

Report on an independent review of progress at

HMP Peterborough (Men)

by HM Chief Inspector of Prisons

21-23 October 2024



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Section 1 Chief Inspector's summary

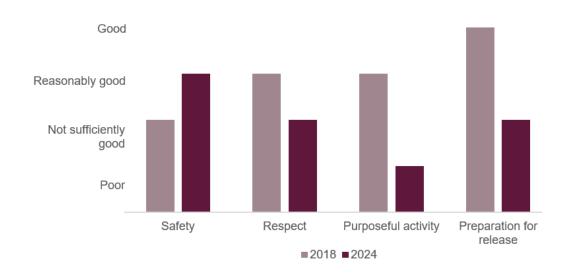
- Opened in 2005 and operated by Sodexo, HMP Peterborough is the only prison in England and Wales to hold men and women on the same site. This progress review visit focused on the facility holding adult men, which had space for up to 944 prisoners.
- 1.2 The establishment's role as a reception and resettlement prison serving courts in Eastern England meant that the proportion of prisoners on remand was high and was about to increase to 82% in the coming months, from around 50% at the time of the inspection.
- 1.3 This visit reviewed progress made in addressing seven concerns and two Ofsted themes from our inspection in January 2024.

What we found at our last inspection

1.4 At our previous inspections, in July 2018 and January 2024, we made the following judgements about outcomes for prisoners.

Figure 1: HMP Peterborough (Men) healthy prison outcomes in July 2018 and January 2024

Note: rehabilitation and release planning became 'preparation for release' in October 2023.



- 1.5 Our inspection in January 2024 found a deterioration in outcomes for prisoners in three out of four of our healthy prison tests. Outcomes in respect and preparation for release declined to not sufficiently good, while prisoners' access to purposeful activity had become poor. The exception to this decline was in safety, where we saw some improvement, to the extent that outcomes were now reasonably good.
- 1.6 However, we were concerned about the availability of drugs, the lack of action taken to reduce violence and very limited progression

- opportunities to reward good behaviour. Weaknesses in the delivery of health care services included limited care for new arrivals, particularly those detoxifying from drug and alcohol use.
- 1.7 Time out of cell (see Glossary) had deteriorated significantly and less than half of all prisoners were engaged in purposeful activity, with too little to do in education or workshops. We also found shortcomings in the work to help prepare prisoners for release, particularly the lack of support for remanded or recalled prisoners.

What we found during this review visit

- 1.8 At this review visit, we found that progress made against the seven concerns we had identified, and two themes Ofsted had identified, was varied. Good progress had been made in addressing two and reasonable progress had been made in three, but in the remaining four there had been insufficient or no meaningful change.
- 1.9 Steps had been taken to try to prevent drugs getting into the prison and leaders (see Glossary) had improved their focus on helping prisoners to stop using them. However, the supply of drugs persisted and we found the same high rate of positive test results as at the last inspection. Leaders' efforts were undermined by the lack of netting over exercise yards or funding to make other important improvements to physical security. Leaders had yet to develop a prison-wide model to promote positive behaviour and provide prisoners with clear progression opportunities. The rate of violence also remained too high.
- 1.10 During this visit, CQC inspectors found a failure to meet aspects of the Health and Social Care Act 2008 and issued an action plan request to address the issues (see Appendix III). While good progress had been made in making sure that all health care assessments were completed, the attention given to caring for men who were detoxifying from drug or alcohol use remained weak and presented significant risks to patient safety.
- 1.11 Officer shortages had been addressed through significant recruitment, but too many remained unavailable for duty. Officers and managers had failed to prioritise the timely unlock of prisoners, leaving too many locked in their cells for longer than planned.
- 1.12 Ofsted judged that reasonable progress had been made in their two themes. The quality of teaching had improved and the number of education, skills and workplaces had increased substantially. There were now sufficient spaces for all prisoners, but staff shortages prevented some from being used. Resettlement support was now available to remanded men, and the new head of reducing reoffending was having a positive impact on the priority given to release planning. A plan to use prison offender managers as remand support workers recognised the change to a majority remand population and was an interesting idea awaiting approval by HM Prison and Probation Service (HMPPS).

1.13 Senior leadership had changed significantly since we inspected, with a new director taking up post about two months before this visit. We were very impressed by his leadership style and his awareness of the priorities facing the establishment, which in many ways seemed much more settled than when we last inspected.

