

Response to the Ministry of Justice consultation: Transforming Management of Young Adults in Custody

by HM Chief Inspector of Prisons

Summary

- Current outcomes for young adults in custody are too often not good enough in whatever type of establishment they are held.
- Young adults have distinct needs and vulnerabilities to older adults, and some groups with protected characteristics are proportionately over-represented among young adults in custody.
- HMIP's inspection findings indicate that safety and activity outcomes for young adults in dedicated YOIs are not good enough too often and in many areas are worse than for other comparable prisons holding adult male prisoners.
- NOMS own data on assaults suggests that designated YOIs holding young adults record disproportionately high levels of violence.
- However, our surveys show that young adults perceive worse treatment and outcomes when currently integrated into the adult estate (whether on split sites, on separate wings, or fully integrated).
- There is some limited evidence of positive initiatives to respond to the distinct needs of young adults where currently integrated, including from the women's estate where integration has already occurred.
- No one model of provision will meet all young adults' needs. A range of different types of establishment are needed to meet young adults' different needs. Wherever they are held, specific regulations should ensure young adults' specific risks, needs and circumstances are identified and addressed. Effective staff training is required to ensure staff develop and demonstrate the appropriate competencies to respond to an integrated population.

Introduction

- We welcome the opportunity to submit a response to the Ministry of Justice (MoJ) consultation *Transforming Management of Young Adults in Custody*.
- Her Majesty's Inspectorate of Prisons (HMI Prisons) is an independent inspectorate whose duties are primarily set out in section 5A of the Prison Act 1952. HMI Prisons has a statutory duty to report on the treatment of prisoners and the conditions in prisons, young offender institutions (YOIs) and immigration detention facilities. HMI Prisons also inspects court custody; police custody and customs custody (jointly with HM Inspectorate of Constabulary); and secure training centres (with Ofsted).
- HMI Prisons is one of the organisations that deliver the UK government's obligations arising from its status as a party to the UN Optional Protocol to the Convention Against Torture. OPCAT requires state parties to implement a system of independent, preventive inspection of all places of detention known as the National Preventative Mechanism (NPM).
- We inspect YOIs young people (aged 18-21 year olds) at least once every five years and on average every two to three years according to our assessment of risk. Inspections are conducted jointly with Ofsted, Care Quality Commission (CQC) and specialist pharmacy inspectors. In addition to individual inspections, we periodically carry out cross-cutting thematic reviews.
- All inspections of YOIs are carried out against our *Expectations* - independent criteria based on relevant international human rights standards and norms. Expectations are brigaded under four healthy prison tests: safety, respect, purposeful activity and resettlement. HMI Prisons has a separate set of expectations dedicated to children and young people held in YOIs.¹ This submission draws on recent inspection findings and the analysis of survey findings. Not all reports referenced have been published.

Question 1: We are proposing that our new policy accommodates young adults in mixed institutions with other adults and that we target resources on addressing the risks and needs of young adults in all these institutions. Do you agree?

We welcome the MoJ acknowledgement that action is required to improve the management of and provision for young adults in the custodial estate, and that attention should be provided to the support and services they receive in order to improve their rehabilitation and reduce reoffending.

The number of 18-20 year olds in prison has reduced dramatically in recent years, from an annual average of 9941 in 2010, to 6396 in 2013 (Jan-Sept). Those who remain are some of the most vulnerable, troubled young adults and have complex needs. Young adults are currently held in a range of establishments: dedicated 18-21 YOIs; dedicated 18-25 YOIs; split sites with adults; on dedicated wings in adult prisons; and integrated with adults.

We assess all establishments against four 'healthy prison' tests:

