



HM Chief Inspector of Prisons for England and Wales

Annual Report 2024–25

HC 1030

HM Chief Inspector of Prisons for England and Wales Annual Report 2024–25

For the period 1 April 2024 to 31 March 2025

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Prison Act 1952

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Introduction

By the Chief Inspector of Prisons



The ingress of overwhelming amounts of illegal drugs is destabilising prisons across England and Wales. Often using sophisticated drones, criminal gangs are targeting jails from which they can make huge profits selling contraband to a vulnerable and bored population.

In our prisoner surveys, 39% told us it was easy to get illicit drugs, and we regularly inspected prisons where the rate of positive random drug tests had reached more than 30%, while in the six months before our review visit at Hindley the rate was a staggering 59%. This meant in many jails, there were seemingly uncontrolled levels of criminality that hard-pressed and often inexperienced staff were unable to contain. Even in open prisons like Kirkham, drugs had become a major problem with inspectors regularly smelling cannabis as they walked around.

Given this drug ingress, it is unsurprising that national rates of violence increased last year with assaults on staff 13% higher, while those between prisoners had risen by 10%. Violence adds to the anxiety of both staff and prisoners, destroys trust and makes the possibility of rehabilitation unlikely. Most concerning, drones were making regular deliveries to Manchester and Long Lartin which held some of the most dangerous men in the country, including terrorists and organised crime bosses. Physical security such as netting, windows and CCTV was inadequate and at Manchester,

inexperienced staff were being manipulated or simply ignored by prisoners. The failure to tackle these security issues seriously compromised safety and represented a threat to national security.

The effect of drugs was, in part, the cause of the four Urgent Notification letters I sent to the Secretary of State for Justice this year. We found appalling outcomes at Wandsworth, Manchester, Winchester and Rochester (the first category C prison where we invoked this protocol).

Overcrowding continued to affect jails across the country with many prisoners held far from home, living in cramped conditions with not enough to do and unable to get onto courses prescribed in their sentence plans. Our thematic report 'Easier said than done: resolving prisoner requests' found that prisoners' inability to achieve even simple tasks, particularly where officers were busy or inexperienced, added to a general sense of frustration.

The imperative to move prisoners on as quickly as possible put a huge amount of pressure on reception prisons, with men being shipped out of these jails with just a few days or weeks left to serve. Some of these prisons also held large numbers of remand prisoners, which caused more instability. Category C prisons were frequently holding prisoners for only a matter of weeks and training prisons were having to oversee

many more releases, often of prisoners who were held a long way from home.

Such was the pressure on the system, particularly after the riots in August 2024, that the government had little choice but to introduce the early release scheme, SDS40. This resulted in 3,112 additional prisoners released in just two days in September and October, creating a huge burden on already-stretched offender management units (OMUs). Much credit must go to staff working in prisons for the huge amount of work involved in delivering this policy change. Although the initiative created some headroom, the population continues to grow faster than new spaces can be made available, and the government is likely to take further action following the publication of David Gauke's review into sentencing.

Purposeful activity continued to be the worst performing of our four healthy prison assessments and in many prisons, we reported on prisoners stuck in their cells or on the wings with little to do. Overcrowding meant there were often not enough spaces for every prisoner to take part in work or education, but even where there were sufficient spaces, inspectors still came across underused workshops and classrooms. Levels of attendance were often below 70% and many workshops were not operating because of staff shortages. Although there was some very good provision, far too many prisoners were performing

mundane tasks in workshops or underemployed as wing cleaners. Apart from open prisons and those holding men convicted of sexual offences, only three out of 27 were rated good or reasonably good for this test.

Our inspections of Whatton, The Verne and Stafford found that these jails, holding men convicted of sexual offences, were broadly safe, decent environments. Yet not enough was being done to reduce the risks posed by the men and staff were not routinely trained to understand the nature of their offending or spot offence-mirroring behaviour. For these prisoners, finding employment on release is often difficult, and many are held a long way from their home areas. The prison service needs to do much more to find businesses nationally that are willing to employ the men in environments that do not expose the public to risk.

There were, however, some more positive inspections this year. Cardiff was one of only three reception prisons to receive a score of reasonably good for purposeful activity since before the pandemic. Among the category C prisons, Humber had managed to bear down on the supply of illegal drugs, while Oakwood continued to be the best prison of its type in the country. Hatfield and Kirklevington Grange were the most successful open prisons we inspected, with leaders focused on getting prisoners into employment

on release. Rye Hill was an impressive jail with an excellent range of activities and a staff team which, despite having many inexperienced officers, was highly effective.

Our thematic review ‘Improving behaviour in prisons’ included many examples of the way some jails motivate prisoners to behave. Good leadership, where highly visible governors knew their prisons well, set and maintained standards and held staff to account, was critical to their success. These jails often used creative incentives in addition to the standard prison service behaviour management system. Prisoners who did the right thing were recognised and rewarded while those who misbehaved received consistently applied sanctions.

We were also pleased to see some improvements in some of those prisons to which we returned for independent reviews of progress (IRPs). Five Wells was safer and better organised while Bristol, Woodhill and Bedford had made some good progress – particularly impressive as these prisons had all been subjected to Urgent Notifications in the past.

Our ‘Time to care’ thematic review into what helps women cope in prison made depressing reading. In the four prisons we visited women told us what mattered to them most was contact with their families, and yet the provision for visits was not as imaginative as

we have found in some men's jails. Staff told us they had been inadequately trained for the challenge of looking after the many women who self-harmed and said they spent much of their time dealing with those who had the most acute needs, unable to give enough time to other women. There was too little to keep women, often with high levels of anxiety, occupied, and when they were in crisis staff were sometimes too quick to use force to stop them harming themselves. It remained unacceptable that there was not enough suitable clothing or underwear for women and that they were forced to wear ill-fitting men's tracksuits and workwear.

The three public sector, young offender institutions holding children, continued to fail to offer good enough care. They were plagued with often very serious violence at levels that were higher than in any adult prisons. Time out of cell remained shockingly bad with most boys lucky if they got six hours a day out of their cells on weekdays - with even less at the weekend. The overreliance on 'keep apart', to prevent boys in conflict from mixing, put further restrictions on the regime because many could not be unlocked at the same time. Only Parc YOI continued to perform well, where a capable and experienced staff team kept children safe and well motivated, while providing more than double the time out of cell that was offered in the public sector establishments.

Our inspection of Harmondsworth Immigration Removal Centre (IRC) revealed some of the worst standards inspectors had seen. Detainees were openly smoking cannabis, support for the most vulnerable was worryingly poor and some of the living conditions were completely unacceptable. On a return visit to the centre for a review of progress – the report of which falls into next year’s annual reporting period – we found there had been substantial improvements and there were now fewer drugs, better living conditions, more support for the most vulnerable and better trained staff. Elsewhere, our inspection of Brook House IRC found the centre was not safe enough and health services were struggling to cope with demand. We were pleased to see improvements in arrangements for arrivals on small boats had been sustained, with better facilities at Western Jet Foil and a more efficient, coordinated approach at Manston.

This has been another very difficult year for prisons in England and Wales with the ingress of contraband delivered by drones severely impacting the essential work that many have been able to do with prisoners. The challenge for the prison service must be to work in conjunction with the police and security services to manage prisoners associated with organised crime. This is a threat that needs to be taken seriously at the highest levels of government. Only when drugs are kept out, and prisoners are involved in genuinely purposeful

activity that will help them to get work and resettle successfully on release, can we expect to see prisons rehabilitate rather than just contain the men and women they hold. Overly bureaucratic management and oversight from the prison service continues to tie up too many frustrated prison governors in a system that appears to value plodding managerialism over the sort of transformative leadership that we see in all the best prisons.

I want to thank those who work in prisons, immigration detention and court custody for the support and professionalism they continue to show as they engage with inspection. I also want to thank my outstanding team members for their commitment and dedication to their work in an area of public service that is of critical importance.

Charlie Taylor

Chief Inspector of Prisons



Who we are and what we do

Our purpose

We are an independent inspectorate led by HM Chief Inspector of Prisons. We scrutinise the conditions for and treatment of prisoners and other detainees and report on our findings.

We help to make sure that detention is humane, safe, respectful and helps to prepare people for release ahead of their return to the community. We do that by carrying out independent inspections of prisons, young offender institutions, secure training centres and courts in England and Wales and places of immigration detention across the UK.

We publish reports to let people know about our findings and hold the government, and those running places of detention, to account. We also identify and share examples of positive practice to support leaders in learning from other, comparable institutions.

Our role is to shine a light on what needs to change, but we cannot enforce it. It is up to leaders to consider the best way to respond to our concerns and use their resources and expertise to find solutions. HM Prison and Probation Service, HM Courts & Tribunals Service and the Home Office should work with establishments to support this progress.

Our Expectations and healthy establishment tests

Our Expectations set out the criteria we use to inspect prisons and other forms of detention. They are based on international human rights standards and are used to examine all aspects of life in detention.

There is a different version of Expectations for each type of custody we inspect. However, our basic inspection methodology is consistent across all places of detention. It consists of a series of broad thematic judgements known as healthy establishment tests. The tests vary slightly but all have been developed from our four tests of a healthy prison, which are:

- **Safety:** prisoners, particularly the most vulnerable, are held safely.
- **Respect:** prisoners are treated with respect for their human dignity.
- **Purposeful activity:** prisoners are able, and expected, to engage in activity that is likely to benefit them.
- **Preparation for release:** preparation for release is understood as a core function of the prison; prisoners are supported to maintain and develop relationships with their family and friends, are helped to reduce their likelihood of reoffending and have their risk of harm managed effectively, and are prepared for their release into the community.

For more information about the work of the
Inspectorate, as well as our international obligations,
please visit our website:

