



# HM Chief Inspector of Prisons for England and Wales

Annual Report 2007–08

HM Chief Inspector of Prisons  
for England and Wales

Annual Report 2007–08

Presented to the House of Commons pursuant to the 1952 Prison Act (c.52),  
amended by Section 5A of the Criminal Justice Act 1982.

Ordered by the House of Commons to be printed on 28 January 2009.

HC 118  
London: The Stationery Office  
£19.15

## Statement of purpose

To provide independent scrutiny of the conditions for and treatment of prisoners and other detainees, promoting the concept of 'healthy prisons' in which staff work effectively to support prisoners and detainees to reduce reoffending or achieve other agreed outcomes.

### © Crown copyright 2009

The text in this document (excluding the Royal Arms and other departmental or agency logos) may be reproduced free of charge in any format or medium providing it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the document specified.

Where we have identified any third party copyright material you will need to obtain permission from the copyright holders concerned.

For any other use of this material please write to Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU or e-mail: [licensing@opsi.gov.uk](mailto:licensing@opsi.gov.uk)

ISBN: 9780102958478

<b>1</b>	<b>Introduction</b>	By the Chief Inspector of Prisons	5
<b>2</b>	<b>The year in brief</b>	Summary	11
		The prison year	12
		The immigration detention year	14
		Other inspection activity	15
<b>3</b>	<b>Safer custody</b>	Violence reduction	17
		Suicide and self-harm	20
		Segregation and use of force	23
<b>4</b>	<b>Health</b>	Healthcare	27
		Substance use	31
<b>5</b>	<b>Diversity</b>	Race and religion	35
		Foreign nationals	39
		Disability and age	42
<b>6</b>	<b>Purposeful activity</b>	Learning, skills and work	45
		Time out of cell	47
<b>7</b>	<b>Resettlement</b>	Resettlement pathways	49
		Offender management	53
		Indeterminate-sentenced prisoners	56
<b>8</b>	<b>Specialist populations</b>	Women	61
		Young adults	64
		Children and young people	66
<b>9</b>	<b>Immigration detention</b>	Immigration removal centres	71
		Short-term holding facilities	75
<b>10</b>	<b>Other inspections</b>	Northern Ireland	77
		Police cells	78
	<b>Appendices</b>	Inspections undertaken	81
		Inspection reports published	83
		Recommendations accepted	86
		Outcome of recommendations	88
		Healthy prison and establishment assessments	90
		2007–08 survey responses: ethnicity/religion/disability	92
		Expenditure	93
		Inspectorate staff	94





## Introduction

by Dame Anne Owers, Chief Inspector of Prisons

2008–09 was another pressured year for the prison system, with record numbers in prison. Inspections during the year showed that many prisons had so far been able to contain those pressures. But there are some clear warning signs, and lessons that need to be learnt if prisons are to be safe and effective. Immigration detention inspections, and joint inspections of police custody, also showed the value of on the ground, detailed examination of places of custody.

Last year's annual report described a prison system caught up in crisis management: making frantic efforts to find space for an ever-increasing number of prisoners, with a rising number of self-inflicted deaths. At the same time, it was being restructured, and required to deliver new offender management systems.

Those pressures continued this year. The prison population continued to rise for much of 2008, peaking at just under 84,000, 2,000 more than at the same time in 2007. This was 17,000 more prisoners than when I became Chief Inspector: a 25% rise over seven years. In recent months, the population has levelled off, though it has been hovering around 83,000. New building in existing prisons has more or less kept pace with these rises, with less emergency use of police cells, and none by the end of the year. But no one should be in any doubt that this is still a system under sustained and chronic pressure.

It is a measure of the operational strength and resilience of the prison system, its staff and managers, that it has so far largely been able to contain these pressures. The number of self-inflicted deaths has decreased this year, from the extremely high level of last year. The Inspectorate's assessments of the

prisons inspected between mid-2007 and mid-2008 were, overall, more positive than those of prisons inspected last year. This year, more than 70% of our assessments, against our four tests of safety, respect, purposeful activity and resettlement, were positive: in other words, the prison was performing at least reasonably well in that area. This was particularly noticeable in local prisons, where assessments against activity and, in particular, resettlement, were considerably higher than those in prisons inspected last year.

These figures need to be treated with some caution: they reflect only 52 of the 139 prisons, few of them very large inner-city locals or training prisons, and they relate to prisons inspected before the cuts to the core day which took effect in June 2008. Nevertheless, it is a credit to those running and working in prisons that, in spite of the pressures, many were able to sustain or even improve performance, and respond to Inspectorate recommendations and best practice criteria.

There is, however, little room for complacency. The great majority of adult male prisons were still underperforming in some areas: only around a quarter of them were performing positively against all four of

our tests. This is not a prison system able to perform at optimum level. Moreover, recent inspections have detected a widening gap between those prisons with the management, culture or environment to drive progress and those that are drifting or struggling.

The projections for next year are not promising: a rising population and even more resource cuts. It is tempting to assume that a system that has so far contained pressure can sustain even more; but there are already warning signs.

Safety in our expanding prisons is a growing concern. Rates of self-harm, particularly among younger women in prison, remain appallingly high. There have been more disturbances than last year, so far able to be contained. This year, too many of the most volatile of our prisons – especially dispersal prisons, holding an increasingly challenging mix of very serious offenders, and also those prisons that hold young men – were not judged on inspection to be sufficiently safe. Violence reduction procedures, in increasingly fractious prisons, are underdeveloped, and there are particular challenges in large establishments holding young people, where the use of restraint is too often a response to the need to manage behaviour safely and consistently.

Many local prisons have accommodation that is entirely unsuitable, cramped or unhygienic. Mental disorder, learning disabilities and an ageing population are making huge demands on overstretched services and often unsuitable buildings: prisons will struggle to comply with their duties under the Disability Discrimination Act. Processes to deal with race equality are

better developed, but black and minority ethnic prisoners continue to report poorer experiences of prison life than white prisoners, and the distance between prison staff and Muslim prisoners, flagged up in last year's report, has, if anything, widened and needs urgently to be bridged.

Activity levels are still not high enough in nearly half of training prisons, which have expanded beyond their ability to provide the skills and education that prisoners need. Finally, resettlement is compromised when prisoners are held too far from home, particularly affecting training and women's prisons.

There are also emerging issues. Though the roll-out of the integrated drug treatment system is improving care and treatment for those with serious drug habits, prisons are responding inadequately to the increased prevalence of alcohol problems. Recent surveys in four male and female prisons show that, over the space of only two or three years, the number of prisoners admitting to an alcohol problem had risen three- or four-fold: in two of those prisons, this was the case for nearly half the prisoners. It is remarkable that there has been so little investment in alcohol services, either in prisons or in the community. In addition, the depth and extent of the recession, over the coming year, is likely to have a significant negative impact on recently-developed resettlement work, which has, rightly, focused on preparing prisoners for employment – often in industries, such as construction, that are contracting, and laying off staff. No projections have been done on the likely impact on reoffending and the prison population.

At most, this year's outcomes give a breathing space; and an opportunity to learn the lessons that can prevent prisons reaching a tipping point and sliding backwards.

The first of those lessons is the need to avoid un-thought-through and unresourced legislation of the kind that produced the indeterminate sentence for public protection (see page 56). Though recent changes should reduce its impact, there are now nearly 5,000 prisoners serving this sentence. This is a huge strain on prisons now and a considerable burden for probation in the future; it is astonishing that more than one in every seven prisoners is now serving a life or other indeterminate sentence.

The second lesson is the need to invest in alternatives to prison for those who do not need to be, and should not be, there. We await the results of the Bradley inquiry into mental health diversion, following our own mental health thematic review, as well as some concrete outcomes from the Corston report into women in the criminal justice system. More work is also needed to provide viable and sustainable alternatives for those serving short sentences. Recent research suggests prison can make a difference to predicted reoffending – but not for short-term prisoners, whose risks may indeed be increased by a disruptive custodial sentence.

The third lesson is that, in our system, evidence shows that small prisons perform better than large ones. This year's inspections show that large prisons are more likely to be unsafe, and to need to

rely more on force. More in-depth research, published on our website, shows that, taking into account other variables, size is the most influential predictor of performance against the tests of safety and respect, and overall, and that resettlement is best provided in prisons close to home. These findings should underpin planning for the future of the prison estate. They reinforce concerns about the proposed huge Titan prisons, and support the approach taken in the Corston report, for smaller custodial settings where needed.

Above all, there is a need for a well-grounded, clearly articulated, and properly resourced strategy for the medium- and long-term health of both prisons and probation, that builds on the progress made. Though there is still much to be done – as this report shows – our prisons are, in general, undoubtedly better-run, more effective and more humane places than they used to be. That is something that has not been easily achieved, and should be welcomed. It is not only right, but it has made prisons safer, more secure and more likely to rehabilitate those within them. Future victims will not be served by a system that dehumanises those within it. Reoffending will not be reduced unless prisoners have access to a wide range of opportunities, not only to improve their skills but also to change the way they think, behave and relate to other people. Prisons are only safe, both for staff and prisoners, if they are run fairly and decently, and are based on dynamic as well as physical security – where staff know, engage with and can challenge prisoners, and prisoners are purposefully occupied.

These were lessons learnt, often painfully, during the 1980s and 1990s and powerfully articulated in the Woolf report, which has formed the basis for penal policy and reform since. They are even more crucial in prisons that are expanding, are under considerable resource constraints, and hold an increasing number of people serving very long sentences, who may feel that they have little to lose. They need to form the bedrock of strategy for the 2010s. Otherwise there are real risks of destabilising safety and control, and of reducing opportunities for change and rehabilitation.

The same principles underpin the other custodial areas that we inspect. Inspections of immigration detention continue to reveal a mixed picture: both between and within removal centres. Those inspected this year were, on the whole, less safe and respectful than those inspected last year. This, in part, reflects a more challenging and longer-staying population, as well as continuing frailties in communication and progression of immigration cases. It is, however, welcome, after a great deal of pressure from the Inspectorate, that provision of activity and preparation for release has noticeably improved. There is still a considerable difference between centres: only two centres inspected this year, both run by the Prison Service, performed positively across all our healthy establishment tests. The detention of children, sometimes for lengthy periods and too often without effective monitoring of the length of detention, remains a major concern, and is ripe for review, as the UK removes its immigration reservation to the UN Convention on the Rights of the Child.

Finally, joint inspection activity is growing, and showing its value. Inspections of offender management in prisons, with HM Inspectorate of Probation colleagues, have been able to look at the contribution of both internal and external staff and systems, and have revealed some gaps and weaknesses. Inspections of police custody, jointly with HM Inspectorate of Constabulary, began in earnest this year, and will now be a regular part of our activity. The work already done has shown precisely why such close on site scrutiny is valuable. Inspections have confirmed much good practice, but also revealed some deficiencies, some of which were unknown to senior managers.

That is the reason why inspection is crucial. There is no substitute for being there, or for the need to keep under regular and unpredictable review the institutions that have such a profound and direct effect on people's lives. In recent years, there has too readily been an assumption that inspection and regulation are always burdensome and sometimes unnecessary; that self-regulation and light-touch inspection are preferable to rolling programmes and specialist, detailed, on site investigation. Events this year, in fields as far apart as finance and social services, have seriously called into question some of these assumptions. That should surely be the final lesson learned this year.

**Dame Anne Owers,  
Chief Inspector of Prisons**





## Summary

### During the reporting year (September 2007 to August 2008) we inspected a total of 82 custodial establishments:

- 46 adult male prisons, 7 female prisons, 2 young adult and 7 juvenile establishments and units in England and Wales
- 6 immigration removal centres (IRCs) and 7 short-term holding facilities (STHFs)
- 1 secure training centre (jointly with Ofsted)
- 4 police custody suites (jointly with HM Inspectorate of Constabulary)
- 1 young offender centre and 1 women's prison in Northern Ireland.

Of the 62 prison inspections in England and Wales, 34 were unannounced; as were 3 of the 6 IRC inspections, and all of the STHF inspections.

All full inspections were carried out jointly with Ofsted (or Estyn in Wales, or the Education and Training Inspectorate in Northern Ireland); the Healthcare Commission (or their equivalent in other jurisdictions); the Dental Services Division of the NHS Business Services Authority; and the Royal Pharmaceutical Society. This minimises the impact on inspected organisations, as well as allowing us to obtain a full picture of a custodial establishment, in which education and healthcare should be integral parts.

### In addition, we participated in:

- 15 offender management inspections (jointly with HM Inspectorate of Probation)
- a joint inspection of prolific and priority offenders.

### We also worked on thematic reviews of:

- prisoners with disabilities
- Muslim prisoners
- indeterminate-sentenced prisoners (jointly with HM Inspectorate of Probation)
- the experiences of children and young people in custody 2006–08
- black and minority ethnic women

and on revised *Expectations* for children and young people.

### During the year, we published 77 reports on:

- 52 prisons and young offender institutions in England and Wales
- 2 prison establishments in Northern Ireland
- 7 immigration removal centres
- 9 immigration short-term holding facilities and escorts
- 1 police custody suite
- Oakhill secure training centre (jointly with Ofsted)
- the category A detainee unit at HMP Long Lartin
- the mental health of prisoners
- time out of cell
- prisoners under escort
- older prisoners
- and our revised *Expectations*.

### and contributed to joint inspectorate reports on:

- approved premises
- the case of Mr Peart/Joseph
- 2 offender management inspections
- the joint chief inspectors' review of safeguarding.

## The prison year

Full inspection reports on prisons in England and Wales made 3,293 recommendations for improvement. Ninety-seven percent of recommendations were accepted, wholly or in principle, by the National Offender Management Service (see Appendix three).

Our unannounced follow-up inspections found that, overall, 67% (1,578) of recommendations had been achieved or partially achieved (see Appendix four). This is slightly lower than last year. Local prisons again struggled, achieving only 64% of recommendations; more surprisingly, so did the two women's prisons inspected. The three training prisons and the three open prisons did much better.

There were some differentials between establishments of the same type. Notably, the two small juvenile units managed to achieve nearly 90% of recommendations, whereas the largest juvenile establishment barely achieved half.

Our reports assess each establishment against our four healthy prison tests – safety, respect, purposeful activity and resettlement – to determine whether it is performing well or reasonably well (positive assessments), or not sufficiently well or poorly (negative assessments).

The outcomes this year are, in general, encouraging, though they show some important differences. Seventy percent of the assessments made in this year's inspections across all functional types of prison were positive. This is a significant improvement on last year, when only 57% of all assessments were positive. However, last year's inspections included more large inner city local prisons and large training prisons.

We have published separately an analysis of the effect of size on our assessments, of all prisons of all types, and this shows that the single most important determinant of a positive assessment is size.

Within this year's assessments there are other interesting themes. Safety assessments as a whole were considerably better than those for prisons inspected last year (from 57% positive assessments to 69%). This was, however, strongly related to functional type. It was of some concern that neither of the dispersal prisons inspected this year was judged to be sufficiently safe, and in both safety had deteriorated since the last inspection. This reflects an increasingly complex population and should be of concern as some of these prisons face expansion. By contrast, all open, women's, young women's and foreign national prisons inspected this year were assessed positively against this test. However, only half the male young adult and juvenile establishments, and only 60% of local prisons, were assessed positively on safety.

Positive assessments on respect were also somewhat better than those for prisons inspected last year (69% against 62%). However, fewer than half of the local prisons inspected this year had positive assessments on respect, and this was in fact lower than those inspected last year (47% against 58%). In some cases, this was related specifically to poor environments; in others to poor relationships. Assessments of respect in training prisons inspected this year had, however, improved (from 53% to 63%), as they had in male young adult and juvenile establishments. Both dispersal prisons also had positive respect assessments.

Unsurprisingly, locals also scored worst on activity, with only 40% of positive assessments; though this was double the 20% in prison inspections last year. Of greater concern is the fact that barely half of training prisons were assessed positively on this core activity; even though this too was a small improvement on those inspected last year. It was good to see that all juvenile boys' establishments, and all women's prisons, inspected this year were assessed positively on activity; but disappointing that only half of young adult establishments were.

Perhaps the most surprising result is the good performance against resettlement of local prisons: 93% of assessments were positive, compared to 67% in those inspected last year. This was significantly higher than any other functional type, except for juveniles and young adults. The worst outcomes on resettlement, apart from in dispersal prisons, were in women's prisons, where only half were assessed positively, and training prisons, where only 56% were. This should be of considerable concern, given their roles and the needs of their prisoners, and may well relate to the distance from their prisoners' homes.

One year's inspection results cannot be directly compared with another's, as each represent a different tranche of the 140 prisons in England and Wales. Results need, therefore, to be treated with some caution, especially as these inspections were all carried out before the cuts to the core day took effect. But it is nevertheless commendable that at a time of considerable population pressure the prisons inspected this year were, on our measures, performing better overall than those inspected last year.

There is, still, however, some distance to go. Overall, only around a quarter of prisons holding adult men were assessed positively across all the four healthy prison tests: in other words, were performing at least reasonably well on safety, respect, purposeful activity and resettlement. Two prisons had no positive assessments at all, and six had only one out of four. Only half the women's prisons inspected scored positively across all tests. However, as last year, both of the new small units for juvenile girls did so, as did three-quarters of open prisons.



## The immigration detention year

Full inspection reports on immigration removal centres made 340 recommendations for improvement. Ninety-five percent of recommendations were accepted, wholly or in principle, by the UK Border Agency (see Appendix three).

Our unannounced follow-up inspections found that, overall, of 510 recommendations, 66% had been achieved or partially achieved (see Appendix four).

Immigration removal centres are also assessed against the four healthy establishment tests of safety, respect, purposeful activity and preparation for release or removal. They too are given positive assessments (performing well or reasonably well) or negative assessments (not performing sufficiently well or performing poorly). In inspections this year there were somewhat fewer positive assessments against safety and respect: only five of the seven IRCs inspected this year had positive assessments (71% against 80% last year). This may reflect increasing length of stay, uncertainty, and the higher proportion of ex-prisoners.

Assessments of activity had improved slightly, from 40% to 43%, but this still meant that four out of the seven centres were not doing well enough in providing activity. However, preparation for release or removal had significantly improved, with six of the seven centres, compared to only two of the five inspected last year, performing reasonably well. Only two centres, both run by the Prison Service, were performing positively across all four tests.



## Other inspection activity

Prisons inspections in Northern Ireland are carried out under the statutory authority of, and in partnership with, the Criminal Justice Inspectorate of Northern Ireland. This year's inspections were of the women's prison and the young offender centre which share the same site. Assessments of those prisons were disappointing, and almost all were negative. There were concerns about safer custody at the young offender centre, and serious concerns about activity in both establishments. We repeated the recommendation that there should be two entirely separate establishments for women and young men.

This year, the first of the new joint inspections of police custody were published. This is the beginning of an important joint activity with HM Inspectorate of Constabulary, to provide regular independent inspection of custody suites. The published inspection report, on suites in the London Borough of Southwark, showed that the requirements of the Police and Criminal Evidence Act were being rigorously implemented, but that there were weaknesses in strategic management and cleanliness of some of the accommodation. Since then, seven more such inspections have taken place and they will now become a routine part of our work.

The joint programme of inspection of offender management in prisons with HM Inspectorate of Probation proved valuable in identifying both good practice and gaps as these new arrangements were put in place (see resettlement section, page 54). Again, this will now be embedded into routine inspection practice, in the same way as our joint work with Ofsted and the Healthcare Commission.

We have participated in other joint criminal justice work during the year, including the joint thematic report on indeterminate sentences for public protection, a joint report on approved premises, work towards a thematic report on persistent and prolific offenders, and a review of the Peart/Joseph case. Finally, the joint chief inspectors' report on safeguarding, published this year, was able to raise important issues around children in immigration and prison detention.

SAFER CUSTODY

3



## Violence reduction

Prisoners' perceptions of safety in prison varied among establishments of the same functional type. In the adult male estate, there was a correlation between the size of the establishment and the proportion of prisoners who reported feeling unsafe. This was most marked in local prisons, where the larger the establishment the more prisoners were likely to report feeling unsafe. In two of the largest local prisons inspected this year – Leeds and Doncaster – feelings of safety were worse than in previous inspections, and at Leeds more prisoners reported being victimised by staff. Feelings of being unsafe were also high in the two category B prisons inspected, particularly at Rye Hill, where over half the prisoners had felt unsafe.