Safety prisoners, even the most vulnerable, are held safely

Respect prisoners are treated with respect for their human dignity

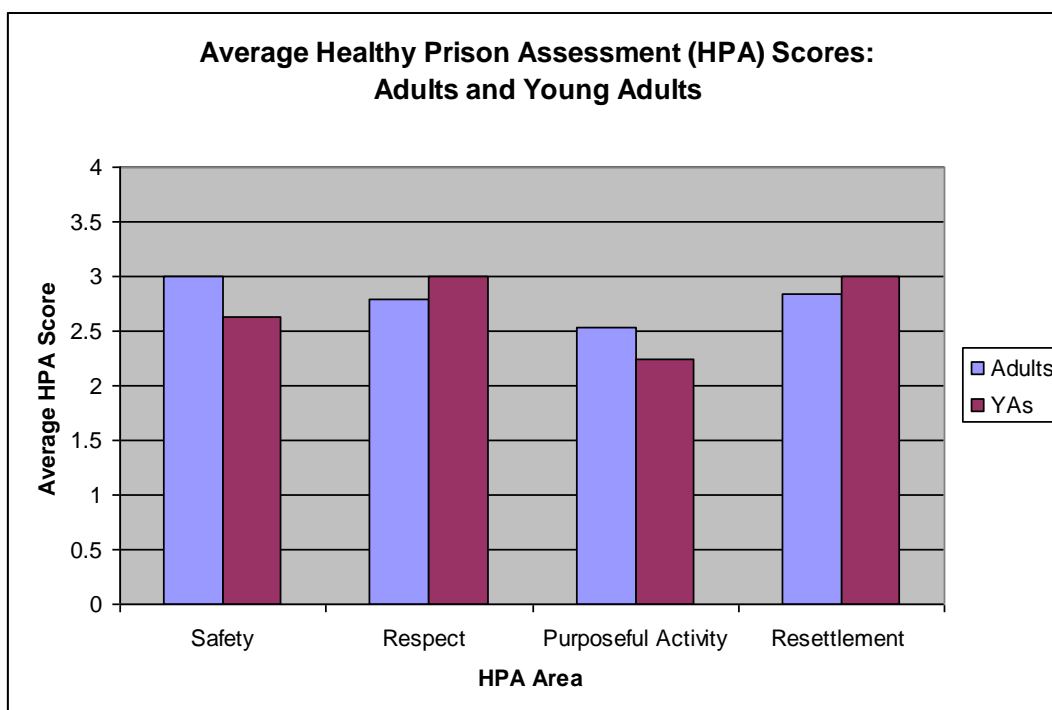
¹ *Expectations. Criteria for assessing the treatment of children and young people and conditions in prison, version 3, 2012*. London: HMIP www.justice.gov.uk/downloads/about/hmipris/expectations-children-young-people.pdf

Purposeful activity prisoners are able, and expected, to engage in activity that is likely to benefit them

Resettlement prisoners are prepared for their release into the community and helped to reduce the likelihood of reoffending.

Against each of these tests we assess outcomes for prisoners as being Good (4), Reasonably Good (3), Not Sufficiently Good (2) or Poor (1).

Based on a comparison of HMIP's Health Prison Assessment scores from inspections conducted between April 2008 and December 2013 in dedicated YOIs holding 18-21 year olds and 18-25 year olds with adult male prisons,² we have identified that two of our expected outcome areas – safety and purposeful activity – generally score lower in young adult YOIs than adult male prisons. To the contrary, the respect and resettlement outcome areas generally score higher. While care has to be taken not to draw simplistic comparisons from these averages, the averages do point to relevant general trends and are supported by specific inspection findings and survey data.



As we will show in this submission, evidence regarding the current experiences of young adults in different types of establishment demonstrates serious, specific concerns within a complex overall picture. Any changes made must respond to the distinct needs of young adults, supporting custodial establishments to provide for these needs. They must be supported by specific regulations to guide their implementation.

Question 2: Drawing on the available evidence, what other factors around risks, needs and circumstances, including age, should we take into account when looking at how we manage young adults in mixed adult custodial institutions?

Our inspection reports and the analysis of data from our prisoner surveys, highlight a series of areas in which current arrangements are failing the needs of young adults. In general terms, our survey results

² We have excluded from this group Category A and open prisons, and included existing mixed young adult and adults establishments.

show that young adults feel safer and more positive about their treatment when held in dedicated establishments, but other sources of data gathered during our inspections demonstrate a more complex picture. These findings are presented in line with HMIP's expected outcome areas, and the survey data presented is based on a best and worst analysis of young adults based on the type of establishment they are held in.

Safety

Young adults have specific risks and needs relating to safety. They may be particularly vulnerable and impressionable because of their age, and violence, bullying and self harm are particularly serious issues among the 18-20 year old prison population. Our analysis of NOMS data demonstrates that:

- The average number of assault incidents (including fights) per 100 prison population in 2012 is almost three times higher in young adult YOIs than adult male prisons. In YA YOIs there were 45.65 assaults per 100 population, and 13.26 per 100 population in adult male prisons. The highest rates were recorded at HMPYOI Brinsford (64.65 per 100) and in HMP Glen Parva (60.12 per 100).³
- On average, 25% of assailants, 30% of fighters and 22% of victims of the assaults recorded during 2012 were 18-20 year olds (male and female) in all establishment types, while this group accounted for on average 8.48% of the total average prison population during the year.⁴
- 18-20 year old males (who make up, on average, 8.56% of the total average male prison population) counted for 16% of the total males self-harming.⁵

HMIP inspections of existing young adult YOIs have highlighted a range of concerns relating to specific areas of safety:

- The frequency and underreporting of occasions in which batons were drawn and/or used, and insufficient scrutiny to ensure the proportionality of their use (Feltham B 2013, Aylesbury 2013).
- The significant and sometimes unnecessary use of force for reasons of non-compliance (Isis 2011) including high and unnecessary use of handcuffs (Deerbolt 2011).
- Inadequate or inconsistent investigation into alleged violent incidents (Lancaster Farms 2011, Brinsford 2011).
- Inadequate management scrutiny of use of force (Deerbolt 2011, Isis 2011) and staff awareness of violence reduction interventions (Brinsford 2011).

