

Follow-up to Women in Prison

A Thematic Review

by HM Chief Inspector of Prisons for England and Wales

Contents

The Women's Estate

Progress on recommendations from the 1997 thematic review
'Women in Prison'

Conclusions

Recommendations

Appendix

A Thematic Review by HM Chief Inspector of Prisons for England and Wales

Chapter 1

1.01 At 1 January 2001 the women's estate was made up of:

Establishment	Cat	Holds Remands	Holds YO's & Juvs	M&BShared Unit	Cat A	
					Male Estab	Secure Unit
Askham Grange	Open	X	O*	O	X	X
Brockhill	Closed	O	O	X	X	X
Bullwood Hall	Closed	X	O	X	X	X
Cookham Wood	Closed	X	X	X	X	X
Drake Hall	Open	X	O	X	X	X
Durham	Closed	X	X	X	O	O
East Sutton Park	Open	X	O*	X	X	X
Eastwood Park	Closed	O	O	X	X	X
Foston Hall	Closed	X	X	X	X	X
Highpoint	Closed	O	X	X	O	X
Holloway	Closed	O	O	O	X	X
Low Newton	Closed	O	O	X	X	X
New Hall	Closed	O	O	O	X	X
Send	Closed	X	X	X	X	X
Styal	Closed	O	O	O	X	X
Winchester	Closed	X	X	X	O	X

* *Juveniles held only under special direction*

1.02 Since the publication of the Thematic Review in 1997 the number of women's establishments has increased from 15 to 17 with the inclusion of Send and the shortly to be opened, Morton Hall.

- Risley no longer holds women prisoners, Styal replacing it as the local women's prison in the North West.
- Low Newton has been re-rolled as a women's establishment making it the main local and training prison for women in the North East of England.

1.03 Plans have been announced to further increase the female prison estate in order to accommodate rising numbers. A new dedicated female establishment, Ashford in Middlesex, will cater for 450 women and another new prison at Peterborough will, on a shared site, include accommodation for 360 women.

The prison population as at 5th January 2001:

1.04 At 5 January 2001 the women's estate was made up of:

Establishment	No. of Adults	No. of Young Women	Total
Askham Grange	111	1	112
Brockhill	96	36 (14)	132
Bullwood Hall	98	59 (14)	157
Cookham Wood	146	-	146
Drake Hall	120	15	135
Durham	105	-	105
East Sutton Park	67	5	72
Eastwood Park	218	50 (12)	268
Foston Hall	150	1	151
Highpoint	193	1	194
Holloway	379	72 (15)	451
Low Newton	161	33 (5)	194
New Hall	229	96 (21)	325
Send	217	-	217
Styal	333	62	(16) 395
Winchester	86	-	86
Overall Totals	2709	431 (97)	3140

Numbers of juveniles shown in brackets

1.05 The total number of prisoners accommodated in the women's estate on 6th December 1996, as quoted in the 1997 Thematic Review, was 2444. This compares with the 3140 women held in Prison Service custody as at 5th January 2001.

1.06 Cost per prisoner place:

Establishment	Certified Normal Accommodation	Operational Capacity	Cost per prisoner place £
Askham Grange	132	132	18,974
Brockhill	160	160	31,255
Bullwood Hall	180	180	28,606
Cookham Wood	120	150	26,721
Drake Hall	271	271	14,376
Durham	124	126	31,375
East Sutton Park	94	100	19,747
Eastwood Park	295	328	22,759
Foston Hall	174	182	27,017
Highpoint	218	218	19,121
Holloway	477	492	37,595
Low Newton	215	245	31,195
New Hall	327	385	24,667
Send	220	220	19,357

Styal	412	455	25,737
Winchester	82	94	23,852

Chapter 2

PROGRESS ON RECOMMENDATIONS FROM THE 1997 THEMATIC REVIEW 'WOMEN IN PRISON'

In this chapter we describe the progress made in addressing the recommendations contained in the original Thematic Review. These recommendations are shown in italics.

Management of female prisons

2.01 A Director of Women's Prisons should be appointed to be responsible and accountable to the Director General for the management of the female estate. (3.50, 12.01)

Achieved. An Operational Director for the female estate was appointed in the year 2000; the Head of the Women's Policy Group has been in post since April 1998. Much of the progress reflected in this report has been generated by this group.

2.02 Low Newton needs more accommodation and resources, and to establish its own identity if it is to be the main local prison for women in the North East of England. (3.05, 12.02)

Achieved. Low Newton was very effectively re-rolled as a 'female only' establishment in 1999 making it the main local and training prison for women in the North East of England.

2.03 Risley should be replaced as the local prison for women in the North West of England. (3.07, 12.03)

Achieved. Risley is now an 'all male' establishment. Styal replaced Risley as the local women's prison in the North West area.

2.04 A thorough needs analysis of the female prisoner population should be conducted so that relevant national policies can be formulated towards health, education, food, employment, physical education, contact with families, security, tackling offending behaviour, bullying, alcohol, childcare, counselling and resettlement. (2.22, 3.49, 12.04)

Ongoing. There has been notable progress made in the majority of these areas since the publication of the original Review; these are described in detail later in this report. The continuing improvement in the treatment and conditions for women prisoners will depend on effective co-operation between the Women's Policy Group and the new post of Operational Director.

2.05 Any sharing arrangements with male prisoners should include the following safeguards:

- *total physical separation*
- *a separate identity reinforced by distinct*
- *management and staffing teams*
- *separate costing arrangements and*
- *management accounting systems to*
- *attribute costs of shared services*
- *discrete objectives*
- *separate visiting facilities*
- *separate catering facilities*
- *separate health care*
- *separate education, employment and*
- *physical education facilities. (3.12, 12.05)*

Largely achieved. At the time of writing, only three of the 16 establishments holding women prisoners, Durham, Highpoint and Winchester, continued to be shared establishments with separate wings dedicated to the custody of women, and plans were in hand to separate Highpoint into two establishments, one for men and one for women, each with its own governing Governor.

Durham was the only prison in which female accommodation remained within the perimeter of the male establishment, although separated from the main prison by a security fence. At Durham, Winchester and Highpoint, dedicated governors for the female units have been appointed under the governing Governor of the main establishment. Facilities in these shared establishments are mainly, but not exclusively, for the sole use of female prisoners; for example, the health care facility in Winchester prison and the kitchen facilities in Durham prison are both shared with the male side. We understand that the contract for managing Peterborough prison stipulates the total separation of the male and female populations and the separate consideration of the needs of women.

2.06 *A greater proportion of women prisoners should be held without physical security restrictions as they do not represent a danger to the public, nor is there a high probability of them absconding. (3.15, 12.06)*

Not achieved. This is one of the most disappointing aspects of the treatment of women prisoners since the publication of the review. Whilst the number of women in prison has risen from 2444 on 6th December 1996 to 3140 on 5th January 2001, the number of open prison places has remained more or less the same, and the **number of women prisoners in the three open prisons has actually reduced.**

A new category of semi-open prison is to be introduced later in 2001 when Morton Hall becomes fully operational and when security is increased at Drake Hall. This will decrease the availability of open places even further and cause those suitable for open conditions to be located even further from their homes, families and communities.

We continue to draw attention to the evidence that women prisoners in general present far less of a security threat to the community than their male counterparts and this should be reflected in the security measures used by the Prison Service.

2.07 Transitional prisons in urban centres should be developed to serve the resettlement needs of female prisoners. (3.16, 3.24, 12.07)

2.08 The Prison Service should examine the feasibility of small low security urban transitional prisons including the use of high rise accommodation. (3.25, 12.08)

Not achieved. These recommendations were intended to prompt the Prison Service into reviewing the use of the prison estate for women in a more radical way, but this has not happened. No hostel type prisons have been built in urban areas since the publication of the review, although we note that the Government's Strategy for Women Offenders undertakes to review accommodation for women offenders with children in bail hostels and other probation facilities and identify effective hostel practice in this area.

The introduction of Home Detention Curfew (HDC) however has gone some way to ensure a smoother transition from custody to community. It partly addresses the recommendation that there should be a 'half way house' between prison and the community, in that HDC allows prisoners to continue to serve their sentences in their own homes and to be recalled to prison if they fail. We are pleased to note that the release rate for women on HDC is 40% compared to 29% for men, accurately reflecting their lower level of risk of re-offending.

Although no new prisons have been built specifically with women in mind, the re-rolling of male prisons and the introduction of new accommodation in existing prisons has taken a more realistic account of the different resettlement needs of women prisoners.

With the exception of those suitable for open conditions, the enlargement of the estate has also resulted in more opportunities for women prisoners to be held nearer their home area. **It is still of concern that women prisoners from Wales are not able to be held on remand or to serve sentences in their own country. We acknowledge that the Prison Service is of the same mind and that options are being considered. These should be pursued as a matter of priority. A drugs hostel for women who have served short sentences is currently being planned by the Drugs Strategy Unit.**

Differences in regimes and privileges

2.09 There should be close co-ordination between prisons for women on privileges and incentives, including standard lists of the property women may retain. (3.30, 3.31, 12.09)

2.10 A separate policy on property kept in possession should be devised, focusing on the distinct needs of women prisoners. (5.46, 12.42)

Not achieved. It is disappointing that a separate policy focusing on the distinct needs of women prisoners has not yet been devised. Officially the volumetric limit on property remains the same for women as for men although we have noted the sensible application of this rule in female establishments holding long sentence prisoners. We are informed by the Operational Director that although he has plans to revisit policies on Incentives and Earned Privileges and articles allowed in-possession for women prisoners across the estate, this unresolved issue was causing ongoing difficulties. For example, at Highpoint staff were allowing more in-possession property than at some open prisons, acting as a disincentive for women to transfer to open conditions. However, in spite of the absence of consistency, it became apparent during our visits to establishments that the Women's Policy Group had encouraged co-ordination between some women's prisons through meetings it had organised for Governors; these were having a positive effect. **The momentum for producing consistent policy for privileges across the female estate should be maintained.**

2.11 Greater care should be taken when accommodating juveniles and young offenders with adult prisoners. (3.34, 12.10)

Not achieved. Government policy with regard to the custody of young women under the age of 18 (juveniles) is as follows:

- It is intended that all young women in this age group will be eventually held in non-Prison Service custody.
- In the meantime remanded girls who are aged 15 and 16 should be held in non-Prison Service custody (although we have found isolated examples where this has not been the case).
- 17 year old remanded young women may continue to be held along with adult women in designated Prison Service accommodation.
- 15, 16 and 17 year old sentenced young girls may be held in designated Prison Service establishments.

