Dear Bob,

PRISON POPULATION 2022

Thank you for your letter of 20 December with some additional questions in connection with the Committee's inquiry into the prison population.

Our response is attached. I also enclose copies of the Models of Delivery and supporting Data and Evidence Packs, as requested. (Please see also our replies to Questions 11 and 29.)

RORY STEWART MP
Overall Philosophy

1. The prison operator service framework competition document published on 29 November places emphasis on rehabilitation. What constitutes effective rehabilitation for prisoners in your view? What are you doing to foster a culture conducive to rehabilitation in prisons?

Evidence shows that effective rehabilitation comprises activity to assess and manage individuals’ criminogenic and resettlement needs, risks and responsivity to particular types of intervention and support. Recognition of this is at the heart of the Offender Management in Custody model. The model also recognises the importance of the quality of relationships and of the environment in which rehabilitative work is undertaken. This is why it is so important that prisons should be places of safety, security, decency and hope.

The Prison Operator Services Framework competition document places great emphasis on rehabilitation. The aim of the competition is to secure effective regimes designed to meet the needs of specific cohorts. Bidders will need to demonstrate that they can run safe, secure, decent and rehabilitative regimes in any type of prison. For the first mini-competition, bidders will need to demonstrate how they will specifically meet the needs of resettlement prisoners, to support rehabilitation and resettlement in the community. We will undertake a rigorous operational assessment to ensure that bids are of sufficient quality, are good value and are affordable.

Beyond the competition, we are taking a number of steps to foster a rehabilitative culture in all prisons. This work is being overseen by a national Rehabilitation Culture Programme Board and includes the following elements:

- the majority of establishments across the country have completed a structured review, and developed local rehabilitative culture strategies aligned to the Offender Management in Custody model;

- we are developing a rehabilitative culture strategy specifically for the women’s estate;

- we have revised the training for new officers, to ensure that they are equipped to support a rehabilitative approach;

- we are piloting a rehabilitative unit, to address challenging behaviour as an alternative to segregation or transfer.


Objective 1. Get the basics right by providing decent, safe and modern prisons that tackle criminal activity and drug abuse, whilst providing strong incentives for prisoners to reform.

2. **What practical impact does not having settled budgets at the beginning of the financial year have on both HMPPS central capacity and that of prison governors to manage the prison service effectively?**

   If budgets had not been finalised by the beginning of the financial year, core operational budgets would roll-over into the new year. Staff would continue to be paid and operations would continue as normal. HMPPS would make every effort to minimise uncertainty for governors and operational managers and would work to agree budgets as quickly as possible.

3. **Has HMPPS or the Ministry costed the impact of restricted regimes on prisoners’ access to commissioned services such as drug and alcohol treatment and education and training? What assessment have you made of the impact of this on prisoners’ progression?**

   All prisons have a Regime Management Plan to support the safe, decent and secure operation of the establishment. It sets out the full range of activities and services that will be delivered within the available resources. It also identifies and communicates the required staffing levels and safe operating procedures to manage both short- and long-term regime planning.

   We have not undertaken a specific, estate-wide costing exercise, but the delivery of a safe, decent and secure regime is subject to a continuous risk-management process, to ensure the best possible outcomes are achieved.

   When a prison regime has to be restricted, the governor is able to adapt the evening and weekend regime in order to bolster or protect staff numbers during the week, which is when the most constructive activities take place. Prison officer numbers are at their highest level since 2013. As recruitment continues, prison regimes will continue to improve.

4. **You told us on 10 December that it was worth learning across the estate from an example of voluntary sector coordination that had been piloted at Wandsworth. Please would you give us more detail on what should be learnt from this for practice in the wider estate?**

   A Voluntary Sector Co-ordinator (VSC) post was trialled at HMP Wandsworth as part of the prison reform measures. During the year-long trial, the co-ordinator significantly increased both the number and quality of voluntary sector relationships, strengthening existing partnerships and forging new ones. The VSC was able to help voluntary and community organisations develop service level agreements and to bring in organisations which had not previously worked in a prison setting. In addition, the VSC produced a Voluntary Sector Strategy for Wandsworth, setting out how the prison would facilitate the involvement of the voluntary sector more efficiently, and how gaps in coverage could be addressed.

   The findings from the Wandsworth trial mirror those of the Good Prisons Project, led by the charity Clinks, which supports voluntary sector organisations working in the criminal justice system. The findings of the project have been shared with senior leaders across HMPPS. HMPPS continues to provide strategic grant funding to Clinks, to enable it to give advice and support to establishments and to voluntary and community sector organisations working in the criminal justice system.
5. You told the House that the challenge now for prisons is not prison officer numbers but training and the estate. What have you learnt from the recruitment drive over the last 18 months and how have you applied this to improved training?

The prison officer role has changed considerably in response to the increasingly challenging environment that staff now work in. To ensure we attract high-quality candidates, and to improve the candidate experience, over the last 18 months we have fostered a better understanding of the role through a creative campaign focusing on its professional status and the variety it offers. Candidates apply on-line. They are sent frequent and friendly communications and receive their results much more quickly. As well as job simulations and other assessment techniques, the new Assessment & Recruitment Centres (ARCs) now include face-to-face strength-based interviews, to explore candidates’ motivations for joining HMPPS. Over the coming months, we are looking to implement video-based self-selection tools. We are also providing a mobile ARC to improve recruitment in less populous areas, and adopting a digital approach to sifting and assessments.

In addition to improving the recruitment procedure, we are conducting a review of our new prison officer training process. Using feedback from our newer recruits, and using techniques pioneered by the Unlocked Graduates Scheme, we have been working to make our prison officer learning more engaging and interactive by maximising the use of technology and adding more practical, realistic and task-based learning wherever possible. The training will develop further over the course of 2019, to create a phased approach with shorter periods of classroom learning interspersed with practical learning at trainees’ establishments. We are also looking at opportunities to use ex-offenders in our delivery packages. The aim of this is to make sure new entrant staff feel safer, more confident and have a better introduction to their new working environment.

- What assessment have you made of the impact working conditions are having on retentions?

Working conditions are a factor, but only one of many that influence retention in prisons.

In recent months we have focussed more heavily on retention, and we have used the lessons learned from recent campaigns to address the rate of attrition. As outlined above, we are improving our training offer for new entrants so that they have a positive introduction to the prison environment. New staff will now also receive mentoring support. It is hoped that these measures will improve retention and stability of the workforce in prisons. It is recognised that a small proportion of new prison officers will discover that they are not suited to the role and will leave during, or soon after, their probationary year. This is taken into account in our planned recruitment levels, in order to promote stability in the medium term.

We have strengthened our focus on senior leadership within prisons, as well as providing governors with the resources they need to foster good working environment for all staff, including new joiners.

We also recognise the importance of staff feeling safe within the prison environment. We are under no illusions about the challenges that staff face, and we are taking a range of actions to address these. Extending the use of body-worn cameras and making PAVA spray available are two examples of the measures we are taking to reduce assaults on staff. By enabling officers to mentor, challenge and support a small caseload of prisoners, the new key worker model will help improve relationships between prisoners and staff. We are also working closely with our Facilities
Management providers to improve physical conditions in prisons. Taken together, we expect that these measures will help with retention.

6. The Prison Governors Association said that prison governors were “disinvested” in equalities management in prisons and the Chief Inspector of Prisons was able to give us only one example of good practice in dealing with race disparity. He also said that there was a long way to go for prisons in analysing and understanding disproportionality. What are you doing to ensure that prisons have the capacity to meet David Lammy’s challenge to “explain or reform” disproportionality? Have any additional resources been made available to governors to implement Mr Lammy’s recommendations?

HMPPS is committed to addressing the issues highlighted in the Lammy Review and has embraced the principle of ‘explain or reform’ where disproportionality is identified. To equip prisons with the capacity to understand and analyse data on disproportionality, we are working to improve the timeliness, functionality and breadth of data available to governors via the Equalities Monitoring Tool (EMT). We have commissioned a dashboard for the EMT which will provide a more timely understanding of disparity of outcomes for any population group, within any prison establishment in England & Wales, and also allow for comparisons with similar prisons.

In addition, we are developing indicators within the performance framework for prisons to assess equality of outcomes for prisoners of all ethnicities. An equalities performance measure has been included in the 2018-19 Prison Performance Framework using black, Asian, and minority ethnic outcomes from the Measuring the Quality of Prison Life survey responses. We are also reviewing and improving the quality of other management information, in order to develop a more comprehensive measure for future years. The intention is to have an overall measure containing equality indicators for both prisoner treatment and outcomes.

Each Prison Group Director will develop an Equalities Delivery Plan for implementation in 2019-20 and HMPPS has established a formal programme of work to deliver against the 13 Lammy recommendations it is responsible for.

7. How do you respond to suggestions that the female offender strategy and employment and education strategy are uncosted, underfunded and lack governance arrangements, delivery plans, timetables, and outcomes?

The Female Offender Strategy includes a commitment to invest £5 million across Government in community provision for female offenders, to support the Strategy’s aims. This includes a £3.5 million Community Investment Fund for 2018-19 and 2019-20. £2 million of this funding is for female offenders who have experienced domestic abuse. We are also investing an additional £1.5 million of capital funding in 2018-19, to support the development of community-based provision for female offenders, such as residential support.

The first tranche (£3.3 million) of the £5 million was announced in November. We will announce plans for the allocation of the remaining £1.7m in due course.

The publication of the Strategy was the start of a new and significant programme of work to deliver better outcomes for female offenders at all points of the justice system. This will take some years to deliver and we will have the opportunity to revisit funding issues as we take work forward. We are committed to ensuring there is sufficient funding for female offenders.
Since the publication of the Education and Employment strategy in May, we have made significant progress in key areas. The New Futures Network (NFN), which began work in three early adopter areas in October, will be rolled out across England and Wales in 2019.

The NFN will form a specialist part of the prison service that brokers partnerships between prisons and employers in England and Wales. These partnerships help businesses to fill skills gaps and prisoners to find employment on release.

- **We heard that there is a lack of clarity about the nature of the planned residential provision for women and who the intended residents would be. Please would you explain more fully the purpose of these establishments and the rationale for them?**

Many women, particularly those on short custodial sentences, can be better supported in the community through robust and effective community sentences. The residential women’s centre pilot is one element of a range of action we are taking to address this issue. A number of existing intensive models offer accommodation alongside other types of support. The aim of the pilot is to test different models offering an intensive residential-based support service for women on the cusp of custody. This could include women either at the sentencing stage or those who have been released and are at risk of recall. We want to understand the effectiveness, sustainability and scalability of different models.

We are engaging with stakeholders and potential partners, providers and investors to develop our thinking on the design and delivery of the pilot. We envisage that the models to be tested will vary in design and scope, which will enable us to see which approaches have the greatest impact.

8. **Research released in in September by HMPPS found that “highly controlling regimes” or situations in which “rules are unevenly applied” can give rise to conflict and assault. HMPPS has consulted on changes to incentives and earned privileges but has not consulted on reviews to the disciplinary system. The Chief Inspector of Prisons believed that lessons could be learnt from the youth justice system. What is your assessment of the balance between the use of incentives and punishments in adult prisons?**

Getting this balance right is one of the biggest challenges facing the prison system. Rehabilitative work can only be effective in prisons that are orderly and safe. Where order is put at risk by prisoners’ behaviour, it is essential that effective disciplinary action is taken. Securing lower rates of assault depends upon establishing and communicating a system of rules that prisoners can see are legitimate and which are enforced fairly and consistently, with cohesion between staff and senior managers. Stability is also associated with the availability of meaningful activity within the prison. Safer prisons require a high level of staff skills, so that staff can build positive relationships with as many prisoners as possible and become aware of the concerns influencing their everyday behaviour. That is why we are introducing key workers at establishments as part of the Offender Management in Custody model.

- **What is your assessment of the research on the pilots of use of PAVA spray and how that links with the findings of other research on managing violence and the legitimacy of regimes?**

Prison officers need to be able to keep control of prisons and to be equipped to protect both themselves and other prisoners from violent individuals. The PAVA in Prisons Project looked at the full range of issues relating to the use of PAVA, notably the safety of prisoners and staff. When
violence occurred, staff felt better able to deal with it and better equipped to arrest escalation and prevent harm with PAVA. The project’s findings were consistent with the international evidence that in some cases the use of PAVA will prevent serious injury that would otherwise almost certainly have occurred. Even in cases where PAVA is less effective staff felt that the distraction effect had some advantage in buying time either to extricate themselves or to intervene, as appropriate.

9. What progress have you made in designing a performance measure to capture accurately time out of cell in purposeful activity?

Creating an accurate data set for regime monitoring is not straightforward. Self-reported data may not be sufficiently consistent and other methods may divert resources from other priorities. We are considering the options for creating a formal performance measure, without losing sight of these limitations.

HMPPS has established a Digital Education Board that will set the strategic direction for digital innovation and delivery within the areas of education, employment and accommodation. A programme of work is under way to upgrade the “Virtual Campus” technology in prisons to take account of the reforms to prison education. This will provide a vehicle that will shortly enable us to collect a range of new data to monitor and assess education participation and progress.

- How many activity places (in education, training or internal prison jobs) are available in prisons nationally in comparison to the number of convicted prisoners?

The information is not available in this form, but the HMPPS Annual HMPPS Digest3 provides data on the number of prisoners working in prisons and hours worked, and data on educational attainment and participation are published in the Offender Learning tables4 published by the Department for Education.

10. You have consulted on release on temporary licence (ROTL) policy. What do you consider to be the pros and cons of the existing policy? Do you plan to publish a revised policy? If so, when? If not, why not?

The current ROTL policy, which has been in place for some years, has improved consistency and practice, including risk assessment of offenders and decisions on whether to release, particularly in relation to higher-risk offenders. The robust risk-assessment process has kept compliance rates extremely high, but there are some blanket rules that unnecessarily limit governor discretion: for example, in relation to paid work placements. We want to see more use made of ROTL for paid employment, as it can be a productive and positive way for a prisoner to prepare for life outside. Governors are best placed to decide, on a case-by-case basis, when ROTL for paid work is appropriate. We are working with stakeholders to deliver a more streamlined ROTL policy by the Spring.

- Why is it necessary for private sector prisons to get Prison Service sign-off to enable prisoners to be released on temporary licence? Are you considering this as part of the wider review?

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In relation to private prisons, we recognise that Directors, like Governors in the public sector, may be best placed to make ROTL decisions. As part of our review, we are looking at the scope for changing the policy in order to allow this. The HMPPS Controller, who is based at the prison and who carries out the sign-off function at present, will continue to monitor contract compliance in relation to ROTL.

11. **HMPPS’s Models of Operational Delivery include identification of “specialist” cohorts and how to best meet their needs and manage them effectively. What assessment have you made of the impact that this approach is having on provision?**

Early planning with prisons in Wales and the South West has recognised the opportunity to use Models of Operational Delivery (MODs) to ensure reconfiguration underpins a wider transformational change. These regions are likely be the first to adopt the MODs, as they plan to apply the new offender flows in 2019. We will monitor progress and capture learning from these regions to apply as we roll out across the estate.

Models for Operational Delivery provide Governors with a comprehensive analysis of the latest evidence, to support the reconfiguration of the estate and to aid governors in understanding their populations and delivering the function of their prisons. There is a MOD for each prison function – reception, resettlement and training – and for a number of sub-cohorts of prisoners who have specific needs – older prisoners, foreign nationals, young adults and men convicted of sexual offences.

The MODs describe the nature of the services and activities a prison could deliver and include case study examples from across the estate. We aim to use them to help prisons understand the new offender flows (movements between prisons) and the needs of their populations in their reconfigured state.

- **When you appeared before us in June you told us that the Ministry was working very hard to try to resolve the problem of IPP prisoners and offered to discuss this with us later. What progress have you made on reducing the number of IPPs i) held beyond tariff and ii) who have been recalled to prisons. What is the projected population of IPPs in 2022 and 2030? Have you ruled out the use of legislative options?**

We continue to make good progress in reducing the number of IPP prisoners in custody, taking full account of our primary responsibility to protect the public. 616 IPP prisoners were released in 2017 – a greater number than ever before – and this despite there being proportionally more complex cases within the reducing cohort of IPP prisoners. During 2017-18, 48 per cent of all IPP oral hearings conducted by the Parole Board resulted in a direction for the prisoner’s release, while 25 per cent of other cases resulted in a recommendation that the prisoner be moved to open conditions. Nearly three in every four cases therefore achieved a positive outcome at oral hearing. Where the Parole Board, which is independent of the Ministry of Justice, decides that it would not be appropriate to direct release, that is because it concludes that the risk to the public is too great for the offender to be safely managed in the community.

As at 30 September, the IPP population in prisons (not including those back in custody following recall) was 2,598. This compares with 3,162 on 30 September 2017.

The IPP recalled population in prisons as at 30 September was 965, compared with 792 as at 30 September 2017. While the progress many individuals are making is positive, it should never be forgotten that these are prisoners who committed serious crimes and who were sentenced to indefinite custody because the court had identified the risk of further serious or sexual offences.
With more IPP prisoners in the community, an increase in the number recalled for breaching their licence conditions is a foreseeable outcome. Recall is an important protective measure. IPP offenders are not recalled for minor breaches: they can only be recalled where their behaviour and the nature of the breach indicates that the public is at risk of further serious violent or sexual offending.

- **The Sex Offender Treatment Programme was discontinued after an evaluation found that it increased the likelihood of reoffending. It has been replaced with programmes that have not yet been evaluated. More recent research indicates that factors relate to the delivery of the programme, including the involvement of experienced psychologists, may improve the effectiveness of such treatment. What are your observations about this and what do you see as the implications for practice?**

The treatment of men with sexual convictions is a complex issue and the subject of continuing research and international scrutiny. HMPPS’s programmes for this group have been designed to accommodate the features of successful programmes identified in research studies. The programmes have been accredited by the Correctional Services Accreditation and Advice Panel – a group of independent expert practitioners and academics who attest that the programme has been designed in accordance with the latest evidence about what works. At a local level, all programmes for men with sexual convictions are managed by specially trained and experienced staff (forensic psychologists and probation professionals). All accredited programmes are subject to evaluation by the Ministry of Justice.

- **An MOD has been developed for older prisoners. We heard that this is explicitly not a strategy. There had been an expectation that a strategy might be forthcoming following the formation of an advisory group on older prisoners. Do you intend to devise a strategy for older prisoners? If no, why not?**

We have not made any commitment to produce a strategy for older offenders, as this is not necessarily the best way to address the issues involved. Instead, we are considering whether other approaches, such as mainstreaming older prisoner considerations into policy development work, might be more appropriate and effective.

The number and proportion of older prisoners in the prison population has increased and this is projected to continue. We have undertaken work to examine current provision, in order to identify best practice and any gaps in provision. Gaps in evidence and data are also being examined. Our aim is to provide safe, decent and suitable services, accommodation and support for prisoners of all ages. The Model of Operational Delivery for older prisoners gathers together key evidence, relevant literature and good practice examples from across the estate to aid governors in their planning. It was developed in consultation with a wide range of stakeholders, including the Prison Reform Trust, the charity RECOOP (Resettlement and Care of Older Prisoners), and the Association of Members of Independent Monitoring Boards. While it cannot, by itself, overcome the physical limitations of parts of our estate, the MOD does provide a means of improving the services and care provided for older men, including those with acute levels of need.

More generally, HMPPS has developed a consistent, national approach across prisons for supporting all prisoners with care and support needs. Prison Service Instruction 03/2016 Adult

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Social Care sets out clear requirements for prisons when dealing with the social care needs of older prisoners and other vulnerable groups.

12. You wish to adopt a “back to basics” approach to prison decency and are inspecting prisons to establish a baseline of the current situation and will then monitor improvement using KPIs. The Chief Inspector told us that the Ministry rejected 4 of the 5 recommendations made in its living standards report. What specific standards of safety and decency are you seeking to meet in i) existing prisons and ii) newly built ones? How would these differ from the Inspectorate’s standards set out in their Expectations?

HMPPS has successfully piloted a new Living Conditions Programme in five establishments, which is scheduled to go live with the first formal audits this month. Scores from these audits will form part of the assessment for which the Prison Performance Tool has been developed. The audit baselines closely align with the Inspectorate’s general expectations. There are, however, some differences of detail, which has meant that we are not able to subscribe to all of the expectations in their entirety. For example, HM Inspectorate expects that cells and communal areas will be clean, free of graffiti and offensive displays, well lit (including adequate natural light) and well decorated. HMPPS has the same expectations. But HM Inspectorate also expects prisoners to be held in uncrowded accommodation. While this is desirable, it is simply not possible for HMPPS to meet this expectation, given the current population and available capacity.

The Living Conditions audits will focus on meeting basic standards of decency and cleanliness. The baselines are the same regardless of the age of the prison, but the age, fabric, and layout will be taken into account. Issues of national concern will be escalated, but local management teams are empowered to be innovative within their prisons. HMPPS will gather best practice and share it across the prison estate to encourage wider improvements.

- Are the expectations of the HMIP and recommendations made against them realistic?

HM Inspectorate’s expectations correspond with our long-term vision for the prison estate. Achieving that vision depends upon making major changes, and these will take time. In the meantime, we believe that inspections of our older prisons should take account of the limitations imposed by the nature of the buildings, and other constraints such as the need to accommodate all those sent to custody by the courts.

13. We heard that in addition to issues recruiting and retaining prison officers there are shortages of other staff in prison, including governors and specialist non-uniformed staff such as nurses, instructors, workshop supervisors and psychologists. What is your assessment of the shortfall in staffing in these cadres and what is your plan for ensuring sufficient recruitment and retention?

Nursing staff are no longer employed by HMPPS, but by the NHS. We work closely with the NHS to ensure that there are sufficient nursing staff across the prison estate to meet the needs of the population.

Nationally, there is no significant shortage of any of the other grades listed, but there are some regional shortfalls, particularly in areas where the labour market is competitive. In the south east of England, we are recruiting junior governors through a direct entry scheme. From this autumn, we expect to obtain an increasing number of trainee managers and future prison governors from the Unlocked Graduate scheme, which has been successful in attracting high calibre graduates into the Prison Service in a similar way to the “Teach First” campaign.
Psychologists are managed at a functional rather than a prison level, which means they are able to provide services more flexibly. We continue to recruit psychologists and, particularly, trainee psychologists. While there is a steady supply of applicants, the nature of the role and the time needed to train and develop new staff can frequently mean that vacancies take a significant time to fill.

There are two projects to recruit caterers and workshop instructors and supervisors. While it is relatively straightforward to recruit generalist supervisors, there are particular challenges in securing instructors from specialist trades, and these can vary significantly from place to place. As with governor grades, the shortfalls are most acute in London and the South East. Under our reforms of prison education, our new contract arrangements are far more flexible, allowing governors a quick and easy means to appoint education contractors on a short-term basis to fill any gaps caused by difficulties in recruiting instructors or other staff engaged with education.

14. We have heard that there is a more challenging and complex mix of prisoners and that this is likely to continue to be the case over the next few years. What are the implications of this for operational prisons policy and the provision of rehabilitative and other services in prisons to meet these changing needs?

- We heard that services in prisons are often provided in silos and that there could be benefits from both more cross-disciplinary work and more integrated commissioning. How do you respond to this?

At the heart of our Offender Management in Custody model is a recognition of the importance of high-quality relationships, the environment in which rehabilitative work is undertaken, and being able to make a personalised assessment of an individual’s criminogenic and resettlement needs, risk and responsivity. The model is designed to be able to adapt to changing needs, at both the population and individual level.

When fully implemented, the model will make for a renewed focus on sentence planning and co-ordination. Through the key worker strand, it will ensure that all prisoners have a member of staff with whom they can establish a relationship of support and trust. Key work sessions will allow officers to support prisoners to feel calm, safe and settled. The focus of the role is to reduce the negative effect of imprisonment by coaching, guiding and encouraging. Officers will support prisoners to learn alternatives to the unhealthy strategies many adopt to cope with stress, including drug use and harming themselves or others. In this way, key work will help promote better engagement with the services and interventions that prisons can offer.

Responsibility for engaging the prisoner in the activities to promote his or her rehabilitation and for co-ordinating these, lies with the offender manager, who under the new model will be based in the prison. This will avoid potential duplication and ensure that the elements of the sentence plan are delivered in the right order. It will also ensure that risk is assessed in a holistic way, taking the risks of harm and of re-offending into account, but also considering positive factors that can increase the prisoner’s chances of resettling successfully into the community on release.

We are making prison governors responsible for education provision in their prisons once existing contracts end, commissioning locally the services they think are most appropriate in their individual prison. This will allow them to decide how best to structure their educational regime, and
who should deliver it. As proposed in our 2016 White Paper Prison Safety and Reform, a core common curriculum which focuses on Mathematics and English will apply in every prison.

Education training and delivery from a range of partners and organisations, to help address an individual’s complex rehabilitation needs in a co-ordinated way, are key elements of our enhancements to the Offender Management in Custody model. All prisoners will have a personal learning plan linked to their sentence plan, the aim being to join up the many different aspects of the prison regime across a range of activities and areas. The New Futures Network has an important part to play in this, by brokering a range of new partnerships between prisons and employers.

- **How do you respond to concerns from forensic psychologists that the prison service’s approach to assessing and managing risk has become overly narrow?**

Risk assessment is a complex and challenging process and HMPPS seeks to learn and develop from advances in the field. It is important to draw upon a range of areas that emphasise supporting and engaging the individual as an active agent in the change process, including the Good Lives Model; engaging prisoners as ‘listeners’ or peer mentors; the growing use of ‘enabling environments’ and Psychologically Informed Planned Environments for personality-disordered offenders; and prisoner self-service kiosks to facilitate planning and contact with families. HMPPS is in the process of recruiting over 700 probation officers, many of whom will be based in prisons, and is continuing to strengthen the psychology function, through recruitment and training and by better targeting of psychologists’ work.

**Objective 2: Ensure a sustainable prison population by exploring options for, and building confidence in, non-custodial sentences and by tackling reoffending through a cross-government approach.**

15. **You said that you were committed to looking at what more you can do to emphasise that short-custodial sentences should be viewed as a last resort. What is your definition of an effective non-custodial sentence?**

It is essential that the judiciary has confidence that non-custodial options both protect the public and also tackle the causes of re-offending, addressing offenders’ needs: for example, in relation to mental health or alcohol or drug abuse. As I go on to explain in answer to Question 21, HMPPS is working with sentencers to address their concerns in this area.

16. **Do you have the data and planning tools to understand the needs of the prison and probation population and to calculate what interventions you would need to provide or commission to achieve a 7% reduction in reducing reoffending rates?**

Because offenders have complex needs and because many departments and services are involved in addressing these, reducing re-offending is an enormous practical challenge. We are continually working to achieve a reduction, but we have not set a target. Our first priority is to get the basics right in prisons and ensure safety and standards of decency are improved.

Prisoners’ immediate needs are captured in the Basic Custody Screening Tool; the needs of those in statutory contact with the NPS are captured through the nDelius case management database; while Community Rehabilitation Companies have their own systems which perform a similar function. All offenders are assessed using OASys, the Offender Assessment System. The information gathered is then used to plan and manage delivery of interventions to help reduce the
likelihood of re-offending and/or to manage the risk of serious harm. Additional tools, including analysis of the prison and probation population using data drawn from assessments, convictions and case management systems, are made available periodically to support planning decisions at local and national levels. An updated tool, with data for 2018, is due be launched shortly. These data, together with other data sources, help identify the risks, needs and responsibility characteristics of the various offender populations, in order to target and develop services that reduce the likelihood of re-offending.

We are addressing gaps in our knowledge through collaborative data-linking programmes, working closely with other Government Departments, including HM Revenue & Customs (employment data), the Department of Work & Pensions (offenders’ access to benefits) and the Department of Health & Social Care (offender health needs). We make use of evidence from both domestic and international research on interventions proven to reduce re-offending, and we undertake our own research and evaluation to assess the impact of interventions on re-offending and other outcomes.

The cross-Government Reducing Re-offending Board is compiling evidence to build a complete understanding of where we can achieve the best value for money in terms of interventions and programmes aimed at reducing re-offending. This will help all Departments involved to focus interventions and future spend more effectively. The Board is looking at a range of issues, including accommodation, employment, mental health and substance abuse, all of which are linked directly or indirectly to reducing re-offending.

Recent technological developments also present enormous opportunities. By making systems much easier to modify, they have allowed us to take control of key operational databases that were previously outsourced. We have begun to connect those systems to each other. We have also developed a leading Analytical Platform, capable of applying the most powerful analytical techniques to the data and deliver real-time support to front-line staff and policy makers to aid decision making.

17. Please would you give us some specific examples of the costs of demand placed on prisons and probation through mechanisms that are outside the Ministry’s remit and control.

As a specific example, the introduction of the Sentencing Council’s definitive guideline on bladed articles and offensive weapons offences, which came into effect on 1 June 2018, is estimated to result in a need for around 80 additional prison places per year at a net cost of around £2.5 million (broken down as a cost of around £1.9 million in prison costs, and £620,000 in probation costs). Under the guideline, more offenders convicted for possession of a bladed article are anticipated to receive a custodial sentence compared to prior sentencing practice.

Figures are taken from the Council’s resource assessment:

Other wider factors that can have an impact on demand across prisons and probation that fall outside of the Ministry’s remit and control include crime rates and reporting levels; changes in crime trends and severity; and police resourcing and charging practice.

- Do you accept that there are limitations in your calculations of projections of the prison population, which do not include, for example, likely needs of population or impact of social policies?
It would be unrealistic to expect a forecasting model accurately to capture every aspect of the criminal justice system and prison population. Our modelling approach focuses on the most important factors, allowing us to produce forecasts that enable us to plan for the future. These include some aspects of need, where evidence exists (for example, on the number of ageing prisoners) but not for those where evidence is more limited. Similarly, we capture the impact of policies where there is a strong expectation that they will have an impact on the prison population, but not where the possible impact is more speculative, or not quantifiable. To take account of the inevitable limitations of any single forecast, we also produce estimates of the forecasting uncertainty and ensure that these are factored into departmental decision-making.

18. The probation consultation document refers to accommodation, employment and substance misuse as examples of what would be included in a “core probation offer”. There are long-standing issues with getting sufficient provision which meets each of these needs, with the criminal justice system essentially acting as a gateway to other public services. How specifically do you suggest these are best overcome when they are not within the Ministry’s direct remit?

- We heard that there is an absence of community-based drug and alcohol treatment and mental health treatment provision for people in contact with the criminal justice system. What are the Government’s plans to ensure that the impact of the absence of that treatment on the prison population is recognised and addressed?

*Strengthening Probation, Building Confidence* is very clear that it is not, and cannot be, the role of providers of probation services to deliver accommodation, employment, health or substance misuse services. It also emphasises how important it is for providers to work in partnership with other agencies including those such as local authorities and the National Health Service which have statutory responsibility, to ensure offenders can access the wider services they require to support effective resettlement and reduce re-offending. The document also outlines the work that the cross-Whitehall Reducing Re-offending Board will be doing to address this issue.

NPS divisions have explored co-commissioning opportunities with local providers to strengthen the support that can be given to offenders, and these are being developed. NPS Local Delivery Units are developing strong links with Police & Crime Commissioners to identify gaps in provision impacting on resettlement for offenders and there are emerging examples of innovative and collaborative initiatives with statutory and voluntary agencies.

In relation to health matters, HMPPS is committed to working closely with national, regional and local health sector representatives on:

- improving the knowledge, skills and confidence of probation staff to enable them to participate effectively in health commissioning processes, in order to promote the needs of offenders

- supporting probation providers to develop protocols to ensure that services are aligned to achieve successful treatment outcomes

- using available data, evidence and intelligence to identify gaps in provision and support the development of robust offender health pathways, based on a model of ‘what good looks like’
the Community Sentence Treatment Requirement Programme, which we have developed jointly with the Department of Health & Social Care

- supporting the implementation of Public Health England’s Continuity of Care Toolkit, to increase access to healthcare for offenders on release from prison.

19. We have heard that sentencing inflation is largely driven by legislation. What, if anything, would you and your fellow Ministers at the MoJ legislate on to reduce the prison population, if you had the opportunity?

The Ministry of Justice is focusing on the practical measures we can take to improve rehabilitation and reduce offending and re-offending. We want to see prison numbers come down, but no purpose would be served by adopting an arbitrary target. As we have said previously, short custodial sentences are too often ineffective, provide little opportunity to rehabilitate offenders and lead to unacceptably high rates of reoffending. That's why we are exploring potential alternatives. This work is ongoing and we have reached no conclusions at this time.

20. You told us in June that you were not sure that there was will amongst the public or parliament to reduce the prison population. What has the Ministry done to test the will among public and parliament regarding sentencing and the use of imprisonment?

As I mentioned when I gave evidence to you in December, in January last year the Sentencing Council commissioned an agency to undertake research in this area. The aim is to gain insight into people’s attitudes towards, and their knowledge and understanding of, issues related to sentencing and the wider criminal justice system. It will investigate what sources of information most influence people’s thinking about sentencing. The work will be published in due course, once quality assurance processes have been completed.

Parliament also has regular opportunities to consider the appropriate use of custodial penalties as new measures are put before it – for example, most recently in provisions on possession and sale of corrosive substances in the Offensive Weapons Bill and the extension of the extended determinate sentence regime in the Counter-Terrorism and Border Security Bill. I regularly take part in debates on the appropriate penalties for driving offences. These provide the opportunity for Parliament to test and debate the use of custodial and other penalties in tackling crime.

21. The former Chair of the Sentencing Council said that there was a lot of work to be done on regaining the confidence of the judiciary on community sentences. Whose role should it be to address this? What steps, specifically, is the Ministry of Justice and its Ministers taking and when do you expect to see results?

To ensure that sentencer confidence is addressed in our work to design the future probation contracts, we have:

- suggested minimum standards in relation to the form and frequency of contact with the probation service

- improved the delivery of unpaid work; and

- proposed to ask probation providers to develop low-, medium- and high-intensity services, to be available as part of a rehabilitation activity requirement. What level of intensity would be appropriate would depend on the severity and range of needs demonstrated by the offender.
We will set out our formal response to the consultation on the future contracts later this year.

We also recognise the importance of appropriate service to the courts. The NPS has developed a new Probation Instruction and associated guidance, aimed at enhancing the quality of pre-sentence reports and the handling of breach proceedings. At Divisional level, it has worked closely with the judiciary and the Community Rehabilitation Companies to ensure both that clear information is provided on the options available to sentencers locally; and also that the way in which proposed options are presented in pre-sentence reports demonstrates how they can address the individual defendant’s offending behaviour.

- In its recent draft guideline on intimidatory offences the Sentencing Council directed the courts to consider psychiatric assessments more readily for some offences, mindful of the need for proportionate use of mental health services. The Chair of the Council told us that it had to produce guidelines that were “practical and useful” and “there is no point producing some theoretical one that courts cannot implement because there are not the resources to do what needs to be done.” How do you respond to this? Should the Sentencing Council’s guidelines be constrained by the availability of resources in the justice system and from other agencies?

I see the force of the Council’s argument that guidelines should be practical and useful. The purpose of sentencing guidelines is to assist the judiciary to arrive at the most appropriate sentence in each individual case, based on the fullest possible information. In reaching those decisions, sentencers need to take proper account of the options available in their area.

22. What do you see as the role of the Ministry and HMPPS in testing and disseminating effective practice?

- What progress has been made by the unit set up in the MoJ to identify good practice from inspections and to promulgate it?

HMPPS’s Scrutiny and Intelligence Unit (SIU) is collating all external inspection reports (from HM Inspectorates, the Prisons & Probation Ombudsman and Independent Monitoring Boards), as well as internal assurance reports, to provide an online “library of good practice”, which practitioners will be able to view. The library will also provide contact information, so that interested parties can request a more detailed account of the activity highlighted. The SIU will produce a quarterly bulletin that highlights any new additions or updates of existing entries. HMPPS has also produced two best practice thematic reports with findings from the Risk Management Programme (on violence and self-harm) and from the Living Conditions pilots. These were distributed at the National Prison Safety Conference and sent to senior HMPPS leaders.

- What is your assessment of the evidence base on electronic tagging and the impact that this can have on reducing reoffending? What implications does this have for your proposal for expanding the use of tagging as a means of encouraging greater use of community sentences?

- What is your estimate of the potential impact on the prison population of increasing the use of electronic monitoring?

We keep under review evidence in relation to the effectiveness of electronic monitoring and we continue to build this evidence base through pilots and evaluations. We engage with other
countries to learn from their experience. It is important to remember that electronic monitoring is a tool that provides evidence of compliance or non-compliance with curfew requirements (or, now, with locational orders): it is not a solution in its own right. The evidence tells us that electronic monitoring can be most effective when used in conjunction with other interventions to support rehabilitation in the community. This builds and supports confidence in the use of those sentences. An example of the potential for increased use of electronic monitoring to have an impact on the prison population is last year’s changes to Home Detention Curfew, which has resulted in an increase of nearly 1000 at any one time in the number of offenders released on an electronically-monitored curfew.

- **What evidence is there that community sentences available to the courts are not sufficiently robust?**

Some community sentences are extremely robust. Our aim is to ensure that provision is consistently high across providers and throughout England and Wales.

- **What specific work have you done with HMCTS and the Sentencing Council to ensure that the data required better to understand sentencing and the implications on resources are delivered through the courts reform programme?**

Sentencing data and insight are a key element in our regular demand projections for the criminal justice system – including the prison population – which underpin our resource planning. While estimates of future demand depend heavily on historical sentencing data, we also engage with key stakeholders to feed in any expected forthcoming changes. This includes regular discussions with the Sentencing Council, to ensure we factor in the implications of any planned changes to sentencing guidelines. We will ensure that any changes in sentencing guidance are reflected in the Department’s plans, including those for court reform.

**Objective 3: Maintain a continued tight grip of departmental finances.**

23. **Your letter of 21 August stated that you had spent 0.2bn of the £1.3bn allocated to the prison estate transformation programme and planned to spend a further £0.4bn between then and 2020/21. How has this financial provision changed in the light of the government’s decision that the public sector will rebuild both Glen Parva and Wellingborough?**

We had originally been planning to spend around £0.4 billion on prison estate transformation between now and the end of 2020-21. As announced in the Budget, we also now plan to build the new prison at Glen Parva using public capital. We cannot, at this stage, give a specific figure for the expected cost but, by way of illustration, the cost of HMP Berwyn, built in 2015-16, was £220 million. All costs associated with the redevelopment will be subject to planning approvals, and value-for-money and affordability tests.

24. **Your letter of 21 August states that financial plans for 2019/20 continue to assume flexibility between capital and resource funding and flexibility from HM Treasury in areas of emerging risks. Does this mean that planned capital projects may not go ahead, or that realisation of assets e.g. from prison land sales, may be used as resource funding rather than going into new builds?**

Our current financial plan assumes that any revenues received from sale of existing sites will be used to fund prison estate transformation.
25. Your letter of 21 August states that Glen Parva and Wellingborough will provide sufficient new capacity to cover the conservative trajectory for population growth. Originally, the plan was to close older prisons and to replace them with new ones. What is your current plan for Rochester and Hindley which were earmarked for closure and rebuilding but have not been due to population pressures?

We are committed to delivering up to 10,000 decent prison places, providing the physical conditions for governors to achieve better educational, training and rehabilitative outcomes. We continue to keep the redevelopment of Rochester and Hindley under review as part of our prison modernisation programme while we explore funding routes, including through private investment, for the delivery of the remaining prison places. We expect to be in a position to make a decision on the future of these prisons early in 2020.

Under the 2021 Vision for the Adult Male Estate, HMP & YOI Rochester will continue to perform a training function – for which there is already good infrastructure – as will HMP & YOI Hindley. In order to meet the geographical demand for resettlement places (applying the principle of closeness to home), both prisons will also have a resettlement function.

- **We heard concerns from the Prison Governors Association about the potential for training prisons to become remand centres which have historically had a poor reputation and poor outcomes. How do you plan to mitigate the risks?**

We are not creating remand centres. Through reconfiguration we are simplifying the adult male estate into three functions – Reception, Training and Resettlement. To match the type of prison places to need, we are reducing the number of prisons serving the courts. This means that some prisons which currently serve courts will no longer do so. No prisons are gaining a reception function through reconfiguration, however. All reception prisons will have also a resettlement function. No prison will reconfigure until all stakeholders are agreed that the establishment is operationally ready and that it is safe to do so, following a thorough readiness assessment.

- **We heard that there are restrictions on access to open prisons for some prisoners who would be likely to benefit from such conditions. Do you intend to review these criteria to optimise the use of the prison estate?**

Open prisons are a valuable resource, providing a regime that supports the safe and successful resettlement of suitably risk-assessed prisoners. There is no automatic progression to open conditions and prisoners must be considered individually. Only those assessed as low risk of harm, trustworthy as regards the low conditions of security, and generally within two years of release may be categorised and allocated to an open prison.

We are revising the categorisation process to focus on a broader definition of risk, and to draw on a wider range of information and intelligence, so as to ensure prisoners are placed in the most appropriate security conditions. This will include an assessment for open conditions that takes specific account of the proximity to the community and the nature of security in those prisons. As part of this, we are also exploring the possibility of modifying the time threshold, so those within three years of release are generally eligible to go through the assessment process for open conditions. Public safety remains our first priority: prisoners will still need to be assessed as low-risk in order to be categorised as suitable for open conditions.
26. Now that you have improved your data and understanding of departmental costs are you in a better position to tell us how much you intend to spend on education and training in this financial year, and how that compares to per capita costs over the last 5 years?

For this financial year and next, spending on frontline education and training will remain at £130 million per annum.

The education budget has remained at the same level over the last five years. Funding was allocated to the Department for Education as ring-fenced provision by H M Treasury in the Spending Review of 2015, and was transferred to Ministry of Justice via a machinery-of-government change in 2016-17.

The Chief Secretary to the Treasury has asked us to review spending on our education services at the end of 2019-20, to form a clear picture of what is being delivered under the new purchasing arrangements, which we are committed to evaluating.

In the new education contracts, which go live in April, we have negotiated a better value deal with our suppliers for core services – English, Mathematics, and Information Training. This makes it possible for us to invest any budget not spent on our core services in the new dynamic purchasing system, which enables prisons to buy more localised, tailored educational support, such as forklift-truck-driving courses.

27. We asked in our letter to you in July for an estimate of ongoing staffing and recruitment costs up to 2022. You explained that the funding was yet to be agreed for 2019/20 and beyond. With respect, that was not what we asked. Are you reticent to being transparent about the further projected costs of managing the predicted level of population? If so, why?

We see no benefit in providing an estimate at this stage, as costs from 2020-21 onwards are subject to a number of variables for which we do not at present have sufficient data.

28. The Ministry is working in partnership with Civil Service Learning to provide a fully-costed leadership development strategy which will include the resources needed, including for any potential staff college, and all other training interventions for governors and managers. When do you expect the strategy to be ready and what is the timetable for its implementation?

The Ministry is facing considerable financial pressure. At present it will be a challenge to put in place a fully-funded leadership strategy. However, work continues on developing the strategy, with particular focus on leadership development in the 10 Prisons Project. Other work is also under way, including the HMPPS Strategic Leaders Programme and a leadership review.

The HMPPS Strategic Leaders Programme (previously referred to as the Staff College or Governing Governor programme) will provide an opportunity for our most senior operational leaders to consolidate and develop their leadership skills in order to improve capability across the business. A project plan has been created for the implementation of the programme and we are liaising with the trade unions, equalities teams, potential providers and the Chartered Management Institute to develop it further. The majority of the required research for the programme has been completed and a first headline proposal will be ready shortly, with the final product due to be open for applications in May.
In addition, the HMPPS Leadership Development Team is conducting a leadership review at all levels of the organisation. This includes clarifying what good leadership looks like in HMPPS, a thorough assessment of leadership skills, knowledge, behaviour and mind-set, an improved evaluation strategy of current and future learning and a review of other organisations’ leadership development arrangements, to identify gaps and opportunities, enabling us to make an enhanced leadership offer, including clearly established pathways of recommended learning for managers and leaders at all levels across HMPPS. It is planned to launch this in March.

29. Does guidance exist on how to manage changes to the role (nature of prisoners) and purpose of individual prisons? If so, may we have a copy of it please?

I enclose copies of the guidance.

Models for Operational Delivery (MODs) have been published to assist governors in understanding their populations and delivering the function of their prisons. There is a MOD for each prison function – reception, resettlement and training – and for a number of sub-cohorts of prisoners, to support governors in planning for changes in both purpose and population.

Most prisons will not see a significant change to either their function or population; a small number of prisons will experience a more substantial change. Specific support will be provided to each establishment to plan and implement the changes required. Governance procedures are in place to manage and monitor the changes and a readiness assessment has been devised in conjunction with key stakeholders. A prison will only move to the new model once all stakeholders are satisfied that it is operationally ready and that it is safe to do so. Reconfiguration will take place in phases, to enable us to monitor the change and capture and respond to lessons learned.

30. What is your assessment of adequacy of funding available for infrastructure projects to improve ICT which have been demonstrated to improve access to education and family ties?

We are making a significant investment in enhanced provision. A further £10 million is being provided to fund in-cell telephones to help prisoners maintain family ties and increase their chances of rehabilitation. 50 public sector prisons will have this facility installed by March 2020. We are also piloting in-cell laptops in two prisons (HMP Berwyn and HMP Wayland), and are carefully assessing the outcomes of the trials to see if a larger roll-out would be justified.
Model for Operational Delivery: Overview and background

Supporting effective delivery in prisons

Version 1.0, April 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners can be placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate; sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) protected characteristics and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security reform programme, the new Offender Management in Custody model and a £3 million national intelligence hub should improve safety and security arrangements around drug testing and the tackling of drones entering prison airspace; and also increase the number of frontline Prison Officers at Public Sector Prisons in the adult male estate, which should go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
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Please read this MOD document in conjunction with:
   • The relevant Prison Core MOD
   • Any relevant Specialist Cohort MOD
Overview and background to the Models for Operational Delivery

Models for Operational Delivery (MOD)

- Statement of purpose
- Contextual landscape
- Approach to development
- Principles of Design
- Evidence base
- Functional Strategy
- Details of Services and Activities
- Outline of Regime
- Process Maps
1: Statement of Purpose

What is a Model for Operational Delivery (MOD)?

The purpose of the MOD is to be the key supporting toolkit to help prisons deliver their function. MODs have been developed to support the reconfiguration of the male prison estate into three main prison functions – Reception, Training and Resettlement – and to enable Governors and Commissioners to tailor and commission services according to that function and the cohorts of prisoner the prison will hold. We have also identified ‘specialist’ cohorts where consideration is needed of how best to meet their needs and manage them effectively. MODs are being developed for these cohorts of prisoner to enable a service which is appropriately tailored to the needs of each, at each stage of their journey through the prison estate.

MODs have been designed to reflect and support the core ambition of the Prison Safety and Reform Programme to raise standards, ensure equality, empower Governors and ensure prisons are places of safety. It has also been designed to support Her Majesty’s Prison and Probation Service’s (HMPPS) aim of being a world class operational delivery organisation.

The MODs sets out how a prison could, rather than must, operate. It is based on a comprehensive analysis of the evidence relating to the cohorts of prisoners each type of prison holds. A MOD does not overwrite Prison Service Orders (PSO) or Prison Service Instructions (PSI) or forthcoming Policy Frameworks.

A MOD should help prisons understand the evidence base and ‘what good looks like’ for the cohorts of prisoners they hold.

It includes the following elements:

- explanation of the function of prison types; and
- analysis of the evidence base (using latest segmentation data) that sets out the nature of services/activities that will best meet the need of the population.
Who is the MOD for?

The MOD is designed for a variety of audiences and these considerations have informed the development of the structure and content of the MOD and how it should be used.

The MOD will complement and enable key facets of prison reform. It provides empowered Governors with a toolkit to develop their own business plans and make effective, evidence-based funding and commissioning choices at a local level.

It can be used by Commissioners as part of the commissioning process. HMPPS can use the MOD to ascertain changes in resource from a national and local perspective. Prison Group Directors can also use it to align the strategic direction of a group to support them to achieve more through a combined effort, and to support and enable change and assure delivery at a local level.

The MOD can also be used by privately managed prisons. Directors and staff in private prisons should use the MOD to inform their own existing delivery models from which they can develop their own local operating models, particularly if they are changing function as a result of reconfiguration.

The National Probation Service (NPS) and Community Rehabilitation Companies (CRCs) can also use the MOD to help them understand and plan to adapt to the future estate changes that will be delivered through reconfiguration.

How will the MOD affect resources?

Where there is a significant change to a prison’s function or population mix, the MOD (in conjunction with delivery requirements set by Commissioners and the Prisons Directorate) will support the review of resources, with a view to ensuring they remain aligned to delivery requirements. For public sector prisons, the benchmark methodology informed by the MOD will remain the building block that is used to determine staffing resource and will be underpinned by a challenge process to enable Governors to identify any risks to local delivery that have not been considered. For private sector prisons, normal contractual negotiations will remain in place to manage change. In both instances consultation with trades unions will be undertaken.
2: How the MOD relates to other aspects of Prison Safety and Reform and legislation

The MOD has been purposefully designed to reflect and align with the wider Prison Safety and Reform Programme. This is articulated below for a number of key areas. The MODs are iterative and will be updated to reflect new priorities and reform initiatives (i.e. HMPPS Offender Management in Custody Model (OMiC) and Education Reform) or changes and additions to the evidence base or Policy Frameworks.

Governor Empowerment Framework

At the core of the vision for a transformed prison system are prison Governors who are empowered to set and deliver the strategy for their prisons, so they can do more to help offenders turn their lives around. Giving Governors the authority they need will put real power in the hands of those who know best what will work in their prison.

To deliver real change, Governors need to be free to innovate and try new approaches. They must be able to make things happen, which means they must have the authority to make decisions about the staff and skills required, the way the prison is run, the services prisoners need, how they are delivered, and how they spend their budget. They will need to influence partners and stakeholders and build or embed collaborative relationships with them - using evidence to support their decision-making.

Governors in all prisons will have the following freedoms:

- **staff and regime** – covering workforce planning and Governors’ freedom to decide their staffing structure, development of localised recruitment arrangements and the ability to design the prison day to meet local need.

- **services within Prisons** – covering:
  - **health** – Governors have greater input into decision making about health provision, enabling them to work with NHS Commissioners and clinical experts in the planning, securing and monitoring of health services to meet the needs of the population in their prisons. This is an opportunity for Governors to analyse their population breakdown and better tailor services to their needs, enhancing the offer to prisoners and providing an opportunity to develop a new good practice model;
  - **accommodation** – Governors work with probation providers and Local Authorities to help ensure prisoners are able to secure settled accommodation upon release;
  - **family services** – budgets are devolved, giving Governors flexibility and discretion to put in place the services that best meet the needs of their prisoners;
- **education** – much more freedom to put in place a learning offer that meets the needs of both prisoners and employers. Successor education contract arrangements will see Governors deciding how they want education delivery organised in their prison;

- **work** – Governors are able to target training and work in their prisons to match more closely the needs of the local labour market; and

- **finances** – Prison budgets are delegated to Governors in order to deliver the strategy set out in their performance agreement. Governors have the ability to determine how they spend their delegated budget, including the flexibility to transfer between the pay and non-pay budget and are held to account over how they spend it.

- **contracts** – We are ensuring that Governors understand the contracts within their prisons, to enable them to maximise the benefits from these. They also have a greater say over where they can purchase goods and services, which is enabled by access to a contract register and freedoms to commission some services locally.

- **deregulation** – We are empowering Governors to make decisions about the way their prison is run through the deregulation of centrally set operational policies. Prison Service Instructions (PSIs), Prison Service Orders (PSOs) and outcomes from custodial service specifications are being deregulated and either cancelled where they are no longer needed or replaced with Policy Frameworks which aim to reduce central prescription, clearly setting out the minimum mandatory requirements to ensure a safe, decent and lawful system providing consistency across the prison estate where deemed necessary. Governors will always need to comply with the mandatory requirements in Policy Frameworks, but they will have greater discretion, empowering them to develop bespoke approaches which meet the needs and challenges of their prison. We are prioritising those operational policies which provide the greatest scope for engaging offenders in rehabilitative activities or which are of strategic importance to Prison Reform, alongside other Policy Frameworks which are ready to proceed through governance. Existing PSIs, PSOs and custodial specifications will remain in place until they are cancelled or replaced with Policy Frameworks.

The role of HMPPS will evolve to support and advise Governors, enabling them to develop and deliver their strategy, rather than HMPPS setting the direction on their behalf. It will also identify, promote and share innovation and excellent practice. Governors will be clear about what they must do. They will also be clear that that they have the mandate to make change, rather than seeking permission for it, with the Centre supporting them to do so. Further information on empowerment can be found at the following [link](#).
The MOD for each prison type/specialist cohort is a key part of how HMPPS provides support to Governors to develop their own business plans and implement their local operating models. Prisons have the freedom to deviate and tailor the recommended services or processes to better meet local requirements.

**Accountability**

Empowered Governors will be accountable for the decisions they make and what they achieve. They will also have responsibility for ensuring that they have the right systems and assurance processes in place. Prisons must still operate as a cohesive national system, meaning Governors’ decisions must continue to be taken with consideration of the impact on the wider system. The Performance Agreement (PA) replaces Service Level Agreements.

There will be a phased introduction of three year PAs. The three year PA includes:

- Operational capacity;
- A budget;
- Performance measures;
- Bespoke services and regime;
- Description of how the prison will be held to account; and
- A three year strategy for the prison, which will be developed by the Governor, or a single three year strategy for prisons which are grouped geographically or by function.

Performance measures, focusing particularly on safety and security, were introduced. The performance measures are based on the four purposes of prisons, which are:

- Public Protection;
- Safety and Order;
- Reform;
- Preparing for life after prison.

Where applicable, targets will be set against measures that are introduced as part of the commissioning round. The current performance measures include some existing measures as well as new ones. Performance measures are being introduced using a phased approach as some measures, because of their complexity, take longer to develop. These will be added to performance agreements in future years.

The MOD influences but does not set the PA or specific targets. It does not determine the amount of commissioned provision; i.e. the number of accredited programmes or education places. The MOD can and should be used by Commissioners to assist making effective commissioning decisions.
Offender Management in Custody Model (OMiC)

The OMiC model is a vital part of making prisons safer. It re-shapes the way in which individuals are managed and introduces key worker activity to assist and challenge prisoners to make the most effective use of their time in custody. It will support Governors’ development of more rehabilitative cultures in their prisons to deliver supportive environments for both prisoners and staff.

HMPPS will recruit additional staff in both public sector and privately managed prisons to implement the OMiC model. More officers on the landings will create safer prisons and will allow everyone in a closed male prison to receive a core service of:

- basic screening;
- sentence co-ordination;
- a key worker; and
- access to appropriate interventions; and
- handover to the community responsible officer.

A specialised service will be provided for selected cohorts of offenders including those serving longer sentences and Care Leavers. A dedicated prison offender manager will be allocated to conduct a full assessment, manage the sentence and provide individualised supervision.

The new model changes the policy for long-term prisoners allocated to the NPS. For them the community offender manager will not be assigned until the pre-release phase of the sentence and they will instead have all offender management provided by the prison offender manager. This change makes governors responsibility for offender management during the custodial period clear.

The model requires a clear focus on quality of offender management delivery. In both public and privately managed prisons there will be a requirement for a manager with a probation qualification to oversee and lead this work. In public sector prison this role will be delivered by Senior Probation Officers who are deployed from the NPS and in privately managed prisons there will be a requirement for a manager with a probation qualification to undertake the work.

Governors will be provided with a framework of how the new OMiC model will operate. Within this model there will be a number of mandated ‘red lines’ such as compliance with Job Evaluation Schemes, operating within budget and ensuring delivery of 45 minutes’ key worker activity for each prisoner. However, Governors will have a number of freedoms available to them in order to ensure that they are able to design staffing structures and a grade mix of staff which best supports their individual establishment to develop a more rehabilitative culture.

Further information on how OMiC will work, what is happening, when and how it will affect specific prisons can be found at the following link. Lessons learnt from the pathfinder establishments will also be shared to ensure we can continually improve the implementation and delivery.

This specification is aligned to the OM delivery models and the changes the introduction of OM will have on the overall resource and delivery of services which
have directly informed the detailed cost model. The resource impact will include introduction of the keyworker, the change in policy for longer term NPS allocated prisoners to have the offender manager located in the prison rather than in the community for the core custodial period.

**Transforming Security**

The reconfiguration of the prison estate being delivered under PETP creates opportunities for positive change in security but also challenges us to make sure the more permissive environment and regimes are not subverted or undermined through serious criminality.

This changing landscape presents an opportunity to align our security strategy with our enhanced intelligence capability and ensure that decisions are led by a solid understanding of what is happening within the system to ensure our future resilience.

Whilst security remains an area that is difficult to quantify in data terms, finds of phones, drugs and the use of drones continues to rise within prisons suggesting that prisons are becoming less secure. Escapes from prison remain extremely rare, and levels have been consistently low in recent years.

The current model by which we assess the risk that offenders pose reflects our focus on preventing escapes and was not originally created to take account of the nature of modern criminality, and the ability to continue harming the community. We need an improved system that supports establishments to address this broader understanding of risk as well as continuing to prevent escapes. Our present tactics are not effectively controlling this wider threat effectively, and this work will seek to understand why and address this.

**Health care services**

NHS England is responsible for the commissioning of all health services (with the exception of emergency care, ambulance services and out-of-hours services) for people in prisons in England. The range of services which are directly commissioned for prisons includes secondary care services (hospital care) and substance misuse services in addition to the continued commissioning of medical, mental health, dental and ophthalmic services.


A partnership agreement has been in place to support the commissioning and delivery of healthcare in English prisons since the introduction of the Health and Social Care Act (2012). The Prison Health Partnership (of NHS England, Public Health England and Her Majesty’s Prison and Probation Service) has, for five years, driven improvements to the commissioning and delivery of healthcare in prisons in England.
This National Partnership Agreement sets out:

- The defined roles of the five partners
- Our commitment to working together and sharing accountability for delivery through our linked governance structures
- Our core objectives and our priorities for 2018-21, and a link to the work plans that provide the details of the activities to deliver our priorities
- How we are working together to improve our data and evidence so that we can better understand the health needs of people in custody and the quality of health and social care services delivered to people in prisons.

Our priorities are to:

- Continue to work collaboratively to improve practice to reduce incidents of self-harm and self-inflicted deaths in the adult secure estate, by strengthening multi-agency approaches to managing prisoners at serious risk of harm and further embedding shared learning.
- Continue work at all levels to reduce the impact of substance misuse (including from the use of psychoactive substances), to address the risks of misuse and resultant harms, and to ensure the right help is available at the right time.
- Work together to improve the mental health and wellbeing of our population, securing timely and appropriate assessment, treatment and transfers of care, and to focus appropriately on the mental health needs of those with protected characteristics.
- Support the continuing improvements to health and social care outcomes for older people and those with serious illnesses (prevention, diagnosis, treatment and palliative care) and end of life care, through the implementation of evidence-based best practice according to the specific needs of the population and the individual.

Health care is devolved in Wales and primary health services, (including mental health and clinical substance misuse services) in Welsh public sector prisons are commissioned by Local Health Boards and delivered by NHS Wales.

The Service specification: Integrated mental health service for prisons in England, published in March 2018, may also be of interest.

Further general information on health care for prisoners can be found [here](#).

**Digital**

HMPPS has undertaken improvements to the use and capability of digital networks and tools within public sector prisons to support the rehabilitation of prisoners, developing their self-managing capability and personal responsibility. In developing the MOD, digital tools have been an important consideration as they are a key enabler of how services can be delivered differently. The MOD will be amended to take into account developments in digital services as and when they occur.
**Legislation and the Equality Act**

The MODs (and the cohort strategy underpinning it) are aligned to and do not cut across The Prison Rules (1999). The MODs have also been scrutinised and informed at every stage through equality analysis consistent with the responsibilities under the Equality Act (2010) and the three limbs of the Public Sector Equality Duty (PSED) defined within the Act.

Prisons also need to comply with the Human Rights Act (1998) and give due consideration to human rights in the planning, management and delivery of their work.

The Homelessness Reduction Act (2017) places a duty on prisons to refer individuals at risk of homelessness to their local housing authorities.

**The Equality Act (2010)**

The Equality Act mandates that public authorities must, as part of the Public-Sector Equality Duty (PSED), in the exercise of their functions:

- Eliminate unlawful discrimination, harassment, victimisation and any other conduct that is unlawful under the EA 2010 on the basis of a ‘protected’ characteristic;
- Advance equality of opportunity between persons who share a protected characteristic and those who do not share it; and
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

All prisons, regardless of their function, will need to ensure they focus on people with shared protected characteristics and consider potential disadvantages suffered by groups with protected characteristics and how these can be mitigated. This applies to both prisoners and staff.

To maintain an effective regime Governors will seek to promote equality of opportunity and outcomes through inclusion and address any issues that can lead to direct or indirect discrimination, taking proactive steps to prevent or address disproportionalities such as addressing challenges associated with staffing profiles that are not representative of the prisoner population. This must further include the pursuit of reasonable adjustments for people with a disability.

Any subsequently developed local operating models must embed equality from the start, to comply with legislation to deliver equality of outcomes for rehabilitation in an inclusive regime. Prisons must consider each protected characteristic, although the volume of activities, services and adjustments will be proportional to the demand and need.
Prisons must also ensure they monitor and assess how their actions affect equality. Equality monitoring information needs to be collected within 72 hours of prisoners entering the establishment and recorded on Prison-NOMIS. Her Majesty’s Prison Service is legally obligated to monitor and continually review equality impacts. All relevant forms of monitoring should furthermore consider equality and human rights to ensure that HMPPS can correctly monitor and evaluate treatment and outcomes for prisoners.

Prisons which, due to their location, cannot attract an ethnically diverse staffing profile yet have a significant Black and Minority Ethnic cohort must recognise and seek to counter the potential disadvantages for those prisoners, associated with this disparity. This principle would apply equally to other protected characteristics that the staffing profile fails to reflect.

The MODs and cohort strategy help ensure each prison understands the needs of the cohort(s) they hold, and also how protected characteristics cut across the cohort definition. Although the implementation of any regime ultimately sits with the establishment, each reconfigured site will be allocated a reconfiguration lead from PETP. They will work with them to identify risks across all areas including equalities issues and provide advice on implementing a regime that fits the requirements of all cohort types they hold.
3: Approach to Design

How has the MOD been developed?
The aim in developing the MODs is to support prisons to provide an appropriately secure environment that treats prisoners safely and decently, protects the public and reduces reoffending by providing effective and appropriate Reception, Training, Resettlement and specialist facilities.

Four key design principles have been used as the building blocks which have underpinned the development of the MOD. These are:

1. The approach to organising the estate based on a cohort strategy. The cohort strategy identifies the specific cohorts of prisoner in each prison type in the transformed estate and uses this to determine the function of each prison. This provides clarity for the prison and commissioner and facilitates the delivery of more effective services.

2. The theoretical principle of rehabilitative culture shared by all prisons, which recognises that for any prison to achieve improved outcomes around rehabilitation the core building blocks of a safe and decent environment must be in place.

3. The evidence base for the specific cohorts of prisoner. By understanding the risk and need profile of the individuals a prison holds, it enables the identification and articulation of the nature of services and activities that can best meet those needs.

4. The core processes and regime deliverables (where appropriate) that change as a result of the reconfiguration of the prison estate and changes to the offender flows. Areas which will see the largest amount of change have been identified and for the first time redesigned to maximise efficiency and effectiveness and set out in process maps. Consideration has also been given to the outline of the regime for different types of offender.
3.1: Cohort strategy

The cohort strategy underpins the transformation of the estate by changing the way different cohorts of prisoners are grouped together, allocating these to specific prisons and determining the function of each establishment based on the cohorts of prisoner it holds. There are a number of defined cohorts that determine the allocation and flow of prisoners through the estate, broadly these are:

- Reception Prison cohort;
- Training Prison cohort;
- Resettlement Prison cohort;
- FNO Specialist Prison cohort; and
- Specialist health and care needs cohorts (Including men convicted of sexual offences).

The prison estate is being organised in this way to best meet the differing needs of these cohorts. By accommodating cohorts of prisoners that share characteristics around sentence, risk and need in these broad functional types of prison and risk category it enables us to design a system that is more efficient and effective in meeting their needs.

Each prison in the estate will have a primary function based on the predominant cohort they hold of Reception, Training or Resettlement with security category overlaid.

Some prisons will also have a secondary function. For example, a prison could have a primary function of Reception and a secondary function of Resettlement. Prisons with a secondary function will hold prisoners with similar needs wherever possible.

This way of organising the estate will provide clarity of purpose, enabling clearer accountability between the function each prison has, and the outcomes the Governor is expected to achieve.

The cohort strategy has enabled the development of bespoke evidence packs for each prison type setting out the needs of each cohort and the nature of services that meet those needs within the financial envelope available. Prisons on a Page (POAP) is a visual representation of the cohort strategy.

Clarity on the cohorts within any prison, their needs and the services required to rehabilitate them should enable both Governors and Commissioners to target resources more strategically and efficiently. The cohort model also enables the improvement of services in relation to protected characteristics.
Purpose of prisons on a page (POAP)

The diagram below is a visual representation of the cohort strategy, prison functions and the estate configuration. It is not designed to be an exhaustive or complete set of requirements by either prison function or cohort definition but rather draws out those elements considered worthy of specific highlight.

The POAP can be used by Governors, Commissioners and service providers, as an ‘at a glance’ guide to understanding the prison estate, the people it serves and the regime it provides.

The cohort strategy upon which the prison estate is built enables us to determine and describes the function(s) of a prison through the lens of the population it holds. This flexible approach to constructing the prison estate and populations will enable us to respond to future changes in population or priorities.

The POAP can also be used to understand a prisoner’s journey through the system.
Building block approach

A building block approach to the prison estate and its population was taken as illustrated in the diagram below:

- Information and evidence relating to each cohort informs the design of the models for operational delivery (MOD).
- The volume of each cohort group determines the type or function(s) of a prison.
- A set of principles is applied to each cohort to determine where in the estate they should be allocated.
- All prisoners are identified within a specified list of cohorts.
- Security category is overlaid on the prison type/function.
- Three types of prison are identified: Reception, Trainer, Resettlement. Prisons will be described by its primary function but prisons can have more than one function where the cohorts it holds require it (Primary: Secondary: Ancillary).
Prison functions

Almost all prisons will have a maximum of two functions. Some will have a single function. Reception Prisons will also have a resettlement function.
3.2: Making prisons places of rehabilitation

“Prisons need to be places where those in custody are safe and secure, where they are provided with opportunities for personal growth and are treated as individuals, where we encourage hope and the belief in the potential to change, along with developing the tools and skills they need to build a better future. None of this is easy but it is the right thing to do.”

-Michael Spurr, Chief Executive HMPPS

Everyone in prison has a role to play in creating the right culture for rehabilitation. It is important that each prison works to involve and engage everyone in a prison community so that they understand, and actively participate in, defining and developing the best culture you can.

The senior leaders in an establishment play a critical role in the culture. Their vision for the establishment, level of understanding of and support for a rehabilitative culture and the extent to which their behaviour supports the principles of a rehabilitative culture are key factors in how rehabilitative a culture is. As part of supporting a rehabilitative culture, leaders help to generate hope and encourage the engagement from others. The leadership and drive for implementing cultural change is then provided by the senior leaders, the wider staff group and those in our care.

The first step towards having a rehabilitative prison is being safe and decent. This provides the headspace needed for people to be able to think about change. How we achieve this sends an important message about our culture. A strong rehabilitative culture then provides the setting for other structured offending behaviour work to happen and be effective before focussing on resettlement needs.

The culture should be supported by the consistent and fair use of authority. Staff interactions with prisoners need to be meaningful, consistent and constructive for them to make a difference. It is essential that staff have the right attitudes and skills to tackle criminal attitudes whilst using everyday interactions to coach self-management and self-motivation.

Rehabilitation means addressing the reasons why people commit crime; it involves helping people to think differently or behave differently so they can live a law-abiding life.

Successful rehabilitation involves a balance between control and flexibility. A rehabilitative culture handbook has been developed to assist Governors and staff at all levels within a prison to develop a culture that will help reduce violence, stress, suicide and self-harming behaviour and subsequently reoffending.
REHABILITATIVE PURPOSE
A shared understanding of the purpose of the prison so that rehabilitation is the
default consideration in all interactions and decisions. The environment supports the
purpose of the prison. Use strong visual images, posters, messages and careful
language.

PROCEDURAL JUSTICE
A key element of safety and decency is procedural justice which helps individuals to
feel that they are being treated fairly, equally and decently. There are four conditions
which need to be met in order for someone to perceive they are being treated fairly:

1. **Respect.** Procedural justice requires that people are treated respectfully and
courteously in the way they are dealt with by the authorities, to feel their
dignity and human rights are respected.

2. **Neutrality.** People need to believe when decisions are made about them, the
starting point is a position of neutrality, rather than the decision-maker having
a bias.

3. **Voice.** People need to have a voice if they are to feel they are being treated
fairly. They need to believe they have been given an opportunity to give their
side of the story and that their concerns and experiences have been heard.

4. **Trust.** People need to trust that those in authority are sincere and authentic,
that they are acting in everybody’s best interests, and that what they say can
be trusted.

Procedural Justice is closely linked to the concept of *legitimacy*. If people feel they
are treated in a procedurally just way, they view those in authority as more
legitimate, and therefore they are more likely to comply with the law and the
authorities’ decisions.
REHABILITATIVE PROCESSES
All routine processes are designed and carried out with rehabilitation as their main aim. These could include offender management conversations, assessment, care in custody and teamwork (ACCT) reviews, complaints, release on temporary licence (ROTL) boards, categorisation reviews, incentive and earned privileges (IEP) schemes and management of bullying or violence.

REHABILITATIVE ACTIVITIES
A prison offers a wide range of activities and interventions to meet the needs of the population with all activities mapped onto the major criminogenic needs. Provision matches their place in their journey and is targeted by risk and need. Involves understanding the prisoner journey, understanding the outcomes of each activity and using sentence planning to target activities to those who have the risk and needs that mean they will benefit from them.

CONDITIONS OF SUCCESS
- Keep an open channel of communication
- Be respectful at all times, no matter what
- Participate constructively

REHABILITATIVE LEADERSHIP
Leaders share the rehabilitative vision for the future, engage with the rehabilitative culture, and deliver their responsibilities with visibility and moral consistency. Think about leadership selection, coaching, dialogue and training.

REHABILITATIVE STAFF
All staff working in a prison have the confidence and skills to make every contact matter. Think about staff selection, staff training, bespoke Prison Officer Entry Level Training, Five Minute Intervention, and bespoke “jail craft” for non-operational staff, coaching, modelling, rewarding, use of first names, culture creators and culture champions.
REHABILITATIVE CULTURE CHAMPIONS
While everyone is responsible for the culture, culture champions are people who actively promote the attitudes, beliefs and behaviours associated with a rehabilitative culture in their day-to-day lives and can inspire this in others.

They also organise specific events and deliver specific actions to further develop the rehabilitative culture. The aim is to help people think in more hopeful ways and to build environments that are more hopeful, to help promote change.

STRATEGY OF CHOICES / SELF-DETERMINATION
The Strategy of Choices is a communication strategy that combines exercising authority with respect for someone’s right to make their own decisions. Options and their consequences are made clear to individuals. Individuals choose which option to take and prisons legitimately follow through on the consequences of choices made. This approach should reduce resistance, promote engagement and encourage prisoners to take ownership and responsibility for the choices they make.

It supports the underlying principles of empowerment and accountability that are central to the White paper, the Offender Management in Custody (OMIC) model and our Models for Operational Delivery (MODs). This strategy demands that people make their own decisions without giving them permission to break the rules and do as they please.
3.3: Evidence base

The Ministry of Justice and HMPPS are committed to using high quality and robust evidence to underpin decision making. Extensive analysis of the evidence available, alongside consultation and engagement with operational staff about what works, and what could be improved, has underpinned the approach to the design and development of the MODs.

Each MOD has an accompanying evidence pack which provides a comprehensive analysis of the latest available evidence to understand the needs of the cohort(s) of prisoners held in each prison type. This includes consideration of those with protected characteristics. Part 2 of each MOD has a summary slide drawing out the key information.

By understanding the risk and need profile of the individuals a prison holds, it enables the identification and articulation of the nature of services and activities that can best meet those needs. It also enables a Governor to plan, design, and deliver an effective and efficient service that is tailored to address the needs of specific cohorts of prisoners. This extends to include specific considerations associated with diversity and will also inform and enable commissioning.
3.4: Core processes and regime delivery

A change in population may require a change in the way that some processes will be run. In developing the MODs analysis has been undertaken to identify these core processes that need additional focus. Processes have been designed with efficiency and effectiveness in mind and are set out in process maps to support frontline staff.

For example, increasing the use of Video Conference Centres to deliver more virtual hearings will require Reception Prisons to think differently about how prisoners will access the regime once their hearings are complete.

Similarly, capacity to provide full-time activity for prisoners in Training Prisons will require a new approach to allocating activities to ensure maximised use to deliver rehabilitative outcomes.

In a Resettlement Prison, prisoners will determine what services and activities they should attend and how they will access these. The prison’s role should be to facilitate this and help prisoners develop self-efficacy. Resettlement in this context is broad and reflects all services that could support resettlement and not just those provided by Community Rehabilitation Companies delivering Through the Gate (TTG) services, although they will still remain the core contracted offer.

In an FNO Specialist Prison, staff will engage with prisoners to determine which activities and information they require to aid their resettlement overseas, prior to their removal. Prisoners will then be empowered to undertake activities or access overseas information (such as via the use of TRACKS) as appropriate. Those being removed will not have access to the contracted “through the gate” services so gaining skills and qualifications will be of increased importance to this cohort.

In Training Prisons that specialise in holding men convicted of sexual offences (MCOSO), the cohort will be expected to complete any required offending behaviour programmes prior to transferring to Resettlement Prisons (if applicable). This means that these Training Prisons will need to revise the current processes for prioritisation of courses and onward transfer of the cohort.

All prisons holding older prisoners will need to promote activity to reduce premature ageing and encourage self-efficacy to minimise institutionalisation. They will also need to ensure these older prisoners have appropriate channels to raise issue and engage with providers to ensure appropriate education, activity and health and social care is available to the cohort.

Safety is a key element within the design approach. If prisoners feel safe they are likely to be more engaged in activities. Violence reduction has been a focus when undertaking all works within reconfiguration; with evidence and case studies informing the work. By targeting services and interventions towards a core group (cohorts) and providing empowered Governors and their prisons the flexibility to ensure their approach meets the needs of their specific population, this should encourage a safer, more stable environment for both staff and prisoners.
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The number of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
## Contents

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Please read this prison MOD in conjunction with:
- The MODs context and background document
- Any relevant Specialist Cohort MOD

These can be accessed on the [PETP Intranet](#)
1: Reception Prison overview

The main focus of a Reception Prison is to provide an efficient service to the courts and effectively manage remand prisoners and those with a very short time to serve.

This concept is key to unlocking the way prisoners flow through our estate. Reception Prisons will accommodate prisoners safely and decently, meeting their initial needs and preparing those who receive a custodial sentence for moving into Training Prisons, FNO Specialist Prisons or Resettlement Prisons, once sentenced.

Reception Prisons are a key enabler of parallel reforms in HM Courts & Tribunals Service by delivering more court hearings virtually through the increased use of video conferencing technology, subsequently minimising the need for as many physical transfers of prisoners from prison to court.

By providing clarity of function and concentrating unsentenced prisoners in a smaller number of Reception Prisons (compared to the amount of current ‘local’ prisons), along with those on fixed term recalls and those serving a very short amount of time, it should enable Reception Prisons to better target resources and tailor services to meet the specific needs of the cohort. It is important to recognise the needs of the remand cohort in terms of safety; these men are at a higher risk of self-harm and suicide and it is likely that the Reception Prisons will see a higher number of prisoners on Assessment Care in Custody and Teamwork (ACCT) procedures to mitigate this risk.

There may be some structural changes at Reception Prisons in order to facilitate video-conferencing, and some changes to staffing models, as well as processes, in order to manage engagement with the courts and strategic partners and adapt to the changes related to transitioning to a Reception Prison. Commissioning arrangements will need to ensure the services being provided align with the change in the population.
Composition of the MOD

The proceeding sections set out the key evidence and nature of service that could be provided for the cohorts in Reception Prisons. It acts as a toolkit that can be used by Governors to develop their business plans and local operating models to best meet the needs of the cohort. Specifically:

Section 2 details the cohorts held in a Reception Prison and sets this out as a ‘Prison on a Page’.

Section 3 summarises the key evidence for the Reception Prison cohort drawing out the key points to be considered. It is underpinned by a more detailed evidence pack that can be accessed on the PETP Intranet.

Section 4 details what good looks like for the regime and activity in a Reception Prison. It uses the evidence base that underpins what is known about this cohort and offers guidance on how to structure a regime with activity and services which are geared towards a rehabilitative experience. Examples of how to structure a varied and diverse regime that supports a prisoner to meet their individual needs are provided. They are not intended to be prescriptive, but to aid decision making for senior leaders.

Section 5 sets out the core processes that need particular focus in Reception Prisons.
## 2: Reception Prison cohort definitions

### Cohort Definitions

#### Reception Cohorts

<table>
<thead>
<tr>
<th>Remand Cohort</th>
<th>Very Short Stay (VSS) Cohort</th>
<th>Fixed Term Recall (FTR) Cohort</th>
<th>Newly Sentenced Cohort</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men who are un-convicted and/or un-sentenced. It also includes civil prisoners and those subject to a IS91 (all offence types)</td>
<td>Men with a Very Short Stay (VSS) of $\leq$28 days to serve at the point of sentence (all offence types)</td>
<td>Men serving a fixed term recall (FTR) of up to 28 days (all offence types)</td>
<td>Men who are newly sentenced and are awaiting onward allocation as per their established cohort definition. Allocations are expected to occur within 10 working days.</td>
</tr>
<tr>
<td>They will remain in a Reception Prison until such time as they become part of a sentenced cohort.</td>
<td>They will spend the whole period in a Reception Prison and be resettled from there enabling effective delivery of TTG services and ensuring that those transferred out will spend at least 28 days in the Resettlement Prison.</td>
<td>They will spend the whole period in a Reception Prison and be resettled from there. This enables delivery of quality TTG services within the Reception prison for those with very short stays.</td>
<td>They will remain in a Reception Prison until their cohort criteria and onward allocation is determined/actioned.</td>
</tr>
</tbody>
</table>

### Model for Operational Delivery: Reception Prison

```
Reception Prison: Newly Sentenced Cohort
    /                     \
   /                       \
  /                        \
Release: Not Guilty       \
  /                        \
  /                        \
Release: Community Sentence
  /                       \Release: Time Served
    /                     \
   /                       \
  /                        \
Release: Sentence Served
  /                       \Release: FTR Served
    /                     \
   /                       \
  /                        \
Reception Prison: VSS Cohort
  /                       \Training Prison: Training Cohort
    /                     \Resettlement Prison: Resettlement Cohort
```

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**HM Prison & Probation Service**

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## Reception Prison

### Mission
Our mission is to deliver a prison service which provides an appropriately secure environment, that treats prisoners safely and decently, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.

### Aims
- **To provide a secure environment**
- **To accommodate prisoners safely and decently**
- **Settle prisoners into the prison environment**
- **To mitigate the negative impact of imprisonment**
- **To provide a rehabilitative environment**
- **To provide effective community links**

### Cohorts
- **Remand Cohort**
- **FTR Cohort**
- **VSS Cohort**
- **All Cohorts entering custody**

### Objectives
- **To provide an effective and efficient service to the Courts**
- **To motivate and improve future compliance**
- **To provide effective resettlement services**
- **To categorise, allocate and transfer other cohorts effectively to the wider estate**

### Services
- **Access to legal services**
- **Access to bail support services**
- **Access to diversion services**
- **Access to other court services (PSR)**
- **Access to services to support immediate welfare needs**
- **Access to services to promote autonomy and self determination**
- **Access to services to support immediate welfare needs**
- **Access to services to support immediate welfare needs**
- **Access to quality community facing resettlement services**
- **Effective transfer of service provider from custody to community**
- **Access to substance misuse services linked to community services**
- **Access to services to support immediate welfare needs**
- **Access to quality community facing resettlement services**
- **Effective transfer of service provider from custody to community**
- **Access to services to support immediate welfare needs**
- **Efficient and effective categorisation and allocation processes**
- **Speedy and efficient transfer**
- **Effective handover of information to the receiving prison**

### Activities
- **Access to activities appropriate to their likely length of stay**
- **Access to a high degree of visits**
- **Access to effective induction and settlement activities**
- **Access to short duration or non-complex activities**
- **Access to effective induction and settlement activities**
- **Access to effective induction and settlement activities**
- **Access to effective induction and settlement activities**

### Interventions
- **Interventions to address immediate needs (welfare & resettlement)**
- **Interventions such as Timewise to reduce custodial violence**
- **Interventions to increase compliance and motivation including any specifically designed for those who have been recalled to custody**
- **Interventions such as Timewise to reduce custodial violence**
- **Interventions to address immediate needs (welfare & resettlement)**
- **Interventions to support effective resettlement (community linked)**
- **Interventions such as Timewise to reduce custodial violence**
- **Interventions to address immediate needs (welfare & resettlement)**
- **Interventions such as Timewise to reduce custodial violence**
3: Evidence summary

In December 2016, nearly 18% of the remand population were Foreign Nationals (Offender Management Statistics Quarterly Dec 2016)

In December 2016, people on remand accounted for 11% of the total prison population (Offender Management Statistics Quarterly Dec 2016, MoJ)

In 2015, 13% of male defendants (4% female) were held in custody following arrest (Women & the Criminal Justice System Statistics 2015, MoJ)

In 2015, the average waiting time for defendants remanded in custody was 12.7 weeks for triable-either-way cases or 16.2 weeks for indictable cases (Criminal Justice Statistics Quarterly Dec 2016)

In 2014, defendants from BAME groups were more frequently remanded in custody compared with White defendants relative to their distribution in the population (Race and the Criminal Justice System Statistics 2014, MoJ)

In the year to September 2016, of the 79,612 males first receptions into custody, over 53% were people on remand and 46% were sentenced (Prison Receptions Jul - Sep 2016, MoJ)

In 2015, 12% of males (15% of females) remanded in custody by the Crown Court were either acquitted or not tried (Women & the Criminal Justice System Statistics 2015, MoJ)
The specific function of a Reception Prison, and the nature of the cohorts within this prison, necessitates a focus on meeting immediate needs, undertaking security categorisation and activity allocation risk assessments. Reception Prisons will also need to ascertain the status of further cases, immigration interest, recall assessment and calculate each individual’s key dates accordingly.

Stabilisation of community factors around family and visits, housing and benefits is also a priority for Reception Prisons. For those serving shorter sentences, it will require provision based around reorientation back into the community.

While all prisoners should be given the chance to engage in activities that are purposeful, benefit them and increase their chances of employability, activity will need to be structured in a way that maximises the opportunities available and reflects the needs and status of the cohorts in a Reception Prison. Governors will need to consider population needs (health, criminogenic, educational) when tailoring the provision of activities. Activity that requires a more long-term, stable population such as industries workshops or lengthy Offender Behaviour Programmes (OBPs) may not be the best fit in Reception Prisons.

It is important to define activity as a purposeful use of a prisoner’s time, which may not be restricted to simply work or education. Although it is not mandatory for unsentenced prisoners to attend work or education, there must be a sufficient number of activity spaces for them and they should be encouraged to do so.

The regime will need to take into account, and be influenced by, wider elements of Prison Reform. This includes the Offender Management in Custody (OMiC) model. The focus for OMiC in a Reception Prison will be on keeping prisons calm and safe and supporting initial categorisation and onward allocation.

