



Thematic report by HM Inspectorate of Prisons

Unintended consequences: Finding a way forward for prisoners serving sentences of imprisonment for public protection

A thematic review

by HM Inspectorate of Prisons

November 2016

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Introduction

This short thematic review outlines the significant ongoing challenges of managing and progressing the large number of prisoners serving sentences of imprisonment for public protection (IPP) who remain in the prison system in England and Wales. It is widely accepted that implementation of the sentence was flawed and that this has contributed to the large numbers who remain in prison with this sentence, often many years post-tariff. It has to be recognised that some people with IPP sentences remain dangerous, and need to be held in prison to protect the public. However others present much lower levels of risk but system failures have impeded their progress. These failures have been evident since the sentence was introduced, a fact acknowledged by the Home Secretary responsible for implementing the sentence, David Blunkett MP, who has said:

*'We certainly got the implementation wrong. The consequences of bringing that Act in had led, in some cases, to an injustice and I regret that.'*¹

In the introduction of the joint thematic report about IPP sentences (2008), the then chief inspectors of prisons and probation said:

'This report should be required reading for all those in the criminal justice system, but particularly those who propose and put in place new sentences or are responsible for implementing them. It is a worked example of how not to do so.'

They went on to say:

*'The crisis (with the IPP sentence) has a long tail: there are thousands of prisoners already in the system who, together with the prison and probation services, will feel its consequences for a long time to come.'*²

These were prophetic words, given that eight years later the system is still struggling to find solutions to the legacy of the IPP sentence. Although the sentence has been abolished, a significant number of men and women are still in prison well beyond the point originally intended by the courts and politicians who legislated for the sentence.

While decisions about progression and release by the Parole Board are based on the principle of risk, it is clear that significant failings in the prison, probation and parole systems are contributing to the numbers of IPP prisoners still in prison years after the end of their tariff. In addition, the number of those recalled to prison is high, which begs the question of whether preparation for release is fully effective in preparing prisoners for this step, and whether support in the community is appropriate.

There are three main reasons why decisive action must be taken to improve this situation. Firstly, for many of the IPP prisoners, it is not clear that holding them well beyond their end-of-tariff date is necessarily in the interests of public protection, and therefore there are issues of fairness and justice. Secondly, the cost to the public purse of continuing to hold the high numbers of IPP prisoners is significant. Thirdly, the pressures IPPs exert on the system in terms of risk management activity, demand for offending behaviour programmes and parole processes is significant. Resources are being stretched increasingly thinly and there are risks that prisoners will struggle to access the support they need and that delays will increase still further.

The problems with the legacy of the IPP sentence are well understood and there is an openness in government to find new and innovative solutions to the problem, but action does need to be taken,

¹ David Blunkett speaking on BBC Newsnight March 2014, see <http://www.bbc.co.uk/news/uk-26561380>

² HM Inspectorate of Prisons and HM Inspectorate of Probation (2008) *The indeterminate sentence for public protection: A thematic review*. London: HMIP.

and taken quickly, to ensure the consequences of mistakes made in the past do not continue to resonate for many years to come. We make a small number of recommendations which we hope will assist with a decrease in the number of people with IPP sentences held beyond their tariff expiry date.

Peter Clarke CVO OBE QPM
HM Chief Inspector of Prisons

September 2016

Section 1. Summary

Background

- 1.1** The sentence of imprisonment for public protection (IPP) and a parallel sentence of detention for public protection (DPP) for children and young people under 18 were introduced in 2005 by the Criminal Justice Act (CJA) 2003. These new sentences were designed to be imposed on those who had committed specified 'serious violent or sexual offences' and who were deemed to pose a 'significant risk of serious harm' in the future (termed presumed dangerousness). Under an IPP/DPP sentence high-risk individuals would serve a minimum term in prison (their tariff), during which time they would undertake work to reduce the risk they posed. At the point when sufficient risk reduction had been achieved, they would be released by the Parole Board. If at the end of their tariff their risk has not been reduced sufficiently, they would continue to be detained until they had satisfied the Parole Board that they had reduced the risk they posed and could be safely managed in the community. Most IPP tariffs were relatively short, with the average of all IPP sentences being only three years and five months. Those released from an IPP or DPP sentence were also subject to a life licence,³ which they could apply to have cancelled after 10 years in the community.
- 1.2** The IPP sentence was applicable to 95 serious violent or sexual offences which carried a maximum sentence of 10 years or more; if an offender had previously committed one of these 95 offences, or any offence from a further list of 58 other specified offences the court was in most cases required to impose an IPP sentence based on an assessment of the risk of serious harm the individual posed to the public. This list of 58 additional offences included other offences such as affray and criminal damage with intent to endanger life, or be reckless as to whether life would be endangered. This was amended in the Criminal Justice and Immigration Act (CJIA) 2008,⁴ which removed the requirement on courts to impose an IPP sentence if the stipulated conditions were met, to remove the presumption of dangerousness and also to set a minimum tariff term of two years.
- 1.3** For a variety of reasons, many IPP sentence prisoners were unable to demonstrate a reduction in their risk that was sufficient for the Parole Board to direct their release. These included the prisoners not being given sufficient opportunity pre-tariff to access relevant courses, delays in them being transferred to other prisons to access programmes and inadequate support being provided to help them progress through the prison system in order to demonstrate a reduction in risk. This culminated in 2012 in a European Court of Human Rights ruling in the case of *James, Wells and Lee v. The United Kingdom*⁵ that detention could become arbitrary, and therefore unlawful within the meaning of Article 5.1 (a right to liberty and security) of the European Convention on Human Rights⁶, where there was insufficient opportunity provided for an IPP sentence prisoner to demonstrate education risk at tariff expiry or soon after.⁷

³ Being on licence means offenders are still serving a prison sentence but can live in the community instead of being in prison. While on licence, there are rules (licence conditions) that must be followed. Breaking any of these conditions is referred to as a breach of licence and may result in the offender being recalled back to prison. All released IPP sentence prisoners are subject to these licence conditions for life.

⁴ Criminal Justice and Immigration Act 2008, sections 13–18, schedule 5.

⁵ European Court of Human Rights (2013) *Judgement in the case of James, Wells and Lee v. The United Kingdom*. (2013) 56 EHRR 12

⁶ UK House of Lords (2010) (*James, Lee and Wells*) v *Secretary of State for Justice* [2009] UKHL 22; [2010] 1 AC 553

⁷ In addition, the Supreme Court has since confined the ECHR judgement by finding that detention cannot become arbitrary in these cases, but that there was a duty to give opportunity for progression, breach of which could be addressed by payment of damages. See United Kingdom Supreme Court (2014) *Haney, Kaiyam, Massey and Robinson v. Secretary of State for Justice* (10 December 2014).

- I.4** Following this and other legal challenges, Section 123 of The Legal Aid Sentencing and Punishment of Offenders Act 2012 (LASPO) abolished the IPP sentence from December 3 2012.
- I.5** Between the introduction of the sentence in 2005 and its abolition in 2012, a total of 8,711⁸ sentences were issued by the courts. However, the abolition was not applied retrospectively; no provision was made for sentence conversion or automatic release for people already on the sentence, meaning that those still in prison remained there subject to Parole Board-approved release only. Large numbers of IPP sentence prisoners still remain in custody. As of 31 March 2016, nearly half of those sentenced to an IPP (4,133) were still in custody, and 81% (3,330) of these prisoners were beyond their tariff⁹ expiry date.

Key findings

- I.6** People with IPP sentences often have multiple needs and vary significantly in terms of their offences, background and ability to engage with interventions in order to reduce their risk. In our survey, more IPP prisoners than life sentence prisoners or determinate sentence prisoners reported having problems and feeling suicidal and depressed on arrival in prison, having emotional, wellbeing and mental health problems and having a drug or alcohol problem. The proportions of women who reported these problems were generally higher than the proportions of men (see paragraph 5.3). The impact of serving an IPP sentence on a prisoner could be profound. IPP prisoners articulated the impact of an IPP sentence in powerful and emotive terms. One prisoner we met was on an ACCT¹⁰ specifically because of the impact the sentence was having on his wellbeing (see paragraph 5.11).
- I.7** IPP prisoners fell into three broad categories: those who had not reduced their risk and remained dangerous, those who could reduce their risk if the support provided by the system was delivered more efficiently, and finally, those who might be deemed ready for release if delays and inefficiencies in the offender management and parole processes were resolved (see paragraph 5.6).
- I.8** Many prisons did not provide good quality offender management to support IPP prisoners in their progression, including timely assessment and ongoing contact with their offender supervisors. Across all prisons inspected during this period (April 2015–March 2016), only 26% of IPP sentence prisoners reported that a member of staff had helped them prepare for release, and open establishments were generally delivering the best offender management. Issues with the quality and consistency of offender management impacted negatively on prisoners' ability to make progress towards release on licence (see paragraphs 5.17–5.18).
- I.9** Not all IPP prisoners could access the relevant offending behaviour programmes (OBPs) which enable them to demonstrate a reduction in their risk. The ability of prisoners to access programmes is dependent on timely assessment of need and availability of programmes. Speedy transfer and access to the required OBPs varied greatly across prisons. Evidence from prisoners and the Parole Board suggested delays in some cases of years in accessing courses, which was having a detrimental impact upon prisoners' ability to reduce their risk and progress to release (see paragraphs 5.25–5.27).

⁸ This figure includes nine sentences handed down in 2013 after abolition of the sentence.

⁹ A 'tariff' is the punitive period of the sentence, in other words the minimum time a prisoner will serve before the Parole Board will consider release on licence.

¹⁰ Assessment, care in custody and teamwork (ACCT) is the case management for prisoners who are at risk of suicide and self-harm.

- I.10** Open conditions and release on temporary licence (ROTL) are key ways in which IPP prisoners can demonstrate a reduction in their risk prior to release. ROTL is considered a good way to test reductions in risk and readiness for release, and to secure employment, accommodation and establish support networks. While no research has been done to establish a link between access to ROTL and subsequent recall rates, the Parole Board consider that access to ROTL is important in better preparing prisoners for life back in the community, hence reducing the likelihood of recall.
- I.11** A number of IPP prisoners are in open prisons where a primary aim is to test them by using ROTL while they still remain in a custodial setting. However, current ROTL policy prevents most IPP sentence prisoners from being tested using ROTL while they are still in closed category C training prisons. If this policy was changed, subject to risk assessment and a recommendation from the responsible offender manager, it would mean IPP prisoners, many of whom are years past their tariff expiry, could be released on temporary licence from closed prisons, without the need for a stay in open conditions thus speeding up the process towards eventual release (see section 6).
- I.12** For many IPP prisoners, an enhanced offender management casework approach might facilitate progress to reduce risk. Work on these types of approaches for those prisoners not progressing, or eligible for, or on ROTL had started but needed to be embedded and developed. The specialist progression regime developed at HMP Warren Hill, a category C establishment, was also promising and provided a template for how the prison system can work with some of the most difficult and challenging IPP prisoners (see paragraphs 5.28–5.29).
- I.13** The Parole Board is responsible for making recommendations to the Secretary of State for the transfer of IPP sentence prisoners to open conditions. The high number of indeterminate sentences in the system, including IPPs, has resulted in significant pressure on the prison system itself and the Parole Board. Definitive evidence of patterns in why local Parole Boards do not release some IPP prisoners is not yet available. Parole Board decisions are often based on a range of factors which cumulatively, in the Board's opinion, mean the prisoner has not reduced their risk and cannot be safely managed in the community. Anecdotally and from early reviews of IPP cases, the Board has identified four key themes for non-progression: the release is not supported by the offender manager and/or offender supervisor; there is a lack of evidence that risk reduction skills have been demonstrated and applied within a custodial setting; previously agreed interventions and/or treatment pathways have not been provided; and a move has been delayed to open conditions and/or ROTL has not been facilitated ahead of the review (see paragraph 7.12).
- I.14** The recall rate for IPP sentence prisoners was high compared with those with life sentences (indeterminate sentence prisoners (ISPs))¹¹. The reasons for recall varied greatly, from relatively minor breaches in licence conditions to serious reoffending. Once recalled, prisoners often spent months in prison before a decision was made about whether the recall was justified, and whether they should remain in prison (see paragraphs 0–7.25).
- I.15** On the basis of the findings from this review we make a small number of high level recommendations.

¹¹ An ISP is any sentence whereby there is no automatic right to be released after serving the sentence length, instead release will only take place once the tariff has been served and the Parole Board is satisfied that the risk of harm the prisoner poses to the public is acceptable. ISP sentences include life sentences and also IPP sentences. An IPP was a specific sentence, under the ISP umbrella, which was imposed under certain specific conditions.

Main concern

Failures in the criminal justice and parole systems have resulted in far too many people with IPP sentences being held in prison for many years after their tariff (minimum term) has expired. They have been denied the opportunity to demonstrate whether they present a continuing risk to the public, or to have this properly assessed. IPP sentences have not worked as intended and the current situation in which many prisoners find themselves is clearly unjust.

Main recommendation

The Secretary of State for Justice should take immediate action to ensure adequate resources and timely support are available to work with IPP prisoners to reduce their risk of harm to others and to help them progress through the custodial system towards consideration for release by the Parole Board.

Recommendations

To NOMS

1. **NOMS** should ensure **IPP** prisoners are located in the appropriate prison to match their security classification, and to support work with risk reduction and rehabilitation.
2. **NOMS** should ensure that **IPP** prisoners receive regular, meaningful contact with offender managers and supervisors, and that casework, including key assessments, is up to date.
3. For some **IPP** sentence prisoners with a combination of challenging behaviour and underlying personality, cognitive or mental health issues, an enhanced offender management casework process should be used. This would include multidisciplinary input and problem-solving, sometimes at a national level, but always in the host prison, feeding into a clear sentence plan and actions to reduce risk and encourage progression.
4. **NOMS** should ensure **IPP** prisoners are offered appropriate and timely interventions to reduce their risk, including, where appropriate, specialist one-to-one work.
5. **NOMS** should develop more specialist provision for **IPP** prisoners, similar to the progression regime at **Warren Hill**. This should be made available to **IPP** prisoners who are deemed most difficult to engage with, those who are considerably over their tariff, or those who have failed in open conditions or the community.

To the MOJ

6. Subject to a positive recommendation from the responsible offender manager, and the appropriate risk assessment, **IPP** sentence prisoners should be able to undertake **ROTL** while in category **C** resettlement prisons to provide opportunities for them to demonstrate a reduction in risk, to participate in rehabilitative activities and to better facilitate successful progression back to the community.
7. **Ministry of Justice** should ensure that the **Parole Board** has sufficient resources to consider **IPP** cases without undue delays.

To NOMS and NPS

- 8. NOMS and the National Probation Service (NPS) should better understand the reasons why IPP offenders are failing in the community and being recalled to prison. They should consider whether spending time in open conditions is beneficial in terms of prisoners achieving positive outcomes. Lessons should be learned from this and be reflected in the interventions offered by NPS and the prisons they are located within.**

To Parole Board for England and Wales

- 9. The Parole Board information and management systems should be used to identify the reasons why IPP prisoners are turned down for progression and/or release on licence, and this should inform work in prisons to reduce their risk.**
- 10. Decision-making about the recall decision for IPP sentence prisoners should be expedited.**

Section 2. Methodology

- 2.1** This report draws on 36 HM Inspectorate of Prisons inspection reports published between April 2015 and March 2016. Findings from the survey of prisoners and a detailed description of the survey methodology, including the number of surveys analysed, can be found in Appendix I of this report. Please note that we only refer to comparisons between groups where these are statistically significant.¹²
- 2.2** These inspection findings were supplemented with findings from interviews conducted with a small number of IPP prisoners; this included six men who were held in a category C establishment, including three who had been recalled into prison, and four men held in the open estate. In addition, the case files of three women IPP prisoners in closed prisons were reviewed. The interviews and case file reviews have been incorporated into this report as case studies.
- 2.3** In addition, data provided by the Parole Board for England and Wales, the National Offender Management Service (NOMS) and HM Inspectorate of Probation has also been analysed. All data provided by NOMS was collated on 31 March 2016. Various representatives from these organisations have also been consulted and we are grateful for their assistance.
- 2.4** Other research, reports and legislation have also been used to provide background and context to the report. Sources are acknowledged in the text.

¹² The significance level is set at 0.01, which means that there is only a 1% chance that the difference in results is due to chance.

Section 3. Background – the sentence of imprisonment for public protection (IPP)

Initial legislation: implementation, application and challenge

- 3.1** Throughout the 1990s and early 2000s the government began to adopt a more interventionist approach to criminal justice and public protection. A number of new initiatives were introduced during this period of legislative reform, which in the name of public protection placed a greater number of ever tighter restrictions on offenders who committed violent and/or sexual offences. These included the establishment of multi-agency public protection arrangements (MAPPA)¹³ to manage registered sex offenders and violent offenders who posed a serious risk of harm to the public, the violent and sexual offenders register (ViSOR)¹⁴ and the dangerous and severe personality disorder (DSPD)¹⁵ programme.
- 3.2** The Criminal Justice Act 2003¹⁶ created two new indeterminate sentences: the sentence of imprisonment for public protection (IPP) for adults, and a parallel sentence of detention for public protection (DPP) for children and young people under 18. They were to be imposed on those who committed specified ‘serious violent or sexual offences’ and who were deemed to pose a ‘significant risk of serious harm’ in the future. Therefore, the offender’s likely future behaviour, and not just the gravity of their past behaviour, was a consideration in sentencing guidelines and reflected a shift towards risk-based sentencing by the courts. The sentence was first implemented in April 2005, and until its abolition in 2012, a total of 8,711¹⁷ people received an IPP/DPP sentence.
- 3.3** These public protection sentences were like other indeterminate sentences in that both IPP and DPP sentences were subject to a minimum term in custody, the ‘tariff’. Offenders were not released until they had satisfied the Parole Board that, while in custody, they had reduced the risk they posed and could be safely managed in the community. Those released from an IPP/DPP sentence were also subject to a licence, which they could apply to have cancelled after 10 years in the community, and each year after if refused. While on licence, there are rules (licence conditions) that must be followed. Breaking any of these conditions is referred to as a breach of licence and may result in the offender being recalled back to prison.
- 3.4** When first implemented in 2005 there were two key features of the IPP sentence that separated it from the life sentence: firstly, it was applicable to 95 serious violent or sexual offences which carried a maximum sentence of 10 years or more; secondly, until July 2008, if an offender had previously committed one of these 95 offences, or any offence from a further list of 58 other specified offences, including other offences such as affray and criminal damage with intent to endanger life, or be reckless as to whether life would be endangered

¹³ MAPPA are designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. They require the local criminal justice agencies and other bodies dealing with offenders to work together in partnership. For more information regarding MAPPA please see:

<https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-mappa--2>

¹⁴ ViSOR is a national IT system for the management of people who pose a serious risk of harm to the public. It allows key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and interventions to prevent offending.

¹⁵ The DSPD programme established units within two prisons and two secure hospitals to address offending behaviour through the reduction of risk, by targeting criminogenic factors and meeting mental health needs.

¹⁶ Criminal Justice Act 2003, ss. 224-236, sch.15,15A.

¹⁷ This figure includes nine sentences handed down in 2013 after abolition of the sentence.

the court was required to make a ‘presumption of dangerousness’, that is, that the offender posed a significant risk of serious harm to the public. The court was then required to impose a sentence of imprisonment for public protection in most circumstances.

- 3.5** The legislation itself did not specify how risk would be determined, but in most cases it was normal practice for the court to request a pre-sentence report from the Probation Service before sentencing. The *National guide for the Criminal Justice Act 2003 sentences for public protection*¹⁸ stated that:

‘It will ultimately be a matter for the court how they form their opinion of risk, but Section 156(3)(a) of the Act requires the court to obtain a PSR (pre-sentence report) before forming any opinion on risk which would inform sentencing under the provision, unless the court believes no question of significant risk arises, or the offender is so obviously dangerous as for it to be indisputable.’

- 3.6** The sentence was intended to ensure that high-risk individuals served a minimum term in prison, during which time they would undertake work to reduce the risk they posed, and at the point where sufficient risk reduction had been achieved they would be released by the Parole Board.

- 3.7** However, given the wide range of offences and the presumptive nature of the legislation, many tariffs were short, at first, before amendments were made to the sentence through the Criminal Justice and Immigration Act (CJIA) 2008. The average tariff length given was 30 months (the equivalent of a five-year determinate sentence), with one as short as 28 days.

- 3.8** The introduction and subsequent delivery of the IPP sentence inevitably resulted in an increase in the prison population. The pressures felt by prisons were set out in the first joint thematic report¹⁹ on the subject by HM Inspectorate of Prisons and HM Inspectorate of Probation:

‘This large number of new, and resource-intensive, prisoners was fed into a system that was already under strain... This has not only increased pressure, and reduced manoeuvrability, within the prison system; it has also meant that a great deal of officials’ time and energy has been taken up with simply finding enough prison spaces. Similarly, the Probation Service was increasingly under strain as a result of increased workloads. This was a perfect storm. It led to IPP prisoners languishing in local prisons for months and years, unable to access the interventions they would need before the expiry of their often short tariffs.’

- 3.9** As a result of the evident problems, in 2007 Lord Carter of Coles was asked to review the Criminal Justice Act (CJA) dangerousness provisions as part of a wider review of prisons to improve the balance between the supply of prison places and demand for them.²⁰ Recommendations from this report to develop a more sustainable approach to the use of custody led to a series of legislative changes to the IPP sentence which were contained within the Criminal Justice and Immigration Act (CJIA) 2008.

¹⁸ National Offender Management Service (2005) *National guide for the new Criminal Justice Act 2003 sentences for public protection*. NOMS.

¹⁹ HM Inspectorate of Prisons and HM Inspectorate of Probation (2008) *The indeterminate sentence for public protection: A thematic review*. London: HMIP.

²⁰ Lord Carter of Coles (2007) *Securing the future – Proposals for the efficient and sustainable use of custody in England and Wales*.

Legislative changes

3.10 The CJA 2008 introduced three important changes to the IPP sentence:²¹

- first, section 13 of the CJA 2008 amended the wording of section 225 of the CJA 2003—to state the court ‘may’ impose an IPP if the stipulated conditions were met, in contrast to the original legislation which used the word ‘must’;
- second, section 17 of the CJA 2008 removed the presumption of dangerousness from section 229 of the CJA 2003;
- third, the CJA 2008 prohibited the application of very short-term tariffs to IPP sentences, stipulating the normal minimum term should be at least two years’ imprisonment before reduction for time spent on remand (essentially the equivalent to a determinate sentence of at least four years).

²¹ Criminal Justice and Immigration Act 2008, sections 13–18. schedule 5.

Figure 1: Key changes in legislation, recreated from *Unjust Deserts: Imprisonment for public protection*²² with permission from the Prison Reform Trust

<p>The IPP sentence – before and after its revision by the Criminal Justice and Immigration Act (CJIA)</p> <p>Court sets the tariff – or minimum custodial term to be served.</p> <p>Tariff normally equates to half of standard determinate sentence²³ that would be imposed for offence. (Notional determinate term is halved because prisoners are released at half-way stage of determinate sentences.)</p> <p>After tariff, release is at the discretion of Parole Board if ‘it is no longer necessary for the protection of the public that the prisoner should be confined’.²⁴</p> <p>On release, offender subject to probation supervision for the rest of his life, unless Parole Board decides – after at least ten years – licence no longer needed for public protection.</p>	
<p><u>Before CJIA 2008 amendments</u></p> <p>IPP available for dangerous people convicted of any ‘serious, specified’ offence.</p> <p>No minimum tariff.</p> <p>Where conditions for IPP met, IPP ‘must’ be imposed by court.</p> <p>Offender presumed to be dangerous if previous conviction for any ‘specified’ offence – unless unreasonable to do so.</p>	<p><u>After CJIA 2008 amendments</u></p> <p>IPP available for dangerous people convicted of ‘serious, specified’ offence meriting at least four-year determinate sentence.</p> <p>Above condition → two-year minimum tariff.</p> <p>But no minimum tariff if previous conviction for any offence in new Schedule 15A (23 very serious offences including rape, manslaughter).</p> <p>Where conditions for IPP met, IPP ‘may’ be imposed by court.</p> <p>Rebuttable presumption of dangerousness abolished.</p>

Legal challenge

3.11 The 2008 amendments provided judges with some discretion as to when to impose an IPP sentence in future cases, but they did not change the position for existing IPP prisoners, many of whom had been given such short tariffs that it was not possible to complete sufficient offending behaviour work to reduce their risk before their tariff expired.

²² Jacobson, J and Hough, M. (2010) *Unjust Deserts: Imprisonment for public protection*. London: Prison Reform Trust.

²³ This does not include extended sentence prisoners.

²⁴ Section 28(6)(b) of the Crime (Sentences) Act 1997, to which release of IPP prisoners, like release of life sentence prisoners, is subject (CJA 225 (4)).

- 3.12** The IPP sentences with longer tariffs were also not without problems. Prisoners requiring particular programmes were reliant on a transfer to the requisite prison delivering those programmes. Without it, they would be less able to demonstrate a reduction in the risk they posed to the public, meaning they would be less likely to be released by the Parole Board. In a 2013 report²⁵ based on survey responses from 103 senior prison governors, the Howard League for Penal Reform noted:

‘One respondent noted that IPP prisoners experienced “frustration that they have passed their tariff date but are unable to secure a space in the appropriate prison to meet their needs and/or they are unable to secure a place on the intervention they need due to waiting lists and funding.”

- 3.13** It is difficult to definitively determine the extent to which the Prison Service was able, or not, to ensure IPP prisoners were held in the right prisons for the right programmes. However, some individual prisoners voiced their frustration. For example, the Prison Reform Trust published a report²⁶ which highlighted the plight of one IPP prisoner who was required to undergo an assessment for the extended sex offender treatment programme (SOTP), which was an unachievable target as no prisons of appropriate category were in fact running the programme.

Abolition

- 3.14** Section 123 of The Legal Aid Sentencing and Punishment of Offenders Act 2012 (LASPO) abolished the IPP sentence from 3 December 2012, and established a new sentencing framework for dangerous offenders comprised of determinate and extended sentences. The Act was not applied retrospectively; no provision was made for sentence conversion or automatic release for people already on the sentence, meaning they may remain in custody and subject to Parole Board-approved release only.
- 3.15** Since its introduction in 2005, 8,711 people have received an IPP/DPP sentence and as of 31 March 2016 4,133 remained in custody, with 3,330 of these prisoners being beyond the minimum tariff set by the courts. In addition, a further 565 IPP sentence prisoners are in custody who have been recalled to prison after release. A full breakdown of tariff length and time over tariff for IPP sentence prisoners in custody on 31 March 2016 is provided in Appendix V.

²⁵ The Howard League for Penal Reform (2013) *The Never Ending Story: Indeterminate sentencing and the prison regime*. London: Howard League For Penal Reform.

²⁶ Jacobson, J and Hough, M. (2010) *Unjust Deserts: Imprisonment for public protection*. London: Prison Reform Trust.

Section 4. Current IPP prisoner demographics

National Offender Management Service statistics²⁷

- 4.1** Sentencing data does not differentiate between sentences of imprisonment for public protection (IPP) and detention for public protection (DPP) sentences so it is not possible to determine the ratio of each within the overall figure of 8,711 sentences in total, although as of 31 March 2016 we know there were 116 unreleased DPP prisoners in custody.
- 4.2** The average length of tariff given is approximately three years and five months. This figure is based on data from the NOMS live case management system which contains valid tariff information for 8,113 offenders. However, this data is incomplete and may also include duplicate or otherwise erroneous records, so it should be treated with caution. In addition, the change brought about by the CJIA 2008, which is that IPP sentences should carry a minimum tariff of two years, also affects the overall average tariff length.
- 4.3** Over two-thirds (69%) of unreleased IPP prisoners (i.e. excluding recalls) received an IPP sentence for offences of violence against the person or sexual offences (2,871 out of 4,129 for whom offence detail information is available). The full breakdown of offences is provided in Appendix V.
- 4.4** Figure 2 (below) breaks down the IPP population as of 31 March 2016 by gender, age and those who are pre/post tariff. Of the 4,133 unreleased IPP prisoners who were in custody, 81% (3,330) were beyond their tariff expiry date. Two per cent (71) of all IPP prisoners were women, this represents 2% of all sentenced female prisoners (71 out of 3,271 sentenced women prisoners in custody on 31 March 2016²⁸). Ninety-two per cent (65) of female IPP sentence prisoners were over tariff. In comparison, 6% of all male sentenced prisoners were sentenced to an IPP sentence (4,062 out of 70,654 sentenced men prisoners in custody on 31 March 2016), 80% of whom (3,265 out of 4,062) were over tariff.

