.

⁵⁶ HM Inspectorate of Prisons, 2014. *Prison communications inquiry* (first stage report). <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/prison-communications-inquiry-first-stage-report/>

Black and minority ethnic prisoners were more positive than white prisoners in our survey. More of them (73%) than white prisoners (65%) said that most staff treated them with respect. They were also more positive about safety than white prisoners and those we spoke to did not report direct discrimination. **Elmley**

We continued to find a higher proportion of self-identifying Gypsy, Romany or Traveller prisoners in our survey (around 4%) than were known to the prison and this meant they were disproportionately represented in the prison population as a whole. There was good support for these prisoners at some prisons: at Swinfen Hall, consultation meetings were regularly attended by Traveller representatives from the community and an external post-release support agency, and at Wormwood Scrubs, prisoners had access to support sessions through the Irish Council for Prisoners Overseas. However, there were continued difficulties across prisons for Gypsy, Romany or Traveller prisoners in maintaining family ties.

As in previous years, around 13% of all prisoners overall were foreign nationals,⁵⁷ amounting to about 11% of all male prisoners. Many were concentrated in foreign national ‘hubs’, so there was wide variation in the proportion of foreign national prisoners held. Prison data showed they made up over 30% of the population of Wormwood Scrubs but only 3% at North Sea Camp. Foreign nationals were generally offered insufficient support, although there were some exceptions. In our survey, foreign nationals were more negative than British prisoners across a wide range of questions, with fewer feeling safe or that they were treated with respect by staff.

As in previous years, too many foreign nationals (374 at 30 March 2015⁵⁸) were held under immigration powers in prison once

they had completed their sentence rather than in immigration removal centres, where they would have had access to mobile phones, the internet, legal advice and additional safeguards.

Fifty-three foreign nationals were held under immigration powers, one of whom had been held for 18 months after completing his sentence. **Wormwood Scrubs**

Access to independent immigration advice remained sparse. Foreign nationals contesting their deportation because they had family in the UK were not entitled to legal aid.

The number of older prisoners continued to rise. At 31 December 2014, the number of men aged 60 and over had increased by 10% on the previous year to reach 3,786, and the number of 50–59-year-olds had risen by 8% to 7,201⁵⁹. In our survey, prisoners aged 50 or older continued to be more positive about most aspects of prison life than their younger counterparts, although they were more likely to say they had been victimised because of their disability, medication, age or the nature of their offence.

The positive survey responses from older prisoners sometimes obscured the inconsistent nature of their care. Provision for older prisoners varied between prisons and the lack of consistency over basics – such as unlocking retired prisoners during the core day or requiring retired prisoners to pay for their televisions – pointed to the need for a clear, uniform strategy setting out minimum requirements for their care.

Prisoners with disabilities continued to be more negative in our survey about many key aspects of prison life. We regularly found that disabled prisoners were not reliably identified, so the needs of many requiring help

⁵⁷ Ministry of Justice, 2015. *Offender management statistics quarterly*. <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

⁵⁸ NOMS operational services and interventions group, figure includes men and women.

⁵⁹ Ministry of Justice, 2015. *Prison population 31 December 2013 to 31 December 2014*. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/399039/prison-population-oct-dec-2014.xlsx

or reasonable adjustments were not met. The removal of disability liaison officers in many prisons following the benchmarking process had also affected appropriate care provision. From April 2015, the Care Act 2014 would give local authorities new responsibilities for meeting the care needs of prisoners and we were concerned that in many prisons too little had been done to prepare and plan for these new arrangements.

Support for gay or bisexual prisoners continued to be underdeveloped. In our survey, only 3% of men stated that they were gay or bisexual, and many told us that they did not feel safe disclosing this to staff or other prisoners, fearing victimisation. There was also little active support for gay prisoners in the prisons we visited. The care for the few transgender prisoners varied between prisons, although most had a relevant written policy. We found good support for transgender prisoners at Altcourse, Elmley and Wormwood Scrubs, but at Northumberland good one-to-one support from a designated member of staff was undermined by insensitive staff continuing to refer to the transgender prisoner as a man and not always ensuring she had separate shower access.

Failures to identify prisoners with learning disabilities

A joint report by the prisons and probation inspectorates, published in March 2015⁶⁰, found that prison and probation staff were failing to identify people with learning disabilities, and opportunities to help such offenders were missed. The report followed the second joint inspection into people with learning disabilities in the criminal justice system. Few prisons could tell us how many prisoners with learning disabilities they held or shared information effectively within the prison so there could be a whole prison response to meeting their needs.

The recommendations for improvement made by the two chief inspectors included:

- ensuring that prison and probation services comply with the requirements of the Equality Act 2010 by making necessary adjustments to services for those with learning disabilities
- introducing a screening tool for learning disabilities across the prison estate
- adapting interventions for people with learning disabilities to help reduce the risk of reoffending.

Ex-service personnel

In our survey, more prisoners who said they had previously been in the armed services than those who had not said they had a disability (36% compared with 21%) and were currently on medication (60% compared with 48%), and for more than half, this was their first time in prison (53% compared with 35%). They were more likely to report having had problems when they arrived in prison, more likely to have felt unsafe and more said they were victimised by other prisoners than non-ex-service personnel. However, ex-service personnel reported better relationships with staff than non-ex-service personnel.

⁶⁰ HM Inspectorate of Probation and HM Inspectorate of Prisons, 2015. *A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system: phase two in custody and the community*. <http://www.justiceinspectorates.gov.uk/cjji/inspections/learningdisabilitiesphase2/#.VSp4sSiaqHQ>

Support services for ex-service personnel in prison varied widely and often depended on which organisations operated in the area and whether there were any officers prepared to develop and coordinate these links. Where there was active support from external organisations, there were some very effective services to provide additional resettlement support to meet the needs of ex-service personnel. We took part in a national meeting of veteran-specific service providers, which acknowledged the disparity of provision across prisons.

Young adults in adult prisons

NOMS data showed that the number of young adult men (aged between 18 and 20) held in custody at 31 December 2014 was 5,030, continuing the downward trend since June 2004. This continued reduction of young adults in custody was welcome. However, as we reported in 2013–14, those who remained in custody were some of the most vulnerable, troubled young adults with complex needs.

In recent years there has been a move to holding young adults in adult prisons and this has been a particular feature of prisons in London and the South East, following the decision to no longer hold remanded young adults in Feltham YOI. These changes have now been put on hold pending the findings and recommendations of the independent review into self-inflicted deaths in custody of young adult men aged 18 to 24 led by Lord Harris (see p.35).

Over half of all male prisons we inspected held young adults, with most integrated alongside adult prisoners, but a few were dedicated to holding solely young adults. These included Brinsford, whose November 2013 inspection received the worst overall findings identified in a single prison during the previous five years.

Most residential accommodation was squalid, a large number of windows were in a shocking condition and we considered many cells to be unfit for occupation... More prisoners than at similar establishments felt unsafe. **Brinsford**

However, we were pleased to find a much improved picture when we reinspected Brinsford in early 2015 (report due in 2015–16).

At our announced follow-up inspection of Feltham B, which held convicted 18–21-year-olds, we found that outcomes had improved considerably and it was now a much safer and more respectful prison.

In prisons that had integrated adults and young adults, outcomes for the young adults were generally worse, and many prisons continued to have no strategy to manage this distinct group, whose lack of maturity was sometimes manifest in poor behaviour and thinking skills. The numbers of young adults now integrated with adults had increased, but levels of violence, use of force and segregation had grown among young adults as there was often no strategy to manage this distinct group.

The prison accommodated around 130 young adults who were disproportionately over-represented in many violent incidents. Recent analysis had made the establishment aware of this but there was no strategy to manage this group. **Altcourse**

Some prisons did not analyse data on violence by age and so were not focused on the high levels attributed to younger prisoners. Staff in integrated prisons had generally not been trained in managing this group and often did not take their levels of maturity into account when addressing the reasons for the increase in violence.

Young adults represented approximately 12% of the prison population. Their recent introduction into the establishment had proved challenging to the staff. However, there had been insufficient attempts across the prison to identify this group's specific needs and to address these challenges constructively. **Winchester**

There was tension between the large Muslim population and other prisoners and staff. Some Muslim prisoners alleged that their beliefs were not respected and they were discriminated against. Non-Muslim prisoners alleged that Muslim prisoners and staff exerted too much influence in the prison. **Whitemoor**

However, prisoners in dedicated young adult prisons said they felt even less safe than in prisons where they were integrated with adults, and we also found that the dedicated prisons were generally less safe than integrated prisons with high levels of violence.

Faith provision

Chaplaincy services continued to be a positive feature of most prisons and much appreciated by prisoners of all faiths and none. Most of our reports were very positive about faith provision and the wide range of pastoral support offered. Some chaplaincy teams had 'through the gate' services to link prisoners with faith groups after release.

While many prisons had large and well-maintained chapels and multi-faith rooms, some struggled to accommodate all Muslim worshippers adequately for Friday prayers. In our survey, 13% of prisoners self-reported as Muslim, but the numbers varied from 6% in Northumberland to 44% at Whitemoor. They were more negative than non-Muslim prisoners on most areas of prison life and treatment, but were more positive about respect for their religious beliefs, being able to speak to a chaplain of their faith in private and whether it was easy to attend religious services. We generally found intelligent and effective responses to the risks of radicalisation. Relations between different religious groups were usually harmonious but at Whitemoor we found:

Many black and minority ethnic Muslim prisoners at this prison said that some staff lacked cultural and faith awareness and that they were victimised because of their faith. More work was required to ensure prisoners' concerns were taken seriously.

Food and the shop

Provision for prisoners' food was inadequate. According to NOMS, the allocated food budget was an estimated £2.02 per prisoner per day in 2014–15 – a rise of 3% on the previous reporting period but still below the rate of £2.20 in 2012. In our survey, only 22% of prisoners said the food was good.

Meals continued to be monotonous and served too early – particularly at weekends – and inadequate breakfast packs were still often distributed the day before they were to be eaten. Many prisoners, particularly in local prisons, continued to eat next to unscreened toilets in their cells. Many servery areas were poorly supervised, with variations in the portions served and some evidence of bullying.

With the exception of private prisons, which were not tied to the national prison shop contract, new arrivals continued to experience significant delays in receiving their first order from the prison shop.

We found new arrivals could wait up to 21 days for their first order. This increased the risk of debt and bullying, and the provision of canteen smokers' packs or basic grocery packs during this period only partially mitigated the impact. **Woodhill**

Most prisons continued to charge prisoners an administration fee of 50p to process a catalogue order – a high percentage of weekly wages of about £8–12, or £2–4 for retired or unemployed prisoners.

Prison health services

We worked with the Care Quality Commission to establish a more integrated approach to the inspection and regulation of health care in custodial settings, to be piloted in the forthcoming year.

NHS England, the principal commissioner of health and justice services, continued the process of letting new contracts and eradicating the previous, needlessly complex arrangements for prison health services, although some prisons still had too many providers.

Across the prisons we inspected, we saw more good practice in health services than in other aspects of prison life. For example, Preston offered secondary health clinics for new arrivals on the day following their reception so that no one was missed. At Bedford, custody staff had designated mental health officer roles and ensured continuity of care. Health care staff at North Sea Camp followed up prisoners who were on release on temporary licence and living in hostels to minimise the potential for medication to be abused or diverted.

In the early part of the reporting year we were very concerned to see health services having to adapt to the reduced availability of custody staff and correspondingly less flexible access to patients due to changes to the core day. This affected therapeutic care (see box).

The situation had eased towards the end of the year, but many more prisons were left with inadequate supervision of medicine queues and unsatisfactory arrangements for the delivery of night-time medications.

The effect of changes to the prison day on the quality of health care

At Birmingham, patients received night medication as early as 3pm, as health care staff had no access to prisoners at the prescribed times, and at Chelmsford and Doncaster medications were not given at therapeutic intervals. At Brinsford, the inpatient therapeutic programme was severely curtailed as patients were locked up for most of the day due to insufficient custody officers.

Disruption to patient care was most severe at Elmley, where patients missed medications due to limited time unlocked, medicines were administered too frequently or given in large amounts in possession – heightening the risk of overdose – and there was poor supervision of medicines administration. Poor supervision of medicine queues was also of concern at Leicester, Preston and Ranby.

Many prisons had gaps in primary mental health care, in particular, an absence of counselling services, and many continued to have problems in transferring patients to mental health units within the current Department of Health guideline of 14 days.

More time less up and less purposeful activity

- Purposeful activity outcomes were at their lowest level since we first began to collate these annually in 2005–06, and were only good or reasonably good in around a quarter of prisons.
- Plans for the introduction of new standardised core days and increased activity had been thwarted by acute staff shortages.
- Prisoners, especially young adults, were spending even more time locked in their cells.
- There were insufficient activity places in many prisons, and too many of the places that existed were unfilled, with prison staff not always supporting prisoner attendance.
- The quality of teaching and learning and achievements of prisoners had declined, but peer mentors often provided valuable support.

Outcome of previous recommendations

In the prisons reported on in 2014–15, 34% of our previous recommendations in the area of activity had been achieved, 32% partially achieved and 34% not achieved.

During 2014–15, most adult male prisons implemented a new ‘core day’, intended to provide predictability for prisoners and maximise their time out of cell. In practice, the necessary resources and activities to support implementation of the new core day were often not in place. Acute staff shortages and an overall lack of work and learning and skills activity places meant that many prisons were unable to implement their new core day fully or had implemented it only to later change and restrict the day as resources reduced. The result was that time out of cell and activity for prisoners had reduced further since last year’s already poor picture.

Purposeful activity outcomes in adult male prisons had deteriorated markedly this year with only around a quarter of adult male prisons assessed as good or reasonably good. Outcomes were at their lowest level since we first began to collate them annually in 2005–06. Once again, the poor outcomes in two of the four young adult establishments we inspected were of particular concern.

Longer locked up

Figure 13: Purposeful activity outcomes in establishments holding adult and young adult men

	Good	Reasonably good	Not sufficiently good	Poor
Locals	1	5	9	4
Category B training prisons	0	0	3	0
Category C training prisons	1	1	7	2
Open	1	1	2	0
High security	0	1	2	0
Young adults	0	0	2	2
Total	3	8	25	8

We expect prisoners to be unlocked for 10 hours a day, but in our survey, only 14% of prisoners said this was the case. In local prisons, around a quarter of men were locked in their cells during core day activity periods, but there were notable variations: at Altcourse and Swansea only 14% and 13% respectively were locked up, while at Hewell and Nottingham around 50% were locked up.



Figure 14: How long do you spend out of your cell on a weekday?

	Spend more than 10 hours out of cell (weekday) (%)	Spend less than two hours out of cell (weekday) (%)
Locals	10	26
Category B trainers	11	11
Category C trainers	18	16
High security	13	7
Young adults	6	36
Open	56	2
Average	14	21

Young adults continued to have the least time out of cell. In our survey, only 6% said they had over 10 hours out of cell on a weekday, and 36% that they had less than two hours. We found around one-third locked up during our roll checks. However, at our announced inspection of Feltham we found improving outcomes, with 20% of young adults locked in their cells, compared with 43% at our inspection in March 2013.

Prisoners who had the least time unlocked were often either unemployed or on the basic regime.

In at least six of the prisons we inspected, ‘restricted regimes’ were implemented due to chronic staffing shortages. Although some prisoners had less time out of cell as a result, unlock periods were planned and therefore at least predictable and equitably shared.

The published core day was not being adhered to consistently and too many prisoners spent most of the day locked in their cells. This lack of predictability in the regime was a source of anger and frustration for prisoners, and had an impact on all other aspects of the prison. The prison planned to introduce a temporary regime that would be more restricted but more reliable. **Elmley**

Prisons that created activity timetables for individual prisoners generally achieved better average time out of cell. At Oakwood, most prisoners had a full week of activity combining

work, education, PE and other appointments, such as health and resettlement. Even the few unemployed prisoners had 4.5 hours out of cell each day, better than elsewhere.

Few prisoners had any evening association. Most were locked up for the night at 6.30pm, and some earlier. The lack of association affected the ability of some prisoners (especially those in full-time employment) to shower every day. Some prisoners also struggled to telephone their families and friends. A few prisons tried to address this by unlocking a small proportion of prisoners each evening on a rota so that they could make telephone calls.

Most prisoners only received 30 minutes a day in the open air. For some this was offset by long walks to and from activities, but at others, Preston for example, prisoners in full-time activity could not participate in outside association, which happened at the same time. The enforced choice between fresh air and the opportunity to work was unacceptable.

Activity places

Too many prisons still did not have sufficient activity places to ensure all prisoners had good access to education or vocational training throughout the week. This problem was as prevalent in training prisons and young adult establishments as it was in local prisons.

We have continually reported on the widespread and unacceptable failure to fill the places that were available. This continued to be a problem, and three-quarters of all prisons failed to fully use their activity places, leaving prisoners without work, education or training needlessly.

Some of this failure was down to administrative weaknesses in the allocation of prisoners to available activity places, but attendance and punctuality at activities also continued to be poor, and often went unchallenged by staff. It was common to find prisoners arriving late for class and leaving early – and some prisoners failed to turn up for activities at all.

Only 75% of those allocated to education and vocational training sessions attended with attendance as low as 50% in a few sessions inspected. There was insufficient checking of reasons for non-attendance. Punctuality was poor in many sessions and often disrupted teaching and learning. There were often delays of between 30–45 minutes in prisoners arriving in activities. **Portland**

The new mandated core day arrangements sensibly introduced part-time working for local prisons, which have historically had significant shortfalls of activity places and many demands on prisoners' time. In theory, the new core day enabled prisoners to undertake learning, work or training for half a day and have the other half free for a range of activities, such as assessments, legal and domestic visits, and domestic periods. In practice, many activities were still delivered full time, which restricted access to many prisoners.

In several prisons, acute shortages of uniformed staff meant prisons had to restrict regimes, which further reduced the availability of and access to learning and skills activities.

The reduced regime that had been introduced in June 2014 provided for 29% less time for purposeful activities owing to a temporary shutdown on Mondays and shortened morning sessions because of staff shortages. **Garth**

The quality of learning, skills and work

Our inspections of learning and skills and work in prisons are conducted in partnership with Ofsted (Office for Standards in Education, Children's Services and Skills) in England and Estyn in Wales. Both Ofsted and Estyn make assessments of the quality of learning and skills provision. This year, the Estyn assessments applied to just one prison, Swansea.

Figure 15: Ofsted assessments in establishments holding adult and young adult men in England

	Achievements of prisoners in learning and skills and work	Quality of learning for prisoners in learning and skills and work provision	Leadership and management of learning and skills and work
Outstanding	1	1	1
Good	13	16	9
Requires improvement	22	23	25
Inadequate	5	1	6
Total	41	41	41

Figure 16: Estyn assessments in establishments holding adult and young adult men in Wales

	Current performance	Prospects for improvement	Outcomes for prisoners	Quality of learning	Leadership & management
Excellent	-	-	-	-	-
Good	-	-	-	-	-
Adequate	1	1	1	1	1
Unsatisfactory	-	-	-	-	-
Total	1	1	1	1	1

The overall standard of teaching and learning was rated as good or better in just over one-third of the English prisons inspected. Frequently prisoners worked at levels below their capability and were insufficiently challenged to progress; often they became bored and disengaged. Teaching and learning in English and mathematics was particularly weak, reflected in the poor achievement of accredited qualifications by prisoners. Generally, English and mathematics were not sufficiently integrated into vocational courses, but there were exceptions.

English and mathematics were well integrated into teaching and learning in several vocational training sessions – for example, measuring and cutting wood, estimating paint quantities and measuring pipe diameters. **Isis**

Overall achievement for prisoners had declined this year with only under one-third graded good or better, compared with under half in 2013–14. Coaching and skills development in vocational training remained good in most prisons, as did achievement of accredited qualifications.

Teaching, coaching and learning in the vocational training and prison workshops were good... high standards of work were demonstrated... many prisoners made good progress... success rates on most vocational training courses were good. **Glen Parva**

'Outstanding' first

This year saw the first men's prison to receive the top-rank 'outstanding' assessment by Ofsted. Hollesley Bay received outstanding assessments across all its learning and skills provision, which was an impressive achievement.

The senior management team created an excellent environment in which to prepare prisoners for release... learners benefited from high quality, very well-resourced training and work areas. Attendance rates in all learning and skills activities were very high... Teaching, learning and assessment were outstanding. **Hollesley Bay**

Many prisons offered too little vocational training and work remained mundane and repetitive. Too many prisoners were employed in jobs such as wing cleaners and orderlies, which often did not keep them fully occupied and did not develop skills to use on release. Even where work skills were developed, many were not recorded and so could not be used to help prisoners' employment prospects.

Over half of the population was engaged in a prison job or training for which there was no opportunity to receive accreditation or any other form of recognition for the vocational and employability skills they acquired. **North Sea Camp**

We welcomed an increasing use of peer mentors to support learning. The quality and effectiveness of their work was generally good, and they were a valuable learning support resource for their peers (see also 'Peer mentors play an increasing role', p.43).

The best prison libraries can be sources of distraction, learning and support, and there were examples of good work.

The library... was a good facility, well used by prisoners. Monthly loan rates were very high. Prisoner access to the library was good with morning, afternoon and evening sessions from Monday to Thursday and on Saturday morning. Staffing was adequate, with a full-time manager, one part-time member of staff and six library orderlies. **Gartree**

Many libraries continued to run Storybook Dads (enabling fathers to record a story for their children) and various schemes to support literacy, and some, for example Preston, promoted events such as Mental Health Awareness Week and Holocaust Memorial Day. However, in our survey only 34% of prisoners said they visited the library at least once a week, and in too many prisons staff shortages had limited visits.

Welsh language and culture

In a submission to the UK Parliament's Welsh Affairs Committee in June 2014, we evaluated our most recent inspection findings relating to the use of Welsh and awareness of Welsh culture in education provision across Welsh prisons. We noted some positive developments, including the appointment of a Welsh-speaking tutor at Swansea and a range of displays and activities at Parc promoting awareness of the language and culture of Wales. However, we found inadequacies in all prisons, including a lack of clarity among staff about how to encourage the use of Welsh or its role as a valuable employment skill.

Drawing from our evidence, in March 2015 the Welsh Affairs Committee called for improved data collection on Welsh language speakers in prison and an evaluation of the need for, and quality of, Welsh language support in prisons across England and Wales.

PE opportunities

Many prisoners value physical education opportunities highly, and most prisons had at least reasonable facilities. The best departments also promoted employability skills, embedded other learning and actively encouraged participation of all groups.

The combined PE, English and mathematics course taught in the PE department... was highly successful in getting hard-to-reach prisoners to engage with education. **Swaleside**

However, in some prisons, sessions were often cancelled because of staff shortages, prisoner participation in recreational gym caused absences from other training activities, and attendance was poorly organised and monitored. In our survey, only 28% of prisoners said they went to the gym three or more times a week.

Participation had dropped substantially since the previous year and on average prisoners only used half the number of planned weekly hours. Too many evening and weekend recreational sessions were cancelled because officers were redeployed to other areas. **Brinsford**

Prisoner resettlement faces new challenges

- Prisons were struggling to offer the resettlement support that prisoners need, as major reforms in this area started to be implemented.
- There continued to be a lack of coordination and consistency between offender management and resettlement work.
- Many prisoners still had little assessment of their needs, the role of offender supervisors continued to be unclear, and prisoners still lacked access to programmes to address their offending behaviour.
- There was an emergence of delays in the completion of assessments and identification of risk management levels for prisoners released with public protection concerns.
- Providers of resettlement services were often very motivated, despite uncertainties about future provision.
- Provision for family contact was reasonable but the importance of their role in resettlement needed greater recognition.
- New psychologically informed prison services for personality disordered prisoners were impressive.

Outcome of previous recommendations

In the prisons reported on in 2014–15, 41% of our previous recommendations in the area of resettlement had been achieved, 24% partially achieved and 35% not achieved.

This year saw a significant transition for prisons in moving towards implementation of the ‘Transforming rehabilitation’ model of resettlement (see box, p.57). The restructure of the National Probation Service and the identification of the community rehabilitation companies responsible for managing low- and medium-risk prisoners involved major changes as prisons implemented the new model during 2015.

In our inspections this year, it was evident that staff shortages and uncertainty about the future model meant many prisoners did not receive sufficient support for their resettlement back into the community or to reduce the risk that they would reoffend.

Of the 44 assessments of adult male establishments reported on during the last year, 55% had outcomes for adult male prisoners that were either not sufficiently good or poor.

Figure 17: Published resettlement outcomes in establishments holding adult and young adult men

	Good	Reasonably good	Not sufficiently good	Poor
Local prisons	1	9	8	1
Category B training prisons	1	0	2	0
Category C training prisons	0	3	7	1
Open prisons	0	1	3	0
High security prisons	1	2	0	0
Young adults	0	2	1	1

Transforming rehabilitation

Under the new model of resettlement, all prisoners sentenced after 1 February 2015 under the Offender Rehabilitation Act, irrespective of the length of their sentence, will be subject to a minimum of 12 months supervision and rehabilitation support on release. Rehabilitation services will be organised through new Community Rehabilitation Companies who will take over the work with medium- and low-risk offenders previously carried out by local probation services. The National Probation Service (NPS) will maintain responsibility for provision of services for high- and very high-risk offenders. Many rehabilitation services, including accommodation brokerage and retention, employment support, finance and debt services, support for previous sex workers as well as victims of domestic violence and abuse, will also be provided in both prisons and the community by the same provider to offer greater continuity between the two. The model will be implemented throughout 2015 and will have a substantial impact on the way resettlement and offender management services are provided.