There was some uncertainty as to when the phasing out would be completed. Originally set for April 2001, it was then postponed. Whilst it was clear that the Prison Service was pushing for clarification on this issue from the Youth Justice Board, sentenced girls continued to be held in units dedicated for 18-21 year old women, but lacking provision for the needs of 15 to 17 year olds.

The absence of sufficient resources for establishments holding juveniles was a matter of great concern, not just to us but to the Governors who were responsible for their proper care. Whilst we understood that resources were not originally allocated because their allocation to Prison Service custody was considered to be short term, it has become clear that the situation is likely to continue and that **Youth Justice Board resources need to be allocated and distributed urgently to meet the needs of this highly vulnerable population.**

We are also very concerned, as are managers and staff in the establishments we visited, that without dedicated resources to meet the needs of juveniles there is a danger that regimes for 18-21 year olds will suffer due to the over-stretching of existing resources. **We support the continued efforts made by the women's estate to address the needs of 18 to 21 year olds as distinct from those of juveniles and adults.**

In all of the units dedicated to the care of juveniles and young adults, except that at Drake Hall, sentenced young women are accommodated in separate residential units from adult women, although the sensible sharing of regime facilities with adults is still encouraged. We support this policy. However, we have found remanded young women, including juveniles, being accommodated with adults in some establishments. For example, at Holloway we saw unsentenced juvenile girls accommodated entirely

inappropriately with adult women. This was unacceptable. Those aged under 18 should not be put in such high risk situations which, in some of the cases we observed amounted to abuse, and in no way could be said to conform with the Children Act 1989.

Seventeen year old remanded girls should not share cells with adults. Rather they should be held together with sentenced young women, as in the male estate. This would provide them with a regime equal to that offered to those sentenced to a Detention and Training Order (DTO).

It was ironic that nearly 50% of those sentenced and located on the dedicated juvenile unit in Holloway (D0) at the time of our visit had spent longer on adult wings before they were sentenced. A number of them spoke to inspectors about the bullying and criminal contamination they had experienced during this vulnerable time. After sentence, and once they had arrived on D0 wing, many of these young women spoke of their resentment at now being treated as 'children' and some gloried in the criminal sophistication they had acquired during their remand period. Staff, on the other hand, spoke of the challenge they faced breaking through the tough exterior these young women had developed as a method of survival.

Care *must* be taken to ensure that appropriate and ongoing vulnerability assessments are undertaken before mixing with adult prisoners is authorised, as part of the effective implementation of child protection arrangements. The Prison Service should ensure that the care and protection required by the Children Act 1989 is enforced for girls under 18 years of age.

Juveniles and young offenders

2.12 Prison establishments should not be used to hold juveniles. (3.35, 12.11)

Not achieved. This recommendation continues to be valid but we acknowledge that sentenced juveniles were being looked after with care in the establishments we visited, despite the lack of resources referred to above. **We repeat the recommendation.**

2.13 Young offenders should not be held at Durham prison. (3.39, 12.12)

Achieved. Young offenders had not been held at Durham since February 1998 although the prison expected to hold those who might be considered a very high escape risk in the future.

Child protection

2.14 *All establishments holding juveniles and babies should have systematic child protection procedures. (3.43, 12.13)*

Not fully achieved, although the Prison Service has accepted the recommendation. Chapter 1 of Prison Service Order 4400, covering child protection measures was published in July 1998. It stipulated that all prisoners who posed a risk to children should be identified and appropriate action taken to manage this risk. Whilst it was not prescriptive nor gender specific in the action to be taken, the PSO 4950 'Regimes for Women Under 18 Years' satisfies both these criteria. It requires every establishment to have a Child Protection Officer in post and to develop a Child Protection Protocol to support good and consistent practice. The Prison Service has worked closely with the NSPCC to develop appropriate procedures.

However, some establishments, such as Holloway, have still not developed the procedures required to comply with PSO 4950. This should be remedied immediately. We repeat the recommendation.

Whilst efforts were being made in most establishments to identify Schedule 1 offenders and to take appropriate action, there were discrepancies in provision between establishments. **All establishments should introduce procedures for identifying Schedule 1 offenders. With assistance from other agencies, such as Social Services, checks should be made on staff who might work or come into contact with young women.** We reproduce recommendation 7.15 from the Thematic Review 'Young Prisoners' 1, **pre-appointment checks on all staff working with children must include reference to records kept by the Department for Education and Employment and the Department of Health and Local Authority child protection registers.**

Staff on Mother and Baby Units have received both training and support in meeting their child protection obligations, as well as having close links with local Social Services Departments.

Staff : prisoner ratios

2.15 *The factors which lead to differences in staffing provision in prisons of apparently similar types should be identified. (4.06, 12.14)*

Not fully achieved but the appointment of the Operational Director for Women's Prisons has the potential to lead to greater consistency in staffing arrangements.

Selection and training of staff

2.16 The Prison Service should analyse the difference in demands on all staff managing female prisoners and specify the knowledge, skills, mix of experience and attitudes required and devise a selection method for staff for work with women. (4.08, 4.09, 12.15)

2.17 A training needs analysis should be undertaken to ascertain when staff should receive specific training in working with women, what training would be appropriate and at what grades. (4.10, 12.16)

Considerable progress has been made in raising the profile of training for staff working with women prisoners and in the provision of training. Commendably, a Training Advisory Group involving outside agencies as well as prison staff has been established to oversee the drafting of a national strategy for training and development of staff working with women in custody. Furthermore, there had been a much greater acceptance of the special needs of female prisoners in all training provided by the Prison Service Training Services.

The course 'Understanding and Working with Young Women in Custody', developed for the Prison Service by the Trust for the Study of Adolescence, continues to be a most useful resource in training staff and is to be updated. However, our visits to establishments revealed that it was often difficult for them to devote staff time to such courses. **The provision of appropriate 'female prisoner focused training' for all staff should remain an essential part of the Operational Director's remit.**

Staff training

2.18 More female managers should be selected, trained and appointed and more senior managers should be trained in the needs of women prisoners. (4.13, 12.17)

Not achieved. It remained the case that approximately two-thirds of women's prisons were governed by men, and in some cases, their deputies were also men. Male senior managers continued to predominate in a number of establishments. Furthermore, there was little or no management training to assist male or female managers in their work.

The recommendation is repeated.

2.19 All staff should receive far more training and support in working with women offenders: male staff need additional preparation. (4.14, 12.18)

Not achieved. See above. It remained the case that male staff often need additional preparation and specific training rather than the generic training provided to staff in women's establishments.
The recommendation is repeated.

Contingency staffing

2.20 More realistic systems should be developed for short-term staff coverage which take account of likely absences and limited duties during pregnancy and in the post-natal period. (4.18, 12.19)

Not achieved. Although we encountered some local systems for covering short-term absences and offering limited duties to staff during pregnancy, a national policy should be developed, particularly when determining target staffing figures. **This recommendation remains.**

Security

2.21 A further high security unit of accommodation for women should be provided in the South of England. (5.03, 12.20)

Achieved. Belmarsh can now be used for this purpose. **We support this provision for short term use but there remains a need for additional longer term high security provision to help relieve pressures on Durham.**

2.22 The security and control of women prisoners who are not assessed as high risk should be based on procedural measures. (5.06, 12.21)

Not achieved. As stated earlier the proportion of women held in closed as against those in open prisons has unnecessarily increased and the number of places available is to be further reduced. We continue to draw attention to the fact that high levels of physical security are not necessary for most women prisoners and that excessive costs are being incurred in providing standards of physical security equivalent to that provided for the male prison population.
We repeat the recommendation.

Allocation

2.23 *Further research should be carried out to establish criteria which should inform allocation decisions when transferring women from local prisons and remand centres to training prisons. (5.15, 12.23)*

Partly achieved. We were informed by WPG that a major review of categorisation and allocation procedures had been completed, although we have no details of the research. As a result of this work, a PSO 0900, has been published stipulating new criteria for the classification and allocation of women prisoners. This was introduced to ensure that women were held in security which matched the level of risk they posed, as well as accounting for their individual needs such as their wish to be near home, although we have no confidence that **these** take account of the reality that women pose fewer security risks than male prisoners.

2.24 *The principal determinants of allocation should include:*

- *health care needs including treatment for drug misuse*
- *distance from home*
- *facilities for those with children*
- *work and education*
- *access to counselling. (5.16, 12.24)*

Achieved. Whilst security was the initial criteria by which the allocation of a female prisoner was determined, there was now far more chance than before that women would remain in closed conditions to meet their individual needs. There was plenty of evidence from our visits to establishments that the existing allocation procedures were trying to meet the women's needs. Family ties were appearing to take priority wherever possible and we understand that the possibility of allocating foreign national women subject to deportation orders to open conditions was under review.

2.25 *The allocation criteria for female establishments should be set out in a reference document. (5.17, 12.25)*

Not achieved. We were told that the production of an Allocation Guide for women's prisons was under consideration but had not yet been produced. **We repeat the recommendation.**

2.26 *In order to alleviate the effects of dislocation, the feasibility of establishing accommodation for very short sentence prisoners in urban centres should be explored. (5.18, 12.26)*

Not achieved. See above. We were told that the proposal to introduce urban centres for women prisoners had been considered

but that the cost of producing and maintaining such units was judged to be prohibitive. **This recommendation remains.**

Escorts

2.27 Individual women prisoners should be escorted in discrete vehicles if there is reasonable doubt about their capacity to cope. (5.20, 12.27)

Not achieved. We remain concerned about the ongoing practice of escorting male and female prisoners together in the same vehicle. In fact, a recent Home Office RDS research bulletin (Home Office Research, Development and Statistics Directorate (2000). Prison escort and custody services: prisoners' experiences. Research Findings No. 123, London: Home Office.) reported that 34% of female prisoners questioned reported being escorted in vans containing male prisoners in the previous two years. When this matter was raised with the Prison Service we were informed that women prisoners were always on the vehicle before male prisoners were collected and that the male prisoners only became aware of the presence of females if the latter deliberately made themselves known. Our observations during inspections and on our visits contradict this assertion. We have seen escort vehicles enter female establishments with men already on board. Whilst we are aware that a review of the escorting procedures has been completed we again **recommend that men and women should be transported separately for the protection of all parties.**

We were pleased to see that escort contractors sometimes made special arrangements to transfer individual women based on need. Low Newton and Cookham Wood were the only establishments to have problems with the contractors on this issue. We were impressed that Durham prison carried out its own escorts.