²⁷ The statistics set out in this section have been provided by the National Offender Management Service and are accurate as of 31 March 2016.

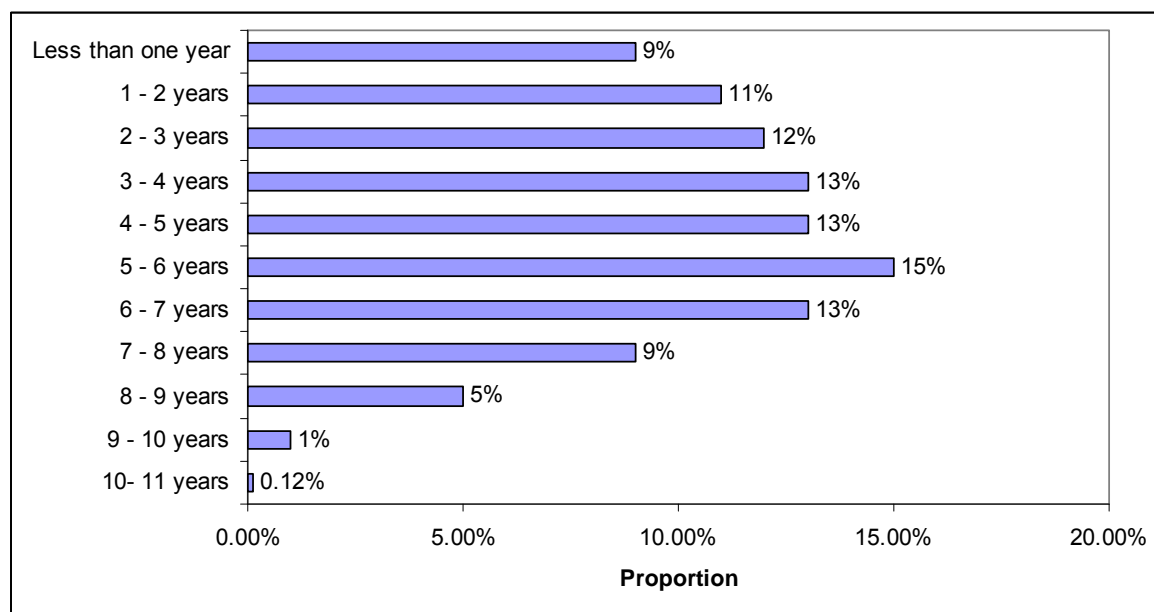
²⁸ Data obtained from MOJ (2016) *Offender Management Statistics Quarterly*. Available at: <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Figure 2: IPP prisoner population by age and gender, 31 March 2016²⁹

Total (male and female)		Pre-tariff	Post tariff	Unknown tariff
4,133 (100%)		799 (19%)	3,330 (81%)	4 (<1%)
Male total	4,062 (100%)	793 (20%)	3,265 (80%)	4 (<1%)
18–29	907 (22%)	173 (4%)	732 (18%)	2 (<1%)
30–39	1,379 (35%)	238 (6%)	1,141 (28%)	0 (0%)
40–49	969 (24%)	197 (5%)	770 (19%)	2 (<1%)
50–59	581 (14%)	129 (3%)	452 (11%)	0 (0%)
60 and over	226 (6%)	56 (1%)	170 (4%)	0 (0%)
Female total³⁰	71 (100%)	6 (8%)	65 (92%)	0 (0%)

4.5 Figure 3 below illustrates the extent to which IPP prisoners still in custody are beyond their tariff expiry date (excluding recalls). The greatest proportion of prisoners (15%) are between five and six years over tariff and of these 71% had originally been given an original tariff of between two and four years. The largest number of IPP sentence prisoners who are over tariff (54%) were given original tariffs of between two and four years, the average IPP tariff length given was three and half years.

4.6 Over a third, 42% (1,398), of IPP sentence prisoners are five or more years over tariff and 6% (189) are eight years or more over tariff with all but 25 having had an original tariff of less than two years (87%).

Figure 3: Time over tariff, all original tariff lengths as at 31 March 2016³¹

²⁹ Percentages do not always add up to 100 due to rounding.

³⁰ Due to very small numbers, it is not possible to publish an age breakdown for female IPP prisoners.

³¹ The full table of information is provided in Appendix V.

- 4.7** Appendix V shows this information broken down by the original tariff length given:
- Half of those originally given a tariff of less than two years were at least seven years over tariff, with the largest proportion (26%) between seven and eight years over tariff.
 - The largest proportion (19%) of those who are over tariff and still in custody who were given original tariffs of between two and four years are between five and six years over tariff.
 - Nearly three quarters (74%) of those given an original tariff length of between six and ten years are less than two years over tariff.

Recalled prisoners

- 4.8** On 31 March 2016 a further 565 IPP prisoners were in custody having been recalled to prison after release. When recalled prisoners, who by virtue of the fact they have previously been released are all beyond their tariff expiry date, are added to the figures above, 83% (3,895 out of 4,698) of IPP prisoners in custody were post-tariff. Twelve per cent of the total male IPP prisoners (552 out of 4,614) were recalls compared with 15% of the women IPP prisoners (13 out of 84). This is a concerning figure and could not have been the intention when these sentences were passed.

Section 5. HM Inspectorate of Prisons inspection findings

5.1 Findings are largely drawn from HM Inspectorate of Prisons (HMI Prisons) inspection reports published during the period April 2015 to March 2016, as is the survey data. Where relevant we have also included findings from other reviews of sentences of imprisonment for public protection (IPP) prisoners where they are illustrative. HMI Prisons inspections focus on outcomes for prisoners in four broad healthy prison areas (HPAs): safety, respect, purposeful activity and resettlement. We inspect provision for supporting progression and offender management within the resettlement HPA, which requires that prisoners are prepared for their release back into the community and effectively helped to reduce the likelihood of reoffending. Our inspections assess the following areas which are crucial to progression and resettlement for all prisoners, and in particular IPP sentence prisoners:

- Quality offender supervision and access to a well-run offender management unit is critical to supported and co-ordinated progression.
- Good quality and timely OASys³² assessments to identify the needs and risks posed by a prisoner, and linked sentence plans setting out the objectives a prisoner must meet while in custody (including the completion of programmes), these are crucial in order for a prisoner to know what he/she must do to progress through their sentence and reduce their assessed risk.
- Good availability and access to a range of offending behaviour programmes to assist prisoners in reducing their risk to others.

5.2 During prison inspections, we routinely report on indeterminate sentence prisoners. However, unless there is a specific rationale for doing so, little distinction is usually made between IPP prisoners and life sentence prisoners except in order to identify numbers, as both are subject to an indeterminate sentence. Most narrative findings reported here are, therefore, attributable to both groups of prisoners.

Inspection and other key findings

The background and characteristics of IPP sentence prisoners

5.3 According to our surveys, both male and female IPP prisoners were significantly more likely than life or determinate sentence prisoners to have arrived in their current prison with problems, including feeling depressed and suicidal. They were more likely than other groups to say that they had emotional wellbeing and mental health problems and to say they had a drug and/or alcohol problem on arrival at their current prison.

5.4 Figures 4 and 5 below show how the needs of IPP sentence, life sentence and determinate sentence prisoners vary upon arrival into their current prison.

³² OASys, the offender assessment system, is an assessment and planning tool used by both the prison service and the probation service.

Figure 4: Male prisoners reporting problems on arrival to the prison (n=5,488)³³

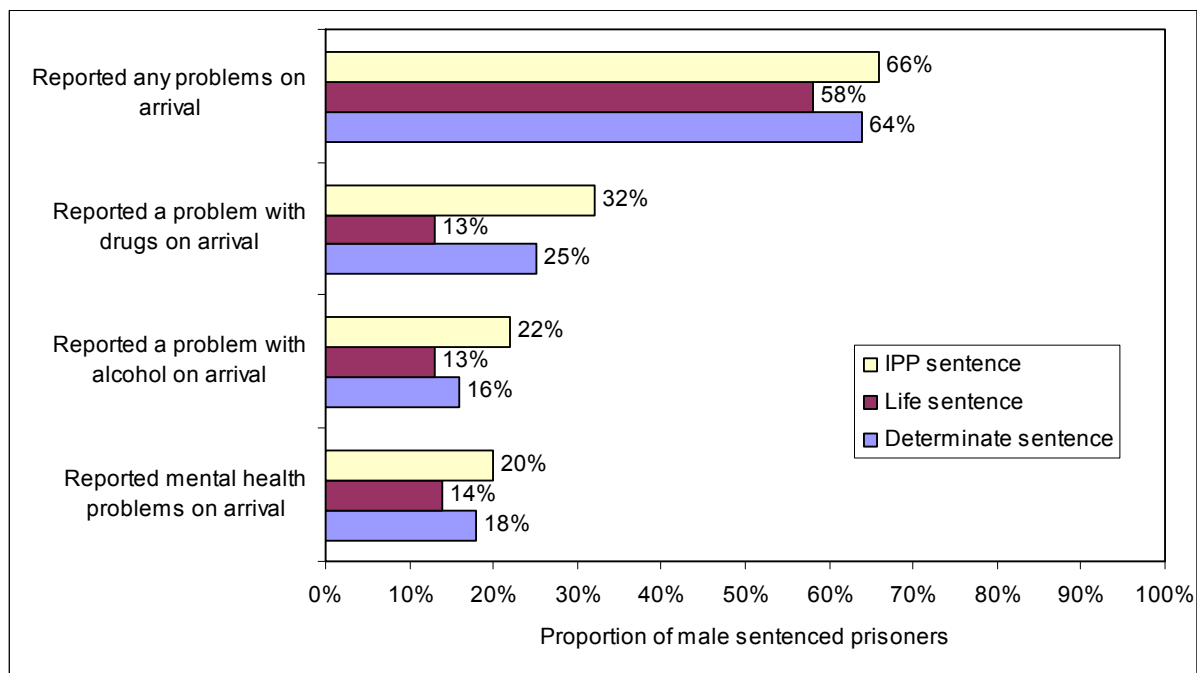
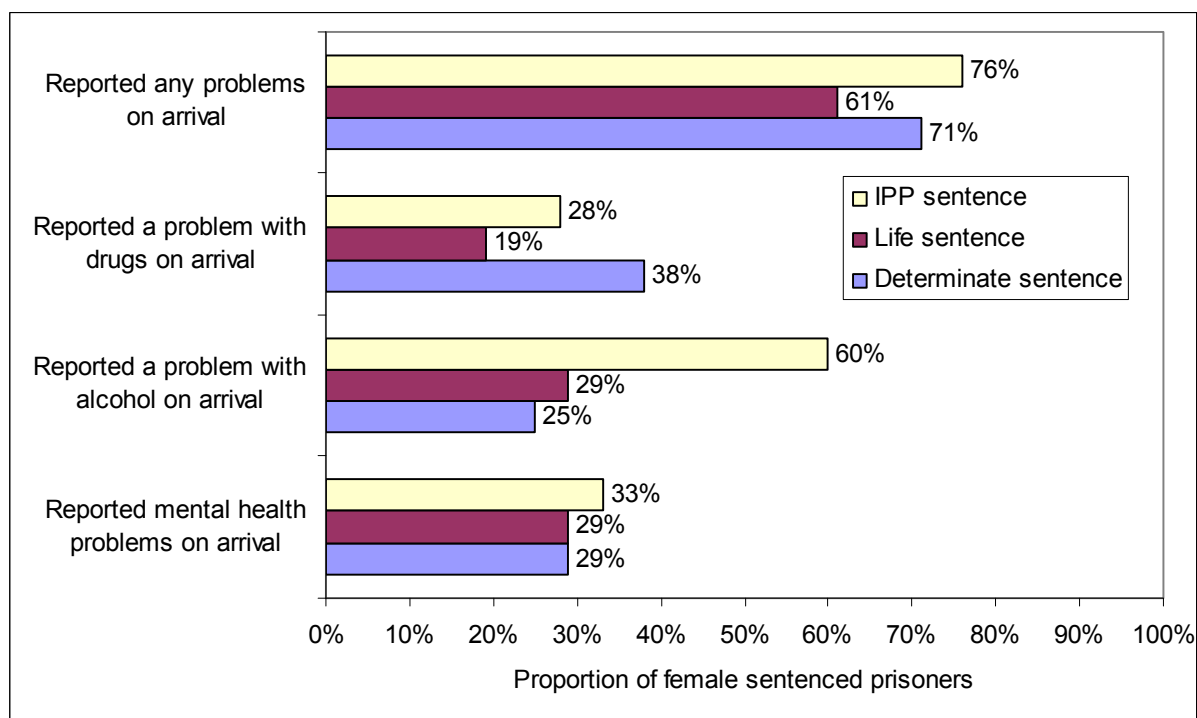


Figure 5: Female prisoners reporting problems on arrival to the prison (n=1,436)³⁴



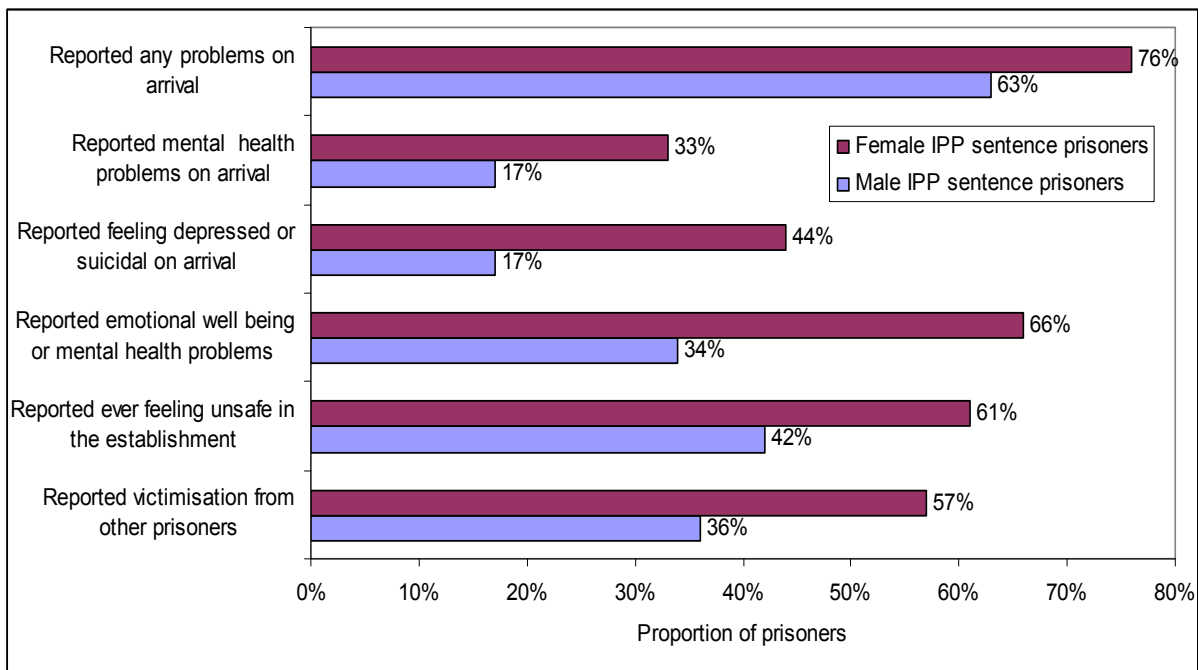
5.5 When comparing men and women sentenced to an IPP sentence, women with IPP sentences were more likely than their male counterparts to report problems on arrival and feeling distressed, emotional well-being or mental health problems, and were more likely than men

³³ Missing data is excluded for all questions.

³⁴ Please note where comparisons are made within female prisoners the data refers to inspection reports published between April 2013 and March 2016.

to report feeling unsafe and victimised by other prisoners. Figure 6 below shows some of the other areas where the reported needs of male and female IPP sentence prisoners differ.

Figure 6: Reported problems among male and female IPP sentence prisoners (n=1,387)³⁵



5.6 IPP sentence prisoners often present a range of complex and challenging issues; they vary significantly in terms of their offences, background, ability to engage with work to reduce their risk, and their behaviour in prison. It might be helpful to view them in terms of three broad categories of prisoners:

- those who have not reduced their risk and who remain dangerous – progress for these prisoners can be seen to involve ongoing intensive risk reduction work, and movement to lower category but still closed prisons;
- those who present lower levels of risk overall, but where risk could be further reduced if the support provided by the system was delivered more efficiently – these prisoners are likely to be in training prisons and aspire to open conditions or direct release;
- those prisoners who might already be deemed ready for release, if delays and inefficiencies in the offender management and parole processes were resolved.

The evidence presented below has relevance to all three of these typologies, and to what the system might be able to help them achieve, in terms of reducing their risk to others.

5.7 Case study 'A' below of a female prisoner with an IPP sentence illustrates the complexity and difficulties sometimes experienced in successfully supporting progression for this group.

³⁵ Please note this comparison is drawn from all inspection reports published between April 2013 and March 2016.

Case study A

Ms A was convicted of arson with intent and received an IPP sentence with a tariff of four years and 11 days, which expired on in January 2011. Ms A had previous convictions, including theft to fund her drug dependency, assault occasioning actual bodily harm (both against family members) and criminal damage. Some offences were committed while under a community order and while on bail. At the time of sentencing, Ms A was diagnosed as having a borderline personality disorder leading to spells of uncontrollable, intense anger in response to minor provocation. She is assessed as at high risk of serious harm to herself and others, and of reoffending. Ms A is currently attending a personality disorder (PD) treatment service and at previous prisons has completed a number of different programmes. Sentence planning is up to date. The Parole Board oral hearing in September 2015 was deferred to allow for completion of the personality disorder programme, and subsequently a paper review was conducted in February 2016 which concluded Ms A should not be released. The panel did not feel the release plan (including residence at approved premises, implementation of multi-agency public protection arrangements, exclusion zones and substance relapse prevention work) would contain the risk Ms A posed. This was compounded by what the panel referred to as a need to demonstrate full understanding of, or motivation towards, addressing the areas that placed Ms A at risk of further offending and because of her preparedness to use aggression and violence to resolve situations, placing others at risk of physical or psychological harm.

5.8 HMI Prisons' own 2008 thematic report into IPP sentences highlighted the impact of serving an IPP sentence on prisoners' emotional and mental health, including self-harm. In 2008 the Sainsbury Centre for Mental Health also published a report³⁶ which highlighted the negative impact that serving an indeterminate sentence had on prisoners' mental health and well-being.

5.9 In 2013, the Howard League for Penal Reform reported that:

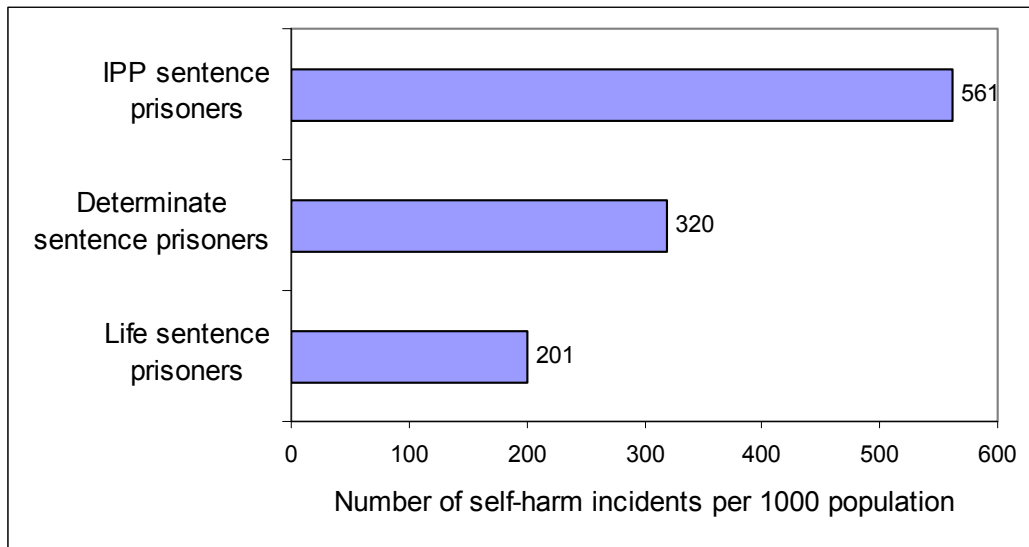
*'IPP prisoners experienced high levels of anxiety, and... were at increased risk of self-harm. This was particularly the case for those pre-2008 sentenced prisoners serving short tariffs who would not have been eligible for the sentence following the changes made in the CJIA 2008. It was emphasised that this cohort of prisoners had particular difficulties with anxiety as they saw others who had been convicted of similar crimes after 2008 enter and leave prison while they were detained substantially beyond their tariff date.'*³⁷

5.10 In a more recently released briefing report³⁸ the Prison Reform Trust identified that in 2015 the number of incidents of self-harm per 1,000 prisoners for IPP prisoners was almost three times that of prisoners serving a life sentence. Figure 7 below shows how this differs for IPP, life and determinate sentence prisoners.

³⁶ Sainsbury Centre for Mental Health (2008) *In the dark: The mental health implications of Imprisonment for Public Protection*

³⁷ The Howard League for Penal Reform (2013) *The Never Ending Story: Indeterminate sentencing and the prison regime*. London: Howard league for Penal Reform.

³⁸ Prison Reform Trust (2016), *Prison: the facts*: Bromley briefings summer, 2016.

Figure 7: Self-harm incidents³⁹

5.11 The reasons for this are likely to be complex, but we spoke to a prisoner in a category C training prison (see case study B) who told us that the impact of serving an IPP sentence and the subsequent problems in the management of his progression had contributed to him being on the assessment, care in custody and teamwork (ACCT) process:

Case Study B

We spoke to Mr B, an IPP prisoner, after being advised by his offender supervisor that he was subject to assessment, care in custody and teamwork (ACCT) processes because he was feeling in crisis specifically because of the impact that serving an IPP sentence was having on him. Mr B had been convicted of a serious violent offence for which he had been given a two-year tariff. He is currently seven years past his tariff expiry date, and being held at a category C prison after failing in open conditions twice. Mr B reported consistent parole delays, and also described how at an oral hearing, a psychology report was not ready and so the hearing was deferred for a further six months. Mr B felt that, while this may not sound like a lengthy period of time, it is the equivalent of a year's sentence being given to a determinate sentenced prisoner. Mr B also said that indeterminate sentenced prisoners often encounter delays accessing the programmes they need, either because of long transfer times or because determinate sentenced prisoners are given priority as they have a definitive release date which may be imminent. He said his family didn't understand the sentence, and it had been particularly difficult for his son. He felt that 'the goalposts are constantly being moved' at parole hearings: 'you think you've done everything you need to and you're going home, then a new requirement gets added and that opportunity is gone again... the constant anticipation of release is torture'.

As a result of this, he described his IPP sentence as a 'demoralising, human-breaking sentence', which caused him to feel 'in total despair' as 'there is no light at the end of the tunnel... there are too many bends in the tunnel to see the light'.

³⁹ Calculated using data from MOJ (2016) *Offender management statistics quarterly: October to December 2015* available at <https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2015> and MOJ (2016) *Safety in custody quarterly update to December 2015: Self harm in prison custody 2004-2015* available at <https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2015>

Offender management, transfers and prisoner support

- 5.12** Good quality offender management work is essential to progression and risk reduction, particularly for those prisoners presenting the greatest risk of harm to others, and for those whose release is discretionary via the parole process. We see a wide variation in the standard of offender management work, with particular problems in the quality and timeliness of reports, the extent and meaningfulness of contact and the availability of progression opportunities. This variation in quality of offender management work impacts upon all groups of prisoners, including those with IPP sentences.
- 5.13** In our survey almost all men sentenced to IPP sentences (96%) reported having an offender manager in the community, although of these, 18% said they had not had any contact with them. Similarly, nearly all said that they had a named offender supervisor in the prison (89%), far more than determinate sentence prisoners (61%). Eighty-four per cent said they had a sentence plan, but of these, 28% said nobody was working with them to achieve their targets, which suggests that many felt little progress was being made in reducing risk and progression. Figures 8 and 9 below show how progression and preparation for release varies between IPP sentence, life sentence and determinate sentence prisoners for both male and female IPP sentence prisoners.
- 5.14** The level and quality of contact between offender supervisors and prisoners is relevant to progression, because a key function of the role is to support and motivate prisoners to achieve sentence plan targets. Inspections identified mixed practice in relation to ongoing and proactive contact. Only 25% of IPP sentence prisoners reported that a member of prison staff in their current prison had helped prepare them for release.

Figure 8: Progression and preparation for release, male prisoners (n=5,488)

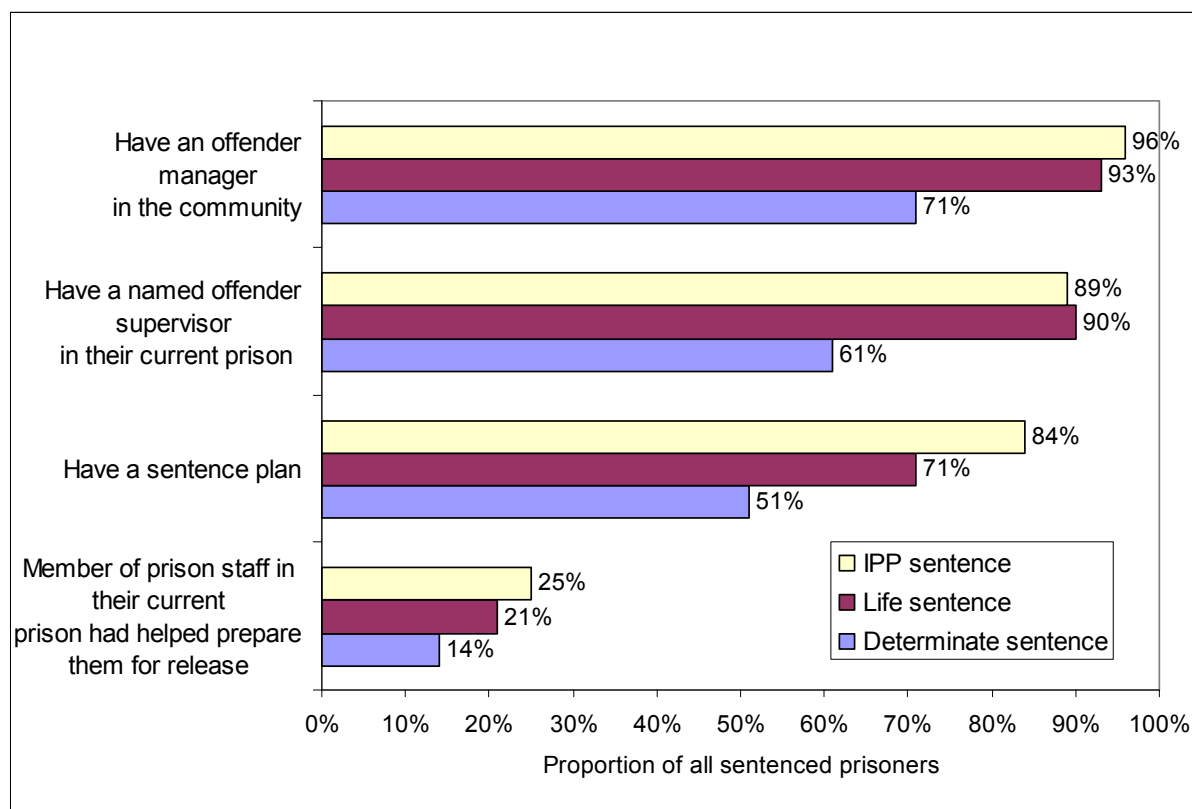
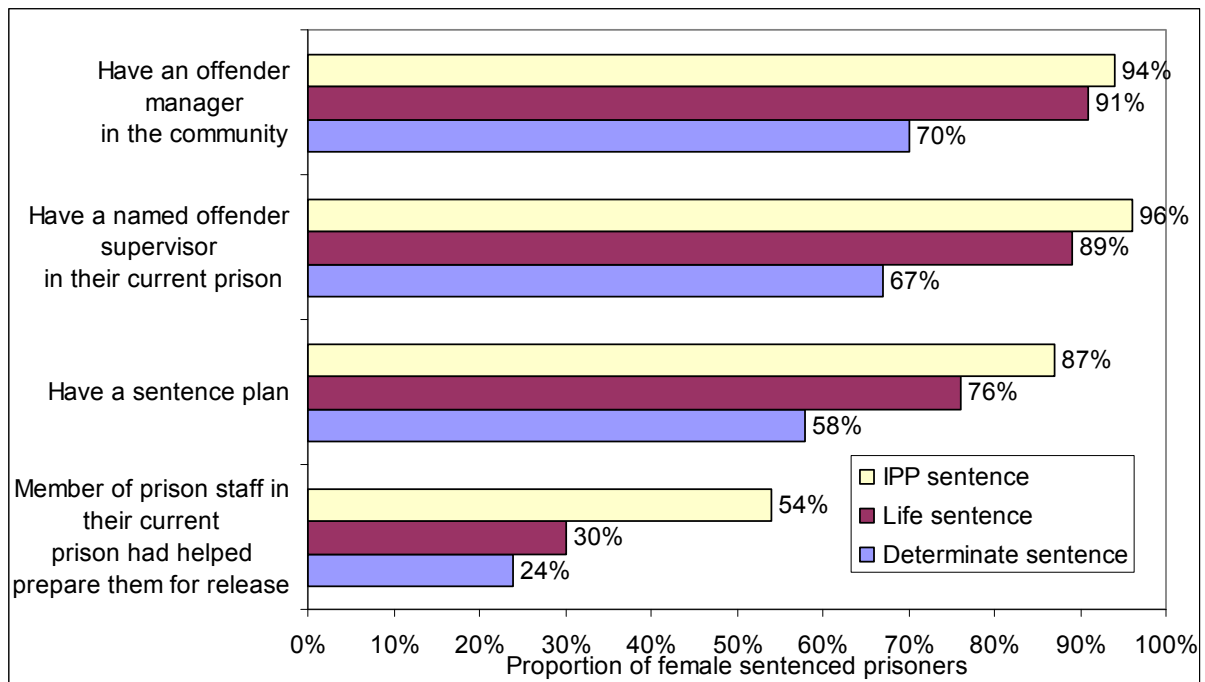


Figure 9: Progression and preparation for release, female prisoners (n=1,436)

5.15 Significantly more IPP prisoners, both male and female, reported input from offender managers in helping them to achieve their sentence plan targets than determinate sentence prisoners, see Figures 10 and 11 below, but this remains surprisingly low.