Planning for prisoner resettlement

Most prisons had reasonable approaches to planning for prisoner resettlement but there was considerable variation. At Brinsford there was no offender management policy or strategy and the reducing reoffending policy was out of date, whereas there were good approaches elsewhere.

... the offender management hub manager, senior probation officer and head of resettlement worked well together... The role of offender management was central to the prison's function and seen as this by most staff. **Springhill**

Most prisons had separated their resettlement and offender management functions, often leading to a disjointed approach. However, at Gartree the two

functions still sat under the head of reducing reoffending, enhancing their integration.

Our previous concerns about the role of officer offender supervisors and their availability for offender management continued this year. In most prisons, a 'dual function' role for officers meant they were part-offender supervisors and part-supervising officers on wings. In most, this model had not been successful, and staff shortages and officers' own preferences meant they spent most of their time on wing duties. However, there were some exceptions, such as Durham. Many staff told us that the model was a problem.

Offender management and resettlement

At many prisons, there were considerable backlogs in the completion of OASys (offender assessment system) assessments, used as a framework to judge a prisoner's likelihood of reoffending and the risk of harm to others. This included those completed by offender supervisors on low- and medium-risk prisoners, as well as those for high- and very high-risk prisoners – the responsibility of the National Probation Service.

One in five prisoners had either no OASys or one that was out of date. This problem, compounded by the number of new arrivals without an assessment... substantially affected the ability of prisoners to progress through recategorisation, home detention curfew (HDC) release, and ROTL [release on temporary licence]. **Portland**

Other prisons managed OASys backlogs better, and at both Chelmsford and Thameside these assessments were broadly up to date. However, the quality of assessments continued to vary across prisons. In some cases, such as at Bedford, OASys assessments completed by offender supervisors were better quality than those for higher-risk prisoners completed by offender managers.

In September 2014, NOMS published an offender management guide, *Targeting and delivering offender management in custody. Practice guidance for offender supervisors*. Many prisons continued to be unaware of this comprehensive guide and we saw few examples where it was used.

Following the OASys assessment and initial sentence plan, offender supervisor contact with prisoners was often minimal.

Offender supervisor contact with prisoners was limited in too many cases. Almost all the high risk of harm cases received too little contact, and only half of the other prisoners received regular contact. **Bedford**

In too many cases, and as we have reported previously, the quality assurance and professional supervision of offender supervisors was either negligible or too infrequent. Durham was a notable exception.

It was particularly encouraging that the senior probation officer had the specific objective of developing casework and management supervision of offender supervisors, an approach that was positively embraced by the staff we spoke to. **Durham**

One new concern that emerged this year was delay by the Probation Service in the completion of OASys and home detention curfew reports, as well as the identification of management levels for prisoners released under public protection arrangements.

Release on temporary licence

The use of properly managed release on temporary licence (ROTL) is an effective way of preparing prisoners for release and remained important in many prisons, especially those in the open estate. Many prisons had good procedures and arrangements, including Dartmoor and Winchester, but there continued to be variations.

Hewell had good links with employers to provide ROTL opportunities and jobs for prisoners on release, but there was often insufficient OASys information to inform ROTL decision-making. In contrast, Springhill had introduced new assessment procedures, including the review of OASys, to improve ROTL decision-making – while many prisoners expressed frustration at delays, the prison had still managed almost 14,000 ROTL events in the six months before our visit.

Report on ROTL to Secretary of State

In September 2013, at the request of the Justice Secretary, we reviewed three release on temporary licence (ROTL) failures that had occurred during the summer of 2013. Although the report was submitted on 31 January 2014, the report was not published at that time in the hope that the pending trial of one of the cases involved would be concluded promptly, enabling the publication of the report in full. The outstanding case continued to be subject to further delays so a redacted version of the report was published in March 2015⁶¹ rather than delay further. The review found that ROTL was an important tool in prisoner rehabilitation and the failure rate was very low. However, the system had failed to adapt to the high number of prisoners who had committed serious offences and received indeterminate sentences who had become eligible for ROTL. Systems and resources for managing the ROTL risks in these cases were inadequate. The three cases reviewed had been catastrophic failures and the system needed to be much better managed. Subsequent guidelines, published by NOMS in August 2014, included recommendations arising from our review.

⁶¹ HM Inspectorate of Prisons, 2014. *A review by HM Inspectorate of Prisons (redacted): Release on Temporary Licence (ROTL) failures*. <http://www.justiceinspectors.gov.uk/hmiprison/inspections/release-on-temporary-licence-rotl-failures/>



Public protection

Public protection arrangements in most prisons were generally good, particularly at Long Lartin, North Sea Camp and Wymott. Arrangements to monitor mail and manage those subject to child protection arrangements or with concerns regarding harassment were also usually good.

In most cases, the management of multi-agency public protection arrangements (MAPPA) cases was generally good, once prisoners were identified as subject to MAPPA and their management level set. However, in some establishments the prisoner's risk management level was not consistently reviewed in the last six months of their sentence, and the community offender manager often confirmed this too late to allow for effective management on their release.

We found that eight out of 12 prisoners due for release in the next two months did not have a clear MAPPA level and some of these were high risk of harm. **Chelmsford**

While it was the National Probation Service's responsibility to set the MAPPA management level for prisoners, we were concerned that prisons were not taking an active enough role in chasing up such shortfalls.

Reintegration planning

With much uncertainty about provision under new community resettlement companies, many providers of resettlement services expressed real anxiety about the future, including the level of provision for prisoners, yet often demonstrated impressive motivation. Most pathway provision was reasonably good. Bedford had some good links with resettlement agencies, and at Birmingham regular resettlement fairs enabled prisoners and staff to be aware of the services they could access before and after release.

However, there was often poor integration between the work of offender supervisors and pathway providers. Isis had generally good pathway provision, but plans, referrals to community projects or specific arrangements for post-release support were not routinely shared with offender supervisors, and therefore not with offender managers responsible for post-release supervision – undermining some of the key principles of integration, consistency and good transition planning between custody and the community. We found similar problems at Portland, Brinsford and elsewhere.

Preparing for re-entry to the labour market

Prisoners' chances of finding jobs, training or study opportunities on release were often the result of the process of allocating them to activities while they were in the prison, the focus of their work, education or training while there, and the prison's links with employers to help them re-enter the labour market. Inadequate processes and low-level activities could hinder their chances. However, where prisons had focused on developing prisoners' employment skills and developed links with external employers this opened up opportunities.

Links with external employers were very good. Commercial contracts from a wide range of public and private sector clients ensured that work in the textiles and print workshops was often stretching. Other employer links guaranteed interviews for some prisoners on release. **Doncaster**

Although careers information and advice was good in around three-quarters of the prisons where this was graded, the quality of advice was rarely linked with effective ‘through the gate’ work. We rarely saw the ‘virtual campus’ – which gives prisoners internet access to community education, training and employment opportunities – fully operational and supporting prisoners in job search and helping them prepare for resettlement.

Help with housing and finance needs

All prisons offered some support for prisoners likely to leave custody without appropriate accommodation. Although some offered little follow-up support after release, there were impressive services at other prisons.

Housing outcomes were good, and in the previous eight years no prisoner had been released without identified accommodation to go to. Where supported accommodation was organised, there were often post-release follow-up telephone calls to ensure the arrangements were appropriate. **Swinfen Hall**

Most prisons offered reasonable support for prisoners’ finance, benefits and debt needs. Jobcentre Plus staff usually assisted with benefits claims in advance where appropriate. Debt advice was more variable, but some prisons provided access to specialist staff.

The primary focus of [specialist workers employed by Shelter] was upon debt management and support and in the year to November 2013 over £49,000 worth of debt held by prisoners had been cancelled out and a further £9,000 frozen to prevent accumulation of interest payments. **Durham**

At Bristol, specialist debt advice from outside agencies included prisoners’ families and could be continued after release.

Supporting family contact

Our thematic report on resettlement, published in September 2014, emphasised the vital role that families played in the resettlement of prisoners (see box, p.62). However, across all our inspections, support for rebuilding and maintaining family ties remained inconsistent and in many cases limited to visits, letters and telephone calls. In our survey, only around a third of prisoners said they had been helped by staff to maintain family ties.

In most prisons, provision of visits was reasonable and a new national online booking system had eased some of the problems in booking them. However, there were some long delays for visitors once they arrived at the prison, such as at Long Lartin. We found some unacceptable strip-searching of visitors at Birmingham.

There was some good practice in the provision of family work. At Swansea, staff from PACT (Prison Advice and Care Trust) assessed the family support needs of all new arrivals and provided a comprehensive range of support, including relationship courses, one-to-one support and a baby bonding programme allowing new fathers to build a relationship with their children. At Doncaster, prisoners were very positive about the family support work, with access to seven relationship and family courses run by Serco.

Families, offender management and resettlement

In September 2014, we published, jointly with Ofsted and HM Inspectorate of Probation, a thematic report based on the resettlement experiences of 80 prisoners who had been released into the community.⁶¹ This report not only indicated that families were not given sufficient importance in the reintegration of prisoners back to the community, but also reinforced many of our previous criticisms of the implementation of the offender management model in prisons.

The report indicated the central importance of an offender's family and friends to their successful rehabilitation. Although an offender's family may be the victims of their crime, and sometimes may be a negative influence that contributes to their offending behaviour, this inspection confirmed our view that a prisoner's family are the most effective resettlement agency.

More than half the offenders in our cohort returned home or moved in with family and friends on release, even if only as a temporary measure. The few who had a job on release had mainly arranged this with the help of previous employers, family or friends.

Helping prisoners maintain or restore relationships with their family and friends, where appropriate, should be central to the resettlement effort. But too often, these relationships are seen simply as a matter of visits, which can be increased or reduced according to a prisoner's behaviour.

Addressing offending behaviour

The provision of offending behaviour programmes still varied enormously between prisons.

A wide range of accredited offender behaviour programmes was available to meet the needs of the high-risk and potentially violent population held. This included a programme targeting domestic violence perpetrators, which was to be supplemented... by a second, higher-intensity programme. **Swaleside**

However, many prisons with a high need for programmes to address prisoners' domestic violence had none – for example, although an analysis at Altcourse had estimated that between 30% and 50% of the population had convictions for domestic violence, there was no clear strategy to address this issue.

We also found a lack of a strategic approach to work with sex offenders. At both Lincoln and Altcourse, for example, although some prisoners were transferred to other establishments to complete appropriate programmes, this still left a substantial number in denial of their offence or on too short a sentence to complete specialist programmes.

The prison held a large number of sexual offenders who were judged to be in denial of their offending, yet there was no strategy to address their offending behaviour and many remained unchallenged in their attitude to their offence. **Dartmoor**

⁶² HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted, 2014. *Resettlement provision for adult offenders: Accommodation and education, training and employment*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/resettlement-provision-for-adult-offenders-accommodation-and-education-training-and-employment-2/>

Psychologically informed prison services

During the year we visited some of the psychologically informed services associated with the offender personality disorder pathway (OPDP). These novel services offered prisoners new opportunities for progression by enabling them to address unacceptable behaviours in supportive but challenging therapeutic environments.

These services included: Personality Disorder Treatment services, psychologically informed planned environments (PIPEs) and therapeutic communities (TCs) in prisons. The services also provided: training and supervision for custody officers from psychologists who worked directly with the prisoners; staff use of therapeutic support to prisoners in coming to terms with their behaviours and underpinning thoughts and feelings; and the willingness of the communities of prisoners to support each other as they moved through the programme.

The PIPE at Hull and TCs at Garth, Gartree, Swaleside and Whitemoor were impressive, offering very positive structured programmes of therapy aimed at changing beliefs and behaviour in a controlled manner. Gartree had opened an additional therapeutic community, 'TC+', to enable prisoners with learning difficulties to progress.

The services [Treatment, PIPES, TC, TC+] offered an extremely positive environment for men who had, in most cases, due to personality disorders and other related behaviour problems, struggled to make progress through the mainstream prison system. Prisoners on each unit were generally positive about their experiences, what they had learned, and the support offered from staff. **Gartree**

Welsh prisons and policy

Our submission⁶³ to the Parliamentary Welsh Affairs Committee inquiry into prisons in Wales and the treatment of Welsh offenders⁶⁴, based on the findings of our inspections, showed that prisons in Wales generally scored higher than English prisons, particularly on safety and purposeful activity. Our survey findings were also more positive generally, including on safety and early days experiences.

In separate submissions to the National Assembly for Wales Health and Social Care Committee inquiries on new psychoactive substances (NPS)⁶⁵ and alcohol and substance misuse⁶⁶, we set out that recent inspections had showed NPS had been less of a problem in Welsh than English prisons, although this could change. The inquiry on NPS called for a strategy enabling Welsh prisons to deal effectively with an anticipated increase in NPS use.

Prisoners in Welsh prisons and Welsh prisoners in English prisons are subject to some separate policies – such as the provision of post-release housing to Welsh prisoners who would otherwise be homeless. Our inspection of Swansea found that 2.4% of prisoners had been released without accommodation in the previous six months, which was less than similar prisons. At Altcourse, we noted that prisoners returning to Wales who had no fixed address would be guaranteed accommodation, while those returning to England received just advice and contacts with no subsequent monitoring of their accommodation.

However, we also found that the lack of the funded integrated drug treatment system (IDTS) in Wales, introduced in England to improve the quality of substance misuse treatment for prisoners, had left drug services at the two local prisons in Wales (Cardiff, inspected in 2013, and Swansea, in 2014) lagging behind.⁶⁷

⁶³ <https://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2014/02/HMIP-Submission-to-Welsh-Affairs-Committee-Welsh-prisons-and-offenders-inquiry.pdf>

⁶⁴ <http://www.publications.parliament.uk/pa/cm201415/cmselect/cmwelaf/113/11302.htm>

⁶⁵ <http://senedd.assembly.wales/mglIssueHistoryHome.aspx?Ild=10562>

⁶⁶ <http://senedd.assembly.wales/mglIssueHistoryHome.aspx?Ild=11450>. This inquiry has yet to publish its report.

⁶⁷ <https://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2014/02/HMIP-response-to-Senedd-drugs-and-alcohol-inquiry-FINAL.pdf>

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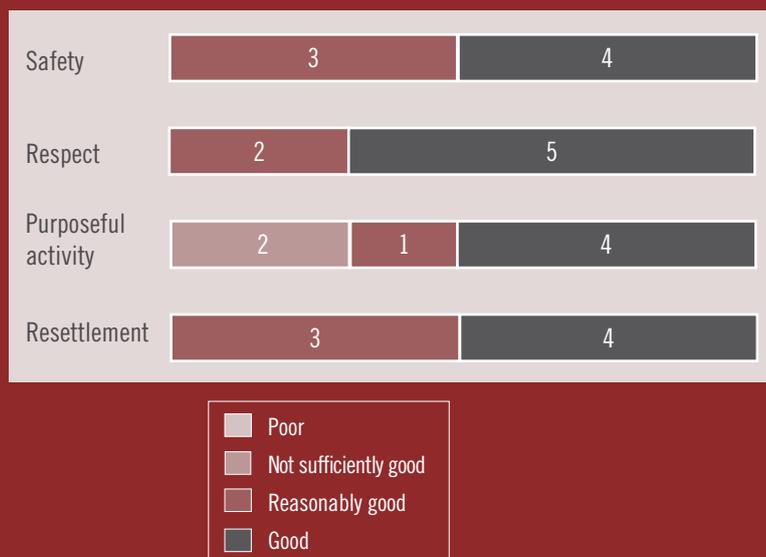
Women in prison



This section draws on seven full inspections of women’s prisons – five locals, one training prison and one women’s open prison. Most of the findings reported are based on the new *Expectations: Criteria for assessing the treatment of and conditions for women in prisons*, piloted for the prisons inspected during the earlier part of this reporting period and published in June 2014.

the same establishments were inspected. Overall, outcomes in the women’s prisons we inspected had either stayed the same or were better than when we last inspected the same establishments.

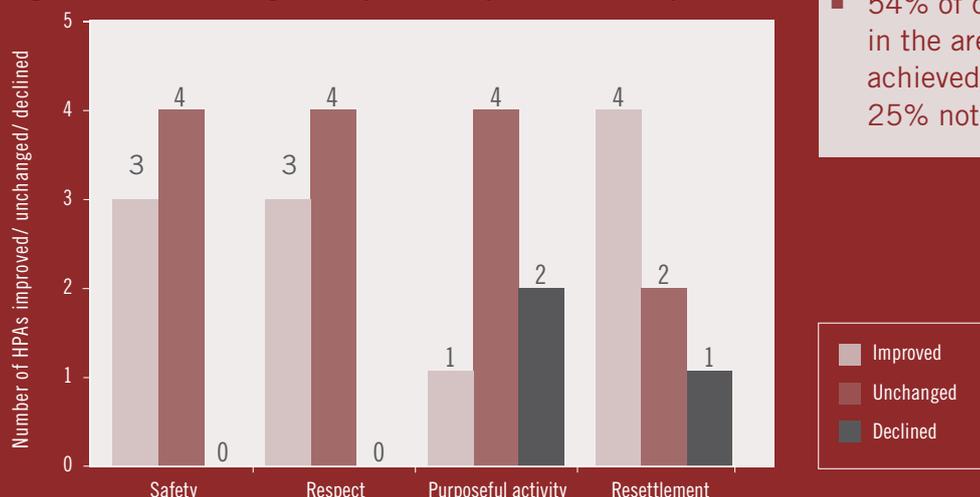
Figure 18: Published outcomes for all women’s prisons inspected in 2014–15



Outcomes in the women’s prisons we inspected in 2014–15 were impressive: more than half of all healthy prison areas were assessed as ‘good’, and 26 out of 28 (93%) were either good or reasonably good.

We have compared the outcomes for the prisons we reported on in 2014–15 with the outcomes we reported the last time

Figure 19: Outcome changes from previous inspection (women’s prisons – 7)



- Women’s prisons were safe, respectful and offered reasonable resettlement work, but outcomes for activity were mixed.
- Women prisoners were a very complex population, with many who were vulnerable and mentally ill; positive and safe support for their needs was not universal.
- Many women continued to be held a long way from their home, but most prisons offered good family support.
- There was little systematic identification of women who had been victimised, abused or trafficked, and variable support offered.

Outcome of previous recommendations

In the women’s prisons reported on in 2014–15:

- 52% of our previous recommendations in the area of safety had been achieved, 20% partially achieved and 27% not achieved
- 38% of our previous recommendations in the area of respect had been achieved, 20% partially achieved and 43% not achieved
- 38% of our previous recommendations in the area of activity had been achieved, 51% partially achieved and 11% not achieved
- 54% of our previous recommendations in the area of resettlement had been achieved, 21% partially achieved and 25% not achieved.

Continuing the trend from the previous year, in 2014–15 we found that women’s prisons were at least reasonably good in safety, respect and resettlement, and many were good. The picture was more mixed for purposeful activity where two prisons were not performing sufficiently well. Overall, outcomes in women’s prisons continued to improve and be consistently stronger than in male prisons.

New *Expectations* for women in prison

In June 2014, we published our first-ever specific *Expectations: Criteria for assessing the treatment of and conditions for women in prison*.⁶⁸ Our *Expectations* respond to the fact that women’s distinct needs are often ill-met in a system primarily designed for the 95% of the prison population who are men. They also incorporate the 2010 United Nations rules for the treatment of women prisoners and non-custodial measures for women offenders (the ‘Bangkok Rules’).

Since June 2014, inspections of women’s prisons have been based on new *Expectations* that address the specific needs and realities of women prisoners. It was, therefore, notable that outcomes generally remained so positive.

Strategic context

Implementation of the Women’s Custodial Estate Review of October 2013⁶⁹ continued with all women’s prisons moving to become resettlement prisons, and expansion of capacity in some. Downview was re-roled to a male prison, and the mother and baby unit at Holloway was closed. The position of the two women’s open prisons, East Sutton Park and Askham Grange, remained unclear – while there had been some progress in developing specific units outside of closed prisons (such as at Styal, reported on below), we were concerned that the current open prisons should not be closed until the new units were in place and providing an equally effective alternative.

The threat of closure is a real one, and it is not yet clear whether the proposed smaller units in closed women’s prisons will be able to replicate the full range of provision available at Askham Grange. **Askham Grange**

Benchmarking of the women’s estate had started to affect staffing levels but had not had a noticeable impact on outcomes.

We have seen a more woman-focused approach to developing services, with NOMS working with NIACE (National Institute of Adult Continuing Education) to develop a

Figure 20: Published outcomes in all women’s prisons inspected in 2014–15

	Safety	Respect	Purposeful activity	Resettlement
Askham Grange	Good	Good	Good	Good
Eastwood Park	Good	Good	Reasonably good	Reasonably good
Foston Hall	Reasonably good	Reasonably good	Not sufficiently good	Reasonably good
Low Newton	Reasonably good	Good	Good	Reasonably good
Peterborough (women)	Reasonably good	Good	Not sufficiently good	Good
Send	Good	Good	Good	Good
Styal	Good	Reasonably good	Good	Good

⁶⁸ HM Inspectorate of Prisons, 2014. *Expectations: Criteria for assessing the treatment of and conditions for women in prison*. http://www.justiceinspectorates.gov.uk/hmiprisons/wp-content/uploads/sites/4/2014/02/final-womens-expectation_web-09-14-2.pdf

⁶⁹ www.gov.uk/government/uploads/system/uploads/attachment_data/file/252851/womens-custodial-estate-review.pdf

woman-specific learning and skills curriculum that can offer the breadth and range of purposeful activity to meet the needs of women in prison. This should help to improve outcomes in developing women's confidence, esteem and employability skills.

In last year's annual report we were concerned that the 'Transforming rehabilitation' agenda would be developed mainly with men in mind and not meet the specific needs of women. It was, therefore, positive that section 10 of the Offender Rehabilitation Act 2014 required women's needs to be identified and addressed in arrangements for the supervision and rehabilitation of offenders and as a result this was factored into the tendering process.

Ministerial Advisory Board responds to HMI Prisons annual report

We continued to attend the Ministerial Advisory Board on Female Offenders as an observer. As a consequence of our 2013–14 annual report, the then Justice Minister Simon Hughes, who chaired the group, set out six key concerns from the report that required follow up from MOJ/NOMS:

- high levels of self-harm
- the care available to the most vulnerable women
- the inadequate proportion of female staff
- foreign national women and family contact
- purposeful activity
- transport of female alongside male prisoners.

Safety and vulnerability

All the women's prisons we inspected continued to hold a complex mix of women, who came into prison with more problems than men. In this year's survey, 74% of women said they had a problem on arrival at the prison (compared with 67% of men) – 77%

were currently on medication (compared with 49% of men), and 58% (compared with 35%) said they had emotional well-being or mental health issues. For over half, it was their first time in prison (53% compared with 36%). (See Appendix 6.)

Low Newton was particularly complex, being also one of only two prisons that held a small number of 'restricted status' women, equivalent to the male category A status, with more than three-quarters of the population receiving mental health treatment or therapy (see 'Prison or hospital', p.72).

The Dove Centre at Styal provided some good support for those with the most complex needs, replacing the Keller unit which we had criticised heavily at the previous inspection. At Send we commented on the therapeutic community (TC) and saw our first 'psychologically informed physical environment' (PIPE) operating in a women's prison (see also 'Psychologically informed prison services' p.63).

The TC provided women with very complex needs with a good environment in which to receive therapy and support. Together with the PIPE, it supported national work with prisoners with personality disorders. **Send**

Unit 4 at Eastwood Park provided those who were most vulnerable and often mentally ill with a safe and therapeutic environment.

Discipline staff worked collaboratively with the mental health team, safer custody and education colleagues to meet the women's needs. Six women were in the unit during our visit and the majority had acute mental health needs and behavioural issues. We observed positive relationships between the staff and women; staff cared for the women with patience and respect. Women we spoke to said they felt safe in the unit and that staff listened to and supported them. **Eastwood Park**

However, this positive picture was not universal. At Foston Hall, we criticised the D wing annex as unsuitable to hold very vulnerable women, who often ended up in the adjacent segregation unit, and we flagged the need for a specialist unit to manage this population. At Peterborough, we criticised the absence of a specialist unit for women with very complex needs and challenging behaviour, who again tended to end up in segregation.

In most prisons, self-harm had reduced overall but still remained high, with a significant amount often related to a small number of women. The rate of self-inflicted deaths in women's prisons was lower than in the male estate, in part reflecting the excellent work done to keep all women safe and generally strong relationships between staff and prisoners. However, there were some tragic exceptions.