However, our survey data shows young adult men feel safer and more positive about their treatment when held in dedicated establishments:

- 44% young adults integrated with adults reported ever having felt unsafe, compared to 34% of those held separately at a split site. In comparison, 15% young adults in dedicated YOIs reported feeling unsafe at the time the survey was conducted.
- 13% of young adult men held on a separate wing reported that they had been physically restrained by staff, compared to 18% at 18-21 YOIs.
- Young adults held integrated with adults were most likely to report having ever experienced victimisation by other prisoners (24%) and staff (33%). In comparison, 19% of those held in dedicated 18-21 YOIs reported having been victimised by other young adults or staff.
- 4% of young adults reported having developed a drug problem since arriving at a dedicated establishment, compared to 6% in mixed establishments.
- 17% of young adults reported that it was easy to get hold of illegal drugs in a dedicated establishment, compared to 21% in mixed establishments. Similarly 83% reported that the help they received for their drug or alcohol problem was helpful, compared to 73% in adult prisons.

³ Based on NOMS prison population figures (December 2012).

⁴ Based on NOMS Safety in Custody Statistics: Assaults.

www.gov.uk/government/uploads/system/uploads/attachment_data/file/225114/safety-custody-assaults-mar-13.xls

⁵ Based on NOMS Safety in Custody Statistics: Self-harm supplementary tables, 2004 – 2012.

www.gov.uk/government/publications/safety-in-custody

Evidence from our inspections of HMP Rochester, which changed from being a dedicated YOI to a mixed establishment holding both adult and young adult males (with a population of 40% young adult prisoners), shows that young adults' perceptions of safety improved with the change. Yet at the same time, young adults were disproportionately over-represented in violent incidents and anti-social behaviour. It was of concern that the prison was unaware of this, and had not consulted the age group (Rochester 2011 and Rochester 2012).

We have identified some specific incidents where young adults were at risk from older prisoners. At our most recent inspection of HMP Rochester we found evidence to suggest that older adults were organising and betting on fights between young adults (Rochester 2012). The prison had taken robust action to address this and these incidents had stopped by the time of the inspection. At HMP Woodhill (where young adults and adults are fully integrated) we expressed concern that age-appropriate assessments conducted before locating young adults in a vulnerable prisoner unit had not specifically addressed the risk of grooming by older sexual offenders (Woodhill 2012).

Respect

Evidence shows that young adults in dedicated YOIs have specific needs relating to HMIP's respect outcomes.

- The quality of residential accommodation was poor or extremely poor (Brinsford 2011, Glen Parva 2012, Aylesbury 2013) and communal areas were dirty (Aylesbury). In particular, it was difficult to shower daily (Brinsford 2011), showers and telephone facilities lacked privacy (Glen Parva 2012) and in-cell toilets were scaled (Aylesbury 2013).
- Relationships with staff varied considerably (Aylesbury 2013, Isis 2011); many officers did not seem confident in their day-to-day dealings with prisoners, and spoke of them in dismissive terms or as an inconvenience and tended not to see them as individuals (Isis); some displayed an unhelpful attitude towards prisoners (Aylesbury 2013). Relationships between staff and prisoners were too often characterised by low expectations (Isis 2011, Rochester 2012).
- Young adult prisoners lacked confidence in applications and complaints processes, and some said staff had encouraged them to withdraw complaints (Swinfen Hall 2010), and we were not assured that perceived racist behaviour had been responded to or investigated with sufficient rigour (Isis 2011).

Our surveys suggest that comparatively, where integrated with adults, young adults' particular needs were often not identified and addressed, and were therefore unlikely to be met. Young adults held integrated with adults were least likely to report that applications or complaints they had made had been dealt with fairly or quickly, and they also reported the poorest relationships with staff, and were the least likely to say they had a personal officer and that this person was useful. They also reported the worst perceptions of quality of health services and were the most likely to report having an emotional wellbeing or mental health problem. Young adults at 18-21 YOIs were most likely to feel that the IEP scheme encouraged them to change their behaviour, whereas those held on a separate wing at an adult prison were least likely to feel it did or to feel they had been treated fairly in the scheme.

Purposeful activity

Our inspection reports document that if young adults are given enough purposeful activity to keep them occupied they will behave better within a custodial environment and it becomes a safer place. However, in some establishments (Rochester 2012) the opposite was happening and security was maintained by locking young adults their cells for long periods which restricted their access to activities and created tensions when they were unlocked. Across our inspections of young adult YOIs we found too many prisoners locked up during the core day. Time out of cell was considerably less than the published core day and/or recorded unlocked time. At Isis we found 48% locked in their cells during a roll check one morning; at Aylesbury we found on average a third locked up during the working day; and in Brinsford we found about 35% of prisoners locked in their cells during two random roll checks.