It will be for Governors of Reception Prisons to maximise all available spaces and provide as much activity as is possible, working with commissioners to define and decide the level of regime delivery against prisoner need, capacity, capability of the site (local infra-structure and workforce) and the budget that is the current prison’s financial envelope.

Governors have greater freedom to review their regime delivery options and their staffing structure to maximise the delivery of activities within their budget envelope. The MOD will enable meaningful conversations and negotiations between commissioners and prison Governors to best agree each prisons’ level of and type of service delivery to meet the ambition of the most effective and comprehension regime.
Composition of this section

The MOD highlights the main areas of activity which Governors will want to consider as they develop their regime and activities. The main areas of activity are:

- Reception
- Prison
- Education and work based learning
- Library
- Video Conferencing Centres (VCCs)
- Offender Management in Custody (OMiC)
- Foreign nationals
- Family contact
- Physical education and activity
- Faith based activity

(titles link to the relevant section)
Education and work-based learning

The Dame Sally Coates review: Unlocking Prisoners Potential A Review of Education in Prisons highlighted the importance of education in unlocking prisoners potential and enabling them to progress into work upon release, thereby reducing their likelihood of reoffending.

Governors will be allowed greater freedom to deliver a curriculum that is informed by the needs of the prisoners in their care, addresses basic skills deficits and encourages personal responsibility for learning. This will be achieved through the introduction of a Dynamic Purchasing System (DPS) which allows the opportunity to commission smaller and more bespoke education services to meet more specific and varied needs. For further information on this, contact Prison_Education@justice.gov.uk

With the high turnover of prisoners within the Reception Prisons, careful consideration will need to be given to what the offer to short-term prisoners will be. At present, length and content of courses is generally set by the provider but Governors will want to commission shorter, more targeted interventions that are better suited to the cohort. Good practice suggests that a prisoner who does not have a basic level of English and Maths (E3) should not be allocated to work until this need is addressed, unless this can be addressed through embedded learning in the workplace.

Courses that can be broken down into individual modules can also be offered. For example, Personal and Social Development (PSD) helps prisoners with various aspects of day to day life such a basic cooking and budgeting skills.

Further opportunities also come from providing wing-based “common rooms” as an alternative venue to the traditional classroom. Virtual Campus suites will continue to be available for prisoners to prepare CV’s and look for employment and training opportunities on release.

“Turning Pages”, the reading plan provided by the Shannon Trust to help adults learning to read, is another activity that prisoners can engage in whilst in prison. It consists of 5 manuals which can be worked through at the pace of the learner in short bursts of 20 minutes at a time. Turning Pages allows adults to move forward through a set of friendly, structured phonics-based manuals, as they learn to read. The final manual of the Turning Pages series has built-in opportunities to read things found in everyday life such as menus, instructions on medication and job descriptions. Turning Pages is supported by peer mentors, so the scheme has the added benefit of providing activity places for both the learners and the mentors.

Consideration should be given to the type of workshops operating in Reception Prisons and the cohort of prisoners working in them. Reception Prison will generally have a large unsentenced and very short stay population and therefore a high churn of prisoners, therefore Governors may wish to consider commercial contracts which will require less training than a specialist industry workshop.
Governors may also decide to use local labour market information to aid decision making around the activity offer in their prison, subsequently giving prisoners in their care the best possible chance of securing employment on release.

For establishments who employ prisoners for bio hazard cleaning, it may be necessary to offer vocational workshops such as BiCS (British Institute of Cleaning Sciences) to ensure there is a sufficient number of trained prisoners to carry out these duties and, again, length of these courses and the type of prisoner enrolled on them will need to be decided.

Having the opportunity to engage with meaningful work whilst in custody helps prisoners to gain valuable skills that can be transferred to the workplace once released.

There are some jobs that are crucial to maintaining the stability of the prison, i.e. kitchens need a consistent workforce in order to get meals prepared on time, and within Reception Prisons, consideration should be given to the cohort of prisoners that work in these areas. Conversely, some jobs require little training and can be backfilled quickly, i.e. servery, menus and letters, housekeeper.

Information, advice and guidance (IAG) positions (such as orderly or mentoring roles) are essential within prisons and many establishments rely on these prisoners to deliver parts of the induction process, help promote prison services (such as the library) or provide information on a broad range of subjects. These roles are usually the most trusted positions, filled by prisoners that have demonstrated both a willingness to engage and the ability to undertake the role with enthusiasm.

Prisons will need to ensure that they have enough work spaces for the vulnerable, disabled and elderly population. The below table provides some guidance around what types of activity could be considered for each cohort. This list is not exhaustive.

<table>
<thead>
<tr>
<th>Up to 4 weeks</th>
<th>Education</th>
<th>Work</th>
<th>Interventions</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Basic Skills Screening</td>
<td>Wing-based work (cleaning, servery, laundry, menus and letters)</td>
<td>Basic Custody Screening Tool</td>
<td>Healthcare appointments (doctors, dentist clinic etc)</td>
</tr>
<tr>
<td></td>
<td>Short, targeted Education Programmes (Inc. English, maths, ESoL)</td>
<td></td>
<td>NCS Skills Action Plan</td>
<td>Mental Health support</td>
</tr>
<tr>
<td></td>
<td>Virtual Campus (CV building, job applications)</td>
<td></td>
<td>Job Centre Plus</td>
<td>Social Visits</td>
</tr>
<tr>
<td></td>
<td>In cell Education</td>
<td></td>
<td>BASS</td>
<td>Legal Visits</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Gym (cardio and weights)</td>
<td>Library</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Gym classes</td>
<td>Book club</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Remedial Gym</td>
<td>(E-Library)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Static gym on exercise yards.</td>
<td>Faith-based activities (Bible Studies, 1:1 support)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Drug and Alcohol addiction triage and support</td>
<td>Meditation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Smoking Cessation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Yoga</td>
</tr>
</tbody>
</table>
When commissioning education services, Governors holding high proportions of foreign nationals in Reception Prisons should consider using internationally recognised awarding bodies so that any accomplishments achieved, or qualifications attained are recognised by the country to which Foreign Nationals are being removed.

Library

The best libraries are often seen as “sanctuaries” to prisoners and are places of distraction, learning and support. These spaces can be used as a flexible resource to deliver a number of formal and informal learning opportunities and activities such as Book Club and Virtual Campus, supporting those whose educational requirement extend beyond the classroom.

Visiting the library offers an opportunity for prisoners to retreat to an environment that offers stimulation, self-development and respite. Therefore, regular access to the library from all residential areas is encouraged. Book trolleys or on-wing book rooms should be available where possible and opportunities for prisoners to request reading or writing materials should be considered.

Libraries can also be used to host activities such as Storybook Dad’s (enabling a father to record a story for his child) and to promote nationwide events such as Mental Health Awareness week or Black History month. Other initiatives to consider are the “Six-Book Challenge” and visits from local authors, which can inspire prisoners to develop their literacy skills.

Consideration of library stock is important to ensure that books are kept up to date and diverse enough to meet the needs, languages and interests of the population. Materials that support the education curriculum not only enables and encourages independent study but is supportive of those who are undertaking learning through outreach. Materials for those with learning difficulties and disabilities should be considered to encourage and inspire individuals to take responsibility for their own development and improve their literacy.

Refreshing the stock of newspapers daily gives prisoners insight into current affairs taking place on the outside which can contribute to preparing for release and resettlement into the community. Aside from library stock, prison libraries can be used to disseminate information of services available to prisoners.
The recruitment of Library Orderlies can not only support learning but provide motivation. Library orderlies can assist prisoners with choosing books based on interest and education level supporting the development of others. Library Orderlies also have the opportunity to obtain qualifications themselves to develop their own learning further.

**Video Conference Centre (VCC)**

As part of the Prison Estate Transformation Programme (PETP), the Reconfiguration project has identified Reception Prisons which are due to receive a VCC. This identification process is based on ensuring Reception Prisons can meet the demands of their cohort whilst maintaining a high-quality service for the courts and other stakeholders. The objective of the VCC is to enable an expansion of video capability within selected Reception Prisons and provide an environment that is an extension of the court room. VCCs will be designed to have a consistent look and feel across the estate.

Each VCC will be designed to best fit the available footprint at each establishment and to meet the forecast demand for video links, based on the best available information. It will include waiting/holding areas, welfare facilities, administrative offices, environmental management services, structured cabling, lighting and acoustic management appropriate for video conferencing to maximise the user experience at the prison and the court, whilst maintaining the safety and security requirements of a custodial setting (subject to constraints of the existing building, services and cost).

The PETP Reconfiguration team will work with prisons to carry out extensive engagement with the Judiciary, courts staff and other stakeholders to secure their buy in to deliver the required business process change, and promote the many benefits of a highly utilised VCC.

Fully compatible with the hardware technology and video service provided for the Ministry of Justice, the VCC seamlessly integrates with video capability across the courts and much of the wider criminal justice system. The design and technology future proofs the investment in prisons and provides the capability for prisons to meet changing demand.
**VCC Benefits**

The feedback on operational VCCs has been very positive from prisoners, establishments and stakeholders. Some of the benefits of a VCC are as follows:

- they create a better and more efficient experience for staff and prisoners, adopting a principle of normality whilst maintaining the majesty of the court room;
- improved decency for prisoners as they will not be subject to a full search to use the VCC or lengthy journeys to and from court;
- VCC are contributing to improved experience for victims during the court process;
- reduces the risk of escape, in comparison to a court production;
- improved capacity and technology leading to increased availability and accessibility for courts, legal visits, probation, CRCs and video-facilitated inter-prison visits;
- improved safer custody procedures, and more timely access to relevant support services, where the prisoner receives an unexpected negative outcome, such as a long sentence, when comparing to a court production;
- improved court discharge times as fewer prisoners going through Reception department;
- operationally running the VCC may be easier than PCVL, as the VCC will be fit for purpose, have minimum blind spots (if any), better holding facilities and be decent and safe;
- VCC design is future proofed to support delivery as prisons and courts continue with the modernisation agenda;
- provide high-quality video links; and
- staff have reported VCCs are a pleasant place to work.

**Increasing VCC utilisation**

Increasing and maximising the use of VCC will be an integral part of realising the benefits it offers. In all cases the VCC will increase the capacity of establishments to serve the courts as well as other stakeholders. The PETP Reconfiguration team will work closely with Reception Prisons to prepare for an increase in VCC utilisation. This will include:

- identifying core staff and running training sessions and building knowledge within the VCC team;
- working with the establishment to embed efficient processes;
- working with prisoners so they understand what to expect;
- working with stakeholders to identify their demand and capacity;
- educating stakeholders about the establishment’s offer;
- building effective relationships amongst all stakeholders; and
- reviewing management information (MI) to identify blockers and trends to maximise utilisation.
Transitioning from business as usual

It is recommended that, following the hands-on training, staff have a two-week period to familiarise themselves with their new VCC by slowly transferring the existing workload from the PCVL suite to the VCC. This will allow staff to fine tune processes using live scenarios which will enable the most efficient use of the VCC.

The PETP Reconfiguration team will be available to coordinate staff training, which can also involve local stakeholder representatives in order to give them an opportunity to see how the new facility works and encourage demand for video conferencing. It is important that stakeholders see that the VCC offers a better-quality service to encourage them to opt for video conferencing as a default position.

Resource

It is useful to have a dedicated member of the SMT who is responsible for the overall management of the VCC. This role will be particularly important as the establishment drives towards full capacity. It is suggested that usage of the VCC should be monitored weekly to ensure an upward trend. The PETP Reconfiguration team will be on hand to help the prison to work through and resolve any blockages which are preventing full utilisation.

It is recommended that each establishment should train and retain a core set of staff in the VCC to ensure processes are fully embedded and to maintain a high-quality service for users. Once the VCC is operating as business as usual we would encourage the introduction of new staff as per usual processes.

Video Link Booking System

A video link booking system is being development to allow both prison and court users to book slots within the VCC to minimise the need to interact via telephone or emails. It will support the generation of utilisation data that can be used to make effective decisions around the use of video link both strategically and tactically. It will be piloted at HMP Wandsworth, future rollout of this system will depend on thorough evaluation and funding.
Offender Management in Custody (OMiC)

Offender management in Custody (OMiC) is an integral part of supporting prisoners through their journey from initial reception and sentencing through to release, OMiC has been developed to assist this process and ensure that the sentence and progression plans remain a priority for both the prison and the offender.

The aim of the model is to ensure that that prisoners:

- Receive appropriate services;
- Have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers;
- achieve a ‘seamless prison sentence’, rather than having to start again at each prison; and
- Maximise efficiency of processes and resources, e.g. by locating such processes as HDC in the resettlement prisons and remove duplication as well as develop expertise.

There will be a core service for all prisoners, including having a key worker, and there will also be a specialised service for NPS prisoners to coordinate and sequence all activities in custody. This will be supported by training, supervision and support for staff delivering offender management with accountability for its delivery.

The OMiC model will underpin the rehabilitative culture with a combination of specialised services, core services, leadership and skilled and supported staff.

Although sentence planning and the majority of OMiC work will begin after sentence and transfer, OMiC remains an integral part of all Reception Prisons. The key worker roles will support prisoners from the moment they enter custody focusing on keeping them calm and safe, preparing them for any VCC activity and ensuring they are transferred (following sentence) smoothly and successfully to Training Prisons, FNO Specialist Prisons or Resettlement Prisons, as appropriate. In Reception prisons that also have a resettlement function, OMiC will focus on preparation for release, supporting HDC and ROTL where appropriate and accessing through the gate (TTG) services. For more information on these processes, please read the Resettlement Prison MOD.

Transitioning to the OMiC model may include where required a phased approach and support in the transition, full training to all staff affected will be provided. During the time of transition, Governors will need to consider how to best use their resources to deliver the model while remaining within their cost envelope.

Where a foreign national confirmed as “of interest” to Immigration Enforcement is held in a Reception Prison their expectations must be managed so that they come to terms with the fact that they will be removed from the UK. Assistance in regard to helping them prepare for their return could also be provided by the key worker, including by exploring the utilisation of the Early Removal or Facilitated Return Schemes (ERS and FRS).
Foreign Nationals

Foreign nationals have specific risks, needs and associated services. Information specific to those held in Reception Prisons is outlined below.

Home Office Immigration Enforcement (HOIE)

HMPPS remains committed to assisting the Home Office (HO) in the removal of prisoners of interest to Immigration Enforcement. This is achieved in a number of ways including a requirement for establishments to ensure timely referral of foreign nationals and to send a reminder when a prisoner is approaching release. Further to this, prisons should also identify and record FNOs’ nationalities and ERS eligibility dates on Prison-NOMIS at the earliest opportunity.

In line with the wider changes to the future prison estate, the HO will increasingly focus their staff in Reception Prisons to enable earlier and swifter identification of those prisoners they will seek to remove, and to screen out those who are not of interest.

Immigration Enforcement will be committed to a 5-point plan for FNOs identified within Reception Prisons. The 5-point plan will allow Immigration Enforcement to identify interest at the conviction stage to ensure onward transfer to the training estate or to FNO specialist locations. The plan will aim to establish identity, nationality, status and documentation. The 5-point plan consists of:

5 POINT PLAN

- INDUCTION
- BIO DATA/DOCUMENT
- PHOTOGRAPH
- IMMIGRATION STATUS DECISION
- REMOVABILITY
Those prisoners detained solely by Immigration on an IS91 will still be held in Reception Prisons and onsite Home Office Immigration Enforcement (HOIE) staff will work with prisons on these cases.

While Video Conferencing Centres (VCCs) will be prioritised for enabling virtual court hearings, use of VCCs could be explored with onsite HOIE partners for supporting immigration hearings.

**Overseas information**

Governors should ensure overseas information is made available to foreign nationals. TRACKS is an online resource for both prisoners and staff; it provides information on the deportation process and overseas resettlement, in both English and the relevant language. As prisoners do not routinely have access to the internet TRACKS has been issued to all establishments in the form of a CD which can be downloaded onto standalone PCs. The link to Tracks website is [www.tracks.uk.net](http://www.tracks.uk.net).

HMPPS are a member of EuroPris – a pan-European network of 30 prison agencies. As part of the work of this group, EuroPris have developed a ‘resource’ section on their website which includes a range of documents that might be of interest, which can be accessed [here](http://www.tracks.uk.net). These include:

- The [Transfer of Sentenced Prisoners Resource Book](http://www.tracks.uk.net) brings together practical recommendations, best practice and resources developed to assist with the transfer of sentenced prisoners under the EU Framework Decision, however some of the learning and best practice examples would be applicable to other mechanisms of transfer to non-EU countries; and
- The directory of [Information on Prison Conditions](http://www.tracks.uk.net) is a developing resource which contains basic summary information on serving a prison sentence in European countries. As this work has been developed through the FD909 expert group, the information contained so far is on EU countries, but EuroPris are keen to develop this to cover all EuroPris member countries. Information sheets are developed by the prison service in English and the national language of each country.
Cultural competence

Cultural competence is important to meet the needs of the FNO cohort. Culture can be defined as the values, norms, and traditions that affect how individuals of a particular group perceive, think, interact, behave, and make judgments about their world. Culture is about how people make sense of experience and is not homogenous, static or a list of traits or beliefs shared by a social group.

Cultural competence is achieved through improved understanding and appreciating cultural differences leading to adaptations in the delivery of services which takes into account people’s beliefs, behaviours and needs. Some examples of cultural competence include:

- Adapting delivery of programmes or courses so that group work is not mandatory. This would aid those whose cultures do not necessarily fit easily with this;
- Allowing opportunities for FNOs to secure forgiveness, or support, from community or religious elders, as this can often be more influential and meaningful to them;
- Providing access to a wide range of sports as those most popular in one culture may not be the most popular in others;
- Ensuring that considerations are made on the effects on FNOs families and the potential further embarrassment of being returned home by Immigration Enforcement; and
- Acknowledging that it may be harder for FNOs to contact their families due to the infrastructure of their country of origin and doing all that is possible to aid these family ties.

Developing cultural competence is not a process of learning lists of ‘facts’ about ‘other’ cultures. It is about learning to understand and work with service users from a range of diverse cultural and social backgrounds. A key part of this is learning to be reflective about our own culture influences our assumptions, prejudices and the ways we work.
Physical education and activity

Physical education (PE) and activity is an integral part of a prison regime and is usually a highly valued opportunity for prisoners. PE staff can offer gym inductions to assess a prisoner’s fitness levels and can create tailor-made plans for individuals to improve their fitness or meet their own health or wellbeing goals. In addition to weights and cardiovascular equipment within the gym area, static equipment could be provided on exercise yards to encourage prisoners to maintain an active lifestyle outside of their allotted gym time.

Team sports promote collaborative working and reinforce the interpersonal skills development of prisoners. Providing opportunities for ‘free time gym’ where prisoners are encouraged to take part in team sports such as football can encourage good inter-wing relationships as well as their peers and staff. This, and similar physical activities can be of particular benefit and provide an outlet for prisoners who struggle to contribute positively to the regime. Recreational gym is also a cost-effective way of enhancing both the physical and emotional well-being of prisoners by enabling the alleviation of stress, tension and anxiety in a positive, controlled environment.

PE staff can provide remedial sessions for prisoners with disabilities or those recovering from injury as well as lower-intensity activities such as yoga and meditation for those to expend energy in a positive pro-social way. Collaboration with health colleagues can be effective in supportive recovery from addictions as well as encouraging good health via sessions such as smoking cessation.

Governors should consider the numerous informal embedded learning opportunities available within a gym environment and consider means for skills tracking and development to be encouraged and developed. Accredited courses could be considered as well as appropriate qualifications such as first aid training and manual handling.
**Family contact and visits**

Social visits are one of the main protective factors for people held in custody. Evidence suggests that a lack of familial contact can lead to violent or self-harming behaviours, which will have a detrimental impact on prisons and prisoners. The statutory entitlement to social visits for convicted prisoners is two visits in every four-week period. In addition, policy allows for a visit on reception. Empowered Governors can add to this time with additional family visits or longer sessions to encourage family relationships.

It is integral to the prisoner’s right to family life, as well as their rehabilitation, that they are able to have social visits; these are crucial to sustaining relationships with close relatives, partners and friends.

Providing visits in a relaxed environment is important. This may have a positive impact on the welfare of the prisoner as well as their motivation to engage in resettlement activities.

Family learning or homework clubs can provide an opportunity for family members to undertake educational activities and homework together in a fun and dynamic way, retaining family ties and involving prisoners in their children’s education while encouraging their own relationship with education. Such events work most effectively when the focus of the session is about the interaction between the prisoner and their children.

Prisoners’ families should be made aware of existing schemes that are available which can facilitate and enhance family visits, including the Assisted Prison Visits scheme ([PSI 16/2011 Providing Visits and Services to Visitors](#)).

These relationships are considered to support prisoner’s rehabilitation and prevent reoffending. Strengthening family ties features prominently in the recent publication, the *Lord Farmer review: Family ties at the heart of Prison Reform*.

Emailaprisoner.com and, In some prisons, the introduction of in-cell telephones can act as additional methods of maintaining family ties.

Governors could also consider options, though how this is managed will be dependent on local decisions, staffing levels and the cost envelope associated, including:

- Evening visits where there is a demand for this;
- Increasing the amount of visits sessions per day; and
- Building works to increase the size of the visits hall.
Faith Based Activity

Chapels are often large, comforting areas where prisoners can engage with the chaplaincy either as a group by attending classes or faith services or individually by talking with their appropriate religious leader as a form of support.

The role of a chaplain is multi-faceted and includes:

- assisting prisoners in their personal and spiritual development
- helping prisoners to come to terms with their imprisonment and support them in improving their lives
- providing emotional support to prisoners and family members through counselling and pastoral care
- providing practical support to prisoners by assisting with parole inquiries and other paperwork.

Chaplains also provide some support to ex-prisoners and family members of prisoners and ex-prisoners. They liaise with and make referrals to other support services inside and outside prison.

The role of the Chaplaincy department extends beyond the mandatory offer of faith and pastoral care that is available to prisoners and includes interventions that improve emotional well-being and provides the possibility of personal change and preparation for release. The possibility of personal development through participation in religious educational classes and faith-based activity can be effective in challenging and changing thinking and behaviour. Prisoners of all backgrounds, regardless of their religious beliefs, are encouraged to participate in these activities.
5: Operating processes

In developing the Reception Prison MOD detailed analysis was undertaken to identify the core processes needed to run a Reception Prison.

There are four main areas which Reception Prisons will need to have a particular focus on. This section includes process maps detailing step by step guidance on how each area could work to support frontline staff in delivery.

They have been developed in collaboration with frontline staff, policy owners and other key stakeholders. They adhere to the minimum mandatory requirements of the relevant Prison Service Instruction or where appropriate, new Policy Framework. As Prison Service Instructions are replaced with new Policy Frameworks, the processes in the MOD will be updated to reflect any changes being made to the minimum requirements.

A summary of the core processes, available further below within the document, is provided below. In designing each process, we have referenced appropriate policies. These areas are:

- **Reception** - as a result of changes to prisoner flows there will be a need to redesign reception processes including the need for increased flows out via reception (due to increased transfers) as well as in (as a result of any increase in court catchment).

- **First night, induction and early days** – with increased churn of prisoners, there will need to be a particular focus on keeping men safe and ensure they are treated decently. They will need to be supported to understand how to navigate the prison system and the services that are available to them to help them change their lives.

- **Video conferencing centres (VCCs)** - New video conference facilities will be installed in some Reception Prisons to facilitate better virtual access to the court system. This will increase the quality and availability of video conferencing and be a key driver to the efficient operations of all Reception Prisons. In order to make this work we need to re-design how prisoners will access video conferencing, how the facilities will be used, and key activity and outcomes recorded.

- **Offender Management Unit (OMU)** – Including Basic Custody Screening Tool (BCST), sentence calculation, foreign national referral, categorisation, allocation and onward transfer. Failure to do this will result in bed blocking at the start of the system, will impact on population management and cause potential frustration for Through the Gate providers.

The key policies and tools that can be used to support the processes from an administration, operational or digital perspective, can be accessed here:

- key policies
- key supporting tools
## Reception Process

<table>
<thead>
<tr>
<th>Activity where sequence must be as stated</th>
<th>Activity where sequence can be non-linear but must happen during block of under-pinning activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Court discharge brought to Receptions</td>
<td>Retrieve cash and valuables</td>
</tr>
<tr>
<td>Search (full/ rub down/ metal detect)</td>
<td>Complete PER checks</td>
</tr>
<tr>
<td>Retrieve property</td>
<td>Seen by healthcare</td>
</tr>
<tr>
<td>P-NOMIS Updated</td>
<td></td>
</tr>
<tr>
<td>Prisoner to van</td>
<td></td>
</tr>
<tr>
<td>Transfer brought to Receptions</td>
<td></td>
</tr>
<tr>
<td>Search (full/ rub down/ metal detect)</td>
<td></td>
</tr>
<tr>
<td>Retrieve property</td>
<td></td>
</tr>
<tr>
<td>P-NOMIS Updated</td>
<td></td>
</tr>
<tr>
<td>Prisoner to van</td>
<td></td>
</tr>
<tr>
<td>Discharge brought to Receptions</td>
<td></td>
</tr>
<tr>
<td>Receive discharge grant, travel warrant and clothes if needed</td>
<td></td>
</tr>
<tr>
<td>P-NOMIS Updated</td>
<td></td>
</tr>
<tr>
<td>Prisoner leaves prison</td>
<td></td>
</tr>
<tr>
<td>Discharge brought to Receptions</td>
<td></td>
</tr>
<tr>
<td>Receive discharge grant, travel warrant and clothes if needed</td>
<td></td>
</tr>
<tr>
<td>P-NOMIS Updated</td>
<td></td>
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<tr>
<td>Prisoner leaves prison</td>
<td></td>
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<tr>
<td>Court van arrives - prisoner accepted into custody</td>
<td></td>
</tr>
<tr>
<td>ID check</td>
<td></td>
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<tr>
<td>Warrant checked (paper/ E-warrant)</td>
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</tr>
<tr>
<td>P-NOMIS Updated</td>
<td></td>
</tr>
<tr>
<td>Pre-examined for information</td>
<td></td>
</tr>
<tr>
<td>Risk assessment for harm to self, to others or from others completed</td>
<td></td>
</tr>
<tr>
<td>Moved to cell that appropriately meets risk and need</td>
<td></td>
</tr>
<tr>
<td>06:00</td>
<td></td>
</tr>
<tr>
<td>07:00</td>
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<tr>
<td>08:00</td>
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<tr>
<td>09:00</td>
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<td>10:00</td>
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<td>11:00</td>
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<td>12:00</td>
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<td>13:00</td>
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<td>14:00</td>
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<td>15:00</td>
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<td>16:00</td>
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<td>17:00</td>
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<td>18:00</td>
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<td>19:00</td>
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<td>20:00</td>
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<td>21:00</td>
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<tr>
<td>22:00</td>
<td></td>
</tr>
</tbody>
</table>
**First night, induction and early days**

**First night process**

<table>
<thead>
<tr>
<th>Activity where sequence must be as stated</th>
<th>0 – 1 Hour</th>
<th>Activity undertaken only if prisoner meets the criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>New admission received on to FNC</td>
<td></td>
<td>L/R must receive same entitlements as FNiC</td>
</tr>
<tr>
<td>C-NOMIS and wing diary updated</td>
<td></td>
<td>Check for specific needs LD/ MHI / Detox and provide assistance and support</td>
</tr>
<tr>
<td>Seen by Doctor assessment and CSRA Updated</td>
<td>1 – 2 Hour</td>
<td>If prisoner on ACCT assessment must be completed</td>
</tr>
<tr>
<td>CSRA Completed by wing staff</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CSRA updated on C-NOMIS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hot meal and drink provided to prisoner</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staff explain entitlements such as visits etc.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bedding &amp; toiletries provided</td>
<td></td>
<td></td>
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<tr>
<td>Bath or shower offered</td>
<td></td>
<td></td>
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<tr>
<td>Public expense phone call offered</td>
<td></td>
<td></td>
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<tr>
<td>First Night canteen offered</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Explain safety and emergency procedures</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public expense phone call offered</td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Night canteen offered</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Explain safety and emergency procedures</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staff to assist with immediate concerns/questions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staff explain Chaplaincy and offer on duty chaplain</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Time interval: 2 – 3 Hours</th>
<th>Activity undertaken only if prisoner meets the criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>If prisoner does not appear competent to make effective decisions i.e. MHI or Detox any decency offer such as phone calls can be retained up to 7 days</td>
<td></td>
</tr>
<tr>
<td>If prisoner is current drug or alcohol user, they must be assessed immediately and moved to Detox centre instead of FNC</td>
<td></td>
</tr>
<tr>
<td>Foreign national prisoners to be provided with language lines or staff translator to fully explain FNC process</td>
<td></td>
</tr>
<tr>
<td>If disability or social care issues are raised prisoner must be seen by DLO to perform an assessment for reasonable adjustments and care to be provided. If prisoner unable to maintain own hygiene nurse to</td>
<td></td>
</tr>
</tbody>
</table>

---

Models for Operational Delivery: Reception Prison

26
<table>
<thead>
<tr>
<th>Task</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff explain listeners and offer on duty listener</td>
<td></td>
</tr>
<tr>
<td>Letter writing equipment/ induction booklet given</td>
<td></td>
</tr>
<tr>
<td>Identify appropriate cell using CSRA</td>
<td></td>
</tr>
<tr>
<td>Locate prisoner in cell ensure they understand</td>
<td></td>
</tr>
<tr>
<td>Cell location, conversation and offer on C-NOMIS</td>
<td>3+ Hours</td>
</tr>
<tr>
<td>Where applicable, seen by immigration enforcement</td>
<td></td>
</tr>
<tr>
<td>Handover provided to other wing staff</td>
<td></td>
</tr>
<tr>
<td>be provided at the earliest opportunity to assist with bathing</td>
<td></td>
</tr>
<tr>
<td>ACCT documents to be updated to reflect conversations and concerns.</td>
<td></td>
</tr>
<tr>
<td>Maintain observation level throughout shift and handover to staff</td>
<td></td>
</tr>
</tbody>
</table>
### Induction (1)

**Induction and early days timeline**

<table>
<thead>
<tr>
<th>Day 1</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Activity that only needs to be completed if applicable to the individual</strong></td>
</tr>
<tr>
<td>New prisoner enters prison and all Reception processes are completed whilst ensuring their immediate wellbeing and communicating any concerns with other Receptions staff and Officers on FNC</td>
</tr>
<tr>
<td>During Receptions process any communications barriers must be identified and effective method of communication found, this must also be handed over to FNC</td>
</tr>
<tr>
<td>Prisoner escorted to FNC where all FN processes are followed</td>
</tr>
<tr>
<td>It must be ensured that all prisoners are given a full induction programme as soon as they are able to benefit from it or at the earliest opportunity to do so (if received on Fri/ Sat)</td>
</tr>
<tr>
<td>A timetable of the induction process must be provided</td>
</tr>
<tr>
<td>All induction must be needs based and staff facilitating this must ensure that the prisoner is able to fully understand and has the tools required to communicate such as an interpreter or using coloured paper on leaflets for dyslexic prisoner</td>
</tr>
<tr>
<td>The induction process must provide, support and guidance on what will happen during the first few days in custody such as transitioning to OL</td>
</tr>
<tr>
<td>Must aid integration into prison life, but building positive relationships, establishing standards and expectations, and equipping prisoners with the knowledge to use their time in custody effectively</td>
</tr>
<tr>
<td>Relevant information must be explained to prisoners in a language they understand, including that they will be allowed facilities and access to specialist advice to preserve outside links and supportive factors</td>
</tr>
<tr>
<td>Local information must be provided alongside the national package, such as regime times and specialist services.</td>
</tr>
<tr>
<td>Process must acknowledge and manage any immediate risk or need such as children or housing issues</td>
</tr>
<tr>
<td>First time prisoners will have the greatest needs for induction and must be afforded particular attention</td>
</tr>
<tr>
<td>Staff must ensure that all prisoners, whether located on a dedicated induction unit or not, receive induction. Prisoners in segregation must not be excluded from an appropriate induction process.</td>
</tr>
<tr>
<td>A change of status, i.e. unconvicted to convicted, will require an additional induction process relevant to this change</td>
</tr>
<tr>
<td>Induction for remand prisoners must take account of their special status, as set out in Annex B of PSO 4600. They must be told of their rights and privileges relating to medical/dental treatment, letters and visits and wearing their own clothes.</td>
</tr>
</tbody>
</table>

---

*Models for Operational Delivery: Reception Prison*
## Induction (2)

**Activity where sequence must be as stated within 7 working days of prisoner entering custody unless there are detox or mental health issues that would inhibit their ability to absorb the information**

- Provided with facilities to write letters, given access and encouraged to use, designated telephones to maintain family ties. Info about visits and the Assisted Prisons Visits Scheme must be explained.

- Hand-outs should be provided for family and friends including details of how to find the prison and how to book visits.

- Informed about the availability of the Prisoners’ Information Book. Life sentenced prisoners must be provided with the Prisoners’ Information Book for Life Sentenced Prisoners.

**Rules and procedures within the establishment must be explained**

- Information regarding the following must be provided: Equal Opportunities Inc. RRP, VR and SC Policy, facilities for religious observance, Health issues.

- Help with substance misuse, hygiene, daily routine, expected standards of behaviour, advice on coping in custody, H&S, Library, Laundry and canteen must also be given.

- Advice on sources of assistance such as chaplaincy, Listeners, healthcare, officers, Buddies, DLO, RRLO, Drug Strat.

  - Must include provision of information about formal procedures and how they affect prisoners such as legal matters, OsSYS, ROTL, transfer etc.

- Opportunities whilst in custody including assistance with Resettlement upon release must be discussed.

- Gym and Education Induction must also be completed following the initial Induction and a timetable of activities that suit their individual needs produced.

- Record interactions, services required and relevant information following induction onto P NOMIS as well as verbal handover to wing staff.

**Activity that only needs to be completed if applicable to the individual**

- Risk assessed prisoners may also provide an information service base to provide an insight into custody.

  - Induction must be provided for prisoners who are new to the particular establishment, even if they have undergone induction elsewhere. Induction staff must ensure that any missing information from a previous establishment is followed up.

- First time prisoners must have a needs assessment completed. Education must be planned as a result of assessment and part of an integrated programme of activities.

  - Any prisoners who are FNO or who have family living abroad must be offered a way to maintain family ties and must be informed of their entitlements such as right to a public expense phone call once a month.

---

**Day 7-10**
## VCC timeline

### Morning

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>08:00</td>
<td>Staff to set up VCC area, ensure tech is on and list is prepared.</td>
</tr>
<tr>
<td>08:00</td>
<td>Prisoner attends VCC area on FreeFlow and reports to desk officer.</td>
</tr>
<tr>
<td>08:00</td>
<td>Desk officer confirms their identity and if on ACCT and directs to holding room.</td>
</tr>
<tr>
<td>09:00</td>
<td>If court finishes early, external escort staff to return prisoner to wing.</td>
</tr>
<tr>
<td>09:00</td>
<td>Staff ensure that VCC is working and plugged into correct court.</td>
</tr>
<tr>
<td>10:00</td>
<td>Internal movement officer escorts prisoner to court room and confirms their identity.</td>
</tr>
<tr>
<td>10:00</td>
<td>Internal movement officer and Tech Officer intermittently observes prisoner in VCC room.</td>
</tr>
<tr>
<td>10:00</td>
<td>Once court is complete, prisoner exits VCC room and reports to Desk Officer.</td>
</tr>
<tr>
<td>10:00</td>
<td>Desk Officer checks prisoner’s wellbeing and if applicable takes necessary action e.g. ACCT.</td>
</tr>
<tr>
<td>10:00</td>
<td>Prisoner returns to holding cell.</td>
</tr>
<tr>
<td>10:00</td>
<td>Staff to inform OMU and Receptions to await paperwork, then escort prisoner to wing and inform staff.</td>
</tr>
<tr>
<td>11:00</td>
<td>Prisoner is escorted back to wing by external movement officer and any handover given to wing staff.</td>
</tr>
<tr>
<td>11:00</td>
<td>VCC Admin liaises with court to ensure outcome is recorded.</td>
</tr>
<tr>
<td>11:00</td>
<td>Probation/ OMU advised in any change of status or anything of note.</td>
</tr>
<tr>
<td>11:00</td>
<td>P-NOMIS Updated.</td>
</tr>
<tr>
<td>12:00</td>
<td>Sentence imposed at VCC.</td>
</tr>
<tr>
<td>12:00</td>
<td>Desk Officer to have detailed conversation with prisoner to check their welfare and to refer to other services.</td>
</tr>
<tr>
<td>13:00</td>
<td>Prisoner reminded by staff that they have video link.</td>
</tr>
<tr>
<td>13:00</td>
<td>Staff to ensure VCC area is clean, list is prepared and tech is ready for next session.</td>
</tr>
<tr>
<td>13:00</td>
<td>Prisoner attends VCC area on FreeFlow and reports to desk officer.</td>
</tr>
<tr>
<td>13:00</td>
<td>Desk Officer confirms their identity and if on ACCT and directs to holding room.</td>
</tr>
</tbody>
</table>
Afternoon/Evening

VCC Timeline

14:00
Tech staff ensure that VCC is working and plugged into correct court

Internal movement officer escorts prisoner to court room

Internal movements officer and Tech officer intermittently observes prisoner in VCC rooms

Once court is complete, prisoner exits VCC room and reports to Desk officer

Once court is complete, prisoner exits VCC room and reports to Desk officer

Desk Officer checks prisoners well-being and if applicable takes necessary action i.e. ACCT

15:00
If prisoner on ACCT document, an entry must be completed prior to prisoner leaving area

Prisoner is escorted back to wing by external movement officer and any handover given to wing staff

16:00
VCC Admin liaises with court to ensure outcome is recorded

Probation/ OMU advised in any change of status or anything of note

P-NOMIS Updated

18:00
VCC staff prepare court list for following day and distribute to wing staff

Staff to ensure tech is switched off and VCC area is clear
**OMU timeline**

**Day**

**1**
- Prisoner is received into custody
- Reception/Security undertake (potential) category A and E-List procedures

**2**
- OMU ensure all relevant information received, chase information as appropriate
- Assess urgency of each case to ensure timely court production, release or other arrangements are in place

**5**
- Deadline for OMU to complete initial sentence calculation (within 5 days of sentencing)
- Deadline for OMU to complete initial categorisation (within 4 days of receiving relevant information, if received on day two)

**6-8**
- Check initial sentence calculation
- Check and authorize initial categorization and allocation

**9**
- Final checks prior to transfer
- Ensure Immigration referral sent where appropriate

**10**
- Transfer appropriate prisoners to Training Prisons, FNO Specialist Prisons or Resettlement Prisons
Please read the below policies for further useful information on the purpose and minimum requirements of these processes:

<table>
<thead>
<tr>
<th>Reference</th>
<th>Instruction / link</th>
<th>Reception</th>
<th>Induction</th>
<th>VCCs</th>
<th>OMU</th>
</tr>
</thead>
<tbody>
<tr>
<td>PSI 72/2011</td>
<td>Discharge</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>PSI 12/2011</td>
<td>Prisoners' Property</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>PSI 23/2014</td>
<td>Prison-NOMIS (National Offender Management Information System)</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>NSF</td>
<td>The National Security Framework</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PSI 03/2015</td>
<td>Sentence Calculations - Determinate Sentenced Prisoners</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>PSI 07/2015</td>
<td>Early days in custody - Reception in, First Night in custody and induction to custody</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PSI 40/2011</td>
<td>Categorisation and recategorisation of adult male prisoners</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PSI 41/2011</td>
<td>Categorisation and recategorisation of young adult male prisoners</td>
<td></td>
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</tr>
<tr>
<td>PSI 10/2015</td>
<td>Management and security of Escape List (E-List) prisoners</td>
<td></td>
<td>x</td>
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<tr>
<td>PSI 32/2011</td>
<td>Ensuring Equality</td>
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<td>x</td>
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<tr>
<td>PSI 18/2016</td>
<td>The Public Protection Manual</td>
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</tr>
<tr>
<td>PSI 37/2014</td>
<td>Eligibility for Open Conditions and for ROTL of Prisoners Subject to Deportation Proceedings</td>
<td></td>
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</tr>
</tbody>
</table>
### Key supporting tools

Please see below tool that enable each process

<table>
<thead>
<tr>
<th></th>
<th>Reception</th>
<th>First night, induction, early days</th>
<th>VCC</th>
<th>OMU</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Admin</td>
<td>Ops</td>
<td>Mgmt</td>
<td>Admin</td>
</tr>
<tr>
<td>Prison NOMIS / Reporting</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>Police Custody Reports</td>
<td>x</td>
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<td></td>
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<tr>
<td>Warrant</td>
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<td>PER</td>
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<td>Self harm warning form</td>
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<td>CSRA</td>
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<tr>
<td>ACCT</td>
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<tr>
<td>First Night Induction Booklet</td>
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<td>Induction Information Pack</td>
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<td>PowerPoint presentation</td>
<td></td>
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<tr>
<td>BCST</td>
<td></td>
<td></td>
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<tr>
<td>VCC scheduler and reports?</td>
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<tr>
<td>ICA documentation</td>
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<tr>
<td>Record of decision form</td>
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<tr>
<td>OASys</td>
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<td>PNC</td>
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<tr>
<td>Core Record</td>
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<tr>
<td>Pre Sentence Reports (PSR)</td>
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</tbody>
</table>
Data and Evidence Pack
Reception Prisons

Data and Evidence to support the decision making process of providing cost-effective services and safe, decent and fair custody in Reception Prisons

Commissioning Strategy Team
Data Science Hub, MoJ
April 2017
The Reception Prison Population

Reception prisons will be different to local prisons in housing a higher proportion of people on remand, recall or on very short sentences. In a change to current practice, anyone with more than 28 days to serve will be quickly transferred to either a resettlement or training prison depending on how close they are to release.

Knowing the needs of the Reception Prison population and what works to assist their successful resettlement will be important in designing and delivering effective regimes in this new type of prison.

The Reception Prison population will be made up of people:

• On remand awaiting trial
• Attending trials
• Convicted awaiting sentence
• Under non-criminal detention
• In the first 10 working days (14 calendar days) of a new prison sentence with more than 28 days left to serve
• In the first 28 days of a new prison sentence with up to 28 days left to serve
• Recalled from licence for a fixed term (14 and 28 days)
• In the first 10 working days (14 calendar days) of a standard or indeterminate recall
Between December 2015 and 2016, the remand population fell from 10,800 to 9,300.

The decrease in the remand population is consistent with the decreasing number of outstanding cases for the Crown Court. (Source: [link](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577429/ccsq-bulletin-jul-sept-2016.pdf))

In December 2015 those on remand made up 13% of the prison population. By December 2016 this was down to 11%. (Source: [link](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/585870/omsq-bulletin-q3-2016.pdf))

Every quarter, there are around 22,000 new receptions into prison. Between July and September 2016, 52% of these receptions were prisoners on remand and 48% were sentenced directly from court. (Source: Offender Management Statistics Quarterly, 2016)
Overview of the Remand Population

• In 2016, **52%** of males remanded in custody and sentenced at magistrates’ courts were handed an immediate custodial sentence.

• People spend an average of **between 65 and 75 days on remand**.

• Remand prisoners are typically **younger** (18-29 year olds) than the sentenced population.

• The remand population is **generally of white ethnicity** in a similar way to the sentenced population.

• **17%** of remands are **Foreign National prisoners** compared to fewer than **10%** of sentenced prisoners.

• **More than half (54%)** were held on charges for either:
  - Violence Against the Person (22% of those on remand)
  - Theft Offences (16%)
  - Drug Offences (15%)

---

1. Women & the Criminal Justice System Statistics 2015, MoJ
2. Source: Data Science Hub tracking of the September 2015 remand cohort
3. Offender Management Statistics Quarterly, England and Wales, July to September 2016 (with prison population tables as at 31 December 2016)
What can basic screening on reception tell us about the needs of remand prisoners?

We don’t routinely gather information on all areas of need for men and women received on remand but the Basic Custody Screening does capture some information on each person’s immediate circumstances and likely resettlement needs. A more thorough assessment of each person’s criminogenic needs would require an OASys assessment or similar.

From an extract of BCS data from remand receptions from November 2015 to April 2016 the following areas of need were self-reported:

- Accommodation: 36%
- Health and Wellbeing: 31%
- Employment Training and Education: 28%
- Finance and debt: 25%
- Thinking and Behaviour: 18%
- Relationships: 10%

Across all domains the profile of need generated from the BCS for remand prisoners was generally very similar to that for sentenced prisoners received straight from court without a period on remand.

*From BCST information, recording is an issue which makes it difficult to draw conclusions in how the remand population differs from the sentenced population. Information drawn from BCS need levels are NOT comparable with OASys needs levels and are likely to be much lower. Self-reported levels as above, should be interpreted with caution.

Source: DaSH summary of remand BCS data from November 2015 to April 2016
What are the self-reported health and wellbeing needs of remand prisoners?

Looking more closely at the self-reported health and wellbeing needs from the Basic Custody Screen for those received on remand over a period of six months can see that:

- 16% report a health problem that either requires immediate attention or that may impact on their ability to engage with the daily regime.
- 26% have had previous contact with mental health services.
- 26% have had previous contact with substance misuse agency.
- 41% report a problem with drug or alcohol misuse – for just 9% is the problem solely with alcohol.
- 20% are not registered with a GP.

Source: DaSH summary of remand BCS data from November 2015 to April 2016.
What more can we learn about the remand population?

We can look at the people on remand on a given day or at those received into the system as remand prisoners over a period of time. A recent longitudinal study following a group of individuals remanded into custody in September 2015 tells us:

- Men were most commonly remanded into custody for violence (31%).
- 58% of remand receptions received a custodial sentence within six months – although fewer than half of them received sentences of 12 months or more.
- 15% of those remanded in custody were subsequently released on bail – and 4 out of 5 of these bail releases happened within 8 weeks.

The longer a person remained on remand the less likely they became a release on bail. By the end of January 2016, 733 people of the original September remand cohort were still in custody on remand and in the following month just 9 of them were released on bail.

Source: DaSH tracking of the September 2015 remand cohort
Research has described some of the specific issues for remand prisoners.

- Drug and alcohol dependency
- Mental health problems
- Concerns about family, losing their house and job
- Legal advice
- Anxiety and uncertainty about their trial and future
- Insomnia
- Heightened risk of suicide and self-harm
- Poor physical health, not registered with GP/dentist
- Shock at imprisonment for the first time
Rights of unconvicted prisoners under PSO 4600

- Not to work unless chooses to do so
- Under no circumstances be required to share a cell with a convicted prisoners
- Be separated from convicted prisoners as far as reasonably possible
- Send and receive as many letters as they so wish
- Have books, newspapers, writing materials and other means of occupation supplied at own expense
- Have the right to vote
- Allowed visits on at least three days a week, which must include weekends
- Be attended by own registered medical practitioner or dentist, at own expense
- Carry out business activities
- Wear own clothing
- Items for cell activities and hobbies handed in by relatives & friends or available to purchase from private cash or pay
Remand prisoners are on average younger than sentenced prisoners. While most remand prisoners are aged 25 to 49, there are relatively more under 25s and fewer over 50s than in the wider prison population.
Young Adults have specific risk, need and responsivity issues

- More problems with schooling
- More are looking for employment
- Fewer needed help with finding a place to live
- Fewer had medical problems
- Less likely to report drug problems especially class A drugs
- More linked their offending with alcohol use

<table>
<thead>
<tr>
<th>Research suggests that younger adults (18-20 years old) may be more preoccupied with relationships and troubled by stress than older, more mature adults.</th>
<th>Young adults are over-represented in assaults in prisons, committing 23% of violent assaults, involved in 28% of fights, and making up 20% of victims of assaults in prisons in 2014, despite representing only around 6% of the prison population during that year.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young adults have higher attrition rates from some accredited programmes.</td>
<td>18-20 year-old men are involved in a disproportionately large proportion of recorded self-harm incidents, accounting for 13% of such incidents in 2014.</td>
</tr>
</tbody>
</table>
Views of Young Adults regarding mix/separate from adult population

Majority held positive attitudes towards mixing with adult prisoners were held by those who had experienced mixed establishments or had been in custody more than once.

A vulnerable minority of young adults would find it very difficult to mix with adult prisoners.

Adult prisoners were viewed as more mature and able to provide a calming influence on young adults.

Respondents cited a “lack of trust” in staff as they felt they could more easily manipulate young adult offenders.

Young adults were keen to be treated in the same way as adult prisoners and given more responsibility.

Source: CSG survey
Nearly 1 in 5 remand prisoners are Foreign Nationals and will present with particular needs.

Source: MoJ DaSH September 2016 published statistics
<table>
<thead>
<tr>
<th>Stage of imprisonment</th>
<th>What can help?</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>On remand</td>
<td>Ensure people have a clear understanding of the reason for their detention and the ensuing legal and procedural processes</td>
<td>Procedural justice</td>
</tr>
<tr>
<td></td>
<td>Provide access to consular services, specialist organisations and caseworkers</td>
<td>Effective partnership working</td>
</tr>
<tr>
<td></td>
<td>Services, advice and tools that meet cultural, religious and linguistic needs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Trauma-awareness training for staff</td>
<td>Improved staff prisoner relationships</td>
</tr>
<tr>
<td></td>
<td>Flexible approach to facilitating family contact via phone, email, visits</td>
<td></td>
</tr>
<tr>
<td>After sentencing</td>
<td>Awareness of political, cultural and personal sensitivities individuals may have about returning to their country of origin, and the period of absence since they last resided there</td>
<td>Reducing isolation and depth of imprisonment</td>
</tr>
<tr>
<td></td>
<td>Understanding and knowledge of prison conditions, early release arrangements and probation operations in country of origin</td>
<td></td>
</tr>
</tbody>
</table>
Recalled prisoners

Reception Prisons will hold fixed term recalls for the whole period they are back in prison and will hold those on standard and indeterminate recall for their first weeks back in custody.
Recall decisions are fundamentally based on an individual’s behaviour indicating increased Risk of Serious Harm (RoSH) to the public, where this risk cannot be safely managed in the community.

Recall should be the final option where the risk of serious harm cannot be managed, there is imminent risk of reoffending or the person is out of contact with their OM.

**Fixed term recall:**
- Applies to determinate sentences.
- Automatic re-release after:
  - 14 days (u12 month sentences)
  - 28 days (12 month+ sentences)
- Suitable if SoS is satisfied the person will not present a RoSH to the public after 14/28 days.

**Process following fixed term recall:**
- Prisoners can make representations before 14/28 day term is completed, and released early by Parole Board or via NOMS SoS executive decision
- Or after release at 14/28 days, placed on licence until Sentence End Date (SED) or SLED (Sentence and Licence End Date). If those dates have already been reached and sentence is less than 2 years, a period of supervision post-sentence is given

**Standard recall (most recalled prisoners on a given day are on standard):**
- Applies to all sentence types
- Recall potentially until SED
- Suitable if person does not meet FT criteria

**Process following standard recall:**
- Parole Board reviews case within 28 days and can (1) direct release, (2) fix a date for release, (3) not direct release or (4) order an oral hearing. If not released, then the case is reviewed annually by the Parole Board
- Executive re-release powers can be used at any time (determinate sentences only)
- Release is automatic at SED (determinate sentences only)
### Recalled prisoners have a higher risk profile than the general prison population

<table>
<thead>
<tr>
<th>Recall type</th>
<th>N</th>
<th>Age (years)</th>
<th>Time since first sanction (years)</th>
<th>Previous breaches</th>
<th>Likelihood of any reconviction in 2 yrs (%)</th>
<th>Likelihood of a violent reconviction in 2 yrs (%)</th>
<th>Likelihood of a serious reconviction in 2 yrs (%)</th>
<th>High or Very High RoSH (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>All other Sentenced prisoners</td>
<td>64494</td>
<td>35.0</td>
<td>13.3</td>
<td>2.1</td>
<td>48.0</td>
<td>31.0</td>
<td>2.4</td>
<td>39.0</td>
</tr>
<tr>
<td>All recalled prisoners</td>
<td>5125</td>
<td>33.1</td>
<td>14.2</td>
<td>2.9</td>
<td>60.7</td>
<td>41.7</td>
<td>3.5</td>
<td>61.6</td>
</tr>
<tr>
<td>Standard a</td>
<td>3912</td>
<td>32.2</td>
<td>13.8</td>
<td>3.0</td>
<td>62.2</td>
<td>43.2</td>
<td>3.6</td>
<td>64.2</td>
</tr>
<tr>
<td>Extended b</td>
<td>459</td>
<td>36.2</td>
<td>14.7</td>
<td>1.9</td>
<td>51.6</td>
<td>36.7</td>
<td>4.1</td>
<td>88.9</td>
</tr>
<tr>
<td>Fixed term c</td>
<td>306</td>
<td>31.6</td>
<td>15.2</td>
<td>3.7</td>
<td>69.7</td>
<td>41.3</td>
<td>2.7</td>
<td>4.6</td>
</tr>
<tr>
<td>IPP or DPP d</td>
<td>215</td>
<td>36.1</td>
<td>15.9</td>
<td>2.0</td>
<td>55.3</td>
<td>38.9</td>
<td>2.7</td>
<td>59.5</td>
</tr>
<tr>
<td>Life e</td>
<td>159</td>
<td>45.6</td>
<td>19.7</td>
<td>1.2</td>
<td>40.5</td>
<td>28.2</td>
<td>1.7</td>
<td>57.2</td>
</tr>
<tr>
<td>HDC f</td>
<td>74</td>
<td>31.9</td>
<td>14.0</td>
<td>3.1</td>
<td>61.6</td>
<td>35.7</td>
<td>2.3</td>
<td>6.8</td>
</tr>
</tbody>
</table>

Note. a Recalled prisoners on standard recall. b Recalled prisoners serving extended sentences. c Recalled prisoners on fixed term recall. d Recalled prisoners serving indeterminate sentences for public protection. e Recalled prisoners serving life sentences. f Recall from Home Detention Curfew).

Adapted from Fitzalan Howard et al. (in press), **Understanding the process and experience of recall to prison.**

This snapshot profile of men and women recalled to custody indicated a group presenting with higher risk than most prisoners. On a given day the number back in prison on a **fixed term recall** may be relatively small but the numbers returning over the course of the year will be much higher. This group are very likely to reoffend (69.7%) but they do not present with high risk of serious harm to others.
(Some of) the specific issues of recalled prisoners

- High levels of criminogenic need across several domains
- Raised levels of learning disability
- Perceptions of procedural injustice
- Little knowledge on how to progress
- Disengaged from OM
- High rates of self harm and suicide risk
- Loss of hope, helplessness, poor coping & emotional control
- Those on Fixed Term Recall may be source of contraband?
- Poor relations with staff

Source: Fitzalan Howard et al. (in press), Understanding the process and experience of recall to prison. London: MOJ
Achieving Better Outcomes for Reception Prisons

“What Works”

**Aim** - to provide an efficient service to the courts and effectively manage remand prisoners and offenders with very short sentences.

Reception Prisons will be places that accommodate prisoners safely and decently, meeting their initial needs, maintaining links with the community and preparing those who receive a custodial sentence for moving into the training and resettlement estate once sentenced.
Rehabilitative Prisons

A rehabilitative prison is first and foremost safe, decent and secure; in addition it provides constant and consistent formal and informal opportunities to enable prisoners to make positive changes to how they think, feel and behave.

At the core of rehabilitative success is the need for a safe and decent prison environment, where prisoners are able to focus on planning for the future without being distracted by fears about their personal safety.

Reducing violence, self-harm, debt and drug misuse are a priority, supported by the consistent and fair use of authority. Once safety and decency are in place, then a clear, shared sense of purpose around rehabilitation and progression is vital.

Staff interactions with prisoners need to be meaningful, consistent and constructive for them to make a difference.

It is essential that staff have the right attitudes and skills to tackle criminal attitudes whilst using everyday interactions to coach self-management and self-motivation.
Rehabilitative Culture achieved by:

RELATIONSHIPS THAT ARE SUPPORTIVE AND COLLABORATIVE FOR ALL
- FMI, Strategy of choices, Conditions of success, Families work, OM Keyworkers

MANAGEMENT & LEADERSHIP THAT ENCOURAGE ENGAGEMENT
- Coaching, Councils & Committees, Communications

ACTIVITIES THAT PROMOTE WELLBEING & DESISTANCE
- Interventions, Substance misuse services, Education, Work, Leisure, Peer support

FAIR PROCESSES & SYSTEMS THAT FOCUS ON REHABILITATION
- Reward and recognition, Fair and transparent policies, Procedural Justice, Adjudications...

A NORMALISED ENVIRONMENT THAT PROMOTES SAFETY, DECENCY & HOPE
- Access to outdoors, Clean and decent, Broken things get fixed, Signs and symbols
<table>
<thead>
<tr>
<th>People with busy days punctuated by healthy food, time for exercise and other leisure activity and proper rest</th>
<th>Quality care is provided to help individuals manage their substance misuse and mental or physical ill health</th>
<th>Individuals are hopeful that they can have a better life. There is a strong focus on desistance</th>
<th>People feel they have the headspace to think about their futures (they do not need to reserve their cognitive capacity for self protection).</th>
<th>There are strong family and community relationships</th>
</tr>
</thead>
<tbody>
<tr>
<td>People are supported to be of service to others</td>
<td>Supervision is delivered in line with what is known to be effective. Transition arrangements are seamless</td>
<td>People have a safe and stable home to go on and a source of financial support</td>
<td>All interventions provided are evidence based</td>
<td>Resources are targeted at interventions which are most likely to deliver the best outcomes for offenders, victims and communities</td>
</tr>
<tr>
<td>A range of education and vocational activity is provided to broaden options for future employment</td>
<td>Staff encourage and coach positive change and understand that reward brings enduring change</td>
<td>A rehabilitative approach to offender management is undertaken where proportionate risk management procedures are in place</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Being responsive to individual circumstances will bring better outcomes

Services are more likely to deliver positive outcomes when they recognise and address factors which impact on an individual’s ability to engage and benefit. For example

- Maturity
- Gender
- Trauma and abuse
- Learning and intellectual difficulties
- Care leaving
- Personality disorder
- Mental health
- Health, including social care needs and disability
- Culture, religion, ethnicity
- Migration
Ensuring fairness of process – Procedural Justice

Procedural justice refers to the fair and just treatment of people by authority figures. It includes how decisions are made and how people are treated.

Being treated with procedural justice helps people to:

- Increase the trust and confidence they have in authority, and how legitimate the law and decisions made by those in authority are seen to be
- Accept and abide by decisions, and creates commitment to obey rules/the law (immediately and over time)

How people and their problems are managed influences these outcomes more than the final decision made (whether this is in their favour or not).

Four principles of procedural justice:

- **VOICE**
  Having the chance to tell your side of the story, and knowing that this will be heard and sincerely considered when a decision is made.

- **NEURALITY**
  Seeing the authority figure as a neutral and unbiased decision maker, someone who is transparent and consistent when applying the rules.

- **RESPECT**
  Seeing the authority figure as someone who treats you with respect and courtesy, who values your rights and takes your issues seriously.

- **TRUST**
  Seeing the authority figure as trustworthy, who is sincere and authentic, who is motivated to do the right thing for everyone involved.
What difference does fairness make?

• Where court decisions are perceived as procedurally just, there is greater compliance with orders, people accept the outcomes more willingly, they have a more positive view of the court system and their willingness to obey court decisions lasts longer into the future.

• Where people in prison perceive the prison to be procedurally just, they show better psychological adjustment, are less likely to break the prison’s rules, and have higher rates of desistance after release. Perceived fairness of staff also helps with adjustment to prison and well-being of boys and young men on remand.

• Where staff in prison perceive their workplace to be procedurally just, they report better well-being, greater job satisfaction, and a stronger rehabilitation orientation (they feel less punitive).

• Domestic Violence perpetrators are less likely to reoffend after arrest if they perceive the arresting officers as being procedurally just.

• Violent offenders are less likely to report carrying a gun if they view police as being legitimate and using procedural justice.
Video links to court are not always seen as procedurally just:

<table>
<thead>
<tr>
<th>ADVANTAGES</th>
<th>DISADVANTAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increases the efficiency of court proceedings by reducing time and costs</td>
<td>Increases the numbers of adjournments and lengthen processing times to final resolution</td>
</tr>
<tr>
<td>Practical solution to the problems of transporting prisoners such as reducing costly / long distance journeys</td>
<td>Perceptions of procedural justice and experiences of clients and practitioners may be adversely affected by physical separation from the legal process and the parties involved</td>
</tr>
<tr>
<td>Reduces security risks and potential harm to prisoners and the public</td>
<td>Cost and capability of technology such as high set up costs and technological faults</td>
</tr>
<tr>
<td>Creates a more responsive and engaging interaction between legal practitioners and clients (as an alternative to telephone contact)</td>
<td>It is not suitable for certain cases including complex cases and involving non-English speakers</td>
</tr>
<tr>
<td>Increases accessibility of services to certain groups or areas where service provision may be limited</td>
<td>Source: Video conferencing between prison and court</td>
</tr>
</tbody>
</table>
Violence, suicide and self-harm

What do we know?
Violence incidents in custody

Remand prisoners made up 13% of the prison population in 2015

Remand (those not yet tried of the offence against them)
- Nearly 12% of all perpetrators (assailants and fighters) were not yet tried of their offence
- Over 11% of all victims were not yet tried

Remand (convicted but not yet sentenced)
- Nearly 5% of all perpetrators (assailants and fighters) were convicted prisoners
- Over 11% of all victims were convicted prisoners

Recall
- Men on recall made up 8% of the prison population in 2015
- Nearly 10% of all perpetrators were recalled prisoners
- 9% of all victims were recalled prisoners

FNPs
- FNPs made up nearly 12% of the prison population in 2015 and
- Nearly 12% of all perpetrators were FNP
- Nearly 11% of all victims were FNP

Source:
Offender Management Statistics Quarterly, England and Wales, July to September 2016 (with prison population tables as at 31 December 2016)
Trend in violence at Local Adult prisons 2012 – 2015c

Local Adult - Assaults per 1000 prisoners

2012 2013 2014 2015

Monthly Rate
12 Month Moving Average
Drivers of prison violence

- Boredom
- NPS demand
- Anti-social hierarchy & status
- Debt & Bullying
- Sleep disturbance

- Poor food
- Overcrowding
- Dirt & dilapidation
- Lack of basics
- Can't fix things (e.g. broken windows)

- Procural injustice
- Illegitimate uses of authority
- Lack of respect
- High use of force

- Poor conflict resolution skills
- Immaturity and impulsivity
- Over-sensitivity to insult, rumination
- Poor tolerance of stress & frustration

- Procedural injustice
- Illegitimate uses of authority
- Lack of respect
- High use of force

- Individual (imported factors)
- Poor Environment & Decency
- Lack of Respect & Justice
- Lack of Activity

- Lack of Activity
- Poor Environment & Decency
- Individual (imported factors)
- Lack of Respect & Justice
### What can help to reduce violence?

#### WHAT WORKS?

- Cognitive skills training
- Legitimacy & procedural justice
- Activity, good diet and sleep
- Respectful relationships
- Increasing social connection

#### WHAT DOES NOT WORK?

- Punishment
- Deterrence
- PAVA & Taser (Incapacitation tools)
- Making conditions harsher
Suicide and self-harm within the prison population

Remand prisoners made up 11% of the prison population in 2016:

**Remand (convicted but not yet sentenced)**
- Accounted for over 7% of all self-inflicted deaths in 2016
- Accounted for 5% of all self-harm incidents in 2015

**Remand (those not yet tried of the offence against them)**
- Accounted for just over 20% of all self-inflicted deaths
- Nearly 9% of all self-harm incidents

**Recalls**
- Men on recall made up 8% of the prison population in 2015 and
- Accounted for nearly 14% of all self-harm incidents

**FNPs**
- FNPs made up nearly 12% of the prison population in 2015 and
- Accounted for 6% of all self-harm incidents

Sources:
Offender Management Statistics Quarterly, England and Wales, July to September 2016 (with prison population tables as at 31 December 2016)
Risk factors of suicide & self-harming behaviours

Risk factors are broadly similar for suicide and self-harming behaviours. Whilst we know self-harm can be predictive of suicide, it is also important to separate the two behaviours. This can help to develop our understanding of prisoners in crisis and the underlying reasons.

- Adverse childhood experiences/trauma
- Family history of suicide/self harm
- Breakdown of familial relationships
- Unhealthy coping strategies
- Poor emotion regulation, including anger
- Impulsivity

- Mental illness (depression/mood disorders)
- Substance misuse
- Previous history of self-harm/suicide attempts
- Younger age
- Lack of social support

- Early days in custody
- Sentence (remand/life sentences/recall)
- Location (locals/YOI’s and high security)
- Availability of methods/means
- Transfers (between prisons)
- Court appearances (change in status)

- Feeling lonely – self-isolating
- Hopelessness
- Less connected—e.g. recent bereavement or breakdown of a familial relationship
- More likely to be involved in prison conflicts

Imported vulnerabilities

Custodial factors

Environmental triggers

Risk factors of suicide & self-harming behaviours
## What can help a person in crisis?

### Relationships with staff
- Empathic & non-judgemental attitudes
- Providing a safe environment to talk in confidence
- Helping prisoners to solve their daily problems and ease their frustrations may improve the experience of the prison environment
- Multi-disciplinary care planning & communication that prisoners are involved in
- Increasing staff knowledge and providing them with adequate support and assistance

### Someone to talk to – increasing social connections
- Staff
- Prisoners – peer mentors, listeners
- Family & friends
- Samaritans, Pen Pals, Sane

### Keeping busy
- Being occupied purposefully – having a job, attending education/ accredited programmes
- Plenty of flexible opportunities for activity that involves interacting with others e.g. sports, gym, education and work, to reduce stress and isolation
- In cell activities (to help avoid rumination)
Drivers of safety

- Cognitive skills training
- Conflict resolution training
- Stress tolerance training e.g. mindfulness

- Procedural justice
- Respectful relationships
- Legitimate authority
- Rehabilitative culture

- Time out of cell
- Providing & receiving peer support
- Exercise & fresh air
- Work
- Good sleep patterns

- Nutritious diet
- Enable personal space
- Clean environment

Diagram:

- Individual
- Environment & decency
- Respect and Justice
- Activity
Designing a Safe and Secure Reception Prison
What will a safe Reception Prison look like?

- Psychiatric screening and mental health services with effective diversion scheme for those who are psychotic
- Flexible opportunities for activity that involves interacting with others e.g. sports, gym, education and work, to reduce stress and isolation
- Staff trained to champion as well as care for the needs and rights of remands
- A cared for environment with access to outside space
- Calm, quiet, reflective spaces, privacy
- Conflict resolution training is provided for staff and prisoners
- Cognitive skills, anger management, mindfulness training
- Monitoring and analysis of flashpoints for violent incidents
What will a secure Reception Prison look like?

- Physical security is proportionate to mitigate negative effects of imprisonment
- Individuals are assessed and categorised swiftly, and fairly
- Visitors know what security is in place and understand why it is there
- Security in visitors centres is proportionate and dynamic
- Individuals who need help with drug use are directed to appropriate services, rather than punished
- Access and support for individuals to maintain contact with family and friends via telephone and other forms of communication
- Those who may be vulnerable to and/or engaging in extremism in custody are identified and managed appropriately
- People vulnerable to and/or engaging in group affiliated offending are identified and managed appropriately
- Clear processes for exchanging information with key stakeholders outside the prison such as the police, community probation and Youth Offender Services
- Staff wrongdoing is minimised by ensuring elements of procedural justice are used, holding staff to account for their actions, effective training and improving organisational ethics
- Improving relationships, making systems fairer and ensuring transparency
- Security measures, such as BWVCs and body scanners, should be used transparently and with a rehabilitative focus
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The number of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
Contents

1.  Resettlement Prison overview  
    
2.  Resettlement cohort definitions  
    
3.  Evidence summary  
    
4.  Regime and activities  
    
5.  Supporting prisoner resettlement and preparation for release  

Please read this prison MOD in conjunction with:

- The MODs overview and background
- Any relevant Specialist Cohort MOD

These can be found on the PETP intranet pages.
1: Resettlement Prison overview

Resettlement Prisons play a fundamental part in our prison system, preparing an individual for release and resettlement into the community through building, maintaining or improving family and community ties and providing access to local community services. However, Resettlement Prisons are changing both in relation to the cohort they hold and in the nature of the services that could be provided to meet their needs.

In future, the resettlement cohort held in prisons with a resettlement function (whether primary or secondary) will be made up of two broad groups of prisoner preparing for release: those serving shorter sentences who arrive directly from a Reception Prison (known as [NPS or CRC] resettlement only cohort), and those serving longer sentences who have spent time in a Training Prison addressing their rehabilitative needs and are approaching release (known as post-training resettlement cohort [PTR]). Every person transferring in to a Resettlement Prison will serve a minimum of 28 days there prior to their release.

**Resettlement-only cohort**
These prisoners will, on average, spend around 9-12 weeks in custody. They tend to be younger, less mature and more likely to have been living a chaotic lifestyle and disengaged from services prior to arrival in custody. To minimise the depth of imprisonment and maximise the chances of successful reintegration, building or maintaining family and community ties will be important.

**Post-trainer resettlement (PTR) cohort**
The PTR cohort will generally remain for longer depending on their allocation to NPS or CRC and progress within the training estate. CRC cases will spend 10 months in a Resettlement Prison with NPS cases potentially serving longer (14 – 24 months) or, for some, shorter (4-6 months) periods. Having spent time in a Training Prison, they are more likely to be better orientated in terms of personal adjustment to the custodial environment and will have completed rehabilitative activity. As they will have been in custody for a significant period they will have had limited links to services in the community that will need to be rebuilt.

These two cohorts will have different needs and characteristics but by concentrating them in Resettlement Prisons it will enable staff to focus on helping prisoners reform and prepare for their release and reintegration into the community. The ambition remains that Resettlement Prisons, like Training Prisons should offer a full-time regime. However, the changing nature of a Resettlement Prison provides the opportunity to design and develop a regime and deliver services differently including by taking advantage of the opportunities provided by the introduction of OMiC.
Underpinning this is the principle of self-determination, where prisoners are encouraged to take responsibility for their own reform and rehabilitation. They should be able to exercise an appropriate degree of choice about what, when and how they engage with resettlement whilst being supported and motivated to do so. A broader understanding of the concept of resettlement is at the heart of the regime as prisoners will spend longer periods in this type of prison focusing on their resettlement in recognition of this understanding.

**Composition of the Resettlement Prison MOD**

The MOD sets out the key evidence and nature of service that could be provided for the cohorts in Resettlement Prisons. It acts as a framework that can be used by Governors to develop their business plans and local operating models to provide the best possible service offer suitable for the resettlement cohort. Specifically:

**Section 2** sets out the Resettlement Prison ‘Prison on a Page’ and details the cohorts of prisoners in Resettlement Prisons.

**Section 3** summarises the evidence for the resettlement cohort drawing out the key points to be considered. It is underpinned by a more detailed evidence pack that can be accessed on the PETP intranet pages.

**Section 4** details what good looks like for the regime and activity in a Resettlement Prison. It uses the evidence base that underpins what is known about this cohort and offers guidance on how to structure a regime with activity, interventions and services which are geared towards resettlement.

**Section 5** focuses on the wider considerations that Resettlement Prisons will need to understand in order to meet the broader needs of the cohort. It includes the need to think differently about how a prisoner entering a Resettlement Prison for the first time is settled in to the environment, meeting their healthcare needs, support services required, preparing prisoners for release and how they are aided to effectively resettle into the community once they go through the gate.
## 2: Resettlement cohort definitions

### CRC Resettlement Only Cohort
- Men with >28 days to serve at the point of transfer and ≤16 months to serve at the point of sentence regardless of HDC eligibility

### NPS Resettlement Only Cohort
- Men with >28 days to serve at the point of transfer and:
  - ≤16 months to serve at the point of sentence (HDC eligible) or
  - ≤12 months to serve at the point of sentence (non HDC eligible)

### CRC Post Training Resettlement (PTR) Cohort
- Men being transferred from the Training Prison with =10 months to serve before release

### NPS Post Training Resettlement (PTR) Cohort
- Men being transferred from the Training Prison with between:
  - 14-24 months to serve before release or
  - 4-6 months to serve before release
  - Dependent on assessment of suitability and need.

### Standard Recall [Direct] Prisoners
- Men having been recalled to custody and who are not eligible for a fixed term recall and with ≤24 months to serve before SED

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Model for Operational Delivery: Resettlement Prison
## Resettlement Prison

<table>
<thead>
<tr>
<th>Mission</th>
<th>Our mission is to deliver a prison service which provides an appropriately secure environment, that treats prisoners safely and decently, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aims</td>
<td></td>
</tr>
<tr>
<td>To provide a secure environment</td>
<td>To accommodate prisoners safely and decently</td>
</tr>
<tr>
<td>Cohorts</td>
<td>Resettlement Only Cohort</td>
</tr>
<tr>
<td>Objectives</td>
<td>To provide effective and community facing resettlement</td>
</tr>
<tr>
<td>Services</td>
<td>Access to substance misuse services focused on maintenance, reduction and relapse prevention</td>
</tr>
<tr>
<td></td>
<td>Access to quality resettlement services</td>
</tr>
<tr>
<td></td>
<td>Access to quality and timely HDC assessments and processes</td>
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<td></td>
<td>Access to legal services</td>
</tr>
<tr>
<td>Activities</td>
<td>Access to activities appropriate to their likely length of stay</td>
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<tr>
<td></td>
<td>Access to activities to increase settlement and promote positive engagement with the regime</td>
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<td></td>
<td>Access to activities that promote personal and social responsibility</td>
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<tr>
<td></td>
<td>Access to activities that promote opportunities for prisoners and families to engage, retain and develop pro-social relationships</td>
</tr>
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<td></td>
<td>Access to community based/linked activities</td>
</tr>
<tr>
<td>Interventions</td>
<td>Interventions such as Timewise to reduce custodial violence</td>
</tr>
<tr>
<td></td>
<td>Interventions that build personal capabilities and life skills</td>
</tr>
<tr>
<td></td>
<td>Interventions aimed at developing autonomy and self reliance</td>
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</tbody>
</table>
3: Evidence Summary

While the number of prisoners with sentence of six months or less has decreased the number of prisoners sentenced to more than 6 months but less than 12 months has increased. By the end of 2016, this population had increased by 13% from the previous year.

At the end of 2016, 15% of adult men in prison were serving a sentence of two years to up to four years.

Adult men serving shorter sentences are more likely to be reconvicted of any offence within 2 years of release.

Young adults are over-represented in assaults in prisons, committing 23% of violent assaults, involved in 28% of fights, and making up 20% of victims of assaults in prisons in 2014, despite representing only around 6% of the prison population during that year.

Men serving short sentences are more likely to present with high likelihood of reconviction and significant needs in a wide range of areas. These men will only be in custody for a relatively short period, and through the gate support will be critical for this group.

On a given day the number back in prison on a fixed term recall may be relatively small but the numbers returning over the course of the year will be much higher. This group are very likely to reoffend (69.7%) but they do not present with high risk of serious harm to others.

69% of adult men have an OGRS score of 50% or more. The most prevalent offence types are violence, followed by acquisitive offences.

At the end of 2016: 39% of adult men in prison were serving a determinate sentence of more than 4 years.

41% of men sentenced to 4 years or more have an OGRS score of 50% or more. This group has a lower risk of general reconviction than the resettlement groups with shorter sentences, as there are more individuals with a sexual offence type.

Young men on short sentences (<2 years) have a much higher likelihood of general reconviction. Young men sentenced to 2 years or more are more likely to be reconvicted in the 2 years after release for a violent offence.
4: Regime and Activities

The overarching aim of a Resettlement Prison is to prepare an individual for release and to resettle them into the community through maintaining or improving family ties and providing access to local community services.

The concentration and differing needs and time left to serve of the prisoners within the resettlement cohort, the principle of self-determination and the introduction of Offender Management in Custody (OMiC) provides local management teams with the opportunity to take advantage of the empowerment agenda and rethink the way activity is delivered and achieved outside of traditional methods. This is particularly relevant in respect of the concept of resettlement activity and brings an opportunity to design a regime and deliver services more effectively and efficiently.

Building family ties will be important to minimise the depth of imprisonment and maximise the chances of successful reintegration and reduce their risk of reoffending. Proactive work to try and prevent the loss of ties to community services or key pro-social relationships is important in order to aid successful reintegration.

Qualitative evidence indicates that fostering an environment of self-determination where those in Resettlement Prisons are encouraged and supported to self-manage aspects of their lives will help prepare prisoners for release and life in the community and lead to a reduction in reoffending. The extent to which this is achievable will depend on the infrastructure of an individual prison. For example, this could include, giving prisoners the ability to book an appointment to see a doctor, key worker or CRC without having to be dependent on a staff member, although help should be provided to those that need it. This approach mirrors the expectations they will face in the community on release and promotes the development of these skills in a supportive environment.

Linked to this is the importance of embracing activity as a purposeful use of a prisoner’s time, not restricted to only work or education. This provides the opportunity to build resettlement into the heart of the regime by providing dedicated time for a broad array of resettlement activities at certain points approaching release. The through the gate (TTG) service delivered by CRCs will continue to play an integral part of any regime in a Resettlement Prison. However, the most effective resettlement of prisoners happens over a longer period of time within a broader consideration of the individual’s resettlement needs and one which has an outward focus. This includes through effective use of ROTL, enabling prisoners to experience the community ahead of their release.
It will be for Commissioners and Governors of Resettlement Prisons to define and agree the level of regime delivery against prisoner need, capacity, and capability of the site (local infra-structure and workforce) and their budget. The MODs aim to facilitate meaningful conversations between Commissioners and prison Governors in order to agree the most effective, comprehensive and aspirational regime.

**Composition of this section**

The MOD highlights the main areas of activity which Governors will want to consider as they develop their regime and activities. The introduction of reconfiguration and the OMiC model provides the opportunity to rethink the way activity is delivered and achieved outside of traditional methods. This is set out below where applicable for each activity. The main areas of activity are:

- **Resettlement and self determination**
- **Offender Management in Custody (OMiC)**
- **Family contact**
- **Education and work based learning**
- **Library**
- **Physical education and activity**
- **Faith based activity**
- **Release on temporary licence (ROTL)**
Resettlement and self-determination

It will be important to build dedicated time for resettlement activities to promote self-determination and personal responsibility. Furthermore, it ensures that meaningful resettlement activity is at the heart of the regime and is accessible to all. Effective resettlement looks different for each individual and therefore how each person chooses to use their time is flexible and can be developed with support from their key worker.

Self-determination enables resettlement cohort prisoners to develop the skills they need to meet the challenges around time management, appointment scheduling and accessing services that can support achievement of their resettlement and life goals. It encourages a holistic approach to their resettlement with association and self-care sitting alongside families and more traditional resettlement pathways of employment and accommodation. This approach mirrors the expectations they will face in the community on release and promotes the development of these skills in a supportive environment.

Although the ambition is that the men should become more responsible for planning and undertaking activities for their resettlement, there will be some that require more support and direction than others. The key workers will provide the first line of this support but all service providers across the prison may be accessed by the individuals as part of his resettlement plan and activity. As such it is possible to see men access some services provided by education as part of their resettlement activity. Similarly, the activity undertaken at other times of the week should be seen as supporting the overall progress towards rehabilitation, reform and resettlement.

CV building workshops and courses which focus on providing prisoners with the knowledge, skills and tools to put them at the forefront of the labour market can help individuals to prepare for release and attain sustainable employment. Collaborative working with the CRC and supporting partners is encouraged in order to prepare individuals for the successful transition into sustainable employment. Access to banking services and JobCentre staff will provide prisoners with the opportunity to set up a bank account to ensure receipt of Job Seekers Allowance or wages on release.

Governors will want to ensure that there isn’t duplication of service provision across service providers. Activities between service providers should seek to build and complement one another rather than merely offer an alternative provider for the same product or outcome.
Offender Management in Custody Model (OMiC)

Offender management is an integral part of supporting prisoners through their journey from initial sentence through to release. The introduction of the OMiC model moves offender management from the community into custody until prisoners approach their release date; and in the closed male estate OMiC introduces the key worker role. The aim of the model is to ensure that that prisoners:

- receive appropriate interventions and services;
- have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers;
- achieve a ‘seamless prison sentence’, rather than having to start again at each prison; and
- maximise efficiency of processes and resources, e.g. by locating such processes as HDC in the Resettlement Prisons and remove duplication as well as develop expertise.

In the closed male estate, there will be a core service which will be provided to all prisoners. Specialised offender management will be provided to prisoners allocated to the National Probation Service (NPS). The core service will include risk screening, a key worker and basic offender management delivered on a transactional basis. The specialised service will have a higher intensity of offender management delivery and an assigned named prison offender manager (POM) working with them to assess their risk and needs and offer one to one supervision to address their offending behaviour. This will be supported by training, supervision and support for staff delivering offender management.

OMiC will underpin the rehabilitative culture with a combination of specialised services, core services, leadership and supported staff. In a Resettlement Prison, OMiC will help prisoners to settle within the establishment, progress through their sentence and prepare for release into the community. Key workers will support prisoners and meet with them regularly for an average of 45 minutes per week. This will enable the key worker to motivate prisoners to prepare for the transition into the community.

Transitioning to OMiC may include a phased approach and support and training will be provided to all staff affected. During transition Governors will need to consider locally how to best use their resources to deliver the model while remaining within their cost envelope.
The following table sets out the key Offender Management actions for the cohorts in a Resettlement Prison.

<table>
<thead>
<tr>
<th>Resettlement – Offender Management actions</th>
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</thead>
<tbody>
<tr>
<td><strong>CRC</strong> Resettlement only</td>
</tr>
<tr>
<td>Key worker</td>
</tr>
<tr>
<td>Assessment and access to interventions e.g. accredited programmes &amp; post programme work</td>
</tr>
<tr>
<td>Initial and review of Categorisation</td>
</tr>
<tr>
<td>An initial ROSH screening assessment</td>
</tr>
<tr>
<td>CRC over 10 &amp; medium ROSH initial OASys and sentence planning meeting</td>
</tr>
<tr>
<td>Assessment and access to ROTL</td>
</tr>
<tr>
<td>Pre-release tasks:</td>
</tr>
<tr>
<td>HDC assessment, handover of prisoner’s custodial report to community CRC Offender Manager, CRC</td>
</tr>
<tr>
<td>Through the Gate resettlement services, prison Offender Manager goes through licence conditions and preps for release</td>
</tr>
</tbody>
</table>

| NPS Resettlement only                     |
| Key worker                                |
| Assessment and access to interventions e.g. accredited programmes & post programme work |
| Initial and review of Categorisation       |
| Assessment and access to ROTL (for eligible non MAPPA cases) |
| Assigned prison Offender Manager who will undertake initial and handover review OASys, sentence planning meetings, 1-1 supervision, input into ACCT. |
| Assignment to a community Offender Manager 7.5 months before conditional release date, handover of responsibility and Pre-release Board with prison Offender Manager and community Offender Manager, HDC assessment, CRC Through the Gate resettlement services, prison Offender Manager goes through licence conditions and preps for release |

| CRC Post Training Resettlement             |
| Key worker                                |
| Assessment and access to interventions e.g. accredited programmes & post programme work |
| Review of Categorisation                   |
| CRC over 10 & medium ROSH and over 48 months review OASys and sentence planning meeting |
| Pre-release tasks:                         |
| HDC assessment, handover of prisoner’s custodial report to community CRC Offender Manager, CRC |
| Through the Gate resettlement services, prison Offender Manager goes through licence conditions and preps for release |

| NPS Post Training Resettlement             |
| Key worker                                |
| Assessment and access to interventions e.g. accredited programmes & post programme work |
| Review of Categorisation                   |
| Access to ROTL (for non restricted cases)  |
| Assigned prison Offender Manager who will undertake handover review OASys, sentence planning meetings, 1-1 supervision, input into ACCT. |
| Assignment to a community Offender Manager 7.5 months conditional release date, handover of responsibility and Pre-release Board with prison Offender Manager and community Offender Manager, HDC assessment, CRC Through the Gate resettlement services, prison Offender Manager goes through licence conditions and preps for release |

| Standard Recall Prisoners                 |
| Key worker                                |
| Assessment and access to interventions e.g. accredited programmes & post programme work |
| Categorisation reviews                     |
| Assigned Prison Offender Manager who will attend sentence planning meetings, undertake 1-1 supervision, input into ACCT. |
| Parole Board Reviews, Pre-release Board with prison Offender Manager and community Offender Manager, CRC Through the Gate resettlement services, prison Offender Manager goes through licence conditions and preps for release |
Family contact

Social visits are one of the main protective factors for people held in custody. Evidence suggests that a lack of familial contact can lead to violent or self-harming behaviours, which will have a detrimental impact on prisons and prisoners. The statutory entitlement to social visits for convicted prisoners is two visits in every four-week period. In addition, policy allows for a visit on reception. Empowered Governors can add to this time with additional family visits or longer sessions to encourage family relationships.

