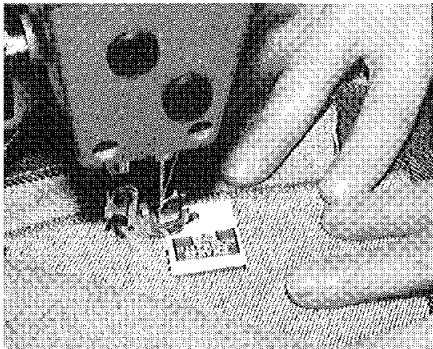
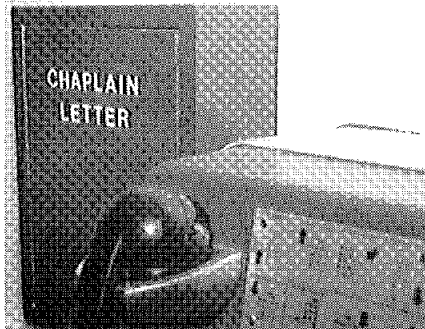


HM INSPECTORATE OF PRISONS



ANNUAL REPORT



***REPORT OF HM CHIEF INSPECTOR OF
PRISONS FOR ENGLAND AND WALES***
April 1994 – March 1995

Front cover pictures depict improvements noted by HM Inspectorate during a visit to Cardiff Prison in October 1994: "The prison was generally much cleaner and brighter with toilets, showers and additional cardphones making for a better quality of life for prisoners....there was a focus on constructive activity."

Report of Her Majesty's Chief Inspector of Prisons April 1994 – March 1995

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26 October 1995

Report of Her Majesty's Chief Inspector of Prisons April 1994 – March 1995

**Home Office
50 Queen Anne's Gate
London SW1H 9AT**

11 October 1995

**To the Right Honourable Michael Howard QC, MP
Her Majesty's Principal Secretary of State for the Home Office**

Sir

I have the honour to submit the fourteenth Annual Report of HM Chief Inspector of Prisons for England and Wales, as required by section 5A of the Prison Act 1952, as amended.

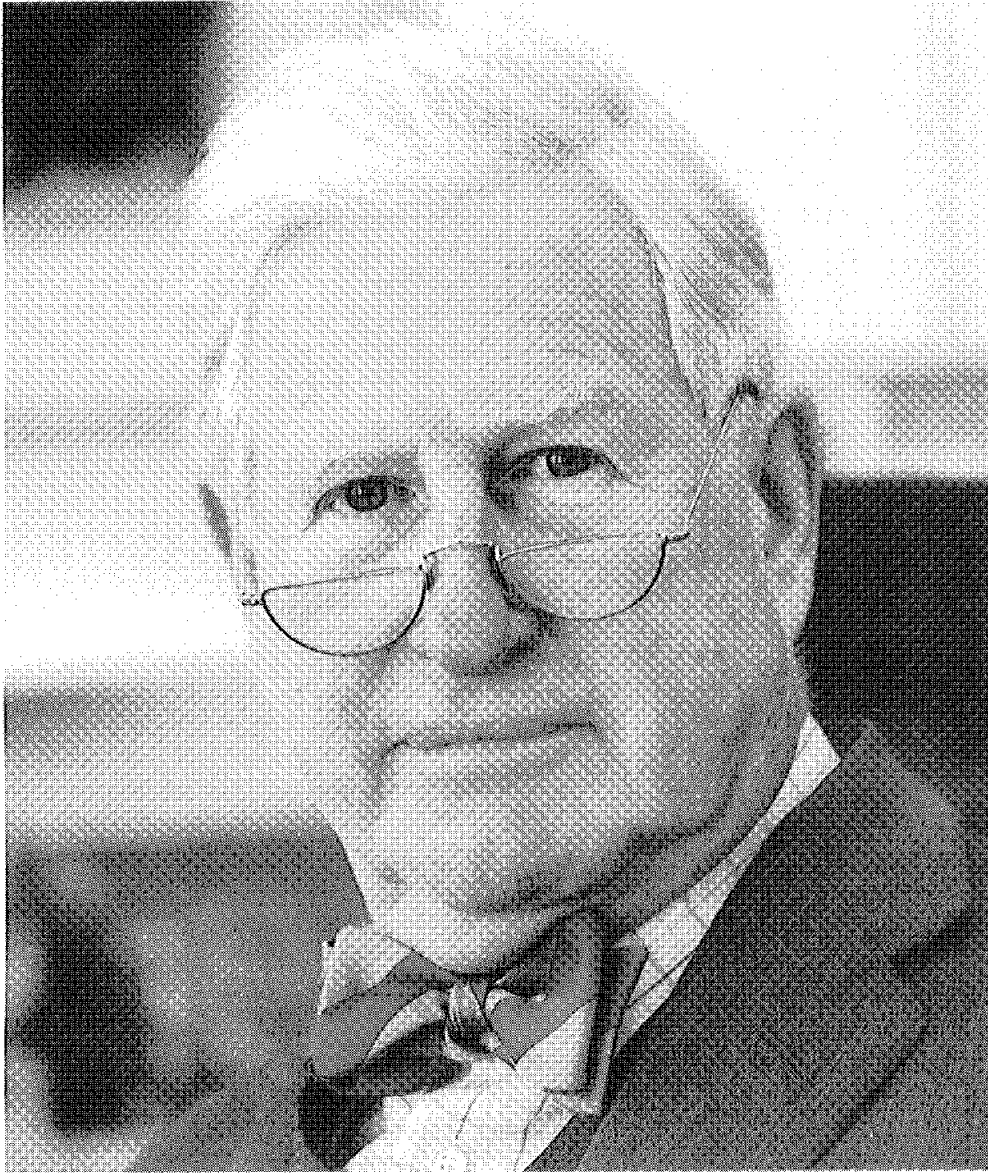
I have the honour to be, Sir,

Your Obedient Servant

**STEPHEN TUMIM
Her Majesty's Chief Inspector**

HER MAJESTY'S CHIEF INSPECTOR OF PRISONS
is required to inspect, or to arrange for the inspection of,
prisons in England and Wales and to report on them
to the Secretary of State,
in particular on the treatment of prisoners
and on conditions within prisons.

It is also the duty of the Chief Inspector of Prisons
to report to the Secretary of State on specific matters
as required, and to submit an annual report
to be laid before Parliament.



Photograph courtesy of Press Association

***His Honour Judge Stephen Tumim, Her Majesty's Chief Inspector of Prisons
November 1987 – October 1995***

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PREFACE

By His Honour Judge Stephen Tumim

'The Government will ensure that the Prisons Inspectorate remains strong and independent in the future.'

————— Extract from the Citizens' Charter

In 1995 it may be useful to consider precisely what was meant by these words. This is an Inspectorate where no Chief Inspector has been a former member of the Prison Service. He is an outsider and must rely, particularly at the start, on the professional knowledge of his team. An outsider may have some advantages. In Dr Robert Stevens' book, "The Independence of the Judiciary", he considers the basis for the appointment of a Judge to chair a non-judicial Commission. In 1951 the Lord Chancellor had asked a Judge to do such a job. The Judge accepted noting that "as I know nothing whatever about the matter, at any rate I come to it with an open mind". The Lord Chancellor repeated this to the Minister: he knows "nothing whatsoever about the subject in dispute which is, I think, a decided advantage". Dr Stevens commented. "Such statements sound odd in the light of modern studies of the psychology of decision-making; the statements, however, clearly represented the basic view of the English judicial establishment. Ignorance, impartiality and independence were seen largely as synonymous."

The experience of the Inspectorate over the fifteen years of its existence does tend to show the advantage of an outsider, although perhaps not entirely for the reasons proposed by Dr Stevens. An outsider is not tempted to put forward unfairly the interests of former colleagues and friends. He is impartial. He looks with a fresh eye so as to make what is genuinely a "lay" inspection. He needs, and he gets, the support and advice of long-term leaders and professionals in every aspect of prison life. He can be selected himself from many different groups of experienced people: he will need to be able to write and speak quickly and accurately, and to remain calm in testing circumstances. He will not, I hope, always be selected from the ranks of the judiciary, particularly at a stage of radical changes by Government of policy towards prisoners, when the stresses on a Chief Inspector are likely to be wholly different to those on a Judge, and he may feel his independence at risk.

But of whom or what is the Inspectorate to be independent? Clearly it must be independent of the Prison Service, and free to inspect or visit wherever appropriate without obstruction from the Service. There has never been any suggestion of such obstruction, and the nearest we have got to it is

failure from time to time by the Service to prepare Inspectorate reports for publication with reasonable speed. I believe this to be due to administrative failures and not to anything more sinister, and there has indeed been much improvement in speed.

Independence in relation to Ministers is a more complicated issue, where it is the first duty of the Chief Inspector to report to and advise Ministers on prison questions. It would be of no use to Ministers to receive a report prepared to soothe rather than to instruct. From time to time in history Ministers have resented such an independent approach. "Those wretched colonies", wrote Disraeli, "will all be independent, too, in a few years, and are a millstone round our necks". I do not believe that Ministers currently perceive the Inspectorate reports as a millstone, but it is not easy always to receive with grace a very critical report about an institution for which the Minister is responsible. It is sometimes difficult for the public to appreciate that the media selects the bad reports and largely ignores the reports which praise, and this also can be embarrassing to Ministers. I have no complaints to make of unfair reception of advice by Ministers, or unreasonable refusal to act upon recommendations. The need for independence has to be born in mind as much by Ministers as by Inspectors, if the system is to work.

There is an important and not wholly resolved issue of how far Inspectors should go in commending policy solutions to Ministers, but without such freedom to comment it is difficult to see how Inspectors could properly perform their duties.

There are matters of policy where it is essential for the Chief Inspector to comment, if he is to perform any useful function. For example, the Woodcock Enquiry Report, published in December 1994, included a number of policy passages difficult to interpret. The recommendations included (Recommendation 6) one for volumetric control of all prisoners' possessions forthwith "standard to all inmates, whatever their category."

Under recommendations 27 and 28 there are exceedingly expensive provisions for the searching of "all staff" whenever they go in or out of prison. Are these fundamental recommendations to apply to all prisons from Category D open prisons and resettlement prisons, Young Offender Institutions and women's prisons, or only to Whitemoor Prison into which Sir John was enquiring, or only to dispersal prisons and Special Secure Units?

The Prison Service as a whole seems to be taking the view that Sir John was referring, in these vital recommendations, to all prisons everywhere. However, the report states at paragraph 1.22 that "a conscious decision was taken not to expand the terms of reference but to concentrate efforts towards answering the main questions connected directly to the actual escape."

The Woodcock report was promptly accepted in its entirety by ministers. Should not the Inspectors provide some policy proposals, and try to determine what the report meant on these matters?

The Charter statement is not limited to the word "independent". It also undertakes that the Government will ensure that the Inspectorate remains

“strong”. In the period since 1980, the number of prisons has gone up by about a third. It is clearly likely to increase again, and there will be more prisoners and more staff. The Inspectorate remains almost precisely the same in size as it was fifteen years ago. We have made no attempt to acquire a larger budget to increase our numbers, but we have greatly increased our production. We attempt to make a full report on each prison every five years, and a short report about halfway through that period. All these reports have to be prepared for publication, and should be delivered to Ministers, if they are to be useful rather than historic, in about three months from inspection. One or two absentees, through illness or courses or whatever, makes performance of this task very hard. In the year from April 1994 to March 1995 we made 22 full inspections with a team of Inspectors and specialists for about a week each; and 18 short inspections, normally unexpected, for 2 or 3 days, with a smaller team. The pace is intense. We have inevitably from time to time lost an Inspector temporarily or permanently. There is a considerable pressure on the teams and others if we are to preserve the high quality of our reports, and the time will soon come for a need to increase the staff.

I report that at present we do remain strong and independent and, I hope, constructive in our recommendations. But I must warn that we need sympathetic monitoring and a supportive approach if we are going to keep it up.

INTRODUCTION

By His Honour Judge Stephen Tumim

During the past eight years, as Her Majesty's Chief Inspector of Prisons in England and Wales, I have reported to the Secretary of State on conditions in more than 130 prison establishments. In this introduction I intend to comment on some of the more important issues that have confronted me during my time as Chief Inspector.

DURING my first year of office, I produced a number of reports on individual prisons which pointed up gross inadequacies. Sanitation was not just a problem for Victorian establishments. Prisons built in the 1960's were sometimes even worse. Supreme in this squalor was Risley remand centre with its low-ceilinged, small cells, the majority housing three inmates each with their buckets. Thankfully, it is now a very different place. The Victorian prisons at least had height and space.

I produced proposals for ending slopping out within seven years, a task which the Prison Department had estimated would take until 2017. But the Home Secretary of the day was quick to authorise the funds and to provide the commitment to do the job. By early 1996, slopping out should be history, or very near to it.

This was only the beginning. The question of how prisons might best be used had to be addressed. Could they not have a positive purpose, equivalent to the roles of institutions and people who work with offenders in the outside community? If so, what should it be?

In other reports I supported a positive way forward for prisons, looking at management, the type of activities they were undertaking and might in the future undertake, and we also considered the community within which and for which prisons operated.

When I started as Chief Inspector, the Prison Service was suffering from indifferent working practices and poor industrial relations. Just before my arrival, the Service had set in motion a radical overhaul of its structures and its practices. It is a very different Service today, and tribute must be paid to the energy and commitment shown by staff at all levels to make the often painful transition required. Our inspections concentrated on the effects these developments were having on the treatment of prisoners. Were prisons more active, more useful institutions as a result? The answer was in some cases, Yes. But in too many places, it was No. I had the chance to think more clearly about this when in April 1990, one of the worst prison disturbances this century took place at Manchester. Working with Lord Justice Woolf, I listened to many different views from people engaged in the criminal justice system and was able to consider the question, 'What are prisons for?'

They should, of course, be places which are reliable in operation and dynamic in purpose. The Prison Service management made a very positive contribution in the form of a Statement of Purpose, admirable for its brevity and scope of expression. I know of no other institution with a more memorable and sharp statement of self-direction. It emphasises the duty of care that the Service owes to the community and to the prisoner in helping him or her to prepare for a useful life both in custody and after release. It is significant that only as prisons became more hygienic and humane such aspirations became possible.

Surely, the majority of prisons should be run as pre-release centres. From the moment the convicted prisoner goes to prison there should be active help towards leading a law-abiding and useful life. The bad prison is where the prisoner is in his cell and on his bed at midday. The good prison is one which is neither 'nice' nor 'nasty', but one where prisoners and staff alike are busy throughout the day—and into the evening—in useful, positive occupations, where inmates are helped to face up to their offending behaviour and where they learn social and other skills which will help them not only fit in to the law-abiding community on release, but also put something back into it themselves.

At the same time as the Woolf report, we produced a thematic review at the request of Ministers on *Suicide and Self-harm in Prisons*. The report included an examination of precautions and attitudes, and a comparison between health care provision in prison and in the National Health Service. It looked at the anxieties often leading to self-harm felt by those entering prison on remand or conviction for the first time. It made over 100 recommendations, of which the great majority were concerned with attitudes and modest material changes capable of being put into effect at little cost.

In 1991 the Government White Paper, *Custody, Care and Justice: The Way Ahead for the Prison Service* provided the first occasion on which a British Government had produced a full statement of long-term plans for English and Welsh prisons. It was specifically stated to be a design for the rest of the century and beyond. The White Paper took in much of those earlier reports.

There are many different types of prisoner. At any one time, some 12,000 of those in our prison establishments are simply awaiting trial and are therefore presumed innocent, and some are awaiting sentence. Remand prisoners have rights. They can remain idle. Some remand prisoners are used to the system, as recidivist offenders, and would prefer to remain on remand for as long as possible. The philosophical difficulties of getting activity out of the idle, who are deemed not guilty until convicted are brought into sharp focus when we find establishments with excellent but under-used facilities and prisoners who prefer to do nothing.

Of all those remanded in custody, around half will not in the end serve a custodial sentence. Of those who are convicted, the majority will be in prison for no more than a year or so. The majority are young males. What is the use of prison for them?

This significant part of the English prison population reflects the failures in our society—failures of family bonds, educational opportunities, and habits of diligence to enable them to survive in the workplace. The prison regime must address these issues before prisoners are released. But is it reasonable that a prison should be expected to succeed in situations where every other part of society has failed?

We want to make our cities safer, cut down on burglaries and make sure there are to be fewer victims of crime. If we content ourselves by ensuring that prisoners live in uncomfortable, harsh conditions, are we going to deter this majority from crime when they come out? Or would such treatment—while pleasing the moral majority—merely add to prisoners' loss of self-respect and propel them into lives of alternate crime and punishment?

There can be only one answer. Unless we are to lock them up for life, the process must be to treat prison as a hard and active pre-release course, so that the majority leave prison with the will, self-respect and a capacity to live useful, law-abiding lives.

We need urgently to give this majority the education they need to manage in the community. Most of them are simply young men who have yet to get their lives in order. There are a surprising number of young near illiterates in prison who, although not by any means lacking in intellect, need learning support in reading, writing and arithmetic. They need to learn to use hands and mind and imagination in making things. These prisoners need moral education. They need to learn to tackle their offending behaviour, to learn the difference between right and wrong and to learn how to behave. They need to understand the gravity and degrees of crime and the suffering of victims. They need social education, in hygiene and budgeting, about drink, drugs, AIDS. They need to learn the practice of work. They need, in short, to gain a stake in society.

Where possible, they need to build family links. We should, where possible, be establishing clusters of prisons, so that the prisoner can be kept within his home area and be provided with the necessary training and security at prisons with varying regimes within reach of his community. There is a far greater chance of reducing the crime rate, if the prisoner happens to have a law abiding family and keeps in touch with them.

Young offenders remain a problem. The catchment areas are often so big that boys are held in establishments remote from their home communities. The institutions themselves are often too big. Feltham Young Offender Institution, for example, holds nearly 800 young men. It is at this point that our cultural attitude to the young becomes more relevant. We are fully aware that they are *offenders*, but we remain far less conscious that they are *young*. Very few prison staff are specifically trained to deal with teenagers: many staff have spent much of their careers with adults. An exception to this was at Lancaster Farms where staff had been specifically trained to deal with adolescents. The results were impressive.

The Young Offender Institutions are not sufficiently distinguished, save by name, from the ordinary prison. They nevertheless vary vastly in quality. In all of them there is some admirable work by staff. But the job of helping the criminal teenager lead a law-abiding and useful life after release is an exceedingly demanding one. In far too many establishments the young are largely warehoused and discharged without the skills or the self-respect which are likely to protect society from further villainy. The recidivism rates for the young remain far too high. Bullies must be checked. If we bully the bullies in the course of training them, they will simply become more efficient bullies. More sophisticated solutions are required.

All prisons find themselves at some time housing the mentally disordered. Professor John Gunn found that a very high percentage of prisoners needed psychiatric treatment which they were unable to get in prison. It is not so much a change in the provisions of the Mental Health Act 1983 which is now needed, as an improvement in attitudes to ensure transfers to hospital where medically necessary.

We need to train our doctors for their specialised work in prison. It has taken over two years for the Prison Service to publish a most distinguished report from the three Medical Royal Colleges recommending such training. How long must we now wait for the essentials of this report to be implemented?

Many prisoners need to learn the practice of work. We should introduce the industrial prison in which the concept of work comes first. Education and sport are available only at the end of a working day, and an outside company employs the prisoners to make the goods. The company pays the industrial wage and provides materials and machinery. The Prison Service supervises the work, takes an adequate remuneration, and the prisoners are paid wages in accordance with how hard and skilfully they work. The prisoners pay tax and national insurance on their earnings, and their net earnings are divided, after discussion with prison officials, between their families and their own savings. Instead of 'private cash' in small amounts being paid for prisoners by their families, the money goes the other way. Relations are improved between prisoner and family. The prisoner may cost the community less in social support payments. At the end of it all, the prisoner leaves with substantial savings, working skills, and the habit of work.

A frequently-expressed view is: "We must not spend more on training and helping the criminal than we do on the non-criminal." Now this appears inconsistent with the aim of imprisonment to reduce the crime-rate. There seems little value for this purpose in educating the educated. It seems unlikely that a man or woman will commit a crime in order to take advantage of prison education. But it is important to remember that if it is to be effective, the help given to prisoners must be sharp and urgent and based on an active life-style. Rewards and punishments must have a place as in other institutions.

It is a misconception to think that punishment is for the Prison Service. It is rightly not referred to in the Statement of Purpose and is reserved for the courts. It lies alongside public protection, deterrence, denunciation, compensation and rehabilitation—all factors which the Judge or magistrate has to take into account in passing sentence. England and Wales do have a prison system capable of reducing the rate of crime. In particular, we need to focus on prison as a *resource* for the rest of society, not as an isolated outpost. Prisons are part of our national resource aimed at reducing criminality. For too long we have treated them as the symbol of the failure of such resources.

Prisons are complex social institutions with a great deal to offer to the rest of us. While I have been Her Majesty's Chief Inspector, the Prison Service has shown itself capable of substantial change.

There are still important issues to be faced, and my successor is in for an interesting time. The independent voice of the Inspectorate continues to have an important part to play in observing the treatment of prisoners, the conditions in which they are held, and the value for money that the whole process is achieving on behalf of the community.