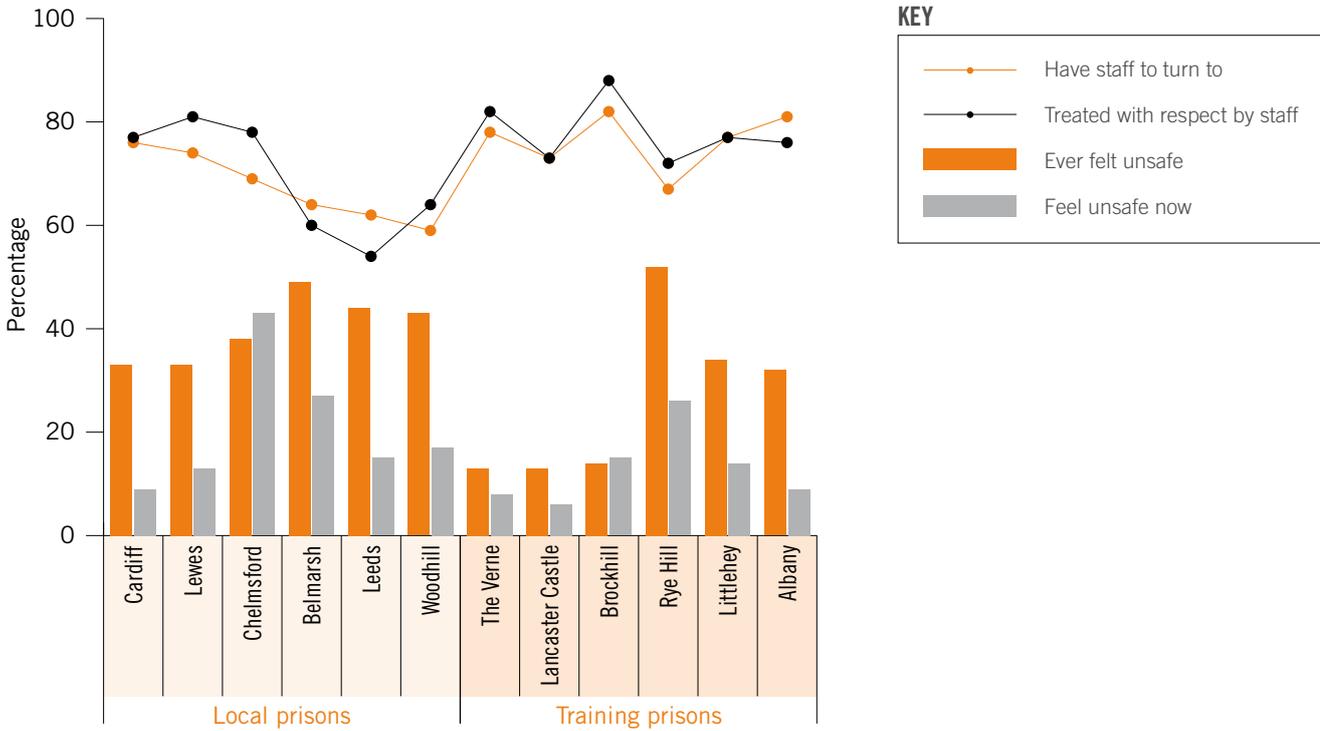
The connection between size and safety was also reflected in our overall assessments.



**Table 1: Safety assessments and size of prison**

LOCAL PRISONS (no. of prisoners)	REASONABLY WELL	NOT SUFFICIENTLY WELL
Over 1,000	1 (25%)	3
600–1,000	4 (57%)	3
400–600	3 (75%)	1
TRAINING PRISONS (no. of prisoners)	WELL/REASONABLY WELL	NOT SUFFICIENTLY WELL
600–1,000	4 (57%)	3
500–600	3 (75%)	1
Under 400	5 (100%)	0

Graph 1: Perceptions of safety and staff relationships



Evidence from prisoner surveys and in-depth safety interviews indicated that the behaviour of staff – their availability, treatment of prisoners and response to bullying – impacted on feelings of safety. Where confidence and trust in staff were weak, feelings of safety were affected and the reported levels of victimisation by both staff and prisoners were often high.

In some prisons there was also an identifiable link between feelings of safety and the availability of drugs. At Leeds, where 45% of prisoners said that it was easy to get hold of drugs, prisoners in in-depth interviews identified this as their most serious safety concern. Drugs were also a problem at some training prisons, with just under half the prisoners at Onley, Lindholme and Channings Wood saying that drugs were easy

or very easy to obtain. Channings Wood had a disproportionately high level of assaults for a category C prison, and many incidents were related to drug supply and dealing.

There were also links between bullying and the physical environment, which sometimes inhibited effective staff supervision: for example, at Channings Wood and Frankland.

Overall, governance arrangements for violence reduction had improved, although in a few prisons there was some confusion about the relationship between violence reduction committees and other more established safer custody forums. Many violence reduction committees were not collating or monitoring all indicators of violence and bullying, or, if they were, there was a lack of analysis or identification of trends to inform the violence

reduction strategy. Gaps in the investigation of unexplained injuries, lack of detail in wing observation books, underdeveloped links with security departments, lack of referrals from adjudications and even poor links with assessment, care in custody and teamwork (ACCTs) were frequently identified. Such data gaps contributed to the under-reporting of bullying incidents.

The appointment of dedicated anti-bullying and violence reduction coordinators had made a significant impact in some establishments. However, in others, a lack of support, insufficient direction, poor training and lack of dedicated hours severely impacted on their ability to effect positive change.

A safer custody manager had had responsibility for anti-bullying and violence reduction for the last four months and in this time had made a significant impact. **Male local prison**

The violence reduction coordinator was regularly cross-deployed to other duties, which she felt adversely affected her ability to be proactive. **Male local prison**

The use of anti-bullying representatives was also mixed: some did not attend committee meetings and others lacked appropriate training and governance. Proactive work, such as consultation, was not always used to inform and develop violence reduction and anti-bullying strategies: for example, some prisons had either not conducted surveys or not analysed or used the results.

Many staff lacked awareness of local strategies and procedures. As a consequence, staff did not always follow

anti-bullying procedures, or investigate all incidents of potential bullying, and strategies were inconsistently implemented. Training was rarely delivered.

Investigation into reported incidents of bullying was not consistent, and many were found to be inadequate. Follow-up was often poor, with little evidence of engagement or intervention to address the behaviour.

Staff and prisoners believed that, as monitoring was generally observational, prisoners merely stopped bullying until they were removed from the anti-bullying procedures. **Dispersal prison**

There continued to be a lack of appropriate interventions to challenge persistent bullies and address unacceptable behaviour. Courses which were available were sometimes not accredited, did not have specialist staff input or were not evaluated to ascertain their effectiveness. We found one establishment, however, which was using conflict resolution to effectively resolve and prevent the escalation of violence and problem behaviour.

Inspectors frequently commented on the lack of adequate support provided for victims of bullying: though in one establishment victims were effectively supported by a multi-disciplinary team which made referrals to other departments.

While pockets of good practice and noted improvements were found during inspections, many of our concerns mirrored those identified in last year's annual report.

## Suicide and self-harm

The number of self-inflicted deaths in prisons has decreased during our reporting period (September 2007 to August 2008): from 88 to 68. The largest proportion of deaths (around two-thirds) continued to be in local prisons, though they hold only 38% of the population, showing the heightened risks in these busy and pressured environments. However, the higher proportion of deaths in training prisons, noted last year, also continued: one in five self-inflicted deaths were in trainers. Certain groups of prisoners continued to be particularly vulnerable. Unsentenced prisoners, 16% of the population, accounted for nearly half those self-inflicted deaths; foreign nationals (16%) for a quarter; lifers and other indeterminate-sentenced prisoners (14%) for over a fifth. There was a marked increase in the proportion of self-inflicted deaths among Asian prisoners, which rose from 3% to 16%: four out of five of whom were foreign nationals.

The 2008 calendar showed an even more marked decline, and a significantly lower proportion of foreign national deaths (see table below). The differential between the two figures may reflect a continuing downward trend, or may simply be the effect of arbitrary time frames. Nonetheless, it is welcome that the rolling three-year average of self-inflicted deaths as a proportion of the prison

population, a more reliable indicator, is lower than at any time during the last two decades.

Women continue to account for a disproportionate number of self-harm incidents: they represent 5% of the prison population, but over half of all self-harm incidents. Self-harm among women is high in young women under 21, who accounted for one in five self-harm incidents. Two local women's prisons had recorded around ten incidents a day (see women's section for more information). In the male estate, local prisons accounted for around half of all self-harm incidents. However, it is not clear that there is consistent reporting of self-harm incidents: the variations between prisons of the same type are not readily explicable, and not all prisons record each individual consecutive incident separately. This makes it very difficult to analyse trends to assist effective practice.

The focus on safer custody, together with improved detoxification and mental health support, is clearly helping to mitigate the effects of rising prisoner numbers. A revised Prison Service Order contains a great deal of practical guidance, with specific sections on women, young people and those with challenging behaviour. It aims to promote individual care for prisoners.

**Table 2: Self-inflicted deaths**

	REPORTING YEAR*	2008	% of prison pop.
Unsentenced	32 (47%)	26 (43%)	16%
Foreign nationals	17 (25%)	9 (15%)	16%
Indeterminate-sentenced prisoners†	15 (22%)	10 (17%)	14%
Women	3 (4%)	1 (2%)	5%

\* September 2007 to August 2008

† Lifers and IPP prisoners

However, inspections still found gaps and deficiencies in suicide prevention work, particularly among residential staff. Most establishments had safer custody managers, but there was often insufficient dedicated facility time or cross-deployment, which left little time to improve the quality or effectiveness of suicide and self-harm procedures, and sometimes left gaps in the care of vulnerable prisoners. There was no full-time suicide prevention post in two immigration removal centres, despite a large number of ‘self-harm at risk’ forms being opened for an increasingly vulnerable population.

A recurring weakness, across all functional types, was ineffective use of the ACCT procedures, designed to provide active support to self-harming and suicidal prisoners. Staff often lacked training, reviews were rarely multi-disciplinary, and had little involvement from personal officers or key workers, care plans were too often formulaic, and entries evidenced little engagement. There were exceptions, however, and some establishments had robust and well-supported procedures in place.

Examination of ACCT documents revealed few or minimal interactions with prisoners; poor observations by staff, reviews which did not cover all issues of concern for the prisoner, and care maps that were of limited value. **Male local prison**

The overall quality of ACCT documents was good, with detailed assessments, care plans and reviews, and written observations were relevant and detailed. Some examples of positive steps in care plans included the involvement of family members in support of the prisoner, exploring resettlement issues, and referrals for bereavement counselling. **Male training prison**

However, ACCT procedures alone do not create a safe environment. As inspection and other reports have often shown, it is the whole environment – including relationships and activities – that contributes to wellbeing. It was noticeable that at Chelmsford, with six self-inflicted deaths since the beginning of 2007, a third of the population were unemployed and around 40% of all prisoners had felt unsafe. Similarly, at Leeds, with 12 self-inflicted deaths between August 2005 and December 2007, there were poor relationships, many prisoners were locked in their cells for up to 22 hours, and 44% of prisoners had felt unsafe.

Too many establishments were still routinely using strip conditions, and in some cases a body belt, as a response to self-harm: a defensive and reactive approach that did not address underlying problems, either in the prison or for individual prisoners. This had continued despite guidance in the new Prison Service Order.

Prisoners in healthcare were routinely placed in strip clothing solely to prevent acts of self-harm. Prisoners under constant observation were regularly observed on CCTV, rather than being engaged with and supported.

**Male local prison**

The first seven days in an establishment remained the riskiest time, accounting for 15% of self-inflicted deaths: a smaller proportion than last year, but more than in 2005–06. Procedures in the early days have improved in many prisons.

The first night centre provided a safe environment where new prisoners were able to engage with staff and prisoner peer support workers. It was described by one member of staff as ‘a buffer zone where prisoners could find out about prison life and build relationships with staff.’ **Male local prison**

However, inspection reports still referred to prisoners missing out on important first night support by being placed outside designated first night accommodation, in other areas of the prison, due to population pressures. They could sometimes be alongside prisoners on anti-bullying measures or with complex needs.

There were problems with access to Listener peer support or the Samaritans in a number of establishments, particularly at night. Procedures for emergencies were not always clear and staff were not always issued with anti-ligature knives and cell keys to enable them to enter cells in an emergency.

We were disappointed to find that, as in last year’s report, some prisons had failed to learn from deaths or near-deaths, despite recommendations from inspection reports and Prison and Probation Ombudsman investigations. It was of particular concern that in one establishment, where previous inspection and death in custody reports had recommended placing a Listener in reception, this had still not been done by the time of the next inspection: and of even greater concern when, in spite of assurances, there was still not a Listener in place four months later when a young man killed himself shortly after reception.

In some places, however, there was a much more active approach. Review meetings were held in a number of establishments, often chaired by the Governor, or multidisciplinary working parties were tasked with updating and monitoring progress against recommendations made.

Since 2005, eight prisoners had died in the establishment. Recommendations arising from the Prison and Probation Ombudsman were put into action plans, and the Governor chaired regular meetings to review progress. The associated clinical reviews were monitored by health service managers. **Local prison**

Changes are taking place in the mechanisms for information sharing and high-level governance of deaths in custody. The safer custody group is now producing a ‘Learning Lessons’ bulletin, providing case examples to all prisons to help improve their local policies and practices.

There are currently two groups – the ministerial round table on suicides in prisons, immigration detention and approved premises, and a wider advisory group, covering all kinds of deaths in all custodial settings. Following a report on these arrangements, there will now be a ministerial council on deaths in custody, an advisory panel with an independent chair, and a practitioner and stakeholder group. The exchange of information between agencies, to identify best practice and the gaps through which individuals can fall, needs to be a crucial part of these new arrangements.

## Segregation and use of force

Nearly all establishments have segregation units. The relevant Prison Service Order has been revised to encourage additional support and care for difficult to manage prisoners, particularly those in long-term segregation. Nine prisons inspected this year had re-named these care and support, or care and separation, units, to reflect this change of approach. However, in practice, these usually appeared to be segregation units by another name.

Crucially there is little, if any, specialist training for those working in these units to help deal with challenging and often vulnerable prisoners: such as mental health training, conflict management and pro-social modelling. As a consequence, staff have to manage some of the most difficult prisoners without the acquired skills to do so.

Segregation units offered some of the poorest facilities and accommodation: particularly austere exercise areas, special cells in poor condition, and cells that were badly maintained. Regime provision was generally poor – with the notable exception of Feltham – even in many of those renamed care and support or separation units.

Most units had a limited approach to care planning for prisoners in segregation, with target setting, even for prisoners segregated for extended periods, focusing on behaviour on the unit. There were only a few instances of effective targets promoting reintegration to normal location.

Care management plans had been opened for all prisoners segregated under good order or discipline. Behavioural issues were identified, and improvement targets were set and monitored each week in direct consultation with the prisoner. Prisoners were also allowed access to written reports concerning their segregation, including the entries in their personal files. **Male local prison**

Segregated prisoners spent nearly all their time locked in their cells with nothing to do. They were not offered any education or work activities, and there were no formal integration plans to help them return to the mainstream prison... They did not have ongoing care plans and there was little information to show that progress in their behaviour and circumstances was monitored.

**Male training prison**

A majority of prisons were still strip-searching prisoners routinely on entry to segregation, though this is gradually being replaced by searching levels based on risk assessment.

The report on the category A detainee unit at Long Lartin showed the consequences for wellbeing of small group isolation (see section on race and religion).



The sections on children and young people, young adults and women record inspection findings on the use of force for these populations, and the continuing relatively high levels of use for young prisoners.

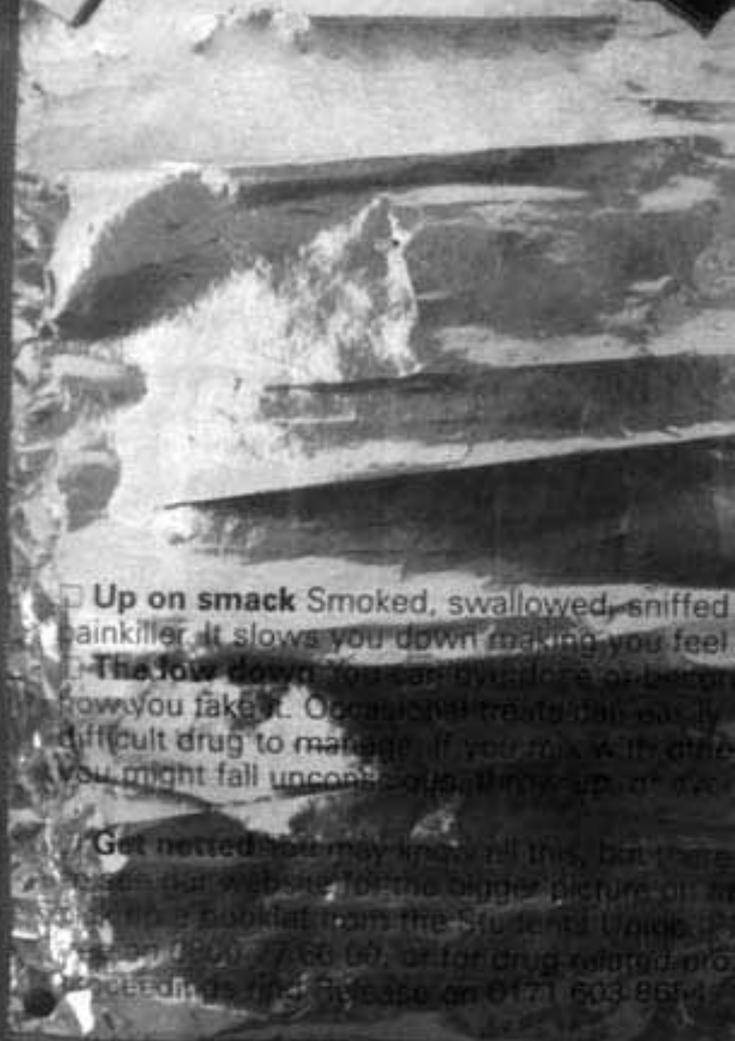
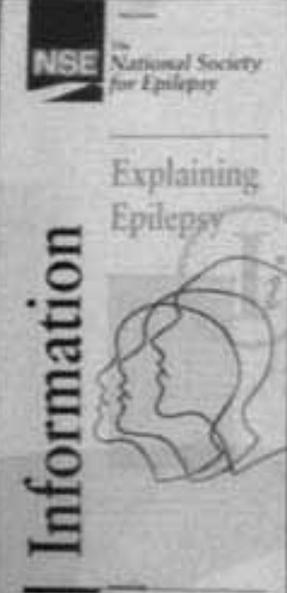
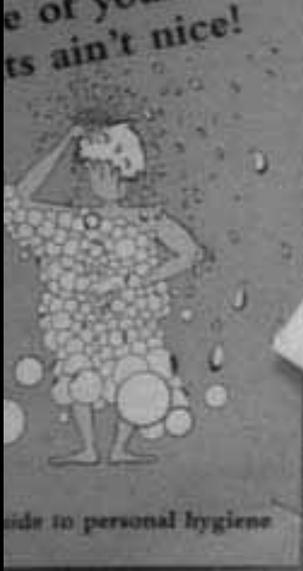
There were also some disturbing trends, and individual instances, in some adult male prisons. Use of force in general had declined in seven out of the nine local prisons we inspected, but in the other two it had significantly increased, without any analysis of trends, and insufficient quality assurance of the paperwork. One prison had used the bodybelt four times in six months and another had used it three times as a measure to prevent self-harm (see also the suicide and self-harm section).

The highest levels of use of force per 100 of the population in local prisons (outside the high security estate) tended to be in larger prisons of around 1,000 prisoners; conversely, smaller prisons, with populations of under 750, were likely to use force less. The two prisons which defied these trends were Altcourse, a large prison with relatively low levels of force, where staff-prisoner relationships were good, and Chelmsford, a medium-sized prison with poor staff-prisoner relationships and high levels of force.

Again, in general, larger training prisons (with populations of over 600) had the highest proportional incidence of use of force: use was highest of all at Onley, where both relationships and activities were poor. Smaller training prisons also had better governance and trend analysis, and more evidence of de-escalation. In larger training prisons there was very little analysis and insufficient monitoring of incidents. Of particular concern was the fact that some

investigations were weak or did not occur at all. In one prison in particular, we found that the use of force had escalated, and that on a small but significant number of occasions it was neither proportionate nor a last resort. One extreme incident, where a prisoner had been punched twice by an officer, was only investigated after inspectors brought it to the attention of senior managers within the Prison Service.

It is of concern that use of force appears to be increasing in larger, more pressured establishments, and extreme forms of restraint are being used on some of the most vulnerable prisoners. This underlines the importance of more positive measures to monitor and deal with violence. It also shows the need for robust governance and analysis, focused on establishing the necessity and proportionality of each intervention, and encouraging de-escalation as a means of ensuring that force is, indeed, the last resort.



## Healthcare

Inspections of healthcare benefit from effective partnership and working relationships with other bodies. Our own healthcare team is supplemented by inspectors from the Royal Pharmaceutical Society of Great Britain and the Business Services Authority (Dental Services Division). In addition, we have developed protocols with the Healthcare Commission and its equivalents in Wales and Northern Ireland – the Healthcare Inspectorate for Wales, and the Regulation and Quality Improvement Authority. There is also regular liaison with Offender Health at the Department of Health.

Custodial establishments have benefited from these joint working practices, as they minimise the burden of inspection, while ensuring effective inspection of healthcare services in prisons, and promoting continuity of health and social care on release.

Inspections this year continue to record a general improvement in prison healthcare. However, there is still a concern over the effects of NHS commissioning and consequently the extent of engagement and support from primary care trusts (PCTs). A number of prisons are not included in local area agreements and, in a smaller number of cases, there was not a PCT commissioning strategy for prison healthcare. There is a specific issue with private prisons, which are not included in NHS commissioning arrangements or currently regulated by the Healthcare Commission.

Limited engagement by PCTs particularly affected health needs assessments, which are crucial to ensuring that services and staffing levels match need.

The PCT did not appear to be fully engaged with the prison, and there was no specific commissioning strategy for the establishment, nor had there been a recent health needs assessment. There was no health needs analysis or prison health development plan to inform services, and membership of the Prison Health Partnership Board was small, with limited representation from the PCT.

**Male training prison**

The prison had both a health needs assessment (dated December 2005) and a health delivery plan for the period 2004–07 (most recently updated in August 2005), both of which had been jointly developed between the prison and the previous PCT. **Male training prison**

In addition, a number of PCTs had not carried out reviews of their healthcare staff mix to ensure that this was appropriate for the future needs of prisoners. Staff shortages sometimes meant that there were not enough trained staff on duty to provide safe cover for patients. A joint consultation paper, *Improving health, supporting justice*, was published by the Departments of Health and Children, Families and Schools, the Ministry of Justice, the Youth Justice Board and the Home Office. It noted that the variability of care in prison causes difficulties in delivering integrated care, particularly when a patient is released from prison or referred to another organisation.