It is integral to the prisoner’s right to family life, as well as their rehabilitation, that they are able to have social visits; these are crucial to sustaining relationships with close relatives, partners and friends.

Providing visits in a relaxed environment is important. This may have a positive impact on the welfare of the prisoner as well as their motivation to engage in resettlement activities.

Family learning or homework clubs can provide an opportunity for family members to undertake educational activities and homework together in a fun and dynamic way, retaining family ties and involving prisoners in their children’s education while encouraging their own relationship with education. Such events work most effectively when the focus of the session is about the interaction between the prisoner and their children.

Prisoners families should be made aware of existing schemes that are available which can facilitate and enhance family visits, including the Assisted Prison Visits scheme (PSI 16/2011 Providing Visits and Services to Visitors).

These relationships are considered to support prisoner’s rehabilitation and prevent reoffending. Strengthening family ties features prominently in the recent publication, the Lord Farmer review: Family ties at the heart of Prison Reform.

Emailaprisoner.com and, in some prisons, the introduction of in-cell telephones can act as additional methods of maintaining family ties.

Governors could also consider options, though how this is managed will be dependent on local decisions, staffing levels and the cost envelope associated, including:

- Evening visits where there is a demand for this;
- Increasing the amount of visits sessions per day; and
- Building works to increase the size of the visits hall.
Family based activity

There are a number of organisations and charities as well as in-house opportunities to support prisoners and their families throughout custody, through to release, to maintain vital emotional bonds and ensure the whole family feels supported. Below is a list of some established courses and organisations aimed at supporting maintaining family ties:

**Building Better Relationships (BBR)**, this is a HMPPS accredited programme run by community rehabilitation companies (CRCs), for men who have been violent or abusive in their relationship.

**Caring Dads** is a program aimed at men who have physically or emotionally abused towards their children or their children’s mother.

**Storybook Dads** allows men to record and send bedtime stories to their children.

**The Prison Advice and Care Trust (PACT)**, a national charity that works with individuals throughout custody and on release to support prisoners and their families. PACT provides the following:

- **Within My Reach** supports young men in prison to learn conflict resolution skills, relationship decision-making strategies and relationship safety/violence prevention.
- **Coming Home** is a one-day resettlement workshop, which prepares prisoners for their return to the home and/or family.
- **Time to Connect** is for imprisoned parents and focuses on the role of ‘play’ in children’s early development and the importance of positive parenting.
- **Building Stronger Families** aims to strengthen relationships between prisoners and their partners.
- **Building Bridges** is aimed at young people in prison, to strengthen the relationship between the young person and their parent, carer or guardian.
- **Family Literacy in Prisons** improves the bond between imprisoned parents and their children and increases engagement in their child’s learning and development.

**Barnardos** is a national charity that offers the following courses to prisoners:

- **Bathing Babies** is a Barnardos’s course for prisoners with a baby under the age of one, fathers learn basic parenting such as bathing and feeding their baby to gain confidence in their role as a parent.
- **Five to Thrive** is a Barnardos’s course designed to support parents together in their parenting allowing mothers to communicate in an education environment to fathers how they parent.
**Education and work-based learning**

The *Dame Sally Coates review: Unlocking Prisoners Potential A Review of Education in Prisons* highlighted the importance of education in unlocking prisoners' potential and enabling them to progress into work upon release, thereby reducing their likelihood of reoffending.

Governors have greater freedom to deliver a curriculum that is informed by the needs of the prisoners in their care, addresses basic skills deficits and encourages personal responsibility for learning. This will be achieved through the introduction of a Dynamic Purchasing System (DPS) which allows the opportunity to commission smaller and more bespoke education services to meet more specific and varied needs. For further information on this, contact [Prison_Education@justice.gov.uk](mailto:Prison_Education@justice.gov.uk)

In order to give prisoners a learning experience where they can take responsibility for their own progression and development, a breadth of courses that cater for all are essential. All prisoners must be provided with the opportunity to engage with education and should be encouraged to access the right level of provision to achieve improved educational attainment. Learning plans could be used in collaboration with progression plans to record, identify and ensure a prisoner's learning and skills needs are prioritised and monitored. This could support continuity of learning after release.

The use of appropriate short-term target setting could be used in support of an individual’s development and job readiness. Recording achievements and qualifications could be used to enrich job applications as well as encouraging individuals to identify and reflect on their development. Employability courses that focus on providing prisoners with the knowledge, skills and tools to put them at the forefront of the labour market and produce CVs can help individuals to prepare for release and attain sustainable employment.

Governors should engage with their education provider to ensure they establish effective relationships with further education institutions to inspire prisoners and promote enrolment onto higher education which can be continued beyond release, where appropriate.

Education provision should supplement the preparatory work for release which occurs in Resettlement Prisons by including vocational education and employability skills on the curriculum, as well as delivering enterprise and business courses in order to meet the needs of entrepreneurial prisoners who intend to become self-employed on release. Governors will also want to consider the average length of stay of the cohorts they hold when determining the most appropriate education, workshop and industries offers.

This chapter, Education and work-based learning, covers a wide range of information in regard to learning activities available within a prison, this includes:
Work-based Learning

Workshops provide purposeful activity that can equip the population with the core employability skills required to gain employment on release. The length of stay of the resettlement cohort allows Governors to consider running workshops or academies with industry-standard qualifications that reflect labour market gaps and employer demand.

Opportunities for training and developing transferable skills can be embedded into prison industry, therefore Governors should consider whether their existing provision will provide enough workshop spaces. They are encouraged to engage with Public Sector Prison Industries Strategy (PSPI) with a view to building upon existing contracts within specialised areas, i.e. Engineering and Woodwork, and identify any capacity to supply the internal market.

Many prison workshops, such as woodwork, allow prisoners to create pieces that are sold in prison shops. For example, prisoners at HMP Frankland currently make clocks and wooden statues that are sold at HMP Durham. This can provide a source of income for the prisoner and can also be a way of engaging with the local community to demonstrate the good work that can take place within a prison, thereby incentivising employers to engage with prisons and employ prisoners on release.

Outside employers could be engaged to deliver work experience in prison which mirrors apprenticeships in the community and teaches prisoners specialist trades as well as the skills to equip them for obtaining and maintaining employment. Reflective of the working environment, prisoners are given the opportunity to develop skills such as communication, punctuality, reliability and time management that will not only assist within an employment capacity but with other aspects of their resettlement into the community.

Workshops that mirror a live working environment such as work rotas, opportunities for overtime, bonus payments for meeting targets and specific lunch breaks can be effective preparation for returning to employment. Several of these employers will actively support prisoner’s resettlement by offering tangible jobs on release. Release on temporary licence (ROTL) is an important tool within a Resettlement Prison to support prisoners in engaging with work, to undertake work experience days and to attend interviews.

Below is an example of an established HMP Academy that teaches prisoners work-related skills with opportunities for work upon release at HMP Onley.
Case Study - HMP Onley

HMP Onley have been working with the communities that their prisoners are most often released to with a view to understanding their local employment opportunities on release. They use this community engagement to provide prisoners with opportunities to bridge skills gap to increase their likelihood of employment upon release, providing relevant experience where possible.

HMP Onley strive to provide the men that are working in the workshops with employment on release and they have had several successful prisoner case studies that highlight that the work they are doing ultimately has strong links to lowering recidivism.

Halfords’ ex-offender corporate social responsibility scheme: ‘A Road to a Brighter Future’, is currently on offer at HMP Onley and provides training and qualifications to prisoners to gain the expertise required to become professional bike mechanics.

An excerpt for the Retail Awards 2017 magazine talks about the level of success with the Halfords partnership:

**Jobs on Release**
“As for the trainees, on release there is a job waiting for them at a Halfords store if they want it.”

**Reducing Reoffending Rates**
“The objectives were to have 30 prisoners fully trained in year one and 15 ex-prisoners employed by the end of year two, rising to 50 by the end of 2019. However, ‘A Road to a Brighter Future’ has already beaten one of those targets – in 2016, 24 ex-offenders, were taken on in full-time positions.”

Resettlement Prisons may want to consider emulating these success stories and initiatives by bringing other employers on board to extend this provision; particularly in light of the [Dame Sally Coates report: Unlocking Potential: A Review of Education in Prison](https://www.gov.uk/government/publications/unlocking-potential-a-review-of-education-in-prison) which makes recommendations for Governors to seek to develop further opportunities for work experience. Engaging employers in this way can inform the requirements of particular industries, remove the barriers that prevent prisoners from securing employment on release and increase the offer of interviews in order to reduce reoffending.

HMP Wymott have been maximising opportunities to bring employers, based on labour market information, to lead workshops within their facilities in order to provide prisoners with the tools, skills and qualifications required to successfully reintegrate back into society on release.
Case Study - HMP Wymott

Recycling Lives provides industry-leading training, work experience, support and guidance to reduce reoffending and improve people’s lives. Operating within Wymott’s facilities, Recycling Lives prepares prisoners for life after release including:

- Financial Incentives
  - Prisoners can earn financial bonuses for exceeding targets, 40% of which is donated to victim support funds.

- Qualifications and Training
  - We identify gaps in education and provide access to training for prisoners, including an NVQ Level 2 in Recycling.

- Transferable Skills
  - The skills and experience gained and work ethic developed improve employment prospects and better prepare prisoners for any employment.

- Smooth Transition
  - If required, Recycling Lives will provide living accommodation upon release, ensuring stability whilst the six-stage work programme is completed.

- Real Job Prospects
  - Recycling Lives support social mobility and inspire personal progress by offering employment opportunities within our business, or with our corporate partners.

HMP Wymott also demonstrated the preparatory work that prisoners approaching release can undertake. On induction, prisoners attend a resettlement and interventions board with representatives from OMU, industries, education and activities where targets are agreed in line with their sentence plan and allocation to interventions, education and work are decided accordingly. Sequencing prisoners into activities should therefore be considered to ensure that individual’s needs are met to improve the chance of successful resettlement.

Higher Education and Distance-Learning

Higher education affords prisoners, whose educational interests and academic ability extends beyond the local curriculum, access to varied courses. This type of study not only encourages independence and responsibility but can prompt individuals to focus on their future plans and how they can achieve them.

MOJ statistics indicate that prisoners who complete further and higher education are more likely to increase their career prospects and earnings and therefore are less likely to reoffend. It is therefore essential that any distance learning or Open University modules started at a Training Prison are allowed to be continued upon transfer to a Resettlement Prison.

Effective use of Virtual Campus can enable this. Further information on this is available on the following page.
Virtual Campus

Virtual Campus (VC) can assist with the delivery of education throughout a prisoner’s sentence and on release thereby ensuring continuity of learning and progression. Prisoners will be able to access course resources and materials as well as their own work via VC, removing the reliance on staff to liaise with other education providers and agencies on their behalf.

A significant barrier that might jeopardise a prisoner’s ability to continue with study on release is being able to align their assignments with release preparation, release itself and the academic year. The use of ROTL could enable existing learners to make links with their local colleges, universities and libraries to maintain their study, while motivating and encouraging others to enrol onto education courses while in prison. Where VC is available, regular access is to be encouraged.

Digital proficiency is a key functional skill for prisoners in education, employment and in their personal life. The ICT provision in prison is therefore an important consideration for prisoners to use and improve their digital skills during their sentence.

Personal and social development

Personal and social development (PSD) is another consideration for the resettlement cohort and was outlined in the Dame Sally Coates review, Unlocking Education: A review of Education in Prisons (6.21-6.23). Some CRC’s, community providers and charities offer courses to teach prisoners the importance of core employability skills such as effective communication, problem solving and how to disclose a criminal conviction. The importance of these basic skills is undeniable and help prisoners understand body language and how to have appropriate conversations with employers, which will support them in seeking employment.

PSD can be used as a tool to engage prisoners in education, including those with additional difficulties and support them to make progress against their learning plans. Peer mentors are another method of engaging individuals who are unable or reluctant to go to education. Mentors can provide educational support in both a traditional classroom-based learning and outside of the classroom or with motivation to attend. Initiatives such as “Turning Pages”, the reading plan provided by the Shannon Trust to help adults learn to read, is supported by peer mentors which facilitates their own personal and social development. Similarly, talks from former prisoners who have resettled into the community and have benefitted from education during their sentence can be motivational and encouraging for other prisoners.
Prison Work

Having the opportunity to engage with meaningful work whilst in custody helps prisoners to gain valuable skills that can be transferred to the workplace once released.

Many of these roles are crucial to maintaining the stability of the prison such as the kitchen, which requires a consistent workforce in order to prepare meals in time for serving, as well as listeners, who support Safer Custody and the Chaplaincy in supporting vulnerable individuals. Certain other roles including wing barbers and bio-hazard cleaners also provide prisoners with qualifications, required in order to perform the role. How prisoners are categorised, risk assessed and allocated to work is a local decision for each establishment.

Information, advice and guidance (IAG) positions (such as orderly or mentoring roles) are essential within prisons and many establishments rely on these prisoners to deliver parts of the induction process, help promote prison services (such as the library) or provide information on a broad range of subjects. These roles are usually the most trusted positions, filled by prisoners that have demonstrated both a willingness to engage and the ability to undertake the role with enthusiasm. It is therefore envisaged that, in a Resettlement Prison, these roles would be filled by prisoners serving longer sentences, usually having transferred in to the Resettlement Prison from a Training Prison (i.e. PTR cohort prisoners).

Though not exhaustive, the diagram provides some ideas around what types of work are available in all prisons regardless of cohort although there may be additional employment opportunities in a Resettlement Prison that would not be available in other prison types. The ability to secure a variety of internal work will be dependent on their risk category, educational level and the security of the establishment.
Library

The best libraries are often places of learning and support. These spaces can be used as a flexible resource to deliver a number of formal and informal learning opportunities and activities such as Book Club and Virtual Campus (VC), supporting those whose educational requirement extend beyond the classroom.

Visiting the library offers an opportunity for prisoners to retreat to an environment that offers stimulation, self-development and respite. Therefore, regular access to the library from all residential areas is encouraged. Book trolleys or on-wing book rooms could also be made available where possible and opportunities for prisoners to request reading or writing materials should also be considered.

The availability of audio books is important for those with visual impairments and those who have learning difficulties, although it is important to note this should be used in addition to literacy support and not as a replacement.

Libraries can also be used to host activities such as Storybook Dad’s (enabling a father to record a story for his child) and to promote nationwide events such as Mental Health Awareness week or Black History month. Other initiatives to consider are the “Six-Book Challenge” and visits from local authors, which can inspire prisoners to develop their literacy skills.

Consideration of library stock is important to ensure that books are kept up to date and diverse enough to meet the needs, languages and interests of the population. Materials that support the education curriculum not only enables and encourages independent study but is supportive of those who are undertaking learning through outreach. Materials for those with learning difficulties or disabilities should be considered to encourage and inspire individuals to aid their development and improve their literacy skills.

Refreshing the stock of newspapers daily gives prisoners insight into current affairs taking place on the outside which can contribute to preparing for release and resettlement into the community. Aside from library stock, prison libraries can be used to disseminate information of services available to prisoners.

The recruitment of Library Orderlies can not only support learning but provide motivation. Library orderlies can assist prisoners with choosing books based on interest and education level supporting the development of others. Library Orderlies also have the opportunity to obtain qualifications themselves to develop their own learning further.
Physical education (PE)

Physical education and activity are an integral part of a prison regime and are usually a highly valued opportunity for prisoners. It can enable individuals to:

- Increase self-esteem by achieving personal performance and achievement awards
- Reduce institutional stress and support healthy living
- Enhance physical health and emotional well-being
- Develop skills that will enable successful resettlement including maths and literacy

PE staff are able to offer gym inductions to assess a prisoner’s fitness level, provide remedial sessions for prisoners with disabilities or those recovering from injury as well as lower-intensity activities such as yoga and meditation to expend energy in a positive pro-social way. Collaboration with health colleagues can be effective in supporting recovery from addictions as well as encouraging healthy living through improved diet and nutrition. PE departments can also provide prisoners with qualifications in first aid and manual handling.

Participation in team sports promote collaborative working and reinforce the interpersonal skills development of prisoners. Physical activities can be of particular benefit and provide an outlet for prisoners who struggle to contribute positively to the regime. Links with local community sports and fitness clubs can enable prisons to deliver bespoke and innovative programmes that encourage personal, social development in order to aid resettlement. Engaging in team sports while in custody can be the impetus for individuals to join a local sports club on release, continuing to maintain a social, active healthy lifestyle on release. Examples of this are below:

Case studies – sports coaching

The 3 Pillars Project provides positive role models through rugby coaching courses using sport and military leadership. With a focus on the three pillars of exercise, education and ethos as a foundation for effective long-term rehabilitation, the course develops confidence, communication, leadership and teamwork to help prepare for release.

QPR football club also works with prisoners providing them with the opportunity to develop new skills and obtain an FA Level One coaching qualification, the first step on the FA’s coaching ladder, with potential employment opportunities on release.

Active IQ is an active leisure sector organisation that offers a range of qualifications in fitness instruction, active & healthy living, wellbeing and physical activity leadership.
Governors might wish to consider scheduling recreational gym sessions during the evening and at weekends where, as is typical in the community, individuals attend work or education during the core day. Governors should also consider the use of embedded learning of key skills, such as reading, writing and arithmetic, within the gym environment.

**Faith-based activity**

For prisoners with religious beliefs, their religion and its practice provide a positive framework to navigate not only the prison system, but their journey towards desistance and law-abiding lives. Many prisoners engage with the chaplaincy department through attendance at classes or religious services, or simply by talking to their religious leader. Faith based activity is often a source of support for prisoners and can be utilised in many positive ways to increase a prisoner’s engagement with the regime and resettlement activity. Prisoners of all backgrounds, regardless of their religious beliefs are encouraged to participate in these activities by agreement with the appropriate chaplain.

The role of the chaplaincy department extends beyond the mandatory offer of faith and pastoral care. It includes the facilitation of interventions that improve emotional well-being and provides the possibility of personal change. The possibility of personal development through participation in religious educational classes and faith-based activity can be effective in challenging and changing thinking and behaviour. Prison Fellowship is a Christian organisation that facilitates faith-based activity, such as **The Sycamore Tree** course.

**Case Study – Sycamore Tree**

Sycamore Tree is a victim awareness programme that teaches the principles of restorative justice in order to enable prisoners to explore the effects of crime on victims, prisoners and the community as well as taking responsibility for their personal actions. In the final session, prisoners have the opportunity to express their remorse through writing or art.

Once a prisoner successfully completes the course, where victims are willing, prisoners are given the opportunity to engage in Restorative Justice with their victims which is shown to reduce reoffending. It has added benefits of helping victims have a voice and move on with their lives.
Opportunities to engage with programmes such as this are encouraged to enable prisoners who are preparing for resettlement to understand how to restore relationships and make more positive choices in life in order to desist from crime and resettle effectively. Bereavement counselling is also offered as many prisoners have suffered loss and unresolved grief which can impact on their behaviour and make reintegration into the community more difficult.

Support on release is important in helping with the transition to life outside prison. Community chaplains can offer ongoing support to prisoners through the gate and during the first critical days and weeks in the community after release. Working alongside prisoners, ex-prisoners and their families, community chaplains can offer mentoring and practical, social, relational and spiritual support.

The chaplaincy department may also wish to consider employing prisoners as faith orderlies who can act as a link between prisoners and the chaplaincy department and providing information of religious courses and services and helping conduct services, where appropriate.

**Release on temporary licence (ROTL)**

ROTЛ can be used to support individuals to prepare for release and integration back into the community in a variety of ways. Facilitating the engagement with community provided services ahead of a person’s release improves the chances that they will continue to engage with these services after release occurs.

ROTЛ can be used to provide an opportunity to strengthen repair familial relationships, which is known to support effective resettlement and endorsed in the Lord Farmer review: Family ties at the heart of Prison Reform.

ROTЛ may be a suitable way for prisoners to maintain their employment status or allow them to access services in the community rather than relying on services coming to the prison.

It is important that staff make external links with employers to assist those eligible for ROTЛ. Finding work is a key component to reducing reoffending; a factor which is confirmed by the evidence base.
There are four key reasons why employment promotes desistance:

1. An individual can fill their time constructively and become economically independent.
2. Employment facilitates reintegration into the wider society by helping individuals to move away from criminal networks and develop social relationships with a wide range of people.
3. Being in paid employment enhances individuals' self-esteem and helps them to build a renewed and positive sense of self, which helps to protect against a return to crime.
4. The status of being an employed person acts as an important symbol to the individual of their ability to return successfully to a conventional life.

Below are a number of charities, organisations and employers which support prisoners find training and employment on ROTL and after release:

**Business in the Community** has led the “Ban the Box” campaign which encourages employers to state publicly that they will consider job applicants with criminal convictions and only ask for disclosure on criminal convictions which are relevant to the job to which they are recruiting.

**Nacro’s** resettlement advice service provides information, guidance and legal advocacy support to people with criminal records through a free confidential helpline.

**Unlock** is a charity for people with convictions that aims to assist people to move on positively with their lives by empowering them with information, advice and support to overcome the stigma of their previous convictions and promote a fairer and more inclusive society by challenging existing practices. They have developed an online tool that calculates when an individual’s convictions are spent and therefore don’t need to be disclosed to most employers.

**Blue Sky** is a social enterprise which recruits only prisoners to deliver a range of business contracts with local authority and private sector clients.

**Bounce Back** is a charity which offers training, work experience and employment to prisoners at the end of their sentences using the skills developed both in custody and on release.

**Chance 2013 Ltd** is an employment agency based in the West Midlands working exclusively with prisoners who want to re-enter the job market.

**Clean Sheet** is a national, Christian charity, focusing exclusively on work for prisoners and ex-prisoners. Their 3-step pathway offers the support and guidance – in and after prison – to find work. Through Clean Sheet, prisoners can access a directory of employers and apply for jobs.
**Offploy** specialise in ex-offender employment. They work with companies to review HR policies to develop an inclusive approach to hiring people with convictions. The organisation also recruit and mentor ex-prisoners looking for work.

**Switchback** is a rehabilitation charity that provide intensive one-to-one support for 18-30-year-old men as they leave custody and into training and employment. Their mission is to change the way prisoners think about, and participate in, society, enabling them to lead stable, rewarding lives. Only 9% of Switchback Trainees reoffend within a year compared to a national rate of 46%.

**The Hard Yard** is a fitness brand that employs ex-prisoners to run its ‘tough prison workouts’.

**Greggs’ Ready to Work programme** has been developed with a number of prisons and probation areas to provide both serving and ex-offenders with personal and work development experiences. This builds their confidence and self-esteem, leading to work experience and paid employment – aiming to break the cycle of reoffending and reduce its cost to society.

10% of **Timpson’s** workforce are ex-offenders. James Timpson chairs the Employers Forum for Reducing Reoffending that advocates the employment of people with convictions.

**Virgin Trains** has recently recruited 30 offenders to work on its West Coast line in various capacities and has launched a [media toolkit](#) to help businesses recruit people with convictions.
5: Supporting resettlement and preparation for release

Overview

The Prison Rules (1999) mandates that prisons consider a prisoner’s future and the assistance to be given on and after his release and be responsible for the mental and physical health of prisoners held in their care. The Equality Act (2010) states that prisons must meet the three limbs of the Public-Sector Equality Duty in order to ensure that each person’s individual needs are met and that nobody is discriminated against. This includes ensuring all prisoners receive equality of opportunity and outcome and the use of reasonable adjustments, where required.

It is particularly important for Resettlement Prisons to understand the needs of different prisoners transferring from Training Prisons and Reception Prisons. Careful consideration is also needed to understand and meet the needs of each individual in regard to appropriate resettlement activity, practical support and health and care services required.

Those being released after serving longer sentences require further consideration as this can lead to high anxiety, potentially related to accommodation, finances, medication or a lack of family support. This can, at times, lead to suicidal or self-harming behaviours. Where able it is important for prison staff to put in as many protective factors for prisoners as possible, especially when they are vulnerable and approaching release.

Prison staff are expected to keep prisoners safe, care for their emotional and physical well-being and rehabilitative needs. Failing to do this can lead to prisoners being less responsive to staff and the regime, less willing to engage in rehabilitation and less receptive to focusing on resettlement.

Prisons need to support prisoners in preparing for their release, working together with probation providers (including prison offender managers, NPS community offender managers or CRC probation officers as applicable) and other services that support the transition through the prison gate. To reduce the likelihood of reoffending an emphasis on work, education and finding suitable housing should be combined and supported with complimentary activities aimed at developing the personal capacity and motivation of the individuals.

It is the aim that Resettlement Prisons will offer as many services as possible to promote personal and social development through release and resettlement activities alongside the OMIC and key workers support that will be available. A person who is more able to constructively manage their free time, their social obligations and has links with their local community is more likely to be successful in the key areas of their life including work and family.
Composition of this section

The following sections provide more information to assist Resettlement Prisons in understanding and meeting the needs of the cohort above and beyond the core regime, activities and services.

*(titles link to the relevant section)*
Receiving Transfers

Resettlement Prisons will need to understand the differences between the cohorts of prisoners in their care (resettlement only and post-trainer resettlement[PTR]) and their differing needs and requirements.

Receiving a prisoner from a Reception Prison (resettlement only cohort)

Shorter sentenced prisoners will transfer from a Reception Prison straight to a Resettlement Prison, it is important to note these prisoners may be new in custody with very little knowledge of the prison system, sentence planning and services that are in place.

A local induction package provided by staff or peer supporters will help those prisoners to understand what is expected of them and equally what they can expect from their time in custody.

Prisoners transferring from Reception Prison may not have the opportunity to attend accredited courses or education classes. The offer available to them at the Resettlement Prison should be made clear to them at the earliest opportunity.

Receiving a prisoner from a Training Prison (PTR cohort)

Resettlement Prisons will also receive transfers in from Training Prisons and it is important that their transition is managed effectively, especially as some may have spent an extended time in custody.

An induction into the prison is necessary to help prisoners understand the function and focus of the prison. They may have been used to a firm structure focusing on programmes and interventions in the Training Prison, so it is important they understand that Resettlement Prisons, generally, have a more flexible regime that encourages self-determination.

This is likely to be a difficult conversion for some people. In these cases, it must be identified at the earliest opportunity and support systems put in place until they are more comfortable. Support arrangements in place could include safer custody processes, listeners, peer supporters or key workers.

The ambition is that the key worker from the training site will hand over to the receiving key worker prior to transfer to identify any ongoing needs. Communication between sites is a key factor to ensure success and hinges on the ability for the receiving staff to wholly understand the prisoners needs. Arrangements must be made at local level to manage this. For this to happen effectively a minimum requirement is for the sending establishment to ensure NOMIS is updated with case notes detailing all recent conversations.
Through the gate (TTG)

The Through the Gate (TTG) service delivered by Community Rehabilitation Companies (CRCs) is a key facet of Transforming Rehabilitation, helping to prepare prisoners for release and resettlement, increasing their prospects of leading a better life. TTG is geared towards working with offenders released from custody and aims to encourage rehabilitation and reduce reoffending.

Governors of Resettlement Prisons play a crucial role in enabling the CRC to undertake their contracted duties by facilitating access and providing space and facilities for CRC staff in prisons. Further to this, Governors should ensure appropriate representation at service integration group (SIG) meetings with their local NPS and CRC to raise any concerns and report back on any performance concerns or areas of good practice.

CRCs are contracted to deliver support within first 10 days of reception, completing the second layer of a basic custody screening tool (BCST) and again 12 weeks pre-release, using the final layer of the BCST to complete a pre-release resettlement plan. The core resettlement services that CRCs should be providing in prisons are to help prisoners with accommodation, finance debt and, benefit and employment. They should also provide support for prisoners who have experienced domestic abuse or who have been sex workers (though this is more commonly the case in women’s prisons). The CRC offer is visualised on more detail below:
When undertaking pre-release activity, the CRC is also expected to utilise services offered by other providers within Resettlement Prisons (for example mental and physical health, substance misuse, education). CRCs in prison are also contracted to deliver employment resettlement services. While undertaking pre-release activity they are expected to utilise the services of other providers within Resettlement Prisons, including education and training.

Over two-thirds of prisoners need help with accommodation. This is a crucial issue to be addressed, to give stability and security at the vulnerable time of release. While CRCs are not expected to provide accommodation themselves, they should have in place a range of advice and assistance to make sure that prisoners have somewhere to live when released.

Changes to prisoner flows will lead to a longer stay in Resettlement Prisons meaning that they will have a longer period to build community links and prepare for release. This provides the opportunity for prisons and CRCs to think differently about how they can best meet the specific needs of those held within Resettlement Prisons.

**Developing and maintaining community links**

Providing effective community links is key in delivering success and meaningful outcomes of a Resettlement Prison. Although the Through the Gate (TTG) services are pivotal in this, effective community links can also be promoted by Resettlement Prisons through:

- Use of ROTL
- Use of video and telephone conferencing
- Use of ‘open days’
- Continuity of Healthcare
- Early referral for social care support

Those whom come directly to a Resettlement Prison and are serving shorter sentences can be highly anxious around losing family and community ties. This is a period of anxiety and uncertainty which can limit people’s capacity to engage with services. The use of ROTL can prevent the loss of employment in some cases and regular meetings to assess and support the individual is crucial especially in the early days of custody. Those whom have served longer periods in custody may be faced with having to re-establish or build contact from scratch.
Health and social care

Within the Resettlement Cohort there will be prisoners with physical health, mental health, substance misuse and social care needs. Some needs will be manageable through self-care, others will require time limited or ongoing interventions, and more severe needs will require specialist intervention and, if indicated, referral to hospital care. Access to healthcare and multi-disciplinary working with safer custody services remain a priority, especially as there are many triggers to suicidal or self-harming behaviours including: physical or emotional pain, transfer to another prison, approaching release. Having many different support services including peer led support will help settle and stabilise the population and support health, wellbeing and rehabilitation outcomes.

Specialist healthcare requirements may include palliative care at the end of life, and assessment / treatment of severe mental health problems. Continuity of care between establishments and on release is critical and is supported by NHS IT systems, specifications and guidance, and needs to be facilitated by the prison regime.

The resettlement only cohort have high instances of self-harm, and a degree of volatility and some can be anticipated to have ongoing substance misuse treatment needs.

The PTR cohort, who will generally remain for longer, have lower instances of self-harm, drug misuse and volatility in comparison to the resettlement only cohort. They will have completed rehabilitative activity while in a Training Prison, which might include treatment for substance misuse.

Governors could analyse their population breakdown to better tailor services to their needs, this would enhance the offer to prisoners and provide an opportunity to develop a new good practice model.

Methadone Maintenance

Resettlement Prisons will need to have a provision for methadone maintenance as many of their prisoners will arrive directly from a Reception Prison and a proportion of these people will be on a methadone script. Current practices include holding a number of men who are prescribed methadone on a medical hold within the ‘local’ estate until they fully detox; reconfiguration will ease the pressure of ‘bed blocking’ at Reception Prisons and will instead transfer men following a stabilising period of 10 days to Training Prisons, Resettlement Prisons or FNO Specialist Prisons, as appropriate to their individual circumstances. Where methadone maintenance programmes are offered there will be a need for drug intervention and relapse services as well as healthcare triage with specialist nurses.
**Adult Social Care**

Assessment of needs and provision of adult social care services for those with eligible needs is the responsibility of the local authority where the prison is situated. Needs are assessed for each individual. Prisoners with needs arising from mental or physical impairment or disability should be enabled to live with as much independence as possible and should be enabled to have access to the full range of services and opportunities available in the prison.

Those who arrive with a package of care and support arranged by a local authority will require continuity of care from the point of reception, and this may include the use of specialist equipment by the individual or by carers. Others may present with new needs upon reception or at any point in their sentence. Appropriate location in suitable accommodation is critical to enabling independence and ensuring needs can be met.

There is further information available on this in the Older Prisoner MOD[TD1], due to the higher correlation of age and requirement for social care.
Safety

Safer Custody

Every person in crisis is different and will have an individual set of pressures upon them. A common belief is that many prisoners at the end of their sentence are less likely to commit suicide where in fact they are just as vulnerable at the end of their sentence as at the beginning.

By recognising what these common risk factors are, we can identify when prisoners might be subject to multiple pressures and more likely to attempt suicide. The list is not exhaustive but should be kept familiar in the minds of all those working in prisons, following that is a list of support services that can be offered to prisoners.

<table>
<thead>
<tr>
<th>Demographic Factors</th>
<th>Background History</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low socioeconomic status</td>
<td>Deliberate self-harm (especially with suicidal intent)</td>
</tr>
<tr>
<td>Unmarried, separated, widowed, recently divorced</td>
<td>Childhood adversity</td>
</tr>
<tr>
<td>Age range 25-49 (Male)</td>
<td>Family history of suicide</td>
</tr>
<tr>
<td>(White – British)</td>
<td>Family history of mental illness</td>
</tr>
<tr>
<td>Clinical History</td>
<td>Spouse/partner with terminal illness</td>
</tr>
<tr>
<td>Mental illness diagnosis (e.g. depression, bipolar disorder, schizophrenia)</td>
<td>History of trauma (e.g. abused as a child)</td>
</tr>
<tr>
<td>Mental health in-reach</td>
<td>History of substance misuse</td>
</tr>
<tr>
<td>Personality disorder diagnosis</td>
<td>Current Context</td>
</tr>
<tr>
<td>Physical illness, especially chronic conditions and/or those associated with pain and function impairment</td>
<td>Early days in custody and following each transfer</td>
</tr>
<tr>
<td>Recent contact with psychiatric services</td>
<td>Suicidal ideation</td>
</tr>
<tr>
<td>Recent discharge from psychiatric in-patient facility</td>
<td>Suicidal plans</td>
</tr>
<tr>
<td>Psychological/Psychosocial Factors</td>
<td>Availability and lethality of means</td>
</tr>
<tr>
<td>Hopelessness</td>
<td>Offence, particularly those charged with violence against the person (especially family members or partners) and arson</td>
</tr>
<tr>
<td>Impulsiveness</td>
<td>Life sentence/ISPP – especially following parole board hearing refusal or recall</td>
</tr>
<tr>
<td>Low self-esteem</td>
<td>Following sentencing – particularly if long-term or unexpected sentence</td>
</tr>
<tr>
<td>Life event</td>
<td>Recalled – particularly if life or ISPP sentence</td>
</tr>
<tr>
<td>Relationship instability</td>
<td>Upcoming anniversary or key date</td>
</tr>
<tr>
<td>Lack of social support</td>
<td></td>
</tr>
</tbody>
</table>

Model for Operational Delivery: Resettlement Prison
Samaritans and Listeners

The Listener scheme is a peer support service which aims to reduce suicide and self-harm in prisons. Samaritans volunteers select, train and support prisoners to become Listeners. Listeners provide confidential emotional support to their fellow prisoners who are struggling to cope. Selected prisoners attend an intensive training course. This is based on the training that Samaritans' volunteers undertake but is adapted to the prison setting. On completion of their training, Listeners receive a certificate and agree to follow Samaritans' policies and values.

Samaritans phones are available 24 hours a day for anyone who doesn't feel comfortable speaking with a listener. A prisoner should be allowed a private and confidential call which includes allowing them to be in isolation if they request this while making the call, however this is with the caveat that this must not impact the safety and security of staff or the prison.

Chaplaincy

The role of prison chaplains goes far beyond just looking after the religious and spiritual needs of the prisoners. The role of a chaplains is multi-faceted and includes:

- assisting prisoners in their personal and spiritual development
- helping prisoners to come to terms with their imprisonment and support them in improving their lives
- providing emotional support to prisoners and family members through counselling and pastoral care
- providing practical support to prisoners by assisting with parole inquiries and other paper work.

Chaplains also provide some support to ex-prisoners and family members of prisoners and ex-prisoners. They liaise with and make referrals to other support services inside and outside prison.

Peer Supporters

Peer support refers to a wide range of activities where prisoners assist other prisoners. Examples of activities include: emotional support, mentoring, advising, facilitating self-help or learning, providing practical assistance and representation.

Peer support schemes must have clearly defined roles in place for peer supporters, involving training, supervision and support for those who are involved. Below is a list of some peer support services that are currently run within prisons:

- Listeners
- Peer mentors/ advisers
- Buddies
- Advice and guidance workers
- Community help and advice team workers
- Housing peer workers
- Toe by Toe mentors
- Learning mentors

**Violence Reduction Project**

This Safer Custody team has considered the evidence base of violent behaviour in prisons and is working towards finding solutions. There have been research studies to identify risk factors. Young men with gang affiliations and any violent convictions are more likely to display anti-social or violent behaviour whilst in custody. By identifying this group, interventions can be targeted to better support them using psychological therapies and pro-social modelling by staff. However, violence behaviour in custody is not only committed by one specific group of people and it is important to note that environmental factors within prisons can also be a catalyst for this behaviour. When prisoners are not able to be unlocked from their cell whether they are on basic regime or due to regime restrictions this can have a negative impact on their behaviour.

The MOD are based on prisoners being out of their cells for a large proportion of the day whether this be in prison work, utilising educational facilities or having association and domestics activities. By encouraging a regime based on constructive activity whether this be to reduce reoffending behaviour, gain qualifications or enable their family contact and hygiene needs prisoners will become more responsive to the overall system.

The Violence Reduction Project highlighted several emerging topics that could assist prisons in tackling anti-social attitudes:

- The importance of transparent communication from managers and staff to prisoners, in a wider context of good (kind, tolerant, courteous) staff-prisoner relationships.
- Insufficient staffing was commonly raised as an obstacle to staff being able to listen to and help prisoners as much as they need, and data analysis confirmed the relevance of low staffing to violence. The OMIC project is working to resolve this with the use of key workers who will be a consistent presence to listen and support the individual throughout their time in prison.
- The extent to which prisoners feel that they are treated fairly (procedural justice). The Incentives and Earned Privileges (IEP) scheme is one of the areas that was highlighted as a concern in that staff would utilise the scheme when negative attitudes are present but not when prisoners are displaying consistently compliant and helpful behaviours. Procedural justice, and the use of incentivisation to reinforce positive behaviours, are important considerations in the current review and deregulation of IEP policy;
• Violence appears to be exacerbated by boredom, frustration, dirty and dilapidated physical conditions, and lack of meaningful activity. A strong focus on regime and time out of cell is enabled by Reconfiguration, OMiC and MOD.
• Responses that promote rehabilitation, such as FMI or helping prisoners learn how to deal with debt, are often also likely to reduce violence and create safer prisons.

Some Governors have also been afforded a violence reduction budget to use as they feel is necessary and support in making positive changes to their sites.

Language services

The Diversity of the prison population nationally poses many potential barriers to effective communication, risk management and promoting a rehabilitative culture.

The implementation of pro-social modelling and procedural justice priorities alongside other operationally integral processes is essential. To achieve this clear, timely and effective communication is paramount. Language (including non-spoken) is one of the frequent challenges faced in the pursuit of achieving these HMPPS objectives.

In most day to day circumstances some of these barriers can quite simply be overcome through the potential utilisation (where available) of multilingual staff, other prisoners and perhaps illustrations on documents to assist with minor process/query issues. However, this approach would be inappropriate during circumstances of necessary formality such as (but not limited to); Risk Based Monitoring, discussion of an individual’s legal case, immigration status, health or wellbeing (including for the completion of ACCT documents, adjudication hearings, segregation reviews and other instances where fairness of process may be impeded by a language barrier – of particular importance to BAME prisoners affected by disproportionate outcomes according to The Lammy Review: “An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System”)

Circumstances may also arise when prisoners who can speak English choose to speak in another language (e.g. when speaking to another party) and intelligence monitoring requires the conversation content to be known.

In order to provide support where these challenges arise, Contracts are available for establishments to purchase Interpreting, Translation and Transcription Services.
**Spoken Languages**

Interpreting services are available for use when “live” verbal conversations with a non-English speaking person are required. The varying methods available are:

- Face to Face Interpreting:
- Remote Telephone Interpreting:
- Video Interpreting Services

*An example of where this could be utilised is in the event that a non-English speaking prisoner is required to undergo a formal process such as an adjudication.*

**Translation and Transcription Services**

Translation, which is changing one language into another language, e.g. translating a document into English; and Transcription, which is making a written, printed, or typed copy of words that have been spoken.

*Often, both translation and transcription will be required, e.g. where a telephone call needs to be translated and then the English version transcribed.*

**Non-Spoken Languages: Interpreting**

Translation and Transcription services are available for use when conversations with a person who is unable to communicate verbally are required.

*Examples of this are all those face to face circumstances mentioned in previous examples but where verbal communication is not possible.*

More details and Guidance on how use these and the services provided can be found on the dedicated [language services intranet page](#).

**Booking and assistance**

To access the portals, follow the links in the internet guidance for all the types of Language Services listed above

This is a 24-hour access provider which ensures that even in times of crisis or emergency support can be provided, as required, immediately.

Where telephone Interpreting is being utilised, a dual handset can be beneficial. This enables all parties to hear the interpreter and prevents the risk of conversation elements being missed through physically transferring a handset between parties.
Developing Life Skills

Life skills is a term used to capture a broad range of skills, abilities and knowledge that enable an individual to live an independent, fulfilled and problem free life in the community. By supporting the development of life skills, relationships can be improved and transition back to the community can be eased. Life skills can include:

- Effective problem-solving skills
- Managing emotions and dealing with conflict
- Effective budgeting
- Cooking and domestic skills
- Time management
- Tackling boredom
- Communication skills

Life skills can be delivered as part of organised service delivery, for example structured learning within the education system, as part of the workplace, from learning through relevant interventions, or as part of the wider engagement with staff, partners, families and visitors. However, development of these life skills isn’t specific to one provider and will be developed through aspects of the regime in all prison types. Staff across all areas can promote the integration of learning into life skills and support prisoners in translating the prison experience into relevance for the community transition.

Life skills are not always taught directly but often learned indirectly through experience and practice, watching others and copying them. Every interaction with a prisoner should be viewed as an opportunity to develop these life skills. The five-minute intervention can support staff in achieving this, skills around motivational interviewing, pro-social modelling and other approaches consistent with the creation of a rehabilitative culture are key.

For many, anger and stress can be a direct consequence of previous life challenges or can be based on the challenge of living in a community where the opportunity for autonomy has been significantly reduced. The enabling approach of Resettlement Prisons should contribute to mitigating against this issue. These issues can also be affected by low self-esteem and confidence, which can manifest itself in behaviours that are not helpful in a prison environment.

Those coming from Training Prisons may have had opportunity to engage in some formal learning of life skills particularly those relating to personal capacity and change. Those entering the Resettlement Prison direct from a Reception Prison may have had no considered input into life skill development or direct support from a service provider.
Data and Evidence Pack
Resettlement Prisons

Data and Evidence to support the decision making process of providing cost-effective services and safe, decent and fair custody in Resettlement Prisons

Commissioning Strategy Team
Data Science Hub, MoJ
June 2017

Protecting and advancing the principles of justice
Resettlement Prisons will focus on the practical and external changes needed to make a prisoners resettlement into the community successful. Prisons with this function will prepare an individual for resettlement through maintaining or improving family ties and providing access to local community services.

Knowing the needs of the Resettlement Prison population and what works to assist their successful resettlement will be important in designing and delivering effective regimes in this new type of prison.

The Resettlement Prison population will consist of:

- Individuals allocated to a Community Rehabilitation Company (CRC), with more than 28 days to serve at the point of transfer and \( \leq 16 \) months to serve at the point of sentence
- Individuals allocated to the National Probation Service (NPS) with >28 days to serve at the point of transfer and \( \leq 16 \) months to serve at the point of sentence and HDC eligible or \( \leq 12 \) months to serve at the point of sentence and non HDC eligible
- Individuals transferred from a Training Prison
- Standard recall from licence with \( \leq 24 \) months to sentence expiry date
In service-need for the different resettlement cohorts:

**Short sentenced resettlement prisoners**
- Settlement services
- Mental and physical health and practical needs
- High likelihood of reconviction

**Prisoners continuing sentence plan**
- Rehabilitative needs
- Continuation of settlement services

**Prisoners approaching release date**
- Rehabilitative needs
- Resettlement support
- Managing transitions
Give more attention to higher risk people

- Look to actuarial predictors of reconviction e.g. OGRS as your first step in understanding risk.
- Are there particular risks around sexual or violent reoffending?
- If likelihood of offending is low, the individual may be harmed rather than helped by intensive services that imply they are likely to reoffend.

Focus on needs that are linked to offending

- Use standardised assessments of needs e.g. OASys
- Structure supervision and intervention around these needs as the priority
- Prioritise needs that are directly linked to offending

Let your delivery be responsive to the person’s characteristics and circumstances

- Think about age, gender, ethnicity, physical and mental health as these affect the way you will engage
- Remember that learning disability and personality disorder are very common
- Teach new skills for thinking and behaving differently.

Effective rehabilitative work requires an understanding of people’s particular needs and circumstances.

When you make decisions about which rehabilitative services to deliver, have you got the right information to hand about how many in your care need it or will benefit most from it?

Have you got a good system for identifying the need for services and for prioritising those for whom the intervention will be most critical?

Responsivity factors include the range of protected characteristics as set out in the Equality Act (2010). Evidence suggests services are flexible and responsive to the specific and often multiple needs of individuals.
Actuarial tools:

- Knowing how likely it is that someone will reoffend is our starting point for risk assessment and management.
- Most of our risk assessment tools are available as part of OASys. RSR is currently a stand alone tool used in the case allocation process at sentence stage.
- Segmentation tools will inform individual decisions about which services to provide.

<table>
<thead>
<tr>
<th>Tool</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Offender Group Reconviction Scale (OGRS3)</td>
<td>Percentage likelihood of committing any proven reoffence within 2 years. An OGRS3 score of 50%+ means that an offender is more likely than not to commit a proven reoffence within 2 years. OGRS scores are used to target interventions on those most likely to benefit.</td>
</tr>
<tr>
<td>OASys Violence Reoffending Predictor (OVP)</td>
<td>Percentage likelihood of committing any violent proven reoffence within 2 years (this includes minor violent offences such as common assault, criminal damage as well as more serious violent offences). An OVP score of 30%+ is one of the criteria for suitability for our violence specific accredited programmes.</td>
</tr>
<tr>
<td>OASys Sexual Reoffending Predictor, Contact scale (OSP)</td>
<td>Percentage likelihood of a contact sexual proven reoffence within 2 years (only available for offenders with a sexual index offence or previous conviction). Being able to differentiate between low and high risk of a sexual proven reoffence helps us to prioritise our resources where the risk is greatest.</td>
</tr>
<tr>
<td>Risk of Serious Recidivism (RSR)</td>
<td>Likelihood or committing a seriously harmful proven reoffence within 2 years (this only includes offences where the victim either dies or suffers trauma from which it would be hard or impossible to recover). If their RSR score is 6.9%+ an individual is automatically allocated to the NPS for management post release. We consider an RSR score of 3%+ as an indication of an ‘elevated’ level of risk of seriously harmful reoffence compared to the average for offenders in the community.</td>
</tr>
</tbody>
</table>
An estimated 40% of prisoners have a learning disability and may have difficulties understanding rules and processes, be particularly susceptible to bullying, and become isolated from staff and peers.

Many will arrive needing a period of drug detox and/or ongoing support with substance misuse – estimates range from one half to two thirds of prisoners. A positive, busy and purposeful regime may help those who report boredom as a trigger for using drugs in prison.

A proportion of the resettlement population will be young adult men, who may have significant issues with psychosocial maturity. This is characterised by difficulty in managing emotions and temper responses, putting problems into perspective and resisting peer influence.

This is a group where many have committed violent offences in the past - suggesting a propensity to use violence for gain or for emotional release. Further analysis of the population would enable us to enhance plans for managing and reducing the risk of violence.
<table>
<thead>
<tr>
<th>Reoffending Factors</th>
<th>Evidence-Based &amp; Promising Approaches</th>
<th>Desired Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drug misuse</td>
<td>CBT programmes, detoxification, opiate substitution, psycho-social support to maintain abstinence, 12 step programmes, structured therapeutic communities focusing on substance misuse</td>
<td>Drug use reduced or stopped</td>
</tr>
<tr>
<td>Alcohol misuse</td>
<td>Programmes that address the interaction between alcohol and violence</td>
<td>Alcohol use reduced or stopped</td>
</tr>
<tr>
<td>Impulsivity/low self control</td>
<td>Cognitive behavioural therapy (CBT) based programmes e.g. cognitive skills training and emotion management programmes</td>
<td>Problem solving and perspective skills</td>
</tr>
<tr>
<td>Attitudes that support crime</td>
<td>Victim-offender conferencing (Restorative Justice), CBT programmes targeting attitude, pro-social modelling, positive staff interactions</td>
<td>Developing or enhancing a non-criminal identity</td>
</tr>
<tr>
<td>Social network also engaged in crime</td>
<td>Mentoring, Circles of Support and Accountability for men who have convictions of sexual offences</td>
<td>Strengthened ‘social capital’ and non-criminal social communities</td>
</tr>
<tr>
<td>Lack of supportive and pro social relationships</td>
<td>Therapeutic approaches that involve the family, relationship coaching interventions, encouraging and enabling family visits to prisoners</td>
<td>Strong and supportive family ties</td>
</tr>
<tr>
<td>Lack of work/ unstable employment</td>
<td>Literacy, numeracy and life skills, employment-focused programmes, gaining work related qualifications and employability skills, work-related mentoring</td>
<td>Increased employability</td>
</tr>
<tr>
<td>Lack of positive recreation / leisure activities</td>
<td>Structured and purposeful regimes and activities</td>
<td>Participation in pro-social activities</td>
</tr>
<tr>
<td>Homelessness, or living in a criminogenic neighbourhood</td>
<td>Services which address the causes of homelessness, intensive case management and linking offenders to existing services</td>
<td>Finding and keeping suitable housing</td>
</tr>
</tbody>
</table>
Overview of the resettlement cohorts*

Men sentenced to <\( \leq \) 2 years (at the point of sentence)

Men sentenced to >2 years to =\( \leq \) 4 years (at the point of sentence with =\( \leq \) 6 months left to serve)

Men sentenced to 4 years or more (with =\( \leq \)12 months left to serve)

Standard Recalls

Male prison population by resettlement prison sentence type

<table>
<thead>
<tr>
<th>Sentence length</th>
<th>18</th>
<th>20</th>
<th>21+</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;2 years (w12m to serve)</td>
<td>716</td>
<td>8988</td>
<td>9704</td>
<td></td>
</tr>
<tr>
<td>&gt;12 months &lt;4yrs (w 6m to serve)</td>
<td>350</td>
<td>4221</td>
<td>4571</td>
<td></td>
</tr>
<tr>
<td>4yrs or more (w 12m to serve)</td>
<td>244</td>
<td>7967</td>
<td>8211</td>
<td></td>
</tr>
<tr>
<td>Standard recall</td>
<td>222</td>
<td>5861</td>
<td>6083</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1532</td>
<td>27037</td>
<td>28569</td>
<td></td>
</tr>
</tbody>
</table>

*Due to the complex mix of prisoners in the resettlement cohorts, the data presented is a proxy for these cohorts.
Source: DaSH Segmentation dataset, September 2016
Profile of the Resettlement population

Age profile of the male resettlement population

<table>
<thead>
<tr>
<th>Age</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-20</td>
<td>5%</td>
</tr>
<tr>
<td>21-29</td>
<td>36%</td>
</tr>
<tr>
<td>30-39</td>
<td>31%</td>
</tr>
<tr>
<td>40-49</td>
<td>17%</td>
</tr>
<tr>
<td>50-59</td>
<td>8%</td>
</tr>
<tr>
<td>60+</td>
<td>3%</td>
</tr>
</tbody>
</table>

Ethnicity profile of the male resettlement population

- White: 77%
- Asian: 7%
- Black: 11%
- Mixed: 4%
- Other: 1%
- Unknown: 0%

Source: DaSH Segmentation dataset, September 2016
**Young Adults have specific risk, need and responsivity issues**

- More problems with schooling
- More are looking for employment
- Fewer needed help with finding a place to live
- Fewer had medical problems
- Less likely to report drug problems especially class A drugs
- More linked their offending with alcohol use

*Source: Williams (2015), Needs and characteristics of young adults in custody: Results from the Surveying Prisoner Crime Reduction (SPCR) survey London: MoJ*
Research suggests that younger adults (18-20 years old) may be more preoccupied with relationships and troubled by stress than older, more mature adults.

Young adults are over-represented in assaults in prisons, committing 23% of violent assaults, involved in 28% of fights, and making up 20% of victims of assaults in prisons in 2014, despite representing only around 6% of the prison population during that year.

Young adults have higher attrition rates from some accredited programmes.

18-20 year-old men are involved in a disproportionately large proportion of recorded self-harm incidents, accounting for 13% of such incidents in 2014.

Young Adults behave differently to older people in prison.
Resettlement only prisoner cohorts

CRC cases, with >28 days to serve at the point of transfer and =/<16 months to serve at the point of sentence AND

NPS cases with >28 days to serve at the point of transfer and =/<16 months to serve at the point of sentence and HDC eligible or =/<12 months to serve at the point of sentence and non HDC eligible

Due to the complex mix of criteria determining these cohorts, the data presented here is a proxy, using individuals sentenced to =/< 2 years. These are referred to in the following slides as short sentenced resettlement prisoners.
Short sentenced resettlement prisoners

While the number of prisoners with sentence of six months or less has decreased the number of prisoners sentenced to more than 6 months but less than 12 months has increased. By the end of 2016, this population had increased by 13% from the previous year.

There has been a 2% decrease in the number of prisoners sentenced to more than 12 months to less than 2 years.

In the period July 2016 to September 2016:

• 12% of adult men in prison were serving a sentence of 2 years or less*

• 18-20 year old men account for nearly 6% of the prison population. Within this group, 19% of young men were serving a sentence of 2 years or less.*

Men serving short sentences are more likely to present with high likelihood of reconviction and significant needs in a wide range of areas. These men will only be in custody for a relatively short period, and through the gate support will be critical for this group.

Source: Offender management quarterly statistics, July to September 2016 (prison population tables up to December 2016).

*Excludes fine defaulters
Short sentenced resettlement prisoners – Young men aged 18 to 20 sentenced to =/< 2 years (with 12 months left to serve)

63% of young men have an OGRS score of 50% or more. Young men with violent offences are the most prevalent group with a higher likelihood of reconviction.

Offence type & risk (OGRS3) - young men aged 18 to 20, sentenced to =/< 2 years

Source: DaSH Segmentation dataset, September 2016.
Short sentenced resettlement prisoners – Adult men (21+) sentenced to =/< 2 years (with <=12 months left to serve)

69% of adult men have an OGRS score of 50% or more.
The most prevalent offence types are violence, followed by acquisitive offences.

Offence type & risk (OGRS3) - Adult men (21+) sentenced to =/< 2 years

Source: DaSH Segmentation dataset, September 2016.
Prisoners transferring from Training Prisons

CRC cases being transferred from the Training Prison with 10 months to serve before release AND

NPS cases being transferred from the Training Prison with between:-

• 14-24 months to serve before release or
• 4-6 months to serve before release (depending on assessment of Offender Manager)

Due to the complex mix of criteria determining these cohorts, the data presented here is a proxy, using individuals sentenced to > 2 years to < 4 years and prisoners serving 4 years + (excluding indeterminate sentences)
Post training resettlement cohorts

Prisoners serving sentences of > 2 years to < 4 years

At the end of 2016:

- 15% of adult men in prison were serving a sentence of two years to up to four years.
- Young men aged between 18 to 20 account for nearly 6% of the male prison population. 27% of these young men were serving a sentence of >2 years to < 4 years.

Prisoners serving sentences of 4 years + (excluding indeterminate sentences)

The number of admissions (between July & Sept 2016) with a determinate sentence length or 4 years or more has increased by 7% from the same period last year.

At the end of 2016:

- 39% of adult men in prison were serving a determinate sentence of more than 4 years.
- Young men aged between 18 to 20 years account for nearly 6% of the male prison population. 25% of these young men were serving a determinate sentence of 4 years or more.

Source: Offender management quarterly statistics, July to September 2016 (prison population tables up to December 2016).
Young men aged 18 to 20 sentenced to > 2 years to < 4 years (with <=6 months left to serve)

55% of young men have an OGRS score of 50% or more. The most prevalent offences in this group are violent & drug offences.

Offence type & risk (OGRS3) - young men (aged 18 to 20) on sentences of > 2 years to < 4 years

Source: DaSH Segmentation dataset, September 2016.
Adult men (21+) sentenced to >2 years to < 4 years (with <=6 months left to serve)

59% of adult men have an OGRS score of 50% or more. The most prevalent offences type are acquisitive, followed by violent offences.

Offence type & risk (OGRS3) - Adult men (21+) sentenced to >2 yrs to < 4 yrs

Source: DaSH Segmentation dataset, September 2016.
Young men aged 18 to 20 sentenced to 4 years or more (with <=12 months left to serve)

43% of young men have an OGRS score of 50% or more. The most prevalent offence type is violence.

Source: DaSH Segmentation dataset, September 2016.
Adult men (21+) sentenced to 4 years or more (with <= 12 months left to serve)

41% of men sentenced to 4 years or more have an OGRS score of 50% or more. This group has a lower risk of general reconviction than the resettlement groups with shorter sentences, as there are more individuals with a sexual offence type.

Offence type & risk (OGRS3) - Adult men (21+) sentenced to 4 yrs +

Source: DaSH Segmentation dataset, September 2016.
Young men on short sentences (≤2 years) have a much higher likelihood of general reconviction. Young men sentenced to 2 years or more are more likely to be reconvicted in the 2 years after release for a violent offence.

<table>
<thead>
<tr>
<th>Sentence Length</th>
<th>% Risk of Any Reconviction</th>
<th>% Risk of Violent Reconviction</th>
<th>% Risk of Serious Harmful Reconviction</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; 2 years (w &lt;= 12m to serve)</td>
<td>77%</td>
<td>56%</td>
<td>77%</td>
</tr>
<tr>
<td>&gt;2 &lt;4yrs (w &lt;= 6m to serve)</td>
<td>88%</td>
<td>68%</td>
<td>89%</td>
</tr>
<tr>
<td>4yrs+ (w &lt;=12 m to serve)</td>
<td>83%</td>
<td>49%</td>
<td>81%</td>
</tr>
<tr>
<td>Standard recall</td>
<td>81%</td>
<td>66%</td>
<td>76%</td>
</tr>
</tbody>
</table>

The data presented describes those with a complete OASys assessment – approximately 77% of the total resettlement cohort has a valid OASys
Risk of reconviction for adult men (21+)

Adult men serving shorter sentences are more likely to be reconvicted of any offence within 2 years of release. The profile for men for serious harm is less risky than their younger counterparts but they still pose a risk for general and violent reconviction.

The data presented describes just those with a complete OASys assessment –approximately 77% of the total resettlement cohort has a valid OASys

Key to the table:
- Risk of any reconviction in 2 years OGRS3 (50+)
- Risk of violent reconviction in 2 years OVP (30+)
- Risk of serious harmful reconviction in 2 years RSR (3+)
Recalled prisoners

Resettlement Prisons will hold those on standard and indeterminate recall for their first weeks back in custody
**Recall (PI 27/2014 and PSI 30/2014)**

Recall decisions are fundamentally based on an individual’s behaviour indicating increased Risk of Serious Harm (RoSH) to the public, where this risk cannot be safely managed in the community.

Recall should be the *final option* where the risk of serious harm cannot be managed, there is imminent risk of reoffending or the person is out of contact with their OM.

<table>
<thead>
<tr>
<th>Standard recall (most recalled prisoners on a given day are on standard):</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Applies to all sentence types</td>
</tr>
<tr>
<td>• Recall potentially until SED</td>
</tr>
<tr>
<td>• Suitable if person does not meet FT criteria</td>
</tr>
</tbody>
</table>

**Process following standard recall:**

- Parole Board reviews case within 28 days and can (1) direct release, (2) fix a date for release, (3) not direct release or (4) order an oral hearing. If not released, then the case is reviewed annually by the Parole Board.
- Executive re-release powers can be used at any time (determinate sentences only).
- Release is automatic at SED (determinate sentences only).
### Recalled prisoners have a higher risk profile than the general prison population

<table>
<thead>
<tr>
<th>Recall type</th>
<th>N</th>
<th>Age (years)</th>
<th>Time since first sanction (years)</th>
<th>Previous breaches</th>
<th>Likelihood of any reconviction in 2 yrs (%)</th>
<th>Likelihood of a violent reconviction in 2 yrs (%)</th>
<th>Likelihood of a serious reconviction in 2 yrs (%)</th>
<th>High or Very High RoSH (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>All other Sentenced prisoners</td>
<td>64494</td>
<td>35.0</td>
<td>13.3</td>
<td>2.1</td>
<td>48.0</td>
<td>31.0</td>
<td>2.4</td>
<td>39.0</td>
</tr>
<tr>
<td>All recalled prisoners</td>
<td>5125</td>
<td>33.1</td>
<td>14.2</td>
<td>2.9</td>
<td>60.7</td>
<td>41.7</td>
<td>3.5</td>
<td>61.6</td>
</tr>
<tr>
<td>Standard a</td>
<td>3912</td>
<td>32.2</td>
<td>13.8</td>
<td>3.0</td>
<td>62.2</td>
<td>43.2</td>
<td>3.6</td>
<td>64.2</td>
</tr>
<tr>
<td>Extended b</td>
<td>459</td>
<td>36.2</td>
<td>14.7</td>
<td>1.9</td>
<td>51.6</td>
<td>36.7</td>
<td>4.1</td>
<td>88.9</td>
</tr>
<tr>
<td>Fixed term c</td>
<td>306</td>
<td>31.6</td>
<td>15.2</td>
<td>3.7</td>
<td>69.7</td>
<td>41.3</td>
<td>2.7</td>
<td>4.6</td>
</tr>
<tr>
<td>IPP or DPP d</td>
<td>215</td>
<td>36.1</td>
<td>15.9</td>
<td>2.0</td>
<td>55.3</td>
<td>38.9</td>
<td>2.7</td>
<td>59.5</td>
</tr>
<tr>
<td>Life e</td>
<td>159</td>
<td>45.6</td>
<td>19.7</td>
<td>1.2</td>
<td>40.5</td>
<td>28.2</td>
<td>1.7</td>
<td>57.2</td>
</tr>
<tr>
<td>HDC f</td>
<td>74</td>
<td>31.9</td>
<td>14.0</td>
<td>3.1</td>
<td>61.6</td>
<td>35.7</td>
<td>2.3</td>
<td>6.8</td>
</tr>
</tbody>
</table>

*Note.* a Recalled prisoners on standard recall. b Recalled prisoners serving extended sentences. c Recalled prisoners on fixed term recall. d Recalled prisoners serving indeterminate sentences for public protection. e Recalled prisoners serving life sentences. f Recall from Home Detention Curfew.

Adapted from Fitzalan Howard et al. (in press), *Understanding the process and experience of recall to prison.* This snapshot profile of men and women recalled to custody indicated a group presenting with higher risk than most prisoners. On a given day the number back in prison on a fixed term recall may be relatively small but the numbers returning over the course of the year will be much higher. This group are very likely to reoffend (69.7%) but they do not present with high risk of serious harm to others.
(Some of) the specific issues of recalled prisoners

- High levels of criminogenic need across several domains
- Raised levels of learning disability
- Perceptions of procedural injustice
- Little knowledge on how to progress
- Disengaged from OM
- High rates of self harm and suicide risk
- Loss of hope, helplessness, poor coping & emotional control
- Those on Fixed Term Recall may be source of contraband?
- Poor relations with staff

Source: Fitzalan Howard et al. (in press), Understanding the process and experience of recall to prison. London: MOJ
Aim - Resettlement prisons aim to prepare an individual for successful transition back into the community, improving or maintaining family ties and providing access to local services.
Rehabilitative Prisons

A rehabilitative prison is first and foremost safe, decent and secure; in addition it provides constant and consistent formal and informal opportunities to enable prisoners to make positive changes to how they think, feel and behave.

At the core of rehabilitative success is the need for a safe and decent prison environment, where prisoners are able to focus on planning for the future without being distracted by fears about their personal safety.

Reducing violence, self-harm, debt and drug misuse are a priority, supported by the consistent and fair use of authority. Once safety and decency are in place, then a clear, shared sense of purpose around rehabilitation and progression is vital.

Staff interactions with prisoners need to be meaningful, consistent and constructive for them to make a difference.

It is essential that staff have the right attitudes and skills to tackle criminal attitudes whilst using everyday interactions to coach self-management and self-motivation.
Rehabilitative Culture achieved by:

- **RELATIONSHIPS** that are supportive and collaborative for all
  - Five Minute Intervention, Strategy of choices, Conditions of success, Families work, OM Keyworkers

- **MANAGEMENT & LEADERSHIP** that encourage engagement
  - Coaching, Councils & Committees, Communications

- **ACTIVITIES** that promote wellbeing & desistance
  - Interventions, Substance misuse services, Education, Work, Leisure, Peer support

- **FAIR PROCESSES & SYSTEMS** that focus on rehabilitation
  - Reward and recognition, Fair and transparent policies, Procedural Justice, Adjudications...

- **A NORMALISED ENVIRONMENT** that promotes safety, decency & hope
  - Access to outdoors, Clean and decent, Broken things get fixed, Signs and symbols
<table>
<thead>
<tr>
<th>People with busy days punctuated by healthy food, time for exercise and other leisure activity and proper rest</th>
<th>Quality care is provided to help individuals manage their substance misuse and mental or physical ill health</th>
<th>Individuals are hopeful that they can have a better life. There is a strong focus on desistance</th>
<th>People feel they have the headspace to think about their futures (they do not need to reserve their cognitive capacity for self protection).</th>
<th>There are strong family and community relationships</th>
</tr>
</thead>
<tbody>
<tr>
<td>People are supported to be of service to others</td>
<td>Supervision is delivered in line with what is known to be effective. Transition arrangements are seamless</td>
<td>People have a safe and stable home to go on and a source of financial support</td>
<td>All interventions provided are evidence based</td>
<td>Resources are targeted at interventions which are most likely to deliver the best outcomes for offenders, victims and communities</td>
</tr>
<tr>
<td>A range of education and vocational activity is provided to broaden options for future employment</td>
<td>Staff encourage and coach positive change and understand that reward brings enduring change</td>
<td>A rehabilitative approach to offender management is undertaken where proportionate risk management procedures are in place</td>
<td>31</td>
<td></td>
</tr>
</tbody>
</table>
Being responsive to individual circumstances will bring better outcomes

Services are more likely to deliver positive outcomes when they recognise and address factors which impact on an individual’s ability to engage and benefit. For example

- Maturity
- Gender
- Trauma and abuse
- Learning disabilities and difficulties
- Care leaving
- Personality disorder
- Mental health
- Health, including social care needs and disability
- Culture, religion, ethnicity
- Migration
Ensuring fairness of process – Procedural Justice

Procedural justice refers to the fair and just treatment of people by authority figures. It includes how decisions are made and how people are treated.

Being treated with procedural justice helps people to:

➢ Increase the trust and confidence they have in authority, and how legitimate the law and decisions made by those in authority are seen to be
➢ Accept and abide by decisions, and creates commitment to obey rules/the law (immediately and over time)

How people and their problems are managed influences these outcomes more than the final decision made (whether this is in their favour or not).

Four principles of procedural justice:

<table>
<thead>
<tr>
<th>Voice</th>
<th>Neurality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Having the chance to tell your side of the story, and knowing that this will be heard and sincerely considered when a decision is made.</td>
<td></td>
</tr>
<tr>
<td>Seeing the authority figure as a neutral and unbiased decision maker, someone who is transparent and consistent when applying the rules.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Respect</th>
<th>Trust</th>
</tr>
</thead>
<tbody>
<tr>
<td>Seeing the authority figure as someone who treats you with respect and courtesy, who values your rights and takes your issues seriously.</td>
<td></td>
</tr>
<tr>
<td>Seeing the authority figure as trustworthy, who is sincere and authentic, who is motivated to do the right thing for everyone involved.</td>
<td></td>
</tr>
</tbody>
</table>
What difference does fairness make?

• Where court decisions are perceived as procedurally just, there is greater compliance with orders, people accept the outcomes more willingly, they have a more positive view of the court system and their willingness to obey court decisions lasts longer into the future.

• Where people in prison perceive the prison to be procedurally just, they show better psychological adjustment, are less likely to break the prison’s rules, and have higher rates of desistance after release. Perceived fairness of staff also helps with adjustment to prison and well-being of boys and young men on remand.

• Where staff in prison perceive their workplace to be procedurally just, they report better well-being, greater job satisfaction, and a stronger rehabilitation orientation (they feel less punitive).

• Domestic Violence perpetrators are less likely to reoffend after arrest if they perceive the arresting officers as being procedurally just.

• Violent offenders are less likely to report carrying a gun if they view police as being legitimate and using procedural justice.
Violence, suicide and self-harm

What do we know?
Drivers of prison violence

- Poor conflict resolution skills
- Immaturity and impulsivity
- Over-sensitivity to insult, rumination
- Poor tolerance of stress & frustration

- Procedural injustice
- Illegitimate uses of authority
- Lack of respect
- High use of force

- Boredom
- Psychoactive substances demand
- Anti-social hierarchy & status
- Debt & Bullying
- Sleep disturbance

- Poor food
- Overcrowding
- Dirt & dilapidation
- Lack of basics
- Can't fix things (e.g. broken windows)

- Lack of Activity
- Lack of Respect & Justice
- Poor Environment & Decency
- Individual (imported factors)
What does the evidence tell us about reducing violence?

**WHAT CAN REDUCE VIOLENCE?**

- Cognitive skills training
- Legitimacy & procedural justice
- Activity, good diet and sleep
- Respectful relationships which promote meaningful interactions (i.e. Five Minute Intervention)
- Increasing social connection

**WHAT DOES NOT REDUCE VIOLENCE:**

- Punishment - on its own it will not change behaviour or deter people from impulsive actions
- Deterrence
- PAVA & Taser (Incapacitation tools)
- Making conditions harsher
Risk factors of suicide & self-harming behaviours

Risk factors are broadly similar for suicide and self-harming behaviours. Whilst we know self-harm can be predictive of suicide, it is also important to separate the two behaviours. This can help to develop our understanding of prisoners in crisis and the underlying reasons.

**Imported vulnerabilities**
- Adverse childhood experiences/trauma
- Family history of suicide/self harm
- Breakdown of familial relationships
- Unhealthy coping strategies
- Poor emotion regulation, including anger
- Impulsivity

**Imported vulnerabilities**
- Mental illness (depression/mood disorders)
- Substance misuse
- Previous history of self-harm/suicide attempts
- Younger age
- Lack of social support

**Custodial factors**
- Early days in custody
- Sentence (remand/life sentences/recall)
- Location (locals/YOI's and high security)
- Availability of methods/means
- Transfers (between prisons)
- Court appearances (change in status)

**Environmental triggers**
- Feeling lonely – self-isolating
- Hopelessness
- Less connected-e.g recent bereavement or breakdown of a familial relationship
- More likely to be involved in prison conflicts

Risk factors are broadly similar for suicide and self-harming behaviours. Whilst we know self-harm can be predictive of suicide, it is also important to separate the two behaviours. This can help to develop our understanding of prisoners in crisis and the underlying reasons.
What can help someone at risk of suicide and self-harm?

### Relationships with staff
- Empathic & non-judgemental attitudes
- Providing a safe environment to talk in confidence
- Helping prisoners to solve their daily problems and ease their frustrations may improve the experience of the prison environment
- Multi-disciplinary care planning & communication that prisoners are involved in
- Increasing staff knowledge and providing them with adequate support and assistance

### Someone to talk to – increasing social connections
- Staff
- Prisoners – peer mentors, listeners
- Family & friends
- Samaritans, Pen Pals, Sane

### Keeping busy
- Plenty of flexible opportunities for activity that involves interacting with others e.g. sports, gym, education and work, to reduce stress and isolation
- In cell activities (to help avoid rumination/negative thoughts)
Drivers of safety

- Cognitive skills training
- Conflict resolution training
- Stress tolerance training e.g. mindfulness

- Time out of cell
- Providing & receiving peer support
- Exercise & fresh air
- Work
- Good sleep patterns

- Nutritious diet
- Enable personal space
- Clean environment
- Dynamic security

- Procedural justice
- Respectful relationships
- Legitimate authority
- Rehabilitative culture

- Individual
- Environment & decency
- Respect and Justice
- Activity
Designing a Safe and Secure Resettlement Prison

How resettlement prisons enable, facilitate, and promote offender engagement and constructive relationships between staff, prisoners, and service providers. This is an essential platform for the rehabilitative prison hierarchy and integral to the delivery of safe, secure, legal and decent custody and to successful rehabilitation. Creating the right prison culture where prisoners feel safe and hopeful promotes desistance, rehabilitation and change.
What would a safe Resettlement Prison look like?

- Psychiatric screening and mental health services with effective diversion scheme for those who are psychotic
- A clean and cared for environment with access to outside space
- Provide opportunities for structured and purposeful activities
- Calm, quiet, reflective spaces, privacy
- Conflict resolution training is provided for staff and prisoners
- Provide opportunity for engagement in programmes/interventions
- Monitoring and analysis of flashpoints for violent incidents
- Rehabilitative culture and leadership
- Strong procedural justice
- Use of reward and motivational enhancement
- Well-designed reception and induction areas
- Provide opportunities to enable family contact
<table>
<thead>
<tr>
<th>What would a secure Resettlement Prison look like?</th>
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</thead>
<tbody>
<tr>
<td><strong>Physical security is proportionate to mitigate negative effects of imprisonment</strong></td>
</tr>
<tr>
<td><strong>Individuals who need help with drug use are directed to appropriate services</strong></td>
</tr>
<tr>
<td><strong>Clear processes for exchanging information with key stakeholders outside the prison such as the police, community probation and Youth Offender Services</strong></td>
</tr>
</tbody>
</table>
## Enablers to resettlement

| Maximise prisoner contact time for service providers. Core day supports delivery and access to resettlement services |
| Share prisoner information with service providers to inform decision making and review progress |
| Strong integration of service providers ensures effective service coordination and supports desistance. |
| Publish, advertise and promote current information about services, content and eligibility criteria in accessible format |
| Motivate prisoners to access and participate fully in programmes and interventions |
| Encourage prisoners to understand and accept responsibility to engage with services |
| Address prisoners’ anti social attitudes, thinking and behaviours through pro social interaction and engagement |
| Support prisoners resettlement into the community through collaboration with partner providers |
| Effective use of ROTL, HDC and electronic monitoring |
| Provide a dedicated resettlement hub |
| Prisoner self management and self service. Access to digital rehabilitation content in cell |
| Access to digital rehabilitation content in cell |
Use of Home Detention Curfew (HDC), Electronic Monitoring and Release on Temporary Licence (ROTL)

Home Detention Curfew (HDC) & Electronic Monitoring

- Allows for the early release of low-risk prisoners serving sentences of imprisonment between 12 weeks and just under 4 years.
- Eligible, suitable prisoners will be released under an electronically monitored curfew to facilitate transition back into the community.
- Date a prisoner becomes eligible for release on HDC is dependent on the length of their sentence but they must serve a minimum of a quarter of their sentence and a minimum of 28 days in custody before being released.
- The maximum period on HDC is 135 days (4 ½ months).

Release on Temporary Licence (ROTL)

- Primary purpose is to assist with the resettlement of prisoners into the community.
- Most prisoners will be able to apply for resettlement ROTL once they have served half the custodial element of the sentence.
- Category B prisoners must not be considered for Resettlement Day or Overnight Release.
What is the impact of Electronic Monitoring on Offending?

To answer this question studies referenced in 2012 Systematic Review by Danielsson & Makipaa were reviewed. A systematic review considers only those strongly designed research studies where results are most likely to be reliable.

What was found?
- Twenty-one studies met the stringent quality criteria for inclusion in this summary.
- The most robust evidence is from non-UK based applications of EM.
- Some studies did not identify the type of EM used.
- Many studies did not isolate the impact of EM from other approaches.

What the “First Look” Evidence Review suggests:
- The impact of EM by itself only seems to last as long as a person is being monitored;
- EM leads to more lasting good outcomes when used in conjunction with other services, especially rehabilitation programmes;
- EM is a cost-effective alternative to short term imprisonment;
- EM enables people to be released early from prison without getting into further trouble;
- EM works best with higher risk individuals;
- EM may not be necessary with people who are lower risk;
- There is no evidence of EM increasing rates of reoffending in any context, pointing to potential additional uses such as an alternative to remand imprisonment.

Evidence Gaps – What don’t we know?
From the evidence reviewed for this summary, confident conclusions could not be drawn about
1. Precisely who EM works for (there is limited and sometimes contradictory information on sexual offending, violent offending and on risk);
2. What kind of EM works best.
International examples

Belgium
Prison population  11,769
Number of establishments  33

Disciplinary measures used most often in Dutch & German prisons include reprimands, restrictions on money & property, and restrictions on movement or leisure activities. Measures are imposed very quickly in response to a violation and care is taken to relate the measure to the alleged infraction.

Money earned through prison jobs/education is divided – approx. 60% transferred to prisoner “savings” account, remaining 40% to “current” account which can be spent in prison. Rationale is that all sentenced prisoners must save money for their release, with aim for savings to cover the four weeks immediately after release.

Prisoners can have access to small, individual visiting rooms equipped with sofa/sink/table or family visiting room – brightly decorated with toys/changing facilities to enable prisoners, partners and children to spend time together in private without being constantly observed by prison staff.

Enablers to resettlement

Prisoner autonomy and responsibility
Staff efficiency
Digital integration
Self-motivation
Desistance
Procedural justice
Rehabilitative Culture
Debt management
Preparation for release
Family ties
Model for Operational Delivery: Training Prison

Supporting effective delivery in prisons

Version 2.0, May 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The number of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
Contents

1. Training Prison overview 4
2. Training Prison cohort definitions 6
3. Evidence summary 8
4. Regime and activities 9
5. Supporting the Training Prison cohorts 25

Please read this prison MOD in conjunction with:
- The MODs overview and background
- Any relevant Specialist Cohort MOD

These can be accessed on the PETP Intranet
1: Training Prison overview

Training Prisons provide a key building block of the prison estate. Their main function is to provide effective rehabilitation that develops an individual’s capacity and motivation to change, reducing a prisoner’s risk of harm and reoffending. The changes to how the functional model of the estate is organised, and the cohorts that sit within it, provide the opportunity to think about what is to be delivered in Training Prisons in a different way.

Not all prisoners will move to a Training Prison, but for those who do move into the Training Prisons, there is the opportunity to deliver a regime and services that are tailored to this specific group’s needs. By virtue of them being part of the cohort, there is sufficient time to deliver quality work before they move on to complete effective resettlement. It’s also important to acknowledge that the individuals that form part of the training cohort will have a wide range of need, offence types and risk of recidivism; so, the needs of individuals will vary from person to person.

Central to establishing the right environment to promote and enable meaningful change is the culture of the prison, and the importance of this cannot be underestimated. The base of a rehabilitative culture must be a safe, decent and secure regime. How the prison regime is mapped to meet criminogenic need and contributes to enabling rehabilitation will build upon this base to further rehabilitation.
Composition of the MOD

The proceeding sections set out the key evidence and nature of service that could be provided for the cohorts of men in Training Prisons. It acts as a toolkit that can be used by Governors to develop their business plans and local operating models to best meet the needs of the men in their care:

**Section 2** sets out the relevant ‘Prison on a Page’ and the cohorts of prisoners in Training Prisons.

**Section 3** summarises the evidence drawing out the key points to be considered. It is underpinned by a more detailed evidence pack that can be accessed on the PETP Intranet.

**Section 4** details what good looks like for the regime and activity in a Training Prison. It uses the evidence base that underpins what is known about this cohort and offers guidance on how to structure a regime with activity, interventions and services which are geared towards a rehabilitative experience. Examples of how to structure a varied and diverse regime that supports a prisoner to meet their individual needs are provided. They are not intended to be prescriptive, but to aid decision making for senior leaders.