We welcome the introduction of the video link facility at Eastwood Park which reduced the need for journeys to court for preliminary appearances on remand. We support plans to extend this facility to Brockhill, Styal, Low Newton, New Hall, Holloway, and Highpoint. It was the intention that all courts be linked by April 2002, with the most frequently used courts taking priority.

Handcuffing

2.28 Women admitted to NHS hospitals to give birth should never be handcuffed. (5.23, 12.28)

Achieved. The Security Manual in relation to the use of handcuffing of women had been revised. The Manual stipulated that the use of

handcuffs on women during antenatal visits, labour and childbirth should be avoided unless there was specific reason to instruct otherwise. In fact in many cases, women were still being handcuffed on the way to and from the hospital, though not during labour. In some establishments, such as Highpoint, prison officers wore civilian clothes when escorting women to the maternity unit. ***This is good practice and should be encouraged across the women's estate.***

2.29 Handcuffing should not be used regularly for women prisoners and the decision to use it in exceptional cases should be well supported by documentary evidence. The physical restraints used on female prisoners while under escort to outside establishments should be restricted. (5.24, 12.29)

Not achieved. There were no plans to adapt the instructions for the use of handcuffing to 'only in exceptional circumstances'. We continue to hold the view that there is no need to handcuff women being transferred to open conditions.

Searching

2.30 The Prison Service should investigate what reliable electro-mechanical devices (particularly for drugs detection) are available to assist with searching. (5.26, 12.30)

Achieved and ongoing. The Prison Service believed that it employed the best available technology for searching, though conceding that there was no drugs detection technology currently available which fully met their needs. However, in an effort to combat this problem, the Prison Service had become part of the Drug Trace Detection Working Group, established in 1999 to influence manufacturers to meet the technological needs of its cross-Government members for drug detection.

2.31 All staff required to search women prisoners should receive special training so that they are aware of the sensitive issues involved, and so that the approach to and communication with individuals being searched is appropriate. (5.27, 12.31)

2.32 The skills required to undertake strip searching sensitively should be identified and staff trained in them. (5.30, 12.35) **Not achieved specifically with regard to strip searching of women prisoners.** A review of searching procedures, carried out by the Prison Service was published in March 2000. Whilst safeguards in the existing instructions against the misuse of strip searching were considered to be adequate, the review recommended that the Prison Service investigate how the procedures could be improved,

taking into account the attitude of staff and the perceptions of prisoners. Plans are in hand to satisfy this recommendation. However, no mention was made in the review of the necessity of training staff in the sensitivity of strip searching female prisoners. **We repeat the recommendation.**

2.33 Staff undertaking strip-searching prisoners should assume that any individual might have a history of being abused. (5.28, 12.32)

Achieved. We were heartened to observe that, despite the lack of training, the majority of staff were evidently sensitive to the issues around the strip searching of women. In recent inspections and during our visits we have found no evidence of the use of intimidation and control during strip searching.

2.34 The decision to strip search a woman prisoner in closed conditions should be authorised before the event by an Officer not below the rank of a Governor 4 and the detailed reasons justifying the decision should in normal circumstances be recorded before the search takes place. The Governor should personally monitor the systems of strip-searching carried out in his/her prison to ensure that these principles are followed in all cases. (5.29, 12.34)

Not achieved. We accept that there are practical difficulties in implementing this recommendation in many establishments. **We therefore recommend that an officer not below the rank of Duty Governor should always authorise the decision to strip search a woman prisoner.**

2.35 Women's prisons should provide a supply of disposable nappies in various sizes for use on visits. Visitors' own nappies and other items should be stored outside the visits area. (5.32, 12.37)

Not achieved. The Prison Service informed us that disposable nappies were now provided in visits in those establishments where the searching of babies was employed and that used nappies were disposed of or stored if necessary. However, this was not supported by information gathered on field visits. **This recommendation remains.**

2.36 Women prisoners should be denied the opportunity to embrace their children and other visitors only for exceptional and well-documented security reasons. (5.35, 12.38)

Achieved. Prison Service policy is to allow women prisoners to embrace their visitors, restricted only for the maintenance of a well-ordered and secure environment. From the evidence collected

during our field visits we had no reason to be concerned about this practice.

Control and restraint techniques

2.37 Only properly trained staff should use control and restraint techniques. (5.40, 12.40)

Not achieved. Prison Service policy is that only properly trained staff should use control and restraint techniques. Whilst this was true in most cases, we found instances in which training had lapsed for some staff. We were concerned to find, for example, that at New Hall, C&R was most frequently used in the health care centre where no nursing staff had been trained in the use of this technique. **We repeat the recommendation.**

On a different but related issue there was also some evidence at Holloway of possible overuse of C&R techniques on the inpatient units. This was a particular concern when such a high proportion of the women held at Holloway had mental health needs and may therefore be unable to conform to the rules and regulations in the same way as other women. Appropriate training for officers in the health care needs of women prisoners rather than in C&R may go some way to remedying this problem.

2.38 The documentation used by staff in female prisons or units to record the application of control and restraint techniques should be revised to show a 'clothed' female figure. (5.41, 12.41)

Not yet achieved although the Operational Director told us that there were plans to introduce new documentation to display a female figure. We were informed that this documentation was now available across the women's estate but we found no evidence of its use during our visits and no staff appeared to know of its existence. Although we found some examples of local 'adaptation' of the figure **it is imperative that anatomically correct documentation be introduced without further delay.**

Reception

2.39 Organisation and support for the reception process in local prisons for women requires stronger management input. (6.03, 12.43)

2.40 Selected prisoners should be trained and employed as assistants in reception and induction in local prisons: this work should be co-ordinated by a member of staff, recruited and trained

for the specific purpose of working with the reception staff to enhance the care of new receptions. (6.15, 6.16, 6.42, 12.45)

2.41 Detailed guidance on issues which are important to new receptions should be produced for staff. (6.19, 12.46)

2.42 Attention to women prisoners' outside needs and to care and support throughout reception should be formally recognised. (6.35, 12.55)

Achieved and ongoing. We commend WPG for having conducted a review of reception and induction procedures and practices in the women's estate. A best practice document resulting from this review has been produced covering reception, first night, induction and assessment and includes staff training and management of these areas of work. The document has been distributed to the Governors of women's establishments and is intended to support the new PSO on reception when it is published. We were assured that this document addressed several of the recommendations made in the thematic review which included:

- the need for stronger management
- the use of prisoners as assistants in reception and induction in local prisons particularly listener schemes linked to reception
- the training of staff on abuse issues
- improvement in first night provision
- the availability of translators to those who need them
- care and support throughout and
- attention to outside needs.

Women's Policy Group was also part of the Reception Steering Group in Prison Service Headquarters to ensure the consideration of women's needs in the Performance Standard and Prison Service Order on reception.

2.43 The reception process in local prisons for women should distinguish from the point of entry onwards between the different status of prisoners. (6.09, 6.12, 12.44)

2.44 The reception process for women transferring from another prison should focus on her immediate needs arising from the transfer. (6.30, 12.53)

Achieved. There was much evidence of distinction being made between prisoners of different status, particularly for young women, first timers and foreign nationals. From our visits to establishments it became apparent that women's needs were being addressed far more effectively on reception, or on a reception board. In only two

cases, at Durham and Highpoint, were immediate needs arising from transfer not dealt with on the day of arrival. ***A typical example of the good practice we found was the reception at Styal of a prisoner with profound speech and hearing disabilities. The reception officer demonstrated patience and professional skill in helping the woman to understand what was going on.***

2.45 *All prisons for women should have a Listener scheme with women trained for the task. The scheme should be linked to the reception process. (6.22, 7.34, 12.49)*

Partly achieved. All establishments we visited operated a Listener scheme or its equivalent. In seven of these establishments however, the scheme was not linked to reception. ***At Holloway a representative from the Bourne Trust saw every prisoner on her first night in custody in a private interview. Additionally two Befrienders were employed as reception orderlies. This was good practice.***

2.46 *Reception staff should be specially trained to be aware of and sensitive to abuse issues. (6.20, 12.47)*

Not fully achieved. We found no evidence of specific training for reception staff in this important area. The significance of previous abuse must be made clear to all staff working in reception. **We repeat the recommendation.**

2.47 *For reception screening, prisons should engage the services of doctors who are specifically trained to deal with abused women; whenever possible, they should be female. (6.23, 12.48)*

Not achieved. This recommendation remains.

2.48 *A free phonecard or telephone call should be offered to women on reception and access provided to a cardphone. (6.24, 12.50)*

Not achieved. In some, but in no means all establishments, women were able to make an immediate phone-call on reception. In a proportion of these this appeared to depend on them having sufficient private cash. **We repeat this recommendation.**

2.49 *Reading material and a radio in cell should be available for women prisoners on their first night in prison. (6.26, 12.51)*

Not fully achieved. Out of the 10 establishments that had the potential to receive women coming into prison for the first time, only four provided adequate reading materials and access to radios

or TVs. An additional three prisons said that women were provided with access to such materials only if they already had them in their possession. Concern was expressed by the Board of Visitors in one establishment that inadequate first night procedures were probably an influencing factor in the frequency of self-harm. **First night provision as specified in the recommendation, particularly for women entering prison custody for the first time, must be a priority.**

2.50 A list of suitable translators should be available who should be trained in explaining rules and procedures to women who cannot understand English. (6.28, 12.52)

Not achieved. Not all establishments receiving foreign nationals had the facilities to provide for them adequately. We had some concerns relating to confidentiality when prisoners were used to translate for staff. Language Line was used infrequently due to its cost. **We repeat the recommendation.**

2.51 Key information should be repeated throughout the reception process in all prisons holding women. (6.34, 12.54)

Largely achieved. In only one establishment receiving women into custody for the first time was information not repeated throughout the reception process.

Induction

2.52 The induction programme for women prisoners should flow from the reception process and should have three main aims: information giving, assessment and providing assistance. (6.38, 12.56)

2.53 Written information describing the regime (particularly visiting times) should be provided for women prisoners in all establishments: opportunities should be provided for women to talk and ask questions about the establishment. (6.39, 12.57)

2.54 A core induction programme should be set up for all women's establishments. (6.41, 12.58)

Largely achieved. The Women's Policy Group contributed to the Prison Service Induction Steering Group to ensure that the interests of women were accounted for in the PSO 0550 on induction published in August 2000 and in the equivalent Performance Standard. We were told that the Best Practice Guide mentioned earlier would include the following recommendations:

- induction should flow from the reception process
- there should be opportunities for women to talk and ask questions about the establishment
- establishments should adapt induction according to the needs of their population.