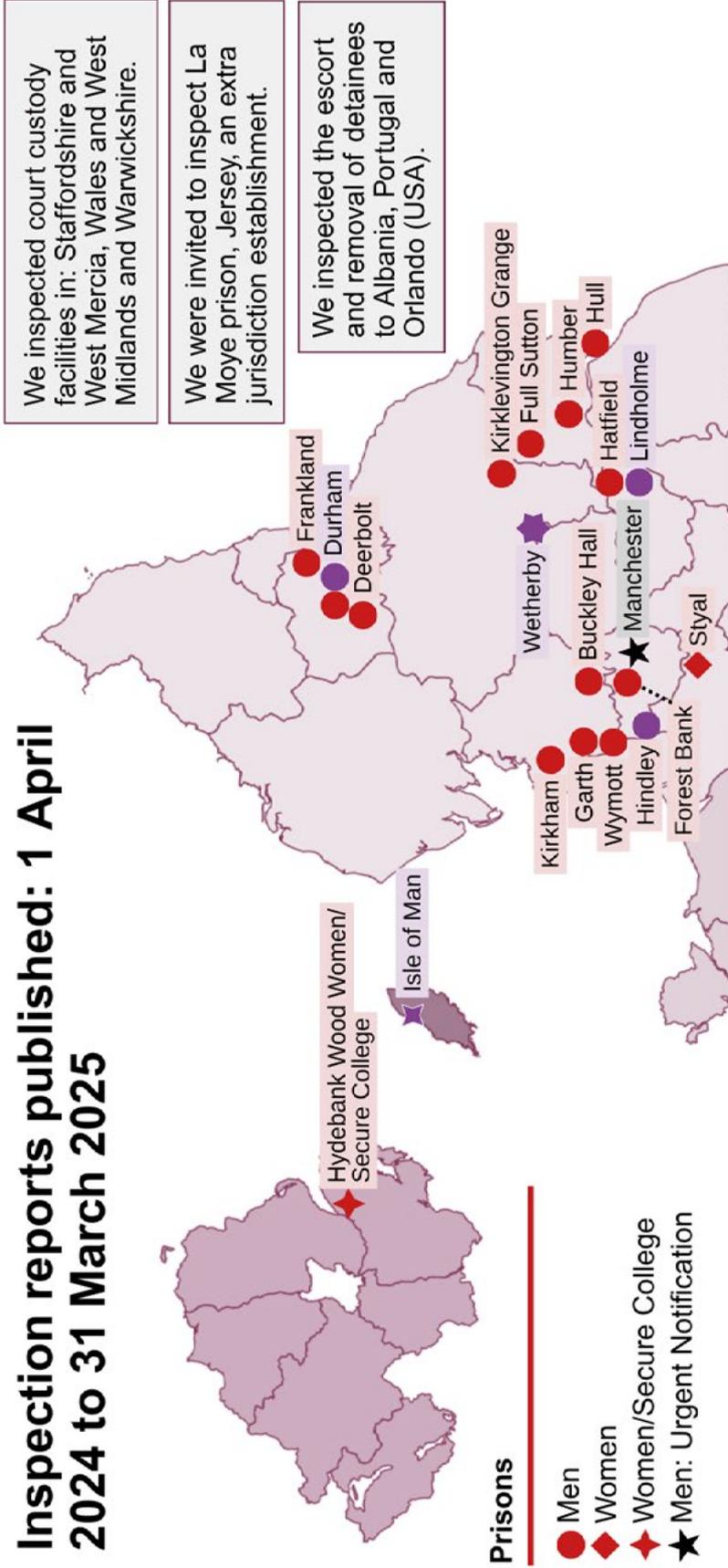
hmiprisons.justiceinspectrates.gov.uk

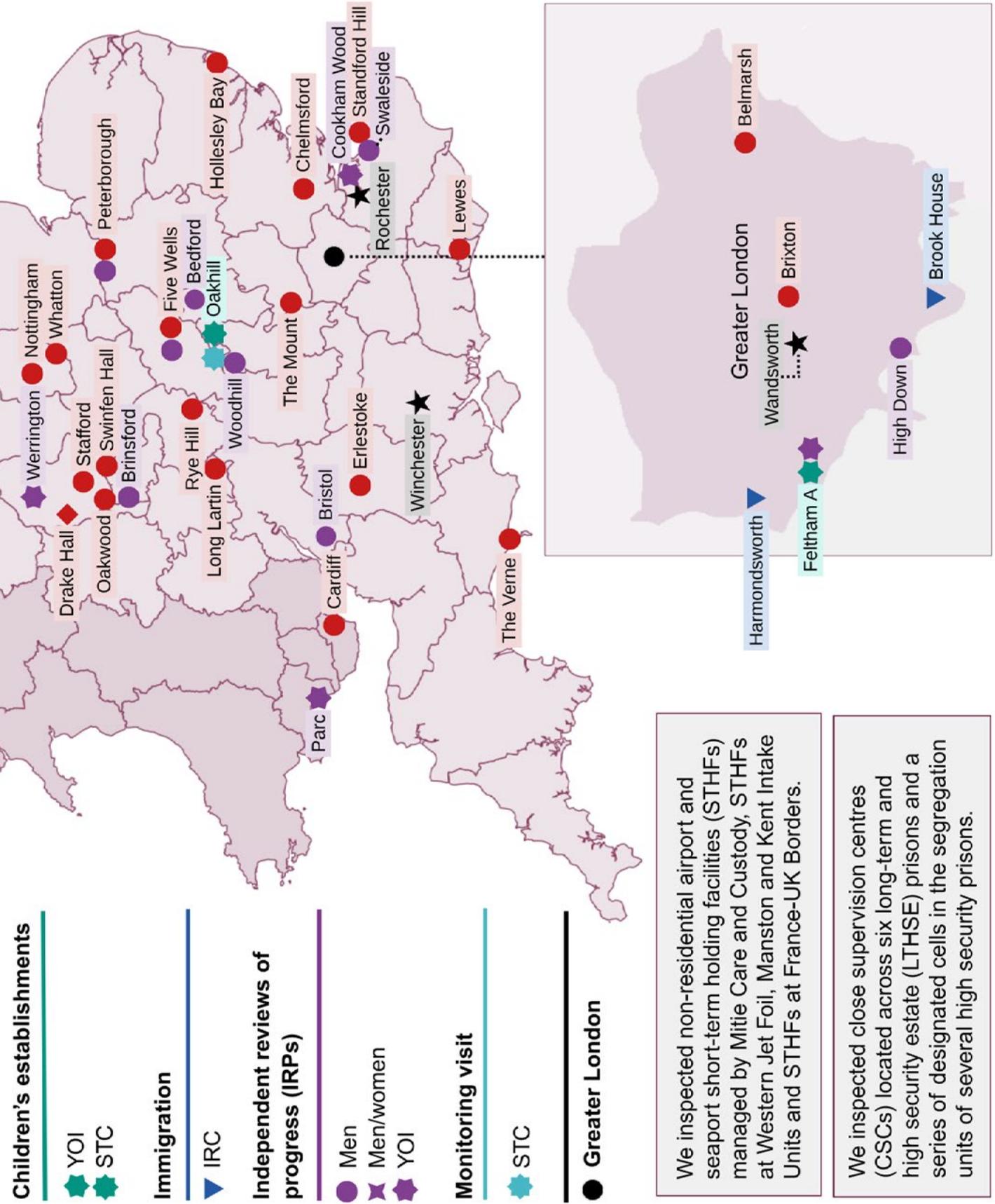
The year in brief



Inspection reports published – 1 April 2024 to 31 March 2025

Inspection reports published: 1 April 2024 to 31 March 2025





Between 1 April 2024 and 31 March 2025, we published 83 inspection, independent review of progress and thematic reports.

Court custody

- Inspection of three court custody areas

Adult prisons (England and Wales)

- Full inspections of 36 prisons holding men
- Independent reviews of progress (IRPs) at 11 prisons holding men
- Full inspection of two prisons holding women
- A full inspection of close supervision centres

Establishments holding children and young people

- A full inspection of one young offender institution (YOI) holding children under the age of 18
- IRPs at five YOIs holding children under the age of 18
- Two inspections of Oakhill Secure Training Centre (STC) jointly with Ofsted and Care Quality Commission (CQC)
- Two monitoring visits of Oakhill STC jointly with Ofsted and CQC

Immigration detention

- Inspection of two immigration removal centres (IRCs)

- Three inspections of short-term holding facilities (STHFs)
- Inspections of three overseas charter flight removals

Extra-jurisdiction

- Inspections of three extra-jurisdiction prisons
- An IRP at one extra-jurisdiction prison

Other publications

We also published the following publications:

- A decade of declining quality of education in young offender institutions: the systemic shortcomings that fail children – a joint report with Ofsted
- Children in custody 2023-24: an analysis of 12-18-year-olds' perceptions of their experiences in secure training centres and young offender institutions
- Easier said than done: resolving prisoner requests – key findings paper
- Improving behaviour in prisons: a thematic review
- Purposeful prisons: time out of cell – key findings paper
- Separation of children in young offender institutions – review of progress

- The quality of work undertaken with women – a joint inspection with HMI Probation
- Time to care: what helps women cope in prison?

Written submissions and oral evidence

During the year we made the following written submissions to consultations and inquiries:

- Public Services Committee, Interpreting and Translation Services in the Courts inquiry (September 2024)
- Public Accounts Committee, Tackling Homelessness inquiry (November 2024)
- Public Accounts Committee, Crown Courts backlog inquiry (January 2025)
- Independent Sentencing Review (January 2025)
- Public Accounts Committee, Prison estate capacity inquiry (January 2025)
- Justice and Home Affairs Committee, Prison culture: governance, leadership and staffing (January 2025)
- Justice Committee, Rehabilitation and resettlement: ending the cycle of reoffending inquiry (January 2025)
- Justice Committee, Tackling drugs in prison inquiry (February 2025)

- Welsh Affairs Committee, Prisons, Probation and Rehabilitation in Wales (March 2025)

We gave oral evidence to:

- Justice and Home Affairs Committee, Prison culture: governance, leadership and staffing inquiry (January 2025)
- Justice Committee, Tackling drugs in prison inquiry (February 2025)

We presented at two All-Party Parliamentary Groups (APPGs):

- APPG for Women in contact with the justice system, where we presented our 'Time to Care' thematic review (March 2025)
- APPG for Immigration Detention, where we shared our findings in immigration detention (March 2025)

Outcomes in 2024–25

You can find all our healthy establishment assessments for 2024-25, the numbers of concerns accepted and addressed by establishments, and analyses of survey responses for adult men’s and women’s prisons, children’s establishments and immigration removal centres on our website. Other information available via our website includes notable positive practice collected throughout the year, as well as analyses of survey responses to our staff survey: [**hmiprisons.justiceinspectorates.gov.uk**](https://hmiprisons.justiceinspectorates.gov.uk)

One

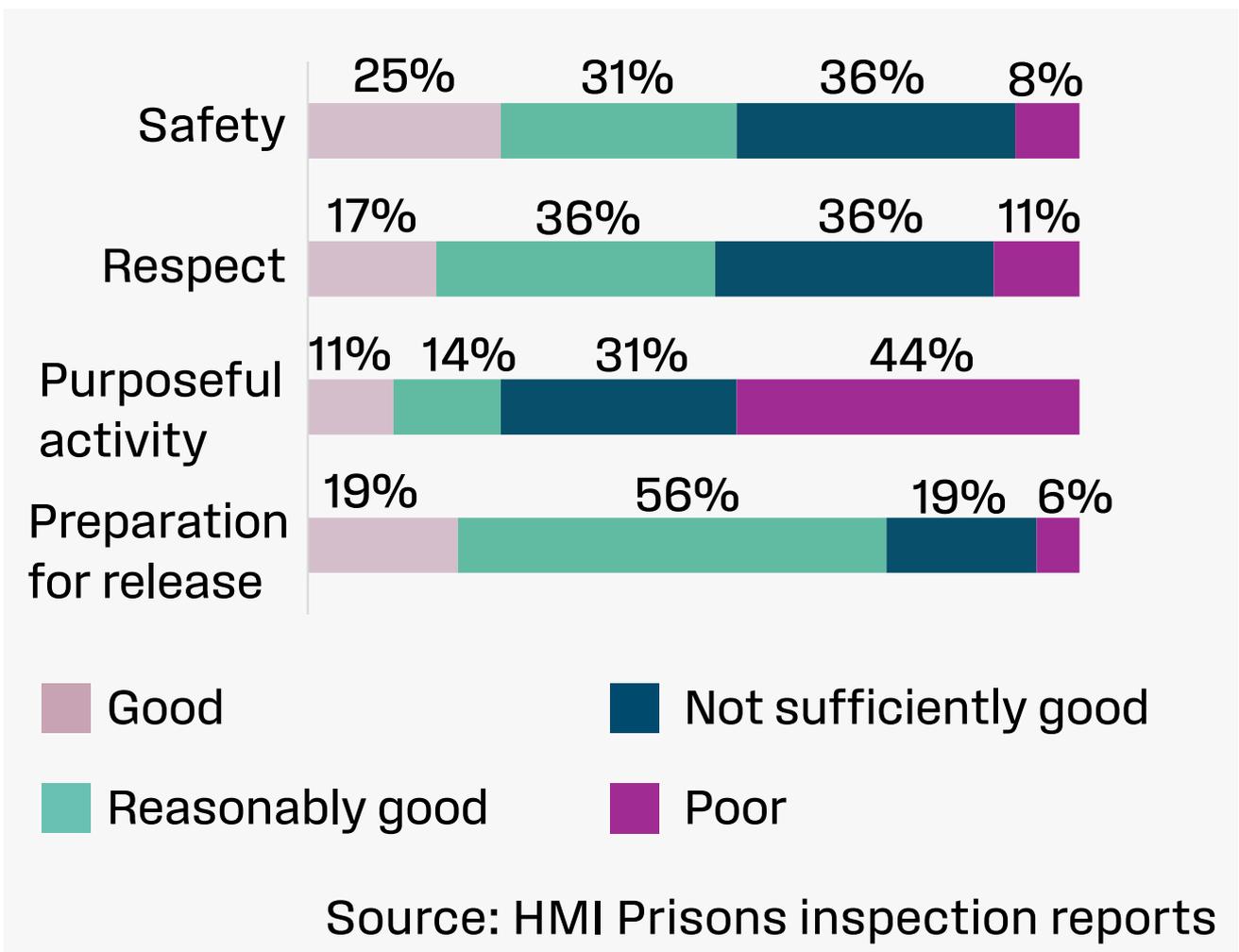
Men and women in prison



Outcomes in data

Figure 1: Healthy prison assessment breakdown

HMI Prisons inspections of adult men’s and women’s prisons (n=38) in England and Wales, 2024-25



Four Urgent Notifications issued

In 2024-25, we were so concerned by what we found at our inspections of HMPs Wandsworth, Rochester, Manchester and Winchester that we issued Urgent Notification letters. The Secretary of State is committed to answering these letters with an action plan for improvement within 28 days.

Wandsworth – issued 8 May 2024

When we inspected Wandsworth, it was still reeling from a very high-profile escape in 2023. Security remained a huge concern, although failings were evident in almost all aspects of the prison's operation. The regime was chaotic, staff could not account for their prisoners and the smell of cannabis was ubiquitous. There had been 10 self-inflicted deaths since the last inspection, seven of which had occurred in the last 12 months. Overall rates of violence had increased and were higher than at most similar prisons.

Rochester – issued 30 August 2024

Rochester attracted our lowest healthy prison assessment in three of our four tests, with many of the recommendations from our previous 2021 inspection still to be addressed. The jail was failing in its rehabilitative purpose as a category C training and resettlement prison, with less than a third of the population engaged in purposeful activity. Illicit drug

use was endemic and most of the accommodation was very dilapidated, with some of the worst conditions we have seen in recent years.

Manchester – issued 9 October 2024

We found a concerning decline in outcomes in three of our four healthy prison tests and leaders had made little progress in addressing our previous concerns. Organised criminal activity, serious violence, widespread drug use and staff who lacked confidence and capability had led to an unstable and in places filthy environment. Manchester was failing in its function as a training prison, with very poor delivery of education, training and work.

Winchester – issued 23 October 2024

Outcomes at Winchester had deteriorated in many critical areas. Violence had increased since our last inspection and was very high with serious assaults against staff and on prisoners among the highest in the country. Many men lived in very poor conditions, without access to purposeful activity, and were frustrated by the inability to get even basic things done. The prison had failed to respond to most of the concerns we raised at our 2022 inspection.



**Litter,
Manchester**



**Damaged
cell window,
Manchester**



**Shower ceiling,
Rochester**



**Damaged desk,
Wandsworth**



**Cell conditions,
Winchester**



**Broken
windows,
Winchester**

Continued lack of purposeful activity in adult prisons

- Prisoners were still spending too long locked in their cells.
- Education, skills and work remained generally poor.

Purposeful activity continued to be the worst performing of our healthy prison tests, with 28 out of the 38 adult prisons that we inspected judged to be ‘poor’ or ‘not sufficiently good’.

Three of the four establishments we scored as ‘good’ in this area were open prisons, with Oakwood the only closed jail to receive our highest rating. There we saw time out of cell that was far better than in comparable prisons, and men who were incentivised by a wide range of work, education and peer-led opportunities.

It was particularly concerning that of the 16 establishments to be rated as ‘poor’, six were category C training prisons, which should be supporting prisoners to develop skills that will help them resettle in the community when they are released. Oakwood, Stafford and Rye Hill were the only male training prisons to be assessed as ‘reasonably good’ or ‘good’ for purposeful activity.



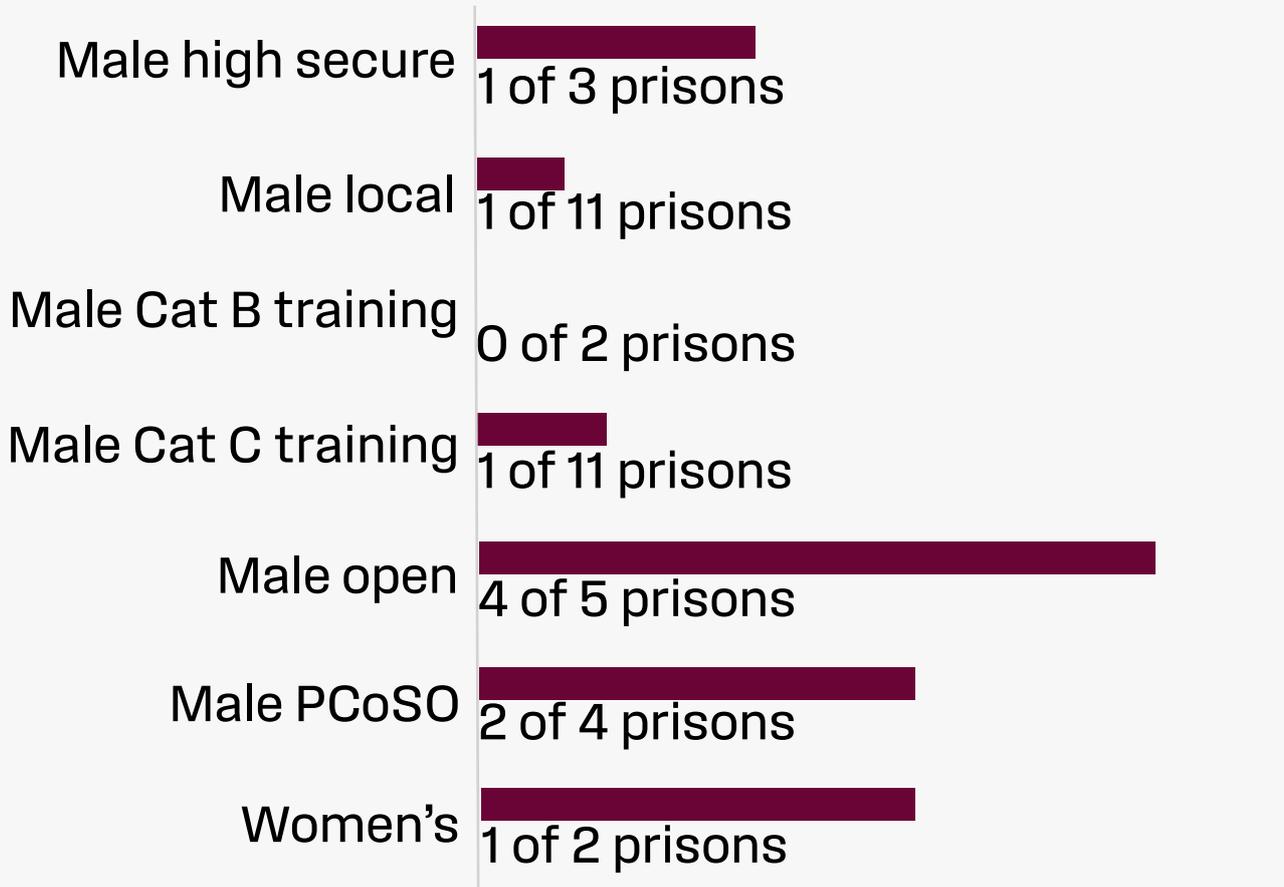
Garden workers at Oakwood



Bistro menu at Stafford

Figure 2: Healthy prison assessments show local and training prisons have worse outcomes for prisoners

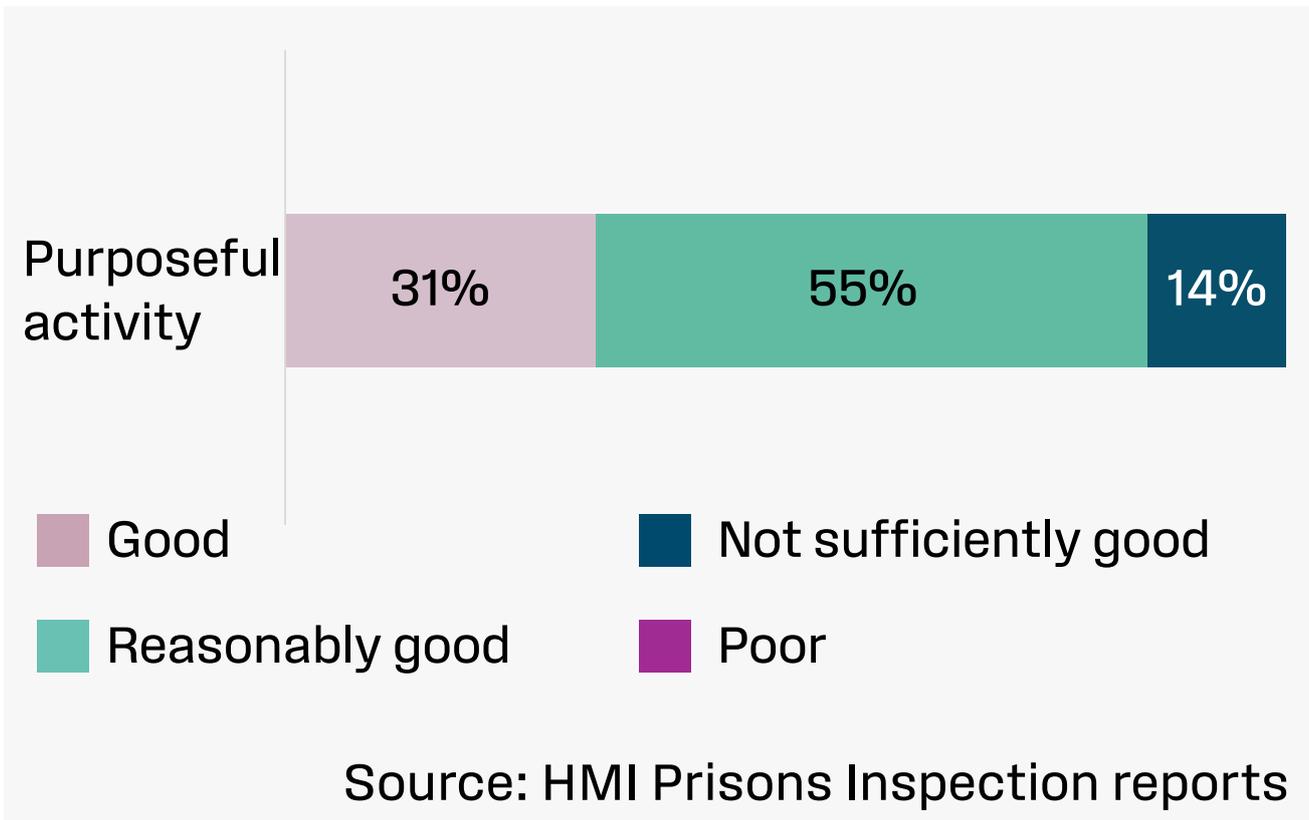
Proportion of adult prisons (n=38) receiving 'Good' or 'Reasonably good' assessments in purposeful activity in England and Wales in 2024-25



Source: HMI Prisons inspection reports

Figure 3: Over half of healthy prison assessments in purposeful activity remained unchanged in follow up inspections

HMI Prisons inspections of adult men’s and women’s prisons (n=38) in England and Wales



Too little time out of cell

Many prisoners still spent too long locked up. Those in reception jails were hardest hit; in our survey, 54% of them told us they had under two hours out of their cells each weekday. At Winchester, Hull and Nottingham, unemployed prisoners spent at least 21 hours a day locked in their cells.

Time out of cell at weekends was particularly poor. In our survey, a third of prisoners said they usually spent less than two hours unlocked on Saturdays and Sundays.

The function of some category B and C training prisons was undermined by poor regimes. At Garth, which holds a high proportion of prisoners serving long sentences, 54% were locked up during the working day and the extended periods spent in hot cells was a cause of tension on the wings. At Swinfen Hall and Deerbolt, both holding young adults, our roll checks found that 30% were locked up during the working day. However, people convicted of sexual offences and those in open prisons spent much more time unlocked.

Prisoners did not always get the opportunity to spend time in the fresh air. At Lewes, prisoners were only allowed out on the exercise yards for half an hour early in the morning, which discouraged participation in winter as it was almost dark. At Drake Hall, time in the open air for women was needlessly restricted.

Very few jails allowed prisoners to socialise or take part in activities in the evening and, too often, they were locked up shortly after their evening meals. Those in full-time work or education were often the most disadvantaged; at Belmarsh, prisoners returning from work frequently had to choose between showering and getting a hot meal, and at Wandsworth those working off the wing missed out on time in the fresh air.

Prisoners had too little to do during their free time. Recreation equipment was often limited to pool or snooker tables, such as at The Mount and Chelmsford, while at Hull, the pool and table tennis tables had not been in use since the pandemic. Some prisons had made more progress in introducing creative and enrichment activities, such as creative writing courses at Erlestoke, yoga classes and art sessions at Full Sutton, and a wide programme of music and drama, led by external organisations, at Buckley Hall.

A positive picture at Oakwood

Almost all prisoners could spend at least eight hours out of their cells each day, including at weekends. This increased to over 11 hours during the week for prisoners living on enhanced units, who were unlocked until around 9pm.

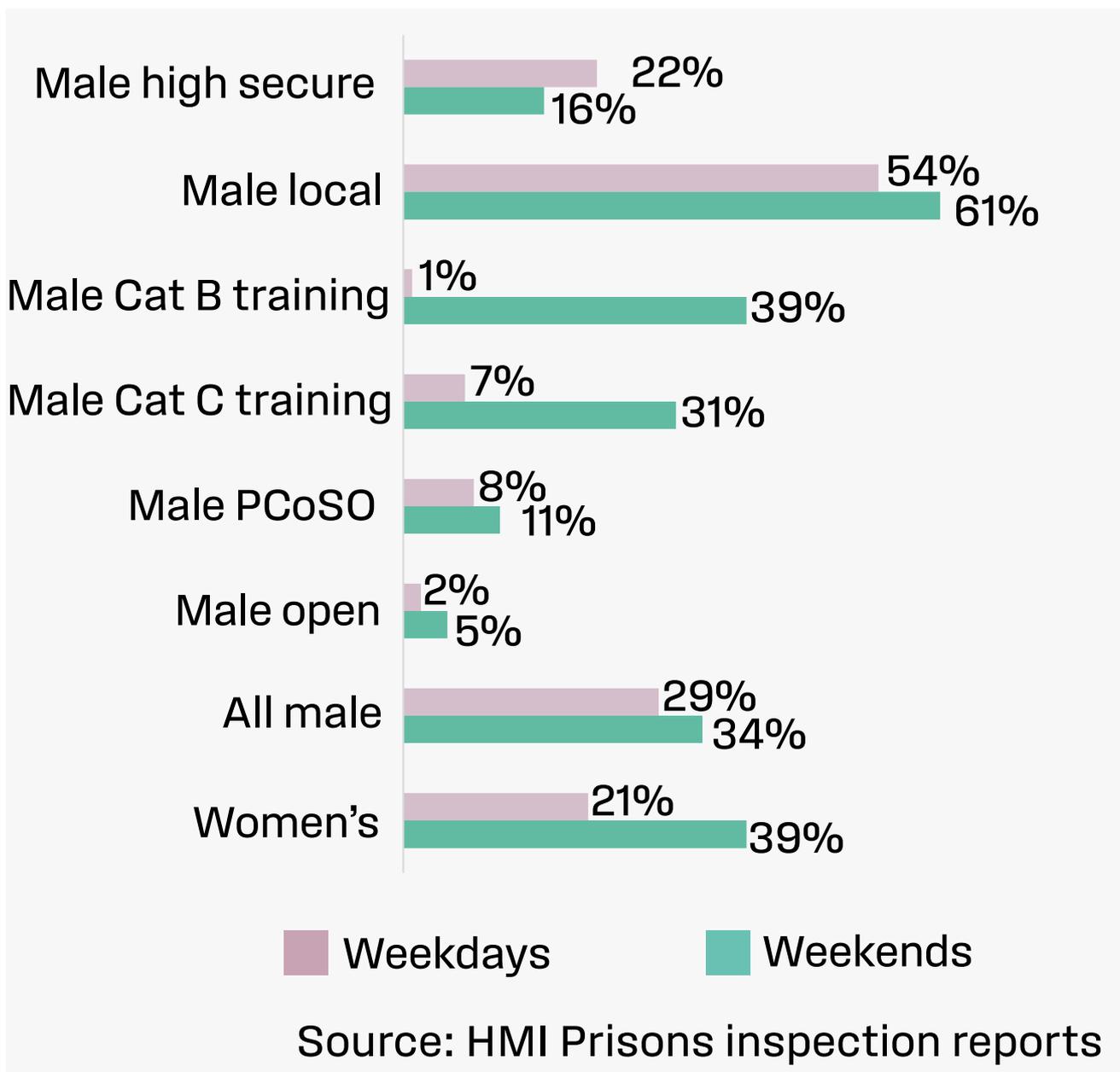
We said:

“The prison felt ordered, with a culture that was both safe and supportive. Trust and prisoner participation underpinned an extensive network of useful peer support that was caring, meaningful and helped others. Prisoners were also incentivised, not least because nearly all could engage in work, learning or other forms of purposeful activity and benefited from time out of cell which was significantly better than we see in almost all comparable prisons. Outcome data with respect to important safety

measures such as violence or self-harm were similarly very encouraging.”

Figure 4: Time out of cell was worse in local prisons

Percentage of prisoners who reported spending less than two hours out of their cell on weekdays and weekends



Education, skills and work provision not good enough

Ofsted judged overall effectiveness in 28 of 37 adult men's and women's prisons in England as 'inadequate' or 'requires improvement'.

Too often, there were not enough work or education spaces, leaving prisoners unemployed, locked up, bored and unable to develop skills that would help them get a job on release. At Rochester – a category C prison – only about a third of prisoners were employed or attending activities due to a shortage of spaces, while at Manchester we found 38% of men locked in their cells during the working day.

Where prison work was provided, much of it was of poor quality and did not adequately prepare prisoners for employment on release. Many 'full-time' wing cleaners only worked for a short time each day, such as at Swinfen Hall and Brixton, and their work often lacked structure or adequate supervision. Few prisons made good use of information technology in learning.

Some jails had developed good industry links, which had helped to create a more relevant and engaging curriculum, and greater prospects of employment on release. This was particularly notable at the open prisons Hatfield and Kirklevington Grange, both of which had made extensive use of release on temporary licence (ROTL).

Attendance and punctuality at activities was often poor and was raised as a concern by Ofsted in 18 prisons. At Manchester, attendance was extremely low at just 58%. At Long Lartin and Erlestoke, regime disruptions meant that prisoners were often late to their allocated activities.

Too many prisoners arrived in open prisons with low levels of literacy and numeracy, and while most prisons had reading strategies, few were being put meaningfully into action. A minority of prisons, such as Rye Hill and Standford Hill, showed that with the commitment of leaders and staff, real progress could be made with promoting reading and improving literacy.

In Wales, Estyn assessed the education, skills and work provision at Cardiff to be ‘good’.

Purposeful prisons: time out of cell key findings paper

This paper, published in September 2024, examined data from our prisoner surveys over the previous year. It brought together the views of almost 5,000 prisoners in the closed estate to assess how much time prisoners spent out of their cells and what impact it had on them.

Prisoners who spent less than two hours out of their cells were significantly more likely to report needing help with their mental health, and significantly fewer of them said they had received help than those who were unlocked for longer. Poor time out of cell affected relationships with staff; prisoners unlocked for less than two hours a day were more likely to tell us that they were not treated with respect, and less likely to say that there were staff members they could turn to if they needed help.

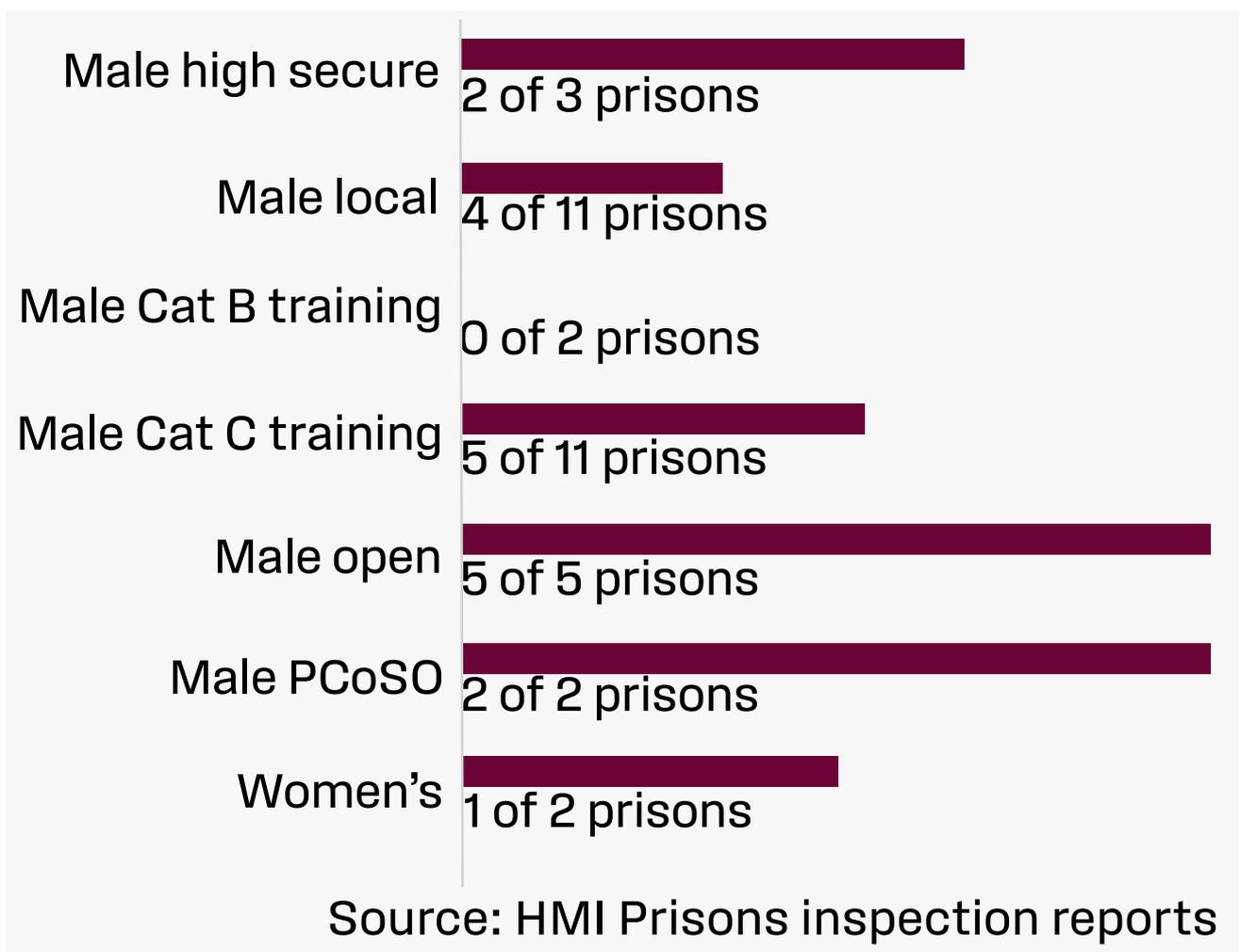
Those who spent more time out their cells were more optimistic that their time in prison had made them less likely to offend in future, suggesting that a lack of purpose in prisons may pose risks for wider society.

Drugs widely available and drones an increasing threat, with violence on the rise in some jails

- Drugs remained a significant threat across the estate.
- Systems to encourage good behaviour were often ineffective.

Figure 5: Healthy prison assessment shows better outcomes in men’s open prisons and prisons holding those convicted of sexual offences

Proportion of prisons (n=38) receiving ‘Good’ or ‘Reasonably good’ assessments in safety in England and Wales



Drugs remained a significant threat

In many prisons, the supply of drugs and other illicit items continued to undermine every aspect of prison life. In our survey 39% of adult male prisoners told us it was easy to get drugs, and in the two category B training prisons we inspected, the figure was 58%. Eleven per cent of men and 19% of women said they had developed a problem with drugs, alcohol or medication not prescribed to them since arriving in jail. In our surveys a significantly higher percentage of women than men reported having a drug or alcohol problem.

Drug test results indicated that substance misuse was high in many adult male prisons: at Garth, a third of prisoners tested positive in mandatory drug testing (MDT), while at our IRP at Hindley the reported rate of positive random drug tests had increased from 55% before our full inspection to 59%. In April 2024, the positive rate reached a shocking 77%. In some prisons, despite drugs clearly being a significant issue, regular testing had been suspended for periods of time - for example at Wandsworth and Winchester, and leaders could not quantify the scale of the problem or measure improvement. At our IRP at Bedford, drugs were a significant threat to safety, but there had been no random drug testing in the last 12 months. However, at other jails such as Stafford, greater freedom for leaders to tailor their testing based on risk would

have been beneficial and would have allowed for more effective use of resources.

Organised criminal activity was driving the drug economy with an alarming increase in the use of drones at many jails to deliver illicit items into prisons. A lack of investment in technology and staff training made it hard for some jails to detect and deter the ingress of illicit items. Drug problems were made worse by weaknesses in physical security and delays in repair work. At Wandsworth leaders struggled to enforce basic security procedures, and at Brixton intelligence was not processed efficiently to enable a swift response to reports of drug misuse.

Drone activity in high security prisons creating a threat to national security

In January 2025 we called for urgent action to tackle the increasing problem of drones delivering drugs, mobile phones and weapons to two high security prisons.

Inspectors found thriving illicit economies of drugs, mobile phones and weapons at Manchester and Long Lartin. Basic security measures such as protective netting and CCTV had been allowed to fall into disrepair and at Manchester prisoners were burning holes in supposedly secure windows so that they could continue to receive regular deliveries by drone. Fifty-nine per cent of prisoners who responded to our

survey at Long Lartin said it was easy or very easy to get illicit drugs and at Manchester 39% of prisoners had tested positive in mandatory drug tests.

Violence and self-harm at both jails had increased, in part driven by drugs and the accompanying debt prisoners found themselves in.

Chief Inspector Charlie Taylor said:

“It is highly alarming that the police and prison service have, in effect ceded the airspace above two high-security prisons to organised crime gangs which are able to deliver contraband to jails holding extremely dangerous prisoners including some who have been designated as high-risk category A. The safety of staff, prisoners and ultimately that of the public, is seriously compromised by the failure to tackle what has become a threat to national security. The prison service, the police and other security services must urgently confront organised gang activity and reduce the supply of drugs and other illicit items which so clearly undermine every aspect of prison life.”

Weaknesses in security were further exacerbated by the failure to reduce the demand for drugs, which in many jails was heightened by the lack of purposeful activity and the long periods of time prisoners spent locked in their cells or with little to do on the wing.

Strong leadership and collaboration with partner agencies at Belmarsh, Forest Bank, and Oakwood were, however, leading to improvement, with firm action to improve physical security and disrupt supply routes. Leaders at Cardiff had also developed an effective, regularly monitored strategy to tackle the jail's drug problem.

Specialist drug and alcohol services often worked closely with prison personnel to provide treatment, but this work was undermined by illicit drugs. Officers generally received very little training in this area despite being at the frontline of managing the impact of drugs. Incentivised drug-free living wings had been established in most prisons to support the recovery of addicts, but few were fulfilling their function.

Medicine optimisation and pharmacy services were a concern in 12 prisons. Support and supervision of medicine queues by officers was frequently inconsistent and, in some jails such as Swinfen Hall, Garth and Manchester, non-existent. Given the propensity of some prisoners to misuse drugs, this was a clear failing.

At the two women's prisons we inspected, there had been little investment in security. At Styal, 44% of the women who responded to our survey said it was easy to get drugs and around a quarter said they had developed a problem with drugs or alcohol in the

prison. We found weaknesses in security procedures, including searching and drug testing. At Drake Hall, security was well managed, and leaders were tackling supply and demand effectively, leading to lower rates of positive drug tests than at many other women's prisons.

Violence rose considerably in some jails with little to encourage good behaviour

Prisoners were not safe enough in 17 of the 38 prisons we inspected. In our prisoner survey, 20% of adult men said they felt unsafe at the time of the inspection, and in high security prisons, which should have been among the safest, this was particularly high at 30%. In the women's prisons we inspected 18% reported feeling unsafe.

We identified concerns in relation to violence and managing behaviour in 18 prisons, usually in conjunction with concerns around poor regimes, relationships and living conditions, all of which contributed to unsafe environments. Leaders in many jails had not established boundaries, enforced rules or created motivating cultures that encouraged prisoners to behave, engage and progress. Official statistics similarly revealed an increase in the rate of assaults, assaults on staff and serious assaults in the 12 months to December 2024, compared with the year before.

Violence was a particular concern in all four prisons issued with an Urgent Notification. Manchester had the highest rate of serious assaults of all prisons holding adult men. At Wandsworth there had been a 50% increase in the rate of violence against staff since the last inspection and 69% of prisoners in our survey said they had felt unsafe at the jail. At Winchester, rates of recorded violence had increased since the last inspection and were very high and at Rochester, levels of violence had increased significantly but processes to manage violence and support victims were weak.

Reported incidents of violence against staff and prisoners had increased; for example, the rate of prisoner assaults had increased by 67% in the past year. Behaviour management systems were ineffective, and in our survey, only 15% of respondents felt that the culture of the prison encouraged them to behave.

Rochester

Standard HMPPS procedures designed to address poor behaviour were often ineffective. Incidents of violence were not thoroughly investigated which resulted in poorly drafted challenge, support and intervention plans (CSIPs) that rarely led to any meaningful intervention. Too often, adjudications did little to deter the most serious rule breaking. At Wandsworth, Garth and Manchester hundreds of adjudications were

outstanding, including some for very serious offences. The updated HMPPS adjudication policy encouraged the use of more rehabilitative interventions, but this was seldom adopted in local practice.

Systems to encourage good behaviour were frequently inadequate. There was often little distinction between the standard and enhanced levels of the incentive scheme. Leaders did not create enough meaningful incentives to motivate good behaviour, and even when prisons offered a good range of benefits and opportunities, they were not well promoted to show prisoners why it was worth behaving.

In too many prisons, leaders had not developed cohesive behaviour and drug strategies, with staff shortfalls and poor training compounding their struggles to get a grip on safety.

Some prisons had bucked this trend. At Cardiff, Drake Hall and Hatfield, proactive leadership, supportive staff cultures and a focus on incentivising good behaviour created much safer environments. Some prisons, including Five Wells, Rye Hill and Oakwood, had encouraged prisoners to contribute to their communities through well-developed peer work. At Hollesley Bay, by behaving well and engaging with the regime, prisoners could earn their way to better accommodation and release on temporary licence, which created a sense of progression among the men.

... better paid employment was reserved for those on the top level of the scheme. Prisoners told us they valued the rewards because they promoted good behaviour and this was reflected in our survey, where 92% said the incentives scheme motivated them to behave well.

Cardiff

Increasing use of force

Unsurprisingly given rising levels of violence, the amount of force used against prisoners had increased in over 40% of the adult male prisons we inspected during the year. On too many occasions we found oversight was not robust enough for leaders to be assured that all force used in their prison was justified or proportionate.

The use of body worn video cameras to record incidents was improving but there were still too many prisons where a large proportion of these events were not captured, or cameras were turned on too late to show what had led to the force being applied. PAVA incapacitant spray was being used more frequently than the previous year, including on many occasions where its use was unjustified.

Segregation generally offered a poor regime

Although the length of time prisoners spent in segregation units was generally short, the regime they

received was often poor, and most spent around 23 hours a day locked in their cells. We continued to find weaknesses in plans to reintegrate prisoners on to mainstream units.

At Rye Hill, prisoners were actively encouraged to engage in work to reduce their risk and some were able to take part in activities off the unit. The prison also made good use of peer work, including providing support to prisoners during review boards.

Improving behaviour in prisons

In this thematic review, we focused on prisons that had created cultures that encouraged men and women to behave well and make better use of their time in custody. Our findings underscored the pivotal role of leadership in shaping the culture of prisons, setting clear boundaries and motivating prisoners. Resilience and a strong belief in the capacity of people to change were driving characteristics among the leaders we met.

We found five key elements to encourage positive behaviour: leadership; the setting and reinforcing of clear boundaries and expectations; a focus on rewards rather than formal disciplinary procedures; meaningful incentives and rewards; and clear and effective communication and promotion of incentives.

Still too many self-inflicted deaths and incidents of self-harm

- Self-harm had increased in over half of the prisons inspected.
- Our thematic review found that a lack of basic care and support led women to self-harm.
- Early days outcomes in reception prisons were being impacted by population pressures.

Not enough learning from self-inflicted deaths

In 2024 there were 85 self-inflicted deaths in adult male prisons and four in women's jails. Several prisons had experienced multiple suicides, including Wandsworth and Cardiff where there had been 10 at each jail since our previous inspection.

Rates of self-harm had increased in just over half of the prisons we inspected, and in some jails the rise was significant; at Rochester it had increased by 79% since the last inspection and at Manchester the rate was almost three times higher than at our last visit.

Many prisons had failed to learn from Prisons and Probation Ombudsman recommendations regarding previous deaths. Investigations into self-harm incidents were often poor and learning points were not always identified or shared. Many prisons had not developed a meaningful strategy or action plan

to reduce these incidents. Poor regimes, ineffective relationships between staff and prisoners, and the debt problem caused by the illicit drugs market were often drivers for self-harm.

Prisoners who were vulnerable to self-harm were managed through the assessment, care in custody and teamwork (ACCT) process, a casework model designed to provide multidisciplinary support. Those with the most complex needs and serious mental health problems were managed reasonably well and in some cases their care was exceptional. For the majority, the care provided was too variable. Despite some crude quality assurance by managers, the process was not robust, care plans were often ineffective and too many prisoners in crisis were left alone in their cells with little to do and no proactive support.

The Listener scheme provided a valuable source of support to prisoners who were struggling to cope. However, in some jails, the service was difficult to access and spaces for private meetings were either inadequate or were not provided at all.

Prisoners who were acutely vulnerable were often placed on constant supervision and some were given anti-tear clothing to limit their ability to harm themselves. Oversight of such measures was not always robust or effective.

In places where rates of self-harm were much lower than in similar jails, there were common themes that improved prisoners' well-being, such as a positive culture and a sense of community. In these prisons, relationships between staff and prisoners were better, the environment was well maintained, clean and welcoming, and prisoners had plenty of time out of their cells in purposeful activity. At Oakwood and Rye Hill, prisoners were given increased responsibility, meaningful rewards and a genuine stake in the prison community.

In the women's estate, there had been four self-inflicted deaths at Styal since our last inspection and there was one shortly after our visit. Self-harm had increased at both Styal and Drake Hall, although rates at the latter were still lower than in most women's prisons. At Styal a lack of routine recording or analysis meant leaders did not fully understand the triggers of self-harm. In contrast, leaders at Drake Hall used data well and prisoners were never locked in their rooms, so they could seek support from other women. Both prisons recognised engagement in purposeful activity as a protective factor, and had developed a more extensive range of interventions than we usually see in the adult male estate.

An excellent range of tools and interventions were in place to help women cope while in custody. These included the use of therapy dogs and the provision of a specialist unit called ‘the Hamlet’ which supported those who struggled to engage.

Drake Hall

Time to care thematic review - basic frustrations leading women to self-harm

The rate of self-harm has rocketed in women’s prisons over the last 10 years and is now over 8.5 times higher than in men’s jails. Our February 2025 thematic review found that prisons were not doing enough to help women cope, and for some, basic frustrations caused such distress that they resorted to harming themselves.

Ninety-four per cent of women in our report said that keeping in touch with family and friends was the most important form of support. However, we found insufficient contact in the first few days in prison, poor provision for social visits, and a lack of creativity around helping women to maintain this contact. Officers were often unable to provide the basic support women needed, and long periods spent locked in cells increased women’s anxiety and isolation. There were astonishing gaps in basic decency; for example, some women were given ill-

fitting prison-issue clothing designed for men and some could not get enough underwear.

The response to some women in crisis had become punitive, with a concerning overreliance on using physical force, in some cases without good reason.

Concerns about early days outcomes for new arrivals

In most reception prisons population pressures impacted on arrangements to support prisoners in their first few days of custody. They were often redirected from their local courts to prisons far from home because the jails in their area were full. They experienced longer journeys and arrived late in the evening which left less time for thorough safety and health screenings; this was notable at Peterborough men's prison, Winchester and Durham. Late arrivals also often meant that prisoners could not have a shower, make a phone call, or settle into their new environment before they were locked up.

In most prisons, while staff conducted welfare checks on prisoners and peer workers were employed to provide additional support, too many new arrivals were located in sparse cells that were not properly equipped with basic items including pillows, kettles or telephones. Prisoners often waited too long for telephone numbers to be approved so they could communicate with their family and friends.

Although some induction programmes were well-structured and comprehensive, the quality varied. Outside of the formal programme the regime for prisoners in their early days was often poor and they were locked up for most of the day. In some reception prisons, prisoners convicted of sexual offences and mainstream prisoners were located in the same unit, which reduced the regime offered to both groups even further.

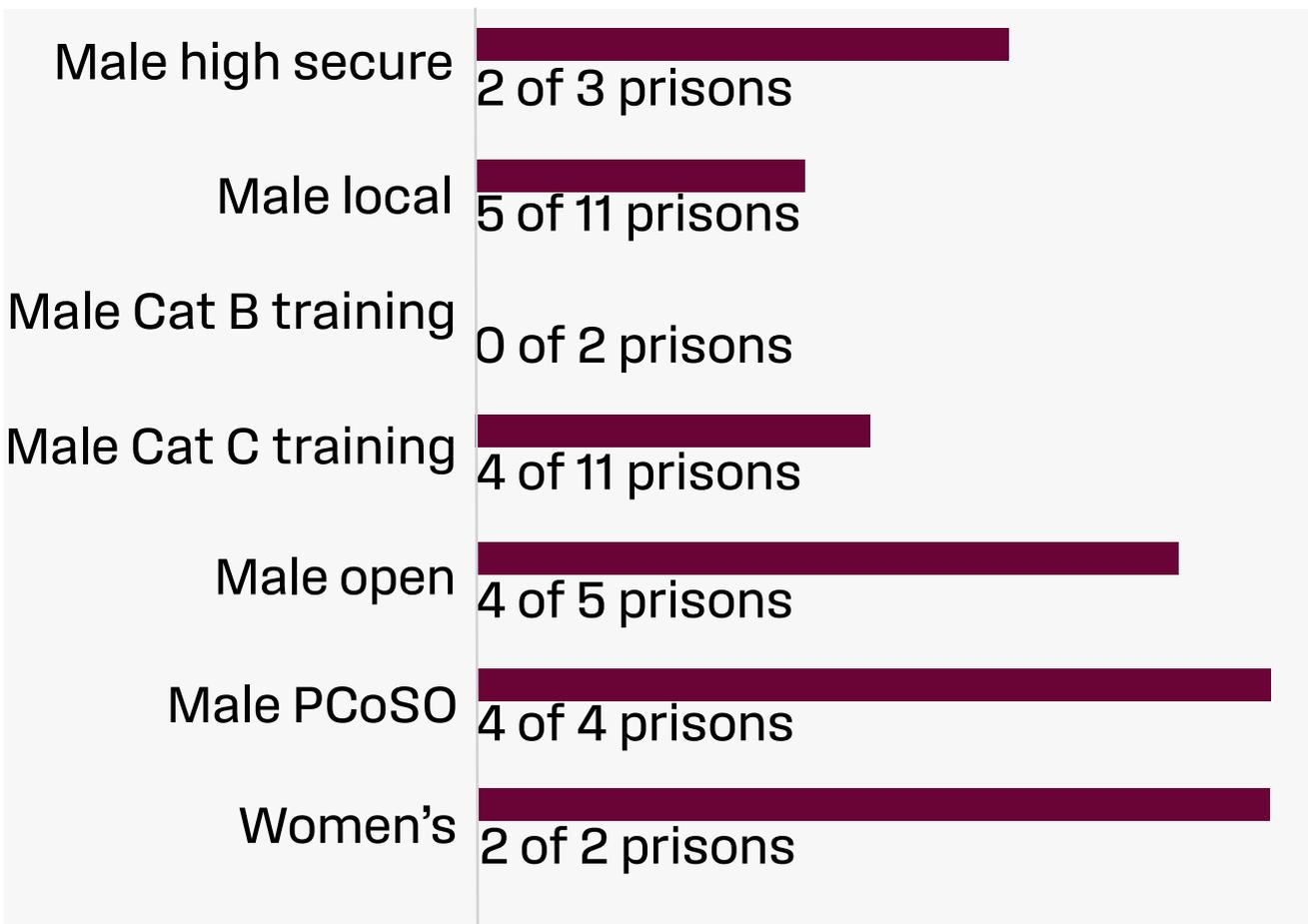
More positively, provision in the two women's prisons we inspected was focused on helping new arrivals to settle in and peer support was used effectively.

Very poor living conditions in some prisons

- Overcrowding remained an issue.
- Much of the estate was ageing and lacked sufficient capital investment.
- Infestations of vermin were not uncommon.

Figure 6: Healthy prison assessments show better outcomes in women’s prisons and prisons holding prisoners convicted of sexual offences

Proportion of prisons (n=38) receiving ‘Good’ or ‘Reasonably good’ assessments in respect in England and Wales



Source: HMI Prisons inspection reports

We raised concerns about living conditions in 24 of the 38 adult prisons inspected in this period.

Overcrowding persisted, particularly in reception prisons. Prisoners shared cells originally designed for one, which were too small to provide adequate decency. At Wymott and Brixton there was no screening around the toilet, and some cells only had one chair despite housing two men. Although some rooms at Styal were too small, conditions were better in the women's prisons and in more modern men's prisons such as Five Wells, where cells included a shower.

Much of the estate was ageing and a lack of sufficient capital investment had hampered efforts to provide decent living conditions. Garth had not been provided with funding to address failing ventilation, broken flooring and unsecure windows that allowed drugs to be trafficked into the prison. At Winchester substantial investment was needed to fix failing infrastructure, and the residential accommodation and catering facilities at Lewes were no longer fit for purpose. At Drake Hall women's prison, two of the houses had been in a poor condition for many years and were beyond structural repair. The length of time to carry out repairs was often far too long.

Many communal showers were in a poor condition, often stained and grubby with poor ventilation and

drainage that caused damp and mildew. At Garth, this had led to an infestation of flies. Many walkways and landings were tidy and clean, but this was not maintained in other parts of the jail such as food serveries or external areas. Some older wings at Long Lartin did not have in-cell toilets, and the litter already strewn outside therefore included bags of human excrement, which some prisoners had thrown out of windows. This had become a hardly noticed issue in the prison.

Infestations of vermin, including rats, were not uncommon. At Manchester, this was made worse by the amount of food thrown out of cell windows. At Rochester, prisoners living on the older wings were putting makeshift barriers under their cell doors to try to keep rodents out.

Variable patient outcomes and ongoing delays for mental health transfers

- Staffing pressures created risks for prisoners in some jails.
- Concerns about mental health provision and transfer delays.

Health care provision was largely meeting patient need at most prisons. However, long-term vacancies within health teams and officer grades were creating risks. A lack of available officers meant there were unacceptable delays at Forest Bank in taking some prisoners with acute and potentially life-threatening conditions to hospital, and it was creating extremely high non-attendance rates at health care clinics at Garth. The SDS40 early release scheme and demands for prison places had also reduced the time available to make sure prisoners' health care needs were considered before release.

Inconsistent leadership and a lack of oversight meant that at some prisons health risks were not understood or being managed adequately. We raised concerns about strategy, clinical governance and partnerships in 19 prisons. Conversely, we saw some excellent leadership and oversight, for example at Brixton, which demonstrated that good health provision was possible even with the current population challenges.

Clinical treatment for prisoners with addictions remained generally safe and consistent. An increasing number of patients were being prescribed long-acting opiate substitution therapy, but we had concerns about continuity of care. Prisoners arriving late in reception due to external transport delays meant that health services were required to increase the availability of specialist prescribers into the evenings, which created additional staffing pressures. The large number of prisoners being managed under the influence of illicit substances was delaying routine interventions and increasing emergency response pressures, but the use of naloxone by officers reduced the risks of fatal overdose. Despite many prisons struggling to reduce the trading of medicines, we continued to see inadequate supervision of medicine queues. We raised concerns about a combination of poor oversight by the pharmacy team, poor access to critical medicines and supervision of medicine hatches at 13 sites. However, the medicines amnesty at Humber was excellent practice.

In our surveys, 56% of prisoners reported that they had a mental health problem, but staffing difficulties at some jails meant there was a dependence on additional agency or locum personnel to deliver critical mental health services. Consequently support had to be prioritised and some care was missed or delayed, particularly for patients requiring psychological

interventions. At Rye Hill, Swaleside and Stafford there were excessive waits to access such support, while at Oakwood and Chelmsford it was not available at all. However, the offender personality disorder pathway was having a positive impact at some prisons including Garth, Long Lartin and Swinfen Hall.

Delays in the transfer of prisoners awaiting a specialist hospital bed for assessment or treatment under the Mental Health Act remained stubbornly high, an issue we raised in most of the prisons we inspected. At our inspection of Styal we once again found vulnerable and severely mentally ill women sent to prison due to a lack of options in the community.

Limited engagement with prisoners and their needs caused unnecessary issues

- Staff-prisoner relationships were often not good enough.
- Rule breaking went unchallenged in some prisons.
- Key work was not being used sufficiently well or often enough.
- Prisoners lacked confidence in the applications and complaints processes, and the quality of consultation varied considerably.
- Fair treatment and inclusion were not prioritised.

Too little positive interaction with staff

Limited opportunities to seek help from staff, particularly officers, made it difficult for prisoners to resolve their day-to-day issues. It was evident that the failure or delay in staff dealing with basic requests caused prisoners unnecessary frustration. At Winchester, this contributed directly to very high levels of violence, especially serious assaults. Our 'Time to care' thematic (see page 27) emphasised that staff-prisoner relationships were integral to how women cope in prison, with one woman telling us she had self-harmed to get officers to take her and her concerns seriously.

In some prisons, for example Wandsworth and Manchester, limited relationships were partly a

consequence of poor regimes, which gave men little time out of their cells and officers insufficient chance to get to know the prisoners. In many other jails, officers did not always challenge rule breaking by prisoners, sometimes due to inexperience and a lack of confidence and capability.

We observed several instances of poor prisoner behaviour going unchallenged such as vaping on wings and very loud music being played. Officers were not visible on landings, with some routinely locking themselves away in wing offices to avoid prisoners.

Rochester

Women, in particular, felt let down by staff, with only 60% in our survey, compared with 72% of men, saying staff treated them with respect.

Key work was not used well enough

Key work sessions should play an important role in supporting prisoner progression through their sentence. In our surveys, 85% of women and 73% of men said they had a key worker but fewer than two-thirds of them thought that this worker was helpful. Yet again this year, we found that key work was not being used sufficiently well or frequently enough. Exceptions to this included Rye Hill, where delivery was very good, showing what could be achieved.

Most prisoners also had weekly contact with a key worker which was much more frequent than in most prisons. It was positive that these sessions were usually conducted by the same key worker who was, in most cases, able to develop rapport and trust with the prisoner.

Rye Hill

Lack of confidence in applications and complaints processes

Faced with limited opportunities to resolve issues informally with staff, prisoners had to turn to the application and complaints processes. However, only 34% of women and 33% of men thought complaints were dealt with fairly and there was a similar lack of confidence in the effectiveness of the applications system, with only 46% of women and 54% of men describing the replies as fair.

... applications... were now submitted digitally through women's in-room laptops... but replies we reviewed were often unhelpful and did not always address the request made.

Styal

Easier said than done: resolving prisoner requests

Drawing on 5,431 survey responses from inspections of adult men's and women's prisons, this March 2025

thematic highlighted the many problems prisoners have in resolving simple, everyday tasks, which means they often have to rely on formal, written ‘applications’ systems to get things done.

Multiple issues were found with these systems. Paper forms were not always available, prisoners rarely received a receipt to show they had handed one in, replies were almost never logged, and responses took far too long to arrive. Electronic systems were also flawed and even in-cell laptop systems, which generally offered prisoners greater control, needed improvement. Too many leaders were not prioritising the need for swift, clear and helpful responses, leading to unnecessary and potentially harmful frustration for prisoners.

We found similar frailties with the management of complaints. Prisoners waited too long for some replies and some did not get any response. Too many complaints were not addressed fully or were rejected for reasons that were not defensible. We found better outcomes in prisons that had robust management oversight of applications and complaints, such as at Wymott and Nottingham.

An ongoing source of frustration for prisoners remained the difficulty in accessing their personal property held in storage. In our surveys, very few prisoners said they could access it promptly and this

was significantly worse in women's prisons (16% compared with 23% in men's prisons).

Prisoners also frequently complained about the quality and quantity of food. In our surveys of men's prisons, only 36% said that it was quite or very good and only 31% said they usually got enough to eat at mealtimes. Prisoners who could eat their meals in a communal setting appreciated it but far too many had to take their food back to their cell. At Drake Hall, each house unit had a small kitchen so that women could cook for themselves. These were well looked after and appreciated.

The quality of consultation with prisoners varied far too much. In prisons where it was working well, it gave prisoners direct access to leaders and the opportunity to change things.

Consultation was well embedded and effective in promoting positive changes. Senior leaders were visible around the prison and took part in a range of consultation with prisoners. The governor led by example and attended the weekly peer workers forum which we rarely see elsewhere.

Cardiff

In some prisons, too few prisoners were aware of the consultation arrangements or how they could contribute. Other weaknesses included irregular

prison council meetings, poor attendance by leaders, issues raised not necessarily leading to change, and outcomes not being shared with the wider population of prisoners. An example of good communication was found at Wandsworth where recordings of the meetings were broadcast on the prison radio.

Fair treatment and inclusion not prioritised

Our prisoner survey results showed widespread disparity among different groups who reported significantly more negatively across a range of outcomes. Many leaders had failed to prioritise the promotion of fair treatment and did not always consider the needs of specific groups. Foreign national prisoners, for example, routinely struggled to communicate with staff who seldom used professional telephone interpretation services. The design of both Brixton and Drake Hall made it difficult for prisoners with reduced mobility to access parts of the prison. At Peterborough men's prison there were not enough adapted cells, and prisoners at Winchester struggled to fit their wheelchairs through their cell doors.

At Lewes and Erlestoke certain ethnic groups were more likely to be segregated or overrepresented in adjudications, and at many jails there was a perception that minority ethnic prisoners were not given trusted jobs. Governors at Manchester and Whatton were,

however, leading efforts to address specific areas of concern.

Work to support young adults was limited despite them often being overrepresented in the use of force or violence. At Winchester young prisoners felt demoralised and bored by a lack of activity and time out of cell, while at Styal and Standford Hill more tailored support was being delivered.

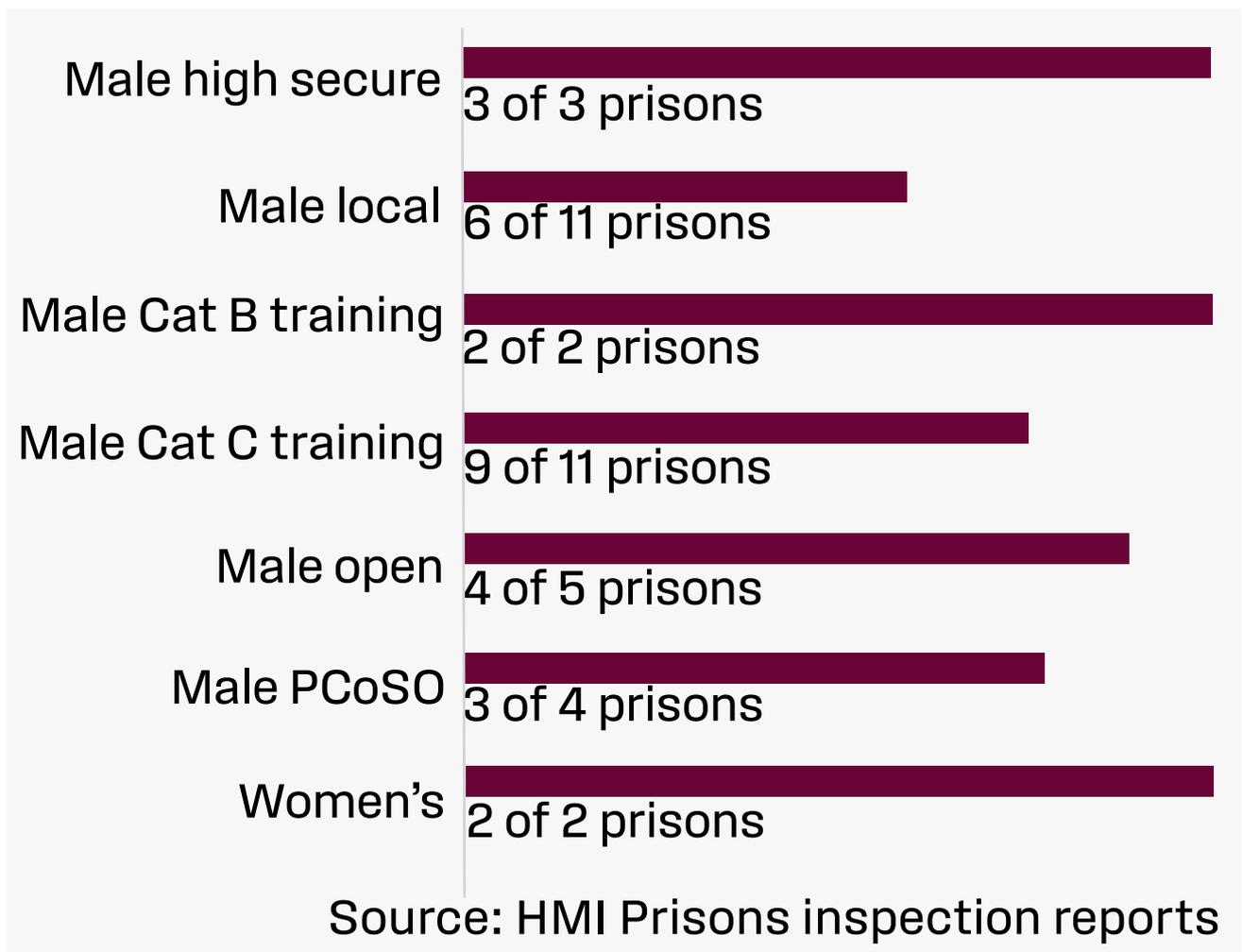
There was encouraging provision for some groups. Neurodiversity managers at Styal collaborated effectively with health care providers, neurodivergent prisoners at Nottingham were able to use 'low sensory load' cells located in quieter areas, and at Kirklevington Grange these prisoners were given extra support to gain employment on release. At Drake Hall prison leaders had championed the need for menopause awareness and several prisons held regular sessions for older prisoners, sometimes involving community organisations such as Age UK. At Full Sutton and The Verne it was positive to see specialist gym sessions for older prisoners and at Whatton, which had a high proportion of these prisoners, there was an effective social care advocate system run by the Carers Federation.

Some improvements preparing prisoners for release, but population pressures caused problems

- Improvements in offender management staffing and leadership, but key work not good enough.
- Poor outcomes for remand prisoners.
- Population pressures undermining progression and resettlement.
- Too many prisoners released homeless.
- Lack of accredited interventions but some good non-accredited work.
- Some good family interventions but little evidence of prisons proactively involving families in the lives of prisoners.

Figure 7: Healthy prison assessment shows better outcomes in women’s, men’s category B training and high secure prisons, and prisons holding those convicted of sexual offences

Proportion of prisons (n=38) receiving ‘Good’ or ‘Reasonably good’ assessments in preparation for release in England and Wales



Overall improvements but some problems remain

We found improved outcomes in our preparation for release test, with 76% of inspected prisons assessed as good or reasonably good, compared with 56% last

year. Although key workers were still not effective enough in this area, staffing of offender management units (OMUs) had led to greater contact with prisoners. There was also more consistent and effective leadership from heads of OMU delivery.

The level of recorded contact between POMs [prison offender managers] and prisoners... was now good. POMs valued the regular supervision that leaders had introduced, which provided support, professional development and performance monitoring.

Winchester

While the majority of OMUs were reasonably well-resourced, there were still too many exceptions. At Brixton, which was meant to be a resettlement prison, a shortage of POMs and case administrators led to inadequate contact with prisoners and too little reducing reoffending work. At Rochester the OMU was critically understaffed, resulting in not enough contact with prisoners and poor risk management and public protection.

There were serious and ongoing problems in meeting the needs of high remand populations in local prisons. These prisoners were not allocated a POM and often did not receive support in key areas. At Belmarsh, which held around 60% who were not convicted or sentenced, we found:

... there was no help for remanded prisoners when they arrived in custody to resolve issues with their community accommodation, employment, caring responsibilities or finances, and there was no bail information officer.

Belmarsh

At Wandsworth a remand support team had been trialled for over a year in recognition of the high need and had achieved good outcomes, before being disbanded because of a lack of funding.

We raised concerns at 12 prisons about weaknesses in public protection arrangements.

Population pressures undermining progression and resettlement

Prison population pressures meant that a variety of release and other schemes were in place throughout the year, including the End of Custody Supervised Licence (ECSL) Scheme under the previous government and the SDS40 scheme under the current government.

Although the different schemes for reducing prison numbers had been managed well overall, the speed of implementation had caused some difficulties. For example, at The Mount the prioritisation of early releases had contributed to delays in recategorising prisoners. Many prisoners had also been transferred to open establishments without having displayed

the requisite behaviour while in closed conditions. At Kirkham the influx of short-staying prisoners under the temporary presumptive recategorisation scheme had caused significant disruption, which had not been managed well.

Prisoners were often not transferred to their local resettlement prison before release and, in our survey, only 29% of women and 48% of men were due to be released near their home area. Prisons that were not resourced as resettlement jails were releasing large numbers of prisoners every month without providing enough support, although a few were still making considerable efforts to meet the need.

Leaders had used local funds to pay for a permanently employed resettlement and community support adviser, who offered valuable, practical help to prisoners approaching release. A multi-agency resettlement advisory panel... was an excellent initiative to check that outstanding needs had been identified and were being managed.

The Verne

Resettlement services also continued to be affected by complicated contracts limiting the specific groups that they could work with, resulting in gaps in provision. At Drake Hall there were 21 different agencies involved in supporting women for release but the level of support varied depending on where they lived, while at

Oakwood and Wandsworth resettlement support was only available for low- and medium-risk prisoners.

Resettlement was working better in prisons where release planning began early and there was good joint working between agencies. We commented positively about the use of discharge or resettlement boards three months before release at prisons including Buckley Hall and Hollesley Bay. The appointment of Prison Employment Leads and Strategic Housing Specialists had made a positive impact in several prisons. For example, Hatfield (open) and Belmarsh (high security) had set up effective employment hubs that were helping prisoners to become ready for employment.

Quality of work with women - thematic review

In this joint May 2024 thematic with HMI Probation we found that arrangements for resettlement were too complicated and disjointed. Prison leaders struggled to hold providers to account or understand the outcomes. Women held far from their homes had to rely on staff they never saw in person and there were far too many barriers to basic help like opening a bank account. There was too little understanding of the effectiveness of housing provision and HMPPS declined to measure how many women released from each prison were still in sustainable accommodation three months after release. Arrangements on the day

of release did not always deliver help for the most vulnerable women with complex needs to reach their appointments. Not all women's prisons offered a safe and supportive space outside the gate for women to plan their onward journey and women were not routinely provided with a basic mobile phone on release to stay safe. Outcomes for those on remand or serving short sentences were even worse.

Too many prisoners released homeless

In a quarter of inspections, we made priority or key concerns about prisoners being released homeless. At Lewes and Winchester, about 20% of prisoners were released as street homeless, and at Peterborough men's prison the situation was even worse, with about 30% of prisoners having been released homeless in the previous 12 months. Early release schemes were also contributing to these problems. At Hull, about 40% of men released under the ECSL Scheme were released homeless, twice the average, and a third had already been recalled.

Despite them having no address to go to, managers had been obliged to release some men 18 days early under the End of Custody Supervised Licence scheme, only for some to return to prison before even their original release date had passed.

Peterborough

Even when there was somewhere to go on release, a high percentage was not sustainable; for example, in addition to the 10% of women from Drake Hall who left the prison homeless, half were released to temporary accommodation.

There was good support from commissioned services in some of the prisons we inspected. This included Rochester, where the housing support worker was co-located with other agencies involved in pre-release work. However, we found many contracts did not provide enough staff to meet the demand, and prisoners' needs were not always being met. In our survey, of those who needed help to find accommodation only 39% of men and 44% of women said they were getting it. At Peterborough men's prison, there had been no regular housing advisor on site for over a year, and at Hull and Oakwood the provision was limited and did not meet demand.

Strategic housing specialists continued to have a positive impact where they were in post and making links to housing support services in the area, for example at Drake Hall. Despite this, some prisons were still not routinely monitoring release outcomes. There were also gaps in data where a prisoner had been released directly from court in some of the reception prisons.

Interventions not consistently available

Population pressures meant that prisoners were often in a prison simply because it had space rather than an intervention that they needed.

There remained no accredited offending behaviour programmes and this affected progression and work to reduce risk, especially for people convicted of sexual offences. Despite efforts to negotiate transfer of prisoners to other prisons that offered suitable programmes, no prisoners had yet been transferred for that purpose.

Brixton

Following a period of testing in prisons such as Frankland and Stafford, a new programme – ‘Building Choices’ – was scheduled to roll out in prisons as a successor to a number of legacy HMPPS-accredited programmes. In the meantime, some establishments were making imaginative use of non-accredited programmes.

In a number of prisons, there were units serving specific needs. At Swinfen Hall, for example, we described an exemplary range of personality disorder services. Women’s prisons generally had much better provision, especially Styal, with counselling, domestic violence interventions and relationships work with under-25s, as well as some promising interventions

that had been refocused on the short-sentenced, recalled, and remanded populations.

Interventions and support for long-term and indeterminate prisoners varied considerably. The best examples were at Erlestoke, Rye Hill and Oakwood.

More needed to involve families

Contracted family services were mainly offering good, high-quality support to prisoners wanting to build and maintain family ties. There were various examples of sensitive and innovative provision. Family days were valued where they took place, and some prisons were using them to good effect to inform and involve families. Oakwood organised an excellent range of family events, with prisoners able to choose up to two interventions a month depending on availability. These included family cooking, partner days for those without children and a kids club at weekends.

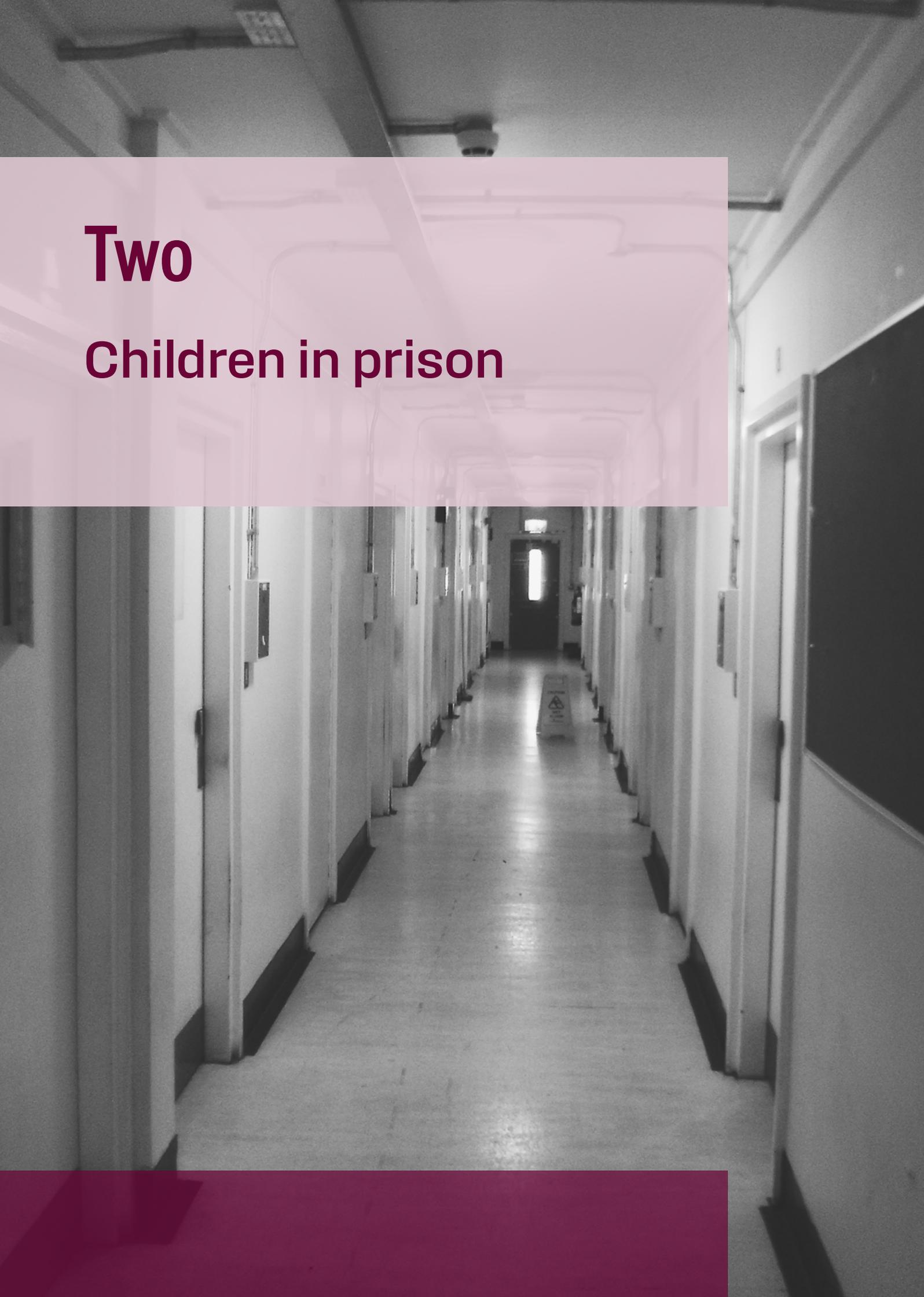
However, some prisons still had provision that was too limited. Full Sutton had no specialist family services partnership and at Chelmsford there was no family engagement worker and no specific parenting or relationship courses. Although in most prisons the visits provision was reasonable, delayed starts were frustrating for families, many of whom had to travel long distances to the prison. Many prisons had good facilities designed specifically for children, and it was encouraging to see more efforts to meet the needs of

those who were neurodivergent. More prisons were also identifying prisoners who did not receive visits and were offering support.

In general, the role of families and friends in a constructive and progressive prison experience was not sufficiently well understood. For example, there was still little evidence of prisons proactively involving families through, for example, contact from key workers or POMs, or invitations to ACCT reviews.

More prisons had introduced in-cell phones, which were highly valued by prisoners, although in some jails the amount of time that they could use the phone was limited, especially in high security prisons which only allowed an hour a day. There were also regular reports of significant delays in adding numbers to prisoners' accounts, which hindered early contact with families and friends.

Video visits were generally well established but the suitability of the facilities varied. At Full Sutton, each wing had its own video-calling booths, giving extra privacy and accessibility, and this contributed to good use.

A long, empty prison hallway with a pink overlay. The hallway is long and narrow, with white walls and a light-colored floor. The ceiling has recessed lighting and pipes. The hallway leads to a dark doorway at the end. A pink semi-transparent rectangle is overlaid on the top left of the image, containing the text 'Two Children in prison'.

Two

Children in prison

This year we published reports on two monitoring visits and two full inspections of Oakhill Secure Training Centre with Ofsted and CQC, a full inspection and independent review of progress (IRP) at HMYOI Feltham, and IRPs at HMYOIs Wetherby, Parc, Cookham Wood and Werrington.

The children's estate remains a problematic part of the overall prison estate, with violence, limited access to education, poor relationships with staff and unmanageable keep-apart lists some of the key concerns.

Our inspection of Feltham A, in common with other recent inspections, found high levels of violence and disorder negatively impacting children's access to education and other activities. These key issues remained when we returned for an IRP. Elsewhere in the young offender institutions estate our IRPs found progress was more mixed. At Parc leaders had made significant progress. At Wetherby a new governor had strengthened oversight in several areas but more needed to be done to deliver regular and meaningful interactions with children, and to improve the delivery of education.

Oakhill Secure Training Centre was judged to be inadequate under the joint framework as it routinely separated children who were refusing to attend education and there were weaknesses in health

care. However, our two follow-up visits found leaders had addressed the majority of concerns we raised, with CQC following up enforcement action with the health provider.

A full commentary of our inspection findings, survey analysis and thematic reports will be available in our forthcoming Children in Custody 2024-25 report.

Three

Court custody



This section draws on findings from inspections of court custody facilities in three clusters: West Mercia & Staffordshire, Wales, and West Midlands & Warwickshire. The contracted escort and custody provider for each area was GEOAmey.

- Many detainees were not delivered to court on time and some spent too long in custody.
- Good health care provision and some good approaches to meet individual needs, but key gaps remained.
- Lack of effective planning and support for those released.

The management of court custody remained complex

Detainees were often not delivered to court on time. A variety of factors contributed to this including the volume of detainees going through courts, insufficient escort contractor staff and/or vehicles, queues in busy local remand prisons and population pressures, meaning they had to be collected from prisons further away. Delays arriving at court often affected the scheduling of hearings and consultation with legal representatives, and sometimes led to courts sitting late. Hearings were also delayed due to incomplete case papers, or the lack of available legal

representatives and court-appointed interpreters. This meant some people spent too long in court custody or were remanded to prison, perhaps unnecessarily. Those remanded or sentenced to prison sometimes arrived there late in the evening, which adversely impacted the delivery of some critical first night processes.

Journeys to court could be long and circuitous. Too many women and children had to share vehicles with adult men, although partition screens were mostly used to provide a degree of separation and protection. Most detainees were taken from vehicles into court custody quickly, but where there was no private area, they were routinely handcuffed and insufficiently protected from public or media view.

Detainees generally treated well, but issues remained

While we continued to find an improved approach to meeting the needs of detainees, too few custody facilities were equipped to cater for detainees with disabilities or mobility issues, and many were held far away from home or their local prison. Custody staff still used telephone interpretation services too infrequently to help those with little English.

Custody conditions varied from new and well-maintained to old, rundown, and barely fit for use, with very small cells. Repair and maintenance

was hampered by too little funding and complex contractual arrangements.

Detainees were provided with food and drink during their stay, and the range of distraction activities to occupy them had improved. However, these were not always offered, and many detainees complained of being bored. Custody staff were reassuring, patient and skilled at defusing tense situations, resorting to force only as a last resort. By the end of the year, we found a much more proportionate approach to handcuffing and searching.

Relatively few children were held in court custody. When they arrived from secure custodial settings, they were usually accompanied by specially trained staff and were generally held in legal consultation rooms. However, we were disappointed to find some children locked in cells in West Midlands & Warwickshire.

Health provision continued to be good, with responsive and well-embedded paramedic and telephone advice services. Appropriate medical equipment was now located in all custody suites we visited and health training for custody officers had improved, although resuscitation training was not frequent enough. Liaison and diversion teams diverted detainees from custody wherever possible.

Too little planning and support for those released

Although most facilities had access to train or bus tickets and petty cash to help people get home, this often did not cover the full journey. In Wales people released from some facilities, particularly on a Saturday, could face journeys on public transport of eight or nine hours. We saw some cases where people were released homeless or with mental health needs with no effort to signpost them to appropriate sources of support.

The checks to authorise the release of detainees who had come from a prison were sometimes adversely impacted by HMCTS not sharing the outcome of hearings with prisons, and by prison departments, not completing the required checks promptly. This led to some people being deprived of their liberty for up to 5.5 hours. Some were even returned to prison for the checks to be completed. When they were released their property, such as house keys or mobile phones, had generally been left at the prison, which could mean difficult journeys to collect them.

Four

Immigration detention

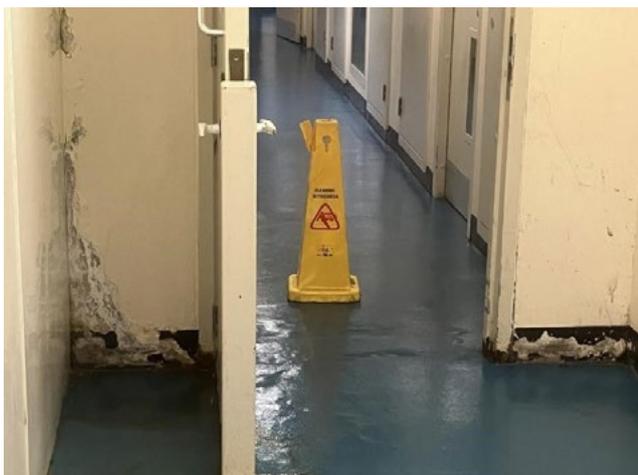


This section draws on the findings from inspections of two immigration removal centres (IRCs), south coast detention facilities, two national short-term holding facilities (STHFs), and a charter removal and two scheduled flight removals.

- Concerns over safety and conditions at IRCs, with worst ever judgements of an IRC at Harmondsworth.
- Improvements in detention of small boat arrivals at the south coast.
- Some improvements in conditions at STHFs, but not enough focus on vulnerability.
- Overseas removal operations were managed well.

Poor safety and unacceptable conditions at IRCs

We inspected Harmondsworth and Brook House, two large IRCs capable of holding around 1,000 people between them. Both centres held more detainees than they could effectively manage and neither was providing good enough care. Despite administrative immigration detention being a last resort that should not be used unless people can be removed reasonably quickly, only around a third of detainees at each site were deported. Over half were released, often after avoidable and stressful periods of detention. At Harmondsworth, one man was detained for over



Damaged walkway at Harmondsworth



Double cell at Harmondsworth

two years (confirmed following publication of the inspection report) and at Brook House one man was held for over 500 days.

In one case, a detainee who claimed asylum in 2022 had still not been interviewed about his asylum claim by the end of a 26-week prison sentence in August 2023. He was only interviewed in January 2024, more than five months after he had been detained [and] assessed as a level 3 adult at risk... By the time of the inspection, he had still received no decision on his asylum claim.

Harmondsworth

At Harmondsworth we found the worst conditions and treatment that we have seen at an IRC. This was despite repeated warnings at two previous critical inspections. Action to support people at risk of self-

harm was poor and there was another serious suicide attempt while we were on site. Since the last full inspection in 2017, violence had doubled, drug use had become an increasingly serious problem, and the centre had a pervasive smell of cannabis and tobacco. Staff lacked the authority or motivation to challenge poor behaviour, often retreating to offices with red tape across the door to deter any detainees from entering.

Inspectors were taken aback by the living conditions, especially on the older living units, where there was an air of neglect, with broken windows, missing or broken toilet seats and shower doors, dirty and messy cells and corridors.

Home Office leaders had sanctioned the closure of one dilapidated residential wing for refurbishment, but another equally decrepit unit remained in use.

Harmondsworth

Our inspection of Harmondsworth also highlighted a high level of unmet mental health need and an under-resourced psychology provision which was a tangible gap.

We were encouraged to see that a clear-sighted new centre manager was starting to make positive changes with support of senior Home Office and Care and Custody leaders, but a shambolic retendering process meant that at the time of inspection it was unclear who

would be running the centre in the next few months.

With a similarly vulnerable population and many of the same difficulties with drugs, violence and self-harm, Brook House was a more stable and well-ordered centre but continued to feel crowded and still could not provide a suitable environment for immigration detainees.

A longstanding and fundamental problem was that all immigration detainees at Brook House, who should be held in relaxed conditions with minimal restrictions, were instead in an institution that looked and felt like a prison.

Brook House

The centre did not have enough space or experienced staff to manage an increasingly vulnerable population. We were also concerned to find a deterioration in health services that were stretched to breaking point.

Brook House leaders had made commendable and successful efforts to improve activities within the very restricted space that they had available, and there were far more jobs and an increase in physical education space and recreational activities. Welfare work also remained good and a very active Home Office Detention Engagement Team had substantially increased the level of contact with, and information given to, detainees.

Improvements at some STHFs, but others barely fit for purpose

We conducted two national short-term holding facility (STHF) inspections: the first was of 15 facilities mainly located at airports, which had held almost 16,000 people in the previous six months. The second was of the United Kingdom-run STHFs in France, where Border Force identifies people who are to be refused entry to the UK before they leave French territory. Nearly 3,800 people had been detained in these facilities. We found some improvements in health care as a result of much better availability of paramedics, and generally good treatment by Care and Custody and Border Force staff. However, we had serious concerns about some holding rooms.

In France, we saw much improved conditions at Dunkirk and Calais and, at Calais Freight, the unacceptable practice of confining travellers in rundown vans without clear legal authority had ceased. However, some aspects of safeguarding were weak: specialist Border Force officers were not always available or sufficiently knowledgeable, and leadership oversight of use of force by Border Force staff was poor with no evidence that either footage or paperwork for some serious incidents had been reviewed to learn lessons.

The two Coquelles sites in France provided much worse conditions for detainees in dingy, small rooms. There was very little natural light in any of the holding rooms and detainees could not go into the open air or easily sleep. Border Force teams were processing cases reasonably efficiently to minimise the length of detention, but some people, including children, had been held for over 10 hours, which was far too long for such conditions. There had not been any systematic analysis of the reasons for prolonged detentions to help drive improvement.

We had more serious concerns over the length of detention at the non-residential airport STHFs, which were designed to hold people for no more than a few hours but where over a quarter of detainees, including many children, stayed for more than 12 hours, and nearly 600 people had been detained for more than 24 hours in the previous six months. At the busiest detention facility in Luton airport, we were particularly concerned to find children placed in crowded holding rooms with unrelated adults.

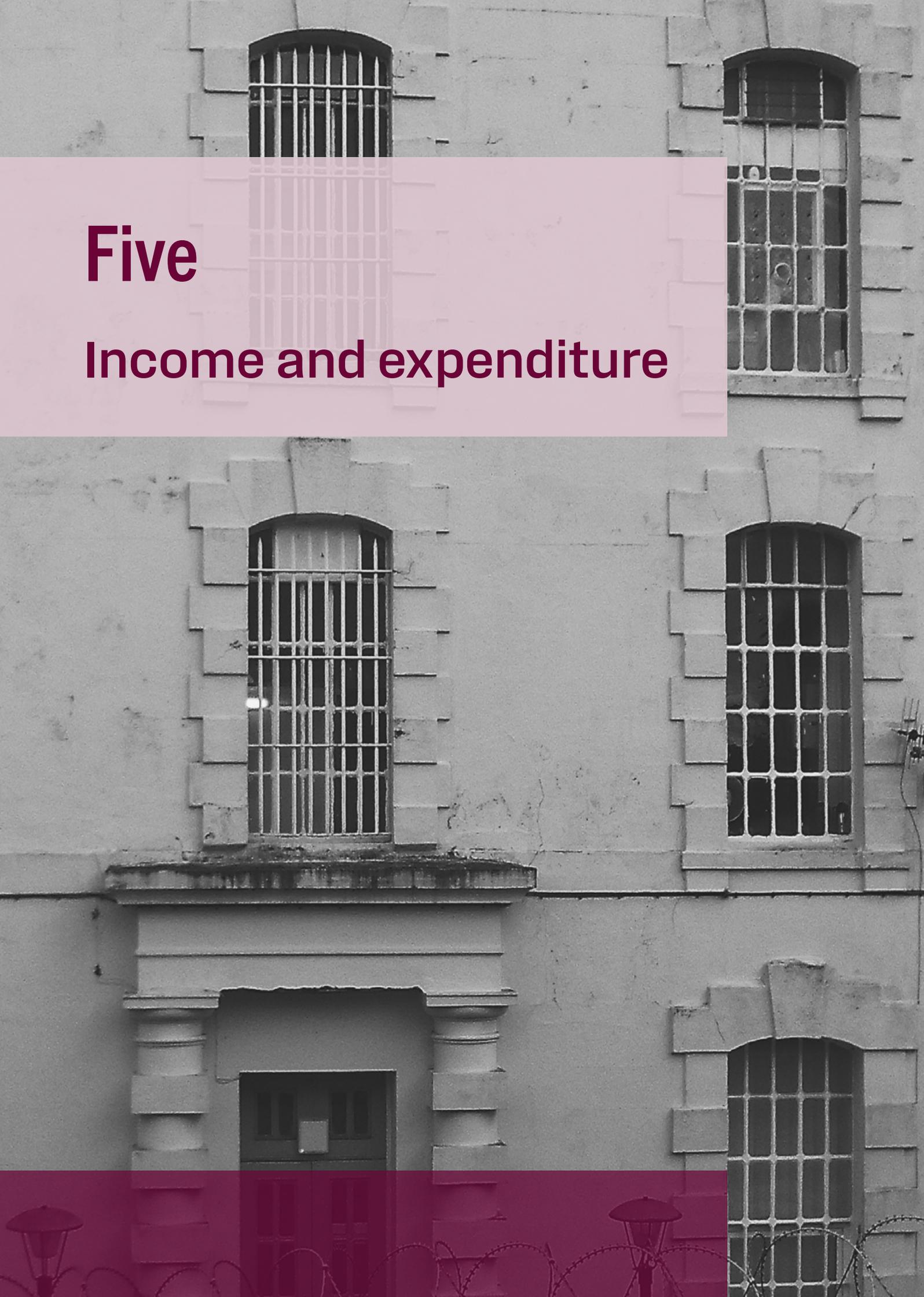
The Luton airport facility was unfit for purpose and leaders had not established a clear timeline for provision of more suitable accommodation, despite discussions with airport authorities over several years.

Mitie Care and Custody STHFs

By contrast, new facilities at Manchester Airport provided a well-designed and comfortable environment, and most of the other airport facilities we visited were in reasonable condition.

Continued improvements in escorted removals

We inspected a charter removal to Albania and two scheduled flight removals to Portugal, all of which were organised efficiently. Leaders had focused on improving staff culture and inspectors noted largely respectful and positive interactions with detainees. There was very little use of force and on one of the Portugal flights the escorting team showed skill and sensitivity in de-escalating tensions. More attention was also given to helping detainees return to their communities. However, there were some concerns: despite 50 of the 73 detainees returning to Albania wanting to return voluntarily, many of them were still detained for several weeks at considerable emotional and financial cost. Information-sharing about vulnerability was not always good enough, nor were detainees' privacy and dignity always protected.



Five

Income and expenditure

Income and expenditure – 1 April 2024 to 31 March 2025

Income	£
MoJ (prisons and court cells)	5,163,000
Home Office (immigration detention)	352,220
Youth Justice Board/Youth Justice Commissioning Team (YJCT) (children's custody)	162,144
Other income (HMI Probation, Prisons and Probation Ombudsman, Secure Training Centres, Ministry of Defence, Border Force)	230,000
Total	5,907,364

Expenditure	£	%
Staff costs ¹	5,099,711	87.00
Travel and subsistence	562,932	10.00
Printing and stationery	21,496	0.36
Information technology ² and telecommunications	67,663	1.15
Translators	13,021	0.22
Training and development	27,563	0.47
Other costs (including recruitment costs, conferences and professional memberships)	98,815	1.68
Total	5,891,201	100

¹ Staff costs includes: fee-paid inspectors, HMPPS secondees and joint inspection/partner organisations costs e.g. General Pharmaceutical Council and contribution to secretariat support of the Joint Criminal Justice Inspection Chief Inspectors Group.

² IT costs includes: cost of renewing scanning hardware and licenses to software (SPSS and SNAP - used by researchers to process and analyse survey data).



Six

Appendices

Appendix one

Inspection reports published 1 April 2024 to 31 March 2025

Establishment	Inspection period	Date published
Humber	27 November - 15 December 2023	2 April 2024
Wymott	11-21 December 2023	3 April 2024
Albania escort and removals	20-21 December 2023	8 April 2024
Five Wells	2-12 January 2024	8 April 2024
Peterborough (Men)	8-18 January 2024	9 April 2024
Oakhill STC	5-6 March 2024	16 April 2024
Mitie Care and Custody STHF	15-26 January 2024	29 April 2024
Staffordshire and West Mercia court custody	19 February - 2 March 2024	29 April 2024
Whatton	15-25 January 2024	29 April 2024

Establishment	Inspection period	Date published
Cardiff	29 January - 5 February 2024	8 May 2024
Chelmsford	22 January - 8 February 2024	8 May 2024
Wandsworth Urgent Notification	22 April - 2 May 2024	9 May 2024
Lewes	5-16 February 2024	14 May 2024
Brinsford IRP	8-10 April 2024	20 May 2024
Buckley Hall	12-23 February 2024	20 May 2024
Cookham Wood	9-17 April 2024	21 May 2024
Isle of Man Prison IRP	30 April - 2 May 2024	8 July 2024
Frankland	4-14 March 2024	8 July 2024
Full Sutton	11-21 March 2024	8 July 2024
Harmondsworth IRC	12-29 February 2024	9 July 2024
Lindholme IRP	13-15 May 2024	15 July 2024
Werrington IRP	8 and 13-15 May 2024	15 July 2024

Establishment	Inspection period	Date published
Feltham A	4-14 March 2024	16 July 2024
High Down	3-5 May 2024	22 July 2024
Close Supervision Centres	18 March - 17 April 2024	23 July 2024
Hollesley Bay	3-19 April 2024	29 July 2024
Bristol IRP	24-26 June 2024	5 August 2024
Wandsworth	22 April - 2 May 2024	6 August 2024
Oakwood	9-25 April 2024	12 August 2024
Durham	30 April - 16 May 2024	19 August 2024
Nottingham	13-24 May 2024	19 August 2024
Orlando USA, escort and removals	21 May 2024	27 August 2024
Rochester Urgent Notification	12-22 August 2024	2 September 2024
Wales court custody	1-13 July 2024	2 September 2024
Belmarsh	3-13 June 2024	16 September 2024

Establishment	Inspection period	Date published
Erlestoke	10-21 June 2024	16 September 2024
Woodhill IRP	29-31 July 2024	16 September 2024
Hindley IRP	5-7 August 2024	16 September 2024
Swaleside IRP	12-14 August 2024	23 September 2024
Brixton	4-21 June 2024	24 September 2024
Hull	17 June - 4 July 2024	30 September 2024
Manchester Urgent Notification	17 September - 3 October 2024	10 October 2024
The Verne	8-18 July 2024	14 October 2024
Western Jet Foil, Manston and Kent Intake Unit STHF	1-12 July 2024	21 October 2024
Bedford IRP	16-18 September 2024	22 October 2024

Establishment	Inspection period	Date published
Winchester Urgent Notification	7-18 October 2024	24 October 2024
Hatfield	15-25 July 2024	28 October 2024
Drake Hall	22 July - 1 August 2024	28 October 2024
Garth	29 July - 8 August 2024	5 November 2024
Rochester	12-22 August 2024	12 November 2024
Feltham A IRP	30 September - 9 October 2024	13 November 2024
Brook House IRC	5-22 August 2024	18 November 2024
Hydebank Wood Secure College	21 May - 6 June 2024	20 November 2024
Hydebank Wood Women's Prison	21 May - 6 June 2024	20 November 2024
Peterborough (Men) IRP	21-23 October 2024	25 November 2024
Swinfen Hall	20 August - 13 September 2024	25 November 2024

Establishment	Inspection period	Date published
Rye Hill	20-21 August and 2-13 September 2024	26 November 2024
Kirklevington Grange	2-12 September 2024	2 December 2024
Oakhill STC	21-25 October 2024	5 December 2024
Wetherby IRP	22 October - 6 November 2024	9 December 2024
Five Wells IRP	4-6 November 2024	9 December 2024
Kirkham	9-19 September 2024	10 December 2024
Long Lartin	30 September - 10 October 2024	14 January 2025
Manchester	17 September - 3 October 2024	14 January 2025
Oakhill STC monitoring visit	5 December 2024	14 January 2025
Parc IRP	9-11 December 2024	20 January 2025

Establishment	Inspection period	Date published
Winchester	7-18 October 2024	21 January 2025
Durham IRP	6-8 January 2025	10 February 2025
Standford Hill	8-9 and 20-24 October 2024	10 February 2025
Portugal escort and removals	5-6 November 2024	17 February 2025
France STHF	4-6 November 2024	17 February 2025
West Midlands and Warwickshire court custody	2-14 December 2024	17 February 2025
Jersey - La Moye	11-21 November 2024	24 February 2025
The Mount	11-12 and 18-22 November 2024	24 February 2025
Oakhill STC monitoring visit	3-5 February 2025	6 March 2025
Stafford	19 November - 5 December 2024	10 March 2025
Styal	2-12 December 2024	17 March 2025

Establishment	Inspection period	Date published
Forest Bank	9-20 December 2024	24 March 2025
Deerbolt	3-19 December 2024	24 March 2025

Appendix two

Further resources and references

All HM Inspectorate of Prisons reports published in 2024-25, Expectations and inspection methodology are published on our website.

Healthy establishment assessments, the numbers of concerns accepted and addressed by establishments, and analyses of survey responses for adult men's and women's prisons, children's establishments and immigration removal centres to accompany this report are also available on our website: **[hmiprisons.justiceinspectorates.gov.uk](https://www.justiceinspectorates.gov.uk/hmiprisons)**

HM Prison and Probation Service safety in custody statistics can be found at:

<https://www.gov.uk/government/collections/safety-in-custody-statistics>

Appendix three

Glossary

ACCT

Assessment, care in custody and teamwork; case management for prisoners at risk of suicide or self-harm.

Care Quality Commission

CQC is the independent regulator of health and adult social care in England. It monitors, inspects and regulates services to make sure they meet fundamental standards of quality and safety. For information on CQC's standards of care and the action it takes to improve services, please visit: <http://www.cqc.org.uk>

Estyn

The education and training inspectorate for Wales.

HMCTS

His Majesty's Courts & Tribunals Service.

HMPPS

His Majesty's Prison and Probation Service.

Independent review of progress (IRP)

A short follow-up visit to provide independent evidence about how much progress has been made in improving the treatment and conditions for prisoners following concerns from previous inspections.

IRC

Immigration removal centre.

Leader

Anyone with leadership or management responsibility.

Ofsted

Office for Standards in Education, Children's Services and Skills.

PCOSO

Prisoner convicted of sexual offences.

POM

Prison offender manager.

Remand prisoners

Prisoners who have not yet been tried and are therefore unconvicted. If there are no security concerns, a remand prisoner will have a number of special rights and privileges, including receiving additional letters and visits, not having to share a cell with a convicted prisoner and not working unless they choose to. Remand prisoners are normally held in local category B prisons.

STC

Secure training centre.

STHF

Short-term holding facility.

Time out of cell

Time out of cell, in addition to formal ‘purposeful activity’, includes any time prisoners are out of their cells to associate or use communal facilities to take showers or make telephone calls.

Urgent Notification

Where an inspection identifies significant concerns about the treatment and conditions of detainees, the Chief Inspector may issue an Urgent Notification to the Secretary of State within seven calendar days stating the reasons for concerns and identifying issues that require improvement. The Secretary of State commits to respond publicly to the concerns raised within 28 calendar days.

YOI

Young offender institution.

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