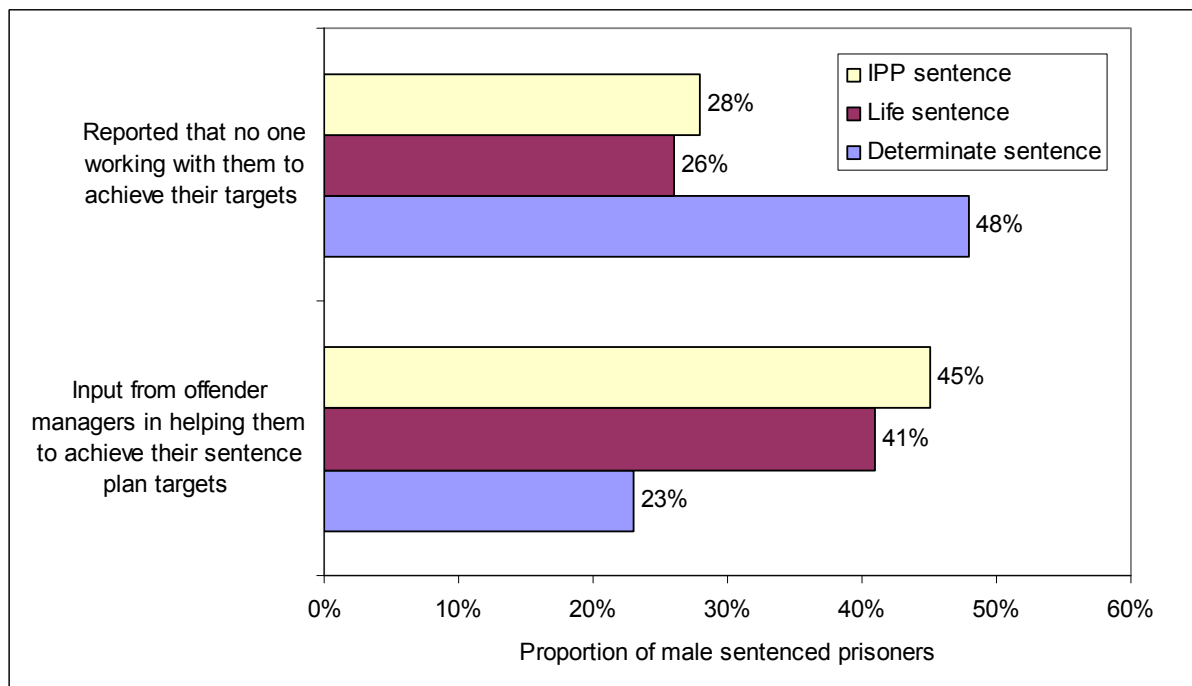
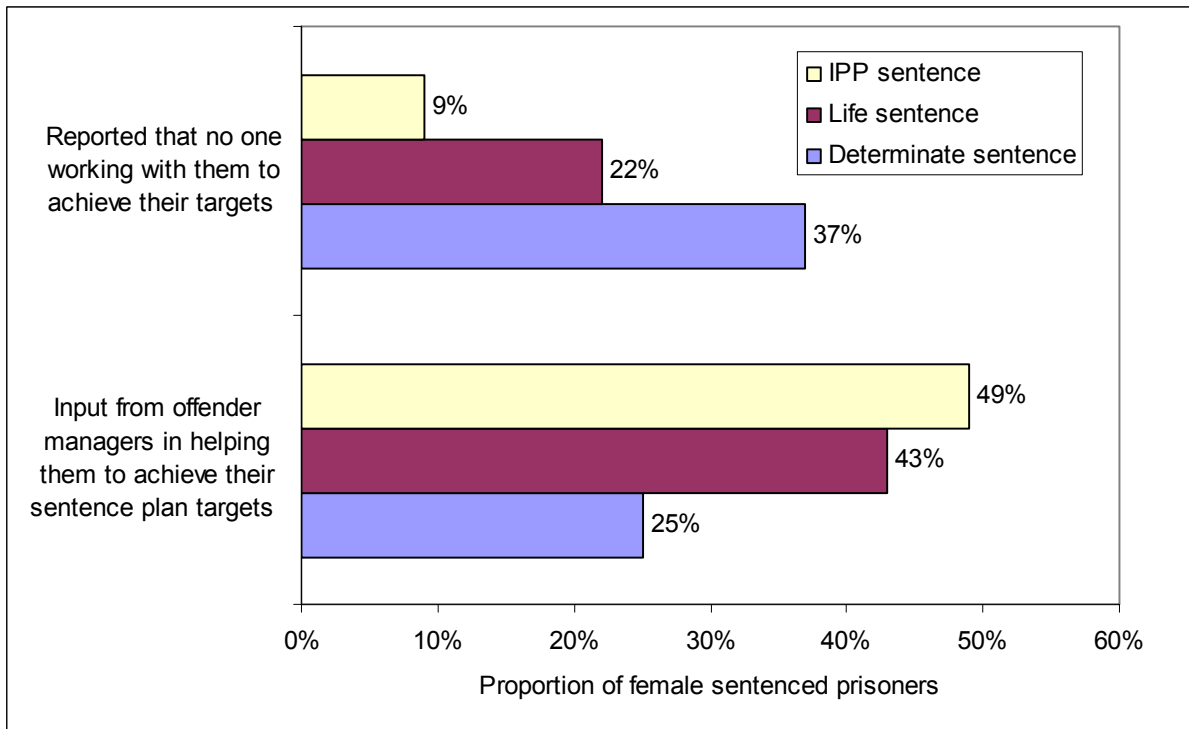
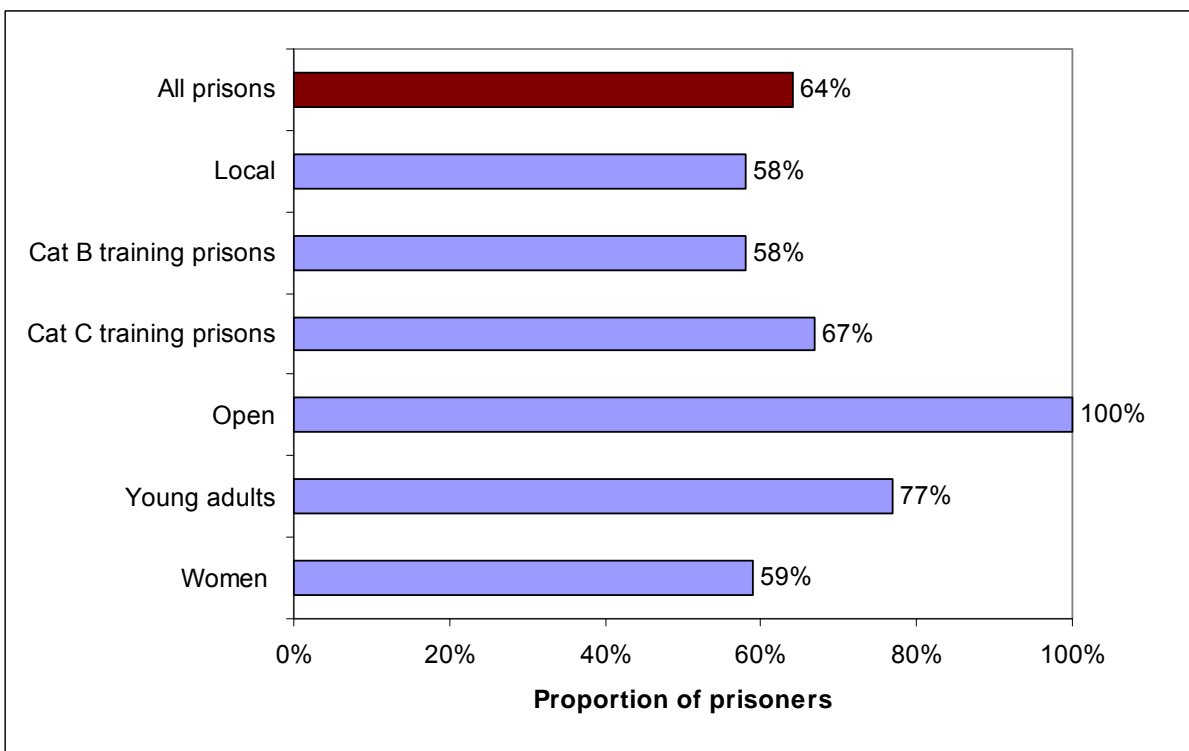
Figure 10: Progression and preparation for release (for prisoners who reported having a sentence plan), male prisoners (n=5,488)

Figure 11: Progression and preparation for release (for prisoners who reported having a sentence plan), female prisoners (n=1,436)



5.16 It was positive that all IPP prisoners we surveyed in open prisons said they had done something, or that something had happened at the prison to make them less likely to offend in the future. This was considerably lower in all categories of closed prisons.

Figure 12: IPP sentenced prisoners who said they had done something, or that something had happened at the prison to make them less likely to offend in the future (n=450)



- 5.17** Women with IPP sentences reported more positively than men serving an IPP sentence. Just over half of women reported that a member of staff had helped them prepare for release, more than double the proportion of men (54% compared with 22%). However, once again this figure is still low, given that the key to release is supported progression.
- 5.18** The establishments we inspected during this period took different approaches to organising the management of their IPP sentence prisoners – from having a dedicated lifer manager at HMP Dovegate (2015), to having designated and specially trained offender supervisors to supervise indeterminate sentence prisoners at HMP The Mount (2015), to having no tailored allocations.
- 5.19** At HMP Warren Hill (2016) contact between offender supervisors and prisoners was frequent and effectively focused. It provided prisoners with ongoing feedback, support and scrutiny of their behaviour, which helped prisoners to demonstrate reductions in their risk. Despite a small backlog, OASys documents were generally good and all prisoners had an individual development plan properly focused on risk reduction.
- 5.20** At HMP Pentonville (2015), although all indeterminate sentence prisoners were allocated to an appropriately trained offender supervisor, contact with them was mainly reactive and likewise, at HMP Bullingdon (2015) all eligible prisoners had an allocated offender supervisor but the frequency of contact, including for some high-risk cases, was inadequate. At HMP Ranby (2016) all indeterminate sentence prisoners we met complained vociferously about lack of contact with their offender supervisors, and at HMP Isle of Wight (2015) many of the 300 indeterminate sentence prisoners we spoke to knew who their offender supervisor was but reported frustration at the lack of contact with them, and consequently felt unable to progress through their sentence adequately.
- 5.21** A key part of offender management is the completion of OASys assessments and sentence plans, and this varied between establishments. During our inspections, we frequently found backlogs in the completion of OASys assessments. For example, at HMP Highpoint (2016), qualified probation officers working in the prison managed indeterminate sentence prisoners. Despite this, offender managers (probation officers working outside of the prison) struggled to maintain regular contact with indeterminate sentence prisoners, and many did not have an up-to-date OASys assessment or sentence plan.
- 5.22** In some establishments, good efforts were being made to address backlogs of OASys assessments: at HMP Woodhill (2016) for example, although there was still a small backlog of OASys assessments, all cases were allocated to an offender supervisor and were in the process of completion. At other prisons such as HMP Manchester (2015), the OASys backlog was relatively small and the quality of assessments was reasonable, but reviews were not always on time, including in some high-risk cases.
- 5.23** There was some positive practice at HMP Peterborough – men (2015), where there was evidence that offender supervisors were ensuring prisoners understood their sentence plans, and were motivating them and carrying out other work with them, including involving them in offending behaviour programmes. At HMP New Hall (2015) most women had an OASys document that had been written or reviewed within the previous year and most had a sentence plan that addressed their risk of reoffending. However, the quality of some work was not good enough and did not focus sufficiently on risk (of harm) management, particularly prior to release.
- 5.24** At HMP Doncaster (2016), prisoners were mostly complimentary about their level of contact with offender supervisors, and the quality of OASys assessments and sentence plans was better than we often see, especially at local prisons. At HMP Holloway (2016) there were only 15 women serving indeterminate sentences, eight of whom were IPPs. Support for these women was weak. The offender management unit had improved, but was still not

sufficiently well coordinated. Offender supervisors provided some good support, but prisoners' perceptions were still comparatively poor.

Progression

- 5.25** We frequently find a lack of progression for indeterminate sentence prisoners. For example, at HMP High Down (2015), despite the number of indeterminate sentence prisoners being reasonably low, we were concerned about the lack of progress for some of them. Seventeen indeterminate sentence prisoners had been at HMP High Down for over 12 months and two for over four years. In the two latter cases, there was no apparent reason for them not to have been progressed to an establishment that was more appropriate to their needs.
- 5.26** At HMP Highpoint (2016), there were 149 indeterminate sentence prisoners, including 64 IPP prisoners, most of whom were over-tariff. Some stayed too long at the establishment, with too few progression opportunities.
- 5.27** HMP Stocken (2015) held many indeterminate sentence prisoners who had failed in open conditions. Little was being done to investigate why they had failed or to develop interventions and support to better prepare them for future reconsideration for open conditions.

A whole prison approach

- 5.28** At HMP Warren Hill (2016), there was strong leadership of the strategic management of resettlement (see section 6). The offender management unit drove the work of the prison, which meant that all staff supported prisoners' rehabilitation and helped them to reduce their risks. HMP Kirklevington Grange (2015), an open prison with 45 indeterminate sentence prisoners, of whom 19 were IPPs, had a whole prison approach to offender management; all staff understood, recorded and shared information about prisoners on P-NOMIS,⁴⁰ which was comprehensively and effectively used to manage risk and inform decision-making. At HMP The Mount (2015) there were also staff trained in working with indeterminate sentence prisoners on each wing, who could provide informed support and advice to these prisoners.
- 5.29** Effective communication between prison and IPP sentence prisoners is essential as they will often have many concerns related to their treatment in prison and by the criminal justice system, and as such may need additional support. At HMP The Mount (2015), where more than 27% of the population were indeterminate sentence prisoners, there was a wide range of provision to meet the needs of these prisoners, including wing representatives and regular consultation meetings. Each wing had a lifer representative, and indeterminate sentence prisoners were required to attend monthly consultation meetings to facilitate two-way communication. Wing representatives were also in place at HMP Dovegate (2015).

Family support

- 5.30** Family relationships and support networks in the community are essential to the well-being of prisoners, and supports rehabilitation. This is no less true for prisoners serving an indeterminate sentence. We saw good practice at HMP Dovegate (2015): family members of indeterminate sentence prisoners were invited to meet the lifer manager and the prisoners'

⁴⁰ P-NOMIS is the Prison Service IT system.

offender supervisors at 'family inductions', which were available at any stage of their sentence. At HMP The Mount (2015) there were also specific lifer family days.

Offending behaviour programmes (OBPs)

- 5.31** OBPs are a key way in which IPP prisoners can work towards reducing their risk and subsequent release. Delays in accessing OBPs are a recurring theme when looking at why many IPP prisoners have failed to progress. One common reason for delay was the absence of an up-to-date OASys assessment, which is required before a prisoner can be considered for an OBP. For example, at HMP Rye Hill (2015), despite staff being appropriately trained to meet the needs of IPP and life sentence prisoners and overall sentence management being reasonable, there was a backlog of 155 OASys assessments which hindered progression for prisoners, causing delays in access to sex offender and general OBPs.
- 5.32** Case study 'C' below is a typical illustration of how weaknesses in sentence planning can impact on the progression of prisoners serving IPP sentences. The man in question was now in open conditions when this account was taken.

Case study C

Mr C is a man convicted of grievous bodily harm in 2006. He was given an IPP sentence with a tariff of 22 months. The tariff expired in March 2008 and, therefore, Mr C is now eight years over tariff. He remains a high risk of harm on his OASys. Mr C has a learning difficulty and, although he completed his education, he left school with no qualifications. However, he secured immediate employment which he retained for many years. He did not begin offending until his late 40s, which was linked to an alcohol addiction and his mental health problems worsening, but going undiagnosed until he was in custody. Mr C reports having been moved between five establishments over the last 10 years; one transfer was for the purpose of completing programmes, which after arrival he was assessed as unsuitable for. His offender supervisor confirmed this, and is of the view that very little sentence planning took place in the first few years that Mr C was in custody. After some time spent in a therapeutic community environment, where he did well and became a mentor to new arrivals, the Parole Board directed he be 'tested' in open conditions. Mr C feels that had he been able to access the relevant programmes within his tariff period, his time in custody would have been much shorter. His offender supervisor confirmed that the Parole Board prefer to test prisoners in open conditions before directing release in cases where prisoners are well beyond their tariff expiry date.

Availability of programmes

- 5.33** In order for IPP sentence prisoners to be able to progress, many need to be able to access appropriate OBPs in a timely fashion. Prisons offer range of different programmes, each focussed on addressing specific aspects of offending behaviour. These include thinking skills programmes, sex offender treatment and interventions for prisoners deemed to have personality disorders linked to their offending. Not all prisons deliver programmes, or the full range offered so typically prisoners have to move from prison to prison to access different OBPs. There has been a significant drop in the number of accredited programmes offered in custody in recent years, from 17,099 in 2011/12 to 7,968 in 2015/16 and while IPPs near to or post-tariff are usually prioritised for places, this has inevitably made accessing them more challenging.⁴¹

⁴¹ The Right Honourable Elizabeth Truss MP Lord Chancellor & Secretary of State for Justice (2016) 'Prison estate transformation and IPP sentences' Letter to Bob Neil Chairman of the Justice Committee. Available at <http://www.parliament.uk/documents/commons-committees/Justice/correspondence/Letter-from-Elizabeth-Truss-to-the-Chair-on-the-Prison-estate-and-IPP-sentencing.pdf>

- 5.34** At HMP New Hall (2015) we found there was an improved range of OBPs available and easily accessible for the women. A small number of women had completed one-to-one victim awareness work, including some mediation, but more of this provision was required. There was also a new service for women with personality disorders who had committed violent offences, which provided an intense, structured intervention.
- 5.35** However, shortages in OBP places can delay the release of indeterminate sentence prisoners. For example, at HMP Woodhill (2016), despite the range of OBPs being broadly appropriate, there was little to address sex offenders or those with backgrounds of domestic violence. We also had specific concerns about access to relevant interventions for sex offenders at HMP High Down (2015), where we were concerned that there was no clear strategy for their management or progression. The shortage of spaces nationally meant it was difficult to transfer sex offenders and many completed their sentences at HMP High Down with little or no intervention to challenge their attitudes, thinking or behaviour. At HMP Isle of Wight (2015), which accommodates men who have committed sexual offences, the core and the extended sex offender treatment programmes were readily available, but there was a significant gap in provision for many prisoners who denied their offending, were considered low risk, or who were otherwise not suitable for these programmes.
- 5.36** At HMP Stoke Heath (2015), IPP prisoners were prioritised for OBPs offered in the prison, and were also more likely than other prisoners to be transferred elsewhere to complete a programme not available at HMP Stoke Heath. While at HMP Hatfield (2016), an open prison, some prisoners with outstanding offending behaviour needs could access appropriate interventions in the community through release on temporary licence (ROTL), while for others, little was available.

Inability to demonstrate a reduction in risk

- 5.37** Some IPP prisoners present with such complex needs that conventional offender management arrangements and OBPs, are not sufficient to reduce risk. For a significant minority of IPP prisoners a more coordinated, enhanced casework process might be needed to enable them to sufficiently demonstrate a reduction in their risk.
- 5.38** Case study D below again illustrates that prisoners serving IPP sentences often present with a multitude of complicated problems, and that merely completing OBPs does not always result in sufficient risk reduction for them to be deemed suitable for release. This prisoner was being held in a closed resettlement prison when the account was taken.

Case Study – Mr D

Mr D received an IPP sentence in 2007 for a violent offence with a tariff of three years (less time served on remand) which had expired in December 2009. He was a young offender, with his first court appearance when he was around 13 years old for handling stolen goods. He was a looked after child, and reported that he had experienced sexual abuse in care. He was excluded from school with no qualifications, and has an alcohol addiction. Mr D reported that during his time in custody he had completed 19 courses, but despite this had still not evidenced sufficient reduction in his risk. He was transferred to open conditions but absconded. He was due to start a course, but was transferred three days before to another establishment, where he subsequently waited 10 months to do the same course. Mr D described the IPP sentence as ‘having so many hoops to jump through that in the end you simply can’t jump any more’ and as a result the sentence is ‘very demoralising, soul destroying’.

Working with highly complex prisoners serving IPP sentences

- 5.39** NOMS has recently introduced an enhanced case management (ECM) process to work with more complex indeterminate sentence prisoner groups, including IPP sentence prisoners (not to be confused with enhanced behavioural management (EBM; see section 6). This is a targeted exercise, working in tandem with the Parole Board, which aims to provide advice on the measures or interventions needed to support progression for those being managed in this way. In addition, NOMS have identified a cohort of prisoners serving IPP sentences who are not making progress despite two or more parole reviews. A centralised team of psychologists are reviewing these cases to identify actions for offender managers and supervisors to re-engage them and achieve progression. Themes identified in individuals who fail to progress include, hopelessness, lack of engagement, low motivation, personality disorder, mental health problems, and instability/problematic prison behaviour.
- 5.40** These are positive initiatives which in time should improve the prospects of some of the more difficult to work with IPP prisoners, but frailties in host prison offender management arrangements risk undermining the impact this may have. There would be benefit in developing this approach further to ensure that the host prison builds on this work with a multidisciplinary approach to ongoing case work, drawing in expertise from area-based psychology, health, educationalists and other prison disciplines to coordinate risk reduction work. Such an enhanced casework model, if targeted correctly, might facilitate progress to reduce risk when other conventional methods have failed. For example, at HMP Bronzefield (2016) we reported that multidisciplinary case meetings and reviews helped staff manage more challenging women and also helped to provide a more coordinated approach to dealing with the most vulnerable women.
- 5.41** The Parole Board estimates that there is a prisoner profile that, irrespective of how effective systems and processes are, still may not meet the criteria for directing release or moves to open conditions, because of significantly complex additional needs; 'traditional' ways of reducing risk just may not work with prisoners who fit this profile. One initiative that has sought to assist this group of prisoners is the progression regime implemented at HMP Warren Hill.

HMP Warren Hill – a progression regime

Warren Hill was formerly a young offender institution, but in September 2014 it was re-roled to pilot what was termed a progression regime. This aimed to provide a regime for category C ISP men on indeterminate sentences who had previously absconded, failed to return from a period of ROTL, attempted to escape or had been convicted of a criminal offence while in the community on licence.

The then Secretary of State decided that such men could not be placed in open conditions or considered for ROTL prior to release, unless in exceptional circumstance, and so a progression regime needed to be developed to allow them to demonstrate to the Parole Board their future suitability for release through a programme of risk reduction in a closed prison.

The progression regime is unique; prisoners progress through stages 1 to 3 based on individual risk reduction, compliance with the regime and contribution to the prison community. Progression through the different stages allows prisoners improved access to various elements of the progression regime provided at the prison. It is not anticipated that all prisoners will reach stage 3, or that stage 3 is a prerequisite for recommending the Parole Board release a prisoner.

The figures below show the outcomes of parole reviews for prisoners at Warren Hill between April 2015 and March 2016.

Warren Hill progression regime April 2015 to March 2016

32 oral hearings for IPP and life sentence prisoners
17 IPP hearings of which nine IPP releases (53%) and 8 remain in custody (47%)
15 lifer hearings of which five life sentence releases (33%) and 10 remain in custody (67%)

Warren Hill progression regime April 2016 to September 2016

27 oral hearings for IPP and life sentenced prisoners
13 IPP hearings of which 12 IPP releases (92%) and one to remain in custody (8%)
14 Lifer hearings of which 10 lifer releases (71%) and four to remain in custody (29%)

The overall message is clear that the outcomes from the progression regime IPP sentence prisoners are higher than for life sentence prisoners for release decisions in both periods. For life sentence prisoners the rate was broadly similar last year and significantly higher this year. Given the nature of the population NOMS and the Parole Board consider these outcomes to be promising.

HM Inspectorate of Prisons inspected Warren Hill in October 2015 (HMP Warren Hill, 2016) and inspection findings in relation to resettlement were positive. We reported that the specialised approach was showing immensely promising results in working with some of the most difficult to engage and challenging indeterminate sentence prisoners, and recommend that consideration should be given to replicating the progression regime elsewhere.

In a letter from the former Justice Secretary Michael Gove to Bob Neil, Chair of the Justice Committee, in May 2016, Mr Gove said:

'Officials are giving consideration to a second progression regime which is likely to be located in the north of England, and analysis is underway to identify which cohorts of indeterminate sentence prisoners would benefit most from this opportunity'.⁴²

⁴² <http://www.parliament.uk/documents/commons-committees/Justice/correspondence/Letter-dated-21-May-2016-from-Michael-Gove-on-Prison-reform.pdf>

Section 6. IPP prisoners in open prisons and release on temporary licence (ROTL)

6.1 While determinate sentence prisoners may be released from any category of prison, many IPP prisoners progress only after a period of time in open conditions. An understanding of the issues this presents is important to understand the 'journey' that IPP prisoners are on towards release on temporary licence (ROTL). According to the NOMS statistics in Figure 12, on 31 March 2016, there were 637 IPP prisoners in the open estate, which was 14% of the total number of IPP prisoners in custody at the time.

Figure 12: IPP prisoner population by prison conditions, 31 March 2016

	Unreleased IPP	Recalled IPP	Total
Closed	3,526 (85%)	535 (95%)	4,061 (88%)
Open	607 (15%)	30 (5%)	637 (14%)
Total	4,133	565	4,698

6.2 The large number of IPP prisoners in open prisons is in some ways surprising: if the Parole Board believes an IPP sentence prisoner has sufficiently reduced the risk they pose and can be moved to open conditions with the freedoms this brings, why are they still considered too high risk for release given the length of time over their tariff?