Our survey data also points to specific concerns around low rates of time out of cell among integrated young adults, and our inspection reports provide examples of young adults receiving less time out of cell

and association than the adults in their same establishments (Moorland 2012, Northallerton 2011, Littlehey 2011).

Generally poor education for young adults was identified at Aylesbury, as well as too few activity places and poor organisation resulting in places available being underutilised. At Swinfen Hall we also found education places underutilised, and too much unsatisfactory teaching and ineffective classroom management. The daily time spent on training was also too short, and did not replicate a realistic working day.

Though examples of insufficient purposeful activity places for young adults can be noted across different types of establishments, our survey findings show that those held on a dedicated wing in an adult prison reported the poorest access to work, education, vocational or skills training and offending behaviour programmes, and those in YOIs reported the best access. Those held integrated with adults were least likely to report that the activities they had been involved in would help them on release. Access to the gym, outside exercise and association was worst at split sites, and time out of cell was lowest for young adults held integrated with adults.

Resettlement

We recognise that the resettlement needs of young adults are likely to be different from older prisoners. For example, young adults may be more reliant on family for assistance with accommodation and employment than older prisoners. Care leavers will have entitlements to assistance from their local authority up to the age of 21 and some may qualify for support until the age of 25. Young adults who are parents will, by definition, be less experienced parents. Our joint report with HMI Probation on multi-agency responses to children and young people who sexually offend⁶ may imply that young adult sex offenders also need specific interventions. The needs of a young adult beginning a life sentence are different to those of an older prisoner.

Young adults may have a particular need to maintain family ties that warrant holding them closer to home and a smaller population makes this more difficult to achieve if young adults are held in dedicated establishments. However, in some cases there may be safety issues, such as gang affiliations that warrant holding them further from home.

Young people transferring from the children and young people's estate to the adult estate have particular needs (see Question 6 below).

Our inspections of young adult YOIs highlight concerns around visiting regimes and provision for families and family support more generally.

- Delays to the start of visits were evident (Aylesbury 2013 and Glen Parva 2012), and prisoners were forced to wear high visibility jackets or bibs (Brinsford 2011, Glen Parva 2012, Isis 2011).
- Provision under the children and families pathway was limited, with no clear strategic direction or vision, and lack of funds meant no family support worker had been appointed (Brinsford 2011).

Our survey findings show that young adults held integrated with adults were least likely to report that staff had helped them maintain contact with family and friends or to feel that staff had helped them to prepare for release. In Northallerton and Littlehey we found examples of inequitable provision.

Question 3: How do we best allocate young adults to institutions in the adult estate to enable a safe and effective custodial sentence and resettlement into the community?

⁶ *Examining Multi-Agency Responses to Children and Young People who sexually offend*. Criminal Justice Joint Inspection 2013. http://www.hmcpis.gov.uk/cjji/inspections/inspection_no/596/

The evidence cited above suggests that current provision for young adults too often fails to meet their needs in whatever type of establishments they are held. In our view a range of different types of provision are required to meet the different types of need that young adults present. This should include both specialist dedicated establishments or sites and the integration of other young adults in the adults estate. However, in whatever type of establishment they are held, it is essential that their specific risks, needs and circumstances are identified and addressed.

We recommend that existing good practice from all current arrangements used to inform any change in policy and its implementation. Our inspection reports identify the following as good practice:

- Focus on staff engagement, relationships and learning and skills that this had contributed to HM YOI Lancaster Farms becoming a safer and decent place (Lancaster Farms 2011).
- Improvements in perceptions of safety at HMP Rochester (2012).
- Creative ways of engaging young adults (who are held on a separate wing) by two CARAT staff who focussed on their specific needs. These included sports days, linking with an arts and media group, and a poster campaign around the dangers of 'legal highs' (Doncaster 2010).
- Effective mentoring scheme for young adults – held on a split site – incorporating post-release support provided by the Trailblazers charity (Littlehey 2011).
- The introduction of the Leap programme that taught fully integrated young adults how to handle conflict (Chelmsford 2011).
- Initiatives to improve and develop family contact, including parenting, family learning and early years courses and a family worker in the community integration team (Doncaster 2010), and the accredited parenting course and support provided by community-based workers (Chelmsford 2011), both integrated sites.
- Effective identification of bullying and antisocial behaviour, and an impressive range of interventions to challenge these, including support and follow-up care for victims (Thorn Cross 2012).
- The provision of courses to attain vocational qualifications, named case managers and tailored learning with out-reach education to vocational workshops to support improved education and engagement (see HMIP 2012/2013 Annual Report).

Integration has already been implemented across the women's estate, and lessons from this should be identified, even though there are significant differences for young men that need to be considered.

