

Service	Cell & Area Searching	Version	P 2.3
Document	Service Specification	Sign-off Complete	07-12-09



National Offender
Management Service

Service Specification for

Cell and Area Searching

Service Specification Document

This document defines the service, including the required outcome(s) and outputs. As part of an SLA or Contract, the national minimum outputs in this document are mandatory for all providers. The document can also contain optional outputs that are available for Commissioners to commission.

1. Service Specification Document	2. Operating Model	3. Direct Service Costs & Assumptions Document	4. Cost Spreadsheet
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Version Control Table		
Version No.	Reason for Issue / Changes	Date Issued
P1.0	Preview publication	21/05/2010
P2.0	Go-live publication: references updated in line with new Prison Service Instructions	05/10/2010
P2.1	Replaced term DOMs with Commissioner - DC	10/03/2011
P2.2	References for mandatory guidance updated in line with changes to the National Security Framework. Output row 6 (female search): non-mandatory references updated.	05/08/2013
P2.3	Supporting documents: reference to operating model, cost spreadsheet and direct service costs and assumptions removed, as these are now outdated.	14/01/2014

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Introduction to Cell and Area Searching Specification

1.	Service Name	Cell and Area Searching
2.	Key Outcome(s) for Service	<ul style="list-style-type: none"> • Escapes are prevented • Threats to the security, order and control of the establishment are detected and deterred • Crime is detected and deterred • The number of illicit and unauthorised articles present in establishments is reduced • Harm to self and others is reduced • Searching contributes to a safe and decent environment by being proportionate to the risk assessed.
3.	Definition of Service	Searching of cells and areas within an establishment is conducted to address the assessed security risk, with the aim of both detecting and deterring crime and threats to security and safety. Searching is carried out with due regard to property and persons (including individual circumstances) and in as seemly a manner as is consistent with finding anything concealed.
4.	Service Elements In Scope	<ul style="list-style-type: none"> • <i>Cell Searching</i> ('cell' includes single and multi-occupancy cellular accommodation, dormitories and wards on residential units, Health Care Centres and Segregation Units, and Mother and Baby rooms, i.e. all sleeping accommodation and occupants) • <i>Area Searching</i> ('area' is defined as part of the building or grounds of an establishment that has a distinct boundary and activity that takes place within it. For example, the gymnasium, including all stores and recesses. All parts should be covered by the area search) • <i>Covert Testing</i> of physical and procedural security
5.	Out of Scope Service Elements	<ul style="list-style-type: none"> • <i>All searching activity intrinsic to other services</i> (being specified as part of that other service in order that it remains discrete) (e.g., pre/post use & prisoner searching on reception, mandatory drug testing (MDT), exercise yards, visits, and searching of mail) • <i>Searching activity where volume and cost drivers are determined as part of another service</i> (i.e. searching prisoners on movements from activities, including education, Chaplaincies, PE and workshops) (being specified as part of those services) • <i>Processing finds and related paperwork</i> (Incentives and Earned Privileges (IEP) paperwork and preservation of evidence and adjudication paperwork – IEP is specified as part of Residential Services specification and adjudication paperwork as part of Prisoner Discipline specification to allow more accurate assumptions on volume and cost drivers. It also allows a consistent approach throughout specifications - as all services have potential to require staff to make an IEP referral or place a prisoner on report)

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		<ul style="list-style-type: none"> • <i>All activities that are not distinct searching processes</i> (e.g., Accommodation Fabric Checks, perimeter checks, cell clearance) • Lock down searches • Cell clearances and checking cells prior to change of occupant • Staff searching (Gate Services service within the 'Provision of Secure Operating Environment' bundle of service specifications will specify staff searching, including 'core entry' searching within High Security Estate) • Searching using dogs (dogs can be used as part of cell and area searching, but the costs for that activity are out of scope of this service specification – this will be specified as part of Security Management) • Detailing of staff to the service & performing overt management checks/observation • Procuring goods and stationery • Training staff • Young people (15-17 year olds). For split sites, the specification appropriate to the individual's circumstances should be applied
6.	Dependent Service Elements	<ul style="list-style-type: none"> • 'Provision of Secure Operating Environment' specifications will specify intelligence-gathering that influences how and where intelligence-led cell and area searches are conducted • 'Search' service element of Reception In and Prisoner Property Services will ensure only authorised articles are issued to prisoners and ensure property is recorded • Residential Services specification will specify Accommodation Fabric Checks (AFCs) • Prisoner Discipline and Residential Services will specify what to do with 'finds' of unauthorised or illicit items on searches (specifying preservation of evidence, adjudication and IEP referral paperwork requirements) • Prisoner Property Services will specify authorised property
7.	Strategic Context	<p>Searching is one of a number of key security processes and procedures that complement physical and dynamic security to ensure that the Prison Service meets its stated purposes of keeping in custody those committed by the courts and protecting the public. The scope of this service specification ensures that it can be managed as a discrete service. It is important to note, however, that many dependent services impact on the success of this service. These services cannot be viewed in isolation as they all contribute to the key</p>

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outcomes of this specification.

