HM Inspectorate of Prisons

Parallel worlds

A thematic review of
race relations in prisons

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Introduction

The Prison Service has, for some time, been under the spotlight in relation to race relations. Its current and previous Directors-General have signalled very clearly their intention to root out racism and tackle discrimination within the service. Systems and structures have been set up to address this, and to respond to the Service's new duties under the Race Relations Act, as amended in 2000. There has also been a considerable amount of external scrutiny: the investigation by the Commission for Racial Equality (CRE), and the current judicial inquiry examining the circumstances surrounding the racist murder of Zahid Mubarek.

Further action has been taken, and is continuing. The Prison Service and the CRE are working together over a five-year period on an agreed action plan, *Shared agenda for change*, to address the issues found in the CRE investigation. It includes the drafting of a new Prison Service Order on race, and the carrying out of race equality reviews in all establishments. This work is being overseen by a dedicated race equality action group (REAG). This report is designed to contribute to that process.

Our own inspections over recent years have charted the developing race relations work within individual prisons. Progress has been made. In general, we find that the processes for addressing racism and discrimination are in place. Prisons have race relations liaison officers (RRLOs) and a race relations management team, usually chaired by the governor or deputy governor; they carry out ethnic monitoring of many activities with the aim of identifying any disproportionate take-up; they have in place a system for making and investigating racist incident complaints. Many prisons have prisoner diversity representatives. Yet, in spite of this, our prisoner surveys regularly and routinely find that black and minority ethnic prisoners have worse perceptions of their treatment than white prisoners across many key areas of prison life. And in many of our inspection reports, we still draw attention to differential outcomes, and to a lack of training and support for staff and race relations managers.

This report seeks to get behind those perceptions, and to identify the barriers that still exist to delivering race equality in prisons, and the areas for future development. We focused throughout on the experience of visible minorities, sharing the view of Martin Narey, when Chief Executive of the National Offender Management Service, that 'the default option for racism remains colour'.

Our research was conducted in four parts. First, we analysed in more detail the survey responses of the varied age and ethnic groups that make up the visible minority prisoner population, to reveal the differences in perception within that population, as well as those between that group as a whole and white prisoners. Second, in focus groups with visible minority prisoners, we explored the source of those perceptions: identifying differences between different prisoner groups. Third, in interviews with white and visible minority staff, race relations officers and governors, we drew out the differing perceptions of those staff groups about race in prisons and how further progress can be made. Finally, we examined the tools for change currently in use within prisons, and identified ways in which they can be improved to provide a more accurate picture, and a more effective mechanism for promoting racial equality.

We have not set out recommendations, against which we expect to see an action plan: there already is one, agreed with the CRE. Instead, this report highlights the key areas that need to be developed to implement that plan effectively. Some prisons are already doing effective work, and we list those areas of good practice, which could be replicated.

Findings

Our principal finding, which forms the title of this report, is that there is no shared understanding of race issues within prisons: instead, there are a series of parallel worlds inhabited by different groups of staff and prisoners, with widely divergent views and experiences. Governors and white race relations liaison officers have the most optimistic 'management view', generally believing that the regime operates fairly, although recognising that more needs to be done. Great reliance is placed upon recruiting more black and minority ethnic staff. Yet the minority ethnic staff we interviewed were finding it difficult to influence change and felt a lack of direction and support from senior managers. They were much less likely than their white colleagues to believe that their prison was tackling race effectively, though most believed that progress had been made. A few spoke of overt racism; many complained of subtle racism from colleagues, about which they were very reluctant to complain. In some prisons, they did not feel that they were sufficiently supported in seeking promotion; and overwhelmingly they were looking for visible and robust support from senior managers. White staff, on the other hand, were likely to believe that racism was principally an issue between prisoners, not one for staff, and were unaware of the extent to which visible minority colleagues felt discriminated against. However, those who wanted to promote change, including race relations liaison officers, also spoke of the need for more management support and training.