The Prison Service needs to train its staff better to deal with specific groups of prisoners. The complexities of becoming an Agency have still not been fully resolved as indicated in the attempt to distinguish between 'operational' and 'policy' matters.

Chapter One

Custody and Regimes

1.01 *The first duty of the Prison Service is to keep in custody those whom the courts commit to prison and, within a safe custodial environment, to operate purposeful regimes which challenge offending behaviour and prepare the prisoner for the time when liberty is regained. For the duration of a prison sentence, it provides the community with an assurance that it is 'safe' from any more wrongdoing by the imprisoned criminal. The prisoner, too, remains 'safe' in his or her establishment to work within an active regime towards acquiring a variety of knowledge and skills which will offer the best chance of a crime-free and successful life in the future. When both staff and inmates feel safe within their prison community, meaningful work can be done and results can be achieved. Thus the Prison Service, with its responsibilities for maintaining custody and regimes, is an integral part of the criminal justice system in England and Wales, and an important contributor to its development.*

Security

1.02 **The attempted escape of prisoners from Whitemoor Prison in September 1994 and the subsequent escapes from Parkhurst Prison resulted in the security of establishments, and more particularly the secure holding of high risk prisoners, becoming the focus of attention both within the Prison Service and outside. Following the Whitemoor breaches, the Home Secretary ordered an immediate comprehensive review of all physical security and security procedures throughout the Prison Service to be conducted from outside the Service.**

1.03 The Prison Service's immediate response, alongside changes in the rules governing the temporary release of inmates, was to increase the emphasis on existing security measures and procedures while awaiting the national review. Our inspections have identified areas where this changed emphasis is affecting regimes, in particular community work projects. We believe that while security is of crucial importance, it should not formally be put above the humanitarian treatment of prisoners.

1.04 The security of prison establishments—that is the secure holding of inmates in custody, their personal safety and that of staff—is the responsibility of the Prison Service’s line management from senior officials at headquarters to individual governors and staff on the ground. Our inspections focus on all aspects of day-to-day life and the treatment of prisoners. In particular we look at the custodial environment, how it operates, and its effect on prisoners. We do not perform security audits, but where problems are identified they are brought to the attention of management, if necessary immediately, or through the report which follows our inspection.

1.05 For example, when we visited Parkhurst Prison in October 1994, we felt it necessary to bring a number of points immediately to the attention of Ministers and the Director General of the Prison Service. Much of what we have to say about security will remain in a confidential section of our reports to avoid compromising the security we seek to enhance.

1.06 The number of escapes from establishments and escorts showed a reduction—from 273 in 1993–94 to 202 in 1994–95.

1.07 We believe that a sensible balance must be struck between maintaining the security appropriate to need, and providing a challenging and purposeful regime.

1.08 For example, we found at Leeds Prison the poorest conditions for standard risk Category A prisoners that we have seen anywhere. The staff culture at Leeds Prison had, probably over a long period, been allowed to promote Category A prisoners in the hierarchy of perceived threat until they had assumed monstrous proportions. For many years there had been a lack of clarity in the minds of staff about the difference between security and control. We found the excessive control and segregation of

these Category A inmates at Leeds—one estimated he spent a maximum of only 12 hours out of his cell each week including exercise, gymnasium and visits—unacceptable.

1.09 We appreciate that decisions on security matters carry with them an onerous responsibility and one which causes staff great concern. At Elmley Prison we found staff considerably preoccupied with security, not as a result of events within the prison, but because of security breaches elsewhere and the general review ordered by the Home Secretary. We judged the security provision at Elmley to be pitched at about the correct level.

1.10 We found another example of the inappropriate management of security at Hindley Prison where no fewer than 16 Prison Service dogs were brought in to detect explosives. None was found. This expensive and apparently excessive exercise had been the result of a Service-wide initiative following events elsewhere. There had been no careful assessment in advance of Hindley Prison, its prisoners and the likelihood of explosives being found there.

1.11 We cannot over-emphasise the value of intelligence gathering in the maintenance of good security. Generally we have been impressed with the flow of reasonable quality information, in particular at High Down Prison and Brinsford and Lancaster Farms Young Offender Institutions and Remand Centres.

1.12 We were pleased to find at Holme House Prison an awareness of the local potential external threat to the safety and well-being of inmates and staff. Contingency plans prepared by the prison took into account the possibility of toxic and nuclear alerts at installations in the area.

1.13 Many establishments are experimenting with the use of new technology to prevent breaches of security in the visits area by inmates swapping places with their visitors. Ultra- violent marking of visitors has, in many places, now given way to more sophisticated techniques like handprinting and other forms of photographic imaging and computerised identity matching. Many of these systems are innovative and establishments report a high success rate.

1.14 While we support all moves to enhance, yet simplify, security procedures, we counsel caution under the Data Protection Act. The long-term retention of photographic and other information gathered for the purposes of identification, and the requirement for visitors to agree to the recording of such material before being allowed their visit, are matters which have not been tested under the law.

1.15 Wandsworth Prison produced the novel solution of making inmates wear luminous cycle belts while with visitors from outside. The belts could be removed only by prison staff. It surprised us that no inmate had objected.

1.16 Open prisons by definition pose a variety of security problems of an entirely different nature to those encountered in closed establishments and generally they are dealt with well by the establishments. Intrusions by members of the community for whatever illegal purpose are seen by staff and inmates as a physical threat as we found during our inspection of Drake Hall Prison and Young Offender Institution (YOI) (see paragraph 1.27). Intrusion was not a problem at Leyhill Prison and the regime was very successful in discouraging absconding. Contraband, particularly in the form of drugs and alcohol, being passed in or brought in by prisoners working outside represents a threat to good order and discipline. We

found that staff were alert to the increased potential for contraband, though the recent nationally imposed restrictions on the temporary release of inmates will inevitably reduce the problem.

Safe custody

1.17 The Prison Service uses the number of assaults on staff, prisoners and others as a key indicator of its performance. In 1993–94, the Service set out a plan to reverse the rising trend in assaults over a three-year period.

1.18 While the actual number of assaults on prison staff and prisoners rose from 5,655 in 1993–94 to its highest ever figure of 5,702 in 1994–95, this represented a small reduction in terms of a percentage of the average prison population (from 12.3% to 11.6%). This fall in the rate of assaults, the first in five years, was welcomed by the Prison Service which also acknowledged that the rate remained too high.

1.19 The small down-turn in rate is a move in the right direction, but we agree with the Prison Service's Corporate Plan 1995–98 that the rate remains far too high. In an imperfect world, we accept that the rate is not going to fall to an ideal zero. But the Prison Service must take stringent action to ensure that in the coming 12 months there is a more substantial reduction than we have seen hitherto. Unless this is done, the Prison Service is unlikely to meet its own target of a meaningful reversal of the rising trend by 1996.

1.20 We welcome research by the Home Office Research and Planning Unit which could not find any direct link between increased assaults and more time spent by prisoners out of their cells. We think prisoners should spend about 12 hours a day out of cells and, as we state elsewhere in this Report, it is crucial for

establishments to provide purposeful activities to fill the 'unlock' time. Inmates must be challenged to keep active. The wing television room must not be allowed to resemble, as it quickly can do, some 'last chance' saloon littered with ash and dog-ends.

1.21 However, the national emphasis on more time out of cells has to be accompanied by adequate resources for the provision of constructive occupation. Lancaster Farms YOI opened with the good intention of providing maximum time out of cells but regrettably has been forced to cut back. Only half the unsentenced population were allowed evening association on any one day and this was blamed directly on under-funding.

1.22 For many prisoners, and on occasions some staff, the gathering on wings and walkways of relatively large groups of socialising inmates can appear intimidating. The apparent threat may be without foundation. Staff, too, sometimes perceive threats where they do not always exist. It is not uncommon for us to encounter officers who believe that any kind of familiarity with prisoners diminishes their authority and, therefore, their ability to control.

1.23 We want prisoners to be keen to work and to be able to express themselves freely within an atmosphere of mutual trust. Control must, of course, be exercised to foster the development of this atmosphere. What the control element must not do is stifle it.

1.24 The removal of difficult and threatening prisoners to segregation units to safeguard themselves, others and the regime requires special qualities in staff. Segregation units had an infamous reputation for many years. But recent inspections have convinced us that their design, construction and management has moved a long way. We were particularly impressed by the management of the segregation unit at

Woodhill Prison and there, as at Parkhurst and Wandsworth Prisons and elsewhere, we found unit staff caring and anxious to provide as full a regime as possible in a very difficult work area.

1.25 The development of differential regimes within establishments is a welcome initiative. When designed and managed well, they enhance the regime for prisoners through earned privileges and increase opportunities for staff to control the behaviour of inmates.

1.26 Vulnerable and as a result, segregated, prisoners at Woodhill Prison told us they were worried by the situation of their houseblock, the furthest of all blocks from the prison gate. They could envisage—and this view was supported by some staff—that in the event of a serious disturbance, it would be very difficult to evacuate them. The open style of the establishment made movement difficult as the grounds had to be cleared of other prisoners. We saw little reason why their anxieties could not be easily be allayed by resiting the vulnerable prisoners' unit.

1.27 The insecurity felt by women prisoners and staff alike as a result of night intruders at Drake Hall Prison and YOI was brought specially to our attention. They cited instances when prowlers had been seen in the grounds and buildings of the prison. There were reported incidents of men entering living units unchallenged. The staff, mostly female, working at night were concerned at the possibility of being confronted by potentially violent men, against whom they would be powerless.

1.28 This is not the first time that the problem of unauthorised entry to open prisons has been raised with us. We are aware of the need to retain the element of 'openness' while at the same time making the establishment secure for its residents and staff. The Prison Service must take more effective action in

respect of personal security at all its open establishments. It must protect all those for whom it has a duty to maintain a safe living and working environment. We believe that by improving security, abuses by inmates of the privilege of being at an open prison will be curtailed, particularly the entertaining of unauthorised visitors and unsanctioned absences of the type which have in the past attracted media attention.

Fighting drug abuse

1.29 The possession, sale and use of illicit drugs in prison is of deep concern to us, and we therefore welcome the Prison Service's recently-introduced Drug Strategy. As in society at large, drug abuse has far-reaching effects way beyond the health problems of the addict. 'Powerful' dealers, their ability to instill fear into those who fall into 'debt' and their willingness to pass illegal substances on to anyone who will add to their market, all pose a threat to good order and compromise the safety of other prisoners and staff. Control is put in jeopardy and there are health risks, not only to users, but to others as well. We have heard of families and friends—and even prisoners going out on temporary release—being bullied into bringing drugs into prisons, and we are aware that strip searches of prisoners after visits are ineffective in finding drugs inserted into anal and genital areas.

1.30 Increasingly we are finding evidence of hard drugs in establishments. This poses very serious issues both for establishments and Prison Service headquarters. Unstable addicts become ruthless and single-minded in their demand for drugs and pose physical and specifically health risks to fellow prisoners and to staff. The dominance of

hard drug taking as a sub-cultural activity negates positive aspects of the regime and undermines the Service's strategies.

1.31 We do not doubt that some drug dealers continue to be linked to outside gangs. There seems to be little control over the movement of known dealers within the dispersal system. For example, we were told at Parkhurst Prison in October 1994 that eight out of 11 prisoners who had been transferred six months earlier from Long Lartin Prison following an investigation into serious drug dealing, were together again at Parkhurst. There is a need for a national strategy to combat hard drugs in dispersal prisons.

1.32 We found many establishments are tackling the problem, some in innovative ways, and achieving varying degrees of success. We have been particularly pleased to find recognition, in line with the Prison Service's new strategy, that a more comprehensive approach is needed. Work is required simultaneously on many fronts, such as cell searching, scrutinising of visitors, intelligence, education and treatment, if both supply and demand are to be reduced.

1.33 We believe that all establishments should have multi-disciplinary committees incorporating outside specialists. While some establishments we inspected had set up well-functioning committees, they were absent in a number of local prisons, notably Leeds.

1.34 We found that the medical approach to the problem of addicted inmates varied considerably. Methadone was used in some establishments for withdrawal from opiates. Some used it in similar ways to those employed in the community. Others were more parsimonious. Some, disturbed possibly by the deaths associated with its use, had given it up, preferring to rely on simple tranquillisers and symptomatic relief.

This is clearly an area of considerable concern. We believe that the Prison Service should provide a service for dealing with addiction problems at least equivalent to that available in the community. This may involve much greater use of specialists in this field.

1.35 We welcome the new powers for mandatory testing for drugs, and the introduction of supporting disciplinary offences of refusing to take a test, testing positive, and being found in possession of controlled drugs.

1.36 But despite the high media profile given to the problem of drug abuse in the community at large and the priority accorded by the Prison Service to combatting it, we were depressed to find a number of establishments where little or no positive action was being taken. In some establishments the problem had simply been allowed to grow, sometimes by a failure to implement the comprehensive approach.

1.37 We visited Styal Prison early in July 1994 and were so concerned at the high level of illicit drug taking that the Inspectorate's specialist in health care made a special visit a week later to study the problem. Inmates at Styal Prison asserted, and staff agreed, that drugs brought in by visitors and inmates who had been on home leave were freely available in the prison. We were told that almost all inmates used cannabis. A large proportion took opiates, mainly heroin, probably about half took cocaine or crack, and a lesser proportion took amphetamines and occasionally LSD. We were given to understand that more than half took benzodiazepines and that more than half of those who injected shared needles. Because we had no way of judging the accuracy of these claims, we called for a full medical assessment, and the Prison Service has yet to respond. The picture we were given was among the worst we have come across during our inspections.

1.38 It ranked alongside Parkhurst Prison where we were in no doubt that the hard drug subculture had achieved a strong grip on the majority of prisoners. The Governor was alarmed by the increase in serious assaults, including stabbings and the throwing of boiling fat over victims, in the months before our inspection.

1.39 At Elmley Prison, we found that illicit drugs posed a major threat to control. Finds suggested that heroin and cocaine were present in the establishment along with cannabis and other drugs. The prison's situation on the Isle of Sheppey close to the busy commercial port of Sheerness was blamed for the prevalence of drugs locally and in the establishment, despite efforts to contain the problem.

1.40 At Hull Prison we were told drug misuse was common practice with evidence of needles being shared. The prison had no co-ordinated approach to dealing with drug abuse, no urine testing facilities, no drug free wing and no widespread education. There was no vigorous application of the Service's drug abuse strategy.

1.41 Establishments must themselves regularly research the extent of drug abuse among their own inmates. In our last Annual Report we emphasised the need—in a situation where inmates are being moved from prison to prison—to assess the problem Service-wide. We called for a research programme throughout England and Wales, but so far this has not been done. If it were, then the Service could continue tackling the problem on the basis of sound knowledge.

1.42 Local initiatives against drug abuse include substance-free landings or wings, as at Elmley Prison. We support this idea, having seen it successfully implemented in a number of prisons, and we are aware of other establishments where it is planned. The need for such

a wing was emphasised to us by inmates at Parkhurst Prison who praised their Senior Medical Officer's de-toxification programme but pointed out that once 'clean' there was nowhere for them to go in the prison to escape the pressures imposed by other drug users. The whole strategy of drug abuse and allied problems among long term prisoners needs to be rethought, particularly within the dispersal system. It is in dispersal prisons that the creation of drug-free wings will pose particularly difficult problems through the need for all inmates to move around and associate with others in communal activities.

1.43 Throughcare of inmates with drug addiction problems usually depended on referral to probation workers, or to outside agencies attending the prison. What was too often lacking was good, comprehensive education on the dangers of drug abuse.

Young offenders and addiction

1.44 We found a number of YOIs without multi-disciplinary groups dealing with addictions. All YOIs should have such groups.

1.45 Although most YOIs offered classes on a voluntary basis on the subject of substance abuse some, such as Stoke Heath, had compulsory education on the subject for sentenced, though not remanded inmates. We think all inmates should receive such education.

1.46 In the remand centres (RCs), detoxification for opiate addiction was usually based on tranquillisers. This was judged to be reasonable as the level of addiction was thought to be less among young users. Nevertheless, we believe

that the methods used in Prison Service establishments should mirror those in the community and should be devised in consultation with specialists from outside.

1.47 Brinsford YOI and RC ran an inpatient unit for drug users while it had spare space and staff resources. As soon as the establishment was filled to capacity, the inpatient facility could not be sustained.

1.48 Counselling services were usually available either from staff (who we believe should be specially trained for the purpose), or from community workers. Throughcare was organised by probation and community workers. This latter service was threatened in a number of establishments, as at Brinsford YOI and RC, where the local health funding for community workers was being withdrawn.

Approach to hepatitis, HIV and AIDS

1.49 There were multi-disciplinary groups for HIV/AIDS in most of the establishments we inspected (though not at Elmley, Blakenhurst, Shrewsbury and Woodhill Prisons). All establishments should have a group and the problems of hepatitis should be included in the terms of reference.

1.50 We were pleased to find that staff and inmates alike were now sufficiently educated in the subject to accept HIV positive inmates on landings without undue anxiety. There were some problems in keeping staff abreast of the latest information in the subject.

1.51 The majority of local prisons provided an educational session on

HIV/AIDS for new inmates, though not at Woodhill, Leeds, Shrewsbury and Blakenhurst Prisons. All new inmates should be educated about HIV/AIDS and hepatitis. We found no nationally developed scheme for promoting hepatitis vaccination. This should be done.

1.52 We found too few confidential HIV counsellors on wings. They should be available.

1.53 Ways of reducing the spread of infection among drug addicts or active homosexuals by the provision of sterilising tablets, needle exchange systems, or condoms have not generally been adopted. These solutions present unresolved political problems.

Bullying

1.54 We found establishments with no anti-bullying strategy, and some where the strategy was not being fully implemented. This would appear to be in direct conflict with the Prison Service's initiative launched in July 1993 requiring establishments to tackle bullying and advising on how it might be done.

1.55 The Prison Service strategy targetted young men as the most likely to bully, but it did not confine itself to that age group. We believe that all establishments must be vigilant, regardless of the age and sex of their inmates, not only for the sake of individuals but also for good order and control. Our findings and the comments made to us by staff, prisoners and others, including, Boards of Visitors, indicate that bullying and intimidation are seen as inevitable within prisons. While the Prison Service's strategy may have reduced the problem, it has certainly not removed or even dented the perception. Establishments must implement the anti-bullying strategy without delay and in

full, and that includes making more use of the published literature and guidelines which are now available.

1.56 Lancaster Farms YOI and RC provided a model of good practice in its anti-bullying strategy which had succeeded in creating a safe and ordered environment. There was no Vulnerable Prisoners' Unit, nor was any inmate segregated for his own protection. The establishment had achieved the right balance in setting behavioural boundaries, making them known, and confronting any excesses, in particular bullying.

1.57 In contrast, at Holme House Prison we found no anti-bullying strategy and intimidation of the weak by the strong was obviously present. We were strongly of the opinion that the degree of bullying in the prison was reflected directly in the high number of prisoners in the Vulnerable Prisoners' Unit.

1.58 At Hull Prison too, we found a significant proportion of the prisoners requesting segregation were doing so as a result of being bullied. Prisoners told us that bullying and intimidation were occurring in the adult wings of the prison and their comments were supported by the Board of Visitors.

1.59 Prisoners at Brinsford YOI and RC acknowledged to us that bullying existed and spoke of being threatened or taxed. But, they told us, it was less of a problem there than at other establishments, and our own findings left us particularly impressed with the integrated approach of probation and discipline staff.

Vulnerable prisoners

1.60 Sometimes the need to protect a vulnerable prisoner is difficult to meet

and may result in a 'penalty' by way of transfer to another establishment further from home, or a move into a unit offering a much reduced regime. For example, when we inspected Hull Prison we found that managers were concerned about the lack of facilities for adults seeking segregation for their own protection. At Woodhill Prison work opportunities for vulnerable prisoners were extremely limited and none could attend education classes, though there was some provision for study in a small room in the Vulnerable Prisoners' Unit.

1.61 Wandsworth Prison had made great strides in its care of vulnerable prisoners. There were sufficient work places for those able to work and inmates were released from work without financial penalty to take part in offending behaviour groups and the Sex Offender Treatment Programme. Ancillary facilities available to the segregated prisoners included a library, shower area, television rooms, classrooms, and indoor games.

1.62 We welcome the new emphasis on the safe integration of vulnerable prisoners within the main prison populations wherever possible. The benefits, by way of normal life and access to facilities, are clear. But care must be taken with more obviously-fit and well-adjusted prisoners who seek Rule 43 protection, possibly to avoid the consequences of incurring debts. Once in Vulnerable Prisoners' Units they are themselves trying to exercise a measure of control over weaker prisoners. Staff must be constantly vigilant in both assessing and monitoring vulnerable prisoners.

Suicide and self harm

1.63 The problem of suicide in prison and the identification and care of those

with suicidal tendencies is one which demands constant attention. In April 1994, the Prison Service introduced a new strategy on caring for the suicidal in custody and we welcome the Service's on-going evaluation of that as a priority over the next two years.

1.64 At establishment level, we believe it is not sufficient to put in place a strategy for dealing with the problem without keeping its operation under constant review and monitoring its success. Too often the success of suicide awareness schemes, like those directed at preventing bullying within establishments, induces sense of false security. We favour regular meetings of a multi-disciplinary suicide prevention group such as we found at Hull and Wandsworth Prisons.