The vulnerability of this population mix was sharply and sadly brought home a month before the inspection with the self-inflicted death of a mentally ill woman who had been remanded in custody on a minor charge and died in segregation. [Peterborough](#)

We continued to criticise the practice of escorting women prisoners in the same vehicles as men, and often unnecessarily long waits in court cells and late arrivals at prisons. Unlike men's prisons, those holding women did not have reception cut-off times, so escort vans dropped male prisoners off first and the women last. Nevertheless, early days work at all the inspected prisons was positive and set the tone for subsequent work to keep prisoners safe.

The prisons' ability to meet the needs of young adults was mixed. At Eastwood Park, young women were more likely to be involved in assaults and self-harm and less likely to make progress in education. At Peterborough, a lack of age-appropriate activities meant that some complained they were bored – although it was positive that some were released on temporary licence to work in the community – and at Styal, one-to-one mentoring support from the charity Spurgeons prepared some for release.

Although levels of violence remained low, most prisons retained a segregation unit, often a poor facility, but some operated without one.

Commendably there was no segregation unit and the few women who occasionally required separation were supervised successfully on the wings. [Send](#)

In our survey, considerably higher proportions of women than men said they had a problem with drugs (41% against 28%) or alcohol (30% against 19%) on arrival into prison, but mandatory drug testing and reports from staff and prisoners indicated that drug misuse was less common in women's prisons, with misuse of medication the main issue. We did not find the same level of problems with new psychoactive substances in women's prisons as in men's prisons.

Good outcomes on respect

Very good relationships between staff and prisoners underpinned our judgements of at least reasonably good outcomes on respect, with five of the seven rated as good. In our survey, women were more positive than men about feeling respected by most staff, having a member of staff they could turn to with a problem, being regularly checked on and the helpfulness of personal officers.

Staff had high expectations of women in their care, knew many of them well, and were not afraid to challenge poor behaviour. Women were encouraged to take responsibility for day-to-day decisions. [Styal](#)

Living conditions were very mixed, ranging from large institutional and traditional wings to small units. Women were positive about most aspects of daily living, but we did criticise some units, such as D wing at Foston Hall, where cramped rooms had poorly screened toilets, not enough furniture and offensive graffiti.



While all women prisoners retained the right to wear their own clothes, in practice there were restrictions on what could be sent in by friends and family, and the need to buy items through catalogues (brought in with changes to the incentives and earned privileges (IEP) scheme) was prohibitive for many. Send had new IEP requirements to remove some dark clothing and any hoods, and we were concerned to see women outside during poor weather without coats.

In our survey, 14% of respondents described themselves as black or minority ethnic, 32% said they had a disability and 8% said they were foreign nationals.⁷⁰ Equality and diversity work was generally satisfactory, although black and minority ethnic and disabled prisoners were often more negative about indicators of respect and victimisation. Monitoring of outcomes for the protected groups was limited, and prisons could often neither refute nor address perceived differences in outcomes.

Support for foreign nationals was generally good. Peterborough was moving towards being a fully operational immigration enforcement hub for foreign national women, but some women were upset at being moved there as it meant they were further from their family and friends.

In our survey, 26% said they were gay or bisexual; these prisoners were less positive about aspects of safety and victimisation, sometimes related to their sexual orientation. Nevertheless, the prisons we visited had struck a sensible balance in handling the complexities of managing women who were in relationships.

Although mother and baby units were underused, we found good facilities at Askham Grange, Peterborough, Eastwood Park and Styal. Antenatal care was good across all the prisons and pregnant women were usually well supported, although at Foston Hall, not all of their day-to-day needs were met.

Health care

The health care of female prisoners was generally very good, and most women could see a doctor or nurse quickly. Some aspects of medicines management were problematic: at Foston Hall some women missed medication doses because administration sessions clashed with work and education, while at Styal too many queued outside for medication and too few had medication in possession. Dental services were generally good, but there were long waiting times for the dentist and optician at Low Newton, and for the optician at Peterborough.

There were problems in providing comprehensive mental health care, with poor access to primary mental health services at Askham Grange and lack of counselling services at Eastwood Park. Low Newton was treating some very troubled women (see box below).

Prison or hospital?

More than three-quarters of the population [were] receiving treatment or therapy for their mental health... Some of the mental health treatment required was very complex and some prison officers were beginning to discuss informally whether it was appropriate for them to wear uniform given the predominantly caring role they performed. It was not an unreasonable view as in many ways the services provided were more appropriate to a hospital than a prison. But a prison can never be a hospital and we had particular concerns about a small number of women who had been remanded at the prison 'for their own protection'. These women had significant mental health problems and prison was not an appropriate 'place of safety' for them.

... however good the level of care offered, the question remains about why some of these obviously very ill and troubled women are in prison at all, rather than in a health setting which would be much more appropriate for their needs. **Low Newton**

⁷⁰ Data from the Ministry of Justice Offender Management Statistics indicate that around 13% of women prisoners are foreign nationals.

Activity and resettlement

Figure 21: Published Ofsted assessments in women's prisons inspected 2014–15

	Achievements of prisoners in learning and skills and work	Quality of learning for prisoners in learning and skills and work provision	Leadership and management of learning and skills and work
Outstanding	2	1	1
Good	3	4	4
Requires improvement	2	2	2
Inadequate	0	0	0
Total	7	7	7

Outcomes in purposeful activity were less consistent than our other healthy prison tests, with two prisons, Foston Hall and Peterborough, rated as not sufficiently good. Time out of cell was generally very good and at Styal virtually everyone was unlocked during the core day. However, at Foston Hall we found too many women locked up and regular curtailments of the regime.

At Peterborough, there was too much mundane and meaningless work, achievements were not good enough and there was a lack of variety and stimulation during sessions.

In some lessons learners were bored and inattentive. Women complained about sessions being too long. Typically, activities during sessions were not varied enough and did not use resources to sustain interest. **Peterborough**

There were sufficient activity places at Styal and Send to occupy all women throughout the day. At Askham Grange, which received outstanding assessments from Ofsted across all its learning and skills provision, all women were required to work and the range and variety of jobs were excellent, including some outside the prison. However, Foston Hall did not have enough activity places for the population, with 14% unemployed, and at Eastwood Park, only about a third in our survey said it was easy to get a job or vocational training and only half said they could get an education place.

At Eastwood Park, most women who started a course completed it and achieved a qualification; their confidence and self-esteem grew, their employability improved, and they were supported by peer mentors.

Most PE provision was satisfactory and appropriate for the needs of the women held, but severe staff shortages meant many sessions were cancelled at Foston Hall and women at Low Newton had limited access to recreational PE. At Send, healthy living, diet and the principles of fitness were included in the gym induction and reinforced through the PE provision, which was good practice.

As all women's prisons are now deemed resettlement prisons, it was reassuring to find good or reasonably good resettlement outcomes in all we inspected. Such outcomes were very good at Askham Grange, with resettlement at the heart of everything at this open resettlement prison. Eastwood Park faced the challenges of having to provide resettlement support and help prisoners to maintain family ties across a large stretch of the country.

The catchment area was huge; taking women from Cornwall in the South West to Wolverhampton in the West Midlands, across Wales and along the south coast. The prison's accommodation services, for instance, had to work with between 70 to 80 different local authorities. **Eastwood Park**

Peterborough offered good services that helped prepare women for release and supported them through the gate, and we saw excellent and effective resettlement work at Styal.

Use of release on temporary licence (ROTL) was mixed, and had reduced overall. Eastwood Park made good use of ROTL, particularly for resettlement and family reasons, but it was less well used to support resettlement at Foston Hall and Peterborough. At Askham Grange, the requirement for women to spend three months in open conditions before ROTL

could be considered had a negative impact, and was an unnecessary blanket restriction.

Offender management arrangements were reasonable overall. The quality of offender management casework was mixed, as was the completion and updating of OASys (offender assessment system) assessments. Some offender management teams were newly established, and regular cross-deployment to other activities affected their ability to keep up with the work. In contrast, public protection work was generally well managed.

Many women continued to be held in prisons a considerable distance from their homes. At Low Newton a third of the women were over 100 miles from their homes, which undermined resettlement and increased feelings of vulnerability. Some women allocated to open conditions chose to stay in a closed prison because it was closer to their home, but some were forced to move to make space for others.

Styal was developing an open unit outside the prison gate to provide open conditions for women coming towards the end of their sentence and who would benefit from less restricted conditions focusing on resettlement activities. The unit, which opened in early 2015, was one of a number planned as longer-term replacements for the current open women's prisons.

Children and families

Over half the women who responded to our survey had children under 18. All the women's prisons had been allocated funding to recruit at least one family support worker, who provided excellent broad-based and individual support. We reported very positively about most aspects of this provision, with the exception of Foston Hall.

There had only been one lifer family day and three family days for other women in the year to date. Take-up was low and women suggested that eligibility requirements were too strict... Women on the basic level of the incentives and earned privileges (IEP) scheme were excluded from family days, which was not in the best interests of their children. **Foston Hall**

In our survey at Askham Grange, 90% of women said that staff had supported them in maintaining contact with their families. Acorn House, on the edge of the prison grounds, gave women the exceptional opportunity to spend the night with their children in a comfortable and positive setting. At Eastwood Park and Styal, visiting orders were not required for children visiting, and Peterborough provided additional children's visits.



Victimisation, abuse and trafficking

We found little systematic identification of women in prison who had been victimised, abused or trafficked, and too much variability in the support offered.

Women arriving at Askham Grange were asked about these issues and support was available, but they were not asked about prostitution and staff lacked knowledge of trafficking. Eastwood Park only provided such support on request, but Peterborough identified the needs of new arrivals effectively and provided some excellent support.

The prison had good links with an excellent range of statutory and voluntary sector services, from across the country... These included a large number of organisations providing sex workers with support, specialising in support for victims of domestic abuse and forced marriages and offering counselling services for women who had experienced rape. **Peterborough**

Awareness of issues related to trafficking was generally low, although starting to develop; Peterborough again stood out in its awareness of these issues and the support offered.

Voluntary organisation Hibiscus [a charity working with foreign national prisoners as part of the Female Prisoners Welfare Project]... provided a variety of support services, and was helping the prison to develop a strategy to identify and support trafficking victims. A new strategic meeting had been developed for this purpose... Attended by a good range of staff from within the prison, it looked at issues, such as staff training in trafficking indicators and appropriate partner agencies ... Two women had been bailed from the prison back into the community after they were identified as trafficking victims. **Peterborough**

5

Children in custody



This section draws on five full inspections of young offender institutions (YOIs) holding boys aged 15 to 18 and, jointly with Ofsted (Estyn in Wales) and the Care Quality Commission, four inspections of three secure training centres (STCs) holding children (boys and girls) aged 12 to 18. All the findings from inspections in this section are based on *Expectations for children and young people*, published in June 2012, and the framework for inspecting STCs, published in October 2012 and updated in February 2014.

Young offender institutions

- The number of young people held in custody continued to decline and, while outcomes were still reasonably good, safety was not good enough in two of the five inspections.
- Fights and assaults, including assaults on staff, were frequent.
- Living conditions had generally improved.
- Time out of cell was poor.
- The reduction in establishments meant that more young people were held far from their home, with effects on their family contact and prospects for resettlement.
- Boys were regularly uncertain about where they would be living on their release.

Outcome of previous recommendations

In the YOIs reported on in 2014–15:

- 26 of our previous recommendations in the area of safety had been achieved, 30 partially achieved and 25 not achieved
- 22 of our previous recommendations in the area of respect had been achieved, 23 partially achieved and 36 not achieved
- 20 of our previous recommendations in the area of activity had been achieved, 11 partially achieved and 11 not achieved
- 10 of our previous recommendations in the area of resettlement had been achieved, 13 partially achieved and 13 not achieved.

Strategic context

This year saw a further reduction in the size of the juvenile estate, with the number of boys held in YOIs in England and Wales down from 858 at 31 March 2014 to 792 at 31 March 2015⁷¹.

With the reduction in population, the Youth Justice Board (YJB) has been able to reduce the number of establishments where it commissions beds, and Hindley will no longer hold children. There are now just five YOIs still holding children, plus the specialist Keppel unit on the Wetherby site.

⁷¹ Youth Justice Board placements team.

The reduction in places to detain children, while welcome, means that many are now held further from their home, affecting the ability to maintain family contact, and creating longer journeys for court appearances. There are now also fewer options to keep apart those children who cannot be accommodated together safely.

The impact of the planned ‘secure college’ – a new 320-place unit in the East Midlands designed to hold boys and girls aged 12 to 17 and focusing on education – on the rest of the juvenile estate is unclear, but is likely to lead to a further decrease in places where children can be detained. However, the appointment of a deputy director of custody with responsibility for the NOMS juvenile estate should facilitate a more strategic response to the needs of boys held in NOMS establishments. The Criminal Justice and Courts Act 2015 establishes that HM Inspectorate of Prisons will be responsible for inspecting secure colleges.

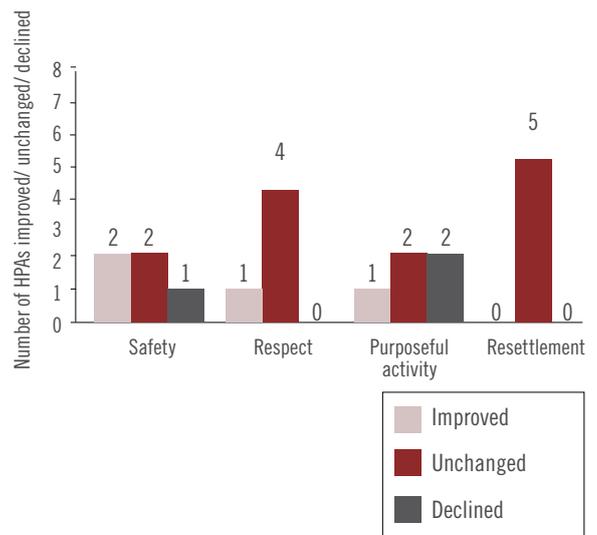
Outcomes for children in custody

In 2014–15 we made healthy prison assessments covering five establishments holding children. Overall we found a reasonably good picture for respect and resettlement and, with one exception, purposeful activity, but two establishments were not safe enough.

Figure 22: Published outcomes in YOIs inspected in 2014–15

	Safety	Respect	Purposeful activity	Resettlement
Cookham Wood	Not sufficiently good	Reasonably good	Reasonably good	Good
Feltham (CYP)	Not sufficiently good	Reasonably good	Not sufficiently good	Reasonably good
Hindley	Reasonably good	Reasonably good	Good	Good
Parc	Good	Good	Reasonably good	Reasonably good
Werrington	Reasonably good	Reasonably good	Reasonably good	Good

Figure 23: Outcome changes from previous inspection (YOIs – 5)



Who is in custody?

Demographic findings from our surveys of children in YOIs show that:

- 45% were from a black or minority ethnic group
- 5% were foreign nationals
- 23% were Muslim
- 7% considered themselves to be Gypsy/Romany/Traveller
- 15% considered themselves to have a disability
- 38% said they had been in local authority care
- 56% said it was their first time in custody in a YOI, STC or secure children’s home
- 10% had children of their own
- 12% were 18 years old.

Early days in custody

As we reported last year, too many children continued to arrive at YOIs late in the evening having been kept at court and then travelling in a van with adults. Catchment areas have expanded following the reduction in establishments holding children, with longer travel times to court for many.

We saw one boy leave before 8.30am and return after 5pm. He said he had been in court for less than five minutes and spent the rest of the time with nothing to occupy him in a court cell. **Werrington**

Children under escort

Our thematic review of transfers and escorts, published in December 2014⁷², found that some escort vans carrying children to YOIs were dirty, and that the lack of seat belts commonly made children fear for their safety. By contrast, children in STCs had usually travelled in taxis and most reported a positive experience.

We recommended to the Youth Justice Board that:

- all children should be transported in separate vehicles to adults
- children should not be 'parked' in police custody if there are no escorts to take them from court to an STC before the court closes
- all children should be routinely asked about their escort experience on arrival at YOIs and STCs.

Boys expressed mixed views about their first few days in custody – 81% said they felt safe on their first night but only 63% who attended induction said it told them what they needed to know⁷³. The induction programme was often disjointed or left boys locked in their cells for long periods, but at Parc it ended with an exit board where the multidisciplinary team checked that the boy understood the essential information about life on the unit and was coping sufficiently.

Violence and antisocial behaviour

Fights and assaults, including assaults on staff, were frequent. Nearly a third of boys had felt unsafe in their establishment, and 10% said they felt unsafe at the time of the survey.

At Feltham, there had been 262 fights and assaults in the six months before the inspection, including 79 assaults on staff, a much higher level than we usually see. Cookham Wood had recorded 169 acts of violence during the six months before the inspection, including 66 fights between boys – there were about 15 assaults a month between children compared with nine at the previous inspection. At both establishments, there were group assaults on individual boys, with often reckless and unpredictable violence.

Some of these incidents were very serious and involved gangs of boys attacking a single boy or member of staff in a very determined way. **Feltham**

Current efforts to tackle violence included physically separating boys from one another, with the consequence that too many boys spent too long locked alone in their cells. At Cookham Wood, 28% of the mainstream population were on some form of regime restriction. Last year we reported on boys at Feltham who were confined to their cells for up to 22 hours a day; this year, 26% of the population were being managed on units under a restricted regime that excluded them from activities and meant that they were unlocked for less than an hour a day – in effect, solitary confinement on their residential units.

Over a third of boys reported that shouting out of windows was a problem, and what we heard at Hindley would have felt aggressive and intimidating to a newcomer. Werrington had

⁷² HM Inspectorate of Prisons, 2014. *Transfers and escorts within the criminal justice system: A thematic review by HM Inspectorate of Prisons*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/transfers-and-escorts-within-the-criminal-justice-system/>

⁷³ Full survey results for children and young people's establishments (using surveys completed in 2014–15) will be published jointly with the YJB in the forthcoming *Children in custody 2014–15. An analysis of 12–18-year-olds' perceptions of their experience in secure training centres and young offender institutions*.

restricted boys from watching television after 10.30pm, and the shouting through windows had since increased.

At both Feltham and Hindley we recommended that the YJB instigates an independent expert review of its policies and resources to prevent bullying and support victims across all YOIs that hold children and young people.

Restraint

The use of restraint had increased at Werrington, Cookham Wood and Feltham and reduced at Parc and Hindley. We continued to find evidence of the use of ‘pain compliance’, an approved technique that we regard as unnecessary and unacceptable for this age group. At Cookham Wood and Hindley, we were concerned that some boys had been strip-searched under restraint. Oversight of the use of restraint was more robust in some establishments than others. At Cookham Wood, the relevant documentation had not been submitted for 49 incidents in the two months before our inspection, which meant that the restraint minimisation committee could not consider them.

In one incident, staff fully restrained a boy whom they knew well, who refused to give his name and prison number when he returned from court to reception. This had not been identified as inappropriate by the restraint minimisation committee. **Cookham Wood**

At the request of the Justice Select Committee, we are conducting a review of minimising and managing physical restraint (MMPR), which is replacing the use of control and restraint (C&R) across the juvenile estate. MMPR aims to minimise the use of restraint through the application of behaviour management techniques, de-escalation and communication, with physical restraint as the last option. If they use restraint, staff must be able to clearly demonstrate why this was necessary.

Hindley was the only establishment inspected this year to have introduced MMPR; it was too early to assess its impact, although staff saw it as a positive move. We will be reporting more fully on the implementation of MMPR during 2015–16.

Suicide and self-harm prevention

There were no self-inflicted deaths in the juvenile estate during this year, but YOIs were taking action as a result of previous incidents. Cookham Wood had drawn up an action plan following a death in custody in 2012, and had implemented many of the recommendations from the Prisons and Probation Ombudsman’s (PPO) report and clinical reviews. Hindley had also made progress following the PPO enquiry into a self-inflicted death in 2012, but needed sustained attention to this area. Levels of self-harm had reduced at Cookham Wood, Feltham and Werrington since their previous inspections but had increased at Hindley.

Boys identified as at risk of self-harm received generally good day-to-day care, although we also identified some poor care for the most vulnerable.

We saw boys on open ACCT [at-risk casework management] documents who had been locked in their cells for long periods with nothing to occupy their time. **Feltham**

Segregation

Over a quarter of boys reported having spent a night in a segregation unit, where conditions remained mostly poor. Some remained in segregation for far too long – 133 days in one case at Cookham Wood. Despite this, boys at Cookham Wood were complimentary about the staff who worked in the unit, and many could access a full timetable of off-unit activities. Relationships between staff and boys in the segregation unit at Hindley were also very good, but the regime was poor and boys had limited educational input. At Feltham special accommodation (in essence an empty cell) had been used several times with no clear or justifiable reasons for its use recorded.

Segregation was not, in our view, a suitable response to the complex needs of many of the boys held. The Willow unit at Hindley – ‘an essential, effective psychologically-informed resource for boys with the most complex problems’ – offered an alternative model for responding to and addressing the needs of boys who were both challenging and vulnerable.

Living conditions and relationships

The previously poor living conditions had been improved at Feltham and Werrington, and newly opened accommodation at Cookham Wood was excellent. Cells at Hindley were cramped, and many boys there said they were initially placed into dirty cells. Double cells at Parc were also cramped. Across the establishments, we found less graffiti than previously.

Relationships between boys and staff were reasonably good, but in our surveys black and minority ethnic and Muslim boys were more negative and were less likely to say staff treated them with respect compared with white and non-Muslim boys. We continued to find examples of staff failing to challenge poor behaviour and acting as poor role models. Personal officer schemes did not always work, and at Feltham, 25% of boys said they had no one to turn to if they had a problem.

Equality and diversity

At Werrington, Hindley and Cookham Wood work to address diversity and equality was not good enough. Across all the inspected establishments, black and minority ethnic boys were far more negative than white boys about relationships with staff, and more said they had been victimised by staff or restrained. Boys with disabilities were more negative than those without about being placed on adjudication, victimisation by other boys and having felt unsafe at some time, including on their first night. Only 29% of boys overall thought staff would take a complaint of victimisation seriously, and less than a quarter said they would tell staff. Forums for boys from minority groups to raise their concerns were

rare. Monitoring data were not used at any of the establishments to identify differences in outcomes for different groups, and any identified differentials were not investigated promptly or thoroughly enough.

Identification of and support for boys with learning or communication difficulties was inconsistent. Feltham had good identification and care for boys with attention deficit hyperactivity disorder and on the autistic spectrum, and at Werrington, the special educational needs coordinator supported boys’ learning very effectively, with a wide range of strategies to overcome complex barriers to learning. At Hindley, while there was good care from mental health care professionals, wing staff were ill-equipped to support boys with behavioural difficulties.

Health

Boys had reasonable, and in some places good, access to health services. At Feltham and Cookham Wood, arrangements to escort boys to appointments led to some long waits. Boys had good access to mental health services, but Parc and Werrington did not offer any speech and language therapy. At Hindley, a new service identified young people with brain injuries and provided care and advice to young people and staff. Some health service personnel told us of a growing inability to engage local child and adolescent mental health services.

Time out of cell

Only Parc achieved our expectation that children should be unlocked and out of their cell for 10 hours a day, and even there this was only achieved on weekdays. Elsewhere, we noted big variations in the time boys had unlocked, dependent on their behaviour and rewards level. At Cookham Wood, fully occupied boys could have nine hours out of cell on a weekday, even though a shortfall of 25% in officer posts had affected the regime. Staff shortages had led to cancellations of association at Werrington. In all establishments, we found too many boys with insufficient time out of cell each day.

Boys also still had little time in the fresh air each day, and rarely as much as our expectation of at least one hour a day – some had as little as 15 minutes.

Taking part in activities

Education and training were good in most establishments, although we had some concerns. At Feltham, the strategic planning and coordination of attendance at education was not given enough priority and attendance was too low, having fluctuated between 70% and 88%. Achievements in functional mathematics at Feltham were too low, and at Parc provision for the core skills of literacy, numeracy and information and communications technology (ICT) did not have a strong enough focus across the curriculum. However, at Werrington effective joint work by the provider and establishment had led to a clear strategic direction and high standard service, and Cookham Wood had addressed the poor behaviour and unfilled places we highlighted previously.

Eighty-five per cent of boys reported they had been excluded from school before they came into detention, 73% said they had truanted from school at some time, and 41% were 14 or younger when they last attended school. Against this background, Ofsted and Estyn consistently reported on boys making progress. At Hindley, teachers had high aspirations for young people and challenged them to progress, and vocational training placed strong emphasis on improving their employability. At Werrington, success rates on almost all courses had improved and were now very high.

Figure 24: Published Ofsted and Estyn assessments in YOIs holding children*

	Outcomes for children and young people engaged in learning and skills and work	Quality of learning and work skills and activities	Effectiveness of leadership and management of learning and skills and work
Outstanding	0	0	0
Good	2 (3)	2 (3)	1 (2)
Requires improvement	1	1	2
Inadequate	1	1	1
Total	4 (5)	4 (5)	4 (5)

*Figures in brackets include the Estyn assessments for Parc.