Inspections continued to highlight the lack of triage algorithms to ensure consistency and quality of care; disappointingly, this was often a recommendation made at a previous inspection which had not been achieved.

A second recommendation which too often had to be repeated was that healthcare beds should not be part of the prison's certified normal accommodation, and should not therefore be used for those with no clinical need for inpatient care.

Arrangements for prisoners to attend outside hospitals, within the recommended 18 weeks from referral, were also variable. Sometimes appointments were cancelled because of the unavailability of escort staff, but in other cases systems were simply not robust enough to identify the problem. In one prison, we found that one in five appointments had been cancelled or rearranged.

A number of inspection reports pointed to the need for greater consultation with prisoners to inform and further develop healthcare services. Our surveys indicated a wide range of views in relation to the quality of healthcare, with women's prisons reporting the greatest satisfaction with care (62% of prisoners surveyed felt that the quality was good or very good), compared with only 28% of prisoners in dispersals.

Healthcare application processes were a concern in a number of establishments. Some lacked confidentiality, while others were unclear or poorly managed. In some cases, prisoners lacked confidence in the system, seeing it as a barrier rather than a route to access. In one case, it took two weeks for applications to reach the healthcare service. However, inspections also found some innovative approaches, such as a freephone line for appointments and queries, dedicated healthcare postal boxes, and response slips that were immediately posted to prisoners following receipt of an application.

The quality of record keeping was variable and sometimes did not conform to professional guidelines. We found examples of records that were difficult to decipher and entries where it was not possible to identify the author.

As reported in our thematic review on older prisoners, few establishments had a designated nurse for older prisoners. Though some PCTs had made links with local services for the provision of occupational therapy equipment, this was not the case in other prisons, and necessary aids, and correct advice about them, were not available.

However, in our surveys, responses from older prisoners were positive about their experiences of healthcare in both the male and female estate. As our follow-up thematic review found, however, this was often because services for older prisoners depended too much on healthcare alone.

At two male training prisons, we were disappointed to note that disability and mobility problems were generally seen as healthcare issues, so there was no integrated or multidisciplinary working to support independent living for older prisoners.

*Older prisoners in England and Wales,  
A follow-up to the 2004 Inspectorate thematic review, 2008*

Inspections indicated a paucity of health information in different languages, so that prisoners unable to communicate effectively in English were less able to obtain health information or access health services. Of particular concern was the use of prisoners or detainees to translate for others. This has implications for confidentiality as well as raising issues about the quality of information being passed on by such informal arrangements.

Mental health provision has improved but, as our mental health thematic review found, it is often insufficient to meet the need. The work of mental health in-reach teams provided support for those with severe and enduring mental health problems. Those patients were subject to the care programme approach, which usually meant that there were links with community services on release, although links with out of area services were more difficult.

However, primary mental health services were too often limited, or lacking. In half of male local and training prisons inspected, and in all the women's prisons, primary mental healthcare was non-existent or inadequate. Given the prevalence of depression and anxiety, particularly among women, this was a serious gap.

There was no formal primary mental service or any day care services for those less able to cope on the houseblocks.  
**Women's local prison**

The primary care service was underdeveloped, and needed urgently to be improved. Some RMNs were employed in general healthcare as they could not yet be spared to concentrate full-time on mental health work.  
**Male local prison**

Inspections also too often found a lack of cohesive working between the teams delivering primary and acute care; and sometimes between healthcare as a whole and the rest of the prison.

All mental health referrals had to come through the GP, and there were no multidisciplinary team meetings. There was no cohesive working between the primary and secondary providers.

**Male training prison**

The management of prisoners with mental health needs by one cohesive mental health team ensured continuity of care for all prisoners. The team was committed and thorough in its work and prisoners benefited from the excellent leadership displayed by the lead consultant psychiatrist.  
**Male local prison**

Inspections still identified some difficulties and delays in ensuring that prisoners were assessed and transferred expeditiously to NHS facilities, where needed.

Our mental health thematic review stressed the need for a comprehensive approach, including the use of diversion from prison, and the strengthening of provision outside prison. Following the thematic, Lord Bradley was asked to undertake a review of health and social care services for people subject to the criminal justice system. This review is due to report at the turn of the year.

As a result of the strengthened governance arrangements within health and social care settings following the Shipman Inquiry, there has been greater focus on the safe, efficient and effective management and use of controlled drugs. The Inspectorate has strengthened its working arrangements with the Royal Pharmaceutical Society of Great Britain, which now also undertakes the inspection of the handling of controlled drugs within establishments.

Inspections found similar weaknesses in pharmaceutical practice as in previous years. They included administration times for medication that were driven by the prison regime, rather than the clinical need of the patient, variable use of risk assessments for those with medication in possession, inconsistent prescription of in-possession medication, unlabelled dosage (contravening the Medicines Act labelling requirements) and secondary dispensing. High levels of opiate-based medications were also identified as a problem in some prisons, with a consequent risk of bullying.

Dentistry continued to improve in most establishments. However, inspectors often found a lack of emergency dental treatment out of hours and little or no oral health promotion. In our surveys, prisoners across functional types reported dissatisfaction with access to a dentist (levels of satisfaction across all kinds of prison were below 25%).

It was much rarer than in previous years to find unacceptably long waiting lists, though there were some: in one local prison, there was a six-month delay, which, given the short stays of most prisoners, was likely to prevent most having any access to the service.



## Substance use

This year's inspection reports show a varied picture in relation to clinical management, service provision and programmes for substance misuse. There has been an overall improvement and increased flexibility in the treatment of opiate-dependent prisoners. However, as predicted in last year's annual report, there were large gaps between prisons implementing the integrated drug treatment system (IDTS), designed to bring treatment in line with that in the community, and those awaiting funding, many of them category B and C training prisons.

Where IDTS was being implemented, we found early, flexible treatment with dedicated stabilisation wings and dedicated staff. However, there were some concerns over the level of structured support for prisoners during and post-detoxification, with only around half of IDTS prisons being resourced for enhanced counselling, referral, assessment and throughcare (CARATs) services. Some prisons not funded under IDTS were found to be implementing clinical aspects of the model, but most had inadequate prescribing, limited treatment options and insufficient specialist staff. It is welcome that IDTS is now to be rolled out at an additional 38 prisons, although there is still no agreed funding for enhanced CARAT services to provide structured psychosocial support.

There were inconsistencies in the work carried out by CARATs teams. Some teams offered little intervention, and had shortcomings in managing caseloads and care plans. In one prison, we noted 'serious shortcomings in advertising CARATs, prioritising and managing caseloads, and in service development. Care plans were often of poor quality or non-existent.'

On the other hand, some teams had developed very good throughcare links with local drug intervention programmes, though post-release support was harder if prisons covered a large catchment area. Teams that had been provided with funding for enhanced services were able to increase staffing levels, offer short IDTS group work modules and provide weekend and evening cover.

Excellent links had been established with the local drug intervention project to facilitate prisoners' throughcare. Prison link workers, a drug and alcohol counsellor, and volunteer mentors focused on release planning.

**Male local prison**

Some drug intervention programmes did not accept young adults who used alcohol or cannabis problematically – this was described as a 'postcode lottery'.

**Young offender institution**

There are 136 drug treatment programmes running in England and Wales. Audits show that the majority of programmes are well managed and delivered, though throughcare and continuity consistently score the lowest. There has still been little evaluation of the widely-run short duration and P-ASRO programmes.

Inspections found that programmes did not always match the needs of the population, and pressure to achieve key performance targets, together with difficulties in transferring prisoners, resulted in too many prisoners undertaking programmes not suited to meet their assessed need. Some expensive and specialised resources, such as therapeutic communities and the 12-step

programme, struggled to attract sufficient numbers. Bullingdon was an example of a prison with a comprehensive range of interventions; however, at one category B private prison, there were no accredited drug or alcohol programmes.

Less than a third of prisoners in surveys carried out in local, high security and women's prisons reported that they felt their drug or alcohol programme would help them on release. We agree with the findings of the *Review of Prison-Based Drug Treatment Funding* report by PricewaterhouseCoopers (2007), that there is a need for evaluations to be carried out on care pathways and provision strategies, particularly in relation to the efficacy of some drug treatment programmes.

Inspections continued to point to two major weaknesses in substance misuse work: the need to strengthen mental health links, and the serious inadequacy of alcohol-related work. The Inspectorate's recent mental health thematic stressed the links between substance misuse and mental health problems, noting that though 70% of mental health in-reach team clients had substance misuse needs, only around one in ten teams had a specialist dual diagnosis service. This included teams in women's prisons.

Mental health problems were both obscured and exacerbated by drug taking, yet little psychosocial or mental health support was offered to those withdrawing from drugs; only 43% said they were given any emotional support, usually from CARATs rather than healthcare.

*The mental health of prisoners,*  
Inspectorate thematic review, 2007

Equally, care coordination between CARAT teams and health services was often inadequate; though in some establishments – including Feltham, Doncaster, Belmarsh and Drake Hall – inspections were able to point to good joint work.

Most CARAT contracts continue to exclude ongoing work with primary alcohol users – despite all the evidence that this is a growing problem in prisons, as in society. In our surveys, nearly one in five of the men entering local prisons admitted to having an alcohol problem. Yet the level of alcohol use was not properly assessed in many prisons. Though some prisons had appointed dedicated alcohol workers, provision across the estate remained variable, with most prisons failing to have a specific alcohol strategy. It was disappointing that the new drug strategy, *Drugs: protecting families and communities*, again failed to address the gap in services for problem drinkers.

Reducing the supply of drugs in prisons remains a challenge, especially in prisons with large perimeters. In local and high security prisons, inspection surveys showed that over a third of prisoners reported that it was easy to access drugs in prison – and in some it was nearer a half. Random mandatory drug testing can only provide an indication of use, and, as last year, some prisons were found to manipulate these figures by excluding those prisoners who were subject to suspicion or frequent tests because they were considered most likely to use drugs. Other prisons did not disaggregate test results, disguising heavy usage in some areas.

Targeted testing, of those suspected of drug use, was a much more focused approach, but was too often underused because of scarce resources.

There were often regular gaps in testing and weekend testing was rare. Prisoners could exploit this predictable pattern. Few requested target tests were done.

**Training prison**

The Inspectorate has frequently referred to the fact that positive results for buprenorphine (Subutex), are not included in prisons' reported mandatory drug testing rates, even though it was the most misused drug in 11 prisons inspected, ten of them in the north-east. The eventual release of the prison drugs strategy team's survey of buprenorphine abuse in prisons revealed the extent and importance of this gap, showing that it is the third most misused drug in prisons.

The Blakey report, *Disrupting the supply of illicit drugs into prisons*, produced for the National Offender Management Service (NOMS) stressed the need for an integrated intelligence system. Security measures, however, need to be balanced with effective measures to reduce demand, to take account of the resettlement needs of prisoners and their families, and to ensure that there are robust systems to tackle staff corruption.

Some prisons still failed to distinguish between voluntary drug testing (VDT) and compliance, and the remits of VDT units were often unclear and inconsistent.

Provision for young people (15–18) in custody had improved considerably with the development of the young people's

substance misuse services, offering comprehensive support. The national clinical management guidelines for children and young people are still in draft form, but treatment has already improved in some establishments.

The young people's substance misuse service engaged with every young person. Each one was assessed and allocated to a four-tier system, with those requiring the most contact in tier four.

**Young offender institution**

However, inspection reports pointed to the need for dedicated treatment units for young people in split sites and for more consistency in rehabilitation and aftercare provision in the community. In addition, the practice of routine strip-searching of children and young people as part of mandatory drug testing continued, though this was being re-examined as part of a national review into use of force and strip-searching.

Services to meet the specialist needs of young adults are much less well-developed and consistent: in one such establishment we found that there were no specialist staff, no dedicated unit and no structured support.

It is clear that substance misuse work in prison is expanding and developing, but services are still inconsistent and often without sufficient structured psychosocial support. In spite of the aim of the government's new drug strategy – to provide a consistent minimum standard of clinical treatment – too many prisoners still face a postcode lottery. Moreover, the growing salience of alcohol as both a health and a criminogenic problem is not yet reflected in national or local substance misuse strategies.



## Race and religion

Following the Inspectorate's thematic report on race, and the Commission for Racial Equality's inquiry, inspections are finding that there are better and more robust structures in place for the governance of race equality. However, it remains the case that perceptions of black and minority ethnic prisoners about their prison experience are far poorer than those of their white counterparts.

This was particularly evident at Leeds, a prison with a history of poor race relations, where, in spite of excellent structures with the involvement of independent agencies, black and minority ethnic and Muslim prisoners had much worse perceptions, particularly in relation to safety and victimisation. We concluded that there was some way to go to effect real cultural change.

Most prisons had strong senior management leads on race equality, with active and multi-disciplinary race equality action teams, but it was disappointing to find a few prisons which still did not give a high priority to race equality. Most race equality officer posts were full-time, though in many cases they included other responsibilities; in other prisons there was a lack of training, a clear job description, or time. Prisons that were performing well tended to be better resourced, either because of their size or role, and to have full diversity teams with several full-time staff.

There was a dedicated race equality officer. With 35 hours a week, the post was stretched as there was only ad hoc cover, and the role also included day-to-day work with foreign national prisoners. Designated residential staff acted as deputy race relations officers, but had not been trained and did not have any allocated time for the work. A number of racist incident report forms were signed off without comment.

**Male local prison**

The team was well resourced, with a full-time diversity manager, a full-time race equality officer and four assistant race equality officers. Additional hours were planned for race equality duties. There was detailed documentation of all complaints investigations, which had terms of reference written by the governor. **Women's prison**

The overall standard of investigations into racist incident complaints remained variable, mainly as result of the lack of training and feedback. As a result, investigations were often brief and inconclusive. There was frequently no feedback from complainants, and complaints were sometimes dismissed without contact with the complainant; consequently there was little prisoner confidence in the system.

It was encouraging to see that more prisons had external scrutiny of their racist incident complaints, ranging from a team of external specialist observers to members of the Independent Monitoring Board. The involvement of external bodies was often hindered by the location of the prison, or a lack of funding or time for them to come

into the prison. A major gap in almost all prisons was the lack of interventions for those involved in racist behaviour. The use of mediation schemes was limited, or had been discontinued due to resource issues.

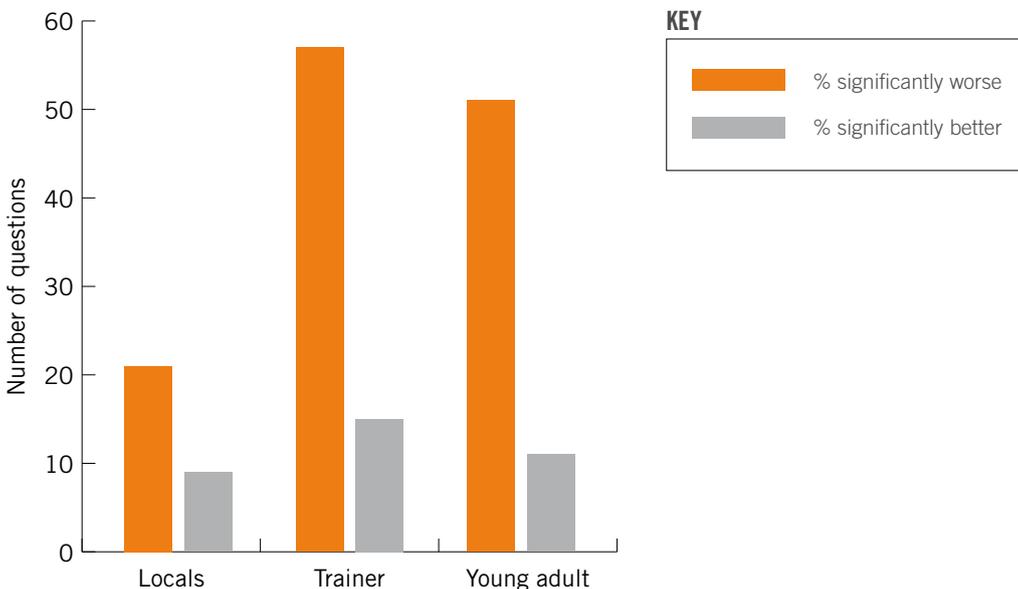
The role of prisoner race equality representatives was developing. In the best cases, representatives were full-time, paid and supported by the race equality officer. Most had regular input into the race equality action team (REAT) meetings. However, less often, representatives said that their roles were tokenistic and they had poor contact with the REAT.

Despite improvements in governance, our survey results continued to show poorer perceptions of prison life among black and minority ethnic prisoners. It was disappointing that there had been little change in these comparatively negative perceptions over the last three years, with over half of responses from black

and minority ethnic prisoners remaining more negative than those of their white counterparts.

In relation to 12 key questions about safety and relationships with staff, perceptions in all kinds of prisons (except the two specifically for foreign nationals) were noticeably worse than those of white prisoners (see Appendix six). However, it was also noticeable that perceptions in general were most negative in training prisons, where 97 out of 170 responses from black and minority ethnic prisoners were worse than those of white prisoners. This may indicate a lack of cultural awareness in prisons that are often a considerable distance from prisoners' homes. While the responses from black and minority ethnic prisoners had deteriorated in training prisons since last year, this trend was reversed in locals, where 21% of responses from black and minority ethnic prisoners were significantly worse than those of white prisoners this year, compared with 59% last year.

**Graph 2: Black and minority ethnic survey responses compared to those of white respondents**



Sixty-five percent of staff had received diversity training but many black and minority ethnic prisoners described some staff and prisoners as culturally unaware. Minutes of the prisoner diversity representatives' meeting with the race equality officer recorded the 'issue of inappropriate terminology and humour by staff and prisoners'.

Male training prison

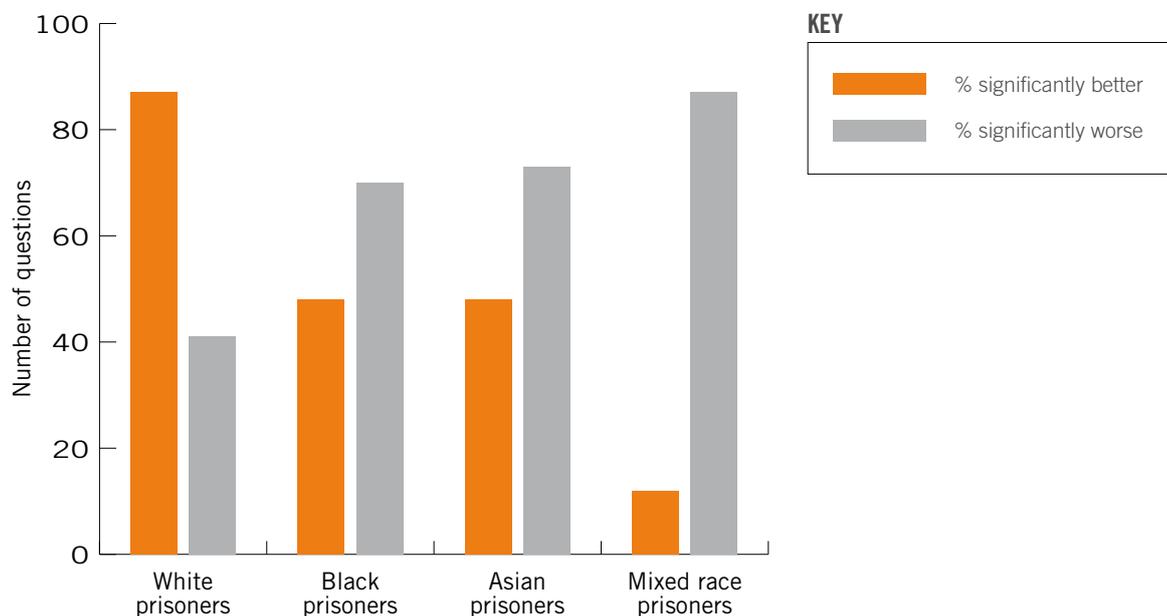
Importantly, there were wide variations in perceptions within the black and minority ethnic population. Asian and mixed-race prisoners reported more negatively across most areas of prison life than white or black prisoners. Asian prisoners were particularly negative about safety and victimisation by other prisoners. Mixed-race prisoners, perhaps surprisingly, were more negative than any other ethnic group in response to questions about relationships with, and support from, staff. This is a new finding, which deserves more investigation.

On inspections, we tended to find that race monitoring systems were not identifying trends, particularly the overlap between race and religion. One group whose needs were consistently not noted or met was the travelling community, even in prisons where there were significant numbers of travellers, Full Sutton being a notable exception.

The perceptions of Muslim prisoners continued to be significantly worse than those of non-Muslims across all healthy prison areas. As a group, Muslim prisoners were more likely to be foreign nationals, to have English as a second language, and to be in prison for the first time.

As with race, Muslim prisoners' negative perceptions of prison life were particularly marked in training prisons, where they reported more negatively to 93 out of 170 questions. Overall, just under a quarter of Muslim prisoners said that they felt unsafe, and over a third that they had

Graph 3: Survey responses by ethnicity



been victimised by staff: both significantly higher than the findings for non-Muslims (see Appendix six). Muslim prisoners were also more likely to report that they had been physically restrained or had spent time in segregation. In only one establishment, Buckley Hall, did we find a positive commitment to consultation and a willingness to listen to prisoners, by holding presentations on ethnicity, or discussion groups to understand and tackle the underlying causes of the negative perceptions held by Muslims.

Sensitivities around religion were particularly complicated and troubling in high security prisons, where there was a relatively small number of prisoners remanded or convicted of terrorist charges. It was not evident that staff were able to identify or react appropriately to areas of concern among Muslim prisoners as a whole, and the distance and distrust between staff and those prisoners was marked. In general within the prison system, training for staff in dealing with Muslim prisoners is underdeveloped, focusing either on generic diversity or on religious extremism. This leaves frontline staff ill-equipped to deal with the sensitive issues posed by a complex population.