We consider the following as essential to achieving a safe and effective custodial sentence and resettlement into the community:

- Age-appropriate assessments and multidisciplinary care plans must inform decisions to transfer young adults to new types of facilities. These assessments must address risks and play an essential role in ensuring these can be mitigated.
- Specific regulations should ensure young adults' specific needs, risks and circumstances are identified and addressed both within the allocation process and in any establishment in which they are held. These should include but not be limited to their offence, sentence type and length, risk of harm, maturity, previous looked after status, education and training needs, substance misuse history, health needs and distance from home .
- Specific arrangements should be made within NOMS to oversee and provide strategic management of the young adults population in custody.
- Establishments should be required to use SMART monitoring data or its equivalent to ensure young adults receive equivalent treatment and outcomes to the adult population.
- The assessment of maturity is fundamental to mitigating risks and responding to young adults' needs and tools must be developed to ensure this can be made effective. A recently-published study⁷ on how concepts around maturity are addressed in the criminal justice system acknowledged both the importance of assessing maturity and the lack of consistent processes and

⁷ Criminal Justice Alliance. (2013) Prosecuting Young Adults The potential for taking account of maturity at the charge and prosecution stage of the criminal justice system. <http://criminaljusticealliance.org/cps&maturity.pdf>

systems in place to identify maturity issues and ensure that authorities work to the same understanding. The issues and recommendations identified in this study, though aimed at the Crown Prosecution Service, the Police Service and the defence lawyers, could be of use in strengthening the framework applied in custodial settings.

- Young adults should have equal access to open prison arrangements so that they can be in the lowest appropriate security category.

Question 4: Are there other ways that we should consider addressing both positive and negative aspects of peer relationships in custody?

Given the variety of ways in which peer relationships – between young adults themselves, between young and older adults – can manifest, it is essential that any change in policy allow for sufficient flexibility to be able to respond to both the positive and the negative aspects of these relationships. The impressionability of young adults, the possible increase in violence affecting both young and older adults, as well as the challenges of gang-related issues that may be more pervasive among young adults, will all need to be addressed.

HMIP has underscored the utility of peer support schemes to allaying the fears of prisoners entering custody for the first time.⁸ Positive aspects addressed through peer supporters include the introduction of a prison council and the use of external motivational speakers, who were also ex gang members.

Issues arising from gang membership have emerged in our inspections of YOIs and thematic research.⁹ A higher proportion of young adults than adults told us they had been victimised by prisoners because gang-related issues (5% against 3%), and similarly a higher percentage (3% against 2%) reported being victimised by staff for the same reason. Our recent inspection of Feltham B (2013) found that some of the most serious incidents of violence sometimes involved gangs attacking single prisoners.

A joint thematic research report looking at gang issues among children and young people identifies some of the challenges of addressing gang-related activity as well as perceptions relating to group identity among children and young people. The findings of this research, though focussed on a younger age group, support the case for developing a coherent strategy in each establishment for managing prior or emerging allegiances to a particular gang. The possible ramifications of gang-related activity on young adults, and older adults, if placed in an integrated facility must be explored and addressed, and training plans to address these issues and deliver appropriate interventions should be provided.

Question 5: In the context of our proposed new approach, what specific additional measures can we take, including in how we tackle drugs issues, to ensure that young adults experience the custodial environment as safe, and are consequently able to focus on rehabilitation and change?

As acknowledged in the consultation paper young adults tend to have a different pattern of drug and alcohol use to older adults. Our inspection evidence suggests that young adults are more inclined to use alcohol, stimulants, cannabis including skunk, New Psychoactive Substances and sometimes steroids. It is our concern that the current provisions do not address the specific needs of young adults who abuse drugs and alcohol. Specifically, we have found that:

⁸ *HMIP Annual Report 2012-13*. www.justice.gov.uk/downloads/publications/corporate-reports/hmi-prisons/hm-inspectorate-prisons-annual-report-2012-13.pdf

⁹ *The management of gang issues among children and young people in prison custody and the community*
http://www.justice.gov.uk/downloads/publications/inspectorate-reports/hmiprobation/joint-thematic/joint_gangs_thematic_2010-rps.pdf

- Young adults find it hard to relate to the experiences of 'hardened' drug users, especially past injecting heroin users. They are therefore not fully able to follow programmes such as BSR (Building Skills for Recovery), previously known as P-ASRO (Prisoners Addressing Substance Related Offending) which are used within the young adult and adult establishment. It is important that any such programmes specifically recognise this distinction and offer a range of options for young adults which lead to better rehabilitation; and
- The current emphasis on 'recovery' and recovery wings may not appeal to young adults, and most cannot relate to 12-step approaches to achieve and maintain abstinence, simply because many do not accept that they have a problem and are still able to enjoy alcohol and drugs and the risk taking involved.