Reports of the **Woodcock (1994)** and **Learmont (1995)** inquiries into escapes from high security prisons made 191 far-reaching recommendations to improve the security and management of establishments. Many of these recommendations were adopted as Prison Service policy (namely in PSO 1000 - the 'Security Manual'). A number of these related specifically to cell and area searching.

The single policy source that defines what is required in managing and conducting searching is the **National Security Framework (NSF)**. This internet-only resource was introduced in 2004 to replace the Security Manual and was designed to provide prisons with the information and guidance needed to maintain high levels of security and to meet the Prison Service aim of preventing escapes. It is the core security document for all public and contracted out prisons and applies equally to all parts of all categories of prison. Although common minimum standards of security across the estate are still required, the NSF helped shift the emphasis from extensive central prescription towards allowing Governors/Directors and Regional Custodial Managers more autonomy in the running of their establishments. The NSF enables Governors/Directors to design local security procedures where discretion exists, based on a risk analysis of local physical security, resources and the type of prisoners held, resulting in an agreed **Local Security Strategy (LSS)** for each establishment.

Prison Rule 41 is the main statutory provision governing when and how prisoners are to be searched. The requirements of this rule are incorporated into the NSF.

Searching is conducted to *deter* prisoners from conveying or holding illicit or unauthorised items and to *detect* such items. This specification uses the common operational language of 'routine' searching (also known as 'defensive' searching) and 'intelligence-led' searching (sometimes referred to as 'target' searching).

Most of the original Woodcock and Learmont recommendations remain part of security policy and practice. In addition, a number of key reports and judgements have since influenced searching procedures (reflected as mandatory actions in the NSF):

- The **Daly Judgment (2001)** ruled that legal correspondence must be searched in prisoners' presence in normal circumstances during a cell search.
- The **Saunders Employment Tribunal (2006)** ruled that where a female member of staff objects to conducting a rubdown search on a male, managers must make reasonable adjustments to ensure that they don't have to do so.
- The **Blakey Review (2008)** was commissioned by the Director General to review the effectiveness of the current methods employed to prevent the supply of drugs in prisons. The report ('Disrupting the Supply of Illicit Drugs into Prisons') recommended, among other things, that the Body Orifice Security Scanner

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		<p>(BOSS) be introduced for use across the prison estate. This recommendation was accepted and implemented in 2009 (leading to the publication of PSI 05/2009).</p> <ul style="list-style-type: none"> The <i>Coleman Judgment (2009)</i> ruled that Prison Governors/Directors do not have a power to permanently destroy or confiscate a prisoner's property. <p>The NSF and LSS are currently under review, seeking to address problems with IT functionality and what has become an unwieldy system to maintain. This specification follows the principle of removing central prescription and allowing Governors/Directors to assess their establishments' individual risks and address them in an agreed LSS with the Deputy Director of Custody/Commissioner.</p> <p>This specification seeks to build on good practice identified in the High Security Estate (HSE) which uses covert testing to identify weaknesses in physical and procedural security through a system of regular tests designed to highlight such weaknesses.</p>
8.	<i>Flexibility</i>	All the outputs in this specification are mandatory – referred to as the National Minimum – except those at rows 13 (risk assessed programme of routine area searching for non-HSE) and 14 (covert testing assurance in non-HSE) which are Options Available for Commissioners to Commission .
9.	<i>Reference to Supporting Documents</i>	None.
10.	<i>Example Measurement / Assurance Method for Commissioners</i>	<p>The specification identifies examples of methods for Commissioners to measure / obtain assurance on the delivery of the outputs/output features. Where an output/output feature does not have Performance Indicator(s) or Management Information associated with it, then it is proposed that it should be covered by Assurance Statements and Contract/SLA Management and/or more specific audits of the service.</p> <p>Assurance Statements will be one of the means by which Commissioners can get assurance that providers are delivering outcomes and outputs of the Service Specification. Contract/SLA Management refers to the Commissioner, under the terms of the Contract/SLA, exercising appropriate oversight and monitoring of Contract/SLA compliance against the service as a whole. Audit may refer to individual reviews of compliance commissioned by Commissioners or to service wide reviews, by MOJ Internal Audit and Assurance, of a key process contributing to the delivery of an outcome in a Service Specification.</p> <p>Security Audit, Race Equality Prisoner Audit and Self Harm Audit all feature as separate elements within the Prison Rating System (PRS).</p>

