



National Offender  
Management Service

## **THE HARRIS REVIEW**

**INDEPENDENT REVIEW INTO  
SELF-INFLICTED DEATHS IN CUSTODY  
OF 18-24 YEAR OLDS**

**ANSWERS TO SUPPLEMENTARY QUESTIONS ASKED  
BY THE HARRIS REVIEW IN  
SEPTEMBER & NOVEMBER 2014, AND ADDITIONAL  
INFORMATION PROMISED BY MICHAEL SPURR  
DURING HIS EVIDENCE SESSION**

3 February 2015

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## **Questions for NOMS from the Harris Review: 30 September 2014**

### **1. Would NOMS please provide the Review with the Audit reports for Safer Custody Audits since 2007?**

*Audit plays an important part in ensuring compliance with policy. Annex A describes the audit programme. Individual audit reports are internal documents that are not routinely published. There have been over 300 audits since 2009 and the results are listed at Annex A.*

### **2. Of the 84 deaths in scope for the Review when it was first commissioned, 34 (41%) are 18 – 20 year olds, 18 are 21 year olds (21%), which suggests that the younger age range are more vulnerable within this cohort, is this something NOMS recognises and is looking to address? If so how?**

*NOMS monitors the age of prisoners who die, and this information is included in the published Safety in Custody statistics. The particular vulnerabilities of younger prisoners are noted in the guidance provided to staff on risks and triggers in PSI 64/2011. We recognise that maturation occurs at different rates for different people and that is why case management through the ACCT process must be tailored to individual need.*

*A disproportionate number of self-inflicted deaths occur in the early stages of custody. As a result, any section of the prison population, including younger prisoners, with a relatively high churn will tend to have more self-inflicted deaths than would be expected by considering the population alone.*

*Prisoner age is an important factor in the level of risk of self-inflicted deaths. In most years more self-inflicted deaths occur in the 30-39 year old age group than any other. The rate of self-inflicted death tends to be higher amongst older adults than younger adults.*

## **ACCT**

### **3. At any one time how many ACCT documents are open in the different categories of prison, what percentage of the population does this represent in the establishment?**

*Our most recent snapshot shows 2,061 prisoners on an ACCT on 8 December 2014. This is around 2.3% of the prison population.*

*As would be expected, there is a wide variation in the proportion of the population being managed by ACCT. This tends to be highest in women's prisons (over 10% in two prisons), which reflects the much higher rates of self-harm amongst women. It is also considerably higher than average in under 18 YOIs (over 5% in each of them). There is variation amongst adult male prisons, with ACCTs for the most part concentrated in local prisons, but only one adult male prison has a rate higher than 5%. We continue to work to understand the reasons for the wide differences between some apparently similar prisons.*

### **4. How much time is it expected that staff will spend in the first 24 hours of opening an ACCT with each prisoner and preparing their care map?**

- How is this time ring fenced to ensure the processes are completed to maximum effect?**
- Where are review meetings held?**

- **Is there privacy for the prisoner at the meeting?**

*Prisoner safety is one of the key priorities for staff, who are expected to take the requisite time to complete the various tasks that form part of the ACCT process. All initial assessments are conducted by trained assessors, and arrangements are made to ensure that they have sufficient time with prisoners to earn their trust and to elicit the information that is required to plan their care. The first case review, at which the care map is formulated, is typically chaired by the manager of the residential area in which the prisoner is located. He/she is responsible for ensuring that the relevant staff attend and/or that written contributions are received from them.*

*Review meetings are held in the most suitable location available for those who need to attend, including the prisoner. Typically this will be an office or meeting room within the residential area in which the prisoner is accommodated.*

#### **5. Who takes responsibility for the quality and actualisation of each ACCT?**

*This is primarily the responsibility of the case manager. Compliance is ensured through regular management quality control checks as described in PSI 64/2011.*

#### **6. Please comment on the following criticisms that have been raised about the use of ACCT:**

- **There is a reluctance to open an ACCT if the prisoner seems all right, even where underlying factors indicate risk;**
- **Failure to record triggers;**
- **Poor Care Map;**
- **Poor record keeping and superficial observations recorded in ACCT**
- **Lack of training**
- **Lack of refresher training**
- **Insufficient time to manage the processes properly**
  - **The right people at the Review**
  - **Enough information**
- **The process is too complicated**
- **ACCT leads to bullying prisoner / prisoner and staff / prisoner**
- **The colour/high visibility of the document is a negative issue for prisoners**
  - **Vulnerability is more evident**

*We are familiar with first seven of the above criticisms, each of which has featured in one or more PPO reports into recent deaths. When such failings are reported in particular cases we accept and act on the recommendations that the PPO makes. These criticisms relate to the operation of the ACCT process, rather than to the policy itself, and we intend to consider what further work we need to do to address them as part of our forthcoming review of ACCT.*

*The final points about ACCT being a cause of further vulnerability for prisoners have not recently been raised with us. We will be consulting widely as part of the review and if there is a common perception that this is as an issue we will consider how best to address it.*