In line with our current expectations related to drugs and alcohol, we recommend that a specific drug and alcohol policy is implemented to deal with young adults within the wider adult population. Specifically, our expectations¹⁰ state that:

- Young people with specific drug and/ or alcohol issues are identified on reception and receive effective treatment and support throughout their sentence. They should also be able to access psychosocial interventions.
- An effective drug and alcohol strategy is in place for this particular group of young people.
- Any drug/ alcohol related treatment should be linked to the community to ensure that there is support available when the young person is released.

Furthermore, competent practitioners need to provide relevant information about the dangers and harm associated with drugs and alcohol, in a way that young adults relate to and deem credible. Practitioners should also be pro-active in identifying young adults who do abuse drugs and alcohol, rather than waiting for self-referral and this should be done at the earliest possible opportunity. Specific focus should be directed at those from a 'looked after' status as it is our belief that they are more vulnerable to drug and alcohol abuse.

Question 6: What else can we do to support the effective transition of young adults from the juvenile estate, and ensure continuity of support and access to appropriate services?

Transition from the children and young people's ('juvenile') estate to the adult estate can be extremely unsettling for any young person. To the contrary, when the process is managed well, it can promote continuity in service provision and lead to the delivery of more effective services.

Findings from the Joint Criminal Justice Inspection Report *Transitions: An inspection of the transition arrangements from youth to adult services in the criminal justice system*¹¹ indicate that although there were individual examples of good practice to promote effective transition of young adults from youth-based services to adult-based services this area has not always received sufficient attention. In particular:

- Young adults reported a lack of information on the establishment they were moving too – in most cases they only received this information on the day of their transfer;
- There was a distinction in perception between those young adults transferring to a mixed establishment and those transferring to a dedicated establishment. Those who had moved within a mixed establishment (ie a 'split site') were generally positive about the planning for their transfer, while young adults in dedicated establishments were concerned at the decision-making process which resulted in them being transferred to a different establishment than requested;
- Timely sharing of information between the youth estate and the adult estate was unacceptable; and

¹⁰ *Expectations. Criteria for assessing the treatment of children and young people and conditions in prison, version 3, 2012.* London: HMIP, <http://www.justice.gov.uk/downloads/about/hmipris/expectations-children-young-people.pdf>

¹¹ www.hiw.org.uk/Documents/477/YOT%20-%20Transition%20into%20Adult%20Services%20-%20Thematic%20Report%20-%20English.pdf

- Planning to ensure continuity in education, training and employment was better at mixed establishments than dedicated sites.

The Youth to Adult Transitions Framework implemented by the Youth Justice Board, aims to help practitioners manage transitions effectively into the community. Our inspection evidence suggests that there is inconsistent application of the framework and that young adults are not getting the support they should once transferred.

It is essential that attention be paid to these existing problems in relation to the proposed reforms. By replacing existing YOIs with mixed establishments, the challenges that only the few individuals that currently transition directly from establishments for juveniles to mixed young adult/adult establishments will be experienced by a higher number of individuals. In this respect, HMIP believes that professional judgement should inform decision-making about when and how young adults are transferred, and individual needs and circumstances are taken into account. Staff and practitioners should be given appropriate training to deal with this transition, and this will require liaising and building relationships with Secure Training Colleges.

Specifically, timely sharing of information for young adults transitioning from the juvenile to the adult estate must be guaranteed, including information related to risk, ACCTs (Assessment, Care in Custody and Teamwork) and suicide and self harm. Youth adults transferring from the juvenile estate should be appropriately identified upon arrival, assessed and given support with their transition in the new establishment. Where possible, they should also be allocated a key worker/personal officer.

Question 7: What specific skills and experiences do you think staff working with young adults should be supported to develop?

As discussed above, young adults held integrated with adults reported the poorest relationships with staff – they were least likely to feel that most staff treated them with respect, that they had a member of staff to turn to for help with problems or that staff talked to them most/all of the time during association. Furthermore, young adults held in adult prisons (whether on a separate wing or integrated) were least likely to say they had a personal officer and of those that did, were least likely to feel they were helpful.

In particular, we have identified negative staff perceptions of young adults in integrated establishments. In High Down, young adults' behaviour was stereotyped by staff, and the young adults responded in such a way as to validate the stereotype (High Down 2011). In Norwich, we recommended that analysis of the reasons for poor perceptions of staff-prisoner relationships be conducted (Norwich 2010). At Forest Bank, where young adults were kept on a separate wing, young adults told us they were treated less respectfully because of their age (Forest Bank 2012). There was no specific forum for them and their views were largely unknown by the prison.

We have also identified some positive practices in mixed facilities.