Induction programmes observed during our visits were encouraging and those that were inadequate were already being improved.

However, the unnecessary repetition of educational assessments should be avoided and information should be transferred with the prisoner. This may be improved when a consistent educational test is employed across the women's estate. At Drake Hall women prisoners who returned to the establishment within 6 months of release did not have to go through the induction course again unless they chose to do so.

Legal aid and bail services

2.55 Training prisons should ensure that there is provision for advice on legal issues not yet resolved. (6.44, 12.59)

2.56 All prisons receiving women from court should keep an up-to-date supply of materials on legal and bail issues translated into languages needed by the prisoner population. (6.47, 12.60)

2.57 All prisons receiving women from court should have a legal aid and bail office with telephones which can be used for legal calls and staff to assist women in contacting their solicitors. (6.48, 12.61)

Largely achieved. A new Prison Service Order 2650 had made it mandatory for all prisons to have Bail Information and Legal Services Officers. However, it was not mandatory for prison libraries to hold information on bail and legal services, particularly in various languages. In addition, there was no directive that telephones be provided for prisoners' use in legal aid offices or that it was the duty of the Legal Services Officers to assist women in contacting their solicitors. However, in practice, most establishments we visited provided for the needs of their population adequately.

2.58 Work on bail issues should be started as soon as possible. (6.51, 12.62)

2.59 Staff should be permanently or regularly assigned to bail work without diversion to other duties. (6.53, 12.63)

2.60 People working on bail matters should have regular contact. (6.62, 12.64)

Largely achieved. In most establishments the staff were usually deployed to their assigned task, except at Highpoint where diversion to other tasks was necessary. New Hall also had some problem with this provision.

Advice on accommodation

2.61 Accommodation issues should be raised with women prisoners within the first three days of custody. (6.67, 12.65)

2.62 The need for release to a different area should be identified as soon as possible. (6.68, 12.66)

Achieved and ongoing. There was encouraging progress in this area although there was also room for a better service in some prisons. Styal and Highpoint employed the help of NACRO to address the housing needs of their populations whilst Holloway was supported by the Bourne Trust and other organisations. Low Newton, Bullwood Hall and Askham Grange were also demonstrating good practice in this area.

2.63 The Prison Service should ask Local Authorities to designate liaison personnel and each prison should identify a member of staff to manage the provision of up-to-date information and advice. (6.70, 12.67)

In very few cases were there links with the Local Authority and where these did exist, they had been arranged locally. In 1999 a working group was established to help the Women's Policy Group produce a National Resettlement Strategy for Women.

As a member of this working group, NACRO was asked to conduct a survey of how the housing needs of women prisoners were addressed in the female estate at that time and to highlight relevant issues in relation to resettlement. The results of this survey are referenced in the Prison Service Journal (Lowthian, J. (Nov. 2000). NACRO: housing needs of women prisoners. Findings of a survey undertaken during 1999-2000. PrisonService Journal, 132, 59-63) Noteworthy, is the recommendation made in the survey that "**the planned Prison Service Resettlement Standard contains a requirement that regimes provide designated housing support services to prisoners. Services should be delivered by staff who are properly trained, supported and resourced to carry out this role, and the effectiveness of services should be regularly monitored and reviewed**" (p. 62). Three years on from this Review we continue to support this recommendation and **urge that it is implemented in every female establishment.**

Help with emotional problems and bereavement counselling

2.64 The Holloway counselling programme should be evaluated and, if successful, adopted in other prisons holding women on remand. (6.72, 12.68)

2.65 Every establishment for women prisoners should have some provision for bereavement counselling. (7.35, 12.81)

2.66 Prisoners with emotional needs should be helped and staff adequately supported. (11.30, 12.153)

Ongoing. Whilst bereavement counselling was available to women either in-house or through outside agencies there was still little structured provision of abuse/rape counselling. Many women do not stay in custody long enough for such intervention to be in any sense 'completed', but the opportunity must be taken to begin therapy if the woman wants to do so. However, it is essential that links with the community exist for continued support. Low Newton is pioneering work in this area. **More resources should be devoted to providing such support, not just during custody, but with provision for continuing counselling where necessary after release.** Holloway is demonstrating good practice in this area even though the average length of stay for a woman prisoner is only 28 days.

A document written by a member of the Education Department at Low Newton offers sound advice to staff about this subject and should be circulated to all those working with women prisoners. Written mainly for staff entering the education department of a women's prison for the first time, it contains valuable information for *all* those who work with women prisoners.

Safety and survival

2.67 Women should be expected to maintain high standards of cleanliness. (7.04, 12.69)

Achieved. There is no doubt that prisons holding women prisoners are significantly cleaner than they were four years ago.

There has been significant investment in improving the quality of accommodation in many establishments.

2.68 Staff should spend sufficient time with new prisoners and know how to use that time to best effect. (7.06, 12.70)

Achieved. The importance of this issue is now reflected in improved reception arrangements referred to above. There needs to be an effective focus on the Personal Officer scheme to ensure that staff recognise their responsibility to take the initiative in their relationships with prisoners.

2.69 The Prison Service should set clear objectives for prisons holding unconvicted women, ensure resources are appropriate, provide leadership and training for staff at all levels, foster team work and ensure that staff are properly supported. (7.18, 12.75)

2.70 The needs of unconvicted women should be analysed and sufficient, suitable, well-trained staff should be provided. (7.07, 12.71)

Ongoing. There have been very encouraging signs that local prisons for women are becoming more focused on the needs of unsentenced prisoners with many examples of good practice.

2.71 Staffing in local prisons should reflect the extra work and pressure. (7.07, 12.72)

Ongoing.

2.72 All women's prisons should engage help from community groups and organisations with specific knowledge of the cultural needs of their women prisoners. (7.16, 12.74)

Not fully achieved. While there were some examples of positive initiatives, comparatively little proactive race relations work was taking place in female establishments. **This should be a priority across the women's estate.**

2.73 A central policy should be set up specifically to tackle bullying in female establishments; it should include the sharing of good practice and suitable training courses for staff. (7.25, 12.76)

Ongoing. Although the Prison Service did not have plans to develop a female specific policy on anti-bullying, an Area Group Psychologist had recently taken up post under the Operational Director's instigation to ensure that issues with particular reference to women were included in the Prison Service's anti-bullying strategy. At the time of our visits, local strategies had been developed to take account of the female population. Examples of good practice were found at Drake Hall where appropriate bullying posters had been designed and at Foston Hall where bullies were being effectively challenged.

Self-harm & suicide prevention

2.74 Staff should listen to women who self-harm, help the women's understanding of their motives and assist them to find other ways of coping. (7.31, 12.77)

2.75 All staff in female establishments should be trained in working with self-harm behaviour. (7.31, 12.78)

2.76 Managers in women's prisons should give more emphasis to ensuring the suicide prevention system is used properly. (7.33, 12.80)

Ongoing. The Women's Policy Group have been working with Suicide Awareness and Support Unit at Prison Service Headquarters (SASU) on these issues following a review of suicide procedures in the summer of 2000, SASU has been incorporated into a newly set-up "Safer Prisons" Group. WPG continues to work closely with this new group. It was intended that a chapter relating specifically to women should be included in a new Prison Service Order 'Caring for prisoners at risk of self-harm/suicide' supported by a four day training course for Suicide Awareness Team Leaders to be run in 2000/01. Despite the inconsistency of training delivery across the estate there was evidence of much good practice. However, we were concerned that the prevention and management of those most vulnerable to self-harm should not be seen as the primary responsibility of health care staff, such as we found at Styal.

2.77 Professional support should be provided for staff whenever they are dealing with self-harm behaviour. (7.31, 7.32)

Achieved. It was apparent during our field visits that CARE teams were well established in all women's prisons, but all staff should be made aware that they may have access to independent professional counsellors should they require it.

Telephones

2.78 There should be a sufficient number of card phones to provide for the size of the demand; they should be located in areas where privacy is possible and they should be switched on throughout the daytime and evening. (8.04, 12.83)

Achieved. Whilst the number of card telephones available to women was considered reasonable, except at Winchester, privacy while making the calls could be greatly improved in many of the establishments visited. Foreign Nationals still faced difficulties in many establishments in making telephone calls home due to the cost. In our view **it should be policy in all women's prisons for Foreign Nationals to have a monthly 5 minute telephone call**

to their family in lieu of visits. The cost of these calls should be met out of public funds.

2.79 There should be no limit on the number of phonecards which prisoners may buy and they should be identifiable as the purchaser's property. (8.04, 12.84)

Not achieved. This recommendation was not accepted by the Prison Service because of plans to introduce pinphones in order to prevent phonecards being used as currency. However, there were examples of where this recommendation was working well such as at Drake Hall, Holloway, New Hall and Styal. **Askham Grange allowed women to arrange and receive incoming calls. This was an example of good practice.**

Family contacts & visits

2.80 Researchers in the US (HM Prison Service (1999). Report of a review of principles, policies and procedures on mothers and babies/children in prison. London: Home Office.) recognised the importance of encouraging contact with family and friends. They found that women prisoners who had maintained close family ties were six times less likely to re-offend in the first year after release than those who were released without family support. NACRO research indicates that half as many black women as white receive visits from partners and from children, (5 30% of white women and 15% of black women received visits from partners, and 28% of white women and 15% of black women received visits from their children 'Race and prisons, a snapshot survey, NACRO 2000') so this recommendation is particularly important for race relations committees in female establishments. The Women's Policy Group has been included in the Prison Service working team reviewing visiting arrangements so that the needs of women have been represented.

We urge that as part of this review consideration is given to reducing the four week waiting time for assessment of the eligibility of women prisoners for a children's visit. Inconsistency in the availability of inter-prison visits for women with relatives or partners in other prisons also remains an issue.