#### **7. Issues highlighted are that:**

- **A high proportion of prisoners take their lives shortly after an ACCT has been closed, does NOMS know what proportion this is?**
- **A high proportion of prisoners have been seen by healthcare within 72 hours of taking their lives – what does NOMS think this suggests?**

*Information on whether prisoners in the Review cohort had previously been on an ACCT, and when they had most recently been seen by healthcare, is not held centrally.*

*The period after an ACCT has been closed is recognised as a risky period and this was the reason for introducing the post-closure review as part of the ACCT process.*

*Many prisoners are seen frequently by healthcare staff, so it is hard to draw an inference from this.*

**8. What proportion of deaths are on an open ACCT at the time of self-inflicted death from 2007 to current published data, excluding 18 – 24 year olds?**

*This information is provided in the analysis conducted for the Review by MOJ Analytical Services.*

**9. NOMS is reviewing ACCT, when is this due to report? We should avoid duplicating work and any insights from your review could be of benefit to the Review.**

*The terms of reference for the review of ACCT are currently under development. The review will commence in 2015 and will not conclude before the Harris Review reports.*

**Safer Cells**

**10. How many safer cells have been built in the estate?**

- **Do safer cells conform to a minimum standard, if so what is it?**
- **How many are available to use – are they kept in good order as safer cells?**
- **Are there enough safer cells available?**
- **Have all in cell light fittings have been replaced to ensure that they cannot be accessed to bear weight?**

*Information about safer cells has been included in the 'management of vulnerability in custody' section of the main NOMS submission, and the latest version of the Safer Cell Guide has been provided to the Review. Further consideration of safer cells can be found at Q.27- 31 of the questions asked of NOMS in January 2015.*

**11. How many self-inflicted deaths have occurred in cells designated as safer cells since April 2007?**

*This information is provided in the analysis conducted for the Review by MOJ Analytical Services.*

**12. What is NOMS view of the use of safer cells as a tool to manage risk of self-inflicted death?**

*Safer cells are designed to make the act of suicide or self-harm by ligaturing as difficult as possible. However, no cell is totally safe, and where a prisoner is*

*accommodated in a safer cell this forms only a part of the package of support measures that are put in place to manage the risk of self-harm or suicide.*

*The introduction of safer cells was followed by a reduction in the number of self-inflicted deaths. It is reasonable to believe that they were a contributory factor, but our view is that it is impossible to 'design out' suicide. Safer cells, whilst an important development, are not in themselves a sufficient solution, and their contribution must always be viewed in the wider context.*

### **Transition**

#### **13. How many Young People have been 'starred up' into the over 18 estate each year for the last three years – what is the reason for these?**

*'Starring up' is a colloquial term derived from historic arrangements in borstals. Only in exceptional circumstances are young people reclassified to enable them to be transferred into the young adult estate before they become 18. There have been very few instances in recent years (5 cases in 2011, 3 in 2012 and 1 in 2013). Reasons have included highly disruptive behaviour, violent assaults on young people and/or staff, persistent bullying and threats to other young people, fights and inciting fights, which risk the safety of other young people.*

#### **14. Following the Guidance on Transfers from Under 18 YOIs to YA YOIs how effective has this been?**

- **When will a PSI be issued with mandatory instructions to include what information must be shared between the sending and receiving establishments?**

*In 2014 a formal assessment of delivery against the requirements of the transitions guidance identified that four of the five under 18 establishments received a green marking, confirming that they were effective in managing youth to adult transitions. One establishment received an amber marking and has since implemented improvements to local procedures. As noted above, NOMS is developing a Prison Service Instruction which will include content on information sharing. The PSI remains under development and we plan to issue it in late Spring 2015.*

### **Managing vulnerability**

#### **15. Are Listeners an effective contribution to keeping people safe?**

*Emotional support from a trained peer supporter is an important part of the care plan for large numbers of at risk prisoners, and NOMS believes that the Listeners scheme is very effective in delivering this.*

#### **16. Are Listeners used sufficiently?**

- **Are there enough Listeners**
- **Are Listeners available for all prisoners at all times?**
- **Should Listeners be available for all prisoners at all times?**
- **Are prisoners always offered a DECT phone if a Listener cannot be made available?**

*Listeners schemes are locally managed at establishment level. Prison staff work closely with local Samaritans to ensure that the scheme operates effectively, but the*

*numbers of trained prisoners and their availability will inevitably vary over time to some degree. DECT phones provide an alternative way of gaining access to the services of the Samaritans, and some prisoners prefer this to speaking to a peer.*

**17. What are the guidelines for a Listener suite, how it should be set up and used?**

*Where space permits, a Listener Support Suite should be away from the residential units, offering a place that can be used at any time by Listeners to see prisoners at risk as well as offering overnight support. The suite should be furnished for multi-purpose use, including chair beds (not beds), and if the room is big enough extra chairs can be stored so that Listener/ Samaritans support/ debriefing sessions can also be held in the suite.*

*All prisons in discussion with their Samaritans branch and Listener team should produce a local protocol for using and opening their Listener Support Suite. This must include a proper risk assessment of any proposal to use it overnight, when two Listeners must be present so that support can be shared. Staff should review the situation in the support suite at regular intervals during the night. Listeners should be allowed to shower and rest the following day.*