1.65 Suicidal patients were rarely nursed under ideal conditions in health care centres. There was a dearth of observation wards. Where these had been constructed, as at Leeds Prison, a glass screen and security rules prevented direct contact between the observing nurses and inmates after lock-up. There would be no such barrier in a psychiatric regional secure unit in the community.

1.66 We like what has become known as the "Ranby" room—a fully furnished room with adequate provision for observation—but at least there should be an observation ward. In the absence of such observation wards, we found, too frequently, that inmates were placed in single cells on 15-minute observation. We remain firmly of the opinion that checks every 15 minutes on potentially suicidal inmates are inadequate and that such a system is dangerous. It should be replaced by a system of continuous observation. During our inspection of Woodhill Prison, where 15 minute watches were in operation, a schizophrenic with suicidal tendencies was found hanging and was resuscitated only just in time. But those were

exceptions and Leeds, Parkhurst and Wandsworth Prisons were among those using continuous observation when inmates were placed in single cells.

1.67 Seriously disturbed inmates tend to be referred to health care centres where they can be nursed in a dormitory, or even in a single unfurnished room (as at Hindley Prison), often on 15 minute watches, with all the inherent danger. Some health care centres are now installing closed circuit television to increase observation, as we saw at Hydebank Wood Young Offender Centre (YOC) in Northern Ireland. Deerbolt YOI had a suicide support room in the health care centre in which another inmate could accompany the patient.

1.68 We support the introduction of Listeners and commend prisons like High Down where no prisoner could fail to be aware of their existence and the reassurance they can provide. At High Down Prison we found notices advertising the scheme everywhere in the establishment. But at Hull Prison we found a shortage of Listeners and confusion over what was expected of them. At Hull Prison Listeners are trained and supported by the local Samaritans. Before our inspection, a Listener had kept the confidence expected of a Samaritan and had not revealed to staff the expressed suicidal intentions of an inmate. The inmate had later committed suicide. There must be clear guidance to inmate Listeners on what is expected of them and those managing Listener schemes must ensure that guidance meets the needs of the custodial situation.

1.69 Parkhurst Prison had a multi-disciplinary suicide awareness group but it had stopped having regular meetings and had no inmate representation and no Listener scheme in operation. Parkhurst was typical of establishments we visited which had an awareness of the

basic need and willingness to act, but which had lost momentum and needed revival.

1.70 All the YOIs inspected had multi-disciplinary suicide awareness groups, though few had an inmate member. Inmate Listener schemes exist, for example at Deerbolt, but were usually thought to be too difficult to organise in such establishments. The promotion of anti-bullying strategies in YOIs was thought to be a big factor in reducing suicidal behaviour.

1.71 Most establishments were in the process of adopting the latest suicide risk identification system based on the Prison Service form for the purpose (F 2050SH). But we found considerable variation in how much training staff had in its use and how well it was being used.

1.72 We found some establishments making use of shared cells on the wings as a means of giving support to inmates who were tense or depressed. Double cells should be available for this purpose.

1.73 We found anti-suicide packs available on wings, though the scissors provided were not always the correct issue. Hydebank Wood YOC issued a special pack with a sealed key to night orderlies and it was believed to have saved lives. We support this initiative and believe it might be adopted by other establishments.

Race relations and equal opportunities

1.74 We are pleased to report that the high priority given by the Prison Service to improving race relations continues to be evident in establishments. Our inspections routinely look at and

compare the treatment of prisoners of different race and religion. Generally, we do find equality, and we are pleased to note that monitoring is now an accepted part of the practice.

1.75 At Brinsford YOI and RC we found that, on average, a quarter of the population was of ethnic minority origin. Not surprisingly the race relations management team and liaison officer had high profiles. The establishment set a high standard in best practice in ethnic monitoring—probably the best of anywhere we had inspected.

1.76 At High Down Prison the Race Relations Liaison Officer told us that most inmates were unaware of his identity, but that he planned to address this by displaying his photograph and those of other members of the team in the prison. When we inspected High Down Prison 23 per cent of the inmates were from ethnic minority backgrounds compared with only 3% of uniformed staff. We concluded that despite a shaky start, High Down Prison had laid foundations for an active race relations policy.

1.77 We are frequently surprised by the lack of ethnic minority representation on both Boards of Visitors and among Prison Visitors. Frequently we are told by governors that they try to recruit ethnic minorities and we accept volunteers are not always easy to find. But race relations officers and management need to redouble their efforts. We believe that through contact with and the support of ethnic minority organisations and groups, volunteers can be found for this valuable exercise in community relations.

1.78 We hold that equality of opportunity in employment directly affects staff morale and is a vital factor in establishing a well-run regime. The Prison Service, like the Home Office, is an equal opportunities employer and all

parts of the organisation must be diligent in applying the policies which are very clearly set out in all establishments and offices.

1.79 We do not understand, therefore, how 'local agreements' of the type we came across at Birmingham Prison, which excluded women from working in the segregation unit, could exist in clear contravention to the Prison Service's declared national policy. This is not the first time we have heard of women being excluded from working in certain areas: we hope it will be the last. While we recognise that propriety requires single sex working in a very limited number of areas like shower units and for intimate searching, women officers must generally be allowed to work in any part of prisons for which they have been trained. We have heard repeatedly from officers in male and female establishments, that the presence of staff of both sexes 'normalises' life and has a calming effect.

1.80 More frequently we come across lack of provision for women. In the vast majority of cases it amounts to oversight and prior calls on resources. But establishments must take on board every aspect of the Service's equal opportunities policy. This means, for example, that women officers working in kitchens should not be required to wash and change elsewhere in the establishment while their male colleagues have facilities provided at the workplace.

Home Office detainees

1.81 Since our last Annual Report immigration detainees have been concentrated into just five prison establishments when formerly they were spread over 41. In our last Annual

Report we recorded finding detainees, including asylum seekers, in various prisons like Pentonville which we described as "wholly inappropriate."

1.82 While welcoming the transfer of detainees into specific holding centres, like Campsfield House and Haslar, we question whether it is right for the Prison Service to be involved at all.

1.83 Campsfield House is no longer in law a prison and is run by the Immigration Service and a private sector security firm. Haslar, however, is staffed by the Prison Service and Category D inmates provide some of the work force. The holding of detainees in specific holding centres was laudably aimed at improving facilities for them and providing the expertise required to meet their needs.

1.84 At the invitation of the Home Secretary, we inspected Campsfield House in September 1994. (As it has ceased to be a Prison Service establishment, it does not fall within our statutory area for inspections.) We made our study of the treatment of detainees and the conditions in which they lived as we would a prison. However, the tests we applied were more relevant to a secure hostel than a prison.

1.85 We have frequently warned in the prison context of the dangers of a rapid, unplanned build-up of the inmate population and the adverse effect that it has on the creation of a stable regime. We regretted that the same mistake had been made at Campsfield House and that it had suffered the consequences in considerable instability and control problems over a long time. The need for a slow build-up of numbers had been recognised in the contract awarded to Group 4 Total Security Ltd to manage the establishment but unfortunately not adhered to and so staff had no time to

establish routines and develop the regime.

1.86 We found two planning assumptions had not been borne out in practice at Campsfield House. In the first place, detainees were being held more than twice as long as had originally been expected. Secondly, it had been wrongly assumed that the detainee population as a whole would be compliant.

1.87 We found tension between the Immigration Service and Group 4 in the management of the establishment with confusion between the two parties over their day-to-day responsibilities. An important failing was a lack of constructive activities. It was depressing to find the classroom and craft room empty and unused, there was no work and detainees were unable to earn money. Lessons must be learned from Campsfield House. There must be careful control of population build-ups in such holding centres and the provision of opportunities for education, work and recreation must be adequate.

1.88 Our remit in regard to immigration detainees generally and asylum seekers in particular extends only in so far as they are accommodated in prison establishments, or, as in the case of Campsfield House, we are requested to inspect by the Secretary of State. As with prisons, we felt unable to consider the problems of individual detainees, how they come to be held and on what basis. But their complaints to us indicated the need for questions to be asked about the length of time they can be held, the amount of information they are given about the criteria and specific reasons for their detention, and their ability while being detained to keep up family contacts. We believe that everything possible should be done to maintain family ties.

Chapter Two

FACILITIES, AMENITIES and ACTIVITIES

2.01 PRISON ESTABLISHMENTS function daily as virtually self-contained units within the Prison Service's overall strategy. Recent devolvement of financial control to governing governors has enhanced this local independence in the provision of regime essentials. Prisoners' food, their sanitary and toilet arrangements, the clothes they wear, and the activities and amenities available for the time they are out of their cells, all play a large part in determining the quality of custodial life. Remnants of practices from the past like 'slopping out', which denied prisoners a humane quality to their lives have almost disappeared as facilities and attitudes continue to improve. We look to establishments to ensure that their provision for the day-to-day life of prisoners is not only humane and caring but is also, through access to amenities and a variety of activities, invigorating and challenging to their offending behaviour.

Catering

2.02 We visit few establishments where prisoners do not complain about the food, and even fewer where the catering wins inmate approval, or actual praise. Institutional catering is rarely received anywhere with enthusiasm and the 'consumers' in prison establishments are generally happy to follow this critical tendency.

2.03 Over a number of years we, too, have criticised prison catering both in individual establishment inspection reports and in our own Annual Report. Because we are acutely aware that poor catering is a potential source of confrontation between prisoners and staff we have repeatedly drawn attention to inadequacies in four main areas:

- quality of the food at the point at which it is served up to be eaten
- times at which meals are served
- restricted choice within religious and other special diets
- poor presentation

2.04 In a number of recent inspections, we have been impressed by the quality of food and its preparation in establishment

kitchens. We regret that the way in which it is presented and served—on stainless steel trays which have a cooling effect—and the time that elapses between it leaving the kitchen and consumption enhance neither its appearance nor taste. The best efforts of kitchen staff are thus undermined by circumstances beyond their control.

2.05 In our experience there is a marked difference between the quality and appearance of the food we see and sample as it is prepared for dispatch from the kitchens and that which we again sample as it is served onto inmates' plates. The preparation of food in kitchens at considerable distances from the point of consumption and its subsequent transportation in heated trolleys, is an obvious factor in the reduction of quality. But there are other, avoidable, delays. We do not agree with food being prepared far in advance of consumption for the convenience of catering staff and the delays which occur while inmates are assembled for the collection of meals must be addressed.

2.06 We welcome the Prison Service's new Operating Standards which stipulate that prisoners' mealtimes should normally reflect those in the outside community and that there should be a minimum of four and a half hours between meals. But our findings indicate that the Prison Service view that the majority of establishments are already—or soon will be—meeting these targets is over optimistic.

2.07 For example, when we inspected Hindley Prison in January 1995, we found breakfast being served at 8 am, with the midday meal at 12 noon during weekdays and at 11.45 am during weekends. The evening meal, together with a biscuit or bun for supper was served at 4 pm (3.45 pm in the health care centre). This meant a period of 15 hours between the prisoners' evening meal and breakfast the following morning. This is entirely unacceptable.

At Deerbolt YOI breakfast was served at 8.05 am, lunch at 11.45 am and tea at 4.30 pm. Leeds Prison was worse with lunch at 11.30 am, just three and a half hours after breakfast, and tea at 4 pm, which meant a long gap between meals.

2.08 In contrast, at Blakenhurst Prison, the timing of meals was very satisfactory. Breakfast was served between 7.30 and 8.30 am, lunch between 12.15 and 1 pm and tea (the main meal of the day) between 6.15 and 7 pm.

2.09 There can be no justification for what are clearly ridiculous meal times geared more to the convenience of staff and their preferred shift patterns than to commonsense and the needs of prisoners. When breakfast is at 8 am, lunch should never be before 12 noon and preferably nearer 1 pm. The tea meal should not be before 5 pm. If the Prison Service and establishments are dedicated to returning prisoners to a normal life in the community, they should as far as possible maintain 'normal' conditions in the custodial environment. Food, like personal hygiene and work, are factors on which 'normal' life rests.

2.10 We were pleased to see that in many places a healthy option to chips and fried food was being offered, for example rice, pasta, salad and mashed potatoes. But not all prisoners are educated into healthy eating. Many, particularly those in Young Offender Institutions, are guided more by their junk food eating habits outside than by good advice and commonsense.

2.11 The continuing development of 'cash catering' which has largely freed establishments to purchase food from outside Prison Service farms had widened choice and is producing encouraging results. Establishments are now offering more of what their 'consumers' want, but we found a disappointing lack of choice for those on

religious and other special diets. Their menus were repetitive.

2.12 At Leeds Prison we found the food to be of good quality and well presented, but inmates were not offered a choice of menu and halal meat was not offered to Muslims during the week. We were told that these inmates were given halal chicken every Saturday and Sunday and on two weekdays during every four week menu cycle.

Prison shops

2.13 We have regularly commented in inspection reports and in our Annual Reports on the need for prison shops to improve both their operating methods and the service they provide. While there has been some progress, prison shops are, for the most part, still too small and sometimes appear to be 'afterthoughts' which have been tacked on to the establishment and its regime.

2.14 For example, at the time of our inspection, Birmingham Prison shop was situated in what appeared to be a 'dungeon', though we were told of plans for it to move to better accommodation. Shrewsbury Prison had two "hot and sticky" cells and at the new High Down Prison, inmates had to peer through a small hatch in order to see into their wing shops. We found Huntercombe YOI's shop and its service to be disappointingly poor—not a reflection on the staff, but because the shop was situated outside the perimeter. It was extraordinary to us that such a fundamental requirement had not been included in the building plan of this recently redeveloped establishment.

2.15 There was a wide variation in the range of goods offered and some evidence that a number of establishments had responded to our earlier comments and formed amenities committees or were in other ways listening to prisoners' requirements.

2.16 In September 1994, the Woodcock Enquiry recommended, and the Home Secretary accepted, "that all foodstuffs to be provided or purchased by inmates, or any other item to be allowed—batteries, electrical goods and so on—should be obtainable only through the prison shop or catering department." The Enquiry emphasised that there should be no external shopping at all on behalf of inmates by members of staff. This new policy had a fundamental effect on the expectations of long term prisoners and raised questions for prison shops about the range of edibles and other items stocked. Staff have now ceased outside shopping activities on behalf of prisoners, but some establishments allow mail order shopping with prisoners paying delivery charges where appropriate.

2.17 Many establishments continue to open their shops during the working day resulting in disruption. Others are more responsive to needs and open during hours which do not interfere with education, work and other activities.

2.18 We have continued to find evidence of relatively high profits in prison shops. We believe that the Prison Service should not seek to make significant profit on goods sold in establishment shops to prisoners whose opportunities to earn, and to enhance earnings, are generally very restricted.

2.19 We have also found a number of prison shops failing to cater for the reasonable requirements of ethnic minority prisoners for toiletries (soap, shampoos, skin lotions, all of which are readily available in the outside community) and foods. The complaints made to us indicate that ethnic minority prisoners believe that this is because of a lack of thought and a principle that only top selling lines should be stocked. Nevertheless, it is not acceptable for ethnic minority prisoners accustomed to being able to buy basic products designed

for their specific needs, to be restricted to items marketed for people of different racial groupings.

2.20 The development of shopping facilities on residential wings, as at High Down Prison, is good in principle but difficult to operate. Small shopping units need constant restocking. There is little point in their being more accessible to customers if lines are constantly unavailable.

2.21 The facilities in prison shops, the goods stocked, and the opening hours are at present all matters for local management. The Prison Service does not interfere, though it takes the view that it would be wrong for prisoners to pay less than members of the outside community for the same goods. The Prison Service also takes the view—though not enshrined in policy—that taking staff and other costs into account, prison shops should not generate an overall profit beyond covering their costs. We believe that prisoners should not pay more for goods than they would in a local supermarket.

2.22 We feel it is time the Prison Service undertook a review of prison shops. There may be a case for standardisation, if only to remove inmates' discontent at not being able to buy the same products in different establishments at the same price. There would also be financial advantages to be gained from bulk buying.

Phone cards

2.23 We found a lack of consistency between establishments over the number of phone cards inmates were allowed to buy. Some, like Hindley Prison, were restricting the number to two a week; others like Woodhill Prison were allowing five or more. Parkhurst set a spending limit of £40 a week for the purchase of cards.

2.24 Brinsford YOI and RC was relaxing controls and accepting that the possession of phone cards was no greater encouragement to 'taxing' between inmates than the possession of any other item of personal property.

2.25 We believe that the purchase of phone cards should be restricted only by the amount prisoners themselves can afford through their own efforts. Prisoners requiring large numbers of cards would thus have a greater incentive to work and earn. This would also help relieve families of the potential burden of 'topping up' inmate's private cash.

Clothing

2.26 We have been encouraged by the continuing good response to the initiative under which prisoners are allowed to wear their own clothes. We support the view that possession of their own clothes and the responsibility for keeping them clean and in good condition aids inmates' self esteem and ultimately improves relationships both within their peer group and with staff.

2.27 The introduction of easy access to launderettes encourages the wearing of own clothes. We think that wherever possible, launderettes should be installed on houseblocks to encourage a sense of ownership of kit. This also helps prevent wastage and litter where items of clothing are thoughtlessly discarded.

2.28 Prisoners should be supplied with a clean pair of socks and underpants every day, rather than the minimum of four pairs of each a week which we found in some establishments. We were surprised to find at Lancaster Farms YOI and RC inmates were issued with just one towel on arrival. Prisoners, regardless of age, should be given two with access to more as required.

2.29 At a number of establishments, we found extremely unfashionable clothing in store for issue if required to inmates on discharge. We were told that some younger inmates refused clothing because it did not carry designer labels. While we do not support buying expensive clothes we have advised establishments to dispose of out-of-date clothing in favour of items which would be less conspicuous on the street.

2.30 When we inspected High Down Prison we were surprised to see discharged inmates leaving the prison carrying surplus clothing and their belongings in clearly identifiable prison-issue plastic bags. We suggested a more sensitive approach might have been to provide unmarked bags. But staff and inmates quickly reassured us that the prison-issue marked bags were entirely acceptable and were reputed to have a re-sale value on the 'outside'!

Religion

2.31 Religious practice in prison establishments, nominally under the administration of the Church of England Prison Chaplain, has for some time routinely encompassed the various Christian denominations, as well as the Jewish and number of other faiths. Although ecumenical in its outreach in recent years, the Prison Service Chaplaincy is now called upon to facilitate Muslims, Hindus, Bahai's, Buddhists, Sikhs and others to observe their religious traditions under the guidance of their own teachers and ministers. The Chaplaincy also, from time to time, has to deal with other non-mainstream religions.

2.32 It is to the credit of the Chaplaincy that this extension of religious practice has been accommodated so well. Whereas in the past the sharing of facilities between non-conformists,

Anglicans and Roman Catholics was the issue of the day, the multi-faith nature of today's prison population is making new demands.

2.33 Generally, we have been impressed by the physical provision for the Christian denominations, particularly so at Brinsford and Lancaster Farms YOI and RCs and Woodhill Prison. High Down Prison's chapel was impressive and enhanced by what we could only describe as the "majestic" tone of a superb organ. An exception was at Shrewsbury Prison where the Chapel was used as a thoroughfare and was definitely not conducive to peaceful, meditative worship.

2.34 It is difficult for Inspectors to assess within a few days, the quality of spiritual care given to prisoners and it would be presumptuous of us to attempt to do so. But we do look at a number of indicators—we listen to inmates, we assess the accessibility of the Chaplaincy team and their readiness to meet new prisoners arriving at the establishment, and even the physical appearance of the chapel and its associated rooms can be a pointer to an active, caring ministry.

2.35 In many establishments we found the Chaplaincy was making very significant contributions to different aspects of the community life. This was particularly evident at Stoke Heath Prison and YOI. At Lancaster Farms YOI and RC the involvement of the Chaplaincy in the day to day running of the establishment was noteworthy. It was represented not only at the daily briefing meetings, but also at meetings on regime development, activities, suicide awareness, HIV and Aids, and anti-bullying strategies. It was truly involved in the establishment.

2.36 We liked the personal and caring touches added by Chaplains. At Huntercombe YOI the Chaplain had

obtained money to set up a discretionary fund to help inmates' families who found visiting expensive, and had, uniquely in our experience, distributed Easter eggs to all inmates.

2.37 We are sometimes surprised by the lack of involvement of local clergy in the establishments in their area. Some local clergy seem to regard the perimeter fence as a barrier which must not be passed. We feel that Chaplains would welcome a little more help at times.

2.38 There were exceptions to this lack of contact, notably at High Down Prison where Chaplains were extremely grateful for the extensive support they received from local clergy. High Down Prison were pleased to report to us that they had received episcopal visits.

2.39 New Prison Service restrictions on inmates' temporary release have affected many establishments where contacts have been built up with local churches. The Chaplains at Leyhill Prison told us they greatly regretted the restrictions. There, the curtailment of temporary release had prevented life sentence prisoners visiting local churches accompanied by Chaplains—an arrangement which had gone on for 14 years without incident and much to the benefit of prisoners and the local community.