**Section 5** focuses on the key considerations that Training Prisons will need to understand in order to meet the rehabilitative needs of the cohort. This goes beyond delivering a regime and activities and focuses on the areas of change in a reconfigured Training Prison, including the need to think differently about how a prisoner entering a Training Prison for the first time is settled, their healthcare needs and how they are prepared to effectively transition to a Resettlement Prison.
2: Training Prison cohort definitions

Training & Specialist Cohorts

### Cat. A cohort
- Men who meet the Category A criteria regardless of sentence length or offence type

### Indeterminate and Extended Sentenced (ISP & EDS) cohort
- Men serving an Indeterminate (including life sentences) or Extended Determinate Sentence who are not Cat A, having been convicted of a sexual or sexually motivated offence (including ISP & EDS)

### Men convicted of sexual offences (MCOSO) cohort
- Men with >12 months (or >16 months if HDC eligible) to serve at the point of sentence who are not Cat A, having been convicted of a sexual or sexually motivated offence (including ISP & EDS)

### Foreign National Offender (FNO) 'of interest' cohort
- Men identified as Foreign National of Interest (FNO) are those Cat C prisoners with =/<30 months left to serve (FNOs not of interest move as per their other cohort criteria)

### Training Prison cohort
- Men who do not meet the criteria for transfer direct to a Resettlement prison (>12mths or >16mths depending on HDC status & NPS/CRC allocation)

### Standard Licence Recall [via Training Prison] cohort
- Men subject to a Standard Recall with >24 months to serve to their Sentence End Date (SED) including all Life/ISP recalls
- Transfer to Resettlement Prison as per PTR cohort definitions

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**Model for Operational Delivery: Training Prison**

- From a Reception Prison they will spend all of their time in a Cat A Training Prison until they are re-categorised
- From a Reception Prison they will enter a Training Prison at a Specialist Training Prison at an appropriate security category until they are reassigned and/or enter a resettlement phase
- From a Reception Prison they will transfer to a Specialist Training Prison at an appropriate security category until they reach their resettlement period
- From a Reception Prison they move to a Training prison at the appropriate security category until they are assessed as suitable for transfer to the Resettlement prison

- Release: On Licence
- Release: Deport
- Release: On Licence
## Missions

<table>
<thead>
<tr>
<th>Mission</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Our mission is to deliver a prison service which provides an appropriately secure environment, that treats prisoners safely and decently, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.</td>
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## Aims

<table>
<thead>
<tr>
<th>Aims</th>
<th>Description</th>
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<tbody>
<tr>
<td>To provide a secure environment</td>
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<tr>
<td>To accommodate prisoners safely and decently</td>
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</tr>
<tr>
<td>Settle prisoners into the Prison Environment</td>
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<tr>
<td>To mitigate the negative impact of imprisonment</td>
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<tr>
<td>To provide a rehabilitative environment</td>
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<tr>
<td>To provide effective community links</td>
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## Cohorts

<table>
<thead>
<tr>
<th>Cohorts</th>
<th>Description</th>
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<tr>
<td>Training Cohort</td>
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<tr>
<td>ISP &amp; EDS Cohort</td>
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<tr>
<td>Standard Recall [Trainer] Cohort</td>
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## Objectives

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<thead>
<tr>
<th>Objectives</th>
<th>Description</th>
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<tbody>
<tr>
<td>To provide effective rehabilitative opportunities developing individual capacity and motivation to change and reducing their risk of serious harm and risk of reoffending</td>
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<tr>
<td>To effectively settle prisoners, increase prisoners ability to engage with rehabilitative interventions and deliver special interventions.</td>
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<tr>
<td>To build motivation and provide opportunities capable of sustaining long term change</td>
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## Services

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<tr>
<th>Services</th>
<th>Description</th>
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<tr>
<td>Access to specialised pathways where required</td>
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<tr>
<td>Access to substance misuse services focused on maintenance, reduction and relapse prevention</td>
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<tr>
<td>Access to quality rehabilitation services</td>
<td></td>
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<tr>
<td>Access to screening programmes and ongoing/long term healthcare provision as required</td>
<td></td>
</tr>
<tr>
<td>Access to specialist services where required</td>
<td></td>
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<tr>
<td>Access to activities weighted towards medium and long term outcomes and complex industries</td>
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<tr>
<td>Access to activities to increase settlement and promote positive engagement with the regime</td>
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<tr>
<td>Access to activities that promote personal and social responsibility</td>
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<tr>
<td>Access to activities that promote opportunities for prisoners and families to engage, retain and develop pro-social relationships</td>
<td></td>
</tr>
<tr>
<td>Access to activities weighted towards long term outcomes and complex industries</td>
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<tr>
<td>Access to activities that promote the development of a new pro social identity</td>
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<tr>
<td>Access to activities that promote personal and social responsibility</td>
<td></td>
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<tr>
<td>Access to activities that promote opportunities for prisoners and families to engage, retain and develop pro-social relationships</td>
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## Activities

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<tr>
<th>Activities</th>
<th>Description</th>
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<tbody>
<tr>
<td>Interventions aimed at building motivation and preparation for change</td>
<td></td>
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<tr>
<td>Interventions based on RNR to address offending/risk related behaviour</td>
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<tr>
<td>Interventions such as Timewise to reduce custodial violence</td>
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<tr>
<td>Interventions aimed at developing a pro social identity</td>
<td></td>
</tr>
<tr>
<td>Interventions aimed at developing a pro social identity</td>
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<tr>
<td>Interventions aimed at coping with the sentence impact</td>
<td></td>
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<tr>
<td>Interventions to increase compliance and motivation including any specifically designed for those who have been recalled to custody</td>
<td></td>
</tr>
<tr>
<td>Interventions based on RNR to address offending/risk related behaviour</td>
<td></td>
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<tr>
<td>Interventions such as Timewise to reduce custodial violence</td>
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## Design Features

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<thead>
<tr>
<th>Design Features</th>
<th>Description</th>
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<tbody>
<tr>
<td>Adapted facilities for those with disabilities and social care needs, community facing areas supporting links to family and support network, design that reduces violence and creates zones that enhances normalisation and ownership, self service technology to assist with booking activities and facilities for every day work and education.</td>
<td></td>
</tr>
</tbody>
</table>
3: Evidence summary

41% of men sentenced to 4 years or more have an OGRS score of 50% or more. This group has a lower risk of general reconviction than the resettlement groups with shorter sentences, as there are more individuals with a sexual offence type. *(PPAS Segmentation dataset, September 2016)*

It’s estimated that 40% of prisoners have a learning disability and may have difficulties understanding rules and processes *(PPAS Data and Evidence Pack)*

15% of young men in prison are serving a sentence of 2 – 4 years. *(Offender management quarterly statistics, July to September 2016)*

59% of adult men have an OGRS score of 50% or more. The most prevalent offences types are acquisitive, followed by violent offences. *(PPAS Segmentation dataset, September 2016)*

Young men aged between 18 to 20 years account for nearly 6% of the male prison population. 25% of these young men were serving a determinate sentence of 4 years or more *(Offender management quarterly statistics, July to September 2016)*

39% of adult men in prison are serving a sentence of over 4 years *(Offender management quarterly statistics, July to September 2016)*

Many prisoners will arrive at a Training Prison needing a period of drug detox and/or ongoing support with substance misuse – estimates range from one half to two thirds of prisoners. A positive, busy and purposeful regime may help those who report boredom as a trigger for using drugs in prison. *(PPAS Data and Evidence Pack 2017)*
4: Regime and activities

The overarching aim of Training Prisons is to have a regime where prisoners have constructive time out of their cell that enables them to work towards betterment.

All prisoners should be given the chance to engage in activities that are purposeful, which may not be restricted to simply work or education. Assessment of a prisoner’s needs will be essential to ensure that they are given the best possible opportunity to keep occupied and engaged in a constructive way.

It will be for Governors of Training Prisons to maximise all available spaces and provide as much activity as is possible, working with commissioners to define and decide the level of regime delivery against prisoner need, capacity, capability of the site (local infra-structure and workforce) and the budget that is the current prison’s financial envelope. The MOD will enable meaningful conversations and negotiations between Commissioners and Governors to best agree each prison’s level of and type of service delivery to meet the ambition of the most effective regime.
Composition of this section

The MOD highlights the main areas of activity which Governors will want to consider as they develop their regime and activities, these are:

- Programs and Interventions
- Offender Management in Custody (OMIC)
- Faith based activity
- Family contact
- Physical education and activity
- Library
- Work based learning
- Education

(titles link to the relevant section)
Programmes and Interventions

Interventions and Offender Behaviour Programmes (OBPs) to promote desistance and reduce reoffending should form a core part of Training Prison rehabilitative activity. There are a wide range of these Interventions on offer including interventions which adhere to evidence informed quality indicators as well as formally accredited programmes.

Accredited programmes

These are designed to reduce reoffending and promote desistance. They are evidence informed and have been developed in line with the latest research about what works to reduce reoffending.

Accreditation is the process of reviewing, validating and approving interventions designed to support offenders to reform. Programme accreditation is provided by the Correctional Services Accreditation and Advice Panel (CSAAP), a panel of international academic experts and practitioners who assess the programme against a set of criteria to ensure it is aligned to the best evidence about what works.

Information about the current suite of accredited programmes can be obtained by emailing CSAAP@justice.gov.uk

Effective Interventions

Accreditation is not always possible or necessary for every intervention. Not all interventions will be able to meet the stringent accreditation standards without further development and refinement.

This may be especially relevant to those where the design has a limited evidence base.
Non-accredited interventions must meet the following principles:

1. The intended outcome of the activity aligns with the evidence on what works to reduce reoffending, promote desistance and protect the public;
2. There is a credible rationale for how, why, and for whom, the activity will work;
3. The activity should have a structure that allows it to be replicated;
4. There is a selection process so that the activity is targeted at appropriate service users;
5. The activity should be designed to equip service users with useful skills while aiming to ensure that no one will be disadvantaged or harmed;
6. The activity is quality assured to ensure it is delivered as designed; and
7. The activity design shows a commitment to research and evaluation as demonstrated by having a clear, systematic and manageable process for the monitoring of outcomes. This should include evidence of whether intended benefits occur, and harm and disadvantages are avoided.

The National Interventions Database which holds all current HMPPS programmes can be found at this link

**Risk Need Responsivity**

It is very important that interventions are delivered to the people who are most likely to benefit from them. HMPPS Interventions team has developed tools to assess an individual’s suitability for an intervention for use by sites OMs and Interventions staff.

Which accredited programmes are offered will depend on the risk, need and responsivity characteristics of individuals held within a prison.

There are three main stages to a suitability assessment:

1. **Assessing Risk**
2. **Assessing Need**
3. **Assessing Responsivity Factors**

Each of the above stages must be considered for each potential participant in a programme in the order above.
**Risk Assessment**
The Risk Principle requires that interventions match the risk of reoffending for the individual. Higher risk individuals should be prioritised for programmes, whereas low risk individuals require little or no intervention. Evidence suggests that intensive programming can be harmful to men who are at low risk of reoffending. Risk of recidivism is therefore the first factor to consider at the point of referral to a programme.

**Needs Assessment**
Men in prison have a number of needs that explain why they are in prison. Programmes target the areas of need that have been linked to reoffending. The Need Principle requires that there is a match between the individual’s needs and those targeted by the programme. Judgement about the matching of needs with the programme should be based on the programme-specific needs assessment.

**Responsivity Assessment**
The Responsivity Principle states that for a programme to be effective, it must be delivered in an accessible way for the individual concerned. That is, even when a programme is suitable for an individual based on risk and need, the programme may not be suitable for that person on responsivity grounds. For this reason, there are specialist programmes available to women and individuals with learning disability. Interventions for individuals who are not motivated or ready to make changes can also be provided.

It is important to follow the above criteria to achieve the best outcomes. When the principles of risk, need and responsivity are properly adhered to there can be significant reductions in reoffending. A detailed guide to selection and referral can be found at this [link](#).

Training Prisons should attempt to provide foreign nationals with any OBPs, as identified by sentence plans and deemed appropriate by interventions staff, prior to transfer to FNO Specialist Prisons, which is usually at the 30 months prior to release point. In rare occasions they should also consider accepting these prisoners for a short period to undertake interventions before being returned to FNO Specialist Prisons.
**Offender Management in Custody Model (OMiC)**

Offender management is an integral part of supporting prisoners through their journey from initial sentence through to release. The aim of the model is to ensure that prisoners:

- Receive appropriate interventions and services;
- Have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers;
- Achieve a ‘seamless prison sentence’, rather than having to start again at each prison; and
- Maximise efficiency of processes and resources, e.g. by locating such processes as Home Detention Curfew (HDC) in the Resettlement Prisons to develop expertise.

There will be a core service for all prisoners, which includes the provision of a key worker, and there will also be a specialised service for prisoners allocated to the National Probation Service (NPS) to coordinate and sequence all activities in custody. This will be supported by training, supervision and support for staff delivering offender management with accountability for its delivery.

OMiC will underpin the rehabilitative culture with a combination of specialised services, core services, leadership and skilled and supported staff. In a Training Prison, OMiC will help prisoners to settle within the establishment, engage in their rehabilitation and progress through their sentence.

All prisoners will be supported by their keyworker who will be the main individual who will work with the prisoner to support them and motivate and coach them to enable and empower them to make progress. The key worker will meet with prisoners for, on average, 45 minutes each week. This will enable the key worker to motivate prisoners to make good progress through their sentence. They will encourage prisoners to attend work, education or training and help them to prepare for the transition to a resettlement prison.

The key worker will commence a progression plan and ensure the prisoners they supervise go through the sentence to develop safety and resolve immediate needs. They will also directly contribute to categorisation reviews, assessment and care in custody (ACCT) reviews and any other assessments required during their time in a Training Prison.

The prison offender manager (POM) will be a new role and they will be assigned to work with each individual allocated to the NPS, providing them with an OASys sentence plan. The POM will also support those allocated to community rehabilitation companies (CRCs) on a transactional basis.
Prisoners with less than this 10 months to serve will have an OASys sentence plan completed by their community offender manager (COM). It is expected that the vast majority of OASys completed in custody will be completed in Training Prisons.

Training Prisons will hold foreign nationals of interest to Immigration (FNO cohort) prior to them becoming eligible to transfer to FNO Specialist Prisons. These prisoners’ expectations must be managed so that they come to terms with the fact that they will likely be removed from the UK.

Assistance in regard to helping them prepare for their return could also be provided by the key worker, including by exploring the utilisation of the Early Removal or Facilitated Return Schemes (ERS and FRS).

<table>
<thead>
<tr>
<th>Training Cohort – offender management actions</th>
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<tr>
<td><strong>Determinate Direct to Trainer</strong></td>
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<tr>
<td>All prisoners:</td>
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<tr>
<td>Key worker</td>
</tr>
<tr>
<td>Assessment and access to interventions e.g. accredited programmes &amp; post programme work</td>
</tr>
<tr>
<td>Categorisation reviews</td>
</tr>
<tr>
<td>NPS and CRC Care Leavers:</td>
</tr>
<tr>
<td>Assigned prison Offender Manager who will undertake initial and review of OASys, sentence planning meetings, 1-1 supervision, input into ACCT. Screening for Early Assignment to NPS</td>
</tr>
<tr>
<td>Nearer release, prison Offender Manager will make a decision regarding time and location of movement to Resettlement prison</td>
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<tr>
<td>NPS: Assignment to a Community Offender Manager for some prisoners and start of pre-release work could happen in a Training prison, Parole Board Reviews for Determinate Parole For non-HDC NPS cases decide on timing of transfer to Resettlement prison</td>
</tr>
<tr>
<td>CRC: An initial ROSH screening assessment, CRC over 10 &amp; medium ROSH and CRC over 49 initial and review OASys and sentence planning meeting</td>
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<tr>
<td><strong>ISPs Direct to Trainer</strong></td>
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<td>Key worker</td>
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<tr>
<td>Multi Agency Liaison Risk Assessment Panel (MALRAP), Post Sentence Lifer Report</td>
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<tr>
<td>Assigned prison Offender Manager who will undertake initial and review of OASys, sentence planning meetings, 1-1 supervision, input into ACCT</td>
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<tr>
<td>Assessment and access to interventions e.g. accredited programmes &amp; post programme work</td>
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<td>Categorisation reviews</td>
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<tr>
<td>Pre-tariff sft for open conditions, Parole Board Reviews pre-tariff and post-tariff, assignment of a community Offender Manager 8 months before TED</td>
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<tr>
<td><strong>Standard Recall Direct to Trainer</strong></td>
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<tr>
<td>Key worker</td>
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<tr>
<td>Assessment and access to interventions e.g. accredited programmes &amp; post programme work</td>
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<tr>
<td>Categorisation reviews</td>
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<tr>
<td>Assigned prison Offender Manager who will attend sentence planning meetings, undertake 1-1 supervision, input into ACCT, engagement with assigned community Offender Manager</td>
</tr>
<tr>
<td>Nearer potential release, prison Offender Manager will make a decision with the community Offender Manager regarding timing of transfer to Resettlement prison</td>
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<tr>
<td>Parole Board Reviews</td>
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</tbody>
</table>

Models for Operational Delivery: Training Prison
Education

The *Dame Sally Coates review: Unlocking Prisoners Potential A Review of Education in Prisons* highlighted the importance of education in unlocking prisoners potential and enabling them to progress into work upon release, thereby reducing their likelihood of reoffending.

Governors will have greater freedom to deliver a curriculum that is informed by the needs of the prisoners in their care, addresses basic skills deficits and encourages personal responsibility for learning. This will be achieved through the introduction of a Dynamic Purchasing System (DPS) which allows the opportunity to commission smaller and more bespoke education services to meet more specific and varied needs. For further information on this, contact Prison_Education@justice.gov.uk

Careful consideration will need to be given to what the offer to mid to long-term prisoners will be. Good practice suggests that a prisoner who does not have a basic level of English and Maths (E3) should not be allocated to work until this need is addressed, unless full-time education is not deemed suitable or there are appropriate embedded learning opportunities within the work environment the prisoner will be allocated to.

The Offender Learning and Skills Service (OLASS) contracts have additional funding to provide prisoners with learning difficulties and disabilities individual support, tailored to address their education needs. Reasonable adjustments for learners should be made where appropriate to avoid individuals being precluded from learning. The education department could ensure an inclusive environment that is conducive to learning by tailoring both classroom material and communications to all styles of learning, including the use of coloured paper to aid those with dyslexia.

An outreach provision can help prisoners who are unable to attend classroom-based education to engage with learning through a bespoke teaching process. Work can be completed either in cell or in the library and supported by regular tutorials from an outreach teacher. Higher Education can also form the offer to prisoners serving a substantial period of time in Training Prisons. Virtual Campus suites will be available for prisoners and can enable distance learning.

“Turning Pages”, the reading plan provided by the Shannon Trust to help adults learning to read, is another activity that prisoners can engage in whilst in prison. It consists of 5 manuals which can be worked through at the pace of the learner in short bursts of 20 minutes at a time. The final manual of the Turning Pages series has built-in opportunities to read things found in everyday life such as menus, instructions on medication and job descriptions. The scheme is supported by peer mentors and has the added benefit of providing activity places for both the learners and the mentors.
Higher education and distance-learning

Prisoners can obtain A Level or University level qualifications through the Open University. Partnerships with local Universities and Colleges can enhance the education provision and allow more prisoners to enrol onto educational courses. Higher education distance learning affords prisoners, whose educational interests and academic ability extends beyond the local curriculum, access to varied courses. This type of study not only encourages independence and responsibility but can prompt individuals to focus on their future plans and how they can achieve them.

MOJ statistics indicate that prisoners who complete further and higher education are more likely to increase their career prospects and earnings and therefore are less likely to reoffend. It is therefore essential that any distance learning or Open University modules started at a Training Prison are allowed to be continued upon transfer to a Resettlement Prison. Effective use of Virtual Campus can enable this. Further information on this is available on the following page.

Virtual campus

Virtual campus (VC) can assist with the delivery of education throughout a prisoner’s sentence and on release thereby ensuring continuity of learning and progression. Prisoners will be able to access course resources and materials as well as their own work via VC, removing the reliance on staff to liaise with other education providers and agencies on their behalf. Where VC is available, regular access is to be encouraged.

Digital proficiency is in itself a key functional skill for prisoners in education, employment and in their personal life. The ICT provision in prison is therefore an important consideration for prisoners to use and improve their digital skills during their sentence.

Foreign nationals

When commissioning education services, Governors holding high proportions of foreign nationals that are likely to be removed should consider the importance of internationally recognised awarding bodies so that any qualifications attained are recognised in the country to which they are returned.
Work-based learning

Workshops provide purposeful activity that can provide the population with skills to assist with gaining future employment. The length of stay within Training Prisons allows Governors to consider running workshops that require prisoners to be trained to a high standard as there is sufficient time to provide this training. Vocational training progression routes can also help to enhance a prisoners’ skillset and employability. Careful consideration will need to be given to what the offer to mid to long-term prisoners will be.

Governors should consider whether their existing provision will provide enough workshop spaces. They are encouraged to engage with Public Sector Prison Industries with a view to building upon existing contracts within specialised areas (e.g. woodwork) to supply the internal market.

Many prison workshops allow prisoners to create pieces that are sold in prison shops. Prisoners at HMP Frankland currently make clocks and wooden statues that are sold at HMP Durham. This can provide a source of income for the prisoner and can be a way of engaging with the local community to showcase the men’s skills and demonstrates the good work that can take place within a prison. Employer led workshops and bespoke employability pathways can provide work that is challenging and leads to relevant qualification opportunities that enhances employability and prepares prisoners for transfer to a Resettlement Prison.

Case Study - HMP Onley

HMP Onley have been working with the communities that their prisoners are most often released to with a view to understanding their local employment opportunities on release. They use this community engagement to provide prisoners with opportunities to bridge skills gap to increase their likelihood of employment upon release, providing relevant experience where possible.

HMP Onley strive to provide the men that are working in the workshops with employment on release and they have had several successful prisoner case studies that highlight that the work they are doing ultimately has strong links to lowering recidivism.

Halfords’ ex-offender corporate social responsibility scheme: ‘A Road to a Brighter Future’, is currently on offer at HMP Onley and provides training and qualifications to prisoners to gain the expertise required to become professional bike mechanics.
Case Study - HMP Onley (continued)

An excerpt for the Retail Awards 2017 magazine talks about the Halfords partnership:

**Jobs on Release**
“As for the trainees, on release there is a job waiting for them at a Halfords store if they want it.”

**Reducing Reoffending Rates**
“The objectives were to have 30 prisoners fully trained in year one and 15 ex-prisoners employed by the end of year two, rising to 50 by the end of 2019. However, ‘A Road to a Brighter Future’ has already beaten one of those targets – in 2016, 24 ex-offenders, were taken on in full-time positions.”

Reasonable adjustments should be made to enable all prisoners with a disability the opportunity and access to undertake work and accrue skills. For those medically unable to attend work, it is advised that transfer is considered or, if their needs cannot be better met elsewhere, alternative activities are sought such as wing-based work, preparing prison letters and application

Prisoners that have reached state retirement age are entitled to retirement pay and are not normally required to work. However, these prisoners should not be restricted from any activity as long as it is suitable to the individual.

Suspension or exclusion from work due to poor custodial behaviour shouldn’t be taken lightly and it will be at the discretion of each prison to manage this appropriately.

**Prison work**

Having the opportunity to engage with meaningful work whilst in custody helps prisoners to gain valuable skills that can be transferred to the workplace once released. Many of these roles are crucial to maintaining the stability of the prison.

Orderly and Information Advice and Guidance (IAG) are essential roles within prisons and many establishments rely on these prisoners to deliver parts of the Induction process, work with prison staff to provide a service (e.g. Library and PE orderlies) and provide information, advice and guidance across a broad range of subjects.
Prisoner workforce cohort

In all Reception Prisons there will be a Prisoner Workforce. The Prisoner Workforce will be created from existing sentenced prisoners serving a custodial sentence of over 4 years, who will add the required knowledge and experience within the fast-moving pace of Reception Prisons to deliver important tasks, these will be prisoners who move from a Training Prison at their request (depending on agreement and suitability). This could include roles such as catering, listeners, information or advice workers, reception workers, First Night Centre and Induction.

Senior managers responsible for prisoner activity in Reception Prisons will be expected to approach Training Prisons for applications of any prisoner wishing to take part in the Prisoner Workforce. Applicants must have completed at least 6 months of their sentence and had their initial sentence plan completed (where required), prior to any application being processed.

Below is a diagram of things that must be considered by staff prior to a prisoner moving onto a Resettlement Prison or a Reception Prison as part of the Workforce Cohort.
Library

The best libraries are often places of distraction, learning and support. These spaces can be used as a flexible resource to deliver a number of formal and informal learning opportunities such as Book Club and Virtual Campus, supporting those whose educational requirement extends beyond the classroom. Libraries offer stimulation, self-development and respite. Therefore, regular access should be enabled and encouraged.

Libraries can also be used to host activities such as Storybook Dad’s (a scheme that enables a father to record a story for his children in order to improve family ties) and to promote nationwide events such as mental health awareness week or black history month. Other initiatives to consider are the “Six- Book Challenge” (a scheme that encourages prisoners to improve their literacy but also promotes self-worth) and visits from local authors which can inspire prisoners to read more.

Consideration of library stock is important to ensure that books are kept up to date and diverse enough to meet the needs, languages and interests of the population. Materials that support the education curriculum not only enables and encourages independent study but is supportive of those who are undertaking learning through outreach. Materials for those with learning difficulties and disabilities should be considered to encourage and inspire individuals to take responsibility for their own development and improve their literacy.

Refreshing the stock of newspapers daily gives prisoners insight into current affairs taking place on the outside which can contribute to preparing for release and resettlement into the community. Aside from library stock, prison libraries can be used to disseminate information of services available to prisoners.

The recruitment of prisoner trained Library Orderlies can not only support learning but provide motivation. Library orderlies can assist prisoners with choosing books based on interest and education level supporting the development of others. Library Orderlies also have the opportunity to obtain qualifications themselves to develop their own learning further.
**Physical education and activity**

Physical education is an integral part of a prison regime and is usually a highly valued opportunity for prisoners. Physical education instructors (PEIs) can offer gym inductions to assess a prisoner’s fitness levels and can also create a tailor-made plan to help individuals to address their health needs or help meet personal goals.

In addition to weights and cardiovascular equipment within the gym area, static equipment could be provided on exercise yards to encourage prisoners to maintain an active lifestyle outside of their allotted gym time.

Team sports promote collaborative working and help develop interpersonal skills. Encouraging prisoners to take part in team sports such as football can encourage good inter-wing relationships. Physical activities can be of particular benefit and provide an outlet for prisoners who struggle to contribute positively to the regime. Recreational gym is also a cost-effective way of enhancing both the physical and emotional well-being of prisoners by enabling the alleviation of stress, tension and anxiety in a positive, controlled environment.

PEIs can provide remedial sessions for prisoners with disabilities or those recovering from injury as well as lower-intensity activities such as yoga and meditation for those to expend energy in a positive pro-social way. Collaboration with health colleagues can be effective in supportive recovery from addictions as well as encouraging good health via sessions such as smoking cessation.

Governors should consider the numerous informal embedded learning opportunities within a gym environment and consider ways for literacy and numeracy development to be encouraged. Accredited courses could be considered as well as appropriate qualifications such as first aid training and manual handling.
Family contact

Social visits are one of the main protective factors for people held in custody. Evidence suggests that a lack of familial contact can lead to violent or self-harming behaviours, which will have a detrimental impact on prisons and prisoners. The statutory entitlement to social visits for convicted prisoners is two visits in every four-week period. In addition, policy allows for a visit on reception. Empowered Governors can add to this time with additional family visits or longer sessions to encourage family relationships.

It is integral to the prisoner’s right to family life, as well as their rehabilitation, that they are able to have social visits; these are crucial to sustaining relationships with close relatives, partners and friends.

Providing visits in a relaxed environment is important. This may have a positive impact on the welfare of the prisoner as well as their motivation to engage in resettlement activities.

Family learning or homework clubs can provide an opportunity for family members to undertake educational activities and homework together in a fun and dynamic way, retaining family ties and involving prisoners in their children’s education while encouraging their own relationship with education. Such events work most effectively when the focus of the session is about the interaction between the prisoner and their children.

Prisoners’ families should be made aware of existing schemes that are available which can facilitate and enhance family visits, including the Assisted Prison Visits scheme (PSI 16/2011 Providing Visits and Services to Visitors).

These relationships are considered to support prisoners’ rehabilitation and prevent reoffending. Strengthening family ties features prominently in the recent publication, the Lord Farmer review: Family ties at the heart of Prison Reform.

Emailaprisoner.com and, in some prisons, the introduction of in-cell telephones can act as additional methods of maintaining family ties.

Governors could also consider options, though how this is managed will be dependent on local decisions, staffing levels and the cost envelope associated, including:

- Evening visits where there is a demand for this;
- Increasing the amount of visits sessions per day; and
- Building works to increase the size of the visits hall.
Faith-based activity

For prisoners with religious beliefs, their religion and its practice provide a positive framework to navigate not only the prison system, but their journey towards desistance and law-abiding lives. Chapels and Multi-Faith rooms are often large, comforting areas where prisoners feel safe. In addition to the mandatory offer that is available to prisoners, Chaplaincy departments usually deliver a number of other interventions with the aim of improving the emotional well-being of those in custody. Prisoners of all backgrounds, regardless of their religious beliefs, are encouraged to participate in these activities.

Many prisoners engage with the chaplaincy department through attendance at classes or religious services, or simply by talking to their religious leader. Faith based activity is often a source of support for prisoners and can be utilised in many positive ways to increase a prisoner’s engagement with the regime and resettlement activity.

The Alpha course is an evangelistic course which seeks to introduce the basics of the Christian faith through a series of talks and discussions. It is described by its organisers as "an opportunity to explore the meaning of life". In many prisons, bereavement counselling is also being delivered; many of the prisoners within our care have suffered loss and have never had the opportunity to talk about how it has affected them.

Prison Fellowship is a Christian organisation that facilitates faith-based activity, such as The Sycamore Tree course, an intervention that introduces victims of crime to prisoners so that they can hear the after effects of criminal behaviour.

Case Study – Sycamore Tree

Sycamore Tree is a victim awareness programme that teaches the principles of restorative justice in order to enable prisoners to explore the effects of crime on victims, prisoners and the community as well as taking responsibility for their personal actions. In the final session, prisoners have the opportunity to express their remorse through writing or art.

Once a prisoner successfully completes the course, where victims are willing, prisoners are given the opportunity to engage in Restorative Justice with their victims which is shown to reduce reoffending. It has added benefits of helping victims have a voice and move on with their lives.

Opportunities to engage with courses such as this are encouraged to enable prisoners to understand how to restore relationships and make more positive choices in life in order to desist from crime.
5: Supporting the Training Prison cohorts

Overview

The Prison Rules (1999) mandates that prisons consider a prisoner’s future and the assistance to be given him on and after his release and be responsible for the mental and physical health of prisoners held in their care. The Equality Act (2010) states that prisons must meet the three limbs of the Public-Sector Equality Duty in order to ensure that each person’s individual needs are met and that nobody is discriminated against. This includes ensuring all prisoners receive equality of opportunity reasonable adjustments for disabled prisoners.

Alongside this, it will be important to understand the new allocation protocol and what this means for those in a Training Prison, particularly those who request to be part of a prisoner workforce cohort in a Reception Prison. Consideration will also need to be given to the support required to meet the needs of prisoners leaving a Training Prison to begin the next phase of their journey to focus on preparing for release in a Resettlement Prison.
Composition of this section

The following section provides more information to assist Training Prisons in meeting the needs of the cohort and includes the key equality considerations that will need to be taken into account.

(titles link to the relevant section)
**Receiving prisoners**

It is often reported that men are held for a substantial amount of time in a local establishment prior to onward transfer when space is required to meet the needs of the courts. The Prison Estate Transformation Programme (PETP) will change this.

Reconfigured Training Prisons will take men who are newly sentenced and have 2 years or more remaining to serve. Some of these men are likely to be unfamiliar with the prison system and would not have had time to bed in and acclimatise to prison life and what is expected of them in prison. Training Prisons will need to think about how best to support this cohort and what induction package should be offered to bridge this gap.

Two of the triggers for suicidal and self-harming behaviours are transferring to a new establishment and receiving a long sentence. All men received into Training Prisons will have these triggers, increasing their risk of self-harming behaviour, and may therefore require additional support.

Good safer custody processes including Assessment Care in Custody and Teamwork (ACCT) are a must within all establishments but understanding where the majority of risks are and how to best support and navigate a person through these, are key to maintaining the safety of the population.

Recognising that the flow of the cohorts is changing will allow Governors to understand the importance of delivering an in-depth and informative local induction process.

Sentence planning may also be an unfamiliar process to these prisons and prisoners. Staff will be trained during the rollout of the Offender Management in Custody model. Prior to completing an OASys assessment (sentence plan), further guidance will need to be provided to prisoners, so they understand the implications of non-engagement and the benefits of working closely with their prison offender manager (POM) and adhering to the sentence plan.
Health

Within Training Prisons there will be many men with physical ailments or disabilities as well as people who suffer with mental health issues, whether this is manageable through therapies and medications or severe enough to require more specialised care.

Drug rehabilitative services need to be available to prisoners who need to be detoxed and stabilised prior to a transfer to a Resettlement Prison, as there is a likelihood that some may continue on methadone maintenance and how any increase is managed effectively will need to be considered.

Specialist healthcare covers a number of areas including palliative care, drug and alcohol detox and severe mental health issues that may require a transfer to a secure hospital. There are therapeutic interventions that also form a service offer to prisoners in the training estate which are run by or are in conjunction with NHS England. Governors should analyse their population breakdown and tailor services to enhance the offer to prisoners.

Methadone Maintenance

The training estate will need to have a provision for methadone maintenance as many of their prisoners will arrive directly from a Reception Prison and a proportion of these people will be on a methadone script.

Current practices include holding a number of men who are prescribed methadone on a medical hold within the 'local' estate until they fully detox. However, reconfiguration will ease the pressure of 'bed blocking' at Reception Prisons and men will instead transfer, following a stabilising period of at least 10 days, to more appropriate establishments in line with the cohort strategy.
Safety

Safer custody services remain a priority, especially as there are many suicidal or self-harming triggers relevant to those held in a Training Prison, some of which are:
- physical or emotional pain;
- recently newly sentenced;
- transfer to another prison; and
- receiving long sentences.

Having many different support services including those that are peer led will help settle and stabilise the population especially in the early days.

Every person in crisis is different and will have an individual set of pressures upon them. However, the Safer Custody team have found there are some common factors that exist across a large group of those who successfully complete suicide in our prisons. Below is a list of some of these common risk factors. Following this are some examples of services known to support effective safer custody within prisons.
Samaritans and Listeners

The Listener scheme is a peer support service which aims to reduce suicide and self-harm in prisons. Samaritans volunteers select, train and support prisoners to become Listeners. Listeners provide confidential emotional support to their fellow prisoners who are struggling to cope. Selected prisoners attend an intensive training course. This is based on the training that Samaritans' volunteers undertake but is adapted to the prison setting. On completion of their training, Listeners receive a certificate and agree to follow Samaritans' policies and values.

Prisons aim to have enough Listeners available round the clock, for anyone who needs them. Support is given in private to allow complete confidentiality. The policy on confidentiality is the same as it is for Samaritans volunteers. Knowing that the service is completely private often gives prisoners the courage to ask for help and talk about what is getting to them. Even after a Listener has left prison, their work as a Listener must remain completely confidential.

Samaritans phones are available 24 hours a day for anyone who doesn’t feel comfortable speaking with a listener. A prisoner should be allowed a private and confidential call which includes allowing them to be in isolation if they request this while making the call, however this is with the caveat that this must not impact the safety and security of staff or the prison.

Chaplaincy

The role of prison chaplains goes far beyond just looking after the religious and spiritual needs of the prisoners. The role of a chaplains is multi-faceted and includes:

- assisting prisoners in their personal and spiritual development;
- helping prisoners come to terms with imprisonment;
- supporting prisoners to improve their lives;
- emotional support to prisoners and families through counselling and pastoral care; and
- practical support to prisoners by assisting with parole inquiries and other paper work.

Chaplains also provide some support to ex-prisoners and family members of prisoners and ex-prisoners. They liaise with and make referrals to other support services inside and outside prison.
Peer Support

Peer support refers to a wide range of activities where prisoners assist other prisoners. Examples of activities include: emotional support, mentoring, advising, facilitating self-help or learning, providing practical assistance and representation.

Peer support schemes must have clearly defined roles in place for peer supporters, involving training, supervision and support for those who are involved. Below is a list of some peer support services that are currently run within prisons:

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<th>Peer Support (Representatives)</th>
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<td>First night and Induction Support</td>
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<td>Insiders</td>
<td>Health champions</td>
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<td>Peer mentors</td>
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<td>Drug recovery mentors</td>
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<td>Community help and advice team</td>
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<td>workers</td>
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<tr>
<td>Housing peer workers</td>
<td>Wing representatives</td>
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<tr>
<td>Toe by Toe mentors</td>
<td>Lifer representatives</td>
</tr>
<tr>
<td>Learning mentors</td>
<td>Violence reduction representatives</td>
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<tr>
<td>Buddies</td>
<td>Anti-bullying representatives</td>
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Violence reduction

The Safer Prisons Team have been considering the evidence base of violent behaviour in prisons and working towards finding solutions. Those identified as most likely to cause violence are young men with gang affiliations and violent offences. By identifying this group, interventions can be targeted to better support them using psychological therapies and pro-social modelling by staff.

However, violent behaviour in custody is not only committed by one specific group of people and it is important to note that environmental factors within prisons can also be a catalyst for this behaviour. When prisoners are not able to be unlocked from their cell whether they are on Basic regime or due to regime restrictions this can have a negative impact on their behaviour.

The MOD are based on prisoners being out of their cells for a large proportion of the day whether this be in prison work, utilising educational facilities or having association and domestics activities. By encouraging a regime based on constructive activity whether this be to reduce re-offending behaviour, gain qualifications or enable their family contact and hygiene needs prisoners will become more responsive to the overall system.

The project highlighted several topics that could assist prisons in tackling violence:

- The importance of positive (kind, tolerant, courteous) and transparent communication between staff and prisoners to building relationships;
- Insufficient staffing was commonly raised as an obstacle to staff being able to listen to and help prisoners as much as they need, and data analysis confirmed the relevance of low staffing to violence. The OMIC project is working to resolve this with the use of key workers who will be a consistent presence to listen and support the individual throughout their time in prison;
- The extent to which prisoners feel that they are treated fairly (procedural justice). The Incentives and Earned Privileges (IEP) scheme is one of the areas that was highlighted as a concern in that staff would utilise the scheme when negative attitudes are present but not when prisoners are displaying consistently compliant and helpful behaviours. Procedural justice, and the use of incentivisation to reinforce positive behaviours, are important considerations in the current review and deregulation of IEP policy;
- Violence appears to be exacerbated by boredom, frustration, dirty and dilapidated physical conditions and lack of meaningful activity; and
- Responses that promote rehabilitation, such as FMI or helping prisoners learn how to deal with debt, are often also likely to reduce violence and create safer prisons.

Governors have also been afforded a violence reduction budget to use as they feel is necessary and support in making positive changes to their sites.
Preparation for progressive transfers

One of the key aims of a Training Prison is to rehabilitate offenders so that they are in a position to focus on the next part of their sentence and transfer to a Resettlement Prison. It is important to note, however, that there will be some prisoners who do not progress through the system and their security category, Cat B, will mean they are released from Training Prisons. Where this occurs, it will be important to ensure these offenders resettlement needs are met by liaising with the NPS and ensuring they purchase TTG services through the appropriate CRC via the rate card.

Where a prisoner is Cat. C, the stage at which they transfer to a Resettlement Prison will be dependant not only on time left to serve but on any ongoing training needs, spaces available and resettlement requirements which may indicate a need for the prisoner to move earlier, due to the level of work that needs to be completed for effective reintegration in the community. Prior to transfer, it is important to prepare the prisoner for what to expect as well as the practicalities around informing family members.

To mitigate any security risk, the OMU will need to inform the prisoner that in the near future preferably within 14 days of the planned move (no specific date) that they will transfer to a prison within a reasonable distance from where they will be released to. Staff should provide information on the new prison and the services that are available to help reduce any anxieties around the move.

Where possible, the should be a handover between prison offender managers or key workers. In all instance Prison-NOMIS or any other relevant applications should be updated to aid the handover process.

Any certificated training undertaken in a Training Prison should be completed and the prisoner should be provided with proof of successful completion. Accredited interventions that have been undertaken must also be fully completed with written evidence this has been done. Completion of all courses or programmes should also be recorded on Prison-NOMIS case notes and, where appropriate, OASys.

Safer custody teams should liaise with receiving establishments where there are any ongoing needs, and should the prisoner be on an Assessment Care in Custody and Teamwork (ACCT) document there must be written evidence in the plan that this has been discussed with the prisoner and that there is no heightened risk to self or others should the transfer occur. The CAREMAP should be up to date with any actions completed and a review must be done on the day of the transfer or, at the earliest, the day prior to transfer. Further internal guidance can be found at this intranet link.
Foreign nationals

The diversity of the prison population nationally poses many potential barriers to effective communication, risk management and promoting a rehabilitative culture. This could include cultural differences, language barriers and the provision of overseas information.

Overseas information

Governors should ensure overseas information is made available to the FNO cohort. TRACKS is an online resource for both prisoners and staff; it provides information on the deportation process and provides re-settlement advice for over 20 countries. The country specific information is provided in both English and the relevant language. As prisoners do not routinely have access to the internet TRACKS has been issued to all establishments in the form of a CD which can be downloaded onto standalone PCs. The link to Tracks website is www.tracks.uk.net.

HMPPS are a member of EuroPris – a pan-European network of 30 prison agencies. EuroPris convene expert groups on a number of subjects, including one on the Transfer of Foreign National Prisoners. As part of the work of this group, EuroPris have developed a ‘resource’ section on their website which includes a range of documents that might be of interest, which can be accessed here. These include:

- The Transfer of Sentenced Prisoners Resource Book brings together practical recommendations, best practice and resources developed to assist with the transfer of sentenced prisoners under the EU Framework Decision, however some of the learning and best practice examples would be applicable to other mechanisms of transfer to non-EU countries; and

- The directory of Information on Prison Conditions is a developing resource which contains basic summary information on serving a prison sentence in European countries. As this work has been developed through the FD909 expert group, the information contained so far is on EU countries, but EuroPris are keen to develop this to cover all EuroPris member countries. Information sheets are developed by the prison service in English and the national language of each country.

Cultural Competence

Cultural competence is important to meet the needs of the FNO cohort. Culture can be defined as the values, norms, and traditions that affect how individuals of a particular group perceive, think, interact, behave, and make judgments about their world. Culture is about how people make sense of experience and is not homogenous, static or a list of traits or beliefs shared by a social group.
Cultural competence is achieved through improved understanding and appreciating cultural differences leading to adaptations in the delivery of services which takes into account people’s beliefs, behaviours and needs. Some examples of cultural competence include:

- Adapting delivery of programmes or courses so that group work is not mandatory. This would aid those whose cultures do not necessarily fit easily with this;
- Allowing opportunities for FNOs to secure forgiveness, or support, from community or religious elders, as this can often be more influential and meaningful to them;
- Providing access to a wide range of sports as those most popular in one culture may not be the most popular in others;
- Ensuring that considerations are made on the effects on FNOs families and the potential further embarrassment of being returned home by Immigration Enforcement; and
- Acknowledging that it may be harder for FNOs to contact their families due to the infrastructure of their country of origin and doing all that is possible to aid these family ties.

Developing cultural competence is not a process of learning lists of ‘facts’ about ‘other’ cultures. It is about learning to understand and work with service users from a range of diverse cultural and social backgrounds. A key part of this is learning to be reflective about our own culture influences our assumptions, prejudices and the ways we work.

**Language services**

The implementation of pro-social modelling and procedural justice priorities alongside other operationally integral processes is essential. To achieve this clear, timely and effective communication is paramount. Language (including non-spoken) is one of the frequent challenges faced in the pursuit of achieving these HMPPS objectives.

In most day to day circumstances some of these barriers can quite simply be overcome through the potential utilisation (where available) of multilingual staff, other prisoners and perhaps illustrations on documents to assist with minor process/query issues.
However, this approach would be inappropriate during circumstances of necessary formality such as (but not limited to):
- risk-based monitoring;
- discussion of an individual’s legal case;
- immigration status; and
- health or wellbeing (including for the completion of ACCT documents, adjudication hearings, segregation reviews and other instances where fairness of process may be impeded by a language barrier – of particular importance to BAME prisoners affected by disproportionate outcomes according to The Lammy Review: “An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System”.

Circumstances may also arise when prisoners who can speak English choose to speak in another language (e.g. when speaking to another party) and intelligence monitoring requires the conversation content to be known

In order to provide support where these challenges arise, Contracts are available for establishments to purchase Interpreting, Translation and Transcription Services.

**Spoken Languages**
Interpreting services are available for use when “live” **verbal conversations** with a non-English speaking person are required. The varying methods available are:
- Face to Face Interpreting;
- Remote Telephone Interpreting; and
- Video Interpreting Services.

*An example of where this could be utilised is in the event that a non-English speaking prisoner is required to undergo a formal process such as an adjudication.*

**Translation and Transcription Services**
Translation, which is changing one language into another language, e.g. translating a document into English; and Transcription, which is making a written, printed, or typed copy of words that have been spoken.

*Often, both translation and transcription will be required, e.g. where a telephone call needs to be translated and then the English version transcribed.*

**Non-Spoken Languages: Interpreting**
Translation and Transcription services are available for use when conversations with a person who is **unable to communicate verbally** are required.

*Examples of this are all those face to face circumstances mentioned in previous examples but where verbal communication is not possible.*
**Booking and assistance**

To access the portals, follow the links in the internet guidance for all the types of Language Services listed above. This is a 24-hour access provider which ensures that even in times of crisis or emergency support can be provided, as required, immediately.

Where telephone Interpreting is being utilised, a dual handset can be beneficial. This enables all parties to hear the interpreter and prevents the risk of conversation elements being missed through physically transferring a handset between parties.

More details and Guidance on how use these and the services provided can be found on the dedicated [language services intranet page](#).
Data and Evidence Pack
Training Prisons

Data and Evidence to support the decision making process of providing cost-effective services and safe, decent and fair custody in Training Prisons

Commissioning Strategy Team
September 2017
The Training Prison Population

Training Prisons will focus on the practical and external changes needed to help individuals progress through their sentence. Training prisons will need to effectively settle prisoners, increase prisoners’ ability to engage with rehabilitative interventions and deliver specialist interventions.

Knowing the needs of the Training Prison population and what works to assist their progress will be important in designing and delivering effective regimes and enable individuals to develop capacity and motivation to change and reducing their risk of serious harm and risk of reoffending.

The Training Prison population will consist of:

- Individuals who meet the Category A criteria regardless of length or offence type.
- Individuals sentenced to an Indeterminate sentence (IPP & Life)
- Individuals sentenced to a determinate sentence with more than 12 months or 16 months time left to serve at the point of sentence (depending on HDC status & NPS/CRC allocation) *
- Standard recall (with >24 months to serve to their sentence end date)

*Due to the various criteria involved in identifying the determinate sentence training cohort, the data used here is a proxy, based on men sentenced to more than 2 years.

Training prisons will also hold those convicted of sexual offences and Foreign National Prisoners of interest (see separate data & evidence packs)
The challenge for Resettlement Prisons

In service-need for the different training cohorts:

- **Standard Recall**
  - Managing transitions
  - Rehabilitative needs
  - Opportunities to build motivation

- **Specialist cohorts**
  - Rehabilitative needs & specialist interventions
  - Managing transitions

- **Prisoners continuing sentence plan**
  - Rehabilitative needs
  - Continuation of settlement services
Give more attention to higher risk people

- Look to actuarial predictors of reconviction e.g. OGRS as your first step in understanding risk.
- Are there particular risks around sexual or violent reoffending?
- If likelihood of offending is low, the individual may be harmed rather than helped by intensive services that imply they are likely to reoffend.

Focus on needs that are linked to offending

- Use standardised assessments of needs e.g. OASys
- Structure supervision and intervention around these needs as the priority
- Prioritise needs that are directly linked to offending

Let your delivery be responsive to the person’s characteristics and circumstances

- Think about age, gender, ethnicity, physical and mental health as these affect the way you will engage
- Remember that learning disability and personality disorder are very common
- Teach new skills for thinking and behaving differently.

Effective rehabilitative work requires an understanding of people’s particular needs and circumstances.

When you make decisions about which rehabilitative services to deliver, have you got the right information to hand about how many in your care need it or will benefit most from it?

Have you got a good system for identifying the need for services and for prioritising those for whom the intervention will be most critical?

1 Responsivity factors include the range of protected characteristics as set out in the Equality Act (2010). Evidence suggests services are flexible and responsive to the specific and often multiple needs of individuals.
### Actuarial tools:

- **Knowing how likely it is that someone will reoffend is our starting point for risk assessment and management.**
- **Most of our risk assessment tools are available as part of OASys. RSR is currently a stand alone tool used in the case allocation process at sentence stage.**
- **Segmentation tools will inform individual decisions about which services to provide.**

<table>
<thead>
<tr>
<th>Tool</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Offender Group Reconviction Scale (OGRS3)</strong></td>
<td>Percentage likelihood of committing any proven reoffence within 2 years. An OGRS3 score of 50%+ means that an offender is more likely than not to commit a proven reoffence within 2 years. OGRS scores are used to target interventions on those most likely to benefit.</td>
</tr>
<tr>
<td><strong>OASys Violence Reoffending Predictor (OVP)</strong></td>
<td>Percentage likelihood of committing any violent proven reoffence within 2 years (this includes minor violent offences such as common assault, criminal damage as well as more serious violent offences). An OVP score of 30%+ is one of the criteria for suitability for our violence specific accredited programmes.</td>
</tr>
<tr>
<td><strong>OASys Sexual Reoffending Predictor, Contact scale (OSP)</strong></td>
<td>Percentage likelihood of a contact sexual proven reoffence within 2 years (only available for offenders with a sexual index offence or previous conviction). Being able to differentiate between low and high risk of a sexual proven reoffence helps us to prioritise our resources where the risk is greatest.</td>
</tr>
<tr>
<td><strong>Risk of Serious Recidivism (RSR)</strong></td>
<td>Likelihood or committing a seriously harmful proven reoffence within 2 years (this only includes offences where the victim either dies or suffers trauma from which it would be hard or impossible to recover). If their RSR score is 6.9%+ an individual is automatically allocated to the NPS for management post release. We consider an RSR score of 3%+ as an indication of an ‘elevated’ level of risk of seriously harmful reoffence compared to the average for offenders in the community.</td>
</tr>
</tbody>
</table>
Overview of the training cohorts

Cat A prisoners  
\( n=800 \)

Indeterminate Sentenced prisoners  
(IPP 3736)/Life 6,776

Men sentenced to > 2 years  
(at the point of sentence)  
\( n=32,194 \)

Standard Recalls (with > 24 months)  
\( n=1,020 \)

% of sentenced prison population

Source: DaSH Segmentation dataset, September 2016
<table>
<thead>
<tr>
<th>Category</th>
<th>Age Group</th>
<th>Cat A (n=800)</th>
<th>IPP (n=3,736)</th>
<th>Life (n=6,776)</th>
<th>Trainer &gt; 2 years (ex.SO) (n=32,194)</th>
<th>St. Recall w &gt;2yr TTS (n=1,020)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>18-20</td>
<td>0%</td>
<td>20%</td>
<td>16%</td>
<td>17%</td>
<td>36%</td>
</tr>
<tr>
<td></td>
<td>21-29</td>
<td>13%</td>
<td>24%</td>
<td>16%</td>
<td>6%</td>
<td>34%</td>
</tr>
<tr>
<td></td>
<td>30-39</td>
<td>27%</td>
<td>24%</td>
<td>27%</td>
<td>7%</td>
<td>0%</td>
</tr>
<tr>
<td></td>
<td>40-49</td>
<td>24%</td>
<td>16%</td>
<td>8%</td>
<td>2%</td>
<td>1%</td>
</tr>
<tr>
<td></td>
<td>50-59</td>
<td>23%</td>
<td>4%</td>
<td>2%</td>
<td>0%</td>
<td>2%</td>
</tr>
<tr>
<td></td>
<td>60-69</td>
<td>11%</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
<td>1%</td>
</tr>
<tr>
<td></td>
<td>70+</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Source: DaSH Segmentation dataset, September 2016
Overview of the training cohorts by offence type

Source: DaSH Segmentation dataset, September 2016
There were 739 men who met the Category A criteria & 61 provisionally categorised (Sept 2016):

- Belmarsh = 35
- Frankland = 203
- Full Sutton = 136
- Long Lartin = 118
- Manchester = 18
- Wakefield = 129
- Whitemoor = 132
- Woodhill = 29

Note: Cat A cases with missing fields have been excluded. Many of these cases are in the core local prisons: Belmarsh, Manchester and Woodhill
The most prevalent offence type among Cat A men is violence (76%).
Criminogenic Need of Cat A prisoners

Data presented is for those with a complete OASys (86% (n=690)).

- Attitudes: 91%
- Thinking & behaviour: 80%
- Alcohol misuse: 2%
- Drug misuse: 34%
- Lifestyle & associates: 93%
- Relationships: 65%
- ETE: 69%
- Accommodation problems: 47%

Source: DaSH Segmentation dataset, September 2016. Note: Cat A cases with missing fields have been excluded. Many of these cases are in the core local prisons: Belmarsh, Manchester and Woodhill.
Indeterminate Sentenced Prisoners

Individuals sentenced to IPP/ life sentences
Risk profile of men serving IPP & Life sentences

Data presented is for ISPs with a complete OASys (93% (n=10,512)).

Risk profile of ISP’s

- Risk of any reconviction in 2 years (OGRS3 (50+)): 49% IPP (n=3,736), 32% Life (n=6,776)
- Risk of violent reconviction in 2 years (OVP (30+)): 58% IPP (n=3,736), 39% Life (n=6,776)
- Risk of sexual contact reconviction in 2 years (OSP medium+): 38% IPP (n=3,736), 19% Life (n=6,776)
- High/ Very High ROSH: 91% IPP (n=3,736), 84% Life (n=6,776)
- MAPPA eligible: 98% IPP (n=3,736), 99% Life (n=6,776)

Source: DaSH Segmentation dataset, September 2016.
Criminogenic need of men serving IPP & Life sentences

Data presented is for ISPs with a complete OASys (93% (n=10,512)).

Attitudes
Thinking & behaviour
Alcohol misuse
Drug misuse
Lifestyle & associates
Relationships
ETE
Accommodation problems

Source: DaSH Segmentation dataset, September 2016.
Training Cohort

Data presented is based on individuals sentenced to > 2 years (excluding men convicted of sexual offences) as a proxy for the Standard Determinate sentenced cohort
Men sentenced to > 2 years (excluding men convicted of sexual offences)

Over half of men have an OGRS score of 50% or more. The most prevalent offence types are violence (31%), followed by drug (28%) and acquisitive offences (22%).

Source: DaSH Segmentation dataset, September 2016.
Data presented is for those with a complete OASys (71% (n=22,883)).

Men serving > 2 years (excluding men convicted of sexual offences)

- Risk of any reconviction in 2 years OGRS3G (50+): 56%
- Risk of violent reconviction in 2 years OVP3 (30+): 62%
- High/ Very High ROSH: 50%
- Risk of serious harmful reconviction in 2 years RSR (3+): 34%

Source: DaSH Segmentation dataset, September 2016.
Risk profile of men serving > 2 years

Data presented is for those with a complete OASys (71% (n=22,883)).

Trainer > 2 years (ex. men convicted of a sexual offence)

- Attitudes: 76%
- Thinking & behaviour: 70%
- Alcohol misuse: 19%
- Drug misuse: 53%
- Lifestyle & associates: 87%
- Relationships: 57%
- ETE: 65%
- Accommodation problems: 50%

Source: DaSH Segmentation dataset, September 2016.
Standard Recall

Individuals subject to a standard recall with > 2 years to serve
Recall (PI 27/2014 and PSI 30/2014)

Recall decisions are fundamentally based on an individual’s behaviour indicating increased Risk of Serious Harm (RoSH) to the public, where this risk cannot be safely managed in the community.

Recall should be the *final option* where the risk of serious harm cannot be managed, there is imminent risk of reoffending or the person is out of contact with their OM.

<table>
<thead>
<tr>
<th>Standard recall (most recalled prisoners on a given day are on standard):</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Applies to all sentence types</td>
</tr>
<tr>
<td>• Recall potentially until SED</td>
</tr>
<tr>
<td>• Suitable if person does not meet FT criteria</td>
</tr>
</tbody>
</table>

**Process following standard recall:**

• Parole Board reviews case within 28 days and can (1) direct release, (2) fix a date for release, (3) not direct release or (4) order an oral hearing. If not released, then the case is reviewed annually by the Parole Board

• Executive re-release powers can be used at any time (determinate sentences only)

• Release is automatic at SED (determinate sentences only)
64% of men have an OGRS score of 50% or more. The most prevalent offence types are violence (40%), followed by sexual offences (22%) and robbery (18%).
Risk profile of men on standard recall

Data presented is for those with a complete OASys (99% (n=1,011)).

- **Attitudes**: 94%
- **Thinking & behaviour**: 89%
- **Alcohol misuse**: 26%
- **Drug misuse**: 51%
- **Lifestyle & associates**: 95%
- **Relationships**: 84%
- **ETE**: 78%
- **Accommodation problems**: 69%

*Source: DaSH Segmentation dataset, September 2016.*
(Some of) the specific issues of recalled prisoners

- High levels of criminogenic need across several domains
- Raised levels of learning disability
- Perceptions of procedural injustice
- Little knowledge on how to progress
- Disengaged from OM
- High rates of self harm and suicide risk
- Loss of hope, helplessness, poor coping & emotional control
- Those on Fixed Term Recall may be source of contraband?
- Poor relations with staff

Source: Fitzalan Howard et al. (in press), Understanding the process and experience of recall to prison. London: MOJ
Aim - Training prisons aim to effectively settle prisoners, provide effective rehabilitative opportunities, and develop individual capacity and motivation to change, reducing risk of serious harm and risk of reoffending.
Rehabilitative Prisons

A rehabilitative prison is first and foremost safe, decent and secure; in addition it provides constant and consistent formal and informal opportunities to enable prisoners to make positive changes to how they think, feel and behave.

At the core of rehabilitative success is the need for a safe and decent prison environment, where prisoners are able to focus on planning for the future without being distracted by fears about their personal safety.

Reducing violence, self-harm, debt and drug misuse are a priority, supported by the consistent and fair use of authority. Once safety and decency are in place, then a clear, shared sense of purpose around rehabilitation and progression is vital.

Staff interactions with prisoners need to be meaningful, consistent and constructive for them to make a difference.

It is essential that staff have the right attitudes and skills to tackle criminal attitudes whilst using everyday interactions to coach self-management and self-motivation.
Rehabilitative Culture achieved by:

- **RELATIONSHIPS** that are supportive and collaborative for all
  - Five Minute Intervention, Strategy of choices, Conditions of success, Families work, OM Keyworkers

- **MANAGEMENT & LEADERSHIP** that encourage engagement
  - Coaching, Councils & Committees, Communications

- **ACTIVITIES** that promote wellbeing & desistance
  - Interventions, Substance misuse services, Education, Work, Leisure, Peer support

- **FAIR PROCESSES & SYSTEMS** that focus on rehabilitation
  - Reward and recognition, Fair and transparent policies, Procedural Justice, Adjudications...

- **A NORMALISED ENVIRONMENT** that promotes safety, decency & hope
  - Access to outdoors, Clean and decent, Broken things get fixed, Signs and symbols
Changing lives - What does good look like?

People with busy days punctuated by healthy food, time for exercise and other leisure activity and proper rest.

Quality care is provided to help individuals manage their substance misuse and mental or physical ill health.

Individuals are hopeful that they can have a better life. There is a strong focus on desistance.

People feel they have the headspace to think about their futures (they do not need to reserve their cognitive capacity for self protection).

People are supported to be of service to others.

Supervision is delivered in line with what is known to be effective. Transition arrangements are seamless.

All interventions provided are evidence based.

Resources are targeted at interventions which are most likely to deliver the best outcomes for offenders, victims and communities.

A range of education and vocational activity is provided to broaden options for future employment.

Staff encourage and coach positive change and understand that reward brings enduring change.

A rehabilitative approach to offender management is undertaken where proportionate risk management procedures are in place.
Being responsive to individual circumstances will bring better outcomes

Services are more likely to deliver positive outcomes when they recognise and address factors which impact on an individual’s ability to engage and benefit. For example:

- Maturity
- Gender
- Trauma and abuse
- Learning disabilities and difficulties
- Care leaving
- Personality disorder
- Mental health
- Health, including social care needs and disability
- Culture, religion, ethnicity
- Migration
Ensuring fairness of process – Procedural Justice

Procedural justice refers to the fair and just treatment of people by authority figures. It includes how decisions are made and how people are treated.

Being treated with procedural justice helps people to:

- Increase the trust and confidence they have in authority, and how legitimate the law and decisions made by those in authority are seen to be
- Accept and abide by decisions, and creates commitment to obey rules/the law (immediately and over time)

How people and their problems are managed influences these outcomes more than the final decision made (whether this is in their favour or not).

<table>
<thead>
<tr>
<th>Four principles of procedural justice:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>VOICE</strong></td>
</tr>
<tr>
<td>Having the chance to tell your side of the story, and knowing that this will be heard and sincerely considered when a decision is made.</td>
</tr>
<tr>
<td><strong>NEUTRALITY</strong></td>
</tr>
<tr>
<td>Seeing the authority figure as a neutral and unbiased decision maker, someone who is transparent and consistent when applying the rules.</td>
</tr>
<tr>
<td><strong>RESPECT</strong></td>
</tr>
<tr>
<td>Seeing the authority figure as someone who treats you with respect and courtesy, who values your rights and takes your issues seriously.</td>
</tr>
<tr>
<td><strong>TRUST</strong></td>
</tr>
<tr>
<td>Seeing the authority figure as trustworthy, who is sincere and authentic, who is motivated to do the right thing for everyone involved.</td>
</tr>
</tbody>
</table>
What difference does fairness make?

• Where court decisions are perceived as procedurally just, there is greater compliance with orders, people accept the outcomes more willingly, they have a more positive view of the court system and their willingness to obey court decisions lasts longer into the future.

• Where people in prison perceive the prison to be procedurally just, they show better psychological adjustment, are less likely to break the prison’s rules, and have higher rates of desistance after release. Perceived fairness of staff also helps with adjustment to prison and well-being of boys and young men on remand.

• Where staff in prison perceive their workplace to be procedurally just, they report better well-being, greater job satisfaction, and a stronger rehabilitation orientation (they feel less punitive).

• Domestic Violence perpetrators are less likely to reoffend after arrest if they perceive the arresting officers as being procedurally just.

• Violent offenders are less likely to report carrying a gun if they view police as being legitimate and using procedural justice.
### The harms of long term imprisonment

Long-term imprisonment affects prisoners in important ways. The effect is not identical for all individuals, and pre-prison characteristics may influence how affected each individual is (e.g. depending on education, previous imprisonment, drug/alcohol use, previous quality of life). However, some of the most concerning effects include:

<table>
<thead>
<tr>
<th>Loss of relationships:</th>
<th>which can lead to isolation, reduced social life, and foster an uncertainty and suspicion of others (social relationships), and a greater reliance on the institution.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Loss of autonomy/control:</td>
<td>over time prisoners develop reliance on the organisation and regime rather than be able to act as their own agents, they may become less able to exercise independent thinking and decision making.</td>
</tr>
<tr>
<td>Lower self-efficacy and feelings of powerlessness/helplessness:</td>
<td>more time in prison may be associated with a person feeling like they have less control over their lives, and influence their self-motivation and future orientation.</td>
</tr>
<tr>
<td>Perceived loss of a ‘useful’ or ‘productive’ life,</td>
<td>uncertainty over the direction of life.</td>
</tr>
<tr>
<td>Mental illness:</td>
<td>this is already more prevalent in prison populations, imprisonment associated with anxiety, depression, stress.</td>
</tr>
</tbody>
</table>
Violence, suicide and self-harm

What do we know?
Drivers of prison violence

Individual (imported factors)
- Poor conflict resolution skills
- Immaturity and impulsivity
- Over-sensitivity to insult, rumination
- Poor tolerance of stress & frustration

Lack of Respect & Justice
- Procedural injustice
- Illegitimate uses of authority
- Lack of respect
- High use of force

Lack of Activity
- Boredom
- Psychoactive substances demand
- Anti-social hierarchy & status
- Debt & Bullying
- Sleep disturbance

Poor Environment & Decency
- Poor food
- Overcrowding
- Dirt & dilapidation
- Lack of basics
- Can't fix things (e.g. broken windows)
What does the evidence tell us about reducing violence?

**WHAT CAN REDUCE VIOLENCE?**

- Cognitive skills training
- Legitimacy & procedural justice
- Activity, good diet and sleep
- Respectful relationships which promote meaningful interactions (i.e. Five Minute Intervention)
- Increasing social connection

**WHAT DOES NOT REDUCE VIOLENCE:**

- Punishment - on its own it will not change behaviour or deter people from impulsive actions
- Deterrence
- PAVA & Taser (Incapacitation tools)
- Making conditions harsher
Risk factors of suicide & self-harming behaviours

Risk factors are broadly similar for suicide and self-harming behaviours. Whilst we know self-harm can be predictive of suicide, it is also important to separate the two behaviours. This can help to develop our understanding of prisoners in crisis and the underlying reasons.

- Adverse childhood experiences/trauma
- Family history of suicide/self harm
- Breakdown of familial relationships
- Unhealthy coping strategies
- Poor emotion regulation, including anger
- Impulsivity

- Early days in custody
- Sentence (remand/life sentences/recall)
- Location (locals/YOIs and high security)
- Availability of methods/means
- Transfers (between prisons)
- Court appearances (change in status)

- Mental illness (depression/mood disorders)
- Substance misuse
- Previous history of self-harm/suicide attempts
- Younger age
- Lack of social support

- Feeling lonely – self-isolating
- Hopelessness
- Less connected—e.g. recent bereavement or breakdown of a familial relationship
- More likely to be involved in prison conflicts

Risk factors are broadly similar for suicide and self-harming behaviours. Whilst we know self-harm can be predictive of suicide, it is also important to separate the two behaviours. This can help to develop our understanding of prisoners in crisis and the underlying reasons.
What can help someone at risk of suicide and self-harm?

**Relationships with staff**
- Empathic & non-judgemental attitudes
- Providing a safe environment to talk in confidence
- Helping prisoners to solve their daily problems and ease their frustrations may improve the experience of the prison environment
- Multi-disciplinary care planning & communication that prisoners are involved in
- Increasing staff knowledge and providing them with adequate support and assistance

**Someone to talk to – increasing social connections**
- Staff
- Prisoners – peer mentors, listeners
- Family & friends
- Samaritans, Pen Pals, Sane

**Keeping busy**
- Plenty of flexible opportunities for activity that involves interacting with others e.g. sports, gym, education and work, to reduce stress and isolation
- In cell activities (to help avoid rumination/negative thoughts)
Drivers of safety

- Cognitive skills training
- Conflict resolution training
- Stress tolerance training e.g. mindfulness

- Procedural justice
- Respectful relationships
- Legitimate authority
- Rehabilitative culture

- Nutritious diet
- Enable personal space
- Clean environment
- Dynamic security

- Time out of cell
- Providing & receiving peer support
- Exercise & fresh air
- Work
- Good sleep patterns
Designing a Safe and Secure Training Prison

How training prisons enable, facilitate, and promote individual engagement and constructive relationships between staff, prisoners, and service providers. This is an essential platform for the rehabilitative prison hierarchy and integral to the delivery of safe, secure, legal and decent custody and to successful rehabilitation. Creating the right prison culture where prisoners feel safe and hopeful promotes desistance, rehabilitation and motivation to change.
What would a safe Training Prison look like?

- Cells / facilities that are accessible for those who are physically less able
- A clean and cared for environment with access to outside space
- Provide opportunities for structured and purposeful activities
- Calm, quiet, reflective spaces, privacy
- Conflict resolution training is provided for staff and prisoners
- Provide opportunity for engagement in programmes/interventions
- Monitoring and analysis of flashpoints for violent incidents
- Rehabilitative culture and leadership
- Strong procedural justice
- Use of reward and motivational enhancement
- Well-designed reception and induction areas
- Provide opportunities to enable family contact
Physical security is proportionate to mitigate negative effects of imprisonment

Individuals are assessed swiftly, and fairly (e.g. CSRA)

Visitors know what security is in place and understand why it is there

Security in visitors centres is proportionate and dynamic

Individuals who need help with drug use are directed to appropriate services

Access and support for individuals to maintain contact with family and friends via telephone and other forms of communication

Those who may be vulnerable to and/or engaging in extremism in custody are identified and managed appropriately

People vulnerable to and/or engaging in group affiliated offending are identified and managed appropriately

Clear processes for exchanging information with key stakeholders outside the prison such as the police, community probation and Youth Offender Services

Staff wrongdoing is minimised by ensuring elements of procedural justice are used, holding staff to account for their actions, effective training and improving organisational ethics

Improving relationships, making systems fairer and ensuring transparency

Security measures, such as BWVCs and body scanners, should be used transparently and with a rehabilitative focus

What would a secure Training Prison look like?
Enablers to Progression

Workshop space to provide the opportunity for meaningful training and work

Share prisoner information with service providers to inform decision making and review progress. Good access to IT to facilitate information sharing.

Strong integration of service providers ensures effective service coordination and supports desistance.

Publish, advertise and promote current information about services, content and eligibility criteria in accessible format.

Motivate prisoners to access and participate fully in programmes and interventions.

Encourage prisoners to understand and accept responsibility to engage with services.

Address prisoners’ anti social attitudes, thinking and behaviours through pro social interaction and engagement.

Flexible space for activity that involves interacting with others especially sports, gym, education work and family visits.

Small units with a community feel, promoting personal and social responsibility (e.g. life skills such as cooking facilities).

Prisoner self management and self service. Access to digital rehabilitation content in cell.

Good size healthcare unit to meet the needs of the population (including older prisoners and prisoners with mental health issues). Consideration given to a complex needs unit and facilities for social care assessment.
Model for Operational Delivery: Young adults (18-25)

Supporting effective delivery in adult male prisons

Version 1.0, October 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, making it difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MODs).

Each MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD is designed as a toolkit for Governing Governors (and Prison Directors of Privately Managed Prisons, hereon referred to together simply as Governors) to help them best design the regime, activity and support service provision to meet the needs of the men in their care.

The MODs do not seek to change, limit or remove the responsibilities of prisons under the legislative framework, consideration of the Equality Act (2010), the Prison Act (1952), the Prison Rules (1999) and the YOI Rules (2000) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The increased numbers of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, and changes to policy and legislation.
Contents

1. Young adults overview 4
2. Young adult cohort definition 7
3. Young adult cohort evidence summary 10
4. Regime and activity for young adults 12
5. Supporting young adults 29

Please read this MOD in conjunction with:
- the MODs overview and background document;
- the core prison function MOD; and
- any other relevant specialist cohort MOD.

These can be accessed via the PETP intranet pages.
1: Young adults overview

MODs have been developed to support the reconfiguration of the estate into three main prison functions – Reception, Training and Resettlement – and to enable Governors and Directors to tailor and commission services according to that function and the cohorts of prisoner a prison will hold.

We have also identified ‘specialist’ cohorts of prisoner for whom consideration is needed about how best to meet their needs and manage them effectively. MODs have been developed for these cohorts to enable a service which is appropriately tailored to the needs of each, at each stage of their journey through the prison estate. This includes young adult men.

Who are the young adult cohort?

For the purposes of developing this MOD, and defining the cohort, we have focussed on all those aged 18-25 (inclusive). Reasoning and further guidance can be found in the cohort definition.

Young adults aged 18-25 make up less than 10% of the general population in the community, but account for more than a third of probation caseloads and a third of those sentenced to prison\(^1\). Over time, the number of prisons holding young adult men has increased. While some establishments specialise in managing young adults, others have a mixed population. This specialist MOD for young adults is intended to support all prisons managing young adults and better equipping Governors and their teams to meet the needs of this population.

The MOD has been developed to reflect the distinct needs and risks that young adult men can have and present compared to the general prison population. Young adult men are more likely to present with behaviours that may require additional support or alternative ways of managing. This includes higher instances of self-harm, violence and instability.

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\(^1\) Prison Reform Trust: Old enough to know better? *A briefing on young adults in the criminal justice system in England and Wales*
The MOD is designed to act as a framework that can be used by Governors to develop their business plans and operating models so that they provide a service suitable for this cohort. The sections, in the order they appear, are:

**Section 2** provides the **young adult cohort definition** and the terminology used in this MOD and sets out the expected prisoner flows in the future prison estate.

**Section 3** summarises the **key evidence and statistics** for the cohort, drawing out the key points to be considered by Governors. A data and evidence pack is published alongside this MOD and can be accessed via the [PETP intranet pages](#).

**Section 4** provides information on the **regime and activities** adaptations that could be made to meet the needs of the cohort. This section details what ‘good’ looks like, including information on: **family contact**, **Offender Management in Custody (OMiC)**, **education and work-based learning**, **physical education and sports coaching**, **intervention services** and **release on temporary licence (ROTL)**, and **categorisation**.
Section 5 focuses on supporting young adults. This section looks at the wider considerations that affect young adults along eight key themes (in purple):

- transition and induction,
- health, including information on learning disability, mental health, emerging personality disorder, traumatic brain injury and attention deficit hyperactivity disorder (ADHD);
- safety, including information on safer custody, violence reduction, incentivising good behaviour and managing self-isolation;
- adverse childhood experiences, which includes sections on care leavers and trauma;
- maturity, which has information on the resource pack and screening tool;
- substance misuse, with a focus on psychoactive substances;
- coaching, mentoring and peer support; and the
- rehabilitative culture, which explains the particular importance of staff training, self-determination and procedural justice.
2: Young adult cohort definition

Young adult men are still maturing. Parts of the brain associated with impulse control, regulation and interpretation of emotions are the last to mature and continue to develop well into adulthood\(^2\). This is what is referred to as ‘psychosocial maturity’. A lack of psychosocial maturity is a common feature in young adults held in custody or supervised in the community. This affects how they engage with and respond to prison regimes, licence conditions, and community supervision.

In defining young adults, there is considerable debate regarding terminology and associated age ranges. For the purposes of this MOD, young adults are defined as those aged 18-25. This has been determined due to evidence\(^3\) around maturity that asserts the brain continues to develop up until the age of 25. However, maturation will not occur overnight, and some may still not have matured by the age of 26. Equally some may mature earlier than others. It is therefore worth bearing in mind that there will always be individuals falling outside this definition and whose needs should still be considered.

The young adult cohort includes a subset of “young offenders” (YOs), which consists of those in prison aged 18-21. Different legislation and rules, for example around sentencing and categorisation apply to this group. These can be found in the Young Offender Institution (YOI) Rules (2000).

In this MOD, where the MOD refers to young adults, it is referring to all those aged 18-25. Where the MOD refers specifically to young offenders it is referring to those aged 18-21 only. As this MOD applies only to the adult male estate, it does not address issues specific to those under the age of 18.

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2 Adolescent Maturity and the Brain: The Promise and Pitfalls of Neuroscience Research in Adolescent Health Policy

The future prison estate and prisoner flows

The future adult male estate will be reconfigured to create additional capacity within Training Prisons and Resettlement Prisons, in line with demand. This will help ensure prisoners are placed in establishments that are better focused to meet their needs. Most young adults will move through the prison system in the same way as other adults. This will be in accordance with the cohort strategy, time left to serve, security category, offence type and immigration status. These changes should lead to an improvement in outcomes and experiences. Those within the resettlement phase of their sentence will particularly benefit through improved closeness to home and experience the associated benefits of this. However, as now, there will be a small subset of prisons or units that will specialise in holding young offenders only, in designated accommodation. Conversely, some prisons will not hold those below the age of 21.

Reception Prisons will want to understand the services provided in the other prison types, including the specialist services embedded in YO designated accommodation. This will help them establish the most appropriate prison for onward allocation to best meet the needs of each young adult.

Prison on a page

The following page represents the cohort strategy with expectations on the objectives, including desired provision of activities, services and interventions, for the young adult cohort.
### Young adults

**Mission**
Our mission is to deliver a prison service which provides an appropriately secure environment, that is safe and decent, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.

**Aims**
- To protect the public from harm
- To provide effective community links
- Settle prisoners into the prison environment
- To provide a secure and decent environment
- To mitigate the negative impact of imprisonment
- To keep these men safe and focused on their rehabilitation

**Cohorts**
To effectively settle prisoners, increase prisoners ability to engage with rehabilitative interventions and deliver specialist interventions

**Objectives**
- To strengthen bonds between young adults and their families and loved ones
- To support prisoners to adjust to the prison following transition from the youth custody service
- To provide a more normalised environment, promote self-care, wellbeing and independence
- To support young adults to build skills to manage emotions and impulses
- To embed rehabilitative principles and trauma-informed practice in the culture, regime and approach
- To build resistance to negative peer influence, develop a pro-social identity and increase future orientation

**Services**
- Access to the maturity toolkit
- Access to quality rehabilitation and specialist services
- Access to effective mental health support
- Access to social services or local authorities for care leavers
- Support services to aid effective transition from the youth custody service

**Activities**
- Access to a broad and engaging range of education opportunities that connect with young adults including shorter or bite-sized activities
- Access to life skill activities to teach young men how to care for themselves to support their health, wellbeing and resettlement through independence
- Access to activities that promote the development of a new pro social identity

**Interventions**
- Interventions based on risk, need and responsivity (RNR) to increase motivation and preparation for change
- Interventions aimed at addressing thinking skills and developing coping mechanisms and structure
- Interventions aimed at developing a pro social identity

**Design Features**
High levels of specialist services including facilitation of support with transitioning to adulthood, quality dynamic security arrangements, high quality welfare processes, high level of activities and engaging learning opportunities

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Model for Operational Delivery: Young adults

Preventing victims by changing lives
3: Young adult cohort evidence summary

Young adults account for approximately 21% (16,291) of the total adult male prison population (76,108). Only 2% of young adults are aged 18.

(DaSH Segmentation dataset, June 2017)

As prisoners grow older, they become less likely to commit violence in custody.

(VIPER scores against age diagram, data and evidence pack)

Young adults are assessed as being more likely to reoffend overall, to reoffend with violent offences, and to seriously reoffend than their older counterparts.

(DaSH Segmentation dataset, June 2017)

Young adults are more likely to commit violence, robbery or drugs-related offences and less likely to commit sexual or acquisitive offences, when compared to those at least 26 years of age.

(DaSH Segmentation dataset, June 2017)

Those who have been in care are estimated to make up 27% of the adult prison population, despite the fact that less than 1% of under 18s enter local authority care annually.

(Practice Guidance: Working with Care Leavers… promote effective transition to adulthood, Oct 2013)

Young adults in custody are more likely to be on remand or serving 1-4-year sentences – 21-25-year olds are most likely to be serving a 4-10-year sentence.

(DaSH Segmentation dataset, June 2017)

OASys shows that young adults are more likely to present with lower levels of maturity and higher levels of learning difficulty/challenge.

(DaSH Segmentation dataset, June 2017)

Drug misuse and ETE are more prevalent areas of criminogenic need among young adults. Young adults are also more likely to need to address attitudes, thinking and behaviour and their lifestyle and associates.

(DaSH Segmentation dataset, June 2017)
The proportion of young adults in prison is disproportionately high (21%) when compared to the total UK young adult populace (10%). Further to this, 40% of young adults in prison have a Black, Asian, Mixed and Other ethnicity (BAME) background. Young adults held in prison are also disproportionately affected in many ways, some key statistics follow:

**Health**

*Learning difficulty* - The latest data on English and Maths assessments at reception into a prison in England shows that 32.5% had some sort of learning difficulty or disability. The proportion of young adults declaring a learning difficulty/disability in custody are much higher than those in the general population (2%).

*Mental health –* The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System (pages 47-49) states that young adults that are BAME are less likely to have mental health needs identified and assert that screening processes needed improvement to ensure these needs are not being missed.

**Safety**

*Self-harm* - Young adults are involved in a disproportionately large amount of recorded self-harm incidents. The Harris Review: Changing Prisons, Saving Lives provides further information on self-inflicted deaths of young adult men in prison.

*Violence reduction* - The accompanying evidence pack informs us that young offenders (18-20) are over-represented in assaults in prisons, committing 23% of violent assaults, being involved in 28% of fights, and making up 20% of victims of assaults in prisons in 2014, despite representing only around 6% of the prison population during that year.

**Adverse childhood experiences**

Young adults may have experienced four or more adverse childhood experiences, such as physical abuse, neglect or living in a care institution, and may be in the early stages of making sense of them.

*Care leavers* - Compared to the general population people who have spent time in care are:

- less likely to be in education, employment or training. (Over a third of 19-year-old care leavers are not in education, employment or training);
- more likely to be attempting to live independently; and
- more likely to have a criminal conviction.

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4 Williams (2015) MoJ Analytical Summary from SPCR survey
5 Adverse Childhood Experience (ACE) study
4: Regime and activity for young adults

This section focuses on what a ‘good’ regime looks like for young adults in terms of tailoring activities to best meet their needs. Young adults tend to have been living with parents or guardians before custody and are therefore largely dependent on them. This can mean they lack experience in managing themselves or developing independent living skills such as laundry, cooking or budgeting. Governors should therefore be aware of the importance of supporting these men to develop life skills (see Education) and maintain family ties.

Offender Management in Custody (OMiC) will help keep young adults focused on rehabilitation, help them to progress through the prison system and help prepare them for release into the community. OMiC will underpin a rehabilitative culture and promote independence by providing each young adult with a key worker who will help empower them to address their needs throughout their sentence.

Young adults in custody have often had poor educational outcomes and higher levels of exclusion. They are at the beginning of their whole working life and need to be supported in gaining employment on release. As such, education activities and learning should focus on providing them the right skills and qualifications they need to secure employment and provide the foundations for a secure long term future, in line with the Education and Employment Strategy 2018. Providing structure, work experience and helping young adults to develop self-reliance and self-management will mean they are more likely to retain employment through better time management and improved reliability. However, evidence shows that some are less able to engage in constructive activity for lengthy periods. This means that shorter or bite-sized activities or interventions may work better for some. Further information on this is provided in the Education and work-based learning section.

Young adult men can be vulnerable to peer influence and exploitation; this can lead to them being groomed and taken advantage of by gangs, extremists and, in some circumstances, sexually motivated offenders. Identifying those at risk and having plans which both disrupt and prevent the potential perpetrators of such abuses whilst empowering potential victims with the skills and confidence to deal appropriately with these risks should be developed. These skills can also help them lead law abiding lives after release.

In the case of gangs, the Identity Matters intervention is listed in the Interventions Services chapter of this section. Where there are extremism concerns or the potential for radicalisation, security departments should be aware of this and escalate as appropriate through multi-agency Pathfinder meetings.

The maturity screening tool and resource pack highlighted in the section on supporting young adult men can be used as an underpinning tool to support appropriate tailoring of services.
Composition of this section

The main areas for consideration when tailoring activities to meet the needs of young adults are set out in the diagram below, followed by sub-sections with detail of what these activities could look like.
Family contact

Young adults are often particularly dependent on their families. While this means they are least likely to require accommodation on release, it reaffirms the importance of family links to these men. This has also previously been jointly reported by Nacro and Centre Point here.

The Lord Farmer review: Family ties at the heart of Prison Reform stresses the importance of family ties and how this can aid desistance from offending. Beyond Youth Custody has produced research that shows families can be a stabilising influence and an important motivating factor in rehabilitation of young adult men in a practitioner’s guide.

Family for some young adults, ‘family’ could include a range of people not actually related to them, such as foster carers, close friends, family friends, local authority carers or personal advisors and these links should be encouraged in the same way as ‘traditional’ family.

Good quality visits in a relaxed environment can help young adults maintain family links. Fatherhood can also be a key factor in helping a young adult choose to stop offending. Initiatives such as storybook dads or provision of parenting courses, increased length of visits or specific family days, homework clubs or simply encouraging them to maintain regular written or verbal contact can aid desistance. Involving family in celebrating successes, such as course completions, is an important way of acknowledging and reinforcing positive progression while maintaining those connections. To promote the building and maintenance of family ties, opportunities for celebratory family visits should not be linked to a young adults’ IEP level.

Evidence suggests that a lack of familial contact, or increased distance from family, can lead to violent or self-harming behaviours. This can have a detrimental impact not only on the individual concerned but on other prisoners and the prison. Residential staff should be aware of young adults self-isolating in their cells and encourage them to engage with the regime and build family links. They should also notify young adults of existing schemes that are available which can facilitate and enhance family visits, including the Assisted Prison Visits scheme (PSI 16/2011 Providing visits and services to visitors). Writing materials should be provided.

The statutory entitlement to social visits for convicted prisoners is two visits in every four-week period. In addition, MoJ policy allows for a visit on reception. Governors are being empowered so that they can add to this time with family members at their discretion. Family visits and liaison can be more difficult for those travelling long distances and flexibility on how these are arranged will improve relationships with young adults. Where these are available, the use of video calling facilities should be encouraged.

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6 The Path and Promise of Fatherhood for Gang Members
7 Dominey, J., Dodds, C. and Wright, S. (2016), Bridging the Gap: A Review of the Pact Family Engagement Service, Cambridge University
Care leavers

Those that have previously spent time in care may have a strained relationship with their birth family and consider foster carers or friends as their family. When formulating a family ties strategy, it is important to consider needs such as:

- engagement of personal advisors throughout their sentence;
- allowing personal advisors to use social rather than legal visits;
- using volunteer schemes to provide visitors to care leavers;
- ensuring compliance with Homelessness Reduction Act (2017);
- building in advocacy and a voice for care leavers; and
- care leaver awareness training for all staff.

Offender Management in Custody (OMiC)

Offender management is an integral part of supporting prisoners through their journey from initial sentence through to release. The OMiC model introduces the key worker role. Some of the benefits of the model for young adults include:

- they will receive appropriate interventions and services;
- they will have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers;
- they will achieve a ‘seamless prison sentence’, rather than having to start again at each prison; and
- they will maximise efficiency of processes and resources, e.g. by locating such processes as Home Detention Curfew (HDC) in the Resettlement Prisons and remove duplication as well as develop expertise.