**18. What training do staff have around the use of the Listener scheme?**

*The role of peer support is covered in the Introduction to Safer Custody course that is mandatory for all staff with prisoner contact.*

**19. Do all cells have electronic cell bells?**

*PSI 75/2011 Residential Services requires that all prisoner accommodation has a means whereby the occupant can summon assistance when locked inside. In closed establishments this will normally take the form of an electronic cell call system.*

**20. Where there is no electronic cell bell how are staff aware that someone may need help?**

- **What is the required response time to a bell, does this vary during the 24 hour period?**
- **Who is responsible for monitoring this?**

*There is no central record of cells that do not have electronic cell call systems. Alternative arrangements would be required in such circumstances in order to comply with the requirement in PSI 75/2011 mentioned above.*

*There is no required response time but staff are expected to respond promptly.*

**21. Is NOMS satisfied with the staffing allocation during night state?**

- **Is there sufficient and the right mix of staff to respond to need?**

*PSI 24/2011 Management and Security of Nights describes the procedures for the night state. We are satisfied that prisons are staffed in a way that enables these procedures to operate. The benchmarking process for public sector prisons has ensured this, and Controllers satisfy themselves that it is the case in contracted prisons.*

**22. What is the NOMS view of the Insiders Scheme?**

- **How extensively is it available?**

*NOMS values peer support schemes such as Insiders. There is no central record of which establishments operate the Insiders scheme.*

**23. An act of indiscipline, such as an incident at height, can be a 'cry for help' is NOMS able to provide a breakdown by age, type and over time of acts of indiscipline?**

*NOMS does not publish data on such incidents. Incident reports do not categorise these as 'cries for help' or otherwise.*

*Incidents at height can be considered as part of a broader grouping of disorder-related incidents that also includes barricade and preventing staff access to areas of the prison, hostage incidents and incidents of concerted indiscipline. The underlying reasons behind particular incidents are often unknown to staff, but where they are known the reasons are sometimes recorded in a free text field. Analysis of such unstructured data is difficult and there is an element of subjectivity in the classifications employed. A common apparent reason behind incidents at height is a protest of some kind, such as a reaction against a transfer or adverse decision.*

*Some incidents at height also involve self-harm and should be recorded separately. Where self-harm is a feature of an incident at height, an ACCT is opened.*

**24. What guidance / training is given to Prison Service employed staff who have prisoner contact and how regularly is it refreshed, around:**

- **Assessment of vulnerability**
- **Mental illness**
- **Personality disorder**
- **Autism**
- **Attention Deficit Hyperactivity Disorder**
- **Background, static issues, that mean a prisoner is at heightened risk of suicide and or self-harm**

*NOMS recognises that prison staff should be provided with an insight into common mental health issues and the need to refer prisoners to qualified specialists in line with their local provision. Over 17,000 prison staff received mental health awareness training between 2006-2009, and this has since been incorporated into the initial training of all new prison officers.*

*The Safer Custody suite of training for staff includes a module offering an Introduction to Mental Health, which is available for Governors and Directors to use if they wish to do so. Additionally, there is an enhanced mental health training package aimed at ACCT assessors and case managers that they are required to complete before taking up their role.*

*Guidance designed specifically for prison staff on a range of learning disabilities has been made available on the NOMS intranet.*

**25. What guidance/training as above is required for staff who are not directly employed and have prisoner contact?**

- **Whose responsibility is this to provide?**

PSI 64/2011 mandates the Introduction to Safer Custody course for all staff who have contact with prisoners, including those who are not directly employed. This training is provided by NOMS.

**26. Does NOMS have any plans to reduce the cost of telephone calls for prisoners?**

*NOMS' current PINphone contract expires in 2016 and the provision of future telephony services will be subject to tender.*

**27. Does NOMS have any plans to make more telephony available to prisoners?**

*NOMS' current PINphone contract expires in 2016 and the provision of future telephony services will be subject to tender. NOMS recognises the potential benefits of improving prisoners access to telephony and will be exploring ways of doing so.*

**28. How does NOMS make sure that messages from family and / or friends concerning the health and well-being of prisoners get in to a prison and are then passed to relevant staff and in a timely way?**

- **Who is responsible for this within the prison?**

*Families are encouraged to phone the prison if they have information or concerns. We accept that this can be difficult in practice as prisons are not primarily public facing organisations. Different prisons have different arrangements for handling such calls and ensuring that the information is passed quickly to relevant staff, but the importance of acting on information received from family members or external agencies is very clear in PSI 64/2011.*

**Regime**

**29. The Review has heard a great deal of evidence that there is a reduction in time out of cell for prisoners due to lack of staff is this true?**

- **How much time out of cell should a prisoner have per day?**
- **How much time in the open-air should a prisoner have per day?**
- **Is NOMS satisfied with the amount of time that 18 – 24 year old prisoners are spending out of cell each day?**

*Service Level Agreements for each prison set out regime outlines that include the time out of cell provided for prisoners. These are available at <https://www.gov.uk/government/publications/prison-service-level-agreements-2014-to-2015>*