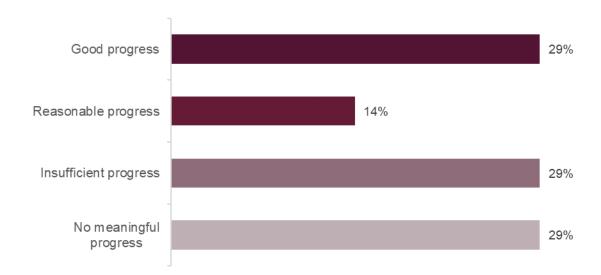
Charlie Taylor HM Chief Inspector of Prisons November 2024

Section 2 Key findings

- 2.1 At this IRP visit, we followed up seven concerns from our most recent inspection in January 2024 and Ofsted reviewed two themes.
- 2.2 HMI Prisons judged that there was good progress in two concerns, reasonable progress in one concern, insufficient progress in two concerns and no meaningful progress in two concerns.

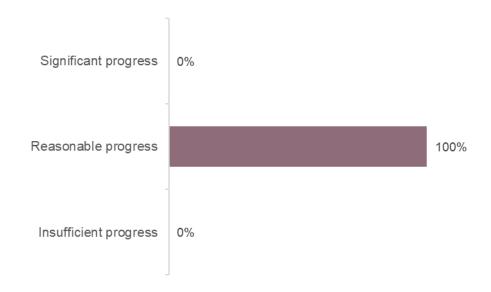
Figure 2: Progress on HMI Prisons concerns from January 2024 inspection (n=7)

This bar chart excludes any concerns that were followed up as part of a theme within Ofsted's concurrent prison monitoring visit.



2.3 Ofsted judged that there was reasonable progress in both their themes.

Figure 3: Progress on Ofsted themes from January 2024 inspection (n=2).



Notable positive practice

2.4 We define notable positive practice as:

Evidence of our expectations being met to deliver particularly good outcomes for prisoners, and/or particularly original or creative approaches to problem-solving.

2.5 Inspectors found no examples of notable positive practice during this IRP visit.

Progress against our concerns and Ofsted themes

The following provides a brief description of our findings in relation to each concern followed up from the full inspection in 2024.

Promoting positive behaviour

Concern: Work to reduce violence was limited and there were few incentives to reward good behaviour.

- 2.6 Levels of violence remained similar to those at the time of the inspection. Good progress had been made in reducing violence against staff, but assaults between prisoners had increased. One recent incident had resulted in a prisoner being charged with the murder of a fellow inmate.
- 2.7 Leaders had taken a range of steps to try to improve safety and reduce violence, which included increasing the resourcing of the restorative approaches team. This team now followed up on all violent incidents, to check on welfare and offer mediation where appropriate, which was a clear improvement. In addition, all serious incidents of violence were now investigated by the safer prisons team, but the quality of their reports was sometimes lacking; for example, perpetrators were not always interviewed.
- 2.8 A daily triage meeting brought key departments together to plan responses to violent incidents more effectively, and the weekly safety intervention meeting also worked well. The latter was multidisciplinary, action focused and addressed emerging issues relating to prisoners involved in acts of violence.
- 2.9 Use of the challenge, support and intervention plan (see Glossary) process needed further improvement. Case management was now more consistent, but despite efforts to train staff, the quality of plans remained poor. Plans did not set out individualised targets and reviews were often completed late, and without multidisciplinary input.
- 2.10 There was no clear prison-wide strategy to promote positive behaviour, with an over-reliance on the local incentives scheme, which was having little impact. Apart from the incentivised substance-free living (ISFL) unit, prisoners had little to motivate them to behave well, such as residential units that offered better time out of cell, self-catering facilities, a broader range of recreational activities or more skilled employment opportunities (see also section on time out of cell). The lack of peer support was also a missed opportunity.
- 2.11 We considered that the prison had made insufficient progress in this area.

Security

Concern: Illicit substances were far too easy to access, undermining safety, well-being and rehabilitation. In our survey, a third of prisoners said it was easy to get hold of drugs and a quarter of all random drug test results had been positive in the last year.