2.81 Prisons holding women should make special arrangements to cater for the demand for booking visits, including dedicated telephone lines and staffing. (8.10, 12.85)

Not achieved. At the time of writing, systems for booking visits varied with local practice, and in many cases were not designed around the needs of visitors e.g. restricted booking times, few staff

operating the telephones etc. This is an area of great importance for women prisoners; **an effective user friendly visits booking system should be introduced across the female estate.**

2.82 Transfers between establishments need to be managed so that visitors can be notified in time. The prison should bear the cost of notification. (8.11, 12.86)

Not achieved. There was unnecessary variability in how establishments managed this issue. In many cases it was considered the responsibility of the prisoner herself or of the receiving establishment to notify immediate family, especially where prisoners were moved on overcrowding drafts. Cancellations of transfers by contractors further exacerbated this problem. **This recommendation remains**

2.83 Every prison holding women should have a Visitors' Centre. (8.14, 12.87)

Not achieved. Resources have not been provided to ensure that each establishment has a Visitors Centre. The construction of Visitors Centres has been left to the discretion of individual Governors and depends on there being sufficient funds. The Holloway Visitors Centre was an example of good practice and was continually being adapted to meet the needs of its clients. **Visitors Centres are particularly important in establishments for female prisoners and there should be a strategic approach to their provision and to the quality of service offered.**

2.84 Prisons which do not yet have a proper Visitors Centre should make provision for visitors. (8.15, 12.88)

Not achieved. Six establishments did not have a Visitors Centre at the time of our visit. In addition, even though a Visitors Centre was available at Highpoint South this was 0.5 miles away from the women's prison at Highpoint North and wholly inappropriate. Askham Grange, East Sutton Park and Winchester have alternative arrangements for visitors. **Every prison holding women should make adequate provision for visitors.**

2.85 Family Contact Development Officers should be appointed in female prisons as a pilot exercise. (8.17, 12.90)

Not achieved. Family Contact Development Officers were found in only one prison, New Hall, and their appointment was solely for those young women sentenced to a Detention and Training Order.

2.86 *The criteria for eligibility for the temporary release of women prisoners should be reviewed. (8.23, 12.91)*

Achieved. We welcome changes to the Release on Temporary Licence scheme across the women's estate.

2.87 *Provision for women prisoners' contacts with family should proceed with a consideration of the interest of the child. (8.03, 12.82)*

2.88 *Protocols for staff dealing with visitors at prisons holding women should be developed with particular reference to behaviour as seen through the eyes of small children. (8.16, 12.89)*

2.89 *Day visits should be introduced at all prisons holding women. (8.25, 12.92)*

Not fully achieved. Good practice in running day visits for children was observed at East Sutton Park, Send, Styal and Winchester where staff wore civilian clothing to make these visits less formal and more child friendly. **Such day visits should take place in every establishment holding women prisoners, and procedures should be in place to protect visiting children from undesired and inappropriate contact with other prisoners or visitors who might abuse them.**

2.90 *Consideration should be given to overnight visits by children. (8.25, 12.93)*

Not achieved. The Governor of Eastwood Park reported that he had seen examples of this abroad but was unable to introduce the practice in his establishment due to lack of accommodation. **We repeat the recommendation.**

2.91 *Town visits with clear objectives should be part of a structured resettlement process for women who are an acceptable risk. (8.26, 12.94)*

Not achieved in all establishments. This recommendation remains.

Health Care

2.92 *Imprisonment should be used to break into the cycle of poor health and risk-taking behaviour. (9.04, 12.95)*

Ongoing. Progress was definitely in evidence, although there was still some way to go. We came across the following good practice:

- *the Health Care Manager at East Sutton Park was involved in the 'Health Promotion in Prisons' network and was piloting the scheme along with eight other establishments.*
- *Low Newton registered every new reception with a named visiting GP who remained responsible for her primary care during her stay*
- *Cookham Wood carried out pre-discharge clinics and issued hand-over letters for outside GPs.*

We continue to call, however, for a greater strategic approach and better provision for women with mental health problems, including personality disorders, and more effective efforts to reduce the medication taken by women where appropriate.

2.93 The Draft Strategy for Health should form the cornerstone of health care services for prisoners. (9.05, 12.96)

Achieved.

2.94 The Prison Service should examine the implications of and monitor carefully implementation of the commitment to providing equivalent care to the NHS both in terms of ensuring that care is provided by staff who are recognised by the NHS as properly qualified for the work they do, and ensuring the provision of adequate facilities matching NHS standards. (9.05, 9.19, 12.97)

2.95 The organisation of health services for women should be reviewed. (9.06, 12.98)

2.96 A professional Head of women's health should be appointed with responsibility for all prisons where women are held. (9.06, 12.99)

2.97 A Health Care Standard for women's health should be produced and incorporated in the Health Care Standards document. (9.08, 12.100)

2.98 A systematic approach to the development of health care services for women should be developed. (9.09, 12.101)

Ongoing. In response to the Chief Inspector's publication '*Patient or Prisoner?*' (Her Majesty's Inspectorate of Prisons for England and Wales (1996). *Patient or prisoner? A new strategy for health care in prisons.* London: Home Office.) the Report by the Joint Prison Service and NHS Executive Working Group (HM Prison Service & NHS Executive (1999). *The future organisation of prison health care.* Report by the Joint Prison Service and National Health Service Executive Working group. London: Department of Health.) on the

future organisation of prison health care published in March 1999 had been the catalyst for the programme of change for the whole of the prison estate. Despite the coherence that would hopefully be achieved between prisons and, more importantly, between the Prison Service and the NHS, we continue to have concerns that the health care needs of women might be swamped by those of the majority male prisoner population. Despite the fact that a specific health care standard for women was in preparation, **we continue to favour the appointment of an Operational Head of Women's Health with overall responsibility for health care in prisons where women are held.**

Overall, there had been major improvements in the provision of health care to women in most establishments visited. Connections with the local NHS had been forged in many cases, as admirably demonstrated at New Hall. However, health care provision at Holloway still gave us considerable cause for concern, especially with regard to the absence of appropriately qualified nursing staff and the lack of training in mental health matters for officers. Facilities were also of a poor standard.

2.99 Health Care screening on reception should be the subject of regular audit and the results of the audits assessed by the Prison Service so that there can be greater certainty that the process does identify the needs of women entering prison. (9.13, 12.102)

Partly achieved and ongoing. Audits were being conducted in most cases, but not all. However, much more attention was being given to the identified needs of women.

2.100 Well women clinics should be part of every prison's health promotion programme. (9.15, 12.103)

Achieved in all establishments apart from Askham Grange.

2.101 Constructive regimes based on women's identified needs should be established in all Health Care Centres of women's prisons. (9.21, 12.104)

Partly achieved. For those establishments with an in-patient facility, all except Holloway and Eastwood Park were addressing the needs of their population through the provision of suitably constructive regimes within Health Care Centres.

2.102 Protocols specifying maximum delay times for prisoners to consult female doctors and nurses should be developed as soon as possible. (9.24, 12.105)

Not achieved. There has been an improvement in the access of women prisoners to female doctors, although not across the board. Women are at least now able to exercise more choice in this matter. However, except at Low Newton, Brockhill, Styal and Foston Hall, no protocols had been developed. **An example of best practice was found at Low Newton where each new admission was assigned her own GP and informed when s/he visited the prison. This encouraged continuity and the building of trust.**

2.103 The Health Care Standards on mental health care should be implemented. (9.25, 12.106)

Not achieved. Issues around mental health still remained a major problem at Holloway and Eastwood Park, not just for those held in health care centres, but for those with mental health problems located on other wings. Staffing levels in Holloway C1 unit were unacceptably low and there were no female psychiatrists. **We repeat the recommendation.**

2.104 The Health Care Standard for the management of those who self-harm should be implemented. (9.26, 12.107)

Mainly achieved, but not at Holloway.

2.105 There should be no unnecessary barriers to visiting by children. (9.27, 12.108)

Achieved. There was no evidence of unnecessary barriers to visiting by children except to the women in the mental health unit at Styal due to the length of time they were locked up and the lack of a separate visiting facility for their use.

2.106 A strategic solution within the female estate should be provided to help women prisoners with serious personality disorders. (9.28, 12.109)

Not achieved, although across the estate as a whole there was some evidence of local initiatives. Holloway's health care inpatient unit continued to be used inappropriately and there were many more women with serious personality disorders on normal location. We are aware of the pilot work for women with dangerous and severe personality disorder, but are concerned also for those who are seriously personality disordered but not necessarily dangerous. A strategic approach is needed. We repeat the recommendation.

2.107 The Prison Service should urgently evaluate the need for therapeutic programmes for women and make appropriate provision. (9.29, 12.110)

Ongoing. Plans were in hand to develop a democratic therapeutic community at Winchester for women with sufficient time left to serve. Highpoint housed a Kainos therapeutic community. Plans were also in hand to establish a drug therapeutic community at Highpoint in addition to that already in existence at Low Newton.

2.108 *Full access to screening for breast and cervical cancers should be available by July 1998. (9.31, 12.111)*

Achieved at the time of our visits.

2.109 *A cancer patient's long-term care plan should be prepared by the NHS team in consultation with the clinical team in the prison. (9.32, 12.112)*

Ongoing. This appeared to have been achieved when necessary.

2.110 *The National Standard on women's health care should include the treatment, care, support and counselling of women with cancer. (9.32, 12.113)*

Achieved. Local arrangements appeared to be put in place as necessary to meet this recommendation.

2.111 *A cancer patient's broad care plan should be integrated with her sentence plan. (9.33, 12.114)*

Achieved. This again appeared to be achieved when necessary without breaching 'medical confidentiality'.

2.112 *Contracts for a full maternity care service between the NHS provider and the prison should be comprehensive and should include monitoring of quality of care and services for women having abortions or after abortions and for women who miscarry their babies. (9.38, 12.115)*

Largely achieved. Contracts were put in place when necessary though they did not always stipulate the aspects of care required by women who had aborted or miscarried. However, local arrangements were put in place when this was the case.

2.113 *In view of the vulnerability of women in prison the Prison Service should advance the date to achieve the "Changing Childbirth" recommendations to December 1997. (9.39, 12.116)*

Not achieved. The majority of the staff questioned were not even aware of the recommendation. But an example of good practice was

found at Highpoint where prison officers wore civilian clothes during the escorting of women to the maternity unit.

2.114 The maternity care contract for pregnant women in prison should form part of the local maternity contract agreed between the local district Health Authority and the NHS Trust responsible for providing maternity care in the locality. (9.40, 12.117)

Achieved where applicable, except at Send and Winchester.

2.115 A strategic plan should be prepared for mothers and babies in prison, incorporating plans to implement the outstanding recommendations from the Social Services Inspectorate inspections of Mother and Baby Units. (9.47, 12.118)

Achieved. In December 1998 a review of the Principles, Policies and Procedures on Mothers and Babies/Children in Prison 8 was commissioned. The results of this review were published in July 1999. Out of the 62 recommendations made in the report, over 40 were put into practice via the Prison Service Order 4801 'Management of Mother and Baby Units and the Application Process'. All staff working in a Mother and Baby Unit now receive specific training for the task as recommended in the Report of the Review, and in addition a handbook has been produced 'All about Mother and Baby Units' for women to inform themselves of the facilities available.