*Since summer 2014 some prisons have at times been operating restricted regimes due to staffing shortages. Where such regimes are in place these have been designed to ensure that prisons remain safe, decent and secure.*

*PSI 75/2011 mandates that prisoners are afforded a minimum of 30 minutes in the open air daily. This is subject only to weather conditions and the need to maintain good order and discipline and is not cancelled due to staffing shortages.*

*Our aim is to ensure that all prisoners, including 18-24 year olds, have a reasonable level of activity time out of cell each day. Where staff vacancies exist we are recruiting to fill them.*

**30. Please explain the difference between purposeful activity, regime hours and time out of cell, how these are recorded and what hours are being reported for the following prisons:**

*Purposeful activity is defined as time spent working (in industry or other services), attending education or undertaking interventions. Time out of cell is broader, encompassing other prisoner activities such as association and domestics. Regime hours can be used to mean either of these.*

*Currently only the hours worked in industry are collected and reported by NOMS on the central NOMIS IT system. However the Offender Activity project was established in December 2014 with the aim of collecting and reporting on all purposeful activity. This project is expected to complete toward the end of 2015-16.*

*The table below provides management information on the total number of hours worked by prisoners undertaking specific work activities in 2013/14.*

**Table 1: Prisoner hours in work**

<b>Prison</b>	<b>Prisoner hours in work<sup>(1,2)</sup> during 2013/14</b>
Aylesbury	14,474
Brinsford	15,669
Chelmsford	45,273
Glen Parva	83,917
Holloway	19,363
Isis	20,100
New Hall	120,469
Norwich	169,645
Rochester	114,216
Stoke Heath	90,435
Swinfen Hall	56,670
Wormwood Scrubs	79,796

Source: NOMS performance hub

Notes:

1) The following work activities have been included as work: Enterprise/Contract Services, Engineering, Aluminium, Cleaning BICS, Laundry, Newgate Furniture, Concrete, Plastics, Textiles, Woodwork, Single Portions, PICTA, Land Based Activities, Braille, Charity, Printing, Data Entry, Signs, Desk Top Publishing, Retail, External Recycling and other workshops.

2) The data excludes activity such as cooking, serving meals, maintenance and cleaning, prisoners attending education classes or undertaking interventions and work placements undertaken by offenders on release on temporary licence.

3) Data has been drawn from administrative IT systems. Although care is taken when processing and analysing the data, the level of detail collected is subject to the inaccuracies inherent in any large-scale recording system.

**31. How are prisoner places allocated to education courses?**

- **How do you guarantee that there are sufficient places for those people registered to attend?**

*NOMS works with education providers to ensure that prisoners with identified needs are prioritised for courses. PSI 06/2012 Prisoner Employment, Training and Skills and PSI 03/2012 Activity Allocation describe the policy position.*

**32. How are interventions allocated?**

- **What percentage of prisoners are waiting for a place on an Interventions course?**

*NOMS delivers interventions with the aim of reducing the seriousness, frequency and volume of re-offending and the risk of serious harm. Prisoners are allocated to interventions according to an assessment of their needs as part of the sentence planning process. PSI 07/2012 Accredited Programmes sets out the policy position. Data on the number of prisoners awaiting a place on an intervention is not collected centrally.*

## **IEP**

### **33. How many of the deaths in the scope of the Review were on the Basic regime?**

*We are unable to provide data for the whole period as data on IEP level has only been collected since late in 2013.*

**Table 1: Self-inflicted deaths by IEP Level**

IEP Level	2013	2014
<b>TOTAL (18-24 year olds)</b>	<b>12</b>	<b>14</b>
Basic	2	1
Entry level	0	5
Standard	1	5
Enhanced	0	3
Not recorded on database	9	0
<b>TOTAL (All ages)</b>	<b>75</b>	<b>84</b>
Basic	2	6
Entry level	6	20
Standard	9	40
Enhanced	1	18
Not recorded on database	57	0

### **34. What is the proportion of 18 – 24 year olds on each of the Regime levels?**

*We are unable to provide this data. The information provided on IEP levels elsewhere in our submission was obtained from administrative systems by conducting a snapshot on the date in question and the information extracted did not include the age of prisoners.*

### **35. What is the proportion of the general population on each of the Regime levels?**

*Please see table provided for Q.36*

### **36. Since the introduction of the new IEP Scheme what are the changes to the numbers or proportion of prisoners on each of the different levels, immediately preceding its introduction and the latest numbers you have?**

	Basic	%	Entry	%	Std	%	Enh	%
April 13	1,812	2.15%	n/a	n/a	42,340	50.3%	40,021	47.55%
Nov 13	2,393	2.81%	7,362	8.65%	38,343	45.03%	37,042	43.50%
Nov 14	3,205	3.73%	7,030	8.19%	44,742	52.10%	30,873	35.97%

**37. What has been the impact of the changes to the IEP scheme on prisoners who return from court sentenced and then revert to the 'Entry Level' of the scheme?**

- Has it been considered that this potential downgrade could add to a prisoner's vulnerability in the early days of their sentence?
- Is there any evidence of increased levels of self-harm in these circumstances?