- 2.12 Despite efforts to stem the supply of drugs, they remained easily available to prisoners. The proportion of positive drug tests remained the same as at the time of the inspection (27%) and there had been spikes in July and August 2024, when over 37% had tested positive.
- 2.13 Leaders had submitted a bid to HMPPS for netting to be installed over the exercise yards to stop items being thrown over the prison wall and had also identified other aspects of physical security that needed to improve. However, funding had not yet been approved by HMPPS. Additional officers had been allocated to patrol the perimeter fence and all incoming mail was now photocopied to avoid drug-soaked paper being given to prisoners. Leaders were also robust in their response to signs of corrupt behaviour by their staff.
- 2.14 New leaders in the security and drug strategy teams were coordinating their efforts to reduce the availability of illicit items through a recently published strategy. Joint working between functions had improved and was now more focused on demand as well as supply. Leaders had clear plans to develop the role and function of the ISFL unit further.
- 2.15 Joint working with Cambridgeshire Police had developed well and there were three police officers based on-site. This enabled a far more robust response to criminal activity within the prison.
- 2.16 We considered that the prison had made reasonable progress in this area.

Health and social care

Concern: Not all prisoners had a second health needs assessment within a week of arriving at the prison. This meant additional risks and treatment needs were not being identified or addressed.

- 2.17 All prisoners now received a second health care assessment within seven days of arriving at the prison. Leaders had improved the systems and processes to oversee delivery of this work and, as an additional measure, reports highlighting those who needed a second assessment were produced daily, with a nurse allocated to do them without delay.
- 2.18 Any prisoners not attending their assessment were identified each day and a new appointment was made for them. Leaders had introduced an audit process to monitor attendance, to avoid any prisoners being missed.

2.19 We considered that the prison had made good progress in this area.

Concern: The management of those arriving at the prison with drug and alcohol problems was not robust. Prisoners arriving late in the evening experienced delays in accessing their medication. Overnight clinical observations and monitoring were inconsistent.

As a result of the failure to meet aspects of the Health and Social Care Act 2008, namely Regulation 12 concerning Safe Care and Treatment, CQC inspectors issued an action plan request (see Appendix III) to address the breaches.

- 2.20 Leaders had reduced the frequency of clinical observations for patients who were withdrawing from alcohol or drugs to once a day. This was not in line with best practice or the provider's policy and posed a significant risk to patient safety.
- 2.21 During this review visit, health care staff had not completed any clinical observations on a prisoner who was detoxifying on the stabilisation wing, for 48 hours, which was poor.
- 2.22 Despite leaders' instructions, night staff were not rousing patients who were detoxifying. They merely documented that the patient appeared to be asleep, which was not in line with best practice or the provider's policy.
- 2.23 Prescribers were available until 10pm every night and saw all prisoners arriving after this time the following morning. They were now able to access a broader range of medicines to help prisoners cope with symptoms caused by detoxification.
- 2.24 We considered that the prison had made no meaningful progress in this area.

Time out of cell

Concern: About a third of officers were typically unavailable for duty. The regime was consequently often cancelled or curtailed, leading to too many prisoners being locked up during the core working day.

- 2.25 Since the inspection, recruitment had been successful. All officer vacancies had been filled, which meant that there were about 50 more in post across the prison.
- 2.26 The proportion of officers who were unavailable for operational duties had reduced since the inspection but remained high (29% were unavailable across the whole prison on the week of this visit, compared with 37% in January). Having successfully recruited, managers were now looking at how they could improve attendance.

- 2.27 There were far fewer curtailments to the regime than at the time of the inspection when this had been a significant problem. However, they did still occur, particularly when managers needed staff for emergency events such as escorts to hospital.
- 2.28 In our roll checks, 54% of prisoners were locked up during the working day, which was far more than at the inspection (42%). Some officers and managers still gave insufficient priority to the timely and efficient delivery of the regime, which left many prisoners locked in their cells for longer than was planned. For example, on one afternoon during our visit, the regime on house block 4 was delayed and wing workers were not unlocked until after lunch at 3pm, which was much later than the scheduled time.
- 2.29 We considered that the prison had made insufficient progress in this area.

Concern: There were no structured enrichment or personal development activities apart from education and training courses.