2.40 We indicated earlier that in our view, Chaplaincies have responded well in their readiness and efforts to assist the non-Christian religions. But while there appears to be no shortage of willingness to help and set aside areas for multi-faith use, we have not always been impressed by the results. Deerbolt YOI and Blakenhurst Prison provided examples of the best multi-faith provision. But these were far outnumbered by establishments whose awareness and promises had not been translated into action. At Shrewsbury Prison, for example, we found a cell was provided

when members of non-Christian religions wished to meet. Hindley Prison and Stoke Heath Prison and YOI had no multi-faith rooms, Bullingdon Prison had one but it was not in use, and Parkhurst Prison provided its visiting Imam with a room barely larger than a cupboard for private prayer and fellowship. Brinsford YOI and RC provided a multi-faith room of adequate size but which was stark in contrast to the Christian chapel. It was planned to make it less austere. We believe that adequate facilities should be provided without delay for the use of non-Christian religions in prisons.

2.41 We are seeing a general fall in the numbers involved in active Christian worship compared with a decade or more ago. Then, chapel attendance provided one of the few opportunities for association and time out of cell under regimes which were much more restrictive than those in operation today. We think that the numbers, though smaller, represent genuine commitment and reflect trends within the outside community.

Prison Visitors

2.42 There continues to be lack of understanding among a minority of staff in some establishments about the role and duties of Prison Visitors. In most prisons we inspected, however, we found the Prison Visitor arrangements to be flourishing with no shortage of Visitors or inmates wishing to be visited. Some establishments, like Bullingdon and Oxford Prisons, told us they were anxious to increase the ethnic minority representation among their Prison Visitors.

2.43 At Hindley Prison we were told of difficulties experienced by Prison Visitors because some uniformed staff failed to realise that Visitors had official recognition and that it was the duty of

staff to facilitate their work. This is not the first time we have encountered such a complaint. We appreciate that Prison Visitors volunteer their free time and energies and that uninformed and sometimes even obstructive staff can cause a great deal of frustration. The Prison Service includes the subject of Prison Visitors in its training courses for new staff but clearly the message is missing its mark. Governors must ensure their staff co-operate fully with Prison Visitors, especially where the Visitors carry keys and meet inmates in their cells.

2.44 There is a more worrying side to this in that staff who do not fully understand the role of Prison Visitors will be unlikely to volunteer information about them to inmates who could benefit. Chaplaincies generally co-ordinate and administer arrangements for Prison Visitors and others coming into establishments to meet prisoners. We think Chaplains are well placed to fulfill this function.

2.45 However, not all inmates maintain contact with the prison chaplaincy, and we would not wish them to be deprived of this important opportunity. We recommend that information about Prison Visitors and access to them should always be freely and generally available within establishments.

Work and pay

2.46 Opportunities to work in prison, both in terms of domestic services like cleaning and cooking, and in productive labour remain limited. Remuneration for inmates has remained more or less static.

2.47 In our last Annual Report we emphasised that privileges and amenities, such as phonecards, had increased but that there had not been a commensurate rise in prisoners' pay.

That remains true, and indications towards the end of the period under review were that privileges and access to private cash would, in future, have to be earned under more stringent systems.

2.48 The Prisons Board's policy statement on regime activities in June 1992 emphasised the importance of realistic work experience for prisoners as a key factor in the preparation for release. The Prison Service is introducing some incentives which increase the range and availability of work and which provide for higher wages in return for increased output. But these are inadequate. There continues to be insufficient real work.

2.49 We remain committed to the concept of industrial prisons and adequate training opportunities. We believe there should be selected prisons where work comes first and education, sport and other activities are available only at the end of the working day. In the industrial prisons we envisage, based on European models, inmates are employed *within the prison* by an outside firm to make goods with *real* wages paid by the company which also provides materials and machinery. The prison supervises and receives part of the prisoner's wages for 'board and lodging.' Under this scheme, prisoners would be able to pay income tax and national insurance and their net earnings would be divided between their dependents and their own savings. This would save hard-pressed families from having to top-up prisoners' cash and the prisoner would be doing something useful and would no longer be a burden on his or her family or the State. It is a scheme which works in other European countries and should be introduced here.

2.50 This 'real work' concept contrasts sharply with what we found at Bullingdon Prison where unemployed inmates were sent daily to two improvised workshops in unused dining

rooms to make eight boxes in an hour for a maximum weekly wage of £8.50, including a bonus. The task was simple and there was no incentive to do more. The gymnasium was used in the same prison to compensate for lack of work. The highest earners at Bullingdon worked in the kitchen and earned £11 a week. Kitchen workers at Leeds Prison were slightly less fortunate, earning between £6.50 and £10.75 a week.

2.51 At Holme House Prison a spot check by Inspectors revealed a completely untenable situation in that almost half the total number of inmates were locked in their cells at a time when they should have been working or in education. We found it difficult to equate these findings with the Prisons Board's 'real work' policy statement of three years ago.

2.52 At Birmingham Prison, pay rates ranged between £2.50 for the unemployed and £10.75 for those employed on domestic tasks. Managers at Parkhurst Prison told us that their greatest difficulty was in encouraging inmates to work. The 'no work, no pay' policy had been of little effect and there were vacancies in all work areas. Top earnings in Parkhurst Prison were £12.75 a week for working for charities by folding plastic bags, sorting spectacles and repairing sewing machines.

2.53 Private sector Blakenhurst Prison inmates fared rather better. We found pay rates there averaging £8 a week across the board and inmates in the workshops could receive between £15 and £17 a week.

2.54 We found less evidence of inappropriate work. At Stoke Heath Prison and YOI, young prisoners were producing beds, trolleys, security gates, grilles and wheelbarrows for the Prison Service, two had designed and worked on a footbridge for the local community, and others were engaged on developing mechanical transport for disabled

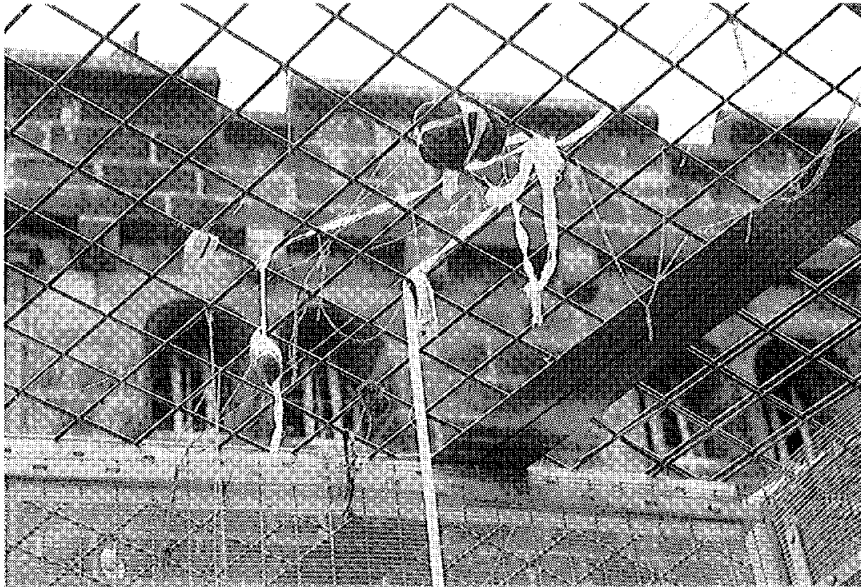
people. We felt they were acquiring realistic skills and knowledge to equip them for jobs in the community.

2.55 We do not understand why more establishments do not offer an industrial cleaning course which has the obvious advantage of cultivating skills which could be used to good effect within the establishment.

2.56 It is regrettable when any valid activity in establishments is curtailed or suspended as a result of staff being detailed other duties, and it is particularly so when work suffers. At Leeds Prison we found two good workshops (one supplying contract services and the other textiles) which were often closed because of the unavailability of the two patrolling officers. This was particularly sad because the textile workshop had been awarded the British Standard 5750 and despite its low number of inmate workers, was continuing to meet production targets.

Recreation

2.57 We continue to be disturbed by the lack of constructive out-of-cell recreational activities available to inmates. We feel it is bad enough for adult prisoners to be left to divide their 'unlock' time between watching television and playing table tennis or pool. To leave young prisoners with the same unchallenging options, often under minimum supervision, is to invite trouble. We have, in the past, commented on the potential of the Prison Service's key performance indicators to improve the length of time prisoners spend out of cells and increase out-of-cell activities. But we regret that so far we have been unable to find any widespread provision of new, constructive and relevant activities. We



Prisoners' recreation facilities, in addition to the more sophisticated physical education and other activities provision, also include basic exercise areas. At Leeds Prison we found the Category A exercise cage (above) was a disgrace and contaminated by parcels of human excreta and bird droppings. We recommended its demolition.

hope that the key performance indicators will yet change this depressing situation.

2.58 An immediate remedy which we have consistently advocated would be to increase the use being made of education, gymnasium and sports facilities. We comment elsewhere about the advantages to be gained from putting these expensive facilities to greater use. It is also important in the context of regime support and keeping prisoners usefully and positively occupied during their recreational time. There should be more evening classes and weekend opening of sports facilities.

2.59 We support the contemporary view that inmates 'sterile' hours in locked cells should be reduced wherever possible. However, the failure of establishments to provide worthwhile activities for the additional recreational

time will, when inmates express their boredom, lead to more time in their cells. This would be a reversal of policy by default and most regrettable.

2.60 When we inspected Woodhill Prison in April 1994 we commended its regime to the whole of the Prison Service and we were pleased that the Director General circulated our inspection report on that establishment to every governing governor in England and Wales.

2.61 At Woodhill Prison we found inmates enjoying a range of quality activities in an out-of-cell regime of nearly 12 hours a day. The education programme comprised an admirable mix of academic and practical subjects, and physical education facilities were being fully exploited. The gymnasium was open seven evenings a week. PE staff coached, for a prison, an immense range

of activities including, commendably, motorcycling. There was a clear effort by PE and wing staff to encourage young remanded and convicted prisoners at all times to work off their surplus energies. Work training courses during the day offered skilled tutoring.

2.62 A frequently overlooked and underused method of occupying prisoners in a positive way is to involve them in areas of administration. Not only do inmates learn consideration for others' points of view and gain some insight into the difficulties of running a prison regime, they can also derive personal benefit from the experience. It can have the effect of increasing their self-confidence and developing their administrative skills.

2.63 Again, Woodhill Prison pointed the way. We found inmates responded positively to having a stake in the good running of the establishment and we were particularly impressed by a booklet they had written themselves advising new prisoners on how to behave. Individual prisoners were heavily involved in consultative committees, and they were always told by the governor

when changes to daily life were contemplated. We noted that there had been no serious incident at Woodhill Prison since it opened.

2.64 Parkhurst Prison had instituted an excellent consultative meeting in physical education to ensure that sports and other activities were introduced and run by consensus. High Down Prison had gone some way in recognising the value of consultative committees, for its foreign national inmates and catering. But the prison had not fully grasped the opportunities the committees offered. High Down Prison's foreign nationals complained nothing ever got done, and the monotony of the food caused inmates to doubt that their views on catering were properly recognised. Obviously consultation must be given real meaning.

2.65 We have visited other prisons where the inmate voice is never heard and where consultative committees, involving management, staff at different levels and inmates, do not exist. We support the consultative approach in the strong belief that, properly implemented, it aids the smooth running of the regime and is of considerable individual benefit.

Chapter Three

THROUGH-CARE

3.01 **MANY DIFFERENT FACTORS** determine the type of prison establishment in which convicted prisoners will serve their sentences. Age, sex, security assessments and nature of the offence are primary considerations and all contribute to the decision as to where a prisoner will be sent. But whether it is to a high security establishment, open prison, or young offender institution, the throughcare delivered is of paramount importance in fostering both the prisoner's co-operation while in custody and the rehabilitative process. Throughcare—

- helps prisoners to serve their time in custody while also maintaining family links
 - makes best use of time in custody
 - tackles offending behaviour
 - prepares prisoners for release.
-

'Custodial pre-release'

3.02 We have consistently argued that for prisoners serving sentences of up to four years, their whole time in custody should be regarded and constructively used as a pre-release course in support of the Prison Service's stated aim to serve the community by helping inmates return to a law-abiding life on discharge.

3.03 We have recommended this over a long period in our inspection reports. The concept of using the entire custodial period to improve short term prisoners' chances of an eventual successful return to the community forms the basis of our review *'Doing Time, or Using Time'*, published in 1993. HM Chief Inspector has, on a number of public occasions, advocated the 'pre-release course' view of imprisonment for the majority.

3.04 In our last Annual Report we suggested that such a view of the custodial period should focus not only on employment and education, but also encourage prisoners to face up to offending behaviour and acquire the social skills that so many inmates lack as a result broken families and education. The Prison Service response to our Annual Report 1993-94 did not mention

this more positive view of time spent in prison. We believe that all imprisonment, be it short or long term, must be regarded as something more than deprivation of liberty.

3.05 For those prisoners serving longer terms, the custodial experience should be seen as an opportunity for them to undertake quality work for which proper remuneration is made while skills are acquired. For those on short sentences of up to four years, the 'pre-release course' nature of the entire custodial experience should include contact with the local community. Education in literacy, numeracy, hygiene, and common morality should be undertaken alongside the opportunity to work, earn real money and acquire community relevant skills.

3.06 If the whole custodial period for those serving short sentences is to be a pre-release course then that 'course' must begin at the point at which imprisonment starts, that is at the moment of reception. For most inmates the first few days are very stressful. But they are also vital in terms of impressions given and received, and attitudes and opinions formed. The point of reception into prison and the subsequent induction programme are thus of the highest importance. It can take the exactly the same short amount of time to induce a good, positive attitude as it can a bad one.

Induction

3.07 We re-state our view that induction programmes should contain, as a minimum, the following:

- an opportunity for trained staff and prisoners to get to know each other so that needs can be assessed and used to start sentence planning
- a tour of the establishment with an introduction to work and activity areas

- a compact outlining what the establishment will provide and what behaviour is expected in return from prisoners
- easy access to staff with a knowledge of legal aid and bail information (especially important in local prisons)
- an educational component on issues such as drug misuse and HIV and AIDS
- full information about the regime and how to take advantage of courses, employment and other activities
- identification of young, vulnerable and other at-risk prisoners so that appropriate care can be taken from the first night.

3.08 In far too many prisons we found induction procedures unacceptably below what was required. High prisoner populations and turnover inevitably impose some limitation on the quality and extent of such programmes but we do not accept them as an excuse for some prisons doing almost nothing.

3.09 Detailed guidance on induction programmes was issued by the Prison Service in November 1992, and is currently reflected in the new Operating Standards. The objective is to provide the opportunity for staff to get to know prisoners and in the process produce a framework for preparing individual sentence plans tailored to prisoners' particular needs and circumstances.

3.10 A model compact, which we support, was issued to Governors in 1993. We believe that it should now be in use in all prisons. It is not.

3.11 Too few prisons are offering adequate reception and induction procedures. We found poor reception facilities during a number of inspections, matched only by the paucity of content in the prisoners' induction 'package' in others. It is clear that good facilities do

not always result in good practice. For example, at the very modern Woodhill Prison, new prisoners arriving in reception at 7.30 pm were presented with a meal which left the kitchen at 4.45 pm. The potatoes had turned black.

3.12 There is an obvious need for the content and length of induction programmes within establishments to remain reasonably consistent. A planned two-week programme which at short notice has to be curtailed or condensed into one week because of other pressures is unhelpful. In devising induction programmes, establishments should always bear in mind the sort of pressures they face routinely so that there is little or no interference with them. This was of particular concern to us at Lancaster Farms YOI and RC where staff were attempting, commendably but unrealistically in the face of all the prison population pressures of the north east, to extend their one week induction course into two.

3.13 New prisoners to whom we spoke at Leeds Prison confirmed our observations that at no point in the reception process were they given any information either about the routines of the prison, or what to expect when they entered the main prison. At Shrewsbury Prison there was no formal induction programme. There, prisoners were seen in the chapel the day after their arrival and advised on legal aid rights by the same staff who then allocated them to work or education.

3.14 At Hindley Prison we were impressed by the pleasant manner of reception staff, but the ensuing induction programme left us with the feeling of a 'production line' with little concern for individual needs. Establishments like Hindley Prison with short-stay inmates and pressure to fill spaces, may well find it difficult to extend the time for the induction course. In such circumstances,

it is all the more important that adequate written material is also used. At Hindley Prison, as at other establishments, the information pack was extremely basic and needed both expanding and improving.

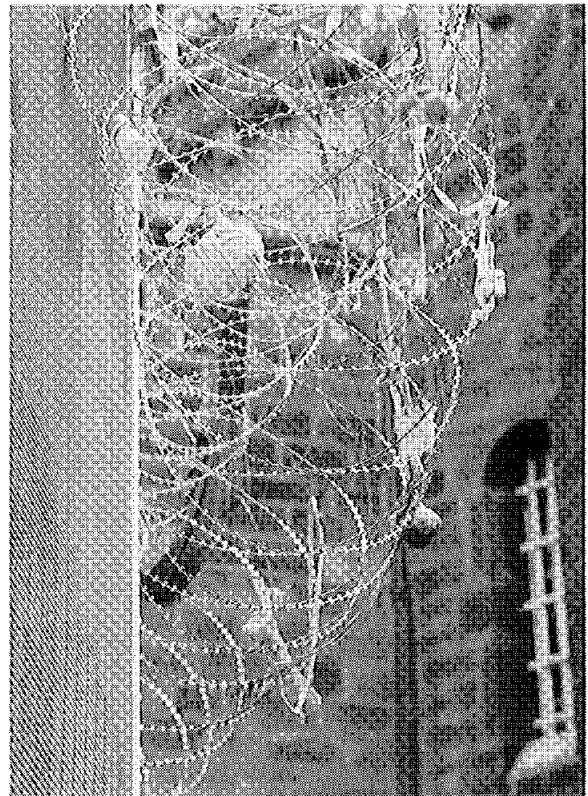
3.15 In the private sector Blakenhurst Prison, too, we found little comfort in the induction programme. None of the elements contributing to a successful programme were present. There was no tour of the establishment, little information about activities, no education about HIV and AIDS and little advice on who might help a prisoner solve a problem. In breach of the management contract, no compact detailing what the establishment had to offer and what it sought in return from inmates, was being issued.

3.16 There should be no graffiti in establishments. To the casual observer its presence, like that of litter both inside and outside, sends an immediate message that those in charge keep an untidy, undisciplined house. To a stressed new inmate the nature of graffiti may well add to fears or be viewed as inflammatory. It was particularly regrettable, therefore, to find at Hull Prison inappropriate painted murals and graffiti in the reception area. We were surprised that no effort had been made to remove them. At Leeds Prison we found both graffiti and litter.

3.17 In contrast, at Brinsford YOI and RC we found staff not only committed to meeting the existing induction programme but who were exploring ways of extending it. Their programme provided staff with an opportunity to identify those likely to fall victim to bullying—thus the establishment's anti-bullying strategy started from the outset and at a point when the weak were at their most vulnerable. Deerbolt YOI, too, had a good initiative in providing juveniles with special welcome packs



Litter and graffiti in establishments such as we found at Leeds Prison give an impression of an untidy and undisciplined house (see para. 3.16)



aimed at boosting their confidence and helping them to avoid bad influences.

Personal officers

3.18 We have supported the introduction of personal officer schemes in establishments as a means of enhancing relationships between staff and prisoners. When they are properly implemented, they bring not only a positive and constructive service to prisoners and help the regimes run more smoothly, but also offer Prison Officers an opportunity to extend their job skills and enhance their authority over prisoners in a positive manner.

3.19 It is a matter of regret to us, therefore, that our findings show that not all prisons have such schemes in operation, and some have not even reached the planning stage for them. In some places where schemes have been implemented, they are falling short of what is properly required because of lack of support from management. This demonstrates itself in a variety of ways, from failing to appoint personal officers to not offering sufficient training, or even time to do the job.

3.20 The personal officer must be available to inmates—all too often we hear of personal officers who are constantly busy on other duties, or whose activities become fragmented as a result of being repeatedly called away at short notice to do small jobs elsewhere. This neither engenders the inmate's confidence in the personal officer, nor does it give the officer a fair chance to do his best at the main task.

3.21 Personal officer schemes, we believe, should be based on:

- management commitment at all levels

- adequate training for all staff involved, and an awareness among all other staff of what the scheme involves
- adequate time allowed for personal officers to carry out their duties
- responsibility for sentence planning
- adequate arrangements to cover staff absences, wherever possible these to be made well in advance and notified to inmates. (Repeated unnotified substitutions quickly create suspicion in the minds of inmates and thereby the scheme is put in jeopardy.)
- development of the necessary skills and the finding of opportunities to confront prisoners with their offending behaviour
- the expectation that personal officers will attend all review boards held on prisoners.

3.22 We emphasise the value of training for personal officers if such schemes are to be credible, develop and be of benefit. Lack of training was identifiable in a number of establishments. At Hull Prison we found very conscientious personal officers working on a scheme which had been introduced quickly rather than postponed for several months while officers completed their training. The result was work which varied in quality and in the degree to which it helped inmates.

3.23 We were very disappointed to find no personal officer scheme at Leeds, Hindley and Birmingham Prisons. At Parkhurst Prison there was a restricted scheme working within too narrow confines. Holme House Prison's personal officer scheme remained theoretical.

3.24 In contrast, at Deerbolt YOI inmates all knew the names of their personal officers and were complimentary about the scheme. Even

so, Deerbolt's personal officers complained to us that they were too frequently diverted from their role into other duties.