*Safer custody issues were considered when the changes to the IEP scheme were made. PSI 30/2013 Incentives and Earned Privileges requires Governors to ensure that their local IEP scheme considers the needs of prisoners who are vulnerable or at risk of suicide or self-harm. All decisions, including the withdrawal of privileges, should be considered on a case by case basis and, where necessary, alongside ACCT or any other process that supports vulnerability. Prisoners who are vulnerable and who are on Basic level may be allowed in-cell TV if the Governor deems it appropriate to reduce their risk. The effects of the revised policy are being closely monitored and there is currently no indication that prisoners reverting to 'Entry' level on sentencing has had an impact on levels of self-harm.*

**38. Is NOMS going to make in-cell television and radio unavailable in cell during regime hours?**

*There are no such plans. Existing policy (PSI30/2013 Incentives and Earned Privileges) is clear that prisoners must not be allowed to watch in-cell television when they should be at work, education, engaged in activities to reduce their reoffending or other activities as directed (this excludes prisoners who are willing to work but for whom no work or purposeful activity is available, and those who are not required to work).*

**Personal Officers**

**39. How many YOIs and adult prisons have Personal Officers?**

- Which establishments have Personal Officers?
- Does the Scheme apply to all prisoners?
- For each death in scope for the Review was the Personal Officer Scheme in operation at that establishment?

*We are not able to provide information about which prisons have personal officer schemes as there is no central monitoring of these schemes.*

**40. What is the NOMS position on the use of and continued use of Personal Officers?**

- What specific training is there for Personal Officers?

- **How many prisoners will a Personal Officer will have in their care?**
- **Do Personal Officers have specific responsibilities for which they are accountable, if so what are they and who are they accountable to?**

*NOMS is committed to ensuring that prisoners are supported and their daily needs are met. This is an output in the Residential Services specification. It is for Governors to decide how to deliver this. In some instances it can be achieved through a personal officer scheme but this is not the only solution and is not a mandatory requirement. Personal officer schemes are managed locally so training, number of prisoners, and responsibilities will vary. Schemes usually involve the allocation of a named officer to each prisoner to act as their first port of call for any issues or problems that arise. As well as providing clarity and consistency for the prisoner and facilitating the development of a positive relationship, this introduces accountability for the prison officer. However arrangements vary to reflect the particular local circumstances (for example operating a personal officer scheme in a local prison with a high turnover of prisoners may not be the best way of ensuring prisoners receive the support they need).*

### **Staffing**

#### **41. Which prisons have been benchmarked?**

- **For each of these prisons what percentage of posts are currently vacant?**

*A table showing staff in post and benchmarked target staffing as at 30 September 2014 (the latest published data) for all benchmarked prisons has been provided to the Review.*

#### **42. For all other prisons what percentage of uniformed staff posts are vacant?**

*At 30 September 2014 the shortfall in staff at bands 3 to 5 (prison officers, supervisory officers and custodial managers) in establishments that had not been benchmarked was 7%. Vacancies can be covered by a range of mechanisms including overtime and additional hours (the Payment Plus scheme for officer grades).*

#### **43. For establishments where staff are on detached duty what percentage of total staff do their numbers represent?**

*This varies, but detached duty staff never form more than a small proportion of the total number of staff in a prison, and their hours can be backfilled by use of the Payment Plus scheme which allows officers to work additional hours above their contract.*

#### **44. When staff are recruited are specific competencies and attitudes around working with 18 – 21 year olds looked for and measured? If so what and how is this done?**

*No. They undertake the same selection process as other staff.*

#### **45. When staff move to work in a YOI what additional training do they have for working with this age group?**

*There is currently no additional training for the 18-21 age group. Information about training for working with under 18s has been included in our main submission in response to question 32 of the call for evidence.*

**46. Are staff consulted about whether they think they have the skills and attitude for working with 18 – 21 year olds? If so what bearing does this have on the matter?**

*No such consultation has taken place.*

## Questions for NOMS from the Harris Review: 11 November 2014

### **1. How many of the teenagers and young adults who are remanded to custody by the courts do not subsequently get a prison sentence?**

*Information on this question has been requested in the statistical analysis that MoJ is providing to the Review.*

### **2. What proportion of time are prisons and YOIs on (a) a "restricted" regime and (b) in a "patrol" state?**

*Patrol states are routine. They describe brief periods during which prisons operate with the most limited staffing and prisoners are locked in their cells, such as during staff meal breaks.*

*Restricted regimes have been introduced in order to maintain operational stability and the effective management of sixteen prisons that were identified as being of particular concern in summer 2014. The operational pressures that these prisons already faced - maintaining 'business as usual' while undergoing the challenging change process of benchmarking - were increased by a higher than expected prisoner population; and by staff shortages, which above average sickness and recruitment difficulties exacerbated.*