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11.	References for Detailed Mandatory Instructions	<p>National Security Framework (NSF): The relevant sections of the NSF are four PSIs which provide mandatory actions and guidance in relation to cell and area searching and searching procedures: PSI 67/2011 Searching of the Person, PSI 68/2011 Area Cell and Vehicle Searching; PSI 50/2010 Covert Testing; PSI 51/2010 Dealing with Evidence.</p> <p>PSI 51/2011: Faith and Pastoral Care for Prisoners: Provides instructions and advice on security issues as they impact religious practice. It complements the information set out in the NSF and contains mandatory actions and good practice for searching religious artefacts and clothing.</p> <p>NSF 12.3 PSI 10/2013 Security and Management of Category A Prisoners - Internal</p> <p>NSF 12.5 Security and Management of Restricted Status Prisoners – To Be Published</p> <p>PSI 30/2011 Handling Phones and SIM Seizures</p>
12.	References for Non-Mandatory Guidance	<p>‘Drug Supply Reduction Good Practice Guide’ (2009) and ‘Mobile Phone Good Practice Guide’ are aimed at supporting prisons to review and develop their supply reduction measures to achieve best effect. The measures described reflect good practice from across the estate.</p> <p>PSO 2855 Prisoners with Disabilities: The Prison Service has a duty placed upon it by the Disability Discrimination Act to make reasonable adjustments. Although there are no mandatory actions within this PSO that relate to searching, the spirit of making reasonable adjustments must apply to searching procedures. Similarly, the Public Protection Manual (PSI 08/2009) makes no specific reference to searching, but it is necessary for staff to be aware of protection from harassment and child protection measures.</p> <p>Mubarek Report (2006): This inquiry and subsequent recommendations focussed on violence in prisons, specifically attacks on prisoners in their cells. The report made recommendations relating to searching of cells and the links with routine accommodation fabric checks.</p> <p>Faith Awareness Training Package (2009): includes a DVD (‘Religion Inside’) which demonstrates how cell searching should be conducted with regard to different faith traditions and highlights best practice.</p> <p>Covert Testing Guidance will be issued.</p> <p>Strategic objective for female offenders (MoJ, March 2013)</p> <p>Working with Female Offenders Guide (MoJ, pending)</p>
13.	Review	Review cycle to be determined

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Specification

National Minimum

Key for Specification below:

* Routine cell searches include a Level A Rub Down and Hand Held Metal Detector search and no prisoner property record check (a full search and property record check may be conducted if suspicion indicates a requirement).

** A proportion of routine cell searches can be conducted at "Routine Plus" level i.e. to include a full search of the prisoner and prisoner property record check. Intelligence-led searches will also be conducted at this level (NB. female prisoners are still subject to the provisions introduced by PSI 38/08 New full Searching Arrangements for Women Prisoners (Obsolete) and set out in PSI 67/2011 Searching of the Person). Routine Plus cell searches are also completed in HSE as part of the national minimum (see row 2).

Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
1.	Cell Searching	A risk assessment is completed which determines the need for a programme of routine* cell searches. The programme, if required, is agreed, documented and completed correctly.	All non-High Security Estate (HSE) prisoner types	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes	Prison Rules 41 (2 & 3) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.18, 2.21, 2.24, Annex A2, Annex B) NSF 3.1: PSI 67/2011 Searching of the Person (paras 2.4, 2.5, 2.8, 2.29, 2.30 Annex A, B, C) NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions)	Drug Supply Reduction Good Practice Guide Mobile Phones Good Practice Guide Public Protection Manual

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
2.	Cell Searching	A programme of 'routine plus'*** cell searches is agreed, documented and completed correctly and is proportionate to the risk assessed.	HSE and E list prisoners	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Cat A Escapes	Prison Rules 41 (2 & 3) NSF 3.1: PSI 67/2011 Searching of the Person (paras 2.4, 2.5, 2.8, 2.36, 2.48, 2.50, Annex A, B, C) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.18, 2.20, 2.24, 2.37, Annex A2) NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions) NSF 12.3 PSI 10/2013 Security and Management of Category A Prisoners - Internal para 13.1 – 13.5 NSF 12.5 Security and Management of Restricted Status Prisoners – To Be Published NSF 6.6 PSI 56/2011 Management and Security of Escape (E List) Prisoners (para 3.6)	Drug Supply Reduction Good Practice Guide Mobile Phones Good Practice Guide Public Protection Manual