The core service will include risk screening and key work, with offender management delivered with a lower intensity. The focus of the core service is the key worker, a prison officer who will provide a positive role model of trust and accountability. They will coach, guide and encourage for a person in custody to:

- settle, feel safe and be calm; and
- progress through their sentence.

The specialised service will have a higher intensity of offender management delivery and an assigned named prison offender manager (POM) working with them to assess their risk and needs and offer one to one supervision to address their offending behaviour.
For young adults, the OMiC model recognises the need to ensure those who are care leavers (definition available in care leavers section) and managed by a Community Rehabilitation Company (CRC) receive the relevant support from the Local Authority. Therefore, CRC care leavers are a defined group within the new model who will receive specialised OM. Their case will be handed over to the CRC responsible officer 12 weeks before their release date. Those on short sentences may need to be tightly managed to make the most of the time available.

Transitioning to the OMiC model may include a phased approach and support; during the time of transition Governors will need to consider locally how to best use their resources to deliver the model.

The role of the key worker

The aim of the key worker role is to promote staff-prisoner relationships that are rehabilitative and constructive. This is to foster positive prisoner behaviour through staff example (pro-social modelling), dynamic security, fairness, decency and guidance. Key workers will empower prisoners to address their needs.

At the discretion of Governors, key workers could help prisoners by undertaking certain tasks, including:

- support young adults to understand and come to terms with their sentence;
- help young adults to settle within the establishment, potentially by introducing them to others, explaining the daily regime and the system of incentives and privileges;
- encourage them to build or maintain links to their family;
- encourage activity to aid resettlement such as education or work experience;
- manage anxieties of the cohort that could otherwise be exasperated by prison processes or a lack of updated information;
- regularly engaging with young adults to ensure wellbeing and escalating any areas of concern, such as bullying, radicalisation or grooming, as appropriate;
- talking to young adults about their short, medium and long-term plans and how to make amends for past offending; and
- recognising and reinforcing positive behaviours.
Education and work-based learning

Young adults have their whole working life ahead of them and, as such, need support from prisons to gain the skills required for employment on release. Young adults coming into custody tend to have previously had poor educational outcomes and high levels of exclusion from mainstream education and may have a negative association with traditional classroom learning. Peer influence and social interactions are important aspects of young adulthood. This can exacerbate the challenge of engaging the young adult group in education if it is seen as repeating a classroom setting associated with past disruptive behaviour, and if education is perceived as imposed by external authority which is accorded little trust and respect within the peer group.

The Dame Sally Coates review: Unlocking Prisoners’ Potential A Review of Education in Prisons highlighted the importance of education in unlocking prisoners’ potential and enabling them to progress into work upon release, thereby reducing their likelihood of reoffending. This has been acknowledged in the MoJ Education and Employment Strategy 2018 announced by the Justice Secretary in May 2018, which is available here.

While young adults in custody are more likely to have had poor experiences of education, this is more prevalent among care leavers. Care leavers are twice as likely to have been permanently excluded from school and nearly three times more likely to have a fixed term exclusion than all children. Approximately 68% of looked after children have special educational needs (SEN).

Young adults are known to have a higher than average prevalence of learning difficulty, ADHD and autism. They may find it difficult to access and benefit from mainstream education provision without deliberate consideration of their abilities and needs. It is essential that learning planning builds on an individual’s strengths and talents for what they can achieve, rather than simply focusing on the difficulties they face. Prison rule 32(3) of the Prison Rules (1999) requires prisons to pay special attention to the education and training of prisoners with special educational needs.

Additional support against assessed need should be delivered through personalised programmes to include adapting materials and interventions, adjusting communication style and adding resources such as targeted one to one support and using specialist staff, adaptations and resources where appropriate. This support is expected to last throughout the length of the programme and should be continuously reviewed. Further information on those with learning difficulties can be found in the learning disability section.

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8 Putting Education at the heart of custody? The views of children on education in a Young Offender Institution, Ross Little, Lecturer in Criminology, De Montfort University
9 Wolverhampton city council care leaver handbook
Life Skills

Understanding and addressing the needs of young adult men with different levels of maturity by helping them to develop strategies to combat poor organisation, time management and memory is an important element in life skill learning. Prisons could integrate life skills with learning outcomes, for example a cookery class could be linked to budget planning and basic maths. Contextualised learning can also help young adults develop the self-belief required to undertake these tasks after release. Some life skills that young adults could require assistance to develop include:

Communication – Helping young adults become accustomed to the day to day communication that they could expect in their communities upon release. This includes the type of communication they will experience both socially and in the workplace. A way to enable this is through teaching spelling and grammar.

Time-management - Young adults, upon release, will have to be able to manage to get a job, keep up with family and friends and remain healthy. The prison could help young adults by providing a consistent regime with a degree of self-determination enabling them to learn through routine and understand how to divide up their time to use it effectively.

Money management – Prior to coming into custody, many young adult men will not have had to manage their own finances before on a large scale, so they need to understand basic payments that they will have to make after release into accommodation. This can be developed through courses aimed at helping these men learn about budgeting and saving.

Employability skills - To obtain and secure a job upon release, the men must be able to understand how to interview, how to dress professionally and how to act in a professional environment. This can be taught through practise interviews or employment within the prison (see work-based learning later in this section)

Self-awareness - Increased personal development will help the men think about the future in a hopeful way, as well as allow them to understand how to manage issues with anger, frustration or disappointment. This can be further achieved through therapy, counselling and increased interpersonal communication.
**Education curriculum**

Governors now have greater freedom to deliver a broad and engaging curriculum that is informed by the needs and aspirations of the men in their care, addresses basic skills deficits and encourages personal responsibility for learning. This will be achieved through the introduction of a Dynamic Purchasing System (DPS) which allows the opportunity to commission smaller and more bespoke education services to meet more specific and varied needs. For further information on this, contact [Prison_Education@justice.gov.uk](mailto:Prison_Education@justice.gov.uk).

Training Prisons holding young adults serving longer sentences will want to consider opportunities for higher education via the open university or [prison university partnerships in learning](https://www.justice.gov.uk). Education providers could also provide stress management techniques such as mindfulness, which are known to be effective when working with young adults. Further mindfulness information is available in the [violence reduction](https://www.gov.uk) chapter of the [safety](https://www.gov.uk) section.

Young adults should be encouraged to develop IT skills and access learning opportunities on-line encouraging both self-motivation and discipline and mirroring services available within the community. In Resettlement Prisons this can become one way of ensuring a seamless handover or continuity of learning into the community. Young adults should be provided with the opportunity to engage with education and encouraged to access the right level of provision to improve their educational attainment.

Fatherhood can be a key factor in helping a young adult choose to stop offending\(^\text{10}\). Education providers could run parenting courses for the young adults that are fathers or whose partners are expecting. Homework clubs can also be used to improve their own learning. Reading and music skills can be improved through story time or toddler sing and play sessions being facilitated through visits.

Governors should ensure that prison pay rates do not disincentivise attendance to education. It is also worth acknowledging that education, qualifications and employment will only be effective where these young adults are also provided with a practical foundation like somewhere to live upon release.

\(^{10}\) [The Path and Promise of Fatherhood for Gang Members](https://www.gov.uk)
**Learner engagement**

Governors will want to consider ways to support young adults disaffected with traditional education to become more engaged. This could be achieved through having external university students attend some modules in the prison learning alongside young adult prisoners, as is currently done at HMP Isis, or creating a student council consisting of prisoners, education staff and the Governor, so that they have a voice. If young adults feel a genuine sense of ownership over their learning they are more likely to engage with it and this effect is likely to be particularly strong for the young adult group for whom the attitudes of peers are particularly powerful. Participation in student councils or other advocacy mechanisms should be maximised and should make efforts to include not just currently engaged but also potential learners. Further advice is available via the Prison Education Trust’s [Involve, Improve, Inspire toolkit](#).

Information, Advice and Guidance (IAG) positions provide an opportunity to provide young adults with qualifications, the additional responsibility can also have wider benefits as allowing them to give back to their communities could help them gain some independence, a factor known to affect maturity. IAG positions are essential roles and many establishments rely on prisoners to deliver parts of the induction process and provide information on the services available, such as the library or physical education arrangements, or other roles such as learning support or Shannon trust mentors. Training, support and supervision are vital to enable young adults to appropriately undertake these roles. Peers and role models can be particularly powerful in their influencing of young adult men.

Young adult men could also be supported to engage by providing shortened more bite-sized education sessions which will hold the focus of these young adults, this approach is also known to benefit those with attention deficit hyperactivity disorder (ADHD). Please see the below case study from HMYOI Aylesbury.

**Case study – bite-size courses at HMYOI Aylesbury**

Aylesbury had a history of receiving inadequate ratings from Ofsted. In 2015/16 they had a 25% pass rate and an attendance score of 62%.

To combat this, Aylesbury decided to split their three-hour English and Maths classes into two 75-minute sessions, despite this meaning they would have to facilitate additional escorting, and potentially impact upon the education provider.

This approach yielded results and in the 24 months since implementation they achieved a pass rate of 89% with an attendance score of 74%. Ofsted have since rated them as ‘Good’ for the first time in almost two decades.

Young adults may have friends in universities following a wide range of interests and may have similar aspirations. Engaging young adult men to meet these aspirations could involve connecting learning with practical vocational pathway or engagement with sport- or arts-based activities. Further information on sports-based activities can be found in the [sports coaching](#) section.
Art and rehabilitation

The arts are practiced within prisons in many ways - in education classes, via innovative voluntary sector organisations and through self-practice. The arts can support improved wellbeing, awaken an interest in learning and can help people build new positive identities. Engaging in the arts can also lead to new skills and employment opportunities, as well as equipping young adults with a desire to actively engage with education. Dance, music, theatre, visual art and creative writing provide essential opportunities for people in prison.

The National Criminal Justice Arts Alliance’s (NCJAA) “Re-Imagining Futures” report demonstrates a link between taking part in arts based activities and the movement towards a long-term, non-offending future. It reported that arts projects enable individuals to redefine themselves, engage with productive activities and improve their ability to co-operate with others. A case study on interventions programmes provided by Safe Ground is outlined below.

Case studies – The arts in prison

84% of participants in Safe Ground’s Family Man programme (which utilises drama, fiction, group discussion, games and written activity to change prisoners’ attitudes) reported improved relationships with their children and families.

Safe Ground also run a programme called Man Up which aims to challenge some of the attitudes and negative outcomes experienced by young adults as a result of wanting or needing to fulfil stereotypes and expectations, group discussion, games, role play and some written work.

The arts can also be used to innovatively engage young adults. One example of this is at HMP Hull where they have set up a pop-up shop that sells repurposed denim.

Young adults in custody can also improve confidence in their artistic ability, receive professional feedback and also, in some instances, earn an income through sale or receiving an award, by submitting their artwork to the Koestler Trust. Right is example of platinum award winning artwork called “A Step Too Far” submitted by a prisoner at HMP Wakefield.
Work-based learning

Workshops provide vocational training that can equip young adults with employability skills as well as trade-specific expertise, such as bricklaying, gardening or cleaning. Embedded learning in a workplace can provide options that meet different learning styles and provide a more dynamic or varied learning experience.

Work-based learning can help young adults develop life skills such as time-management, as they will be motivated to get out of bed each morning and keep appointments, make effective decisions about how to prioritise competing demands, regulate their emotions and deal with conflict in the workplace.

Embedding learning opportunities into a work setting can provide positive outcomes. Employers could be engaged to deliver work experience in prison which could mirror apprenticeships after release and teach prisoners specialist trades as well as the skills to equip them for obtaining and maintaining employment. One example of this is Redemption Roasters’ coffee roastery based at HMYOI Aylesbury.

Case study – Redemption Roasters at HMYOI Aylesbury

Young adults at Aylesbury receive embedded and contextualised learning in a coffee roastery and cafe environment. The course was designed by Redemption Roasters to ensure these men are trained to the highest standards. Prison instructors teach them, or help them develop skills, in the following areas:

- the history and geography of coffee production;
- science involved in brewing coffee;
- health and safety and food preparation;
- contextualised Maths and English;
- general business skills;
- communication, punctuality and time management;
- barista and customer service skills; and
- the use of specialist trade equipment related to roasting coffee beans.

The prison works with Redemption Roasters to link this training to employment on release. The Head of Reducing Reoffending said, “Redemption Roasters is a shining example of how the Prison Service works with our industry partners to teach skills in order to reduce reoffending. Through Redemption, the Apprentices receive top-level training in a state-of-the-art facility, gain real work experience and are introduced to employment opportunities on release.”

Industries and working opportunities on site need appropriate signposting during the induction process. Provision for workshop space should be given high priority when considering future adaptations. The Governor, with the help of policy colleagues, could consider regular reviews of the training and vocational skills offers, in line with labour market information.
Physical education and sports coaching

Physical education (PE) is an integral part of a prison regime. The YOI Rules mandate that young offenders (18-20) have a greater entitlement to physical education of two hours per week [Rule 41(2)], in comparison to those aged 21 or over, who are entitled to one hour per week [Prison Rule 29(2)]. PE can:

- increase self-esteem by achieving personal performance goals;
- reduce institutional stress and support healthy living;
- enhance physical and emotional well-being; and
- enable development of skills, such as maths and literacy, through embedded learning to support successful resettlement.

PE staff introduce young adults to new activities and promote healthy living through participation, which can help reduce stress. Recreational use of a gymnasium is also a cost-effective way of alleviating tension and anxiety in a positive, controlled environment. It also provides the opportunity for participation, encouraging personal development and social inclusion. Governors should consider which sports are popular and accessible for young adults in the prison.

PE staff can offer gym inductions to assess a young adult’s fitness level. Governors could provide static equipment on exercise yards to encourage prisoners to maintain an active lifestyle outside of scheduled PE. Collaboration with health colleagues can be effective in supportive recovery from addictions as well as encouraging healthy living outside of custody via sessions such as diet and nutrition.

Some young adults have undertaken personal training qualifications, which they have valued highly as personal trainer is seen as a good job to have on release. This was the case with LJ Flanders, who after release from HMP Pentonville published a book called Cell Workout, before piloting a fitness course at HMP Wandsworth.

Sports coaching

A Sporting Chance: An Independent Review of Sport in Youth and Adult Prisons sets out that team sports promote collaborative working and reinforce the interpersonal skills development of prisoners. This, and similar physical activities, can be of benefit and provide an outlet for prisoners who struggle to contribute positively to the regime. Links with local community sports clubs can enable prisons to deliver bespoke and innovative programmes that encourages personal and social development to aid resettlement.

Engaging in team sports while in custody can be the incentive for individuals to join a local sports club on release, continuing to maintain a social, active healthy lifestyle as well as forming important social relationships. The following case studies provide some examples of sports coaching taking place in several prisons. Some prisoners were incentivised by the opportunity to learn from coaches affiliated with famous sports clubs and even went on to learn, gain qualifications and attain employment. These prisoners may not have otherwise been motivated to engage in the learning opportunities available to them.


**Case studies – sports coaching**

The **3 Pillars Project** in prisons across London and the South East provides positive role models through rugby coaching courses using sport and military leadership. With a focus on the three pillars of exercise, education and ethos as a foundation for effective long-term rehabilitation, the course develops confidence, communication, leadership and teamwork to help prepare for release.

The **Saracens RFC Get Onside programme** looks to build young adults’ career aspirations, provide a mentor, link to a local sports club and to assist in finding educational routes or employment. 92% of young offenders that complete Get Onside are not returning to crime.

HMPYOI Feltham is using rugby and the core values of Saracens as the vehicle to engage these young adults. The course focuses on discipline, honesty, humility and work-rate which are all traits young adults can apply post release.

The programme is a ten-week cycle with both educational and rugby development aspects as part of a daily routine, leadership, teamwork, behavioural management, CV writing, professional standards, ethos and ethics of rugby are some of the focus areas.

**QPR** football club works with men in HMP Wandsworth, providing them with the opportunity to develop new skills and obtain an FA Level One coaching qualification, the first step on the FA’s coaching ladder, with potential employment opportunities on release.

**Active IQ** is an active leisure sector organisation that offers a range of qualifications in fitness instruction, active & healthy living, wellbeing and physical activity leadership.

The **Arsenal Double Club** works in HMP Pentonville, it embeds numeracy, ICT, literacy and healthy living learning into football and playing football. There is an emphasis in the football sessions on training the prisoners to become basic football coaches.

**West Bromwich Albion FC’s Albion Foundation** facilitate a 12-week employability course at HMYOI Brinsford. The course includes level 2 and 3 qualifications in healthy living, first-aid at work, diet and nutrition and sports leadership.

**The Tottenham Hotspur Foundation** works in HMP Wormwood Scrubs and facilitates a 12-week employability course that links young adults with employment opportunities on release. The foundation has directly employed 9 ex-

Pro-social experiences, such as those provided by the above initiatives, can help encourage these men to replicate this behaviour once released in the community. Resettlement Prisons could make links with community sports clubs to help young adults continue with physical exercise after release as a positive and constructive use of their time.
Interventions services

Intervention services provide a range of evidence-based interventions and offending behaviour programmes (OBPs) which aim to tackle the risk of reoffending. Each programme is designed in a way which recognises the difficulty prisoners face in trying to maintain offence free lives and are intended to be delivered as part of a wider package of rehabilitative activity. Where appropriate interventions take maturity into account and support development of psychosocial maturity. Younger men often present with volatile behaviour in custody. This may be associated with poor emotional management and lack of problem solving skills and an inability to assert themselves appropriately within the environment.

Younger adults are also more likely to reoffend, commit violent offences, have learning difficulties, lack psychosocial maturity. They are also more likely to be influenced by peers, making them more vulnerable to gang culture, grooming or radicalisation. When substance misuse is a factor in a young adult’s offending, this is most usually related to alcohol, though the recent emergence of the use of psychoactive substances is known to have affected the cohort.

Where young adults do not fit the criteria for OBPs, prisons should consider what additional support should be provided to these men to aid their rehabilitation. For BAME young adults, issues around the effectiveness of interventions and how these can be addressed are discussed in the recently published rapid evidence assessment, “The effectiveness of rehabilitative services for Black, Asian and Minority Ethnic people.”

Programmes can be adapted to meet the needs of young adults. This could include reducing the length of sessions, allowing smaller pieces of learning and using easy read symbols or plain English. These men may particularly benefit from hearing others’ experiences and differing attitudes as a way of bringing on maturity and broadening perspective. Depending on individual circumstance, the following programmes may be suitable for men in this cohort:

Identity Matters (IM)

IM is a non-accredited one to one programme, which aims to reduce an individual’s willingness to offend on behalf of a gang. It aims to support the desistance journey by facilitating a process of gang disengagement. It primarily targets adult males (over 18) who are assessed as posing a high risk of serious harm, whose offending and harmful behaviour is motivated by their affiliation and identification with a gang. IM seeks to prevent individuals from committing further offences because of their identification and engagement with a gang.
Thinking Skills Programme (TSP)

TSP is a cognitive skills programme for men and women aged 18+, who are assessed as being medium risk. It develops skills in pro-social problem solving, perspective taking, developing and managing relationships, self-management, and encourages pro-social attitudes, behaviour and goals for the future. There is a strong international evidence base to support the use of cognitive skills programmes to reduce reoffending. An adapted cognitive skills programme for intellectually disabled offenders (low IQ) is currently being piloted. TSP has been designed to be as responsive as possible and have a flexible delivery format.

Some young adults are likely to ‘grow out’ of offending through maturity and helping them achieve psychosocial maturity may be more effective than undertaking TSP. More information on this can be found in the Maturity section.

New Me Strengths (NMS)

NMS is the equivalent of the existing Thinking Skills Programme (TSP), adapted to be suitable for those individuals with Learning Disabilities. It is suitable for those individuals who have been assessed as having a Medium risk of reoffending, and above, with Needs in problem solving, stop and think, offence free relationships, perspective taking, goals/ values, seeing the whole picture and/or emotional awareness.

Resolve

Resolve is a moderate-intensity cognitive-behavioural group work intervention that aims to reduce violence in medium to high-risk adult and young male offenders. Resolve is suitable for male offenders with a history of reactive and/or instrumental violence. It provides an up to date evidence-based treatment approach for medium risk/need offenders who have a history of violent offending/behaviour.

Self-Change Programme (SCP)

SCP is a high intensity cognitive-behavioural intervention that aims to reduce violence in high-risk adult males whose repetitive use of violence is part of a general pattern of antisocial behaviour and criminality. The programme combines the identification, reduction and management of risk with an emphasis on developing new fulfilling ways of living pro-socially. Highly responsive, SCP allows for individualised treatment within a structured and evidence-based approach while maintaining a commitment to treatment integrity.
**Kaizen**

Kaizen is a strengths-based, future focused accredited OBP designed to meet the criminogenic needs of adult males who are high risk, typically those with convictions for sexual or violent offences (including intimate partner violence). It pays attention to the needs of participants rather than their offence types. Kaizen aims to respond effectively to a range of needs, including difficulties with engagement.

**Alcohol Related Violence (ARV)**

ARV is a cognitive behavioural programme designed for male offenders over 18 who have a history of violence following consumption of alcohol (e.g. binge drinkers). The programme aims to reduce re-offending and violent and/or aggression behaviour through exploration of cognitive responses to situations, self-monitoring and problems solving skills. The eventual goal is for participants to understand how to identify and manage barriers to leading an offending and violence free lifestyle.

**Building Skills for Recovery (BSR)**

BSR is a psychosocial programme available for those who are dependent on one or more illicit substance or alcohol. The programme aims to reduce offending behaviour and problematic substance misuse with the goal of recovery. BSR has a wide target group and can engage most service users including participants on substitute prescribing, and problematic alcohol users. Case formulation ensures that the session material is tailored to individual needs, providing flexibility for delivery.

**Healthy Identity Intervention (HII)**

Young adults are known to be vulnerable to radicalisation which could lead to extremism. The Healthy Identity Intervention (HII) is a one-to-one programme that targets the social and psychological drivers of extremist offending. It seeks to facilitate desistance from future offending, and disengagement from an extremist group, cause and/or ideology. HII consists of a variety of modules including: personal and group identity, group conflict, self-image, managing threat, seeking political change and moving on. Areas also covered include working with issues of disillusionment, and indoctrination.

Further information about Interventions Services can be found on the intranet [here](#). If you would like to contact them, you can do so via email [here](#).
Release on temporary licence (ROTL) and categorisation

**ROTL**

A recently published MoJ Analytical Summary, “The reoffending impact of increased release of prisoners on Temporary Licence” demonstrates benefits of using ROTL for the prisoner and to the wider community. Once an individual had been granted at least one period of temporary release, increasing the number of these in the six months before release was associated with slightly lower rates of reoffending on release and fewer reoffences. This finding would generally support the use of ROTL and is in line with international evidence of the benefits of temporary release. ROTL can be used for activities enabling young adults to access a wide range of education, volunteering and work placements; and for maintaining family ties.

**The Prince’s Trust ROTL opportunities**

The Prince’s Trust aims to support young people (aged up to 30) to gain employment, education, start a business or otherwise unlock their potential. As such, these men can be considered for release on temporary licence to take part in programmes run by the Trust.

Building a young adult's self-confidence, skills and motivation will help to contribute to their personal success and reduce their likelihood of re-offending. The course involves both a resettlement day release and resettlement overnight release to complete the range of activities, including a residential experience away from the establishment. All releases to the Prince’s Trust programme are subject to the normal risk assessment process.

**Categorisation**

Young offenders (those aged 18-20) who are sentenced to detention in a Young Offenders Institution (YOI) are categorised in a different way. Using the ICA2 form, they can be classified as YOI Open or YOI Closed. Further information on categorising these men can be found in PSI 41/2011 Categorisation and Recategorisation of Young Adult Males (Please note that this is for the subset of Young Offenders, those aged 18-20 only, not the entire cohort).

Young offenders classified as YOI Open, or other Young Adults that are classified as category C/D can be considered for ROTL.
5: Supporting young adults

This section focuses on the support that should be provided to younger prisoners to ensure their wider welfare and needs are addressed. Meeting the diverse needs of young adults is a legal obligation as age is a protected characteristic. Section 149 of the Equality Act (2010) requires prisons to have regard to the need to promote equality of opportunity, including the need to take steps to meet differential needs of people with protected characteristics, including age.

Induction and enabling a period of stabilising are particularly important to young adults especially when coming from establishments holding only those under the age of 18, or those who are care leavers. As such, we have included sections on transitioning, transfers and induction; and support for care leavers.

Young adults who have suffered adverse childhood experiences are likely to exhibit acute post trauma symptoms or behaviours. Therefore, prisons have a particular need to be ‘trauma-informed’ when working with these individuals and refer young adults to specialist mental health services, if required.

When compared to older prisoners, fewer young offenders have health problems but a higher proportion of them reported alcohol misuse was linked to their offending. These men are involved in a disproportionately large proportion of recorded self-harm incidents\(^\text{11}\).

The accompanying evidence pack shows us that young offenders are more likely to be involved in violent incidents in prisons and violence reduction explored further in the chapter on safety.

These men may require additional advocacy, this could be achieved by the appointment of a ‘young people’s champion’ who could be a manager or a chaplain. It could also be achieved through coaches or mentors, a case study example of this is therefore contained in the coaching, mentoring and peer support section.

As mentioned above, some young adults suffer from autism and/or ADHD. A way prisons can support young adults with autism is to achieve the National Autistic Society autism accreditation, which is also known to benefit those with a learning difficulty. Feltham became the first establishment to do so and won the Sternberg Clinical Innovation Award for their efforts. Those on the autistic spectrum can be supported back into work by the National Autistic Society (NAS), which provides employment-specific guidance for these men on disclosure of autism, the law and bullying. They also help these men develop social and practical skills at community support centres. The NAS also assist further by providing a job search facility of jobs with autism friendly employers. There are also a number of organisations supporting people with ADHD including The National Attention Deficit Disorder Information and Support Service (ADDISS), YoungMinds, The ADHD Foundation and AADUK (a site by and for adults with ADHD).

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\(^\text{11}\) Williams (2015) MoJ Analytical Summary from SPCR survey
Composition of this section

The following section provides more information to aid understanding and help meet the needs of the cohort.

(titles link to the relevant section)
Transition and induction

Each year many young adults encounter the prison system. Young adults could be received into prisons from the community or directly from the youth custody service. As the start of the journey through a prison or YOI, the reception and subsequent induction process is extremely important.

Transition from the youth custody service

Transition from the youth estate to the adult estate represents a significant change in environment, regime and peer group for offenders. It can potentially be unsettling for many young people who may be particularly vulnerable and present an increased risk of self-harm during this stage of their custodial journey.

This transition is a critical time, where early planning, accurate assessment and the active involvement of key professionals from both youth and adult services is required to ensure young people’s transition experience is both safe and positive, providing continuity of care and support for young adults to enable their desistance from crime.

Young adults may be used to having additional staff support which may not be available in the adult estate. Adult prisons may also expect higher levels of self-reliance and self-determination that these men may not be used to. To address these differences, before transfer, the adult establishment will be invited to attend the sentence or remand planning and review meeting held at the under-18 establishment. The use of video-link or teleconference facilities should be considered where a visit might not be achievable. The senior probation officer at the adult establishment will assign a prison offender manager to the young adult who will participate in the sentence/remand planning and review meeting. A key worker will also be assigned and will have contact with the young adult before they transfer.

Governors and those working in adult establishments will also need to be aware of the role of community services in the management of those who transition to young adult provision and particularly the often-long running relationship that has been in place with their youth offending team and case manager. Guidance on community provision and transition between agencies can be found here (England) and here (Wales). Sentence plans should be used as the key tool to plan transition, this should also include a six-month post transition plan for each qualifying individual.

Best practice can be for establishments involved in transition to agree a protocol and provide guidance to their staff around how best to ensure transition is safe and appropriate actions have taken place at each stage of the prisoner’s journey.
Case study – HMYOI Werrington and HMP&YOI Brinsford Young adult’s transition preparation and support agreement

The agreement first identifies the importance of transition before detailing:

- those expected to transition, based on age range and type of sentence;
- the requirement for early identification of these young adults;
- meetings required at each stage and who will attend these;
- levels of engagement required with young people and their families;
- transition considerations, decision makers and escalation routes;
- stakeholders involved in transition including the national probation service and the youth offending service;
- transition planning and care leaver support planning arrangements; and
- information sharing, IT access and staff engagement agreements.

The agreement will be regularly reviewed as appropriate.

Following transition, the key worker and the dedicated prison offender manager will meet with the young adult within 72 hours of his arrival at the establishment. The key worker will have weekly contact with the young adult until the first sentence planning meeting or transition closure meeting is held. The sending under-18 establishment will be invited to the young adult’s first sentence planning meeting, or in the case of young people on remand, the transition closure meeting, to bring the transition process to a formal close. Information sharing is key to ensuring successful transition through this vulnerable time.

**Induction into prison**

Prisons must provide a local induction package to help young adults understand what is expected of them and equally what they can expect from their time in custody. This must be provided to prisoners within 24 hours of reception as mandated in section 10 of the Prison Rules (1999). Any courses or education opportunities offered should be made clear to them at the earliest opportunity and they should be afforded the staff time to ask questions and raise concerns this allows them to feel heard and be supported.

Although the first 24 hours in prison can be extremely stressful for some individuals, anxiety can be reduced by respectful and empathetic treatment from officers, timely and accessible information (potentially including easy read and visual aid versions), and opportunities to resolve urgent practical problems.
It is essential that signs and notices are clear, and language is appropriate, especially in first night units. Stern notices (such as those that say, ‘Zero Tolerance to Bullying’, ‘Warning – Patrol dogs!’ or ‘You will be placed on report if you disobey rules’) may not be the best approach as it could lead to adverse reactions or cause anxiousness. Some young adults are likely to be unrecovered trauma survivors and their offending behaviour is one of many debilitating symptoms of their deregulated stress response system caused by an overdose of childhood trauma (see the adverse childhood experiences section). Young adults who are traumatised tend towards hyper-arousal when fearful or challenged, meaning they act out in an aggressive and confrontational way. Stern notices may well generate this response.

The interview upon reception is likely to be a difficult conversation for some young adults; in these cases, prisoners’ anxieties must be identified at the earliest opportunity and support systems put in place until they are more comfortable. Support arrangements in place can include safer custody teams, listeners, peer supporters and key workers. It may be appropriate to initiate assessment and care in custody team (ACCT) arrangements. Contact with families, guardians or care leavers’ personal advisors should be facilitated at the earliest possible opportunity after reception.

As well as the formal health assessment delivered by health partners, the induction of young adults could include a questionnaire on induction covering areas such as immediate or underlying health needs (both mental and physical), family ties, previous experiences of prison custody, education, employment, care leaver status, adverse childhood experiences and instances of trauma, substance misuse and gang affiliations. This would help ensure that issues are identified, recorded and appropriately managed.

Key workers may want to follow up later to check a prisoner’s understanding and retention of this information as young adults may come across as though they have understood but have not taken away the central messages.

**Transition from young offender-only sites to those holding prisoners aged 21 or over**

For those sites holding only young offenders, it is worth considering (in a similar way to transition from the youth custody service) how best to support young adults transitioning to the adult estate. This should consider support arrangements required for transition, differences in staff expectations of these young adults and variances in the purposeful activity or support systems available to them.
Health

Physical health problems are not highly prevalent among young adults. However, these men are known to have a prevalence of living with, or suffering from, a mental health problem, a traumatic brain injury, a learning disability, emerging personality disorder, or attention deficit hyperactivity disorder (ADHD).

Mental health

95% of imprisoned young offenders have a mental health disorder. There is further information below on some of these, namely emerging personality disorder, traumatic brain injury and attention deficit hyperactivity disorder (ADHD). Adverse childhood experiences can also impact on mental health and well-being.

Young minds is a charity that aims to fight for young people’s mental health. They were commissioned by the Cadbury Trust, the coordinators of the Transition 2 Adulthood Alliance (T2A Alliance) to undertake a report of the mental health experiences of young people in custody. The report was called Same Old… the experiences of young offenders with mental health needs and provides further information on this topic.

There are various ways prison staff can help improve the general environment of a prison to support mental health outcomes. Peer support schemes can be an excellent way of providing relatable emotional support to fellow prisoners experiencing mental health issues. More information on this is outlined in a later section.

Equally many organisations are working to help prisons become healthier environments. The Royal College of Psychiatrists have the Enabling Environments Award which is a quality mark given to prisons (and other areas e.g. schools) who can demonstrate they are achieving an outstanding level of best practice in creating and sustaining a positive and effective environment. Enabling environments should be places where all people involved contribute to the growth and well-being of others.
Interventions to improve mental health could include mindfulness, which is known to be of benefit to young adults. An example is that provided as part of the Plan B project delivered by Waves at Wandsworth. Further information on mindfulness can also be found here.

**Case study – Plan B mindfulness courses**

Plan B is a mindfulness course specifically designed to meet the needs of people in custody. The programme adapts programmes such as MBCT (mindfulness for anxiety and depression), MBSR (mindfulness for stress reduction) and MBRP (mindfulness-based relapse prevention for addictive behaviours).

Plan B aims to give people the coping skills to navigate the prison environment, as well as strengthen their mental health and wellbeing. There is a focus on reducing stress-related violence in custody, drug use and mental health conditions such as anxiety, self-harm and depression.

**Traumatic brain injury**

There is evidence\(^{12}\) associating traumatic brain injury (TBI) with criminal behaviour including earlier onset of offending, repeat offending and greater violence in offences. Young adults who survive TBI are likely to develop behavioural problems that are linked to an increased vulnerability to offend\(^{13}\). TBI is a common condition in prison, half of all prisoners have had some aspect of TBI. They are therefore three times more likely than non-offenders to have had a TBI. TBI is linked to psychiatric disturbance, and particularly a risk of self-harm\(^{14}\). Training is recommended for staff to improve identification and management of TBI, which could include:

- understanding what a TBI is;
- how prisoners with TBI may be affected;
- what they may do for day-to-day management of such problems (e.g. how to manage memory, communication and attention problems by modifying how staff ask an offender with TBI to follow instructions or manage impulsivity);
- where to access advice and support if problems are more extensive; and
- who in the prison to refer to the individual on to if necessary.

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Learning Disability

Data shows that 28% of all adult offenders may have learning disabilities\(^\text{15}\). A person with a learning disability will have:

- a significantly reduced ability to understand new or complex information and to learn new skills;
- a reduced ability to cope independently; and
- an impairment that started before adulthood, with a lasting effect on development.

People with learning disabilities may find it harder to understand, learn and remember new things, meaning they may have problems in areas such as communication, being aware of risks or managing everyday tasks. A learning disability cannot be ‘cured’, but with the right support it will have less of an impact on the person’s life; leading to the individual learning new skills and living a full life.

As part of the work being done to assist those with protected characteristics, the MoJ Service Improvement Directorate has put together a self-assessment tool which includes resources to help prisons ensure the services they provide match the needs of this group. The self-assessment has a range of statements that highlight issues faced by these men and corresponding actions that could be undertaken to address these and provide the required support, these actions are categorised and ordered by ease of implementation. An example of the statements and actions follows.

**Self assessment tool: Deciding where to start with service improvement**

| It’s easy for all service users to find people they need to see and places they need to go for example, the library. |
| It’s easy for service users with reading or communication needs to access the information they need in accessible formats, for example menus. |
| Our staff know what to do differently to meet the communication needs of service users with learning disabilities |
| Our culture supports trying new ways of doing things so that we are more effective |

Starting out

- Making the environment understandable using drawings and graphics
- Using EASY READ and simple language formats

One useful resource that provides practical advice to assist with supporting these men is the LDD Navigator website: [https://www.lddnavigator.org.uk/](https://www.lddnavigator.org.uk/)

For further information or a copy of the self-assessment tool, Service Improvement and Support can be contacted [here](mailto:).  

Autism Spectrum Disorder (ASD) is often included under the wider learning disability or learning difficulty heading. The spectrum is wide however, and ASDs are not necessarily related to a low intelligence. Learning disability or difficulty is understood to be more prevalent in the criminal justice system, although estimates can vary.

While some individuals with ASD will also have an learning disability or difficulty, others will not. The prevalence of ASD alone within the criminal justice system is under-researched.

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\(^{15}\) DaSH Segmentation dataset, June 2017
**Emerging personality disorder**

Young adults classified to have ‘emerging personality disorders’ are those suspected to develop a personality disorder which cannot yet be fully diagnosed due to the individual’s immaturity. Evidence suggests maturity of judgment in adolescents does not reach its peak until the age of 25.\(^{16}\) As a result, a high proportion of criminal activity is carried out by young adults, due to their incapacity to understand the nature and severity of anti-social behaviour at their age.

According to the transition to adulthood (T2A) alliance, young adults are highly over-represented within criminal justice system, they account for 22% of the prison population compared to just 10% of the overall population of the UK.\(^{17}\) Subsequently, it can be difficult for prisons, and their providers, to adequately manage the mental health of young adults.

Swinfen Hall has co-commissioned, along with the National Health Service (NHS) as part of the offender personality disorder (OPD) pathway, two units focused on supporting men with the issues of emerging personality disorder, these are a psychologically informed planned environment (PIPE) and a personality disorder (PD) assessment unit. They aim to improve the mental health of young adults and inspire them to seek a crime-free future. Please see the following case study.

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**Case Study - Swinfen Hall prison PIPE and PD assessment unit**

One concept aimed at rehabilitating young adults is the PIPE unit. These specifically designed environments are staffed by prison officers with additional training which provides them with a psychological understanding of their work, and there is regular supervision from psychology colleagues.

There is a shared initiative between the staff and the prisoners to wean the latter off the high level of dependency, which often stems from being institutionalised for a large proportion of their adolescence, having previous experience of care or living at home with parents or guardians directly prior to coming into custody.

One method of promoting independence is offering and encouraging nominations for positions of responsibility. The PIPE unit community in Swinfen Hall is influenced by a council, a form of committee seen across prison units, of which volunteer prisoners can be members. The Council will vote on matters such as how to best spend the budget to meet their needs - i.e. decisions regarding which new facilities could be provided in activity rooms, or what furniture or paint colour could be used in refurbishment projects. This gives the young adults a voice within the prison population and encouraging a recognition of democracy.

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\(^{17}\) [https://www.catch-22.org.uk/collaborate/current-collaboration/t2a-alliance/](https://www.catch-22.org.uk/collaborate/current-collaboration/t2a-alliance/)
The PD assessment unit is a therapeutic unit that puts emphasis on the quality of relationships, between both prisoners and prison staff. It is designed to normalise the prison environment which can help to improve interpersonal skills which young adults may have previously had issues with in their communities, most likely as a byproduct of their personality disorder, immaturity or anti-social views.

Evidence suggests young adults are most likely to suffer from personality disorders due to disrupted childhoods and lack of social understanding from a young age, which inhibits the formation of 'social perspective taking and moral development'. Therapeutic intervention can help prisoners create a personal narrative which will illustrate, to both themselves and staff, the source of their issues. This is often the precursor to identifying the actions that these young adults can take to rectify their issues and increase their personal development.

In this way, the aim of the programme is that it acts as a method of intervention, hoping to resolve some of their behavioural issues which have caused them social issues in the past.

According to the T2A Alliance, with the right intervention, young adults are the most likely age group to desist from criminal activity. This demonstrates the importance of focusing on emerging personality disorders.

**Attention deficit hyperactivity disorder (ADHD)**

Evidence suggests that 43% of young people in prison have attention deficit hyperactivity disorder (ADHD). They have differences in brain development and activity that affect their ability to control their impulses or to pay attention. This can sometimes be treated with counselling.

The following page shows the ADHD iceberg which can help staff improve awareness and understanding of behaviours of those young adults that suffer with ADHD. For many people, the symptoms of ADHD get better in early adulthood, and some can completely stop taking treatment.

Further to medication and counselling provided by healthcare and improved understanding among the staff group, some men can be supported through coaching or mentoring, some can be supported in the same ways as those with learning disabilities. A trauma informed approach may also be beneficial.

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18 [https://www.catch-22.org.uk/collaborate/current-collaboration/t2a-alliance/](https://www.catch-22.org.uk/collaborate/current-collaboration/t2a-alliance/)

THE ADD/ADHD ICEBERG

Only 1/8 of an iceberg is visible!!
Most of it is hidden beneath the surface!!

THE TIP OF THE ICEBERG:
The Obvious ADD/ADHD Behaviors

IMPULSIVITY
Lacks self-control  Difficulty awaiting turn
Blurs out  Interrupts
Talks back  Loses temper

HYPERACTIVITY
Restless  Talks a lot
Fidgets  Can’t sit still
Runs or climbs a lot  Always on the go

INATTENTION
Disorganized Doesn’t follow through
Doesn’t pay attention  Is forgetful
Doesn’t seem to listen  Distractible
Makes careless mistakes  Loses things

HIDDEN BEHIND THE SURFACE:
The Not So Obvious Behaviors!!

NEUROTRANSMITTER DEFICITS
Impact Behavior
Insufficient levels of neurotransmitters, dopamine, norepinephrine, & serotonin, result in reduced brain activity on thinking tasks.

MEAN EXECUTIVE FUNCTIONING
Working Memory and Recall
Activation, Alertness, and Effort
Interpersonal language
Controlling emotions
Complex Problem Solving

IMPAIRED SENSE OF TIME
Doesn’t judge passage of time accurately
Loses track of time
Finds late
Doesn’t have skills to plan ahead
Forgets long-term projects or is late
Difficulty estimating time required for tasks
Difficulty planning for future
Impatient
Hates waiting
Time creeps

HOMEWORK TAKES FOREVER
Avoids doing homework

SLEEP DISTURBANCE (50%)
Doesn’t get restless sleep
Can’t fall asleep
Can’t wake up
Late for school
Sleeps in class
Sleep deprived
Irritable
Morning battles with parents

30 PERCENT
DEVELOPMENTAL DELAY
Less mature
Less responsible
18 yr. old acts like 12

NOT LEARNING EASILY FROM REWARDS AND PUNISHMENT
Repeats misbehavior
May be difficult to discipline
Less likely to follow rules
Difficulty managing his own behavior
Doesn’t study past behavior
Doesn’t learn from past behavior
Acts without sense of consequences
Must have immediate rewards
Long-term rewards don’t work

LOW FRUSTRATION TOLERANCE
Difficulty Controlling Emotions
Short fuse
Emotionally reactive

DIFFICULTY SEEING OTHERS PERSPECTIVE
May be self-centered
May be selfish

ADD/ADHD is often more complex than most people realize!
Like icebergs, many problems related to ADD/ADHD are not visible. ADD/ADHD may be mild, moderate, or severe, is likely to coexist with other conditions, and may be a disability for some students.
Safety

The independent report by Lord Harris, The Harris Review: Changing Prisons, Saving Lives, that looked into the self-inflicted deaths in custody of 18-24 year olds was commissioned in 2014 following doubts that the ACCT arrangements, adopted in 2007, were adequately taking into account the needs of 18-24 year olds. It showed that, historically those within this age range were at a high risk of self-inflicted death.

Staff should consider age when assessing risk of suicide and self-harm and should be particularly alert to risks associated with young adults. Young adults are particularly at a higher risk of self-harm, suicide and violence when:

- it is their first time in custody;
- they have a previous history of suicide attempts;
- they have substance misuse (addiction) issues;
- they have a history of trauma;
- they self-isolate with no interaction or association with others;
- they have mental health issues;
- they have communication difficulties; or
- they are finding it difficult to adjust to custody.

Some of the above may occur when there is a lack of familial contact or where these young adults are being bullied or taken advantage of. Prisoners may also experience high anxiety that can, at times, lead to an increased risk of violence towards themselves or others. It will be important to consider how bad news, such as appeal decisions, is given, to minimise this risk.

Careful consideration is required to meet the needs of prisoners at specific times of their stay, including the stage of the sentence they are at and the amount and array of resettlement activity, appropriate support and health care services that are required.

Reception, first night and induction arrangements need to be as effective as possible in managing the risk of self-harm and suicide. These arrangements will inevitably take longer for some prisoners and require multi-agency enhanced casework reviews. There should also be arrangements in place for families to raise concerns with the Safer Custody team at any time.

Violence reduction

There have been research studies to identify that young adults with gang affiliations and previous or current violent offences are more likely to display anti-social or violent behaviour whilst in custody. There is an explicit link that shows age is linked to violence in custody, this is demonstrated as the VIPER curve in the accompanying data and evidence pack for young adults.
By identifying this group, interventions can be targeted to better support them, using psychological therapies and pro-social modelling by staff. It is important to note that environmental factors within prisons can also be a catalyst for this behaviour. One programme aimed at reducing violence among the young adults is called “Silence the Violence” and is designed and facilitated by Khulisa at HMP&YOI Isis.

**Case study - Silence the Violence (STV)**

This programme helps prisoners to understand the root causes of their violent and disruptive behaviour. It helps young adults manage and understand their emotions, develop emotional resilience and improve wellbeing and mental health. It aids them to develop healthy relationships with others.

STV uses a blend of restorative techniques and trauma-informed methods. It is an intensive course, made up of 10 modules usually run over 5 days, incorporating both individual and group therapy. It is followed-up with 1:1 support and can involve additional group work prior to release from prison. STV is participant-led and the environment is safe, inclusive and nurturing throughout.

One participant described his experience: “The Khulisa programme really helped me to regain my confidence. I liked the feeling in the group room that the facilitators created where we were able to discuss topics without judgement or criticism. It was so nice to be accepted by the other participants and for them to value me and listen to my views. I realised that the behaviour that led me coming into prison wasn’t really the ‘true me’. The real me is a decent, caring man and the facilitators saw my potential which allowed me to see it in myself. The Khulisa course gave me back the voice that I had lost and never thought I would find again”.

The same participant was identified as having:
- improved self-esteem;
- increased motivation;
- a greater ability to set realistic future goals; and
- Improved ability to identify triggers and manage emotions.

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**Incentivising good behaviour**

The Prisons Inspectorate recently published a thematic review on Incentivising and promoting good behaviour, in which they state “Current behaviour management schemes have been ineffective in reducing violence, which is at historically high levels in all types of institution we reviewed”. The review found that far too often the rewards and sanctions associated with behaviour management schemes were focused on punishment rather than incentives and were prone to generating perceptions of favouritism. Aiming for several weeks of good behaviour with no reward in the meantime is likely to be impossible for many young adults.
The most recent HMIP unannounced inspection report of HMYOI Feltham praised the merit scheme that offered reduced progression periods, allowing prisoners to progress more quickly, an opportunity to become part of a community (with communal meetings and meals) and an instant reward for good behaviour as positive reinforcement. HMIP found this contributed to an 80% decrease in assaults on staff and a decrease in assaults on others by a third.

It is also worth noting that some incidents, particularly those of minor misbehaviour, stem from immaturity, for example hyperactivity or ‘backchat’. Understanding this immaturity, rather than perceiving it as deliberately negative or combative behaviour, may allow it to be more easily and quickly de-escalated. This behaviour should still be challenged, but where appropriate it can be used as a learning opportunity, rather than it escalating to a situation that attracts formal sanctions.

Research on reward shows that this is more effective at shaping people’s behaviour than punishing them. Punishment may be required, but on its own it does not effectively change behaviour or deter people from impulsive actions. Punishment can result in compliance, but not the internalisation of constructive values and so works less well in securing enduring positive behaviour. Evidence also points to a range of other challenges that can result from punishment, such as aggression, damaged relationships with the punisher, and feelings of depression, humiliation and helplessness. Reward, or reinforcement for desirable behaviours, on the other hand, can produce robust gains in a variety of desired behaviours; positive reinforcement teaches an individual what to do. The most effective kind of reward is verbal reinforcement.

The evidence identifies the following characteristics for effective reward and reinforcement:

- verbal reward works best;
- it is most valued from someone who is liked and respected;
- catch people being good;
- think small;
- identify opportunities - make it immediate;
- make it frequent;
- make it the first option;
- include a coaching element;
- make it personal, warm and encouraging;
- make it earned, meaningful and relevant; and
- beware of unintentional punishment (for example, receiving a public award may feel wonderful for some people, but not everyone).

Further evidence-based guidance on reward is available here. Please also see the rehabilitative culture section in the MOD for further information on procedural justice. Governors are encouraged to consider the practical suggestions in this guidance to reinforce good behaviour and to improve prisoner perceptions of fairness in their local incentives and earned privileges (IEP) schemes.
Managing self-isolation

Some young adults will self-isolate. This could be through fear, debt, depression or other reasons. These young adults will need to be supported to encourage them to participate in the opportunities that exist within the establishment. It is critical that these young adults are supported to build confidence and self-esteem. Active citizenship activities or those that allow them to feel as though they are giving back to their community are a good way of achieving this. Some examples would include having them undertake an information, advice or guidance (IAG) role or assist a facilities management contractor, such as a painter or plumber. This will also benefit them as they could gain valuable life and work skills at the same time.

Best practice would be to have a protocol in place detailing the arrangements for monitoring and supporting these men. Monitoring could include having self-isolators discussed at regular meetings and keeping a log of these men, so that repetition of self-isolation is noted, and additional support can be given to those who have recently started accessing the regime. Support could include mentoring or buddying or liaising with prison listeners, Samaritans, education staff, key workers, safer custody, chaplaincy or other departments or agencies as appropriate.

Further strategies could be put in place around reducing the likelihood of debt being built up, which can lead to bullying and self-isolation, potentially including additional support for those admitting having become indebted. To reduce the likelihood of debt there could be guidance to prisoners on induction, adequate canteen provision provided on initial reception and having clear transfer arrangements around property. Support could include courses such as money management or on-wing mediators.
Adverse childhood experiences

Young adults in prison have often suffered adverse childhood experiences. This could include physical, verbal or sexual abuse, physical or emotional neglect, household criminality or being placed into care (see care leavers information below). These men may require additional understanding and support. A trauma-informed approach is also known to be of benefit.

Prisons working with young adults should consider educating all staff in adverse childhood experiences so that they can recognise why they may be distressed, hyper-vigilant or aggressive. Attention should be drawn to the evidence that suggests the more adverse experiences a young adult has been through the greater their risk of illness, addiction, mental illness and offending behaviour\(^{20}\). The evidence goes on to show that those who have experienced four or more adverse experiences in childhood are at a far greater risk of debilitating health, social and behavioural outcomes.

Prolonged exposure to stress in childhood disrupts healthy brain development. This can manifest as emotional and conduct problems in childhood, and risk-taking and criminal behaviours in adulthood\(^{21}\). The more trauma someone experiences the more detrimental the effect on their well-being\(^{22}\).

The evidence does not prove causality. Not all children who faced multiple adverse childhood experiences go on to become victims or perpetrators of violence in adulthood, but they are statistically more likely to than those who have not.

Trauma-informed practice

Trauma is any event that overwhelms a person’s capacity for positive coping and can affect reoffending. Being trauma-informed means understanding behaviours that often occur from a history of trauma and having the skills to respond. Trauma-informed services are those that provide for problems other than trauma but require knowledge about violence and the impact of trauma. Providing space that is trauma informed, i.e. safe spaces in a more normalised environment, can assist this.

Beyond Youth Custody has produced material on this and how this affects engagement of young people in resettlement and how it needs to be considered, available here.  

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\(^{20}\) Adverse Childhood Experience (ACE) study

\(^{21}\) Levenson et al, 2016

\(^{22}\) Graded dose-response (Centers for Disease Control and Prevention, 2015)
Care leavers

Care leavers are considered in three distinct groups:

1) those under 25 with an entitlement to a local authority leaving care service;
2) those under 25 who are care leavers with no entitlements to leaving care service due to age in care and time spent in care under s.20 of the Children Act (1989); and
3) those over 25 who would not qualify for a service due to age.

All these groups of care leaver deserve to have their experiences acknowledged and needs addressed. To determine whether a young adult is entitled to a local authority leaving care service, please refer to the Department for Education guidance Children Act 1989: planning transition to adulthood for care leavers.

Generally, someone who has been in the care of the local authority for a period of 13 weeks or more spanning their 16th birthday would be entitled to additional support from the local authority until the age of 25. Although this depends on which section of the Act children are placed into care.

Care leavers may have experienced a range of difficulties, whether that is in relation to forming attachments, feeling they cannot trust authority figures, or treated badly by the ‘system’. This can mean it may take greater effort to forge a relationship with a care leaver, particularly if they see the prison as yet another part of the ‘system’.

Transition to adulthood is a difficult time for many young people, but it can be especially so for young adults who have been in care as they often do not have the emotional, financial and personal support of parents and other family members.

To improve outcomes for men who have spent time in care, prisons should:

- identify care leavers and ensure local authorities and personal advisors are engaged in planning processes (those with an entitlement to a leaving care service should have a Pathway Plan, which considers welfare needs; accommodation, education, training, finance and positive social networks);
- where entitled to a leaving care service, inform the men that the local authority should visit them every eight weeks and assist them with accommodation on release, access to benefits, employment and education;
- effectively co-ordinate wrap around services delivered in settings that enable development of reliable and trusting relationships;
- provide opportunities for reflection and encourage hope and optimism;
- encourage development of positive social connections;
- develop an effective working relationship with local authorities; and
- enable care leavers to have space to safely share experiences of care e.g. carefully facilitated support groups, such as the Care Leavers Association’s Criminal Justice Project and the Rees foundation’s peer network.
For those in Category 1 of care leavers (as previously defined in this section), Local Authorities may be liable to provide:

- A Personal Advisor;
- A Pathway Plan kept under regular review;
- Assistance with employment, education and training;
- Suitable accommodation;
- Help with living costs;
- Help with living expenses and if they are in higher education they may also help with securing vacation accommodation; and
- advice and assistance from Children’s Services, which may, be in cash.

Care leavers have been identified as requiring specialised offender management services, as detailed in the OMIC section of this MOD. Further information and guidance on working with care leavers can be found here. Other useful websites to improve awareness of care leavers’ issues include those of:

- the Care Leavers Association;
- the National Care Advisory Service (NCAS);
- the Children’s Commissioner for Wales;
- the Children’s Commissioner for England;
- Voices from Care (Wales); and
- Coram Voice.
Maturity

Intellectual and physical maturity are said to be fully achieved by the age of 18; however, this is not the case with psychosocial maturity. Evidence has linked psychosocial maturity to desistance. These reports consistently identify four key maturation factors, which are:

- temperance (impulsivity, temper, reckless/risk taking);
- responsibility (influenced by others, over reliance on others);
- perspective (awareness of consequences, other peoples’ views); and
- future orientation.

Maturity resource pack

To address each of the above aspects of maturation, a flexible resource pack has been developed by HMPPS Intervention Services to help promote maturity among young adult men focusing specifically on six areas of need:

- develop a stable, pro-social identity;
- build resistance to peer influence;
- develop self-sufficiency and independence;
- build skills to manage emotions and impulses;
- increase future orientation; and
- strengthen bonds with family and other close relationships.

The resource pack includes 45 exercises that are to be undertaken with the young adult. Each exercise provides a rationale and an overview, an aim, preparation and materials required and instructions on how to run the exercise. Where relevant, further definitions and tips for delivery are provided. Some of the exercises are also consolidated through additional assignments. For a copy of the resource pack, please contact the Interventions Services Business team via email. Further information on the resource is available from the Moderate Intensity team via email.

Maturity screening tool

The tool uses ten OASys items to identify whether individuals fall into a low maturity group. The maturity screening tool was originally designed to support commissioning decisions and inform practice in prisons and probation. The idea is that better screening will help providers determine how many young adults under their care are likely to require services or interventions to promote maturation. The maturity screening tool has been incorporated into the MoJ Segmentation Tool, which helps prisons and probation providers profile their populations in terms of maturity. The tool is available to prisons and probation providers. The intention is that on a population level the tool will aid in commissioning decisions, and on an individual level it could aid identification of those most in need of support to promote their maturity. Further information on the screening tool can be found here.

Studies by Laurence Steinberg, Kathryn C. Monahan and Shawn D. Bushway
Substance misuse

The accompanying data and evidence pack for young adults shows that those aged 21-25 are most likely to abuse alcohol and commit drugs related offences. Where young adults, or their offences, meet the appropriate criteria, alcohol misuse can be addressed via the Alcohol Related Violence cognitive behavioural course listed in the interventions services section.

Psychoactive substances (PS)

The charity Addaction surveyed more than 1600 young people in the community (those under 25 years of age) to get their views on Psychoactive Substances (PS). The report found that 60% of those young people admitted to having taken PS.

As a relatively recent phenomenon there is little research, but prisons have reported that the increase in use of PS in custody may be linked to increases in violence, self-harm and deaths in custody. The latter point is corroborated by the Prison and Probation Ombudsmen (PPO) here.

Evidence of the negative impacts of PS are relatively well established. These commonly include cardiac (heart), psychiatric (mental) and neurological (brain). Agitation, chest pains, palpitations and collapse are commonly reported immediate effects, as well as psychosis, hypertension and seizures. In the worst cases it can lead to coma or death.

PS use in prison can also lead to addiction, debt, bullying, violence and self-harm. The effects of PS can be unpredictable. PS misusers may be susceptible to violent episodes while under the influence of PS, even where they have previously had a tolerance towards PS.

The limited research indicates that motivations for PS use in prison include:

- low cost and difficulty in detection;
- a coping mechanism to deal with life in prison, personal issues or boredom;
- as a substitution for an existing addiction; and
- enjoyment, for both the effects of PS and the entertainment of spiking others.

To combat PS use, young adults should be kept occupied, valued, encouraged to become independent and engaged with their community. Other strategies could be:

- encouraging new behaviour by reward or reinforcement of good behaviours;
- use of psychosocial cognitive behavioural treatment programmes – these may be effective for those who have drug dependency issues (see interventions services section); and
- providing the capacity, opportunity and motivation to change. Helping people change their lives (including ceasing to misuse substances) may be achieved through small, everyday interactions, which aim to: instil hope, increase purposeful activity, find meaning in work or education, enable autonomy, and provide coaching in problem solving and goal setting.
Coaching, mentoring and peer support

Coaching is a uniquely powerful intervention that can transform lives. Coaching is a set of transformative tools and methods that enable individuals to change harmful behaviours, negative beliefs, identify sense of purpose and direction, and develop and achieve goals. Coaches do this by asking powerful questions that enable young adults to find solutions to their problems themselves, without any advice, guidance or direction. Coaching recognises that telling people what to do or trying to ‘fix’ them doesn’t work; but empowering people to help themselves creates sustainable change. It is known to help young adults build resistance to negative peer influences.

Coaching is non-directive, unlike mentoring, and focuses on achieving specific goals and skills, rather than long-term professional development. It works on changing the root causes of behaviours or beliefs, rather than understanding them, like counselling. Coaching also acts as a catalyst for participation in other interventions, such as education, training and employment, as it enables individuals to uncover their ambitions and gain the motivation to set a path to reach them.

‘Spark inside’ coaching services offer structured coaching for the men aged up to 25 with a programme called “The Hero’s Journey” in several London prisons.

Case study – The Hero's Journey (‘Spark inside’ coaching)

The Hero’s Journey builds young people’s motivation to change, decreases in-prison violence and reduces reoffending. Over the course of the workshops, participants analyse their own lives and past decisions using the ‘Hero’s Journey’ model. Through guided exercises, participants build vital life skills: resilience, empathy, self-awareness, communication and better decision-making. After the third workshop, participants can opt in to one-to-one life coaching with one of the facilitators. One-to-one sessions tend to begin in custody, and end either in prison or in the community after release.

On finishing the course, young people leaving custody have developed a skillset to move beyond crime. Since coaching doesn’t follow a set curriculum but adapts to participants needs, a wide range of outcomes are possible. Independent evaluations by researchers from University of Cambridge and the Social Investment Consultancy confirm the programme:

- reduces re-offending by 33%;
- six-month post-release reoffending rates 33% lower against a match group comparison;
- reduces in-prison violence by 33%;
- increases overall wellbeing;
- increases problem-solving, empathy and confidence; and
- leads to a more positive outlook for the future.
Mentoring starting in custody and continuing after release is undertaken at HMYOI Aylesbury, HMYOI Brinsford, HMP&YOI Isis and HMP&YOI Wandsworth by Trailblazers Mentoring.

**Case study – Trailblazers mentoring**

Trailblazers is a charity that aims to reduce reoffending among young people through providing volunteer mentors. Trailblazers believes every young adult can lead a life free from crime and become a positive member of society.

 Volunteer mentors are supported by a project manager and are trained to ensure structure in the mentoring relationship. The mentor and mentee meet 6 months prior to release and meet weekly to build a relationship of trust. The mentors help young people by helping them change their attitude, thinking and behaviour through intensive mentoring, advice, advocacy and targeted specialist support. Mentoring leads to increased self-awareness, self-esteem and confidence in the young offender and thus should reduce the risk of re-offending.

Upon release the mentor endeavours to keep in regular weekly contact with the young adult, to lend a listening ear and a helping hand; to assist with finding accommodation, training or learning opportunities, employment; and to be a source of support, guidance, advice and encouragement for a period of up to 12 months.

Another mentoring scheme, focused on employment, at Isis prison is Switchback. A national database of other mentoring schemes can be found on the [clinks website](https://clinks.org.uk).
Peer support refers to activity-based support delivered by designated prisoners to their peers. Existing evidence, reinforced by valuable HMIP and Ofsted case studies, indicates that the potential benefits of peer support include:

- Increased positive self-identity, self-confidence and employability skills for the peer worker
- A positive impact on the attitudes, engagement and behaviour for the recipient of the services
- A positive impact on the wider prison regime

Examples of activities include: emotional support, prisoner information and advice services, facilitating self-help or learning, providing practical assistance and representation.

Peer support schemes have clearly defined roles in place for peer supporters, involving thorough training and supervision. For more information on how to set up and maintain effective peer support schemes please refer to the Peer Support Schemes in Prison toolkit. The toolkit is a collaboratively developed resource and includes key considerations for setting up and maintaining schemes, good practice examples, key watch-outs and ready to use templates. One well-established peer support scheme in most prisons is the Listener support scheme run by the Samaritans.

**Case study – The Samaritans’ Listener support scheme**

The scheme aims to reduce suicide and self-harm in prisons. Samaritans volunteers select, train and support prisoners to become Listeners. Listeners provide confidential emotional support to their fellow prisons who are struggling to cope.

Selected prisoners attend an intensive training course. This is based on the training that Samaritans’ volunteers undertake but is adapted to the prison setting. On completion of their training, Listeners receive a certificate and agree to follow Samaritans’ policies and values.

Samaritans phones are available 24 hours a day for anyone who doesn’t feel comfortable speaking with a listener, a prisoner should be allowed a private and confidential call which includes allowing them to be in isolation if they request this while making the call, however this is with the caveat that this must not impact the safety and security of staff or the prison.
**Rehabilitative culture**

Rehabilitation means addressing the reasons why people commit crime, it involves helping people to think differently or behave differently so they can live a law-abiding life. A rehabilitative culture is one where all aspects are safe, decent, hopeful and optimistic about stopping offending. Three key aspects of creating a rehabilitative culture for young adults are procedural justice, staff training and self-determination.

Further information on a rehabilitative culture can be found in the MODs background and overview document or the Rehabilitative Culture Handbook.

The culture can also be supported by establishing an Enabling Environment (Awarded by the Royal College of Psychiatry). The Enabling Environments Award is a quality mark given to those who can demonstrate they are achieving an outstanding level of best practice in creating and sustaining a positive and effective social environment. Enabling Environments are:

- places where positive relationships promote well-being for all participants;
- places where people experience a sense of belonging;
- places where all people involved contribute to the growth and well-being of others;
- places where people can learn new ways of relating; and
- places that recognise and respect the contributions of all parties in helping relationships.

The Enabling Environments Award is based on core values that contribute to healthy relationships. Through a standards-based accreditation program prisons are supported in providing evidence that they are achieving excellence in providing a healthy relational environment for all their participants.

**Procedural justice**

Procedural justice (or fairness of process) is the extent to which someone perceives their treatment by people in authority to be fair and just (how decisions are made, or processes are implemented, rather than what decisions are made or what the outcomes are) and affects how prisoners see people in authority, the establishment and the wider organisation, and their subsequent behaviour.

A recently published PPO lessons learnt bulletin, Complaints from young people in custody, looks into the differences of complaints received from young offenders and adults. It shows that, although both young offenders and adults often report adjudications and staff behaviour, young offenders are more likely to do so.
Further to this the report explains the importance of fairness and allowing young people to have assistance or an advocate for support when required. The current adjudications policy guides adjudicators to ensure that young or vulnerable prisoners are encouraged to request help from an advocate to help them understand the process or offer advice.

The adjudications policy is being revised. In the meantime, it is good practice for Governors conducting adjudications on young people or young adults to give due regard to their age, maturity and individual circumstances.

Procedural justice is of particular importance to BAME young adults as The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals within the Criminal Justice System identified that young adults that they feel particularly unfairly treated, the review reported potentially unidentified needs and differential health outcomes of young BAME men.

When the four principles of procedural justice are present, people are more likely to feel treated in a fair way. When this happens, people are more likely to see authority figures positively, see their authority as more legitimate, and are more likely to comply and accept their decisions, even if the outcome was not in their favour.

• VOICE: people need to feel they have had a chance to tell their story, that they are being heard, that what they say is seriously considered and that they get to participate.
• NEUTRALITY: people need to see the authority figure as someone who is open, transparent, unbiased and consistent in how they use authority. The processes and assessments that they are subject to also need to be experienced as clear, relevant and free of bias.
• TRUSTWORTHY MOTIVES: people need to see the authority figure as being principled, sincere and caring, and who is genuinely trying to do what is right.
• RESPECT: people need to feel that they are being treated with respect, dignity and courtesy, and that their rights are respected and protected.

Better perceptions of procedural justice have been linked to significantly lower levels of self-harm, violence and disorder in custody, and to lower reoffending rates after release.

The principles of procedural justice can be deliberately incorporated into all uses of authority, formal and informal, to enhance respect for rules and authority figures, and compliance, cooperation and decision-acceptance. The procedural justice intranet pages provide more information and resources available.
**Staff training**

This age group of male prisoners are more volatile and prone to violence, both in their offences and in custody. Therefore, for prison staff to be able to purposefully engage these young adults, they need to make sure they feel safe, can manage their conflict non-violently, and have built a level of trust with them.

Prisons should consider training staff in enhanced communication, listening and conflict management skills to be able to build positive relationships and trust with prisoners. This would enable prison officers to communicate effectively with young adults to de-escalate situations without resorting to adjudications and other punitive measures. This will help staff connect with prisoners and create mutual respect. This is essential to convince young adults to disclose adverse childhood experiences or when they are feeling unsafe.

**Self-determination**

Building self-reliance and independence can help men build resistance to negative peer influence and desist from reoffending. This may be challenging for some young adults, such as those coming into custody straight from home or from the youth custody service as they may have previously been heavily dependent on parents or institutions. Beyond Youth Custody’s Supporting the Shift in Identity framework can help young adults focus on shifting from a pro-offending to pro-social identity.

Self-determination enables young adults in the resettlement phase of their sentence to develop the skills they need to meet the challenges around time management, appointment scheduling and accessing services that can support achievement of their resettlement and life goals. It encourages a holistic approach to their resettlement with association and self-care sitting alongside families and more traditional resettlement pathways of employment and accommodation. This approach mirrors the expectations they will face in the community on release and promotes the development of these skills in a supportive environment.

Although the ambition is that the men should become more responsible for planning and undertaking activities for their resettlement, there will be some that require more support and direction than others. The key workers will provide the first line of this support but all service providers across the prison may be accessed by the individuals as part of his resettlement plan and activity.
Age breakdown of the male prison population

The 30-39 age group is largest...

... but this is because 30-39 covers a wider range: the age profile peaks in the late 20s, and is lower at ages 18-20.

These slides cover 76,108 men aged 18+ (16,291, 21%, aged 18-25) for whom risk scores can be calculated. A further 2,956 (689, 23%, aged 18-25) are excluded due to incomplete data. Additionally, all noncriminal & unknown-sentence men are excluded.
Breakdown of men aged 18 to 25

Of the 21% (n=16,291) aged 18 to 25:

- Just 258 (2%) were aged 18
- 7% were aged 19
- 11% were aged 20, and 12% aged 21
- 15% were aged 22
- 17/18% were at each age from 23 to 25

Source: DaSH Segmentation dataset, June 2017
The youngest male prisoners are more likely to have index drugs or robbery offences, less likely to have index sexual offences.

Source: DaSH Segmentation dataset, June 2017
Actuarial risk by age

Actuarial risk varies by age, especially for serious reoffending: mean Risk of Serious Recidivism of 18 year olds (5.1%) is double that of 32 year olds (2.6%).

Graph data are for those with a completed OASys (55% of male prisoners aged 18-20, 73% aged 21-25 and 77% of those 26+). All rates are for proven reoffending within 2 years.

Source: DaSH Segmentation dataset, June 2017
Criminogenic by age group

Five of the eight needs are more frequent for younger offenders, with drug misuse and ETE showing the greatest differences between younger and other offenders. Alcohol, relationships and accommodation needs are more prevalent among those aged 26+ than those aged 18-20.

Data presented are for those with a high-quality OASys. 55% of male prisoners aged 18-20 have a high-quality OASys, 73% of those aged 21-25 and 77% of those aged 26+.

ETE = Education, training and employability.

Source: DaSH Segmentation dataset, June 2017
Responsivity of young adults

The responsivity issues of ‘low maturity’ and ‘learning difficulty or challenge’ are more prevalent among younger men. Those aged 21–25 cause the most concern relating to self harm.

Data presented are for those with a high-quality OASys. 55% of male prisoners aged 18–20 have a high-quality OASys, 73% of those aged 21–25 and 77% of those aged 26+.

The maturity, LDC and mental health screening scales combine various items; disability is recorded on Delius (and therefore is underestimated for some remands).

Source: DaSH Segmentation dataset, June 2017
Responsivity differences are likely explained by lower psychosocial maturity of young adults.

The three features of psychosocial maturity:

- **Temperance**: Ability to manage impulses and regulate emotions and risk-taking behaviour.
- **Perspective**: Putting decisions in a wider context and taking into account others’ views.
Older prisoners are serving long sentences, although many men aged 21–25 are serving 4 to under 10 years, while a higher proportion of the 18–20s are on remand.

Source: DaSH Segmentation dataset, June 2017
Time left to serve

Younger men typically have less time to serve remaining in custody

Men with IPP and life sentences, recalled or on remand will have ‘unknown’ time left to serve

Source: DaSH Segmentation dataset, June 2017
Violent incidents

The below diagram shows typical number of assaults or fights in a year. It shows that as prisoners age they become less likely to commit violence in custody.

- The solid line shows how violence in prisons typically reduces with age.
- At 18 the average number of violent incidents is about 1.5.
- By the age of 25 (marked by an X) this has reduced to 0.5.
Ethnicity of male prisoners, by age

At younger ages, there is a higher proportion of prisoners of Black, Asian, Mixed and Other ethnicities.
Young adults behave differently in prison

Research from 2015 suggests that younger adults may be more preoccupied with relationships and troubled by stress than older or more mature adults.

Young adults are over-represented in assaults in prisons, committing 23% of violent assaults, being involved in 28% of fights, and making up 20% of victims of assaults in prisons in 2014, despite representing only around 6% of the prison population during that year.

Young adults have higher attrition rates from some accredited programmes.

18-20 year-old men are involved in a disproportionately large proportion of recorded self-harm incidents, accounting for 13% of such incidents in 2014.
### Challenges

Compared with older adults, young adult men are:

- **Still Maturing**
- More challenging to manage and harder to engage
- More likely to reoffend
- More likely to serve sentences for violent or acquisitive offences and more likely be involved in robbery or low level drug dealing
- Have poorer outcomes (particularly in prison).
  - over-represented in fights
  - more likely to be victims of assault
  - more likely to self-harm

### Six priority needs

We should support them to:

1. **Develop a stable, pro-social identity**
2. **Build resistance to peer influence**
3. **Develop self-sufficiency and independence**
4. **Build skills to manage emotions and impulses**
5. **Increase future orientation:**
   - who they would like to be
   - how they might get there
   - what their lives could be in years to come
6. **Strengthen bonds with family and other close relationships**

### How we can help

Staff should prioritise:

- Structured programmes that enhance thinking skills and emotional regulation, such as cognitive skills and anger management
- Re-entry schemes that provide extra support and structure during the transition from prison to community
- Interventions designed to strengthen family bonds
- Stress management interventions like relaxation or mindfulness
- Education
- Employment training and help to find employment
- Activities that build independence, a positive identity, self-sufficiency and responsibility, such as voluntary work, peer support or restorative / reparative activity

Staff who are trained to understand immaturity, and who can relate to young adults using skills that include:

- Coaching in goal setting and problem solving
- Conversations that emphasise future orientation
- Use of reward and reinforcement
- Explicit recognition of independence and other positive attributes rather than communicating negative expectations and labels
International approaches to young adult offenders

**Germany**
- Age of criminal responsibility: 14
- Adult criminal law can/must be applied: 18/21
- Age range for youth detention/custody: 14-24
- Juveniles (14-17) are sometimes separated, but sometimes mixed with over 18’s
- 3 most common convictions for 18-21: Theft, Fraud & Motoring offences

**The Netherlands**
- Age of criminal responsibility: 12
- Adult criminal law can/must be applied: 16/23
- Young adults sentenced to youth imprisonment placed in juvenile facilities
- 3 most common convictions for 18-24: Motoring offences, Assault & Serious property crime

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Young adults not remanded in custody pre-trial do not get immediately transferred to prison from court, instead are given a date (within 21 days) to commence sentence at a particular establishment.

Youth prisons have higher levels of staffing – especially of psychologists, social workers and teachers, who are trained in working with young people.

Sentenced young people live in small groups – approximately 10 people per residential unit, which have kitchenettes for meal preparation and a common room.

Prior to release, young people progress to ‘pre-release’ open unit within prison where they have more time out of cell and option to work or attend college in the community.

Varied recreation and leisure provision covering sports, drama, music, arts, discussion groups, volunteering opportunities and community service programmes.

Prosecutor decides at early stage whether young adult should be sentenced to youth sanction, based on probation service report into personality and maturity.

Juvenile facilities provide greater emphasis on education and vocational training than adult prison, which best fits needs outlined in sentence assessment.

Perspective Plans are created, providing young person with goals which are monitored through weekly coaching.

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**Adjustment**
- Family support
- Early days in custody
- Procedural justice
- Supporting re-entry
- Purposeful activity
- Independence-building activities
- Psychosocial maturity
- Needs-based
- Preparation for release
Mix or separate young offenders - Summary

Advantages of mixing

• Closer to home
• Operational flexibility
• Calmer experience for young adults

Disadvantages of mixing

• Young adults can be easily overlooked and neglected in a regime that does not differentiate between them and older adults
• Harder for young adults to get good prison jobs because they are less mature
Mix or separate young offenders - Views of young adults:

- Majority held positive attitudes towards mixing with adult prisoners were held by those who had experienced mixed establishments or had been in custody more than once.

- Important minority held less positive attitudes towards adult prisoners and prisons, and wanted to remain in young adult single-use establishments.

- A vulnerable minority of young adults would find it very difficult to mix with adult prisoners.

- Adult prisoners were viewed as more mature and able to provide a calming influence on young adults.

- Perceived staff treated young adults as children, and have particularly negative expectations of their behaviour.

- Respondents cited a “lack of trust” in staff as they felt they could more easily manipulate young adult offenders.

- Young adults were keen to be treated in the same way as adult prisoners and given more responsibility.
Mix or separate young offenders - Views of young adults:

There is no evidence that clearly suggests one approach is superior to the other. Factors to consider if mixing:

- **Risk**
  - Regime
  - Design

- **Needs**
  - Services
  - Provided

- **Responsivity**
  - Staff
  - Training

  - Targeted support
  - Safer custody
Model for Operational Delivery: Older prisoners

Supporting effective delivery in Prisons

Version 1.0, April 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners can be placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate; sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) protected characteristics and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security reform programme, the new Offender Management in Custody model and a £3 million national intelligence hub should improve safety and security arrangements around drug testing and the tackling of drones entering prison airspace; and also increase the number of frontline Prison Officers at Public Sector Prisons in the adult male estate, which should go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
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Please read this cohort MOD in conjunction with:

- The MODs overview and background
- The relevant Prison Core MOD
- Any other relevant Specialist Cohort MOD
1: Older prisoner cohort

Models for Operational Delivery have been developed to support the reconfiguration of the estate into three main prison functions – Reception, Training and Resettlement – and to enable Governors and Commissioners to tailor and commission services according to that function and the cohorts of prisoner the prison will hold.

We have also identified ‘specialist’ cohorts where particular consideration is needed of how best to meet their needs and manage them effectively. MODs are being developed for these cohorts to enable a service which is appropriately tailored to the needs of each, at each stage of their journey through the prison estate. This includes older prisoners.

This specialist MOD for older prisoners has been developed in recognition of the sizeable and growing proportion of older prisoners in the prison estate and the need to think differently about how we manage them to ensure we can better meet their needs. Building new prisons will go some way to address this, as the design of the new prisons includes a higher proportion of wheelchair accessible cells and will allow for services such as medical dispensing to take place in the prisoners' living accommodation. However, there is also a need to consider how best to cater for older prisoners, and those with disabilities and acute levels of need in the existing estate.

The older prisoner MOD provides, for the first time, an analysis of the evidence and challenges facing older prisoners and potential solutions, including current examples of good practice in prisons. It does not signal an intention to separate older prisoners through a bespoke accommodation strategy. Rather it acknowledges that more prisons may find their population is ageing and will therefore need to plan, design and deliver services with this in mind. Physical infrastructure will remain a challenge in our ageing prison estate, but these limitations can be mitigated through careful, planned adjustments to environment and regime.

Older prisoners are more likely to suffer health problems and even die in custody, have higher rates of disability and mobility difficulties and can struggle to access activities and services. They also risk being isolated by a physical environment designed for younger men (Justice Committee report into older prisoners, House of Commons, 2013) or access a regime that has not been designed to take their needs into account. Continuity of care and preparation for release into a world which will have changed are therefore especially important for this group. However, it is worth keeping in mind that while they have the highest levels of health and social care need, and some have chronic difficulties, there are many older prisoners who are fit and healthy and want and to remain active into old age.
This MOD therefore addresses how services and interventions may be tailored to enable all older prisoners to maintain their physical and mental wellbeing, and their independence. It also covers issues that affect a large proportion of the cohort, such as mobility and sensory impairments, as well as the more acute needs specific to a small subsection of the cohort, such as dementia and end of life arrangements. Health services alone cannot improve health and wellbeing and the prison regime, staff numbers, culture and environment have a significant impact, particularly physical activity programmes, as well as services that promote social inclusion and intellectual stimulation. Engagement in purposeful activity is crucial in promoting health and well-being in older prisoners.

This MOD is intended to be a useful toolkit to help Governors meet the needs of older prisoners, describing amendments to regime and specific support activities aimed at this cohort as a whole. However, where a prison holds small numbers of older prisoners it might be more appropriate to make specific arrangements for them as individuals or, in specific circumstances, to arrange transfers to prisons that are better able to meet their needs.

It is also recognised that some of the needs more typically associated with an ageing population, such as mobility issues, disability or chronic health conditions can also be found among younger prisoners. Therefore, this MOD may also be useful to help Governors support younger prisoners facing similar issues highlighted within.

This MOD has been developed in conjunction with the Older People in Prisons Forum, a group which meets periodically and has an interest in this cohort and includes the Prison Reform Trust, Clinks, Resettlement and Care for Older Ex-Offenders and Prisoners (RECOOP) and Age UK. The MOD has also been developed with the support of NHS England, the Royal College of Occupational Therapists and Public Health England.

The older prisoner MOD acts as a framework that can be used by Governors and front line staff, in conjunction with the MOD written for their prison type, to develop their business plans and local operating models that provide the best possible service offer suitable for older prisoners. This is demonstrated in the below diagram:

**Composition of the MOD**

The following sections set out the key evidence and nature of service that *could* be provided for the cohort. The sections are:

**Section 2.** defines the cohort, explaining the services and activities aimed at older prisoners, as well as the reasoning behind the scope of the cohort.

**Section 3.** summarises the evidence and provides some key statistics and findings from external bodies, including Her Majesty’s Inspectorate of Prisons, which should assist Governors when thinking about the cohort. This evidence has been used to inform the development of the MOD. A more detailed evidence pack is published alongside this MOD.
Section 4, describes the regime and activity considerations detailing the additional considerations that need to be made for regime and activity to best accommodate older prisoners due to their specific risks and needs, such as those related to health, mobility and retirement status. It includes sections on mobility, accessibility and location, the use of an activity centre, offender management in custody (OMiC), family contact, education and work based learning, library, physical education and activity, self-determination and long term imprisonment.

Section 5, is the section devoted to supporting the older prisoner cohort. This section focuses on the considerations to help tailor support for older prisoners including sections on staff culture and training, induction, safety and receiving older prisoners, health and social care, older prisoner forum, release and resettlement.

Section 6, provides information on the additional support that could be required at the end of life including palliative care. It aims to help older prisoners maintain dignity towards the end of their lives. This section touches on palliative and end of life care, escorting arrangements, including the use of release on temporary licence (ROTL), family liaison arrangements and early release on compassionate grounds (ERC).
2: Older prisoner cohort definition

Charities and advocacy groups who work with older prisoners, and who submitted evidence to the Justice Committee to its enquiry in 2013, recommended that prisoners aged 50 and over should be treated as a unique demographic. This is the age at which some organisations such as Age UK and RECOOP begin working with older people, and is the starting point used by NHS healthcare.

We have therefore taken it to be our threshold for this MOD, for the purposes of defining a cohort around which to shape future commissioning and delivery decisions. This is not intended to suggest that all prisoners aged 50 or more have the same needs or challenges but allows us to capture the key issues associated with an ageing population to support effective services.

It is worth noting that this definition of when a person is ‘old’ may differ from the definitions of other government departments; e.g. Department for Work and Pensions uses the retirement age of 67 and Public Health England have used 65 in some studies. This will need to be remembered when seeking support for older prisoners, from those responsible for health and social care particularly.

The future estate and prisoner flows

The future adult male estate will be reconfigured to create additional capacity within the training and resettlement estates, in line with demand. This will help ensure prisoners (including older prisoners) are placed within establishments that are better focused to meet their needs. Some Reception Prisons are being fitted with improved reception departments, which should aid accessibility for older prisoners. Where Video Conferencing Centres are installed, this will reduce the need for prisoners to attend court in person – particularly beneficial for those with mobility issues. Older prisoners with impaired understanding or without the ability to participate independently may still need to attend court to ensure that they received the appropriate support services, where these cannot be provided over video conference.

Older prisoners will move through the estate in the same way as other adult male prisoners, beginning in a Reception Prison and moving within 10 working days of sentencing to a Training or Resettlement Prison, depending on the time remaining to serve at the point of sentence, their offence, and their allocation to probation services. The Social care section provides information on transfer of those with mobility or social care needs. Reception, Training and Resettlement MODs provide information of the expected services within those prisons.

Within the adult male estate there is a correlation between older prisoners and men convicted of sexual offences (referred to as MCoSO, see key statistics.) Once the changes in prisoner flows occur as part of the cohort strategy, MCoSO will usually be released from a Resettlement Prison. This may mean commissioning different services or facilitating closer links with adult social care in those prisons which in future may have an older population than currently. Please see the MCOSO MOD for guidance on how to address the risks and needs of this cohort.
Each MOD includes a Prison on a Page (POAP), which represents the key aims, objectives and services expected according to the type of prison of cohort of prisoners. This POAP is for older prisoners, in line with the Cohort Strategy.