*The restriction of regimes is part of ordinary operational contingencies and is a process of identifying the reduced level of activity needed to meet the requirements of safety, security, decency, resilience and sustainability; and the number of staff required to deliver that level of activity reliably. Ensuring safety, decency and security, involves the provision of fundamental services – including meals, time in the open air, time to make telephone calls, visits, the dispensing of medication and access to healthcare – and some purposeful activity, which will vary according to the facilities of the prison and the function of the prison. We have formalised this approach to planning and managing restricted regimes in the 'Regime Management Guidance' document that has been agreed with relevant Trade Unions.*

*The judgement about what is safe, decent, secure, resilient and sustainable is a dynamic operational one informed by the particular circumstances of each prison to which a restricted regime is to be applied. The nature of the restrictions may therefore vary from one prison to another and can involve a range of operational changes. These include, for example, shortening the 'core day' (the length of the institutional day); closing some activities early on some days; limiting some recreational activity over the weekends; and extending the weekend routine into Monday morning. The nature of the restrictions is determined by what provides the optimum operational solution for the establishment given the available staff resources.*

### **3. What proportion of young adults are locked up in their cells for more than 22 or 23 hours a day?**

*We do not retain central records in the way requested. However it is important to emphasise that prisoners are not routinely locked up for 22 or 23 hours a day. This can sometimes occur as a result of an operational emergency or because of individual or local problems but for the vast majority of the time regimes provide more*

*than half an hour out of cell each day for prisoners. Whenever such restrictions occur, efforts are made to resume normal activity as soon as possible.*

**Additional material promised by Michael Spurr during his evidence session**

**1. Details of the trial at HMP and YOI Portland to improve interactions between staff and prisoners.**

*This refers to the 'Five Minute Intervention' (FMI) – or 'Making Conversations Count', an initiative that was introduced at Portland, further developed at Brinsford and now being rolled out in a number of prisons. A note describing this initiative has been provided to the Review.*

**2. Details of the 'Changing Lives' campaign which promotes the work that staff do to reduce reoffending;**

*The 'Changing Lives' campaign was a series of features on the NOMS intranet. Examples of material used in the campaign have been provided to the Review. The results of our monthly pulse survey show that the campaign was successful in reaching the majority of NOMS staff.*

**3. Updated figures on the proportion of prisoners on each of the IEP levels.**

*These are given at question 36 above.*

## **Annex A**

### **Safer Custody Audits**

#### Introduction

Safer custody audits are carried out in all private and public sector establishments, through a risk based approach covering instruction laid down in Prison Service Instruction 64/2011 "Safer Custody". Prior to 2009 Safer Custody Audits were conducted at establishment level using the Prison Service Standards 60, Suicide & Self-harm and Standard 20, Managing a Death in Custody. The audit findings and reports were reviewed by Standards Audit under Standard 59, Self-Audit, however no reports was kept centrally for self-audits.

Safer Custody audits are conducted by the NOMS Standards Audit team, which is a team of operationally experienced prisonstaff seconded into MoJ Internal Audit and Assurance. This integrated approach ensures audits are delivered within a framework of operational experience and professional oversight and also maintains independence from the operational line.

#### Programme

Safer Custody has been audited at each establishment on a programmed two year cycle; this is the highest frequency of any audit programme outside of security audits within the High Secure estate. Audits are conducted across half the estate each year: around 60 audits. Any establishment that achieves less than a Moderate (Amber/Green) rating will be re-audited within twelve months. Around 8 re-audits are conducted per year. At the request of the business, re-audits are often conducted after only a few months and have been accommodate in-year. A review is currently being undertaken to consider a move to a risk based frequency and provide annual coverage at those higher risk establishments.