6.3 The Parole Board must take the following main factors into account when evaluating the risks of transfer to open conditions against the benefits:

- the extent to which the lifer (read IPP) has made sufficient progress during sentence in addressing and reducing risk to a level consistent with protecting the public from harm, in circumstances where the lifer in open conditions would be in the community, unsupervised, under licensed temporary release;
- the extent to which the lifer is likely to comply with the conditions of any such form of temporary release;
- the extent to which the lifer is considered trustworthy enough not to abscond;
- the extent to which the lifer is likely to derive benefit from being able to address areas of concern and being tested in a more realistic environment, which may suggest that a transfer to open conditions is worthwhile at that stage.

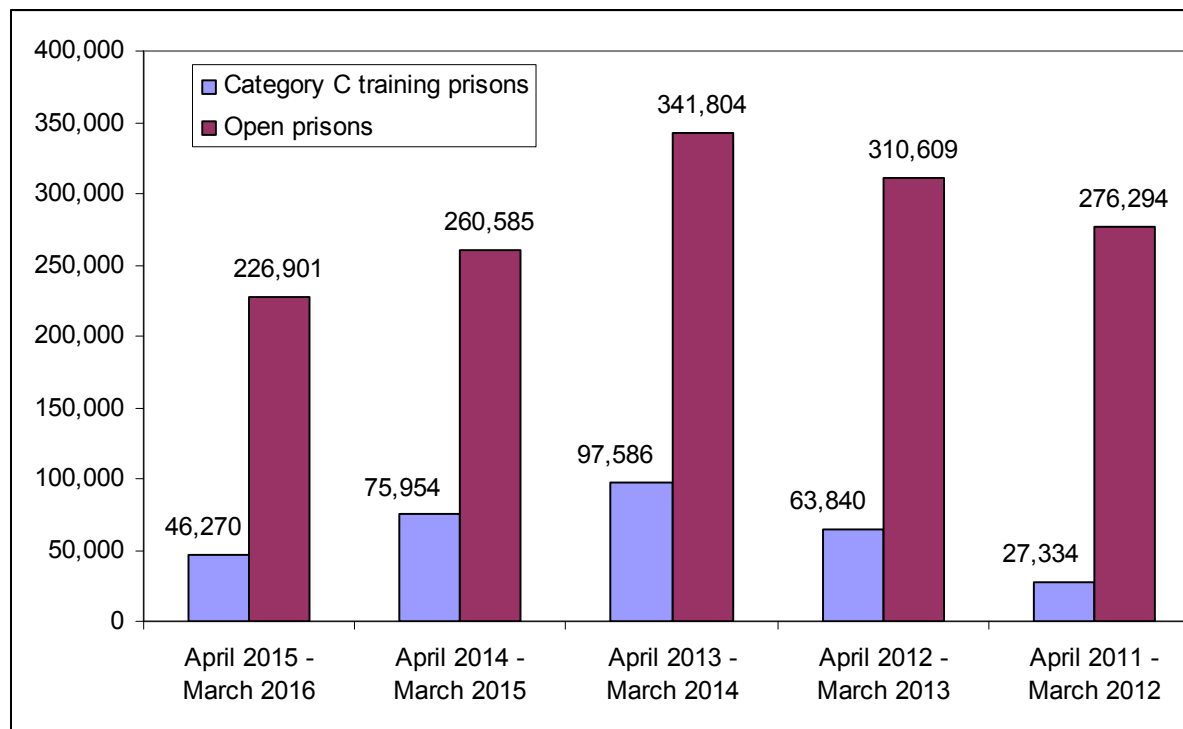
6.4 Therefore, we can see an emphasis on trust regarding ROTL and abscondment. There is also an emphasis on whether the prisoner has demonstrated a reduction in risk consistent with protecting the public and whether there are benefits to them being tested in more realistic environments. ROTL then is a key component in providing reassurance about risk reduction.

6.5 The prison system has evolved in recent years to the point where this testing through ROTL usually only happens in open prisons, but subject to risk assessment, prisoners who are category C can be considered for ROTL. However, as Figure 13 shows, since 2013–14 the number of ROTL incidents taking place in both category C training establishments and open establishments has declined. This was linked to serious violent offences committed in the community by indeterminate sentence men on ROTL. In September 2013 the then Justice Secretary commissioned HMI Prisons to carry out a review of these cases.⁴³ We made 17 recommendations, including improving the quality of risk assessments and risk management processes for those who presented high risk of harm. Subsequently, new guidance was issued

⁴³ HMI Prisons (2015) *A review by HM Inspectorate of Prisons (redacted): Release on Temporary Licence (ROTL) failures*

by NOMS about how ROTL could be used including placing a number of additional restrictions upon all higher risk cases (the National Probation Service (NPS) managed cohort which includes prisoners serving IPP sentences, termed 'restricted ROTL' – these restrictions mean that ROTL is usually only available to male prisoners serving IPP sentences in open prisons.

Figure 13: ROTL at open and category C training prisons



6.6 ROTL policy for prisoners serving IPP sentences are complex. ROTL can be accessed by IPP sentence prisoners from any establishment which is designated as being able to provide restricted ROTL.⁴⁴ These are open prisons, all women's prisons, and if in a category C prison, the prisoner has to be classified as category D prisoner.⁴⁵ This means that women can in theory access ROTL from any category of establishment, not just an open prison, while men are limited predominantly to open conditions. In addition, male IPP sentence prisoners are subject to additional risk assessments which require prisoners to spend more time in open conditions while these assessments take place, before they are able to access ROTL, a period known as 'lie downs'.⁴⁶ Indeterminate sentence prisoners may also be subject to additional risk assessments or stricter rules when applying for ROTL, which we found to be the case at HMP Hatfield (2016) and HMP Standford Hill (2015). As a result, the use of ROTL in open prisons has reduced. However, female IPP sentence prisoners can access ROTL immediately upon transfer to an open establishment, or after being recategorised as suitable for open conditions within a closed establishment.

6.7 ROTL can be useful for prisoners to seek employment in the community prior to release, and to receive valuable support to either reduce their risk or prepare for release. At HMP Hatfield (2016) prisoners could use ROTL to access offending behaviour programmes

⁴⁴ The aim of the Restricted ROTL regime is to ensure that more dangerous offenders are subjected to greater scrutiny and safeguards before being released. The framework therefore requires them to show that they are suitable to be in open conditions and their applications must be considered by a more senior risk assessment board and decision-maker than in Standard ROTL cases. All IPP sentence prisoners are subject to restricted ROTL.

⁴⁵ PSI 13/2015 Release on temporary licence

⁴⁶ PSI 13/2015 Release on temporary licence states that 'All offenders who transfer to a prison of a lower category may not take any ROTL until 3 months after arrival in the new prison (save for exceptional circumstances).'

delivered in the community by the local community rehabilitation company (CRC) (see paragraph 5.36) and at HMP Standford Hill (2015), IPP prisoners from local areas had access to a mentoring project, which included support during ROTL and after release.

- 6.8** One impact on IPP sentence prisoners of being subject to restricted ROTL is that they are assessed for enhanced behaviour monitoring (EBM).⁴⁷ This involves a psychologist working with a prisoner while they are being assessed for ROTL and while there are on ROTL, to help them manage any offence-related risks more effectively. EBM was only introduced in July 2015 and as such it is too early to assess its impact.
- 6.9** EBM is a promising initiative which we would hope will help provide challenge and additional support through the ROTL process. Case study 'E' below describes a male IPP prisoner in an open prison who might benefit from EBM.

Case study E

Mr E is a man in his mid 40s convicted of wounding with intent for which he received an IPP sentence with an initial tariff of two years and 152 days. His tariff expired in autumn 2008. Mr E was the youngest child of several all brought up by their mother. He reports having a happy childhood until he was around his teens when things started to change. He stopped attending school, was eventually excluded, and left with no qualifications. He reports first being arrested at the age of 13, going on to become a prolific young offender with a significant drug problem. Mr E largely continued to take drugs and offend until he received his current sentence in 2006. He is a diagnosed paranoid schizophrenic. Originally high risk of harm on OASys, he was downgraded to medium risk after some time in custody and completion of a number of offending behaviour programmes. Mr E reports that he has waited lengthy periods for transfers so that he can complete specific programmes, which in some cases, he has then been assessed as unsuitable for. He also reports that his parole hearings have generally been timely, but 'nothing happens in preparation for it until the last minute'. Mr E's offender supervisor confirmed that a new probation offender manager in the community took over the case only a few weeks before his last oral hearing. His offender supervisor is also of the view that Mr E has now been in custody for so long that it is right that the Parole Board directed testing in open conditions rather than release.

- 6.10** A placement in open conditions does not always guarantee suitable or timely release. At HMP Kirkclevington Grange (2015) a national backlog at the Parole Board meant that 13 indeterminate sentence prisoners had passed the date for their oral parole hearing which was not acceptable.
- 6.11** ROTL provides the opportunity to test reductions in risk and readiness for release in a community setting, while still retaining a significant level of control over what the prisoner can and cannot do. ROTL also provides enhanced opportunities for prisoners to secure employment, accommodation and establish support networks which will assist them on release. While no specific research has been done to establish a link between access to ROTL and subsequent recall rates, it is not unreasonable to assume that ROTL may be important in better preparing prisoners for life back in the community, hence increasing the likelihood of a successful release on licence.
- 6.12** We have seen that current ROTL policy prevents most IPP prisoners from being tested using ROTL, unless they are in open prisons. If this policy was changed, subject to a recommendation from the responsible offender manager and a detailed risk assessment, it would mean IPP prisoners, many of whom are years past their tariff expiry, could be released

⁴⁷ PSI 13/2015 Release on temporary licence

on temporary licence from closed prisons, without the need for a stay in open conditions, thus speeding up the process towards eventual release.

- 6.13** It is important to emphasise that we are not advocating that IPP prisoners should circumvent the existing arrangements to protect the public around ROTL, but that with current legislation most people serving IPP sentences would have a determinate rather than indeterminate sentence, and the vast majority are well over tariff. We consider that the expansion of ROTL to those IPP prisoners in closed conditions deemed eligible may be one means of progressing those stuck in the prison system towards a safe and more speedy release.

Section 7. Release of IPP prisoners

7.1 The Parole Board for England and Wales is an independent body that is responsible for conducting risk assessments of serving prisoners to decide who may be safely released into the community or recommended for open conditions. The Parole Board has responsibility for considering both determinate and indeterminate sentence prisoners where the sentence requires a discretionary release, and conducts both paper hearings and oral hearings. Appendix V contains more detailed information about both paper and oral hearings.⁴⁸

7.2 The parole process for IPP sentence prisoners is as follows:

- For indeterminate sentence prisoners including IPPs, the first review must take place no later than the expiry of the tariff and at least every two years thereafter. Indeterminate sentence prisoners including IPP cases are no longer automatically referred to the Parole Board for a pre-tariff review. Pre-tariff ISPs are eligible to have their cases referred to the Parole Board to consider their suitability for transfer to open conditions up to three years before the expiry of their tariff. There is a process for sifting pre-tariff cases so that the Secretary of State refers only those pre-tariff cases to the Parole Board where there is a reasonable prospect of the Board making a positive recommendation.
- The dossier created by NOMS is initially reviewed by the Parole Board via a paper review. If the prisoner has served their initial tariff, it will assess whether the prisoner is 'not suitable for release' at the paper review stage or requires an oral hearing to determine if they should be released. If the prisoner has not served their initial tariff it will assess whether they are suitable for open conditions.
- All IPP sentence prisoners (except those who are assessed as 'not suitable for release' or 'not suitable for open conditions' at the paper review stage) will be directed to an oral hearing. IPP recall cases will also be sent to oral hearing. The oral hearing will decide whether to release the prisoner or not, if they have served their tariff, or whether to advise the Secretary of State for Justice (SSJ) that the prisoner can be safely progressed to an open prison, if not already at such an establishment.
- If a prisoner is assessed as 'not suitable for release' or 'not suitable for open conditions' they will be reviewed again within two years, or if there is a significant change in circumstances.

7.3 According to Parole Board data the Board has released well over 2,500 IPP prisoners from 2010–2016 and there have been 3,700 recommendations for moves to open conditions from review cases. The Board says it is now releasing more IPPs than it ever has before. Despite this, with thousands of IPPs still in custody – many of whom are years beyond their tariff expiry date – there is an evident problem.

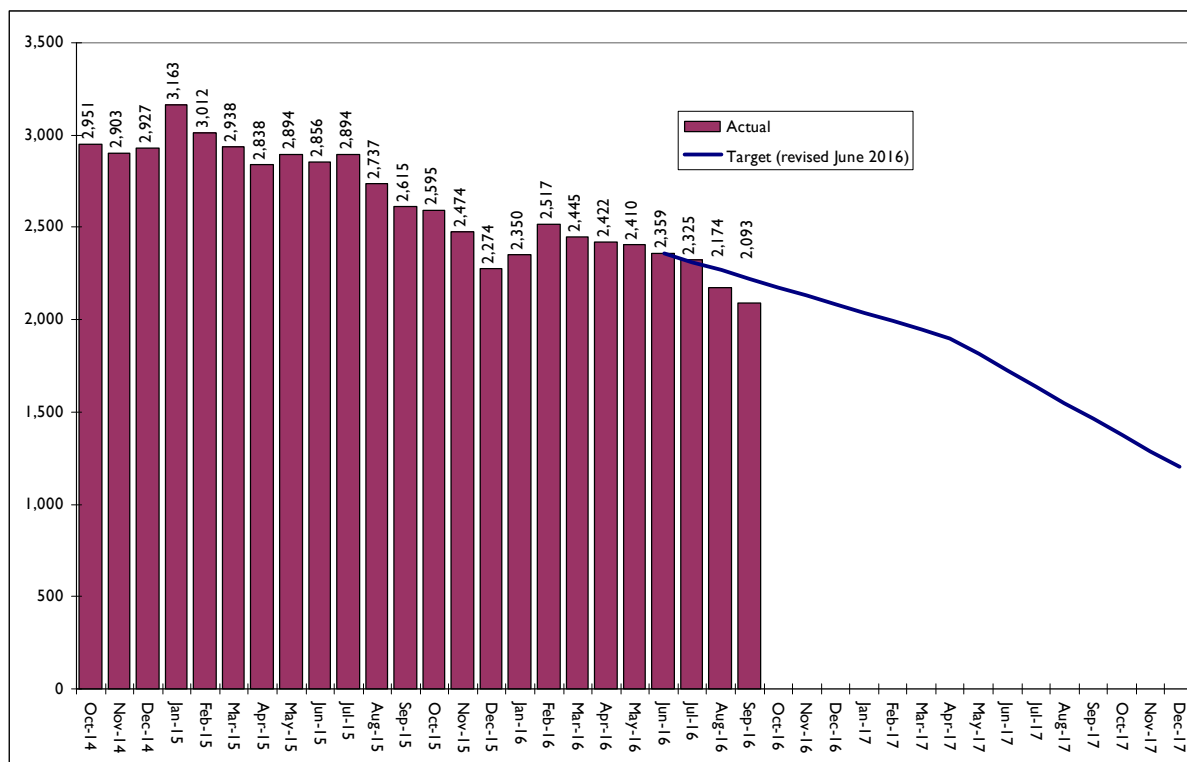
Current challenges

7.4 The Parole Board has highlighted a number of issues which are currently of concern. Firstly, the resources available to the Parole Board have failed to keep pace with the demands placed upon them by policy makers. The numbers of prisoners who require a Parole Board review in order to be released has increased significantly in recent years, notably since the

⁴⁸ The Parole Board for England and Wales (2016) *Annual Report and Accounts 2015/16*

introduction of the IPP sentence. This had led to considerable delays in the parole process. While the number has recently reduced, as of September 2016 2,093 cases for review were outstanding, and a significant percentage of these are IPP prisoners. It follows that if there were fewer delays in parole processes, releases would take place earlier. Additional resources will be required to reduce the backlog. Figure 14 below sets out the number of cases outstanding, demonstrating a reduction of 804 cases (25%) over the last 18 months.

Figure 14: Outstanding Parole Board cases



7.5 Parole Board figures show the mean average delay is six and a half months, although this is skewed by more complex cases which take longer. The median delay is four months. Having reduced the backlog by over a third (34%) over the last 21 months, the Parole Board has said it is now planning to reduce the number of cases outstanding to 1,200 by December 2017.

7.6 A second concern expressed by the Board is that the quality of National Probation Service (NPS) reports to local Parole Boards is variable; in too many cases the quality is insufficient and key elements are lacking. In some cases, offender managers have not interviewed the prisoner in person, which shows in the narrative of the report; budget constraints related to travel are cited as the reason for this. This is an administrative failing that can delay consideration for release. There are also some issues regarding release plans and the need for robust arrangements to manage people in the community. For example, access to suitable hostel places may take additional time to achieve and this can delay the release process. Prison Service Instruction 22/2015: Generic Parole Processes for Indeterminate and Determinate Sentenced Prisoners sets out the importance of good quality reports:

'The need to produce timely reports must not reduce the quality of risk assessments as the Parole Board must have complete, accurate, up-to-date impartial assessments generated by staff qualified in risk assessment and risk management to allow them to perform their statutory function effectively. Good quality assessments are essential to ensure that safe

*decisions can be made and to avoid prisoners being detained in custody for additional periods of time (emphasis added) whilst further evidence is sought.*⁴⁹

- 7.7** Thirdly, the recall rate for IPP prisoners is very high compared with some other categories of offenders: in 2015, around 500 IPP sentence prisoners were released, but 391 were recalled in this period. Most of this was not related to reoffending, but rather to 'risky' behaviour such as the use of alcohol/drugs, which can still manifest in the community. In addition, through discussion with recalled IPP prisoners, there is some anecdotal evidence that gaps in the provision of some key community services, for example mental health services, can lead to a breakdown of the release plan. However, the Parole Board says the serious reoffending rate for IPP prisoners on release is very low, estimated at less than 1%.
- 7.8** Finally, the Board is concerned that some IPP prisoners are not being held in the most appropriate place to ensure they are able to progress effectively. A small number are in the high security estate (category A), and 21% are in category B prisons where there may be less support for rehabilitation work (accepting that some category B prisoners may be held in a training prison with this security classification). Over half in the male estate are currently classified as category C prisoners where current policy severely restrict the use of release on temporary license (ROTL) for IPP sentence prisoners to be tested in the community (see section 6). The Parole Board is of the view that ROTL provides opportunities for prisoners to demonstrate reductions in risk, and to participate in activities which support rehabilitation and progression back to the community, so it therefore assists them in making decisions about release.

Figure 15: Security category of IPP sentence prisoners

	Pre-tariff	Post-tariff	Unknown tariff	Recalled	Total
Category A prisons	26 (3%)	11 (0%)	0 (0%)	2 (0%)	39 (1%)
Category B prisons	351 (44%)	591 (18%)	2 (50%)	51 (9%)	995 (21%)
Category C prisons	374 (47%)	1,815 (55%)	2 (50%)	435 (77%)	2,626 (56%)
Category D prisons	39 (5%)	839 (25%)	0 (0%)	53 (9%)	931 (20%)
Female prisons	6 (1%)	65 (2%)	0 (0%)	12 (2%)	83 (2%)
Other/unknown	3 (0%)	9 (38%)	0 (0%)	12 (2%)	24 (1%)
Total	799 (100%)	3,330 (100%)	4 (100%)	565 (100%)	4,698 (100%)

- 7.9** Nevertheless, at least three-quarters of all IPP prisoners are held in establishments, either category C, D or women's prisons, which in theory at least should be able to provide the programmes and supported progression required. However, through our inspections we know that some category C prisoners, for example, are held in local prisons where offending behaviour courses are usually not available. It is also not possible from these statistics to determine the proportion of category B prisoners who have moved on to category B training prisons, how many have remained in category B local prisons, or the number of category D prisoners still in closed prisons.

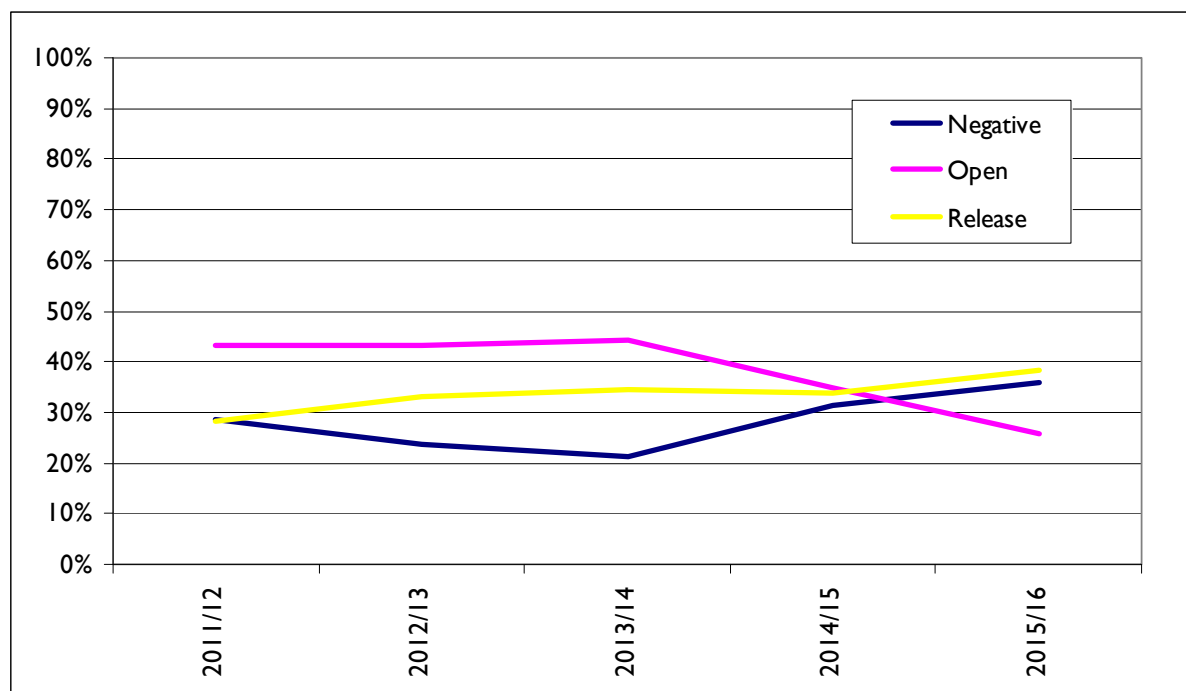
⁴⁹ <https://www.justice.gov.uk/downloads/offenders/psipso/psi-2015/psi-22-2015-generic-parole-process-indeterminate-determinate-sentenced-prisoners.doc>

7.10 Other IPP prisoners are unable to access ROTL or open conditions, although this could be changed without the need for legislation (see paragraphs 6.11 to 6.13). It is logical to propose that IPP prisoners need to be in the right kind of prison which can facilitate and support their progression: a category C training prison, category D open prison, or alternatively a 'specialist' prison such as HMP Warren Hill.

Outcome statistics

7.11 The statistics in Figure 16 below, provided by the Parole Board, demonstrate year on year the percentage of IPP prisoners who are released, directed as suitable for open conditions or recalled into custody following release as a result of oral hearings. It shows that the numbers being released have progressively increased as the number of those being directed to open conditions has decreased. In addition, the numbers where a decision is made for the prisoner to remain in closed conditions have also increased, which one might speculate is evidence that a significant number in the population have such complex issues that they are difficult to work with to reduce risk and may need specific support, such as that provided at HMP Warren Hill.

Figure 16: Outcome of all IPP oral hearings (including recall and review hearings)⁵⁰



7.12 The Parole Board does not centrally hold more detailed data breaking down the specific reasons for refusing release at parole hearings, but anecdotally and from early reviews of IPP cases, the Board has identified the following key themes for non-progression:

- The offender manager and/or offender supervisor does not support release because they feel that core area risks are not shown to have been reduced. This often additionally leads to recommendations for further treatment pathways and interventions.

⁵⁰ Full data is provided in Appendix V.

- Lack of evidence that a prisoner has demonstrated and applied risk reduction skills within a custodial setting, often linked to a negative behaviour/attitude in custody or towards the supervising offender supervisor and/or offender manager.
- Previously agreed interventions and/or treatment pathways have not been provided. This is particularly the case for some specific areas such as the healthy sex programme.
- Where a move has been delayed to open conditions and/or ROTL has not been facilitated ahead of the annual review – this is more likely to result in a deferral for a time period set by the Board.

7.13 In order to understand the range of circumstances in which the above issues occur, we looked at the parole outcome letters for 10 prisoners who were not directed to release at their last parole hearing⁵¹. These findings cannot be generalised, as the sample is so small and the prisoners were all currently in open conditions; this affects the likelihood of specific factors being relevant, for example, ROTL concerns will feature in these cases but not for prisoners in closed conditions. However, the findings illustrate the complexity of issues impacting on progression for IPP prisoners.

7.14 In only one case did the panel disagree with the recommendation of an offender manager:

'The panel considered the risk management plan to be appropriate. However, the panel noted your challenging behaviour in open conditions, your inconsistent attitude to engagement and that you had not yet been tested in the community through unescorted temporary leaves. Taking all this into account, it was not persuaded that at present you have demonstrated that you would be willing and able to comply with and sustain the proposed plan.'

7.15 In another case it was specifically noted that no progress had been made since the previous review through no fault of the prisoner:

'This oral hearing had been deferred previously and through no fault of yours, no progress was made during the deferral period so that there remains no confirmed risk management and release plan...it is unfortunate that you have been badly affected by the lack of an effective offender manager for the whole of the previous deferment period...'

7.16 In a third case it was noted that outstanding sentence plan objectives, which had been identified at the previous hearing, had still not been completed, at least in part through no fault of the prisoner. In this case the prisoner had been referred by his offender supervisor to psychology in the prison for one-to-one work but this had not resulted in an intervention.

7.17 In a fourth case it was evident that the time taken to write a required report meant there had been insufficient time for the prisoner to complete other elements required by the Board:

'On the 10 February 2016, your review was deferred. Your offender manager was not supporting release. He recommended a psychological assessment of your core needs in relation to emotional management before the commencement of ROTLs. When that assessment became available it was in relatively favourable terms but it did not become available until less than a month ago. As at the date of this hearing no ROTLs have taken place.'

⁵¹ This sample was provided to HMI Prisons by the Parole Board and all prisoners were currently being held in closed conditions.

- 7.18** It is apparent that in open conditions, completion of successful ROTLs is one critical factor in securing release:

'You have had an insufficient number of community visits, particularly overnight periods in the community at approved premises, to allow the panel to form a judgement on whether or not your risk can be managed in the community and the panel can, at present, only conclude that it would be premature to direct your release. It would be in a better position to do so if you can achieve satisfactory ROTLs over the next few months.'

- 7.19** In other cases, decisions not to release were not due to one clear reason, but were based on a combination of factors, including risky behaviours, failed ROTLs and negative behaviour in custody.
- 7.20** Risky and/or negative behaviour was identified as including demanding and intimidating behaviour towards staff, unauthorised absences from and poor timekeeping at work and positive drug or alcohol tests. Most of these incidents resulted in an adjudication or suspension of ROTL, and all were specifically referenced in the parole report as factors being considered in the decision (along with positive factors such as successful ROTL, good behaviour and enhanced incentives and earned privileges (IEP) status).
- 7.21** It is evident that breaking the rules in custody influences decision-making, which at face value is not unreasonable. However, the link between behaviour such as laughing at an officer when instructed to do something and reoffending can seem tenuous, although as already noted cases are usually determined based on a complex range of factors rather than one incident in isolation.
- 7.22** To unblock the log-jam of IPP prisoners still in prison years post tariff, the chair of the Parole Board, Nick Hardwick, has recently argued for a change in the test they use for IPP prisoners when deciding on whether to release them.

Statement from Nick Hardwick, chairman of the Parole Board for England and Wales

Any changes need to be made carefully. Some IPP prisoners are clearly high risk and likely to remain so for a long time. Prisoners who present a very real risk to the public should not be released. Others present a very low level of risk and should be able to be released as quickly as their cases can be heard under the current arrangements. There is a middle group that it might be possible to release, if effective arrangements are made to reduce their risk and manage them in the community. The Parole Board can make progress on this issue without intervention by government, by reducing delays in holding hearings and by working closely with the prison and probation services to ensure arrangements for preparing and managing the release of prisoners is improved.