At the time of writing there were four Mother and Baby Units in the female prison estate, at Askham Grange, Holloway, New Hall and Styal. Askham Grange was the only open prison to offer this facility. According to the Report of the Review, this resulted in women located there being many miles from their home area. On the 8th February 1999, the Working Group for the Review determined that only one woman residing in the unit had a home address within 50 miles of the prison and almost two thirds (62%) lived more than 100 miles away, of whom half came from the London area which was close to 200 miles away. This has implications for the maintenance of family ties, especially in light of the recommendation of the Report which stated that the babies and children in MBUs should have regular and quality contact with their families in their own right, independent of their mother's entitlement to contact. Either way the existence of only one unit in open conditions places a heavy burden on the relatives of the woman and her child.

Food

2.116 *Separate kitchen and catering arrangements for women should be established in shared prisons. (9.52, 12.119)*

Achieved except at Durham and Cookham Wood where the excellent catering arrangements had been abandoned in favour of a shared service with HMP Rochester to the detriment of the conditions for women.

2.117 *Except in special circumstances, all women should be given the opportunity of taking their meals in association with other prisoners. (9.53, 12.120)*

Achieved throughout the women's estate.

Physical exercise and Education

2.118 *PE staff should be made available to supervise activities in the evenings and at weekends in all women's establishments. (9.58, 12.121)*

Not achieved. This recommendation had not been achieved at Bullwood Hall, Send, Eastwood Park or East Sutton Park at the time of our visits due to staffing problems.

Nor was there provision at Winchester where there were no dedicated PE staff for the women. **We repeat the recommendation.**

Regime

2.119 *Normally, sentenced women should be required to work as full a day as possible and there should be suitable work activities available. (10.02, 12.122)*

2.120 *All women's prisons should have sufficient, suitable training courses and employment places for sentenced women and the majority of remand prisoners. (10.12, 12.131)*

Not fully achieved for employment at Holloway and Brockhill. Eastwood Park required an increase in work places to match needs of the female population must be taken into account whether they are remanded, sentenced or short term prisoners.

In 1998 WPG commissioned a research Project (Hamlyn, B. & Lewis, D. (2000). Women prisoners: a survey of their work and training experiences in custody and on release. Home Office Research Study No. 208. London: Home Office.) to investigate the employment needs of women prisoners. This excellent two-stage survey revealed that whilst most women surveyed had worked whilst in custody,

they considered the type of employment to be of little use to them after release, and indeed very few of those who were successful in finding employment after release attributed this to the work experience they had gained whilst in prison. These findings reinforce our conclusions that the employment needs of women are being inadequately met whilst in custody. We look forward to improvements being made on the basis of this survey.

2.121 More vocational training courses in manual skills should be provided. (10.06, 12.123)

Not achieved. There continued to be insufficient provision across the female estate. **We repeat the recommendation.**

2.122 The educational and vocational needs of women prisoners should be assessed and a policy identifying the role of education services developed. (10.07, 12.124)

2.123 There should be greater co-ordination and co-operation on educational matters by prisons holding women. (10.07, 12.126)

Achieved. A Women's Education Forum had been established in order to ensure consistency between, and the co-ordination of, provision of education in all women's establishments. This was an example of good practice. To support this, a team of Education Development Officers had been appointed and it was their continued responsibility to provide for women's educational needs within Prison Service establishments.

2.124 The budgets for education in women's prisons should be based on assessment of needs and priorities. (10.07, 12.125)

Not fully achieved, although **Holloway benefited from improved regime funding which allowed it to provide courses linked to national guidelines and enabling an impressive range of creative subjects to be offered within the curriculum. This was an example of best practice.** However, overall there continues to be too great a discrepancy between establishments in terms of education budgets. This recommendation remains.

2.125 There should be more educational activities at weekends. (10.09, 12.127)

Not achieved. In fact evening and weekend provision has deteriorated since the original Review. **This recommendation remains.**

2.126 *More use should be made of the skills of prisoners to teach other prisoners with the support of staff. (10.09, 12.128)*

Ongoing. There were excellent examples of prisoners assisting the teaching or mentoring of prisoners in PE and other educational activities. **This provision should be formally extended to every female establishment.**

2.127 *More art, drama and yoga should be provided in the education curriculum. (10.09, 12.128)*

Not fully achieved. At best the provision was patchy across the estate. **There remained much room for improvement in this area.**

2.128 *All staff in women's prisons, not just education specialists, should work together to encourage women to set and achieve educational targets. (10.10, 12.130)*

Ongoing. Not all staff were involved though there were some attempts to integrate efforts through the use of sentence planning. Working together should be a particular priority in establishments housing juveniles. Wing staff must, at the very least, encourage women to attend education when time-tabled.

2.129 Women prisoners should be encouraged to compile a folder of certificates and other evidence of experience and achievement. (10.14, 12.132)

Achieved.

2.130 *Policies for employment should include: links with Job Centres; allowing women to go for interviews, training in writing CVs etc; advice on benefits and part-time working, childcare facilities, disclosure of offences, the work women should be trained for, and NVQs. (10.15, 12.133)*

Ongoing. Whilst there was evidence that aspects of this recommendation had been covered, some further improvements could be made. **This recommendation remains of particular importance for juveniles and young adult women.**

2.131 *Opportunities should be made available by staff for women to help themselves in organising activities during their free time. (10.16, 12.134)*

Not fully achieved. The opportunity was taken in some but by no means all establishments for the women to organise various activities. **We repeat the recommendation.**

Sentence and custody planning

2.132 *Sentence and custody planning should drive the regime. (11.01, 12.135)*

2.133 *All sentence plans for women should contain relevant and challenging targets: where no targets are set, an adequate explanation should be given. (11.03, 12.137)*

Progressing. In the main, sentence planning had taken more of a significant role in women's prisons since the original review. Sentence plans were usually completed to a high standard and contained relevant and challenging targets for the women concerned. However, there continued to be examples where availability of local resources rather than needs drove the regime.

2.134 *The Prison Service sentence planning forms should be redesigned to reflect the needs of women offenders. (11.02, 12.136)*

Not achieved. There had been no official attempts to redesign the sentence planning form so that it met the needs of women offenders. However, New Hall had taken on responsibility for this at a local level.

2.135 *Custody plans should be developed for those on remand with the aims of:*

- *reducing stress*
- *helping maintain contacts in the community*
- *identifying and assisting in key areas such as childcare or substance abuse*
- *preparing for the possibility of being sentenced to a period in custody. (11.04, 12.138)*

Not achieved. There was no evidence of custody plans being employed for the unsentenced population. **This recommendation remains.**

2.136 *Staff in female establishments should be properly trained in sentence planning and sufficient resources provided to carry it out. (11.06, 12.139)*

Not achieved. Training continued to be limited across the female estate. **This recommendation is repeated.**

2.137 A detailed directory of programmes and courses run in prisons for women should be kept and circulated to women prisoners. (11.08, 12.140)

Not achieved. An up-to-date directory of courses and programmes run by different prisons should be made available to both staff and women prisoners. **The recommendation is repeated.**

2.138 Life sentenced prisoners should have a sentence plan. (11.10, 12.141)

Achieved as far as we could tell by checks made during our visits.

2.139 A risk assessment model should be developed that takes fully into account the reasons behind the offences committed by women serving life sentences. (11.12, 12.142)

Not achieved. An official risk assessment model had not been developed at the time of our visits though there was evidence of local attempts at Styal and Bullwood Hall instigated by the psychology departments.

We repeat the recommendation.

2.140 Programmes aimed at tackling offending behaviour should be part of a culture that recognises and deals with offending behaviour at all levels. (11.14, 12.144)

2.141 There should be a coherent, regime approach, supported by appropriate programmes, to deal with low self-esteem. (11.17, 12.145)

Progressing. Accredited programmes for women are being researched and developed as part of the Government's Strategy for Women Offenders. In addition Prison Service policy recognises that offending behaviour programmes should be part of a regime-wide approach which includes increasing employability and strengthening social networks and self-management skills. This approach is supported by the literature review (Howden-Windell, J. & Clark, D. (1999). Criminogenic needs of female offenders. A literature review. Report to Women's Policy Group.) and research commissioned to identify the criminogenic factors which underlie female offending. We also support this approach which should also impact on women's self esteem, but note that there remains a shortage of accredited programmes where these are needed particularly for lifers.

2.142 *Programmes should be properly evaluated. (11.19, 12.146)*

Progressing. The partnership between WPG and Offending Behaviour Programmes Unit (OBPU) has ensured that any developments in programmes for women are properly developed and evaluated. A dedicated Sex Offender Treatment Programme for women, developed at Styal was introduced in Spring 2000. It is planned to pilot Dialectical Behaviour Therapy, a therapeutic programme with borderline personality disorder, in three sites this coming year. The efficacy of thinking skills programmes for women and self-harm groups is part of an ongoing evaluation. There remains a shortage of programmes for female lifers where progress depends on completing accredited offending behaviour work, and short tariff female lifers are particularly disadvantaged. However, we support the introduction of the ***Pathfinder Project*** which provides a bridge between custody and the community for short term prisoners. One such project was running at Low Newton at the time of the follow-up visits. ***This was good practice especially in light of the lack of previous provision for short term prisoners and the relatively higher proportions of women serving shorter sentences than men.*** (77% of female discharges in 2000 were of women serving sentences less than 12 months, compared to 66% of male discharges. Source RDS, Home Office)

The Operational Director for women is committed to continuing to improve offending behaviour interventions for both short and longer term prisoners.

2.143 *Staff commitment to programmes should be focused. (11.21, 12.147)*

2.144 *Prison Officers should be involved in managing groups. (11.23, 12.148)*

Not fully achieved. Not all establishments employed prison officers in the management of groups. This affected the level of commitment demonstrated by staff to such programmes.

Improvement is still required in this area.

2.145 *Participation in programmes should be linked to the Incentives and Earned Privileges Scheme, when appropriate. (11.24, 12.149)*

Not achieved, although there were a couple of examples where links existed.

Participation in programmes was mainly governed by the sentence plan.

2.146 *Every women's prison should have a psychology team to inform and take part in offending behaviour programmes. (11.26, 12.150)*

Not achieved. Brockhill, Cookham Wood, East Sutton Park, Send and Winchester did not have an in-house psychology department.