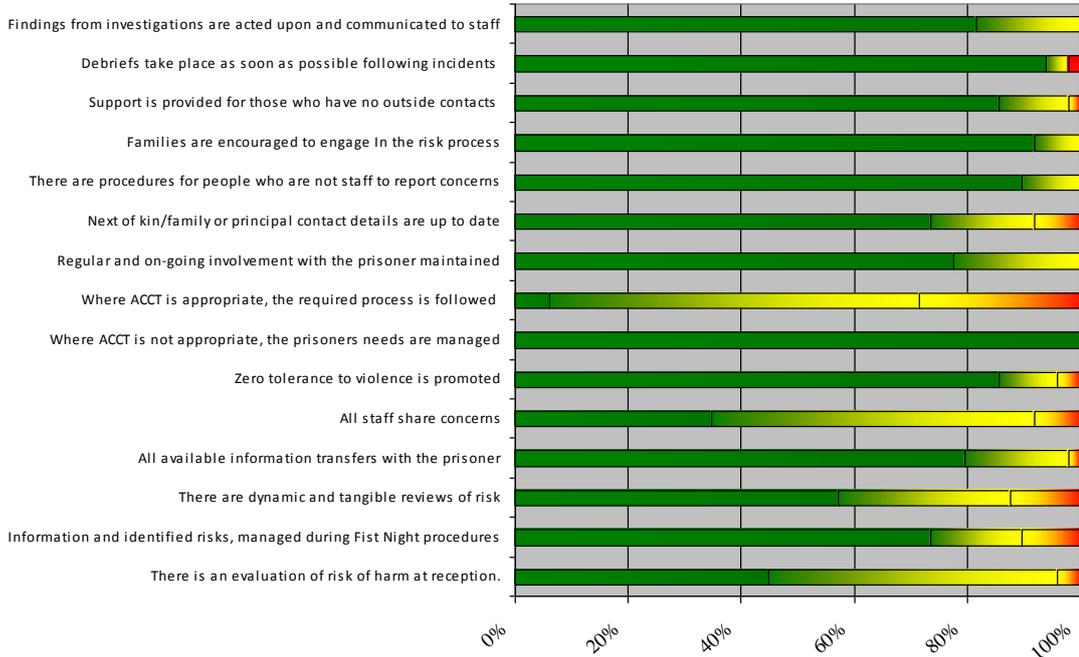
#### Reporting

Each establishment and responsible Deputy Director, Custody is provided with a report following each audit and re-visit, containing a series of findings and recommendations. All reports are made available to relevant policy leads for consideration. A summary of results and findings from individual audits are reported quarterly to the NOMS Audit and Risk Committee. These provide an overview of establishments audited during the period; a comparison with previous year and an indication of the combined findings.

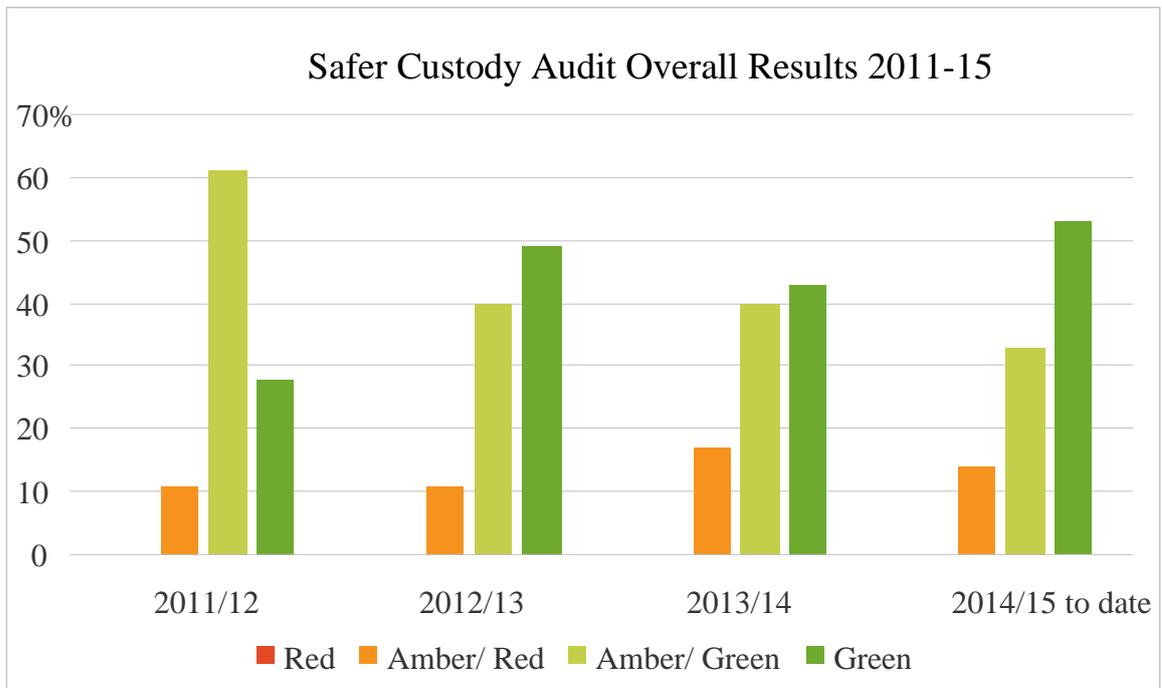
The Audit and Risk Committee is chaired by a Non Executive Director of the Agency and comprises two other Non Executive Directors. The NOMS Chief Executive Officer is also in attendance.

The following chart shows the overall rating by audit baseline over the current year, which indicates that the main areas of weakness relate to the ACCT process not being followed and the sharing of information from all disciplines where a risk has changed.

### Safer Custody results by baseline 2014/15



The following chart compares the percentages for each rating for all safer custody audits conducted over the last three complete years and for 2014/15 to the end of the third quarter.



**2009/10**

## Standard 60 Suicide and Self Harm Audits

Level of Compliance	Establishment
Green	Askham Grange, Birmingham, Blantyre House, Bullwood Hall, Castington, Dorchester, East Sutton Park, Holme House, Leeds, Leicester, Lewes, Lindholme, Lowdham Grange, Pentonville, Rye Hill, The Verne, Wetherby, Whitemoor.
Amber/Green	Cardiff, Forest Bank, Hewell, Holloway, Maidstone, Peterborough, Werrington.
Amber/Red	Belmarsh, Bronzefield, Buckley Hall, Doncaster, Edmunds Hill, Lancaster Farms, Woodhill.