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
3.	Cell Searching	Cell searches are conducted correctly and in line with national arrangements.	All prisoner types	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes PI Cat A Escapes	Prison Rules 41 (2 & 3) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.24, Annex A2) NSF 3.1: PSI 67/2011 Searching of the Person (paras 2.4, 2.5, 2.16, Annex A, B, C) NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions)	Drug Supply Reduction Good Practice Guide Mobile Phones Good Practice Guide Public Protection Manual
4.	Cell Searching	Risk is assessed when risks change or at least annually.	All prisoner types	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) PI Escapes PI Cat A Escapes	Prison Rules 41 (2 & 3) NSF 3.2: PSI 49/2010 Cell, Area & Vehicle Searching (para 2.23, Annex B)	Drug Supply Reduction Good Practice Guide Mobile Phones Good Practice Guide

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
5.	Cell Searching	Searching is conducted professionally and in a way that ensures fair treatment for all. Prisoners' individual circumstances are taken into account, and reasonable adjustments are made.	All prisoner types	Equality Faith	Self Assessment Independent Assessment (e.g. Security Audit)	NSF 3.1: PSI 67/2011 Searching of the Person (paras 2.9, 2.10, 2.21, 2.39, 2.49, Annex B, D, E, H) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.30) PSI 51/2011 Faith and Pastoral Care for Prisoners (Mandatory actions)	PSO 2855 Prisoners Disabilities Faith Awareness Training Package (cell searching DVD)
6.	Cell Searching	Women are routinely given a rubdown search and metal detector scan as part of a cell search and are only full searched on the basis of suspicion or appropriate security intelligence.	Female prisoners	Female offenders Equality	Self Assessment Independent Assessment (e.g. Security Audit)	NSF 3.1: PSI 67/2011 Searching of the Person (paras 2.39, 2.44, Annex B para 23) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.22)	Strategic objective for Female offenders (MoJ, March 2013) Working with Female Offenders Guide (MoJ, pending)
7.	Cell Searching	Staff, prisoners and visitors are aware of local searching arrangements.	All prisoner types	Security	Self Assessment Independent Assessment (e.g. Security Audit)	NSF 3.1: PSI 67/2011 Searching of the Person (para 2.7) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching	

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
8.	Cell Searching	All evidence and unauthorised items found during searching are removed and treated/stored appropriately. Appropriate documentation is completed and relevant departments notified.	All prisoner types	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes PI Cat A Escapes	NSF 3.1: PSI 67/2011 Searching of the Person (para 2.14) NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.26, 2.27, 2.28) PSI 30/2011 Handling Phones and SIM Seizures	NSF 3.3: PSI 51/2010 Dealing with Evidence (paras 2.1; 2.20; 2.23; 2.27; 2.28) Reducing Drug Supply Good Practice Guide Mobile Phones Good Practice Guide Mubarek Report
9.	Cell Searching	Intelligence-led** cell searching is conducted to meet assessed risk.	All prisoner types	Security Public Protection Safer Custody	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes PI Cat A Escapes	NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.19, 2.24)	

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
10.	Area Searching	Intelligence-led** area searching is conducted to meet assessed risk.	All prisoner types	Security	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes PI Cat A Escapes	NSF 3.2; PSI 68/2011 Cell, Area & Vehicle Searching (para 2.6)	
11.	Area Searching	A risk assessed programme of routine area searching is agreed, documented and completed correctly.	All HSE prisoner types	Security	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing	NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.7 NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions) NSF 12.3 PSI 10/2013 Security and Management of Category A Prisoners - Internal para 13 .1 – 13.21 NSF 12.5 Security and Management of Restricted Status Prisoners – To Be Published	

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Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
12.	Covert Testing	Assurance is sought through a risk assessed programme of covert testing.	All HSE prisoner types	Security	Covert Testing Security Audit	NSF 3.4: PSI 50/2010 Covert Testing (mandatory actions) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.31)	NSF 3.4: PSI 50/2010 Covert Testing

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Options Available for Commissioners to Commission

Row #	Service Elements	Outputs/Output Features	Applicable Prisoner Types	Policy Theme	Example Measurement/ Assurance Method for Commissioners	References for Detailed Mandatory Instructions	References for Non-Mandatory Guidance
13.	Area Searching	A risk assessed programme of routine area searching is agreed, documented and completed correctly.	All non-HSE prisoner types	Security	Self Assessment Independent Assessment (e.g. Security Audit) Covert Testing [if commissioned] PI Escapes PI Cat A Escapes	NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.8, Annex B) NSF 3.3: PSI 51/2010 Dealing with Evidence (mandatory actions)	
14.	Covert Testing	Assurance is sought through a risk assessed programme of covert testing.	All non-HSE prisoner types	Security	Covert Testing Security Audit	NSF 3.4: PSI 50/2010 Covert Testing (mandatory actions) NSF 3.2: PSI 68/2011 Cell, Area & Vehicle Searching (para 2.32)	NSF 3.4: PSI 50/2010 Covert Testing