Visible minority prisoners' perceptions were the most negative. In surveys, they reported poorer experiences than white prisoners across all four of our tests of a healthy prison – safety, respect, purposeful activity and resettlement. In the majority of focus groups, visible minority prisoners did not believe that their needs were met, while acknowledging that some progress had been made. Most believed that there was racism and that in the main this manifested itself in differential access to the prison regime and treatment by staff – such as the way prisoners were spoken to, searched and had their requests dealt with, or the length of time they waited for the things they wanted or needed. They often linked this to a lack of cultural and racial awareness; and criticism was particularly strong in prisons with low numbers of visible minority prisoners and staff. However, young black prisoners, in particular juveniles, were more positive than their adult counterparts; they were also more likely to point to the importance of cultural, as well as racial, difference. Both black and Asian prisoners were significantly less positive about healthcare, and indeed we found that by and large healthcare providers did not recognise or provide for the specific needs of those communities in relation to either their mental or physical health.

But a more detailed analysis of the survey responses of visible minority prisoners reveals a more complex picture: of parallel worlds within and between different minority groups, ages and genders. On two key indicators, safety and respect, the responses of black and Asian prisoners differed. Safety was the predominant concern for Asian prisoners. A significant proportion across all types of prison – between a third and a half – said they had felt unsafe, and this was particularly high among women and young adults. They were more likely than any other group to say that they had been bullied on racial grounds by other prisoners: a significant finding, in the light of the Mubarek inquiry. Overall, respect was the predominant issue for black prisoners: in all types of prison they were much less likely than Asian prisoners to say that most staff treated them with respect – although adult black prisoners also expressed significant concerns about safety. Among young prisoners, this divergence between black and Asian prisoners was most marked. Young black prisoners overall felt safer than any other racial group, but much less respected by staff: young Asian prisoners, and in particular young adults (18-21) felt much less safe than black prisoners, but more likely to be treated with respect.

A more positive finding was that black and Asian prisoners were significantly more likely than white prisoners to value the education and training they received in prison (and more likely to participate in it). This was particularly strong among young black men.

These findings on safety, respect and activities are important, in terms of prisons discharging their duty of care towards different groups of prisoners, and ensuring that they build on opportunities for rehabilitation.

The report goes on to examine the systems and processes that are in place to promote race equality in prisons. It finds that management information is often unreliable. Ethnic monitoring is too often inaccurate, and is not disaggregated, to show the differential experiences of different minority groups, or aggregated, to reveal trends over time where small numbers are involved. It can therefore give false reassurance. Equally importantly, its results are not regularly and publicly communicated to prisoners and staff. The Prison Service's qualitative audit tool, Measuring the Quality of Prison Life, provides an overall 'dimension mean' for racial equality that is likely to be over-optimistic, as it conflates the views of minority ethnic and white prisoners about racial equality and the treatment of minority ethnic prisoners. Nor can management systems always be relied on: only half the race relations management teams were assessed as effective. Prisoner representatives, a critical part of the communication strategy, may be unclear about their role and under-used.

Leadership and training are critical elements in breaking down the different perceptions and experiences that we describe. Around a quarter of governors were negative about the CRE report and were unsure how to progress race equality in their prison. Yet staff, and particularly visible minority staff, were looking to them for evidence of commitment in this area. It is noticeable that in most of the prisons where we found good practice – listed in Chapter 7 – there was visible and robust support from senior managers, and race and diversity were prioritised within the prison.

We have serious concerns about the training now available both for governors, and for the staff who need to implement change. All staff referred to a need for more training. Yet specific in-service race awareness training is no longer provided: there is no mandatory training, and the optional half-day diversity training module may not focus specifically on race. Without a specific and mandatory focus on race awareness, the most difficult and critical aspect of diversity, it is unlikely that managers, staff or prisoners will be sufficiently equipped to break down the walls between the parallel worlds we describe here. Indeed, our findings could be incorporated into any such training and discussion.

Race is a challenging and complex issue for any service; it is also one whose parameters are continually changing, as our findings on young prisoners, and Asian prisoners, show. It therefore requires continued and focused attention: there are no quick fixes, by way of processes, structures or targets alone. This report provides new insights for those managing and seeking to improve race equality in prisons as well as pointing to areas that need development if this is to be tackled effectively.