It was not apparent that all staff understood the complexities within and around their Muslim population, or were able to establish effective and appropriate relationships with them. This is something that requires attention throughout the Prison Service.

**Male local prison**

An inspection of the specialist unit at Long Lartin, holding detainees suspected of involvement in international terrorism, took place during the year. This found that the

balance between security and care was, in general, properly struck. However, it noted the particular problems caused by the uniquely isolated position of these detainees. It called for clear operating standards for this specific and specialised task, and for more training and support for staff working on the unit and in the main prison. It also identified deficiencies in mental healthcare and support, even though funds had been allocated for this purpose.

That report noted the important, but sensitive role of the Muslim chaplain, and the need to support his role, and that of Muslim chaplains generally within the high security estate. Among prisons in general, it is a credit to increased awareness, and the work of the chaplaincy teams, that Muslim prisoners were more likely than non-Muslims to believe that their religious beliefs were respected and that they could speak to a religious leader.

In most prisons, Muslim chaplains were well integrated in faith provision; providing pastoral care and carrying out statutory duties. Most prisons had proper arrangements in place for Muslim worship and ensured that religious sensitivities were observed. There were still, however, some prisons without the regular services of a Muslim chaplain, or where facilities for worship were too small for the Muslim population. Inspections pointed to the need to deploy the skills of Muslim chaplains more effectively: for example, they could play a role in improving the cultural awareness of staff and prisoners by becoming more involved in training.

In general, however, it is clear that Muslim prisoners' perception of day-to-day life in prisons is troubling and their experience of custody is likely to be a negative one.

## Foreign nationals

This year, inspections recorded faltering progress towards equitable provision for foreign nationals in prisons. The lack of a national policy and auditable standards meant that few prisons were meeting the need, and even they relied largely on motivated individuals, not sustainable structures.

Allied to this was the uncertainty associated with the threat of deportation. Though there was greater UK Border Agency (UKBA) presence in prisons, there were still cases of prolonged detention, and a lack of information about the progress and likely outcome of cases.

It is particularly concerning that 25% of self-inflicted deaths during our reporting year were of foreign nationals (though there was a smaller proportion –16% – during the calendar year 2008). Eighty percent of them were nationals of non-EEA countries, and therefore liable to be deported; this had risen from around 50% in the late 1990s.

Except for the exclusively foreign national prisons, Bullwood Hall and Canterbury, only two-thirds of prisons which underwent full inspections had a foreign national policy. This often focused on family contact, immigration and language, as recommended in our thematic report. However, only one in ten were implementing these policies well, while a third had not implemented them at all. Only a minority of prisons had foreign national coordinators with dedicated facility time for the role, foreign national peer supporters or orderlies, or foreign national groups to identify need and provide effective support and information exchange. Very few had all three.

There was a well-developed policy to meet the needs of foreign prisoners, which was managed by a dedicated foreign nationals committee. Some knowledgeable prison officer coordinators assisted foreign prisoners, and prisoner representatives were well supported. All foreign prisoners, just under 16% of the population, were invited to the monthly foreign nationals committee, and there were regular immigration surgeries.

**Male training prison**

The foreign national policy was basic and there was no foreign national committee. The foreign national liaison officer was untrained and had no dedicated time. There were no regular groups for prisoners and telephone interpreting services were used only occasionally.

**Male training prison**

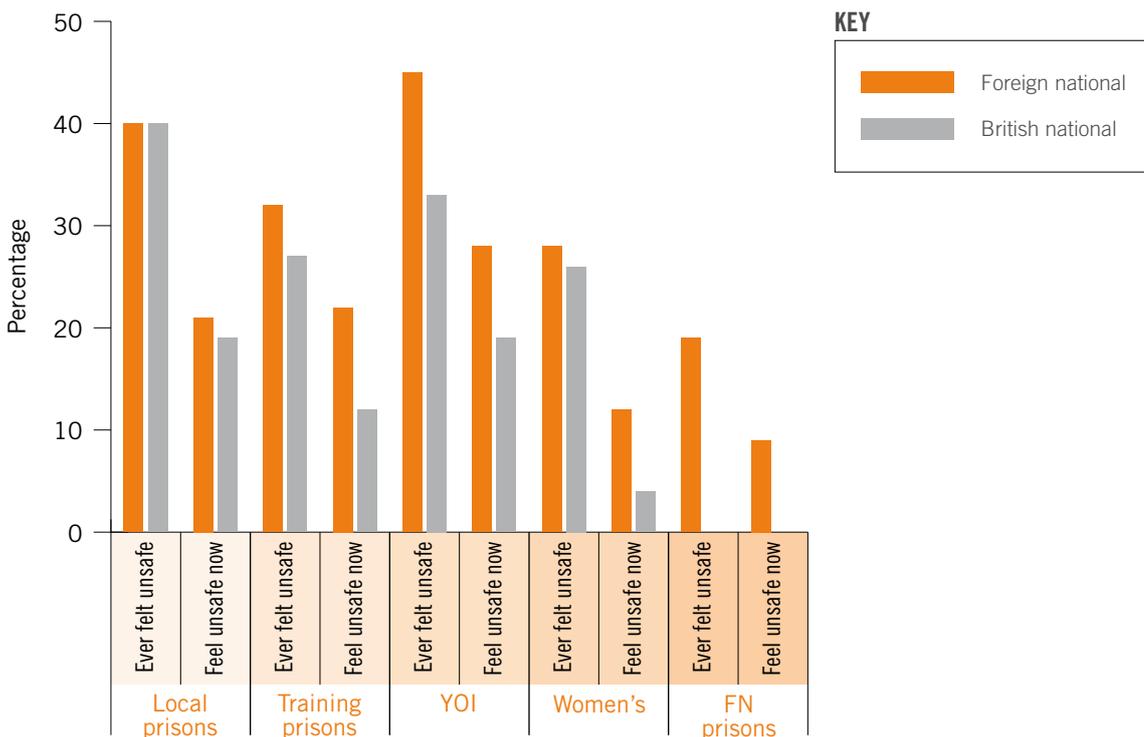
Some progress had been made to provide information for prisoners who spoke little English, through the use of multilingual touch screens and better availability and distribution of translations. However, there was still a marked under-use of interpretation services. Of serious concern were the examples we found of prisoners signing legal papers without understanding them, and other prisoners being used to translate sensitive and confidential information, such as assessments for those at risk of harm.

Inspection surveys showed that foreign nationals reported significantly worse experiences of prison life across a range of areas. They were more likely to feel unsafe, particularly in training prisons and young offender institutions, although this was much less the case in the two dedicated foreign national prisons.

Surveys also suggested problems in relation to language and isolation: fewer foreign nationals felt that they were treated fairly in relation to the incentives scheme and, significantly in terms of the heightened suicide risk, fewer said that they could speak with prisoner Listeners when they wanted to. Foreign nationals were also less likely to know where to go for help with resettlement issues such as accommodation, finances and continuing education.

The two dedicated foreign national prisons, inspected during the year, were much more attuned to foreign nationals' specific needs. Both had drawn heavily on the Inspectorate's expectations and foreign nationals thematic review to structure their approach, rather than any guidance provided by the National Offender Management Service (NOMS). They were performing well on safety, and had effective policies and good relationships. However, even in those prisons, resettlement provision was a key weakness, even though in practice a substantial number of prisoners – nearly one in five – were released into the community. Both prisons needed more systematic help. There had been no specific guidance or support from NOMS, and the prisons had not carried out internal resettlement needs analyses to inform and drive progress.

Graph 4: Nationality comparison – safety



This reflected a more general problem across the prison estate. The overall approach to resettlement lacked coherence and clarity in relation to a complex population. The lack of certainty about immigration status impeded effective planning and provision: offender managers often did not know until the very last stages of a sentence whether someone was to be deported. In women's prisons, Hibiscus, the non-governmental organisation, carried out some very useful work, although in one prison the worker was not consulted or involved in the development of services.

There is no reliable central record of the length of immigration detention after sentence expiry. Inspectors came across some examples of lengthy detention: 18 months in one case. There was evidence of continuing late notification from UKBA, leading to unnecessary detention, distress among prisoners and staff and difficulties in resettlement.

In six of the seven cases [of detention], the authority to detain notification had been received only days before the prisoner's release. Not surprisingly, this created much anger and frustration for the prisoners concerned and the staff working with them. Young offender institution

Very few prisons had links with independent immigration advice agencies and, where they existed, appropriate referrals were not always made to ensure best use of these services. The importance of experienced, capable administrative teams to manage paperwork and maintain contact with UKBA staff was evident in a number of prisons: conversely, the lack of an experienced clerk added to foreign nationals' confusion and distress.

There is still much to do across the prison estate to provide more systematic support structures to deal with the complex needs of this increasingly vulnerable population. This should be a priority both for NOMS and for UKBA.



## Disability and age

In our surveys, one in six prisoners identified themselves as having a disability. Yet the provision for, and care of, disabled prisoners remains patchy and inconsistent. Many prisons did not have a disability policy, and it was rare to find any form of needs analysis or consultation with prisoners to help establishments to carry out their duties under the Disability Discrimination Act (DDA). The lack of dedicated facility time, training and support for disability liaison officers was endemic. In most establishments, disability was primarily seen as a healthcare issue.

Prisoners were questioned by health services staff in the admissions building about any disability problems, but this information was placed on the inmate medical record and not shared with residential staff. Staff on the units were only aware of those prisoners with visible disabilities; they were unable to identify prisoners with any other type of need.

**Male training prison**

It is therefore scarcely surprising that prisoners with disabilities, in our surveys, had worse experiences across all areas of prison life, except for healthcare. Overall, 100 out of 170 responses from those prisoners were significantly worse than those of other prisoners. Prisoners with disabilities were more likely to feel unsafe (see Appendix six), less likely to be involved in activities, and more pessimistic about their prospects on release. Women and young people were more positive, though both still were more likely to feel unsafe.

Most prisons have some form of initial screening for disability, but it often relies heavily on self-reporting and does not always include assessments for learning disabilities. In a number of prisons there

were accessibility issues for wheelchair users, and in one we found that allegedly adapted accommodation lacked grab rails, shower seats, wide enough doors and accessible power sockets. Even prisons with well-adapted units tended to ignore disability issues elsewhere in the prison.

There were, however, examples of good practice in some prisons, always due to the efforts of particularly committed individuals. In three young offender institutions – Stoke Heath, Glen Parva and Feltham – lists of young people with disabilities were routinely sent to the residential units, along with agreed care plans. Cardiff had a regular support group for prisoners with disabilities, and Albany had developed a diversity incident form to report any harassment, discrimination or victimisation due to disability.

Initial disability assessments of all new arrivals were made during their reception. Needs were identified and recorded by reception officers, and the disability liaison officer saw all prisoners with identified needs. Lists of prisoners with disabilities were routinely sent to relevant residential units along with agreed plans of care, and a central register was kept.

**Young offender institution**

It is clear that a considerable amount of work is needed to ensure that prisons are complying with the DDA. As we said last year, this requires NOMS and the Prison Service to take a lead in issuing national guidance and clear standards. There is also a clear need for a formal peer support scheme, similar to the Listener scheme, as we recommended in 2004 in relation to older prisoners. This would allow prisoners to be formally trained and supported as carers of others, instead of the informal and sometimes unsafe systems that currently exist.

Older prisoners (now 3% of the male prison population) are more likely to have physical disabilities, and to require specialist provision, in a system and regimes that are largely designed around the young. This year, we published a follow-up report to our 2004 thematic review of older prisoners. It noted an improvement in survey results, some innovative work in a few prisons, and considerable activity by non-governmental organisations and some care services improvement partnerships (CSIPs) in the community. But it also recorded a disappointing response from NOMS, with no national strategy. As a consequence, and as with disability, provision was patchy and over-reliant on healthcare.



This was reflected in reports published during the year. Older prisoners lacked individual care plans, and were often unable to access the full regime, although there were exceptions. Survey results, however, had improved for older prisoners, who were likely to report better experiences than in previous years.

Many older prisoners complained about the long hours they were locked in their cell if not working. No specific activities were organised for older prisoners.

Male training prison

Nine percent of the population were over 60, and they were generally complimentary about the attention given to their needs. Most continued to engage in the full regime, although there were activities specifically for the over-60s on most days. Dispersal prison

Some prisons still did not have dedicated lead nurses for older prisoners or effective links with the community. Where both existed, as at Dartmoor, which was able to plug into the south west CSIP's excellent strategy, it was possible to develop a holistic and preventative approach to physical and mental healthcare.

All prisoners over 55 were invited to undergo a comprehensive health check, with physical and mental health assessment. There were excellent links with a local disablement centre, which provided support to the prison including assessments of prisoners by specialist workers, where appropriate, to provide necessary aids to daily living.

Male training prison



## Learning, skills and work

The inspection of learning, skills and work is conducted jointly with Ofsted (in England), Estyn (in Wales) and the Education and Training Inspectorate (in Northern Ireland). This minimises the effect of inspection activity on establishments, and also ensures that the services provided are subject to the same inspection regime as learning and skills provision outside prisons.

There has, over recent years, been a steady improvement in the quality of what is provided, as measured by the education inspectors. This year, most prisons, in most areas, were able to achieve at least a grade of 'satisfactory'. Although a quarter were found to be inadequate overall, this was a significant improvement on previous years. In half the prisons inspected, achievement and standards were good, but improvements were needed in literacy and numeracy teaching and learning.

Although provision is inadequate in a quarter of prisons inspected, these figures indicate continued improvement. Last year, a third of learning and skills provision inspected in prisons was inadequate, while in 2004, the figure was 82%. Ofsted annual report 2007–08

However, inspections still found considerable deficits in the quantity of activity available. There are still structural and practical obstacles in the way of delivering what prisons should do, and what prisoners need. Learning and skills is now provided and funded through local Learning and Skills Councils, which have taken over the responsibilities of the Offender Learning and Skills Service. This has not been without problems, and is due to be restructured again in 2009.

The National Audit Office's report *Meeting needs* (March 2008) clearly identified some of the structural issues: complex working arrangements between organisations with very different responsibilities and objectives; the need for coordination of services both within and outside prisons; the effect of prison population pressure and prisoner moves; the fact that provision in individual prisons was historic rather than against assessed needs; and poor data capture to assess effect and impact.

There is no consistently applied process for identifying individual offenders' learning and skills needs and planning how to address them. A third of learning plans did not specify the courses to be undertaken or record progress.

*Meeting needs, National Audit Office, March 2008*

This year's inspection reports showed a slight improvement in the overall assessments of purposeful activity in the adult male estate. However, the rising prison population has inhibited progress, and has affected the quantity, as well as the quality, of activities available. Nearly half of all adult male prisons were assessed as performing poorly or not sufficiently well – and this included training prisons, as well as hard-pressed local prisons. Quality assurance procedures were underdeveloped in a number of establishments, and there was need for a wider range of educational courses to cater for all abilities.

Only one training prison inspected this year was assessed as performing well in activity, while eight were performing reasonably well, four insufficiently well and three poorly. Too often there were insufficient activity places, poor quality of work and a lack of accredited

training. Even where activities were available, inspections often found weak allocation arrangements and poor linkage between sentence planning, resettlement needs and education, training and work opportunities. Overall, there was a need for more effective management information systems to monitor participation, attendance, progression and success rates to facilitate decision-making and future planning. Those prisons that were doing better had undertaken effective planning and prioritisation of activities and had a good range and quality of education and work.

Activity was particularly poor. Around a third of prisoners were locked up during the core day; there were few vocational qualifications available; education was operating at only 60% of contracted capacity; and some of the teaching and achievements were weak.

**Male training prison**

There was a broad curriculum and progression from basic skills level to higher education for some. There were varied opportunities for learning in classes, open learning environments, embedded workplace learning and a varied range of vocational training, including workshop-based training, IT and design, and a working farm.

**Male training prison**

Unsurprisingly, local prisons were still struggling to deliver enough activities, with a transient and growing population. However, six local prisons were performing well or reasonably well in activity, although two were poor. The variance in provision was stark. Altcourse provided an unusually broad regime, with sufficient and good quality

activity. By contrast, at Leeds a third of the population were officially unemployed, up to 40% were locked in their cells during the core day, allocation was ineffective, and there were few opportunities for accreditation. At Woodhill, a prison built in 1992 with no workshops at all, over half the prisoners were unemployed.

All four women's prisons inspected this year were performing at least reasonably well, and one was performing well – although three of them were training prisons. It was of concern that provision in the one local prison, Bronzefield, had deteriorated and was set to reduce still further.

It was encouraging this year that the two dispersal prisons inspected were giving much higher priority to learning and skills than we had found in previous years. One was performing well, and the other reasonably well. This improved focus is necessary for dynamic security in establishments which are increasingly holding young men serving very long sentences.

The quantity and quality of activities had improved hugely. Almost all prisoners were purposefully occupied, with good education provision, at various levels, and the opportunity to gain vocational qualifications. **Dispersal prison**

At the other end of the scale, all three open prisons were performing reasonably well, although given their core resettlement role, this was a low threshold. It remained disappointing that there were often insufficient vocational opportunities, and in one we reported that some prisoners were 'doing little or nothing constructive'.

## Time out of cell

As in previous years, inspections found that many prisoners were spending too long in their cells. In our surveys, less than 20% of male prisoners reported spending the mandated ten hours out of their cell on a weekday: ranging from 8% in locals to 19% in training prisons. This was often disguised by inaccurate reporting.

Time out of cell was severely curtailed and the recorded times were inaccurate and exaggerated. Most prisoners spent too much of the week locked in their cell with a maximum of 7.5 hours for fully employed prisoners and 4.25 for unemployed, compared to the 10.5 hours the prison was recording.

**Male training prison**

This year, we published a short thematic review on this topic. This noted that both public and private sector prisons were reporting that they comfortably met the target of ten hours a day out of cell; yet amalgamated inspection surveys showed that only 12% of prisoners said that they were able to be out for that length of time. Fieldwork in 17 prisons established that only three, in the best possible scenario, could provide this for a prisoner in employment. In nine prisons, the best outcome for an unemployed prisoner was less than four hours and, in the worst case, less than an hour. The report called for a more accurate reporting system.

It was impossible for the Prison Service to be providing the average of ten hours a day it was claiming. Official figures often make heroic assumptions – that every prisoner is out for all the time possible, every workshop is filled and in some cases that none are unemployed. It does no good to disguise the real problems that prisons have by over-reporting.

**Time out of cell, Inspectorate thematic review, 2008**

The report also noted the connection between prisoners' reported time out of cell and their reported wellbeing, as well as the fact that those with more than ten hours out of cell were significantly more likely to believe that their prison experience had made them less likely to reoffend.

The situation is unlikely to have improved since the end of our reporting year. In June 2008, a new core day was introduced in order to save money. This requires prisons to close down purposeful activity on Friday afternoons. It will provide a measure of consistency, and may even improve matters in some local prisons; but it is bound to affect the ability of training prisons to provide the quantity and quality of activity needed.

Library facilities were generally good, but in most prisons there was a need for more effective links with education departments to develop libraries as a learning resource. Access to the library in some establishments was limited, especially for prisoners with mobility issues, and opening times restricted to weekdays only.

Physical education provision varied, but was, in general, reasonably good. In our surveys, over half of prisoners reported being able to access the gym at least twice a week. Where improvements were needed, they included better monitoring systems to ensure equitable access, more accredited programmes, refurbishment of showers and outdoor facilities and the need to implement formal systems to quality assure teaching and learning.



## Resettlement pathways

This year's inspections showed that prisons had become much more aware of, and more active in, addressing resettlement needs. Last year, only half of adult male prisons were assessed as performing reasonably well on resettlement. This year, well over two-thirds were performing reasonably well, or even well. However, the improvement was most marked in local prisons, where less can be expected. Even so, it is creditable that three local prisons – Altcourse, Doncaster and Nottingham – were assessed as performing well in this area, and only one was performing poorly.

By contrast, only around half of training prisons, which should be focusing on resettlement, were performing reasonably well in this area, and none were performing well. Distance from home, increasing size, and a more transient population were identified as key areas inhibiting effective work.

It was also disappointing that only one out of the four open prisons, whose core role was resettlement, was performing well; and one was not performing sufficiently well. Equally, resettlement work was judged not to be good enough in two of the three women's training prisons inspected (see women's section). Young adult and juvenile establishments, however, did much better (see relevant sections): all were performing well or reasonably well, and one young adult and three juvenile establishments were assessed as doing well.

Some effort had been made to develop and promote resettlement pathways, with pathway leads and champions existing in some establishments. However, all prisons

still faced considerable challenges in providing effective support for prisoners who were often transitory, far from home, or serving short sentences. Few had properly analysed the diverse needs of the population to ensure that provision matched need. The absence of needs analyses, effective monitoring or information gathering severely affected the provision of reintegration services for prisoners, and this was a particular, and worrying, gap in many training prisons inspected. In most establishments, resettlement services did not adequately meet the needs of the population or were underused due to this lack of planning.

The fact that short-term prisoners are, in general, outside the scope of offender management was a particular difficulty for local prisons, where they make up the majority of the population. Some had put in place systems to meet their reintegration needs, but in others vestigial custody planning arrangements had been abandoned in the need to set up offender management systems. Some local prisons, however, had been able to establish innovative partnerships with local services and employers.

Short-term prisoners had been the primary focus of resettlement provision and were located in the same house block as key resettlement services. Data from initial assessments were used for monthly reports relating to needs and referrals for each of the seven resettlement pathways. **Male local prison**

Training prisons often struggled with the distance from home of many of their prisoners.