Accommodation on release

All the establishments had a problem with securing suitable accommodation for some boys on their release. Werrington had identified that one-fifth of children were released to non-sustainable accommodation, and was starting work to determine the link between this and reoffending. Generally, there was no post-release follow up of boys.

We met one boy at Cookham Wood who had to wait until 5.15pm on the day before his release to secure a suitable foster placement – facilitated after his solicitor had obtained a court order. Although an extreme example, we regularly found boys concerned that they would have nowhere to go to and would not be released, or would be released to unsuitable accommodation and recalled if they left it. In a few cases, boys were placed into hostel or bed and breakfast accommodation, which we have previously described as ‘to give them a pretty certain return ticket’ (Parc, 2012). Finding accommodation was often a particular problem for boys previously in looked-after care.

Distance from home

With the reduction in YOIs holding children, only 35% of boys said it was easy for their family or friends to visit them. Where families were involved, there were some good initiatives to build on their relationships.

A range of family initiatives included bimonthly family days, parent craft courses and 'young dads' courses, including a Traveller new parent course. These initiatives were appreciated by children and their families. Family days were open to all children. **Cookham Wood**

With children now held an even greater distance from their homes, establishments will need to look at alternative ways of enabling families to maintain regular contact.

Consultation on secure college rules

In October 2014, the Ministry of Justice published a consultation document on proposed rules for the new purpose-built 'secure college' in the East Midlands. In our response, we set out four main concerns:

- the 'prison ethos' of the proposals for the secure college, which is inappropriate and unlikely to be effective in supporting the rehabilitation of children
- the ability of such a large institution to address the specific needs of individual children, many of whom have very challenging behaviour and vulnerabilities
- the inevitability that many children held in fewer, larger institutions will be further from home, making family contact and resettlement harder
- the difficulties of establishing any new detention establishment, with potentially serious consequence for a vulnerable group of detainees, such as children.

Secure training centres

- STCs continued to provide generally good outcomes for the children in their care.
- The environment and facilities were good.
- The number of violent incidents had risen at some establishments.
- The experiences of the small number of girls held were mixed.
- Children made good progress in education and resettlement work was good

STCs provide secure provision for children aged 12–18; all, except Oakhill, hold both boys and girls. They are smaller than juvenile YOIs and children are held in modern units with higher staffing levels. The numbers held in STCs had fallen from 277 (including 39 girls) at 31 March 2014 to 188 (including 25 girls) at 31 March 2015⁷⁴.

STCs continue to be assessed against five criteria set by Ofsted, the lead inspectors of STCs: safety, behaviour, well-being, achievement and resettlement. They are also given an overall assessment. The overall effectiveness of each STC remained good (below the top grade of outstanding), with outstanding features identified at Hassockfield and Medway.

Since our inspection of Hassockfield, the YJB announced its closure in October 2014. While we welcome the sustained fall in the number of children in custody, none of the remaining three STCs are in the north of England, meaning that some children will be held much further away from home.

The environment and facilities in the STCs remain better than those in YOIs. Generally well-maintained units hold between five and eight children, who have more time out of their rooms and engaged in activities.

⁷⁴ Youth Justice Board placements team.

Figure 25: Published outcomes in inspections of secure training centres 2014–15

Secure training centre	Overall effectiveness	Safety	Behaviour	Well-being	Achievement	Resettlement
Oakhill (February 2014)	Good	Adequate	Good	Good	Good	Good
Hassockfield (July 2014)	Good	Good	Good	Good	Good	Outstanding
Medway (September 2014)	Good	Good	Good	Good	Good	Good
Oakhill (November 2014)	Good	Good	Good	Adequate	Good	Good

Children remained positive about their first days in an STC and we found some good practice.

... the revised admissions policy... ensures, wherever possible, the placing of new arrivals to the centre within enhanced house units. The young people are also placed at high levels of privileges in order that they are motivated to retain this status rather than lose them through poor behaviour... such practice has had a significant impact with an overall reduction of incidents for newly admitted young people and a significant reduction in the use of restraint. **Hassockfield**

Over the year, the number of violent incidents had risen at Medway and Oakhill and although it had fallen at Hassockfield, it remained high. STCs have introduced the new minimising and managing physical restraint (MMPR) model, which is meant to encourage de-escalation and therefore reduce the need to use force, but we found a concerning increase in use of force, although Medway used force less frequently than other centres.

At the last inspection there was an average of 20 incidents involving the use of force and restraint each month. The average is now around 35 a month. **Oakhill**

Monitoring of the use of 'separation' (the time children spend isolated from other children) had improved in response to our previous recommendations.

Self-harm and suicide prevention measures were generally good and the most vulnerable

children were subject to individual multi-agency plans. There had been progress in child protection work in response to our recommendations, but further work was required at Medway. At Oakhill we were also concerned about the absence of external scrutiny of child protection procedures, specifically the lack of enquiry or interviews by local authority social workers.

Relationships between the staff and children continued to be strong across the centres and 93% of children said staff treated them with respect. These relationships underpinned behaviour management and children were generally praised for good behaviour, encouraged and expected to take responsibility for their actions and to make reparation for poor behaviour. However, over one in eight children said they had no one to turn to if they had a problem.

Work on equality and diversity had developed well, with improvements in the monitoring of outcomes and support for all the protected characteristics. However, in our survey Muslim children were less likely to report that staff treated them with respect, and there were negative perceptions about safety among disabled young people and those from Romany, Gypsy or Traveller communities. There were still deficiencies in the identification of children from some groups.

Children's physical and mental health needs were well met at Hassockfield, but there were shortcomings at Medway and at Oakhill, where assessments were not properly completed or timely, treatment areas outside the health care suite were not clean enough and there were shortfalls in specialist psychological assessment.

The positive focus on education continued with most children – including those previously out of education for some time – making significant progress in all the centres. Teaching, attendance and behaviour management in education were generally good (with outstanding features identified in achievement at Medway), with a high level of respect between teachers and children.

Resettlement work remained at least good and was judged to be outstanding at Hassockfield. Comprehensive assessments focused on the holistic needs of each young person and resulted in excellent programmes of intervention, support and guidance before release or transfer. Children, parents/carers and external professionals commented very positively on the support, guidance and expertise of the resettlement team and the significant impact of the provision on outcomes for children.

Girls in custody

In December 2014, HM Inspectorate of Probation published the report of a joint thematic inspection, in which we took part, which looked at the treatment of girls in the criminal justice system⁷⁵.

There is a very small number of girls in custody who are all held in STCs and their experiences were mixed, but access to education and training had improved for many. Girls in custody spoke positively about staff, who helped them to develop good insight into what they needed to do to resettle successfully on release. However, girls often did not recognise work to address offending behaviour in custody as such, and youth offending team (YOT) workers did not always maintain relationships with girls during custody, which was a significant gap.

The report found that child sexual exploitation posed a significant risk in many of the cases looked at, and responses to this issue by YOTs were variable.

⁷⁵ HM Inspectorate of Probation, Care and Social Services Inspectorate Wales, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons and Ofsted, 2014. *Girls in the Criminal Justice System*. <http://www.justiceinspectorates.gov.uk/hmiprison/inspections/girls-in-the-criminal-justice-system/>

6

Immigration detention



All the findings from inspections in this section are based on the third edition of our *Expectations: Criteria for assessing the conditions for and treatment of immigration detainees*, published in September 2012. This section draws on the inspection of three immigration removal centres (IRCs), one pre-departure accommodation centre, 10 short-term holding facilities (STHFs), including one facility in France, and five overseas escorts.

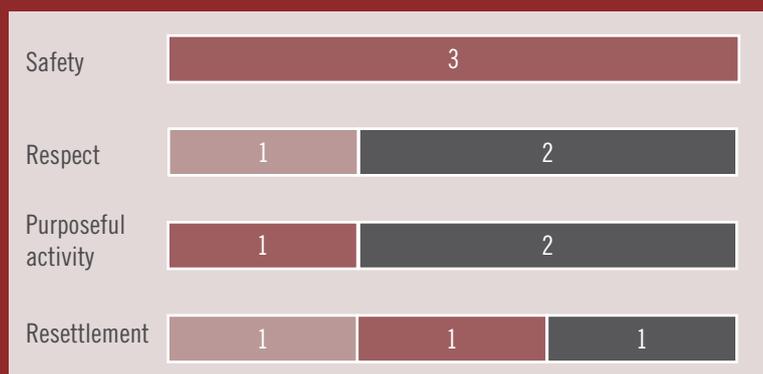
- IRCs were safe with few fights and assaults, and use of force was low, but some security procedures were disproportionate.
- Some welfare services required development, not all detainees were adequately prepared for removal or release, and detainees were still not permitted access to Skype or social networks to maintain contact with family and friends.
- Inadequate casework meant that some detainees who may have been tortured or who were accepted as children were detained contrary to policy. Some detainees were held for very long periods despite no realistic prospect of their removal.
- The good care for many detainees did not offset their insecurities while in immigration detention.
- Cedars was a good facility for families facing removal, and our previous recommendations regarding the most vulnerable detainees had been implemented.
- The quality of STHFs varied, and some people were detained there too long, but detainees generally felt safe.
- Overseas escorts were generally efficient, but we had concerns about some staff conduct and disproportionate security measures.

During 2014–15 we published inspection reports on three immigration removal centres: Campsfield House, Haslar and Dover. All three were generally safe places. Detainees were well cared for in a respectful manner at Campsfield House and Haslar, although less so at Dover, and this was reflected in the healthy establishment assessments for each centre. However, the good care that many received did not offset the insecurities they experienced while in immigration detention.

Figure 26: Published outcomes in inspections of IRCs 2014–15

	Safety	Respect	Purposeful activity	Preparation for release
Campsfield House	Reasonably good	Good	Good	Good
Dover	Reasonably good	Not sufficiently good	Reasonably good	Not sufficiently good
Haslar	Reasonably good	Good	Good	Reasonably good

Figure 27: Published outcomes for IRCs (5)



Strategic context

On 31 December 2014, 3,462 detainees were held in the immigration detention estate.⁷⁶ Around 53% of those leaving detention in 2014 were removed from the UK. In July 2014, the High Court found that ‘shortcomings at various stages’ of the detainee fast-track process meant there was, ‘too high a risk of unfair determinations for those who may be vulnerable applicants’. In October 2014, the number of beds reserved in prisons for immigration detainees was reduced from 600 to 400. In March 2015, the Home Office announced that Haslar IRC had stopped accepting new detainees and the establishment would revert back to a prison.

Overnight transfers and excessive moves

At Dover, the number of overnight transfers had reduced but, as at Haslar and Campsfield House, too many detainees still arrived from other locations late at night. Some had experienced excessive moves around the estate.

One [detainee] had been in four different IRCs in a two-week period. His journey commenced at Dungavel at 12.30am, when he was transferred to Pennine House where he arrived at 4.50am. Five hours later he was transferred to Harmondsworth, arriving at 3.55pm. **Haslar**

Safety and security

Each of the IRCs was safe with few fights and assaults. The incidence of bullying, self-harm and the use of force were all low.

Force was used rarely but we identified a small number of cases where the use of force had been disproportionate. Some security practices were too restrictive and not based on a reasonable assessment of risk.

Detainees were handcuffed routinely on escorts to external appointments regardless of the risk they presented, and some had been accompanied into consultation rooms during external appointments for dental treatment and optician appointments. **Haslar**

At Haslar and Campsfield House, there were routine searches of detainees’ rooms, but they were not based on security information or intelligence and unauthorised articles were seldom found. At Dover, detainees were required to be locked on to their landing during roll checks, and some in their cells.

Welfare and preparation for removal or release

Welfare services were available at each IRC but required development. At Haslar welfare provision had changed considerably since the last inspection from one dedicated officer to personal officers who were expected to provide a wide range of assistance, although they had received no specific training for the role. At Dover there was no welfare provision in the evenings or weekends.

Staff drew up welfare plans and logs were opened to track actions taken, which often included efforts to retrieve property from prisons. Some plans we checked had information missing and it was not always clear whether issues had been followed up. **Campsfield House**

Not all detainees received sufficient notice of their transfer or release, and others had no systematic assessment of need before removal or release.

Prison-like environment

Dover looked and felt like a prison – there was unnecessary razor wire on top of all security fencing and the roof of most buildings, and the sports pitch in the centre compound was enclosed by a locked security fence. The punitive rewards scheme was inappropriate for an IRC.

⁷⁶ Figure includes those held in IRCs and residential STHFs and excludes those held under immigration powers in police stations, non-residential STHFs and prisons.

There was an over-reliance on prison-like physical security features, such as fences and razor wire, and less emphasis on managing appropriate risk through relationships. **Dover**

At all three IRCs detainees were still not permitted to access to Skype or social networks. This was a disproportionate restriction for a detainee population, and hindered their ability to maintain contact with family and friends.

Access to legal advice

Increasing numbers of detainees did not have a lawyer to assist them with their immigration cases or to apply for bail. In some cases this was because legal aid was no longer available. In others, entitlements to legal aid were not well understood by staff and arrangements to ensure detainees had access to representation were not working effectively.

In our survey, 10% of detainees said they did not require an immigration lawyer; of those who did, 28% said they did not have one.

At each IRC we inspected, the Legal Aid Agency had contracted lawyers to provide legal advice surgeries to detainees, but waiting times could be up to two weeks, which was too long given the rapid turnaround of some decisions. Some staff were confused about who could access the surgeries and incorrectly advised detainees who had a lawyer that they could not attend.

Rule 35

Rule 35 of the detention centre rules states that health care staff should make a report to the Home Office where they consider that a detainee's health is likely to be affected by detention, or if they might have suicidal intentions or have been a victim of torture.

There had been some improvement in the rule 35 safeguard, but in many cases it was still largely ineffective. Many of the health care professionals in IRCs were not sufficiently trained in recognising the signs of trauma and

torture and treating detainees. The quality of rule 35 reports varied significantly; most contained body maps although some did not state, for example, whether scarring was consistent with the alleged mistreatment claimed. Others merely repeated the detainee's account and failed to provide a medical opinion. However, some reports included the practitioner's impressions, stating the degree to which scarring was consistent with the alleged torture, remarking on the demeanour of the detainee, and noting relevant interventions, such as the referral of the detainee for counselling.

The Rule 35 report recorded that the detainee had been blindfolded, beaten, kicked and burnt with a hot metal rod. It documented extensive burn marks and other injuries 'entirely consistent' with his account of torture. **Dover**

Some caseworker responses to reports were cynical and dismissive, while others did not comply with Home Office policy. In two separate cases where a doctor had stated that a detainee might have been the victim of torture, the caseworkers maintained they should remain in detention as this would not affect their health; this was irrelevant and contradicted Home Office policy.

The extent to which detainees were released as a result of rule 35 reports varied; in some centres this was rare, but in others several reports had led to release, including five of the last 16 we saw at Dover.

Age-dispute cases

In the three IRCs we inspected, 15 detainees had claimed to be minors in the previous year. Home Office policy did not require all such detainees to undergo a social services age assessment and instead allowed a chief immigration officer to assess them as being significantly over the age of 18. This policy was inappropriate, as these staff did not have the specific training to make such an assessment, which was largely based on appearance only.

We were concerned to find that one 16-year-old had been held in error for 62 days at Campsfield House. In another case at Dover, a young detainee had submitted a copy of his birth certificate to the Home Office but had been incorrectly told that a copy was 'not sufficient'.

Detainees awaiting age assessment were generally well cared for. Their location and access to the regime were based appropriately on individual risk assessment, and a care plan drawn up.

Prolonged detention

We found some cases of prolonged detention where it was not possible to see exceptional and clearly evidenced reasons for this. We had previously raised this and similar concerns in our 2012 joint thematic on the effectiveness and impact of immigration casework.⁷⁷

In one example at Campsfield House, a man who had arrived at Gatwick Airport in September 2013 on a false passport in breach of a deportation order and then claimed asylum was not interviewed by the Home Office about his asylum claim until May 2014. By the time of our inspection in August 2014, a decision on his asylum claim had not been made and he had spent almost 11 months in detention. At Dover, four detainees had been held for over two years.

Some decisions to maintain detention were not in accordance with the law.⁷⁸ For example, in a case seen at Haslar, an Iranian had been detained in July 2010 and since October 2010 the prospects of removing him had become increasingly remote. In October 2011, government lawyers advised the Home Office of a possible action for unlawful detention by the detainee, but he continued to be detained. The detainee was only released in February 2014 to bail accommodation provided by the Home Office.

Families in detention⁷⁹

Cedars pre-departure accommodation centre held families subject to immigration control who were being removed from the UK. Families could be detained in the centre for up to 72 hours, which might be extended with Ministerial authority to one week.

Families were arrested by dedicated Home Office arrest teams, usually at their home, and transported to Cedars by Tascor escort staff. During the previous year, 42 families had been held at the centre for an average of just over three days, and it remained a high quality, well-managed institution. However, the wearing of body armour and method of entry to family homes deployed by some arrest teams were not proportionate to identified risks, and the distress of families passing through the centre and its potential impact on the children involved was disturbing, particularly for those who had not been prepared for return to their country of origin and were anxious about what that would mean. Some families had been detained on more than one occasion, which was particularly disruptive for children, both emotionally and practically.

The important role that Barnardo's staff played in co-managing the centre had been maintained, and the environment was decent and respectful. Despite an extremely stressful experience, the families detained at Cedars spoke highly of the care by all staff.

Families were held at the centre safely. It was positive that the centre had implemented our previous recommendation that force should not be used against pregnant women and children unless it was to prevent harm. Force had been used five times in 2013, was mostly low level and subject to rigorous governance. Close supervision of detainees limited the opportunities for bullying between families. Detainees at risk of suicide or self-harm continued to be well cared for, and the number of self-harm incidents was very low.

⁷⁷ HM Inspectorate of Prisons and the Independent Chief Inspector of Borders and Immigration, 2012. *The effectiveness and impact of immigration detention casework*. <http://www.justiceinspectors.gov.uk/hmiprison/wp-content/uploads/sites/4/2014/04/immigration-detention-casework-2012.pdf>

⁷⁸ Under the 'Hardial Singh principles', removal of detained people must occur within a 'reasonable period'.

⁷⁹ The report of the January 2014 Cedars inspection was published in May 2014 and refers to data from 2013.

The care of children with mental health problems at Cedars was inadequate, as was the provision of malaria prevention treatment for adults facing deportation. Although rule 35 did not apply at the centre, the centre applied the principles of the detention centre rules, and in 2013 five families were declared unfit to fly and released.

Cedars remained an example of best practice in caring for families who are to be removed. Alongside time-limited detention, it had maintained effective joint working to offset the needs of some of the most vulnerable people subject to immigration control, and remained a good facility.

Short-term holding facilities

Outcome of previous recommendations

In the STHFs reported on in 2014–15:

- 35 of our previous recommendations in the area of safety had been achieved, five partially achieved and 47 not achieved
- 13 of our previous recommendations in the area of respect had been achieved, three partially achieved and 14 not achieved
- one of our previous recommendations in the area of activity had been achieved, one partially achieved and five not achieved
- five of our previous recommendations in the area of preparation for release had been achieved, one partially achieved and six not achieved.

This year we reported on nine non-residential STHFs (which usually hold detainees for no more than 24 hours before transfer to an IRC, removal or entry into the UK) and one residential STHF at Larne House (which can hold detainees for up to five days, or seven if removal directions have been served).

The number of detainees held at each facility, and the length of time held, varied. In the three months before inspection, 154 detainees were held in Luton Airport STHF for an average of 10 hours. At Cayley House at Heathrow Airport, 2,120 detainees had been held for an average of around three hours during the same period. Several detainees had been held in STHFs for more than 24 hours, including one detained at Stansted Airport for more than 40 hours, which was too long. The holding rooms at Bristol and Cardiff airports were rarely used and detainees were instead transported to another place of detention, often a police custody suite.

The quality of STHF accommodation varied and, with the exception of Larne House, none was suitable for long or overnight stays. However, detainees were generally safe in the facilities; incidents of bullying, use of force and self-harm were low, and detention staff were usually helpful and polite.

In January 2014 we carried out our first inspection of the short-term holding facility at Dunkerque ferry port, conducted jointly with our French counterpart, Contrôleur Général des Lieux de Privation de Liberté. Border Force oversaw the facility and had ultimate responsibility for those held there but it was staffed by French nationals employed by Eamus Cork Solutions who were contracted to run the facility. We found that the conditions for detainees were poorer than in other STHFs in the UK, and that many safeguards were lacking.

The holding rooms were austere and gloomy. They lacked the necessary facilities to hold detainees with dignity. The overall detention experience was poorer than in many other facilities that we inspect. Although short periods of detention mitigated some of these negative factors, more work was needed to improve the conditions in which detainees were held. **Dunkerque**

Overseas escorts

We observed five overseas escorts, including the removal of a family with two children on a scheduled flight to Kenya. The remainder were dedicated charter flights – one flight to Nigeria and Ghana, separate flights to Pakistan and Albania, and a removal to Kosovo and Albania in a joint Anglo-French operation. We also observed the attempted removal of a family with children on a scheduled flight to Sri Lanka.

Escorts were generally professional and efficient, and the care and support shown by some staff was impressive, particularly during family removals. However, we had concerns about the unprofessional conduct of some escorts on charter removals, and some staff were so exhausted that they fell asleep next to the detainees they were allocated to care for.

On the plane, a few of the staff, not sitting with detainees but in their hearing, swore loudly during conversations or engaged in juvenile behaviour such as making loud animal noises. **Pakistan escort**

Some aspects of security were disproportionate. The inappropriate practice of holding detainees' arms regardless of individual risk continued, and in some cases where handcuffs were used they were applied for too long. Few staff had undertaken the new training for use of force in the confined space of an aircraft. Detainees were still not permitted to close the door fully when using the toilet.

An 18-year-old female detainee from Yarl's Wood was brought on to a coach of men to use the toilet, which was intimidating. The escort said that a foot block would be used to keep the door open. The detainee declined to use the toilet because of the lack of privacy and bad smell. **Albania and Kosovo escort**

On this escort, we also found inexcusable delays in communicating with centres about problems with flights, which impacted on detainees.

The practice of overbooking flights and placing some detainees on a reserve list without their knowledge remained. Having gone through the distress and anxiety of preparing to leave, detainees found at the last minute that they were never likely to have travelled. This was not just unacceptable treatment of the detainees, but risked making their calm removal in the future more difficult for the staff involved.

7

Police custody



All the findings from inspections in this section are based on the second edition of *Expectations for police custody: Criteria for assessing the treatment of and conditions for detainees in police custody*, published jointly with HM Inspectorate of Constabulary (HMIC) in 2012. This section draws on 10 inspections of police custody suites in nine counties and London boroughs, the reports for which were published in 2014–15 – Bedfordshire, Durham, Islington, Kent, Leicestershire, Newham, Northumbria, Southwark and South Yorkshire – as well as British Transport Police.

All inspections of police custody in England and Wales are conducted jointly with HMIC and are unannounced. We visit custody suites throughout a 24-hour period, including early morning visits to observe transfers to court and shift handovers, and night-time and weekend visits to observe the range of detainees held in custody.

- There was generally effective leadership of custody provision in forces, although further improvement was required.
- New professional practice guidelines had incorporated our recommendations.
- Most forces assessed risks to detainees competently but in some we were not assured that risk assessments were adequate to ensure detainees' safety.
- Most staff were courteous but we observed some disrespectful behaviour to detainees.
- There was little specific provision to support children in detention, who were often held in police stations overnight because there was no other accommodation. There had been some progress in reducing the number of people detained under section 136 of the Mental Health Act 1983 who were held in police custody.

Outcome of previous recommendations

In the police forces reported on in 2014–15:

- 22 of our previous recommendations in the area of strategy had been achieved, 10 partially achieved and eight not achieved
- 24 of our previous recommendations in the area of treatment and conditions had been achieved, 33 partially achieved and 51 not achieved
- 22 of our previous recommendations in the area of individual rights had been achieved, 12 partially achieved and 22 not achieved
- 46 of our previous recommendations in the area of healthcare had been achieved, 15 partially achieved and 10 not achieved.

Leadership

During the past year we saw elements of clear leadership, effective management and active partnership work with other agencies in all forces, but leadership in many required further improvement.

At Southwark, the requirement to sample 10% of custody records was sometimes exceeded, which was good. Quality assurance also included person escort records (PERs) and CCTV recordings. By contrast, in Northumbria, inadequate data collection impeded monitoring of key areas of performance. Not all forces learned sufficiently from adverse incidents, complaints and investigations.

Improving professional practice

In 2013, the College of Policing replaced the former National Policing Improvement Agency definitive guidance, *Safer detention and handling of persons in police custody*, with a new document, *Authorised professional practice*.⁸⁰ Based on inspection findings and evidence from practice and research, we recommended further content on the need for forces to broaden their strategic oversight of custody, improve their recording of use of force, and analyse use of force data to identify unwelcome trends. We also suggested ways for forces to achieve proportionate restraint in custody suites. All our recommendations were incorporated into the new guidance.

Risk assessment and detainee safety

Police custody staff can only manage the potential risks that some detainees pose to themselves and others by assessing risk competently, and then ensuring a consistent care plan is understood and implemented by all staff. Most forces were able to do that, but in some cases we were not assured they would ensure the safety and well-being of some detainees.