1 Background

1.1 This exercise has been carried out as a review rather than an inspection. Prisons are not identified except where they exemplify good practice, and nothing said to us as evidence has been attributed to anyone by name. We have analysed survey material from 5,500 prisoners of all racial groups, and broken this down by ethnicity and type of prison. In addition, we have consulted with white and visible minority staff, managers, governors and prisoners from visible minorities in 18 prisons, to explore their opinions about race relations in prisons and the possible barriers to progress. Finally, we have examined the tools for change – monitoring, complaints, staffing and management structures – to assess their effectiveness. As we did not want to cut across the existing Prison Service/CRE action plan with a list of recommendations that require another action plan, we have instead identified areas of concern for the Prison Service and CRE to focus on when they decide their priorities for the coming year.

1.2 Our target prisoners were any persons likely to experience racism or racial discrimination in prison because of their skin colour and we use the term 'visible minorities' for these prisoners throughout the report. Given the array of different sources of difference we focused our attention exclusively on colour as the defining difference of our target group, as our database of prisoner surveys indicates that these prisoners report different experiences from white prisoners of minority ethnic origin. This is also consistent with the views of the then Chief Executive of the National Offender Management Service (NOMS) who stressed that colour remains the most salient indicator of racial difference.

'In my view the default option for racism remains colour'[1]

1.3 Where we have analysed the experience of black, Asian and mixed race prisoners separately we have used these terms to distinguish between these subgroups. We have examined the experiences of men, women, young offenders and juveniles, though we have excluded girls from visible minorities because their small numbers make generalisations problematic[2]. In addition, we have spoken to officers and managers from white and other ethnic groups, race relations liaison officers (RRLOs) and governing governors.

1.4 For the purposes of this report we use the term 'race relations' to encompass all aspects of interaction in which race is a factor, including the occurrence or otherwise of discrimination or harassment, use of racist language, racist bullying, or positive steps to improve the relations between people of different racial groups.

1.5 Our inspection surveys are a major source of information about prisoners' experiences. Prior to inspection, researchers carry out a confidential and anonymous survey of individual prisoners, asking about key areas that bear on our four healthy prison tests:

- prisoners, even the most vulnerable, are held safely
- prisoners are treated with respect for their human dignity
- prisoners are able, and expected, to engage in activity that is likely to benefit them
- prisoners are prepared for their release into the community and helped to reduce the likelihood of reoffending.

1.6 Between 20% and 100% of prisoners in each unit of the prison are sampled, depending on the number of prisoners in the unit. Prisoners identify their ethnicity by means of the 15+1 classification system introduced in the UK 2001 census[3], and now in common use. The

1 Speech given by Martin Narey to the Race Action Net Conference, October 2003.

2 Only 84 girls were surveyed in this period.

3 See Appendix I.

survey forms part of the evidence for the inspection, but also contributes to a shared database of prisoner experiences.

1.7 The survey asks only two direct questions about prisoners' direct experiences of racism, concerning whether or not they have been victimised on the grounds of race by staff or prisoners. However, for the purposes of this review, in addition to these findings, we report the differential responses of racial groups to 36 other key questions asked of all prisoners about their prison experiences. The results for these key questions for different prisoner groupings are included in Appendices 5 to 12. The results derive from data collected between April 2003 and October 2004 from about 5,500 prisoners. A table providing the details of this sample and the prisons surveyed is provided in Appendix II.

1.8 A third of the visible minority prisoners in this sample were also of foreign nationality, and often experienced additional difficulties because of cultural and language barriers. They were not excluded, however, as to do so would have ignored the experiences of a significant proportion of prisoners who might experience double jeopardy because of their skin colour and their nationality. But white foreign nationals have been excluded by the decision to concentrate on visible minorities. We acknowledge, however, that white minority ethnic prisoners may experience discrimination because of their cultural difference. The particular needs and experiences of foreign nationals as a group will be examined in a specific thematic review next year.

1.9 In addition to the survey material, 265 prisoners from visible minorities were consulted by means of randomly selected focus groups held in 18 prisons between July and November 2004. We also spoke to 173 visible minority and white staff, both men and women, by means of structured interviews. White and visible minority staff were asked the same questions about provision for visible minority prisoners, as we were interested to measure their differential perceptions. Visible minority staff were also asked about their personal experiences of racism, if any. Both sets of findings are reported in Chapter 2. Race relations liaison officers (RRLOs) and governing governors were also interviewed in the 18 fieldwork prisons, and this data was supplemented by a national survey of all governing governors and RRLOs. In each fieldwork prison we examined the racist incident log and a sample of up to 20 racist incident reporting forms, the last six sets of race relations management team minutes and ethnic monitoring reports, and spoke to prisoners who were diversity representatives. Details of the methodology are provided in Appendix IV.