Effective resettlement work was hampered by the fact that about half of the prisoners were over 100 miles from their home area. Coupled with difficulties in transferring back to home areas in preparation for release, this made the establishment of accommodation, employment, family and social links and further treatment much more difficult on release. **Male training prison**

The involvement of community and voluntary groups, key to effective ‘through the gate’ provision, continued to be patchy. In two areas – the north west and Yorkshire and Humberside – this was an additional resettlement pathway. In some prisons, such as Doncaster, such organisations were an integral part of the establishment’s resettlement provision: this was reflected in the survey, where more prisoners than in comparator prisons knew where to get resettlement help. There were still, however, too many prisons which lacked integrated and coherent provision.

The establishment had a history of positive and innovative engagement with community organisations, and this had been maintained and developed. Recognising the limitations of what could be achieved by or for prisoners while in custody, resettlement work focused heavily on managing the transition ‘through the prison gate’ and ensuring the continuity of service provision following release. **Male local prison**

Resettlement work had suffered from a lack of strategic direction and focus. The policy document was weak and failed to take account of emerging work through the reducing reoffending agenda.

A range of voluntary and community sector organisations provided services in the prison but their contribution was not sufficiently well recognised by the resettlement policy committee.

**Male local prison**

Accommodation continued to be one of the most developed pathways, in spite of population pressures and geographical constraints. Many establishments had good links with specialist housing providers and local authorities, appropriately trained staff, effective use of peer workers and timely pre-release interviews. However, too many prisoners were still being released to no fixed address, particularly in local prisons, where up to a quarter could be released without recorded accommodation, even in prisons with largely local populations.

The quality and permanence of accommodation was also a problem. In our surveys, over half of respondents in local prisons said that they felt they would have problems finding accommodation on release, and only 43% said that they knew who to contact in the prison in order to get help. It was rare, but very welcome, to find examples of prisons that did more than simply try to find an address: for example, Buckley Hall had a ‘through the gate’ service directed at black and minority ethnic prisoners.

Provision of education, training and employment was variable. We found examples of effective needs analyses and good engagement with local employers, increasing the potential for prisoners to

secure employment before release. However, more frequently, there were insufficient vocational courses to meet the needs of the population and of the local labour market. Pre-release courses were often largely limited to CV preparation and some job searching. Release on temporary licence was rarely used in closed prisons to help prisoners to undertake courses, work experience or attend interviews. However, it was better used in women's prisons and young offender institutions.

The Salford Construction project provided prisoners who completed their training period successfully with accommodation on release in addition to a guaranteed job in the construction industry.

**Male local prison**

There were no external agencies visiting the prison to help prisoners to secure employment on release, and the sentence planning work was not used effectively to manage the internal work allocation process, or proactively to seek employment, training or education in the community. **Male training prison**

Surveys showed that nearly half of those in training prisons said that they would have problems finding employment on release.

The finance, benefit and debt pathway continues to be poorly developed. Indeed, two training prisons failed to include this pathway in their reducing re-offending strategy. This area was not as rigorously assessed during the induction process as other pathways, but some prisons had set up effective links with credit unions or banks so that prisoners could open bank accounts. In one local prison, 125 prisoners had opened a bank account in a five month period, and

in two others, support was provided for families, who were often left coping with debt. The majority of establishments ran money management or budgeting courses, but very few had counselling services to support and educate prisoners in dealing with, and avoiding, debt.

The provision of offending behaviour programmes remained extremely variable. A few prisons had undertaken an assessment of prisoners' offending behaviour needs to allow them to identify gaps and manage waiting lists, but they were still faced with considerable unmet need. In surveys, only 11% of prisoners in local prisons and 39% in training prisons said that they could achieve at least some of their sentence plan targets in their current prison. Very few establishments could meet the needs of those serving short sentences. In two local prisons, prisoners were being discharged without having been able to undertake the programmes they needed; and only one then informed all relevant agencies of this. However, one training prison, Guys Marsh, offered a range of short non-accredited programmes through the education department. There continued to be difficulties in transferring prisoners to appropriate establishments, particularly if they required sex offender treatment programmes.

The pathway for children and families remains underdeveloped across the prison system. Transport to prisons, or booking a visit, was still difficult in too many cases. The fact that many prisoners were incarcerated miles from home exacerbated the difficulties faced in maintaining contact with family.

The quality and provision of visits centres remained patchy and almost wholly dependent on the involvement of voluntary sector organisations. Where they were involved, inspections recorded good facilities and support; where they were not, visits centres, if they existed, were little more than waiting rooms. A number of prisons were actively promoting family links, through schemes such as Storybook Dads, children's days, parenting courses and family support workers. However, activity was generally ad hoc, uncoordinated and not given sufficient priority, and attendance on courses was rarely based on an assessment of need. Where services did exist, they were generally tailored towards children and not wider families.

Some prisons had family support workers, again usually provided by or in conjunction with voluntary or community groups. However, they were not always well integrated into the rest of the prison's work.



The prison worked in partnership with Grassroots... [which] offered family support to those families who required it, including social contact, signposting to other agencies or practical support to help a family deal with the impact of a prison sentence. **Male training prison**

The family liaison worker, while evidently committed to her work, received little wider support or training. **Young offender institution**

## Offender management

Work on offender management arrangements was further expanded this year when prisoners subject to indeterminate sentences for public protection were brought into phase three of the offender management model in January 2008. This model requires probation areas to appoint an offender manager to take responsibility for the whole sentence, and to work with offender supervisors in custody on sentence planning and reviews, and parole processes. Further phases have yet to be identified.

Arrangements for offender management appeared more embedded this year. However, we remain concerned about the lack of custody planning, especially for remanded prisoners or those serving sentences of less than 12 months. For young people or unassertive prisoners who fail to raise issues with staff, problems may go unaddressed.

Most short-term young adults did not receive any form of sentence planning. While those who were more confident and assertive could self-refer to support services, some were unwilling or unable to raise issues they needed help with to staff. **Young offender institution**

There were exceptions to this: in particular, Feltham had an impressive and integrated approach, where all young adults had custody plans and offender supervisors.

For those covered by offender management arrangements, the extent to which uniformed offender supervisors were redeployed to operational duties had a negative impact on both the frequency and quality of contact with prisoners. Most establishments had

ensured that staff had undertaken the national training programme for offender supervisors. Few had taken further steps to invest in related training, such as motivational interviewing and risk of harm training, to ensure offender supervisors were better equipped to fulfil their responsibilities. Some prisons had introduced offender supervisors for all prisoners. This was helpful in the custodial environment, and would help to progress all prisoners through sentence, and towards their resettlement needs. However, offender managers would not have the resources, or in some cases the remit, to deal with these prisoners in the community on release.

Over 50 wing-based discipline staff had been trained as key workers with the aim for them to provide ongoing support to prisoners in meeting sentence planning aims. **Male local prison**

Too many prisoners did not have an up-to-date sentence or custody plan and no sentence planning boards were held. Those serving less than 12 months had no form of plan or review. **Male local prison**

There are sentence planning arrangements in most prisons, but the quantity and quality vary. The proportion of prisoners who said that they had a sentence plan in training prisons varied from 80% to just 37%. In local prisons, unsurprisingly, it was even lower: from 27% to 10%. The content of many sentence plans was simplistic and unimaginative. Most referred only to the interventions available in the existing prison, and did not engage personal officers and other staff in reinforcing targets and behaviour.

In one local prison, there had been no sentence planning boards. Offender managers did not always attend these boards, partly as a result of the restrictions on travel made by probation areas, although some were participating through telephone conferencing facilities. Video conferencing was still not widely available. Some prisons had made an effort to forge positive links with offender managers, but this was not always successful.

Offender supervisors in the prison had been successful in encouraging local offender managers to attend sentence planning boards. There had been several open days for offender managers to visit the prison to become familiar with staff and available services, and this had encouraged them to play a more active role in sentence planning.

**Male training prison**

Attendance by offender managers at sentence planning boards was weak and this undermined the effectiveness of these processes. Efforts by managers at strategic forums had failed to resolve this issue. **Male local prison**

In some prisons, sentence planning boards included representatives from other functions such as education, chaplaincy and healthcare, but this was by no means universal. Few prisons offered the opportunity for families to become involved with sentence planning. Links between sentence plans and incentives and earned privileges schemes were underdeveloped.

Prison overcrowding continued to have a detrimental impact on achieving sentence plan targets, as prisoner moves were directed by population management issues rather than progressive moves to achieve sentence plan targets.

Joint inspections of offender management with colleagues from HM Inspectorate of Probation continued to feed into regional inspections of offender management. Two area reports for custodial establishments in the south-west and south-east were published this year. Both noted the problems in implementing this new model under extreme population pressure in prisons and stretched resources in probation. In the south-west, distance from home impacted on the engagement of offender managers and the ability to move prisoners to implement sentence plans. Offender management structures often differed and were not always well integrated into the rest of the prison. The Offender Assessment System (OASys) was not always driving sentence planning, nor were sentence plans always driving the sentence. Nevertheless, in both areas, there was evidence of tangible benefits where the model worked.

What has come across strongly has been the challenge of implementing offender management in the context of extreme pressure on prison capacity. Prisoners were often a long way from home, and meaningful contact with offender managers was often difficult to achieve. It was also very difficult for offenders to be moved between prisons to access programmes and resources best suited to their reintegration needs and sentence plans.

*A report on offender management arrangements in custodial institutions in the South-West of England, HM Inspectorates of Probation and Prisons*

Other inspections in London and Wales were carried out during the inspection year, and further work is taking place to develop the next phase of offender management inspection, from September 2009.

Arrangements for public protection have improved with the installation of the violent and sex offenders register system in prisons, and have further strengthened links with local police. Overall most prisons had good systems in place for public protection. There were good links with multi-agency public protection arrangements and, on occasion, staff had been able to share valuable information to inform plans for release.

There was an ongoing reluctance to use release on temporary licence (ROTL) to support prisoner resettlement and, in some establishments, use of ROTL had ceased completely. Home detention curfew (HDC) arrangements were marginally better, with between a third and a half of applications being approved.



## Indeterminate-sentenced prisoners

Inspections this year have continued to highlight the pressures on both staff and prisoners as a result of the proliferation of indeterminate sentences. At the end of the reporting year (August 2008), there were 11,563 prisoners serving indeterminate sentences in England and Wales (an 18% increase from the previous year). Of these, 4,602 were indeterminate sentence for public protection (IPP) prisoners.

The number of prisoners with indeterminate sentences caused major bottlenecks in local and training prisons, as there were insufficient places in stage one lifer prisons. As a result, prisoners were unable to progress through the system, due to a lack of appropriate support, assessments and interventions in establishments unable to cater for their needs.

Significant problems were experienced in transferring prisoners to appropriate stage one lifer centres, where more detailed work would normally be carried out. In the absence of such moves, prisoners complained to us that they were unable to fully understand what they had to do to progress through their sentence, which was a source of real frustration for many. **Male local prison**

This was a feature of many inspection reports during the year. Staff and prisoners alike were frustrated as IPP prisoners were unable to demonstrate risk reduction in a timely way. This resulted in a number of legal challenges launched by IPP prisoners held beyond their tariff dates.

Some prisoners were close to, or already past, tariff, and the interventions they required were not offered at the establishment. In some cases, prisoners were not able to address targets prior to tariff expiry. **Male training prison**

The lack of resources to deal with this population was a recurrent theme in inspection reports. Numerous reports pointed to insufficient staff, governance and facility time. These problems extended to specialists, such as psychologists, where the lack of trained staff was directly impacting on specialist report writing and risk assessment work. This affected the timely completion of sentence plans and OASys assessments.

As a consequence of our concern, the Inspectorate, together with HM Inspectorate of Probation, undertook a thematic review of the early implementation of the IPP sentence, with fieldwork carried out in the latter part of 2007. The review illustrated very clearly the effect of these sentences on already overstretched prison, probation and parole systems.

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

**Introduction to *The indeterminate sentence for public protection* thematic review**

It found that probation officers had had insufficient guidance on how to prepare pre-sentence reports to assist the courts in deciding whether to impose such sentences, over-estimating risk in around 40% of cases examined.

Local prisons were unable to provide the interventions needed, or to pass prisoners on to dedicated lifer prisons, partly because of population pressure in the prison system, but also because of the removal of central processes for managing indeterminate-sentenced prisoners.

Many prisoners had complex and diverse needs, including mental health and self-harm. Prison staff lacked sufficient support and training to deal with them, and both prisoners and staff expressed considerable frustration. Even when some prisoners were moved to training prisons, they too lacked sufficient resources.

There were equally weak systems for dealing with children and young people under the age of 18 sentenced to the juvenile equivalent, detention for public protection (DPP). There was insufficient specialist provision within the prison system, or support from youth offending teams.

**It is as though the government went and did its shopping without first buying a fridge. Lifer Governor**

The report recommended a published impact assessment when any new sentences are proposed, national arrangements for strategy, policy and management of indeterminate-sentenced prisoners, and improved provision for young people with long and indeterminate sentences.

The extension of offender management to IPP prisoners in January 2008 ensured that they were decoupled from the lifer system. This, together with legislative changes to limit the application of the sentence, is beginning to ease the population pressures in local prisons, as IPP prisoners can move to any training prison. However, by the time these changes were made, there were 4,500 IPP prisoners already in the system. Their management will continue to affect prison and probation services for years to come.

This year's inspections also chronicled the effect that rising numbers and limited resources were having on life-sentenced prisoners. The number of lifers has also risen, and tensions between lifer and IPP prisoners became apparent as IPP prisoners, with relatively short tariffs, were given priority for programmes, transfers and other interventions. The dedicated support systems that lifers need also proved insufficient in many establishments. There was insufficient training for staff, and limited opportunities for lifer days, visits, escorted town visits, consultations and forums. This is potentially extremely destabilising, given the growing number of relatively young men with extremely long tariff periods, who need to be managed and provided with positive targets throughout their sentences.

The lifer governor was acting up to this post, with no dedicated manager below him. There was a backlog of reports... one life-sentenced prisoner, at the prison for over five years, said he had not progressed as there were no available interventions. **Male local/training prison**

There were, however, some pockets of good practice. Where staff had been trained in lifer issues, this had resulted in a marked improvement in the quality of contributions to reports and reviews. Some local prisons were identifying potential lifers at reception, and referring them to trained staff.

All prisoners on remand for charges that could result in a life sentence were identified at reception and interviewed by a trained lifer officer. All life-sentenced prisoners were issued with a comprehensive leaflet.

**Male local prison**

Overall, reports this year indicate clearly the deficiencies in the management of the growing number of lifers and other indeterminate-sentenced prisoners. Numbers have outstripped the resources available to deal with them. This not only affects the individuals involved and the staff trying to work with them, but is also a potential longer-term threat to the stability and security of the prison estate.

...lifer work is at the edge of the universe for senior policy people. They are only interested when something goes wrong.  
Lifer manager, *The indeterminate sentence for public protection* thematic review



# SPECIALIST POPULATIONS

∞



## Women

There have been some positive developments for women in prison following the publication of Baroness Corston's report, and in response to the new gender equality duty. Gender-specific operating standards were published in April 2008, and the incorporation of two additional resettlement pathways, for women who have experienced domestic violence or been involved in prostitution, was agreed. Routine strip-searching of women has been discontinued, following successful piloting of this approach. A new, but very limited, training package has been developed for staff working with women.

However, at a more strategic level, there has been less progress. There is a ministerial champion for women, and a plethora of groups and committees: an inter-ministerial group on diversion, a Criminal Justice Women's Strategy Unit in the Ministry of Justice, and the Women and Young People's Group, with policy oversight, in the National Offender Management Service (NOMS). These arrangements, however, lack coherence, and there is no senior operational lead in either NOMS or the prison system to ensure that the strategies set out in the National Service Framework for women are implemented in prisons.

In practice, women in prison continue to be part of an operational area structure which focuses on the risks of men, rather than the needs of women. The progress, and promised resources, for implementing Baroness Corston's key recommendations for smaller, dispersed custodial units and a much greater investment in community alternatives, have been noticeably less than

those for Lord Carter's proposed Titans. There are indications that women's units may be attached to male prisons, though all the experience from inspections is that, without strong central operational control, this increases the risk of women's needs being subordinated to those of men.

Inspection reports on only four women's prisons were published during the year. Two of them – Drake Hall and Morton Hall – are semi-open establishments which specialise in foreign nationals. The others – Bronzefield and Foston Hall – are closed prisons, holding remanded and short-sentenced women. Foston Hall had recently changed its role from a training prison, holding a stable population of relatively long-sentenced women, to a multi-purpose establishment. This reflects a trend, in which there are fewer women's prisons which need to multi-task, to support some very different populations with diverse needs. It will be hard for them to fulfil all of them well.

There were few concerns about safety in the semi-open prisons, and there were effective measures to monitor and detect bullying. There were also low levels of self-harm. By contrast, Bronzefield averaged 27 incidents a month and, since Foston Hall became a local prison, its levels of self-harm had risen considerably: and there had been 99 incidents in a single month. The prison had experienced its first ever self-inflicted death during the year. Yet procedures for managing suicide and self-harm, reception and induction were insufficiently robust. Use of force had increased significantly, often to remove ligatures from self-harming women.

Acts of violence were very rare, but attention was paid to dealing with potential bullying incidents under the violence reduction strategy. Alleged incidents were well investigated and often resolved through mediation, but there was a need for continued monitoring in some cases. **Women's training prison**

Some of the most challenging women in the prison system are being managed centrally by the Women and Young People's Group under the 'disruptive women's protocol'. In some cases, this means they spend months and even years in segregation. This is not only inappropriate but is also unlikely to help their psychological state or deal with fundamental problems. There is a need for a more positive, and properly-resourced, policy for dealing with these women.

In three of the women's prisons inspected, staff-prisoner relationships were good, but they had deteriorated at Bronzefield since its first inspection. The supportive approach towards women had not been maintained, and this was largely due to an inexperienced and transitory staff group.

There were some gaps in healthcare provision and, in particular, given the prevalence of mental health needs among women, it was of concern that three out of the four prisons had insufficient primary mental healthcare. Support for women with substance misuse problems (the great majority) was appropriate in all the prisons inspected this year.

The experiences of black and minority ethnic women were significantly worse than white prisoners across all healthy prison areas. This was a deterioration from last year's report, although this year's surveys

included a much higher percentage of foreign national women (74% compared to 20% last year). This was particularly noticeable in connection to relationships with staff and access to, and involvement with, resettlement services. Inspection reports repeatedly called for greater consultation with black and minority ethnic women, better investigations into complaints, and more interventions to challenge racist behaviour.

The treatment of foreign nationals is an issue throughout the women's estate, and particularly at three of the inspected prisons, where the foreign national population was 30% (Drake Hall), 40% (Bronzefield) and 77% (Morton Hall). Our surveys showed that foreign national women reported significantly worse experiences than British women in 35% of questions asked, particularly those relating to activity and resettlement. Inspections showed that their needs were not met in any of the four prisons. Drake Hall had carried out no needs analysis and the foreign national coordinator had minimal time; Bronzefield had no foreign national coordinator and Morton Hall had no coherent strategy. At all three establishments, there was over-reliance on the stretched Hibiscus workers, and underprovision of immigration advice and information. Foreign national women generally suffered the same problems as foreign national men in relation to prohibitively expensive phone calls, but this was especially problematic for women who are often the primary carers of children overseas.

The main issue for women we spoke to was the cost of telephone calls and family contact. Some women chose to work in the workshops because the wages were marginally better and they could buy more telephone credit. **Women's training prison**

It is disappointing that this issue, highlighted in our thematic report on foreign nationals in 2006, has still not been addressed.

All the women's prisons inspected (three of which were training prisons) were performing at least reasonably well on purposeful activity, though this had deteriorated at Bronzefield since the last inspection, and remanded women at Foston Hall had fewer opportunities than sentenced women.

It was of concern that two out of the four prisons – Foston Hall and Drake Hall – were not performing well enough on resettlement. Strategies did not cover the whole of the population, particularly foreign nationals and those not subject to offender management. There was no analysis of need for offending behaviour programmes, despite obvious gaps. Three prisons had no family support workers, or even visits centres. In surveys, a third of women said that they believed they

would have problems finding accommodation on release, despite the fact that this is a primary concern for women, over half of whom have a child under 16.

Overall, the women's prisons that we inspected were performing reasonably well in all areas except resettlement, though it should be noted that they were not a representative sample of the women's estate. The limited operational leverage remains of concern, in the context of a shrinking estate, where each prison now has to deal with the multiple needs of a vulnerable population. This year's inspections highlight concerns about the provision for foreign national women and resettlement. While some positive aspects of the Corston report are being implemented, the more difficult, and more important, issues have not yet been dealt with, and it is far from clear that the particular vulnerabilities of women in prison can easily be met in the present system.