Responses to rousing checks – where staff wake intoxicated detainees at predetermined intervals to ensure they are not slipping into coma – were sometimes poorly recorded: in South Yorkshire, many handwritten custody record entries were illegible, and in Kent, it was not always evident that detainees had been roused.

We found some records of incorrect checks being undertaken... a detention log noted numerous observations that the intoxicated detainee was asleep and breathing, whereas rousing checks had been specified. When we brought this to the attention of custody staff, they appeared unconcerned. **Kent**

We sometimes saw police officers reading books or using mobile telephones while they were detailed to close proximity observations of at-risk detainees.

Standards of handovers from the outgoing custody shift to the incoming team varied between forces, and often between suites. In some, there were separate handovers for detention officers and custody sergeants on the spurious grounds that custody sergeants should focus on process whereas detention officers were responsible for detainee care – contrary to advice in *Authorised professional practice* and our recommendations that all staff should receive their handover together.

In some forces, staffing levels in custody were barely adequate to manage demand and sometimes custody staff had to rely on other police personnel to process detainees in the suite. Arresting officers placed detainees in cells without explaining the call bells (including to vulnerable detainees not previously in police custody), and some took detainees out for interview without informing custody staff.

A pre-release risk assessment (PRRA) should be conducted when a detainee is released. We found much variation in their standard. We found some excellent PRRAs in Southwark, where custody sergeants asked detainees about their continuing support needs on release, and sometimes involved health care practitioners and substance misuse workers in arranging help. However, in Northumbria, PRRAs were sometimes completed after the detainee had left the suite, and an 18-year-old woman, arrested for being heavily intoxicated while driving, was released without any attempt to encourage her to get help with her drinking problem.

Few forces had adequate arrangements to monitor use of force, and so neither we nor the force were able to assess risk to detainees or officers by analysing trends or practices of concern.

⁸⁰ College of Policing, 2013. *Authorised professional practice: Detention and custody*. www.app.college.police.uk/app-content/detention-and-custody-2/

In South Yorkshire we found an example of an inhumane and potentially unsafe practice with protective helmets, apparently boxers' head guards, occasionally used alongside leg restraints and handcuffs to restrain detainees. Governance of their use was inadequate and their presence in the suites was inconsistent with authorised professional practice.

Respectful treatment

While most custody staff treated detainees courteously and professionally, we found some examples where this was not the case. Many custody suites lacked privacy at booking-in desks. Some custody sergeants cleared the suite of other detainees when booking in so that they could ask risk assessment questions in privacy, but this was not standard practice.

At Beaumont Leys, the booking-in area was small. We saw a 16-year-old girl being booked in there beside an adult male being charged, who showed interest in the responses she gave to the risk assessment questions. She was subsequently placed in a cell without the officer giving her any reassurance, even though it was her first time in custody... However, commendably, the custody sergeant cleared the crowded booking-in area of all staff later, when [a] woman was reticent about answering health-related questions. **Leicestershire**

In Kent, a response plan about a detainee with a history of self-harm and aggressive behaviour described him as 'devious and manipulative', and instructed officers not to engage with him during close proximity observations. A better approach was used in Southwark where officers told us it was important to talk with non-compliant detainees to provide reassurance and calm them down.

We saw custody staff working hard to overcome the limitations of the physical conditions in some suites. In the Bedford custody suite, we found dirty, unsafe and run-down conditions – including multiple

ligature points in cells, and graffiti throughout the suite and in the exercise yard. As a result of these findings, the force closed this custody suite immediately after the inspection. However, there had been improvements elsewhere.

Most of the cells had been redecorated in the previous 12 months, so some of the issues regarding offensive and excessive graffiti in cells found at the previous inspection had been addressed. **Northumbria**

In several forces, cells were too cold, and in some suites we spoke with detainees who were shivering, having been held overnight in cold cells. Some suites had insufficient stocks of blankets, or sometimes there were plenty available – but detention officers did not offer them.

Showers were often unavailable to detainees held overnight because detention officers had insufficient time to supervise this, and privacy in showers was often lacking.

Children in police custody

We found little understanding of the need to assess the specific requirements of children coming into police custody or recognition that their level of maturity, possible history of physical, sexual or emotional abuse, or their being in looked-after care, could affect their behaviour. There was no specific provision for children in custody in the suites inspected this year, other than attempting to secure the attendance of an appropriate adult (AA), and no focus on those children who were at risk of harm, neglect or exploitation.

Custody staff often had little idea how local authority safeguarding procedures worked, inappropriately relying on specialist child protection officers located elsewhere. However, there were some impressive exceptions.

Custody staff had received safeguarding training... some of the DDOs we spoke to provided good examples of what they would do if a young person raised a safeguarding issue, which is something we rarely see during inspections. **Southwark**

While all forces had AA schemes to call on when a child's parent or guardian was not available, many could not supply an AA promptly outside office hours, and most would not provide a service at night – even though sometimes it might be better to interview and bail a child home late at night than to hold them until the next morning.

We found almost no instances where local authorities were able to supply suitable overnight accommodation to children facing a stay in police custody. Everywhere, custody staff told us they always requested a bed, but were invariably told none was available. Few realised they could request non-secure accommodation (depending on the risks in the individual case), and the need for it was rarely monitored.

At Southwark, we found a 13-year-old had been held overnight. Although staff had requested a local authority bed, there was no record that they had explored alternative non-secure accommodation, and he was kept in custody for 17.5 hours. The Sheffield suite in South Yorkshire had exceptionally good provision, and South Yorkshire Police had worked with the local authority to provide access to overnight foster care, but this exemplary development had not yet been rolled out to neighbouring locations.

Some of the issues raised about the detention of children in police custody were highlighted in the HMIC report *The welfare of vulnerable people in police custody* (March 2015), to which HMI Prisons contributed (see p.102).

Rights in custody

The extent to which custody staff explained and helped detainees understand their rights and entitlements varied between forces. Some suites had out-of-date information, many custody staff were unaware of the 'easy-read' version of the rights and entitlements leaflet available on the Home Office website, and Northumbria, for example, did not routinely offer written rights and entitlements information to all detainees.

Most reviews of detention were timely. However, in Southwark one police inspector also conducted reviews in neighbouring Lewisham, which led to many being done far too early in a detainee's detention or too late. In many suites it was not clear from the records if detainees reviewed while they were asleep were always informed about this on waking.

The police are required by law to ensure that detainees who cannot be bailed appear before the first available court. But the hour at which courts refused to accept detainees was often unreasonably early, especially in London. Custody staff at Islington told us they could rarely get the court to accept a detainee after 12.30pm, and we saw a detainee booked in for failure to appear at 11am being told he would have to stay in custody overnight to appear in court the next day. Although Southwark had a 'virtual court', with a video link from the police custody suite to the court, some cases were heard so late in the day that there was no vehicle to take those remanded to prison, so they spent an unnecessary extra night in police custody.

In Northumbria, any overnight police detainees held at Berwick on days the local magistrates' court was not sitting were taken to the court at Bedlington.

On a day that Berwick Magistrates' Court was sitting, we saw a detainee being taken from Bedlington police station to this court, a distance of approximately 55 miles and at least an hour's drive, in a secure escort vehicle, even though Bedlington Magistrates' Court was located directly opposite this police station. **Northumbria**

Health care

Responsibility for commissioning health services in police custody was due to transfer from police forces to NHS England in April 2015, but this has been delayed and is due to be completed in 2016. In the meantime, we continued to find significant variation in governance structures, although all police forces were accessing advice from NHS England.

Detainees often had a long wait to see a health care professional (HCP). We found an unacceptably long average wait of 80 minutes in British Transport Police suites – in South Yorkshire, HCPs attended on average within a more acceptable 58 minutes. In Northumbria, there were long delays in forensic medical examiners attending, with some working shifts of up to 72 hours, which raised concerns about their fitness to practice.

The management of medical records had improved, but some services caused concern.

Management of written medical records was unacceptable. HCPs told us of a variety of means of storing written medical records, some of which involved taking them home, and we observed two ring binders containing almost a year of medical records on the floor of the toilet attached to the medical room at Doncaster. **South Yorkshire**

Opiate substitution therapy was now available in several police custody suites, although nicotine replacement therapy was not universally available to detainees.

In Leicestershire, we saw an exemplary mental health street triage service, which was efficient in diverting people with mental health problems to NHS services. Kent and Northumbria had made significant progress since our previous inspections in reducing the number of vulnerable detainees held in police custody under section 136 of the Mental Health Act. We supported HMIC's thematic review of the treatment of vulnerable people in police custody (see p.102) which reported that the proportion of those on section 136 detained in police custody as a place of safety had fallen from 37% in 2011–12 to 26% in 2013–14 (from 8,667 to 6,028 detainees).

However, in Sheffield, South Yorkshire, over 40% of people on section 136 entered police custody, and in Durham:

There were too many section 136 detainees held in custody. Police officers were careful not to leave vulnerable people on the street and sometimes brought people into custody who committed low-level or non-notifiable offences and who were mentally unwell. While this was done with the best of intentions, it had the potential outcome of criminalising people with mental health concerns and concealed overall demand for mental health services. **Durham**

During the year we provided evidence to the London Assembly Police and Crime Committee, which monitors the work of the Mayor's Office on policing and crime, on the inspection of health care in police custody facilities in the London Metropolitan force.

Vulnerable people in police custody

During this past year we have worked closely with HMIC on a thematic review of the treatment of vulnerable people in police custody, commissioned in 2014 by the Home Secretary⁸¹. This was carried out alongside our regular police custody inspections, with six inspected forces participating, and it was published by HMIC in March 2015.

The thematic focused in particular on black and minority ethnic detainees, people with mental health issues and children, but other vulnerabilities were also included. Its remit was: ‘how effective are police services at identifying and responding to vulnerabilities and associated risks to the welfare of detainees in police custody?’.

The report’s recommendations cover better data analysis and monitoring, stronger leadership, multi-agency training for custody personnel, a race equality governance framework in each force linked to its risk register, and provision of services to divert children and people with mental illness away from police custody altogether.

The thematic will inform the current revision to our police custody expectations and methodology.

⁸¹ HM Inspectorate of Constabulary, 2015. *The welfare of vulnerable people in police custody*. <http://www.justiceinspectorates.gov.uk/hmic/our-work/joint-inspections/joint-inspection-of-police-custody-facilities/the-welfare-of-vulnerable-people-in-police-custody/>

8

Court custody and escorts



All the findings from inspections in this section are based on *Expectations: Criteria for assessing the treatment of and conditions for detainees in court custody*, published in June 2012. This section draws on three court area inspections covering court custody facilities in five counties.

- There continued to be no systematic risk assessment of detainees arriving at court, and they were still given little information about their rights.
- Many court custody suites were filthy, covered in graffiti and unsanitary.
- There was little court contact with health care professionals, and many detainees did not have their medications in court.
- There was still little inter-agency work to lead improvements.
- Every year there are hundreds of thousands of escort journeys to and from courts, which could be reduced by greater use of video links.

During 2014–15 we continued our programme of court custody inspections, begun in 2012, and published reports on inspections of court custody in Essex and Cambridgeshire, Kent, and Surrey and Sussex covering seven Crown courts, 23 magistrates' and youth courts, three combined courts and one trial centre.

Leadership, strategy and planning of court custody

Despite active performance monitoring by Prisoner Escort and Custody Services (PECS), there had been no discernable improvements in detainee care in the courts inspected, and too many of our recommendations in previous reports had not been addressed.

Strategic leadership was too fragmented and ineffectual, and the formal structures in place did not sufficiently address court custody facilities or detainee care. Court user groups only met in some courts, and the focus of inter-agency meetings was on the timely delivery of detainees to court or contract compliance. One consequence of this situation was the poor response to our recommendations.

Organisations involved in court custody operations include Her Majesty's Courts & Tribunals Service (HMCTS), NOMS, PECS contract monitors, local prisons, the police, and local health trusts. Lay Observers provide independent scrutiny of conditions. In the areas we inspected, there were few opportunities for all the organisations to meet together.

HMCTS focused on efficient case progression and cost saving, and the contractors and contract monitors were mainly concerned with security and timely delivery of detainees to courts. However, issues relating to the safe and decent treatment of detainees were often neglected.

In Surrey and Sussex, HMCTS had introduced a cost-saving programme of centralisation to hear more custody cases at fewer courthouses, with little consultation with partner agencies affected – including the escort and custody contractor. The result was that at some courts, cells were overcrowded one day but empty the next, with an impact on detainee care, safety and custody staff workload. HMCTS was aware of the problems but had yet to take effective remedial action.

Information on rights

At all courts, custody staff carefully checked the information that arrived with detainees to ensure there was lawful authority to detain.

Very few detainees were told about their rights in court custody; staff assumed they knew their rights but most detainees were not familiar with them. In Surrey and Sussex, custody staff made good efforts to start briefing detainees about their rights during our inspection, but these were not sustained. We observed instances where detainees raised potentially legitimate grievances with staff but were deterred from making a complaint.

At all courts, we frequently saw detainees being brought from prison early in the day, even though their cases were not listed until the afternoon. We also saw [detainees whose cases were heard] early that morning not being transported back to prison until after 5pm, due to the lack of availability of escort vehicles... Few detainees were given information about how to make a complaint about their treatment in custody. **Cambridgeshire and Essex**

In some cases, a court had to remand a non-English speaking detainee in custody because the court-appointed interpreter had not arrived so the court could not consider bail. In these circumstances, custody staff were unable to explain to detainees what had happened or where they were being taken.

At Redhill Magistrates' Court, custody staff did not realise that a detainee required an interpreter and by the time his legal adviser saw him at lunchtime, it was too late to obtain one and the detainee was remanded in custody. This significant need might have been identified if a basic assessment had been done on arrival. **Surrey and Sussex**

Shortages of court custody staff meant escort vehicle staff deployed in courts during the day were unavailable to transfer detainees to prison until the court had finished, so detainees spent longer than necessary in court custody.

Treatment and conditions

Escort staff told us they regularly carried men, women and children on the same cellular vehicle, sometimes without a female staff member. Vehicles carried drinking water and first aid kits that contained anti-ligature knives – but when an inspector asked to see the anti-ligature knife on a vehicle in Sussex it took the crew five minutes to access it because the box was incorrectly sealed.

Most custody staff were friendly towards detainees on arrival at court but had very little interaction with them thereafter. However, we also observed some custody staff using derogatory language about detainees, including in Kent a custody officer describing a transgender detainee as 'it' and another officer referring to a person with mental health problems as a 'nutter'.

There was still no systematic risk assessment for arriving detainees, and in Kent, Surrey and Sussex the quality of risk information arriving with detainees in their person escort record (PERs) was very poor. Crown court custody staff told us that sometimes detainees attending for several days of a trial arrived each day with different risk 'markers' on their PER. Decisions about cell allocation and cell sharing were usually made before detainees arrived on the basis of this inconsistent information.

Although staff had cell sharing risk assessment (CSRA) forms, the senior custody officer (SCO) at an Essex court on a Saturday admitted being too busy to complete them. In Surrey courts, we saw CSRAs completed, uselessly, after the detainee had left court.



Risk information was often incorrect or vague: one PER we inspected was simply annotated with the word 'risk'. There was an over-reliance by the police on attaching additional paperwork instead of completing PERs properly: for example, the PER for a woman detainee at Brighton Magistrates' Court failed to specify that she suffered from depression and psychosis – that information was in an attached file of additional documentation, which was not read until later in the day. **Surrey and Sussex**

Lay Observer reports that had been forwarded to GEOAmev managers demonstrated that the poor condition of the estate had been highlighted for many months but no action had been taken. Many custody officers appeared to have become used to the poor conditions of the cells. **Kent**

Custody staff were generally reluctant to ask detainees how they were feeling or check risk information with them.

Provision for children and young people was the same as for adults. We found some serious delays in children being transferred from courts in Surrey and Sussex to secure training centres (STCs) – in two instances, children were not collected until late at night.

Custody staff told us it was rare to have to use force, other than routine handcuffing. Most were clear that they would aim to calm non-compliant detainees. However, as in other court custody inspections, all detainees were handcuffed everywhere, regardless of their risk.

Some HMCTS managers had little idea of the unsatisfactory conditions in some of their courthouses. Physical conditions in court custody in Kent were the worst we have seen, with Surrey and Sussex being little better. In Kent, most cells were in a deplorable condition, filthy and covered in graffiti. Much of the graffiti was racist, pornographic and misogynist and had been there for years. There had been no discernable attempt to remove a swastika and 'Muslim scum' graffiti from a cell at Folkestone.

Some toilets were dirty and unhygienic, and many lacked privacy. Despite repeated recommendations, no court cells had any blankets, warm clothing or mattresses to offer elderly, disabled or pregnant detainees who spent a long time (up to 10 hours or more) on hard benches, sometimes in unheated cells.

The cells at Horsham in Surrey and Sussex were clean and largely free of graffiti, but due to the centralisation of custody cases at other courts were rarely used. Elsewhere, court cells were in a poor state, requiring deep cleaning, redecoration, graffiti removal and repairs to the heating systems. At Redhill Magistrates' Court, a cellular vehicle had been used to hold detainees for two hours on one day because the cells were too overcrowded; this was unsafe.

At all courts, cells were checked each morning, but were not checked or cleaned between occupancy.

At Chelmsford Magistrates' Court we saw a detainee being placed in a cell which contained confidential documents relating to the previous detainee's court case... these documents were only removed from the cell at our suggestion. **Cambridgeshire and Essex**

Health care

Although custody contractors held a contract with a health care provider who could telephone advice or send a paramedic to the court custody suites, the service was little used. Staff at Redhill Magistrates' Court sent home a man with tuberculosis who was bailed without seeking advice from the health care provider or ensuring he was in contact with health services. Many detainees on medication prescribed in police custody had not been given enough medication to last them at court, and in some cases, prescribed medications did not accompany them from their prisons or police custody.

At Guildford Crown Court we spoke with a detainee who wore a knee brace as he had had knee surgery six weeks earlier; the ankle and foot of his affected leg were swollen and he was beginning to experience pain. The PER gave no advice on how to manage this situation, and there was no accompanying medication for pain relief. [Surrey and Sussex](#)

This detainee had also been transported in a vehicle in which he could not sit down because of the knee brace.

Although mental health and substance misuse practitioners were available to courts they were not required to attend court custody suites, and rarely visited detainees. This had implications for people detained in court with undiagnosed and/or untreated mental health problems, who did not have the opportunity to be assessed and potentially diverted from the criminal justice process or directed to further support in the community.

Report on transfers and escorts

In December 2014, the Inspectorate published its fourth report since 2004 looking at the experience of people being transported inside prison vans, drawing on findings from police, court and STC inspections, as well as inspections of prisons and YOIs, and an analysis of data provided by escort services.

*Transfers and escorts within the criminal justice system*⁸² found that between October 2013 and September 2014, Prisoner Escort and Custody Services (PECS) provided 818,168 escorted journeys through GEOAmev and Serco Wincanton of men, women and children at a cost of £128.2 million, and 3,962 escorts of younger or more vulnerable children to or from STCs, provided by Serco for Secure Escort Services for Children and Young People (SESCYP) in a four-year contract costing £9.1 million. The great majority of journeys were to and from court.

The report concluded that men, women and children should not be transported between courts and prisons in the same vehicles. It called for a greater use of 'virtual courts' and video links to courts to reduce the number of escort journeys that take place. It recommended that the policy of not providing seat belts in escort vehicles should be reviewed.

⁸² HM Inspectorate of Prisons, 2014. *Transfers and escorts within the criminal justice system*. <http://www.justiceinspectors.gov.uk/hmiprison/wp-content/uploads/sites/4/2014/12/Transfers-and-escorts-thematic-review-2014.pdf>

9

Military detention



We have inspected the Military Corrective Training Centre (MCTC) by invitation from the Provost Marshal (Army) since 2004. This year, also by invitation, we inspected the armed services Service Custody Facilities (SCF) for the first time.

MCTC – a model custodial institution

The MCTC in Colchester is the armed services' only secure corrective training centre. All detainees are held in accordance with the rules determining committal to custody within the Armed Forces Act 2006. The vast majority are serving periods of detention following court martial or a summary hearing by their commanding officers. Most detainees have offended against Armed Forces law (employment rather than criminal law), and few are committed for offences that would have resulted in custody had they been civilians. The centre receives only those who have been sentenced to periods of up to two years' detention.

Those with longer sentences are held at MCTC only briefly on their way to prison. The centre may also hold remanded detainees under investigation (some of whom may be charged with serious offences) who have been committed to the centre because it was judged necessary to hold them in secure conditions. These can include Civilians Subject to Service Discipline (CSSD).

This year's inspection of the MCTC was again very positive. Although most of its detainees do not present the same challenges as those in civilian prisons or young offender institutions, it does hold some complex and challenging detainees – and there are lessons that the civilian system could learn from much of what it does.

All the outcomes under the centre's control were good – although a few significant concerns needed to be addressed by higher authorities. We found very good progress

Figure 28: Outcomes in the Military Corrective Training Centre, October 2014

	Good	Reasonably good	Not sufficiently good	Poor
Safety	X			
Respect	X			
Purposeful activity	X			
Resettlement		X		

on delivering the recommendations made at our previous inspection: 12 of our recommendations had been achieved, five partially achieved and two not achieved.

The centre was very safe, there was very little violence or bullying, and vulnerable detainees were well cared for. Security was proportionate and use of force and segregation were rarely used. There was little use of drugs or alcohol, and enough good quality activity to keep detainees purposefully occupied.

For those detainees not returning to their units, resettlement services were well organised and the centre had good links with a range of service charities to support resettlement. Unlike civilian prisons, detainees had good supervised access to the internet so they could directly search for and obtain accommodation, employment and other services themselves.

The centre can hold 323 male and female detainees from all three services, but in practice the population is usually much lower and was just 44 at our inspection. Safety was underpinned by excellent relationships between detainees and staff. The small number of detainees held was a good example of the benefits of a small institution – it allowed for very personal and individual work with detainees, most staff knew each detainee well, and education and training could be tailored to individual needs.

We were impressed by the level of staff knowledge of the personal circumstances and sentence progression of the detainees in their care. There were formal one-to-one consultations between staff and detainees to discuss individual progress... In our survey, 92% of detainees said that a member of staff had checked on them personally in the previous week to see how they were getting on. **MCTC**

Our most serious concern was that the centre was ill-equipped to deal with a small number of high-risk detainees, including sex offenders. MCTC staff had neither the systems nor training to assess or manage adequately the risks of the most serious offenders, there were no interventions to challenge or treat the specific risks associated with their offending behaviour, and the centre had no powers to monitor telephone calls and mail. We were not assured the centre could adequately manage the risks these detainees might pose to others in the centre or the public. The centre should either have the resources, training and powers it needs to deal with these detainees effectively or they should be sent to a civilian prison, which could better accommodate their needs and risks.

Apart from our concern about high-risk detainees, the MCTC remained a model custodial institution. The reintegration or resettlement of those it held was central to its work, and the safety, mutual respect and purposeful environment that characterises what it does provided solid foundations.

Service Custody Facilities (SCF)

Service Custody Facilities were established in 2009 to replace the previous system of Army guardhouses and similar facilities in other services. They are short-term secure facilities for holding mainly servicemen and women who have been detained on suspicion of, or have been sentenced to a short period of detention for, offending against Service discipline or criminal

law. There are 15 SCF, three run by the Royal Navy, five by the Army and seven by the Royal Air Force. We visited all the SCF licensed for use at the time of the inspection.

In SCF that mainly held detainees for short periods, their treatment and conditions were generally acceptable. The cells and the regime were bleak and spartan throughout and for those held for longer periods – sometimes for a couple of weeks and in one exceptional case for much longer – the conditions needed improvement.

The cells... were unsuitable for detainees held for more than 24 hours. The cells were clean but very bare and equipped to cater for a high risk of self-harm, rather than on the basis of individual risk assessment. There was no seating or other furniture, and only a plinth for a bed, a mattress, pillow and minimal bedding. There was no in-cell sanitation or drinking water.

Those held for longer periods did at least get reasonable time out of their cells, a range of activities and benefited from good, often very good, relationships with detention staff.

However, in RAF SCF we found dangers in a risk-averse approach.

A standard risk assessment based on a checklist was used across all SCF, but all detainees were treated as high risk for the first 24 hours of detention irrespective of the risks identified. In practice, very few detainees were held in the SCF for more than 24 hours and so the risk assessment rarely changed from high risk. The risk assessments that we examined did not fully record or analyse risk, and we were not satisfied that all risks of detainee self-harm would be identified... a few staff... saw risk assessments as an administrative burden, rather than an informative process to care for detainees.

We concluded that some custody staff might not distinguish between detainees who were truly high risk and those just automatically classified as such. There was the potential that detainees who posed different risks, of self-harm for instance, or who had different needs, such as women and young people under 18, might not receive the appropriate care.

Although detainees were checked regularly, there was no full rousing (particularly of intoxicated detainees) to ensure they could wake and respond.