2 Key findings

Key findings: prisoners

2.1 From surveys in all prisons, prisoners from visible minorities reported poorer experiences than white prisoners across all four healthy prison areas: they felt less safe and respected, and they reported poorer access to the regime and to people and facilities that would assist with their resettlement. The exception to this was that more visible minorities than white prisoners believed that their education and skills training would help them on release. However, these overall results mask some significant differences between different visible minorities and different prisoner populations.

2.2 An important finding from the survey results was that, for most Asian prisoners, the key issue was safety, while for most black prisoners, especially young prisoners, the key issue was respect.

- All visible minorities, in all types of prison, were less likely than white prisoners to say that most staff treated them with respect
- This finding was particularly strong for black prisoners across all prison types: men, women and young offenders
- Over a third of Asian prisoners, in all prison types, said that they had felt unsafe: this was even higher among women and young adults
- Young black men were less likely to say they had felt unsafe than their Asian or white peers; but adult black men were the most likely of any racial group to say that they had at some time felt unsafe

2.3 Unsurprisingly, surveys as a whole showed that more visible minority than white prisoners said that they had been victimised by staff or prisoners on the grounds of race. However, the source of victimisation differed for black and Asian prisoners. Black prisoners were more likely to claim victimisation by staff; while Asian prisoners, in all types of prison, were the most likely to claim victimisation by other prisoners.

2.4 In only a third of focus groups was it the predominant view among visible minority prisoners that their needs were met fully or in part. In half the groups, the predominant view was that they were not. Comments, particularly in adult groups, were overwhelmingly negative. Criticism was stronger in prisons with lower proportions of prisoners from visible minorities. Although numbers in these sub-groups were relatively small, women's focus groups were the most negative, and young prisoner groups, particularly juveniles, the most positive: raising the importance of cultural, as well as racial issues.

2.5 When prisoners in focus groups were asked how racism manifested itself in their prisons, they related it primarily to access to the prison regime, and to the way staff treated and spoke to them.

2.6 Only about a third of visible minority prisoners across focus groups knew who the race relations liaison officer (RRLO) was. Approximately three-quarters said they would use the racist complaints system, though two-thirds of them said that they would only do so as a last resort. Prisoner representatives were in general an under-used resource.

Key findings: staff

2.7 White staff had a more positive view of race in the prisons than their visible minority colleagues. Seventy-nine per cent of white staff, compared to 54% of visible minority staff, believed that the needs of visible minority prisoners were fully met; and no white staff believed that these needs were not met, though 17% of their visible minority colleagues took that view. White staff were also unaware of the extent to which visible minority staff felt discriminated against. Fewer white staff than their visible minority colleagues were aware of the CRE findings and, of those who were aware of them, only 25%, compared to 76% of visible minority staff, thought that these findings applied to their prison. White staff saw racism predominantly in relation to the behaviour of prisoners, while visible minority staff related it to the behaviour of both prisoners and other staff.

2.8 Visible minority staff were less sure than white staff that they knew what the governor expected of them in terms of progressing race equality. Many said that they had experienced subtle racism from colleagues, and some expressed concerns about promotion. Where they were unsure about senior managers' commitment to race equality, they were reluctant to make these concerns known, and were reluctant to use the racist incident complaints procedure if their complaints concerned colleagues. Nevertheless, 79% of visible minority staff, compared with 70% of white staff, believed that some progress had been made in race relations in prisons, particularly for prisoners; though visible minority staff were also more likely than white staff to believe that things had got worse (10% to 6%).

2.9 Training and leadership were key issues for both white and black staff. Many white staff did not believe they were adequately trained to understand the complexities of race. This is of serious concern now that mandatory in-service race awareness training has been replaced by optional diversity training, which may not even focus on race. Both white and visible minority staff who expressed frustration with the slow rate of progress linked this to the absence of visible leadership and support from senior managers.

2.10 There was a 'management view', shared by white RRLOs and governors, which contrasted starkly with the views of visible minority prisoners, particularly with regard to the fairness of the regime. This management view was generally most positive about progress made, while conceding that further progress was needed, in terms of recruiting visible minority staff and improving cultural understanding. RRLOs also expressed a need for more training and for opportunities to share good practice and develop mutual support with other RRLOs.