We think that, in this way, we could reduce the number of IPP prisoners in prison to about 1,500 by 2020. If ministers want to go further and faster than this, that will require legislative or policy changes. Options might include:

- revising the risk test so that prisoners only continue to be detained if there is evidence they remain a danger to the public;
- introducing that measure just for 'short-tariff' IPPs – those who received a tariff of two years or less but remain in prison long after their tariff has expired because they are unable to prove their risk has reduced;
- taking executive action to release IPP prisoners who have now served longer than the maximum current sentence for their offence.

All these options have advantages and disadvantages and there are variants of all of them. These are primarily matters for ministers and Parliament. It is important we proceed in a way that treats people fairly but maintains the confidence of the public that their safety and the concerns of victims will be carefully considered. It makes no sense to keep in custody prisoners who can be successfully managed in the community.

7.23 The Justice Secretary has welcomed these recommendations but we wait to see if they will be acted upon.

Recall

7.24 IPP sentence men and women who are on a life licence in the community can be recalled to prison if their offender manager (probation officer) considers them to be at risk of reoffending, or if a licence condition linked to their original offending is broken. Once back in prison the case should, after 28 days, go back to the Parole Board to consider the next step. The Parole Board has three options, immediate release, a fixed future release date or no release direction which should be reviewed within two years or if there is a significant change in circumstances. The initial decision is made by reviewing paperwork, but can be challenged by the prison through a subsequent oral hearing. We speculate above (see paragraph 6.13) about whether increased use of ROTL might better prepare IPP prisoners for release, and thus reduce the numbers being recalled.

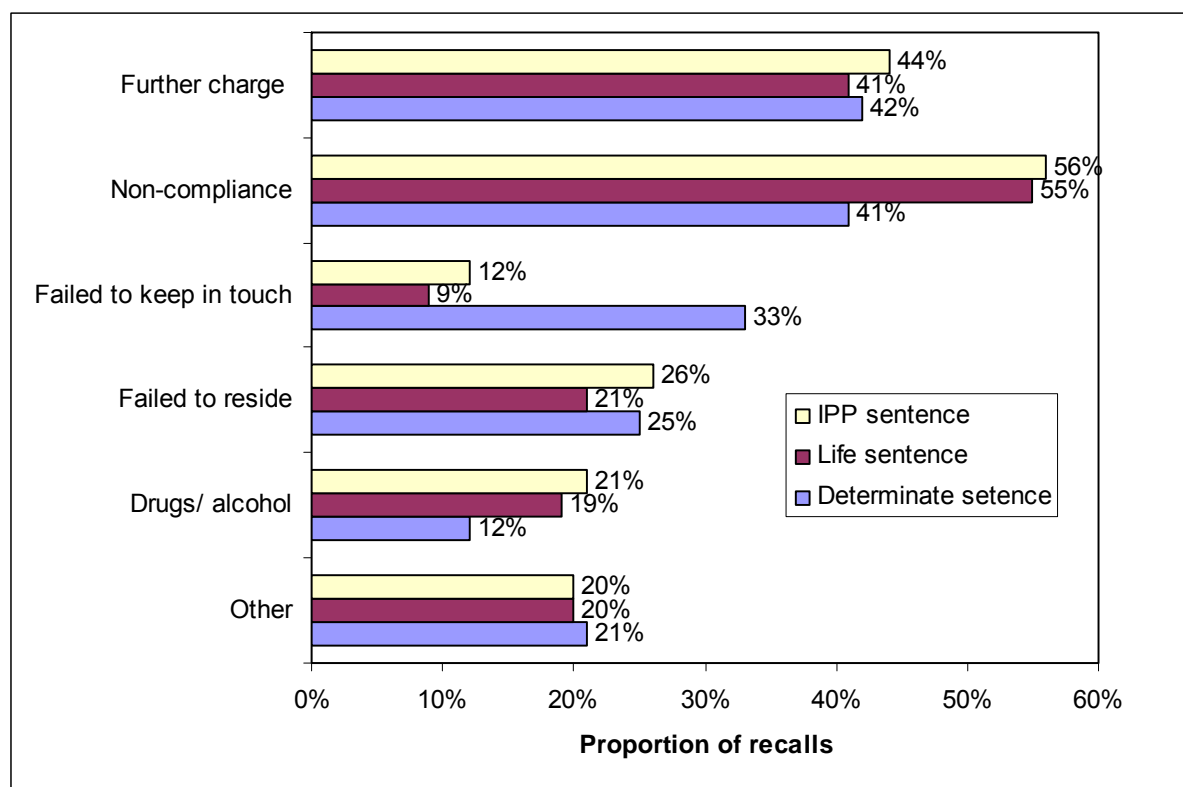
7.25 We have seen that the recall rate for IPP prisoners is significant, and higher than for other ISPs. Between April 2015 and March 2016 1.8% of all recalls were IPP sentenced people, compared to 1% who were life sentenced prisoners. Figure 17 below sets out the sentence lengths for prisoners recalled between April 2015 and March 2016.

Figure 17: Number of recalls, by sentence length and type⁵²

	Number recalled in 2015-2016
IPP sentence	391 (1.80%)
Life sentence	203 (0.93%)
Determinate Sentences: less than 12 months	6,432 (29.55%)
Determinate Sentences: 12 months or more	14,744 (67.73%)
Total	21,770

7.26 The reasons for recall vary greatly, from suspected relatively minor breaches in licence conditions to a small number of cases of serious reoffending. Figure 18 below shows the reasons for recall for IPP, life and determinate sentence prisoners in 2015.

⁵² Full data is provided in Appendix V.

Figure 18: Reasons for recall 2015^{53,54}

7.27 On 31 March 2016 there were 6,562 recalled prisoners in custody, this represented 8% of the total population (85,441). Of this recalled population, 9% (565) were IPP sentence prisoners, and only 5% (352) were life sentenced prisoners.

7.28 Once recalled, regardless of the reason, prisoners often spend months in prison before a decision is made about whether the recall was justified and directions are made about whether they should remain in prison or not. During this time, it is often difficult to engage prisoners in constructive risk management or risk reduction work because they are awaiting a review of the recall decision. There are obvious benefits in the decision-making process after recall being more efficient, including quicker releases where appropriate, and starting focused remedial work with those who need to remain in custody.

⁵³ Totals do not sum 100 due to multiple reasons for recall being recorded. Data provided by the Parole Board for England and Wales – amend if receive information through from NOMS.

⁵⁴ Full data is provided in Appendix V.

Section 8. Appendices

Appendix I: Methodology

This thematic explored the experiences of IPP prisoners within the adult prison estate (including women and all functional types). It drew on a total of 35 inspections of prisons published by HM Inspectorate of Prisons (HMI Prisons) between April 2015 and March 2016. Appendix 2 contains a list of all inspection reports analysed.

Prisoner survey methodology

As part of every prison inspection, HMI Prisons conducts a survey on a representative sample of the prison population. Surveys are carried out to government social research standards. Using a robust statistical formula, we calculated the sample size required to ensure that our survey findings reflected the experiences of the entire population of the establishment. Respondents were then randomly selected from a P-NOMIS (electronic case notes) prisoner population printout, using a stratified systematic sampling method.

The analysis of inspection reports and survey responses included the following establishment types:

	Number of IPP sentence prisoners	IPP sentence prisoners as % total returns analysed	Number of life sentence prisoners	Life sentence prisoners as % total returns analysed	Number of determinate sentence returns	Determinate sentence as % total returns analysed	Total survey responses analysed
Locals (n=10)	58	4%	72	5%	1,281	91%	1,411
Cat B trainers (n=4)	124	14%	112	13%	639	73%	875
Cat C trainers (n=13)	194	9%	167	7%	1,919	84%	2,280
Open (n=3)	49	11%	51	11%	350	78%	450
Women's (n=2)	14	5%	14	5%	253	90%	281
Young adults (n=3)	11	2%	16	3%	445	94%	472
Total	450	8%	432	7%	4,886	85%	5,769

Additional women's comparators

An additional analysis was also conducted covering the reporting period April 2013 to March 2016. In addition to comparing male and female prisoners over this time period an additional women's

comparator was conducted using this dataset. A breakdown of the survey responses analysed is provided below.

	Number of IPP sentence prisoners	IPP sentence prisoners as % total returns analysed	Number of life sentence prisoners	Life sentence prisoners as % total returns analysed	Number of determinate sentence returns	Determinate sentence as % total returns analysed	Total survey responses analysed
Locals	149	4%	157	4%	3,431	92%	3,737
Cat B trainers	181	11%	342	21%	1,065	67%	1,588
Cat C trainers	528	9%	398	7%	4,821	84%	5,747
TC	111	35%	156	50%	48	15%	315
High secure	102	12%	436	53%	288	35%	826
Open	216	12%	242	14%	1,316	74%	1,774
Young Adults	43	4%	43	4%	941	92%	1,027
Total (men)	1,330	8%	1,758	10%	11,840	70%	15,014
Women's	57	3%	122	7%	1,257	74%	1,136
Total (men and women)	1,387	8%	1,896	11%	13,167	79%	16,450

Comparator information presented

The following comparative analyses are presented:

- a comparison of the responses of IPP prisoners, life sentence prisoners and determinate sentence prisoners for all prison inspection reports published between April 2015 and March 2016;
- a comparison of the responses of all IPP prisoners and life sentence prisoners for all prison inspection reports published between April 2015 and March 2016;
- a comparison of the responses of IPP prisoners across all functional types;
- a comparison of the responses of all female IPP prisoners and all male IPP prisoners for all prison inspection reports published between April 2013 and March 2016.

In all the comparative analyses that follow, statistically significant⁵⁵ differences are indicated by shading. Results that are significantly better are indicated by green shading, results that are significantly worse are indicated by blue shading. If the difference is not statistically significant there is

⁵⁵ A statistically significant difference between the two samples is one that is unlikely to have arisen by chance alone, and can therefore be assumed to represent a real difference between the two populations. In order to appropriately adjust p-values in light of multiple testing, $p < 0.01$ was considered statistically significant for all comparisons undertaken. This means there is only a 1% likelihood that the difference is due to chance.

no shading. Orange shading has been used to show a statistically significant difference in prisoners' background details.

Filtered questions are clearly indented and preceded by an explanation of how the filter has been applied. Percentages for filtered questions refer to the number of respondents filtered to that question. For all other questions, percentages refer to the entire sample. All missing responses have been excluded from analyses.

Appendix II: Reports analysed

	Date of publication	Number of ISPP prisoners at time of inspection	Prison population at time of inspection	Proportion of prison population serving an ISPP sentence
LOCAL PRISONS (10)				
Belmarsh	19 May 2015	19	878	2%
Bullingdon	29 October 2015	78	1,102	7%
Doncaster	9 March 2016	10	1,021	1%
High Down	4 June 2015	19	1,136	2%
Leicester	17 February 2016	12	325	4%
Liverpool	20 October 2015	25	1,198	2%
Manchester	13 May 2015	30	1,120	3%
Pentonville	23 June 2015	83	1,272	7%
Wandsworth	29 July 2015			
Woodhill	15 March 2016	0	676	0%
Total for locals		276	8,728	3%
CATEGORY B TRAINING PRISONS (4)				
Dovegate	29 May 2015	144	922	16%
Isle of Wight	1 October 2015	187	1,081	17%
Lowdham Grange	11 November 2015	182	915	20%
Rye Hill	17 December 2015	81	622	13%
Total for cat B trainers		594	3,540	17%
CATEGORY C TRAINING PRISONS (13)				
Ashfield	22 December 2015	52	397	13%
Highpoint	22 March 2016	85	1,285	7%
Humber	18 November 2015	48	1,002	5%
Lancaster Farms	3 September 2015	16	542	3%
Littlehey	31 July 2015	126	1,200	11%
Maidstone	8 December 2015	3	552	1%
Ranby	25 February 2016	49	1,088	5%
Rochester	13 January 2016	11	733	2%
Stocken	17 November 2015	83	681	12%
Stoke Heath	19 August 2015	0	748	0%
The Mount	21 August 2015	64	931	7%
Warren Hill	9 February 2016	73	188	39%
Wealstun	9 December 2015	24	807	3%
Total for cat C trainers		634	10,154	6%
OPEN PRISONS (3)				
Hatfield	12 January 2016	42	275	15%
Kirklevington Grange	9 June 2015	19	267	7%
Standford Hill	3 November 2015	48	456	11%
Total for open		109	998	11%

WOMEN'S PRISONS (2)				
Holloway	23 February 2016	9	525	2%
New Hall	13 October 2015	25	377	7%
Total for women's		34	902	4%
YOUNG ADULT PRISONS (3)				
Aylesbury	6 October 2015	13	377	3%
Brinsford	21 July 2015	0	391	0%
Deerbolt	14 May 2015	2	458	0%
Total for young adults		15	1,226	1%

Appendix III: Legal challenges from IPP sentence prisoners

James, Lee and Wells v Secretary of State for Justice 2009

In 2009 three applicants, James, Wells and Lee, brought judicial review proceedings to the House of Lords, as the then highest appeal court, complaining in particular that their post-tariff detention and lack of access to courses was unlawful and in breach of Article 5.1 (a right to liberty and security) of the European Convention on Human Rights.⁵⁶ All three applicants had been given IPP sentences in 2005 with tariffs of two years, 12 months and nine months. In prison, each applicant was assessed as requiring a number of offending behaviour courses to address and reduce the risk they posed. However, by the time their respective tariffs expired, all three applicants remained in their local prisons, without access to the relevant courses, awaiting transfer to other prisons to access programmes and begin progressing through the prison system. Each was only transferred some months after the expiry of their tariffs.

Throughout these domestic proceedings, criticism had been made of the systemic failure to put in place the resources necessary to enable the provisions of the CJA 2003 to function as intended and the Secretary of State was found to have breached his public law duty. The House of Lords referred to the sentencing provisions as 'comprehensively un-resourced' with the result that numerous prisoners continued to be detained after the expiry of the punitive element of their sentences (tariff) with little or nothing having been done to enable an informed decision by the Parole Board. Despite this, on 6 May 2009, the House of Lords unanimously dismissed the applicants' appeals, finding no breach of Article 5.1 of the Convention.

The applicants took their case to the European Court of Human Rights, which found that indeterminate detention for public protection could be justified under Article 5.1, but that it could not be arbitrary detention.⁵⁷ Where a prisoner was in detention solely on the grounds of the perceived risk posed, rehabilitation needed to be encouraged. In the applicants' cases, this meant that they had to be given reasonable opportunities to undertake courses aimed at addressing their offending behaviour and the risks they posed. While Article 5.1 did not set out an absolute requirement for prisoners to have immediate access to all courses required, any restrictions or delays due to resource considerations had to remain reasonable.

The Court determined it was clear that the delays in progression experienced by the applicants had been the result of a lack of resources, which in turn was a consequence of the introduction of the sentence without due planning and consideration. The applicants had remained in local prisons where there had been few, if any, offending behaviour programmes for over two years, leaving them little chance of reducing the risk they posed by the time their tariff periods expired. Moreover, once the applicants' tariffs had expired, their detention had been justified solely on the grounds of the risk they had posed to the public and, therefore, the need for access to rehabilitative treatment at that stage became all the more important.

The Court considered that following the expiry of the applicants' tariff periods and until steps had been taken to progress them through the prison system with a view to their access to appropriate rehabilitative courses, their detention had been arbitrary and therefore unlawful within the meaning of Article 5.1.

⁵⁶ UK House of Lords (2010) (*James, Lee and Wells v Secretary of State for Justice* [2009] UKHL 22; [2010] 1 AC 553)

⁵⁷ European Court of Human Rights (2013) *Judgement in the case of James, Wells and Lee v. The United Kingdom*. (2013) 56 EHRR 12

Haney, Kaiyam, Massey and Robinson v. Secretary of State for Justice 2014

An additional case was also brought before the UK Supreme Court in 2014 by Haney, Kaiyam, Massey and Robinson, revisiting the original decision by the House of Lords in the James, Lee and Wells v Secretary of State for Justice. One of the appellants (Haney) was ordered to serve an automatic life sentence, with a minimum specified term expiring on 13th November 2012; the remaining three were sentenced to IPP sentences with minimum tariffs of seven years, two years and six months and two years and 257 days. Each of the appellants complained that his progress towards post-tariff release was hampered by failures relating to his rehabilitation for which the respondent Secretary of State was responsible, notably either delays in accessing suitable programmes or delays in being transferred to open conditions before the end of their tariff.

The Supreme Court⁵⁸ held that it was the State's duty to provide an opportunity, reasonable in all the circumstances of the case, for a prisoner to demonstrate at or just after tariff expiry that they no longer pose an unacceptable risk to the public. The duty to facilitate release can and should be implied as an ancillary duty arising from Article 5 of the European Convention on Human Rights – a duty not affecting the lawfulness of the detention, but resulting in damages if breached.

⁵⁸ United Kingdom Supreme Court (2014) Haney, Kaiyam, Massey and Robinson v. Secretary of State for Justice [2014] UKSC 66 (10 December 2014)

Appendix IV: Parole Board processes

Paper hearings

One member of the Parole Board reviews the documentation provided by the National Offender Management Service (NOMS) which contains reports from prison and probation staff (Offender Supervisors and Offender Managers), as well as details of the prisoner's offending history. The dossier may also contain a variety of formal risk assessments based on offending history, information about behaviour in prison, courses completed, psychological assessments and also victim personal statement(s). There will usually also be representations from the prisoner or their legal representative. In some cases the member will decide the outcome without the need for an oral hearing; alternatively, the member may send the case to a full oral hearing (where a panel will hear oral evidence from witnesses and meet the prisoner).

Where the case is decided on the papers, the decision is only provisional, as the prisoner will have 28 days in which to either accept the decision or present a request for the case to be further reviewed at oral hearing. There is no automatic right for an oral hearing and the request will be considered on its merits, taking due regard of fairness to the prisoner.

Oral hearings

Between one and three Parole Board members may sit on an oral hearing panel, depending on the need and complexity of the case. Where the circumstances of the case warrant it the panel will include a psychologist, psychiatrist or other specialist member. In addition to the prisoner and the panel members the legal representative of the prisoner, witnesses such as the prisoner's Offender Manager or Offender Supervisor, and other prison-based staff such as psychologists or psychiatrists, key workers or chaplains may also be present. There will sometimes be a Secretary of State's Representative who will represent the Secretary of State for Justice and the victim. The victim might also be in attendance in order to present their victim personal statement.

Appendix V: IPP sentence prisoner demographic information

The following tables set out some of the demographic details of the IPP sentence prisoners who were in custody in England and Wales on 31 March 2016.

IPP prisoner population by offence group, 31 March 2016

Offences	Unreleased IPP prisoners (excludes recalls and unknown tariff)	
Violence against the person	1,440	35%
Sexual offences	1,431	35%
Robbery	805	19%
Theft offences	104	3%
Criminal damage and arson	188	5%
Drug offences	4	<1%
Possession of weapons	81	2%
Public order offences	4	<1%
Miscellaneous crimes against society ⁵⁹	69	2%
Fraud offences	0	0%
Summary non-motoring	6	<1%
Summary motoring	1	<1%
Total	4,129	

Note: Percentages may not add up to 100 due to rounding.

In the table above the summary offences are almost certainly misrecorded as it was not possible to receive an IPP sentence for a summary offence. It is most likely that these incidents occurred in conjunction with another offence that resulted in an IPP sentence being handed down, and that the summary offence has been recorded in error.

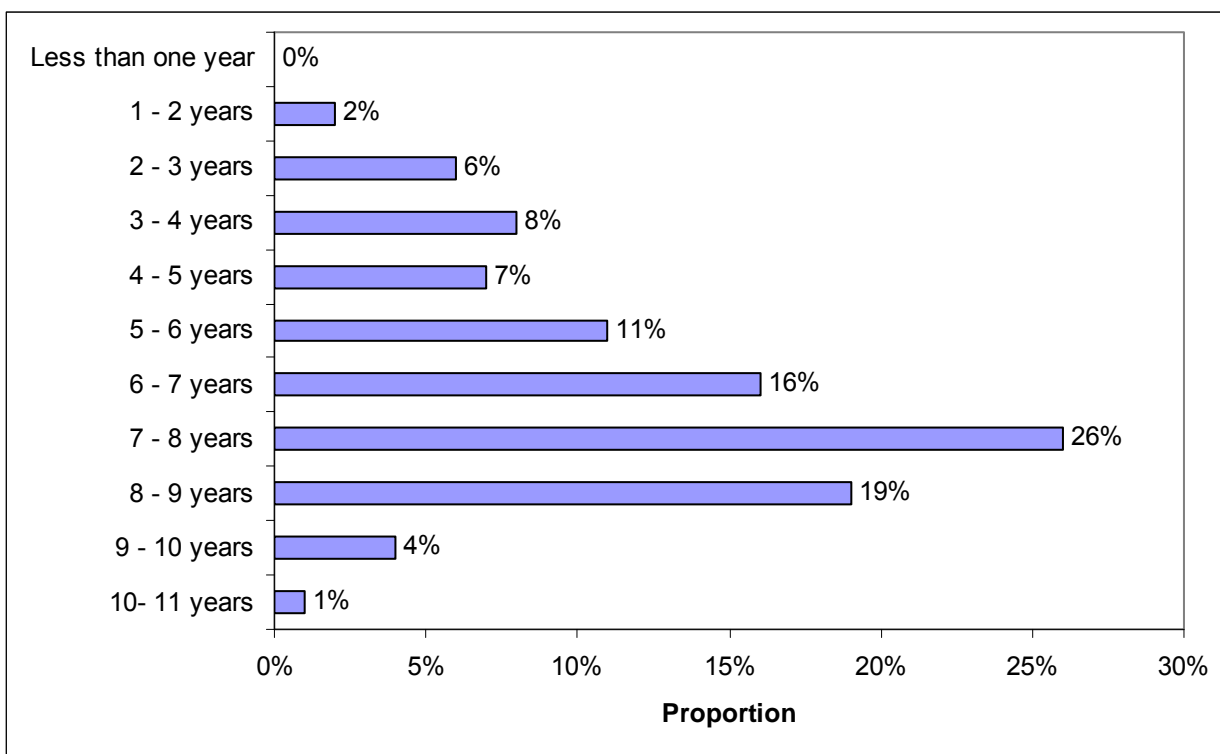
⁵⁹ These are almost all concerned with producing or possessing indecent images of children. Similarly, both the theft and criminal damage/arson categories are concentrated in a few offences; 100 of the theft offences are for burglary and 184 of the criminal damage/arson offences are arson.

Tariff-expired unreleased IPP prisoner population by original tariff length and time over tariff, 31 March 2016⁶⁰

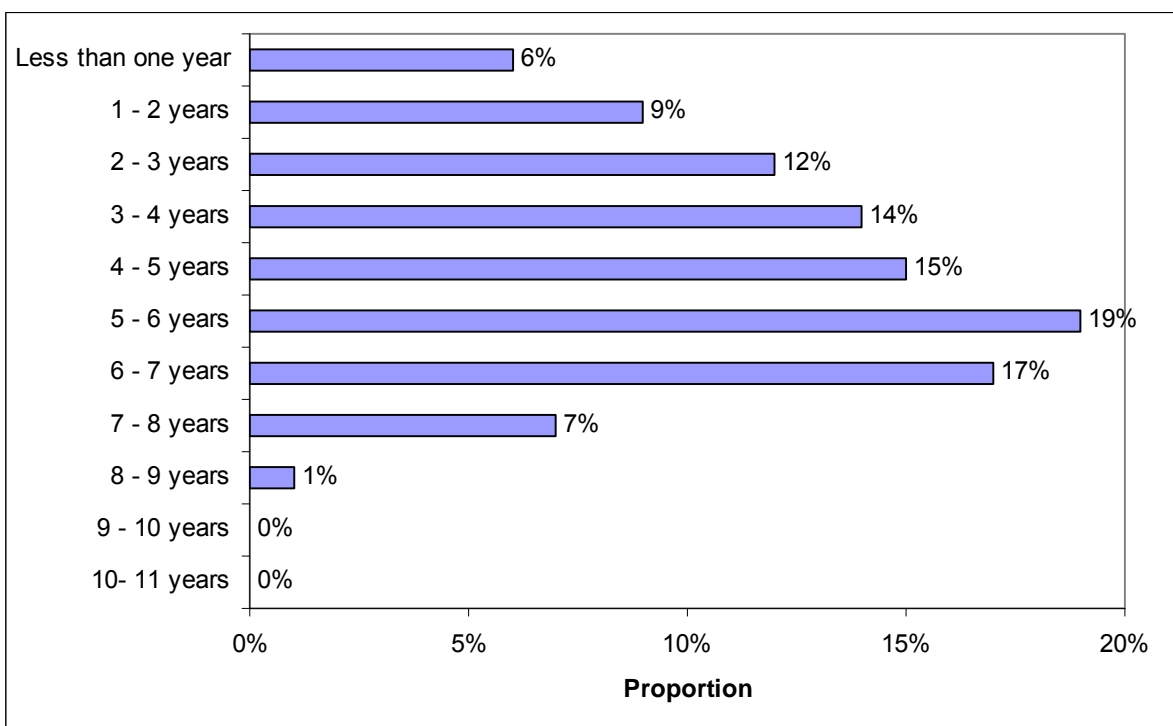
Time over tariff	Original Tariff length				Total	Total %
	Less than 2 years	2 years to less than or equal to 4 years	Greater than 4 years to less than or equal to 6 years	Greater than 6 years to less than or equal to 10 years		
Less than 1 year		101	145	70	316	9%
From 1 year to less than 2 years	13	159	142	48	362	11%
From 2 years to less than 3 years	42	217	126	27	412	12%
From 3 years to less than 4 years	57	242	108	14	421	13%
From 4 years to less than 5 years	46	270	104	1	421	13%
From 5 years to less than 6 years	79	345	61		485	15%
From 6 years to less than 7 years	112	302	4		418	13%
From 7 years to less than 8 years	180	126			306	9%
From 8 years to less than 9 years	131	25			156	5%
From 9 years to less than 10 years	29				29	1%
From 10 years to less than 11 years	4				4	<1%
Total	693	1,787	690	160	3,330	

⁶⁰ Percentages do not always add up to 100 due to rounding.