3.25 We view the existence of personal officer schemes as integral to sentence planning. A sentence plan can only satisfactorily be prepared by those who are in regular contact with individual prisoners and who know them well and between whom there is a substantial degree of trust.

Planning time in custody

3.26 In our last Annual Report we commented that the approach to sentence planning across the Service was "patchy". The Prison Service agreed with this view and had already set up a Sentence Planning Review Advisory Group to investigate the problem. We agreed with many of their findings.

3.27 We again note that in our opinion all sentenced prisoners should have a sentence plan. In addition, unsentenced prisoners should have their time in custody planned in order to reduce stress, help maintain contacts with the community, and help prepare for the possibility of being sentenced to a period in custody.

3.28 Only when prisoners' needs are carefully identified through the sentence planning process, can regimes be developed to satisfy those needs. Thus sentence planning becomes a means not only of helping prisoners to use their time in custody constructively, but also of guiding management in the provision of a relevant regime. We strongly support sentence planning.

3.29 We were surprised and disappointed, therefore, to find that in many of the prisons we inspected,

sentence planning was not fully in place and was not accorded sufficient status

3.30 We liked the approach at Brinsford YOI and RC which was not only meeting the mandatory sentence planning requirements under the Criminal Justice Act 1991, but working with all convicted inmates. Those exempt from the mandatory process were documented through completion of a locally-produced and abbreviated *pro forma*. The prison also recognised that many of the unconvicted prisoners had needs similar to their convicted counterparts. Sentence planning was also extended to them, but in an abbreviated form called custody planning.

3.31 The failure of some prisons to implement sentence planning schemes and the poor working of such schemes in others deprives prisoners of the required documentation. When prisoners are transferred, this leads to problems in the receiving establishments. We noted this at Parkhurst, Leyhill and a number of other prisons. In particular, we were disturbed to find fewer than 10 per cent of life sentence prisoners arriving at Leyhill had sentence plans. No life sentence prisoner should be without a sentence plan.

3.32 Parkhurst Prison typified those establishments where sentence plans were incomplete. There we found only a few plans with meaningful targets in the vital areas of education, work and tackling offending behaviour. They also lacked contributions from work and other activity areas. Worse still, some prisoners viewed sentence planning merely as a way of attaining certain goals, like a move to a lower category establishment, without achieving worthwhile objectives. There were similar findings at Hull Prison where targets were meaningless and there was a failure to hold proper sentence planning or review boards. Sentence planning

must serve to challenge and direct prisoners into tackling their offending behaviour.

3.33 Leeds Prison left us with the overall impression that sentence planning there was largely a paper exercise with little regular contact between the officer completing the plan and the subject inmate.

3.34 There were examples of good practice but they were few. Despite a lack of training, staff at Birmingham Prison provided inmates with completed plans containing carefully thought-out objectives and were holding sentence planning boards.

3.35 The experience of our inspections did little to bolster our confidence in the way sentence planning is being carried out in establishments. We ended the period under review as we ended the previous 12 months—strongly of the opinion that the Prison Service's approach to sentence planning is "patchy." The Prison Service, and establishments in particular, must not lose sight of the fact that sentence planning is a mandatory requirement under the Criminal Justice Act 1991. It is not an optional extra.

Focussing on the offence

3.36 We continue to believe that the centrally co-ordinated offending behaviour programmes, notably the Sex Offender Treatment Programme, are all soundly based on good theoretical models supported by research. The Prison Service's Corporate Plan now envisages the steady extension of high quality offending behaviour programmes with built-in evaluation from commencement. The Prison Service aims for these new programmes to be a replacement for the *ad hoc*

initiatives developed at individual prisons. We welcome this extension of the programmes.

3.37 In particular, we welcome the new emphasis which the Prison Service will be giving to evaluation. We have repeatedly stated the importance which we attach to the evaluation of new work, and we look forward to future studies of these programmes.

Working with groups

3.38 The growth of poor groupworking continues to give us cause for concern. Most establishments have prison officers trained in inmate development and pre-release (IDPR) work. These officers are trained to a reasonable standard in running groups and provided with some source materials. They are then left on their own with little, if any, supervision. We do not question the commitment and energy of many of these staff. We do, however, feel the Prison Service is wasting a large amount of money in training.

3.39 We have yet to find an IDPR course which has been fully evaluated. Indeed, staff are not trained in evaluation techniques. Invariably the only form of evaluation consists of the prisoner completing a simple questionnaire at the end of the course. These 'happy sheets' only serve to record how content the individual is at that time. They give no indication of how much has been learned, or how attitudes and behaviour have changed. Indeed, it would be impossible to validate any of the IDPR run courses we have seen as none had measurable objectives.

3.40 Too often we found confusion between having the skills necessary to run groups, and being able to devise

programmes. IDPR staff appear to be encouraged to gain material for courses from any source. We have yet to find an establishment where an analysis of the needs of prisoners had been undertaken. Staff rarely had any understanding of the theory behind their work. Unrealistic expectations abound.

3.41 It is unfair to prisoners for staff to claim that a very brief course could successfully deal with major behavioural problems. Frequently parole reports are then written claiming success without proof—sometimes in instances where ‘success’ would be impossible. It often seems to us that the Prison Service is content so long as some courses are taking place. Such an attitude is misleading to staff and gives the wrong impression to prisoners. Society is placed at risk when prisoners are recommended for parole or temporary release on the basis of an inadequate course. Such programmes can actually make prisoners worse and more likely to offend.

3.42 The Prison Service has demonstrated in developing the Sex Offender Treatment Programme just how well programmes can be run. All programmes should be as vigorously designed and structured, and they should all be run by trained staff.

Keeping in touch

3.43 We do not see the custodial experience as one which is intended to isolate prisoners or to insulate them from what can best be described as the real world outside. It is widely acknowledged that the maintenance of close family ties generally provides the discharged prisoner with the best chance of staying out of trouble. Equally an awareness of the social, job skill and other needs and norms of the community undoubtedly play a strong part in rehabilitating and

returning the ex-offender to a useful and law abiding life.

3.44 Fundamental changes to the way in which prisoners are considered for temporary release were announced in November 1994. These have had the effect of curtailing prisoners’ visits to their families and to work and other projects within the local community.

3.45 The more rigorous assessments now required for the grant of home leave have resulted in more domestic visits within establishments and have required managers to find alternative community involvement projects which can be undertaken within the prison. But the overall effect has been a diminution of prisoners’ ‘natural’ contact with families and the wider community and there has been a resulting increase in stress.

3.46 We are pleased that community link schemes which bring outsiders into establishments have not been affected. In our experience, these schemes bring many prisoners face to face for the first time in their lives with sections of the community such as the handicapped and the elderly which need help that they can provide. We have been told by such prisoners that they had never thought, never realised that such needs existed. For these prisoners, community links are a salutary experience from which they can only benefit.

3.47 We continue to argue for prison establishments to be viewed as integral parts of the community which they serve, with increased and sustained contact between those inside and those on the outside. Only through this integrated approach will establishments achieve their full potential.

Visitors’ needs

3.48 Awareness of the need to provide prisoners’ visitors with facilities before

they enter the visits room has been increasing in recent years. Apart from humane considerations of relieving visitors of the discomfort of queueing in the open air in inclement weather after what is, in many cases, lengthy journeys to establishments, this new approach also acknowledges that for some visitors the experience can be traumatic. Refreshments, baby changing facilities and other comforts are now being provided. At High Down Prison we found domestic visitors could receive counselling and obtain a very wide range of information on relevant subjects. At other prisons, too, we found a refreshingly new and sensitive approach to visitors.

3.49 Wandsworth Prison, in particular, had made a giant leap forward in helping

visitors, by acquiring a new centre in a nearby former staff house and devising an admissions system which defeated queue bullies, who in the past had caused disturbances by pushing ahead. Unfortunately, after leaving the comfort of the new centre, visitors still had to wait under a flimsy plastic shelter for admission to the prison. Once inside, the good impression given on arrival by the centre quickly faded away. Conditions in the visits complex were poor with grime and litter and staff who, in our opinion, created a very unfavourable impression. Our experience at Wandsworth Prison emphasised the need always to follow-through improvements. It is wrong to make a large capital outlay to improve one part of a process and not to continue the improvements throughout.

Chapter Four

PROVIDING EDUCATION

4.01 *IN ALL TYPES of prison establishment the provision of education plays a vital role in the creation of active, purposeful regimes. Academic learning and the acquisition of job-related skills in a workshop or on a farm, all should make a significant contribution to prisoners' sentence planning, especially at a time when establishments are aiming to reduce, as far as possible, wasted time spent in locked cells. The Prison Service seeks to ensure that time spent in custody is used positively and to best advantage and that, above all, it is directed towards a useful and law-abiding life in the community after release.*

Educational needs

4.02 **Primarily, the Prison Service is under a statutory obligation to provide inmates under the school leaving age with at least fifteen hours of classroom education—not necessarily following the National Curriculum—and two hours of physical education every week.**

4.03 We were surprised to find that at some establishments this basic requirement was either not being met, or only being partially fulfilled, as was evident at Deerbolt YOI. If courts continue sending school-age young people into prison on remand or to serve sentences, then the Prison Service must provide proper basic education for those under 16 years old and is morally obliged to do so for others above that age. But we do not think that putting such young people into the prison environment is the best way of helping them back into a law-abiding, useful life in the community.

4.04 For the vast majority of those serving sentences, education in prison is an opportunity to gain knowledge and expertise for later use, particularly when validation in the form of National Vocational Qualifications (NVQs) and other certification up to degree level is

available. From our observations and discussions with staff and prisoners, information technology (IT) enjoys a high popularity. The value of acquired knowledge and experience in this field to a job-seeking discharged prisoner is immense and this imposes upon prisons and their education providers an expensive burden. They must ensure that not only is there sufficient equipment available in their classrooms but that the systems being taught are compatible with the needs of potential employers. Unlike the more traditional subjects, IT is constantly and quickly developing. Instructors must not only be aware of the latest developments, they must also have the means to pass on contemporary knowledge and expertise if inmates are to be able to use their new skills in the community.

Special needs

4.05 A significant minority of prisoners require education at a more specific and basic level to overcome illiteracy. Their need is no less important than that of the majority of inmates seeking education to acquire knowledge and skills to improve their chances of employment on leaving prison. In some respects, it is all the more important and we welcome the efforts made to assist prisoners who find difficulty in reading, writing and in numeracy. We were pleased to note the special care taken to match the remedial courses given to these prisoners with their particular needs. We thought a slightly more flexible approach was needed to ensure that, in addition to their remedial studies, these prisoners were also able to work and take part in physical education.

4.06 We regret that many prisoners who would derive much long-term benefit from remedial education and who might leave prison better equipped

to seek jobs are being tempted away from studies by the relatively better pay for work. Preference for short-term gain over long-term benefit, though understandable, is not to be encouraged and staff working in prison education and those with responsibility for inmate throughcare need to bring about attitudinal changes.

4.07 The educational needs of prisoners in health care centres, segregation units and in Vulnerable Prisoner's Units were not always met to the extent that we would wish. Some education departments were geared to work on an outreach basis. We emphasise the need to provide as full a service as possible for those prisoners physically separated from the main body of the prison. In the best practice we found the organisation was flexible enough to allow part time education in liaison with work departments.

Art and craft

4.08 For many prisoners, the educational provision also offers an opportunity to enhance their lives through a variety of art forms. We have seen pottery workshops, painting, drawing, engraving, woodcarving and other crafts. We believe that an extension of the Koestler Awards would help towards giving more prisoners recognition for their artistic and craft achievements. We were particularly impressed by the excellent hairdressing instructional salons in High Down and Risley Prisons which were helping to develop artistic flair while teaching skills relevant in the outside community.

Quality

4.09 Once resources have been allocated, the quality of education in

prison is very much determined by the value placed on it by the Governor of the establishment and its delivery is dependent on the enthusiasm with which the Governor, the Head of Inmate Activities and the education co-ordinator work together on curriculum and organisation. In our experience, the sparkle and buoyancy of the education department is a clear indicator that all three are working together, while a lukewarm approach by just one of the three becomes evident in the limited range of subjects, poor attendance by inmates or teachers, or in inadequate provision of classrooms or equipment. While the provision of adequate resources is undoubtedly of paramount importance, the learning process is an area where success depends upon evident personal enthusiasm, commitment and a lively approach by the staff involved.

4.10 The prison 'culture' is such that in establishments where education is regarded as important by prison officers and by the management team, the quality of education is usually good.

4.11 It was clear to us on a number of inspections that much work needed to be done to improve the general approach of all staff in this most important area. Even the basic grade landing officer with no involvement in the establishment's educational programme has a responsibility to encourage inmates out of their cells to pursue worthwhile courses. Lancaster Farms YOI and RC and Risley Prison were models of good practice in their approach to education.

4.12 Education is an integral part of an establishment's regime. It is not an optional extra provided to while away time. Prison education departments should have input from the moment inmates arrive and, most importantly, that contribution should be at the sentence planning stage. The fact that

education departments are not making as significant an impact at this stage as we seek is, we feel, due more to poor sentence planning administration than to a lack of willingness on the part of teachers.

4.13 The experience of our inspections showed not only very large differences in the degree to which establishments were supporting education, but that the best education departments in male prisons tended to be those staffed predominantly, but not exclusively, by women. The best lessons were well-prepared and delivered with 'pace' and a sense of urgency—something that is required in the prison environment but not necessarily so in adult learning centres in the community. Tuition is best delivered by a team of full-time teachers supported by a wide range of sessional teachers.

Relevance

4.14 The value of education must lie in its quality and relevance, not in its volume. The delivery of education to the largest number of inmates will enhance only the Prison Service's key performance indicators unless that education is tailored in a quality curriculum to the very specific needs of inmates.

4.15 We found highly relevant courses helping prisoners deal with their offending behaviour, substance abuse—and even how to become better parents. Parenting courses at Deerbolt YOI and at Risley Prison were noteworthy and we recommend them to all other establishments.

4.16 Some education departments are taking the time and trouble to provide their students with Records of Achievement. These documents are useful as evidence to prospective

employers and are very helpful to education staff when inmates transfer between prisons. More establishments should be issuing them.

4.17 We were pleased to find that some establishments, acting on their own initiative, had created the post of education guidance worker. We believe that this post is essential if inmates are to make the most of education. It is vital that prisoners are introduced to what is on offer and what can be offered to meet their needs at the earliest possible opportunity. Good induction courses for new inmates therefore include a substantial contribution from education departments.

4.18 We have visited prisons where, as at Hindley Prison, the low priority placed on education is evident from the condition of the rooms in which it is delivered. The accommodation provided for educational use must be adequate with the necessary specialist facilities for subjects like woodwork, cookery, art and pottery. Learning requires concentration and a simple floorcovering will cut down noise and help to create the right conditions for study. We have visited far too many prison classrooms where frequent interruptions or extraneous noise detract from the business of learning.

4.19 Similarly, we have been to prisons where the low priority given to education could be identified by the high absenteeism from classes. We never cease to be surprised at the number of official reasons (to say nothing of prisoners' own excuses) why inmates are suddenly required to be in places other than the classroom when their lessons are in progress. We believe that every encouragement should be given to ensure that prisoners attend their courses and that, as far as possible, alternative non-conflicting times are available for going to the prison shop or gymnasium.

Need for full working

4.20 We believe that education should be provided in prison establishments for 50 weeks of the year and that evening classes should be available on at least three evenings for 48 weeks of the year. This is an achievable target and one which has been met in a number of prisons.

4.21 For long term prisoners, it is sometimes good to change the educational routine. For example, at Whatton Prison, a summer school is run and used to maintain interest and enthusiasm, especially when men are educationally extended on degree courses. We welcome the support given to distance learning and to prisoners taking external examinations in a wide range of subjects.

Use of resources

4.22 In the course of our inspections, we have been impressed by the total provision for education in terms of the capital outlay on buildings and equipment and on teaching. The extent of this outlay imposes upon prisons the need to maximise use of all the facilities and resources which are available. We regretted that at High Down Prison, with all its spacious classrooms and workshops, education hours were restricted during the day. No education was available in the evening. But at Stoke Heath Prison and YOI we found staff and inmates running a Saturday school for local people with learning difficulties, which not only put their facilities to good use but also gave something of value to the local community.

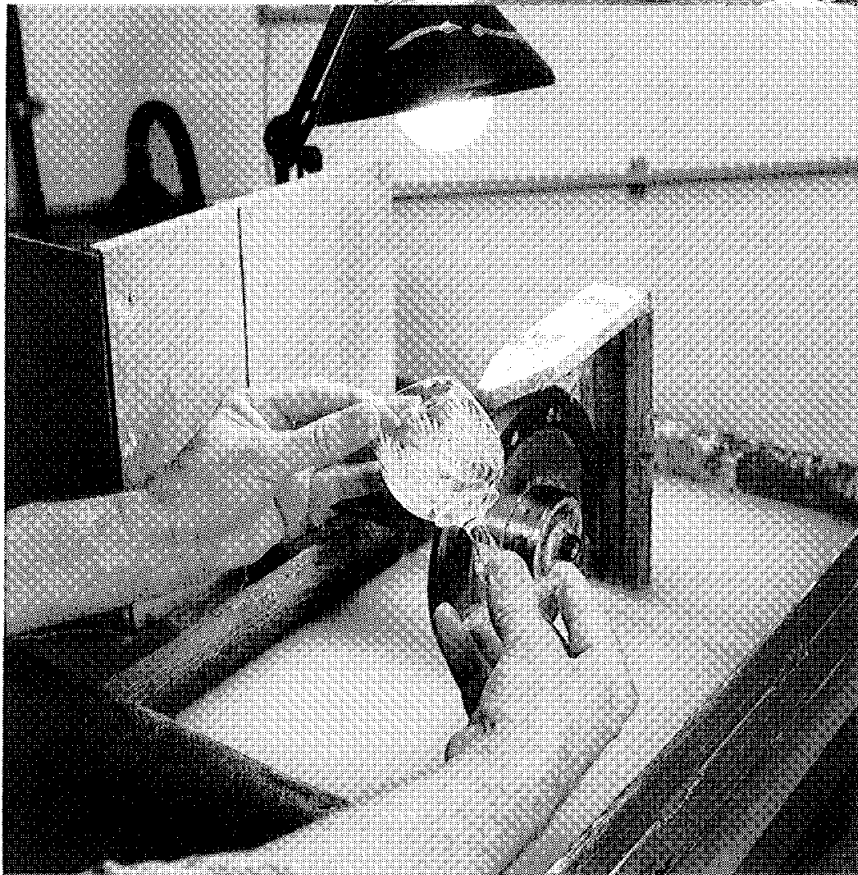


Stoke Heath Prison and YOI opens its education facilities, with the assistance of staff and prisoners, to members of the local community at weekends. Anne Walker, a teacher employed by Dudley College to help deliver a comprehensive education programme to Stoke Heath prisoners during the week, is also a weekend volunteer.

A Stoke Heath teacher and a prisoner assist a local man at the establishment's 'Saturday School'.



The quality of work being achieved and the professionalism of staff in the Education Department at Blakenhurst "shone" according to the inspection team.



Instruction in glass engraving at Blakenhurst Prison provides inmates with a chance to learn a rare skill. Inspectors found they were achieving work of a high quality.

Libraries

4.23 Access to a library is important for all students and in the main we found prison libraries well-stocked, user-friendly, and aware of, and catering for the needs of ethnic minority prisoners. In some prisons we visited, library opening hours could have been changed to increase daytime use and to allow access in the evenings. Acklington Prison was particular poor in this respect, operating timetables which precluded proper use being made of the library by prisoners.

Physical education

4.24 Physical education not only provides prisoners with a means of keeping themselves fit, but also with opportunities to work off excess energy and aggression. By becoming fitter and by taking part in group activities, either in the gymnasium or as part of a team on the sports field, we believe inmates gain in self-esteem and learn lessons in depending upon and relating to members of their peer group. Physical education has special relevance in Young Offender Institutions. In addition, we believe regular use of the gymnasium can assist in helping the many people who enter prison with little knowledge of how to care for their own bodies and their personal hygiene.

4.25 Leeds Prison demonstrated all that was best in custodial physical education, contrasting sharply with what we found at there in 1989. We found on our latest inspection that the prison had acquired excellent new facilities and was running a very sensible programme for inmates. But more than that, PE staff and inmates were working with special needs groups from the community with some 30

people coming into the prison every Sunday to take part in gymnasium activities including power lifting. As a result of the enthusiasm of all the participants—inmates, staff and local people—several had attained awards and prizes in competitions including the Special Olympics.

4.26 We felt the Leeds effort was credit to all. It demonstrated how good use can be made of facilities at all times. Prisoners clearly enjoyed this extra-curricula experience and in their own way, we think, benefited as much as those who were being helped. For both the community and the prison the opening up of the sports facilities in this way was a rewarding experience and one which could and should be replicated at many prisons elsewhere.

4.27 Leeds Prison was also running a full lunch hour programme of activities for staff. There was also an occupational half hour each week during which staff could use prison facilities or similar in the community. We strongly commend this use of sports facilities to other establishments. Every effort should be made to maximise use of expensive facilities.