Modernisation needed

We found significant inconsistency in how the facilities operated – even in the same service. The extent of their use varied enormously, with some seldom used, yet each service was required to maintain and staff a number of facilities.

Many, like the facility at HMS Nelson in Portsmouth, seldom did more than hold intoxicated personnel for a few hours while they sobered up. These SCF were staffed infrequently by personnel who were inexperienced and unfamiliar with the risks they had to manage. A few, like the SCF at Ward Barracks in Bulford, Wiltshire, held a wider range of detainees, some serving a sentence of up to two weeks, and were staffed by dedicated and experienced detention personnel.

The SCF were a significant improvement on the old guardhouses, but the process of modernisation, professionalisation and standardisation needs to continue so that the services can ensure safe and secure management of detainees with specific risks and the needs of the few held for longer periods.

10

The Inspectorate in 2014–15



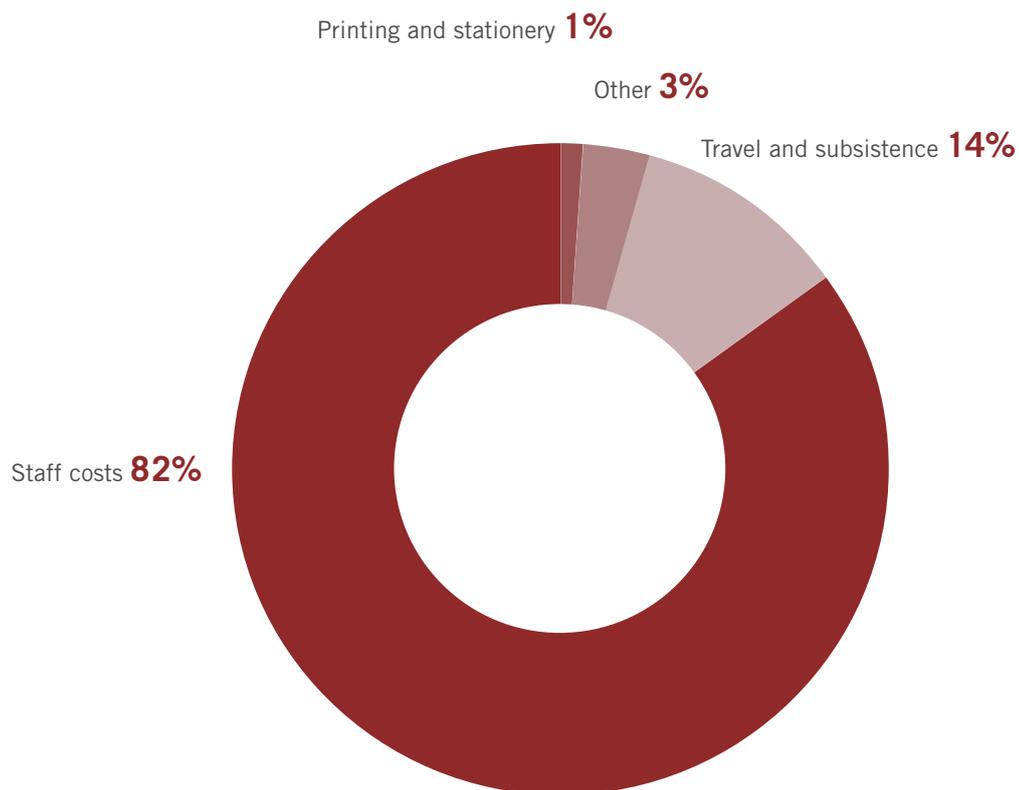
Income and expenditure – 1 April 2014 to 31 March 2015

Income	£
MOJ (prisons and court cells)	3,620,000
Home Office (immigration detention)	352,000
Home Office (HMIC/police custody and vulnerability study)	261,000
Youth Justice Board (children's custody and STCs)	190,000
Other income (HMI Probation, Prisons and Probation Ombudsman, Ministry of Defence, Border Force, Foreign and Commonwealth Office, Criminal Justice Inspectorate Northern Ireland, Government of the Cayman Islands)	175,000
TOTAL	4,598,000

Expenditure	£	%
Staffing costs ⁸³	3,813,000	83
Travel and subsistence	634,000	14
Printing and stationery	48,000	1
Information technology and telecommunications	41,000	0.89
Translators	11,000	0.24
Meetings and refreshments	3,000	0.07
Recruitment	20,000	0.43
Conferences	1,000	0.02
Training and development	42,000	0.91
TOTAL	4,613,000	100

⁸³ Includes fee-paid inspectors, secondees and joint inspection/partner organisations costs, for example, General Pharmaceutical Council and contribution to secretariat support of the Joint Criminal Justice Inspection Chief Inspectors Group.

Expenditure 1 April 2013 to 31 March 2014



Staffing costs again accounted for the bulk of expenditure in 2014–15 (83%). However, despite our budget remaining static, or reducing, we were able to reduce our inspection hour cost by employing more inspectors on a fee-paid associate basis, and increasing staffing hours available.

Year	Hours available	Inspection hour cost (£)
2009–10	51,461	81.50
2010–11	55,884	80.09
2011–12	59,363	72.24
2012–13	61,920	73.14
2013–14	61,920	69.63
2014–15	65,262	68.60

Inspectorate staffing – 1 April 2014 to 31 March 2015

Our staff and fee-paid associates come from a range of professional backgrounds. While many have experience of working in prisons, others have expertise in social work, probation, law, youth justice, health care and drug treatment, social research and policy. The majority of staff are permanent, but we also take inspectors on loan from NOMS and other organisations. Currently, six staff are loaned from NOMS, and their experience and familiarity with current practice is essential.

Noting the recommendation of the Committee Against Torture (CAT) Committee and the unique composition of the UK National Preventive Mechanism (NPM), we, along with other NPM members, have agreed to work progressively towards a reduction in our reliance on seconded staff for NPM work. Until this is achieved, and in the cases where it is ultimately not possible, we will implement procedures to avoid conflicts of interest, as a safeguard to preserve the independence of our work. To achieve this, we have established clearer delineation of NOMS' ability to recall staff from loan at the Inspectorate.

Staff and associate engagement

We conduct an annual engagement survey with staff and associates. In 2014, for the first time, we participated in the Civil Service People Survey, commissioned by the Cabinet Office and carried out by ORC International. The survey was completed by 90% of HM Inspectorate of Prisons staff and associates, and survey results indicated a score of 85% on the staff engagement index. This was a very strong result; some 22% higher than even 'high performing units' across the civil service.

Staff and associate engagement is shaped by responses to questions across nine themes. HM Inspectorate of Prisons scores⁸⁴ on these nine themes were as follows:

Theme	%	Difference from high-performing units
My work	88	+7
Organisational objectives and purpose	100	+10
My manager	67	-7
My team	88	+1
Learning and development	43	-16
Inclusion and fair treatment	79	-3
Resources and workload	80	+1
Pay and benefits	50	+12
Leadership and managing change	75	+26

⁸⁴ Scores quoted are the percentage of respondents who selected 'agree' or 'strongly agree' to questions within each theme.

Staff and associates 2014–15

	Nick Hardwick	Chief Inspector
	Martin Lomas	Deputy Chief Inspector
	Barbara Buchanan	Senior Personal Secretary to the Chief Inspector
	Jacqueline Ward	Personal Secretary to the Deputy Chief Inspector (Temporary)
A Team (adult males)	Alison Perry	A Team Leader
	Sandra Fieldhouse	Inspector
	Andrew Rooke	Inspector
	Paul Rowlands	Inspector
O Team (women)	Sean Sullivan	O Team Leader
	Joss Crosbie	Inspector
	Paul Fenning	Inspector
	Jeanette Hall	Inspector
Y Team (children and young adults)	Kieron Taylor	Y Team Leader
	Angela Johnson	Inspector
	Andrew Lund	Inspector
	Keith McInnis	Inspector
	Angus Mulready-Jones	Inspector
	Kellie Reeve	Inspector
I Team (immigration detention)	Hindpal Singh Bhui	I Team Leader
	Beverley Alden	Inspector
	Colin Carroll	Inspector
	Fionnuala Gordon	Inspector
P team (police custody)	Maneer Afsar	P Team Leader
	Gary Boughen	Inspector
	Peter Dunn	Inspector
	Vinnett Percy	Inspector
Health Services team	Paul Tarbuck	Head of Health Services Inspection
	Majella Pearce	Deputy Head of Health Services Inspection
Research, Development and Thematics	Catherine Shaw	Head of Research, Development and Thematics
	Louise Finer	Senior Policy Officer
	Tim McSweeney	Senior Researcher
	Michelle Bellham	Researcher
	Rosie Eatwell-White (maternity cover)	Policy Officer
	Jessica Kelly	Researcher
	Rachel Murray	Researcher
	Danielle Pearson	Policy Officer
	Rachel Prime	Researcher
	Helen Ranns	Researcher
	Alissa Redmond	Researcher

	Joe Simmonds	Researcher
	Colette Daoud	Research trainee
	Njilan Jarra-Morris	Research trainee
Inspection Support	Lesley Young	Head of Finance, HR and Inspection Support
	Jane Parsons	Chief Communications Officer (part-time)
	Tamsin Williamson	Publications Manager (part-time)
	Stephen Seago	Inspection Support Manager
	Vinota Karunasaagarar	Publications Assistant
	Mark McClenaghan	Inspection Support Officer
	Francette Montgry	Inspection Support Officer
Fee-paid associates	Mick Bowen	Health Inspector
	Anne Clifford	Editor
	Sarah Cutler	Inspector
	Fay Deadman	Inspector
	Karen Dillon	Inspector
	Steve Eley	Health Inspector
	Sigrid Engelen	Drugs and Alcohol inspector
	Deri Hughes-Roberts	Inspector
	Maureen Jamieson	Health Inspector
	Martin Kettle	Inspector
	Brenda Kirsch	Editor
	Adrienne Penfield	Editor
	Yasmin Prabhudas	Editor
	Nicola Rabjohns	Health Inspector
	Amy Radford	Researcher
	Gordon Riach	Inspector
	Paul Roberts	Drugs and Alcohol Inspector
	Fiona Shearlaw	Inspector
	Ian Thomson	Inspector
	Staff and associates who left since the last annual report	Samantha Galisteo
Francesca Gordon		
Francesca Hands		
Lucy Higgins		
Ewan Kennedy		
Ian MacFadyen		
Joan Nash		
Laura Nettleingham		
Gemma Quayle		

Stakeholder feedback

We conduct an annual survey of stakeholders. In 2013 we changed our approach from directly mailing ‘known’ stakeholders to a broader strategy using an online survey publicised through direct emails, bulletins, a website link, Twitter alerts and footers on staff email messages. This strategy elicited increasing numbers of responses from a wider range of stakeholders. During November 2014 we received 223 responses to the survey. For the purposes of analysis, stakeholders were grouped into three broad categories: practitioners, managers and other stakeholders.

Type of stakeholder	Number	%
Practitioners - I work directly with offenders, prisoners or detainees	51	23%
Managers - I am involved in the management of prisons or other places of detention - I am involved in the management of other services for offenders or detainees (e.g. escort, health, education)	84	38%
Other stakeholders - I work on criminal justice or immigration policy - I work for another inspectorate, ombudsman or regulator - I am a lay visitor to places of detention (e.g. IMB, ICV) - I am a politician - I am a journalist - I am an academic, researcher or student - I am, or have been, a prisoner or detainee - I am a family member or friend of a prisoner or detainee - I am an interested member of the public - Other	88	39%
Total:	223	

Feedback was generally very positive about a range of our communications. Ninety-four per cent of stakeholders said that it was easy or very easy to find what they were looking for on our new website. Our reports were similarly positively received, with favourable scores of over 70% in relation to each of length, structure, language, quantity of information and treatment of diversity issues.

Feedback on our strategic themes indicates that overall 83% of stakeholders agree or strongly agree that we are independent, 75% that we are influential, 64% that we are accountable and 79% that we are capable.

Figure 29: To what extent do you think that HMI Prisons is independent?

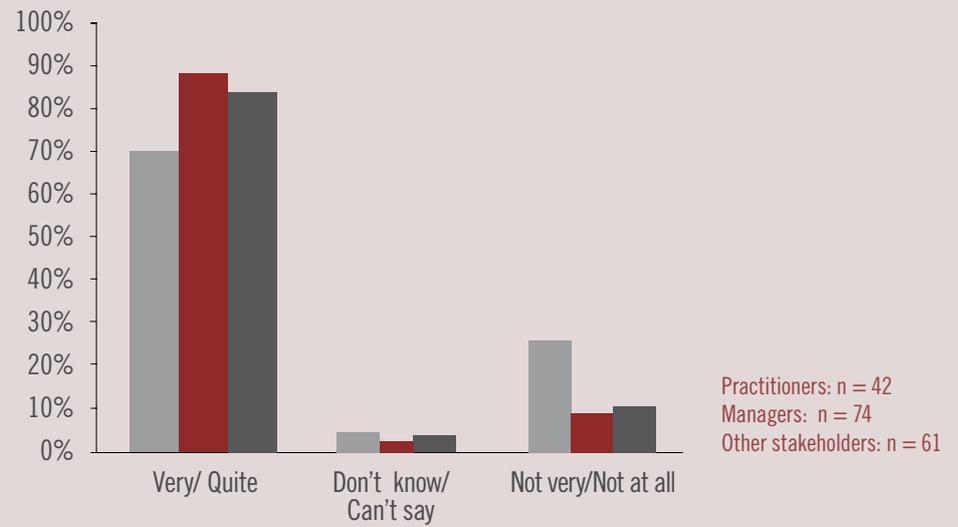


Figure 30: To what extent do you think that HMI Prisons is influential?

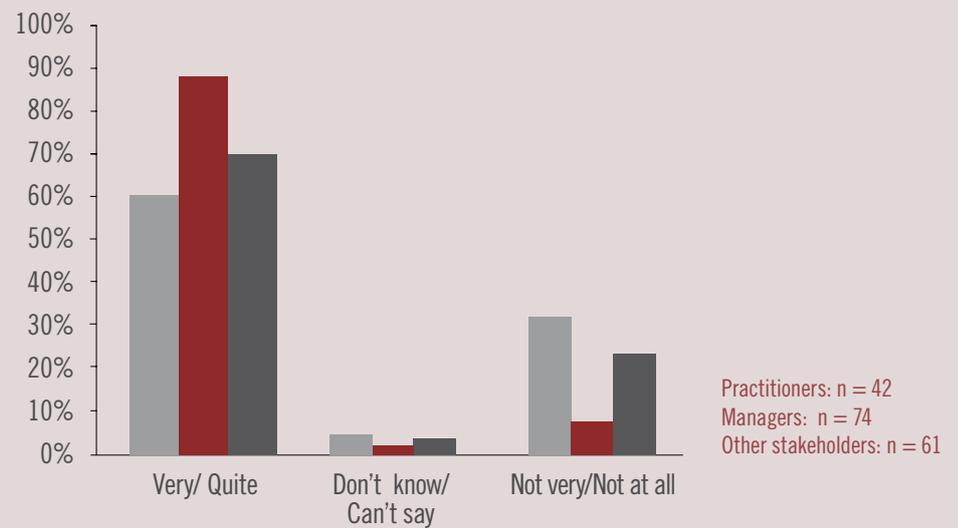


Figure 29: To what extent do you think that HMI Prisons is accountable?

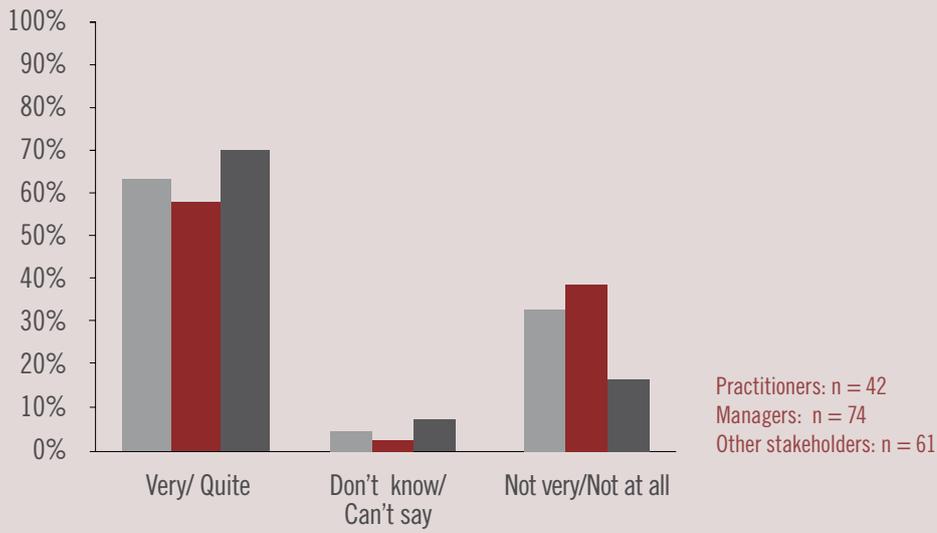
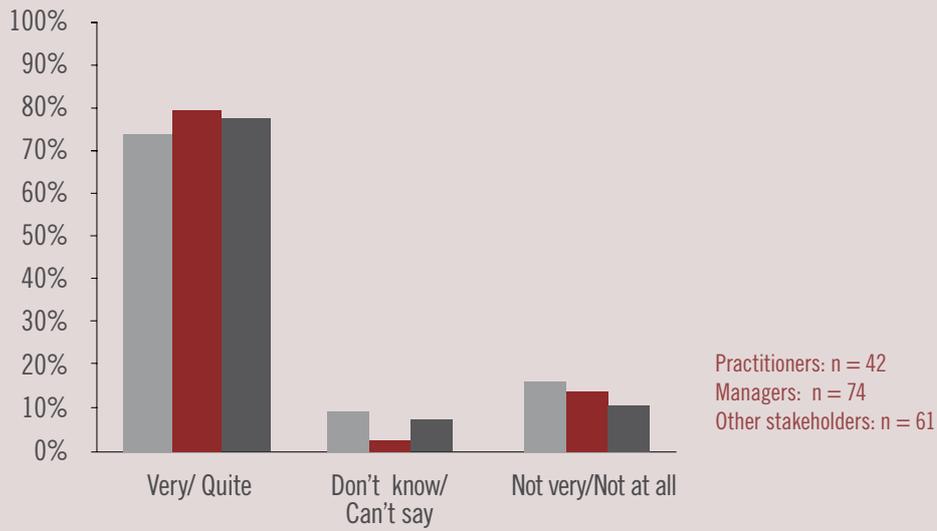


Figure 30: To what extent do you think that HMI Prisons is capable?



We also asked stakeholders to assess us against our core values.

- 75% of stakeholders agreed or strongly agreed that ‘independence, impartiality and integrity are the foundations of our work’.
- 76% agreed or strongly agreed that ‘the experience of the detainee is at the heart of our inspections’.
- 80% agreed or strongly agreed that ‘respect for human rights underpins our expectations’.
- 72% agreed or strongly agreed that ‘we embrace diversity and are committed to pursuing equality of outcomes for all’.
- 75% agreed or strongly agreed that ‘we believe in the capacity of both individuals and organisations to change and improve, and that we have a part to play in initiating and encouraging change’.

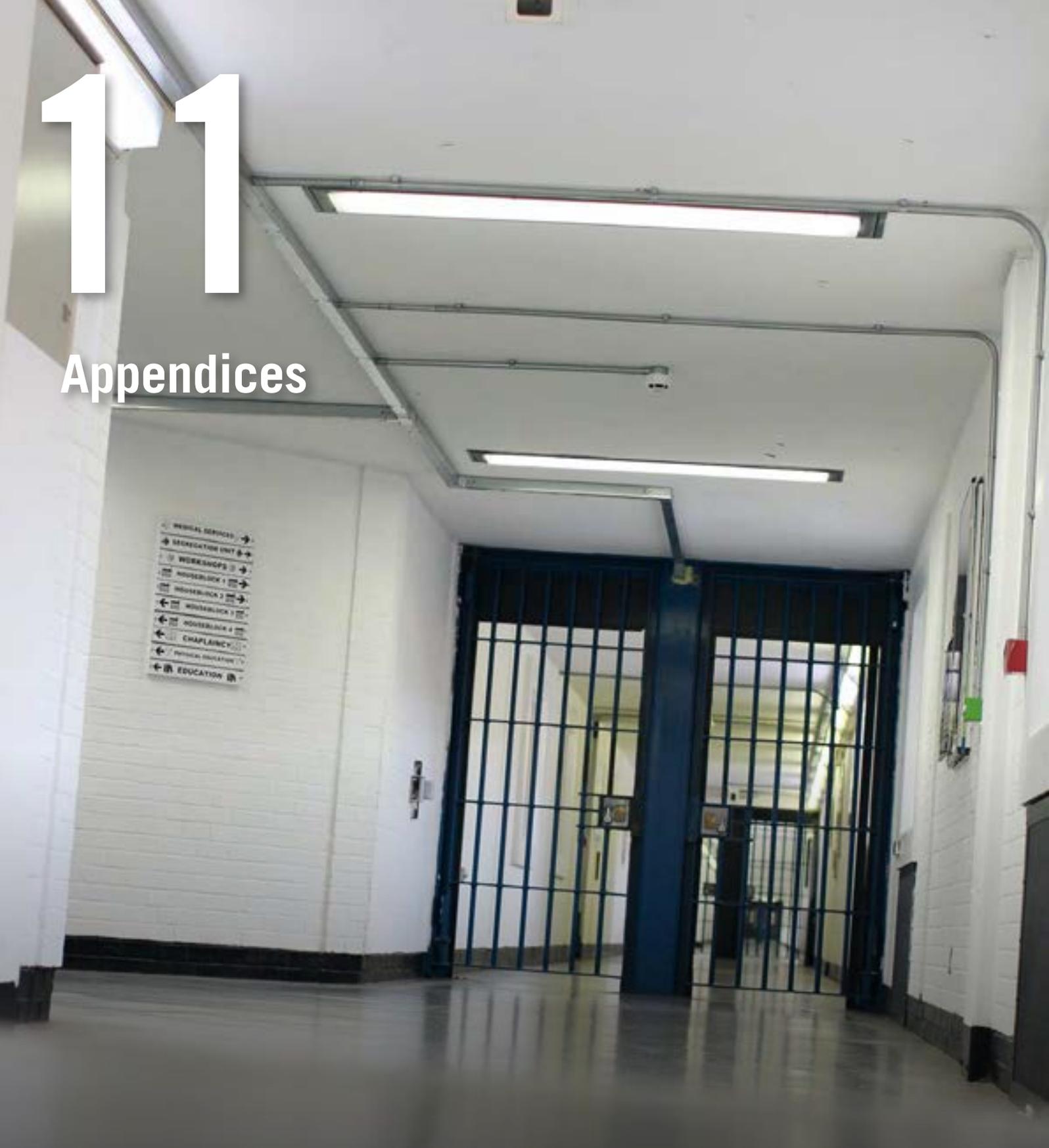
Communications

In May 2014 we launched our new website. Designed with user journeys, Government Digital Service design principles and value for money in mind, the website shares a platform with other justice inspectorates and is independent from the government website, gov.uk. Most stakeholders continued to use our website to access inspection and thematic reports, and our annual stakeholder survey revealed that 94% of respondents who used our site thought that our reports were easy or quite easy to find. The number of people visiting our website each month increased from just over 4,500 in April 2014 to 7,000 in March 2015.

Our Twitter feed continued to attract new followers each month, rising from around 1,800 in April 2014 to 3,200 in March 2015. The feed allowed us to highlight the publication of new reports, advertise jobs within the Inspectorate and tell people which establishments our teams were inspecting each week. The findings of our reports continued to be reported in national, international, local and regional media, in print, online and through broadcast media. This ensured appropriate communication with key stakeholders, supporting our overall aim of improving outcomes for those in custody.