2.11 About a quarter of responses from governing governors were negative about the CRE findings, doubting that that they should be generalised to all prisons, and they were unsure how to take race equality forward. This raised questions as to whether they had the necessary understanding and commitment to maintain the momentum for change. Where governors did take a lead, and diversity managers were of sufficient seniority and experience, this made a significant difference.

Key findings: health

2.12 In surveys, black and Asian prisoners were significantly less positive about the quality of healthcare than white or mixed race prisoners.

2.13 It was not possible to discern from clinical records whether black and minority ethnic prisoners were receiving the specific health interventions they may have required, as in the majority of cases ethnicity was not recorded.

2.14 We were often told by nursing staff that a patient's ethnicity was not relevant as all patients were treated in the same way, betraying a lack of appreciation of the importance of recognising diverse needs.

2.15 There was a similar lack of information relating to mental health, which was a significant omission given widely reported concerns about the over-representation of visible minority patients in mental health settings, and the current National Institute of Mental Health in England (NIMHE) strategy for improving mental health services to black and minority ethnic prisoners.

Key findings: tools for change

2.16 Race relations management teams were assessed by us as effective in less than half of the fieldwork establishments visited. Meetings were often irregular, and the minutes showed that breadth of representation, levels of attendance and continuity of business were poor, which suggested that race relations was not a management priority. Some prisons had engaged successfully with outside community groups.

2.17 Ethnic monitoring had the potential to provide important information, but had done so over the preceding six months in only seven of the 18 establishments visited, due to a lack of range setting analysis, some inherent deficiencies in the way the computer program worked and the quality of the data inputted. Results of monitoring were not widely publicised to prisoners and staff.

2.18 The race equality measure produced within Measuring of the Quality of Prison Life (MQPL) assessments is likely to be an unreliable indicator of the state of race relations, as it includes assessments by white prisoners of the experience of prisoners from visible minorities. The differentiated answers of white and minority ethnic prisoners to a range of other questions provide a more accurate indicator.

2.19 From our sample of completed racist incident complaints, the highest proportion was prisoner on prisoner, followed by complaints about discriminatory regime decisions, and the two most common outcomes were that no action was taken or that the prisoner was advised or disciplined. Complaints against prisoners were more often upheld than were complaints against staff.

2.20 In two prisons where the number of complaints was high, a differentiated approach had been adopted between those concerning prisoners and those concerning staff, which had the potential to dovetail with the Violence Reduction Strategy and to become good practice.

2.21 We were not convinced that NOMS was meeting its general duty as a public authority to promote good race relations in its dealings with prisoners and staff in relation to contractually-managed establishments or contracted-out functions. Nor were we satisfied that open prisons were paying specific attention to this when prisoners in their custody worked for outside employers.

3 The world of prisoners

3.1 In this chapter we examine visible minority prisoners' experiences from surveys and focus groups.

3.2 The findings from surveys refer to an analysis by ethnicity of 38 key questions from routine surveys carried out in the context of prison inspection. They contrast the experiences of white prisoners with those from visible minorities in 67 prison establishments holding adult men and women, young adults and juveniles. The findings that are reported are those that have achieved statistical significance. Overall findings for all visible minorities are followed by a more detailed examination of the different experiences of men, women, juveniles and young adults; and of black, Asian and mixed race prisoners.

3.3 The focus groups, made up of randomly selected visible minority prisoners, were designed to explore in more detail the perceptions and experiences of these prisoners, to seek further qualitative information in addition to the quantitative information provided in the surveys. The findings from surveys and focus groups are reported separately for each group of prisoners, and detail of the methodology for both is included in Appendix IV.

3.4 Overall, **in surveys**, prisoners from visible minorities overwhelmingly reported more negative experiences and perceptions of prison life than did white prisoners. This was consistent across all four healthy prison areas: they felt less safe, less respected, and they reported poorer access to the regime and to people and facilities that would assist with their resettlement. The only common exception to this was that more visible minority than white prisoners believed that education and skills training would help them on release. Only two of the 38 questions were race-specific; and in answer to those questions, about 14% of visible minority prisoners claimed to have been victimised by staff on the grounds of race and 11% claimed they had been victimised by other prisoners on the grounds of race (see Tables 1 and 2).