**2010/11**

## Suicide &amp; Self Harm Audits

Level of Compliance	Establishment
Green	Bedford, Canterbury, Channings Wood, Cookham Wood, Durham, Featherstone, Foston Hall, Frankland, Garth, Haverigg, Hollesley Bay, Hull, Kennet, Kingston, Kirkham, Lancaster Castle, Lancaster Farms, Leyhill, Low Newton, Morton Hall, Portland, Shrewsbury, Stocken, Sudbury, Thorn Cross, Wellingborough, Whatton, Wymott.
Amber/Green	Acklington, Altcourse, Ashwell, Aylesbury, Belmarsh, Blundeston, Brinsford, Bristol, Bullingdon, Chelmsford, Coldingley, Deerbolt, Eastwood Park, Erlestoke, Everthorpe, Exeter, Feltham, Ford, Glen Parva, Guys Marsh, Highdown, Hindley, Kirklevington, Lincoln, Lindholme, Manchester, New Hall, Northallerton, Nottingham, Onley, Preston, Ranby, Rochester, Rye Hill, Stafford, Stoke Heath, Styal, Swansea, Swinfen Hall, The Mount, Wandsworth, Wayland, Wealstun, Wolds, Wormwood Scrubs.
Amber/Red	Gartree, Gloucester, Wakefield.

**2011/12**

## Safer Custody Audits

Level of Compliance	Establishment
Green	Askham Grange, Aylesbury, Dovegate, Everthorpe, Hatfield, Holme House, Huntercombe, Kingston, Leeds, Liverpool, Moorland, North Sea Camp, Risley, Usk & Prescoed, Wakefield, Wetherby.
Amber/Green	Brinsford, Brixton, Bronzefield, Buckley Hall, Bure, Cardiff, Dartmoor, Downview, Drake Hall, Full Sutton, Garth, Gloucester,

	Grendon/Springhill, Hewell, Highdown, Highpoint, Holloway, Isis, Leicester, Lincoln, Littlehey, Long Lartin, Lowdham Grange, Northallerton, Norwich, Reading, Send, Sheppey, Shepton Mallet, Swansea, Wandsworth, Warren Hill, Werrington, Woodhill.
Amber/Red	Ashfield, Eastwood Park, IOW, Parc, The Verne, Winchester.

## 2012/13

### Safer Custody Audits

Level of Compliance	Establishment
Green	Bedford, Blantyre House, Blundeston, Channings Wood, Chelmsford, Deerbolt, Dorchester, Eastwood Park, East Sutton Park, Featherstone, Foston Hall, Gartree, Glen Parva, Frankland, Haverigg, Hollesley Bay, Kirkham, Lancaster Farms, Leyhill, Littlehey, Low Newton, Maidstone, Parc, Preston, Stafford, Styal, Sudbury, Swinfen Hall, The Mount, Thorn Cross, Wayland, Whatton, Whitemoor, Wolds, Wymott.
Amber/Green	Altcourse, Belmarsh, Birmingham, Brixton, Bullingdon, Bullwood Hall, Cookham Wood, Erlestoke, Exeter, Feltham, Forest Bank, Hindley, Hull, IOW, Kirklevington Grange, Lewes, New Hall, Northumberland, Onley, Peterborough, Portland, Ranby, Rochester, Rye Hill, Shrewsbury, Stocken, Stoke Heath, The Verne, Wealstun.
Amber/Red	Bristol, Doncaster, Durham, Guys Marsh, Kennet, Lindholme, Nottingham, Winchester.

## 2013/14

### Safer Custody Audits

Level of Compliance	Establishment
Green	Askham Grange, Belmarsh, Bronzefield, Buckley Hall, Cardiff, Doncaster, Drake Hall, Ford, Huntercombe, Kennet, Liverpool, Long Lartin, Low Newton, Lowdham Grange, Manchester, Pentonville, Prescoed, Send, Springhill, Usk, Wakefield, Warren Hill, Werrington, Wetherby, Whitemoor.
Amber/Green	Ashfield, Aylesbury, Bure, Dartmoor, Elmley, Full Sutton, Garth, Grendon, Highdown, Highpoint, Holloway, Holme House, Leicester, Moorland, Northallerton, Norwich, Nottingham, Oakwood, Risley, Swansea, Wandsworth, Woodhill, Wormwood Scrubs.
Amber/Red	Brinsford, Bristol, Dovegate, Durham, Guys Marsh, Hewell, Lindholme, North Sea Camp, Standford Hill, Thameside.

## 2014/15 (Q1 to Q3)

### Safer Custody Audits

Level of Compliance	Establishment
Green	Altcourse, Ashfield, Bedford, Belmarsh, Birmingham, Bristol, Chelmsford, Deerbolt, Dovegate, Eastwood Park, Erlestoke, Forest Bank, Frankland, Gartree, Hollesley Bay, Holloway, Isis, Lancaster Farms, Lincoln, Peterborough, Rye Hill, Standford Hill, Stocken. Swinfen Hall, Wayland, Wealstun.
Amber/Green	Brixton, Bure, Cookham Wood, Durham, Exeter, Glen Parva, Guys Marsh, Hindley, Hull, IOW, Onley, Ranby, Rochester, Stoke Heath, Thameside, Winchester.
Amber/Red	Bullingdon, Haverigg, Hewell, Leeds, Lewes, Wymott.