<table>
<thead>
<tr>
<th>Mission</th>
<th>Older Prisoners</th>
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<tbody>
<tr>
<td>Mission</td>
<td>Our mission is to deliver a prison service which provides an appropriately secure environment, that is safe and decent, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.</td>
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<tr>
<td>Aims</td>
<td>To protect the public from harm, To provide effective community links, Settle prisoners into the Prison Environment, To provide a secure and decent environment, To mitigate the negative impact of imprisonment, To keep these men safe and focused on their rehabilitation</td>
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<th>Cohorts</th>
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<tr>
<td>Cohorts</td>
<td>To effectively settle prisoners, increase prisoners ability to engage with rehabilitative interventions and deliver specialist interventions</td>
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<tr>
<th>Objectives</th>
<th>Older Prisoners</th>
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<tr>
<td>Objectives</td>
<td>To provide appropriate and proportionate static and dynamic security and public protection, To meet personal, health and social care needs and promote activity to reduce premature ageing, To support prisoners to adjust to the prison and ensure equality of access for older people, To normalise the environment, process and regime and promote self efficacy, To embed rehabilitative principles in the culture, regime and approach, To mirror access, link and facilitate all aspects of community including families, services and providers</td>
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<tr>
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<th>Activities</th>
<th>Older Prisoners</th>
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<tr>
<td>Activities</td>
<td>Access to Life skill activities to teach prisoners how to care for themselves to support their health, wellbeing and resettlement, Access to activities that promote the development of a new pro social identity</td>
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<tr>
<td>Interventions</td>
<td>Interventions based on RNR to increase motivation and preparation for change, Interventions based RNR aimed at addressing sexual offending including Kaizen and Horizon, Interventions aimed at developing a pro social identity</td>
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<tr>
<th>Design Features</th>
<th>Older Prisoners</th>
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<tbody>
<tr>
<td>Design Features</td>
<td>High levels of specialist services including facilitation of social care and occupational therapy, high levels of accessibility, effective signage and prisoner information services, quality dynamic security arrangements, high quality welfare processes, high level of activities</td>
</tr>
</tbody>
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Preventing victims by changing lives
3: Evidence Summary

Overview

The number and proportion of older prisoners has been steadily increasing and is projected to continue growing. The proportion of older prisoners (aged 50 and over) currently stands at 17% of the total prison population. This age group is projected to grow from 13,376 as at 30 June 2017 to 14,800 by the end of June 2021 – including a projected growth in the over 70s from 1,599 to 2,100, remaining at around 17%. This is because the volume of offenders aged 50 and over being sentenced to custody is currently higher than the number being released – driven in part by increases in sexual offence convictions since 2012. This effect is compounded in the interim by the longer sentences offenders are receiving, resulting in an increase in the number turning 50, 60 or 70 whilst in custody. Further increases relate to projected growth in recalls and an ageing lifer population.¹

There is strong evidence that older prisoners experience a high burden of physical and mental health problems. Up to 90% have at least one moderate or severe health condition², with more than 50% having three or more³. Their health outcomes are worse than those of the same age in the community and worse than their younger peers in prison⁴. The need for social care within prisons is increasing with the typical older person in prison having on average almost six separate health or social care needs⁵.

Often the presence of such long-term and complex health conditions, as well as age related illness, makes effective management difficult in any individual, but this is especially the case when care is being delivered in a prison. The very nature of the prison built environment may pose particular challenges to this cohort, as up to half of this group experience sensory impairment or reduced mobility (or both).

¹ Prison Population Projections 2017 to 2022, England and Wales
² Williams, BCA and Greifinger R (2014), The older prisoner and complex chronic medical care, in Prisons and Health, L.M. Stefan Enggist, Gauden Galea and Caroline Udesen, Editor. 2014, World Health Organisation Regional Office for Europe: Copenhagen, Denmark
HMI Prisons and the Prison and Probation Ombudsman (PPO) have regularly reported on issues relating to older prisoners, with the PPO publishing a thematic report in June 2017\(^6\). They have highlighted concerns over the challenges in managing an ageing population in environments built for younger men. Some of their key findings have been:

- ‘institutional thoughtlessness’ when it comes to regimes, rules and timetables;
- those in prison of retirement age often have no education or leisure opportunities;
- there is a lack of availability of activities and rehabilitation for older prisoners;
- those past retirement age that choose not to work are often confined to their cells and earned less than working prisoners for essentials such as toiletries;
- few prison cells are adapted to meet the needs of older or disabled people; and
- “a one size fits all approach to diet, exercise, rehabilitation and medical treatment is outmoded and is effectively a form of age discrimination.”

These concerns are addressed in the subsequent sections of this MOD.

The following page highlights some key statistics to aid Governors when considering the needs of this cohort of prisoners. Sources for these statistics are:

- PPAS Segmentation dataset, various dates;
- Ministry of Justice, Offender Management Statistics Quarterly, various dates;
- Omolade, S (2014) - ‘The needs and characteristics of older prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey’, MoJ Analytical Summary

Fuller details can be found in the evidence pack published alongside this MOD.

The older prisoner population is projected to grow from 13,376 as at 30 June 2017 to 14,800 by the end of June 2021 – including a projected growth in the over 70s from 1,599 to 2,100.

189 Older prisoners died in custody in 2016, 53% of the overall number of those that died in custody. 87% of the older prisoners died of natural causes.

Of the 54% of older prisoners estimated to have a disability, 28% were estimated to have some form of physical disability, 15% anxiety and depression, and 11% both.

Older prisoners are less likely to have education (41% vs 68%) or substance misuse (15% vs 50%) needs than 21-49-year olds. The most prevalent needs for young men and under-50s are lifestyle & associates and attitudes. For men over 50, their predominant needs are around relationships and thinking & behaviour.

Older prisoners are less likely to reoffend than under 50s. Only 10% of older prisoners are assessed as posing a high risk (score of 50+) of reoffending, compared to 59% of men aged 21-49 and 58% of 18-20-year olds (OGRS3). They are also less likely to commit further serious offences: 10% compared with 39% for 21-49-year olds and 71% for 18-20-year olds. (RSR scores)

However, 26% of older men are assessed as likely to have a reconviction for an offence involving sexual contact within 2 years, compared with 18% of those aged 21-49 and 14% of young men.
4: Regime and activity considerations

Older prisoners’ needs are sometimes overlooked, especially where they do not represent a large proportion of a prison’s population. Governors should be mindful that older prisoners will have specific needs (whether this relate to health and care, criminogenic or educational needs). Assessment both at a cohort level, and individually, will be essential to ensure that they are given the best possible opportunity to keep occupied and engaged in a constructive way.

The overarching aim of this MOD is to encourage a regime where older prisoners have constructive time out of their cell that enables them to work towards betterment, including maintaining physical and mental health, whether this be through employment, faith-based activity, education, interventions or OM. Keeping older prisoners mentally and physically active and promoting active ageing will have added health benefits, including staving off premature ageing and dementia. Promoting self-reliance and independence through a supportive environment can have similar benefits.

Dementia is an often underappreciated challenge in prisons, which will grow as the population ages. It is not just for healthcare to support them; people living with dementia can often be relatively physically well and therefore opportunities for exercise should be made available for them. The MOD highlights the main areas of activity which Governors could consider as they develop their regime and activities for those with dementia as well as those with differing levels of need.

Tailoring a regime

Older prisoners are more likely to have a greater range of health needs. This can lead to them being less likely to be able to work or undertake activities. Their hobbies and interests may also differ from younger prisoners. Designing services and activities in collaboration with older prisoners (and a detailed older prisoner needs analysis) can ensure these needs are met. However it should not be assumed that this is true for all older prisoners and they should have equality of access to the activities, services and employment available to all prisoners.
HMPPS (then NOMS) commissioned the charity RECOOP to develop the Older Prisoners Good Practice Guide, to help prisons consider ways in which the regime could be tailored to suit older prisoners. This provides a useful resource to consider in the first instance. Examples include:

- the use of varied timetables to allow older prisoners more time to eat or providing alternatives to time outside in winter (while still providing time outside where preferred);
- providing age-appropriate activities and opportunities (more detail is provided in Activity Centres, Education, Libraries and Physical Education sections); and
- making sure that Governors hearing disciplinary proceedings consider ageing mental conditions (such as dementia) and mobility, when determining suitability of laying a charge or proceeding with the hearing respectively.

However, needs will vary across the cohort and some older prisoners may be able to and may want to engage with normal activities in the prison. Age should not prevent this and individual needs and functional abilities should be taken fully into account.

Governors will need to maximise accessible work and activity spaces to provide as much activity as possible for less mobile prisoners. When older prisoners are unable to work (or are retired), or otherwise engage with the standard prison regime, it is important that they have a regime that allows them to be as active and productive as possible. A study into the satisfaction of the quality of life of the cohort highlighted a lack of employment activity and subsequent financial constraints as the main areas of concern. Governors should be mindful of the rate of retirement pay and older prisoners’ needs for vital products such as sanitary items.

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7 Understanding Older Male Prisoners’ Satisfaction with Quality of Life and Wellbeing (Claire de Motte, August 2015) [http://irep.ntu.ac.uk/id/eprint/31213/1/Claire%20de%20Motte%202015%20excl3rdpartycopyright.pdf](http://irep.ntu.ac.uk/id/eprint/31213/1/Claire%20de%20Motte%202015%20excl3rdpartycopyright.pdf)
Composition of this section

Regime and activity will look different in each type of prison, but the topics in this section will be broadly relevant to each prison. The areas of regime and activity where Governors should consider the specific needs of older prisoners include:

1. Mobility, accessibility and location
2. Activity centres
3. Offender Management in Custody (OMiC)
4. Family contact
5. Education and work based learning
6. Library
7. Self determination and long term imprisonment
8. Physical education and activity

(titles link to the relevant section)
Mobility, accessibility and location

Prisoners in this cohort may be less mobile, which in turn can limit accessibility to cells and regime. This could be due to the requirement for technical or specialist equipment, or simply that certain areas are difficult to reach. Large parts of the prison estate were not purpose built to accommodate those with mobility issues meaning some prisons lack ramps, prisoner lifts and cells or rooms with doors wide enough for wheelchairs. Further to this some prisons have been built over large sites, making movement to and from activities harder and longer for less mobile prisoners.

The Equality Act 2010 mandates by law that Governors must consider whether reasonable adjustments should be made to enable a prisoner with limited mobility to access activities, e.g. via a lift or ramp, and if that is not possible, alternative ways to provide them with an equal service. For example, if a prisoner was not able to access a library the Governor could consider the use of a catalogue that the prisoner can search through and then have books delivered to them. If it is not possible to provide an equal service, Governors should consider transfer to a more appropriate establishment, as per Annex G of PSI 32/2011 Ensuring Equality.

Governors should promote physical mobility as a significant element of promoting health and wellbeing. One approach taken at HMP Whatton is to provide narrower wheelchairs so that they fit through cells doors. This is not always possible but shows that imaginative thinking can help improve mobility. Other than making physical prison adaptations, Governors could consider:

- delivering an alternate regime for older prisoners, extending times allotted for “free-flow” or meal collection to promote physical mobility;
- using peer supporters to assist with pushing wheelchairs (further information on peer supporters are included in the social care section);
- delivering in-cell or wing based services;
- relocating activities (potentially to an activity centre) where absolutely necessary (though encouraging prisoners to be mobile should remain the preference); or
- a mixture of the above options as appropriate to the prison’s circumstances.

Additional changes that can be made to support the cohort with little effort, include the removal of mirrors and ensuring clear signposting which includes pictures and large lettering. These changes will help older prisoners better orientate and is especially useful to those suffering with dementia.

This is particularly important in helping older prisoners find bathroom facilities as incontinence issues can occur due to diminishing control of bodily functions. Further to this, those with dementia could forget where the bathroom is and other older prisoners may simply be unable to remove clothing due to a lack of mobility. Contrasting coloured walls (alongside signs) to highlight toilet facilities can help combat this, along with Governors providing easy to remove clothing or uniform incorporating elastic and Velcro. A checklist on this is available in the HMPPS-commissioned good practice guide written by RECOOP.
For those with hearing issues, there is the opportunity for staff to access sign language interpreters to directly communicate via Clarion UK using the helpline on 0330 400 5348. Prisons should also ensure that prisoners have access to a hearing needs assessment and any subsequent equipment that is recommended, including its maintenance. Hearing loops must also be provided by healthcare to enable prisoners to participate in 1:1 as well as group-based activities. The Royal Association for Deaf People (RAD) have developed a Deaf Aware Prison Quality Mark which includes training and practical adaptations for Deaf prisoners. Governors may wish to contact RAD for support and consider working towards achieving the quality mark. Testing of eyesight and glasses must also be provided by healthcare as appropriate, as sight is known to deteriorate with age.

**Location**

Mobility and the accessibility of services is particularly important when allocating prisoners to cells. Where physically possible, those with limited mobility should be located in a cell that would mean they would not be required to climb stairs regularly (often referred to as a “locate-flat” cell). However, older prisoners should still be encouraged to partake in regular age-appropriate activity.

There may be some circumstances, e.g. where a prisoner has very limited mobility or extensive social care needs, where it might be more appropriate to consider transfer to another establishment specifically equipped to meet their needs, on either a temporary or permanent basis. When considering this, distance for family and friends that visit should be borne in mind alongside their health needs. When such a move would mean placing a prisoner in a higher security category, this would have an impact on the regime experienced (including visits, activities and self-determination). Each prison therefore should make every attempt to support health and social care needs. Where this is not possible, there are a number of prisons with embedded teams dedicated to meeting the needs of those with the highest care needs. For information on these, please liaise with your regional teams.

**Older prisoner units practical example**

Some prisons have decided to set aside a unit for older prisoners, which prisoners can be allocated to on a voluntary basis. This allows older prisoners to create a collaborative, cooperative environment in a community away from younger prisoners, noise or louder music. One such unit is house block 14 at HMP Northumberland, described by the inspectorate in 2017 as, “an excellent environment for older men, in which a constructive culture of mutual support had been fostered”. Subsequently “Older prisoners responded positively in many areas of the survey, e.g. 93% said staff treated them with respect. There is no clear evidence to demonstrate that either separation or integration of older prisoners in England and Wales is most effective. Anecdotally, there is a belief that older prisoners have a calming influence on younger prisoners. The case for optional separation is made on page 35 of the report, *Greying Behind Bars* by Victor Chu, published by the Howard League.
Activity Centres

Older prisoners have the same need for purposeful activity as other prisoners. Many over the statutory retirement age will wish to work, whereas some will be keen to pursue leisure activities. One approach working at a number of establishments that could greatly benefit older prisoners is to provide activity centres. This approach also helps tackle loneliness and isolation within the cohort.

The aim of these activity centres is to both mentally stimulate older prisoners and to keep them physically active, in order to promote wellbeing and reduce premature ageing. This can include providing or facilitating:

- reminiscence activities such as discussion groups focusing on classic films or art, history lessons or genealogy (these can help improve memory for those suffering with dementia);
- general knowledge quizzes;
- poetry or creative writing sessions;
- crafts (including woodwork and needlework);
- reading or book clubs;
- television or film reviews;
- gardening and agricultural work;
- looking after animals (which can help those with cognitive impairment by encouraging a sense of routine and responsibility);
- music sessions including singing in a choir or playing instruments in a band; and
- group activities such as board games, carpet bowls, cards or dominoes.

They can also provide an opportunity for older prisoners to get together in a setting where they can mix with other people with similar interests, without the pressure of other prisoners being around. Local voluntary organisations may be able to help with these activities by providing speakers for discussion sessions, or activity leaders for quizzes or other activities as well as volunteers to interact with the prisoners. Governors may wish to invite staff from organisations such as Age UK to hold subject-specific workshops on issues such as pensions or other factors that may affect resettlement.

Where space is limited, part-time use of other available spaces such as in workshops, library, gym or the chapel could be considered.
Where budgets allow, Governors may wish to commission voluntary organisations to run the activity centres. An example is an activity centre for elderly and disabled prisoners run at HMP Wymott by the Salvation Army:

**Case Study – Come and Meet Each Other (CAMEO) at HMP Wymott**

CAMEO is an activities centre for older and disabled prisoners set up by Paul and Rita Conley, two Majors in the Salvation Army, who won a Butler Trust Award in recognition of their work.

With the help of HMP Wymott and the Salvation Army they have created an area offering the men an opportunity to get off the wing and to spend time in a supportive environment. The centre is located near the older prisoner unit and has private access to a small garden and a kitchen.

The centre provides a range of meaningful activity. Examples of these include; indoor bowls, sessions on geography, history, handicrafts and microwave cooking, music and book appreciation, discussion groups and cheese tasting.

The centre also has a practical focus on resettlement, equipping prisoners with skills for their release including courses in practical living (paying bills, accessing resources and health care services), domestic living (health and hygiene), reality living (wills, enjoying life) and really living (dietary advice).

CAMEO works closely with local Age UK staff and social care workers to provide a range of social and resettlement activities that meet more in-depth needs that older prisoners are faced with. CAMEO claim to have reduced the instances of visits to hospital and self inflicted death.

Age UK and HMP Whatton also jointly run and fund a similar activity centre called OPAL (Older Prisoners Activities and Learning) which conducts some of the activities mentioned above. Additionally, they have further achieved a sense of community by creating a house band and a choir.

Aimed specifically at offsetting dementia and to accommodate those with early signs of the disease, RECOOP deliver ‘brain gyms’ which include a range of cognitive exercises to help promote optimal storage and retrieval of information which helps improve memory and concentration. It is an adapted version of the initiative run in communities across the UK by the Alzheimer's Society.

Prisoners are not always incentivised to attend these centres. Governors should consider attendance at an activity centre as purposeful activity so that these centres do not have to compete with workshops or other activity providers. Governors should also consider the level of payment for attendance in line with other purposeful activity, in order to subsidise older prisoner’s income for the purchasing of essentials and incentivise older prisoners improving their wellbeing through mental stimulation and physical activity.
Offender Management in Custody (OMiC) Model

The OMiC model will introduce the role of the key worker, who will be the first point of contact for a prisoner and spend an average of 45 minutes a week on their case. The key worker will aid and encourage older prisoners to engage with the regime and undertake activity available within the prison. For older prisoners in particular, dedicated time with a key worker should help to reduce feelings of isolation.

The OMiC model should help to improve communication between the prisoner and their prison and community offender managers. This should further help alleviate any anxieties faced by older prisoners, particularly those who have served long sentences, or those at the point of release. Training is recommended to support prison offender managers to understand the specific needs of older prisoners.

Another known issue among the older prisoner population is becoming institutionalised as a result of spending long periods in custody (as shown in the accompanying evidence pack). A key principle of the OMiC model is motivating prisoners to develop self-efficacy by engaging with rehabilitation and resettlement planning.

As such, all prisoners will be supported by their keyworker and encouraged to progress through their sentence and, where appropriate, prepare for eventual release. This, along with a degree of self-determination, should help to reduce any potential feelings of helplessness or powerlessness among the cohort. This should have added benefits when it comes to staving off premature ageing or dementia also.

The role of the key worker

Key workers could help older prisoners by:

- encouraging them to decide where they would like to reside upon release and signpost them to relevant agencies, such as the local authority.
- explore, with the older prisoner, the option of utilising Home Detention Curfew (HDC) or release on temporary licence (ROTL)
- encouraging them to maintain links with family and close friends in the community
- encouraging them to research their local area and amenities so as to gain an understanding of the community on release
- encouraging prisoners to engage with the regime and highlighting age appropriate activities available within the prison
- where prisoners have acute needs, in partnership with the POM (if applicable) and the COM, the key worker could aid by undertaking relevant referrals, as appropriate.

Key workers should liaise with OMUs to ensure there are no safeguarding concerns in relation to addresses proposed for release or family contact. The prison offender manager and community offender manager will be involved in assessing and approving release addresses, ROTL and HDC.
Family contact

Families can be a stabilising influence and an important motivating factor in prisoner rehabilitation. This has been emphasised by the Lord Farmer review: Family ties at the heart of Prison Reform.

It is of specific importance to older prisoners to maintain any positive ties as they may have fewer connections than younger prisoners in this regard. With particularly elderly prisoners, close family or friends of older prisoners may also be older and may find it challenging to travel to undertake visits, and older prisoners may have fewer remaining friends or relatives. Therefore, Governors may wish to consider allowing consecutive accumulated visits, as a reasonable adjustment, on request.

Prisons need to consider what difficulties older visitors may experience when visiting the prison and, where necessary, put appropriate adjustments in place to assist their visit. Some older visitors, particularly those who are unfamiliar with the prison system, might also require a greater amount of information and reassurance.

During the training phase of a prisoner’s journey through the system, as now, prisoners may be located in prisons that are not dispersed evenly throughout England and Wales. Therefore during this period prisoners could be further from home than during the resettlement phase of their sentence. As such, making the most of options such as Assisted Prison Visits (APV) scheme, transfers for accumulated visits, telephone contact and letters; will be important to help maintain family ties. It will be important to proactively notify older prisoners of the options so that they can notify family in order to take full advantage of the APV scheme, for example. The charity Restore Support Network also offer older prisoners through the gate support and a peer network that encourages positive relationships.

Technology is also being developed and piloted at a small number of sites. In-cell phones are being provided so that prisoners can maintain contact with their families even when on patrol state. Where there is no in-cell telephony, Governors could consider longer (or different) time periods to allow those with mobility issues to access phones on landings.

As there is a higher prevalence of men convicted of sexual offences (MCOSO) among this age group, older prisoners may also have fewer family connections if the victim of their offence was a relative, or restrictions are in place regarding contact. It will be therefore be particularly important to enable these prisoners to develop or maintain positive relationships with others in their community to aid their successful reintegration upon release. For MCOSO, this could include circles of support and accountability (CoSA). Information on this can be found in the MCOSO MOD, specifically in Section 6 where resettlement considerations for the cohort are examined.

Older prisoners are more likely to have suffered loss of a loved one while in custody. Bereavement counselling can be offered by health care teams, and chaplains also often engage with prisoners to provide bereavement counselling.
Education and work based learning

The purpose of education in prisons is broadly to give individuals the skills they need to unlock their potential, gain employment and become assets to their communities. However, for older prisoners, it may be more relevant to use education to promote activity and mental stimulation and wellbeing.

Some older prisoners may be less likely to want or need to undertake formal education given that they may have either already gained the qualifications they require, or they do not plan to work or will be past retirement age after release. However education or learning can improve their well-being during their sentences and, once released, there is some indication that older people who have regular mental stimulus maintain their cognitive abilities better than those who do not. New experiences, learning and recreation can help to lift their mood. Access to computers and computer courses specifically aimed at older prisoners are a good way of stimulating the minds of the older prisoner population.

Of equal importance is the fact that IT skills are increasingly needed in the community to navigate basic needs such as applying for benefits, making job applications and accessing other information for support, so the rehabilitative benefit would be great to this cohort. As many prisoners serving long sentences will be returning to an environment filled with digital tools and media, awareness of this, together with training on the use of electronic and digital tools could be provided by the education department. This would better equip those longer-term prisoners returning to society which will have changed significantly since they entered prison.

As with all prisoners with a disability, reasonable adjustments should be made where necessary to avoid individuals being precluded from learning. As well as practical support through materials or equipment, outreach provision can help prisoners who are unable to attend classroom-based education - such as some older prisoners - with mobility issues, to engage with learning through a bespoke teaching process. Work can be completed either in-cell or in the library and supported by regular tutorials from an outreach teacher.

Other adjustments could include slowing down the pace of the class to help those with memory problems or reduced cognitive ability, to retain information. Providing handouts and reference material to take away would also be a helpful consideration for these prisoners. Prison rule 32(3) requires that special attention is paid to the education of prisoners with special educational needs, defined as someone who has a learning difficulty or disability which requires additional or different education provision. This may be pertinent as 54% of the cohort have a disability.

There are a number of opportunities for those with mobility issues, common among the cohort, to engage in purposeful activity within the prison estate, such as gardening in raised beds or needlework (trained by Fine Cell Work) that can be completed in their cells or in a community or activity centre.
An example of a course designed for older prisoners, with a view to helping them cope upon release, is the Independent Living Skills course currently run at HMP Leyhill:

**Case Study – Independent Living Skills (ILS) course**

The course is aimed at older prisoners and provides them with appropriate knowledge and skills to aid in their resettlement. It specifically focuses on understanding of conditions of release, job searching, using public transport, shopping, how to cook and how to use technology. It also aims to improve awareness of health and wellbeing and everyday problem solving.

This is of particular importance to those who may have become institutionalised or those who may not have had to do a number of these “everyday” tasks prior to coming into custody due to the changes in social attitudes and/or technological advancement while in custody.

This course is designed to teach prisoners a social, moral, spiritual and cultural understanding of life outside of prison. By giving them these skills, which will help them work with others as well as embedding literacy, numeracy and ICT skills, they are gaining the tools which will help them obtain work opportunities. Familiarising prisoners with public areas through ROTL will prepare them socially and mentally for their release.

The new prison education reforms offer opportunities to do things differently. The Specification for the new Prison Education Framework contracts give governors scope to commission a learning offer that meets the particular needs of older prisoners which can include these areas. A core part of the reforms is the introduction of a Dynamic Purchasing System (DPS) that provides a route for Governors to commission smaller and more bespoke education services. This will enable Governors to choose the best supplier to meet older prisoners’ needs.

**Employment**

Some older prisoners may be less likely to want or need to work after release, especially if they are past retirement age. However, for those who do, older prisoners should have access to the same opportunities and services made available to their younger counterparts and be encouraged to believe in their ability to help contribute when they are released back into the community. They should be able to acquire new skills during their sentence in areas such as workshops, be able to take advantage of ROTL opportunities where possible and receive help ‘Through the Gate’ to prepare them for employment on release. Certain jobs will be more suitable for older prisoners and spaces like workshops may need to be adapted to suit their needs. Older prisoners that do not need to work on release should still have access, where possible, to opportunities that can keep them busy, engaged and mentally stimulated, such as working in prison gardens or workshops.
As there is a higher prevalence of sexual offending among this age group, older prisoners may face greater challenges securing employment on release as many employers are especially averse to hiring sex offenders. This cohort of offenders might therefore require additional support to help navigate employment e.g. help writing a self-disclosure statement, or a tailored CV.

Library

Older prisoners can benefit from having a quiet place to go and spend time with peers to reduce feelings of isolation which are known to affect this group. Visiting the library also offers an opportunity for mental stimulation. Governors should consider whether it is feasible for older prisoners to have library provision at separate times to younger prisoners in order to better meet their specific needs, and also provide a more relaxed environment where they can engage with peers.

Where individuals are unable to access the library even after reasonable adjustments are made, solutions such as book trolleys or on-wing book rooms, and opportunities for prisoners to request reading materials should be considered.

Older prisoners often receive longer sentences. Having a longer sentence can increase the likelihood of institutionalisation. It is therefore important that Governors consider ways to improve awareness of current events, such as by providing a range of newspapers or creating discussion groups, among the cohort as this is known to reduce the impact of imprisonment.

Older prisoners may require larger font. Audiobooks could be provided to help those with visual impairments. Materials for those with learning difficulties and disabilities should be considered to encourage and inspire individuals to take responsibility for their own development and improve their literacy. HMP Norwich have identified that older prisoners can often be “forgotten” and put together a specific service for those suffering with dementia or memory problems.

Case Study – HMP Norwich’s library service for ‘forgotten’ men

HMP Norwich’s library service has pioneered an award-winning intervention service which is changing the lives of its older ‘forgotten’ men with dementia and memory problems.

This group are often ‘forgotten’ in terms of effective care available in the community because they live within the prison system. To address this, Cognitive Stimulation Therapy is carried out in Norwich’s library by staff and volunteers, in partnership with the Forget-Me-Not charity.

This intervention is recognised to help combat isolation and improve wellbeing by participation in physical activity, validation therapy (being listened to), encouragement of new learning and encouraging these men to talk about their week.
Case Study – HMP Norwich's library service for ‘forgotten’ men (continued)

The work has had a positive impact, including improved behaviour back on the wings. Head of Norfolk County Council’s library service, Jan Holden, said: “This project is a great example of partnership working in a demanding and challenging environment that delivers great outcomes.

“The success of this project has been down to the sterling efforts of library staff working alongside the brilliant and dedicated volunteers from the Norwich based charitable group Forget-Me-Nots which is dedicated to supporting people with memory loss and dementia.”

Now a two-time award-winning service, colleagues from other prisons are looking to launch similar projects to replicate Norwich’s success. A 3-minute clip can be seen here.

Physical education and activity

Regular physical activity is often cited as effective in combating both early dementia and depression. Older prisoners should have equal access to physical education (PE) and suitable options provided for them. Yoga, pilates and tai chi are all excellent ways of maintaining physical and mental health for these prisoners.

Shibashi Qigong is a form of tai chi adapted for the older person and for those with reduced mobility. This form of exercise has been shown to have beneficial effects for a range of physical and psychological conditions, as well as helping to improve balance, flexibility and to reduce anxiety. For the less mobile, chair-based workout alternatives could be considered and potentially take place in activity centres.

PE staff can offer gym inductions to assess an older prisoner’s fitness levels and can create a tailor-made plan accordingly. Within gyms, static equipment could be provided in exercise areas to encourage prisoners to maintain an active lifestyle outside of their allotted gym time. This can reduce stress, tension and anxiety in a positive, controlled environment.

As per Prison Rule 29(3), PE staff provide remedial activity sessions for older prisoners or those with disabilities or recovering from injury, as well as lower-intensity activities such as yoga and meditation to expend energy in a positive pro-social way.

Governors should consider whether it is feasible for older prisoners to have timetabled separate PE and gym sessions. Reports from some establishments suggest older prisoners can be intimidated by, or uncomfortable attending the gym at the same time as, younger prisoners. Age UK North Tyneside run over-50s gym sessions in HMP Northumberland and have seen increased numbers of older prisoners attending the gym.
Self-determination and long-term imprisonment

The nature of prison life can be problematic for long-term prisoners, particularly for those with dementia. The routine lifestyle can take away the individual’s ability to think independently, which can de-skill them to undertake even basic tasks and activities. This can be especially problematic when they are released and find they are unable to look after themselves. As such, taking opportunities to promote self-determination, especially towards the end of their sentence, would be beneficial to the cohort.

The extent to which this is achievable will depend on the infrastructure of an individual prison and the introduction of digital tools (which could allow the use of an activity allocation bookings system from individual cells). Even without this, however, older prisoners could be supported so that they feel confident in, for example, booking an appointment to see a doctor or key worker without having to be dependent on a staff member. This approach mirrors the expectations they will face after release and promotes the development of these skills in a supportive environment.
5: Supporting the older prisoner cohort

Section overview

Meeting the needs of the prisoner population is more than delivering a regime and activities. Prisons and the staff within it are expected to keep prisoners safe, care for their rehabilitative needs and also their emotional and physical wellbeing.

This is particularly important for the care of older prisoners, given the higher prevalence of health and social care needs, and that particular challenges associated with old age can be exacerbated by ageing in prison. Careful consideration is needed to understand and meet the needs of each older prisoner during each part of their stay in custody, and particularly to ensure both continuity of care, and equivalence to what they would have received in the community, as per PSO 3050 Continuity of Healthcare for Prisoners.

Additional guidance and instruction

The Equality Act (2010) includes age as one of the protected characteristics and as such the older prisoner cohort should be provided with equality of opportunity in line with the rest of the prison population. Further to this, older prisoners are more likely to have a disability, either mental or physical, which is also covered by the Act.

To ensure that prisons are ready to receive those with a disability, it is important to consider what reasonable adjustments may be required. You may need to take some of the following factors into account when considering what is reasonable:

- how effective any steps would be in overcoming the difficulty;
- how practicable it would be for you to take these steps;
- how disruptive taking the steps would be;
- the financial and other costs of making the adjustment;
- the extent of the prison’s financial and other resources;
- the amount of any resources already spent on making adjustments; and
- the availability of financial or other assistance, such as external voluntary and community support.

The older prisoner cohort are not a homogenous group and will have a range of different needs with regard to protected characteristics and risks posed. Public Health England have published “Health and social care needs assessments of the older prison population” which Governors can use in partnership with NHS and Local Authority commissioners to identify the needs of their population, in order to plan, commission and deliver the right services. It provides useful information on population demographics, physical environment considerations, disease, medicine optimisation, social care, promoting health and wellbeing, palliative care, release and continuity of care.
The PPO report Learning from PPO Investigations: Older Prisoners, may be useful for Governors, with chapters focusing on healthcare, use of restraints, family involvement, early release and dementia care. This learning has been used to inform the content of this MOD.

The Centre for Ageing provides easy access to policy documents, reports and briefings that highlight issues around the care and support of older people and the implications of an ageing population. These documents predominantly focus on care and support in the community, though their findings may still be useful in a custodial context. It can be accessed here.

**Use of force**

Older prisoners may be more fragile or vulnerable, compared to their younger counterparts. This could be due to premature ageing, disability or simply be due to their advanced years. They are also more likely to have physical or mental health conditions and reduced physical strength.

This should be considered prior to using force to restrain an older prisoner so that any actions taken, including the use of restraints, can be judged as reasonable, necessary and proportionate to the circumstances.

Restraint must only take place to prevent harm or disturbance and be used for no longer than is necessary, the IMB and a medical practitioner (or nurse) should be made aware and records must be kept regarding the use of restraint.
Composition of this section

Health and social care are particularly important for this cohort, and have been highlighted accordingly. Additional support considerations for the cohort include:

- Staff culture and training
- Release and resettlement
- Induction, safety and receiving older prisoners
- Health, social care and peer support
- Older prisoner forum

(titles link to the relevant sections)
Staff culture and training

Culture and leadership will be particularly important in prisons holding older prisoners. Staff at all levels will have a vital role to play. Having awareness and showing understanding of the particular needs and challenges older prisoners may face will be key, whether in terms of physical and mental capability, environmental factors (such as a quiet living space), or personal needs. Key workers will be particularly well placed to notice changes in mood or behaviour and develop close links with the healthcare team when they need to make referrals.

A Prison Reform Trust report on staff views of the ageing population noted that employees in prisons that had invested in awareness training were much more confident in identifying and referring age-related ailments (Cooney and Braggins 2010). Some prisons have a lead officer who is responsible for completing assessments for new arrivals on reception, offering advice and guidance and acting as a liaison between departments and other prisons (e.g. Leyhill). At HMP Exeter and HMP Dartmoor, dementia awareness training is available to staff, organised by RECOOP.

It is recommended that over time additional training sessions be provided to staff on areas including:

- independent living;
- social care;
- dementia; and
- helping those with cognitive impairment.
Induction, safety and receiving older prisoners

Known triggers of self-harm in custody include transferring to a new establishment and receiving a long sentence. Among older prisoners, 48% are serving determinate sentences over four years and 18% are serving life sentences. During sentences of this length, prisoners are likely to transfer at least twice, from a Reception, to a Trainer, and then to a Resettlement Prison. (The timings of transfer are explained in Prisons on a Page.)

Prisons will need to think about how best to support the cohort and what induction package should be offered. Many of these men have been sentenced later in life and will be in prison for the first time, and may not have had time to acclimatise to prison life. It is important to provide information at a pace and in a format which is suitable for older people with difficulties such as impaired sight, hearing or cognitive ability.

If a prisoner has difficulty understanding the written induction information which is provided, the governor (or a prison officer to whom they have delegated the task) must explain the written induction material verbally in a way that ensures that the prisoner can understand their rights and obligations.

Prisoners with dementia may also need to be reminded of the existence of certain prison rules periodically over time e.g. so they are not disadvantaged by being punished on adjudication for failure to abide by a local rule when their deteriorating memory had impaired their ability to recall it.

Where a prisoner is being transferred, the safer custody and equalities teams must liaise with the receiving establishment with regard to any ongoing needs or if the prisoner is (or has recently been) being cared for under ACCT arrangements. There must be written evidence in the plan that transfer has been discussed with the prisoner. The CAREMAP must be up to date with any actions completed and a review must be done on the day of the transfer or on the day before (at the absolute earliest). Further guidance can be found in PSI 64/2011 Prisoners at risk of harm to self or others.

Referral to local authority for needs assessment

Where staff consider a prisoner may have care and support needs they must ensure that the local authority is informed via a referral within 28 days of initial reception. However, ensuring these are completed within 10 days of initial reception is best practice and may mitigate a prisoner’s risk, dependency and enhance their quality of life sooner.

Where the prisoner has been sentenced and is due to be moved to another prison, staff coordinating transfers will need to liaise with the receiving prison to allow them time to make a referral to their local authority prior to receiving the prisoner. The local authority must put a package of support in place within 28 days.
Active care packages must follow individuals into custody and also on transfer, with information being provided to the receiving local authority prior to arrival and confirmation that the care package is in place. Further guidance is available in PSI 15/2015 Adult Social Care or the Rehabilitation Services Group within HMPPS.

**Safety (Slips, trips and falls and emergency evacuation)**

The growth of the population of older prisoners will likely lead to an increase in the need for Personal Emergency Evacuation Plans (PEEPs). Each person with limited mobility, or ability to escape harm, should have a PEEP created and wing staff should be aware of its contents. These plans should be reviewed whenever there is a change in location or circumstance, or at least every 6 months. Prisoners should also be consulted and made fully aware of the contents of their PEEP.

Falls are one of the biggest causes of older prisoners becoming injured and needing medical or hospital treatment. However, there are courses and activities available which remind people of hidden dangers and how they can avoid them. This is particularly important as people get older, when eyesight and the sense of balance deteriorate. The Royal Society for the Prevention of Accidents can supply a safety pack aimed at older people, which can be used by individuals or within a group and is designed to raise awareness of safety issues. Prison medical staff may also be able to arrange classes on how to prevent falls. Local authorities may also be able to provide assistance in assessing the physical environment in order to reduce the likelihood of accidents.

NHS England commission health needs assessments (HNAs) to ensure services meet the needs of the prison population. As part of a suite of toolkits, Public Health England published “Falls: Applying All Our Health” which provides further information on falls and how they can be mitigated. This guidance also signposts the Chartered Society of Physiotherapy’s guide to staying steady “Get up and go”. Further information can also be found in the National Institute for Health and Care Excellence (NICE) website where they assess the risk and prevention of falls. The Royal College of Occupational Therapists provide further ideas for prevention, and subsequent management, of falls here.

An example of managing this risk could be if a prisoner had to walk down narrow steps to access the place where meals are served and there is a risk of them slipping on the stairs whilst carrying a tray, then it might be sensible to make arrangements to have the food brought to them.
Health, social care and peer support

Within the older population some will have both complex health and social care needs. It is important that both Health and Social Services work together to deliver a fully integrated health and social care service that is patient-centric. As per PSO 3050 Continuity of Healthcare for Prisoners, older prisoners in custody should receive equivalence of care, i.e. they should have access to the same range and quality of services as someone in the community would expect to have. This needs to be considered in all activities which impact on health.

Health

Reconfiguration of the estate will be an opportunity for Governors to analyse their population breakdown and collaborate with healthcare commissioners to meet the needs of the patient population. Public Health England have published a toolkit for undertaking an assessment of the health and care needs of prisoners. Governors will want to facilitate such an assessment in partnership with their healthcare provider and the local authority, to understand the needs of their population, and enable provision of appropriate care services. This will enhance the offer to prisoners and provide an opportunity to develop a new good practice model.

Among older prisoners there will be many with disabilities or mobility issues, as well as those who suffer with mental health issues. For some this will be manageable through therapies and medications, but in other cases require more specialised care. Medical intervention and safer custody services remain a priority, especially as physical or emotional pain can be a trigger for suicidal or self-harming behaviour. Having a range of different support services, including those which are peer led, will help settle and stabilise the population especially in the early days following arrival into custody. It needs acknowledging that some younger prisoners will also be affected by disability and mobility issues, but these are more prevalent among older prisoners.

As well as disorders which are more physically obvious, older prisoners are typically more likely to suffer from unseen chronic health issues, which may require long-term treatment. Such illnesses may include diabetes, chronic fatigue and digestive disorders among others. Health care providers can assist by providing information on preventative remedies, self-checks and nutrition to older prisoners.

The Prison Rules mandate some additional health related actions, namely:

- Rule 23 means convicted older prisoners are to be provided with clothing that is adequate for warmth and their health needs; this could include velcro or elasticated clothing; and
- Rule 28 states Prisons must provide toiletries necessary for both the health and cleanliness of older prisoners; this may extend to incontinence pads or other required articles.
Disease and medicine use

Prisons should be aware that older prisoners are at a higher risk of contracting diseases, and that prison environments may contain a variety of risk factors that further increase the likelihood of developing a disease or injury, such as simply a large concentration of people in a confined space, substance misuse, poor diet, excess weight and physical in-activity. To combat this, prisons can promote higher levels of physical activity and better diets, through the provision of meals and regime.

Most diseases become more prevalent as people age, hence chronic diseases are more prevalent in older people in prison than both their age-matched community peers and younger people in prison. Many older prisoners have more than one chronic disease that require ongoing management. The presence of some diseases can compound the prevalence of others. For example, chronic physical ill-health has been strongly linked to depression in elderly people in prison sentenced to life in prison. Therefore, wellbeing should be promoted across a prisoner’s whole range of needs, throughout their time in prison to help stave off disease for as long as possible.

Older people are more likely to have chronic conditions which require the regular administration of medicines. The older prisoner population are also more likely to require support with the safe and effective administration of their medication than younger people in prison or age-equivalent community peers. This can be for a number of reasons, including sensory impairment, cognitive issues, or prison policy. Governors holding older prisoners should consider how best to dispense medication, taking mobility and social care needs into account. Anecdotal reports suggests that these prisoners are more at risk of bullying from other prisoners who may wish to take their medication, so providing protection from exploitation should be factored into these considerations.

Social Care

The Care Act (2014) and The Social Services and Wellbeing (Wales) Act (2014) clarified that Local Authorities are responsible for delivering social care to people with eligible need residing in prisons that are within their geographical boundary. PSI 03/2016 Adult Social Care explains prison responsibilities in regards to the aforementioned legislation and mandates that Governors must ensure that local arrangements are in place to establish social care requirements and to undertake associated referrals to their local authority. Older prisoners are also able to self refer to local authorities if they believe they require social care. The finding your local council link can direct you to the correct local authority for referrals, according to the prison postcode.

Social Care Teams within local authorities therefore need to have processes in place to respond to referrals, undertake assessments and deliver care and support for those in a prison setting. The Association of Directors of Adult Social Services (ADASS) has developed a care and justice network to enable collaboration with local authority teams. Information can be found here, or for those prisons in Wales, please visit the Welsh Government site here.
Local authority social care staff may be able to provide useful advice to Governors on how best to support a prisoner irrespective of whether they meet the national criteria for care and support services. Occupational therapists can assess individuals for care and support needs, consider equipment and adaptations and advise on strategies and techniques to manage personal care and other activities of daily living. They can also advise on issues such as managing risk, safeguarding and identifying unmet health and social care needs in the older and vulnerable prison population. The *Offender Health and Social Care Assessment and Plan (OHSCAP)* tool can assist in the assessment and planning of the social care provided to older prisoners.

There will be some prisoners who require fairly intensive personal care on a one-to-one basis – help getting dressed, going to the toilet or eating. A prisoner who is starting to lose their physical and mental abilities may find themselves isolated and marginalised. Fellow prisoners may be quick to disassociate themselves from someone who cannot look after themselves. Creating opportunities for prisoners to socialise and the use of peer support schemes may help with these problems, as well as tackle loneliness and isolation, in the longer term.

**Transfers, continuity of care and specialist equipment**

Transferring those with identified social care needs between prisons or into the community, and therefore potentially between different local authorities, could lead to a gap in their care. As such, sending establishments should contact receiving establishments ahead of the transfer so that they can contact the local authority in sufficient time to ensure a package of care and support can be put in place.

Local authorities usually require 28 days notice to ensure this happens. This is particularly important where an older prisoner is transferring from a prison with 24 hour health care provision to one that does not have this facility and the additional support it provides.

Local authorities are responsible for continuity of care for offenders receiving care and support. This includes responsibility to make arrangements for any care which may be required during transport.

It is important to ensure that care plans travel with a prisoner when transferring. Receiving prisons need to be aware of what type of care the prisoner needs on an urgent basis to maintain their dignity on arrival, in the event that there is a delay in the new local authority Care Act assessment.

If a local authority is arranging care for an individual and that individual moves to another local authority area, the ‘sending’ local authority providing care should liaise with the ‘receiving’ local authority now responsible to ensure continuity of care.

Further information on this process and prison responsibilities are provided in *PSI 03/2016 Adult Social Care*. 
Some older prisoners will be assessed as needing adjustments in order to enable them to live as decently and independently as possible. Governors must always consider the advice of care and support professionals. Occupational therapists can assess the needs of an individual and make recommendations about aids/equipment required, working closely with prison staff regarding any specific restrictions or risks. Local authorities are obliged to provide, at their cost, equipment (e.g. hoists) and personal aids (e.g. to assist mobility) up to the value of £1,000.

**Peer support**

Peer support schemes should aim to promote independence for as long as possible. Social care assessments should be provided by the local authority detailing the tasks and support a peer can provide in each individual case. The support that can be provided will purposefully usually reflect similar provision to that which is provided in the community. Voluntary peer supporters could provide care including:

- psychological support or buddying;
- reminding prisoners to attend appointments or take medication;
- helping collect medication or walking to appointments;
- cleaning their cell;
- reminding prisoners to, or helping them, eat meals;
- helping with mobility by aiding movement or pushing wheelchairs;
- doing tasks such as helping them read or fill out forms;
- coaching them through their daily routine or reminding them of schedules;
- collecting laundry and mail.

Peer supporters could share a cell with particularly vulnerable older prisoners, such as those with dementia, subject to safeguarding risk assessments indicating the arrangement is safe and appropriate. For further information, please see PSI 16/2015 Adult Safeguarding in Prison.

However, it is not considered appropriate for prisoners to undertake intimate personal care in a peer support role; this should be undertaken by professionals. Definitions and examples of intimate and personal care are provided in Annex A of PSI 17/2015 Prisoners Assisting Other Prisoners.

Education providers may be able to assist by training peer supporters to better undertake their role such as through courses related to health and safety, mentoring and providing quality advice. The charity RECOOP undertake a 14 module training course in peer support specific to the needs of older prisoners in custody:
Case Study – RECOOP Buddy Support Training Programme

The 14-Module Buddy Support Training Programme is currently delivered by RECOOP on a full-time basis across the Devon Cluster. Other prisons have opted for RECOOP to deliver one-off training programmes. It is available nationally to prisons and Local Authorities to help improve Health & Social Care provision. The 14 modules are titled:

- Understanding your Role and Personal Development
- Duty of Care
- Equality and Diversity
- Working in a person-centred way
- Communication and Advocacy skills
- Privacy and Dignity
- Fluids and Nutrition
- Safeguarding Adults
- Health and Safety
- Handling Information
- Cleaning and Infection Prevention/Control
- Assisting someone in a wheelchair
- Awareness of Mental Health, Dementia and Learning Disability
- Health and Healthy Ageing

The training ensures compliance with all legislation and PSIs around social care and prisoners assisting other prisoners. One prisoner being supported by a buddy said, “I find my Buddy to be attentive, very positive and always helpful and encouraging. He helps me with the tasks I find too difficult to do and actively encourages me to do what I can for myself. He walks with me to exercise and back and encourages me to go out on exercise. He treats me with respect constantly and is understanding of my health issues and memory problems”.

The programme has led to prisoners providing support to help other prisoners, particularly those who are less mobile, to enjoy a more meaningful regime. There is great potential in the use of peer support schemes but it is important that these are delivered well and within clear boundaries. To find out more about the Buddy Support Training Programme, please contact RECOOP here.

Supporting people with dementia

A number of older prisoners are known to suffer from dementia, to differing degrees of severity. Approximately 30% of people with dementia suffer symptoms of depression, while anxiety and aggression issues are also associated with its onset. If a prisoner’s aggressive behaviour is rooted in dementia, it may not be appropriate or fair to take disciplinary action. Prisons should liaise with health or social care providers to clarify this is the case and where dementia is suspected but undiagnosed make a dementia referral. A minority of patients will also exhibit sexually inappropriate behaviour, with research to date suggesting this occurs in between 3 and 15% of cases (Losing Track of Time, Mental Health Foundation).
Other prisoners witnessing this behaviour may also need additional support, such as counselling, as they may experience distress.

Dementia may be under-diagnosed in custody as older prisoners are often reluctant to draw attention to their problems. Depressive symptoms or early-stage dementia are more likely to manifest themselves in less sociable, ‘quieter’ behaviour, with a risk that mental health services are then directed towards more vocal, younger prisoners.

Mental and physical activity and enabling older prisoners to live as independently as possible should help prevent premature ageing and potentially the onset of dementia. As such, a number of age specific activities have been used as case studies throughout the regime and activity section of this MOD (see in particular the Activity Centre section).

Prison staff need to be trained to work alongside people living with dementia and understand how to respond to their differing reality. People living with dementia can sometimes experience visual and auditory hallucinations which can be anxiety provoking or frightening so there is a need to recognise when these episodes are occurring and for the individual to be appropriately supported. It is not reasonable to contradict what someone says they are experiencing as this is their reality for a short while. It is important to stay with them until the moment has passed. Below is a practical example of this:

**Practical example  Engaging those with dementia**

*An example of this could be someone saying they’re waiting for a bus while standing on the wing. A useful and enabling approach to an event such as this would be to offer to wait with them, engage in chat and then after a short while suggest the bus doesn’t look like it is coming and divert their interest into something else. This helps engage them without getting into a battle over their reality.*

Promoting the introduction of Dementia Friends for both staff and prisons is recommended.

Sharing cells can be a supportive for someone living with dementia; there can be protective factors but the presence of someone who had momentarily been forgotten about can be frightening. In possession medication (IPM) can also be an issue and care must be taken to ensure that where someone has their own medication that they are able to remember taking them; this support could be provided by a peer. In addition, people living with dementia can be vulnerable to exploitation and abuse from others, so Governors and staff will need to be vigilant to this.

Governors may approach health and social care professionals with specialist knowledge in dementia for advice and training for prison staff and prisoners assisting prisoners on adapting communication and approach to manage psychological and behavioural symptoms of dementia.
The locked cell door and amplified noises of a prison environment can be hugely challenging. Routine and engagement is important, and people need to be supported in not retreating into themselves, particularly if they are suffering with other impairments limiting engagement. The Alzheimer’s society website support section provides useful resources and lists local services available. Dementia Action Alliance also provide online resources, publications and training on dementia that could be of use to those caring for older prisoners in custody.

*Mandatory Drug Testing (MDT)*

Older prisoners may feel embarrassed, self-conscious or awkward when it comes to provide urine samples, potentially because of reduced bladder control or incontinence. Elderly prisoners may require more time to provide a sample. An inability to provide a sample should not be treated as a willful refusal to do so. Further to this, they are more likely to be on medication that affects the outcomes of these tests. These factors should be taken into account and relevant facilities and checks should be in place to ensure that MDT is completed decently and that results are accurate. This could include amending privacy arrangements for those with social care needs and assessed as requiring assistance.

*Older prisoner forum*

To better understand the needs of older prisoners, some prisons have set up groups or forums. These can be places where prisoners can meet with their peers and raise issues relevant to them. The forums also provide an opportunity for older prisoners to be consulted on social, economic and community issues that affect them. This could feed into a wider prisoner council or a specific member of staff that could act as an advocate to relevant senior managers as appropriate. This helps older prisoners have a voice. Governors should consider this even where only low numbers of older prisoners to reduce isolation and meet older prisoners’ needs.
Case Study – HMP Wymott Older Prisoners Group

HMP Wymott operates a cohort specific group that meet monthly in the activity centre. Agenda items can be raised by all staff and prisoners and issues can be escalated to the Prison Council. The Custodial Manager in charge of the Safer Custody team has been designated the older prisoner advocate and co-chairs this meeting along with an elected prisoner. All staff may attend, and representatives are encouraged from equality, health, residential units, senior management, IMB and charity organisations working within the prison. Prison representatives from all areas holding older prisoners also attend.

Issues or agenda items can include topics such as the authorised articles list, pay for attendance at the activity centre or retirement, specific provisions or privileges, health care, regime, transfer, food, location, support schemes available, personal alarms, updates on the work being done by different departments and how this will affect older prisoner or any other matters that arise.

The issues are discussed and where a solution is agreed and can be implemented this is done. Where further information is required (for example, from policy colleagues) an action is taken, and information is sought and ascertained by the next month’s meeting. Some items raised may not be resolved (for example, due to operational, legal or policy reasons). In these instances, it is important to provide a full explanation as to why this is the case so that prisoners can gain an understanding of the bigger picture. This ensures the older prisoners know that they have been listened to and options have been considered prior to dismissing the request.

These meetings are documented and shared more widely with older prisoners and senior managers to ensure awareness of the issues and actions being undertaken. Prisoners and staff at Wymott prison feed back that this approach has led to the cohort specific needs receiving appropriate attention and resolution, and ultimately improved older prisoner-staff relationships.

Recognising that older prisoners may be isolated and their views not heard, a number of establishments have an over-50s representative attending other forums at the prison. This could include Equality team meetings, Disability forums and Prisoner consultation forums.

Further case studies on prison councils and older prisoner groups can be found on the Clinks guide: Good practice in service user involvement.
Release and resettlement

Research suggests the release and resettlement process can cause particular anxiety for older prisoners, with prisoners unsure as to what they were supposed to do or if anything was being arranged for them after release. This can be particularly acute for long-term prisoners, and especially where there are symptoms of dementia.

Prison Rule 5 legally obliges Governors to consider assistance for prisoners on and after their release, from the start of a prisoner’s sentence. Older prisoners often face barriers to reintegrating back into the community, particularly when they have served a long sentence. To enable them to resettle more successfully, support with practical aspects and matters concerning health and social care and wellbeing should be considered ahead of their release, namely:

- arrangements for receiving state pensions and benefits;
- ensuring GP and dental registration;
- getting bank accounts;
- getting email addresses;
- strategies to avoid isolation and inactivity (such as providing local library information);
- arranging social housing (including compliance with the Homelessness Reduction Act); and
- ensuring continuity of health and social care with no gap in provision.

There are a variety of ways in which this support can be provided, including through Community Rehabilitation Companies (CRCs), embedded DWP staff within prisons, and coordination of health appointments post-release by health care provider. However, prisoners can also be supported to make some of these arrangements themselves, e.g. through the use of ROTL prior to release (see section below). The OMiC key worker or offender manager can also play an important role in supporting and encouraging the prisoner, for example to engage with local authorities or other relevant organisations.

Continuity of social care is the responsibility of the local authority under the Care Act 2014. In order to enable them to fulfil this duty, prisons must notify them of planned discharge dates at the earliest possible opportunity. The ‘sending’ local authority providing care should liaise with the ‘receiving’ local authority now responsible to ensure continuity of care. When moving to a different local authority area, the receiving authority is required to provide care and support on the basis of the sending authority’s assessment and resultant care and support plan, until the receiving authority has undertaken its own assessment and prepared its own care and support plan. Further information on this can be found in chapter 8 of PSI 15/2015 Adult Social Care.

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Additional support for older prisoners can also be obtained through charities such as Restore Support Network who provide a mentoring and befriending service for those being released from Prison. Restore Support Network are user-led by older people with convictions, and volunteers are vetted and trained appropriately and work alongside probation providers. There are other providers listed in the Clinks directory of offender services which can be used to identify appropriate services in the local area.

Shortly before release, prisons could consider providing an information pack for older prisoners containing government help and advice, support and services available across government and a guide to benefits and tax credits. Information needs to be offered in a variety of formats and should take into account individual needs and differences.

A case study on the provision of information packs follows. Where prisons do not have means to undertake this work themselves they could set up an equivalent service and have key workers or offender managers encourage and guide prisoners to enable them to create these information packs for themselves. Perhaps older prisoners could be empowered to do this by being provided with a template and ideas on sources of relevant information, which could include prison departments or the library and other available organisations, such as the Community Rehabilitation Company or health care teams.

**Case Study – Resettlement and Care of older Ex-Offenders and Prisoners (RECOOP)**

The charity RECOOP provide resettlement services to prisoners in custody and in the community. Their main focus is on the needs of older prisoners, which includes a large number of men convicted of sexual offences. They currently run an activity centre in HMP Leyhill.

In preparation for release, RECOOP get in touch with external organisations to organise support and opportunities for individuals, prior to and, on release into the community, including on temporary release whilst on ROTL.

They provide direct support to individuals by coaching and informally counselling the men around any anxieties or concerns they have regarding their release (including helping with specifics around money, accommodation or clothing among other things). They also monitor their wellbeing and mental state, particularly at times of crisis such as a loss or an anniversary of a loss (in conjunction with safer custody).
Case Study – RECOOP (continued)

As part of RECOOP’s resettlement offer they speak to individuals in an attempt to find out what information they require on release. They also speak to other relevant departments such as OMU and health care and build an information pack for the prisoners to keep and use after release. These information packs can include:

- an overview of the area of release including geographical information and travel links;
- a history of the area they are returning to, as reminiscing activities such as this are of interest to a lot of the older prisoners;
- local recreational facilities to keep fit, local libraries and social clubs;
- local amenities, areas of interest, tourist information centres and ideas of things to do;
- local authority/council contacts and support schemes and housing associations;
- the citizens advice bureau, charities and advice centres;
- probation hostels or approved premises they may be required to reside at;
- local opportunities for further/higher education;
- local Doctors, Dentists and substance misuse support services;
- job Centre and recruitment and volunteering agencies; and
- national support organisations.

Release on temporary licence (ROTL)

Older prisoners who are not fit for work due to age or disability (or do not plan to work due to being past retirement age) could be overlooked for ROTL in favour of those who are. This should not be the case and ROTL should be considered when looking to meet the resettlement needs of older prisoners. Examples of this could include attending medical appointments, maintaining family ties or engaging in activities relating to sentence planning targets. Further information can be found in the Resettlement MOD, the MCOSO (men convicted of sexual offences) MOD (where appropriate) and further on in this MOD here.
6: Palliative care or end-of-life arrangements

Section Overview

Older prisoners account for over half of all deaths throughout the estate, despite representing less than a fifth of the total prison population. The cohort accounted for 87% of the deaths by natural causes in 2016 and the rise in the number of older prisoners has seen a related rise in deaths in custody. This means that HMPPS needs to adapt to provide services to ensure prisoners have the appropriate care and, when it happens, they are able to die with dignity in custody.

There are a number of ways that prisons can make small policy changes or use existing services to ensure appropriate end-of-life arrangements. One example is facilitating longer visits with family. Chaplaincy teams can offer pastoral support, particularly important for those who have no next of kin. Listeners can also provide support and also play a crucial role in supporting other prisoners affected by a death in custody. In addition, the PPO has published a report that Governors may find helpful (Learning from PPO Investigations: End of life care).

Governors should consider producing and providing information leaflets to prisoners diagnosed with a terminal illness or who are approaching the end of their life. This would help alleviate stresses and anxieties these prisoners face. Leaflets have been developed in HMP Wymott and HMP Whatton that include all of the information touched upon in this chapter, along with answering frequently asked questions such as “Where can I die?”. Further to this, or as an alternative, Governors could collate an information sheet for staff so they are able to speak to the prisoner to answer any questions he might have.

It would be sensible to seek advice and support from local hospice services when looking to meet the needs of individuals in custody, as well as to look into the possibility of moving the individual to a community hospice to end their life, if this is what they would prefer.

The ‘Dying well in custody’ charter will be published in April 2018 and should be a useful tool for Governors and provide more in-depth detailed information on this subject.

This section touches on:
- palliative and end of life care;
- hospital escort arrangements (including the use of ROTL);
- family liaison; and
- early release on compassionate grounds.
Palliative and end of life care

It is recommended that Governors develop clear local policies for palliative care, including managing and ensuring appropriate consideration of individual prisoner’s dignity towards the end of their life. The Macmillan website has a lot of useful information that can aid Governors when developing their local policies, including the Macmillan end of life care framework and resources available in other languages and formats. The NHS England website also has various resources available on end of life care (https://www.england.nhs.uk/ourwork/ltc-op-eolc/improving-eolc/).

Prisons will need to establish good working relationships with their local partners such as the relevant local authority, local hospices, hospitals and charitable organisations.

HMP Leyhill have dedicated accommodation, with a more normalised environment, where prisoners and their families can stay towards the end of their life. This has been recognised as a model of best practice where prisoners either have to, or decide to, remain in prison to die.

HMP Wymott have implemented a policy to incorporate all required actions and responsibilities in relation to a prisoner coming to the end of their life into one meeting attended by a multi-disciplinary team, the prisoner and their loved ones. This approach has been taken to ensure that all prisoners receive adequate care and has incorporated learning from policy, coroners and third party organisations to be all encompassing and is reviewed regularly.
Case Study – HMP Wymott multi-disciplinary team meetings

When a prisoner is diagnosed with a terminal illness, a meeting with the prisoner and his family is arranged to allow them a degree of input into how their palliative care is managed.

HMP Wymott hold a multi-disciplinary meeting, with attendance from across the prison including wing staff, OMU, health care, chaplaincy, security, hospice staff and dedicated carers and staff from any other relevant support services. This meeting ensures that care is coordinated, discussion includes:

- consent of the prisoner to discuss the situation;
- family liaison officer appointment and role;
- health care keyworker appointment;
- diagnosis and prognosis;
- general discussion including support for family members;
- advanced care planning;
- pain management;
- security risk assessments;
- out of hours/open door procedures;
- preferred place of confinement – within prison, wider estate, hospital or on release (where possible);
- consideration for compassionate early release (ERCG); and
- consideration for temporary release (ROTL).

These meetings continue to occur regularly in line with the timescales agreed with the prisoner to ensure that care continues in a coordinated fashion.

Hospital escort arrangements (including the use of ROTL)

For any prisoner on a hospital escort, the Governor should assess whether the use of restraints is necessary to protect the public or prevent escape. Prisoners escorted to an outside hospital will normally require a minimum of two escorting officers and the use of restraints. However, there may be cases where a prisoner’s medical condition, mobility or advanced age mean that restraints are not necessary to prevent escape or protect the public.

Governors should ensure that the individual security arrangements, including the use of restraints, are reviewed regularly to assess the necessity of the use of restraints, any changes in a prisoner’s condition or any other relevant factor, as set out in PSI 33/2015 External Movement.
Governors should also be aware that escorted release on temporary licence (ROTL) is possible under the special purpose leave (SPL) procedures for those who are in need of medical care. This is as long as one person (deemed competent by the Governor) accompanies them and appropriate board is sat and paperwork completed. The [ROTL Policy (PSI 13/2015)](https://example.com) states:

4.48 Offenders subject to Restricted ROTL must be in or suitable for open conditions and in a prison that offers Restricted ROTL before being considered for SPL, except in the following circumstances:

- the offender needs medical treatment in the community (escort will be required for any other reason, e.g. funeral);
- a senior manager chaired ROTL board has sat; and
- the Governor or deputy Governor has agreed accompanied SPL is appropriate in all the circumstances including, in particular, that the offender will comply with the accompanying officer’s instructions at all times, there is no evidence of any kind to suggest that the offender will use this opportunity to attempt “escape” AND the prisoner’s physical condition makes escape very unlikely.

Where all of these criteria are met, the offender may be granted SPL but must be accompanied by at least one member of staff at all times. A full security escort is required unless and until these criteria are met.

This aim of highlighting these options is to promote the benefits to the prisoner as they will have a more decent and dignified experience with a higher degree of freedom of movement and less intrusion from staff.

**Family liaison**

Best practice would be to appoint a Family Liaison Officer (FLO) at the point of diagnosis of a terminal illness or when it is known that a prisoner is approaching the end of their life.

FLOs will act as the main point of contact within the prison offering support, practical help and advice to the family of those that have passed (or are expected to pass) away in custody before, during and after the coroner’s inquest. Prison Rule 22 specifies that Prisons must inform a prisoner’s spouse or next of kin if the prisoner becomes seriously ill, sustains any severe injury or dies.
FLOs can assist in a number of practical ways including:
- by providing a list of organisations locally available that offer counselling;
- explaining the role of the Coroner and the PPO;
- offering the family a visit to the establishment to the scene of the death or to meet staff and prisoners who knew the deceased;
- liaising with the chaplaincy team to arrange prayers of a memorial service in the prison with the option of having staff and prisoners attend as the family deem appropriate;
- assist in arranging the funeral and arrange payment of reasonable funeral expenses (on behalf of the prison); and
- helping the family to retrieve personal belongings and monies belonging to the family member (The Coroner/Police will take a decision about what property needs to be kept as evidence for the inquest).

**Early release on compassionate grounds**

Prisons will often escort prisoners with a terminal illness to hospital but there will be cases where these people may be granted early release on compassionate grounds. The following criteria must be met in all cases:

- they have not yet reached their Release or Parole Eligibility Dates;
- the release of the prisoner will not put the safety of the public at risk;
- a decision to approve release would not normally be made on the basis of facts of which the sentencing or appeal courts were aware;
- there is a specific purpose to be served by early release;
- the prisoner is suffering from a terminal illness and death is likely to occur soon;
- the secretary of state is satisfied the risk of reoffending has past; and
- there are adequate arrangement for the prisoner’s care and treatment outside of prison.

The above is guidance only and is not exhaustive of all potential circumstances where early release may be appropriate on compassionate grounds. For detailed information please consult Chapter 12 of PSO 6000.

Those with a terminal illness within their Parole Eligibility Period and those serving indeterminate sentences whose tariff has expired should be referred to the Parole Board for urgent consideration for release. The timely referral in these instances is very important to ensure that the prisoner is released at the earliest possible opportunity. Previously, HMMPS has been criticised by the PPO for failure to do this in a timely manner in its investigations of deaths occurring in a custodial environment.
Older Prisoners

At the end of December 2016, the number of prisoners aged 50 plus accounted for 15% of the prison population. There was one prisoner over the age of 100.

The age profile of prisoners has changed over the last 15 years. The prison population of individuals aged 50 years or over has increased proportionately more than any other age group. As at the end of 2016 the number of prisoners aged 50 or over was 169% higher than in 2002.

The physical and psychological strains of prison life can accelerate the ageing process so the threshold for being considered older tends to be higher in prison than in the community. Older prisoners are described as being aged 50 years plus.

Evidence suggests that older prisoners can be split into four main criminological profiles and needs may differ among the profiles. Older prisoners coming into prison can be:

- Chronic and repeat prisoners who have been in and out of prison throughout their lives
- Prisoners serving long sentences who are growing old in prison
- First time prisoners sentenced later in life to short sentences
- First time prisoners sentenced later in life to long sentences

Sources:
American Civil Liberties Union, 2012)
Age breakdown of the prison population, Sep 2016

- 5% 18-20
- 31% 21-29
- 29% 30-39
- 19% 40-49
- 11% 50-59
- 4% 60-69
- 2% 70-79
- 0% 80+

Source: DaSH Segmentation dataset, September 2016
Breakdown of men aged 50 +

Of the 17% (n=11,944) aged 50+

- 64% were aged 50 -59
- 24% were aged 60-69
- 10% were aged 70-79
- 2% were aged 80+

Source: DaSH Segmentation dataset, September 2016
The most prevalent offence type within this age group are sexual offences. This becomes the predominant offence type in the older age categories (60+).
The most prevalent offence type for men under 50 is violence compared to sexual offences for those over the age of 50.

Source: DaSH Segmentation dataset, September 2016
Actuarial risk of older prisoners (50+)

Data presented is from those with a complete OASys. 77% (n=9,181) of men over 50 have a valid OASys. OASys prevalence is greater among those with a history of sexual offending, and so the prevalence of raised sexual reoffending risk will be lower amongst the whole caseload.

Risk profile of older prisoners (50+)

- Risk of any reconviction in 2 years OGRS3 (50+)
- Risk of violent reconviction in 2 years OVP (30+)
- Risk of sexual contact reconviction in 2 years (OSP medium+)
- Risk of serious harmful reconviction in 2 years RSR (3+)

Source: DaSH Segmentation dataset, September 2016
Actuarial risk across age groups

Men under 50 have a higher risk of general and violent reoffending, particularly young men aged 18-20, compared to men over 50 who have a higher risk of sexual reoffending.

Data presented is from those with a complete OASys. 68% of young men, 76% of 21-49 and 77% of men over 50 have a valid OASys. OASys prevalence is greater among those with a history of sexual offending, and so the prevalence of raised sexual reoffending risk will be lower amongst the whole caseload.

Source: DaSH Segmentation dataset, September 2016
Security category of older prisoners

Source: DaSH Segmentation dataset, September 2016
Criminogenic need of older prisoners

Data presented is from those with a complete OASys. 77% (n=9,181) of men over 50 have a valid OASys.

Level of need - older prisoners (50+)

- Attitudes: 75%
- Thinking & behaviour: 76%
- Alcohol misuse: 11%
- Drug misuse: 15%
- Lifestyle & associates: 72%
- Relationships: 76%
- ETE: 41%
- Accommodation problems: 55%

Source: DaSH Segmentation dataset, September 2016
Criminogenic need by age group

The most prevalent needs for young men and those under the age of 50 are lifestyle & associates and attitudes. For men over 50 their predominant needs are around relationships and thinking & behaviour.

Data presented is from those with a complete OASys. 68% of young men, 76% of 21-49 and 77% of men over 50 have a valid OASys.

Source: DaSH Segmentation dataset, September 2016
The majority of men over 50 are serving long sentences. 48% are serving determinate sentences over 4 years & 18% are serving life sentences.
11% of men over the age of 50 have more than 5 years left to serve. Men in the older age brackets (70+) have a considerable amount of time left to serve.

Source: DaSH Segmentation dataset, September 2016
The harms of long term imprisonment

Long-term imprisonment affects prisoners in important ways. The effect is not identical for all individuals, and pre-prison characteristics may influence how affected each individual is (e.g. depending on education, previous imprisonment, drug/alcohol use, previous quality of life). However, some of the most concerning effects include:

- **Loss of relationships**: which can lead to isolation, reduced social life, and foster an uncertainty and suspicion of others (social relationships), and a greater reliance on the institution.

- **Loss of autonomy/control**: over time prisoners develop reliance on the organisation and regime rather than be able to act as their own agents, they may become less able to exercise independent thinking and decision making.

- **Lower self efficacy and feelings of powerlessness/helplessness**: more time in prison may be associated with a person feeling like they have less control over their lives, and influence their self motivation and future orientation.

- **Perceived loss of a ‘useful’ or ‘productive’ life**, uncertainty over the direction of life.

- **Mental illness**: this is already more prevalent in prison populations, imprisonment associated with anxiety, depression, stress.
An ageing population

Older prisoners in prison are particularly vulnerable, and the number of older prisoners is growing. What is considered ‘old’ in prison (50 years plus), is younger than in the community.

- Illness/disease is more problematic in prisons, and older prisoners may be particularly vulnerable (e.g. Hepatitis).
- Older people have greater likelihood of falls, sensory impairment (eyesight, hearing), dementia and incontinence, which make the prison environment particularly challenging.
- The effects of age make accessing prison facilities harder (due to mobility), and social isolation (and loneliness) more likely.
- Older prisoners may have less social support outside, less easily access visits for example, and may be particularly anxious about release (if imprisoned for a long time).
- Older prisoners have more chronic health problems and mental health problems than younger prisoners (and their counterparts in the community).
Older prisoners may have greater health needs than younger prisoners. Of the SPCR sample, they were more likely to report needing help with a medical problem and be considered to have a disability. Older prisoners were also more likely to report long-term sickness/disability as a reason for having been unable to work in the four weeks before custody and were more likely to have been claiming sickness/incapacity benefit in the year before custody.

Older prisoners were significantly more likely to report medical problems as well as having received treatment in the 12 months before custody.

About one in three older prisoners (31%) reported needing help with a medical problem compared to 14% of younger prisoners.

Seven in ten older prisoners (70%) stated that they received treatment or counselling for a physical or mental health problem in the 12 months before custody compared to 45% of younger prisoners.

Nearly three in ten prisoners (29%) self-reported that they had a longstanding illness or disability, with the majority of older prisoners (59%) reporting this compared to 27% of younger prisoners.

Older prisoners (54%) were more likely to be assessed as having a disability than younger prisoners (32%)

Of the 54% of older prisoners estimated to have a disability, 28% were estimated to have some form of physical disability, 15% anxiety and depression, and 11% both.

Omolade, S (2014). *The needs and characteristics of older prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey*. MoJ Analytical Summary
What we would want to ‘design in’ for older prisoners......

<table>
<thead>
<tr>
<th>What we would want to ‘design in’ for older prisoners......</th>
</tr>
</thead>
<tbody>
<tr>
<td>Well designed and purposeful reception and induction areas</td>
</tr>
<tr>
<td>Cells that are accessible for those who are physically less able</td>
</tr>
<tr>
<td>Smaller units with a community feel, promoting personal and social responsibility (e.g. life skills such as cooking facilities)</td>
</tr>
<tr>
<td>Flexible space for activity that involves interacting with others especially sports, gym, education work and family visits.</td>
</tr>
<tr>
<td>Good size healthcare unit to meet the needs of the population (including older prisoners and prisoners with mental health issues). Consideration given to a complex needs unit and facilities for social care assessment</td>
</tr>
<tr>
<td>Adequate space to enable partnership working between providers/agencies, including good access to IT systems to facilitate information sharing and use of data</td>
</tr>
<tr>
<td>Facilities, stair lifts, flooring (non slip), signs and announcements for those with poor hearing and eyesight, doorway and corridor width for wheelchair access</td>
</tr>
<tr>
<td>Well designed and accessible facilities and provision for disabled and ageing prisoners</td>
</tr>
<tr>
<td>Use of technology (in cell and on landings) and video conferencing</td>
</tr>
<tr>
<td>Rehabilitative culture and leadership</td>
</tr>
<tr>
<td>A cared for environment with access to outside space</td>
</tr>
<tr>
<td>Workshop space to provide the opportunity for meaningful training and work</td>
</tr>
</tbody>
</table>
## International examples
### Long sentenced prisoners residing in low secure units

### Sweden
- **Prison population:** 5,400
- **Prison population per 100,000:** 55
- **Number of establishments:** 47
- **3 levels of classification:** 1 (highest) 3 (lowest)
- **85% mixture of Class 2 and/or 3 (15% of prisons are high security)**

Prisoners sentenced to 4 years or more undergo a 6-8 week long assessment of individual offender’s needs to establish a “personal profile” considering nature of crime, offender’s view of the offence, previous prison behaviour, substance abuse, violence, mental or medical health needs which may affect location of confinement.

- ‘Utssluss’ principle: gradual preparation for release which is carefully prepared and taken slowly, typically moving from higher – lower security
- Radio frequency electronic monitoring enabling real time inclusion and exclusion zones within low security prison
- Low security are likely to be granted more frequent leave from prison ranging from a few hours to 3 days through “normal” or “special” leave arrangements

### Canada
- **23,154 federal prisoners**
- **23.5% classified as minimum security**
- **Average cost per place:** approx. £42,000
- **Number of establishments:** 14 (+9 multiple security)
- **Escape & absconds from minimum security:** 13 (2013)

- ‘Living Units’ accommodation where inmates live in small houses/communities of 7/8 with communal cooking and laundry areas
- Routine is less restrictive and prisoners are responsible for their daily schedule, according to the activities they are required to participate in
- Work release placements enable prisoners to begin work
- Healthy lifestyle choices actively promoted and supported and targeted at vulnerable populations including ethnic minorities, ageing offenders and offenders with mental health disorders
### International examples

**Long sentenced prisoners residing in medium secure units**

<table>
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<tr>
<th>Canada</th>
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</thead>
<tbody>
<tr>
<td>23,154 federal prisoners</td>
</tr>
<tr>
<td>64% classified as medium security risk (2014)</td>
</tr>
<tr>
<td>Number of establishments 19 (+10 multiple security level establishments)</td>
</tr>
<tr>
<td>Average cost approx. £50,000 p/yr</td>
</tr>
<tr>
<td>Source: Public Safety Canada</td>
</tr>
</tbody>
</table>

- ‘Intake assessments’ determine whether initial placement is at the appropriate security level by identifying offence-motivating factors, risk posed and needs in terms of correctional services. Based on this assessment, a ‘correctional plan’ that sets out rehabilitation activities and programmes is developed.

- National correctional, educational, social and vocational programmes are offered at each establishment. Correctional programmes are evaluated for effectiveness through accreditation.

- CORCAN delivers rehabilitation programme by selling products and services with revenues used to fund the initiative. Employment and employability skills training for offenders in 4 business lines: Manufacturing, Textiles, Construction and Services in prisons and some opportunities in the community.

<table>
<thead>
<tr>
<th>Victoria, Australia</th>
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</thead>
<tbody>
<tr>
<td>6,113 prisoners (2014)</td>
</tr>
<tr>
<td>Median age of prisoner 35.5 years (2014)</td>
</tr>
<tr>
<td>4 medium secure prisons (14 in State)</td>
</tr>
<tr>
<td>Operational capacity: 2,315</td>
</tr>
<tr>
<td>Source: Corrections Victoria</td>
</tr>
</tbody>
</table>

- Marngoneet Correctional Centre: security monitoring of prisoners assisted by technologically secure perimeter fence, biometric identification, CCTV and whole of site mobile duress system allowing staff to focus on interactions.

- Physical design of Marngoneet aims to ‘maximise normal living conditions, minimise institutionalisation and shape social interaction’ through small living units and promoting significant levels of personal and social responsibility.

- Loddon medium secure prison on same site as Middleton low secure to ease transition process. Specific unit for intellectually disabled prisoners at Loddon to start release preparation earlier.
Model for Operational Delivery: Foreign nationals

Supporting Effective Delivery in Prisons

Version 1.0, April 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) protected characteristics and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The number of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
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   5.1. **Preparing the FNO cohort for release overseas**  
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   5.2. **Supporting safe release of FNOs into the community in the UK**  
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Annex A:

**Regime guidance for Reception and Training Prisons holding FNOs**  
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Please read this MOD in conjunction with:

- The MODs overview and background
- Any other relevant Specialist Cohort MOD
1: FNO cohort overview

Models for Operational Delivery have been developed to support the reconfiguration of the estate into three main prison functions – Reception, Training and Resettlement – and to enable Governors and Commissioners to tailor and commission services according to that function and the cohorts of prisoner the prison will hold.

We have also identified ‘specialist’ cohorts where particular consideration is needed of how best to meet their needs and manage them effectively. MODs are being developed for these cohorts to enable a service which is appropriately tailored to the needs of each, at each stage of their journey through the prison estate. This includes Foreign National Offenders (FNOs).

Who are the FNO Cohort?

Foreign National Offenders make up approximately 9% of the total prison population (this excludes Irish nationals). FNOs represent a vulnerable group in terms of safer custody because they are more likely to experience language difficulties, social and cultural isolation, a lack of family support or communication, and uncertainties relating to their immigration status, than other prisoners. This Specialist MOD has been developed to ensure the particular needs of the FNO cohort are addressed.

The FNO cohort comprises two groups:
- those defined as “of interest” to Home Office Immigration Enforcement (HOIE), who they intend to pursue for removal or deportation; and
- those who are not “of interest” are therefore those not being pursued. (In some cases, they may become “of interest” later in their sentence).

In this MOD, where we refer to FNOs or the FNO cohort we are referring only to those that are “of interest” to Immigration Enforcement.

How do they flow through the system?

Depending on whether a foreign national is “of interest will determine their flow through the prison estate.

Those that are not “of interest” will move through the prison estate in line with other characteristics of their sentence, such as sentence length, time remaining to serve or offence type.
Those that are of interest will be held in FNO Specialist Prisons. These prisons are intended to support and facilitate the removal of those prisoners who have no right to remain in the UK. The Home Office is therefore our principal partner in this endeavour. Immigration Enforcement will embed, within specialist FNO prisons, a team of immigration officers. They should be provided with accommodation and IT necessary to support their role, along with regular access to prisoners. Home Office Staff embedded in a prison will liaise with prisoners, prison staff, and immigration decision makers, on all matters relating to a prisoner's immigration status. There are currently two FNO Specialist Prisons. This number will increase as the estate is reconfigured.

More details about the how we define this cohort and the prisons managing them can be found in section 2.

Who does this MOD apply to?

This MOD has been designed primarily for use by FNO Specialist Prisons. The reasons for this are:

- To distinguish FNO Specialist Prisons as a separate prison type, in order for their specialism to be formally recognised. This is in line with the view of both operational and policy colleagues and will allow the right services to be commissioned in respect of this specialism.
- To aid those prisons taking on a new or expanded function as an FNO Specialist Prison, in line with the planned reconfiguration of the adult male prison estate.
- To best meet the needs of FNOs being held in FNO Specialist prisons, taking into account the disproportionate outcomes reported in the Lammy Review and the Government’s response to this, with an aim of embedding better ways of working throughout these Prisons.

Although the information contained in this MOD, particularly section 4 (regime, activity and removal), is aimed at FNO Specialist Prisons, it should be used by other prisons holding the cohort (those of interest to Immigration). Annex A highlights some key regime considerations for non-specialist prisons. This could be particularly useful either where there are high numbers of foreign nationals or very few and the prison lacks experience in meeting the needs of this group.

The MOD could also be used by prisons holding those foreign nationals that are not of interest to Immigration, alongside the core MOD for their type of prison (Reception, Trainer or Resettlement), to ensure they can meet all the needs of their population.
Composition of this MOD

The MOD is designed to act as a framework that can be used by Governors to develop their business plans and operating models so that they provide a service offer suitable for the cohort that delivers the desired outcomes. The following sections, in the order they appear, are:

**Section 2** is the **FNO cohort definition.** This section sets out the definition of the cohort, the remit of the FNO Specialist Prisons and the expected prisoner flows in the future estate.

**Section 3** summarises the **key evidence and statistics** for the cohort drawing out the key points to be considered by Governors. This evidence has been used to develop the MOD. A more detailed evidence pack will also be published alongside this MOD.

**Section 4** provides information on the **FNO Specialist Prison regime, activity and removal** section. This section details what good looks like for the regime and activity in an FNO Specialist Prison, including sections on: the embedded Immigration teams; Offender Management in Custody (OMiC); Home Detention Curfew (HDC); Open conditions and Release on Temporary Licence (ROTL); Family Contact and Visits; Faith based activity; Education; Work based learning; the Library; Physical Education; and Activity and Accredited Programmes.

**Section 5** is the **Preparing for release** section. FNO Specialist Prisons will have a unique focus on supporting FNOs to reintegrate back into communities and resettle overseas (**Subsection 5.1**). This section also provides information on how to safely release the small proportion that will remain in the UK, either prior to deportation or into the community on licence (**Subsection 5.2**). This information will be relevant to Reception Prisons, Training Prisons and FNO Specialist Prisons.

**Section 6** focuses on **Supporting the FNO cohort.** This section looks at the wider considerations that affect FNOs including sections on safety and violence reduction, receiving transfers, health and translation and interpretation services.
2: FNO cohort definition and remit of FNO Specialist Prisons

For the purposes of this MOD, the FNO cohort is defined as Foreign National Offenders of Interest to Immigration Enforcement – i.e. those that are being pursued for removal or deportation from the UK. Prisons holding foreign nationals that are not of interest may still use the MOD to better meet the needs of these prisoners.

FNO Specialist Prisons will hold Category C prisoners from the cohort (i.e. confirmed as “of interest), who have 30 months or less remaining to serve. FNO cohort prisoners that do not meet these criteria will be transferred to other prisons in line with the usual allocation routes. Their needs will however still need to be met throughout the prison estate, in accordance with the aims of the other prison types.

Future estate changes

In the current system a number of prisons act as hubs or spokes for managing the FNO population liable to deportation, in which Immigration Enforcement staff are embedded or regularly attend. This includes two FNO Specialist Prisons, Huntercombe and Maidstone, whose sole population should be FNOs of interest.

In future, Immigration Enforcement will amend their ‘hub and spoke’ resourcing model so that they can better target their resources to facilitate removal of FNOs from an expanded FNO Specialist Estate. This will be supported by improved processes and concentration of Immigration Enforcement staff in Reception prisons. In Reception prisons, FNOs will be screened soon after their arrival into custody so that Immigration Enforcement can identify earlier those who are “of interest” and screen out those in whom they have no continuing interest.