- In our inspection of HMP Chelmsford, where young adults were integrated, we found that relationships between staff and young adults had greatly improved, with high levels of engagement, and there was evidence that staff, particularly residential officers, had a much improved awareness of the needs and circumstances of young adults. We saw that staff encouraged young adults to participate in all aspects of the regime and actively promoted healthy relationships that focused on positive participation and an understanding of community citizenship. (Chelmsford 2011)
- Young adults in HMP Doncaster had been amalgamated into a dedicated group and most had been co-located in one house block. Our inspection identified that a dedicated team and senior manager offered consistency and a focus on their specific needs. Boundaries were generally well established and maintained and staff were vigilant around issues of bullying and violence. There had been a reduction in the number and level of incidents in this group since the change. Staff working with these prisoners were motivated and showed an understanding of the differences between the needs of this group and those of the older adult population. (Doncaster 2010)

Other positive examples of staff/prisoner engagement and staff training relevant to young adults include:

- Monthly staff/prisoner forums where issues can be raised;
- Specific staff training on mental health and personality disorders; and
- Education staff advising all departments on individuals with learning disabilities and the impact this may have on behaviour.

These examples illustrate that training staff to work with young adults is essential in mixed establishments. We are concerned that the current training provided to staff working with young adults is too generic and does not take account of the specific needs of this group. Where possible staff should show a desire to work with young adults, as they will engage better when mutual expectations are high. Consideration could be given to an aptitude test for staff who wish to work with this group.

Specifically, we would expect that staff:

- Have an understanding of the specific needs of young adults, including their being at higher risk of self harm, drug and alcohol abuse, among others;
- Demonstrate a measured and balanced level of tolerance of normal adolescent behaviour and deal with it appropriately;
- Have experience of partnership working to get the best outcomes;
- Have access to up to date ASSETs (Youth Justice Board assessment documentation) and vulnerability assessments to ensure they have all the relevant information about the young adults in their care in order to protect them and promote their welfare;
- Undertake training in: safeguarding procedures; disclosures of abuse; suicide prevention; understanding and recognising when bullying is taking place and applying procedures appropriately; and the promotion of de-escalation techniques, as well as approved techniques for how to restrain safely. Refresher training should also take place.
- Should take the time to explain to the young person how and why action is taken when rules are breached.
- Should have the ability to praise and reward good behaviour and challenge negative behaviour; and
- Should be gender and culturally sensitive.

Question 8: Are there specific areas that we should consider for securely remanded young adults?

Our 2012 thematic report on remand prisoners¹² identified a series of concerns regarding young adults. Those surveyed reported that:

- They were more likely to report feeling unsafe at the time of the survey than those who were sentenced;
- They had more negative reports of being treated well or very well in care and separation units, compared with those who were sentenced;
- They were less likely to report victimisation to a member of staff or to think that staff would take reports of victimisation seriously;
- They had a more negative experience of residential units compared with young men who were sentenced;
- They were less likely to say that staff treated them with respect than those who were sentenced;
- A smaller proportion of young men who were on remand than who were sentenced said that they had received help for emotional or mental health problems;
- A lower proportion of young men who were on remand compared with those who were sentenced, reported that it was easy or very easy for family and friends to visit;

¹² *Remand prisoners: a thematic review*. HMIP, August 2012. www.justice.gov.uk/downloads/publications/inspectorate-reports/hmipris/thematic-reports-and-research-publications/remand-thematic.pdf

- A smaller proportion of young men who were on remand reported that they had a training, sentence or remand plan than young men who had been sentenced and they were less likely to report that they had had a say in what would happen to them on release;
- They were less likely to report that they were taking part in education; and
- A smaller proportion of young men on remand reported that they were engaged in offending behaviour programmes.

Given these overwhelmingly negative perceptions, we consider it essential that any changes to the current organisation of young adults across the custodial estate address these issues, and their specific needs and circumstances. It is important that remand prisoners do not share accommodation with adult or young adult sentenced prisoners. As a general principle, the uncertain nature of remand prisoners warrants increased focus on their resettlement needs, and they should be encouraged to maintain close family ties, with no maximum limit on the number of visits that they can have.

Question 9: How might we most effectively take into account the needs of groups with protected characteristics? Please let us have any examples, case studies, research or other types of evidence to support your views.

HMIP surveyed 366 young adult men between 2012/13, and found that their characteristics compared to adult males were as follows:

Characteristic	Young adults (%)	Adults (%)
Foreign nationals	13%	9%
BME	30%	22%
Muslim	14%	10%
Disability	13%	20%
Gay/ bisexual	1%	4%

These figures highlight the differences in distribution of protected characteristics among young adults compared to adults, which must be taken into consideration if they are integrated. Young adults with specific needs should be identified at an early stage to ensure their needs are managed. Lessons from the case of Zahid Mubarek regarding the location of young adults who have been convicted of a race or hate crime in the same cell or in close proximity to someone from the same race/ethnic origin that their hate is directed towards should apply equally where young adults are integrated.

We have continuing concerns that young people who have been looked after by local authorities, rather than in family homes, are being drawn into the criminal justice system. Our inspection of HMP & YOI Parc Young People's Unit found that almost two out five of the young people held had been looked-after by a local authority at some stage in their childhood, and although they were identified early by caseworkers and prompt contact was made with social workers there was no reference in the resettlement strategy to their particular needs or how they would be managed, nor did the establishment collect data relating to numbers or the quality of involvement by local authorities, which was an omission (Parc 2012). The needs of this group would require greater attention in integrated establishments.