2.147 *The matter of the previous sexual and physical abuse of women prisoners should be addressed through awareness training for all staff working with women so that, at a minimum, no member of staff behaves in ways which are offensive or damaging to women who have suffered abuse. (11.28, 12.151)*

Not achieved. However, Low Newton was the exception in the training it offered its staff and Foston Hall had plans in place to deal with this issue. **This recommendation remains for the rest of the estate.**

2.148 *An amended format for monitoring service delivery at women's prisons should be set up to take account of the different nature of the work. (11.29, 12.152)*

Not achieved. Much of the innovative work which went on with women prisoners both formally and informally, continued to go unrecognised at a national level. **We repeat the recommendation.**

Tackling substance misuse

2.149 *Drug education programmes should focus on multiple high-risk behaviour, including risks for the women themselves and their unborn children. (11.41, 12.154)*

Achieved in most establishments through CARATs provision, the education department, outside drug agencies, or other aspects of the regime such as the comprehensive detox and post-detox programme offered at Holloway and the rehab unit at Drake Hall and Low Newton.

However, this still remained a major issue when estimates from establishments like New Hall indicated that approximately 90% of their population were drug users.

General staff awareness of drug issues could be improved.

Alcohol misuse and glue sniffing were believed to be on the increase among the younger women and therefore must be addressed. **The**

Prison Service should develop a national strategy for helping women with alcohol and other substance misuse problems.

2.150 *A consistent detoxification strategy should be implemented systematically across the female estate. (11.45, 12.155)*

2.151 *There should be a central strategy for women substance misusers. (11.49, 12.157)*

2.152 There should be a much greater co-ordination of a drugs treatment policy for women offenders so that the provision of counselling and treatment meets the needs of establishments. (11.47, 12.158)

Ongoing. It has been established that at least 50% of receptions into women's establishments need detoxification, most frequently from opiates (Unjust Deserts. A Thematic Review by HM Chief Inspector of Prisons of the Treatment and Conditions for Unsented Prisoners in England and Wales. December 2000) A Drugs Advisor post linked to the Drugs Strategy had been introduced into women's prisons with the following aims:

- to provide Counselling, Assessment, Referral, Advice and Treatment Services (CARATS) in all female establishments
- to have fully operational detoxification units in five local women's prisons with plans for two more
- to develop and maintain rehabilitation units in Drake Hall and Send
- to add to the drugs therapeutic community already in existence at Low Newton with another at Highpoint North.

Evaluation as to the effectiveness of the above intervention with women must be conducted.

The Drug Treatment and Testing Order (DTTO) has also been introduced since our Thematic Review to lessen the number of drug dependants sentenced to custody.

This is of particular value to women whose offending is often exclusively drug related and who are particularly disadvantaged by custody. However, its success for women depends on there being sufficient treatment resources suitable for them in the community. According to the Howard League Briefing Paper 'A Chance to Break the Cycle' (The Howard League for Penal Reform (2000). A chance to break the cycle. Women and the drug treatment and testing order. London: The Howard League for Penal Reform), there were 15 Drug Dependency Units working with women, though these were

mainly in the South of England, and 15 'women only' Drug Treatment Services.

Only six of the 15 residential services accepted women with their children which again disadvantaged women with dependent children. However, there was also huge demand for these services from women who were not offenders. There was also a lack of treatment services for women with particular needs such as with mental health problems, ethnic minority women, young women and pregnant women etc.

Whilst the pilot DTTOs reported considerable reductions in the expected rate of re-offending, it remains to be seen whether this model can be successfully extended to meet the extent of female offenders' needs, and what other interventions may prove successful with offenders sentenced to custody.

2.153 *Less stringent testing for drugs should be introduced. (11.46, 12.156)*

Not achieved. There was no evidence that targets had decreased. **This recommendation remains.**

Pre -release courses

2.154 The whole approach to pre-release courses for women should be reappraised. (11.50, 12.159)

Not fully achieved. There continued to be a need for an estate-wide approach to the preparation for release for women offenders. ***An example of good practice was found at Highpoint North where the Foundation Training Company had established an excellent pre-release workshop which was very well attended.*** The company hoped to extend this provision to other female establishments which we support. NACRO was also in the process of writing a report on the resettlement of women offenders which will no doubt inform this pressing issue.

Special resettlement focus should be given to young women who are entering Prison Service custody with a history of family breakdown and of social services care.

Many will have no family support after release, nor statutory support if they are aged 18 or above. **Pre-release plans for this group of young women are therefore of particular importance and attempts to prepare for their successful resettlement into the community must be started at the earliest opportunity.**

The Criminal Justice Consultative Council

2.155 The Criminal Justice Consultative Council should be asked to consider the issues of juveniles and babies in prison, short remands, financial provision to enable children to visit their mothers in prison and the funding of bail services. (3.38, 6.57, 6.59, 8.13, 12.160)

This recommendation has been superseded by progress in many of these areas since the original Review. The Youth Justice Board has taken on responsibility for juveniles remanded or sentenced to custody. The Review of Mother and Baby Units in the Prison Service has considered the position of babies in prison. In addition, Women's Policy Group has commissioned a research project into the issue of bail services.

Chapter 3

The 1997 Review.

3.01 The need for the full review in 1997 of the conditions and treatment of women prisoners was born out of the experience of conducting inspections at Holloway and other female establishments in late 1995/1996. It became clear that what inspectors observed during these inspections was the result of serious inadequacies in the overall organisation and management of women's prisons in this country and was thus outside the control and influence of local governors, management teams and staff who worked in them.

3.02 The management of the female estate lacked any sort of cohesion. We often came across individuals or small groups of staff who were doing their best in very difficult circumstances but, despite examples of good initiatives in some female establishments, there was a worrying lack of focus on the needs of women prisoners overall. At that stage no analysis had been carried out of these needs and certainly no strategy developed for meeting them. In fact no single person below the Director General himself was responsible and accountable for what happened in prisons holding female prisoners.

3.03 In urging the Prison Service to conduct a detailed survey of the needs of women prisoners, including the main causes of their offending, we pointed out some of the key features of the female prisoner population from our own work.

These were that:

- 40% of women in prison at that time were first offenders
- a significant proportion of the rest were highly recidivist offenders whose crimes resulted from chaotic lifestyles and substance abuse
- the majority had severe emotional and/or mental health problems
- a high proportion had suffered physical and sexual abuse, (more than 40% had harmed themselves at some point in their lives)
- most had no worthwhile employment experience
- in comparison to male prisoners, a higher proportion were from ethnic minority backgrounds
- almost two-thirds were mothers, most of whom had children under the age of 16.

3.04 As many of these features concerned the health of women, one of the largest sections of the review was about health care. We called for equivalence of care with the National Health Service and the production of a Health Care Standard for women in prison. We drew attention to the need for improved health care screening on reception, the development of cancer screening and improved access to treatment for women prisoners. We recommended that the Prison Service developed and implemented its own standards on mental health.

3.05 The Review also called for the development of suitable purposeful regimes for women, including good quality education and skill training opportunities, self-help schemes, programmes to tackle offending behaviour and sentence planning to make the best use of time in custody. We urged the Prison Service to be sensitive to the abuse histories of many of the women and to ensure that all staff were trained so they did not behave in offensive or inappropriate ways towards women with this experience.

3.06 Other recommendations about the female estate included the need to ensure that safeguards existed for women in those establishments that also held male prisoners; this to be achieved by means of total physical separation and a separate identity for female units, reinforced by distinct teams of managers and staff. The Review made it clear that it was at best, unnecessary and wasteful and at worst, harmful for the Prison Service to use the same security criteria for women prisoners as for men in guarding against escape and harm to the public. Finally it called for close co-ordination between prisons for women in terms of incentives, privileges and allocation criteria.

The position in the year 2001

3.07 In our view, the general conditions for and treatment of women prisoners in prisons in England and Wales have improved significantly since the publication of 'Women in Prison' in 1997. An exception to this is Holloway where the successful management of the number and complexity of tasks the prison fulfils continues to defy the best efforts of managers and staff, and where, as a consequence, we continue to have concerns about the treatment of women prisoners. Details of our concerns can be found in the report of an unannounced inspection carried out at the end of the year 2000.

3.08 However, the number of recommendations in this follow-up to the review in which implementation is incomplete should not disguise the very considerable progress that has been made overall, and continues to be made. Much still remains to be done but foundations have been laid. Above all there has been a telling response to our major criticism that women in prison were treated largely as if they were men, and to our call for three major policy initiatives:

- a. that there should be an analysis of the needs of women prisoners,
- b. that there should be policy and operational planning across the female estate, taking the above analysis as the starting point, and
- c. that there should be central co-ordination to ensure that individual establishments worked as co-operative parts of a system of women's prisons.

3.09 The Prison Service, and particularly the Women's Policy Group at Headquarters, are to be congratulated for initiating research into the criminogenic and employment needs of women prisoners, which will continue to inform the development of appropriate regimes. A number of excellent regime initiatives have been introduced across the estate, all of which are trying to focus on the practical needs of women prisoners; these range from therapeutic regimes for substance mis-users to self-help schemes to assist women to find accommodation and employment on discharge.

3.10 There is a growing recognition of the particular role that local prisons for women play and how the needs of those received direct from court, whether remanded or sentenced, need to be addressed. Arrangements for reception, first night accommodation and induction have improved substantially. The health care of women prisoners has also improved in most, but not all establishments, and

we have seen examples of excellent practice in the fieldwork for this follow up study (see para 2.92). Regrettably, too many women with serious mental disorders continue to be held in establishments such as Holloway instead of in forensic mental health facilities.

3.11 Arrangements to enable women to maintain contact with their families have continued to develop since the review, with managers and staff showing greater recognition of the important primary care

role that many women continue to fulfil while they are in prison. We also welcome the increased recognition of the needs of foreign nationals to remain in contact with their families abroad, though we regret that those facing deportation are still not assessed for open conditions.

3.12 We also recognise the crucial role that leadership has played and continues to play in bringing about these improvements. The Prison Service was wise to choose a female professional from the Probation Service, who accepted the validity of the criticisms we had made, to head the Women's Policy Group and develop appropriate policies, based on empirical research. This work will continue to pay dividends for many years to come.

3.13 In addition, the Women's Policy Group became a much-needed source of support and identity for Governors of female establishments. For the first time in a generation or more, managers of women's prisons had a point of contact at Headquarters who understood the issues that concerned them. Meetings of Governors of female establishments have been held and a newsletter regularly disseminates information about good practice.

3.14 Of equal if not greater significance has been the performance of a growing number of governing Governors in charge of female establishments who, quite simply, have known what they are doing and have been provided with the support to do it.

This has resulted in fundamental cultural change and outstanding examples of good practice. In other cases, particularly where Governors have been left in post long enough to make a difference, system wide changes have begun to deliver results for the treatment and conditions of female prisoners.