Concentrating a higher proportion of the cohort in FNO Specialist Prisons means we will be able to deliver a more focused service, with staff who have specialist knowledge of the removals process and, importantly, of what these men can expect following removal, to help address their specific needs. It will offer the opportunity for staff to develop expertise in particular countries about the employment and services available there. Men in these prisons will be encouraged and assisted to reform and prepare for their removal and their subsequent resettlement overseas.

Changes in capacity

The creation of further FNO Specialist Prisons and focus on establishing immigration status at Reception Prisons should not mean major changes to the way things are intended to currently work. The only change will be the overall increase in capacity of FNO Specialist Prisons. This should mean more prisoners will now be placed in the right conditions to aid their removal and enable prisons to better target resources on things such as overseas resettlement information or translation services.
Prisoner Flows

Short sentenced cohort - Some prisoners will be received into FNO Specialist Prisons directly from Reception Prisons due to their length of sentence and category. It is worth acknowledging that this cohort may not have had time to engage with education, work based learning or offending behaviour programmes or interventions previously. Therefore, shorter more targeted education and work opportunities may be required.

Post trainer cohort - Other prisoners will have come to FNO Specialist Prisons from the Training estate. FNOs could move firstly into the Training estate either because they have not been identified as being ‘of interest’ to the Home Office initially (potentially including because they have over 30 months remaining to serve) or they are assessed as having a security category of “B” or higher. Whilst in other prisons, such as Training Prisons, these FNOs will need to be afforded the same opportunities as any other prisoner, regardless of nationality, in regard to education, training, interventions and all other aspects of the regime offer.

Please see below slide as a visual of the movement of FNOs

Other foreign nationals, i.e. those not being pursued for removal, or not yet ready to move into a specialist prison - will flow through the estate according to time left to serve, security category or offence (if convicted of a sexual offence). Consequently, FNOs should have improved access to appropriate services at the right time in their sentence compared to now.
The below diagram represents the FNO Specialist Prison on a Page, in line with the Cohort Strategy.

<table>
<thead>
<tr>
<th>Foreign National Offenders (FNO) Specialist Prisons</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mission</strong></td>
</tr>
<tr>
<td>Our mission is to deliver a prison service which provides an appropriately secure environment, that is safe and decent, protects the public and reduces reoffending by providing effective and appropriate rehabilitative and resettlement opportunities.</td>
</tr>
<tr>
<td><strong>Aims</strong></td>
</tr>
<tr>
<td>To provide a secure environment</td>
</tr>
<tr>
<td>To provide overseas community links</td>
</tr>
<tr>
<td>Settle prisoners into the prison environment</td>
</tr>
<tr>
<td>To mitigate the negative impact of imprisonment</td>
</tr>
<tr>
<td>To protect the public from harm</td>
</tr>
<tr>
<td>To keep these men safe and focus on decency &amp; rehabilitation</td>
</tr>
<tr>
<td><strong>Cohorts</strong></td>
</tr>
<tr>
<td>Foreign National Offenders [of interest to Immigration authorities]</td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
</tr>
<tr>
<td>To effectively enable access to specialist Immigration services and legal processes</td>
</tr>
<tr>
<td>To provide appropriate and proportionate static and dynamic security and Public Protection</td>
</tr>
<tr>
<td>To meet the personal, health, social and welfare needs of prisoners</td>
</tr>
<tr>
<td>To provide support to prisoners to adjust to the prison and its environment</td>
</tr>
<tr>
<td>To normalise the environment, processes and regime and promote self efficacy</td>
</tr>
<tr>
<td>To embed rehabilitative principles in the culture, regime and approach</td>
</tr>
<tr>
<td>To mirror, access, link and facilitate all aspects of community including families, services and providers</td>
</tr>
<tr>
<td><strong>Services</strong></td>
</tr>
<tr>
<td>Access to mental health services, including treatment for trauma, and physical health screening programmes supported by translation services</td>
</tr>
<tr>
<td>Access to legal and immigration services</td>
</tr>
<tr>
<td>Access to substance misuse services focused on maintenance, reduction and relapse prevention</td>
</tr>
<tr>
<td>Access to services to meet cultural and faith needs of the cohort</td>
</tr>
<tr>
<td>Access to overseas information to aid resettlement and reintegration once removed</td>
</tr>
<tr>
<td><strong>Activities</strong></td>
</tr>
<tr>
<td>Access to activities appropriate to their length of stay</td>
</tr>
<tr>
<td>Access to activities to increase settlement and promote positive engagement with the regime</td>
</tr>
<tr>
<td>Access to activities that promote the development of a new pro social identity</td>
</tr>
<tr>
<td><strong>Interventions</strong></td>
</tr>
<tr>
<td>Interventions that are trauma informed and aimed at improving wellbeing and self management</td>
</tr>
<tr>
<td>one-to-one work with Prison Offender Managers (in line with the OMIC model)</td>
</tr>
<tr>
<td>Interventions aimed at gaining internationally recognised qualifications</td>
</tr>
<tr>
<td><strong>Design Features</strong></td>
</tr>
<tr>
<td>High levels of specialist services, effective signage and prisoner information services, quality dynamic security arrangements, high quality welfare processes, high level of activities</td>
</tr>
</tbody>
</table>

Preventing victims by changing lives
The rate of self-inflicted deaths among Foreign National Offenders (FNOs) is higher than for UK nationals. In particular, Lithuanian and Polish prisoners are overrepresented amongst recent self-inflicted deaths. There are high rates of suicide in both countries. 
(Safer Custody Learning Bulletin, July 2017 Issue 21)

60% of FNOs have been assessed as Cat. C. 
(DaSH Segmentation dataset, September 2016)

Foreign Nationals (excluding Irish nationals) make up 9% of the total prison population. 
(DaSH Segmentation dataset, September 2016)

37% of FNOs have less than a year remaining to serve. 
(DaSH Segmentation dataset, September 2016)

Proportionately FNOs are more likely to be held for drug related offences (20% of FNOs held for these compared to 14% of UK nationals). 
(DaSH Segmentation dataset, September 2016)

9 nationalities (Excluding Irish) are represented by 200+ prisoners, 3 of these are from the European Economic Area, and 5 from Jamaica, Pakistan, Somalia, India and Nigeria. 
(DaSH Segmentation dataset, September 2016)

A larger proportion of this cohort are from BAME backgrounds. In 2016, 74% of the total prison population identified as White. Of the FNO population, 46% were White, 24% were Black, 18% were Asian, 6% Chinese or Other and 4% Mixed. 
(Statistics on Race and the Criminal Justice System, 2016)

The Government recognises that the BAME prison population is disproportionately high, and there is evidence of disparity of outcomes for some BAME prisoners. 
(Government response to the Lammy review,)

55% of FNOs are serving longer sentences (4 years or more) including 12% serving Life or IPP. 
(DaSH Segmentation dataset, September 2016)
As part of the reconfiguration of the prison estate FNOs of interest to the Home Office will be concentrated in an expanded FNO Specialist Prisons estate. This section focuses on the types of regime, activities and services that could be provided in FNO Specialist Prisons, tailored to the needs of their population. This includes an embedded HOIE team.

Regime and resourcing

FNO Specialist Prisons have previously been benchmarked to have a resource profile equivalent to a Training prison, to enable a full-time regime to be offered, focusing on prisoners using time productively. The changes in the estate, and the introduction of OMiC, offer an opportunity to design and develop a different regime to meet the needs of this population. The resourcing profile for FNO Specialist Prisons will be revisited as part of the wider work being undertaken in support of the Reconfiguration of the estate.

It will be for commissioners and Governors/Group Director to define and agree the level of regime delivery against prisoner need, capacity, and capability of the site (local infrastructure and workforce) and their budget. However, by outlining the key concepts, principles and the main areas of activity which Governors will want to consider as they develop their regime and activities this MOD endeavour to facilitate meaningful conversations between commissioners and prison Governors in order to agree the most effective, comprehensive and aspirational regime.

Prisoners in the right place for their needs

FNO Specialist Prisons will focus on preparing prisoners for removal and resettlement overseas. **Education, activities and learning** should focus on giving FNOs the skills and qualifications they need for release and reintegration into their country of origin.

Training prisons have a particular function in providing accredited programmes and offending behaviour interventions. FNOs held in an FNO Specialist Prison should be transferred to Training prisons if they have been assessed as ready and suitable for an intervention. This is expected to be in a minority of cases. For those with enough time to serve, or not yet identified as eligible for deportation, they should first be transferred to a training prison, prior to moving to an FNO Specialist Prison (if they become eligible).
Renewed focus on overseas resettlement

While all prisons have a duty to consider aftercare, and assist prisoners to prepare for life on release, for FNO Specialist Prisons, the focus will be on considering support for release overseas. Prisoners who are likely to be released into the UK should be released from a Resettlement Prison. As part of their preparation, Governors could look to aid FNOs maintaining or improving family ties abroad and providing access to overseas information.

The provision of a safe, decent, rehabilitative culture remains at the heart of HMPPS’s objectives. It will be important to get the culture right from the beginning of the prisoner’s journey, and so an understanding and awareness among staff that not all FNOs are the same, and that each person should be treated as an individual will be essential. Sufficient translation services will need to be in place so that prisoners understand what is going on and can experience fairness within the system.

It is the role of all staff within the establishment to convey to prisoners the likelihood of their removal or deportation, and to help them come to terms with this to support their resettlement back in their country of origin. This includes all areas of the prison, including support services such as health care, safer custody, Samaritans and listeners.

Safety and vulnerability

FNOs who are, or are about to be, held on an IS91 (immigration detention), and those close to deportation may be particularly vulnerable to self-harm, suicide or violence. Staff have a responsibility to ensure that all prisoners understand what is being said to them and what is expected of them. Lack of effective communication can be a contributory factor and increase the risk of FNOs harming themselves or others. Language barriers may make it particularly difficult for staff to recognise that an FNO is experiencing personal trauma. In order to participate in ACCT or violence reduction case management, prisoners who do not speak English will need access to appropriate translation services. Without full understanding on both sides, a meaningful assessment of risk cannot take place, and this will affect care and support.

Offender Management in Custody (OMiC) will help keep prisoners safe, focused on rehabilitation and help them to prepare for eventual removal. Family ties are important, and the FNO cohort face specific challenges in this regard.
Composition of this section

The main areas of regime activity for an FNO Specialist Prison are set out in the diagram below, followed by sub-sections with detail of what these activities could look like. Other prisons will find parts of this section helpful where they have an FNO cohort.

(titles link to the relevant section)
Embedded Immigration Team (Home Office Immigration Enforcement)

The Home Office is committed to working openly and collaboratively with HMPPS onsite in FNO Specialist Prisons. Governors will want to consider how Home Office staff can best be incorporated into their prison, how best to share information and foster a collaborative working relationship.

Set out below are the processes and responsibilities associated with a FNO’s immigration status, as well as information on the early removal schemes currently being run by the Home Office.

Meeting and interviewing FNOs and explaining legal power and rights of appeal

FNO Specialist Prisons will have embedded Immigration Enforcement teams. These staff will interview all new arrivals. It will be the responsibility of the Immigration Enforcement team to explain to prisoners the immigration process, their rights, responsibilities and time scales. The embedded team will liaise between prisons and criminal casework and between prisoners and criminal casework.

Arranging embassy meetings and emergency travel documents (ETDs)

In order to aid timely and effective removal it may be appropriate to arrange emergency travel documents from a FNOs embassy/commissioner. In order to ascertain the FNO’s correct nationality and have this confirmed by the country of origin the embassy may need to interview the prisoner. Where this is the case, and deemed appropriate by the Home Office, prisons should facilitate the visits as soon as is practicable in order that removal should take place at the earliest opportunity.

Removal process

A basic version of the removal process is as follows (prisons labelled are indicative but may not always be correct):

![Model for Operational Delivery: Foreign nationals](image-url)
Early removal scheme (ERS)

The Early Removal Scheme (ERS) is a scheme operated by the Ministry of Justice which allows the Secretary of State to remove prisoners early (i.e. before they reach their normal release date) and is not voluntary. All determinate sentenced foreign national prisoners who are confirmed by Immigration Enforcement as being liable for removal, irrespective of sentence length, offence type or country of origin, must be considered under this scheme. Home Office are responsible for confirming their intention to remove an individual. However, the Governor is responsible for checking for any barriers and (if there are none) for authorising removal under ERS. Governors should work with the Home Office to ensure that decisions are made in a timely manner, so that prisoners are removed at the earliest possible point in the ERS window.

The ERS process works as follows (prisons labelled are indicative but may not always be correct):

Reasons for refusal could include:
- The prisoner is planning further crime or to evade Immigration Enforcement and return to the UK
- There is evidence of violence or threats of violence, in prison, on a number of occasions
- The prisoner has been dealing in class A drugs in custody
- The prisoner is serving a sentence for a terrorism-related offence
- Other matters of similar gravity relating to public safety.

Further information can be sought from PSI 2013-04 - The early removal scheme and release of foreign national prisoners.
**Tariff expired removal scheme (TERS)**

The Tariff Expired Removal Scheme (TERS) is a scheme operated by the Ministry of Justice which allows indeterminate sentence prisoners to be removed without reference to the Parole Board where the person concerned is subject to an order for deportation.

The scheme is centrally managed by MOJ/HMPPS and by the Home Office, who may require information from establishments. Governors should ensure that their OMU departments process requests for information in a timely manner, including proactively liaising with FNOs where information is not known, or dissemination of information is required.

**Prisoner Transfer**

Prisoners may be transferred to their own country to serve a sentence of imprisonment where there is an international arrangement in place between the United Kingdom and the country concerned. Transfer may take place on either a voluntary or compulsory basis depending on the terms of the relevant international arrangement. A voluntary transfer requires the consent of the person concerned. A compulsory transfer (i.e. transfer without the consent of the person concerned) may take place where the prisoner is subject to deportation.

Governors will want to consider putting in place a process for bringing the availability of prisoner transfer to the attention of prisoners. They will also need to establish processes for the provision of supporting documentation to HMPPS Foreign National Offenders and Litigation team and serving associated documentation on prisoners.

Governors should be aware that some prisoners may not want to transfer, in which case consideration should be given to monitoring the prisoner and the provision of information to reduce the risk of self-harm.

**Release arrangements**

For information on the role of the embedded Immigration Enforcement team when FNOs are being released, please go to subsection 5.2.
Future Immigration Enforcement changes

In line with the wider changes to the future prison estate, the HO will increasingly focus their staff in Reception prisons to enable earlier and swifter identification of those prisoner they will seek to remove, and to screen out those who are not of interest.

Immigration Enforcement will be committed to a 5-point plan for FNOs identified within the reception estate. The 5-point plan will allow Immigration Enforcement to identify interest at the conviction stage to ensure onward transfer to the training estate or to FNO Specialist Prisons. The plan will aim to establish identity, nationality, status and documentation, through the following:

- Induction
- Bio data/document
- Photograph
- Immigration status decision
- Removability

It is the ambition of the Home Office, that over the next two to three years, they will be in a position to provide earlier decisions around likelihood of removal. This would initially happen 18 months prior to the release date and would allow HMPPS to ensure that FNOs are placed within the correct establishment to address their differing needs throughout their sentence. Where this earlier decision making means that a prisoner is no longer going to be removed, it will enable him to be transferred to a Resettlement Prison towards the end of his sentence in order to receive appropriate resettlement services for release into the community in the UK.
Offender Management in Custody (OMiC) Model

Offender management is an integral part of supporting prisoners through their journey from initial sentence through to release. OMiC has been developed to assist this process and ensure that the prisoner’s plans for his or her sentence and the future remains a priority for both the prison and the prisoner.

The OMiC model introduces the key worker role and aims to ensure that prisoners:

- receive appropriate interventions and services;
- have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers;
- achieve a ‘seamless prison sentence’, rather than having to start again at each prison; and
- maximise efficiency of processes and resources, remove duplication and develop expertise.

There will be a core service which will be provided to prisoners who are serving shorter sentences and are low risk of serious harm. Specialised offender management will be provided to all other prisoners. The core service will include risk screening, and key work with offender management delivered on a transactional basis. The specialised service will have a higher intensity of offender management delivery and an assigned named prison offender manager (POM) working with them to assess their risk and needs and offer one to one supervision to address their offending behaviour. For FNOs held in the FNO Specialist Prisons, most (if not all) are likely to receive specialised offender management.

OMiC will introduce a model that underpins a prison’s rehabilitative culture. This will include a combination of specialised services, core services, leadership and skilled and supported staff. In an FNO Specialist Prison, the OMiC model will ensure prisoners are supported to settle within the establishment, engage in their rehabilitation and progress through their sentence.

All prisoners will be supported by their key worker, who will receive Five Minute Intervention (FMI) training and will be the main individual who will work with the prisoner to support them and motivate/coach them to make progress. The key worker will support prisoners assigned to them and help resolve immediate needs. It is recommended that additional training and awareness sessions be provided to meet the individual needs of this cohort.
The role of the key worker

In FNO Specialist Prisons, where prisoners have already been identified as “of interest to Immigration Enforcement”, the key worker will be important in helping these prisoners to feel safe, and to support them as they prepare for their removal.

The aim of the key worker role is to promote staff-prisoner relationships that are rehabilitative and constructive. This is in order to foster positive prisoner behaviour through staff example (pro-social modelling), dynamic security, fairness, decency and guidance.

The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals within the Criminal Justice System identified that BAME prisoners had higher levels of perceived victimisation and poorer relationships with staff as a result. With a higher proportion of FNOs being from BAME backgrounds, the role of the key worker will be key in developing positive relationships.

It is worth noting that the OMiC model does not provide specific funding or resource for the provision of an overseas resettlement service. However, Governors have freedom to use their staffing budget as they see fit, within a number of parameters. This includes what they could ask of key workers. Therefore, Governors of the current FNO Specialist Prisons have indicated they could utilise key workers to meet the needs of the cohort by:

• supporting individuals to come to terms with their impending removal
• encouraging building of overseas links to family or associates;
• encouraging activity to aid overseas resettlement such as education, work experience or qualifications; and
• managing anxieties of the cohort that could otherwise be exasperated by prison processes or a lack of updated information.

The role of the prison offender manager (POM)

POMs will assist the cohort by undertaking a number of actions, such as:

• liaising with Home Office Immigration Enforcement (HOIE) and keeping prisoners and key workers updated;
• exploring, with the prisoner, the option of utilising the Early Removal or Facilitated Return Schemes (ERS and FRS respectively);
• providing information on any likely community restrictions that may be in place if bailed pending removal, such as the inability to work or claim benefits;
• encouraging and empowering prisoners to access up-to-date overseas information in regard to housing, labour markets, support networks including those for tackling substance misuse or other health related services; and
• encouraging prisoners to identify their strengths and needs which are linked to their offending behaviour or lifestyle and support prisoners in addressing these.
**Home detention curfew (HDC), open conditions and release on temporary licence (ROTL)**

There is an often-reported misconception that the FNO cohort (confirmed as “of Interest to Immigration Enforcement”) are ineligible for HDC, open conditions and RoTL. This is not the case. However, there are additional checks or risk assessments that need to take place (based on individual circumstances) in regard to each of these processes.

In regard to HDC, only FNOs who have been recommended for deportation by the court or those who are liable to deportation and a decision to deport has been served (i.e. not just those with a Deportation Order) are statutorily ineligible. For further information, please consult [PSI 01/2018 Home Detention Curfew](#).

This cohort of prisoners are eligible for transfer to open conditions unless all immigration appeal rights are exhausted. The Home Office should provide comment on an individual’s suitability for open conditions and Governors must ensure they are content that the prisoner will not be a risk of abscond due to his immigration status. Further general categorisation information can be sought from [PSI 52/2011 Immigration, Repatriation and Removal](#). Further information around categorisation for the FNO cohort can be sought from [PSI 37/2014 Eligibility for open conditions and ROTL for those subject to deportation proceedings](#).

Although the cohort are also eligible for ROTL, unless all appeal rights are exhausted (as with open conditions), this cohort must go through a strengthened risk assessment as laid out at Annex J of [PSI 13/2015 Licences and conditions of release](#).

**Family contact**

Families can be a stabilising influence and an important motivating factor in prisoner rehabilitation, and in providing support to an individual being deported - particularly in cases where they’re being removed to a country that they have not lived in before or for some time. Enabling prisoners to develop family links can also mean that they are more likely to comply with the removal process.

Maintaining relationships is a particularly challenging task for the FNO cohort as their families are often based overseas and therefore may not be able to visit. Conversely, it also needs to be acknowledged that some prisoners may be separated from family when removal occurs, which can present particular risks. Family visits and liaison can be more difficult for those travelling long distances and flexibility on how these are arranged will improve contact time with FNOs.

Evidence suggests that a lack of familial contact can lead to violent or self-harming behaviours which will have a detrimental impact on prisons and prisoners. Prisoners’ families should be made aware of existing schemes that are available which can facilitate and supplement family visits, including Prison Voicemail and the Assisted Prison Visits scheme ([PSI 16/2011 Providing visits and services to visitors](#)).
Convicted prisoners are entitled to a minimum of two one-hour social visit per 4-week period; however empowered Governors can allow additional time with family members who travel long distances at their discretion. Enabling longer sessions can have a positive effect on these relationships, even if the visits are less frequent.

The cost to the prisoners of international calls will be high, so prisons (in line with their duty to help prisoners maintain family ties) should attempt to maximise opportunities to enable FNOs to meet those costs, this could be through encouraging FNOs to undertake paid activities. Further to this, it is also worth noting that PSI 49/2011 Prisoner communication services sets out that foreign national prisoners, and those with close family abroad, are permitted to hold more than the £50 limit in call credit which applies to other prisoners.

The introduction of digitally enabled services such as in-cell telephones, and potentially video call services, will act as a particularly important method of maintaining and solidifying family ties and equip prisoners with the skills to maintain healthy relationships in spite of distance from the country to which they are being removed or returned. Where implemented, in-cell telephony has reduced the price of calls due to a difference in call rates. PSI 49/2011 Prisoner communication services states foreign national prisoners, or those with close family abroad, must be permitted a free five-minute telephone call once a month where the prisoner has had no social visit during the preceding month. Further to this, Governors could consider providing international calling credit to those with limited access to funds.

Video calling facilities would (if introduced) also aid maintaining family ties. However, providing writing materials for prisoners to send correspondence home will also be important, particularly where the infrastructure in the community where the family member lives makes telephone, email or video communication difficult.

Where telephones are not yet available in individual cells, the times of day that access is provided to telephones should take into consideration the different time zones of family members of different nationalities. Prisoners will be more able to maintain family ties if this can be accommodated, including using flexibility around the core day. There should also be adequate legal visits provision for those with outstanding appeals relating to their immigration or criminal cases.

**Faith-based activity**

Chapels and Multi-Faith rooms are often large, comforting areas where prisoners can feel safe. Many prisoners engage with the chaplaincy department either in a 1:1 setting or through attendance at classes or religious services. Faith based activity is often a source of support for prisoners and can be utilised in many positive ways to increase a prisoner’s engagement with the regime and resettlement activity. Prisoners of all backgrounds, regardless of their religious beliefs, including for those who identify as having no faith or religion, are encouraged to participate in these activities by agreement with the appropriate Chaplain.
FNO Specialist Prisons will need to understand the breakdown of religions in their establishments and ensure they are delivering the right kind of chaplaincy support and divine services and faith-based activities for prisoners. This may include considering what can be done to support prisoners with specific cultural or religious needs, and those whose religion is in the minority associated with a particular country or region which may otherwise not be met.

The role of the Chaplaincy department extends beyond the mandatory offer of faith and pastoral care that is available to prisoners and includes interventions that improves emotional well-being, provides the possibility of personal change and preparation for release.

FNOs may prioritise securing the forgiveness of religious elders as they may find this meaningful to them. Bereavement counselling and workshops are also offered; many prisoners have suffered loss and unresolved grief which can impact on an individual’s behaviour and may make reintegration into the community more difficult. Courses can be delivered as short-duration interventions to enable prisoners to cope with loss and manage grief in custody in order to prepare prisoners for release.

Faith specific courses such as the Alpha course and Tarbiyah programme are examples of introducing faith through a series of talks and discussions as well as self-development for those who already practice. The Chaplaincy Team may consider employing prisoners as multi-faith peer supporters who act as a link between prisoners and the chaplaincy department and are responsible for providing information of religious courses and services and conducting services where appropriate.

Working alongside the chaplaincy team and safer custody is the Listeners scheme which prison employment opportunity for prisoners who complete the training and meet the appropriate risk level. The training course teaches many skills that can be used outside of prisons and also creates a peer support system where prisoners who feel uncomfortable speaking with staff have a safe space to discuss how they feel or ask for guidance. When used to its full potential the listener’s scheme is extremely beneficial for prisoners and prison staff. This is a voluntary role where a listener can also complete full time paid work or education.

For prisoners with religious beliefs, their religion and its practice provide a positive framework to navigate not only the prison system, but their journey towards desistance and law-abiding lives. Support from the faith community or Chaplaincy team can also help the prisoner to prepare for their removal, and potentially include establishing links with the faith community in the country of origin.

Effective partnership with the Offender Management Unit is encouraged as faith-based activities and programmes could be considered for inclusion as Sentence Plan objectives. It is worth noting that prisoners should be afforded the right diet in alignment with their religious and cultural beliefs.
Education and work-based learning

Governors are being empowered to deliver a curriculum that is informed by the individual needs of prisoners, addresses basic skills deficits and encourages personal responsibility for learning. Successful education contract arrangements will therefore enable Governors to develop a personalised approach to education delivery in their prison. Steps should be taken to try and prevent unnecessary repetition of course completion with a greater focus on individual outcomes rather than outcomes that fail to reflect the needs of the cohort.

In order to give prisoners a learning experience where they can take responsibility for their own progression and development, a breadth of courses and accreditations that caters for all levels is essential. All prisoners are to be provided with the opportunity to engage with Education and should be encouraged to access the right level of provision to achieve improved educational attainment.

The education provision should supplement the preparatory work for release which occurs in FNO Specialist Prisons by including vocational and employability skills on the curriculum, and opportunities for higher education for those serving longer sentences. Governors will want to consider the average length of stay when determining the most appropriate education offer.

It is recommended that internationally recognised awarding bodies are used where possible so that qualifications are transferable and can be used in the countries to which they are removed.

Vocational training gives learners the skills for employment in a specific trade. The currently include bricklaying, gardening and cleaning. Wherever prisoners are returning to it is likely that they will be able to find employment in these areas.

This is helped by:

a) Better use of foreign countries’ labour market information
b) Expansion of vocational training and work-based learning

Functional skills are qualifications in Maths, IT and – importantly at FNO Specialist Prisons – English for Speakers of Other Languages (ESOL). Depending on the countries to which the prisoners are returning after release, these may be essential to helping them find employment after release. However, learning the English language may not be of the utmost importance if this is not commonly used in their country of origin. Governors should consider provision of translated education materials, e.g. into the most commonly spoken languages in that establishment, so that FNOs can improve their education without the requirement for them to first learn English.

Digital technology is also being developed to support prisoner’s education through distance learning as well as having additional benefits. This will include in-cell telephony, prisoner self-service and access to education materials and motivational...
videos. In-cell technology would particularly help this cohort by providing them easier access to translated education materials.

It may also be appropriate to provide additional screening for learning disabilities as these are often missed in prisoners who do not speak English, as recognised in the Government response to the Lammy review. Without this screening these prisoners may not receive the special educational support they require in order to learn. Qualifications in English, Maths, Business, ICT, First Aid and Health and Safety have proven popular at Maidstone; in order to start up their own businesses once returned to their country of origin.

**Work-based learning**

Workshops provide purposeful activity that can equip the population with the core employability skills required to gain employment on release.

Opportunities for training and developing transferable skills can be embedded into prison industry, therefore Governors should consider whether their existing provision will provide enough workshop spaces. They are encouraged to engage with Public Sector Prison Industries Strategy (PSPI) with a view to building upon existing contracts within specialised areas, i.e. Engineering and Woodwork and identify any capacity to supply the internal market, where this will meet the cohort needs. Governors will also want to consider the average length of stay of the cohorts they hold when determining the most appropriate industries offer.

There are several outside employers that will deliver work experience in prison which could mirror apprenticeships after release (depending on where the prisoner will be removed to) and teach prisoners specialist trades as well as the skills to equip them for obtaining and maintaining employment. Reflective of the working environment, prisoners are given the opportunity to develop skills such as communication, punctuality, reliability and time management that will not only assist within an employment capacity but with other aspects of their resettlement into the community. Workshops that mirror a live working environment such as work rotas, opportunities for overtime, bonus payments for meeting targets and specific lunch breaks can be effective preparation for returning to employment. Governor freedoms enable them to work with instructors to introduce and develop embedded learning within prison industry workshops to assist with functional skills such as English, Maths and IT.

The industries and working opportunities on site need appropriate signposting during the induction process. Provision for workshop space should be given high priority when considering future adaptations.

The Governor, with the help of commissioners and policy colleagues, could consider regular reviews of the training and vocational skills offers, in line with labour market information from the most common deportation or removal destinations. This work could be shared across those prisons holding higher proportions of FNOs, in the
Training estate, and the FNO Specialist estate, to avoid duplication of effort. Where internationally recognised qualifications can be gained from this training, this would be of added benefit to the individual when looking for employment on return.

Governors should consider how best to work with translation providers in order to provide prisoners with literature in foreign languages to assist in the delivery of production i.e. training and induction packages for individual courses. Further information on how to achieve this is provided in section 5. (Supporting FNOs in FNO Specialist Prisons) of this MOD.

**Prison Work**

Having the opportunity to engage with meaningful prison work can be another way for prisoners to gain valuable skills that can be transferred to the workplace once released. Many of these roles are crucial to maintaining the stability of the prison such as the kitchen, which requires a consistent workforce in order to prepare meals in time for serving, as well as listeners who support Safer Custody and the Chaplaincy in supporting vulnerable individuals. Certain other key roles including wing barbers and bio-hazard cleaners also require specific qualifications in order to perform the role. How prisoners are risk assessed and allocated to work in these positions will be for the local establishment to decide.

Orderly and Information Advice and Guidance (IAG) positions are essential roles within prisons and many establishments rely on these prisoners to deliver parts of the induction process, work with prison staff to provide a service (e.g. Library and PE orderlies) and provide information, advice and guidance across a broad range of subjects. Orderly roles are generally the most trusted positions and tend to be filled by prisoners who have been in custody for at least a few months and have had the opportunity to demonstrate compliance, willingness to engage and the ability to undertake the role with enthusiasm. It is therefore envisaged that these would be filled by prisoners with longer time left to serve.

Prisons will need to ensure that they have enough work spaces and variety of work placements with reasonable adjustments being made, if required, in order to meet the needs of those with protected characteristics. Those who have been assessed as unable to work by a medical professional within the establishment should be provided with other options to occupy their time such as in-cell learning or other activity. The diagram here provides some guidance around what types of work are available in prisons.
Library

Traditionally, library services have been contracted out to local county councils but under the empowerment framework Governors will have the ability to commission these services from other providers. The best libraries are often seen as “sanctuaries” to prisoners and are places of distraction, learning and support. These spaces can be used as a flexible resource to deliver a number of formal and informal learning opportunities and activities such as Book Club and Virtual Campus, supporting those whose educational requirements extend beyond the classroom.

Visiting the library offers an opportunity for prisoners to retreat to an environment that offers stimulation, self-development and respite. Therefore, regular access to the library from all residential areas is encouraged. Where individuals are unable to access the library, book trolleys or on wing book rooms should be available where possible and opportunities for prisoners to request reading materials should be considered.

The availability of audio books is important for those with visual impairments and those who have learning difficulties, although it is important to note this should be used in addition to literacy support and not as a replacement.

Libraries can also be used to host activities and to promote nationwide events such as Mental Health Awareness week or Black History month. Other initiatives to consider are the “Six- Book Challenge” and visits from local authors, which can inspire prisoners to develop their literacy skills.

Consideration of library stock is important to ensure that books are kept up to date and diverse enough to meet the needs, especially the most commonly spoken languages (which should be logged on Prison-NOMIS) and interests of the specific FNO population. Foreign language literature can be costlier. However, the higher numbers of FNOs in the Specialist Prisons will reduce demand elsewhere in the estate and provide an opportunity for a comparably better offer in regard to foreign literature, which can be a real benefit to FNOs in these prisons.

Stocking materials that support the education curriculum not only enables and encourages independent study but is supportive of those who are undertaking learning through outreach. Materials for those with learning difficulties and disabilities should be considered to encourage and inspire individuals to take responsibility for their own development and improve their literacy.

Refreshing the stock of newspapers daily gives prisoners insight into current affairs taking place on the outside which can contribute to preparing for release and resettlement into the community. If possible and operationally viable for the population, FNO Specialist Prisons are encouraged to seek foreign newspapers so that prisoners can stay updated on current affairs in the country that they will be removed to, in an effort to help an FNO feel more connected to their country of origin (this will need to be done in partnership and agreement with local security teams). In-cell technology may make this easier for individual prisoners to obtain for themselves in future. Aside from library stock, prison libraries can be used to disseminate information of services available to prisoners.
The recruitment of prisoner trained Library Orderlies can not only support learning but provide motivation. Library orderlies can assist prisoners with choosing books based on interest and education level supporting the development of others. Library Orderlies also have the opportunity to obtain qualifications themselves to develop their own learning further.

**Physical Education and Activity**

Physical education and activity are an integral part of a prison regime and are usually a highly valued opportunity for prisoners. The gym can enable individuals to:

- Increase self-esteem by achieving personal performance and achievement awards
- Reduce institutional stress and support healthy living
- Enhance physical and emotional well-being
- Develop skills that will enable successful resettlement including maths and literacy

Physical activity can support healthy lifestyle initiatives and reduce institutional stress. It is also an effective way of introducing individuals to new activities and promote healthy living through participation. Recreational gym is also a cost-effective way of enabling this and can enhance both the physical and emotional well-being of prisoners by the opportunity to alleviate stress, tension and anxiety in a positive, controlled environment. It also provides the opportunity for participation, encouraging personal development and social inclusion. Governors might consider the scheduling of recreational gym during the evening and at weekends where, as is typical after release, individuals attend work and/or education during the core day and the gym during their free time. This could include tailoring the physical education and activity around faith related commitments.

Team sports promote collaborative working and reinforce the interpersonal skills development of prisoners. Providing opportunities for ‘free time gym’ where prisoners are encouraged to take part in team sports such as football can encourage good inter-wing relationships as well as among their peers and staff. This, and similar physical activities can be of particular benefit and provide an outlet for prisoners who struggle to contribute positively to the regime. Links with local community sports clubs can enable prisons to deliver bespoke and innovative programs that encourages personal, social development in order to aid resettlement.

When selecting sports to focus on in FNO Specialist Prisons, Governors should consider which sports are popular and accessible for the main nationalities represented in the prison. For example, we should not assume that because football and rugby are popular for prisoners from England and Wales, the same necessarily applies to FNOs.

Engaging in team sports while in custody can be the impetus for individuals to join a local sports club on release, continuing to maintain a social, active healthy lifestyle as well as forming important social relationships.
P.E staff are able to offer gym inductions to assess a prisoner’s fitness level and should create a tailor-made plan accordingly. In addition to weights and cardiovascular equipment within the gym area, static equipment could be provided on exercise yards to encourage prisoners to maintain an active lifestyle outside of their allotted gym time. Remedial sessions for prisoners with disabilities or those recovering from injury, as well as lower-intensity activities such as yoga or meditation would allow them to expend energy in a positive pro-social way. Collaboration with health colleagues can be effective in supportive recovery from addictions as well as encouraging healthy living outside of custody via sessions such as smoking cessation, diet and nutrition.

**Accredited programmes (Delivery in Training Prisons)**

FNO Specialist Prisons will not be expected to provide Offending Behaviour Programmes (OBPs) or accredited interventions. Therefore, on the rare occasions where a prisoner in an FNO Specialist Prison is identified as needing to undertake an OBP (taking individual welfare and criminogenic needs into consideration), they should be considered for transfer to a relevant Training prison, in the same way that British national prisoners would move between establishments in order to undergo treatment or training. It is not anticipated that FNOs will transfer between establishments any more frequently than non-FNO cohort prisoners.

Once the relevant course has been completed the prisoner should be transferred back to the FNO Specialist Prison. Best practice would be for FNO Specialist Prisons to keep a log of those transferred out, request regular updates and, when appropriate, request their return.

A transfer out of the FNO Specialist Prison should ONLY be done where there is agreement that a person has an allocated space on the relevant programme AND they have sufficient time to complete it on transfer WITHOUT significantly impeding the immigration processes.

Those that do not initially fit the criteria for the Specialist Prisons will go to a Training prison. Training prisons should prioritise FNOs in terms of completion of programmes or courses targeting their offending behaviour/reducing risk to ensure that they can/have completed these ahead of the 30-month transfer point. A training prison could delay the transfer slightly in order to complete a programme.

It is worth noting that western concepts of group work or group discussions are not necessarily something which fits easily with some cultures, so Governors and practitioners should maintain a degree of flexibility in the way that programmes are delivered.
5: Preparing the FNO cohort for release

Overview

The rationale behind having a separate FNO Specialist estate is to support removal of FNOs identified as ‘of interest’ in a timely and effective manner and support those individuals to be prepared for life on release overseas. By concentrating FNOs of interest in specific prisons it enables Immigration Enforcement to target resources more effectively and this should result in the majority of FNOs of interest being removed to their country of origin.

It is the ambition of the Home Office, that over the next two to three years, they will be in a position to provide earlier decisions around likelihood of removal with additional reviews into the likelihood of removal taking place up to 18 months prior to release where possible. Where decisions are made at the stage of initial categorisation and allocation (i.e. in the Reception Prison), this will enable FNOs to be transferred to the appropriate prison.

Where a decision not to remove takes place later, and the prisoner is already being held in the FNO Specialist Estate, this will enable the prison to transfer the individual to a Resettlement Prison towards the end of his sentence. This should decrease the instances of release from the FNO Specialist Estate and enable more FNOs to receive access to suitable UK resettlement services, in prisons which specialise in providing these.
5.1: Preparing the FNO cohort for release overseas

Prisons have a duty to support prisoners in preparing for their life following release - with a particular focus on release overseas in FNO Specialist Prisons - which means working together with probation providers and other services that support the transition. To improve the likelihood of reintegration once back in their country of origin, an emphasis on work and education while in custody should be combined and supported with complementary activities aimed at developing the personal capacity and motivation of the individuals. This may be harder for FNO Specialist Prisons given the number of different countries and local communities to which prisoners will be removed, making it more difficult to find out specific information such as housing or support groups available on release after removal. However, identifying the most common countries to which FNOs are removed would enable development of specialist knowledge of these locations and support available.

It is the aim that FNO Specialist Prisons will offer as many services as possible to promote personal and social development alongside the OMIC and key workers support that will be available. Prisoners who are able to constructively manage their free time, their social obligations and maintain or improve links with their community on release after removal are more likely to be successful in the key areas of their life including work and family.

The unique aspect of resettlement in FNO Specialist prisons is that there is a focus on tailoring activities and support such as education and skills to resettlement overseas, to help prisoners integrate back into the local community in the country to which they are being returned. FNO Specialist Prisons will not be in a position to provide in-depth information or links to each country, but there is an ambition to highlight the reintegration services available to them, either through the Home Office, the Department for International Development or the Conflict, Stability and Security Fund. It is important that the Home Office keeps these prisons updated of these resettlement and reintegration schemes so that prisoners can be advised appropriately.

Effective resettlement looks different for each individual, particularly in FNO Specialist Prisons where prisoners will be returning to numerous different countries and labour markets with differing levels of social support available to them.

HMP Maidstone has developed best practice in overseas resettlement, as highlighted in the case study below.
**Case Study - HMP Maidstone**

HMP Maidstone run a programme called “Steps to the gate” which aims to provide resettlement information and assistance to the foreign nationals it holds. It has designed this programme in an attempt to overcome the issues of:

- Often incomplete BCS assessments, often due to language barriers not being overcome in the tight timescales these are required to be completed in.

- A lack of OASys assessments, due to a national backlog across all prisoner groups and a perception that these prisoners are a low priority as they are expected to return to their countries of origin.

- A lack of Through the Gate provision, as these prisoners are due to be returned overseas and not into local communities and CRCs are not based in FNO Specialist Prisons.

The programme includes:

- An initial needs assessment which is educationally driven but with a focus on the reducing reoffending pathways and is run by Peer Supporters and overseen by the Education department.

- A “Passport” of relevant training courses or learning opportunities developed on their initial needs assessment and the skills they identify that would assist in their reintegration in the community once they return to their country of origin.

- A resettlement hub providing information from a variety of countries. Information packs are further informed and regularly updated by learning and local knowledge provided by embassies, charitable organisations and, where verified, prisoners.

- Peer support mentors to drive individual’s progression and signpost to relevant services available and additional follow up towards the end of their stay at HMP Maidstone

- The use of Virtual Campus to create CVs and collate other information and have it available after release via the Cloud.

The resettlement department also arrange regular appointments with external bodies such as the Citizens’ Advice Bureau, to assist the prisoners with property, debt and other advice usually related to ensuring everything was in order for those they are leaving behind.
Developing Life Skills

Life skills is a term to capture a broad range of skills and knowledge that enables individuals to live independent, fulfilled and problem free lives after release. The relevance of life skills will be dependent on personal experiences, circumstances, culture, beliefs, age, geographic location and support networks. As the FNO Specialist Prisons hold a wide variety of nationalities with different experiences; and the differing infrastructures in the countries to which they will be returning “Life Skills” will be different to each individual. By supporting the development of life skills, relationships can be supported and transition back to the community can be eased.

Life skills can include:
- Effective problem-solving skills
- Managing emotions and dealing with conflict
- Effective budgeting
- Cooking and domestic skills
- Time management
- Tackling boredom
- Communication skills

Life skills can be delivered as part of organised service delivery, for example structured learning within the education system, as part of the workplace, from learning through relevant interventions, or as part of the wider engagement with staff, partners, families and visitors. However, development of these life skills isn’t specific to one provider and will be developed through aspects of the regime in all prison types. Staff across all areas can promote the integration of learning into life skills and support prisoners in translating the prison experience into relevance for them following release.

By helping prisoners learn new skills their understanding of the world around them should improve and equip them with the tools they need to live a more productive and fulfilling life, finding ways to cope with the challenges in a pro-social manner; leading to less re-offending.

Life skills are not always taught directly but often learned indirectly through experience and practice, watching others and copying them. Every interaction with a prisoner should be viewed as an opportunity to develop these life skills. The five-minute intervention is an example of a tool that can support staff in achieving this. The approach of staff is important in achieving this and skills around motivational interviewing, pro-social modelling and other approaches consistent with the creation of a rehabilitative culture are key.
Self-Determination

Qualitative evidence indicates that fostering an environment of self-determination where those in prison are encouraged and supported to self-manage aspects of their lives while in custody will help prepare prisoners for release after removal and life in the community after and lead to a reduction in the likelihood of reoffending.

A regime that allows a certain degree of self-determination is one in which prisoners have the ability to self-manage many aspects of their lives in custody including their time, their sentence plan and their rehabilitation, rather than being reliant on others to support them through to removal or release. Staff will need to ensure that the prisoner understands the value of, and co-operates with, the principles of self-management.

The extent to which this is achievable will depend on the infrastructure of an individual prison and the introduction of digital tools, but for example, prisoners could be able to book an appointment to see a doctor or key worker without having to be dependent on a staff member, although help should be provided to those that need it. This approach mirrors the expectations they will face after release and promotes the development of these skills in a supportive environment. FNOs may be able to access overseas information via the use of these digital tools also.

Self-determination and a rehabilitative culture should, in theory, also improve compliance with the removal process. The Home Office have a key part to play in engaging prisoners so that they can take ownership of this process, giving them the opportunity to be released from their custodial sentence up to approximately 9 months early by use of the Early Removal Scheme (ERS). An awareness of trauma and how this may have affected this cohort should also encourage compliance.

Although the ambition is that the men should become more responsible for planning and undertaking activities there will be some that require more support and direction than others, including the use of translation or interpretation facilities. The key workers will be able to signpost prisoners to relevant support services.

The use of digital technology is a key enabler for this proposition and the regime proposed is dependent on technology that enables the scheduling of activities to eliminate, as much as possible, any delay or competing priorities in access to services, or the cancellation of key activity that supports them.

Another enabler for prisoners to self-manage which is achievable prior to the provision of digital technology, albeit to a lesser degree, would be Prisoner Information Desks. These desks would be manned by prisoners specifically trained to assist others, referred to as PID workers. They should be familiar with all agencies and services available within the prison and should have a basic knowledge of the prison and its processes in order for them to be able to provide solid advice.
The PID worker is the first informative point of contact for prisoners on the wing. The service enables fellow prisoners to obtain information more easily than previous channels which in turn gives wing officers more time to deal with other issues. This has the added benefit that prisoners feel they are being listened to as results are seen more quickly, which improves relations with staff and perceptions of procedural justice. In FNO Specialist Prisons, PID workers could signpost individuals to overseas information available.

**Overseas information**

TRACKS is an online resource for both prisoners and staff; it provides information on the deportation process and provides re-settlement advice for over 20 countries. The country specific information is provided in both English and the relevant language. We recognise that prisoners do not routinely have access to the internet and we have issued TRACKS to all establishments in the form of a CD which can be downloaded on to standalone PCs. The link to Tracks website is [www.tracks.uk.net](http://www.tracks.uk.net).

HMPPS are a member of EuroPris – a pan-European network of 30 prison agencies. EuroPris convene expert groups on a number of subjects, including one on the Transfer of Foreign National Prisoners. As part of the work of this group, EuroPris have developed a ‘resource’ section on their website which includes a range of documents that might be of interest, which can be accessed here. These include:

- The [Transfer of Sentenced Prisoners Resource Book](http://www.tracks.uk.net) brings together practical recommendations, best practice and resources developed to assist with the transfer of sentenced prisoners under the EU Framework Decision, however some of the learning and best practice examples would be applicable to other mechanisms of transfer to non-EU countries; and
- The directory of [Information on Prison Conditions](http://www.tracks.uk.net) is a developing resource which contains basic summary information on serving a prison sentence in European countries. As this work has been developed through the FD909 expert group, the information contained so far is on EU countries, but EuroPris are keen to develop this to cover all EuroPris member countries. Information sheets are developed by the prison service in English and the national language of each country.
5.2 Supporting safe release of FNOs into the community in the UK

Overview

Release of those confirmed as “of interest” into the community should only occur in a relatively small number of cases, usually where the Home Office have not been able to:

- make a decision that the prisoner is “not of interest” until the prisoner is in the last two weeks of his sentence, or
- the Home Office have determined that they will not be able to remove a prisoner in a timely manner and thus decide to temporarily bail the FNO Specialist Prisoner into the community

This is likely to increase with the uptake in use of Immigration Bail.

Where FNOs are released into the community, there is a unique challenge to manage the risks they pose in the community due to the restrictions that are usually in place in regard to the lack of entitlement to work or claim benefits, including those associated with housing.

As these prisoners are being released into the community in the UK, Governors must ensure that FNOs’ risks are managed, and that release is safe. This is particularly important where prisoners are managed under Multi Agency Public Protection Arrangements (MAPPA). Where there is sufficient time to do so a prisoner who is no longer of interest to the Home Office should be transferred to a Resettlement Prison prior to release into the community. The following instructions apply to those held in FNO Specialist Prisons, the very short stay cohort in Reception Prisons and the release of category B FNOs from Training Prisons.
Late Decision that a prisoner is no longer “of interest”

Prisons should liaise with Probation providers to ensure that they are aware of the prisoner’s release date and to give them the opportunity to recommend additional conditions required to manage the prisoner’s risk. The Probation services should provide any additional conditions required if release were to occur.

The prison must also notify the relevant Offender Manager in the community of any additional support the prisoner will need on release, including any resettlement services that were not provided by the CRC due to time constraints so that these can either be provided directly or additional support pursued as appropriate.

Prisons should ensure that the prisoner is informed of where he should report to on release from the establishment and the conditions of their licence. The Prison should also provide fares so that the prisoner can attend his Probation appointment and then travel home.

Where eligible, these prisoners should also be provided with a discharge grant to tide them over the first week of their release.

Immigration Bail

FNOs receiving immigration bail prior to deportation should initially have had their licences raised by prisons at their conditional release date when their status changes from a serving prisoner to an immigration detainee.

Currently, accommodation can be provided by Immigration Enforcement on request and this would be put in place prior to these men being bailed. In future Immigration Enforcement will only provide accommodation to those that fit a criteria yet to be determined by the Secretary of State (These powers were legislated in Schedule 10, Immigration Act 2016). The Home Office will ensure this is reflected on the bail paperwork and complies with any conditions added to the licence by liaising with the Prison and Community Offender Manager.

Where the prisoner is deemed a risk of harm, or absconding from bail, Immigration Enforcement will consider the possibility of electronic monitoring to provide themselves further assurance that the prisoner is complying with the conditions of their release. Release on GPS (Global Positioning System) tag will also be possible for those that have no fixed abode but, as yet, this has not started to occur.

If possible, best practice would be for prisons to liaise with the National Probation Service again at the point of release on immigration bail to ensure they are content with the previously provided conditions and ascertain new reporting instructions. In the majority of immigration Bail cases, the FNO will not be entitled to work or claim benefits in the UK.
Multi-Agency Public Protection Arrangements (MAPPA)

MAPPA prisoners are those that have been convicted of specific violent or sexual offences, or those deemed to pose a considerable risk to the Public on release.

The Prison Service, and therefore Prisons, are one of the three MAPPA Responsible authorities, along with the National Probation Service, Police.

As such the service has mandated a number of measures to ensure Public Protection via the compliance with the MAPPA process. Each establishment that holds these prisoners must ensure:

- It holds a monthly Public Protection Interdepartmental Risk Management Meeting.
- It completes and shares a MAPPA F report on request, with an SLA of 90% completion, where they are given 14 days to do so.
- It partners, on the Visor system, all prisoners received into its custody and updates the record in line with the HMPS minimum data set.
- It conducts regular audits, as agreed with the regional Visor CPC, to ensure that the Visor system is regularly updated correctly.

Immigration Enforcement and CRCs are a MAPPA “duty to cooperate” agency. This means that they statutorily must engage in the MAPPA process. As such they would contribute to the monthly Public Protection Interdepartmental Risk Management Meetings held at FNO Specialist Prisons, and where possible and appropriate in other prisons, where they should assist in the release planning of individuals, undertaken on the basis these FNOs are being released - a “just in case” approach. Further information on MAPPA can be sought from the Public Protection Manual here.

Disclosure to foreign jurisdictions

In regard to public protection notifications (usually sent to the Police, that National Probation Service or Social Services), please be aware that notification to the country of origin is within the remit of the Home Office and the National Crime Agency (NCA) and not Her Majesty's Prison and Probation Service (HMPPS).
6: Supporting the FNO cohort

Overview

This section focuses on the support that should be provided for prisoners in FNO Specialist Prisons to ensure their wider welfare and needs are addressed.

Meeting the diverse needs of the FNO population is a legal obligation as race (which encompasses colour, nationality, and ethnic/national origins) and religion or belief are protected characteristics. The Equality Act 2010 requires the need to promote equality of opportunity including the need to make steps to meet differential needs of groups with protected characteristics.

The Prison Service also has a Duty of Care for all prisoners; this requires more than just delivering a regime and activities and is particularly important in an FNO Specialist Prison, recognising that some of the prisoners held here will have experienced trauma and will need additional care. It is vital that Governors understand the needs of different prisoners in FNO Specialist Prisons.

The FNO cohort may include some people who have claimed asylum and claimed to be the victim of torture or ill-treatment as part of that asylum claim. Even where the asylum claim has been rejected, failed asylum seekers may genuinely feel fearful and anxious about returning to places and situations that they don’t wish to return to.

This means that FNO Specialist Prisons have a particular need to be ‘trauma-informed’. Trauma is any event that overwhelms a person’s capacity for positive coping and can affect reoffending. Being trauma informed means understanding behaviours that often occur from a history of trauma and having the skills to respond. Trauma-informed services are those that provide for problems other than trauma but require knowledge about violence and the impact of trauma.

Cultural competence is important to meet the needs of the FNO cohort, this can be achieved through improved understanding and appreciate cultural differences and then adapting the design or delivery of services which takes into account people’s cultural beliefs, behaviours and needs.

Developing cultural competence is not a process of learning lists of ‘facts’ about ‘other’ cultures. It is about learning to understand and work with service users from a range of diverse cultural and social backgrounds. A key part of this is learning to be reflective about our how own culture influences our assumptions and the ways we work.
Composition of this section

The following section provide more information to aid understanding and help meet the needs of the cohort.

(titles link to the relevant section)
Safety and Violence Reduction

FNOs represent a vulnerable group for the reasons outlined in the evidence summary. The rate of self-inflicted deaths among FNOs is higher than for UK nationals. In particular, Lithuanian and Polish prisoners are overrepresented. There are also high suicide rates in both countries. The Prison and Probation Ombudsman has also recently reported on a number of self-inflicted deaths of FNOs and has found the failure to communicate effectively had been a factor. Staff should consider nationality when assessing risk of suicide and self-harm and should be particularly alert to risks associated with Lithuanian and Polish nationals. More information can be found in Safer Custody Learning Bulletin, Issue 21, which provides and gives some practical tips on how to manage prisoners at risk who are not able to communicate effectively in English.

FNOs are at higher risk of self-harm, suicide and violence when:

- It is their first time in custody,
- They have a previous history of suicide attempts,
- They have substance misuse issues,
- They have a history of trauma,
- They self-isolate with no interaction or association with others,
- They are anxious about the prospect of being deported,
- They have communication difficulties – not being able to understand English or to make themselves understood by staff, and
- They are finding it difficult to adjust to custody.

In order to participate fully in the Assessment and Care in Custody Team (ACCT) process prisoners who do not speak English will need access to appropriate translation services. Without a full understanding on both sides, a meaningful assessment of risk cannot take place.

Careful consideration is required to meet the needs and considerations of prisoners at specific times of their stay, including the stage of the removal process they are at and the type and amount of broader array of resettlement activity, appropriate support and health care services that are required.

The fact that prisoners are allocated to FNO Specialist Prisons specifically to allow Immigration Enforcement staff to expedite their removal is common knowledge to the FNO population across the estate and raises significant anxieties for many new receptions. These anxieties are further amplified for prisoners who do not speak English well enough to express their anxieties to staff, creating difficulties for staff in identifying and exploring particular risk factors for an individual within the usual reception, first night and induction procedures.
Therefore, in FNO Specialist Prisons, reception, first night and induction arrangements need to be as effective as possible in managing this risk of self-harm and suicide, and these arrangements will inevitably take longer for some prisoners resulting in multi-agency enhanced casework reviews. This multi-agency approach and planning is to be delivered through joint working. Particular challenges to consider may be around developing rapport and mutual respect in order to obtain the information required about the individual and also convey information to them in ways they can understand.

Further consideration should take into account the needs of those being told bad news such as deportation or appeal decisions as this is a cause for concern leading to high anxiety that can, at times, lead to an increased risk of violence towards their self or others.

This is also true as an FNO moves closer to the point of removal and again anxiety is raised, particularly around the uncertainty regarding where they are going, what will happen to their family and, for some, how will they cope in a new country. They may also be more concerned as to the effects on their family of their offending behaviour and the potential further embarrassment of, or shame associated with, being returned home by Immigration Enforcement. Therefore, the management of this is crucial. Pre-removal visits for family and information regarding the destination of removal should be provided in order to attempt to manage this potentially increased anxiety.

Prisons, and the staff within them, are expected to keep prisoners safe, care for not only their rehabilitative needs but also their emotional and physical well-being. Without delivering this duty of care prisoners will be less responsive to the staff and the regime, less willing to engage in rehabilitation and the removal process; they will likely also pose a greater risk of harm to themselves, and possibly to others, if their emotional well-being is ignored. Embedded Immigration Enforcement teams should also be trained in suicide and self-harm and must work closely with safer prisons teams so that the risk of self-harm and suicide leading up to deportation is carefully managed.

**Samaritans and Listeners**

The Listener scheme is a peer support service which aims to reduce suicide and self-harm in prisons. Samaritans volunteers select, train and support prisoners to become Listeners. Listeners provide confidential emotional support to their fellow prisoners who are struggling to cope.

Selected prisoners attend an intensive training course. This is based on the training that Samaritans’ volunteers undertake but is adapted to the prison setting. On completion of their training, Listeners receive a certificate and agree to follow Samaritans’ policies and values.
Samaritans phones are available 24 hours a day for anyone who doesn’t feel comfortable speaking with a listener, a prisoner should be allowed a private and confidential call which includes allowing them to be in isolation if they request this while making the call, however this is with the caveat that this must not impact the safety and security of staff or the prison.

Please see the chapter on translation and interpretation for further information on contracted language services further on in this section for options for listeners to overcome language barriers. Staff should facilitate interpretation services where required.

Chaplaincy

The role of prison chaplains goes far beyond just looking after the religious and spiritual needs of the prisoners. The role of a chaplain is multi-faceted and includes:

- Assisting prisoners in their personal development
- Helping prisoners to come to terms with their imprisonment and support them in improving their lives
- Providing emotional support to prisoners and family members through counselling and pastoral care
- Providing practical support to prisoners by assisting with parole inquiries and other paper work.

Chaplains also provide some support to ex-prisoners and family members of prisoners and ex-prisoners. They liaise with and make referrals to other support services inside and outside prison.

Peer supporters

Peer support refers to a wide range of activities where prisoners assist other prisoners. Examples of activities include: emotional support, mentoring, advising, facilitating self-help or learning, providing practical assistance and representation.

Peer support schemes must have clearly defined roles in place for peer supporters, involving training, supervision and support for those who are involved. Some peer support services that are specifically important in FNO Specialist Prisons include:

- Listeners
- Buddies/Support Mentors
- Learning mentors/advisors
- Equality representatives/translators
Violence reduction

The Violence Reduction Project undertaken by the Safer Prisons Team have been considering the evidence base of violent behaviour in prisons and working towards finding solutions. There have been research studies to identify risk factors such as; young men with gang affiliations and previous or current violent offences are more likely to display anti-social or violent behaviour whilst in custody. By identifying this group, interventions can be targeted to better support them using psychological therapies and pro-social modelling by staff. However, violent behaviour in custody is not only committed by one specific group of people and it is important to note that environmental factors within prisons can also be a catalyst for this behaviour. When prisoners are not able to be unlocked from their cell whether they are on Basic regime or due to regime restrictions this can have a negative impact on their behaviour.

The MODs are based on prisoners being out of their cells for a large proportion of the day whether this be in prison work, utilising educational facilities or having association and domestic activities. By encouraging a regime based on constructive activity whether this be to reduce offending behaviour, gain qualifications, enable their family contact or maintain personal hygiene needs, prisoners will become more responsive to the overall system.

The Violence Reduction Project highlighted several emerging topics that could assist prisons in tackling anti-social attitudes:

- The importance of transparent communication from managers and staff to prisoners, in a wider context of good (kind, tolerant, courteous) staff-prisoner relationships.
- Insufficient staffing was commonly raised as an obstacle to staff being able to listen to and help prisoners as much as they need, and data analysis confirmed the relevance of low staffing to violence. The introduction of OMiC will help address this with the use of key workers who will be a consistent presence to listen and support the individual throughout their time in prison.
- The extent to which prisoners feel that they are treated fairly (procedural justice). The Incentives and Earned Privileges (IEP) scheme is one of the areas that were highlighted as a concern in that staff would utilise the scheme when negative attitudes are present, but not used in the same way when prisoners are displaying consistently compliant and helpful behaviours. Using the I.E.P system in a way to support instead of punishing will require a change in culture within the prison system.
- Violence appears to be exacerbated by boredom, frustration, dirty and dilapidated physical conditions, and lack of meaningful activity. A strong focus on regime and time out of cell is enabled by OMiC and digital tools; and supported by the MOD and reconfiguration.
- Responses that promote rehabilitation, such as FMI or helping prisoners learn how to deal with debt, are often also likely to reduce violence and create safer prisons.
Receiving Transfers

FNO Specialist Prisons will need to understand the differences between prisoners they receive (be it from Reception or Training Prisons) and their differing needs and requirements.

Receiving a prisoner from a Reception Prison

- Reception prisons will refer FNO prisoners to HOIE, categorise and transfer them within 30 working days of sentencing.
- The Home Office will be able to better target their resources to improve identification of those to be removed so that these prisoners can be transferred appropriately.

These prisoners may be new in custody with very little knowledge of the prison system, sentence planning and services that are in place. A local induction package provided by staff or peer supporters will help those prisoners to understand what is expected of them and equally what they can expect from their time in custody. Any courses or education opportunities offered should be made clear to them at the earliest opportunity and they should be afforded the staff time to ask questions and raise concerns this allows them to feel heard and supported. Governors should try to provide information in their native languages, this may only be possible for those that represent a higher proportion of the overall population.

Receiving a prisoner from a Training Prison

- FNOs in Training Prisons will either have more than 30 months to serve, be assessed as category B or be undertaking a required course. Foreign Nationals that are not “of interest” will remain in Training Prisons
- FNO’s concentrated to allow greater specialism of services provided including a higher degree of cultural competence, more translated materials and greater access to Home Office Immigration Enforcement.

FNO Specialist Prisons will receive transfers in from a Training Prisons and it is important that their transition is managed effectively especially as some may have spent an extended time in custody.
An induction into the prison is necessary, explaining the different focus of the Specialist Prison and what this means for the prisoner in terms of likely deportation.

The induction interview is likely to be a difficult conversation for some prisoners; in these cases, prisoner's anxieties must be identified at the earliest opportunity and support systems put in place until they are more comfortable. Support arrangements in place can include safer custody teams, listeners, peer supporters and key workers.

The ambition is that the POM from the training site will provide a hand over to the receiving establishment to identify any ongoing needs. Communication between sites is the driving factor to ensure success and hinges on the ability for the receiving staff to wholly understand the prisoners needs, arrangements must be made at local level to manage this. For this to happen effectively a minimum requirement for the sending establishment to ensure NOMIS case notes, and where appropriate Delius and OASys are up to date.

### Health

The [Strategic Direction for Health Services in the Justice System](#) is a commissioning strategy which sets out the ambition of NHS England to improve health and care outcomes for those in secure and detained settings, support safer communities and social cohesion. The ambition is to narrow the gap between those in the criminal justice system and the rest of the population, in terms of health and care outcomes, reducing the number of people who are detained as a result of untreated health problems and ensuring continuity of care after release. This will be an opportunity for Governors to analyse their population breakdown and better tailor services to their needs, this will enhance the offer to prisoners and provide an opportunity to develop a new good practice model.

Upon initial needs screening healthcare departments should consider particular conditions that are common with FNOs (for example, there is a high prevalence of tuberculosis among the cohort) in order to ascertain their immunity status and take steps to rectify this where appropriate.

Within the FNO cohort there will be prisoners with physical ailments or disabilities as well as people who suffer with mental health issues, whether this is manageable through therapies and medications or severe enough to require more specialised care. Medical intervention and safer custody services remain a priority, especially as there are many triggers to suicidal or self-harming behaviors some of which are; physical or emotional pain and approaching removal. Having many different support services including peer support will help settle and stabilise the population while further help can be put in place.

The FNO cohort has higher levels of reported experiences of trauma and torture and would benefit from counselling or therapy. Health care in FNO Specialist Prisons should treat health needs without considering any complication to the deportation process (such as substantiating the events in a claim to asylum).
A previous health needs assessment of FNOs has identified a likely under-reporting of learning disability, as it can be less obvious due to the language or communication barriers and further assessment of these prisoners may be required. The assessment also reported clinical needs in regard to long-term conditions, including TB and HIV.

It is worth noting that whilst in custody any health care needs should be dealt with on an individual basis as would be the case with any other prisoner, regardless of nationality or immigration status. In regard to preparation for removal, FNOs are to be given additional medication on release (a total of 28 days’ worth).

Immigration Enforcement will liaise with the individuals’ countries of origin to ensure continuity of care after removal as part of their duty of care.

*Methadone maintenance*

FNO Specialist Prisons will need to have a provision for methadone maintenance as many of their prisoners will arrive directly from a Reception Prison and a proportion of these people will be on a methadone script.

This is noted as a requirement as these prisoners will be expected to transfer from Reception prisons within 10 working days of sentencing. This means the prisoners will have had less chance to detox or even reduce their methadone prescriptions.

Reception and Training Prisons are to ensure continuity of care when conducting transfers by having relevant health care departments communicate where there are known health needs or appointments.

Further to this Reception and Training Prisons must start Methadone maintenance from initial reception with a view to lowering the dependency and the prisoner’s expectation must be set that this will continue throughout the estate.

*Translation and interpretation*

The Diversity of the Prison Population nationally poses many potential barriers to effective communication, risk management and promoting a rehabilitative culture.

The implementation of pro-social modelling and procedural justice priorities alongside other operationally integral processes is essential. To achieve this clear, timely and effective communication is paramount. Language (including non-spoken) is one of the frequent challenges faced in the pursuit of achieving these HMPPS objectives.

In most day to day circumstances some of these barriers can quite simply be overcome through the potential utilisation (where available) of multilingual staff, other prisoners and perhaps illustrations on documents to assist with minor process/query issues. However, this approach would be inappropriate during circumstances of
necessary formality such as (but not limited to); Risk Based Monitoring, discussion of an individual’s legal case, immigration status, health or wellbeing (including for the completion of ACCT documents, adjudication hearings, segregation reviews and other instances where fairness of process may be impeded by a language barrier – of particular importance to BAME prisoners affected by disproportionate outcomes according to The Lammy Review: “An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System”

Circumstances may also arise when prisoners who can speak English choose to speak in another language (e.g. when speaking to another party) and intelligence monitoring requires the conversation content to be known

In order to provide support where these challenges arise, Contracts are available for establishments to purchase Interpreting, Translation and Transcription Services.

Spoken Languages

Interpreting services are available for use when “live” verbal conversations with a non-English speaking person are required. The varying methods available are:

- Face to Face Interpreting:
- Remote Telephone Interpreting:
- Video Interpreting Services

An example of where this could be utilised is in the event that a non-English speaking prisoner is required to undergo a formal process such as an adjudication.

Translation and Transcription Services

Translation, which is changing one language into another language, e.g. translating a document into English; and Transcription, which is making a written, printed, or typed copy of words that have been spoken.

Often, both translation and transcription will be required, e.g. where a telephone call needs to be translated and then the English version transcribed.

Non-Spoken Languages: Interpreting

Translation and Transcription services are available for use when conversations with a person who is unable to communicate verbally are required.

Examples of this are all those face to face circumstances mentioned in previous examples but where verbal communication is not possible.

More details and Guidance on how use these and the services provided can be found on the dedicated language services intranet page.
Booking and assistance

To access the portals, follow the links in the internet guidance for all the types of Language Services listed above.

This is a 24-hour access provider which ensures that even in times of crisis or emergency support can be provided, as required, immediately.

Where telephone Interpreting is being utilised, a dual handset can be beneficial. This enables all parties to hear the interpreter and prevents the risk of conversation elements being missed through physically transferring a handset between parties.

‘Picture It’: A Picture Dictionary for Prisoners

‘Picture It’ is a bespoke pictorial dictionary designed to assist with communication and enhance understanding and interaction with prisoners who do not share a common language or have little English. The resource contains images to assist with daily life in prison, maps and quick translation of over a hundred words or phrases into 27 different languages.

The languages covered are English, Albanian, Arabic, Bengali, Chinese, Dutch, Farsi, French, German, Greek, Hindi, Italian, Japanese, Kurdish, Lithuanian, Polish, Portuguese, Punjabi, Romanian, Russian, Spanish, Swahili, Swedish, Turkish, Urdu, Vietnamese and Yoruba.

‘Picture It’ is available for purchase in pocket-sized and A4 versions by emailing volume requirements to prisonwatch@prisonwatch.org.

Further details available on the Equalities intranet support page.
Annex A: Regime guidance for Reception Prisons and Training Prisons holding the FNO cohort

Regime considerations prior to transfer to the FNO Specialist Estate

*Identification and triaging*

The prison service remains committed to assisting Immigration Enforcement in the removal of prisoners of interest to Immigration Enforcement. This is achieved in a number of ways including a requirement for establishments to ensure timely referral of foreign nationals and to send a reminder when a prisoner is approaching release. Further to this, prisons should also identify and record FNOs’ nationalities and ERS eligibility dates on Prison-NOMIS at the earliest opportunity.

In line with the wider changes to the future prison estate, the HO will increasingly focus their staff in Reception prisons to enable earlier and swifter identification of those prisoner they will seek to remove, and to screen out those who are not of interest.

Immigration Enforcement will be committed to a 5-point plan for FNOs identified within Reception Prisons. The 5-point plan will allow Immigration Enforcement to identify interest at the conviction stage to ensure onward transfer to the training estate or to FNO specialist locations. The plan will aim to establish identity, nationality, status and documentation. The 5-point plan consists of:

1. **Induction**
2. **Biometric data/document**
3. **Photograph**
4. **Immigration status decision**
5. **Removability**
**Education needs**

When commissioning education services, Governors holding high proportions of foreign nationals in either Reception or Training Prisons should consider using internationally recognised awarding bodies so that any accomplishments achieved, or qualifications attained are recognised by the country to which Foreign Nationals are being removed.

**Support from OMiC key workers and POMs**

Where an FNO is held in a Reception or Training Prison, key workers will support them to come to terms with the fact that they will be removed from the UK. The POM could also assist the FNO by exploring the utilisation of the Early Removal or Facilitated Return Schemes (ERS and FRS).

**Overseas information**

Governors should ensure overseas information is made available to the FNO cohort. TRACKS is an online resource for both prisoners and staff; it provides information on the deportation process and provides re-settlement advice for over 20 countries. The country specific information is provided in both English and the relevant language. As prisoners do not routinely have access to the internet TRACKS has been issued to all establishments in the form of a CD which can be downloaded onto standalone PCs. The link to Tracks website is [www.tracks.uk.net](http://www.tracks.uk.net).

HMPPS are a member of EuroPris – a pan-European network of 30 prison agencies. EuroPris convene expert groups on a number of subjects, including one on the Transfer of Foreign National Prisoners. As part of the work of this group, EuroPris have developed a ‘resource’ section on their website which includes a range of documents that might be of interest, which can be accessed here. These include:

- The [Transfer of Sentenced Prisoners Resource Book](http://example.com) brings together practical recommendations, best practice and resources developed to assist with the transfer of sentenced prisoners under the EU Framework Decision, however some of the learning and best practice examples would be applicable to other mechanisms of transfer to non-EU countries; and

- The directory of [Information on Prison Conditions](http://example.com) is a developing resource which contains basic summary information on serving a prison sentence in European countries. As this work has been developed through the FD909 expert group, the information contained so far is on EU countries, but EuroPris are keen to develop this to cover all EuroPris member countries. Information sheets are developed by the prison service in English and the national language of each country.
**Cultural Competence**

Culture can be defined as the values, norms, and traditions that affect how individuals of a particular group perceive, think, interact, behave, and make judgments about their world. Culture is about how people make sense of experience and is not homogenous, static or a list of traits or beliefs shared by a social group.

Cultural competence is important to meet the needs of the FNO cohort, this can be achieved through improved understanding and appreciate cultural differences leading to adaptations in the delivery of services which takes into account people's cultural beliefs, behaviours and needs. Some examples of cultural competence may include:

- Adapting delivery of programmes or courses so that group work is not mandatory. This would aid those whose cultures do not necessarily fit easily with this;

- Allowing opportunities for FNOs to secure forgiveness, or support, from community or religious elders, as this can often be more influential and meaningful to them;

- Providing access to a wide range of sports as those most popular in one culture may not be the most popular in others;

- Ensuring that considerations are made on the effects on FNOs families and the potential further embarrassment of being returned home by Immigration Enforcement; and

- Acknowledging that it may be harder for FNOs to contact their families due to the infrastructure of their country of origin and doing all that is possible to aid these family ties.

Developing cultural competence is not a process of learning lists of ‘facts’ about ‘other’ cultures. It is about learning to understand and work with service users from a range of diverse cultural and social backgrounds. A key part of this is learning to be reflective about our how own culture influences our assumptions and the ways we work.

**Offending behaviour programmes (OBPs)**

Training Prisons are to attempt to provide any OBPs as identified by sentence plans and deemed appropriate by interventions staff prior to transfer to FNO Specialist Prisons, which is usually at the 30 months prior to release point. In rare occasions they should also consider accepting these prisoners for a short period to undertake interventions before being returned to FNO Specialist Prisons.
Data & evidence to support the design of prisons for foreign national men

Commissioning Strategy Team
Data Science Hub, MoJ
April 2018
Profile of nationality groups in prison
Foreign national prisoners (FNP) account for approximately 11% of the prison population. In March 2018, there were 8,593 non-Irish FNP in our care, and 728 Irish nationals. This includes 371 and 28 women respectively.

NATIONALITY

British National, 89%
Foreign National, 10%
Irish National, 1%
Not recorded, 0.3%

Note that the risks and needs of a large proportion of FNP/Irish prisoners cannot be profiled: many have no UK criminal record and have never been assessed using OASys.

Primary male FNP Groups (based on size) by Country of Origin

European Economic Area Countries

- Polish: 770
- Romanian: 634
- Lithuanian: 382
- Portuguese: 265
- Dutch: 162

Non-European Economic Area Countries

- Albanian: 733
- Jamaican: 481
- Pakistani: 347
- Somali: 299
- Indian: 253
- Nigerian: 250

Source: A&O population extract, 31 March 2018
Male foreign national prisoners tend to be younger than British prisoners, while Irish prisoners are somewhat older than British prisoners.

Source: A&O population extract, 31 March 2018
Foreign national prisoners are more likely to be noncriminal or held on remand, and less likely to be sentenced to IPP or recalled to custody. Their profile of life and determinate sentence lengths is similar to British/Irish prisoners.

Just 0.1% of British and Irish prisoners are noncriminal. 4% of British and 5% of Irish prisoners are IPPs. 8% of British and Irish prisoners are on recall. The 18% of FNPs on remand compares with 10% of British national and 14% of Irish national prisoners.

Source: A&O population extract, 31 March 2018 [43 had unknown sentence type]
High percentages of prisoners of some – but not all – foreign nationalities are held on remand.

Remand tends to be more common among foreign nationals. While 10% of British national prisoners are held on remand, high proportions of Vietnamese (58%), Afghan (24%), and many continental European nationalities are held on remand.

Source: A&O population extract, 31 March 2018. Nationalities with 100+ adult male prisoners
The prevalence of long and indeterminate sentences varies greatly between nationalities.

Source: A&O population extract, 31 March 2018. Nationalities with 100+ adult male prisoners

25% of Jamaican prisoners and 22% of Indian prisoners, compared to 13% of Britons, are serving indeterminate sentences.

A further 22% of Jamaican prisoners received a determinate sentences of 10 years of more, compared to 14% of Britons.

21% of Bangladeshi, 20% of Pakistani and 19% of Nigerian prisoners also received determinate sentences of 10 years or more.

Only 1% of Albanian prisoners received an indeterminate sentence, however 15% received a determinate sentence of 10 years or more.
Many male FNPs are unsentenced so do not have a security category; few are Category D.

From a Reception prison FNOs will be allocated and move as per their other cohort characteristic until they become a person ‘of interest’, i.e. Home Office are likely to pursue for deportation. Then they will move to a specialist FNO site.

To move to a specialist site they must be a Cat C prisoner with <30 months left to serve. They will be allocated and move through the estate as per their other cohort criteria until they become an FNO of interest.

### Security category by FNP status

<table>
<thead>
<tr>
<th>Category</th>
<th>FNO (Young person)</th>
<th>British (Young person)</th>
<th>Irish (Young person)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1%</td>
<td>1%</td>
<td>2%</td>
</tr>
<tr>
<td>B</td>
<td>15%</td>
<td>14%</td>
<td>13%</td>
</tr>
<tr>
<td>C</td>
<td>50%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>D</td>
<td></td>
<td>10%</td>
<td>10%</td>
</tr>
<tr>
<td>Uncategorised</td>
<td>28%</td>
<td>12%</td>
<td>16%</td>
</tr>
<tr>
<td>Young person</td>
<td>5%</td>
<td>5%</td>
<td>3%</td>
</tr>
</tbody>
</table>

Source: A&O population dataset, 31 March 2018
FNPs are more likely to have unknown time to serve (because so many are unsentenced), but the distribution is otherwise quite similar to that of British/Irish prisoners.

**Source:** A&O population extract, 31 March 2018
Data on offences, risk and needs are best drawn from the “segmentation” dataset. For continuity with other Packs, the September 2016 population is used.

Note that the risks and needs of a large proportion of FNP and Irish national prisoners cannot be profiled:
- many have no UK criminal record, and therefore actuarial risk scores are not available at all;
- many have never been assessed using the Offender Assessment System, and therefore criminogenic needs are not available.

Actuarial risk scores (OGRS, OVP, OSP and RSR) are based on UK criminal records and will be underestimated if the offender has an overseas criminal record. This will affect the accuracy of these statistics. Overseas criminal records can be sought in operational offender management, but are not available in this dataset.

Remand and noncriminal prisoners are particularly likely to be excluded from these profiles, as they may have never been convicted in the UK, and those with short UK criminal records are also less likely to have been assessed using OASys.
Offence profile: Violence is the most prevalent offence type for Foreign Nationals, British and Irish prisoners, followed by drug offences for Foreign Nationals.

Source: DaSH Segmentation dataset, September 2016. (These data are only for those with a retrieved UK criminal record.)
Breakdown of offence type by most common nationalities in FNP population
FNPs have lower actuarial risk of most types of recidivism, but the proportion with raised risk of contact sexual reoffending is somewhat greater and there is little difference in professional risk judgements (RoSH).

Source: DaSH Segmentation dataset, September 2016. RoSH = risk of serious harm, rated through professional judgement in OASys.
Criminogenic need of foreign, British & Irish national prisoners with a complete OASys

Source: DaSH Segmentation dataset, September 2016
<table>
<thead>
<tr>
<th>Stage</th>
<th>Needs</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>On remand</td>
<td>Ensuring prisoners have a clear understanding of the reason for their detention and the ensuing legal and procedural process</td>
<td>Detailed induction process</td>
</tr>
<tr>
<td>Preparation for trial</td>
<td>Access to consular services and specialist organisations and caseworkers</td>
<td>Partnership working</td>
</tr>
<tr>
<td>After sentencing</td>
<td>Providing services, advice and tools to meet cultural, religious and linguistic needs</td>
<td>Reducing isolation and depth of imprisonment</td>
</tr>
<tr>
<td>Sentence planning</td>
<td>Trauma-awareness training for staff</td>
<td>Cultural awareness</td>
</tr>
<tr>
<td></td>
<td>Enabling access to legal representation and ensuring that prisoners are aware of the legal process at every stage</td>
<td>Staff prisoner relationships</td>
</tr>
<tr>
<td>Transfer/deportation</td>
<td>Flexible approach and adequate space and attention given to individual family arrangements via phone, email, visits</td>
<td>Procedural justice</td>
</tr>
<tr>
<td></td>
<td>Understanding and knowledge of prison conditions, early release arrangements and probation operations in country of origin</td>
<td>Maintaining family contact with members in the UK/abroad</td>
</tr>
<tr>
<td></td>
<td>Awareness of political, cultural and personal sensitivities individuals may have about returning to their country of origin, and the period of absence since they last resided there</td>
<td>Reducing reoffending</td>
</tr>
<tr>
<td>Resettlement</td>
<td>Planning for release either for the UK and/or in country of origin</td>
<td></td>
</tr>
</tbody>
</table>
### Good practice summary - ‘Foreign Prisoners: Findings of a study in foreign national only prisons in Norway and the Netherlands’ Róisín Mulgrew (2015)

<table>
<thead>
<tr>
<th>Norway</th>
<th>Kongsvinger Prison</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity</td>
<td>97</td>
</tr>
<tr>
<td>Population:</td>
<td></td>
</tr>
<tr>
<td>Sentenced prisoners</td>
<td></td>
</tr>
<tr>
<td>Likely to be returnable</td>
<td></td>
</tr>
<tr>
<td>Under two years left to serve</td>
<td></td>
</tr>
<tr>
<td>57 nationalities:</td>
<td>Polish, Lithuanian, Romanian, Nigerian, Somali, Afghani &amp; Albanian highest populations</td>
</tr>
</tbody>
</table>

| Language resources – providing access to telephone or video-conference interpreter service; electronic information displays in multiple languages; well-stocked multicultural library including pointing books and national newspapers; TV channels in other languages |
| Local policy for staff to learn a few phrases in each language and greet every individual |
| Movement of prisoners to be with others who speak a language they understand |
| Increased canteen and commissary listings e.g. to include international foodstuffs which is enhanced by facilities for prisoners to cook own food and socialise together |
| Flexible approach to visits including stacking visits, organising events and optimising contact visits from family living abroad |

<table>
<thead>
<tr>
<th>Netherlands</th>
<th>Ter Apel Prison</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity</td>
<td>434</td>
</tr>
<tr>
<td>Population:</td>
<td></td>
</tr>
<tr>
<td>Sentenced prisoners</td>
<td></td>
</tr>
<tr>
<td>No right to remain</td>
<td></td>
</tr>
<tr>
<td>Will be deported</td>
<td></td>
</tr>
<tr>
<td>60 nationalities:</td>
<td>Moroccan, Surinamese, Algerian, Albanian, Turkish highest populations</td>
</tr>
</tbody>
</table>

| Flexible application of rules on calls, use of Skype and email facilities |
| Education provision in other languages, English language lessons |
| Workshops and training courses are shorter in length and focus on practical skills |
| Open door policy in relation to fresh air |

### Adjustment
- Independence-building activities
- Rehabilitative staff prisoner relationships
- Reducing isolation and depth of imprisonment
- Individual case management
- Prisoner autonomy and responsibility

### Cultural awareness
- Use of self-service and self management
- Digital integration
- Maintaining family relationships

### Purposeful activity
<table>
<thead>
<tr>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Location:</strong> not easily accessible from major cities</td>
</tr>
<tr>
<td><strong>Visitor experience:</strong> families did not find it easy to arrange visits or find out information</td>
</tr>
<tr>
<td><strong>Costs of calls:</strong> international call cost is prohibitive in comparison to wages</td>
</tr>
<tr>
<td><strong>Skype:</strong> use is hindered by technical and privacy issues</td>
</tr>
<tr>
<td><strong>Language barriers:</strong> paperwork and applications in national language and may include technical, legal language which is difficult to understand</td>
</tr>
<tr>
<td><strong>Isolation:</strong> being removed from prisoners and staff who speak national language especially minority linguistic group, creates barriers to dynamic security and increases likelihood of disciplinary action and escalation of tensions</td>
</tr>
<tr>
<td><strong>Release back into community:</strong> prisoners may be released from prison prior to deportation, meaning they do not have resettlement plans in place and risk is not properly managed</td>
</tr>
<tr>
<td><strong>Resettlement planning in home country:</strong> lack of knowledge regarding work and welfare systems in countries of origin and no financial resources to develop knowledge meaning individuals do not receive relevant advice and support or links with partner agencies</td>
</tr>
</tbody>
</table>
### What we want to ‘design in’ for foreign national prisoners

<table>
<thead>
<tr>
<th>Well designed and purposeful reception and induction areas</th>
<th>Peer support schemes</th>
<th>A normalised daily routine and environment providing opportunities for self-efficacy and helping others</th>
<th>A child and family oriented visits process and visits centre</th>
<th>Adequate space to enable partnership working between providers/agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Services to meet individual needs e.g. mental health, substance misuse</td>
<td>Education, life skills and vocational training</td>
<td>Trauma awareness training for all staff</td>
<td>Flexible space for activity that involves interacting with others especially sports, gym, education work and family visits</td>
<td>Healthcare unit that meets needs of the population, with consideration to a complex needs unit and facilities for social care assessment</td>
</tr>
<tr>
<td>Workshop space to provide the opportunity for meaningful training and work</td>
<td>Use of technology for languages, education self-management and security</td>
<td>Rehabilitative culture and leadership</td>
<td>A cared for environment with access to outside space</td>
<td>Translation services</td>
</tr>
</tbody>
</table>
Models for Operational Delivery: Men convicted of sexual offences (MCOSO)

Supporting Effective Delivery in Public Sector Prisons

Version 1.0, April 2018
Introduction

The Prison Safety and Reform White Paper set out the need to deliver an estate fit to enable reform, with a vision of the prison estate that is less crowded, better organised, and increasingly made up of modern, fit for purpose accommodation. Underpinning this vision was the need to simplify how the prison estate is organised.