## Young adults

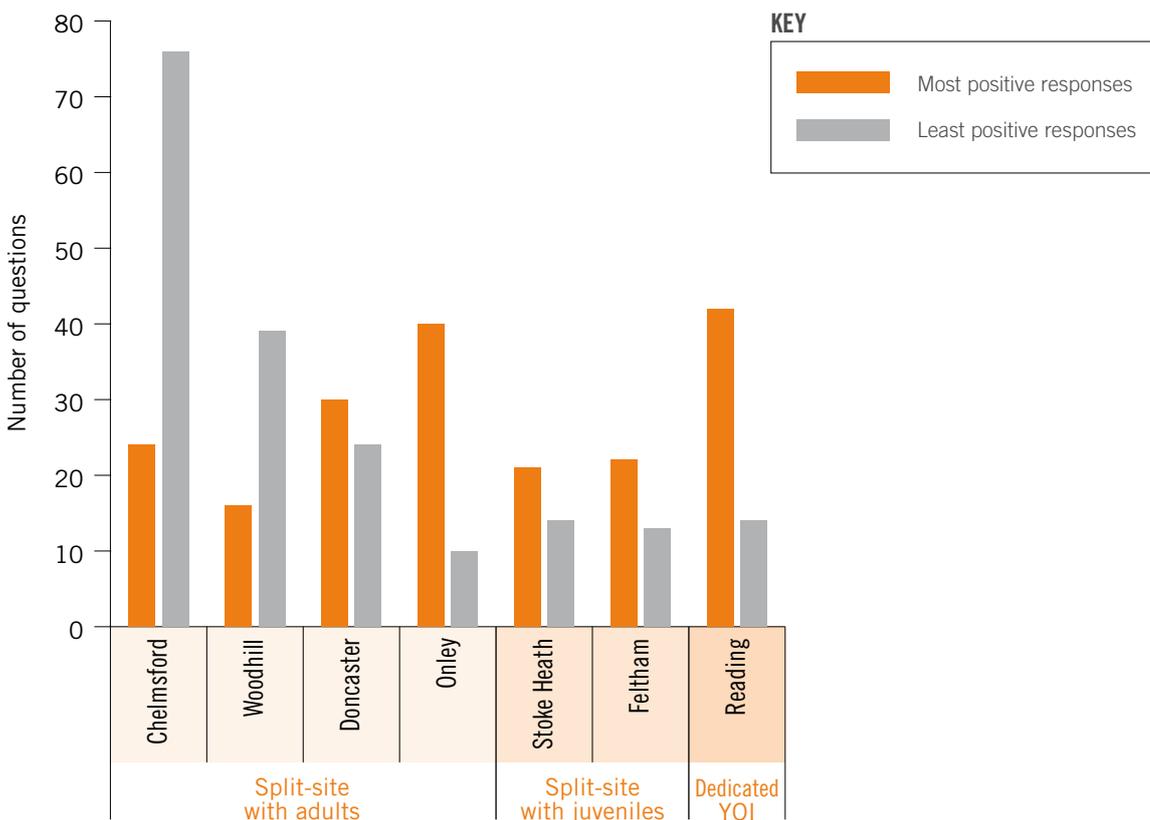
During this year we inspected 14 establishments holding young adults, aged 18–21. They comprised two dedicated young adult training prisons, two establishments holding young adults and children and young people, seven local prisons holding adults and young adults, two training prisons holding adults and young adults, and one open prison. This variety of provision continued to lead to disparity of experience, as we have pointed out in previous annual reports and in our 2006 short thematic review of young adults.

Young adults held in male local prisons are usually a small proportion of the population. They suffer the reduced regimes common in these prisons, as well as policies that are orientated to the adult population. Their

specific needs are rarely catered for, or even assessed. This was true even in Doncaster, where they accounted for a quarter of the population. In our surveys, perceptions of young adults in local prisons were generally worse than those in young offender institutions: for example, at Chelmsford, only 32% of young adults said that staff treated them with respect, against a comparator of 58%.

There was little formal recognition or provision for [young adults], despite their disproportionate experience of bullying, use of force, ACCT and adjudications. The needs of younger prisoners were overlooked, and the establishment needed to consider them more actively in its strategies. Male local prison

**Graph 5: Number of most and least positive responses from surveys carried out within the young adult estate**



By contrast, Onley, a training prison that held both adults and young adults, had only recently changed from being wholly a young offender institution. There, we found that the culture and approach suited the young adult population better than its new adult prisoners. Survey results clearly showed the more positive results that emerged from establishments where the focus is, or has been, on young people.

In establishments that held both young adults and young people (aged 15–18), the latter tended to be better managed and resourced than young adults, due to enhanced funding from the Youth Justice Board. Such sites were complex to run, with completely separate populations and funding streams and some, such as Stoke Heath, struggled with this complexity. However, the different approach and culture of the juvenile estate could also benefit young adults, as was evident in the improved staff-prisoner relationships and effective personal officer scheme at Feltham.

A dedicated site did not mean that problems of managing a challenging population were necessarily overcome. While both Feltham and Glen Parva were assessed as reasonably safe, this was not the case at Reading, a dedicated young adult establishment.

In general, anti-bullying procedures were underdeveloped: over a third of young adults overall had felt unsafe in their current establishment and just over a quarter said that they had been victimised by another prisoner or group of prisoners. In establishments where feelings of safety were low, there had been a marked increase in violence among the young adult population, and a corresponding increase in use of

force and adjudications. Documentation often showed limited staff interaction or engagement and investigations into incidents were generally poor, with little evidence of intervention for bullies or their victims.

Systems for identifying bullying had improved, and good information sharing arrangements between security and the safeguarding team helped identify instances of bullying.

**Young offender institution**

Where alleged incidents were followed up, the quality of investigations was often poor, and some were virtually non-existent. In one case, a prisoner had been placed on stage one anti-bullying for no reason that anybody could identify.

**Young offender institution**

Use of force levels were generally high. At Reading, use of force had doubled since the last inspection and in Chelmsford nearly half of all use of force incidents involved young adults, who made up only 26% of the population. Although there had been some improvement in the recording of incidents, there was little evidence of monitoring of trends and use of de-escalation, particularly in adult local prisons.

There was insufficient activity across the young adult estate, even in the two dedicated young adult training prisons: in both we found around a third of young men unemployed. Where young adults were held with adults, there were no specific activities for them, and their education was not prioritised. At Onley, one of the two training prisons holding both adults and young adults, provision was especially limited.

## Children and young people

Activity was particularly poor. Around a third of prisoners were locked up during the core day; there were few vocational qualifications available; education was operating at only 60% of capacity; some of the teaching and achievements were weak. Male training prison

Although there had been some progress in resettlement, there was considerable variation. At Feltham, all prisoners, even those on remand, had custody or sentence plans, but at Stoke Heath there was no sentence planning for young adults. At Woodhill, only 8% of the young adult population said that they had a sentence plan, compared to 47% at Onley.

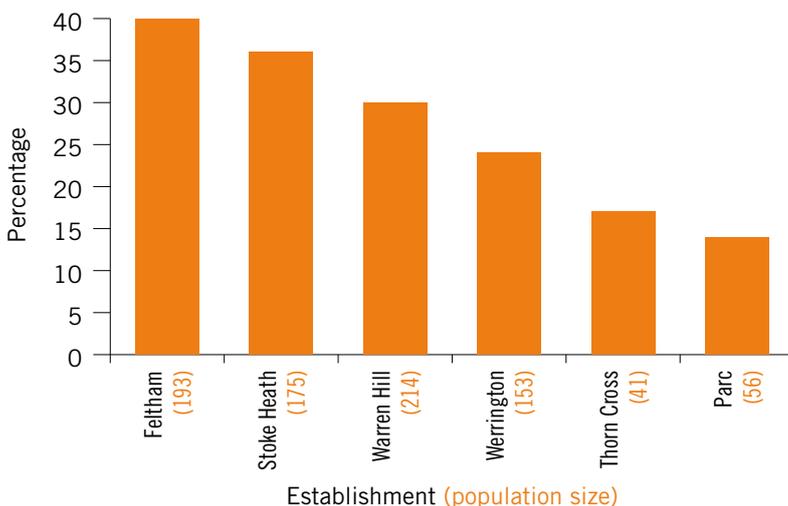
In general, the provision for this age-group, with a high risk of reoffending and considerable educational and social deficits, remains insufficiently targeted and funded, as it was seven years ago, when the government's manifesto promised to increase and focus resources on them. In some places, they have benefited indirectly from the increased resources and different approach for 15–18-year-olds, but this remains patchy and inconsistent.

This year we inspected eight establishments holding children and young people under the age of 18. Six were male establishments which comprised three split sites holding young adults (aged 18–21) as well as children and young people, one mixed site holding adult men, young adults and young people, and two dedicated sites for young people. Two were small female units, located separately but within women's prisons.

Inspections pointed to some improvements in relation to respect, purposeful activity and resettlement. Overall, juvenile establishments performed better than any other type of prison. Of the 32 healthy prison assessments of the eight establishments inspected, there were only three that rated the establishment as not performing at least reasonably well.

However, assessments showed that safety was an issue in the larger establishments. Three of the four large male establishments were assessed as not performing sufficiently well on safety, whereas the two small male units, as well as the two small female units, received positive assessments. These disparities are reflected in the survey results from male establishments.

Graph 6: Have you ever felt unsafe in this prison?



In general, small establishments, including the female units, were assessed most positively: the latter were said to be performing well in six out of eight assessments, and reasonably well in the other two.

The size and age of units, as well as the total size of establishments, affected the level of care. Many reception areas remained unfit for purpose, dining out and association were likely to be affected, and it was more difficult to develop the role of personal officer.

There has been little change in almost all the recurring problems noted in the last two annual reports. Young people continued to arrive late at establishments, often after lengthy waits in court cells. In some areas, young people travelled with adults and some young women reported harassment as a consequence.

Children and young people were still placed long distances from home. Eighty percent of young men at Warren Hill were over 50 miles from home, and a quarter were over 100 miles away: some had no idea where they were when they arrived. This was even more pronounced in the scattered female units. One consequence was difficulties in family visits: fewer than half the young people in our surveys said that they had two or more visits a month. Even daily access to telephones was difficult in some of the larger units. However, established family liaison posts and family days were increasingly common.

I am now a long way from home and my mother is not well so she can't come to see me. I haven't had a visit for the whole time I have been here.

**Male training young offender institution**

It is unacceptable that, three years after social workers were first introduced into these establishments, their funding remains short-term and subject to annual renegotiation. This affects the good work done by individual social workers: for example, at Stoke Health the social worker was providing a service for looked-after children and those entitled to leave care services. Overall, child protection was well-managed, although the involvement of local authorities and the analysis and collection of data were variable. There are still gaps in staff training and in Criminal Records Bureau checks, which are still not mandatory for staff already in place.

Relationships with staff were good in most establishments, with all but one establishment using young people's first names routinely. However, the role of personal officers was still underdeveloped. Less than half of young men in surveys reported that they felt helped by their personal officer. The contribution of personal officers to care planning was generally poor, even in establishments where personal officer work was of a good standard.

Few establishments had comprehensive strategies to manage the most vulnerable young people in their care. Some establishments had identified the most vulnerable, and many had multi-disciplinary planning meetings; in one establishment, effective use was being made of peer support. However, much of the benefit was lost through the absence of individual care plans or interventions to meet identified need. This also affected attempts to deal with identified bullies. In surveys, a quarter of young men said that they had been victimised by other prisoners.

There were five juveniles on the vulnerable trainee unit. They were moved to activities when they could not be seen by others. They ate all their meals in their cells. They had not been individually assessed and none had proper care plans.

**Male young offender institution**

Some impressive work was carried out with peer mentors to reduce bullying and provide advice and support to new arrivals and vulnerable young people. Mentors received intensive training by staff from Childline, who also visited monthly to offer ongoing support... they were clearly held in high esteem, offered a useful support role and were given unique opportunities for personal development.

**Male open young offender institution**

We continued to find adult methods of control being used, without a proper balance being struck between security and the care of vulnerable children and young people. Use of force remained high in most establishments, and was not always properly monitored. In our surveys, a quarter of all boys reported that they had been physically restrained. Strip-searching on arrival was still routine and at three establishments we found young people being strip-searched under restraint, in one case, having his clothes cut off.

We saw a video recording of the strip-searching by force of a refractory young person, which included cutting off his clothing, even though at various times he said that he was willing to comply. Whatever the provocation, this is excessive and unacceptable.

**Male training young offender institution**

The third joint chief inspectors' report into safeguarding, published in July 2008, raised concerns that, despite the recommendation in the previous report about the use of restraint on children and young people, little had changed, and security and disciplinary measures did not take sufficient account of the specific vulnerabilities of children. It recommended the production of a model behaviour management strategy.

There was still an over-reliance on adjudications at most establishments, although they were not used in one of the girls' units. In spite of the renaming of segregation units as 'care and separation units', there was, as yet, little if any evidence of care planning, and many remained segregation units in all but name.

The needs of the growing number of young people serving longer sentences have still not been addressed. This was highlighted in our recent thematic review into indeterminate sentences for public protection (detention for public protection for young people) where it was clear that only the two over-subscribed small specialist units, Carlford and Oswald, were capable of dealing with the complex needs and risks of these young people. There is still only one accredited offending behaviour programme for young people, available in very few establishments, to allow them to demonstrate a reduction in risk. Two of the girls' units were delivering unaccredited group and one-to-one work through their on site youth offending team workers.

In general, few establishments carried out resettlement needs analyses. In addition, there was a noticeable decline in the use of release on temporary licence for young people, and this highlights the gap left

by the closure of the only open juvenile establishment, at Thorn Cross, in spite of its exemplary inspection report. The Youth Justice Board has said that it plans to offer alternatives, but has not yet done so.

One area of continuing improvement, however, is the quality of education and training, which the education inspectorates assessed as satisfactory or better in all establishments. Most were successful in helping young people to improve their skills and gain qualifications in literacy and numeracy. Most, though not all, establishments were providing the specified 25 hours a week of education and training. Attendance was usually satisfactory, as was behaviour management in classes. Learning support assistants provided extra help and individual support for literacy and numeracy.

The education and vocational training curriculum offered a good range of choices and there were opportunities for young women to gain useful qualifications. The quality of teaching and learning was mostly good, and learning support was very effective. **Young women's unit**

The range of courses available varied considerably. With few exceptions, there was too little for more able young people, and too few vocational training courses. Only 47% of young men surveyed reported that they were learning a skill or a trade, ranging from 29% at Feltham to 81% at Thorn Cross. Almost all young people, however, left custody with some form of accreditation. For many, this was their first experience of educational success. Careers advice and guidance, and links between education and resettlement, were variable: the input from Connexions was too little in around half the establishments

inspected. This highlights a considerable gap in helping children and young people to make the best use of the skills and education they have acquired, in the difficult transition from custody to the community.

Due to serious concerns about order and control at Oakhill Secure Training Centre, we were asked by the Youth Justice Board to inspect and report on those areas, using our expertise in custodial contexts. We found inadequately trained staff who were lacking in confidence, and struggling to maintain order and control and to manage the children in their care safely. The scale of the difficulties was illustrated most starkly by the staggering levels of use of force, known as physical control in care (PCC). PCC had been used 757 times in nine months, a marked increase from the total of 741 in the whole of 2006. There were some early signs of progress and efforts were being made to improve staff training and bolster management arrangements. The scale of the task was, however, daunting and required significant resources and long-term investment. The remit of the inspection limited the scope for considering all aspects of safety.

The challenge for the Prison Service and the Youth Justice Board to provide safe and positive environments for the thousands of young people in prison is considerable. We have begun a revision of our criteria for inspecting these establishments, and have based our standards on a childcare model that we believe is deliverable, even within a prison setting. Inspections over time have found significant improvements in a number of areas, but they also continue to show the gaps in care for children and young people who are both needy and challenging.



## Immigration removal centres

This year's inspections reflected the effect of detainees spending longer periods in detention, with a lack of information and inadequate legal advice, and sometimes in poor facilities.

In general there were continuing efforts by immigration removal centre (IRC) staff to improve conditions for detainees, but these were in competition with the pressures of full capacity and an increasingly vulnerable and problematic population. In the six centres where we conducted surveys, an average of 69% of detainees said that staff treated them with respect. However, this varied from 54% at Colnbrook to 86% at Dover.

Overall, in the seven centres inspected, the balance of healthy establishment assessments was positive, but nine of the 28 assessments were not sufficiently good: two on safety, two on respect, four on activities and one on preparation for release. Only two

of the seven establishments were performing reasonably well across all four tests.

Official statistics no longer provide a comprehensive record of the number of people, including children, detained during the year or their duration of detention. In Dover, where the centre recorded average stay, periods of detention had more than doubled since the last inspection, from 38 days to 90 days, and a quarter of those surveyed at Colnbrook had been there for more than 12 months. Other centres, including Yarl's Wood, had no accurate record of length of detention: indeed, we were initially told that some children had spent 275 days in detention, only to be informed later that this was a recording error and the figure should have been 14 and 17 days. Former prisoners, who made up between a third and 80% of centres' populations, were particularly affected by lengthening detention.

**Table 3: Responses to safety questions in six IRCs**

	DOVER	COLNBROOK	HARMONDSWORTH	YARL'S WOOD	TINSLEY HOUSE	OVERALL
<b>SURVEY QUESTIONS</b>	<b>(Figures below as %)</b>					
Did you feel safe on your first night here?	64	33	56	42	54	<b>48</b>
Do most staff treat you with respect?	86	54	69	68	70	<b>69</b>
Have you ever felt unsafe in this centre?	30	61	47	61	39	<b>50</b>
Do you feel unsafe in this centre at the moment?	-	50	39	51	36	<b>46</b>
Has another detainee or group of detainees victimised (insulted or assaulted) you here?	24	40	34	33	25	<b>32</b>
Has a member of staff or group of staff victimised (insulted or assaulted) you here?	15	42	34	33	28	<b>31</b>
Have you ever felt threatened or intimidated by another detainee/group of detainees here?	-	31	20	23	15	<b>24</b>
Have you ever felt threatened or intimidated by a member of staff here?	-	42	31	16	24	<b>29</b>

This increased the vulnerability and potential volatility of the population. However, this was not reflected in the services or resources available. A number of centres had no care suite or peer support. Vulnerable detainees were often taken to the separation unit for observation, or, at Colnbrook, transferred inappropriately to the inpatient unit. This included people with recognised and severe mental health needs.

Centre documentation repeatedly linked self-harm and deterioration in mental health with immigration anxiety, and, in the safety interviews we conducted at five centres, this was invariably the most serious concern. In spite of new procedures, understanding and management of self-harm were often superficial, and security could take precedence over health.

Two detainees had been sedated without their consent with an injectable major tranquiliser after control and restraint procedures. Neither had diagnosed mental health problems likely to respond to such medication, there was no suggestion that alternative options had been considered or that the person lacked capacity to give consent, or that such action was necessary to enable life-saving treatment to be given.

**Immigration removal centre**

The lack of legal advice or representation, combined with poor quality information contact from UK Border Agency (UKBA) case holders, continued to be major complaints in most centres. In one centre inspectors found a British man, who had been detained in error for eight months, even after on site immigration staff had recognised his status and

produced corroborative documents. In some cases, detainees were being threatened with criminal prosecution for lack of cooperation with removal, without commensurate legal safeguards. Advice sessions funded by the Legal Services Commission were too limited to meet the demand.

Our surveys charted continuing problems of effective contact with UKBA case holders, with on site staff lacking the experience or the influence to progress cases or provide information. Reviews were more regular, but in general remained repetitive, uninformative, unresponsive to change in circumstances, or inaccurate. It was of particular concern that we also found inaccurate bail summaries for the court.

Some child protection measures had improved. UKBA provided staff training, in line with a draft code of practice. Yarl's Wood had a good local authority link, with an on site social worker undertaking welfare assessments of children detained for three weeks or more, weekly internal reviews and telephone conferencing with UKBA. This, however, still failed to meet our expectation that the interests of children should be taken into account before deciding to detain, and that children are independently assessed at the point of detention. All children interviewed described fear and distress at the point of detention. Moreover, inspectors found that although fewer children were being detained, they were remaining in detention for longer periods. At Yarl's Wood in 2007, three times as many children were detained for over 28 days than in 2005. There was a marked absence of child health specialists, and no procedures for mental health assessment.

Many parents believed their children had deteriorated quite quickly after arrival in detention. Children who otherwise had been described as coping well in the outside community were now reported to be having difficulty eating and sleeping, becoming withdrawn and showing other symptoms such as bed wetting. Nearly all the children we spoke to said they had felt scared, upset or worried on arrival, which was not surprising given the sometimes traumatic circumstances in which many had initially been detained. The children also indicated that these feelings remained or even worsened during their stay. **Immigration removal centre**

Staff often struggled with an inappropriate or crowded environment, for example at Tinsley House and particularly Haslar, where old accommodation was scarcely fit for purpose. Attempts had been made to soften the institutional feel of Yarl's Wood, but at Colnbrook, where we had criticised the prison-like environment of the short-term holding facility, the regime had deteriorated since it had doubled its population and become an adjunct to the immigration removal centre, holding new arrivals who did not feel well-treated or safe. We also criticised the isolation and relative deprivation of the small number of women sometimes held there and at Tinsley House.

In some centres, efforts had been made to alleviate the problem of language barriers. For example, at Haslar, the English for speakers of other languages course was designed to provide information and support for life at the centre. However, elsewhere some detainees, in particular Chinese detainees, were isolated, unable to engage with the facilities or to ask for help.

We received reports throughout our inspection about the language difficulties experienced by Chinese detainees. With the help of a Chinese interpreter, we discussed a number of issues with them. They felt that their needs were often unmet, as they could not communicate their views to staff.

**Immigration removal centre**

Use of force and disciplinary procedures were not common, but their use among this population, particularly in the context of forced removal, remains problematic. It was therefore disturbing that governance and quality assurance were not sufficiently robust, nor was the safeguard of healthcare attendance always present. There are improved procedures for case holders to take note of evidence that detainees had suffered previous trauma or were otherwise not fit to detain, but this rarely appeared to affect the decision to maintain detention, even in cases where there was clear clinical evidence.