3.15 Through training and leadership, many staff are becoming more aware of the backgrounds from which many women offenders come and of their needs. There are indications of a growing awareness of the significance of abuse experiences. In a prison environment this is the most difficult issue for staff to deal with and

we have been impressed by the start that has been made at Low Newton, for example, to help them understand the approach to take with those who have been victimised in this way.

3.16 It cannot be said that progress has taken place on all fronts. It is particularly disappointing to record that physical security arrangements in women's prisons have, if anything, been strengthened since the 1997 Review, contrary to our recommendations. Apart from a relatively small group, women prisoners in general do not pose a major risk to the public. In our view, resources that are spent on strengthening physical security would be better used exploiting the benefits of semi-open and open conditions to develop practical resettlement initiatives for women offenders. We note that there are fewer places in open conditions for women now than at the time of our 1997 review. This is a retrograde step and one that should be reversed. As we recommended, the policy should be to develop small urban hostel type prisons for women which combine a disciplined environment with opportunities for contact with families and practical resettlement opportunities.

3.17 The appointment in the year 2000 of an Operational Director for Women's Prisons was greatly welcomed, although the post holder does not enjoy the same authority as the Director of High Security Prisons who is a member of the Prisons Board. Nonetheless he does hold financial accountability for the running of the female estate and is well placed to provide leadership and direction to the development of suitable regimes for the future. It is of the greatest importance that this momentum is maintained and in this the Operational Director has a vital role.

Chapter 4

Recommendations to the Secretary of State

4.01 Seventeen year old remanded girls should not share cells with adults. Unsentenced and sentenced young women should be held together, as in the male estate. (2.11)

4.02 Prison establishments should not be used to hold juveniles. (2.12)

To the Youth Justice Board

4.03 Resources for establishments holding juvenile girls should be allocated and distributed urgently. (2.11)

To the Director General Security

4.04 A greater proportion of women prisoners should be held without physical security restrictions as they do not represent a danger to the public nor is there a high probability of them absconding. (2.06)

4.05 Transitional prisons in urban centres should be developed to serve the resettlement needs of female prisoners. (2.08)

Differences in Regimes and Privileges

4.06 There should be close co-ordination between prisons for women on privileges and incentives, including standard lists of the property allowed in possession. (2.09)

4.07 A separate policy on property kept in possession should be devised, focusing on the distinct needs of women prisoners. (2.10)

Age Mixing

4.08 Greater care should be taken when accommodating juveniles and young offenders with adult prisoners. (2.11)

Child Protection

4.09 All female establishments should be required to comply with the Child Protection arrangements specified in Prison Service Order 4950. (2.14)

4.10 All establishments should introduce procedures for identifying Schedule 1 offenders. With assistance from other agencies, such as Social Services, checks should be made on staff who might work with young women. (2.14)

Staff Training

4.11 More 'female prisoner-focused' training should be provided for all staff, particularly male staff who need additional preparation for working with women prisoners. (2.17, 2.19)

4.12 More female managers should be selected, trained and appointed and more senior managers should be trained in the needs of women prisoners. (2.18)

4.13 All staff should receive training in understanding the likely abuse histories of the women so that, at a minimum, no member of staff behaves in ways which are offensive or damaging to women who have suffered abuse. (2.19)

Contingency Staffing

4.14 More realistic systems should be developed for covering short-term staff absences which take account of likely absences and limited duties during pregnancy and in the post-natal period. (2.20)

Security

4.15 The control of women prisoners who are not assessed as high risk should be based on procedural measures. (2.22)

Allocation

4.16 The allocation criteria for female establishments should be clearly declared in a reference document. (2.25)

4.17 The feasibility of establishing accommodation for very short-sentenced prisoners in urban centres should be explored. (2.26)

Escorts

4.18 Men and women should be transported separately for the protection of all parties. (2.27)

4.19 Women prisoners should not be handcuffed while being transferred to open conditions. (2.29)

Searching

4.20 All staff required to search women prisoners should receive special training so that they approach the task with the proper sensitivity to the likely abuse histories of the women they are searching. (2.31)

4.21 The decision to strip search a woman prisoner should not be taken by an officer below the rank of Duty Governor. (2.34)

4.22 Women's prisons should provide a supply of disposable nappies in various sizes for use on visits. Visitors' own nappies and other items should be stored outside the visits area. (2.35)

Control and Restraint Techniques

4.23 Only properly trained staff should use control and restraint techniques. (2.37)

4.24 The documentation used by staff in female prisons or units to record the application of control and restraint techniques should be revised to show a 'clothed' female figure. (2.38)

Reception

4.25 Reception staff should be specifically trained to be aware of and sensitive to the likely abuse histories of the women. (2.46)

4.26 For reception screening, prisons should engage the services of doctors who are specifically trained to deal with women with histories of abuse: whenever possible, they should be female. (2.47)

4.27 A free phonecard or telephone call should be offered to women on reception and access provided to a card telephone. (2.48)

4.28 Reading material and radios in cells should be available for all women prisoners on their first night in prison. (2.49)

4.29 A list of suitable translators should be available who should be trained to explain rules and procedures to women who cannot understand English. (2.50)

Resettlement

4.30 The Women's Policy Group should establish a national resettlement manager to work with women's prisons and the Probation Service to co-ordinate the re-integration of women prisoners into the community, involving the voluntary sector, employment service, benefits agency and local authority housing officers. (2.63)

4.31 A core induction programme should be set up for all women's establishments. (2.54)

Race Relations and Foreign Nationals

4.32 All women's prisons should engage the help of community groups and organisations with specific knowledge of the cultural needs of their women prisoners. (2.72)

4.33 There should be a sufficient number of card phones to provide for the size of the demand; they should be located in areas where

privacy is possible and they should be switched on throughout the daytime and evening. (2.78)

Family Contacts and Visits

4.34 Consideration should be given to reducing the four week period for assessment of the eligibility of women prisoners for a children's visit. (2.80)

4.35 There should be greater consistency in the availability of inter-prison visits for women with relatives or partners in other prisons. (2.80)

4.36 Prisons holding women should make special arrangements to cater for the associated demand for visits, including dedicated telephone lines. (2.81)

4.37 Transfers between establishments need to be managed so that visitors who have booked visits can be notified in advance. The prison should bear the cost of notification. (2.82)

4.38 Every prison holding women should have a Visitors Centre or ensure that proper provision for visitors is made in the meantime. (2.83, 2.84)

4.39 Race relations committees should be made aware of the finding that black women receive less visits from partners and families than white women. (2.80)

4.40 Family contact development officers should be appointed in female prisons as a pilot exercise. (2.85)

4.41 Day visits for children should take place in every establishment holding women prisoners. Procedures should be in place to protect visiting children from inappropriate contact with other prisoners and to protect children in custody from visitors who might abuse them. (2.89)

4.42 Consideration should be given to overnight visits by children. (2.90)

4.43 Town visits with clear objectives should be part of a structured resettlement process for women who are an acceptable risk. (2.91)

Health Care

4.44 There should be a greater strategic approach to the provision of mental health care for women. (2.92)

4.45 Protocols specifying maximum waiting periods for prisoners to consult female doctors and nurses should be developed. (2.102)

4.46 Health care standards on mental health should be implemented. (2.103)

4.47 A strategic approach should be developed to help women prisoners with serious personality disorders. (2.106)

In view of the vulnerability of women in prison the Prison Service should advance the date to achieve the 'changing childbirth' recommendations to December 1997. (2.113)

Physical Exercise and Education

4.48 PE staff should be made available to supervise activities in the evenings and at weekends in all women's establishments. (2.118)

Regime

4.49 All women's prisons should have sufficient, suitable training courses and employment places for sentenced women and remand prisoners. (2.119, 2.120)

4.50 More vocational training courses in manual skills should be provided. (2.121)

4.51 The budgets for education in women's prisons should be based on assessment of needs and priorities. (2.124)

4.52 There should be more educational activities at weekends. (2.125)

4.53 More use should be made of the skills of prisoners to teach other prisoners with the support of staff (2.126)

4.54 More art, drama and yoga should be provided in the educational curriculum. (2.127)

4.55 Opportunities should be made available for women to help themselves in organising activities during their free time. (2.131)

Sentence and Custody Planning

4.56 The Prison Service sentence planning forms should be redesigned to reflect the needs of women offenders. (2.134)

4.57 Arrangements should be developed for those on remand with the aims of:

- reducing stress,
- helping maintain contacts in the community,
- identifying and assisting in key areas such as child care or substance abuse,
- preparing for the possibility of being sentenced to a period of custody. (2.135)

4.58 Staff in female establishments should be properly trained in sentence planning and sufficient resources provided to carry it out. (2.136)

4.59 An up-to-date directory of courses and programmes run by different women's prisons should be made available to both staff and women prisoners. (2.137)

4.60 A risk assessment model should be developed that takes fully into account the reasons for the offences committed by women serving life sentences. (2.139)

Programmes

4.61 There should be a coherent regime-wide approach, to deal with low self-esteem. (2.141)

4.62 Participation in programmes should be linked to the Incentives and Earned Privileges Scheme where appropriate. (2.145)

4.63 Every women's prison should have a psychology team to inform and take part in offending behaviour programmes. (2.146)

4.64 Interventions for those who have suffered abuse should be available in all women's prisons, though there should be no compulsion on women to attend them. (2.147)

4.65 An amended format for monitoring service delivery at women's prisons should be set up to take account of the different nature of the work (2.148)

Tackling Substance Misuse

4.66 The Prison Service should develop a national strategy for helping women with alcohol related and other substance misuse problems. (2.149)

4.67 Less stringent testing for drugs should be introduced (2.153)

Pre-release Courses

4.68 Special resettlement provision should be made for those young women who enter Prison Service custody from the care system with a history of previous family breakdown. (2.154)

Chapter 5

Appendix 1: List of Contributors

Name	Organisation
Lady Massam	
Juliet Lyon	Prison Reform Trust
Jackie Lowthian	NACRO
Fiona Clarke	Kids VIP
Kate Philbrick	Kids VIP
Beatrice Burgess	Babies in Prison
Myra Fulford	The Bourne Trust
Angela Hall	The Bourne Trust
Liz Dewsbury	Holloway Remand Scheme
Una Padel	Centre for Crime & Justice Studies
Sarah Joseph	Federation for Prisoner's Families Support Group
Anita Dockley	Howard League
Margaret Carey	Inside Out Trust
Liz Mayne	WISH