4.28 Another example of good use being made of PE facilities was at Woodhill Prison, where there was an imaginative and comprehensive programme for inmates. But we had reservations about Woodhill's 'adoption' of one local community group for a year. The prison's plan was to offer community groups access to their facilities in turn. We felt it might have been fairer to offer all eligible community groups access for short periods on a rota basis. Schemes for community involvement need careful planning and wide discussion and agreement with all concerned before they are implemented.

4.29 At Parkhurst Prison we also found imaginative use of the PE facilities and

great enthusiasm among inmates for a weekly programme with severely disabled people living on the Isle of Wight. We felt the benefits of this work were so evident that it should be increased. We were pleased to see that the prison was also running a weekly gymnasium session for older local people. There were many more instances of such co-operation between prisons and the communities nearby.

4.30 Local prison physical education activities are generally hampered by the transitory nature of the population. At Blakenhurst Prison we found a football referees' course which should have lasted for eight weeks had been cancelled after only four because those attending had moved on. But staff there were anxious to develop community links and a series of friendly soccer matches with outside clubs had started.

4.31 We have said that physical education, apart from offering an outlet

for excess energy and exuberant behaviour, helps many prisoners to develop self confidence and new skills. From the experience of our inspections, physical education accommodation and facilities are being markedly improved. Where they are linked, in addition to routine use by inmates, to staff health care and fitness regimes and to work with the local community there can be little doubt that value for money is being achieved.

4.32 Targets for inmate hours in the gymnasium are useful points of reference and we noted that Parkhurst Prison's target of 400 hours a week was being comfortably exceeded. At Wandsworth Prison the weekly target of 1,000 hours was exceeded in the week before our inspection by some 600 hours. But Blakenhurst Prison was behind its 1,950 hour target and Hull Prison was below the national average because of the emphasis on work.

Chapter Five

HEALTH CARE

Managing prison health care

5.01 PRISONERS' HEALTH NEEDS broadly reflect those of similar age groups within the community, though the prison population as a whole is more vulnerable. It presents a greater concentration of health care problems resulting from drug abuse and its associated risks, mental illness, general medical conditions and physical violence. The Prison Health Care Service is designed and operated to meet those specific and general needs through the provision of clinical assistance to all prisoners, some of whom have episodic illnesses and may require admission to a prison health care centre, or an outside general hospital. Others may be mentally disordered offenders requiring transfer to suitable NHS psychiatric facilities.

5.02 The health care policy statement by the Prison Service has created substantial expectations among clinical staff in prisons. But we have repeatedly found that these expectations are not being met in, for example, levels of staffing equivalent to those found in the National Health Service, staff training, the provision of a 24-hour therapeutic environment for patients, multi-disciplinary care, planning, and implementation of national policies like the Patients' Charter Standards.

5.03 At a time when the Prison Service as a whole is undergoing fundamental change, developments in prisoner health care require first-class management skills to convert policy into practical plans for implementation.

5.04 Changes in recent years in prisoner health care have included:

- implementation of the policy statement on NHS equivalent health care

- implementation of Government policies like 'Health of the Nation' and the Patients' Charter
- introduction of 'civilian' nurses
- ending of the health care officer training programme
- integration of Prison Service nurses and health care officers and associated manpower planning and training
- introduction of a Health Care Standards portfolio
- an audit of nursing services
- a clinical audit

Need for planning

5.05 In almost all establishments inspected, we failed to find a plan describing the health care service for prisoners, still less one setting out its aims and objectives. We frequently found neither commitment nor understanding that the planning of the health care service for prisoners was an absolute essential to good management. In many of the large, complex prisons we visited, we found a complete management vacuum in health care, with resulting confused interpretations and, at times, ignorance of policy.

5.06 It is clear that there are few identifiable individuals held personally accountable for the direction of health care policy implementation and for planning, implementing and controlling performance for health care as a whole. The task of management in health care is demanding and continuous and requires a high level of skill.

Responsibility for health care

5.07 The problem appears rooted in the way the responsibility for the management of health care in prisons is framed in Standing Order 13 (Health Care, April 1991, Home Office) which sets out the duties of the Managing Medical Officer (the most senior of the medical officers by grade). It describes the dual role of the Managing Medical Officer (the responsibility for health care as well as acting as a medical officer)

5.08 The Managing Medical Officer is accountable to:

- (i) the Director of Prison Medical Services for maintaining appropriate standards of medical and nursing care; and
- (ii) the Governor of the establishment for the general performance, efficiency and cost effectiveness of medical, nursing and pharmaceutical services, and the conduct of medical staff.

5.09 Standing Order 13 notes that "*in the discharge of these responsibilities, he/she will be advised and assisted by a Health Care Manager.*" At paragraph 8 it describes the Health Care Manager as the most senior nursing officer by grade.

5.10 The Health Care Manager also has dual reporting lines, being professionally accountable to the Managing Medical Officer and to the Governor for the general conduct of nursing staff.

5.11 The outline job description in Standing Order 13 for the Managing Medical Officer is substantially clinical in nature and the same is true for the Health Care Manager. Responsibility for the overall direction and setting of management objectives for the health care service is absent.

5.12 We believe that when jobs are combined, there is a natural and understandable tendency for the employee to concentrate on those tasks which he or she most enjoys and is best qualified to carry out. Standing Order 13 creates these conditions and offers opportunities to doctors to be good clinicians rather than good managers. It places unfair burdens on the shoulders of individual doctors who have not been trained, or who are less skilled, in management. Inevitably the management responsibilities of the role suffer by omission.

5.13 We have seen Managing Medical Officers absorbed by clinical responsibilities, some spending 90 per cent of their time on clinical work. Many were overworked. The experience gained on our inspections demonstrates that the present management arrangements are muddled and dysfunctional. Doctors are not to blame for this. It is part of the traditional structure and needs review.

5.14 The lack of a clearly defined general management function has been one of our most regular observations during inspections of many prisons with large health care centres.

One general manager

5.15 We believe there should be one person under whom all the general management functions—planning, implementing and control of performance—are drawn together. This named person should be appointed on the basis of management skill and ability and should be ultimately responsible for the delivery of health care in each establishment.

5.16 How this is to be achieved is a matter for the Prison Service.

Appropriate management skills must be the criteria, not the seniority of a professional clinical group.

5.17 Health Care Managers must be given time to fulfil the duties and responsibilities of the post. Doctors must retain their clinical independence, and any new management arrangements should work to ensure this.

Benefits from improvement

5.18 We believe that the changes we have outlined would bring immediate benefit by:

- providing the necessary leadership to capitalise on the existing high levels of dedication and expertise among prison health care staff of all disciplines, and to stimulate initiative, urgency and vitality
- better identifying the health care needs of prisoners, and gearing services and staff skills to meet demands
- bringing together all those involved in health care to produce a vision, set of values and precise management objectives in a five year strategic plan from which the annual business plans would flow
- ensuring that one person is held to proper account for performance and achievement.
- better and more focussed staff morale and attitudes
- integrating the skills of Health Care Officers and Prison Service nurses to meet the demands of both security and clinical care
- translating national policy into practical and achievable local plans
- managing in an orderly way, avoiding a fragmented and non-directional approach to changes

- ensuring that management plays an active, rather than reactive, role in relation to the health care service for prisoners, making them central to its activity
- securing the most effective use of all resources

Health care in adult local remand prisons and Parkhurst

5.19 The health care centres of twelve local prisons were inspected. They varied from brand new to very old and worn out buildings. Parkhurst, although not a remand or local prison, shared many of their features from a health care centre point of view, in particular, that of having a large in-patient area including a substantial psychiatric inpatient population, as well as providing a primary health care service.

Accommodation

5.20 We were pleased to find a move towards acquisition of decent accommodation for health care centres. A number had plans for improvement, though at the time of inspection, some were still grossly unsatisfactory such as Wandsworth Prison. Others, including Parkhurst Prison, seemed to have no plans despite awful conditions for psychiatric patients and those with physical conditions. There should be no delay in bringing all health care centres up to modern standards.

5.21 In Leeds Prison the brand new health care centre was squeezed into a very awkward site. The resulting problems included windowless rooms,

ventilation difficulties which had been resolved by the installation of intrusively noisy mechanical systems, and a lack of staff toilets in the right places.

5.22 None of the new prisons had outstanding designs for their health care centres. At Woodhill Prison, the design was particularly disappointing with some very poor inpatient areas which were short of day space and natural light.

5.23 A problem which has not been solved anywhere is the access to patients for nurses after lock-up. Nurses working at an outside hospital would regard it as essential that they could easily observe and talk to their patients throughout the 24 hours, if necessary.

5.24 The designs in a number of new health care centres did not facilitate this. There was no satisfactory nursing observation in the wards in most prisons after lock-up. Various ways of relieving this were being developed, for example, bigger observation windows and closed-circuit television. Prison designs should provide for good continuous observation.

5.25 Most modern designs did not give enough space for a psychiatric nursing section separate from that for the physically ill. This should be taken into account in the future.

5.26 The designs of a number of new health care centres did not provide adequate toilet facilities for staff of both sexes within the working areas. For example, in the Elmley Prison design there was no staff toilet for women in the inpatient area.

Regimes for inpatients

5.27 Overall there had been an improvement in the amount of time inpatients were allowed out of their cells

each day. None provided 12 hours out, though Hull Prison reached 11 hours. Nine hours was not uncommon, but High Down Prison provided only six hours out a day. Individual patients might be out of their cells for a much shorter time because of staffing difficulties or inefficiencies. There should be regular monitoring of time out of cell.

5.28 The amount of formal activities provided for patients out of their cells was generally rather sparse with only occasional sessions (often only 2-3 a week) provided by the education department. Time out of cell alone is not enough. A good proportion of it should be used in structured appropriate activities. We would like to see greater use of education, physical education and the wider introduction of the services of occupational therapists.

Staffing

5.29 Nurses and Health Care Officers were integrated in all the health care centres in the larger local prisons. We still found some difficulties in this area, rivalries and suspicious hostility at worst but there were areas of very successful integration, for example at Elmley Prison, where the nursing management structure was particularly clear with good job descriptions, regular staff meetings and the introduction of nursing teams. In the Elmley health care centre, the day's tasks were listed at each work station to everyone's benefit. This was particularly helpful when staff moved from their regular area to a new one.

5.30 A frequent complaint from nurses everywhere was the lack of induction training to work in the prison before taking up the post and the lack of in-service training once in post. Many nurses were also worried that they would not get the necessary regular training to

maintain their registration. Staffing levels must allow for the release of nurses for essential training.

5.31 The provision of a diploma course in prison medicine for medical officers was being prepared but had not started during this last year. A number of doctors had attended a national course on drug abuse.

Pharmacy and the distribution of medicine

5.32 We were pleased to find that all the local prisons, except Hull, had good pharmacy services. Most had a full-time pharmacist. Blakenhurst had contracted in a service from the local hospital trust which seemed to work well.

5.33 We were also pleased to find that where there was a pharmacist employed, personalised medication was commonplace (though not everywhere) and increasingly, 'safe' medicines were dispensed to be kept in the prisoner's possession. Nevertheless there was room still to increase 'in-possession' medication in a number of prisons, for example Risley and Blakenhurst, and there was still some dispensing from stock supplies. We also saw an example of the bad practice of doses of medication being carried in small plastic cups around a prison.

5.34 The security of pharmacies was generally good. Some were too small and overcrowded. There needs to be sufficient storage space if economies are to be made through bulk buying. In some new prisons built to a particular design, for example Elmley, the pharmacy had been placed on the first floor without a lift. There was a problem in moving very heavy packages up the stairs to the

pharmacy. The logistics of getting medication into the pharmacies should always be kept in mind.

Dental services

5.35 We were pleased to find that dental surgeries in the new prisons were generally in very good order with only minor deficiencies. The situation was less satisfactory in the old prisons particularly Risley. None reached the low standards of some surgeries we have seen in the past. Usually, waiting times were reasonable and standards good.

5.36 Abrasive dental powder was still being issued at some prisons, for example at Leeds, as well as unsatisfactory (too hard) toothbrushes. Dental powder and unsuitable toothbrushes should be withdrawn.

Psychiatric services

5.37 A number of prisons reported a reduction in the number of seriously mentally ill patients being admitted to prison on remand. This was thought to be due to court diversion schemes or to a greater awareness of the problem in the NHS. Despite this and the increased speed of transfer of mentally ill inmates to hospital, we found there was still a need to provide inpatient care in prisons for such cases. Mentally ill patients generally stayed in prison for several weeks (occasionally months) before transfer though the overall time had decreased. Furthermore there was evidence that at least one excellent diversion scheme (at Birmingham) was having problems in reducing the number

of mentally ill prisoners because of increasing difficulties in finding psychiatric hospital beds. We found, therefore, no reason to reduce the need for a good psychiatric service in the local prisons.

5.38 We believe that psychiatric reports are best done by psychiatrists and that the doctors in charge of psychiatric inpatients should be psychiatrically qualified or working in close association with those who are so qualified.

5.39 We found that reports were in fact increasingly being done by psychiatrically qualified staff. However, this was not universal, for example, at Blakenhurst Prison, which might in part explain the low referral rate to the NHS there. Sometimes psychiatrists were inexperienced in forensic matters and were uncomfortable dealing with these patients. Experience in forensic psychiatry is important for the visiting psychiatrist.

5.40 Not many health care centres involved a psychiatrist in the day to day care of the mentally ill in the prison. Occasionally the medical officer was psychiatrically qualified. Some had made arrangements for mentally ill prisoners to be cared for by a visiting psychiatrist. We think this is a good development.

X-ray service

5.41 The larger local prisons had their own X-ray services which were regularly inspected. We were pleased to find that these were generally in good order. However, three prisons had been supplied with portable X-ray machines which are not entirely satisfactory. We believe that fixed machines should normally be supplied.

Primary care on the wings

5.42 In some prisons the daily surgeries were run by local general practitioners attending on a sessional basis. In others it had not been possible to find general practitioners willing to take on the tasks and they were done therefore by the medical officers. At Blakenhurst the clinics were run by the medical officers as part of the contract. This seemed to work well.

5.43 We found that the clinics were almost never conducted in private. The nurse or health care officer was nearly always present. Sometimes the nurse or health care officer would join in the interview, offering information or trying to clarify matters. At best the health care worker remained quietly in the background and did not intrude but would be available if needed. At worst, two or more people would be bustling about the surgery independently or talking to each other whilst the patient was being seen by the doctor.

5.44 Inmates did not complain to us about this but, in extreme cases, doctors did. Mostly, however, everyone accepted the practice and doctors found it helpful (in providing instant information) and safer (some inmates could be intimidating if refused their favoured medication). We feel that interviews should resemble normal practice as far as possible and be in private. If security is a problem and a health care worker is required in the room, then the worker should be as inconspicuous as possible.

5.45 Some prisons had an appointment system to see the doctor resembling those in the community, for example at Blakenhurst and Wandsworth Prisons, which seemed to work well and was seen

as improvement. We think this is a good development. Care has to be taken that there are sufficient clinics to avoid a long delay before an appointment can be made and that the appointments allow enough time for the doctor to see the patient properly.

5.46 Computerisation (as in general practice) has not yet been introduced into the prison medical practice. A number of practitioners drew our attention to this 'deficiency' and expressed the view that there would be considerable benefits to the service if computerisation were to become available. We believe that computerisation should be promoted.

5.47 There were usually good arrangements for health care staff to see emergency cases and deal with daily routine minor disorders. We still found that in many places health care staff were being unnecessarily called up out of hours to give simple 'domestic' medication. Wing staff should be able to give out simple everyday remedies, for example, ordinary painkillers or indigestion tablets.

New prisoners

5.48 Generally new inmates were seen on the day of arrival by a doctor and a health care worker. Only at one establishment, Elmley, was the medical interview done routinely the following day, a practice we thought unsafe for a local prison where inmates are received directly from the community.

5.49 There had been a considerable overall improvement in reception facilities. However, not all prisons, and particularly the older ones, have yet reached the prescribed standard of accommodation for health care workers in the reception area. Some rooms were

windowless, bare, uninviting and grubby, for example at Leeds and Hull and others had an irritating number of minor faults such as no telephone, too noisy ventilation, or an alarm bell out of reach.

5.50 It was often difficult to provide the desirable continuous medical cover in reception which would prevent prisoners having long waits there. It is difficult to envisage a solution without increases in staffing.

5.51 Routine blood pressure measurement was becoming commonplace though urine testing for illness was not. Urine testing for illness is a useful screening device and should be increased.

Promoting good health practices

5.52 Prisons were still edging forward in this area, and in local prisons, with very large throughputs of inmates, it is intrinsically more difficult to organize. We were pleased to find that no-smoking policies were gradually being adopted. Woodhill seemed to have the best arrangement with a ban on smoking in all communal areas.

5.53 A number of establishments like Elmley Prison, had started 'well-person' clinics for staff and inmates but these were usually in the early stages of development. Woodhill had developed an occupational health service for staff. Both developments, we think, should be replicated elsewhere.

Young offenders

5.54 The health care centres of six Young Offender Institutions (YOI) and

one Young Offender Centre (YOC) in Northern Ireland were inspected. Five of these establishments were remand centres.

5.55 Most of these YOI health care centres were in good order and kept very clean (Lancaster Farms exceptionally so), though Hindley and Deerbolt were in need of attention through age and neglect. The remand centres were provided with inpatient accommodation. Generally the need for inpatient beds was much less than in adult establishments. As a result there tended to be an excess of inpatient accommodation in remand centres. We were pleased to find that most of the establishments had inpatient rooms fitted with integral sanitation. Stoke Heath Prison and YOI was an exception.

5.56 Finding ways of continuously observing inpatients is always a problem. Some establishments had no observation wards. Lancaster Farms YOI and RC had a number of rooms with doors with no flap so that it was difficult to speak to the patient after lock up. Brinsford YOI and RC had developed a closed circuit television system with 24 hour recording to improve observation of the ward area (which was also said to have produced a reduction in bullying there). As far as possible staff directly observed the ward.

Inpatient regimes in YOI health care centres

5.57 As in adult prisons the regimes generally did not meet the Directorate of Health Care standard of 12 hours out of cell. Lancaster Farms and Brinsford reached 10 hours. None had 6 hours of planned activity a day. Hydebank Wood

in Northern Ireland had a very good programme involving inmates in looking after the health care centre. In too many places inmates had nothing to do most of the time. At worst, inmates might be locked up for some 18 hours out of 24.

5.58 We particularly liked the way nurses at Brinsford linked up with the wings to support former inpatients when they returned to normal location.

Staffing YOI health care centres

5.59 In some of these establishments, for example Brinsford and Lancaster Farms, nurses were the core of the health care centre staff and this worked well. Hydebank Wood was staffed mainly by Higher Clinical Officers and this also worked well. At Deerbolt the mixture of Health Care Officers and nurses had led to considerable unresolved friction. Overall, we were impressed by the enthusiasm of staff for their task.

Pharmacy services

5.60 Generally the use of medication in Young Offender Institutions was much less than in adult establishments. There was a particularly low level of use at Brinsford. We wondered if this might reflect the involvement of the nurses in seeing inmates who presented as unwell.

5.61 Not all establishments had a full pharmacy service. Some, such as Deerbolt, were still providing medication from stock. There should be a proper pharmacy service in each establishment. This can be obtained by employing a pharmacist or by

contracting in from the NHS (as at Brinsford) or from a private pharmacist.

5.62 A number of pharmacies failed to meet proper security standards. Pharmacy security should be reviewed and where necessary improved.

Dental services

5.63 Dental services were generally good but there was a shortage of instruments in some surgeries which could lead to unsatisfactory standards of hygiene. This should not happen.

Psychiatric services

5.64 Seriously mentally ill inmates are rarer in YOIs than in adult prisons. A lot of the admissions to health care centres were inmates who were distressed, anxious and depressed, often in reaction to their plight. Some would express suicidal ideas or have mutilated themselves. The health care staff provided relief. However, there was rarely a psychiatrist overseeing the care of these mentally disturbed people as would be desirable. We liked the arrangement at Lancaster Farms where a psychiatrist was contracted in to give such care.

5.65 Generally court reports were prepared by psychiatrists, though this was not always the case. Psychiatric court reports should be prepared only by psychiatrists.

5.66 We noted in all YOIs (as in adult establishments) a big difference in the regimes for psychiatrically disturbed inpatients in a health care centre compared to a psychiatric unit. We draw attention

particularly to the periods of lockup in a room, the inability of nursing staff to communicate directly with patients after lock-up and the lack of power of staff in a health care centre to treat a mentally ill patient against their will when he or she is suffering from a crippling mental illness and is without insight. A solution should be found to these problems as long as health care centre staff have to provide extended care to the seriously mentally ill because of the NHS's inability to give rapid admission to an outside hospital.

5.67 Mentally ill patients who behaved violently were often secluded in an unfurnished room. We were impressed by the care with which this was done at Brinsford where nurses remained in contact to calm the inmate. Seclusion was thus minimised. Nevertheless there should be a formal policy in all establishments that seclusion in the health care centre should be governed by the guidance in the Code of Practice for the Mental Health Act 1983.

Primary care on YOI wings

5.68 The population of the YOIs seemed healthier than the population of adult prisons. Although a good number might present as unwell each day the complaints seemed to be very minor and easily dealt with by nurses at Brinsford. Most YOIs did not have an appointment system to see a doctor or nurse though some were planning to do so. An appointment system had been tried at Lancaster Farms but it had not been liked by inmates or staff and so had been abandoned. An appointment system had been retained for the dentist and optician.