- 2.30 There were hardly any wing-based recreational activities, clubs or groups that allowed prisoners to socialise, gain interests and feel part of a community. Leaders had not yet formulated a plan to address this and there was little to incentivise prisoners (see also paragraph 2.10).
- 2.31 Most association rooms were not being used for social and recreational time. However, we were told that leaders had ordered some new furniture, as well as a supply of board games for them.
- 2.32 We considered that the prison had made no meaningful progress in this area.

Education, skills and work



This part of the report is written by Ofsted inspectors. Ofsted's thematic approach reflects the monitoring visit methodology used for further education and skills providers. The themes set out the main areas for improvement in the prison's previous inspection report or progress monitoring visit letter.

Theme 1: What progress had leaders and managers made to increase education, skills and work activity places to meet the needs of the population and which better prepared prisoners for employment on release by providing challenging work with formal training which developed their employability skills?

- 2.33 Leaders and managers had substantially increased the number of education, skills and work places. Sufficient places existed to allocate all prisoners to education, vocational training or work. Prisoners attended most places on a full-time basis, but over a third of places were part time, which left these prisoners with too much unoccupied time.
- 2.34 Several new education courses had been introduced. For example, information and communications technology, English for speakers of other languages and radio/media technology. They had also introduced new vocational training workshops in horticultural studies, waste management and industrial cleaning, each with a recognised qualification.
- 2.35 Leaders and managers had appointed new staff to deliver the expansion of the provision, but a small number of vacancies still existed, including two in functional skills. As a result, managers could not allocate prisoners to almost 100 planned places. Waiting lists for English and mathematics, although very significantly reduced since the inspection, remained too long.
- 2.36 Wing work accounted for a quarter of places, and too often did not replicate realistic employment conditions. Managers had increased supervision levels, which had resulted in more demanding work, but too often regime restrictions prevented prisoners from undertaking a typical working day. Wing cleaners and painters did not have adequate personal protective equipment (PPE) and did not receive recognised training. Servery workers had sufficient PPE and were conscientious about their work.
- 2.37 Leaders and managers had successfully expanded provision for the development of prisoners' employability skills. They had recently introduced a new course in employability skills and had increased

- participation in key work skill courses. Prisoners now had a better understanding of health and safety, food safety and food allergens.
- 2.38 Ofsted considered that the prison had made reasonable progress against this theme.

Theme 2: What progress had leaders and managers made to improve the quality of teaching and learning?

- 2.39 Teachers and instructors planned lessons carefully to meet the curriculum and examination requirements. In workshops, instructors used the assessment of prisoners' starting points effectively to plan learning to meet their individual needs. However, in a few lessons, teachers did not use prisoners' starting points well enough to set individual activities. In these lessons, prisoners all undertook the same tasks, which a minority found too easy. These prisoners did not make good progress.
- 2.40 A wide range of resources was used to stimulate and develop learning. Learning was sequenced effectively, so that prisoners moved to complex tasks only after teachers and instructors had carefully checked that basic knowledge and skills had been grasped. As a result, achievements were high.
- 2.41 Since the inspection, leaders and managers had developed a mentoring system to provide peer support in education lessons and workshops. Mentors had existing good levels of English and mathematics, and had been trained in neurodiversity. Prisoners with learning difficulties and disabilities benefited greatly from the support they received from peer mentors.
- 2.42 Most instructors in vocational workshops set well-considered learning and development targets. They regularly reviewed progress measured against these and set new targets which demanded learning new skills. Prisoners made good progress in these workshops.
- 2.43 Leaders and managers had raised the profile of reading by the introduction of reading zones in workshops. Prisoners found these zones valuable in developing their reading skills. Those attending education benefited from regular library visits and they enjoyed reading for pleasure.
- 2.44 Staff did not record the progress that prisoners made in developing their employability skills when working on the wings. As a result, these prisoners did not appreciate or sufficiently value the skills they had learned.
- 2.45 Attendance and behaviour in education and vocational training were good. Prisoners had positive attitudes to work and were keen to learn.
- 2.46 Ofsted considered that the prison had made reasonable progress against this theme.

Preparation for release

Concern: Resettlement support was too limited. A large proportion of prisoners were excluded from getting any help. The regular housing adviser, for example, had not been on site for over a year and almost a third of prisoners had been released homeless.