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Appendices



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Inspection reports published 1 April 2014 to 31 March 2015

ESTABLISHMENT	TYPE OF INSPECTION	DATE PUBLISHED
Lincoln	Announced	2 April 2014
Eastwood Park	Unannounced	3 April 2014
Nigeria and Ghana overseas escorts	Unannounced	4 April 2014
Drumkeen House STHF	Unannounced	9 April 2014
Larne House STHF	Unannounced	9 April 2014
Luton Airport STHF	Unannounced	15 April 2014
Stansted Airport STHF	Unannounced	15 April 2014
Leicester	Unannounced	16 April 2014
Brinsford	Unannounced	23 April 2014
Dartmoor	Unannounced	25 April 2014
Southwark police custody suites	Unannounced	7 May 2014
Oakhill secure training centre	Unannounced	12 May 2014
Woodhill	Unannounced	13 May 2014
Durham	Unannounced	20 May 2014
Whitemoor	Unannounced	22 May 2014
Islington police custody suites	Unannounced	23 May 2014
Newham police custody suites	Unannounced	23 May 2014
Haverigg	Unannounced	29 May 2014
Cedars pre-departure accommodation and overseas family escort	Unannounced	30 May 2014
Pakistan overseas escort	Unannounced	2 June 2014
Send	Unannounced	3 June 2014
Dunkerque STHF	Unannounced	6 June 2014
Bedford	Unannounced	17 June 2014
Winchester	Announced	24 June 2014
Gartree	Unannounced	2 July 2014
Cambridgeshire and Essex court custody	Unannounced	3 July 2014
Dover IRC	Unannounced	7 July 2014
Haslar IRC	Unannounced	8 July 2014
Birmingham	Unannounced	9 July 2014
Ranby	Unannounced	23 July 2014
Northumbria police custody suites	Unannounced	29 July 2014
Armed Forces Service Custody Facilities	Unannounced	5 August 2014
Glen Parva	Unannounced	6 August 2014
Preston	Unannounced	12 August 2014
Doncaster	Unannounced	13 August 2014
Hindley	Unannounced	15 August 2014
Isis	Unannounced	19 August 2014
Parc	Unannounced	27 August 2014
Wormwood Scrubs	Unannounced	3 September 2014
Chelmsford	Unannounced	9 September 2014
Hassockfield secure training centre	Unannounced	15 September 2014
Springhill	Unannounced	25 September 2014
Swaleside	Unannounced	26 September 2014
British Transport Police custody suites	Unannounced	30 September 2014
Bedfordshire police custody suites	Unannounced	7 October 2014
Cookham Wood	Unannounced	14 October 2014

Inspection reports published 1 April 2014 to 31 March 2015 *(Continued)*

ESTABLISHMENT	TYPE OF INSPECTION	DATE PUBLISHED
Altcourse	Unannounced	15 October 2014
Peterborough (women)	Unannounced	31 October 2014
Wakefield	Unannounced	4 November 2014
Guernsey (prison, police custody suites and border agency customs suites)	Unannounced	5 November 2014
Swinfen Hall	Unannounced	11 November 2014
Elmley	Unannounced	12 November 2014
Hewell	Unannounced	18 November 2014
Albania and Kosovo overseas escorts	Unannounced	19 November 2014
North Sea Camp	Unannounced	25 November 2014
Wymott	Unannounced	28 November 2014
Medway secure training centre	Unannounced	1 December 2014
Portland	Unannounced	4 December 2014
Askham Grange	Unannounced	5 December 2014
South Yorkshire police custody suites	Unannounced	9 December 2014
Durham police custody suites	Unannounced	19 December 2014
Feltham A	Announced	13 January 2015
Feltham B	Announced	13 January 2015
Garth	Unannounced	14 January 2015
Oakhill secure training centre	Unannounced	15 January 2015
Thameside	Announced	20 January 2015
Hollesley Bay	Unannounced	21 January 2015
Northumberland	Unannounced	27 January 2015
Werrington	Unannounced	29 January 2015
Campsfield IRC	Unannounced	3 February 2015
Bristol and Cardiff STHFs	Unannounced	6 February 2015
Kent police custody suites	Unannounced	6 February 2015
Kent court custody	Unannounced	6 February 2015
Nottingham	Unannounced	10 February 2015
Surrey court custody	Unannounced	11 February 2015
Bristol	Announced	17 February 2015
Oakwood	Announced	18 February 2015
Foston Hall	Unannounced	24 February 2015
Swansea	Unannounced	25 February 2015
Magilligan	Unannounced	26 February 2015
Military Corrective Training Centre	Unannounced	4 March 2015
Long Lartin	Unannounced	10 March 2015
Low Newton	Unannounced	11 March 2015
Heathrow Terminal 1 STHF	Unannounced	13 March 2015
Heathrow Terminal 2 STHF	Unannounced	13 March 2015
Cayley House STHF	Unannounced	13 March 2015
Brixton	Announced	17 March 2015
Leicestershire police custody suites	Unannounced	18 March 2015
Styal	Unannounced	24 March 2015
Guys Marsh	Unannounced	25 March 2015
Hull	Unannounced	26 March 2015

Healthy prison and establishment assessments 1 April 2014 to 31 March 2015

ESTABLISHMENT	TYPE OF INSPECTION	HEALTHY PRISON / ESTABLISHMENT ASSESSMENTS			
		SAFETY	RESPECT	PURPOSEFUL ACTIVITY	RESETTLEMENT
LOCAL PRISONS					
Altcourse	Unannounced	2	3	4	3
Bedford	Unannounced	3	3	2	2
Birmingham	Unannounced	3	3	2	3
Bristol	Announced	2	2	2	2
Chelmsford	Unannounced	2	3	2	4
Doncaster	Unannounced	1	2	3	3
Durham	Unannounced	2	2	3	3
Elmley	Unannounced	2	2	1	2
Hewell closed	Unannounced	1	2	2	2
Hull	Unannounced	3	3	3	3
Leicester	Unannounced	3	2	3	2
Lincoln	Announced	2	3	2	3
Nottingham	Unannounced	1	2	1	1
Preston	Unannounced	2	2	3	3
Swansea	Unannounced	3	2	2	3
Thameside	Announced	3	4	2	3
Winchester	Announced	2	2	2	2
Woodhill	Unannounced	2	3	1	2
Wormwood Scrubs	Unannounced	1	2	1	2
CATEGORY B TRAINING PRISONS					
Garth	Unannounced	2	2	2	2
Gartree	Unannounced	4	4	2	4
Swaleside	Unannounced	2	3	2	2
CATEGORY C TRAINING PRISONS					
Brixton	Announced	3	2	2	3
Dartmoor	Unannounced	2	3	2	2
Guys Marsh	Unannounced	1	3	1	1
Haverigg	Unannounced	2	2	3	3
Isis	Unannounced	2	2	2	2
Northumberland	Unannounced	2	3	2	2
Oakwood	Announced	2	3	2	3
Portland	Unannounced	3	2	1	2
Ranby	Unannounced	1	2	2	2
Winchester (West Hill)	Announced	3	3	2	2
Wymott	Unannounced	3	2	4	2

KEY TO TABLE

Numeric:

- 1 – Outcomes for prisoners/detainees are poor
- 2 – Outcomes for prisoners/detainees are not sufficiently good
- 3 – Outcomes for prisoners/detainees are reasonably good
- 4 – Outcomes for prisoners/detainees are good

Healthy prison and establishment assessments 1 April 2014 to 31 March 2015

(Continued)

PRISON/ESTABLISHMENT	TYPE OF INSPECTION	HEALTHY PRISON / ESTABLISHMENT ASSESSMENTS			
		SAFETY	RESPECT	PURPOSEFUL ACTIVITY	RESETTLEMENT
OPEN PRISONS					
Hewell open	Unannounced	3	3	3	2
Hollesley Bay	Unannounced	4	4	4	3
North Sea Camp	Unannounced	3	3	2	2
Spring Hill	Unannounced	4	3	2	2
HIGH SECURITY PRISONS					
Long Lartin	Unannounced	3	3	2	4
Wakefield	Unannounced	3	4	2	3
Whitemoor	Unannounced	2	3	3	3
WOMEN'S PRISONS					
Askham Grange	Unannounced	4	4	4	4
Eastwood Park	Unannounced	4	4	3	3
Foston Hall	Unannounced	3	3	2	3
Low Newton	Unannounced	3	4	4	3
Peterborough	Unannounced	3	4	2	4
Send	Unannounced	4	4	4	4
Styal	Unannounced	4	3	4	4
YOUNG ADULT PRISONS					
Brinsford	Unannounced	1	1	1	1
Feltham (YA)	Announced	3	3	2	2
Glen Parva	Unannounced	1	2	1	2
Swinfen Hall	Unannounced	3	3	2	3
CHILDREN AND YOUNG PEOPLE ESTABLISHMENTS					
Cookham Wood	Unannounced	2	3	3	4
Feltham (YP)	Announced	2	3	2	3
Hindley	Unannounced	3	3	4	4
Parc	Unannounced	4	4	3	3
Werrington	Unannounced	3	3	3	4
EXTRA-JURISDICTION					
Guernsey (children)	Announced	2	3	2	4
Guernsey (adult)	Announced	4	3	3	4
Magilligan (Northern Ireland)	Unannounced	3	3	1	4
Military Corrective Training Centre	Unannounced	4	4	4	3
IMMIGRATION REMOVAL CENTRES					
Campsfield House	Unannounced	3	4	4	4
Dover	Unannounced	3	2	3	2
Haslar	Unannounced	3	4	4	3

Recommendations accepted in inspection reports published 1 April 2014 to 31 March 2015

ESTABLISHMENT	RECOMMENDATIONS (excluding recommendations no longer relevant)	ACCEPTED	PARTIALLY ACCEPTED	REJECTED
LOCAL PRISONS				
Altcourse	69	64	2	3
Bedford	72	58	7	7
Birmingham	64	52	10	2
Bristol	72	61	7	4
Chelmsford	73	62	7	4
Doncaster	73	66	3	4
Durham	72	62	4	6
Elmley	78	70	5	3
Hewell (includes Hewell open)	76	62	9	5
Hull	-	-	-	-
Leicester	81	58	10	13
Lincoln	66	57	4	5
Nottingham	70	61	8	1
Preston	65	51	9	5
Swansea	-	-	-	-
Thameside	62	52	8	2
Winchester (includes Westhill)	83	74	4	5
Woodhill	75	62	10	3
Wormwood Scrubs	84	57	19	8
Total	1,235	1,029 (83%)	126 (10%)	80 (6%)
CATEGORY B TRAINING PRISONS				
Garth	84	64	12	8
Gartree	43	35	5	3
Swaleside	77	65	8	4
Total	204	164 (80%)	25 (12%)	15 (7%)
CATEGORY C TRAINING PRISONS				
Brixton	-	-	-	-
Dartmoor	73	62	4	7
Haverigg	86	66	18	2
Isis	80	45	24	11
Guys Marsh	-	-	-	-
Northumberland	76	71	4	1
Oakwood	68	53	9	6
Portland	81	70	7	4
Ranby	76	70	2	4
Wymott	64	57	1	6
TOTAL	604	494 (82%)	69 (11%)	41 (7%)

KEY TO TABLE

Hyphen (-) – Indicates that outstanding action plans were not returned within the specified deadline following publication of the inspection report, or were not due until after the end of the annual reporting period (31 March 2014).

**Recommendations accepted in inspection reports published
1 April 2014 to 31 March 2015 (Continued)**

ESTABLISHMENT	RECOMMENDATIONS (excluding recommendations no longer relevant)	ACCEPTED	PARTIALLY ACCEPTED	REJECTED
HIGH SECURITY PRISONS				
Long Lartin	-	-	-	-
Wakefield	46	42	3	1
Whitmoor	60	49	9	2
TOTAL	106	91 (86%)	12 (11%)	3 (3%)
OPEN PRISONS				
Hollesley Bay	30	24	5	1
North Sea Camp	61	44	14	3
Springhill	56	52	2	2
TOTAL	147	120 (82%)	21 (14%)	6 (4%)
YOUNG ADULT ESTABLISHMENTS				
Brinsford	83	80	0	3
Feltham (young adults)	54	48	3	3
Glen Parva	74	67	4	3
Swinfen Hall	59	45	10	4
TOTAL	270	240 (89%)	17 (6%)	13 (5%)
WOMEN'S PRISONS				
Askham Grange	21	15	5	1
Eastwood Park	50	41	6	3
Foston Hall	-	-	-	-
Low Newton	-	-	-	-
Peterborough	61	54	3	4
Send	37	26	5	6
Styal	-	-	-	-
TOTAL	169	136 (80%)	19 (11%)	14 (8%)
CHILDREN AND YOUNG PEOPLE ESTABLISHMENTS				
Cookham Wood	88	69	11	8
Feltham (children and young people)	67	55	9	3
Hindley	60	51	4	5
Parc	31	18	11	2
Werrington	47	40	2	5
TOTAL	293	233 (80%)	37 (13%)	23 (8%)
EXTRA JURISDICTION PRISONS				
Magilligan	-	-	-	-
TOTAL	0	0	0	0
PRISON TOTAL	3,028	2,507 (83%)	326 (11%)	195 (6%)
IMMIGRATION REMOVAL CENTRES				
Campsfield House	-	-	-	-
Dover	67	41	17	9
Haslar	55	39	10	6
TOTAL	122	80 (66%)	27 (22%)	15 (12%)

**Recommendations accepted in inspection reports published
1 April 2014 to 31 March 2015 (Continued)**

ESTABLISHMENT	RECOMMENDATIONS (excluding recommendations no longer relevant)	ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED
SHORT-TERM HOLDING FACILITIES				
Cedars pre-departure accommodation	28	22	2	4
Bristol and Cardiff	-	-	-	-
Drumkeen House	6	2	2	2
Dunkerque	18	8	6	4
Heathrow Terminal 1	-	-	-	-
Heathrow Terminal 2	-	-	-	-
Heathrow Cayley House	-	-	-	-
Larne House	17	10	4	3
Luton Airport	16	5	4	7
Stanstead Airport	28	13	8	7
Total	113	60 (53%)	26 (23%)	27 (24%)
ESCORTS				
Albania and Kosovo	12	8	1	3
Nigeria and Ghana	15	9	2	4
Pakistan	17	12	2	3
Total	44	29 (66%)	5 (11%)	10 (23%)
IMMIGRATION TOTAL	279	169 (61%)	58 (21%)	52 (19%)
MILITARY				
MCTC	-	-	-	-
Total	0	0	0	0
OVERALL TOTAL	3,307	2,676 (81%)	384 (12%)	247 (7%)

Recommendations achieved in inspection reports published 1 April 2014 to 31 March 2015ⁱ

ESTABLISHMENT	RECOMMENDATIONS (excluding recommendations no longer relevant)	ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED
LOCAL PRISONS				
Birmingham	59	23	25	11
Bristol	77	35	17	25
Chelmsford	72	37	10	25
Doncaster	110	47	19	44
Durham	87	29	12	46
Elmley	69	19	11	39
Hewell (includes Hewell open)	61	12	17	32
Lincoln	74	46	13	15
Thameside	71	35	24	12
Winchester (includes Westhill)	81	20	28	33
Woodhill	62	30	13	19
Wormwood Scrubs	107	30	16	61
Total	930 (100%)	363 (39%)	205 (22%)	362 (39%)
CATEGORY B TRAINING PRISONS				
Gartree	82	51	16	15
Total	82 (100%)	51 (62%)	16 (20%)	15 (18%)
CATEGORY C TRAINING PRISONS				
Brixton	69	18	26	25
Dartmoor	93	37	19	37
Haverigg	152	46	22	84
Isis	97	53	13	31
Northumberland	79	22	15	42
Oakwood	68	39	20	9
Ranby	63	11	20	32
Total	621 (100%)	226 (36%)	135 (22%)	260 (42%)
HIGH SECURITY PRISONS				
Long Lartin	89	34	15	40
Wakefield	71	26	15	30
Whitemoor	73	21	24	28
Total	233 (100%)	81 (35%)	54 (23%)	98 (42%)
YOUNG ADULT ESTABLISHMENTS				
Brinsford	103	27	3	73
Feltham (young adults)	81	30	28	23
Swinfen Hall	146	80	16	50
Total	330 (100%)	137 (42%)	47 (14%)	146 (44%)

ⁱ Where the previous inspection was a short follow-up, these establishments are excluded.

Recommendations achieved in inspection reports published 1 April 2014 to 31 March 2015 (Continued)

ESTABLISHMENT	RECOMMENDATIONS (excluding recommendations no longer relevant)	ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED
WOMEN'S PRISONS				
Low Newton	62	27	20	15
Peterborough	91	36	28	27
Send	69	43	12	14
Styal	112	46	19	47
Total	334 (100%)	152 (46%)	79 (24%)	103 (31%)
CHILDREN AND YOUNG PEOPLE'S ESTABLISHMENTS				
Cookham Wood	49	10	17	22
Feltham (children and young people)	54	15	16	23
Hindley	48	14	17	17
Parc	33	16	10	7
Werrington	56	23	17	16
Total	240 (100%)	78 (33%)	77 (32%)	85 (35%)
PRISON TOTAL	2,770 (100%)	1,088 (39%)	613 (22%)	1,069 (39%)
PRE-DEPARTURE ACCOMMODATION				
Cedars pre-departure accommodation	27 (100%)	12 (44%)	4 (15%)	11 (41%)
SHORT-TERM HOLDING FACILITIES				
Drumkeen House	9	4	0	5
Heathrow Terminal 1	21	5	1	15
Heathrow Cayley House	31	11	4	16
Larne House	15	5	2	8
Luton Airport	31	20	1	10
Stansted Airport	29	9	2	18
Total	136 (100%)	54 (40%)	10 (7%)	72 (53%)
POLICE CUSTODY SUITES				
Bedfordshire	26	7	4	15
Durham	52	34	14	4
Islington	42	23	13	6
Kent	13	4	5	4
Leicestershire	41	17	9	15
Northumbria	25	4	6	15
Southwark	51	19	12	20
South Yorkshire	25	6	7	12
Total	275 (100%)	114 (41%)	70 (25%)	91 (33%)
MILITARY				
MCTC	19 (100%)	12 (63%)	5 (26%)	2 (11%)
OVERALL TOTAL	3,227 (100%)	1,280 (40%)	702 (22%)	1,245 (39%)

Prisoner survey responses across all functional types (adult men): diversity analysis – ethnicity/nationality/religion	Black and minority ethnic prisoners	White prisoners	Foreign national prisoners	British prisoners	Muslim prisoners	Non-Muslim prisoners
	2,040	5,315	727	6,645	985	6,319
Number of completed questionnaires returned	%	%	%	%	%	%
SECTION 1: General information						
1.2 Are you under 21 years of age?	13	8	13	9	14	9
1.3 Are you sentenced?	79	82	70	82	81	81
1.3 Are you on recall?	6	9	5	8	5	9
1.4 Is your sentence less than 12 months?	11	14	17	13	9	14
1.4 Are you here under an indeterminate sentence for public protection (IPP prisoner)?	5	5	3	5	5	5
1.5 Are you a foreign national?	17	7			19	9
1.6 Do you understand spoken English?	98	99	88	99	97	98
1.7 Do you understand written English?	96	98	84	99	95	98
1.8 Are you from a minority ethnic group? (Including all those who did not tick white British, white Irish or white other categories.)			46	25	89	17
1.9 Do you consider yourself to be Gypsy/ Romany/ Traveller?	3	5	9	4	2	5
1.10 Are you Muslim?	43	2	25	12		
1.11 Are you homosexual/gay or bisexual?	2	4	4	3	2	3
1.12 Do you consider yourself to have a disability?	14	25	21	22	15	23
1.13 Are you a veteran (ex-armed services)?	2	6	8	5	3	6
1.14 Is this your first time in prison?	42	34	58	34	46	35
1.15 Do you have any children under the age of 18?	48	49	46	49	46	49
SECTION 2: Transfers and escorts						
On your most recent journey here:						
2.1 Did you spend more than two hours in the van?	38	35	35	36	40	35
2.5 Did you feel safe?	73	77	67	77	71	77
2.6 Were you treated well/very well by the escort staff?	61	70	62	68	57	69
2.7 Before you arrived here were you told that you were coming here?	58	65	52	64	57	64
2.8 When you first arrived here did your property arrive at the same time as you?	78	84	74	83	78	83
SECTION 3: Reception, first night and induction						
3.1 Were you in reception for less than two hours?	46	48	44	47	43	48
3.2 When you were searched in reception, was this carried out in a respectful way?	75	83	74	81	71	82
3.3 Were you treated well/very well in reception?	61	70	63	68	57	69
When you first arrived:						
3.4 Did you have any problems?	67	67	71	67	70	68
3.4 Did you have any problems with loss of property?	20	15	19	16	22	16
3.4 Did you have any housing problems?	14	16	12	16	11	16
3.4 Did you have any problems contacting employers?	4	3	5	3	3	4
3.4 Did you have any problems contacting family?	30	25	32	26	31	26
3.4 Did you have any problems ensuring dependants were being looked after?	2	2	5	2	2	2
3.4 Did you have any money worries?	18	19	22	18	18	19
3.4 Did you have any problems with feeling depressed or suicidal?	13	20	20	18	14	19
3.4 Did you have any physical health problems?	13	15	17	15	13	15
3.4 Did you have any mental health problems?	12	21	16	19	12	20
3.4 Did you have any problems with needing protection from other prisoners?	6	7	7	7	7	7
3.4 Did you have problems accessing phone numbers?	26	24	31	24	28	24

KEY TO TABLE

	Significantly better
	Significantly worse
	A significant difference in prisoners' background details
	No significant difference

Missing data have been excluded for each question. Please note: where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

Prisoner survey responses across all functional types (adult men): diversity analysis – ethnicity/nationality/religion (Continued)	Black and minority ethnic prisoners	White prisoners	Foreign national prisoners	British prisoners	Muslim prisoners	Non-Muslim prisoners
	%	%	%	%	%	%
When you first arrived here, were you offered any of the following:						
3.6 Tobacco?	69	78	67	76	70	76
3.6 A shower?	31	32	39	31	30	32
3.6 A free telephone call?	53	50	53	51	50	51
3.6 Something to eat?	63	63	66	62	57	63
3.6 PIN phone credit?	45	50	48	48	42	49
3.6 Toiletries/basic items?	51	53	57	52	48	53
When you first arrived here did you have access to the following people:						
3.7 The chaplain or a religious leader?	46	48	48	47	47	47
3.7 Someone from health services?	65	68	65	67	63	67
3.7 A Listener/Samaritans?	25	32	25	31	24	31
3.7 Prison shop/canteen?	22	23	26	22	20	23
When you first arrived here were you offered information about any of the following:						
3.8 What was going to happen to you?	43	45	42	45	42	44
3.8 Support available for people feeling depressed or suicidal?	33	39	36	38	32	38
3.8 How to make routine requests?	37	37	38	37	34	38
3.8 Your entitlement to visits?	37	36	38	35	34	36
3.8 Health services?	46	47	48	47	42	47
3.8 The chaplaincy?	42	42	44	42	40	42
3.9 Did you feel safe on your first night here?	72	77	66	76	68	77
3.10 Have you been on an induction course?	83	80	79	81	84	80
3.12 Did you receive an education (skills for life) assessment?	78	78	76	78	79	78
SECTION 4: Legal rights and respectful custody						
In terms of your legal rights, is it easy/very easy to:						
4.1 Communicate with your solicitor or legal representative?	41	42	39	42	43	41
4.1 Attend legal visits?	47	51	44	50	48	50
4.1 Get bail information?	14	16	17	16	14	16
4.2 Have staff ever opened letters from your solicitor or legal representative when you were not with them?	43	42	37	43	47	42
4.3 Can you get legal books in the library?	35	39	38	38	34	39
For the wing/unit you are currently on:						
4.4 Are you normally offered enough clean, suitable clothes for the week?	55	55	58	55	53	56
4.4 Are you normally able to have a shower every day?	78	83	79	82	77	82
4.4 Do you normally receive clean sheets every week?	61	68	68	66	58	67
4.4 Do you normally get cell cleaning materials every week?	49	53	55	52	46	53
4.4 Is your cell call bell normally answered within five minutes?	29	30	39	28	29	30
4.4 Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	65	61	65	61	59	62
4.4 Can you normally get your stored property, if you need to?	20	23	28	21	19	22
4.5 Is the food in this prison good/very good?	21	22	24	22	20	22
4.6 Does the shop/canteen sell a wide enough range of goods to meet your needs?	36	51	43	47	35	49
4.7 Are you able to speak to a Listener at any time, if you want to?	39	55	38	52	37	52
4.8 Are your religious beliefs respected?	53	46	58	47	61	46
4.9 Are you able to speak to a religious leader of your faith in private if you want to?	54	52	54	52	60	51
4.10 Is it easy/very easy to attend religious services?	58	41	50	45	71	42
SECTION 5: Applications and complaints						
5.1 Is it easy to make an application?	71	77	68	76	71	76
5.3 Is it easy to make a complaint?	52	56	48	56	55	55
5.5 Have you ever been prevented from making a complaint when you wanted to?	25	20	22	22	28	21
5.6 Is it easy/very easy to see the Independent Monitoring Board?	18	24	19	23	18	23