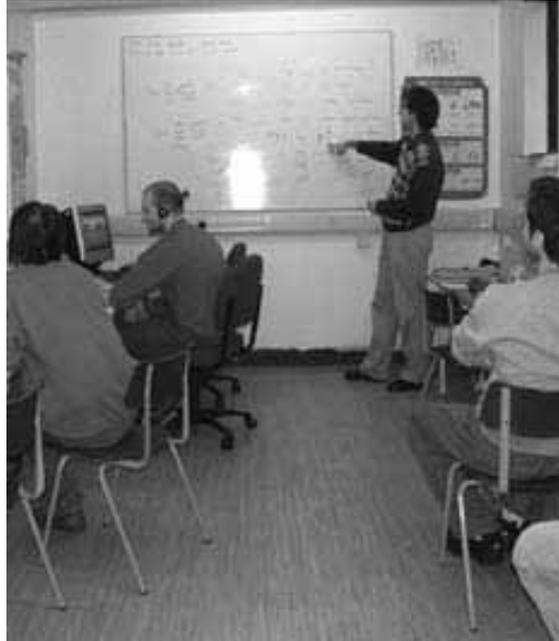
The provision of activities showed a mixed picture, and overall was disappointing. It was noticeable that the three Prison Service centres – Dover, Lindholme and Haslar – had moved quickly to implement legislative changes allowing detainees to carry out paid work, and that the education provision at Haslar, in particular, was exemplary. However, this was not the case at any of the four privately-run removal centres inspected, and none were performing sufficiently well in this area. Those centres appeared to have accepted the UKBA approach: that only limited provision was needed for detainees who would not stay long, even though they all held significant numbers of long-staying men and women – and in two cases, held children.

We were disappointed by the limited amount of activity. Many detainees were bored and insufficiently occupied; education and after-school activities were inadequate. The centre remained hamstrung by the UKBA assumption that detainees would be quickly removed and therefore that purposeful activity was not a priority: yet over 40% of detainees had been there for more than a month.

**Immigration removal centre**

Without any encouragement from UKBA, the education department had developed appropriate and effective provision that met the needs of a wide range of detainees. We were particularly impressed with the way the ESOL course had been designed to provide detainees with information and support for their life in the centre. **Immigration removal centre**

There had been progress in providing effective welfare arrangements to deal with practical problems. Some centres had welfare officer posts, welfare teams and effective policies in place, but this was not the case in other centres, where there were fundamental weaknesses in pre-release preparations. Communication with the outside world had also improved, with the provision of controlled internet access and/or mobile phones in all centres: though in some centres, detainees were not allowed to keep their own mobiles and had to buy extremely expensive phones from the centre shops.



## Short-term holding facilities

Since the inspection of short-term holding facilities (STHFs) began, there have been marked improvements. There is regular supervision by on site immigration staff and, as a consequence, we found fewer people spending longer than 24 hours there. Efforts had been made to ensure that children were rarely, if at all, held in these facilities. It was particularly welcome that independent monitoring boards (IMBs) had started to visit Heathrow holding rooms, and had plans to extend this service. However, many detainees are first held in police custody suites, where conditions may be poor and communication with UKBA and legal advisers inadequate. This was all too evident in our first inspection of the custody suites in Southwark, as part of the joint programme of police cell inspections with HM Inspectorate of Constabulary (see Section ten).

A number of detainees reported positively on treatment by detainee custody officers, and steps had been taken to improve the environment. However, staff training and awareness did not always match policies. In general, detainees had better access to telephones, but this was inconsistent and free phone calls for those without access to mobile phones were not routine. This was of particular concern when detainees were moved between several detention locations.

The environment in many holding rooms had improved. However, the Heathrow facilities, handling the largest number of detainees in the country, were particularly unsatisfactory. Holding rooms were cramped and inadequate for the numbers being held. Some detainees spent lengthy periods there – up to 42 hours – and of the 57 children who had passed through in the preceding three months, two had spent 19 hours there. The removals room at Queen’s Building, with the highest and most complex transient

population, also had inadequate supervision from immigration staff. Standards there were the worst encountered, with unofficial use of separation, poor recording and monitoring of the use of force, and some examples of extremely unprofessional and disrespectful conduct towards detainees. Detainees had limited information, and little opportunity to recover property. It is therefore particularly welcome that these facilities were the first to have regular independent monitoring from the newly-constituted IMB.

While staff were usually respectful towards detainees and some showed considerable care, there were concerning examples of extremely unprofessional behaviour, and the use of dehumanising language in relation to detainees was widespread. None of the staff we spoke to had received training on diversity since their basic training and diversity impact assessments had not been done. **Airport STHF**

In order to assess detainees’ experience of escorts, interviews were carried out with those arriving at Queen’s Building (Heathrow) and Manchester airport. Journey times were variable, ranging from 20 minutes to 14 hours. Detainees reported multiple journeys, often with little notice. Many of those sent to Heathrow for removal were unable to access property, having been erroneously told that this could be delivered to the airport. A quarter had only the clothing in which they were detained.

Escort vans were clean but cramped and uncomfortable, with little temperature control. Escorts were generally described as polite. However, at Tinsley House IRC we observed two examples of poor treatment of detainees handed over to escort staff. One involved pre-emptive use of force by escort staff, without any attempts at de-escalation, and a lack of clarity on the part of the medical escort about his professional role.



## Northern Ireland

Prison inspections in Northern Ireland are carried out under the statutory authority, and in partnership with, the Criminal Justice Inspectorate of Northern Ireland. This year, we inspected two establishments on the same site: Ash House, the only women's prison in Northern Ireland, and Hydebank Wood, the only young offender centre.

These prisons are inspected by the same criteria and methodology as prisons in England and Wales, under the four tests of safety, respect, purposeful activity and resettlement. However, this is the first time that we have made formal assessments of performance under each of those tests. In spite of some improvements, it is a measure of the distance still to be travelled that these assessments were disappointingly low. There were no positive assessments (reasonably well or well) for the young offender centre, and only in relation to safety was Ash House found to be performing reasonably well. The joint management of the two establishments on a single site did not assist either with its challenging task.

At Hydebank Wood, over half the young adults had felt unsafe, yet procedures for their reception and induction, and to reduce violence and prevent suicide and self-harm, were insufficient. Relationships with staff were distant, and the personal officer scheme ineffective. Work on diversity was underdeveloped, and healthcare remained inadequate. However, chaplaincy work was good.

In a young offender centre, it was of particular concern that activities were assessed as poor. There was too little available, and many young men spent most of the day in their cells and rarely exercised in the fresh air. The gym provided the one beacon, with committed staff and good quality activity. Resettlement had not progressed, and had suffered from cutbacks. Much of the policy was aspirational, and little was done to deliver against sentence plans. However, drug services were good and there was impressive family support work.

Ash House was providing a generally safe environment for the women there, but in general their management within a male establishment meant that there was insufficient focus on their specific needs. Women were often transported with men and subject to verbal abuse both on the journey and in reception. Bullying was rare and there had been some improvements in the care of those at risk of suicide or self-harm, though better care plans were needed. Relationships with staff had improved, but there was still no personal officer scheme, and, like the young offender centre, diversity and healthcare were weak.

Women had reasonable time out of their cells, but movement was restricted. There were too few learning and skills opportunities, and no attempt to fit education to women's needs. In spite of some good reintegration, drug and family support work, women's needs were not adequately reflected in the resettlement policy or practice, and life-sentenced women were particularly isolated.

The inspection strongly recommended, once again, that there should be a separate and dedicated women's facility, without which the needs of either population at Hydebank Wood are unlikely to be properly met.

## Police cells

During the reporting year we put in place a new programme of joint inspections of police cells with HM Inspectorate of Constabulary. These settings had not previously been subject to regular independent inspection, as is required in all places of detention by the Optional Protocol to the United Nations Convention against Torture and Inhuman and Degrading Treatment, which was signed by the United Kingdom in 2003. These inspections also constituted an important part of the commitment made to Ministers at the time of the Police and Justice Act 2006: that the criminal justice inspectorates would undertake more joint work.

A new methodology, including published criteria, was designed in consultation with a range of stakeholders, including the Independent Custody Visitors' Association, the Association of Police Authorities and the Association of Chief Police Officers. The methodology was piloted and refined during 2007–08 and the first inspection of custody suites, in the London Borough of Southwark, took place in April. This was followed by inspections in the London Boroughs of Islington (in May) and Hillingdon (in June), and in Gloucestershire Constabulary (in July). The report on Southwark was published in August.

The inspection of the three custody suites in Southwark raised a number of important issues. It was positive that the codes of practice governing custody under the Police and Criminal Evidence Act were being rigorously followed, and relationships observed between police custody staff and

detainees were appropriate and professional. However, strategic management was poor and a number of failings exposed by the Metropolitan Police's own internal inspection arrangements had not been acted on. Inspections found some unacceptably dirty and inadequate accommodation, particularly at the suite set aside for immigration detainees, and some basic amenities, such as toilet paper and showers, were inconsistently provided. There were also concerns about confidentiality, given the design of the reception area and custody desks. There was insufficient attention to the particular needs and vulnerabilities of juveniles.

Immigration detainees, as well as those arrested for alleged criminal offences, are held in police custody, and inspections identified a lack of activity by the UK Border Agency to ensure that they spent the minimum amount of time possible in police custody. While health services were reasonable, there was no clinical governance or audit, records were not kept securely, medicines management was poor and some of the facilities were not fit for purpose. However, there was good support for detainees who misused drugs or alcohol.

Both Inspectorates were impressed by the interest and attention paid by senior managers to the findings. This gives some confidence that inspection recommendations, if implemented, will help to improve performance in this important area of police work, which had not previously been subject to regular and detailed independent inspection.



APPENDICES



## Inspections undertaken – 1 September 2007 to 31 August 2008

ESTABLISHMENT	TYPE OF INSPECTION	INSPECTION DATES
<b>PRISONS</b>		
Woodhill + OMI*	Full announced	3–7 September 07
Drake Hall	Full announced	3–7 September 07
Forest Bank	Full unannounced	10–14 September 07
Altcourse	Unannounced short follow-up	17–19 September 07
Wolds	Unannounced short follow-up	17–19 September 07
Bronze field	Unannounced short follow-up	1–4 October 07
Lancaster Castle	Full announced	1–5 October 07
Parc (juveniles)	Unannounced short follow-up	1–5 October 07
Belmarsh + OMI*	Full announced	8–12 October 07
Kirkham	Unannounced short follow-up	8–10 October 07
Nottingham	Unannounced short follow-up	15–18 October 07
Exeter + OMI*	Unannounced short follow-up	16–18 October 07
Lindholme	Full announced	29 October – 2 November 07
Onley	Full announced	29 October – 2 November 07
Albany + OMI*	Full announced	12–16 November 07
Morton Hall	Full announced	19–23 November 07
Full Sutton	Full announced	19–23 November 07
Thorn Cross (juveniles)	Unannounced short follow-up	19–21 November 07
Lincoln	Full announced	3–7 November 07
Bullwood Hall	Full announced	3–7 November 07
Leeds	Full unannounced	5–14 December 07
Brockhill	Full announced	10–14 December 07
Cardiff + OMI*	Full announced	7–11 January 08
Bullingdon + OMI*	Full announced	14–18 January 08
Preston	Unannounced short follow-up	23–25 January 08
Guy's Marsh + OMI*	Unannounced short follow-up	21–23 January 08
Frankland	Full announced	4–8 February 08
Doncaster	Unannounced full follow-up	11–15 February 08
Dartmoor + OMI*	Full announced	11–15 February 08
Swansea	Unannounced short follow-up	14–18 February 08
Bristol	Unannounced short follow-up	3–6 March 08
Usk and Prescoed + OMI*	Unannounced short follow-up	3–5 March 08
Holloway + OMI*	Unannounced full follow-up	5–14 March 08
Blantyre House	Unannounced short follow-up	17–19 March 08
Swaleside	Full announced	31 March – 4 April 08
Foston Hall (juveniles)	Full announced	31 March – 4 April 08
Lowdham Grange	Unannounced short follow-up	31 March – 2 April 08
Whitemoor	Unannounced full follow-up	7–11 April 08
Risley	Unannounced full follow-up	14–18 April 08
Swinfen Hall	Unannounced short follow-up	15–17 April 08
Erlestoke	Full announced	28 April – 2 May 08
Gartree	Unannounced short follow-up	28–30 April
Brixton + OMI*	Full announced	28 April – 2 May 08
Stocken	Unannounced short follow-up	12–14 May 08
Downview (juveniles)	Unannounced short follow-up	12–14 May 08
Downview	Full announced	12–16 May 08

## Inspections undertaken – 1 September 2007 to 31 August 2008 (continued)

ESTABLISHMENT	TYPE OF INSPECTION	INSPECTION DATES
<b>PRISONS (CONTINUED)</b>		
Shepton Mallett	Unannounced short follow-up	2–5 June 08
Wormwood Scrubs + OMI*	Full unannounced	9–13 June 08
Blundeston	Unannounced short follow-up	16–18 June 08
Dovegate TC	Full announced	16–20 June 08
Peterborough men	Unannounced short follow-up	30 June – 4 July 08
Peterborough women	Unannounced short follow-up	30 June – 4 July 08
Wetherby (juveniles)	Full announced	30 June – 4 July 08
Parc + OMI*	Unannounced full follow-up	7–11 July 08
Long Lartin + OMI*	Full announced	14–18 July 08
Thorn Cross	Unannounced short follow-up	28–30 July 08
Brinsford (juveniles) + OMI*	Full announced	28 July – 1 August 08
Wellingborough	Full announced	4–8 August 08
Spring Hill	Full announced	11–15 August 08
Send	Unannounced short follow-up	18–22 August 08
Ashfield (juveniles)	Unannounced short follow-up	26–29 August 08
<b>OTHER JURISDICTIONS</b>		
Ash House	Full announced	29 October – 2 November 07
Hydebank Wood	Full announced	5–9 November 07
<b>IMMIGRATION REMOVAL CENTRES</b>		
Haslar	Short follow-up	5–7 November 07
Harmondsworth	Full follow-up	14–18 January 08
Yarl's Wood	Full announced	4–8 February 08
Tinsley House	Full announced	10–14 March 08
Campsfield House	Full follow-up	12–16 May 08
Oakington	Full announced	16–20 June 08
<b>SHORT-TERM HOLDING FACILITIES</b>		
Manchester Airport residential and escort	Follow-up	3–4 September 07
Luton airport	Follow-up	20 February 08
Edinburgh	Full unannounced	20 February 08
Harwich residential	Follow-up	3 June 08
Reliance House	Follow-up	3–4 June 08
Sandford House	Follow-up	10 June 08
Birmingham airport	Follow-up	6 August 08
<b>POLICE CUSTODY†</b>		
Southwark		21–22 April 08
Islington		19–20 May 08
Hillingdon		23–24 June 08
Gloucestershire		21–22 July 08

\* Offender management inspection, jointly with HM Inspectorate of Probation

† Joint with HM Inspectorate of Constabulary and joint area inspection

## Inspection reports published – 1 September 2007 to 31 August 2008

ESTABLISHMENT	TYPE OF INSPECTION	DATE PUBLISHED
<b>PRISONS</b>		
Albany	Full announced	8 May 08
Altcourse	Unannounced short follow-up	20 March 08
Ashwell	Unannounced short follow-up	13 November 07
Belmarsh	Full announced	15 April 08
Bristol	Unannounced short follow-up	28 August 08
Brockhill	Full announced	12 June 08
Bronze field	Unannounced short follow-up	28 March 08
Buckley Hall	Full announced	4 October 07
Bullingdon	Full announced	30 July 08
Bullwood Hall	Full announced	10 June 08
Cardiff	Full announced	3 July 08
Canterbury	Full announced	4 March 08
Channings Wood	Full announced	21 November 07
Chelmsford	Full announced	24 January 08
Dartmoor	Full announced	9 July 08
Doncaster	Unannounced full follow-up	22 July 08
Dorchester	Unannounced short follow-up	15 August 07
Drake Hall	Full announced	12 February 08
Eastwood Park – Mary Carpenter Unit	Full announced	19 October 07
Exeter	Unannounced short follow-up	17 April 08
Feltham	Unannounced full follow-up	26 October 07
Forest Bank	Full unannounced	28 February 08
Foston Hall	Unannounced short follow-up	11 September 07
Frankland	Full announced	20 August 08
Full Sutton	Full announced	25 April 08
Glen Parva	Unannounced short follow-up	20 November 07
Gloucester	Full announced	24 August 07
Guy's Marsh	Unannounced short follow-up	27 June 08
Highpoint	Full announced	26 September 07
Holloway	Unannounced full follow-up	16 September 08
Kirkham	Unannounced short follow-up	1 April 08
Lancaster Castle	Full announced	2 April 08
Leeds	Full unannounced	24 June 08
Lewes	Full announced	5 February 08
Lincoln	Full announced	18 June 08
Lindholme	Full announced	22 April 08
Littlehey	Full announced	5 December 07
Manchester	Unannounced short follow-up	9 October 07
Morton Hall	Full announced	12 June 08
New Hall	Full announced	1 February 08
North Sea Camp	Unannounced short follow-up	9 November 07
Nottingham	Unannounced short follow-up	7 April 08
Onley	Full announced	8 April 08
Parc – juvenile unit	Unannounced short follow-up	11 April 08
Reading	Unannounced full follow-up	17 October 07
Rye Hill	Full unannounced	9 October 07

**Inspection reports published – 1 September 2007 to 31 August 2008** (continued)

ESTABLISHMENT	TYPE OF INSPECTION	DATE PUBLISHED
<b>PRISONS (CONTINUED)</b>		
Stoke Heath	Unannounced full follow-up	5 September 07
Sudbury	Unannounced short follow-up	14 September 07
The Verne	Full announced	16 January 08
Thorn Cross	Unannounced short follow-up	9 May 08
Usk and Prescoed	Unannounced short follow-up	21 August 08
Warren Hill	Unannounced short follow-up	11 December 07
Winchester	Full announced	21 August 07
Werrington	Unannounced short follow-up	28 September 07
Wolds	Unannounced short follow-up	20 February 08
Woodhill	Full announced	13 February 08
<b>NORTHERN IRELAND</b>		
Hydebank Wood Young Offender Centre – Ash House	Full announced	12 June 08
Hydebank Wood Young Offender Centre	Full announced	9 July 08
<b>IMMIGRATION REMOVAL CENTRES</b>		
Colnbrook	Unannounced full follow-up	27 November 07
Dover	Full announced	21 September 07
Harmondsworth	Unannounced full follow-up	17 June 08
Haslar	Unannounced short follow-up	29 April 08
Lindholme	Unannounced short follow-up	27 November 07
Tinsley House	Full announced	27 August 08
Yarl's Wood	Full announced	26 August 08
<b>SHORT-TERM HOLDING FACILITIES</b>		
Beckett House	Full unannounced	16 July 08
Eaton House	Unannounced follow-up	30 October 08
Edinburgh Airport	Full unannounced	14 August 08
Heathrow Terminals and Queen's Building	Unannounced follow-up	18 December 08
Luton Airport	Unannounced follow-up	14 August 08
Manchester Airport	Full unannounced	5 March 08
Port of Dover	Full unannounced	9 May 08
<b>IMMIGRATION ESCORTS</b>		
Queen's Building, Heathrow Airport	One unannounced; one announced	5 March 08
Manchester Airport	One unannounced; one announced	5 March 08
<b>POLICE CUSTODY</b>		
Southwark Basic Command Unit		5 August 08
<b>JOINT CRIMINAL JUSTICE REPORTS</b>		
Approved premises		28 March 08
Offender management arrangements in custodial institutions in the South-East of England		29 April 08
Offender management arrangements in custodial institutions in the South-West of England		17 June 08
The Peart/Joseph case		28 April 08

**Inspection reports published – 1 September 2007 to 31 August 2008** (continued)

<b>ESTABLISHMENT</b>	<b>TYPE OF INSPECTION</b>	<b>DATE PUBLISHED</b>
<b>OTHER JOINT REPORTS</b>		
Safeguarding children		8 July 08
<b>OTHER PUBLICATIONS</b>		
An inspection of the category A detainee unit at HMP Long Lartin		27 February 08
Annual Report 2006–07		30 January 08
Business Plan		25 April 08
Older prisoners in England and Wales: A follow-up to the 2004 thematic review		13 August 08
Report on an announced inspection of the management, care and control of young people at Oakhill secure training centre		17 March 08
Revised Expectations		14 May 08
The mental health of prisoners: A thematic review of the care and support of prisoners with mental health needs		24 October 07
Time out of cell: A short thematic review		2 June 08

## Recommendations accepted

PRISONS				
ESTABLISHMENT	RECOMMENDATIONS	ACCEPTED	PARTIALLY ACCEPTED	REJECTED
<b>JUVENILES</b>				
Eastwood Park	83	69	12	2
New Hall	130	124	5	1
<b>Total</b>	<b>213 (100%)</b>	<b>193 (91%)</b>	<b>17(8%)</b>	<b>3 (1%)</b>
<b>LOCALS</b>				
Belmarsh	178	139	32	7
Bullingdon	197	148	43	6
Cardiff	-	-	-	-
Chelmsford*	-	-	-	-
Forest Bank	-	-	-	-
Leeds	198	174	17	7
Lewes	164	134	20	10
Lincoln	-	-	-	-
Woodhill*	231	204	26	1
<b>Total</b>	<b>968 (100%)</b>	<b>799 (83%)</b>	<b>138 (14%)</b>	<b>31 (3%)</b>
<b>HIGH SECURE</b>				
Frankland	230	196	33	1
Full Sutton	122	87	31	4
<b>Total</b>	<b>352 (100%)</b>	<b>283 (80%)</b>	<b>64 (18%)</b>	<b>5 (1%)</b>
<b>TRAINER PRISONS</b>				
Albany	152	128	20	4
Brockhill	104	81	15	8
Channings Wood	-	-	-	-
Dartmoor	183	150	22	11
Highpoint	-	-	-	-
Lancaster Castle	130	115	11	4
Lindholme	172	150	19	3
Littlehey	-	-	-	-
Onley*	173	137	31	5
Rye Hill	231	186	44	1
The Verne	120	99	16	5
<b>Total</b>	<b>1,265 (100%)</b>	<b>1,046 (83%)</b>	<b>178 (14%)</b>	<b>41 (3%)</b>
<b>WOMEN</b>				
Buckley	-	-	-	-
Drake Hall	189	156	32	1
Morton Hall	135	122	12	1
<b>Total</b>	<b>324 (100%)</b>	<b>278 (86%)</b>	<b>44 (14%)</b>	<b>2 (&lt;1%)</b>
<b>FOREIGN NATIONALS</b>				
Bullwood Hall*	171	146	20	5
Canterbury*	-	-	-	-
<b>Total</b>	<b>171 (100%)</b>	<b>146 (85%)</b>	<b>20 (12%)</b>	<b>5 (3%)</b>
<b>NORTHERN IRELAND</b>				
Ash House	-	-	-	-
Hydebank Wood	-	-	-	-
<b>Total</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>PRISON TOTAL</b>	<b>3,293 (100%)</b>	<b>2,745 (83%)</b>	<b>461 (14%)</b>	<b>87 (3%)</b>