- 2.47 A lot of attention had been given to improving resettlement provision since the inspection. A new head of reducing reoffending had come into post in June 2024 after a long gap in substantive leadership, of over a year, and she was already driving improvement.
- 2.48 HMPPS was about to increase the proportion of men held on remand to 82%, which would be a significant increase from the figure at the time of the inspection (about 50%). The rise in a more transient population from areas that were further afield, such as Bedford and Luton, would inevitably present further challenges in delivering resettlement help.
- 2.49 Senior leaders had developed a credible and sensible proposal to use some of their prison offender managers to create a team of remand support workers. The business case had yet to be considered by HMPPS, but the idea was pragmatic and laudable and would help to respond to the changed level of need amongst the new population.
- 2.50 The contract for housing support provided by Seetec (the commissioned rehabilitative services provider formerly known as Interventions Alliance) had now been extended to remanded prisoners, which was a big step forward. After several delays, prisoners were due to start accessing this housing support shortly after our visit. After long waits for recruitment and vetting, two Seetec housing workers had recently started on-site. Although this was an improvement on the situation at the time of the inspection, this resource was still not enough to meet the increasing demand among a total population of over 900 men.
- 2.51 There had been other improvements in this area. The pre-release team which assessed prisoners' resettlement needs was slightly better resourced than at the time of the inspection and a weekly pre-release board was about to start.
- 2.52 Despite all these good efforts, the recorded number of prisoners released without an address to go to remained high. Available data showed that about 28% had been released homeless between February and August 2024.
- 2.53 We considered that the prison had made good progress in this area.

Section 3 Summary of judgements

A list of the HMI Prisons concerns and Ofsted themes followed up at this visit and the judgements made.

HMI Prisons concerns

Work to reduce violence was limited and there were few incentives to reward good behaviour.

Insufficient progress

Illicit substances were far too easy to access, undermining safety, well-being and rehabilitation. In our survey, a third of prisoners said it was easy to get hold of drugs and a quarter of all random drug test results had been positive in the last year.

Reasonable progress

Not all prisoners had a second health needs assessment within a week of arriving at the prison. This meant additional risks and treatment needs were not being identified or addressed.

Good progress

The management of those arriving at the prison with drug and alcohol problems was not robust. Prisoners arriving late in the evening experienced delays in accessing their medication. Overnight clinical observations and monitoring were inconsistent.

No meaningful progress

About a third of officers were typically unavailable for duty. The regime was consequently often cancelled or curtailed, leading to too many prisoners being locked up during the core working day.

Insufficient progress

There were no structured enrichment or personal development activities apart from education and training courses.

No meaningful progress

Resettlement support was too limited. A large proportion of prisoners were excluded from getting any help. The regular housing adviser, for example, had not been on site for over a year and almost a third of prisoners had been released homeless.

Good progress

Ofsted themes

What progress had leaders and managers made to increase education, skills and work activity places to meet the needs of the population and which better prepared prisoners for employment on release by providing challenging work with formal training which developed their employability skills?

Reasonable progress

What progress had leaders and managers made to improve the quality of teaching and learning?

Reasonable progress

Appendix I About this report

HM Inspectorate of Prisons (HMI Prisons) is an independent, statutory organisation which reports on the treatment and conditions of those detained in prisons, young offender institutions, secure training centres, immigration detention facilities, court custody and military detention.

All visits carried out by HM Inspectorate of Prisons contribute to the UK's response to its international obligations under the Optional Protocol to the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). OPCAT requires that all places of detention are visited regularly by independent bodies – known as the National Preventive Mechanism (NPM) – which monitor the treatment of and conditions for detainees. HM Inspectorate of Prisons is one of several bodies making up the NPM in the UK.

Independent reviews of progress (IRPs) are designed to improve accountability to ministers about the progress prisons make in addressing HM Inspectorate of Prisons' concerns in between inspections. IRPs take place at the discretion of the Chief Inspector when a full inspection suggests the prison would benefit from additional scrutiny and focus on a limited number of the concerns raised at the inspection. IRPs do not therefore result in assessments against our healthy prison tests. HM Inspectorate of Prisons' healthy prison tests are safety, respect, purposeful activity and rehabilitation and release planning. For more information see our website: Expectations – HM Inspectorate of Prisons (justiceinspectorates.gov.uk)

The aims of IRPs are to:

- assess progress against selected priority and key concerns
- support improvement
- identify any emerging difficulties or lack of progress at an early stage
- assess the sufficiency of the leadership and management response to our concerns at the full inspection.