5.69 Interviews with the doctor in YOIs were rarely in private, except at Lancaster Farms and Huntercombe. We

think there should be privacy at all establishments.

5.70 Accommodation for these primary care services was mostly, but not always, satisfactory. At Hindley, for example, the clinic room was rather dirty and poorly equipped. Accommodation should match a high professional standard.

Arrivals and discharges

5.71 We saw reasonable reception procedures and good facilities at some establishments, for example at Brinsford and Lancaster Farms. At Hydebank Wood YOC and Deerbolt there was no room in which the duty nurse could see patients.

5.72 Inmates being released were seen in many establishments (as were many adult prisoners) by a nurse only. If there was a medical reason, for example if the prisoner was currently under treatment, then a doctor would also see them. This arrangement is against Standing Orders which require that all inmates leaving a prison should be seen by a doctor. We are not sure that on clinical grounds this is necessary. We think that the standing order might be reconsidered.

Promoting good health

5.73 Health education was not well developed in any of the YOIs we inspected.

5.74 Lancaster Farms had done a lot to develop healthy conditions for inmates and had given a presentation of its work to the World Health Organisation.

However, it had not yet developed health education. Brinsford had developed a good occupational health scheme for staff which we welcome and recommend. General health education had been started on a voluntary basis for inmates

and an anti-smoking policy begun there. Other establishments were not so well developed though most were developing anti-smoking policies. A number offered voluntary classes on aspects of health education.

Chapter Six

MANAGEMENT and DEVELOPMENT

6.01 Management of the Prison Service nationally and its establishments locally, both in the public and private sectors, is the foundation on which the entire structure depends. The fulfilment or otherwise of the Prison Service's duty to maintain safe custody and purposeful regimes is much dependent on the quality and organisational ability of management. Thus the treatment of prisoners and the conditions in which they are held will only be humane, challenging and purposeful, if management is itself caring, forward-thinking and resolute.

Managing the Service

6.02 The Prison Service's move to Executive Agency status, together with the advent of a private sector within the Service, all following on the heels of Fresh Start, had fundamental effects upon a Service which hitherto had seen relatively little intervention in its work and in its work practices, and even less change in the public perception of what it should be required to deliver. Now, the new order has imposed the need for both a professional culture change and a growth in expectations.

6.03 This amounts to a revolution in management. A strong corporate identity is emerging and while we have found evidence of it in some establishments, it has yet to be developed in others.

6.04 Not least among the expectations of the Service, has been the expectation that staff should take fully on board new information technology specifically designed for the Prison Service. There is now a requirement for not only the most junior grades of management to utilise its

potential but also for basic grade officers to operate in a more technological field than their work has required in the past. In today's Prison Service the new technology serves management not only in the traditional administrative and accounting fields, but also in the very practical application of running the regime.

6.05 For example, when we inspected High Down Prison, education staff complained that inmates were not always where they were supposed to be at given times. Wing staff said they were not always aware of inmates' commitments to education, work and the like. An understanding of the information technology available within the prison and its operation would very quickly have informed wing staff of the need for individual prisoners to be in classes and workshops. Similarly, we have found discipline staff in wing offices who are not familiar with operating basic systems.

6.06 We welcome the on-going development of new technology in the Prison Service, and the opportunities it presents management for the retrieval, processing and dispatch of information. We see it as an enhancement of working conditions in establishments and an opportunity for staff in almost all work areas to extend their skills and expertise.

6.07 In particular we welcome local initiatives in the information technology field, for example, we have referred elsewhere in the report to photo imaging and information storage being used as an aid to security in visits areas. The many establishments where these projects are being undertaken are leading the way in demonstrating the wide uses of new technology in supporting management, and improving efficiency.

6.08 As the Prison Service's own database expands, new systems are developed for and within establishments,

and new uses are found for information technology, it is vital that adequate training is given to staff. Traditional on-the-job training will not suffice to provide them with the skills and knowledge required to use new technology to its maximum advantage. Adequate resources must be invested in staff training.

Strategic planning

6.09 Today we see a Prison Service which is rapidly acquiring new management techniques. All establishments now prepare five-year strategic development plans within the frame-work of the national Corporate and Business Plans. While we are critical of some of the strategic plans we have seen, both in their content and the work still to be done before they are completed, we nevertheless acknowledge the stride forward that they represent.

6.10 At Lancaster Farms YOI we were impressed with the establishment's statement of purpose. Its aim was simply "To prevent the next victim". All staff were aware of that aim and the principles supporting it. We commend its meaning and simplicity.

6.11 Leeds Prison had a very thorough Strategic Plan and an extremely upbeat and optimistic Business Plan for the introduction of a proper induction programme, pre-release courses, Shared Work in Prisons and personal officer schemes, increased time out of cell and time spent on purposeful activity. There are considerable obstacles to overcome. At Leeds Prison, for example, we found that the whole culture of the prison was to resist change. Nevertheless, the Governor had assembled a strong

management team who were determined to effect change.

Communicating the message

6.12 When we inspect establishments we always endeavour to judge the effectiveness of communications, both within the management structure and between management, staff and inmates. But there are also wider aspects to communication in relation to establishments. There is the question of whether the Prison Service is adequately communicating its policies and directions, and whether there is communication with the local community. And as communication is by definition a two-way process, there is also the question of whether establishments are keeping the service informed through the area management structure, and whether the local communities are kept informed as far as possible by establishments.

6.13 The Prison Service communicates formally with establishments through the issue of instructions to governors, notices to staff, and the publication *Briefing*. Informal communication is achieved through the Director General's Newsletter, the staff journal *Prison Service News*, and a number of other restricted interest magazines covering subject areas like security and the Better Jobs initiative. In the course of inspections we check on the availability of these publications and in most instances we find current copies filed away carefully alongside the standard reference books for any prison establishment.

6.14 We would expect to find copies of both *Briefing* and *Prison Service News* casually available in establishments in wing offices, staff messes and elsewhere

as an indication they were being read and regularly referred to by staff. But it is on rare occasions that we find copies casually available and being read by employees. We have seen undistributed piles of both publications in some establishments. Yet they are both intended to convey Service-wide messages to staff in ways which will attract readers. *Briefing*, is intended to provide detailed factual information, and *Prison Service News* a popular interpretation which also has the purpose of helping to consolidate a corporate identity among staff. Thus both are intended to be vital on-going links in the communications network.

6.15 Our observations, and the views expressed to us by staff, indicate that both are regarded as useful reading only by staff about to sit promotion boards. Neither would, therefore, appear to be fulfilling their objective. The Prison Service must find a way of addressing staff that not only appeals, but is also respected. The Service should, without delay, evaluate these aspects of its communications strategy for efficiency and value for money. The independent and relatively long-lived *Prison Service Journal* has gone some considerable way towards achieving a high degree of both in reaching its senior management readership.

6.16 We find that establishments' communications with their local communities are generally good. Sometimes the establishment is the prime-mover in setting up links. In other cases, the local community seeks the help of the prison and prisoners in charitable and other work. We are always glad to see governors and members of staff taking part in local community organisations like Rotary Clubs and Round Tables, and we have found establishments where members of senior management offer their speaking services at local functions.

6.17 We support the Prison Service's suggestion that all establishments should designate a member of staff as their Press Officer. But we would not expect that in any way to lessen the need for the Governor to establish personal lines of communication to the local media.

6.18 Within the limited environment of establishments, communication between management, staff and prisoners should be relatively straightforward. But when we inspected Leeds Prison, we found all the normal channels of communication attracted much criticism from staff, even though a written information sheet went to all departments and all the expected meetings took place. At High Down Prison direct communication from management through to staff and prisoners was good, but 'lateral' communication—staff keeping each other informed of what they were doing—was less praiseworthy.

6.19 A frequent criticism is that communication within establishments is good at senior level but less so further down the line. This was the case at Hull Prison where we found the briefing of junior staff was poor while at Holme House Prison inmates felt there was a lack of clarity in all areas of communications affecting them. Their views were never sought even on matters such as the choice of videos and they had no formal representation to management.

6.20 But at Woodhill Prison we heard fewer complaints about the effectiveness of communication than at most establishments of a similar size. Inmates were represented on various committees including those dealing with race relations and suicide awareness and the prison published a house magazine. On the staff side, there was a very successful communication structure based on numerous regular meetings including a daily briefing by the Governor for all staff at Principal Officer grade or above.

Naming staff

6.21 Good communication requires knowledge of the identity and status of the person with whom you are speaking. Regrettably, we come across many staff, as at Wandsworth Prison, who prefer to conceal their identities during the working day. The wearing of name badges at work has been Prison Service policy for some considerable time, yet it still has not been fully implemented. At a time when name badges are worn widely in the outside accountable working community, it is quite wrong that some Prison Service employees should seek anonymity. It is also wrong that the Prison Service having conceived the policy has neglected it.

6.22 We have stated our firm belief in a number of inspection reports, that a telling indicator of the professional morale of staff and the effectiveness of management, is the wearing of name badges. In prisons where staff morale is generally poor and management is not fully in control, there is notable resistance to the wearing of name badges.

6.23 We believe that the Service must now address the issue with determination to resolve it by talking to the various staff associations. If personal security considerations are an impediment, then another formula must be found. The police have used numbers for many years and, if necessary, the Prison Service should follow that lead.

Recruiting staff

6.24 Feed-back on the change to local recruitment of staff by establishments indicates a generally more contented workforce. Now staff can choose where



We welcomed finding at Stoke Heath Prison and YOI, the vast majority of staff wearing their name badges and several had the Stoke Heath logo alongside the badge. The logo, now widely used in the establishment, recalls its former association with the Royal Air Force, and depicts the surrounding heathland with Shropshire's heraldic leopards.

they work. Those seeking to widen their professional experience can initiate permanent transfers to other establishments.

6.25 We have come across two potential problems during the course of our inspections:

- some establishments within close proximity of each other are not consulting before mounting recruitment campaigns. As a result the best candidates are being 'creamed off' by the first one to advertise
- establishments which have decided to use the old national aptitude test papers have no way of checking whether candidates have recently sat the examination at other prisons. When the papers were used nationally, unsuccessful candidates were barred from resitting until a period of time had elapsed.

6.26 We recommend that establishments communicate with each other not only about their plans for recruitment, but also on the tests they will be using. Candidates who are good but who fail to be appointed, as in cases where there are only a limited number of vacancies, should not be lost to the Service. With their agreement, their papers should be passed to other establishments in the vicinity.

Training staff

6.27 We regret to report that training in contact work with prisoners is still given less priority than training in functional work such as information technology and control and restraint techniques. Training for personal officer work remains generally poor. Training officers are frequently deployed at short notice on other duties, and training areas are often used, albeit temporarily, for other

purposes. Establishments depend on training for their development, yet it is always the first casualty when regime pressures mount.

6.28 When we inspected Hull Prison, for example, we found a very low level of training being achieved—under half the national target. The training officer had other duties as well. At Hindley Prison we were equally disappointed and found the training officer devoting considerable time to staff recruitment. At Woodhill Prison we found training was disorganised, though there were some examples of excellent initiatives to help small groups or individuals.

6.29 High Down Prison presented a different picture with the training Principal Officer thoroughly in control of the programme and taking positive steps to encourage management towards good practice. Progress was monitored and charted and then published throughout the prison which encouraged attendance—a good example of effective communication aiding good practice.

6.30 We cannot over stress the value of training not only as a means of achieving excellence, but as a means to progress and professional worth. Internal training is expensive in regime terms and external training courses are also financially costly. The creation of full-time trainer posts and the pooling of training resources between neighbouring establishments should be explored as ways of raising the profile of training. But success will only be achieved when senior management is seen to give all forms of professional training high priority.

Staff associations

6.31 We regularly meet representatives of staff associations during our

inspections and a recurrent complaint is of relatively small domestic issues which should have been resolved locally but which remain outstanding. We expect management and staff associations to develop very good lines of communication and to use them for quick resolution of local issues. For example, we were told at High Down Prison of inmates being 'poached' by the education department and of disappointment over curtailed activities resulting from the long term sick absence of a staff member. These matters are

properly the concern of staff associations and have the potential to discontent an otherwise keen workforce.

6.32 Whitley councils fulfill an important and useful role in management and staff relations in establishments. We regret that we found at some, such as High Down Prison, a great inertia in calling meetings, while in others Whitley councils were not being used to their full advantage. Wandsworth Prison was a good example of effective Whitley council functioning.

Chapter Seven

THE PRISON ESTATE

7.01 THE PRISON ESTATE comprises a unique collection of buildings and agricultural holdings distinguished more by their disparate nature than by similarity. Ancient defensive castles still hold prisoners, alongside the purpose-built prisons of the 1990s, which have been constructed to modern architectural designs and combine visual appeal with utility while incorporating the latest technologies. Prison farms continue to produce Smithfield-quality livestock as well as growing, processing and preparing a large part of prisoners' dietary requirements—a production line which also seeks profitably to keep inmates busy while providing them with work training to lead industrious lives after release.

Prison farms

7.02 Modern trends in British agriculture are steadily moving towards specialised enterprises, increased mechanisation, improved productivity and greater cost effectiveness from a smaller, highly trained and skilled workforce. This places a significant question mark on whether prison farms have a future, and if so, in what direction they should develop.

7.03 The widespread belief held outside the prison community is that prison farms are profitable as a result of their 'captive therefore cheap' labour force. We do not support that view, except possibly, in a very limited number of highly efficient glasshouse and polytunnel enterprises, as at Leyhill Prison. Regrettably, it is fallacious so far as most prison livestock farms are concerned, and that despite the widespread recognition of rare breeds and the international renown of pedigree animals such as the Suffolk punch horses at Hollesley Bay Colony Prison and YOI.

Cost of prisoner labour

7.04 When Camp Hill Prison was inspected in September 1994, the cost of all farm labour to date that year was £85,459, but inmate labour was only 6.4 per cent of this amount. The budgetted figure for the whole year was £253,623, which was the projected labour cost of running the whole farm and amenity areas together with employment of 27 inmates.

7.05 This indicates a labour cost of £9,393 per inmate which refutes any suggestion of 'cheap' inmate labour. The supervisory cost is high.

7.06 Prison farms also generate income and employ a considerable number of inmates looking after amenity areas and sports fields. The income from this work at Camp Hill Prison and Huntercombe YOI exceeded the farm profit and thus masked the true farm performance. Both farms were making losses.

Training prisoners

7.07 Training is required increasingly for workers in all areas of the prison farming operation and should not be viewed in isolation from the overall education provision and programmes of establishments. It should be seen as an integral part of the education and training on offer and should not duplicate facilities.

7.08 At Camp Hill Prison we were told of plans to provide a farm instruction centre for inmates. We would regard this as unnecessary duplication of the establishment's education facilities

which could more simply be extended at lesser cost.

7.09 Most training provides more than a basic induction and safety course, and we suggest that an increase in the number of NVQ courses offered would benefit longer-serving inmates and the farms on which they work.

7.10 Today few inmates come from rural and agricultural backgrounds, compared with the relatively recent past reflecting demographic changes in society. Only a few prisoners arrive on prison farms with husbandry experience.

7.11 There is no doubt that many inmates who work on prison farms derive benefit from the experience whether working with livestock or in glasshouses. Some inmates ridicule farm work as being irrelevant to their normal lives on release.

Prisoner worker responsibility

7.12 We feel that fewer jobs offering more responsibility should be offered to inmates.

7.13 An inmate at Camp Hill Prison told us that one farmworker outside would quite happily do all the jobs that are presently shared between three inmate workers on a prison farm. Our observations went some way towards supporting that view. Inmates are rarely stretched by the farm work they are given, and many are putting in little more than attendance time. Inmates are more ready to volunteer for farm work in summer than winter.

7.14 The demand for prisoner labour on prison farms varies according to the crop or livestock cycle. Supply and demand do not always balance. Inmates allocated to farm work find many 'good'

reasons for non-attendance such as education, music lessons, physical education, medical consultations, adjudications and social visits. The result is that work planning on farms is difficult.

7.15 Staff at Huntercombe YOI and Camp Hill Prison in particular complained that the the variation in the daily numbers of prisoners reporting for farm work was making job allocation very difficult to organise. We agree with them that realistic and regular work is more easily provided for longer serving, older inmates.

7.16 Youths and young prisoners with short sentences, in some cases only days, are more difficult to organise and pose a particular problem for farm employment. By its nature, farm work is not generally of a type which allows close and constant supervision. Trust has to be placed in inmate workers to carry out their tasks fully and in a proper manner.

7.17 The daily work routine for an inmate employee on prison farms thus bears little similarity to that of an outside farm worker. Many outside farm workers have completed at least a year at college and are highly trained in their speciality. They are often given individual responsibility for a livestock or crops. It would be quite normal for an outside farm worker to look after 120 dairy cows plus calves, or 500 ewes and their lambs, or some 400 acres of arable crops—well over £100,000 worth of output. Responsibility is combined with long hours.

7.18 Prisoners working on prison farms experience little of this realism. Most of those we questioned knew little of the reasons for the jobs they were doing. Very few go on to farm work after release.

Staff

7.19 Farm staff live in tied accommodation. They frequently complained to us that routine checks on the condition of houses were no longer being carried out, now that most prison officer housing has been sold. Some farm accommodation appeared neglected and we intend to look at this in more detail in the future.

7.20 We were told by farm staff that in their opinion management did not fully appreciate that they were also responsible for discipline while providing and supervising work. While this was something of a subjective viewpoint, we acknowledge that farm staff, working with numbers of inmates often outside secure perimeters or at the extremities of prison sites, are effectively discipline officers as well as supervisors and instructors.

Objectives

7.21 We understand that the current objectives of prison farms in order of priority are:

- (i) to provide work to meet inmate employment targets
- (ii) to make a profit from the variety of farming activities undertaken
- (iii) to provide food for inmates and staff canteens

7.22 The third objective has in recent years been altered. Only 26 per cent of catering requirements need now be purchased from prison farms, whereas previously the figure was considerably higher. This had dramatically altered individual farm planning because the assured market for carefully budgetted prison food requirements has been largely removed. Demand has thus reduced.

Open market sales

7.23 If prison farms continue to produce on the scale of the past, then food surpluses will have to be sold on the open market. For the first time, prison farms will be facing a realistic market where quality will be essential. We believe that this can only be for the good.

7.24 But if outside sales cannot be achieved, or if prison produce is judged by the potential consumer in the public market place to be substandard, inferior, or unappealing, then the large capital investment in farms will quickly be seen to be under-utilised. The 'value for money' requirement placed upon prison farms will not be achieved.

7.25 The need for prison farms to seek alternative outlets for their surplus produce has revealed, we believe, a lack of marketing experience. They are entering what has become, in recent years, a highly sophisticated operation requiring not just expertise in marketing, but also a thorough knowledge of an increasing array of rules and legal requirements governing the production, quality and preparation of foodstuffs for public consumption. We believe that in order to prosper in this public arena, prison farms will need much more specialist marketing guidance and assistance.

Value for money

7.26 Value for money in terms of farms and agricultural holdings is generally assessed on the return obtained from

- the 'Landlord's Capital'. This comprises the land, buildings, roads

and houses which are used in the operation

- the 'Tenant's Capital', which is the usable plant, equipment and machinery
- the breeding livestock and other stock used in production
- the 'Working Capital', or, which is the sum of money required to finance the production cycle

7.27 We inspect prison farms on an individual basis and while we always inquire about new investment in Landlord's and Tenant's Capital, we do not carry out a detailed farm management audit. Capital investment has been high in recent years.

7.28 Revenue will have to increase and expenditure reduce in order to lower unit costs and maintain return on capital. We believe that, in terms of value for money, the prison farms now face their biggest commercial challenge. They will have to fight to maintain their existing sales to prisons and to develop outside markets. At the same time they will have to decide whether they can continue to employ excessive inmate labour. If they fail to meet the challenge they will disappear, or more profitably be leased into the private sector.

Prison buildings

7.29 After the prison building programme of the Victoria era and up to the end of the Second World War, very little building was carried out. A post-World War II fall in the prison population made new prison projects superfluous. It caused the closure of a number of smaller, more uneconomic establishments, many of which have subsequently been brought into use again and continue to be used.

7.30 New building started again in the mid-1950s, mainly to standard designs by the Ministry of Works, but also to architects' plans. These continued until the mid 1980s, leaving a legacy of cheap, poorly constructed buildings with large areas of defective, flat roofing, very small rooms, and cells too small even for simple overnight use.

7.31 The post-war expansion took in much surplus Ministry of Defence property and was augmented by the acquisition of many MOD hutted camps, built as cheaply as possible solely for the duration of the war. They were used with very little modification and many still remain in use as built, though much repaired over time.

7.32 In relatively few instances, the original installation was demolished and replaced by a new, purpose-built prison. Because of their original use, many of these sites are remote and served only by road. Access is often inconvenient and expensive, particularly for visitors.

7.33 Most prisons built after 1980 reflect modern thought and knowledge in their design and construction. They also generally reflect a much better standard of planning and workmanship than had been previously evident in prison building. As building has proceeded, there have been successive design improvements.