(continued on next page)

IMMIGRATION REMOVAL CENTRES (IRCs) and SHORT TERM HOLDING FACILITIES (STHFs)				
ESTABLISHMENT	RECOMMENDATIONS	ACCEPTED	PARTIALLY ACCEPTED	REJECTED
Dover IRC	84	79	2	3
Port of Dover STHF	24	17	5	2
Manchester Airport STHF	26	14	10	2
Yarlswood IRC	127	109	13	5
Tinsley House IRC	129	103	15	11
Edinburgh STHF	34	28	4	2
<b>Total</b>	<b>424 (100%)</b>	<b>350 (83%)</b>	<b>49 (12%)</b>	<b>25 (6%)</b>

- \* Inspection of more than one population type
- Outstanding action plans not returned within the deadline

## Outcome of recommendations assessed in follow-up inspection reports published 2007–08

PRISONS				
ESTABLISHMENT	RECOMMENDATIONS	ACCEPTED	PARTIALLY ACCEPTED	REJECTED
<b>JUVENILES</b>				
Werrington	127	55	29	43
Parc	28	18	6	4
Thorn Cross	27	18	6	3
Warren Hill	122	41	27	54
<b>Total</b>	<b>304 (100%)</b>	<b>132 (43%)</b>	<b>68 (22%)</b>	<b>104 (34%)</b>
<b>LOCALS</b>				
Manchester	109	45	25	39
Altcourse	74	44	10	20
Nottingham	148	59	34	55
Exeter	98	40	19	39
Doncaster	143	39	42	62
Bristol	133	61	29	43
<b>Total</b>	<b>705 (100%)</b>	<b>288 (41%)</b>	<b>159 (23%)</b>	<b>258 (37%)</b>
<b>TRAINER PRISONS</b>				
Ashwell	89	50	20	19
Guys Marsh	114	52	27	35
Wolds	85	50	20	15
<b>Total</b>	<b>288 (100%)</b>	<b>152 (53%)</b>	<b>67 (23%)</b>	<b>69 (24%)</b>
<b>OPEN</b>				
Sudbury	84	38	23	23
North Sea Camp	90	49	19	22
Kirkham	94	52	26	16
<b>Total</b>	<b>268 (100%)</b>	<b>139 (52%)</b>	<b>68 (25%)</b>	<b>61 (23%)</b>
<b>WOMEN</b>				
Foston Hall	95	32	21	42
Bronzefield	157	59	39	59
<b>Total</b>	<b>252 (100%)</b>	<b>91 (36%)</b>	<b>60 (24%)</b>	<b>101 (40%)</b>
<b>YOUNG ADULTS</b>				
Reading	100	38	23	39
Glen Parva	113	66	23	24
<b>Total</b>	<b>213 (100%)</b>	<b>104 (49%)</b>	<b>46 (22%)</b>	<b>63 (30%)</b>
<b>SPLIT SITES (JUVENILE and YOUNG ADULT)</b>				
Stoke Heath <b>juvenile</b>	13	7	1	5
Stoke Heath <b>young adult</b>	18	5	7	6
Stoke Heath <b>generic</b>	108	42	28	38
Feltham <b>juvenile</b>	5	0	0	5
Feltham <b>young adult</b>	3	2	1	0
Feltham <b>generic</b>	98	35	29	34
<b>Total</b>	<b>245 (100%)</b>	<b>91 (37%)</b>	<b>66 (27%)</b>	<b>88 (36%)</b>
<b>SPLIT SITES (TRAINER and OPEN)</b>				
Usk <b>trainer</b>	11	2	1	8
Prescoed <b>open</b>	12	6	3	3
Usk/Prescoed <b>generic</b>	54	27	8	19
<b>Total</b>	<b>77 (100%)</b>	<b>35 (45%)</b>	<b>12 (16%)</b>	<b>30 (39%)</b>
<b>PRISON TOTAL</b>	<b>2,352 (100%)</b>	<b>1,032 (44%)</b>	<b>546 (23%)</b>	<b>774 (33%)</b>

(continued on next page)

IMMIGRATION REMOVAL CENTRES (IRCs) and SHORT TERM HOLDING FACILITIES (STHFs)				
ESTABLISHMENT	RECOMMENDATIONS	ACHIEVED	PARTIALLY ACHIEVED	NOT ACHIEVED
Hammondsworth IRC	114	42	42	30
Colnbrook IRC	76	32	22	22
Lindholme IRC	87	24	30	33
Haslar IRC	82	33	23	26
Communications House STHF	18	5	6	7
Eaton House	41	10	16	15
Heathrow Terminals and Queens STHF	58	14	13	31
Luton	34	12	9	13
<b>Total</b>	<b>510 (100%)</b>	<b>172 (34%)</b>	<b>161 (32%)</b>	<b>177 (35%)</b>

## Healthy prison and establishment assessments

PRISON/ESTABLISHMENT					
	TYPE OF INSPECTION	HEALTHY PRISON / ESTABLISHMENT ASSESSMENTS			
		SAFETY	RESPECT	PURPOSEFUL ACTIVITY	RESETTLEMENT
<b>JUVENILE ESTABLISHMENTS</b>					
Werrington	SFU	2	3	3	3
Feltham	FFU	3	4	3	4
Warren Hill	SFU	2	3	3	3
Parc	SFU	3	4	3	3
Thorn Cross	SFU	4	4	4	4
Stoke Heath	FFU	2	2	3	3
Eastwood Park - Mary Carpenter Unit (girls)	FA	4	4	4	3
New Hall - Rivendell Unit (girls)	FA	3	3	4	4
<b>LOCAL PRISONS</b>					
Manchester	SFU	2	3	3	3
Chelmsford	FA	2	2	2	3
Lewes	FA	3	3	2	1
Woodhill	FA	3	2	1	3
Forest Bank	FU	2	2	3	3
Altcourse	SFU	3	4	4	4
Nottingham	SFU	3	3	3	4
Exeter	SFU	3	2	2	3
Lincoln	FA	2	3	2	3
Leeds	FU	2	2	1	3
Cardiff	FA	3	3	3	3
Doncaster	FFU	3	2	2	4
Bullingdon	FA	3	3	3	3
Bristol	SFU	2	2	2	3
Belmarsh	FA	3	2	2	3
<b>HIGH SECURITY PRISONS</b>					
Full Sutton	FA	2	3	4	3
Frankland	FA	2	3	3	2
<b>TRAINING PRISONS</b>					
Highpoint	FA	3	2	1	2
Buckley Hall	FA	3	3	2	3
Rye Hill	FU	2	1	1	2
Ashwell	SFU	4	3	3	3
Channings Wood	FA	3	3	3	2
Littlehey	FA	4	3	3	3
The Verne	FA	3	3	3	3
Wolds	SFU	3	3	3	3
Lancaster Castle	FA	4	2	2	3
Onley	FA	3	3	1	2
Lindholme	FA	2	2	3	3
Albany	FA	2	2	3	3
Brockhill	FA	4	3	2	3
Dartmoor	FA	2	2	2	2
Usk	SFU	3	3	4	2
Guys Marsh	SFU	3	3	3	2

## Healthy prison and establishment assessments (continued)

PRISON/ESTABLISHMENT	TYPE OF INSPECTION	HEALTHY PRISON / ESTABLISHMENT ASSESSMENTS			
		SAFETY	RESPECT	PURPOSEFUL ACTIVITY	RESETTLEMENT
<b>OPEN PRISONS</b>					
Sudbury	SFU	4	3	3	4
North sea Camp	SFU	3	2	3	2
Kirkham	SFU	3	3	3	3
Prescoed	SFU	3	3	4	3
<b>WOMEN'S PRISONS</b>					
Foston Hall	SFU	3	3	3	2
Drake Hall	FA	4	3	3	2
Bronzefield	SFU	3	3	3	3
Morton Hall	FA	4	3	4	3
<b>YOUNG ADULT ESTABLISHMENTS</b>					
Reading	FFU	2	3	2	3
Feltham	FFU	3	4	3	4
Glen Parva	SFU	3	3	3	3
Stoke Heath	FFU	2	2	2	3
<b>FOREIGN NATIONAL PRISONS</b>					
Canterbury	FA	4	3	2	2
Bullwood Hall	FA	4	3	3	1
<b>EXTRA-JURISDICTION</b>					
Ash House	FA	3	2	1	2
Hydebank Wood	FA	2	2	1	2
<b>IMMIGRATION REMOVAL CENTRES</b>					
Dover	FA	3	3	3	3
Colnbrook	FFU	2	3	2	3
Lindholme	SFU	3	3	3	3
Haslar	SFU	3	2	4	3
Harmondsworth	FFU	2	3	2	3
Yarl's Wood	FA	3	3	2	3
Tinsley House	FA	3	2	2	2

## KEY TO TABLE

## Numeric

- 1 Performing poorly
- 2 Not performing sufficiently well
- 3 Performing reasonably well
- 4 Performing well

## Type of inspection

- FFU Full follow-up
- SFU Short follow-up
- FA Full announced
- FU Full unannounced

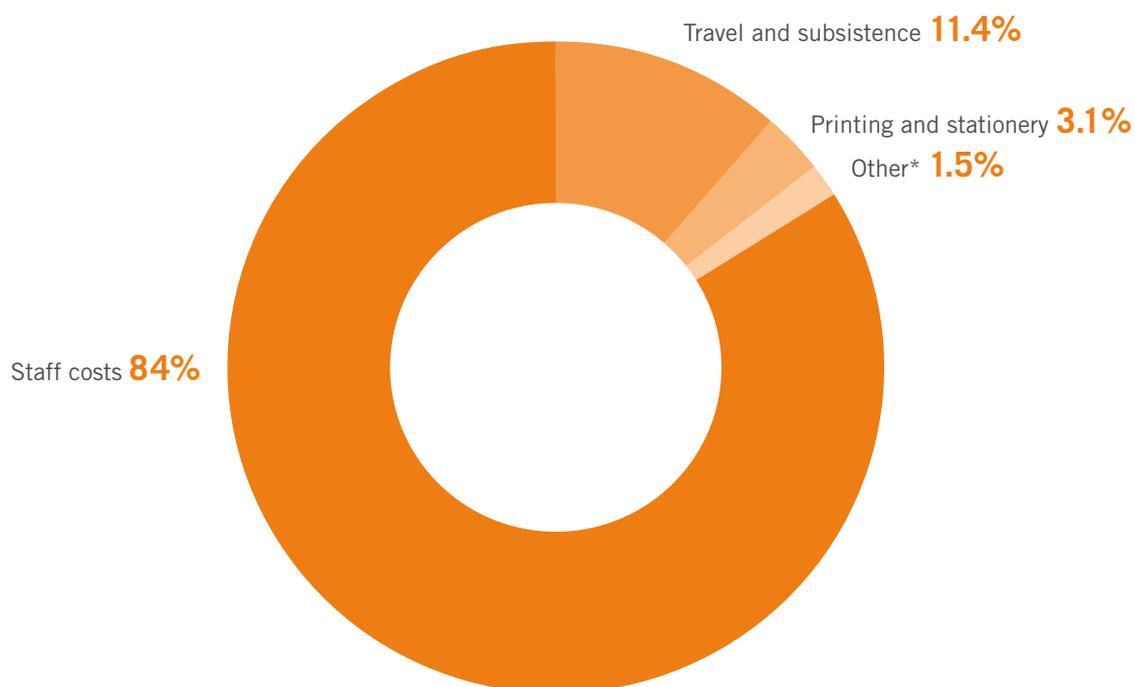
## 2007–08 survey responses: ethnicity / religion / disability

	Black and minority ethnic prisoners	White prisoners	Said they had disability	Did not say they had disability	Muslim prisoners	Non-Muslim prisoners
Number of completed questionnaires returned	1,081	2,471	441	2,673	415	585
	%	%	%	%	%	%
<b>24a</b> Did you have any problems when you first arrived?	16	21	81	66	72	68
<b>30</b> Did you feel safe on your first night here?	71	84	73	82	64	83
<b>40a</b> Is it easy/very easy to get a complaints form?	81	85	81	84	80	85
<b>41c</b> Do you feel complaints are sorted out fairly?	17	21	14	20	16	20
<b>41d</b> Do you feel complaints are sorted out promptly?	20	23	19	22	18	23
<b>42</b> Have you ever been made to or encouraged to withdraw a complaint since you have been in this prison?	17	13	19	14	23	13
<b>45</b> Are you on the enhanced (top) level of the IEP scheme?	35	40	32	40	32	40
<b>46</b> Do you feel you have been treated fairly in your experience of the IEP scheme?	35	55	41	50	30	52
<b>47a</b> In the last six months have any members of staff physically restrained you (C&R)?	10	6	9	7	15	6
<b>47b</b> In the last six months have you spent a night in the segregation/care and separation unit?	15	13	13	13	21	13
<b>48a</b> Do you feel your religious beliefs are respected?	58	55	54	56	59	56
<b>49b</b> Are you able to speak to a religious leader of your faith in private if you want to?	60	59	56	59	66	59
<b>50</b> Are you able to speak to a Listener at any time, if you want to?	53	67	67	63	51	65
<b>51a</b> Do you have a member of staff, in this prison, that you can turn to for help if you have a problem?	61	70	68	68	58	69
<b>51b</b> Do most staff, in this prison, treat you with respect?	62	72	71	69	60	71
<b>52</b> Have you ever felt unsafe in this prison?	39	34	50	33	42	34
<b>53</b> Do you feel unsafe in this establishment at the moment?	21	15	25	15	24	16
<b>55</b> Have you been victimised (insulted or assaulted) by another prisoner?	24	24	36	21	26	23
<b>57</b> Have you been victimised (insulted or assaulted) by a member of staff?	34	23	28	26	38	24
<b>60</b> Have you ever felt threatened or intimidated by another prisoner/group of prisoners in here?	22	25	35	23	25	24
<b>61</b> Have you ever felt threatened or intimidated by a member of staff in here?	27	19	27	21	30	20
<b>64</b> Do you think the overall quality of the healthcare is good/very good?	39	42	46	41	36	42
<b>70a</b> Do you feel your job will help you on release?	30	31	24	32	27	31
<b>70b</b> Do you feel your vocational or skills training will help you on release?	34	34	26	35	31	34
<b>70c</b> Do you feel your education (including basic skills) will help you on release?	51	44	43	47	49	46
<b>77</b> Do staff normally speak to you at least most of the time during association time?	16	21	19	20	17	20
<b>94a</b> Do you know who to contact, within this prison, to get help with finding a job on release?	36	42	16	13	39	41
<b>94b</b> Do you know who to contact, within this prison, to get help with finding accommodation on release?	39	44	11	10	40	44
<b>94c</b> Do you know who to contact, within this prison, to get help with your finances in preparation for release?	27	32	33	41	29	31

## KEY TO TABLE

	Significantly better than the comparator
	Significantly worse than the comparator
	There is no significant difference

## Expenditure for April 2007 to March 2008



PURPOSE	EXPENDITURE (£)
Staff costs	2,868,387
Travel and subsistence	390,436
Printing and stationery	107,501
Information technology	5,113
Translators	9,411
Meetings and refreshments	7,157
Telecommunications	12,000
Recruitment	8,880
Conferences	1,280
Office equipment	3,200
Training and development	2,915
<b>Total</b>	<b>3,416,280</b>

\* Includes: information technology, translators, meetings and refreshments, telecommunications, recruitment, conferences, office equipment, training and development.

<b>Inspectorate staff</b>		
	Anne Owers	Chief Inspector
	Nigel Newcomen	Deputy Chief Inspector
	Barbara Buchanan	Senior Personal Secretary to the Chief Inspector
	Michelle Reid	Personal Secretary to the Deputy Chief Inspector
<b>A TEAM</b>	Sara Snell	Team Leader
	Jonathan French	Acting Team Leader (to August 2008)
	Gail Hunt	Inspector
	Sean Sullivan	Inspector
	Vinnett Percy	Inspector
	Karen Dillon	Inspector
<b>O TEAM (women)</b>	Michael Loughlin	Team Leader
	Joss Crosbie	Inspector
	Paul Fenning	Inspector
	Hayley Folland	Inspector
	Susan Fenwick	Inspector
<b>N TEAM (young adults)</b>	Martin Lomas	Team Leader
	Keith McInnis	Inspector
	Marie Orrell	Inspector
	Andrea Walker	Inspector
	Stephen Moffatt	Inspector (part time)
	Gordon Riach	Inspector (part time)
<b>J TEAM (juveniles)</b>	Fay Deadman	Team Leader
	Ian Macfadyen	Inspector
<b>I TEAM (immigration detention)</b>	Hindpal Singh Bhui	Team Leader
	Eileen Bye	Inspector
	Lucy Young	Inspector
<b>HEALTH SERVICES TEAM</b>	Elizabeth Tysoe	Head of Health Services Inspection
	Mandy Whittingham	Deputy Head of Health Services Inspection
	Bridget McEvelly	Health Inspector (part time)
	Margot Nelson-Owen	Health Inspector (part time)
	Sigrid Engelen	Drugs and Alcohol Inspector (part time)
	Paul Roberts	Drugs and Alcohol Inspector (part time)
<b>RESEARCH AND DEVELOPMENT</b>	Louise Falshaw	Head of Research
	Julia Fossi	Senior Researcher
	Samantha Booth	Researcher
	Laura Nettleingham	Researcher
	Catherine Nichols	Researcher
	Sherelle Parke	Researcher
	Michael Skidmore	Researcher
	Rachel Murray	Research Trainee

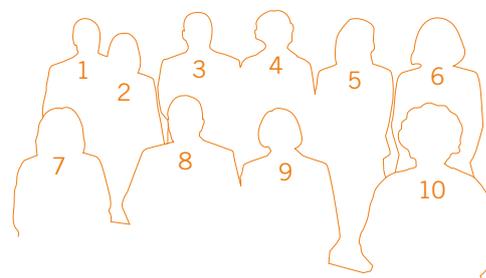
*(continued on next page)*

### Inspectorate staff (continued)

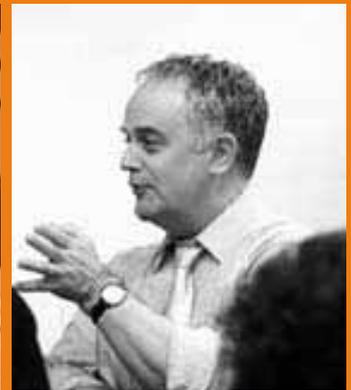
<b>ADMINISTRATION</b>	Angela Johnson	Head of Administration
	Tamsin Williamson	Publications Manager
	Stephen Seago	Senior Administration Officer
	Gemma Kelly	Administration Officer
	Francette Montgry	Administration Officer
<b>EDITORS</b>	Brenda Kirsch	
	Adrienne Penfield	
	Emily Wood	
	Anne Fragniere	
<b>STAFF WHO LEFT DURING THE REPORTING PERIOD</b>	John Simpson, Francis Masserick, Helen Meckiffe, Olivia Adams, Sarah Corlett, Neil Goodson, Lauren McAllister, Gerry O'Donoghue, Monica Lloyd	



<b>POLICY BOARD</b>	1	Michael Loughlin
	2	Angela Johnson
	3	Martin Lomas
	4	Elizabeth Tysoe
	5	Barbara Buchanan
	6	Louise Falshaw
	7	Fay Deadman
	8	Nigel Newcomen
	9	Anne Owers
	10	Sara Snell



Not in the picture: Hindpal Singh Bhui



Printed in the UK for The Stationery Office Limited  
on behalf of the Controller of Her Majesty's Stationery Office ID 6026417 01/09

Printed on paper containing 100% post consumer waste and manufactured at a mill accredited with ISO 14001  
environmental management standard. The pulp used in this product is bleached using an Elemental Chlorine Free process (ECF).



Published by TSO (The Stationery Office)  
and available from:

**Online**

[www.tsoshop.co.uk](http://www.tsoshop.co.uk)

Mail, Telephone, Fax & E-mail

TSO, PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries: 0870 600 5522

Order through the Parliamentary Hotline

Lo-call: 0845 7 023474

Fax orders: 0870 600 5533

E-mail: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk)

Textphone: 0870 240 3701

**TSO Shops**

16 Arthur Street, Belfast BT1 4GD

Phone: 028 9023 8451, Fax: 028 9023 5401

71 Lothian Road, Edinburgh EH3 9AZ

Telephone: 0870 606 5566, Fax: 0870 606 5588

**The Parliamentary Bookshop**

12 Bridge Street, Parliament Square,

London SW1A 2JX

TSO@Blackwell and other Accredited Agents

ISBN 978-0-10-295847-8