This report contains a summary from the Chief Inspector and a brief record of our findings in relation to each concern we have followed up. The reader may find it helpful to refer to the report of the full inspection, carried out in [MONTH, YEAR] for further detail on the original findings (available on our website at Our reports – HM Inspectorate of Prisons (justiceinspectorates.gov.uk)).

IRP methodology

IRPs are announced at least three months in advance and take place eight to 12 months after a full inspection. When we announce an IRP, we identify which concerns we intend to follow up (usually no more than 15). Depending on the concerns to be followed up, IRP visits may be conducted jointly with Ofsted (England), Estyn (Wales), the Care Quality Commission and the General Pharmaceutical Council. This joint work ensures expert knowledge is deployed and avoids multiple inspection visits.

During our three-day visit, we collect a range of evidence about the progress in implementing each selected concern. Sources of evidence include observation, discussions with prisoners, staff and relevant third parties, documentation and data.

Each concern followed up by HMI Prisons during an IRP is given one of four progress judgements:

No meaningful progress

Managers had not yet formulated, resourced or begun to implement a realistic improvement plan to address this concern.

Insufficient progress

Managers had begun to implement a realistic improvement strategy to address this concern but the actions taken since our inspection had had not yet resulted in sufficient evidence of progress (for example, better and embedded systems and processes).

Reasonable progress

Managers were implementing a realistic improvement strategy to address this concern and there was evidence of progress (for example, better and embedded systems and processes) and/or early evidence of some improving outcomes for prisoners.

Good progress

Managers had implemented a realistic improvement strategy to address this concern and had delivered a clear improvement in outcomes for prisoners.

When Ofsted attends an IRP its methodology replicates the monitoring visits conducted in further education and skills provision. Each theme followed up by Ofsted is given one of three progress judgements.

Insufficient progress

Progress has been either slow or insubstantial or both, and the demonstrable impact on learners has been negligible.

Reasonable progress

Action taken by the provider is already having a beneficial impact on learners and improvements are sustainable and are based on the provider's thorough quality assurance procedures.

Significant progress

Progress has been rapid and is already having considerable beneficial impact on learners.

Ofsted's approach to undertaking monitoring visits and the inspection methodology involved are set out in the *Further education and skills inspection handbook*, available at https://www.gov.uk/government/publications/education-inspection-framework.

Inspection team

This independent review of progress was carried out by:

Martin Lomas Deputy Chief Inspector

Sandra Fieldhouse Team leader Jonathan Tickner Inspector Fiona Shearlaw Inspector

Shaun Thomson Health and social care inspector
Joe White Care Quality Commission inspector

Allan Shaw Ofsted inspector Andrew Thompson Ofsted inspector

Appendix II Glossary

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.

Care Quality Commission (CQC)

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

Challenge, support and intervention plan (CSIP)

Used by all adult prisons to manage those prisoners who are violent or pose a heightened risk of being violent. These prisoners are managed and supported on a plan with individualised targets and regular reviews. Not everyone who is violent is case managed on CSIP. Some prisons also use the CSIP framework to support victims of violence.

Leader

In this report the term 'leader' refers to anyone with leadership or management responsibility in the prison system. We will direct our narrative at the level of leadership which has the most capacity to influence a particular outcome.

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.

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Appendix III Care Quality Commission action plan request



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

The review of health services at HMP Peterborough was jointly undertaken by the CQC and HMI Prisons under a memorandum of understanding agreement between the agencies (see

https://www.justiceinspectorates.gov.uk/hmiprisons/about-hmi-prisons/working-with-partners/). The Care Quality Commission issued an action plan request following this review.

Regulation 12 Safe Care and Treatment

- (1) Care and treatment must be provided in a safe way for service users.
- (2) Without limiting paragraph (1), the things which a registered person must do to comply with that paragraph include:
- (a) assessing the risks to the health and safety of service users of receiving the care or treatment

How the regulation was not being met:

Due to increased workload, leaders had reduced the frequency of clinical observations for patients who were detoxing from alcohol or drugs to once per day. This was not in line with best practice nor the provider's policy and posed a significant risk for patient safety.