Currently, prisons have populations that are often a complex mix of different types of prisoner with diverse needs and risks, it is very difficult for a regime to adequately cater for these. The result is that we are neither efficient in our use of the estate nor effective in how we allocate prisoners within it.

The Prison Estate Transformation Programme (PETP) is responsible for delivering a simplified estate with Reception, Training and Resettlement Prisons. Through the process of Reconfiguration, the PETP is investing in, and reorganising, our estate to ensure specific cohorts of prisoners are placed in prisons that have a clear function to facilitate a regime that effectively meets the needs of its population. To support prisons in understanding their population and delivering their function, PETP has developed Models for Operational Delivery (MOD).

The MOD brings together for the first time a comprehensive analysis of the latest evidence for the types of prisoner that will be held in each prison type in the reconfigured estate. It sets out the nature of the services and activities a prison should deliver and includes case study examples from across the estate. The MOD are designed to be a toolkit for Governors, reflecting the empowerment agenda. It is a resource which Governors can use to help design the prison day to meet the needs of prisoners. The MOD can also be used by Commissioners to effectively fulfil their commissioning role.

The MODs do not seek to change, limit or remove the legislated responsibilities of prisons. Consideration of the Equality Act (2010) protected characteristics and the Prison Rules (1999) have run through the development of the MODs and would need to be a central tenet of any locally developed operating models.

Translating the MODs into practice is dependent on the development of the right culture across the estate. PETP acknowledge that it will only be possible to transform prisons into places of rehabilitation once basic issues such as cleanliness, decency and safety are addressed. The Transforming Security Programme, the new Offender Management in Custody model and the Drugs Taskforce should improve safety and security arrangements. The number of frontline Prison Officers in Public Sector Prisons in the adult male estate will also go towards tackling these basic issues.

The MODs are iterative and will change over time to reflect developments in Prison Safety and Reform, changes to policy and legislation.
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2. MCOSO cohort definition 6
3. MCOSO cohort evidence summary 9
4. MCOSO cohort considerations for all prisons 13
5. Specialist Training Prison provision 25
6. MCOSO cohort resettlement phase provision 36

Please read this cohort MOD in conjunction with:
- The MODs overview and background
- The relevant Prison Core MOD
- Any other relevant Specialist Cohort MOD

These can be accessed via the PETP intranet pages.
1. Men convicted of sexual offences (MCOSO)

Overview

Models for Operational Delivery have been developed to support the reconfiguration of the estate into three main prison functions – Reception, Training and Resettlement – and to enable Governors and Commissioners to tailor and commission services according to that function and the cohorts of prisoner the prison will hold.

The functional model is underpinned by a cohort strategy which also identifies ‘specialist’ cohorts where particular consideration is needed of how best to meet their needs and manage them effectively. These specialist cohorts also flow through the prison system differently at certain points in the sentence. Therefore, MODs have been developed for these cohorts to enable a service which is appropriately tailored to meet their needs at each stage of their journey through the prison estate. This includes men convicted of sexual offences (MCOSO).

MCOSO represent a significant and growing proportion of the total adult male prison population. However, they are not a homogenous group of prisoners, and while there are some commonalities, their needs can vary significantly based on offending, motivation and other factors. As MCOSO retain this ‘status’ throughout their time in custody and require specialist provision a specific MOD has been produced for this cohort to cover the journey from reception through to release. This MOD covers all types of sexual offence ranging from non-contact or internet-based too violent or exploitative. It also explains the changes to the way they will flow through the prisons estate in the future and what this means for prisons transferring and receiving this cohort and the implications for how they manage this cohort and the regime they provide.

This specialist cohort MOD should be read in conjunction with the core MOD for each prison type. A Governor of a Training prison which specialises in holding men convicted of sexual offences will therefore want to use both the Trainer MOD and this specialist MOD as resources to inform their choices on what to deliver. The diagram below explains the relationship between the specialist cohort MODs and the MODs for the ‘core’ prison types.

Composition of this MOD

This specialist cohort MOD for MCOSO contains the following sections:

Section 2 sets out the MCOSO cohort definition, describing the services, activities and objectives to be provided to the cohort and the remit of the Specialist Training Prisons. It also explains the changes to the flows of how this cohort will move through the estate following reconfiguration.
Section 3 summarises the key evidence and findings from inspections which should assist Governors when thinking about the cohort and have been used to inform the development of the MOD. A more detailed evidence pack is published alongside this MOD.

Section 4 explains the considerations for all prisons and should be read by all prisons holding men in this cohort. It provides the key considerations when accommodating this cohort’s needs, regardless of prison type. It highlights the importance of getting the culture and leadership right as well as providing detail on: culture and leadership, training of staff, the offender management in custody (OMiC) model, public protection and safeguarding children, safer custody, family contact, education and work-based learning, the library and chaplaincy.

Section 5 describes the Specialist Training Prison provision – This section is specific to Specialist Training Prisons or Units that will hold this cohort in the “training” phase of their sentence. It sets out a holistic approach to reducing reoffending, programmes and interventions relevant to the cohort, working with men that won’t engage with interventions or maintain their innocence, and includes: – psychologically informed physical environments (PIPEs), democratic therapeutic communities (DTCs), the generic parole process (GPP); and preparation for progressive transfers.

Section 6 clarifies the resettlement provision required by the cohort. This section is specific to prisons holding men in the “Resettlement” phase of their sentence. It includes information on receiving transfers, preparing for release, new men MOT, release on temporary licence (ROTL), through the gate (TTG) provision, circles of support and accountability (CoSA), public protection and safeguarding children; and consideration on how a mixed population can be managed.
2: Men convicted of sexual offences (MCOSO) cohort definition

Who are the MCOSO cohort?

Although historically this cohort has been referred to as if they were a homogeneous group, in fact there are many types of sexual offending and many reasons why such offences are committed, all of which have different risk factors; and all individuals have their own risks and needs.

For the purposes of this MOD and the cohort strategy, the MCOSO cohort is defined as those currently convicted of a sexual offence or where there is an identified sexual element to their current offence, for example a sexually motivated murder. The vast majority of men in this cohort will be managed by the NPS.

In some cases, this may be less obvious, and it would be the Offender Manager, drawing on their knowledge of the case, to determine whether they fall within the definition of a ‘man who has been convicted of sexual offences’ (and therefore requiring allocation to a Specialist Training Prison). This would include men who fall within Category 1 MAPPA owing to previous rather than current offending behaviour.

How do they flow through the system?

The future adult male estate will continue to see a high degree of specialist provision for those convicted of sex offences, including when they are nearing release. Those with shorter sentences will see a significant change in the way they flow through the system.

Unless they have less than 12 months to serve at the point of sentence, this cohort will continue to be held in establishments dedicated to managing these prisoners, either fully or as a substantial part of their population and function, in the “Training” phase of their prison sentence. These are referred to in this MOD from herein as “Specialist Training Prisons”.

Specialist Training Prisons solely accommodate MCOSO, this can offer rehabilitative advantages. MCOSO feel safer from real or perceived physical threat in such units so that they are more able to concentrate on rehabilitation. A study¹ of prisoners held separately to the general population in prisons with a good rehabilitative culture showed that all prisoner participants in the study felt safe and that their sense of safety contributed to them being able to address other aspects of themselves (i.e.

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¹ Blagden, Winder & Hames (2015)
those related to their offending behaviour) which previously they did not have the “headspace” to deal with. The reduction in anxiety about their physical safety gave participants more cognitive capacity to contemplate psychological change.

Concentrating MCOSO in these prisons allows for better access to appropriate treatment, staff that are highly trained in understanding sexual offending, and tailored security procedures to deal with the specific risks some of this cohort can pose.

There will also be a clearer expectation that the cohort should progress from a Specialist Training Prison to a Resettlement Prison ahead of their release. While this has been the intention for some time, in practice this does not happen on a consistent basis and a review of TTG services (TTG stocktake) showed that MCOSO received a poorer resettlement service, not tailored to their risks and needs. Additionally, there is a risk that holding men serving shorter sentences, or towards the end of their sentence, in specialist sites could increase their depth of imprisonment and make it harder to adjust to living in the community upon release.

While there will continue to be exceptions (mainly for those that do not progress through to Category C or those that need additional support only provided by specialist sites), holding the majority of MCOSO in Resettlement Prisons towards the end of their sentence will best enable HMPPS to effectively maximise the opportunities these men have to successfully reintegrate into society upon release.

However, to ensure these men are managed safely and effectively they will be concentrated in a subset of the resettlement estate, which will hold MCOSO as well as other prisoners. This will allow a degree of specialism in terms of the service provided and it will also help develop a culture so that staff are enabled to meet the specific needs of the cohort. Governors will have the choice of running either an integrated or separate regime as appropriate to the circumstances of their prisons, examples of each of these are found throughout the estate, further information on this can be found in section 6 (Resettlement – Integration or separation).

Those with a short time remaining to serve (between 28 days and a year), will move straight to a Resettlement Prison (These will be prisons that do not have a dual Reception Prison function) within 10 working days of sentencing. Cohort movement will work as shown in the below diagram:
The following Prisons on a Page (POAP) slide shows the objectives, services, activities and interventions that would support the specific needs of the cohort (the slide represents the journey of the cohort and is not focused solely on one prison type):

<table>
<thead>
<tr>
<th>Men convicted of sexual offences</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mission</strong></td>
</tr>
<tr>
<td><strong>Aims</strong></td>
</tr>
<tr>
<td><strong>Cohorts</strong></td>
</tr>
<tr>
<td><strong>Objectives</strong></td>
</tr>
<tr>
<td><strong>Services</strong></td>
</tr>
<tr>
<td><strong>Activities</strong></td>
</tr>
<tr>
<td><strong>Interventions</strong></td>
</tr>
<tr>
<td><strong>Design Features</strong></td>
</tr>
</tbody>
</table>

OFFICIAL
#### 3. MCOSO evidence summary

**Overview**

The numbers of MCOSO in custody has risen sharply over the past 20 years, and projections indicate that both the absolute number and the proportion of this group within the custodial population will continue to rise.

In 1981, there were just 1,110 people convicted of sexual offending in prison, making up 4% of the prison population. By 1990, when national structured programmes were first introduced, the number had risen to over 3,000, and the proportion to 7%. In the year 2000, the proportion of people convicted of sexual offending in prison reached 10%, and by the end of December 2015 they made up 16% of the prison population with the total figure at 11,975; an increase of 9% compared with December 2014 (Ministry of Justice, 2015). The latest Prison & Probation Analytical Services (PPAS) Segmentation Data from September 2016 shows that the cohort has risen to represent 18% of the overall prison population.

However, the risk of reoffending they pose overall is comparatively low. Compared to all other offence types, other than those convicted of fraud, adults convicted of sexual offending have lower reconviction rates (Ministry of Justice, 2015b). In the 12 months ending September 2013, 12.3% of adults convicted of sexual offending committed a further proven offence within one year (note this figure is any further offence, not only those of a sexual nature; comparable data are not available on sexual reconviction alone). This compares to, for example, a 20% reconviction rate for people convicted of violent reoffending, 37% for people convicted of robbery, and 43% for people convicted of theft.

Other research\(^2\) enables us to estimate that the overall sexual reconviction rate for the cohort is 2.2% after two years following release from prison or the start of a community sentence, rising to 5.5% after four years. There is no recent English and Welsh data on longer term sexual reconviction rates, but international research generally suggests that sexual reconviction, on average for those convicted of sexual offences, is between 5 and 15% over a 5-year period. It is worth noting that the risk of harm posed by sexual reoffending is often high.

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This evidence, along with considering the impact of any further offending, is critical to informing decisions regarding the types and levels of services to commission and deliver in a prison holding significant numbers of MCOSO. While reducing risk of reoffending continues to be a priority, it needs to take into account the risk of harm posed and be proportionate to the level of risk these men pose overall. It should therefore be considered in relation to their risk and protective factors, particularly with regard to providing constructive activity and a rehabilitative culture as a fundamental building block of the regime.
There are 18,164 men convicted of sexual offences, representing approximately one fifth of the current prison population. 
*Source: DaSH Segmentation dataset, September 2016*

76% of the cohort pose a low Risk of Reoffending according to OGRS3. 29% of the cohort are assessed as a low risk of sexual reoffending and a further 31% were assessed as medium risk according to OSP.
*Source: DaSH Segmentation dataset, September 2016*

Over 80% of men convicted of sexual offences with an OASys had needs identified relating to Lifestyle/Associates, Relationships, Attitudes and Thinking & Behaviour.
*Source: DaSH Segmentation dataset, September 2016*

72% of the cohort receive a custodial sentence of 4 years or more
*Source: DaSH Segmentation dataset, September 2016*
**View of the Inspectorate**

Her Majesty’s Inspectorate of Prisons has highlighted a number of important factors for managing this cohort in Specialist Training Prisons. This table highlights the importance of safety, respectful relationships, adjustments for older age, public protection and resettlement arrangements.

<table>
<thead>
<tr>
<th>What is ‘good’</th>
<th>How this is achieved</th>
<th>What could be improved?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prisoners feel safe</td>
<td>Thorough induction procedures; low levels of violence and self-harm; proportionate use of security; relatively low levels of illegal substance use; low use of segregation; good access to Listeners; meaningful ACCT entries</td>
<td>Prisoners felt unsafe during journey to prison; victimisation by other prisoners and staff; reporting all incidents to safer custody team; training staff in risks posed by mixture of vulnerable people &amp; sexual offenders; updating care maps</td>
</tr>
<tr>
<td>Initial screening and monitoring upon arrival</td>
<td>Overseen by probation staff and reviewed appropriately; good information flows between security, OMU and public protection staff; child safeguarding and monitoring arrangements were good</td>
<td>Routine identification and management of potential risks to other prisoners</td>
</tr>
<tr>
<td>Staff-prisoner relationships</td>
<td>Staff treated prisoners with respect; personal officer scheme worked well and provided effective support mechanisms; consultation with minority groups and regular forums</td>
<td>Ensure all staff complete conditioning, manipulation and corruption prevention training, embed Challenging Anti-Social Thinking Training (CAST); support groups to meet needs of gay, bisexual or transgender prisoners</td>
</tr>
<tr>
<td>Living environment</td>
<td>Clean and well presented communal areas; good access to telephones, mail and property</td>
<td>Cramped cells; adequate screening within toilet and shower facilities; improvements in right sanitation arrangements; more effective application tracking system</td>
</tr>
<tr>
<td>Time out of cell</td>
<td>Data performance measurements had led to increased attendance; positive partnerships with education providers; some high quality workshops</td>
<td>Increase activity places for number of population; lack of accredited training programmes; variable educational teaching standards and poor pace of learning</td>
</tr>
<tr>
<td>Meeting needs of older prisoners</td>
<td>Development of assisted living units for those with greater social care needs; effectively commissioned health services; regime consideration for prisoners who required assistance; palliative care and end of life needs managed</td>
<td>Adjustments to accommodate needs of prisoners with disabilities; physical barriers to regimes/activities</td>
</tr>
<tr>
<td>Resettlement</td>
<td>MAPPA and inter-departmental risk management teams working well; good links with outside providers e.g. Nacro; identification of prisoners in need of financial support;</td>
<td>Take a whole prison approach to resettlement; increase awareness of compliant prisoners/risk posed to community; delays in completing OA5ys; addressing risks for those who do not fulfil offending behaviour programmes</td>
</tr>
</tbody>
</table>
4. Considerations for all prisons holding the MCOSO cohort

Overview

The overarching aim of creating a MOD for MCOSO is to support prisons holding the cohort with the development of a regime which best promotes safety and decency, rehabilitation and resettlement. It aims to encourage the cohort to take responsibility for their own development and betterment, whether this be through a range of services including, but not limited to: employment, faith-based activity, education, offending behaviour programmes and accredited interventions.

As this MOD is to be read in conjunction with the core MODs it does not duplicate the content in those MODs. Though sections may have the same or similar headings, the content is catered to the differences, specific needs and considerations that need to be made for the cohort. This includes more in-depth detail about the regime, activities and support that should be provided to these prisoners at the various points or phases of their sentence.

It is worth acknowledging that a significant proportion of MCOSO are aged over 50. While this MOD will not provide detail on managing older prisoners, it is important to note this overlap when considering the services and regime. There is separate MOD specifically aimed at the older prisoner cohort available on the PETP intranet pages.
Composition of this section

Governors will need to consider the right approach for their individual establishment but taking into account how the following activities and support services are adapted to meet the needs of this cohort. For example, this could be through separate provision or the commissioning of specific services. Activities and services that need specific consideration are:

- MCOSO considerations for all prisons
- Culture and leadership
- Staff training
- Offender Management in Custody (OMiC)
- Public protection and safeguarding children
- Library
- Work based learning
- Education
- Safer custody
- Family contact
- Chaplaincy

(titles link to the relevant section)
Culture and leadership

Culture and leadership will be particularly important in prisons holding men convicted of sexual offences. Governors will want to consider this recognising that staff at all levels play a vital role. Of particular importance to getting the culture right is frontline staff proactively demonstrating the right attitudes and behaviours to prisoners (pro-social modelling). This should reduce the depth of imprisonment and motivate prisoners to desist from further offending.

It will be essential for staff to have an understanding and awareness that not all MCOSO are the same. MCOSO have differing motivations for offending and different needs and risk factors, it is crucial they are therefore treated and assessed as individuals.

Central to getting the right culture is a rehabilitative ethos that can be evidenced by the use of terminology that encourages betterment and procedural justice.

Procedural justice (or fairness of process) is the extent to which someone perceives their treatment by people in authority to be fair and just and affects how prisoners see the establishment, and the wider organisation, and their behaviour in response to these perceptions. The below diagram shows the relationship between procedural justice and prisons.

**Procedural justice and Penal authority: Where does your prison sit?**

*Are staff absent or present? Is their presence heavy or light?*

- **HEAVY**
  - Oppressive
  - Over assertion of power, overt physical presence all of the time

- **LIGHT**
  - Dynamic authority
  - Predicatble, approachable and non oppressive environment. Staff have authority but this is allusive.

- **ABSENT**
  - Harsh & sterile
  - Staff struggle to assert themselves, often constrcled by prisoners.

- **PRESENT**
  - Insecure
  - Light

*From Crewe, Liebling & Mulley, 2019*
Historically, this cohort have been referred to as “sex offenders”; however, it is important that people are not accidentally labelled by the worst thing they have ever done. This MOD has therefore referred to them as “men convicted of sexual offences” (or MCOSO) throughout this document in acknowledgement of this. This places the emphasis on more normalised terminology and the prisoner is labelled a “man” before anything else.

The use first names rather than surnames are deemed more decent and promotes positive change.

The provision of a safe, decent, rehabilitative culture is at the heart of HMPPS’s objectives for all prisoners. Whether men convicted of sexual offending are located in separated units, or as part of an integrated regime, the development of a rehabilitative culture and a consistent approach adopted by staff is critical. Important features include:

- Strong leadership emphasising the importance of rehabilitation and the need to de-stigmatise such prisoners in the interests of their rehabilitation;
- Staff who are able to manage any negative feelings towards those who have committed sexual offences and engage in meaningful rehabilitative interactions with prisoners, expressing hope for their outcomes, supporting change and encouraging involvement with programmes and activities;
- The provision of specialist treatment programmes and other suitable interventions and activities Providing good opportunities for purposeful activity that is planned, deliberate and structured, which is intended to reduce the risk factors and build the protective factors associated with sexual offending;
- Sufficient staff trained in risk assessment;
- All staff are alert to the possibility of networking (in order to commit further offences) and the forms it might take; and
- All staff are alert to behaviour that mirrors their index offences (offence paralleling behaviour) and actively challenge views and attitudes of the cohort that underpin sexual offending – such as believing a particular group of people are inferior.

This culture is embedded by giving the staff the tools to undertake their role by providing training and awareness sessions.
Staff Training

Getting the culture right has been identified as vital for this cohort, therefore, staff buy-in is of the utmost importance. As such, it is recommended that over time additional training or awareness sessions be provided to staff on this and a number of other areas including:

- The power of positivity – including use of terminology, and pro social modelling;
- Awareness of sexual offending and its causes – including understanding that denial does not increase risk of reoffending;
- Interventions and psychological services available, including personality disorder services
- Learning disabilities;
- Grooming, child sexual exploitation, staff manipulation and conditioning; and
- Social care and dementia care (because of the higher proportion of older prisoners in this cohort).

These recommendations were developed following consultation with operational staff in current specialist sites including Whatton, Dartmoor, Wymott and Leyhill prisons; and reinforced by the key evidence (and the views of HMIP) set out in section 3 (evidence summary) of this MOD.

Psychology, Interventions and Healthcare departments could play a key role in training staff in the above areas. The awareness sessions can also be improved upon by having staff members lead on areas that pique their interest or that they feel passionate about. Having prisoners provide case studies or assist these staff members as “part of the team” would help staff and prisoner relations and improve the culture of the establishment.

It is also important to be aware that staff may sometimes find working intensively with this group of offenders challenging and may also need support and advice to enable them to develop resilience.
Offender Management in Custody Model (OMiC)

MCOSO will usually receive the maximum provision available under the new OMiC model. This is because they will be a Multi-Agency Public Protection Arrangements (MAPPA) nominal and be managed by the National Probation Service (NPS). Of specific importance to this group is that this model will aim to ensure prisoners:

- Receive appropriate interventions and services
- Have maximum opportunity to build sustainable relationships with staff engaged in their rehabilitation and have fewer handovers

Men in Reception Prisons will not be assigned a Prison Offender Manager, but they will have a Key Worker. Once sentenced and in an appropriate location they will be allocated a prison offender manager (POM)

The role of a prison offender manager (POM)

A POM will be allocated once a prisoner has transferred from the Reception Prison. Where a prisoner is serving a shorter sentence, or is approaching release, a community offender manager (COM) will also be allocated.

A core responsibility of POMs is to develop, review and deliver the sentence plan and ensure the prisoners that they are managing receive the appropriate interventions. This may include liaising as appropriate to sequence activities or ensure transfer is arranged. Transfer may be required when a prisoner is not initially identified as being part of the cohort due to it not being immediately apparent that there were sexual elements to their offending, or when a POM identifies a need for an intervention such as an accredited programme only available in another establishment.

Sequencing of Offending Behaviour Programmes (OBPs), in line with sentence planning targets, will be crucial as programmes will only be available in certain prison types, and POMs will need to ensure that OBPs are undertaken at the right time so that prisoners can transfer through the estate so that they are held in the right conditions at the right time in their sentence.

POMs should consider the time a person needs to complete an accredited programme, including any pre and post programme work before making a referral. There needs to be enough time to complete all this activity within the Specialist Training Prison before they move to a Resettlement Prison. Programme teams should have an awareness of these issues, so priority can be given to the right men at the right time. Evidence suggests (“First Look Summary – Does Sex Offender Treatment Work?” Evidence-based Practice Team, Feb 2017) that accredited programmes might not be the most effective when completed at the start of a custodial sentence. This is an important consideration for those with long and indeterminate sentences. For these men a focus on settlement, engagement with the
prison regime and preparing them for change might be the priority in the initial period in custody.

The role of a Key Worker

The key worker will be important in helping MCOSO to feel safe and prepared for their move into the next establishment.

The aim of the key worker role is to promote staff - prisoner relationships that are rehabilitative and constructive. This is in order to foster positive prisoner behaviour through staff example (pro-social modelling), dynamic security, fairness, decency and guidance. The role of the Key Worker will be to help individuals overcome the negative effects of prison and encourage prisoners to identify and resolve issues and concerns for themselves, in order to settle, feel safe and calm; and to engage in their rehabilitation and progress through their sentence.

Thus, key workers could help prisoners by providing a link, as appropriate, to other departments, agencies or organisations to provide information and manage anxieties of the cohort that could otherwise be exasperated by prison processes or a lack of updated information.

Public Protection and Safeguarding Children

POMs in particular will play a vital role in ensuring the protection of the public by compliance with the public protection manual and specifically the legislative processes under MAPPA. This cohort of prisoners will usually fall within the remit of MAPPA. These prisoners may be subject to contact restrictions and monitoring, ongoing risk assessment, multi-agency information sharing and detailed release risk management planning.

Ensuring safeguarding procedures are in place will be particularly important for those men who are assessed as posing an ongoing risk to children. The public protection manual provides further details on the requirements, it has been published as PSI 18/2016.

The OMiC model will mean a POM will undertake a public protection screening of all new receptions into custody. Further information can be found in section 6 (Resettlement - Public Protection and Safeguarding Children) of this MOD.
**Safer Custody**

This cohort of prisoners, due to the nature of their offence, can often feel marginalised by the use of terminology or labels and by other prisoners (via perceived views, intimidation, threats or violence), their own families (who may have disowned them) and by the wider society and the media.

They are at higher risk of being the victims of violence and/or intimidation, particularly if located within the general prison population. Risk of suicide and self-harm may be higher in this cohort of prisoners and research suggests that they may be more prone to feelings which raise the risk of suicide. Signs to be alert to are: thwarted belongingness (I am alone), perceived burdensomeness (I am a burden to others), presence of defeat (I have lost everything), perception of entrapment (I have no control) and acquired capability (I’m not afraid to die). Where a history of trauma, substance misuse and mental health issues are present, the risk of suicide and self-harm may be particularly raised. Previous attempts at suicide is a particular indicator of high risk, and a history of self-harm also raises risk. Further information on understanding suicide risk can be found on the HMPPS safer custody pages [here](#).

Psychological services can provide counselling for the cohort, which could be especially helpful for those that are at risk of suicide or self-harm. These staff may be most readily available in Specialist Training Prisons but can be arranged for MCOSO in all prisons.

Governors should ensure, especially where an integrated regime is being operated, that they can adequately manage the safety of this cohort. The underlying culture modelled by staff and leaders in the prison is critical to this.

**Family Contact**

Families can be a stabilising influence and an important motivating factor in prisoner rehabilitation. This has been emphasised by the [Lord Farmer review: Family ties at the heart of Prison Reform](#).

It is of specific importance to this cohort to maintain any positive ties they have as they may have fewer connections or opportunities than other cohorts in this regard. This could be due to restrictions relating to safeguarding or public protection that may bar some activities or contact with some members of their family. In addition to this there will be some cases in which family members have chosen not to stay in contact due to the nature of their offence. It will be particularly important to enable these prisoners to develop or maintain positive safe relationships with others in their community to aid their successful reintegration upon release. Where families do not wish to maintain contact, Circles of Support and Accountability (CoSA) could be considered as a support network.
Specialist Training Prisons holding MCOSO, as with all Training Prisons, are not dispersed evenly throughout England and Wales. Therefore, during the period prisoners are held in these prisons they will likely be further from home than during the resettlement phase of their sentence. As with general Training Prisons, making the most of options such as Assisted Prison Visits scheme, telephone contact and letters, will be important to help maintain family ties.

**Education**

As highlighted in the [Dame Sally Coates report: Unlocking Prisoners Potential](https://www.gov.uk/government/publications/dame-sally-coates-report-unlocking-prisoners-potential) it is vital that education is at the forefront of rehabilitation, this could be supported by advances of In-cell technology which should provide access to more personalised education materials.

Education, and particularly distance learning, may be of particular interest to this cohort due to the evidence that a large proportion of the cohort are older prisoners. These prisoners often require additional mental stimulation as they are not required to work. Older prisoners are more likely to have already gained the experience and subsequent skills reflected in qualifications that are available to them in a custodial setting meaning that they may be interested in distance learning instead. They may not choose to work on release, having passed state pension age, however they should still be provided with the opportunities for meaningful learning that takes into account their experience or age respectively. These opportunities can also enable prisoners who cannot, or do not wish to, attend classes.

There may be specific courses available through the education provider that are aimed at helping prisoners address their offending behaviour. This will depend on each education provider but is worth taking into account when commissioning services. Any education activity should be sequenced by the POM, in line with their sentence plan, so as not to undermine offending behaviour focussed programmes available in the prison, and also to encourage continuity of learning and development throughout their sentence.

For some people, education may be more appropriately focussed on constructive use of leisure time activities rather than employability skills as they may due to age or the nature of the offence be less likely to undertake employment on release.
Work based learning

Workshops provide purposeful activity that can provide the population with skills to assist with gaining future employment. As there is a higher proportion of prisoners aged 60+ in this cohort (58-89% of prisoners aged 60-80+ have a sexual conviction\(^3\)) workshops may not be the most appropriate work activity for reasons of ability, mobility or retirement status. At Leyhill, Whatton and Wymott, amongst other prisons, this cohort undertake gardening in raised beds, an activity that is more accessible and could lead to them attaining a qualification in horticulture.

Having prisoners gain skills through pursuit of hobbies or interests, such as horticulture, can lead to volunteering opportunities on release, however these opportunities may be limited due to their offences. Other activities such as kitchen work or recycling could improve life skills, social responsibility or pro social attitudes. One example of work-based learning appropriate to the cohort, due to accessibility and flexibility around attendance and production, is Fine Cell Work.

Case Study – Fine Cell Work

Fine Cell Work is a charity which enables prisoners to build fulfilling and crime-free lives. They do this by training prisoners to do high-quality, skilled, creative needlework undertaken in their cells or in rooms together to foster hope, discipline and self-esteem. They aim to have prisoners finish their sentences with work skills, money and the self-belief to not re-offend. They also signpost training and support on release.

Currently working in 32 prisons, Fine Cell Work specifically addresses some key issues affecting prisoners’ lives: establishment and reinforcement of work skills, building relationships, and mental resilience. Having the opportunity to work independently helps them to regain control of their lives and allows them to maintain dignity.

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\(^3\) Source: PPAS Segmentation dataset, September 2016
Library

As a number of this cohort will have passed retirement age, libraries can be of particular importance as a place to socially interact and find meaningful and stimulating activity.

The best libraries are often seen as “sanctuaries” to prisoners and are places of distraction, learning and support. These spaces can be used as a flexible resource to deliver a number of formal and informal learning opportunities and activities such as Book Clubs. Where individuals are unable to access the library, potentially due to mobility issues, reasonable adjustments should be made to ensure provision is made available to them, in line with the Equality Act, and there should be opportunities for prisoners to request reading materials.

The availability of audio books or books written in braille or a larger font are important for those with visual impairments and those who have learning difficulties, although it is important to note this should be used in addition to literacy support and not as a replacement.

The evidence shows that MCOSO on average receive longer sentences\(^4\) which can increase the likelihood of institutionalisation. Refreshing the stock of newspapers daily gives prisoners insight into current affairs taking place on the outside which can keep a man feel connected to the wider community and contribute to preparing them for release and resettlement. An awareness of what is going on outside of prison can reduce institutionalisation.

Chaplaincy

The role of prison chaplains goes far beyond just looking after the personal and spiritual needs and development of the prisoners in their care. The role of a chaplain is multi-faceted and includes:

- helping men come to terms with their imprisonment
- supporting men in improving their lives
- providing emotional support to prisoners and their family members through pastoral care
- providing practical support to prisoners by assisting with inquiries and paper work

This support is often greatly appreciated by this cohort who are known to feel excluded and have a high degree of loneliness and helplessness due to either their age or perceived social status.

Some faith groups encourage their members to volunteer to take part in Circles of Support and Accountability (CoSA) for the cohort on release, though CoSA themselves should remain secular. Further information can be found in section 6 (Resettlement - CoSA) of this MOD.
5: Provision for MCOSO in Specialist Training Prisons

Overview

The overarching aim of concentrating MCOSO in Specialist Training Prisons is to enable a regime where prisoners have constructive time out of their cell, so they can work towards reducing their risks of harm and reoffending, whether this be through the regime, interventions or offender management.

There are a number of Specialist Training Prisons and units that currently undertake all activities related to settlement into the estate, parole, rehabilitation, resettlement and release planning. There will be no change to the majority of the activities that Specialist Training Prisons currently undertake, especially in relation to the treatment and work designed to reduce the risks the MCOSO cohort pose.

The main exception to this is an expected reduction of the work currently undertaken with regards to resettlement and release planning. As the reconfiguration of the prison estate progresses, the MCOSO cohort will routinely move to a subset of mixed population Resettlement Prisons prior to release. In the current system, this usually only happens when a man achieves Cat. D status and moves to open conditions. Post reconfiguration, as is currently the case, there will still be some MCOSO released from Specialist Training Prisons, but these will be the exception and will usually relate to an individual who has not achieved category C or D status. Thus, Specialist Training Prisons will need to take this into account when transferring prisons.
Composition of this MOD

The regime, activities and support specific to MCOSO in Specialist Training Prisons include:

- A holistic approach to reducing reoffending
- Preparation for progressive transfers
- Programmes & interventions, prisoner engagement and maintaining innocence
- Psychologically informed physical environments (PIPEs)
- Democratic therapeutic communities (DTCs)
- Generic parole process (GPP)

(titles link to the relevant section)
A holistic approach to reducing reoffending

MCOSO are a mixed group in terms of the risk they pose, the needs they have and the way they learn best. These factors will affect their needs and the regime offer that should be provided.

The risk of reoffending, and particularly risk of further conviction for a sexual offence, is generally low among this cohort (although the impact of that offending can cause significant harm). Further, men who are at low risk of reoffending can actually become more likely to reoffend by intensive treatment, and so it is therefore important that interventions are targeted carefully. Intensive interventions (like accredited programmes) should be targeted at those who are at least medium or higher risk of sexual reoffending.

MCOSO commonly have multiple needs. Only some of these will be criminogenic (i.e. related to future reoffending). The needs that will need to be attended to might include; substance abuse problems, mental health issues, social isolation, poor educational preparation, and a lack of employment skills.

Tailoring interventions to ensure that they are responsive to individual needs is important. Individuals will respond best when the intervention is personalized and delivered in a way that can be readily understood. Approximately 30% of this cohort have learning disabilities and this will need to be taken into consideration thinking about provision in Specialist Training Prisons.

Reducing sexual offending should involve a holistic approach, and prisons should offer a range of activities, supported by commissioners based on a strong theoretical model or empirical evidence, to assist those convicted of sex offences find ways of creating rewarding and satisfying offending-free lives. Daily interactions with all staff, whatever their role, should promote and encourage pro-social living and interactions.

Specialist Training Prisons for MCOSO allow for appropriate tailoring of services, with POMs with experience of managing this cohort in a position to assess and plan according to need.

Psychology teams are usually embedded into Specialist Training Prisons that specialise in MCOSO and feed into the holistic approach by undertaking additional risk assessments, counselling the cohort and facilitating interventions. They can also provide training and awareness sessions to staff.

Psychological risk assessments are of particular importance in Training Prisons as the majority of ISPs will be located in these prisons. Psychology teams also deliver interventions bespoke to individuals when the cohort require these, for example, where they have learning disabilities. Counselling can help with improving engagement and also help those that demonstrate self-harming behaviours.
Programmes & Interventions, prisoner engagement and maintaining innocence

It is important to recognise that the causes of sexual offending include biological, psychological and social factors and that an effective response should address each of these types of cause. All interventions and services should aim to address risk factors associated with sexual recidivism, and/or build strengths associated with desistance from sexual offending. As such, programmes have to be carefully targeted. Selection depends on an individual’s risk of re-offending and treatment need, which is determined by a range of assessments.

The most recent evidence suggests that accredited programmes are more successful when completed later in the sentence and completion in the community is associated with better results. The POM will need to make an assessment of the right time and sequence for an intervention, taking into account the Risk, Need and Responsivity (RNR) of individuals and the importance that the interventions are completed. Working back from the date of the potential transfer to a Resettlement Prison, building in time for post programme work and embedding the learning and allowing sufficient time for the delivery of the treatment (along with any anticipated waiting time) may be the most appropriate method of achieving this balance. In some cases, depending on the time left to serve, they may be better focusing on other rehabilitative needs while in custody, and completing a programme following release. Each POM will have training in New Me MOT to support programme learning. More information on this is available in section 6 (Resettlement– New Me MOT).

In this chapter we look in more depth at low risk of reoffending MCOSO, making referrals, MCOSO specific programmes, prisoner engagement and maintaining innocence.

Low risk of reoffending MCOSO

The evidence suggests that a large proportion of this cohort are assessed as posing a low risk of sexual reconviction. These men are likely to desist from further sexual offending, even without undertaking formal OBPs. Evidence indicates that for these low risk MCOSO, programmes can increase rather than reduce the risk of reoffending. As such, it is important that accredited programmes are reserved for medium and higher risk men only. Low risk MCOSO will have allocated POMs to undertake 1-2-1 work if deemed appropriate.

Making referrals

Procedures and processes for referring service users to accredited interventions vary according to setting and local arrangements. In prison, if the accredited

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5 First Look Summary – Does Sex Offender Treatment Work?” Evidence-based Practice Team, Feb 2017
intervention is already on the prisoner’s sentence plan, the prisoner will be directly referred to the programme for assessment regarding suitability which will be conducted by the Treatment Manager. Those responsible for the programme scheduling and delivery should consider how suitable men are allocated and prioritised to groups to maximise the efficacy for the individual.

**MCOSO specific programmes**

There are a number of specialist programmes designed to address offending behaviour in MCOSO, all of these programmes share a number of commonalities:

- Adopt a **unified approach** to programmes, whereby attention is paid to the individual needs of each participant;
- Place emphasis on the **Risk, Need and Responsivity** model of rehabilitation and as such, have been designed to attend to the risk, need and responsivity requirements of individuals;
- Recognise **biological, psychological, and social influences** on criminogenic need and incorporate techniques for strengthening an individual’s resources in each of these areas;
- Aim to **strengthen the intention of participants to desist** by supporting the development of both human and social capital in a manner that is personally meaningful;
- Adopt strengths **based, future focussed approach** in order to instil hope for the future, to develop self-efficacy and to support participants to develop a non-offending identity;
- are **as inclusive as possible** & respond effectively to a range of responsivity needs, including difficulties with engagement and the development of therapeutic relationships. None of the programmes require participants to talk about their offending and instead focus is placed on the factors which contributed to offending. Men maintaining their innocence can take part, although participants do need to be willing to explore the areas in their lives that have caused them problems;
- Allow delivery on both a **group** and **individual** basis;
- **Target commonly observed criminological needs**; &
- The criminogenic needs (dynamic risk factors) attended to across the programme suite are aligned.
Some of the specific programmes available for MCOSO are:

Kaizen - Designed for adult males assessed as a high risk of reoffending and with a high level of criminogenic need, irrespective of the nature or type of their offending.

Becoming New Me+ (BNM+) - BNM+ is the equivalent of Kaizen but designed in a manner that is responsive to participants with Learning Disability (LD).

Horizon - Designed for adult males who have been convicted of sexual offences and who have been assessed as medium risk and above of reconviction.

New Me Strengths (NMS) - Designed to cater for the needs of those with LD, NMS is designed for individuals assessed as medium risk and above irrespective of their offence type/ history.

Healthy Sex Programmes (HSP) - Designed for adult males who have been convicted of sexual offences, who have been assessed as at least medium risk of reconviction, and for whom offence related sexual interest in a primary criminogenic need. (For a small group of MCOSO who are sexually preoccupied, establishments can provide medication to manage sexual arousal.)

Living as New Me (LNM) - Retaining the information covered in programmes is a significant challenge for the graduates of BNM+ and NMS, who have LD. Their learning disability makes them more likely to regress to previous inappropriate behaviour and are particularly vulnerable to relapse following release from custody. Opportunity for repeating and generalising learning, as well as supporting transition into the community is very important. LNM has been designed so it is accessible to individuals at any time post completion of BNM+ and NMS. Participants who have completed LNM, have the option of rolling back onto the programme at critical points in their sentence where they may benefit from further support.

The criteria and remit for these programmes are new and therefore fast developing. The most up-to-date information can be obtained by contacting Interventions Services directly here.

Prisoner engagement and maintaining innocence

Some people do not admit to committing any aspect of the sexual offence for which they were convicted. Denial does not raise risk of sexual recidivism; in some cases, denial seems to be associated with reduced risk of recidivism. However, denial is often a barrier to progression, making it difficult for an individual to satisfy the Parole Board that they have addressed their risks.
Helping prisoners understand what specific programmes entail and what is required of them and the benefits they could gain can help improve the likelihood that they will engage. HMP Whatton has established an engagement team, specifically for MCOSO, for this purpose in an effort to improve outcomes. This team has provided a case study to highlight the value of their role and the success they can achieve. Specialist Training Prisons providing accredited Offending Behaviour Programmes (OBPs) may wish to consider adopting a similar approach. The cohort could also benefit from additional counselling, available through Psychological services, to overcome engagement issues such as those caused by trauma or shame.

**Case Study – Prisoner Engagement Team (PET)**

Mr. Smith had previously been in custody multiple times and refused to engage with programmes on each occasion. On initial reception, he refused to take part in the induction interview. The PET visited him regularly over approximately 3 months.

Mr. Smith was encouraged to engage with an Interpersonal Partner Violence (IPV) assessment, which he declined. The team challenged his perception that he did not need programmes, explaining the benefits he may feel in regard to his current and any future relationship.

Mr. Smith was given time to reflect and decide what he would like to do. The team advised him to speak to his Offender Supervisor. The team had already spoken to the Offender Supervisor and explained the situation to ensure consistency of information being provided to Mr. Smith.

The Offender Supervisor explained the further benefits in regard to progression through the sentence which provided Mr. Smith with further encouragement. Following this conversation, he returned to the department requesting to speak to the team as he had decided to engage with the IPV assessment and any subsequent programmes identified as suitable. At the time of writing, Mr. Smith continues to engage with the programmes team.
Psychologically Informed Planned Environments (PIPEs)

The NHS England and HMPPS joint practitioners guide on working with offenders with personality disorder states that there is a link between numerous types of personality disorder and sexual offending.

In regard to Schizoid Personality Disorder (SPD), it states there are “higher rates found among violent and sexual offenders; including a subgroup of sexual murderers.” In regard to Antisocial Personality Disorder (ASPD) it states, “It is associated with an increased likelihood of general recidivism, violence and, to a lesser extent, sexual offending. Among sexual offenders it is far more common among rapists than child sexual offenders.”

Governors of Specialist Training Prisons holding MCOSO should consider setting up PIPEs at their establishment, in collaboration with regional Psychology teams. PIPEs are specifically designed, contained environments where staff members have additional training to develop an increased psychological understanding to their work. This understanding enables them to create a supportive environment, which can facilitate the development of those who live there. They are designed to have a particular focus on the environment in which they operate; actively recognising the importance and quality of relationships and interactions. They aim to maximise ordinary situations and to approach these in a psychologically informed way, paying attention to interpersonal difficulties, for example those issues that might be linked to personality disorder. The PIPEs approach currently has four applications:

- Preparation (Pre-Treatment)
- Provision (Whilst In-Treatment)
- Progression (Post-Treatment)
- Premises (Approved Premises in the Community)

All PIPEs have a focus on psychosocial relating and aim to improve social integration and social functioning. PIPEs are designed to help prisoners reflect upon and manage transitions. The PIPE model incorporates six core components which are designed to support and develop individuals living and working on a PIPE. Through training and clinical supervision, the staff group can begin to develop the psychological and social environment of the unit, paying attention to the core principles of an enabling environment. Planned socially creative and structured sessions are offered to prisoners in order to provide opportunities for relating and addressing issues that may be affecting progression through their pathway of intervention. Sessions between prisoners and staff are developed to coordinate, reflect upon and process the participant’s involvement on the PIPE, and their plans for the future.
Democratic Therapeutic Communities (DTCs)

As noted above, NHS England and HMPPS have found a higher prevalence of a range of personality disorders (PDs), including ASPD and SSP among this cohort.

DTCs in prisons aim to reduce re-offending through challenging offence-related risk factors. They address the interpersonal problems, attitudes, thinking and emotions of prisoners and aim to work with those who also have additional emotional and psychological needs. Prison DTCs provide an intensive residential intervention, where individuals live on the community, developing a sense of communal responsibility and accountability whilst addressing individual risk. The model is structured around small and large therapy groups. Residents also participate in education and vocational work.

DTCs can provide intervention for impaired psychological functioning and seek to engage people who may not be suitable to undertake other accredited Offending Behaviour Programmes. Individuals will be expected to remain in therapy for at least 18 months, therefore places in DTCs are normally reserved for people serving longer sentences, who have a higher likelihood of re-offending, and/or are judged to present a high risk of harm to others.

People with learning disabilities can access TC+, a DTC programme contextualised specifically to cater for LD learning styles and needs.

Research evidence⁷ has found:
- They are effective in reducing reoffending, particularly for those with severe personality disorders.
- A positive impact on a range of measures, including hostility, neurotic symptoms, locus of control, impulsivity and mental health on self-reported psychological change (as measured by psychometric tests).
- Positive behavioural changes for those who have been through DTC treatment such as reductions in the number of assaults, serious incidents, suicides and self-injurious behaviours and adjudications reported, as well as an overall shift from anti-social to pro-social behaviours.

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Generic Parole Process (GPP)

Parole work will be a significant feature for this cohort as the evidence summary shows 21% are either serving an indeterminate sentence or are recalled prisoners. Specialist Training Prisons will undertake the majority of the work related to the progressing and preparing prisoners for the parole process, such as Offender Management and, where appropriate, Offending Behaviour Programmes. This will lead to the Parole Board making an assessment as to whether a particular prisoner is suitable for release, or progression to open conditions as the case may be for those serving indeterminate sentences.

Prisons should be aware of their responsibilities throughout the parole process, as demonstrated by the below timeline.

| Week 3 | •PPUD informs PB/Prison to commence review. HMPS request all required reports  
•PB issues review notification to prisoner |
| Week 4 | •Deadline for all prison based reports to be completed and uploaded to PPUD. |
| Week 5 | •Deadline for the PAROM1 to be complete and uploaded to PPUD.  
•HMPS create the full dossier on PPUD. Note the Governor or a delegated authority must sign off the dossier. |
| Week 10 | •PPCS undertake a case progression assessment for reviews taking place in open establishments and progression regime. |
| Week 12 | •Deadline for the prisoner to submit personal and, or legal representations.  
•PB refers dossier to MCA on receipt of representations |
| Week 14 | •PB Issues MCA paper review decision, or refers the case for an Oral hearing.  
•If negative decision do not proceed in process and do the following:  
  •28 day deadline for the prisoner to accept the decision or request an oral hearing  
  •If no OH is requested PPCS have a further 28 days to issue a letter to the prisoner advising of the next review date. |
| Week 15 | •PB Issue Oral Hearing exact date notification. |
| Week 26 | •PPCS confirm all outstanding directions are complied with. PB Issues oral hearing timetable to all parties |
| Week 28 | •Oral Hearing  
Outcomes:  
•PB Issues decision to all parties  
•PPCS have 28 days from day of receipt to process the PB decision.  
•95% of decisions to be issued within 2 weeks of OH date.  
•Tariff Expiry Date / Review End Date. |

Key  
PPUD Public Protection Unit Database  
PB Parole Board  
HMPS Her Majesty’s Prison Service  
MCA Member Case Assessment  
OH Oral Hearing  

Further information can be found in PSI 22/2015.
Preparation for progressive transfers

One of the key aims of a Specialist Training Prison for MCOSO is to rehabilitate prisoners so that they are in a position to focus on the next part of their sentence. This could result in transfer to a lower security category, and post-reconfiguration, should lead to transfer to a Resettlement Prison at the appropriate time where they will be provided with the support and tools they need to effectively prepare for release. The support provided in the resettlement stage will include liaising with community partners, supporting prisoners in seeking employment, applying for benefits, addressing their debts and if needed housing applications.

Preparing prisoners for an onward move will be of particular importance to this cohort of prisoners. Although the current system expected them to transfer to Resettlement Prisons, this often did not happen in practice potentially due to the lack of availability of space in local prisons acting as resettlement prisons.

The POM and/or Key Worker will play an important role in helping the men prepare, particularly as a Category C Resettlement Prison is very different to a Specialist or Open Prison. Liaison with the receiving prison will help to establish the ethos and culture they adopt, so that the individual knows what to expect when they arrive. Working with the individual to manage any concerns will be essential to maintaining feelings of safety.

It is important to note that, post reconfiguration changes, there will still be some prisoners who do not progress through the system, this would usually be due to failure to progress through the categorisation process in a timely manner but could also be due to specialist need only provided in the Specialist Training Prisons such as units dedicated to social care. Where this occurs, it will be important to ensure these prisoners’ resettlement needs are still met. This is likely to require a more individualised approach.
6. Resettlement provision

Overview

The changes to how this cohort should flow through the system in the future should mean that MCOSO benefit from increased access resettlement provision, and particularly access to the Through the Gate (TTG) service provided by the Community Rehabilitation Company (CRC). It should also mean they are held closer to home, allowing them to build better support networks which can often be more difficult for this cohort. This will enable the CRC to design and undertake a resettlement plan and also allow the appropriate NPS COM to build a relationship prior to release.

These men will transfer to a Resettlement Prison either following time spent in a Specialist Training Prison or directly from a Reception Prison depending on time left to serve, resettlement would not be provided directly from the Reception prison unless there were 28 days or less remaining to serve at the point of sentencing.

Not all Resettlement Prisons will receive this cohort. A subset of the Resettlement estate will accommodate MCOSO, in order to allow a degree of concentration, and subsequently specialism, in these prisons, enabling services to be commissioned at a viable level.

The specific considerations and services relevant to the resettlement of the MCOSO cohort are:
Model for Operational Delivery: Men convicted of sexual offences
Receiving Transfers

It is vital that all transfers for this cohort are coordinated and handled smoothly, especially given the vulnerability of the cohort. Risk of suicide and self-harm may be higher in this cohort of prisoners and research suggests that they may be more prone to feelings which raise the risk of suicide.

Specific considerations for the different type of transfers are outlined below. In general, for any transfer the ambition is that the key worker from the previous prison will hand over to the receiving key worker prior to transfer to identify any ongoing needs. Communication between establishments is the driving factor to ensure success and hinges on the ability for the receiving staff to wholly understand the prisoners needs, arrangements must be made at local level to manage this. For this to happen effectively, there is a minimum requirement for the sending establishment to ensure NOMIS case notes, and where appropriate OASys and Delius, are up to date.

Resettlement Prison receiving MCOSO from a Reception Prison

As with all men coming from Reception Prisons, these prisoners will need an induction package and support to aid their successful transition into the prison. The first days and weeks in custody are high risk in terms of safer custody. Individuals are more likely to get into debt and be subjected to the resulting intimidation and violence in these early days, particularly if they are new to custody. Similarly, the risk of suicide and self-harm is much greater in the Early Days. In a PPO study of 132 self-inflicted deaths between April 2012 and April 2014, it found that nearly a third (40) occurred within the first 30 days and of these, half (15% of the total) died in the first week (PPO, 2016). Information and support can act as protective factors against these risks and it is therefore essential that men coming into reception prisons receive thorough induction and support (from staff, peer support and family/friends) in their early days.

The main change reconfiguration will bring will be that these prisoners will transfer from Reception Prisons (within 10 working days of sentencing) directly to separate Resettlement Prisons, and not enter a Specialist Training Prison because they have a relatively short time to serve. This will minimise the depth of imprisonment they experience, better enable them to maintain community ties, and provide access to services that support their reintegration throughout their time in custody. This may mean that these prisoners will not have access to interventions or programmes while in custody, however these men would not usually have had enough time in custody to undertake these anyhow. Where programmes are assessed as required, the evidence suggests it may be more suitable for these to take place in the community.

This will not be an issue for the majority of MCOSO, especially those with shorter sentences; where their risk of sexual reoffending is low they will not be suitable or eligible to undertake an offending behaviour programme.
Resettlement Prison receiving MCOSO from a Specialist Training Prison

Research (Analytical Summary - The separated location of prisoners with sexual convictions: Research on the benefits and risks, 2016) suggests that prisoners transferring from a prison which specialises in managing this cohort to a prison with a mixed population could lead to prisoners in this cohort feeling unsafe. This could be due to gossip at their previous prison or simply the upheaval transfer can cause after being settled. These feelings could reduce their willingness to engage with the regime and negatively affect their resettlement. Governors will need to address and tackle it through a thorough induction package that ensures they are familiar with the workings of a Resettlement Prison and the processes and support mechanisms in place to ensure their safety. It could be worth considering sending promotional materials to Reception Prisons and Specialist Training Prisons so that the cohort are aware of the prison prior to transfer. A rehabilitative, safe, normalised culture and environment is of the utmost importance in allaying the fears of the cohort.

Preparing for release

OMiC will define responsibility for pre-release planning and this will be with the COM. Those serving over 10 months will benefit from a pre-release board where the POM and COM will meet with the prisoner and discuss the handover of responsibility and what this means for them.

As shown in the evidence summary a large proportion of this cohort are serving longer sentences. This can lead to institutionalisation, but also anxiety prior to release due to the changes in the community over the last few decades. Some people may not initially be able to deal with this change without additional support to understand “everyday” tasks such as using technology.

Social attitudes too have changed, and they may not be able to act in the same way as they did prior to coming into custody. Along with the release arrangements put in place by the COM additional bespoke support is recommended for these prisoners. This support could be provided in the form of an Independent Living Skills course, such as the one run at HMP Leyhill.
Case Study – HMP Leyhill Independent Living Skills (ILS) course

The course is aimed at men in this cohort with longer sentences and provides them with appropriate knowledge and skills to aid in their resettlement. It aims to provide the individual with an understanding of rules of the hostel on release, the ability to search for a job in the job centre, how to get about using public transport, how to go about shopping, how to cook and how to use technology. It also aims to increase their awareness of health and wellbeing and improve their everyday problem solving.

This is of particular importance to this cohort as they may have become institutionalised whilst in custody, and prior to coming into custody they may not have had to do a number of these “everyday” tasks due to the changes in social attitudes and/or technological advancement since their initial reception into prison.

This course is designed to teach prisoners a social, moral, spiritual and cultural understanding of life outside of prison. By giving them these skills, which will help them work with others as well as embedding literacy, numeracy and ICT skills; they are gaining the tools which will help them obtain work opportunities. Familiarising prisoners with public areas through ROTL will prepare them socially and mentally for their release.

Reconfiguration will enable this cohort the opportunity to re-learn how to live more independently in a community that doesn’t share an offence type with them, better preparing them for life on release.

There are other approaches to preparing for release such as commissioning specialists or charities to cater for individual groups. The case study below highlights how resettlement information is collated and provided to prisoners by the charity RECOOP.
## Case Study – Resettlement Provision by RECOOP

The charity RECOOP provide resettlement services to prisoners in custody and in the community. Their main focus is on the needs of older prisoners, which includes a large number of men convicted of sexual offences.

Whilst in the establishment they provide support to these men and often work as an advocate for them. They provide mentally stimulating activities including cooking, quizzes, games, puzzles and gardening. They also support the wider establishment by engaging with all departments, including with offender management and security teams. They also get in touch with external organisations for individuals in order to organise support and opportunities on release, including release on temporary licence.

They provide constant support to individuals by coaching and informally counselling the men around any anxieties or concerns they have regarding their release (including helping with specifics around money, accommodation or clothing amongst other things); and monitoring their wellbeing and mental state, particularly at times of crisis such as a loss or an anniversary of a loss (in conjunction with the safety team).

As part of RECOOP’s resettlement offer they speak to individuals in an attempt to find out what information they require on release, they also speak to other relevant departments such as the offender management and health care departments and build an information pack for the prisoners to keep and use after release. These information packs can include:

- An overview of the area of release including geographical information and travel links
- A history of the area they are returning to, as this is of interest to a lot of the older prisoners
- Local recreational facilities to keep fit
- Local amenities, areas of interest, tourist information centres and ideas of things to do
- Local authority/council contacts and support schemes
- Local citizens advice bureau, charities and advice centres
- Local probation hostels or approved premises they may be required to reside at
- Local opportunities for further/higher education
- Local Doctors, Dentists and substance misuse support services
- Local Job Centre and recruitment and volunteering agencies

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<th>Source</th>
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<td>Local Housing associations</td>
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<td>Relevant Social clubs</td>
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<td>National support organisations</td>
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New Me MOT

Programmes for this cohort have been designed to motivate curiosity about the potential of change and to build self-efficacy to make change. Sustained attitudinal and behavioural shift requires graduates from programmes to effectively transfer and apply their learning way beyond the conclusion of a programme. For those of the highest risk levels and the most challenging responsivity needs, the process of change can be particularly challenging.

There is growing evidence that supervision that employs ‘change skills’ can deliver a positive impact on re-offending rates. Those change skills include:

- Application of desistence and Risk, Need and Responsivity principles
- Focus on criminogenic need and pro-criminal attitudes;
- Use of cognitive-behavioural techniques
- Appropriate reinforcement
- Focus on rehabilitation and practical help where needed

New Me MOT is a toolkit of short exercises that enable the POMs to support the programme graduates generalise their learning to new circumstances and contexts as they progress through the sentence. In turn the participant’s engagement in the exercises provide the POM with critical information to inform decision making in relation to the direction of the sentence. For example, those that take up the offer of support do so on the understanding that they:

1. Provide evidence of self-monitoring (Learning Logs)
2. Trial, evaluate, and refine their future plans for living (the New Me Life Plan)
3. Continue to work towards realising their goals (New Me Goals).
4. Develop support networks to strengthen their efforts to explore the potential of change

The Importance of through-care

Extensive discharge planning and therapeutic environment are recognised as moderators of successful programmes. A qualitative study of the post release experiences of six programme graduates who were back in prison following a sexual reconviction concluded that the completion of the programme may only be the beginning of a life-long effort to desist from crime, and more consideration to the support required from other services to accompany programmes should be given. The findings of a number of studies highlight that programme impact is influenced by, and mediated through a range of post programme factors

The new programmes designed for this cohort, and the New Me approach with built in through-care, should help target criminogenic needs common to the cohort.
Integration or separation?

It will be up to Governors to decide whether integration or separate units are the most appropriate way to house the individuals in their prisons and how best any risks, such as those affecting safety or the rehabilitative culture, can be managed.

The evidence base on this issue is not clear cut and Governors should be aware that one particular approach has not been identified as the optimum approach in terms of rehabilitating their prisoners. This MOD aims to provide Governors with information to enable them to consider the options before deciding on what is right for their establishment. Traditionally, as a service, MCOSO have been separated for their own safety due to the stigma surrounding their type of offence, without consideration of the option of integration.

An integrated regime is likely to be more efficient and would equalise the provision for MCOSO to the rest of the population held in the establishment. Other benefits to this approach include:
- It lessens the likelihood of staff being conditioned
- It doesn’t reinforce negative labelling
- It reduces opportunities for networking (in order to commit further sexual offences)
- It reduces the levels of stigmatisation
- It reduces collusion that can lead to an increase in the maintaining of innocence
- It better prepares men from this cohort for living in the community

However, the system would not be feasible for all prisons to adopt immediately as it only works currently because alternative places are available for those prisoners who do not want to be part of an integrated regime.

Further to this, there is also evidence that co-location of MCOSO with other prisoners can lead to them withdrawing through self-segregation, where they feel at risk of violence or intimidation. These men can become victims of intimidation or threatening behaviour and may sometimes incur significant amounts of debt through paying for protection from other prisoners. Further benefits of separation include:
- It helps the cohort’s perception of safety
- It is easier to manage without the added complexity integration poses
- Reported better access to peer support

If separation is the preferred choice, MCOSO should not be located alongside other vulnerable prisoners, such as those self-isolating due to being in debt, as the evidence says this is more likely to lead to the development of a hierarchy within Vulnerable Prisoner Units (VPUs) and increased bullying.
The following case study from HMP Dartmoor provides an example of how Integration can work, including an examination of whether to integrate, how to implement, induction and safer custody processes.

**Case Study – Integrated Regime at HMP Dartmoor**

**Whether to integrate** - The Governor of Dartmoor had the ambition to integrate this cohort with the general population to reduce stigmatisation by providing a more normalised environment. Before going ahead and restructuring, the Governor ensured the following were in place:

- A strong positive leadership team that had really bought in to the concept
- A positive rehabilitative culture with a focus on decency and equivalency of opportunity
- A system to manage safety and fear; this included a 2-week induction and talking therapies to identify and ease any anxieties of both cohorts of prisoner
- Good relations with Trade Unions that would help staff rise to the challenge
- Staff training and good staff-prisoner relations
- Strong community links (university, local council, providers) to aid delivery of services

Dartmoor also had the added benefits of a wholly single cell establishment which aided the management of fear by allowing prisoners to have their own space to come to terms with integration; and a lot of experienced staff. These added benefits meant integration could be achieved relatively quickly, taking place over approximately 7 months.

**Implementation** - Prior to this it was important to get the views of staff and Trade Unions to ascertain the appetite for change and to be able to address any concerns so that change isn’t imposed on anybody. This also included getting the buy in of the senior management team to help implement and own the changes and sell the benefits to both staff and prisoners. It was also a chance to take on board and implement any positive ideas for change.

It was decided to then engage the prisoners to find out and address their concerns. The main concerns of men convicted of sexual offences were around safety. During one of these engagement sessions, a few members of the wider prison population expressed strong feelings of disgust. Due to these few negative voices it was clear that all prisoners should be given the choice as to whether they would agree to live in an integrated regime. This was not only to give autonomy but also to help aid safety of the overall establishment.
Case Study – Integrated Regime at HMP Dartmoor (Implementation continued)

If prisoners no longer wish to live in an integrated regime, they can temporarily choose to self-isolate. Those that do this are closely managed as a complex case to help them to come to terms with integration. Those that do not progress back to living amongst the integrated population may have to be considered for transfer.

**Induction** - This was extended to 2 weeks to ensure that HMP Dartmoor could identify and manage anxieties, and fully explain the expectations, of both the cohort of men convicted of sexual offences and the general population in regard to the integrated regime.

As part of induction, prisoners are asked to sign an agreement to state that they agree to live in an integrated regime and be respectful. They also sign to say they will not “bully”, discriminate, extort or demonstrate anti-social behaviour. This agreement encourages prisoners to help prevent intimidation or threatening behaviour amongst peers by reporting concerns to staff.

The agreement goes into additional detail in regard to “bullying” to provide a definition and identify unacceptable behaviours in further detail. This included detail of both psychological and physical abuse such as threats, name-calling, “taxing” and assault. It also explained the different reasons people bully which were generally greed, pleasure or insecurity.

If a prisoner is found to break the agreement it can be managed by use of the IEP scheme, adjudications, financial penalties or being removed from the integrated regime, as appropriate.

To ensure the integrated regime works the induction was extended to include sessions on:
- Empathy – facilitated by the Chaplaincy team
- Anxiety Management and Talking Therapies
- Mental health screening
- Programmes awareness and eligibility assessments
- Cycle of change awareness
- Step Up Plan – Personal Social Development course including resilience and team building
- Dialogue Road Maps - Mediation through a restorative approach

Information was also provided around sexual orientation, gender identity, accepted terminology, transgender prisoners and harassment and both internal and external support available.
Case Study – Integrated Regime at HMP Dartmoor (Induction continued)

Safer Custody - The improved induction process allows greater reduction of anxiety. It also encourages open relations with staff so that anyone can feel as though they can go and talk to staff when feeling anxious. This is supported by a strong sense of rehabilitation and normalisation in the staff group.

Underpinning Safety was regular meetings between residential staff, safety, security and OMU to identify those that are vulnerable to, or pose a risk of, less obvious intimidation or threatening behaviour, harassment or grooming in an effort to separate, manage and potentially transfer those prisoners to ensure their safety.

The integrated approach has recently been praised by the Inspectorate when inspecting both HMP Dartmoor and HMP North Sea Camp. HMP Dartmoor, whose most recent report is not yet published, have achieved a Good rating (Scoring 3 out of 4) for Safety, Decency and Purposeful Activity since implementing the integrated regime.

On North Sea Camp, Peter Clarke, HM Chief Inspector of Prisons, said: “The fact that the population was fully integrated yet there was little if any hostility towards [men convicted of sexual offences] was a tribute to the ethos of the prison and the care that was taken to generate an atmosphere of peaceful co-existence and tolerance.” The report noted: “A ‘don’t ask, don’t tell’ policy was used well to address the fears of men who were vulnerable because of their offence about living in a mixed population.”
Release on Temporary Licence (ROTL)

ROTL can be used to support individuals to prepare for release and integration into the community. Facilitating engagement with service providers ahead of a person’s release through the use of ROTL improve the chances that it will continue on release and beyond. The opportunity to build and repair relationships is known to support effective resettlement.

When the prisoner reaches a stage in their sentence where they are eligible for ROTL it is important that staff assist them in making external links to find reliable employment in the community or opportunities that increase employability such as education or training this will not only encourage them to use their time productively in custody but provide focus on release.

Finding work is a key component to reducing re-offending; a factor which is confirmed by the evidence base. At HMP Leyhill, they have discovered that, although they are more difficult to find, there are many companies that work with MCOSO to help them into training and employment whilst on ROTL and when leaving custody. A number of departments reach out to the community including learning and skills, education and RECOOP (A charity based at Leyhill).

For this cohort, under the current ROTL guidelines, the majority of those receiving ROTL are in open conditions and those are mainly Indeterminate Sentenced Prisoners (ISPs). These prisoners have generally spent a longer period of time in custody undertaking work to decrease the risks they pose to the point where the Parole Board have determined open conditions as suitable. Further to this, in order for the board to make a fully informed decision and approve ROTL, Psychological services must undertake Enhanced Behaviour Monitoring (EMB) case review which contains sections reviewing the prisoners current and previous convictions, institutional behaviour, other factors relevant to offending, responsivity and other risk issues, behaviour indicators of risk escalation or reduction, outstanding risk management actions, other assessments and gaps in available information; and recommendations regarding ROTL or further requirement for enhanced behaviour monitoring.

MOJ policy will be working with practitioners to explore where changes can be made to the policy to ensure access to ROTL for those who would benefit while maintaining robust risk assessments, this includes men convicted of sexual offences. Further guidance will be provided on this in due course.
Through the Gate (TTG)

TTG is delivered by Community Rehabilitation Companies (CRC) and is a key facet of the Transforming Rehabilitation reforms, helping to prepare prisoners for release and resettlement, increasing their prospects of leading a better life. TTG is geared towards working with prisoners being released from custody and aims to build a strong and supportive recovery community to encourage rehabilitation, with an overarching aim to bring down reoffending rates.

There is currently a barrier to providing this service to this cohort as these men are often located some distance from home, meaning that they receive a lesser resettlement service as they cannot be easily accessed by the appropriate CRC staff.

This cohort will benefit from the estate being reconfigured, particularly in regard to TTG, as they will be held in prisons closer to home allowing them to build better support networks which can often be more difficult for this cohort. This will enable the CRC to design and undertake a resettlement plan and also allow the appropriate NPS COM to build a relationship prior to release. MCOSO will be held in the right place within the system to help them change their lives by provision of more localised resettlement services. This will enable improved use of the rate-card system.

This service is specifically important for MCOSO as they have often spent long periods in custody which has led to institutionalisation which needs to be overcome with effective resettlement release planning. They may also be subject to restrictions on their release which limit some of the services or choices they can exercise. For this cohort of prisoners this release planning will work in tandem with MAPPA which will have more of a focus on Public Protection and Risk of Harm. This cohort will usually be allocated to NPS COM’s as the NPS will be responsible for their case. As part of release planning, those that pose a high risk of harm may be referred to approved premises.
Circles of Support and Accountability (CoSA)

CoSA is an approach that can be utilized when releasing MCOSO. A Circle is a group of volunteers from the community who meet regularly with a prisoner to offer social, practical and emotional support, in addition to monitoring and supervision. The volunteers create the Circle of Support around the Core Member and offer, with supervision, social and practical support to the individual.

CoSA are a promising community initiative that have been piloted by two projects in the UK between 2002 and 2010. Now, around 150 Circles are active at any one time utilising the skills and commitment of over 1000 volunteers, professionally recruited, trained and supervised. There are a number of different schemes including community-based circles, circles targeted at young offenders and “ID circles” targeted at those with learning disabilities. Psychology teams play an important role in determining suitability of individuals to the CoSA approach. Prison-based (pre-release) CoSA are also now being piloted in Whatton Prison for those with the highest risk and most need.

This approach helps enable MCOSO to reintegrate into society after being in prison, while holding them accountable for their behaviour. Circles are concerned with the needs of prisoners and the needs of victims and communities. The concept seeks to balance both community protection from victimisation and the reintegration of individuals who are often socially isolated and marginalised.

Circles UK govern all CoSA projects across the UK and they state, "Circles of Support and Accountability build safer communities through local volunteers working with [these men] to minimise alienation, support reintegration and so prevent sexual reoffending".

Circles provide a unique and supportive social network to counteract the isolation that can be such a dangerous factor in relation to risk of committing further sexual offences. They encourage and enable prisoners to develop appropriate social activities and share in the life of the community, allowing for successful and crime-free reintegration back into society. More information can be found on this at the Safer Living foundation website or Circles UK.
Public Protection and Safeguarding Children

This cohort will usually be subject to MAPPA as they will be required to sign the Sex Offenders Register. A proportion of these prisoners will be assessed as posing an ongoing risk to children. As such, Governors should be aware of their responsibilities as defined in the Public Protection Manual.

These responsibilities revolve around ensuring adequate risk assessment and information sharing between agencies. The manual does not solely relate to this cohort but also to any prisoners identified as posing a risk to children, causing harassment, those convicted of violent offences or are otherwise deemed a high risk of harm, please read the policy for further specific information.

The Public Protection Manual has been published as an instruction and can be found on the intranet as PSI 18/2016.

Below is a timeline of the actions required of an establishment for MCOSO (though please note that it is not exhaustive):

- **Initial Reception**
  - Check documentation to identify Public Protection Concerns
  - Add alerts onto Nomis and partner on Visor
  - Notify Probation and Social Services (If identified as a Risk to Children)

- **6 months prior to release**
  - Contact Probation to request MAPPA level
  - Update VISOR minimum dataset

- **Last 6 months**
  - Discuss at monthly risk-management meeting (level 2 or 3)
  - Complete MAPPA F and share with Probation/MAPPA

- **10 weeks to release**
  - Send PD1 requesting additional Licence conditions required and reporting instructions including information on whether the prisoner is required to register

- **Last 14 days**
  - Notify Probation, Police (& Social Services if person poses a Risk to Children) of release
  - Issue licence and Sex Offender registration paperwork and share with Police/Probation
Data & evidence to support the design of prisons for individuals convicted of a sexual offence

Commissioning Strategy Team
Data Science Hub, MoJ
December 2017

Protecting and advancing the principles of justice
Individuals convicted of a sexual offence

18,164 (99%) are men and 203 (1%) are women

Data is taken from the Sex offender Management Board dashboard located on the HMPPS Hub
Source: DaSH Segmentation dataset, September 2016.
### Sentence length of individuals convicted of a sexual offence

**Data is taken from the Sex offender Management Board dashboard located on the HMPPS Hub**

**Source:** DaSH Segmentation dataset, September 2016.

<table>
<thead>
<tr>
<th>Sentence Type</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Remand</td>
<td>3%</td>
</tr>
<tr>
<td>Determinate &lt;12m</td>
<td>3%</td>
</tr>
<tr>
<td>Determinate 12m ≤ 4 yrs</td>
<td>14%</td>
</tr>
<tr>
<td>Determinate 4 yrs +</td>
<td>52%</td>
</tr>
<tr>
<td>IPP</td>
<td>10%</td>
</tr>
<tr>
<td>Life</td>
<td>10%</td>
</tr>
<tr>
<td>Recall</td>
<td>7%</td>
</tr>
<tr>
<td>Non-criminal</td>
<td>1%</td>
</tr>
<tr>
<td>Unknown</td>
<td>1%</td>
</tr>
</tbody>
</table>

**Bar Chart:**
- **Number of individuals**
- **Sentence type**
  - Remand
  - Determinate <12m
  - Determinate 12m ≤ 4 yrs
  - Determinate 4 yrs +
  - IPP
  - Life
  - Recall
  - Non-criminal
  - Unknown
Ethnicity profile of individuals convicted of a sexual offence

Data is taken from the Sex offender Management Board dashboard located on the HMPPS Hub
Source: DaSH Segmentation dataset, September 2016.
The actuarial tools we currently use:

- **Offender Group Reconviction Scale (OGRS3)**: percentage likelihood of committing any proven reoffence within 2 years. An OGRS3 score of 50%+ means that an offender is more likely than not to commit a proven reoffence within 2 years. OGRS scores are used to target interventions on those most likely to benefit.

- **OASys Violence Reoffending Predictor (OVP)**: percentage likelihood of committing any violent proven reoffence within 2 years (this includes minor violent offences such as common assault, criminal damage as well as more serious violent offences). An OVP score of 30%+ is one of the criteria for suitability for our violence specific accredited programmes.

- **OASys Sexual reoffending Predictor, Contact scale (OSP/C)**: percentage likelihood of a contact sexual proven reoffence within 2 years (only available for offenders with a sexual index offence or previous conviction). Being able to differentiate between low and high risk of a sexual proven reoffence helps us to prioritise our resources where the risk is greatest.

- **Risk of Serious Recidivism (RSR)**: likelihood or committing a seriously harmful proven reoffence within 2 years (this only includes offences where the victim either dies or suffers trauma from which it would be hard or impossible to recover). If their RSR score is 6.9%+ an individual is automatically allocated to the NPS for management post release. We consider an RSR score of 3%+ as an indication of an ‘elevated’ level of risk of seriously harmful reoffence compared to the average for offenders in the community.

Knowing how likely it is that someone will reoffend is our starting point for risk assessment and management.

Most of our risk assessment tools are available as part of OASys. RSR is currently a stand alone tool used in the case allocation process at sentence stage.

Segmentation tools will inform individual decisions about which services to provide.
# Actuarial risk profile of individuals convicted of a sexual offence

## OSP/C

<table>
<thead>
<tr>
<th>OSP/C</th>
<th>Individuals</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td></td>
<td>5250</td>
<td>29%</td>
</tr>
<tr>
<td>Medium</td>
<td></td>
<td>5759</td>
<td>31%</td>
</tr>
<tr>
<td>High</td>
<td></td>
<td>5028</td>
<td>27%</td>
</tr>
<tr>
<td>Very high</td>
<td></td>
<td>2103</td>
<td>11%</td>
</tr>
<tr>
<td>Blank</td>
<td></td>
<td>227</td>
<td>1%</td>
</tr>
</tbody>
</table>

## RSR

<table>
<thead>
<tr>
<th>RSR</th>
<th>Individuals</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No RSR Score</td>
<td></td>
<td>145</td>
<td>1%</td>
</tr>
<tr>
<td>Low 0-0.99%</td>
<td></td>
<td>4167</td>
<td>23%</td>
</tr>
<tr>
<td>Medium 1-2.99%</td>
<td></td>
<td>7718</td>
<td>42%</td>
</tr>
<tr>
<td>High 3-6.89%</td>
<td></td>
<td>5239</td>
<td>29%</td>
</tr>
<tr>
<td>Very High 6.9%+</td>
<td></td>
<td>1098</td>
<td>6%</td>
</tr>
</tbody>
</table>

## OGRS

<table>
<thead>
<tr>
<th>OGRS</th>
<th>Individuals</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-24%</td>
<td></td>
<td>10186</td>
<td>55%</td>
</tr>
<tr>
<td>25-49%</td>
<td></td>
<td>3874</td>
<td>21%</td>
</tr>
<tr>
<td>50-74%</td>
<td></td>
<td>3049</td>
<td>17%</td>
</tr>
<tr>
<td>75-89%</td>
<td></td>
<td>1137</td>
<td>6%</td>
</tr>
<tr>
<td>90-99%</td>
<td></td>
<td>121</td>
<td>1%</td>
</tr>
</tbody>
</table>

## OVP

<table>
<thead>
<tr>
<th>OVP</th>
<th>Individuals</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td></td>
<td>10950</td>
<td>60%</td>
</tr>
<tr>
<td>Medium</td>
<td></td>
<td>4005</td>
<td>54%</td>
</tr>
<tr>
<td>High</td>
<td></td>
<td>1104</td>
<td>32%</td>
</tr>
<tr>
<td>Very High</td>
<td></td>
<td>184</td>
<td>1%</td>
</tr>
<tr>
<td>Blank</td>
<td></td>
<td>2124</td>
<td>12%</td>
</tr>
</tbody>
</table>

Data is taken from the Sex offender Management Board dashboard located on the HMPPS Hub.

Source: DaSH Segmentation dataset, September 2016.
Criminogenic need of individuals convicted of a sexual offence

Data presented is from those with a complete OASys. 92% (n=16,928) have a complete OASys.

Data is taken from the Sex offender Management Board dashboard located on the HMPPS Hub. 
Source: DaSH Segmentation dataset, September 2016.
Risk Factors for Sexual Recidivism
Source: Mann, Hanson & Thornton, 2010

**Sexual interests:** Sexual preoccupation, sexual preference for children, sexual preference for violence, multiple paraphilias.

**Attitudes supporting sexual offending:** Positive evaluations of rape or sex with children; beliefs that rape or sex with children is harmless or even enjoyable for the victim.

**Relationships with others:** Lack of emotional intimacy with adults, emotional congruence with children, hostile orientation to others, negative social influences.

**Self-management:** Impulsivity, employment instability, recklessness, resistance to rules and supervision.
### Probable protective factors that assist desistance from sexual offending

**Source:** de Vries Robbe et al. 2014

<table>
<thead>
<tr>
<th>Factor</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Healthy sexual interests – consenting sexual activity with other adults</td>
<td></td>
</tr>
<tr>
<td>Capacity for emotional intimacy</td>
<td></td>
</tr>
<tr>
<td>Constructive social and professional support network</td>
<td></td>
</tr>
<tr>
<td>Goal directed living</td>
<td></td>
</tr>
<tr>
<td>Good problem solving</td>
<td></td>
</tr>
<tr>
<td>Engaged in constructive meaningful activity such as employment or leisure activity</td>
<td></td>
</tr>
<tr>
<td>Sobriety</td>
<td></td>
</tr>
<tr>
<td>Hopeful, motivated and optimistic attitude to desistance</td>
<td></td>
</tr>
</tbody>
</table>
An ageing population

Older prisoners in prison are particularly vulnerable, and the number of older prisoners is growing. What is considered ‘old’ in prison (50 years plus), is younger than in the community.

- **Illness/disease is more problematic in prisons, and older prisoners may be particularly vulnerable (e.g. Hepatitis).**

- **Older people have greater likelihood of falls, sensory impairment (eyesight, hearing), dementia and incontinence, which make the prison environment particularly challenging.**

- **The effects of age make accessing prison facilities harder (due to mobility), and social isolation (and loneliness) more likely.**

- **Older prisoners may have less social support outside, less easily access visits for example, and may be particularly anxious about release (if imprisoned for a long time).**

- **Older prisoners have more chronic health problems and mental health problems than younger prisoners (and their counterparts in the community).**

Official Sensitive
## Learning from 2015 HMIP reports of Isle of Wight and Littlehey prisons


<table>
<thead>
<tr>
<th>What is ‘good’</th>
<th>How this is achieved</th>
<th>What could be improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prisoners feel safe</td>
<td>Thorough induction procedures; low levels of violence and self-harm; proportionate use of security; relatively low levels of illegal substance use; low use of segregation; good access to Listeners; meaningful ACCT entries</td>
<td>Prisoners felt unsafe during journey to prison; victimisation by other prisoners and staff; reporting all incidents to safer custody team; training staff in risks posed by mixture of vulnerable people &amp; sexual offenders; updating care maps</td>
</tr>
<tr>
<td>Initial screening and</td>
<td>Overseen by probation staff and reviewed appropriately; good information flows between security, OMU and public protection staff; child safeguarding and monitoring arrangements were good</td>
<td>Routine identification and management of potential risks to other prisoners</td>
</tr>
<tr>
<td>monitoring upon arrival</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staff-prisoner</td>
<td>Staff treated prisoners with respect; personal officer scheme worked well and provided effective support mechanisms; consultation with minority groups and regular forums</td>
<td>Ensure all staff complete conditioning, manipulation and corruption prevention training, embed Challenging Anti-Social Thinking Training (CAST); support groups to meet needs of gay, bisexual or transgender prisoners</td>
</tr>
<tr>
<td>relationships</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Living environment</td>
<td>Clean and well presented communal areas; good access to telephones, mail and property</td>
<td>Cramped cells; adequate screening within toilet and shower facilities; improvements in night sanitation arrangements; more effective application tracking system</td>
</tr>
<tr>
<td>Time out of cell</td>
<td>Data performance measurements had led to increased attendance; positive partnerships with education providers; some high quality workshops</td>
<td>Increase activity places for number of population; lack of accredited training programmes; variable educational teaching standards and poor pace of learning</td>
</tr>
<tr>
<td>Meeting needs of older</td>
<td>Development of assisted living units for those with greater social care needs; effectively commissioned health services; regime consideration for prisoners who required assistance; palliative care and end of life needs managed</td>
<td>Adjustments to accommodate needs of prisoners with disabilities; physical barriers to regimes/activities</td>
</tr>
<tr>
<td>prisoners</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Resettlement</td>
<td>MAPPA and inter-departmental risk management teams working well; good links with outside providers e.g. Nacro; identification of prisoners in need of financial support;</td>
<td>Take a whole prison approach to resettlement; increase awareness of compliant prisoners/ risks posed to community; delays in completing OASys; addressing risks for those who do not fulfil offending behaviour programmes</td>
</tr>
</tbody>
</table>
International examples

Canada
• Responsibility for corrections is divided between federal and provincial governments
• 1.79% of federal charges for sexual offences (2014)
• Research on individuals convicted of sexual offences who receive treatment shows reoffending rate at 10%, compared to 17% for those who don’t receive treatment
Source: Public Safety Canada

Norway
• Corrections system based on principle of normality: punishment is restriction of liberty, circumstances shall only be as strict as required and during sentence life will resemble life outside
• Approximately 8% held for sexual offence (2014)
Source: Statistics Norway

Federal assessment takes up to 90 days and considers the factors that led to imprisonment, what interventions are necessary and which prison offender will be held in during their sentence

Some facilities enable programme inclusion for people in denial of their offence

Healthy lifestyle choices actively promoted and supported and targeted at vulnerable populations including ethnic minorities, ageing offenders and offenders with mental health disorders

Keele Community Corrections Centre, Ontario: 50 bed unit for offenders on licence from prison living at centre with curfews and restrictions on movements. Corrections Officers supervise visits into community

Circles of Support and Accountability in operation across Canada

Halden high security prison includes approximately 40% sexual offenders within its population of 250. The prison has a ‘High School’ and provides a variety of education and vocational training courses

Halden designed with rehabilitative purpose within 25 foot high concrete perimeter wall - landscaped grounds, exercise facilities, natural resources used in building construction, use of natural light, well-equipped visits centre

Halden transitional residence offers 24 places, including 2 wheelchair accessible rooms. The focus is on individual preparation for release with access to housing and social support

Official Sensitive
In prisons that accommodate sex offenders, we would want to ‘design in’...

- Well designed and purposeful reception and induction areas
- Cells that are accessible for those who are physically less able and/or aging
- Workshop space to provide the opportunity for meaningful training and work
- Procedural justice
- Rehabilitative culture and leadership
- Specially selected & trained staff
- Opportunities for voice
- A cared for environment with access to outside space
- A greater focus on personal development and transparency about progression
- Proportionate security e.g. Using technological advances
- Resettlement hub for assistance with housing, employment, financial needs