Establishments must understand that in some cases the needs of those with protected characteristics will be greater and consequently they may become vulnerable. In any new arrangements, specific consideration should be given to:

- Identification on arrival;
- Their level of vulnerability and where appropriate, interaction with family and friends should be encouraged;
- The availability of support networks both within establishments and outside establishments, including regular input from community representatives;

- Staff training in promoting and modelling awareness of equality, enabling them to anticipate and address the needs of a diverse population;
- Embedding an equality and diversity policy firmly within the organisation, it should also be governed appropriately;
- Implementing equality monitoring and communicating the results to staff and young people;
- Providing dietary/ lifestyle and faith requirements; and
- Ensuring that a full regime is accessible.

Question 10: How can we ensure that these proposals, in as much as they apply to the women's estate, are proportionately reflected across the women's estate and reflect any distinct needs of women?

Women make up just 5% of the adult prison population and, too often their specific needs are not met in a system focused on the majority male population. It is imperative that their individual needs are considered and that new proposals provide a chance to address the current needs across the female estate. As all 12 women's prisons are dual designated as prisons and YOIs, lessons from the women's estate may be able to be applied to young adult males.

During our inspections we have found evidence to suggest that when young women are integrated within the adult population their needs can be forgotten. Our 2012 inspection of New Hall found that there was little attempt to identify and meet the needs of young adult women held there, despite young people aged under 18 held at the adjoining YOI receiving high levels of age-appropriate support (New Hall 2012). Further, our inspection of Low Newton recommended that allocation of young adult women to a wing for women serving life or long-term sentences should ensure that the placement is primarily in their best interests as well as being subject to risk assessment (Low Newton 2011).

Analysis of our own evidence found that young adult women report positively across a number of measures compared to adult women including:

- A lower proportion of young adult women said they had been victimised by other prisoners or staff than was reported by adult women; and
- Young adult women reported less problems with loss of property, housing, money worries, ensuring dependents were being looked after, and feeling depressed or suicidal when arriving in prison than adult women;

At our most recent inspection of Holloway we found that the safer custody team had a very good understanding of violence-related issues and an excellent initiative called 'Timeline' (Holloway 2013). This initiative involved the collation of information from wing observation books to prompt effective early responses. It aimed to identify, address and follow up violence-related incidents and included other work to identify risks and reduce isolation, such as identifying who was not having visits. We considered this initiative to be good practice that should be replicated elsewhere.

However, less positively:

- More young adult women than adult women reported having been physically restrained by staff in the last 6 months;
- Young adult women were less likely to report having been involved in vocational or skills training or having been involved in offending behaviour programmes than adult women; and
- Of those young adult women who were sentenced, a smaller proportion than sentenced adult women reported having a sentence plan in place.

The incidence of self harm is also considerably higher among young women, who accounted for 22% of the self-harm incidents recorded in 2012, despite representing only 6.84% of the total female prison population.¹³

We have found that there are fewer offending behaviour programmes available to women and if new proposals are to address properly existing issues in the female estate, they should provide an increased focus on addressing the offending behaviour of young women and skilling them up to enhance their resettlement opportunities. At our most recent inspection of Eastwood Park Mary Carpenter Unit, which at the time held 17-year old women, we found that young women continued to benefit from good individual support in learning and skills and the range of education was appropriate for the small population, however, the range of vocational training was poor. However, a new resettlement strategy was being drafted and information from community youth offending teams (YOTs) on resettlement outcomes was starting to be monitored, and it was intended that this, together with the views of young women, would be used to inform a new resettlement needs analysis (Eastwood Park MCU 2012).

Our 2012/2013 annual report noted some positive work with female offenders as a whole and evidence to suggest that the Corston¹⁴ report has resulted in an improvement in the experience of women in prison. However, our inspections of women's prisons have also found the governance and leadership problems that the Corston report raised, remain almost untouched. Without addressing these problems and fully appreciating the different needs and circumstances of women in prison, further improvements will be difficult, if not impossible, to achieve.

Question 11: Are there any additional measures that the Inspectorates or monitoring bodies should consider if we implement this new policy?

HMIP's expected outcomes for young adults, which are developed in line with applicable human rights standards, would not change to reflect new policy. We will consider how we adapt our inspection approach to any custody arrangements for young adults.

¹³ Based on NOMS Safety in Custody Statistics: Self-harm supplementary tables, 2004 – 2012.

www.gov.uk/government/publications/safety-in-custody

¹⁴ *The Corston Report: A Report by Baroness Jean Corston of a Review of Women with Particular Vulnerabilities in the Criminal Justice System.* <http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf>