



A short thematic report by HM Inspectorate of Prisons

Outcomes for young adults in custody

A thematic review

by HM Inspectorate of Prisons

January 2021

Crown copyright 2021

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit nationalarchives.gov.uk/doc/open-government-licence/version/3 or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this publication should be sent to us at the address below or:
hmiprisons.enquiries@hmiprisons.gsi.gov.uk

This publication is available for download at: <http://www.justiceinspectorates.gov.uk/hmiprisons/>

Printed and published by:
Her Majesty's Inspectorate of Prisons
3rd floor
10 South Colonnade
Canary Wharf
London
E14 4PU
England

Contents

Glossary of terms	4
Introduction	5
Section 1. Key concern and recommendation	7
Section 2. Background to the report	8
Section 3. Methodology	12
Section 4. Inspection findings	14
Section 5. Appendices	31
Appendix I: Notes on methodology for analysis of published data	31

Glossary of terms

We try to make our reports as clear as possible, and this short glossary should help to explain some of the specialist terms you may find. If you need an explanation of any other terms, please see the longer glossary in our 'Guide for writing inspection reports', available on our website at: <http://www.justiceinspectorates.gov.uk/hmiprisons/about-our-inspections/>

Adjudication

A formal process in which prisoners are charged with offences against prison rules, and after appearing before a governor (or a judge, for more serious charges) are given a punishment if found guilty.

Canteen

A shop where prisoners can purchase goods.

Choices and Changes Programme

An HMPPS resource pack for key workers or prison offender managers to use in one-to-one sessions with young adults who have been identified as having low psychosocial maturity. The exercises in the pack aim to encourage engagement and help young adults to develop their maturity.

Custody and rehabilitation officer (CARO)

The Harris review 'Changing Prisons, Saving Lives', recommended responsibility for the care and safety of each young adult is taken on by a new role: the custody and rehabilitation officer (CARO). The CARO is a more consistent and professional replacement for a personal officer, and should be a specialist, suitably trained professional, with a small enough caseload so that enough time can be given to each vulnerable young adult.

Entry level

This level was removed from the incentives and earned privileges scheme in August 2019. It was previously the level at which prisoners were placed when they first entered the prison system.

Independent Monitoring Board (IMB)

Groups of independent, unpaid volunteers who monitor the day-to-day life in their local prison or removal centre and ensure that standards of care and decency are maintained.

Prison Reform Trust (PRT)

An independent UK charity working to inform and influence public debate on prison conditions and the treatment of prisoners.

Transition to Adulthood Alliance (T2A)

T2A's criminal justice programme develops and promotes evidence of effective policy and practice for young adults and women at all stages of the criminal justice system.

Introduction

Her Majesty's Inspectorate of Prisons (HMI Prisons) undertook this thematic inspection after individual establishment reports and surveys highlighted concerns about outcomes for young adults in custody in England and Wales. We sought to set out findings from recent inspections, analyse national data and explore what is being done, both at establishment and national level, to make sure that the needs of young adults are met within prisons and that they are being helped to move away from behaviour that poses a risk to themselves and others.

In general, the outcomes are poor for young adults when compared with those for older prisoners (those aged over 25). Young adults have worse relationships with staff, are less likely to be motivated by the behaviour management schemes and are far more likely to be involved in violent incidents. They are also more likely to face adjudications, to be placed on the basic regime and to self-harm. They report more negatively on day-to-day life, including relationships with staff, the quality of the food and the cleanliness of their wing. In addition, young adults have worse attendance at education and work. Black and minority ethnic prisoners are significantly over-represented in the young adult prison population, and the perceptions of treatment among this group are particularly poor.

Some of these factors are similar to those present in young adults' lives when they committed their offences. Custody should be an opportunity to provide them with structure, meaningful activity and opportunities to address their offending behaviour. This is key to meeting Her Majesty's Prison and Probation Service's aim to help prisoners lead law-abiding and useful lives while in custody and on release. However, in HMI Prisons' prisoner surveys less than half of young adults (46%) reported that their experience in their current prison had made them less likely to offend in the future. This missed opportunity to help young adult prisoners to improve their skills and reduce reoffending rates has consequences for society when they are released.

We found that instead of providing this group with the tailored support, structure and consistency they need, there is a lack of a coherent response at the national level. There is no explanation for the current configuration of the estate, with only three dedicated young adult establishments for a population of over 15,000, no rationale for placing the majority of young adults in establishments that predominantly hold older prisoners, and no evidence that placement decisions are made on the basis of need.

The absence of any planning at a national level for this group has led to a reduction of services for young adults and most receive no specific provision at all. Without a national strategy, the aspiration for specific service provision is too low – provision at the few sites attempting to meet the needs of young adults depends mainly on the enthusiasm of committed individuals. National support for these managers is limited to information-sharing forums and the development of a one-to-one intervention to address maturity. The one tailored intervention available, the Choices and Changes programme, has been accessed by just 2% of those assessed as needing it.

There is substantial evidence, both in the over-representation of this group in negative aspects of prison life and in their substantially different perceptions of treatment and conditions, that a different approach is needed. It is clear from what we have seen at Hydebank Wood Secure College, Northern Ireland, that when there is specific, properly resourced young adult provision, perceptions of and outcomes for young adults improve. Many more young adults in Northern Ireland than their counterparts in England report that they are encouraged to attend education, helped to achieve targets in their sentence plan and have undertaken one-to-one work to support their progression. However, despite the evidence presented by HMI Prisons, the Harris Review and the Justice Select Committee, practice in England and Wales has moved in the opposite direction. We have found, for nearly all young adults, that there is no difference between how they and adult prisoners are treated in custody, and that no additional thought is put into the type of establishment in which they are held.

More than a decade ago, in a previous thematic inspection into outcomes for young adult prisoners, Dame Anne Owers, then Chief Inspector of Prisons, said:

‘The clear message of this report, however, is that what will not work is simply to decant young adults into the mainstream adult prison population. That will not provide environments that meet standards of safety and decency – or, crucially, that are able to make a real difference to reducing reoffending among this age group.’

HMI Prisons (2006), *Young adult male prisoners: A short thematic report*

It is disappointing that this warning was ignored, and we now have a system where nearly all young adults have simply been placed into mainstream establishments, which have neither the resources nor the interventions to meet their needs.

As managers plan for recovery from the COVID-19 pandemic, there is both an opportunity and an urgent need for Her Majesty’s Prison and Probation Service to develop specific policies and services for this group. At the core of any future strategy is the principle that young adults need to be properly assessed and placed in an establishment that can meet their needs.

If action is not taken, outcomes for this group and society will remain poor for the next decade and beyond.

Charlie Taylor
HM Chief Inspector of Prisons
November 2020

Section 1. Key concern and recommendation

I.1 Concern: There was no national strategy for young adults. Instead provision in individual establishments relied largely on the commitment of individuals doing what they could with little resource. Young adults were placed haphazardly in a range of different types of establishment without considering their needs. With little provision or resource, the opportunity for custody to provide this group with structure and purpose while they matured was missed. Consequently, the outcomes for young adults were worse than for older prisoners (those aged over 25). Most young adults did not receive any specific provision and instead of being motivated to attend education, training and offending behaviour programmes too many disengaged with provision designed for older prisoners and spent long periods of time locked in their cells. The poor provision for young adults disproportionately affected prisoners from black and minority ethnic backgrounds, who were particularly overrepresented in the young adult population.

Recommendation: Her Majesty's Prison and Probation Service should develop and resource a national strategy to meet the needs of young adult prisoners. This should ensure that:

- **young adults' needs and maturity are assessed on entering the prison system**
- **distinct, properly resourced provision is developed, including dedicated units for young adults with the highest level of need**
- **young adults are placed in establishments that are best able to meet their assessed needs**
- **establishments holding young adults focus on building positive, trusting relationships between staff and young adults to improve behaviour management**
- **young adults have good access to education, skills and work provision**
- **outcomes for young adults from black and minority ethnic backgrounds are monitored and action is taken to prevent discrimination.**

Section 2. Background to the report

- 2.1** The term ‘young adult’ is widely used within the criminal justice system (CJS) but can often be poorly defined or understood. Within the CJS, the strategy of how to meet the needs of young adults, as well as the actual definition of a young adult, has been subject to much change. Since 2017, Her Majesty’s Inspectorate of Prisons (HMI Prisons) has used the term ‘young adult’ to define prisoners aged between 18 and 25 years (see HMI Prisons, *Expectations: Criteria for assessing the treatment of and conditions for men in prisons*, available at <https://www.justiceinspectors.gov.uk/hmiprison/our-expectations/prison-expectations/>). The lack of consistency in defining the age range covered by this term has an impact on the data available. We have taken a pragmatic approach to this issue, and made clear where the data presented covers a different age range, most often 18–24 years. Throughout this report, we refer to those over the age of 25 as older prisoners.
- 2.2** The following sections highlight the changing and evolving way that the CJS has attempted to meet the needs of this group, focusing on the types of establishment they have been held in, the sentences they have received and how the definition of a young adult has changed.

Establishments holding young adults

- 2.3** The Gladstone Committee in the 19th century was the first to set out that younger prisoners (those aged between 16 and 21 years) should be held separately to adults, in establishments where they could receive education and be given industrial training. The recommendations from this committee led to the creation of a new system, with the first dedicated establishment for 16–21-year-olds opening in 1902 in Borstal, Kent (where this type of establishment got its name), before being introduced across England and Wales in 1908. These establishments originally held those aged 21 and under, but this was eventually amended, enabling them to hold those aged under 23. As well as the first borstal in Kent, borstals were opened in Aylesbury (1909), Feltham (1910) and Portland (1921). At this time, young prisoner centres (YPCs) were also created in adult prisons instead of building separate borstals. In 1983, borstals and YPCs were replaced by a new system of youth custody centres (YCCs). YCCs aimed to: ‘provide work, training and instruction of a kind that will assist young adults to acquire or develop personal resources, interests and skills’ (YCC rules 1983, available at <https://www.legislation.gov.uk/uksi/1983/570/made>).
- 2.4** Operating alongside this system were youth detention centres, introduced in 1948 to replace court-imposed corporal punishment. These held those serving up to three months in custody to receive a ‘short, sharp shock’. Following on from the original youth detention centres, which were designed for those aged 14–16 years, in 1952 senior centres were created for those aged 17–20 years, the first of which was Blantyre House in 1954. Eventually, in 1988, youth detention centres and YCCs were merged to create young offender institutions (YOIs), holding young adults aged 18–21 years.

Sentencing young adults

- 2.5** Prior to 1998, the sentence of ‘detention in a young offender institution’ (DYOI) could be given to those aged under 21 years. However, in the 1998 Crime and Disorder Act, this sentence was replaced by the ‘detention and training order’ for those under 18 years. In addition, the Act introduced the Youth Justice Board (YJB), a public body designed to monitor the operation of the youth (under 18 years of age) justice system and the provision of youth justice services in England and Wales. The DYOI sentence remained in place for

those aged 18–20 years. It appeared that the intention was to replace the DYOI sentence for 18–20-year-olds with a bespoke sentence tailored to the needs of that specific age group. In 2000, the Criminal Justice and Court Services Act abolished the DYOI sentence although this has not as yet been implemented. While a commitment was made to create a Prison Service Order (PSO) for governors, outlining how to meet the needs of young adult prisoners, this did not happen. This series of changes prompted concern from HMI Prisons and the Prison Reform Trust (PRT), both of which undertook work in this area.

- 2.6** In 2004, the PRT published *A Lost Generation: The Experiences of Young People in Prison* (available at <http://www.prisonreformtrust.org.uk/Portals/0/Documents/Lost%20Generation.pdf>). The report outlined how a two-tier system had formed. The YJB had a ring-fenced budget and established specific rules and practice for those aged under 18 years. However, during this time there had been a decrease in standards and provisions for those aged 18–20 years. Working with the Independent Monitoring Board and drawing together findings from HMI Prisons reports and first-hand accounts from young adults in prison, the PRT found that young adults were not getting the support that they needed. It highlighted that young adults were often held in overcrowded conditions and regularly moved across the prison estate, disrupting education and rehabilitation courses, family ties and young adults' sense of stability. It recommended that the investment in provision for children should be replicated for young adults. To the Prison Service, it recommended that young adults should only be held on dedicated wings or in YOIs, not with adults, that there should be adequate time out of cell and that all young adults should have sentence plans.
- 2.7** The 2006 HMI Prisons report, '*Young adult male prisoners*', also raised concern that the abolition of the DYOI sentence could result in young adults being sent to any adult prison. The report looked at specific YOIs, establishments that held young adults separately to adults, and local prisons that held both young adults and adults. It found that the establishments that performed best were those that had a specific focus on the needs of young adults. It recommended increasing the number of dedicated young adult units in training prisons, to allow young adults to be closer to home.
- 2.8** Since the publication of these reports, there has been little development in provision for this group. Research from outside the CJS, however, has helped to provide a focus on why there is a need for more specific provision for young adults.

The specific needs of young adults in the criminal justice system

- 2.9** Research into maturation has highlighted that individuals do not enter adulthood as they turn 18 or 21 years of age; instead, maturation is a slow process that can last until a person's mid-or, in some cases, late-20s. This process of maturation can have an impact on cognitive skills, increasing risk taking and making individuals more likely to behave impulsively (see Johnson, S., Blum, R. & Giedd, J., 2009, 'Adolescent maturity and the brain: the promise and pitfalls of neuroscience research in adolescent health policy', *Journal of Adolescent Health* 45, pp216–221.) One group that has highlighted the role of maturation in young adults in the CJS is the Transition to Adulthood Alliance ('T2A').
- 2.10** In 2013, T2A published the report, '*The way forward*', on young adults in prison (available at https://www.t2a.org.uk/wp-content/uploads/2016/02/T2A-Young-Adults-in-Custody_V3.pdf). This highlighted how young adults in prison do not receive a consistent regime and are often not treated as well as older prisoners. Echoing the findings from earlier reports, it highlighted how young adults can often be locked behind their doors due to low staffing levels and as a

response to rising levels of violence. The report set out 10 proposals to reform custody for young adults. These covered three key areas:

- The creation of a body similar to that of the YJB, to help drive reform and to introduce national guidance on how to meet the needs of this group, and the introduction of a revised policy framework, dealing specifically with female young adults.
- Increasing staffing levels to ensure that young adults can safely take part in a full regime and researching ways of tackling violence without restricting the regime. Staff in these establishments should have specific training on how to deal with young adults, taking consideration of maturation levels.
- The remodelling of YOIs to become secure colleges, focusing on education and training. They also proposed piloting a model similar to that in Germany, where there are establishments holding young people aged 14–21.

2.11 Inadequacies in the way that young adults are held in custody were presented in 2015 by the Harris review (available at <http://iapdeathsincustody.independent.gov.uk/wp-content/uploads/2015/07/Harris-Review-Report2.pdf>). This was commissioned to report on the deaths of young adults in custody since the 2007 introduction of the assessment, care in custody and teamwork (ACCT) process, which is a case management tool for prisoners at risk of suicide or self-harm. The review examined 87 deaths of young adults in custody; it involved speaking to family members, former prisoners and prison staff, and visiting establishments. It concluded that lessons had not been learnt from the 87 deaths, and that young adults were increasingly subject to restrictions introduced through processes such as the incentives and earned privileges (IEP) scheme, as well as through attempts to stop gang violence. This had resulted in young adults becoming increasingly isolated in prison. The recommendations from the report focused on the following areas:

- ‘Purpose of prison’ – young adults should be able to spend at least eight hours out of their cell a day, and the IEP scheme should be reviewed.
- ‘Leadership and ownership of prisoner safety and rehabilitation’ – the creation of the custody and rehabilitation officer (CARO); CAROs would be trained and be able to build close relationships with young adults.
- ‘The vulnerability of young adults in custody’ – the importance of understanding different vulnerabilities of young adults, including neurological development, the impact of bullying and the interaction they may have with local authorities.
- Other recommendations focused on diverting people away from custody, ensuring that family ties are kept strong and understanding any vulnerabilities earlier, by having a CARO assigned early in custody and having a full assessment on arrival to custody.

2.12 Following the Harris review, the Justice Select Committee conducted its own report into the treatment of young adults in the CJS (available at <https://publications.parliament.uk/pa/cm201617/cmselect/cmjust/169/169.pdf>). It reported that governance by the Ministry of Justice (MoJ) and HMPPS (then called the National Offender Management Service) was not satisfactory and did not take account of the specific needs of 18–25-year-olds. It highlighted the issue of ‘policy erosion’ regarding young adults, with distinct provision reducing over time. The committee recommended using the, then planned, Prison Reform Bill to increase the DYOI sentence to those aged 25, and use the Bill to test new models of holding young adults in custody, as well as revising the IEP scheme.

- 2.13** The consistent finding of external reports since 1998 is that young adult prisoners often have worse outcomes than older prisoners, and that the system lacks any credible plan for meeting the needs of young adults.

Aims of this review

- 2.14** HMI Prisons has often raised concerns about the treatment of, and outcomes for, young adults in prison as part of its regular inspection programme and reports. Too often, HMI Prisons finds that establishments, and indeed HMPPS at a national level, have not done enough to make sure that the specific needs of young adult are being met.
- 2.15** Key areas where young adults have been found to experience disadvantage within prisons include transitions to adult establishments, behaviour management, relationships with staff, purposeful activity, and rehabilitation and release planning.
- 2.16** The specific aims of this thematic review are:
- to bring together findings from recent inspections on the treatment of, and conditions for, young adults, both in dedicated young adult establishments and in establishments where young adults are held with older adults
 - to analyse HMPPS monitoring data, to identify any areas of prison life where young adults are over-represented
 - to explore what is being done by HMPPS, both at an establishment level and a national level, to make sure the specific needs of young adults are met within prisons.

Section 3. Methodology

3.1 This review focuses only on the treatment of young adults held in male establishments in the custodial system. Arrangements for young adults held in female establishments are different; there are no dedicated female establishments for holding young adults and young women are held in adult female establishments.

3.2 The report draws from a review of HMI Prisons reports regarding male establishments holding young adults, published between 1 April 2019 and 31 March 2020. Survey data from these inspections were also analysed. The following analysis was produced and is published in an Excel workbook alongside this report:

- responses of prisoners aged 25 and under, compared with those over 25 years of age
- responses of prisoners aged 25 and under who reported that they had a disability, compared with those of prisoners over the age of 25 who reported that they had a disability
- responses of prisoners aged 25 and under who reported mental health problems, compared with those of prisoners over the age of 25 who reported mental health problems
- responses of young adults from a black and minority ethnic background, compared with those of prisoners over the age of 25 from a black and minority ethnic background
- responses of prisoners at HMYOI Feltham B combined with those from prisoners at HMYOI Aylesbury
- responses of young adults in Hydebank Wood, compared with those of young adults held at Aylesbury and Feltham B.

3.3 This report also draws on the following data published by HM Prison and Probation Service (HMPPS), to analyse outcomes for 18–24-year-olds in various areas of prison life:

- 2019 *Safety in custody* statistics: Assaults in custody (<https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-december-2019>)
- 2019 *Safety in custody* statistics: Deaths in custody (<https://www.gov.uk/government/statistics/safety-in-custody-quarterly-update-to-september-2019>)
- 2019 *Offender equalities annual report*: Incentives and earned privileges (<https://www.gov.uk/government/statistics/hm-prison-and-probation-service-offender-equalities-annual-report-2018-to-2019>)
- 2019 *Offender management statistics*: Adjudications (<https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2019>)
- 2019 *Offender management statistics*: Prison population (<https://www.gov.uk/government/statistics/offender-management-statistics-quarterly-october-to-december-2019>)

- 3.4** Where possible, significance testing has been used to analyse the data. Appendix I contains additional information on how these data have been analysed and reported throughout this report.

Section 4. Inspection findings

Where are young adults held?

4.1 There are a small number of establishments in England and Wales which specifically hold young adults. However, young adults can, in theory, be detained in any prison in England and Wales, so they can be found in most adult male establishments.

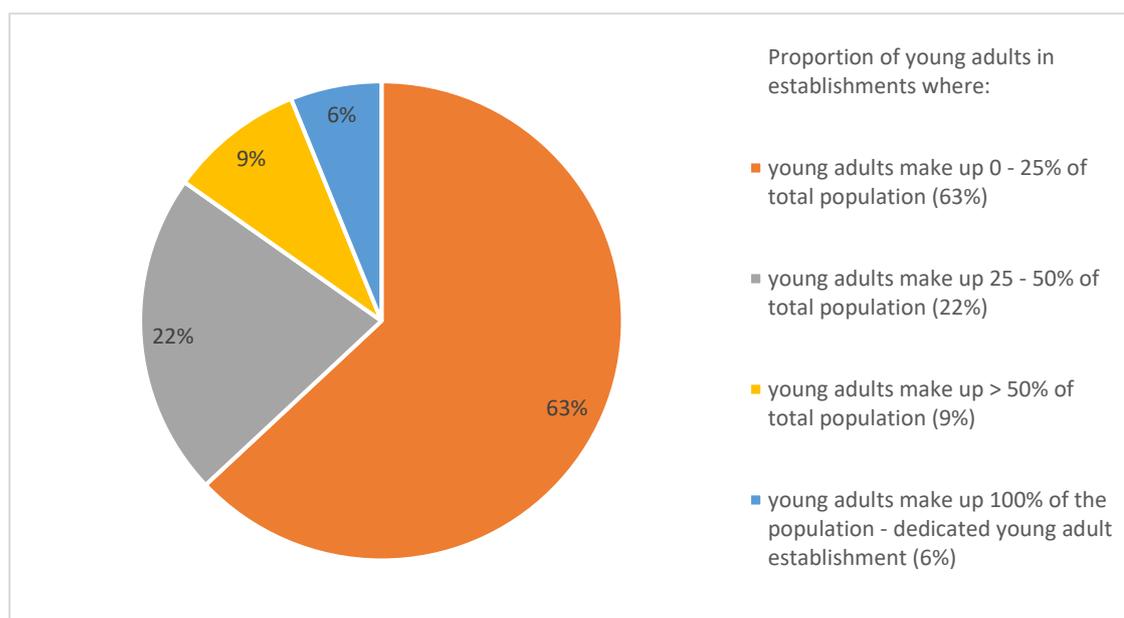
4.2 The dedicated young adult establishments are:

- **Feltham B, London** – accommodation for up to 388 18–21-year-olds. Convicted prisoners only.
- **Aylesbury, Buckinghamshire** – accommodation for up to 209 18–21-year-olds. Prisoners sentenced to four years to life imprisonment.
- **Deerbolt, County Durham** – accommodation for up to 513 18–24-year-olds, Convicted prisoners only.

(Population figures reported are operational capacity and are correct at the time of the last HM Inspectorate of Prisons inspection).

4.3 Data provided by HM Prison and Probation Service (HMPPS) in September 2019 show that there were 15,564 18–25-year-olds held in male establishments from a total of 79,055 prisoners; however, only 6% (951) of these young adults were held in one of the three designated establishments. Most young adults (63%) were held in male establishments where they made up less than 25% of the total population (see Figure 1 and methodology note ii in Appendix I for further information about these data and their analysis).

Figure 1: Distributions of young adults held in different types of establishment – September 2019



- 4.4** Some male prisons have designated units or house blocks for young adults – for example, at Parc and Hindley – while at other establishments which previously focused on young adults, there remain larger proportions of young adults – for example, at Swinfen Hall and Brinsford.

Allocation

- 4.5** Despite the variety of establishments that a particular young adult could be placed in, there was no specific allocation policy or active decision-making about where they would be held. In short, we could find no reason, other than geography, why one type of setting would be chosen over another. HMPPS did not have sufficient management or oversight of the allocation of younger prisoners to prisons based on their age and related needs.
- 4.6** The lack of coherence about the placement of young adults, both from court and the children's estate, makes it impossible for establishments to plan for this group. The lack of planning undermined the development of provision for this group in all types of setting.
- 4.7** Only a small minority of young adult prisoners were held in one of the three designated male establishments, with the others dispersed around the estate, often in relatively small numbers. Prisons did not have any clarity on the proportion of younger prisoners that they could be asked to manage, and no incentive or resources to develop proactively age-specific policies or other focused provision.
- 4.8** We saw a lack of coherence in how some decisions were made about the prison in which young adults were placed during our inspections of establishments holding children. Some 18-year-olds were waiting substantial periods to move to an adult prison. For example, one 18-year-old at Cookham Wood had been waiting seven months for a suitable placement (2019 inspection). It was not uncommon for prisons to refuse to accept 18-year-olds from the youth custody estate, which raised the concern that they went to whichever establishment would accept them, rather than to the prison that best met their identified needs. This, and the uncertainty about where they would be placed, had clear implications for their subsequent management and behaviour. The practice of prisons 'rejecting' prisoners needed to be addressed as part of a strategy to make informed decisions about the placement of young adult prisoners.

Young adults in adult male establishments

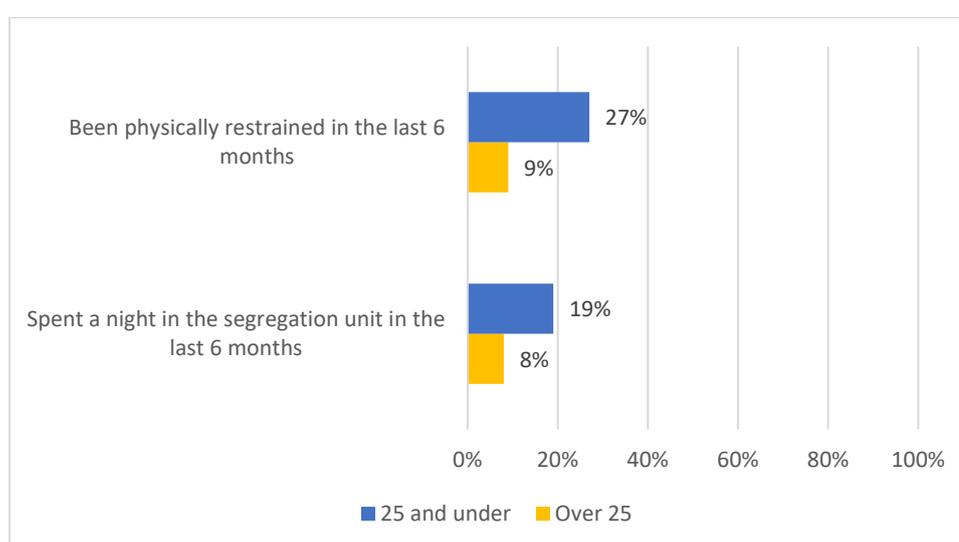
- 4.9** Few inspection reports published in 2019–20 noted any age-specific strategies or policies based on the identified needs of young adults. An analysis of the responses of 18–25-year-olds in surveys carried out as part of inspections published between 1 April 2019 and 31 March 2020 highlighted the lack of attention paid to the needs of young adults we found during those inspections. As a group, they were more negative than older prisoners about most aspects of prison life. (See the data published with this report at <https://www.justiceinspectorates.gov.uk/hmiprisons/>.)
- 4.10** Some prisons did have a better focus on younger prisoners. At Highpoint, the prison recognised the issues facing this group and provided additional support, including specific gym provision and a dedicated young adult peer representative. Forest Bank had two young prisoner caseworkers, who provided one-to-one and group rehabilitative interventions, alongside young prisoner mentors. At Parc, provision included a separate incentives scheme for prisoners on the young adult unit. This demonstrated an appreciation that younger prisoners were motivated to behave well by different things and in different ways to their older peers.

- 4.11** These innovations, however, depended on enthusiastic individual members of staff implementing what they could with no additional resource, rather than forming part of a national strategy for this group. As a result, most prisons did not do enough to recognise and meet the differing needs of, and challenges posed by, young prisoners who were still maturing into adulthood while in custody. Crucially, only 46% of 18–25-year-olds said that their experience in the prison made them less likely to offend in the future.

Restraint and segregation

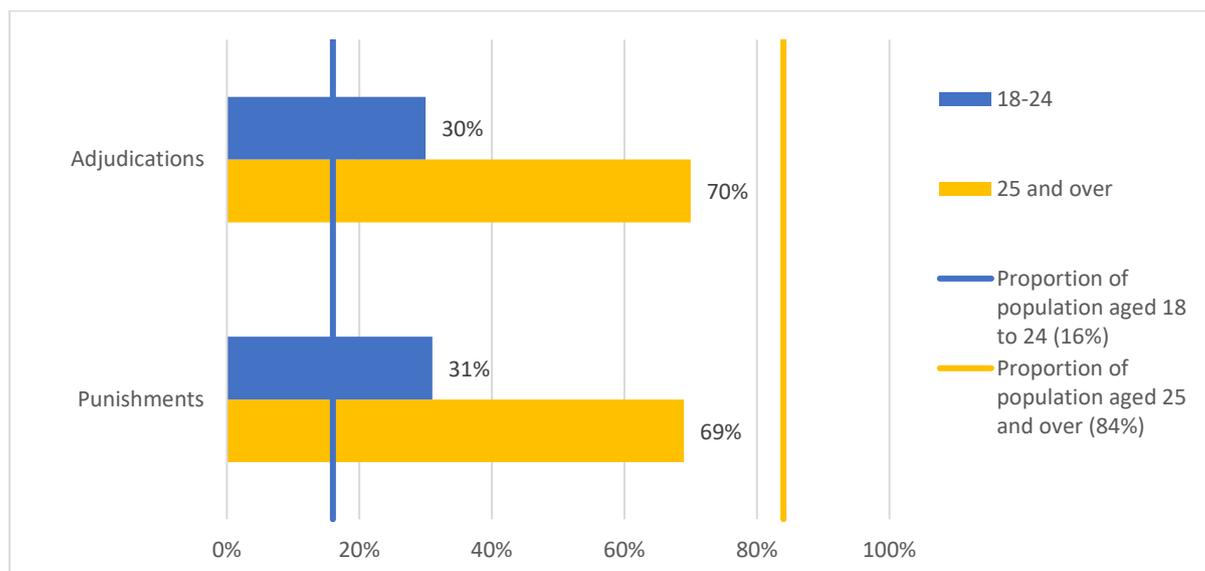
- 4.12** In our survey, three times as many 18–25-year-olds as other older prisoners reported having been restrained in the previous six months (27% for those aged 25 and under, compared with 9% of those aged over 25) and over twice as many said that they had experienced segregation (19% compared with 8%; see Figure 2).

Figure 2: Experiences of restraint and segregation

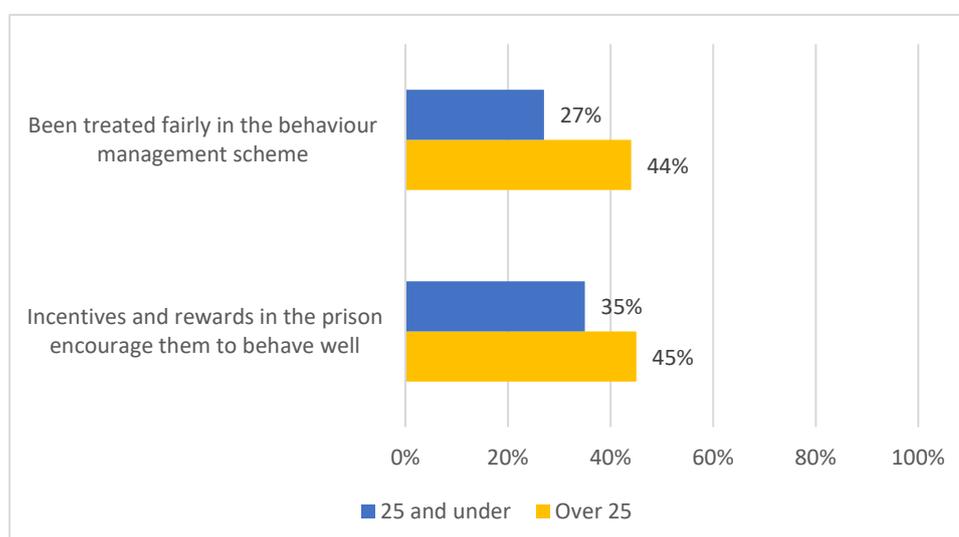


Behaviour management

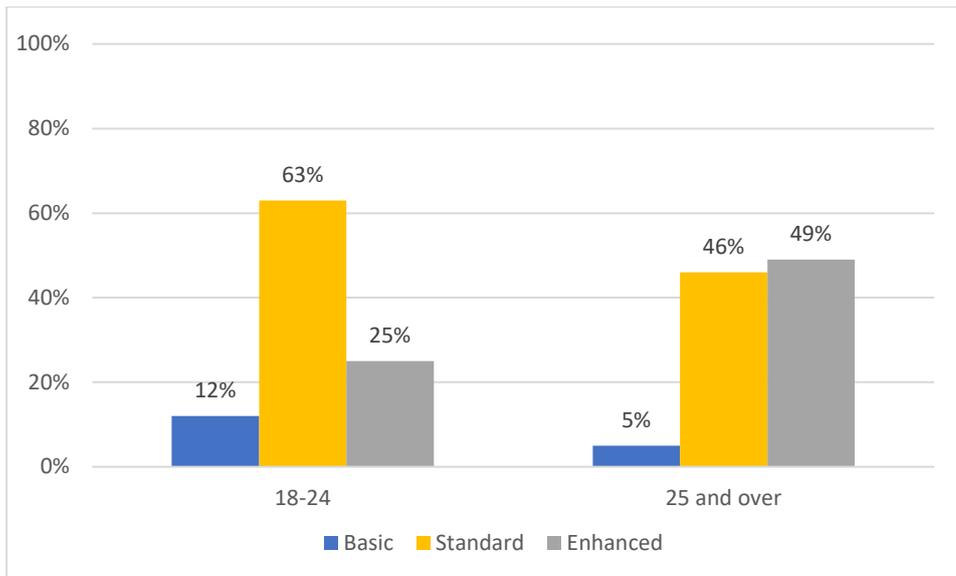
- 4.13** A common inspection finding was that prisons were not identifying or trying to understand and address the over-representation of young adults in areas such as disciplinary procedures, use of force and violence. Data published by HMPPS for the year ending December 2019 illustrate the scale of the over-representation in some of these areas.
- 4.14** Prisoners aged 18–24 years were over-represented in adjudications (see Glossary of terms). Despite making up only 16% of the total population (see Appendix I for further information), prisoners aged 18–24 years accounted for 30% of all adjudications in the year (59,826 out of 200,894). In light of this, it is not surprising that they were also over-represented in the number of punishments given, accounting for 31% of punishments received in the year (64,573 out of 207,280 punishments). In Figure 4, the horizontal bar indicates the proportion of all adjudications or punishments which were attributed to each age group, while the vertical line indicates the proportion of the prison population that group makes up (see methodology note iii in Appendix I for further information about these data and the analysis).

Figure 3: Adjudications and punishments by age group

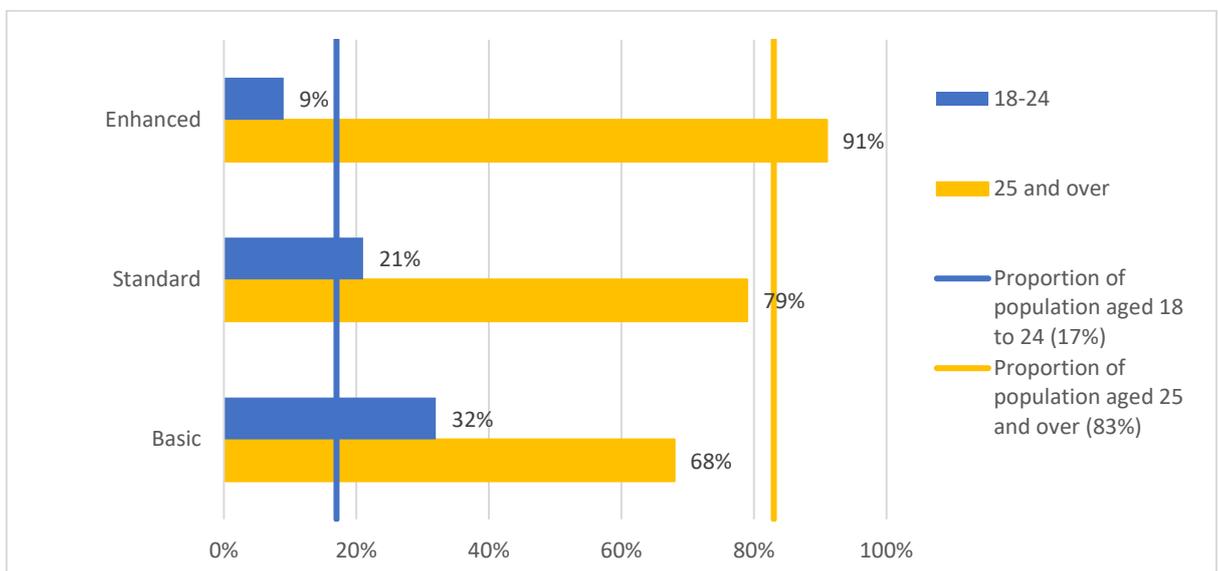
4.15 The incentives and earned privileges (IEP) scheme is a key component of behaviour management in prisons. Prisoners can move through different levels of the scheme to attain more privileges – for example, being able to spend more on their weekly purchase of telephone credit, toiletries and grocery items or having additional time out of cell. In the survey analysis of 18–25-year-olds, only 27% (compared with 44% of other prisoners) said that they had been treated fairly in their prison’s scheme, and 35% (compared with 45% of other prisoners) said that it encouraged them to behave well (see Figure 4).

Figure 4: Experiences of the IEP system

4.16 HMPPS annual data for the year April 2018 to March 2019 show that the distribution of IEP levels for 18–24-year-olds was different to that for prisoners over 25. Prisoners aged 18–24 years old were significantly less likely than those aged 25 and over to be placed on the top level of the IEP scheme, and significantly more likely to be placed on the bottom and middle levels of the scheme (see Figure 5, and methodology note iv in Appendix I for further information about this data and analysis). ‘Entry level’ (see Glossary of terms) has not been included in the analysis.

Figure 5: Distribution of IEP levels

4.17 In this analysis, 17% of the prisoner population were young adults (13,717 18–24 year olds in a total adult population of 82,529 prisoners). They made up 32% of the total number on the lowest level of the scheme, 21% of the middle level and only 9% of the highest level, which demonstrates a significantly different response to the incentives on offer and experience of the scheme among young adults compared with their older peers (see Figure 6).

Figure 6: IEP levels by age

Violence and victimisation

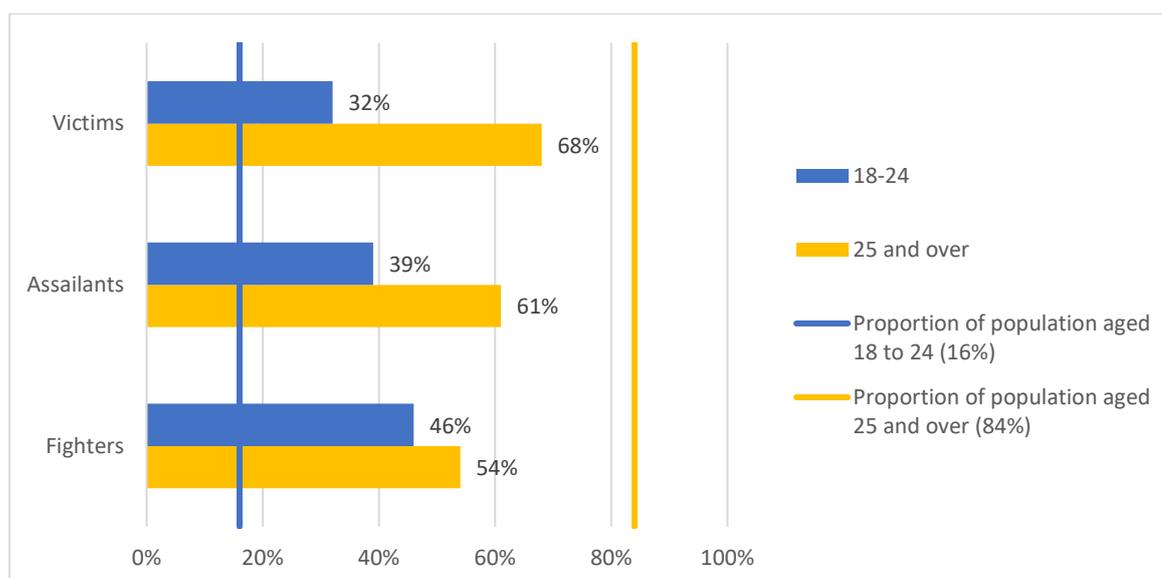
4.18 Prisoners aged 18–25 years had similar perceptions of their safety to those of older prisoners. In both groups, 48% said that they had felt unsafe at some time in their prison, and 22% that they currently felt unsafe. A lower proportion in the younger group had felt safe on their first night in their prison (69% compared with 74%). The same proportions of 18–25-year-olds and all other prisoners in adult male prisons reported physical assault from other prisoners (18%) but young adults were less likely to report bullying or victimisation to staff.

- 4.19** Young adults were more negative about victimisation from staff. More young adults than their older peers reported experiencing verbal abuse, threats and physical assaults from staff.

Figure 7: Experiences of bullying and victimisation from other prisoners and staff. Shading is used to indicate statistical significance (less than 1% probability that the differences are due to chance)

Green shading shows results that are significantly more positive than the comparator		
Blue shading shows results that are significantly more negative than the comparator		
No shading means that differences are not significant and may have occurred by chance		
	25 and under	Over 25
Have you experienced any of the following from other prisoners here:		
- Verbal abuse?	26%	36%
- Threats or intimidation?	25%	32%
- Physical assault?	18%	18%
- Sexual assault?	3%	3%
- Theft of canteen or property?	21%	25%
- Other bullying / victimisation?	13%	20%
- Not experienced any of these from prisoners here	61%	52%
If you were being bullied / victimised by other prisoners here, would you report it?	23%	40%
Have you experienced any of the following from staff here:		
- Verbal abuse?	37%	29%
- Threats or intimidation?	31%	23%
- Physical assault?	15%	9%
- Sexual assault?	2%	1%
- Theft of canteen or property?	12%	9%
- Other bullying / victimisation?	18%	20%
- Not experienced any of these from staff here	50%	58%
If you were being bullied / victimised by staff here, would you report it?	41%	52%

- 4.20** HMPPS data show that 18–24-year-olds were over-represented both as victims and perpetrators of violence within prisons. They accounted for 32% of the victims of assaults in the year (4,041 of 12,658 victims recorded), while making up just 16% of the total population. The 18–24-year-old group was responsible for 39% of assaults recorded during the year (7,316 of 18,799 assailants recorded) and more were involved in fights, with 18–24-year-olds making up 46% of the fighters recorded during the year (5,486 of the 11,955 recorded in total). HMPPS uses ‘assailants’ and ‘victims’ for assault incidents in which there is a clear aggressor and victim and ‘fighters’ for assault incidents in which there is no clear aggressor or victim (see Figure 8).

Figure 8: Victims, assailants and fighters by age

- 4.21** These statistics, to some extent, explain the over-prevalence of young adult prisoners in disciplinary proceedings, use of force and segregation. This analysis suggests that activity to reduce violence across the estate should focus on young adults, who are much more likely than older prisoners to be involved in violent incidents. However, we found no evidence of work to develop bespoke behaviour management systems for this group, or address the root causes of violence among the younger population.
- 4.22** It is clear that young adults are over-represented in negative safety outcomes in custody, and that their perceptions of prison life differ substantially from their older counterparts. They are less motivated by the behaviour management schemes and do not respond to them in the same way as older prisoners. They are disproportionately subject to the lowest IEP level, yet also disproportionately involved in violence, suggesting that they do not view IEP incentives and sanctions as a deterrent to poor behaviour or an encouragement for good behaviour. Put simply, having more money to spend on prison shop items each week, additional visits or a television are not sufficient to prevent many of the younger group of prisoners using violence or engaging in other poor behaviour. Without specific interventions, we found that young adults remained on the lowest level of the incentives scheme, with no improvement in their behaviour.
- 4.23** The importance of having achievable incentives available that are sufficient to elicit or maintain good behaviour was highlighted in our 2018 thematic report, *'Incentivising and promoting good behaviour'*. It concluded that more needed to be done to understand what would engage young adult prisoners, so that specific provision could be developed that is solely focused on the needs of this group.

Vulnerability and self-harm

- 4.24** Young adults responded differently to older prisoners to survey questions about vulnerability and self-harm. In a comparison of the survey responses of prisoners aged 18–25 years with those who were over 25, the following differences were identified:
- a smaller proportion of young adults reported feeling depressed when they arrived in custody (32% compared with 36%) or having other mental health problems (20%

compared with 25%); similar proportions of young adults and older prisoners reported feeling suicidal when they arrived at their prison (11% for young adults and 13% for older prisoners)

- a smaller proportion of young adults reported that they had had the chance to speak to a Listener (a prisoner trained by the Samaritans to provide confidential emotional support to fellow prisoners) before being locked up on their first night (19% compared with 29%)
- twenty-one per cent of 18–25-year-olds reported having been subject to ACCT case management for prisoners at risk of suicide or self-harm, a similar proportion to older prisoners, and less than half of these (43%) had felt cared for by staff
- a smaller proportion of young adults than the over 25 years old comparator said that it had been easy for them to speak to a Listener when they needed to (29% compared with 46%).

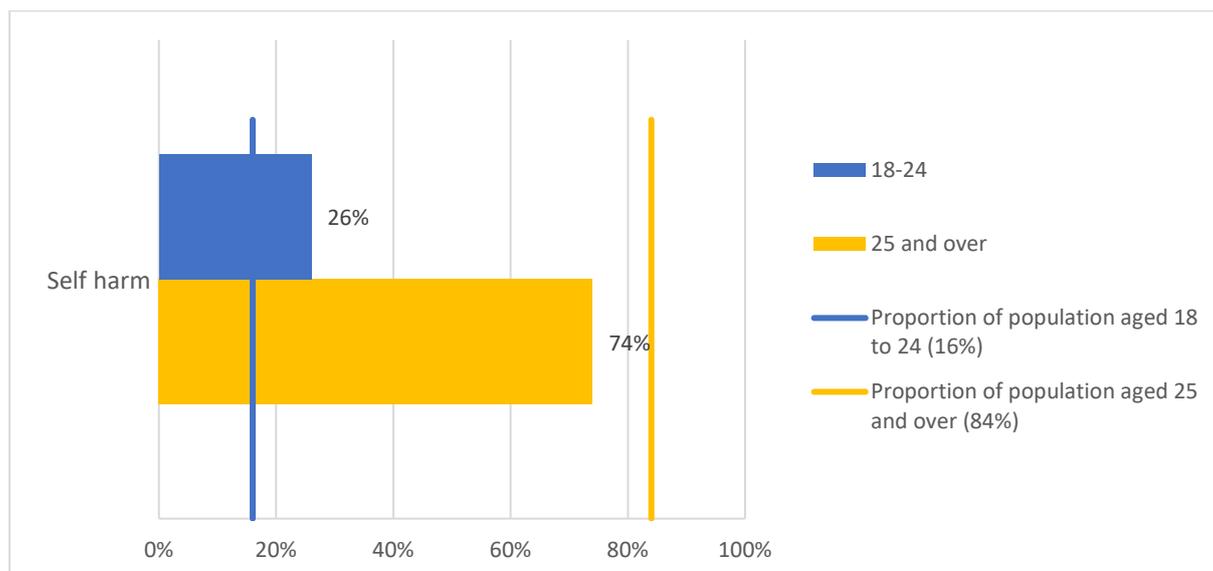
4.25 A comparison by age of survey responses from prisoners with a disability or mental health problems showed young adults reported more negatively than older prisoners on their experiences in custody. Survey findings suggested they could be more vulnerable. Young adults with a disability reported differently to prisoners aged over 25 with a disability in the following areas:

- they were more likely to have been subject to ACCT case management (48% compared with 31%)
- they were less likely to report that it was easy or quite easy to speak to a Listener (37% compared with 47%).

4.26 Young adults who reported mental health problems also reported differently to their older peers with similar problems in the same areas and following the same pattern:

- they were more likely to have been subject to ACCT case management (42% compared with 32%)
- they were less likely to report that it was easy or quite easy to speak to a Listener (37% compared with 45%).

4.27 The vulnerability of young adults in custody has been well documented, including in the 2015 Harris review (see paragraph 2.11). Ministry of Justice data published at the end of January 2020 recorded eight self-inflicted deaths of young men aged 18–24 years while in prison custody in 2019. HMPPS data showed that prisoners aged 18–24 years were over-represented in self-harm. Despite making up only 16% of the total population, they accounted for 26% of all self-harm incidents during the year (15,152 of 59,110 self-harm incidents; see Figure 9).

Figure 9: Levels of self-harm by age

Staff–prisoner relationships

4.28 In our survey, younger prisoners were far more negative than older prisoners about interaction with staff (see Figure 10). This is particularly concerning as it is through these relationships that staff encourage prisoners to achieve, challenge poor behaviour and de-escalate incidents. It is staff who support prisoners in crisis, encourage them to attend education classes and enabling them to achieve their sentence planning goals.

Figure 10: Relationships with staff. Shading is used to indicate statistical significance (less than 1% probability that the difference is due to chance)

	Green shading shows results that are significantly more positive than the comparator
	Blue shading shows results that are significantly more negative than the comparator
	No shading means that differences are not significant and may have occurred by chance
	25 and under Over 25
RELATIONSHIPS WITH STAFF	
Do most staff here treat you with respect?	57% 75%
Are there any staff here you could turn to if you had a problem?	61% 75%
In the last week, has any member of staff talked to you about how you are getting on?	32% 41%
Do you have a personal officer?	80% 83%

<i>For those who have a personal officer:</i>		
Is your personal or named officer very / quite helpful?	50%	60%
Do you regularly see prison governors, directors or senior managers talking to prisoners?	9%	15%
Do you feel that you are treated as an individual in this prison?	37%	46%
Are prisoners here consulted about things like food, canteen, health care or wing issues?	52%	53%
If so, do things sometimes change?	26%	40%

4.29 In the context of custody, where prisoners rely on staff for all aspects of daily life, it is clear that there is a link between good relationships and improved outcomes in other areas.

Daily life

4.30 Younger prisoners' views of the conditions in which they were held were consistently worse than those of the older prisoners they lived with. In the following areas, they reported more negatively than their older peers, even when the service provided was the same for all age groups:

- the quality of food being very or quite good (35% compared with 46%)
- getting enough to eat at mealtimes always or most of the time (33% compared with 40%)
- the shop/canteen (see Glossary of terms) selling everything that they needed (60% compared with 64%)
- communal or shared areas of their wing or house block normally being very or quite clean (49% compared with 62%).

Young adults from a black and minority ethnic background

4.31 The over-representation of people from a black and minority ethnic background in the prison population is highest among young adults (see Figure 11). In our survey, 43% of young adults reported being from a black and minority ethnic background, compared with 27% of older prisoners. The survey responses also show the clear link between age and ethnicity.

Figure 11: Survey responses by age and ethnicity

	Black and minority ethnic groups	White groups
Under 21	59%	41%
21 – 25	40%	60%
26 – 29	42%	68%
30 – 39	28%	72%
40 – 49	22%	78%
50 – 59	19%	81%
60 – 69	7%	93%
70 and over	5%	95%

4.32 HMI Prisons consistently finds that prisoners from a black and minority ethnic background report more negatively than their white counterparts about the key aspects of life in prison. However, we were particularly concerned to find that the perceptions of young adult black and minority ethnic prisoners were even worse than those from the same background who were over the age of 25. There were some exceptions to this. On arrival in custody fewer young adult than older black and minority ethnic prisoners reported they had mental or physical health or substance misuse problems. Additionally, a smaller percentage of these young adults reported having experienced bullying or victimisation from other prisoners (31% of those aged 25 and under compared with 43% of those aged over 25). It is noticeable that compared with older black and minority ethnic prisoners the more negative views of young adults from the same background were often in response to questions that linked in some way to feeling respected or being supported to access facilities or services:

- young adults from a black and minority ethnic background were less likely to say that they had been searched in a respectful way in reception (71% compared with 78%)
- young adults from a black and minority ethnic background were less likely to say that they were treated as an individual (34% compared with 42%)
- nearly three times as many black and minority ethnic young adults reported having been physically restrained (32% compared with 11%). Over three times as many of the same group said that they had spent time in the segregation unit in the last six months (25% compared with 8%)
- young adults from a black and minority ethnic background who had a custody plan were less likely to say that they were being helped by staff to achieve custody plan targets (29% compared with 52%)
- young adults from a black and minority ethnic background were also less likely to say that their experience in their current prison had made them less likely to offend in the future (45% compared with 55%).

4.33 These particularly poor perceptions highlight the importance of monitoring being able to identify if a lack of provision for young adults discriminates against prisoners from a black and minority ethnic background. There is much overlap between prisoners who are young and those who are from a black and minority ethnic background and regarding them as two

distinct groups may not be useful. Equalities monitoring should be robust enough to show where, and how, outcomes for the two groups intersect.

- 4.34** Given the significant over-representation of prisoners from a black and minority ethnic background in the young adult population, it is inconceivable that outcomes for young adults will improve without addressing the specific issues experienced by those prisoners. We could find no evidence that there were national or local plans in place that addressed this issue.

Purposeful activity

- 4.35** Many young adult prisoners come into custody with previous negative experience of education and few formal qualifications. For this group education, work and other activities provide not only the structure they need but an opportunity to make up for lost time. For many, however, this opportunity is lost and instead of being engaged in productive activity far too much of their time is spent locked in cells.
- 4.36** In our survey young adult prisoners were more negative than their older peers about nearly every aspect of the regime and activity. A higher proportion of young adult prisoners reported that they usually spent less than two hours out of their cell on a typical weekday (29% compared with 17% of those over 25). This was also the case during the weekend where 44% of young adults reported that they usually spent less than two hours out of their cell compared with 23% of those over 25. Given the limited amount of time many young adult prisoners spent out of their cells it was unsurprising that fewer than those over 25 reported it was easy to get into activities at their current prison, including education, vocational training and paid work. Prisoners aged 25 and under were also less likely to report that staff encouraged them to attend education, training or work (51% compared with 58% of those over 25).
- 4.37** Even accessing the basic elements of the regime was less consistent for this group. Young adult prisoners were less likely than those over 25 to report having association or exercise five times a week (48% compared with 68% for association, and 60% compared with 66% for exercise) and a lower proportion reported that they typically went to the library once a week or more (37% compared with 47% of prisoners aged over 25).

Contact with family and friends

- 4.38** Links with families and significant others are important factors in rehabilitation, and survey results suggested that 18–25-year-old prisoners were less likely than their older peers to be maintaining family or other community links:
- a lower proportion reported being able to use a telephone daily (82% compared with 92%) or being encouraged by staff to maintain these links (30% compared with 36%)
 - a higher proportion reported experiencing problems with sending or receiving mail (59% compared with 49%).
- 4.39** A higher proportion of 18–25-year-olds than older prisoners reported having at least one visit each week (24% compared with 18%). However, this was less than one in four of the 18–25-year-old population surveyed and was in the context of 29% reporting that they had children of their own.

Planning and progression

- 4.40** Young adults had more negative views of the support available to help them make progress through their sentence than older prisoners:
- a lower proportion said that staff encouraged them to attend education, training or work (51% compared with 58%)
 - a lower proportion understood what they needed to do to achieve their custody plan objectives or targets (80% compared with 86%)
 - a lower proportion reported receiving help from staff to achieve objectives or targets in their custody plan (39% compared with 57%) or taking part in an offending behaviour programme in their current prison (43% compared with 50%)
 - lower proportions of prisoners aged 25 and under compared with older prisoners had found taking part in offending behaviour or other programmes, living on a specialist unit or release on temporary licence useful in achieving objectives and targets.
- 4.41** These findings suggested that young adults were not benefiting to the same extent as their older peers from the range of programmes to address offending behaviour, or from other sources of desistance support available in male prisons. The only age-specific resource available for young adults was rarely delivered (see paragraphs 4.53–4.55).

Young adults in designated establishments in England and Wales

- 4.42** In 2019–20, HMI Prisons inspected two dedicated young adult establishments (Aylesbury and Feltham B) which held young men aged 18–20 years (with some 21-year-olds who were waiting to transfer elsewhere). Given that there should have been a clear focus on the needs of this age group, the perceptions of young prisoners held in these two young offender institutions (YOIs), and some of the inspection findings, were disappointing.
- 4.43** These inspections found that neither Aylesbury nor Feltham B was providing sufficient education training or employment for their prisoners. As a consequence, at both sites more than a third of prisoners reported spending less than two hours out of their cell each weekday, and more than 80% reported this was the case at the weekend. At Feltham B, there were insufficient full-time work or education places available, so many prisoners were occupied for only half of each day. At Aylesbury, one in five prisoners was unemployed and there was no evening association available. The limited regime often did not provide sufficient opportunity for staff to build good relationships with prisoners. This was starting to be addressed with the introduction of regular one-to-one key work sessions for each prisoner with a named officer (see paragraph 4.53). These sessions were also taking place at Feltham B, and were essential if the poor perceptions of staff behaviour held by prisoners at Aylesbury and Feltham B were to be remedied. A large proportion of prisoners at these two establishments reported victimisation by staff; nearly half (46%) of prisoners reported that they had experienced verbal abuse and 20% physical assault by staff.
- 4.44** The management of violence was a concern at both YOIs, and the use of restraint and segregation had increased, suggesting that a more punitive approach was being taken to sustained, or rising, levels of violence. In their survey responses, 43% of young adults at Aylesbury and Feltham B said that they had been restrained, and 38% that they had spent

time in segregation. These interventions did not offer any remedy for the factors that led to the violence.

- 4.45** The proportion of black and minority ethnic prisoners was very high at Aylesbury and Feltham B; 71% of the random selection of prisoners surveyed at those YOIs were from a black and minority ethnic background.
- 4.46** This made it even more important to have a strong focus on diversity at these YOIs, but at both sites, inspections found that monitoring data indicating disproportionate outcomes and perceptions for black and minority ethnic prisoners were not being used to prompt further investigation and remedial action. These two YOIs were not alone; a lack of action in response to monitoring data is a common inspection finding across all prisons and has significance for young adults held alongside older prisoners (see paragraph 4.32).

The national response in England and Wales

- 4.47** Over the previous two decades, there has been a move away from focused provision for young adults. However, there has been some recent work to meet their specific needs.
- 4.48** An HMPPS director became the strategic lead for young adults in December 2018, along with a large portfolio of other responsibilities. Day-to-day work has been taken forward by a member of staff dedicated to this area, who works with policy leads in the Ministry of Justice and other parts of HMPPS for data and support.
- 4.49** There are regular meetings of a young adults' strategy group, with a focus on identifying and coordinating work with young adults across HMPPS. The strategy group has had good attendance and is a potentially useful forum for developing similar strands of work which are being taken forward regionally or at prison level.
- 4.50** However, despite the undoubted commitment and hard work of individuals, there remains no single strategy document for young adults. There is no rationale given for the variety of establishments that hold young adults, or any action plan to address the clear disparity in outcomes for this group.
- 4.51** HMPPS has published a model for operational delivery in respect of young adults (HMPPS, 2018, *Model for Operational Delivery: young adults (18–25)*) which contains a summary of the services and activities that a prison holding young adults should deliver. Despite the lack of a strategy document, it is possible to identify a series of current aims.

Maturity screening

- 4.52** The most tangible piece of national provision has been the creation of a maturity screening tool which produces an assessment of whether an individual would benefit from support in relation to maturity. It is based on 10 questions used in the offender assessment system (OASys) assessment, the nationally approved tool for assessing risk and need, and can be used with all prisoners, irrespective of whether they have been convicted of an offence. The aim is for prisons to use this tool and offer individuals assessed as having low levels of maturity the related 'Choices and Changes' resource pack, which was launched in July 2019.
- 4.53** The resource pack is not an accredited intervention, but a potentially useful low-intensity series of exercises designed to promote maturation, which can be used by key workers as part of their regular one-to-one sessions with prisoners. As part of the offender management in custody (OMiC) model each prisoner is allocated a prison officer key worker, who should

spend time with their allocated prisoner(s) on a regular basis to support their progression through their sentence plan or remand period. The resource pack is a positive development, but the absence of other measures means that, even if it is delivered consistently, and is shown to aid maturation, it is insufficient to address the specific needs of young adults.

- 4.54** At the time of writing, the most up-to-date information on the scale of need comes from the HMPPS segmentation tool. As of March 2020, there were 12,985 sentenced young adults in custody (this figure does not include around 2,800 remand prisoners, who are not eligible for an assessment). Of these, 9,785 (75%) had an OASys assessment; the fact that one in four young adults had no assessment of risk and need highlights weaknesses in offender management across the prison estate. Around 60% of those who had an assessment were highlighted as having needs in relation to maturity. This amounted to 5,865 young adult prisoners (see Appendix I, note v).
- 4.55** Meeting maturation needs was an important rehabilitation component for six in 10 young adults with an OASys assessment, but delivery of Choices and Changes fell far short of this assessed need. Information provided by HMPPS in March 2020 indicated a very slow take-up of the pack. Twenty-three prisons reported that they had made some use of the pack, and often with only low numbers of young adult prisoners. Despite there already being nearly 6,000 young adults assessed as needing the intervention the pack had been used just 117 times. Four establishments accounted for around two-thirds of the delivery. Only one in 50 young adults who had been assessed by HMPPS as needing this intervention was receiving it. We found there was no consistent reason why a prisoner would or would not receive the intervention, and no consistent delivery model across the prison estate. Fundamentally, there was no credible plan to scale up delivery to meet HMPPS's own assessment of need.

Sharing of research, innovation and good practice

- 4.56** There are some initiatives in HMPPS to encourage the sharing of research, innovation and good practice, and create a network of contacts and support. Practice development groups have been introduced for the north and south of the HMPPS estate, and a service-wide conference was held in July 2019. This resulted in the appointment of a single point of contact at each prison in respect of work with, and for, young adults.
- 4.57** HMI Prisons inspectors attended two practice development group meetings. A large number of prisons was represented, typically by a head of safety or the offender management unit. The meetings had some interesting speakers, from whom attendees may have gained some useful insights and knowledge. Both meetings included a discussion about whether they should continue; it was clear that participants did not feel that they had gained much from the events.
- 4.58** The governors of prisons holding large numbers of young adults were invited to a forum in January 2020 and were encouraged to use the maturity screening tool and the associated Choices and Changes pack. Six governors attended, including from the three dedicated young adult sites (Aylesbury, Deerbolt and Feltham). None of the sites represented reported good progress in using these materials, and cited a lack of experienced and confident key workers as the main reason.

Young adults in designated establishments in Northern Ireland

- 4.59** In contrast to the system in England and Wales, Northern Ireland has an establishment, Hydebank Wood, for all 18–20-year-olds, with the flexibility to hold prisoners until the age

of 25 if they are assessed as needing the specific provision on offer. Hydebank Wood was inspected jointly with colleagues from Criminal Justice Inspection Northern Ireland in October and November 2019, using HMI Prisons' inspection methodology. At that time, the majority (76%) of the population at Hydebank Wood was aged 18–20 years.

- 4.60** Outcomes for prisoners in three out of four inspection areas were judged to be good, with the fourth, purposeful activity, assessed as being reasonably good. These outcomes were much better than we usually see in prisons holding a similar population in England and Wales. The Chief Inspector's introduction to the inspection report points out that the report is 'rich with examples of where Hydebank Wood performs favourably, in some respects dramatically better, than comparable prisons in England and Wales', and recommends that those with responsibility for designing and delivering custodial services for young adults in England and Wales study the findings carefully and, where appropriate, learn from them.
- 4.61** Many of the positive outcomes were evident in the survey results for Hydebank Wood. A comparison with Aylesbury and Feltham B shows that young adults at Hydebank Wood had more favourable perceptions of many areas of prison life.
- 4.62** A higher proportion of young adults at Hydebank Wood than the Aylesbury and Feltham B comparator said that they had received help from staff to deal with the problems they arrived at the prison with (47% compared with 22%). While this was still too low it was illustrative of more positive views about staff support in key areas including maintaining family contact, education and activity and rehabilitation and release planning. Prisoners' responses to questions about first night and induction were similar to, or better than, those at Aylesbury and Feltham B, and inspectors found a comprehensive induction programme, which included peer workers. New arrivals spent most of their time unlocked and involved in wing activities, which, as well as helping them to settle, also established an expectation of engagement with the regime from the start.
- 4.63** This level of regime engagement continued throughout their time at the prison, with more positive responses than at the two English YOIs to many of the survey questions about time spent out of cell. At roll checks during the inspection, 95% of prisoners at Hydebank Wood were engaged in purposeful activity. By contrast, the same roll checks at Aylesbury and Feltham B found only 67% and 63%, respectively, taking part in purposeful activity. More young adults at Hydebank Wood than at Aylesbury and Feltham B accessed the gym, library, legal visits, vocational and skills training, prison jobs and work outside the prison. Other prison processes supported the importance of attending activities; for example, adjudications took place late in the afternoon, to maximise activity attendance.
- 4.64** Prisoners at Hydebank Wood were more positive about their experiences of the incentives and rewards available to them, with 65% (compared with 37% at the two English YOIs) saying that these encouraged them to behave well, and 47% (compared with 26%) that they had been treated fairly in the scheme in use at the prison. Inspectors found that it was used well to encourage good behaviour, with meaningful incentives, and had good oversight.
- 4.65** Levels of violence and self-harm at Hydebank Wood had both reduced since the previous inspection and were low in comparison with prisons in England and Wales holding similar populations.
- 4.66** Staff at Hydebank Wood did not wear uniforms, and most staff and prisoners addressed one another using first names. Inspectors noted that these arrangements helped to break down barriers and normalise the environment without compromising staff authority.
- 4.67** Hydebank Wood prisoners' responses to questions about staff treating them with respect were similar to those at Aylesbury and Feltham B, but their responses to other questions suggested an ethos that underpinned positive staff–prisoner relationships. Just under two-

thirds of Hydebank Wood prisoners (63%) said that they were treated as an individual, against one-third (33%) in the English YOIs. In addition, 52% of those at Hydebank Wood who reported that they were consulted about areas like food, the prison shop, health care or wing issues said that things sometimes changed in response to this consultation, compared with 18% in the English YOIs. At the Northern Ireland prison, 56% of prisoners said that staff encouraged them to keep in touch with family and friends, and 76% that staff encouraged them to attend education, training or work. Over three-quarters of those with a custody plan said that staff were helping them to achieve custody plan targets or objectives, and 81% that they had done one-to-one work as part of their progression at the prison. All of these responses were better than at Aylesbury and Feltham B.

- 4.68** Hydebank Wood Secure College offers an alternative approach to the imprisonment of young prisoners, some of whom are not far removed from childhood. The approach taken is to replicate life outside the prison as much as possible through the lack of uniforms and routine use of first names, encouraging participation in positive activities and building a supportive culture. This ethos has resulted in young adults having better perceptions of their experiences and being less involved in violence and self-harm than their peers in Aylesbury and Feltham B. Perhaps the most telling survey finding was that 66% of Hydebank Wood prisoners thought that their experiences at the prison had made them less likely to offend again, while at Aylesbury and Feltham B only 41% of prisoners were as optimistic about their futures.

Section 5. Appendices

Appendix I: Notes on methodology for analysis of published data

- i. Published HM Prison and Probation Service (HMPPS) data on young adults involve individuals in the age ranges 18–24 and 25–29 years; therefore, it is not possible to compare these data with those for individuals under the HM Inspectorate of Prisons definition of a young adult, which is a prisoner aged 18–25 years, and which has been used in the survey analysis referred to in this report.
- ii. Information on the location of prisoners aged 18–25 years was provided by HMPPS and was correct as of 30 September 2019. While it was possible to exclude establishments that hold women from these data, it was not possible to isolate and exclude the under-18s who were held in the two sites which have both under- and over-18 facilities (Feltham and Parc), and, as such, they have been included in the 18–25-year age group.
- iii. HMPPS does not publish figures for the total number of people who have been in custody in a given year; instead, it publishes population figures each quarter. The December 2019 figures showed that there were 83,360 adults in custody, and 18–24-year-olds made up 16% of the total adult prison population (13,256). In order to explore over- or under-representation of this population within published statistics, we have assumed that the proportions of each age group within the total population across the year remained relatively stable, and so have used this 16% figure as our reference number when referring to the 18–24-year age group.

The total numbers for some elements are yearly totals; for example, the adjudications figure represents all adjudications within that year; similarly, the self-harm figure represents all incidents of self-harm within the year. There will be multiple prisoners who have experienced one of these incidents more than once, and, indeed, some prisoners who will not have had any experience of them.

It was also not possible to isolate and exclude the relatively small number of 18-year-olds who were held in YOIs (Cookham Wood, Feltham A, Werrington, Wetherby and Parc); as such, they have been included in the 18–24-year age group.

It was also not possible to exclude female prisoners in some reports, so they have also been included in the analysis.

- iv. This analysis has been conducted using reported proportions of prisoners on each of the incentives and earned privileges (IEP) levels at a single point in time. We therefore know the total population that these data refer to, and the proportions are slightly different from the assumed population proportions used for all other analysis, as referenced in note iii above.
- v. We also used data from the HMPPS segmentation tool to understand how many young adults are assessed as needing an intervention to address maturity. These data are from March 2020, which was the most up-to-date information at the time of writing.