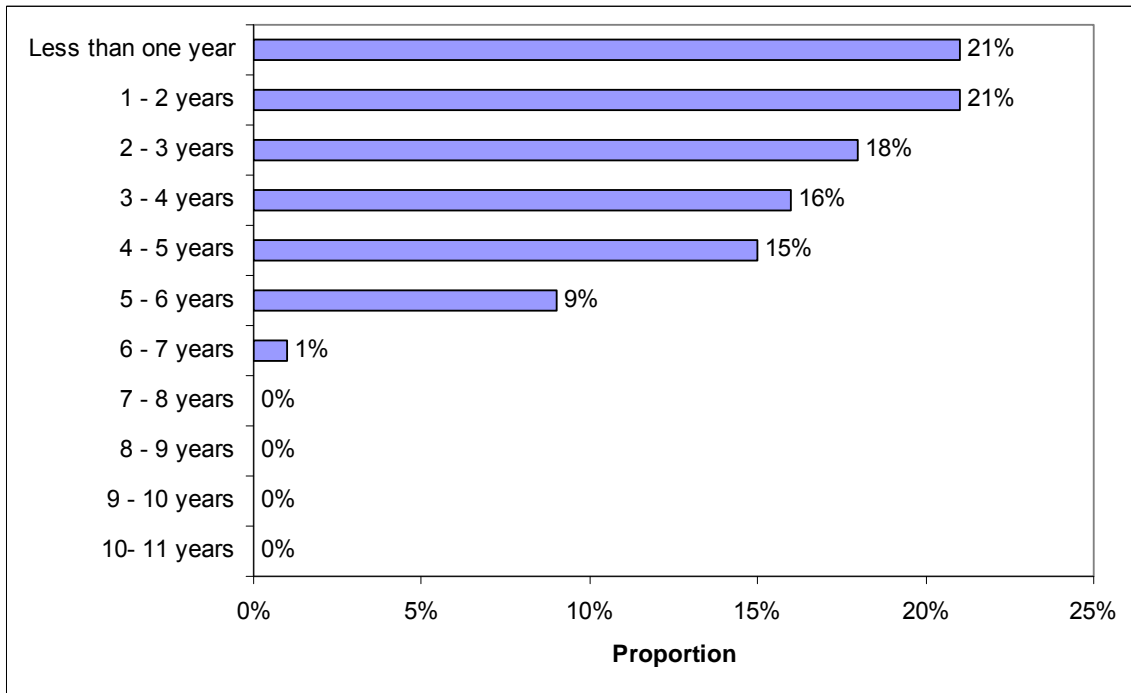
Time over tariff, for those with an original tariff length of less than two years



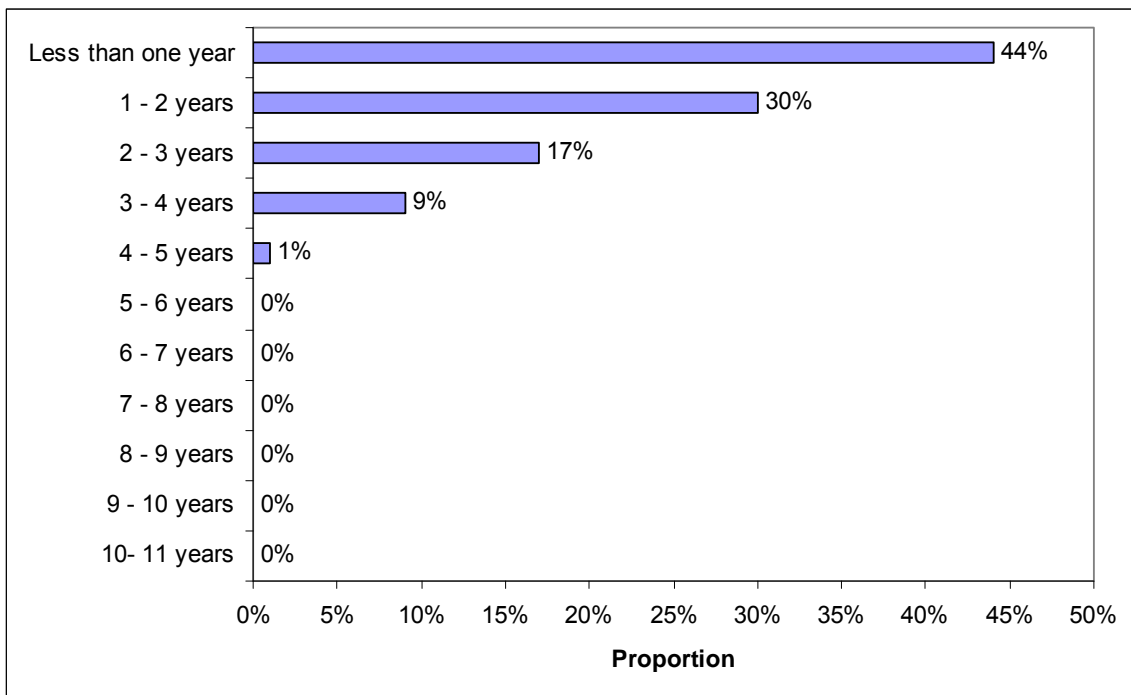
Time over tariff, for those with an original tariff length of two to four years



Time over tariff, for those with an original tariff length of four to six years

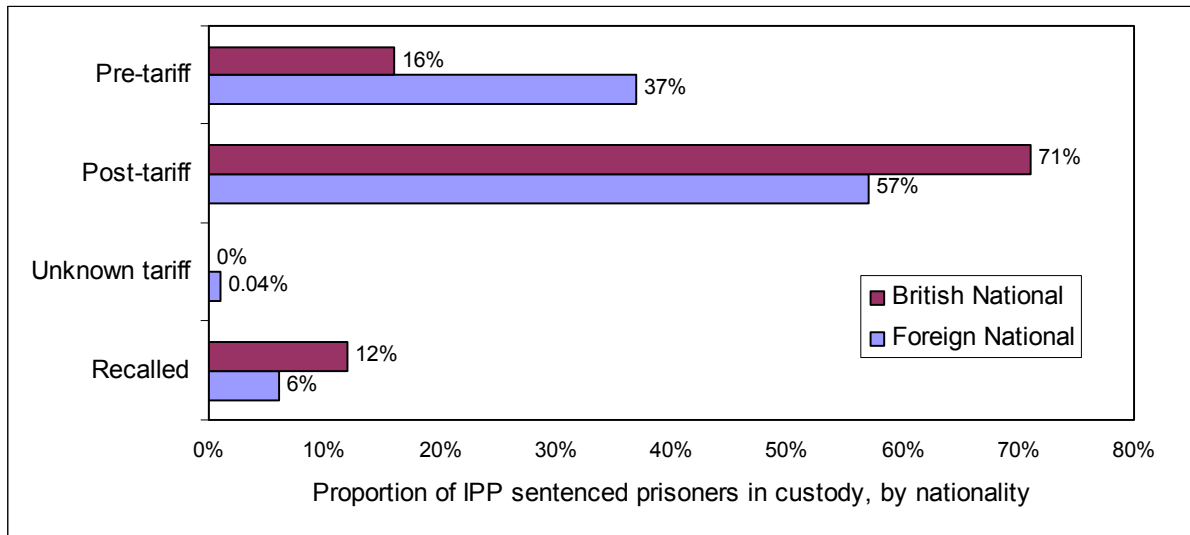


Time over tariff, for those with an original tariff length six to 10 years



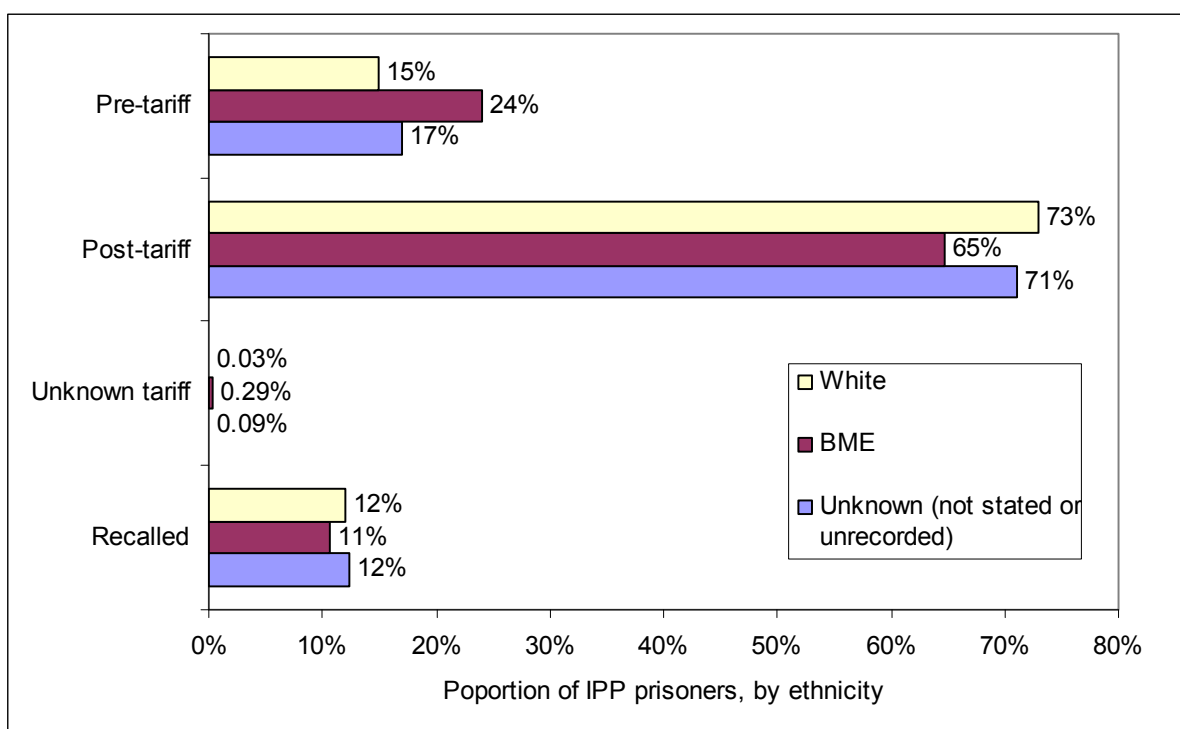
IPP prisoner population by nationality, 31 March 2016

	Pre-tariff	Post-tariff	Unknown tariff	Recalled	Total
British National	726	3,216	2	554	4,498
Foreign National	73	113	2	11	199
Not recorded	0	1	0	0	1
Total	799	3,330	4	565	



IPP prisoner population by ethnicity, 31 March 2016

Ethnicity	Pre-tariff	Post-tariff	Unknown tariff	Recalled	Total
White	542	2,645	1	451	3,639
BME	255	679	3	111	1,048
Unknown (not stated or unrecorded)	797	3,324	4	562	4,687
Total	1,594	6,648	8	1,124	



Outcome of all Parole Board IPP sentence oral hearings⁶¹

		Negative		Open		Release		Total
Review	2011/12	402	28%	628	44%	395	28%	1,425
	2012/13	347	24%	656	45%	469	32%	1,472
	2013/14	323	21%	740	47%	501	32%	1,564
	2014/15	518	32%	612	38%	486	30%	1,616
	2015/16	620	36%	488	29%	591	35%	1,699
Recall	2011/12	24	35%	16	23%	29	42%	69
	2012/13	16	25%	6	9%	42	66%	64
	2013/14	45	28%	23	14%	94	58%	162
	2014/15	63	27%	29	13%	139	60%	231
	2015/16	83	33%	16	6%	155	61%	254
All IPP oral hearings	2011/12	426	29%	644	43%	424	28%	1,494
	2012/13	363	24%	662	43%	511	33%	1,536
	2013/14	368	21%	763	44%	595	34%	1,726
	2014/15	581	31%	641	35%	625	34%	1,847
	2015/16	703	36%	504	26%	746	38%	1,953

⁶¹ The Parole Board for England and Wales (2016) *Annual Report and Accounts 2015/16*

Recorded reasons for recall 2015^{62,63}

Recall period	Apr- Jun 2015	Jul- Sep 2015	Oct- Dec 2015	Jan- Mar 2016	Total
All recalls	5,407	6,007	5,813	5,185	22,412
Further charge	2,235	2,449	2,637	2,384	9,705
Non-compliance	2,323	2,954	1,979	1,783	9,039
Failed to keep in touch	1,740	2,182	2,096	1,833	7,851
Failed to reside	1,330	1,591	1,484	1,220	5,625
Drugs/alcohol	635	719	662	508	2,524
Other	1,184	1,082	1,271	1,082	4,619
Unknown	10	4	2	0	16
Determinate Sentences: less than 12 months	1,140	1,771	1,965	1,761	6,637
Further charge	359	593	758	699	2,409
Non-compliance	359	789	615	508	2,271
Failed to keep in touch	705	1,095	1,143	985	3,928
Failed to reside	196	384	415	373	1,368
Drugs/alcohol	70	150	148	114	482
Other	226	271	391	318	1,206
Unknown	3	1	1	0	5
Determinate Sentences: 12 months or more	4,134	4,078	3,677	3,264	15,153
Further charge	1,809	1,788	1,811	1,610	7,018
Non-compliance	1,881	2,065	1,290	1,204	6,440
Failed to keep in touch	1,024	1,067	933	831	3,855
Failed to reside	1,097	1,173	1,025	821	4,116
Drugs/alcohol	544	542	473	366	1,925
Other	934	782	842	732	3,290
Unknown	7	3	1	0	11
IPP	89	104	106	111	410
Further charge	46	42	45	56	189
Non-compliance	58	63	46	49	216
Failed to keep in touch	7	15	14	10	46
Failed to reside	25	24	30	17	96
Drugs/alcohol	14	21	26	21	82
Other	18	20	24	22	84
Unknown	0	0	0	0	0
Life	44	54	65	49	212
Further charge	21	26	23	19	89
Non-compliance	25	37	28	22	112
Failed to keep in touch	4	5	6	6	21
Failed to reside	12	10	14	9	45
Drugs/alcohol	7	6	15	7	35
Other	6	9	14	10	39
Unknown	0	0	0	0	0

⁶² Recreated from Ministry of Justice (2016) *Offender Management Statistics Quarterly: Licence recalls*.

⁶³ Recall reasons do not sum to the total number of recalls as more than one reason can be recorded against each recall.

Appendix VI: Survey analysis

Over the following pages we present a series of survey comparators, as follows:

- Responses of IPP sentenced prisoners by the type of establishment in which they were held, 2015–16
- Responses of men serving IPP sentences, compared with men serving life and determinate sentences, 2015–16
- The responses of women serving IPP sentences, compared with women serving life and determinate sentences, 2013–16
- Comparison of the responses from women and men serving IPP sentences, 2013–16

Percentages have been rounded and therefore may not add up to 100%.

In all the comparative analyses that follow, statistically significant differences are indicated by shading. Results that are significantly better are indicated by green shading, results that are significantly worse are indicated by blue shading. If the difference is not statistically significant there is no shading. Orange shading has been used to show a statistically significant difference in prisoners' background details.

Filtered questions are clearly indented and preceded by an explanation of how the filter has been applied. Percentages for filtered questions refer to the number of respondents filtered to that question. For all other questions, percentages refer to the entire sample. All missing responses have been excluded from analyses.

Main comparator and comparator to last time



Prisoner survey responses IPP prisoners 2015 - 2016

Prisoner survey responses (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.

Key to tables

	Local (n=11)	Cat B training prisons (n=4)	Cat C training prisons (n=13)	Opens (n=3)	Young adults (n=3)	Women (n=2)	All prisons (n=36)
Any percentage highlighted in green is significantly better							
Any percentage highlighted in blue is significantly worse							
Any percentage highlighted in orange shows a significant difference in prisoners' background details							
Percentages which are not highlighted show there is no significant difference							
Number of completed questionnaires returned	58	124	194	49	11	14	450
SECTION 1: General information							
1.2 Are you under 21 years of age?	2%	0%	0%	0%	57%	0%	1%
1.2 Are you over 50 years of age?	14%	27%	18%	5%	0%	6%	18%
1.3 Are you on recall?	8%	2%	3%	5%	13%	7%	4%
1.5 Are you a foreign national?	6%	11%	8%	0%	17%	0%	8%
1.6 Do you understand spoken English?	100%	99%	98%	100%	100%	100%	99%
1.7 Do you understand written English?	100%	96%	97%	100%	100%	100%	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.)	22%	25%	22%	35%	59%	15%	24%
1.9 Do you consider yourself to be Gypsy/ Romany/ Traveller?	0%	3%	6%	0%	0%	6%	4%
1.1 Are you Muslim?	12%	14%	8%	25%	32%	0%	12%
1.11 Are you homosexual/gay or bisexual?	4%	12%	5%	2%	0%	83%	8%
1.12 Do you consider yourself to have a disability?	27%	32%	23%	14%	9%	58%	26%
1.13 Are you a veteran (ex-armed services)?	10%	6%	4%	0%	0%	0%	5%
1.14 Is this your first time in prison?	20%	33%	25%	11%	50%	21%	26%
1.15 Do you have any children under the age of 18?	54%	45%	50%	54%	32%	36%	49%
SECTION 2: Transfers and escorts							
On your most recent journey here:							
2.1 Did you spend more than 2 hours in the van?	46%	83%	59%	53%	71%	42%	63%
For those who spent two or more hours in the escort van:							
2.2 Were you offered anything to eat or drink?	48%	71%	80%	78%	79%	42%	72%
2.3 Were you offered a toilet break?	8%	11%	13%	31%	0%	8%	12%
2.4 Was the van clean?	60%	58%	64%	59%	54%	50%	61%
2.5 Did you feel safe?	73%	68%	80%	91%	92%	79%	76%
2.6 Were you treated well/very well by the escort staff?	62%	65%	78%	77%	65%	73%	71%
2.7 Before you arrived here were you told that you were coming here?	68%	61%	69%	93%	46%	70%	68%
2.7 Before you arrived here did you receive any written information about coming here?	8%	14%	14%	9%	0%	0%	12%
2.8 When you first arrived here did your property arrive at the same time as you?	67%	82%	86%	91%	83%	79%	82%

Main comparator and comparator to last time

Key to tables

	Local (n=11)	Cat B training prisons (n=4)	Cat C training prisons (n=13)	Opens (n=3)	Young adults (n=3)	Women (n=2)	All prisons (n=36)	
Any percentage highlighted in green is significantly better								
Any percentage highlighted in blue is significantly worse								
Any percentage highlighted in orange shows a significant difference in prisoners' background details								
Percentages which are not highlighted show there is no significant difference								
SECTION 3: Reception, first night and induction								
3.1	Were you in reception for less than 2 hours?	23%	52%	58%	87%	65%	37%	52%
3.2	When you were searched in reception, was this carried out in a respectful way?	76%	73%	88%	81%	83%	73%	81%
3.3	Were you treated well/very well in reception?	53%	69%	85%	80%	65%	77%	74%
	When you first arrived:							
3.4	Did you have any problems?	75%	73%	59%	59%	46%	94%	66%
3.4	Did you have any problems with loss of property?	33%	25%	29%	16%	17%	15%	27%
3.4	Did you have any housing problems?	2%	3%	8%	5%	0%	0%	5%
3.4	Did you have any problems contacting employers?	2%	1%	4%	2%	0%	0%	3%
3.4	Did you have any problems contacting family?	19%	22%	16%	14%	13%	21%	18%
3.4	Did you have any problems ensuring dependants were being looked after?	0%	2%	1%	0%	0%	0%	1%
3.4	Did you have any money worries?	5%	18%	10%	10%	0%	6%	11%
3.4	Did you have any problems with feeling depressed or suicidal?	25%	24%	16%	0%	0%	64%	20%
3.4	Did you have any physical health problems?	12%	14%	16%	4%	0%	21%	14%
3.4	Did you have any mental health problems?	15%	26%	20%	6%	17%	64%	21%
3.4	Did you have any problems with needing protection from other prisoners?	13%	10%	7%	0%	0%	0%	9%
3.4	Did you have problems accessing phone numbers?	23%	24%	15%	14%	8%	13%	19%
	For those with problems:							
3.5	Did you receive any help/ support from staff in dealing with these problems?	34%	30%	40%	32%	36%	50%	36%
	When you first arrived here, were you offered any of the following:							
3.6	Tobacco?	73%	56%	76%	70%	81%	73%	69%
3.6	A shower?	22%	26%	29%	41%	71%	30%	29%
3.6	A free telephone call?	52%	31%	43%	42%	62%	50%	42%
3.6	Something to eat?	64%	56%	55%	46%	62%	88%	57%
3.6	PIN phone credit?	41%	34%	58%	77%	71%	24%	49%
3.6	Toiletries/ basic items?	34%	53%	45%	50%	41%	42%	46%

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SECTION 3: Reception, first night and induction continued							
When you first arrived here did you have access to the following people:							
3.7 The chaplain or a religious leader?	46%	40%	53%	45%	100%	49%	49%
3.7 Someone from health services?	62%	64%	78%	66%	81%	64%	70%
3.7 A Listener/Samaritans?	27%	31%	39%	34%	41%	30%	34%
3.7 Prison shop/ canteen?	18%	26%	32%	25%	41%	42%	28%
When you first arrived here were you offered information about any of the following:							
3.8 What was going to happen to you?	49%	48%	60%	68%	55%	39%	55%
3.8 Support was available for people feeling depressed or suicidal?	44%	38%	47%	45%	45%	47%	44%
3.8 How to make routine requests?	48%	43%	49%	61%	65%	39%	48%
3.8 Your entitlement to visits?	47%	35%	46%	60%	55%	39%	44%
3.8 Health services?	54%	47%	64%	57%	55%	53%	57%
3.8 The chaplaincy?	49%	42%	60%	52%	68%	47%	52%
3.9 Did you feel safe on your first night here?	75%	74%	86%	92%	86%	71%	81%
3.10 Have you been on an induction course?	71%	91%	87%	78%	91%	85%	85%
For those who have been on an induction course:							
3.11 Did the course cover everything you needed to know about the prison?	53%	60%	68%	61%	55%	52%	63%
3.12 Did you receive an education (skills for life) assessment?	74%	91%	87%	80%	100%	68%	85%
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?	53%	54%	62%	69%	24%	53%	58%
4.1 Attend legal visits?	61%	46%	66%	53%	53%	63%	58%
4.1 Get bail information?	4%	11%	14%		0%	7%	11%
4.2 Have staff ever opened letters from your solicitor or legal representative when you were not with them?	56%	56%	58%	44%	79%	76%	57%
4.3 Can you get legal books in the library?	44%	53%	62%	47%	25%	36%	54%
For the wing/unit you are currently on:							
4.4 Are you normally offered enough clean, suitable clothes for the week?	60%	70%	79%		32%	63%	72%
4.4 Are you normally able to have a shower every day?	82%	94%	96%	100%	90%	93%	93%
4.4 Do you normally receive clean sheets every week?	73%	62%	78%	64%	58%	100%	72%
4.4 Do you normally get cell cleaning materials every week?	60%	68%	69%	77%	35%	83%	67%
4.4 Is your cell call bell normally answered within five minutes?	23%	26%	43%		15%	39%	34%
4.4 Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	67%	66%	73%	66%	63%	63%	69%
4.4 Can you normally get your stored property, if you need to?	17%	27%	37%	58%	0%	13%	31%
4.5 Is the food in this prison good/very good?	21%	30%	44%	40%	21%	39%	36%
4.6 Does the shop/canteen sell a wide enough range of goods to meet your needs?	47%	44%	58%	50%	39%	37%	51%
4.7 Are you able to speak to a Listener at any time, if you want to?	59%	62%	65%	60%	15%	61%	62%
4.8 Are your religious beliefs respected?	52%	47%	56%	45%	47%	32%	51%
4.9 Are you able to speak to a religious leader of your faith in private if you want to?	59%	57%	62%	66%	65%	47%	60%
4.10 Is it easy/very easy to attend religious services?	49%	56%	56%	55%	58%	47%	54%

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SECTION 5: Applications and complaints								
5.1	Is it easy to make an application?	77%	86%	89%	83%	90%	83%	85%
	For those who have made an application:							
5.2	Do you feel applications are dealt with fairly?	51%	47%	64%	54%	27%	64%	56%
5.2	Do you feel applications are dealt with quickly (within seven days)?	24%	32%	39%	40%	0%	36%	34%
5.3	Is it easy to make a complaint?	65%	66%	72%	60%	35%	73%	68%
	For those who have made a complaint:							
5.4	Do you feel complaints are dealt with fairly?	24%	22%	42%	33%	13%	39%	32%
5.4	Do you feel complaints are dealt with quickly (within seven days)?	22%	18%	25%	47%	33%	33%	24%
5.5	Have you ever been prevented from making a complaint when you wanted to?	30%	34%	26%	29%	13%	42%	29%
5.6	Is it easy/very easy to see the Independent Monitoring Board?	33%	28%	46%	36%	12%	57%	38%
SECTION 6: Incentives and earned privileges scheme								
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	55%	47%	60%		11%	64%	55%
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	30%	44%	49%		11%	42%	43%
6.3	In the last six months have any members of staff physically restrained you (C&R)?	18%	10%	4%		53%	27%	10%
6.4	In the last six months, if you have spent a night in the segregation/ care and separation unit, were you treated very well/ well by staff?	31%	40%	58%		27%	78%	47%
SECTION 7: Relationships with staff								
7.1	Do most staff, in this prison, treat you with respect?	76%	77%	83%	72%	53%	53%	78%
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	71%	75%	75%	85%	39%	73%	75%
7.3	Has a member of staff checked on you personally in the last week to see how you were getting on?	35%	34%	37%	40%	11%	42%	36%
7.4	Do staff normally speak to you most of the time/all of the time during association?	22%	17%	31%	15%	0%	21%	24%
7.5	Do you have a personal officer?	39%	81%	76%	68%	75%	82%	70%
	For those with a personal officer:							
7.6	Do you think your personal officer is helpful/very helpful?	68%	59%	65%	80%	0%	50%	63%

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SECTION 8: Safety								
8.1	Have you ever felt unsafe here?	52%	45%	40%	24%	55%	94%	43%
8.2	Do you feel unsafe now?	31%	19%	18%	5%	11%	58%	21%
8.4	Have you been victimised by other prisoners here?	40%	43%	34%	20%	25%	70%	38%
	Since you have been here, have other prisoners:							
8.5	Made insulting remarks about you, your family or friends?	21%	18%	18%	5%	25%	27%	18%
8.5	Hit, kicked or assaulted you?	15%	19%	10%	0%	11%	27%	13%
8.5	Sexually abused you?	0%	8%	2%	0%	0%	6%	3%
8.5	Threatened or intimidated you?	23%	34%	26%	9%	15%	58%	27%
8.5	Taken your canteen/property?	9%	9%	9%	0%	0%	13%	8%
8.5	Victimised you because of medication?	0%	9%	6%	2%	0%	21%	6%
8.5	Victimised you because of debt?	6%	7%	2%	0%	0%	6%	4%
8.5	Victimised you because of drugs?	3%	5%	2%	0%	0%	6%	3%
8.5	Victimised you because of your race or ethnic origin?	0%	7%	5%	5%	11%	6%	5%
8.5	Victimised you because of your religion/religious beliefs?	3%	10%	4%	7%	0%	13%	6%
8.5	Victimised you because of your nationality?	0%	4%	4%	0%	0%	6%	3%
8.5	Victimised you because you were from a different part of the country?	9%	6%	6%	4%	25%	0%	7%
8.5	Victimised you because you are from a Traveller community?	2%	0%	2%	0%	0%	0%	1%
8.5	Victimised you because of your sexual orientation?	3%	7%	3%	2%	0%	21%	5%
8.5	Victimised you because of your age?	2%	3%	3%	2%	0%	21%	3%
8.5	Victimised you because you have a disability?	2%	7%	4%	3%	0%	13%	4%
8.5	Victimised you because you were new here?	8%	4%	5%	3%	25%	21%	6%
8.5	Victimised you because of your offence/crime?	10%	14%	9%	3%	11%	13%	10%
8.5	Victimised you because of gang related issues?	8%	7%	3%	3%	0%	13%	5%

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SECTION 8: Safety continued								
8.6	Have you been victimised by staff here?	37%	46%	39%	41%	47%	77%	42%
	Since you have been here, have staff:							
8.7	Made insulting remarks about you, your family or friends?	18%	16%	10%	12%	24%	23%	14%
8.7	Hit, kicked or assaulted you?	8%	8%	7%	0%	24%	7%	7%
8.7	Sexually abused you?	0%	3%	3%	0%	24%	7%	3%
8.7	Threatened or intimidated you?	12%	29%	19%	10%	24%	47%	21%
8.7	Victimised you because of medication?	4%	9%	3%	6%	0%	0%	5%
8.7	Victimised you because of debt?	0%	3%	1%	0%	0%	0%	2%
8.7	Victimised you because of drugs?	0%	5%	3%	0%	0%	0%	3%
8.7	Victimised you because of your race or ethnic origin?	2%	7%	6%	5%	24%	10%	6%
8.7	Victimised you because of your religion/religious beliefs?	6%	5%	3%	10%	0%	0%	4%
8.7	Victimised you because of your nationality?	2%	6%	4%	3%	0%	0%	4%
8.7	Victimised you because you were from a different part of the country?	3%	3%	5%	10%	12%	0%	5%
8.7	Victimised you because you are from a Traveller community?	2%	1%	2%	0%	0%	0%	2%
8.7	Victimised you because of your sexual orientation?	1%	7%	3%	0%	12%	23%	4%
8.7	Victimised you because of your age?	4%	1%	3%	2%	0%	0%	3%
8.7	Victimised you because you have a disability?	6%	7%	5%	3%	0%	7%	6%
8.7	Victimised you because you were new here?	4%	3%	4%	5%	12%	13%	4%
8.7	Victimised you because of your offence/crime?	10%	16%	9%	3%	24%	7%	11%
8.7	Victimised you because of gang related issues?	0%	3%	2%	2%	0%	7%	2%
	For those who have been victimised by staff or other prisoners:							
8.8	Did you report any victimisation that you have experienced?	59%	63%	54%	25%	25%	43%	55%