Prisoner survey responses across all functional types (adult men): diversity analysis – ethnicity/nationality/religion (Continued)		Black and minority ethnic prisoners	White prisoners	Foreign national prisoners	British prisoners	Muslim prisoners	Non-Muslim prisoners
		%	%	%	%	%	%
SECTION 6: Incentives and earned privileges scheme							
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	37	46	33	45	35	45
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	42	42	38	43	41	42
6.3	In the last six months have any members of staff physically restrained you (C&R)?	11	8	13	8	11	8
SECTION 7: Relationships with staff							
7.1	Do most staff, in this prison, treat you with respect?	71	78	73	76	67	77
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	65	71	68	70	63	71
7.3	Has a member of staff checked on you personally in the last week to see how you are getting on?	23	30	28	28	22	29
7.4	Do staff normally speak to you most of the time/all of the time during association?	15	21	17	20	14	20
7.5	Do you have a personal officer?	51	50	49	50	51	50
SECTION 8: Safety							
8.1	Have you ever felt unsafe here?	42	42	46	41	46	41
8.2	Do you feel unsafe now?	20	18	24	18	21	18
8.4	Have you been victimised by other prisoners here?	26	32	31	30	29	30
Since you have been here, have other prisoners:							
8.5	Made insulting remarks about you, your family or friends?	10	14	10	14	11	13
8.5	Hit, kicked or assaulted you?	8	10	8	9	9	9
8.5	Sexually abused you?	1	2	1	2	2	2
8.5	Threatened or intimidated you?	14	19	13	18	16	18
8.5	Taken your canteen/property?	6	9	7	8	7	8
8.5	Victimised you because of medication?	3	6	4	6	4	6
8.5	Victimised you because of debt?	3	5	3	5	4	4
8.5	Victimised you because of drugs?	2	5	4	4	3	4
8.5	Victimised you because of your race or ethnic origin?	9	2	7	4	9	3
8.5	Victimised you because of your religion/religious beliefs?	7	3	6	4	11	3
8.5	Victimised you because of your nationality?	5	2	10	2	6	3
8.5	Victimised you because you were from a different part of the country?	5	5	6	5	6	5
8.5	Victimised you because you are from a traveller community?	1	1	3	1	1	1
8.5	Victimised you because of your sexual orientation?	1	2	2	2	1	2
8.5	Victimised you because of your age?	3	2	2	3	3	2
8.5	Victimised you because you have a disability?	2	4	3	3	3	3
8.5	Victimised you because you were new here?	7	7	6	7	8	7
8.5	Victimised you because of your offence/crime?	4	6	4	6	5	6
8.5	Victimised you because of gang-related issues?	6	5	5	5	7	5
8.6	Have you been victimised by staff here?	36	29	30	31	43	29
Since you have been here, have staff:							
8.7	Made insulting remarks about you, your family or friends?	12	12	7	12	14	12
8.7	Hit, kicked or assaulted you?	5	5	5	5	7	5
8.7	Sexually abused you?	1	1	1	1	2	1
8.7	Threatened or intimidated you?	14	12	10	13	16	12
8.7	Victimised you because of medication?	3	5	3	5	4	5
8.7	Victimised you because of debt?	1	2	1	2	2	2
8.7	Victimised you because of drugs?	2	3	3	3	2	3
8.7	Victimised you because of your race or ethnic origin?	10	2	7	4	13	3
8.7	Victimised you because of your religion/religious beliefs?	8	2	5	4	16	2
8.7	Victimised you because of your nationality?	5	2	8	2	6	2
8.7	Victimised you because you were from a different part of the country?	3	4	4	3	4	3
8.7	Victimised you because you are from a traveller community?	1	1	2	1	1	1

Prisoner survey responses across all functional types (adult men): diversity analysis – ethnicity/nationality/religion (Continued)		Black and minority ethnic prisoners	White prisoners	Foreign national prisoners	British prisoners	Muslim prisoners	Non-Muslim prisoners
		%	%	%	%	%	%
8.7	Victimised you because of your sexual orientation?	1	1	2	1	1	1
8.7	Victimised you because of your age?	3	2	2	2	3	2
8.7	Victimised you because you have a disability?	3	3	2	3	4	3
8.7	Victimised you because you were new here?	6	5	5	5	7	5
8.7	Victimised you because of your offence/crime?	5	4	3	5	6	4
8.7	Victimised you because of gang-related issues?	4	2	2	3	5	2
SECTION 9: Health services							
9.1	Is it easy/very easy to see the doctor?	27	27	28	27	24	28
9.1	Is it easy/very easy to see the nurse?	45	48	44	48	42	48
9.1	Is it easy/very easy to see the dentist?	11	13	12	13	11	13
9.4	Are you currently taking medication?	38	53	37	50	35	51
9.6	Do you have any emotional well being or mental health problems?	24	39	28	35	25	36
SECTION 10: Drugs and alcohol							
10.1	Did you have a problem with drugs when you came into this prison?	19	31	18	29	19	29
10.2	Did you have a problem with alcohol when you came into this prison?	10	22	14	19	10	20
10.3	Is it easy/very easy to get illegal drugs in this prison?	25	40	22	37	26	37
10.4	Is it easy/very easy to get alcohol in this prison?	14	21	11	20	15	20
10.5	Have you developed a problem with drugs since you have been in this prison?	5	9	6	9	7	9
10.6	Have you developed a problem with diverted medication since you have been in this prison?	4	9	5	8	6	8
SECTION 11: Activities							
Is it very easy/easy to get into the following activities:							
11.1	A prison job?	30	38	27	37	28	37
11.1	Vocational or skills training?	30	35	27	34	30	34
11.1	Education (including basic skills)?	48	50	42	51	48	50
11.1	Offending Behaviour Programmes?	17	22	17	21	16	21
Are you currently involved in any of the following activities:							
11.2	A prison job?	46	51	42	51	45	51
11.2	Vocational or skills training?	11	12	11	12	10	12
11.2	Education (including basic skills)?	29	23	37	23	31	23
11.2	Offending Behaviour Programmes?	9	10	7	10	10	10
11.4	Do you go to the library at least once a week?	36	33	38	34	35	33
11.5	Does the library have a wide enough range of materials to meet your needs?	33	40	35	39	29	39
11.6	Do you go to the gym three or more times a week?	32	26	26	28	31	27
11.7	Do you go outside for exercise three or more times a week?	46	44	46	44	46	44
11.8	Do you go on association more than five times each week?	52	55	44	55	54	55
11.9	Do you spend 10 or more hours out of your cell on a weekday?	11	15	9	14	9	14
SECTION 12: Friends and family							
12.1	Have staff supported you and helped you to maintain contact with family/friends while in this prison?	29	33	36	32	29	33
12.2	Have you had any problems with sending or receiving mail?	49	47	42	48	52	47
12.3	Have you had any problems getting access to the telephones?	32	29	32	29	34	29
12.4	Is it easy/very easy for your friends and family to get here?	30	31	19	32	29	31
SECTION 13: Preparation for release							
13.3	Do you have a named offender supervisor in this prison?	51	51	37	53	53	51
13.10	Do you have a needs-based custody plan?	7	7	9	7	8	7
13.11	Do you feel that any member of staff has helped you to prepare for release?	13	14	16	13	12	14

Prisoner survey responses across all functional types (adult men): diversity analysis – disability/age		Consider themselves to have a disability		Prisoners aged 50 and over		Prisoners under the age of 50		Prisoners aged under 21		Prisoners aged 21 and over	
		1,572	5,801	892	6,562	834	6,620				
Number of completed questionnaires returned		%	%	%	%	%	%	%	%		
SECTION 1: General information											
1.2	Are you under 21 years of age?	8	10								
1.3	Are you sentenced?	78	82	87	80	74	82				
1.3	Are you on recall?	9	8	7	8	6	8				
1.4	Is your sentence less than 12 months?	14	13	6	14	17	13				
1.4	Are you here under an indeterminate sentence for public protection (IPP prisoner)?	5	5	8	5	2	5				
1.5	Are you a foreign national?	10	10	7	11	14	10				
1.6	Do you understand spoken English?	97	98	98	98	98	98				
1.7	Do you understand written English?	96	98	97	97	97	97				
1.8	Are you from a minority ethnic group? (Including all those who did not tick white British, white Irish or white other categories.)	17	30	15	28	37	26				
1.9	Do you consider yourself to be Gypsy/ Romany/ Traveller?	8	3	4	5	5	4				
1.10	Are you Muslim?	9	14	4	14	20	12				
1.11	Are you homosexual/gay or bisexual?	6	2	5	3	3	3				
1.12	Do you consider yourself to have a disability?			36	20	18	22				
1.13	Are you a veteran (ex-armed services)?	9	4	13	4	3	6				
1.14	Is this your first time in prison?	31	38	52	34	49	35				
1.15	Do you have any children under the age of 18?	46	50	25	52	22	52				
SECTION 2: Transfers and escorts											
On your most recent journey here:											
2.1	Did you spend more than two hours in the van?	35	36	40	35	39	36				
2.5	Did you feel safe?	68	78	79	75	78	76				
2.6	Were you treated well/very well by the escort staff?	67	68	80	66	58	69				
2.7	Before you arrived here were you told that you were coming here?	61	64	64	63	59	63				
2.8	When you first arrived here did your property arrive at the same time as you?	80	83	86	82	81	82				
SECTION 3: Reception, first night and induction											
3.1	Were you in reception for less than two hours?	42	48	52	46	56	46				
3.2	When you were searched in reception, was this carried out in a respectful way?	77	82	87	80	78	81				
3.3	Were you treated well/very well in reception?	67	68	78	66	60	68				
When you first arrived:											
3.4	Did you have any problems?	86	62	65	68	68	67				
3.4	Did you have any problems with loss of property?	19	16	14	17	17	16				
3.4	Did you have any housing problems?	22	13	12	16	13	15				
3.4	Did you have any problems contacting employers?	4	3	3	4	3	4				
3.4	Did you have any problems contacting family?	29	26	20	27	31	26				
3.4	Did you have any problems ensuring dependants were being looked after?	3	2	2	2	1	2				
3.4	Did you have any money worries?	26	16	15	19	20	18				
3.4	Did you have any problems with feeling depressed or suicidal?	36	14	16	19	17	18				
3.4	Did you have any physical health problems?	35	9	27	13	7	16				
3.4	Did you have any mental health problems?	47	11	14	19	15	19				
3.4	Did you have any problems with needing protection from other prisoners?	12	6	10	7	9	7				
3.4	Did you have problems accessing phone numbers?	27	23	21	25	25	24				
When you first arrived here, were you offered any of the following:											
3.6	Tobacco?	77	75	52	79	82	75				
3.6	A shower?	30	32	27	32	38	31				
3.6	A free telephone call?	49	52	40	53	67	49				
3.6	Something to eat?	61	63	60	63	68	62				
3.6	PIN phone credit?	47	49	37	50	46	49				
3.6	Toiletries/basic items?	50	53	55	52	55	52				

Prisoner survey responses across all functional types (adult men): diversity analysis – disability/age (Continued)		Consider themselves to have a disability	Do not consider themselves to have a disability	Prisoners aged 50 and over	Prisoners under the age of 50	Prisoners aged under 21	Prisoners aged 21 and over
		%	%	%	%	%	%
When you first arrived here did you have access to the following people:							
3.7	The chaplain or a religious leader?	43	48	42	48	48	47
3.7	Someone from health services?	66	67	66	67	62	67
3.7	A Listener/Samaritans?	27	31	28	31	22	31
3.7	Prison shop/canteen?	23	23	21	23	23	23
When you first arrived here were you offered information about any of the following:							
3.8	What was going to happen to you?	39	46	45	44	41	45
3.8	Support available for people feeling depressed or suicidal?	35	38	34	38	35	38
3.8	How to make routine requests?	34	38	37	37	34	38
3.8	Your entitlement to visits?	33	36	35	36	36	36
3.8	Health services?	46	47	47	47	46	47
3.8	The chaplaincy?	37	44	38	43	42	42
3.9	Did you feel safe on your first night here?	66	78	75	75	71	76
3.10	Have you been on an induction course?	77	82	83	80	80	81
3.12	Did you receive an education (skills for life) assessment?	72	79	80	77	79	78
SECTION 4: Legal rights and respectful custody							
In terms of your legal rights, is it easy/very easy to:							
4.1	Communicate with your solicitor or legal representative?	38	42	51	40	32	42
4.1	Attend legal visits?	47	51	53	49	48	50
4.1	Get bail information?	13	17	13	16	15	16
4.2	Have staff ever opened letters from your solicitor or legal representative when you were not with them?	46	41	33	43	40	43
4.3	Can you get legal books in the library?	38	38	48	37	22	40
For the wing/unit you are currently on:							
4.4	Are you normally offered enough clean, suitable clothes for the week?	51	56	76	52	43	57
4.4	Are you normally able to have a shower every day?	79	82	88	80	63	83
4.4	Do you normally receive clean sheets every week?	66	66	78	65	55	67
4.4	Do you normally get cell cleaning materials every week?	52	52	64	51	34	54
4.4	Is your cell call bell normally answered within five minutes?	28	30	40	28	22	30
4.4	Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	55	64	71	60	53	63
4.4	Can you normally get your stored property, if you need to?	21	22	28	21	23	22
4.5	Is the food in this prison good/very good?	23	22	33	21	19	22
4.6	Does the shop/canteen sell a wide enough range of goods to meet your needs?	48	47	53	46	44	47
4.7	Are you able to speak to a Listener at any time, if you want to?	53	50	65	49	35	52
4.8	Are your religious beliefs respected?	47	48	64	46	46	48
4.9	Are you able to speak to a religious leader of your faith in private if you want to?	52	52	61	51	49	53
4.10	Is it easy/very easy to attend religious services?	41	47	48	45	45	45
SECTION 5: Applications and complaints							
5.1	Is it easy to make an application?	74	76	81	75	70	76
5.3	Is it easy to make a complaint?	55	55	60	54	50	55
5.5	Have you ever been prevented from making a complaint when you wanted to?	27	20	11	23	25	22
5.6	Is it easy/very easy to see the Independent Monitoring Board?	23	22	30	22	17	23

KEY TO TABLE

	Significantly better
	Significantly worse
	A significant difference in prisoners' background details
	No significant difference

Missing data have been excluded for each question. Please note: where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

Prisoner survey responses across all functional types (adult men): diversity analysis – disability/age (Continued)		Consider themselves to have a disability	Do not consider themselves to have a disability	Prisoners aged 50 and over	Prisoners under the age of 50	Prisoners aged under 21	Prisoners aged 21 and over
		%	%	%	%	%	%
SECTION 6: Incentives and earned privileges scheme							
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	41	45	55	42	33	45
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	37	44	43	42	46	42
6.3	In the last six months have any members of staff physically restrained you (C&R)?	10	8	2	10	22	7
SECTION 7: Relationships with staff							
7.1	Do most staff, in this prison, treat you with respect?	76	76	89	74	66	77
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	70	70	82	68	64	70
7.3	Has a member of staff checked on you personally in the last week to see how you are getting on?	34	26	37	27	27	28
7.4	Do staff normally speak to you most of the time/all of the time during association?	21	19	30	18	17	20
7.5	Do you have a personal officer?	48	51	67	48	44	51
SECTION 8: Safety							
8.1	Have you ever felt unsafe here?	55	38	39	42	41	42
8.2	Do you feel unsafe now?	28	16	17	19	20	19
8.4	Have you been victimised by other prisoners here?	46	26	31	30	30	30
Since you have been here, have other prisoners:							
8.5	Made insulting remarks about you, your family or friends?	21	11	13	13	15	13
8.5	Hit, kicked or assaulted you?	14	8	5	10	13	9
8.5	Sexually abused you?	4	1	1	2	3	2
8.5	Threatened or intimidated you?	28	15	18	18	17	18
8.5	Taken your canteen/property?	12	7	5	9	10	8
8.5	Victimised you because of medication?	13	3	6	5	3	6
8.5	Victimised you because of debt?	7	4	1	5	7	4
8.5	Victimised you because of drugs?	6	4	1	5	4	4
8.5	Victimised you because of your race or ethnic origin?	6	3	3	4	5	4
8.5	Victimised you because of your religion/religious beliefs?	6	3	2	4	5	4
8.5	Victimised you because of your nationality?	5	3	2	3	4	3
8.5	Victimised you because you were from a different part of the country?	8	4	3	5	6	5
8.5	Victimised you because you are from a traveller community?	3	1	1	1	2	1
8.5	Victimised you because of your sexual orientation?	3	1	2	2	2	2
8.5	Victimised you because of your age?	5	2	7	2	3	3
8.5	Victimised you because you have a disability?	13	1	4	3	2	3
8.5	Victimised you because you were new here?	11	6	5	7	10	7
8.5	Victimised you because of your offence/crime?	10	5	10	5	6	6
8.5	Victimised you because of gang-related issues?	8	4	2	6	8	5
8.6	Have you been victimised by staff here?	40	29	23	33	35	31
Since you have been here, have staff:							
8.7	Made insulting remarks about you, your family or friends?	17	10	9	12	15	12
8.7	Hit, kicked or assaulted you?	8	5	3	6	10	5
8.7	Sexually abused you?	2	1	1	2	3	1
8.7	Threatened or intimidated you?	19	11	11	13	14	13
8.7	Victimised you because of medication?	10	3	4	5	2	5
8.7	Victimised you because of debt?	4	2	1	2	3	2
8.7	Victimised you because of drugs?	4	2	1	3	3	3
8.7	Victimised you because of your race or ethnic origin?	5	4	2	4	6	4
8.7	Victimised you because of your religion/religious beliefs?	5	3	2	4	4	4
8.7	Victimised you because of your nationality?	4	2	2	3	4	3

Prisoner survey responses across all functional types (adult men): diversity analysis – disability/age (Continued)		Consider themselves to have a disability	Do not consider themselves to have a disability	Prisoners aged 50 and over	Prisoners under the age of 50	Prisoners aged under 21	Prisoners aged 21 and over
		%	%	%	%	%	%
8.7	Victimised you because you were from a different part of the country?	6	3	3	4	5	3
8.7	Victimised you because you are from a traveller community?	3	1	1	1	2	1
8.7	Victimised you because of your sexual orientation?	3	1	1	1	2	1
8.7	Victimised you because of your age?	5	2	5	2	5	2
8.7	Victimised you because you have a disability?	10	1	3	3	2	3
8.7	Victimised you because you were new here?	7	5	3	5	9	5
8.7	Victimised you because of your offence/crime?	7	4	6	5	5	5
8.7	Victimised you because of gang-related issues?	4	2	1	3	5	2
SECTION 9: Health services							
9.1	Is it easy/very easy to see the doctor?	27	27	37	26	32	27
9.1	Is it easy/very easy to see the nurse?	49	47	58	46	44	48
9.1	Is it easy/very easy to see the dentist?	12	13	19	12	17	12
9.4	Are you currently taking medication?	78	41	76	45	25	51
9.6	Do you have any emotional well being or mental health problems?	67	25	26	36	30	35
SECTION 10: Drugs and alcohol							
10.1	Did you have a problem with drugs when you came into this prison?	37	26	8	31	29	28
10.2	Did you have a problem with alcohol when you came into this prison?	26	17	13	19	15	19
10.3	Is it easy/very easy to get illegal drugs in this prison?	39	35	28	37	22	37
10.4	Is it easy/very easy to get alcohol in this prison?	21	19	13	20	11	20
10.5	Have you developed a problem with drugs since you have been in this prison?	13	7	1	10	6	9
10.6	Have you developed a problem with diverted medication since you have been in this prison?	12	6	3	8	5	8
SECTION 11: Activities							
Is it very easy/easy to get involved in the following activities:							
11.1	A prison job?	30	38	46	35	22	37
11.1	Vocational or skills training?	28	35	38	33	29	34
11.1	Education (including basic skills)?	43	51	54	49	47	50
11.1	Offending Behaviour Programmes?	18	21	25	20	18	21
Are you currently involved in any of the following activities:							
11.2	A prison job?	43	52	57	49	28	52
11.2	Vocational or skills training?	9	13	11	12	8	12
11.2	Education (including basic skills)?	25	24	26	24	30	24
11.2	Offending Behaviour Programmes?	9	10	9	10	4	10
11.4	Do you go to the library at least once a week?	33	34	46	32	20	35
11.5	Does the library have a wide enough range of materials to meet your needs?	39	38	51	36	27	39
11.6	Do you go to the gym three or more times a week?	17	31	14	30	18	29
11.7	Do you go outside for exercise three or more times a week?	37	46	40	45	51	44
11.8	Do you go on association more than five times each week?	51	55	55	54	47	55
11.9	Do you spend 10 or more hours out of your cell on a weekday?	11	14	15	14	5	15
SECTION 12: Friends and family							
12.1	Have staff supported you and helped you to maintain contact with family/friends while in this prison?	32	33	41	31	30	33
12.2	Have you had any problems with sending or receiving mail?	49	47	32	50	51	47
12.3	Have you had any problems getting access to the telephones?	31	29	20	31	38	29
12.4	Is it easy/very easy for your friends and family to get here?	25	33	27	32	32	31
SECTION 13: Preparation for release							
13.3	Do you have a named offender supervisor in this prison?	48	52	63	49	46	51
13.10	Do you have a needs-based custody plan?	9	6	6	7	9	7
13.11	Do you feel that any member of staff has helped you to prepare for release?	14	13	15	13	13	13

Prisoner survey responses: key questions responses - women/men		Women	Men
Number of completed questionnaires returned		978	7,499
		%	%
1.2	Are you under 21 years of age?	5	9
1.3	Are you sentenced?	81	81
1.5	Are you a foreign national?	8	10
1.6	Do you understand spoken English?	99	98
1.7	Do you understand written English?	98	97
1.8	Are you from a minority ethnic group? (Including all those who did not tick white British, white Irish or white other categories.)	14	27
1.9	Do you consider yourself to be Gypsy/ Romany/ Traveller?	4	4
1.10	Are you Muslim?	5	13
1.11	Are you homosexual/gay or bisexual?	26	3
1.12	Do you consider yourself to have a disability?	32	22
1.14	Is this your first time in prison?	53	36
1.15	Do you have any children under the age of 18?	55	49
2.6	Were you treated well/very well by the escort staff?	81	68
2.7	Before you arrived here were you told that you were coming here?	76	63
3.2	When you were searched in reception, was this carried out in a respectful way?	91	81
3.3	Were you treated well/very well in reception?	81	67
3.4	Did you have any problems when you first arrived?	74	67
3.7	Did you have access to someone from health care when you first arrived here?	75	67
3.9	Did you feel safe on your first night here?	77	75
3.10	Have you been on an induction course?	89	81
4.1	Is it easy/very easy to communicate with your solicitor or legal representative?	42	41
4.4	Are you normally offered enough clean, suitable clothes for the week?	72	55
4.4	Are you normally able to have a shower every day?	95	81
4.4	Is your cell call bell normally answered within five minutes?	42	30
4.5	Is the food in this prison good/very good?	35	22
4.6	Does the shop/canteen sell a wide enough range of goods to meet your needs?	49	47
4.7	Are you able to speak to a Listener at any time, if you want to?	66	51
4.8	Do you feel your religious beliefs are respected?	61	48
4.9	Are you able to speak to a religious leader of your faith in private if you want to?	71	52
5.1	Is it easy to make an application?	87	75
5.3	Is it easy to make a complaint?	61	55
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	54	44
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	51	42
6.3	In the last six months have any members of staff physically restrained you (C&R)?	5	9
7.1	Do most staff, in this prison, treat you with respect?	83	76
7.2	Is there a member of staff you can turn to for help if you have a problem in this prison?	81	70
7.3	Do staff normally speak to you at least most of the time during association time? (Most/all of the time.)	29	19
7.4	Do you have a personal officer?	60	50
8.1	Have you ever felt unsafe here?	39	42
8.2	Do you feel unsafe now?	13	19
8.3	Have you been victimised by other prisoners?	34	30
Since you have been here, have other prisoners:			
8.5	Hit, kicked or assaulted you?	7	9
8.5	Sexually abused you?	2	2
8.5	Threatened or intimidated you?	24	18
8.5	Victimised you because of medication?	6	5
8.5	Victimised you because of drugs?	3	4
8.5	Victimised you because you were from a different part of the country?	3	5
8.5	Victimised you because of your sexual orientation?	2	2

Prisoner survey responses: key questions responses – women/men		Women	Men
Number of completed questionnaires returned		978	7,499
		%	%
8.6	Have you been victimised by a member of staff?	27	31
Since you have been here, have staff:			
8.7	Hit, kicked or assaulted you?	2	5
8.7	Sexually abused you?	1	1
8.7	Threatened or intimidated you?	12	13
8.7	Victimised you because of medication?	5	5
8.7	Victimised you because of drugs?	3	3
8.7	Victimised you because you were from a different part of the country?	2	4
8.7	Victimised you because of your sexual orientation?	2	1
9.1	Is it easy/very easy to see the doctor?	35	27
9.1	Is it easy/very easy to see the nurse?	56	47
9.4	Are you currently taking medication?	77	49
9.6	Do you feel you have any emotional well being/mental health issues?	58	35
10.3	Is it easy/very easy to get illegal drugs in this prison?	28	36
10.4	Is it easy/very easy to get alcohol in this prison?	2	19
11.2	Are you currently working in the prison?	63	50
11.2	Are you currently undertaking vocational or skills training?	16	12
11.2	Are you currently in education (including basic skills)?	36	24
11.2	Are you currently taking part in an offending behaviour programme?	20	10
11.4	Do you go to the library at least once a week?	50	34
11.6	Do you go to the gym three or more times a week?	22	28
11.7	Do you go outside for exercise three or more times a week?	41	44
11.8	On average, do you go on association more than five times each week?	57	54
11.9	Do you spend 10 or more hours out of your cell on a weekday? (This includes hours at education, at work, etc.)	23	14
12.2	Have you had any problems sending or receiving mail?	36	48
12.3	Have you had any problems getting access to the telephones?	20	30
12.4	Is it easy/very easy for your friends and family to get here?	34	31

KEY TO TABLE

	Significantly better
	Significantly worse
	A significant difference in prisoners' background details
	No significant difference

Missing data have been excluded for each question. Please note: where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

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