7.34 We have found no systematic evaluation of what has been gained—or lost—as these modern designs have been modified. What are always referred to as improvements have been allowed to happen in a haphazard way. In recent years much time, effort and expense has been expended in the study of different prison designs, in particular those in use in the United States. It would seem only logical that having agreed a design and constructed a prison, an evaluation of its suitability and durability should be

undertaken. Even more importantly, we believe, if that design is repeated with amendments, the resulting establishment building should also be properly evaluated.

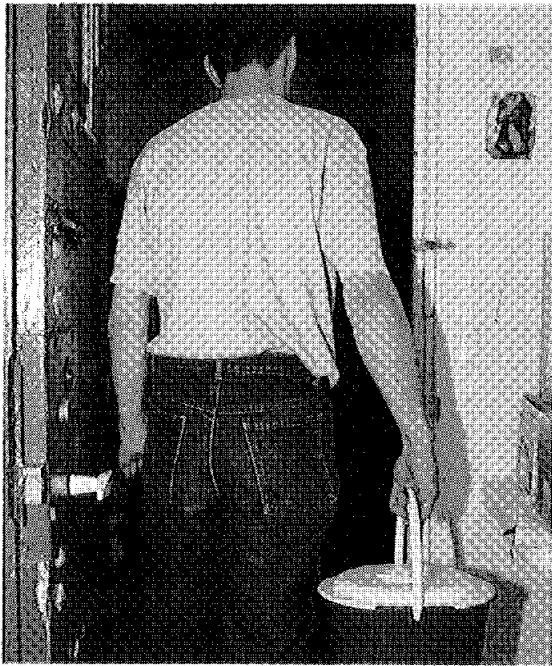
Large Victorian prisons

7.35 During the year we made return full inspections of three large Victorian city prisons—Leeds, Wandsworth and Birmingham. In all there had been much needed improvements in the whole estate and our comments following the earlier inspection, had been acted upon. All had been internally redecorated and the accommodation was markedly cleaner. Extensive repairs accumulated over decades had been carried out, particularly to roofs and brickwork.

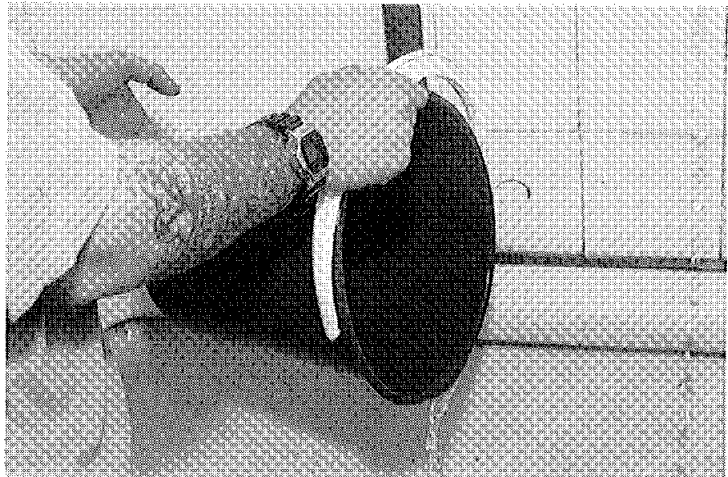
7.36 We noted a start had been made to clear the accumulation of poor quality single storey buildings erected over the years around the robust cell blocks. These had made very inefficient use of restricted sites, and made maintenance and redevelopment difficult.

7.37 The greatly reduced amount of litter in the grounds around cell blocks was a welcome improvement and was fundamental in reducing vermin. Many prisons suffer dirt, damage and risk of infection through the presence of pigeons which, in some cases, are fed through cell windows by inmates. Prisoners should be discouraged from the practice. Care should also be taken in the disposal of kitchen swill. Effective measures should be taken to deal with the problem wherever it occurs and well before there is a build up in pigeon flocks.

7.38 Although much improvement has been achieved in the Victorian estate,



In 1996 it is expected that cell sanitation by 'slopping out' will finally disappear from prisons in England and Wales. Leeds Prison was one of the last to retain the primitive bucket and sluice method which was still in operation there at the time of our inspection in June 1994.



much more still remains to be done. The process will take many years, but on the basis of plans we have seen, the Prison Service will be able to look forward to further long service from the intrinsically well-constructed Victorian buildings. Their only drawback remains an internal and external lack of space for out-of-cell activities.

7.39 Not only has the structure and general condition of the estate been improved, but there has also been substantial refurbishment of inmate accommodation. Work in this area, notably at Wandsworth Prison, has been particularly good and demonstrates just how much can be done with these old buildings at comparatively low cost.

7.40 It is also significant that once accommodation has been refurbished, both staff and inmates seem more inclined to take care of it.

Smaller Victorian prisons

7.41 Smaller Victorian establishments within the prison estate are today generally in a less satisfactory state than their larger city centre counterparts. The smaller prisons inspected during the year were generally dirty, run-down, and still cluttered up with many old, decrepit single-storey constructions dating back through the last 90 years. With very few exceptions, the smaller Victorian prisons are badly in need of the extensive refurbishment programmes that have been, and are being, undertaken in the larger prisons of similar age.

Development planning

7.42 The Prison Service has made a welcome start on ensuring that each prison has a development plan to enable the works departments and management to plan and carry out maintenance and minor development. As an extreme example, the existence of a development plan can prevent works departments unnecessarily carrying out refurbishment or other improvement to a building soon to be demolished.

7.43 Many prisons still lack such a plan, but it is very encouraging to note that where they have been produced, they envisage the steady clearing and rationalisation of the site, leaving space around buildings, not only to improve day-to-day and maintenance access, but also to enhance the environment. And, most importantly of all, development planning leads on to a more efficient use of valuable land space.

'Quickbuild'

7.44 There is now a policy to 'Quickbuild' structures to provide buildings which are rapidly available for use. This method commonly involves timber framing with brick cladding.

7.45 One such two-storey 'Quick-build' structure, a new Education Department at Hull Prison, had been brought into use shortly before our inspection. It was a very pleasant building. But we could not foresee it withstanding the rigours of prison use for long, even if all care had been taken to avoid inherent weaknesses in building it.

7.46 If these buildings do not withstand the test of time, then the mostly small savings in construction costs and the

often small savings in time will be lost through maintenance, or even replacement, charges.

7.47 Although attractive as a quick solution to a pressing need, we believe it is likely that the Prison Service will regret the purchase of such buildings in the not-too-distant future.

Unused space

7.48 Inspections frequently showed considerable areas of accommodation which were unused for a variety of reasons. We have in the past also identified under-used and mis-used accommodation, and in some cases, as at Parkhurst and Durham Prisons, we have found derelict cell blocks.

7.49 This year's inspections have revealed a much more effective use of accommodation than in the past. Derelict cells at Parkhurst and Durham Prisons have been refurbished and brought back into use. They are prime examples of how buildings can be reclaimed to provide good, much-needed inmate accommodation.

Small repairs

7.50 In more than half of our inspections during the year, we have had to draw attention to a failure to carry out promptly small repairs and maintenance to buildings. In many cases, the users are to blame by failing to report small faults. As in previous years, we have found dud electric light bulbs which no-one has bothered to replace, cell heating not working, windows broken, leaking or dripping taps, blocked toilets, and, in one case, a flooded room which had not been reported to the works department.

7.51 All of these 'housekeeping' jobs were long-standing, relatively minor

faults which had come to be accepted by users of the buildings.

7.52 Many works departments have attempted to make reporting of defects even easier. At best, they have achieved mixed results. The most promising initiative in this direction appears to have been substitution of the long-established *pro-forma* (held usually at the gate) by a simple telephone answering system.

7.53 Despite this and other innovatory methods, the reporting of small repairs, continues generally to be poor and does not help maintain an acceptable environment for inmates or staff.

Management development

7.54 Some governors have taken advantage of recent changes within the Prison Service which have freed the previously rigidly-defined management structure and have introduced new concepts and re-allocated responsibilities within their establishments. We have found Heads of Works who have been given responsibility for farms and gardens, and catering, and this has clearly been to the benefit of the establishment.

7.55 This rationalisation is welcomed and could be extended. For example while responsibility for establishment telecommunications and floor finishes appear to fall naturally to works departments, they are currently dealt with by the administration section. Both could be easily transferred with little disruption and much benefit.

7.56 Rather more radically, responsibility for stores and purchasing and the running of all contracts might, and with clear benefits, be transferred to works departments which already operate daily in these fields. Such a far-sighted move would undoubtedly alleviate

pressure on establishment administrative staff and make them available for other tasks for which they have been trained.

7.57 If the policy of encouraging Governors to introduce initiatives and new concepts in local management is allowed to continue, we would like to see, as a logical extension of that policy, a constant review of the amount of excessive paperwork which flows within the system. Works departments within establishments are having bear their full share of this burden at a time when new technology and modern advances in information technology are reducing the problem for outside public and private organisations.

Waste disposal

7.58 About half the prisons we inspected were found to be failing to comply with current legislation on the disposal of clinical waste of a type generated outside the strict confines of health care centres (for example, infected clothing at reception, human waste resulting from dirty protests). As the remainder of the establishments we visited did not themselves generate clinical waste, we were forced to conclude that with possibly only a few exceptions, the Prison Service is failing in its observance of legal requirements.

7.59 Should contamination or health problems arise where the disposal of clinical waste is suspect, the Prison Service will have scant defence. The legislation must not only be applied, it must also be seen to have been put into effect, and the necessary supporting documentation retained.

7.60 In most health care centres yellow bags of clinical waste and sharps boxes were removed by contractors for disposal by incineration. The handling of soiled

linen, bed linen and personal clothing was, in our opinion, poor and in some instances illegal. In some establishments it contravened Health and Safety legislation and posed health risks to the inmate cleaners.

7.61 No reception area in any of the establishments we visited was complying with statutory regulations for the handling of dirty—and possibly infected—clothing being handed over by newly-arrived prisoners. In all cases, plain, clear plastic bags were being used. Those for disposal were being placed in the rubbish skip, often after a period in store. This presented a serious risk within the establishment, should anyone unwittingly open the bags to examine, and possibly remove, what sometimes appears to be good clothing. A similar and equal risk was presented to the outside community when these bags go into the domestic rubbish disposal system, should they be opened and their contents examined, or even worn.

7.62 Those bags containing clothing for washing were dealt with in a variety of ways, all of which involved re-opening the bags and rehandling—sometimes by inmates—the contents, often without the use of protective clothing. In one case, we identified officers working in a store whose job it was to deal with contaminated clothing and who had contracted scabies. The infection had been passed on to their families

7.63 The National Health Service developed regulations over a period of years for safe practice in institutional laundries. These regulations have been supported and issued by the Prison Service Directorate of Health Care for use in all establishment laundries.

7.64 We did not find any Prison Service laundry complying in full with these regulations.

7.65 The failure of the Prison Service to ensure the appropriate disposal of hazardous waste and contaminated clothing is a serious omission and in all

cases it leaves the governors of establishments open to prosecution under the Health and Safety at Work Act 1974 and other legislation.

CONCLUSION

IN THIS REPORT we have focussed not only upon what we regard as poor conditions and shortfalls in the treatment of prisoners, but also upon those well-designed, properly managed prison establishments, where good practice in the care and treatment of offenders is helping the Prison Service to achieve its aims and purpose. This annual report seeks to draw together the various findings, good and bad, which are set out in our individual inspection reports on establishments published throughout the year. We have visited a small number of establishments whose exemplary record serves as a model for all the service. We have also visited a few where bad practice, poor conditions and other more insidious problems like drug abuse which threaten individuals and the prison community, call for immediate action. In the majority of establishments, we find a mix of both good and bad.

Her Majesty's Inspectorate of Prisons occupies a unique vantage point, combining knowledge and expertise of custodial practice with independence of voice and operation. When we visit prison establishments we do so with no preconceived agenda for comment. We expect, however, to find that the conditions in which prisoners are held and the treatment they receive, are both humane and caring, and that prisoners' sentence time will be used to the best advantage with the community as a whole deriving benefits well beyond the negative, deterrent effect of custody.

More than ever before, the Prison Service is having to cope with change, not just in its managerial, health care, or regime functions as outlined in this report. The changing nature of crime and criminals, and the sophisticated resources that some convicted prisoners now have at their disposal, demand very close attention in a variety of areas, not least security. The Service must use new technology to the full. Present-day regard for basic human rights requires constant vigilance on the part of the prison authorities, while the Prison Service, as we report, is set to operate increasingly in the private enterprise sector of society.

We look forward to continuing our work, and we are optimistic for the future.

Full (Announced) Inspections conducted by the Inspectorate

Date		Establishment	Primary Role
25-29 April	1994	Woodhill	Local prison
9-13 May		Huntercombe and Fynamore Wood	Closed Young Offender Institution
23-27 May		Blakenhurst	Local prison
6-10 June		Brinsford	Young Offender Institution and Remand Centre
20-25 June		Leeds	Local prison
4-8 July		Shrewsbury	Local prison
18-22 July		Stoke Heath	Remand Centre
25-29 July		Risley	Closed training prison
5-9 September		Deerbolt	Closed Young Offender Institution
19-23 September		Camp Hill	Local prison
3-7 October		Parkhurst	Closed training prison
10-14 October		Wandsworth	Local prison
17-21 October		Holme House	Local prison
31 October-4 November		Hydebank Wood (Northern Ireland)	Young Offender Centre
14-17 November		High Down	Local prison
28 November-2 December		Lancaster Farms	Young Offender Institution and Remand Centre
12-16 December		Hull	Local Prison
9-13 January	1995	Hindley	Remand centre
23-27 January		Birmingham	Local prison
6-10 February		Bullington Oxford	Local prison Resettlement prison
20-24 February		Elmley	Local prison

Short (Unannounced) Inspections conducted by the Inspectorate

Date	Establishment	Primary Role
26-27 April 1994	Thorp Arch	Closed training prison
18-19 May	Drake Hall	Open prison for adult women
14-15 June	Lancaster	Closed training prison
20-22 June	Lewes	Local prison
12-13 July	Styal	Closed prison for adult women
30-31 August	Cookham Wood	Closed prison for adult women
6-7 September	Canterbury	Local prison
27-28 September	Pucklechurch	Local prison for adult women
27-29 September	Campsfield House	Immigration Detention Centre
25-26 October	Cardiff	Local prison
6-7 December	Garth	Closed training prison
7-8 December	Wymott	Closed training prison
14-15 December	The Mount	Closed training prison

Full (Announced) Inspection Reports published

Establishment	Date of publication
Stocken	19 May 1994
Kirklevington Grange	19 May
East Sutton Park	15 June
Blundeston	29 June
Exeter	21 July
Preston	28 July
Downview	4 August
Kingston	4 August
Northallerton	9 September
Woodhill	20 October
Coldingley	20 October
Moorland	20 October
Huntercombe and Fynamore Wood	25 October
Wetherby	26 October
Brinsford	16 December
Whitemoor	19 December
Blakenhurst	1 February 1995
Leeds	15 February
Stoke Heath	15 February
Shrewsbury	22 March

Short (Unannounced) Inspection reports published

Establishment	Date of publication
Littlehey	4 May 1994
Wakefield	10 May
Full Sutton	3 June
Hollesley Bay Colony	29 June
Haverigg	13 July
The Verne	15 July
Swaleside	15 July
Lindholme	21 July
Bullwood Hall	4 August
Lancaster	25 October
Thorp Arch	26 October
Drake Hall	8 November
Lewes	25 November
Cookham Wood	25 January 1995
Styal	8 February
Canterbury	1 March
Cardiff	1 March

Other Report published

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Principal Information Officer

INSPECTORS

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Mrs G Bakelmun (from June 1994)
P Clarke

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Inspector of Health Care

Nursing Inspector

Inspector of Education

Inspector of Farms and Gardens

SECRETARIAT

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Ms S Mansfield (to March 1995)

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D Jenkins BA—research

His Honour Judge Stephen Tumim

Miss R Prentice
B V Smith
S C Boddis BA, Msc, C Psychol
M J Deaves (from November 1994)

Team B

Leader—D Longley (died in service August
1994)
A Barclay (May to December 1994)

E Hornblow
J Gallagher (to June 1994)
J Phillips BA Hons. (From September 1994)

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FI Hosp E

Dr M Faulk MB, BS, BSc, M Phil,
FRCP, FRC Psych

Mrs M Lyne RGN

J B Stevenson HMI 1983-93 (from May
1994)

J K Walker MA (Cantab), FIAM

HM Chief Inspector's engagements

HM Chief Inspector's diary engagements have included:

1994

- 10 April Address "*State of the Prisons*" at Prisons 2000 International Conference, Leicester.
- 18 April Guest Speaker at AGM of Local Review Committee, Wormwood Scrubs, London.
- 28 April Lecture: "*Can Prisons Rehabilitate Offenders*", All Souls' College, Oxford.
- 12 May Launch of book: "*New Words—Anthology on Crime*", Bristol.
- 1 June Lecture: "*The State of the Prisons*" at The Last Word Lunchtime Series, National Geographical Society, London.
- 2 June Guest speaker on prisons at De La Rue Dinner, The Dorchester, London.
- 7 June Goodman Lecture: "*The State of the Prisons*" at the Royal Society, Carlton House Terrace, London.
- 9 June Guest speaker to Senior Induction Programme, Civil Service College.
- 14 June Guest speaker on prisons to Sixth Form Pupils at King's School, Canterbury.
- 16 June Address to NACRO on Launch of "Community Prisons", Wandsworth.
- 17 June "*Crime Prevention and the Rehabilitation of Offenders*" address at Crime, Law and Order Conference, St Ermins Hotel, London.
- 1 July Speech on prisons at Criminal Law Solicitors' Dinner, Grosvenor House Hotel, London.
- 18 July Address on "*The Role of HMCIP*" at Conference for Inspectorates, Heathrow, London.
- 19 September Guest speaker on prisons at City of London Magistrates' Annual Dinner, Mansion House, London.
- 21 September Lecture on prisons to Security Service staff, Thames House, Millbank, London.
- 29 September Lecture on prisons to the Judicial Studies Seminar, Northampton.
- 6 October Address on prisons and parole at Parole Board Annual Conference, Northampton.

- 10 October Summing Up on “*What is Wrong with the Prison System?*” at the Royal Society of Psychiatrists’ Conference on The Challenge of Mental Health Care for Community: From Controversy to Consensus at Queen Elizabeth II Conference Centre, London.
- 13 October Speech on “*The State of the Prisons*” at Oxford Society ‘Crime a Challenge’ Dinner, Centre for Criminological Research, Oxford.
- 19 October Opening speech for Koestler Exhibition, Whiteleys Gallery, Queensway, London.
- 19 October Speech “*Art in Prison*” at AGM of Artists General Benevolent Institution, Burlington House, London.
- 19 October Address on prisons to Addictive Diseases Trust members at October Club Dinner, Savoy Hotel, London.
- 2 November Address on the “*State of Our Prisons*” at the London School of Economics Lawyers’ Group Dinner, London.
- 3 November Speech on prisons at Annual Social Services Conference Dinner, Harrogate, Yorkshire.
- 5 November Opening Speech and Summing Up “*Prisons - Mind the Gap*” at the Diocesan Penal Affairs Day, Ripon, Yorkshire.
- 8 November Lecture on “*The State and Prisons*” to the Department of Social Work Study students, Southampton University.
- 16 November Address on “*The Role of HMCIP*” to Common Purpose graduates, Home Office.
- 17 November Samuel Gee Lecture: “*After Prison*” at the Royal College of Physicians’ Dinner.
- 18 November Address on “*The State of the Prisons*” to East Sussex Magistrates’ Dinner, Lewes, Sussex.
- 22 November Speech at launch of London Action Trust, Kings College, London.
- 22 November Meeting with Mr Paola Tjpilika, Minister of Justice, Angola, at the Home Office.
- 2 December Speech on prisons at Saints and Sinners Club Dinner, Savoy Hotel, London.
- 7 December Address to the Parliamentary All-Party Penal Affairs Group, London.
- 1995**
- 5 January Lecture on prisons to Judicial Studies Seminar, Weybridge.
- 6 January Speech on prisons at Oxford Regional Solicitors’ Family Law Association dinner, Jesus College, Oxford.
- 11 January Meeting with Senator Olive Zacharov, Russia, at Home Office.

- 25 January BBC—Prayer for the Day
- 6 February Speech on prisons at Chelsea Clinical Society Dinner, Berkeley Hotel, London.
- 7 February Address to the Advanced Prison Managers' Course, Worthing, Sussex.
- 9 February Speech at The Paternosters' Luncheon, London.
- 14 February Address on "*The State of Our Prisons*" at Devonshire House Management Club Dinner, Charing Cross Hotel, London.
- 15 February Briefing the Committee on Local Monitoring of Prison Establishments, London.
- 16 February Address on "*The State of Our Prisons*" to The Edward Bramley Law Society, Sheffield University.
- 24 February Lecture on "*Policy for Prisons in the 1990s*" at Kent University, Canterbury.
- 20 February BBC This Week's Good Cause - Koestler Appeal
- 9 March Lecture on "*The State of the Prisons*" to graduates of Somerville College, Burlington House, London.
- 12 March Address on prisons: "*Law and Order*" at Evensong in St Luke's Church, Chelsea.
- 18 March Speech on prisons at National Conference on Correctional Services, Pretoria, South Africa.

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