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SECTION 9: Health services								
9.1	Is it easy/very easy to see the doctor?	18%	30%	36%	46%	11%	21%	31%
9.1	Is it easy/very easy to see the nurse?	42%	50%	56%	76%	35%	64%	53%
9.1	Is it easy/very easy to see the dentist?	11%	19%	17%	20%	11%	0%	16%
	For those who have been to the following services, do you think the quality of the health service from the following is good/very good:							
9.2	The doctor?	36%	45%	55%	62%	12%	37%	49%
9.2	The nurse?	30%	55%	56%	59%	32%	53%	52%
9.2	The dentist?	34%	46%	53%	49%	13%	24%	46%
9.3	The overall quality of health services?	25%	35%	50%	53%	11%	26%	41%
9.4	Are you currently taking medication?	50%	61%	56%	58%	11%	91%	57%
	For those currently taking medication:							
9.5	Are you allowed to keep possession of some or all of your medication in your own cell?	73%	85%	87%	93%	100%	30%	83%
9.6	Do you have any emotional well being or mental health problems?	43%	48%	41%	22%	35%	94%	43%
	For those who have problems:							
9.7	Are you being helped or supported by anyone in this prison?	51%	62%	57%	46%	50%	77%	58%
SECTION 10: Drugs and alcohol								
10.1	Did you have a problem with drugs when you came into this prison?	36%	28%	33%	28%	45%	39%	32%
10.2	Did you have a problem with alcohol when you came into this prison?	20%	21%	23%	19%	21%	79%	23%
10.3	Is it easy/very easy to get illegal drugs in this prison?	57%	36%	43%	46%	47%	70%	44%
10.4	Is it easy/very easy to get alcohol in this prison?	42%	27%	29%	22%	25%	6%	30%
10.5	Have you developed a problem with drugs since you have been in this prison?	17%	13%	5%	8%	0%	33%	10%
10.6	Have you developed a problem with diverted medication since you have been in this prison?	6%	11%	6%	6%	0%	33%	8%
	For those with drug or alcohol problems:							
10.7	Have you received any support or help with your drug problem while in this prison?	78%	80%	84%	70%	78%	68%	80%
10.8	Have you received any support or help with your alcohol problem while in this prison?	84%	72%	82%	79%	50%	83%	79%
	For those who have received help or support with their drug or alcohol problem:							
10.9	Was the support helpful?	92%	81%	89%	84%	57%	81%	87%

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SECTION 11: Activities								
	Is it very easy/ easy to get into the following activities:							
11.1	A prison job?	43%	46%	49%	75%	11%	76%	49%
11.1	Vocational or skills training?	37%	40%	48%	66%	35%	35%	45%
11.1	Education (including basic skills)?	56%	56%	60%	81%	35%	53%	59%
11.1	Offending behaviour programmes?	32%	36%	24%	30%	11%	47%	30%
	Are you currently involved in any of the following activities:							
11.2	A prison job?	51%	74%	72%	79%	32%	71%	69%
11.2	Vocational or skills training?	8%	12%	14%	13%	15%	26%	13%
11.2	Education (including basic skills)?	16%	20%	17%	15%	0%	32%	18%
11.2	Offending behaviour programmes?	21%	25%	20%	10%	32%	47%	21%
11.3	Have you had a job while in this prison?	81%	97%	94%	96%	100%	100%	93%
	For those who have had a prison job while in this prison:							
11.3	Do you feel the job will help you on release?	45%	41%	55%	59%	55%	61%	50%
11.3	Have you been involved in vocational or skills training while in this prison?	69%	84%	86%	97%	100%	67%	83%
	For those who have had vocational or skills training while in this prison:							
11.3	Do you feel the vocational or skills training will help you on release?	67%	53%	72%	68%	69%	71%	66%
11.3	Have you been involved in education while in this prison?	74%	94%	92%	93%	100%	85%	89%
	For those who have been involved in education while in this prison:							
11.3	Do you feel the education will help you on release?	62%	48%	71%	67%	69%	81%	63%
11.3	Have you been involved in offending behaviour programmes while in this prison?	72%	85%	89%	94%	100%	93%	85%
	For those who have been involved in offending behaviour programmes while in this prison:							
11.3	Do you feel the offending behaviour programme(s) will help you on release?	79%	56%	76%	74%	88%	56%	70%
11.4	Do you go to the library at least once a week?	29%	50%	49%	50%	25%	76%	46%
11.5	Does the library have a wide enough range of materials to meet your needs?	45%	45%	66%	53%	11%	79%	55%
11.6	Do you go to the gym three or more times a week?	24%	31%	31%	69%	0%	27%	32%
11.7	Do you go outside for exercise three or more times a week?	34%	38%	42%	84%	74%	7%	42%
11.8	Do you go on association more than five times each week?	57%	70%	63%	79%	35%	53%	64%
11.9	Do you spend ten or more hours out of your cell on a weekday?	2%	23%	26%	63%	0%	21%	23%
SECTION 12: Friends and family								
12.1	Have staff supported you and helped you to maintain contact with family/friends while in this prison?	33%	28%	41%	48%	11%	61%	37%
12.2	Have you had any problems with sending or receiving mail?	59%	53%	45%	28%	75%	33%	49%
12.3	Have you had any problems getting access to the telephones?	37%	19%	14%	12%	65%	52%	21%
12.4	Is it easy/ very easy for your friends and family to get here?	35%	17%	18%	35%	21%	24%	22%

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SECTION 13: Preparation for release

For those who are sentenced:							
13.1	Do you have a named offender manager (home probation officer) in the probation service?	93%	99%	96%	88%	100%	96%
For those who are sentenced what type of contact have you had with your offender manager:							
13.2	No contact?	21%	19%	17%	8%	35%	17%
13.2	Contact by letter?	42%	38%	50%	38%	0%	43%
13.2	Contact by phone?	42%	52%	53%	58%	0%	50%
13.2	Contact by visit?	66%	29%	49%	50%	65%	47%
13.3	Do you have a named offender supervisor in this prison?	85%	94%	87%	100%	75%	89%
For those who are sentenced:							
13.4	Do you have a sentence plan?	75%	87%	86%	100%	83%	84%
For those with a sentence plan:							
13.5	Were you involved/very involved in the development of your plan?	64%	54%	56%	71%	13%	57%
Who is working with you to achieve your sentence plan targets:							
13.6	Nobody?	31%	19%	31%	23%	65%	27%
13.6	Offender supervisor?	53%	53%	61%	64%	35%	58%
13.6	Offender manager?	38%	50%	44%	54%	12%	45%
13.6	Named/ personal officer?	20%	22%	22%	19%	0%	21%
13.6	Staff from other departments?	31%	27%	27%	31%	0%	28%
For those with a sentence plan:							
13.7	Can you achieve any of your sentence plan targets in this prison?	60%	68%	59%	73%	77%	64%
13.8	Are there plans for you to achieve any of your targets in another prison?	44%	38%	27%	7%	60%	32%
13.9	Are there plans for you to achieve any of your targets in the community?	44%	25%	40%	67%	12%	38%
13.10	Do you have a needs based custody plan?	9%	7%	13%	20%	11%	11%
13.11	Do you feel that any member of staff has helped you to prepare for release?	21%	14%	33%	38%	0%	26%
For those that need help do you know of anyone in this prison who can help you on release with the following							
13.12	Employment?	32%	21%	49%	61%	13%	39%
13.12	Accommodation?	33%	20%	44%	49%	0%	35%
13.12	Benefits?	23%	19%	43%	46%	0%	33%
13.12	Finances?	26%	19%	40%	48%	0%	32%
13.12	Education?	36%	26%	46%	58%	31%	39%
13.12	Drugs and alcohol?	41%	33%	64%	78%	0%	52%
For those who are sentenced:							
13.13	Have you done anything, or has anything happened to you here to make you less likely to offend in future?	58%	58%	67%	100%	77%	64%

ADDITIONAL OPEN PRISONS QUESTIONS

Have you been provided with information on the following:		
12.13	Resettlement day release?	66%
12.13	Resettlement overnight release?	63%
Have you had access to the following:		
12.14	Resettlement day release?	61%
12.14	Resettlement overnight release?	45%
12.14	Special purpose leave?	28%
Please answer the following about your preparation for release:		
12.15	Were you given up to date information about this prison before you came here?	25%
12.15	Were you helped to prepare for open conditions before you came here (increased responsibility etc)?	33%
12.15	Do you feel you have been given greater responsibility here than when you were in closed conditions?	76%
12.15	Have you been on a preparation for release course?	19%
12.15	Is this prison near your home area or your intended release address?	44%



Prisoner survey responses 2015 - 2016 Mens prisons

Prisoner survey responses (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.

Key to tables

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	Percentages which are not highlighted show there is no significant difference			
Number of completed questionnaires returned		436	418	4,634
SECTION 1: General information				
1.2	Are you under 21 years of age?	1%	2%	6%
1.3	Are you on recall?	4%	8%	9%
1.4	Is your sentence less than 12 months?	0%	0%	14%
1.5	Are you a foreign national?	8%	10%	12%
1.6	Do you understand spoken English?	99%	99%	99%
1.7	Do you understand written English?	98%	98%	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.)	24%	30%	28%
1.9	Do you consider yourself to be Gypsy/ Romany/ Traveller?	3%	2%	5%
1.1	Are you Muslim?	12%	15%	15%
1.11	Are you homosexual/gay or bisexual?	6%	5%	2%
1.12	Do you consider yourself to have a disability?	25%	23%	21%
1.13	Are you a veteran (ex-armed services)?	5%	9%	5%
1.14	Is this your first time in prison?	26%	43%	40%
1.15	Do you have any children under the age of 18?	49%	33%	53%
SECTION 2: Transfers and escorts				
On your most recent journey here:				
2.1	Did you spend more than 2 hours in the van?	63%	62%	40%
For those who spent two or more hours in the escort van:				
2.2	Were you offered anything to eat or drink?	73%	67%	65%
2.3	Were you offered a toilet break?	12%	10%	9%
2.4	Was the van clean?	61%	62%	60%
2.5	Did you feel safe?	76%	80%	78%
2.6	Were you treated well/very well by the escort staff?	71%	69%	70%
2.7	Before you arrived here were you told that you were coming here?	68%	76%	60%
2.7	Before you arrived here did you receive any written information about coming here?	12%	7%	10%
2.8	When you first arrived here did your property arrive at the same time as you?	82%	78%	82%

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	Percentages which are not highlighted show there is no significant difference			
SECTION 3: Reception, first night and induction				
3.1	Were you in reception for less than 2 hours?	52%	46%	51%
3.2	When you were searched in reception, was this carried out in a respectful way?	81%	86%	82%
3.3	Were you treated well/very well in reception?	74%	73%	71%
	When you first arrived:			
3.4	Did you have any problems?	66%	58%	64%
3.4	Did you have any problems with loss of property?	27%	21%	18%
3.4	Did you have any housing problems?	5%	4%	16%
3.4	Did you have any problems contacting employers?	3%	1%	3%
3.4	Did you have any problems contacting family?	18%	12%	23%
3.4	Did you have any problems ensuring dependants were being looked after?	1%	1%	2%
3.4	Did you have any money worries?	11%	11%	16%
3.4	Did you have any problems with feeling depressed or suicidal?	19%	13%	16%
3.4	Did you have any physical health problems?	14%	13%	14%
3.4	Did you have any mental health problems?	20%	14%	18%
3.4	Did you have any problems with needing protection from other prisoners?	9%	4%	6%
3.4	Did you have problems accessing phone numbers?	19%	21%	20%
	For those with problems:			
3.5	Did you receive any help/ support from staff in dealing with these problems?	35%	38%	34%
	When you first arrived here, were you offered any of the following:			
3.6	Tobacco?	69%	64%	76%
3.6	A shower?	29%	24%	28%
3.6	A free telephone call?	41%	45%	48%
3.6	Something to eat?	56%	56%	65%
3.6	PIN phone credit?	50%	47%	52%
3.6	Toiletries/ basic items?	46%	44%	53%

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SECTION 3: Reception, first night and induction continued				
	When you first arrived here did you have access to the following people:			
3.7	The chaplain or a religious leader?	49%	45%	51%
3.7	Someone from health services?	70%	74%	68%
3.7	A Listener/Samaritans?	34%	28%	31%
3.7	Prison shop/ canteen?	27%	24%	24%
	When you first arrived here were you offered information about any of the following:			
3.8	What was going to happen to you?	55%	52%	48%
3.8	Support was available for people feeling depressed or suicidal?	44%	39%	38%
3.8	How to make routine requests?	48%	40%	41%
3.8	Your entitlement to visits?	44%	37%	38%
3.8	Health services?	57%	52%	49%
3.8	The chaplaincy?	53%	45%	45%
3.9	Did you feel safe on your first night here?	81%	83%	77%
3.10	Have you been on an induction course?	85%	85%	85%
	For those who have been on an induction course:			
3.11	Did the course cover everything you needed to know about the prison?	63%	61%	59%
3.12	Did you receive an education (skills for life) assessment?	85%	81%	81%
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?	58%	61%	40%
4.1	Attend legal visits?	58%	55%	45%
4.1	Get bail information?	11%	8%	15%
4.2	Have staff ever opened letters from your solicitor or legal representative when you were not with them?	56%	47%	39%
4.3	Can you get legal books in the library?	55%	51%	39%
	For the wing/unit you are currently on:			
4.4	Are you normally offered enough clean, suitable clothes for the week?	72%	68%	62%
4.4	Are you normally able to have a shower every day?	93%	91%	84%
4.4	Do you normally receive clean sheets every week?	71%	61%	68%
4.4	Do you normally get cell cleaning materials every week?	67%	67%	63%
4.4	Is your cell call bell normally answered within five minutes?	33%	35%	31%
4.4	Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	69%	66%	64%
4.4	Can you normally get your stored property, if you need to?	31%	33%	23%
4.5	Is the food in this prison good/very good?	36%	33%	30%
4.6	Does the shop/canteen sell a wide enough range of goods to meet your needs?	51%	44%	50%
4.7	Are you able to speak to a Listener at any time, if you want to?	62%	57%	54%
4.8	Are your religious beliefs respected?	52%	53%	52%
4.9	Are you able to speak to a religious leader of your faith in private if you want to?	60%	63%	56%
4.10	Is it easy/very easy to attend religious services?	55%	52%	48%

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SECTION 5: Applications and complaints				
5.1	Is it easy to make an application?	85%	84%	77%
	For those who have made an application:			
5.2	Do you feel applications are dealt with fairly?	56%	51%	53%
5.2	Do you feel applications are dealt with quickly (within seven days)?	34%	36%	36%
5.3	Is it easy to make a complaint?	68%	62%	55%
	For those who have made a complaint:			
5.4	Do you feel complaints are dealt with fairly?	32%	30%	32%
5.4	Do you feel complaints are dealt with quickly (within seven days)?	24%	25%	26%
5.5	Have you ever been prevented from making a complaint when you wanted to?	29%	26%	19%
5.6	Is it easy/very easy to see the Independent Monitoring Board?	38%	40%	25%
SECTION 6: Incentives and earned privileges scheme				
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	54%	55%	46%
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	43%	46%	45%
6.3	In the last six months have any members of staff physically restrained you (C&R)?	9%	10%	10%
6.4	In the last six months, if you have spent a night in the segregation/ care and separation unit, were you treated very well/ well by staff?	45%	37%	34%
SECTION 7: Relationships with staff				
7.1	Do most staff, in this prison, treat you with respect?	79%	79%	79%
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	75%	76%	71%
7.3	Has a member of staff checked on you personally in the last week to see how you were getting on?	36%	38%	29%
7.4	Do staff normally speak to you most of the time/all of the time during association?	24%	29%	20%
7.5	Do you have a personal officer?	70%	68%	53%
	For those with a personal officer:			
7.6	Do you think your personal officer is helpful/very helpful?	63%	64%	64%

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SECTION 8: Safety				
8.1	Have you ever felt unsafe here?	42%	44%	40%
8.2	Do you feel unsafe now?	20%	17%	19%
8.4	Have you been victimised by other prisoners here?	37%	35%	29%
	Since you have been here, have other prisoners:			
8.5	Made insulting remarks about you, your family or friends?	18%	15%	11%
8.5	Hit, kicked or assaulted you?	13%	9%	9%
8.5	Sexually abused you?	3%	2%	2%
8.5	Threatened or intimidated you?	26%	20%	16%
8.5	Taken your canteen/property?	8%	8%	8%
8.5	Victimised you because of medication?	6%	4%	4%
8.5	Victimised you because of debt?	4%	3%	5%
8.5	Victimised you because of drugs?	3%	3%	5%
8.5	Victimised you because of your race or ethnic origin?	5%	6%	4%
8.5	Victimised you because of your religion/religious beliefs?	6%	6%	3%
8.5	Victimised you because of your nationality?	3%	4%	3%
8.5	Victimised you because you were from a different part of the country?	7%	5%	4%
8.5	Victimised you because you are from a Traveller community?	1%	1%	1%
8.5	Victimised you because of your sexual orientation?	4%	4%	1%
8.5	Victimised you because of your age?	3%	5%	2%
8.5	Victimised you because you have a disability?	4%	4%	3%
8.5	Victimised you because you were new here?	5%	5%	5%
8.5	Victimised you because of your offence/crime?	10%	9%	4%
8.5	Victimised you because of gang related issues?	5%	3%	6%

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Green	Percentages highlighted in green show the best score across wings			
Blue	Percentages highlighted in blue show the worst score across wings			
White	Percentages which are not highlighted show there is no significant difference			
SECTION 8: Safety continued				
8.6	Have you been victimised by staff here?	41%	36%	30%
	Since you have been here, have staff:			
8.7	Made insulting remarks about you, your family or friends?	13%	11%	11%
8.7	Hit, kicked or assaulted you?	7%	6%	5%
8.7	Sexually abused you?	3%	2%	1%
8.7	Threatened or intimidated you?	20%	18%	12%
8.7	Victimised you because of medication?	5%	5%	4%
8.7	Victimised you because of debt?	2%	1%	2%
8.7	Victimised you because of drugs?	3%	3%	3%
8.7	Victimised you because of your race or ethnic origin?	6%	5%	5%
8.7	Victimised you because of your religion/religious beliefs?	5%	5%	4%
8.7	Victimised you because of your nationality?	4%	4%	3%
8.7	Victimised you because you were from a different part of the country?	5%	4%	3%
8.7	Victimised you because you are from a Traveller community?	2%	1%	1%
8.7	Victimised you because of your sexual orientation?	3%	3%	1%
8.7	Victimised you because of your age?	3%	2%	2%
8.7	Victimised you because you have a disability?	6%	2%	3%
8.7	Victimised you because you were new here?	4%	4%	5%
8.7	Victimised you because of your offence/crime?	11%	8%	4%
8.7	Victimised you because of gang related issues?	2%	2%	3%
	For those who have been victimised by staff or other prisoners:			
8.8	Did you report any victimisation that you have experienced?	55%	44%	39%

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SECTION 9: Health services				
9.1	Is it easy/very easy to see the doctor?	32%	31%	29%
9.1	Is it easy/very easy to see the nurse?	53%	53%	49%
9.1	Is it easy/very easy to see the dentist?	17%	18%	14%
	For those who have been to the following services, do you think the quality of the health service from the following is good/very good:			
9.2	The doctor?	49%	52%	46%
9.2	The nurse?	51%	57%	56%
9.2	The dentist?	47%	48%	40%
9.3	The overall quality of health services?	41%	43%	42%
9.4	Are you currently taking medication?	56%	54%	47%
	For those currently taking medication:			
9.5	Are you allowed to keep possession of some or all of your medication in your own cell?	85%	82%	73%
9.6	Do you have any emotional well being or mental health problems?	42%	31%	33%
	For those who have problems:			
9.7	Are you being helped or supported by anyone in this prison?	57%	51%	49%
SECTION 10: Drugs and alcohol				
10.1	Did you have a problem with drugs when you came into this prison?	32%	13%	25%
10.2	Did you have a problem with alcohol when you came into this prison?	22%	13%	16%
10.3	Is it easy/very easy to get illegal drugs in this prison?	44%	40%	37%
10.4	Is it easy/very easy to get alcohol in this prison?	30%	22%	20%
10.5	Have you developed a problem with drugs since you have been in this prison?	9%	8%	9%
10.6	Have you developed a problem with diverted medication since you have been in this prison?	7%	5%	6%
	For those with drug or alcohol problems:			
10.7	Have you received any support or help with your drug problem while in this prison?	81%	69%	58%
10.8	Have you received any support or help with your alcohol problem while in this prison?	79%	63%	64%
	For those who have received help or support with their drug or alcohol problem:			
10.9	Was the support helpful?	87%	71%	78%

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SECTION 11: Activities				
	Is it very easy/ easy to get into the following activities:			
11.1	A prison job?	48%	45%	40%
11.1	Vocational or skills training?	45%	39%	37%
11.1	Education (including basic skills)?	59%	61%	53%
11.1	Offending behaviour programmes?	29%	27%	23%
	Are you currently involved in any of the following activities:			
11.2	A prison job?	69%	71%	54%
11.2	Vocational or skills training?	12%	13%	12%
11.2	Education (including basic skills)?	17%	20%	25%
11.2	Offending behaviour programmes?	21%	12%	9%
11.3	Have you had a job while in this prison?	93%	89%	79%
	For those who have had a prison job while in this prison:			
11.3	Do you feel the job will help you on release?	49%	51%	43%
11.3	Have you been involved in vocational or skills training while in this prison?	83%	78%	67%
	For those who have had vocational or skills training while in this prison:			
11.3	Do you feel the vocational or skills training will help you on release?	66%	66%	51%
11.3	Have you been involved in education while in this prison?	89%	83%	76%
	For those who have been involved in education while in this prison:			
11.3	Do you feel the education will help you on release?	62%	66%	56%
11.3	Have you been involved in offending behaviour programmes while in this prison?	85%	75%	64%
	For those who have been involved in offending behaviour programmes while in this prison:			
11.3	Do you feel the offending behaviour programme(s) will help you on release?	71%	57%	43%
11.4	Do you go to the library at least once a week?	46%	44%	36%
11.5	Does the library have a wide enough range of materials to meet your needs?	55%	45%	38%
11.6	Do you go to the gym three or more times a week?	32%	32%	32%
11.7	Do you go outside for exercise three or more times a week?	43%	51%	48%
11.8	Do you go on association more than five times each week?	65%	67%	58%
11.9	Do you spend ten or more hours out of your cell on a weekday?	23%	26%	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?	36%	39%	35%
12.2	Have you had any problems with sending or receiving mail?	49%	41%	44%
12.3	Have you had any problems getting access to the telephones?	20%	18%	23%
12.4	Is it easy/ very easy for your friends and family to get here?	22%	27%	31%

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SECTION 13: Preparation for release				
	For those who are sentenced:			
13.1	Do you have a named offender manager (home probation officer) in the probation service?	96%	93%	71%
	For those who are sentenced what type of contact have you had with your offender manager:			
13.2	No contact?	18%	22%	39%
13.2	Contact by letter?	44%	41%	29%
13.2	Contact by phone?	51%	40%	22%
13.2	Contact by visit?	46%	45%	30%
13.3	Do you have a named offender supervisor in this prison?	89%	90%	61%
	For those who are sentenced:			
13.4	Do you have a sentence plan?	84%	71%	51%
	For those with a sentence plan:			
13.5	Were you involved/very involved in the development of your plan?	57%	70%	54%
	Who is working with you to achieve your sentence plan targets:			
13.6	Nobody?	28%	26%	48%
13.6	Offender supervisor?	58%	60%	34%
13.6	Offender manager?	45%	42%	23%
13.6	Named/ personal officer?	21%	26%	11%
13.6	Staff from other departments?	28%	21%	13%
	For those with a sentence plan:			
13.7	Can you achieve any of your sentence plan targets in this prison?	63%	65%	62%
13.8	Are there plans for you to achieve any of your targets in another prison?	32%	29%	21%
13.9	Are there plans for you to achieve any of your targets in the community?	38%	25%	27%
13.10	Do you have a needs based custody plan?	11%	7%	6%
13.11	Do you feel that any member of staff has helped you to prepare for release?	25%	21%	14%
	For those that need help do you know of anyone in this prison who can help you on release with the following:			
13.12	Employment?	38%	24%	29%
13.12	Accommodation?	35%	22%	33%
13.12	Benefits?	32%	19%	34%
13.12	Finances?	31%	18%	23%
13.12	Education?	39%	28%	30%
13.12	Drugs and alcohol?	51%	39%	39%
	For those who are sentenced:			
13.13	Have you done anything, or has anything happened to you here to make you less likely to offend in future?	64%	57%	52%



Prisoner survey responses 2013 - 2016 Womens prisons

Prisoner survey responses (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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Number of completed questionnaires returned		57	122	1,257
SECTION 1: General information				
1.2	Are you under 21 years of age?	2%	1%	5%
1.3	Are you on recall?	4%	3%	6%
1.4	Is your sentence less than 12 months?	0%	0%	28%
1.5	Are you a foreign national?	2%	8%	14%
1.6	Do you understand spoken English?	100%	100%	98%
1.7	Do you understand written English?	98%	100%	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%	13%	23%
1.9	Do you consider yourself to be Gypsy/ Romany/ Traveller?	4%	2%	6%
1.1	Are you Muslim?	5%	6%	6%
1.11	Are you homosexual/gay or bisexual?	64%	52%	24%
1.12	Do you consider yourself to have a disability?	40%	24%	29%
1.13	Are you a veteran (ex-armed services)?	3%	3%	1%
1.14	Is this your first time in prison?	38%	73%	58%
1.15	Do you have any children under the age of 18?	38%	41%	55%
SECTION 2: Transfers and escorts				
On your most recent journey here:				
2.1	Did you spend more than 2 hours in the van?	53%	57%	41%
For those who spent two or more hours in the escort van:				
2.2	Were you offered anything to eat or drink?	63%	53%	59%
2.3	Were you offered a toilet break?	10%	15%	11%
2.4	Was the van clean?	64%	51%	60%
2.5	Did you feel safe?	81%	77%	77%
2.6	Were you treated well/very well by the escort staff?	80%	79%	80%
2.7	Before you arrived here were you told that you were coming here?	74%	77%	72%
2.7	Before you arrived here did you receive any written information about coming here?	7%	7%	10%
2.8	When you first arrived here did your property arrive at the same time as you?	85%	80%	85%

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SECTION 3: Reception, first night and induction				
3.1	Were you in reception for less than 2 hours?	49%	45%	59%
3.2	When you were searched in reception, was this carried out in a respectful way?	81%	82%	90%
3.3	Were you treated well/very well in reception?	71%	77%	79%
	When you first arrived:			
3.4	Did you have any problems?	76%	61%	71%
3.4	Did you have any problems with loss of property?	18%	9%	10%
3.4	Did you have any housing problems?	5%	4%	22%
3.4	Did you have any problems contacting employers?	2%	1%	1%
3.4	Did you have any problems contacting family?	10%	22%	24%
3.4	Did you have any problems ensuring dependants were being looked after?	0%	5%	4%
3.4	Did you have any money worries?	2%	17%	21%
3.4	Did you have any problems with feeling depressed or suicidal?	44%	27%	32%
3.4	Did you have any physical health problems?	16%	17%	22%
3.4	Did you have any mental health problems?	33%	29%	29%
3.4	Did you have any problems with needing protection from other prisoners?	2%	4%	4%
3.4	Did you have problems accessing phone numbers?	8%	21%	20%
	For those with problems:			
3.5	Did you receive any help/ support from staff in dealing with these problems?	59%	48%	51%
	When you first arrived here, were you offered any of the following:			
3.6	Tobacco?	79%	69%	76%
3.6	A shower?	28%	39%	43%
3.6	A free telephone call?	64%	62%	76%
3.6	Something to eat?	69%	74%	77%
3.6	PIN phone credit?	35%	46%	54%
3.6	Toiletries/ basic items?	46%	53%	67%

Key to tables

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	Percentages highlighted in green show the best score across wings			
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	Percentages which are not highlighted show there is no significant difference			
SECTION 3: Reception, first night and induction continued				
	When you first arrived here did you have access to the following people:			
3.7	The chaplain or a religious leader?	56%	52%	58%
3.7	Someone from health services?	69%	79%	73%
3.7	A Listener/Samaritans?	56%	40%	43%
3.7	Prison shop/ canteen?	35%	23%	31%
	When you first arrived here were you offered information about any of the following:			
3.8	What was going to happen to you?	59%	52%	54%
3.8	Support was available for people feeling depressed or suicidal?	57%	44%	49%
3.8	How to make routine requests?	49%	36%	45%
3.8	Your entitlement to visits?	48%	38%	44%
3.8	Health services?	57%	42%	53%
3.8	The chaplaincy?	52%	48%	52%
3.9	Did you feel safe on your first night here?	75%	71%	76%
3.10	Have you been on an induction course?	91%	87%	91%
	For those who have been on an induction course:			
3.11	Did the course cover everything you needed to know about the prison?	60%	50%	60%
3.12	Did you receive an education (skills for life) assessment?	79%	83%	84%
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?	68%	56%	40%
4.1	Attend legal visits?	75%	66%	51%
4.1	Get bail information?	16%	12%	17%
4.2	Have staff ever opened letters from your solicitor or legal representative when you were not with them?	51%	63%	39%
4.3	Can you get legal books in the library?	55%	65%	45%
	For the wing/unit you are currently on:			
4.4	Are you normally offered enough clean, suitable clothes for the week?	74%	82%	76%
4.4	Are you normally able to have a shower every day?	94%	93%	91%
4.4	Do you normally receive clean sheets every week?	94%	98%	89%
4.4	Do you normally get cell cleaning materials every week?	88%	90%	79%
4.4	Is your cell call bell normally answered within five minutes?	48%	45%	43%
4.4	Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	64%	77%	69%
4.4	Can you normally get your stored property, if you need to?	36%	36%	30%
4.5	Is the food in this prison good/very good?	43%	34%	34%
4.6	Does the shop/canteen sell a wide enough range of goods to meet your needs?	51%	35%	50%
4.7	Are you able to speak to a Listener at any time, if you want to?	69%	73%	67%
4.8	Are your religious beliefs respected?	61%	70%	60%
4.9	Are you able to speak to a religious leader of your faith in private if you want to?	70%	75%	68%
4.10	Is it easy/very easy to attend religious services?	61%	61%	56%

Key to tables

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	Percentages highlighted in blue show the worst score across wings			
	Percentages which are not highlighted show there is no significant difference			
SECTION 5: Applications and complaints				
5.1	Is it easy to make an application?	89%	94%	87%
	For those who have made an application:			
5.2	Do you feel applications are dealt with fairly?	73%	62%	69%
5.2	Do you feel applications are dealt with quickly (within seven days)?	38%	52%	51%
5.3	Is it easy to make a complaint?	71%	78%	62%
	For those who have made a complaint:			
5.4	Do you feel complaints are dealt with fairly?	42%	44%	43%
5.4	Do you feel complaints are dealt with quickly (within seven days)?	39%	40%	40%
5.5	Have you ever been prevented from making a complaint when you wanted to?	24%	22%	17%
5.6	Is it easy/very easy to see the Independent Monitoring Board?	73%	57%	41%
SECTION 6: Incentives and earned privileges scheme				
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	58%	64%	56%
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	56%	42%	52%
6.3	In the last six months have any members of staff physically restrained you (C&R)?	12%	4%	4%
6.4	In the last six months, if you have spent a night in the segregation/ care and separation unit, were you treated very well/ well by staff?	79%	68%	43%
SECTION 7: Relationships with staff				
7.1	Do most staff, in this prison, treat you with respect?	69%	85%	81%
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	79%	88%	81%
7.3	Has a member of staff checked on you personally in the last week to see how you were getting on?	52%	41%	40%
7.4	Do staff normally speak to you most of the time/all of the time during association?	30%	23%	26%
7.5	Do you have a personal officer?	85%	89%	64%
	For those with a personal officer:			
7.6	Do you think your personal officer is helpful/very helpful?	65%	67%	71%

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Green	Percentages highlighted in green show the best score across wings			
Blue	Percentages highlighted in blue show the worst score across wings			
White	Percentages which are not highlighted show there is no significant difference			
SECTION 8: Safety				
8.1	Have you ever felt unsafe here?	61%	47%	40%
8.2	Do you feel unsafe now?	22%	17%	14%
8.4	Have you been victimised by other prisoners here?	57%	48%	34%
	Since you have been here, have other prisoners:			
8.5	Made insulting remarks about you, your family or friends?	30%	25%	19%
8.5	Hit, kicked or assaulted you?	10%	10%	7%
8.5	Sexually abused you?	2%	3%	1%
8.5	Threatened or intimidated you?	42%	38%	23%
8.5	Taken your canteen/property?	8%	8%	7%
8.5	Victimised you because of medication?	10%	4%	5%
8.5	Victimised you because of debt?	2%	1%	2%
8.5	Victimised you because of drugs?	2%	2%	3%
8.5	Victimised you because of your race or ethnic origin?	5%	5%	4%
8.5	Victimised you because of your religion/religious beliefs?	8%	4%	2%
8.5	Victimised you because of your nationality?	7%	6%	4%
8.5	Victimised you because you were from a different part of the country?	4%	10%	3%
8.5	Victimised you because you are from a Traveller community?	0%	1%	1%
8.5	Victimised you because of your sexual orientation?	8%	7%	2%
8.5	Victimised you because of your age?	6%	7%	3%
8.5	Victimised you because you have a disability?	5%	7%	3%
8.5	Victimised you because you were new here?	8%	9%	8%
8.5	Victimised you because of your offence/crime?	13%	21%	7%
8.5	Victimised you because of gang related issues?	10%	3%	3%

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Green	Percentages highlighted in green show the best score across wings			
Blue	Percentages highlighted in blue show the worst score across wings			
White	Percentages which are not highlighted show there is no significant difference			
SECTION 8: Safety continued				
8.6	Have you been victimised by staff here?	51%	36%	27%
	Since you have been here, have staff:			
8.7	Made insulting remarks about you, your family or friends?	15%	17%	10%
8.7	Hit, kicked or assaulted you?	4%	4%	2%
8.7	Sexually abused you?	2%	2%	1%
8.7	Threatened or intimidated you?	27%	23%	12%
8.7	Victimised you because of medication?	5%	4%	4%
8.7	Victimised you because of debt?	0%	1%	1%
8.7	Victimised you because of drugs?	0%	2%	3%
8.7	Victimised you because of your race or ethnic origin?	5%	3%	2%
8.7	Victimised you because of your religion/religious beliefs?	4%	7%	1%
8.7	Victimised you because of your nationality?	2%	2%	2%
8.7	Victimised you because you were from a different part of the country?	2%	7%	2%
8.7	Victimised you because you are from a Traveller community?	0%	2%	1%
8.7	Victimised you because of your sexual orientation?	6%	6%	2%
8.7	Victimised you because of your age?	0%	5%	2%
8.7	Victimised you because you have a disability?	6%	7%	3%
8.7	Victimised you because you were new here?	4%	9%	4%
8.7	Victimised you because of your offence/crime?	2%	11%	4%
8.7	Victimised you because of gang related issues?	2%	2%	1%
	For those who have been victimised by staff or other prisoners:			
8.8	Did you report any victimisation that you have experienced?	67%	72%	50%

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SECTION 9: Health services				
9.1	Is it easy/very easy to see the doctor?	37%	39%	34%
9.1	Is it easy/very easy to see the nurse?	63%	56%	56%
9.1	Is it easy/very easy to see the dentist?	14%	20%	17%
	For those who have been to the following services, do you think the quality of the health service from the following is good/very good:			
9.2	The doctor?	44%	53%	50%
9.2	The nurse?	53%	60%	57%
9.2	The dentist?	43%	51%	42%
9.3	The overall quality of health services?	32%	40%	43%
9.4	Are you currently taking medication?	88%	77%	73%
	For those currently taking medication:			
9.5	Are you allowed to keep possession of some or all of your medication in your own cell?	51%	74%	59%
9.6	Do you have any emotional well being or mental health problems?	66%	57%	51%
	For those who have problems:			
9.7	Are you being helped or supported by anyone in this prison?	82%	67%	60%
SECTION 10: Drugs and alcohol				
10.1	Did you have a problem with drugs when you came into this prison?	28%	19%	38%
10.2	Did you have a problem with alcohol when you came into this prison?	60%	29%	25%
10.3	Is it easy/very easy to get illegal drugs in this prison?	45%	37%	27%
10.4	Is it easy/very easy to get alcohol in this prison?	4%	5%	4%
10.5	Have you developed a problem with drugs since you have been in this prison?	13%	6%	4%
10.6	Have you developed a problem with diverted medication since you have been in this prison?	14%	3%	7%
	For those with drug or alcohol problems:			
10.7	Have you received any support or help with your drug problem while in this prison?	80%	54%	87%
10.8	Have you received any support or help with your alcohol problem while in this prison?	93%	74%	82%
	For those who have received help or support with their drug or alcohol problem:			
10.9	Was the support helpful?	89%	82%	85%

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SECTION 11: Activities				
	Is it very easy/ easy to get into the following activities:			
11.1	A prison job?	71%	72%	60%
11.1	Vocational or skills training?	49%	54%	46%
11.1	Education (including basic skills)?	66%	63%	60%
11.1	Offending behaviour programmes?	56%	46%	34%
	Are you currently involved in any of the following activities:			
11.2	A prison job?	81%	89%	69%
11.2	Vocational or skills training?	22%	23%	18%
11.2	Education (including basic skills)?	45%	26%	37%
11.2	Offending behaviour programmes?	48%	33%	17%
11.3	Have you had a job while in this prison?	100%	97%	87%
	For those who have had a prison job while in this prison:			
11.3	Do you feel the job will help you on release?	47%	53%	58%
11.3	Have you been involved in vocational or skills training while in this prison?	84%	88%	74%
	For those who have had vocational or skills training while in this prison:			
11.3	Do you feel the vocational or skills training will help you on release?	77%	71%	61%
11.3	Have you been involved in education while in this prison?	95%	89%	82%
	For those who have been involved in education while in this prison:			
11.3	Do you feel the education will help you on release?	80%	73%	68%
11.3	Have you been involved in offending behaviour programmes while in this prison?	94%	88%	70%
	For those who have been involved in offending behaviour programmes while in this prison:			
11.3	Do you feel the offending behaviour programme(s) will help you on release?	69%	78%	62%
11.4	Do you go to the library at least once a week?	60%	59%	52%
11.5	Does the library have a wide enough range of materials to meet your needs?	67%	54%	55%
11.6	Do you go to the gym three or more times a week?	17%	23%	24%
11.7	Do you go outside for exercise three or more times a week?	35%	38%	39%
11.8	Do you go on association more than five times each week?	66%	61%	51%
11.9	Do you spend ten or more hours out of your cell on a weekday?	28%	30%	22%
SECTION 12: Friends and family				
12.1	Have staff supported you and helped you to maintain contact with family/friends while in this prison?	64%	56%	52%
12.2	Have you had any problems with sending or receiving mail?	30%	44%	39%
12.3	Have you had any problems getting access to the telephones?	34%	28%	20%
12.4	Is it easy/ very easy for your friends and family to get here?	30%	32%	35%

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SECTION 13: Preparation for release				
	For those who are sentenced:			
13.1	Do you have a named offender manager (home probation officer) in the probation service?	94%	91%	70%
	For those who are sentenced what type of contact have you had with your offender manager:			
13.2	No contact?	6%	20%	39%
13.2	Contact by letter?	44%	46%	30%
13.2	Contact by phone?	28%	24%	18%
13.2	Contact by visit?	76%	56%	36%
13.3	Do you have a named offender supervisor in this prison?	96%	89%	67%
	For those who are sentenced:			
13.4	Do you have a sentence plan?	87%	76%	58%
	For those with a sentence plan:			
13.5	Were you involved/very involved in the development of your plan?	74%	82%	61%
	Who is working with you to achieve your sentence plan targets:			
13.6	Nobody?	9%	22%	37%
13.6	Offender supervisor?	67%	62%	38%
13.6	Offender manager?	49%	43%	25%
13.6	Named/ personal officer?	34%	41%	15%
13.6	Staff from other departments?	56%	39%	22%
	For those with a sentence plan:			
13.7	Can you achieve any of your sentence plan targets in this prison?	85%	86%	70%
13.8	Are there plans for you to achieve any of your targets in another prison?	31%	33%	16%
13.9	Are there plans for you to achieve any of your targets in the community?	44%	18%	30%
13.10	Do you have a needs based custody plan?	8%	9%	6%
13.11	Do you feel that any member of staff has helped you to prepare for release?	54%	30%	24%
	For those that need help do you know of anyone in this prison who can help you on release with the following:			
13.12	Employment?	59%	56%	53%
13.12	Accommodation?	63%	62%	61%
13.12	Benefits?	60%	64%	63%
13.12	Finances?	49%	48%	43%
13.12	Education?	63%	58%	53%
13.12	Drugs and alcohol?	78%	61%	69%
	For those who are sentenced:			
13.13	Have you done anything, or has anything happened to you here to make you less likely to offend in future?	74%	76%	59%



Prisoner survey responses 2013 - 16 IPP Prisoners

Prisoner survey responses (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.

Key to tables

		Women IPP prisoners	Men IPP prisoners
	Any percentage highlighted in green is significantly better		
	Any percentage highlighted in blue is significantly worse		
	Any percentage highlighted in orange shows a significant difference in prisoners' background details		
	Percentages which are not highlighted show there is no significant difference		
Number of completed questionnaires returned		57	1,330
SECTION 1: General information			
1.2	Are you under 21 years of age?	2%	2%
1.3	Are you sentenced?	100%	100%
1.3	Are you on recall?	4%	3%
1.4	Is your sentence less than 12 months?	0%	0%
1.5	Are you a foreign national?	2%	6%
1.6	Do you understand spoken English?	100%	99%
1.7	Do you understand written English?	98%	99%
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%	24%
1.9	Do you consider yourself to be Gypsy/ Romany/ Traveller?	4%	4%
1.1	Are you Muslim?	5%	12%
1.11	Are you homosexual/gay or bisexual?	64%	7%
1.12	Do you consider yourself to have a disability?	40%	25%
1.13	Are you a veteran (ex-armed services)?	3%	6%
1.14	Is this your first time in prison?	38%	25%
1.15	Do you have any children under the age of 18?	38%	47%
SECTION 2: Transfers and escorts			
On your most recent journey here:			
2.1	Did you spend more than 2 hours in the van?	53%	60%
For those who spent two or more hours in the escort van:			
2.2	Were you offered anything to eat or drink?	63%	69%
2.3	Were you offered a toilet break?	10%	12%
2.4	Was the van clean?	64%	62%
2.5	Did you feel safe?	81%	79%
2.6	Were you treated well/very well by the escort staff?	80%	73%
2.7	Before you arrived here were you told that you were coming here?	74%	69%
2.7	Before you arrived here did you receive any written information about coming here?	7%	10%
2.8	When you first arrived here did your property arrive at the same time as you?	85%	82%

Key to tables

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	Any percentage highlighted in orange shows a significant difference in prisoners' background details		
	Percentages which are not highlighted show there is no significant difference		
SECTION 3: Reception, first night and induction			
3.1	Were you in reception for less than 2 hours?	49%	53%
3.2	When you were searched in reception, was this carried out in a respectful way?	81%	81%
3.3	Were you treated well/very well in reception?	71%	73%
	When you first arrived:		
3.4	Did you have any problems?	76%	63%
3.4	Did you have any problems with loss of property?	18%	24%
3.4	Did you have any housing problems?	5%	5%
3.4	Did you have any problems contacting employers?	2%	2%
3.4	Did you have any problems contacting family?	10%	19%
3.4	Did you have any problems ensuring dependants were being looked after?	0%	1%
3.4	Did you have any money worries?	2%	12%
3.4	Did you have any problems with feeling depressed or suicidal?	44%	17%
3.4	Did you have any physical health problems?	16%	15%
3.4	Did you have any mental health problems?	33%	17%
3.4	Did you have any problems with needing protection from other prisoners?	2%	7%
3.4	Did you have problems accessing phone numbers?	8%	19%
	For those with problems:		
3.5	Did you receive any help/ support from staff in dealing with these problems?	59%	38%
	When you first arrived here, were you offered any of the following:		
3.6	Tobacco?	79%	70%
3.6	A shower?	28%	30%
3.6	A free telephone call?	64%	40%
3.6	Something to eat?	69%	53%
3.6	PIN phone credit?	35%	47%
3.6	Toiletries/ basic items?	46%	42%

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	Any percentage highlighted in blue is significantly worse		
	Any percentage highlighted in orange shows a significant difference in prisoners' background details		
	Percentages which are not highlighted show there is no significant difference		
SECTION 3: Reception, first night and induction continued			
	When you first arrived here did you have access to the following people:		
3.7	The chaplain or a religious leader?	56%	49%
3.7	Someone from health services?	69%	67%
3.7	A Listener/Samaritans?	56%	32%
3.7	Prison shop/ canteen?	35%	25%
	When you first arrived here were you offered information about any of the following:		
3.8	What was going to happen to you?	59%	50%
3.8	Support was available for people feeling depressed or suicidal?	57%	42%
3.8	How to make routine requests?	49%	45%
3.8	Your entitlement to visits?	48%	41%
3.8	Health services?	57%	52%
3.8	The chaplaincy?	52%	50%
3.9	Did you feel safe on your first night here?	75%	80%
3.10	Have you been on an induction course?	91%	84%
	For those who have been on an induction course:		
3.11	Did the course cover everything you needed to know about the prison?	60%	59%
3.12	Did you receive an education (skills for life) assessment?	79%	79%
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?	68%	62%
4.1	Attend legal visits?	75%	64%
4.1	Get bail information?	16%	12%
4.2	Have staff ever opened letters from your solicitor or legal representative when you were not with them?	51%	54%
4.3	Can you get legal books in the library?	55%	53%
	For the wing/unit you are currently on:		
4.4	Are you normally offered enough clean, suitable clothes for the week?	74%	71%
4.4	Are you normally able to have a shower every day?	94%	92%
4.4	Do you normally receive clean sheets every week?	94%	73%
4.4	Do you normally get cell cleaning materials every week?	88%	64%
4.4	Is your cell call bell normally answered within five minutes?	48%	36%
4.4	Is it normally quiet enough for you to be able to relax or sleep in your cell at night time?	64%	66%
4.4	Can you normally get your stored property, if you need to?	36%	32%
4.5	Is the food in this prison good/very good?	43%	28%
4.6	Does the shop/canteen sell a wide enough range of goods to meet your needs?	51%	47%
4.7	Are you able to speak to a Listener at any time, if you want to?	69%	60%
4.8	Are your religious beliefs are respected?	61%	53%
4.9	Are you able to speak to a religious leader of your faith in private if you want to?	70%	62%
4.10	Is it easy/very easy to attend religious services?	61%	52%

Key to tables

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	Any percentage highlighted in blue is significantly worse		
	Any percentage highlighted in orange shows a significant difference in prisoners' background details		
	Percentages which are not highlighted show there is no significant difference		
SECTION 5: Applications and complaints			
5.1	Is it easy to make an application?	89%	83%
	For those who have made an application:		
5.2	Do you feel applications are dealt with fairly?	73%	53%
5.2	Do you feel applications are dealt with quickly (within seven days)?	38%	37%
5.3	Is it easy to make a complaint?	71%	65%
	For those who have made a complaint:		
5.4	Do you feel complaints are dealt with fairly?	42%	31%
5.4	Do you feel complaints are dealt with quickly (within seven days)?	39%	27%
5.5	Have you ever been prevented from making a complaint when you wanted to?	24%	27%
5.6	Is it easy/very easy to see the Independent Monitoring Board?	73%	35%
SECTION 6: Incentives and earned privileges scheme			
6.1	Do you feel you have been treated fairly in your experience of the IEP scheme?	58%	60%
6.2	Do the different levels of the IEP scheme encourage you to change your behaviour?	56%	47%
6.3	In the last six months have any members of staff physically restrained you (C&R)?	12%	8%
6.4	In the last six months, if you have spent a night in the segregation/ care and separation unit, were you treated very well/ well by staff?	79%	38%
SECTION 7: Relationships with staff			
7.1	Do most staff, in this prison, treat you with respect?	69%	78%
7.2	Is there a member of staff, in this prison, that you can turn to for help if you have a problem?	79%	74%
7.3	Has a member of staff checked on you personally in the last week to see how you were getting on?	52%	35%
7.4	Do staff normally speak to you most of the time/all of the time during association?	30%	24%
7.5	Do you have a personal officer?	85%	74%
	For those with a personal officer:		
7.6	Do you think your personal officer is helpful/very helpful?	65%	63%

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SECTION 8: Safety			
8.1	Have you ever felt unsafe here?	61%	42%
8.2	Do you feel unsafe now?	22%	19%
8.4	Have you been victimised by other prisoners here?	57%	36%
	Since you have been here, have other prisoners:		
8.5	Made insulting remarks about you, your family or friends?	30%	18%
8.5	Hit, kicked or assaulted you?	10%	10%
8.5	Sexually abused you?	2%	3%
8.5	Threatened or intimidated you?	42%	24%
8.5	Taken your canteen/property?	8%	9%
8.5	Victimised you because of medication?	10%	6%
8.5	Victimised you because of debt?	2%	3%
8.5	Victimised you because of drugs?	2%	3%
8.5	Victimised you because of your race or ethnic origin?	5%	5%
8.5	Victimised you because of your religion/religious beliefs?	8%	5%
8.5	Victimised you because of your nationality?	7%	4%
8.5	Victimised you because you were from a different part of the country?	4%	6%
8.5	Victimised you because you are from a Traveller community?	0%	1%
8.5	Victimised you because of your sexual orientation?	8%	4%
8.5	Victimised you because of your age?	6%	3%
8.5	Victimised you because you have a disability?	5%	4%
8.5	Victimised you because you were new here?	8%	5%
8.5	Victimised you because of your offence/crime?	13%	10%
8.5	Victimised you because of gang related issues?	10%	4%

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SECTION 8: Safety continued			
8.6	Have you been victimised by staff here?	51%	41%
	Since you have been here, have staff:		
8.7	Made insulting remarks about you, your family or friends?	15%	15%
8.7	Hit, kicked or assaulted you?	4%	6%
8.7	Sexually abused you?	2%	2%
8.7	Threatened or intimidated you?	27%	18%
8.7	Victimised you because of medication?	5%	5%
8.7	Victimised you because of debt?	0%	2%
8.7	Victimised you because of drugs?	0%	2%
8.7	Victimised you because of your race or ethnic origin?	5%	5%
8.7	Victimised you because of your religion/religious beliefs?	4%	5%
8.7	Victimised you because of your nationality?	2%	3%
8.7	Victimised you because you were from a different part of the country?	2%	5%
8.7	Victimised you because you are from a Traveller community?	0%	2%
8.7	Victimised you because of your sexual orientation?	6%	2%
8.7	Victimised you because of your age?	0%	2%
8.7	Victimised you because you have a disability?	6%	4%
8.7	Victimised you because you were new here?	4%	4%
8.7	Victimised you because of your offence/crime?	2%	8%
8.7	Victimised you because of gang related issues?	2%	2%
	For those who have been victimised by staff or other prisoners:		
8.8	Did you report any victimisation that you have experienced?	67%	46%

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SECTION 9: Health services			
9.1	Is it easy/very easy to see the doctor?	37%	34%
9.1	Is it easy/very easy to see the nurse?	63%	58%
9.1	Is it easy/very easy to see the dentist?	14%	17%
	For those who have been to the following services, do you think the quality of the health service from the following is good/very good:		
9.2	The doctor?	44%	47%
9.2	The nurse?	53%	56%
9.2	The dentist?	43%	45%
9.3	The overall quality of health services?	32%	42%
9.4	Are you currently taking medication?	88%	53%
	For those currently taking medication:		
9.5	Are you allowed to keep possession of some or all of your medication in your own cell?	51%	84%
9.6	Do you have any emotional well being or mental health problems?	66%	34%
	For those who have problems:		
9.7	Are you being helped or supported by anyone in this prison?	82%	63%
SECTION 10: Drugs and alcohol			
10.1	Did you have a problem with drugs when you came into this prison?	28%	28%
10.2	Did you have a problem with alcohol when you came into this prison?	60%	23%
10.3	Is it easy/very easy to get illegal drugs in this prison?	45%	41%
10.4	Is it easy/very easy to get alcohol in this prison?	4%	26%
10.5	Have you developed a problem with drugs since you have been in this prison?	13%	9%
10.6	Have you developed a problem with diverted medication since you have been in this prison?	14%	8%
	For those with drug or alcohol problems:		
10.7	Have you received any support or help with your drug problem while in this prison?	80%	74%
10.8	Have you received any support or help with your alcohol problem while in this prison?	93%	74%
	For those who have received help or support with their drug or alcohol problem:		
10.9	Was the support helpful?	89%	83%

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SECTION 11: Activities		
Is it very easy/ easy to get into the following activities:		
11.1 A prison job?	71%	47%
11.1 Vocational or skills training?	49%	40%
11.1 Education (including basic skills)?	66%	56%
11.1 Offending behaviour programmes?	56%	26%
Are you currently involved in any of the following activities:		
11.2 A prison job?	81%	68%
11.2 Vocational or skills training?	22%	14%
11.2 Education (including basic skills)?	45%	19%
11.2 Offending behaviour programmes?	48%	20%
11.3 Have you had a job while in this prison?	100%	91%
For those who have had a prison job while in this prison:		
11.3 Do you feel the job will help you on release?	47%	50%
11.3 Have you been involved in vocational or skills training while in this prison?	84%	81%
For those who have had vocational or skills training while in this prison:		
11.3 Do you feel the vocational or skills training will help you on release?	77%	64%
11.3 Have you been involved in education while in this prison?	95%	86%
For those who have been involved in education while in this prison:		
11.3 Do you feel the education will help you on release?	80%	64%
11.3 Have you been involved in offending behaviour programmes while in this prison?	94%	84%
For those who have been involved in offending behaviour programmes while in this prison:		
11.3 Do you feel the offending behaviour programme(s) will help you on release?	69%	68%
11.4 Do you go to the library at least once a week?	60%	44%
11.5 Does the library have a wide enough range of materials to meet your needs?	67%	50%
11.6 Do you go to the gym three or more times a week?	17%	31%
11.7 Do you go outside for exercise three or more times a week?	35%	45%
11.8 Do you go on association more than five times each week?	66%	64%
11.9 Do you spend ten or more hours out of your cell on a weekday?	28%	26%
SECTION 12: Friends and family		
12.1 Have staff supported you and helped you to maintain contact with family/friends while in this prison?	64%	38%
12.2 Have you had any problems with sending or receiving mail?	30%	44%
12.3 Have you had any problems getting access to the telephones?	34%	24%
12.4 Is it easy/ very easy for your friends and family to get here?	30%	24%

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SECTION 13: Preparation for release			
	For those who are sentenced:		
13.1	Do you have a named offender manager (home probation officer) in the probation service?	94%	95%
	For those who are sentenced what type of contact have you had with your offender manager:		
13.2	No contact?	6%	17%
13.2	Contact by letter?	44%	46%
13.2	Contact by phone?	28%	48%
13.2	Contact by visit?	76%	48%
13.3	Do you have a named offender supervisor in this prison?	96%	89%
	For those who are sentenced:		
13.4	Do you have a sentence plan?	87%	85%
	For those with a sentence plan:		
13.5	Were you involved/very involved in the development of your plan?	74%	60%
	Who is working with you to achieve your sentence plan targets:		
13.6	Nobody?	9%	30%
13.6	Offender supervisor?	67%	54%
13.6	Offender manager?	49%	46%
13.6	Named/ personal officer?	34%	22%
13.6	Staff from other departments?	56%	28%
	For those with a sentence plan:		
13.7	Can you achieve any of your sentence plan targets in this prison?	85%	63%
13.8	Are there plans for you to achieve any of your targets in another prison?	31%	30%
13.9	Are there plans for you to achieve any of your targets in the community?	44%	37%
13.10	Do you have a needs based custody plan?	8%	12%
13.11	Do you feel that any member of staff has helped you to prepare for release?	54%	22%
	For those that need help do you know of anyone in this prison who can help you on release with the following:		
13.12	Employment?	59%	38%
13.12	Accommodation?	63%	36%
13.12	Benefits?	60%	35%
13.12	Finances?	49%	30%
13.12	Education?	63%	38%
13.12	Drugs and alcohol?	78%	51%
	For those who are sentenced:		
13.13	Have you done anything, or has anything happened to you here to make you less likely to offend in future?	74%	67%