3.5 In only a third of **focus groups** of visible minority prisoners was there a predominant view that their needs were met, either fully or in part. However, prisoners from visible minorities generally acknowledged that progress had been made, particularly in provision for different faiths and in the inclusion of ethnic products in the prison shop. Overall though, criticism far outweighed positive comments: 87% of comments from visible minority prisoners were negative, and the predominant view in half of the groups was that their needs were not met. When asked how racism was manifested in their establishment, prisoners were particularly vociferous about discriminatory treatment by staff (33% of all comments), and the extent to which they felt disadvantaged in terms of access to the regime (35% of all comments). Those in young offender institutions were the most positive about their needs being met (67%), with women being the most critical (13%); though the number of prisoners in each of these specific categories in the focus groups was not large.

Adult men

Survey findings

3.6 In surveys[4], **black adult men** reported the most negative experiences of all visible minorities. In half of the key questions they reported worse experiences than either Asian or mixed race men and they were more negative than Asian men in another 18%. The key areas of dissatisfaction were showers, the slow response of staff to cell call bells, the quality of

4 See Appendices V and VIII.

healthcare and the food, the resolution of complaints, the fairness of the incentives and earned privileges (IEP) scheme, lack of respect from staff and low levels of contact with personal officers. In particular, significantly more black men than Asian or mixed race men reported that they had experienced racist victimisation by staff and that they had felt unsafe. In contrast, more black men than Asian or mixed race men reported that their vocational or skills training or education would help them on release.

3.7 In surveys, **Asian men** were less unhappy about their relationships with staff. They were most positive of all visible minority prisoners about their treatment by escort staff, the response of staff to cell call bells, their treatment under the IEP scheme and the resolution of complaints. More Asian men reported that they had completed an induction course, met their personal officer in the first week, and found him or her helpful. More Asian than black men (but not mixed race men) also reported that most staff treated them with respect, and fewer reported ever feeling unsafe. More were satisfied with healthcare, the prison shop and the food and more reported getting regular association, exercise and visits. Although less positive than black men about their vocational training or education, they were more positive than mixed race men. Interestingly, they were more positive than any other racial group about offending behaviour programmes and as positive as white men that they had done something in prison that would make it less likely that they would reoffend. Although fewer Asian men reported racist victimisation by staff (see above), slightly more reported racist bullying by other prisoners (see Appendix VIII and Tables 1 and 2).

3.8 In surveys, **mixed race** men reported better experiences than either black or Asian men in a third of the key questions, and worse in just five (13%). They were most positive about their property arriving with them, their treatment in reception, access to their solicitor, to showers, the library, gym and visits and being able to spend more than 10 hours out of their cell on a weekday. They were the most positive of visible minority men about the food. In terms of relationships with staff, they were the most likely to report that most staff treated them with respect and the least likely to report ever being in segregation. More mixed race than Asian men, but fewer than black men, reported racist victimisation by staff, and they reported the lowest level of racist bullying by other prisoners. In contrast, they were the least positive about offending behaviour programmes, education or skills training and the least likely to report that they had done anything in prison that would make it less likely that they would reoffend on release.

Focus group findings

3.9 In focus groups, we asked visible minority prisoners about their general needs, experiences of racism, if any, whether they knew who the RRLO was, whether they knew how to make a racist incident complaint, and their assessment of progress towards racial equality. Twenty groups were held in a range of adult establishments. Of these, the predominant view in about a third (30%) was that their needs as visible minority prisoners were met or partly met, but in half the predominant view was that they were not. Groups in local prisons and open prisons tended to be more positive than those held in training prisons and the high security estate. Progress was acknowledged by some in terms of toiletries and skin care products in the prison shop, provision for Muslim prayers, a more culturally diverse menu and events to celebrate diversity, but overall negative comments far outweighed the positive.

3.10 In groups, the most frequently cited area of discontent was the regime, where men felt they were discriminated against in terms of categorisation, allocation to the better jobs, IEP schemes, disciplinary systems, segregation, access to early release on home detention curfew and release on temporary licence. Food was also a big concern. Although some groups said that improvements had been made to the menu, there were still concerns about limited choice, particularly for black Caribbean prisoners and those requiring halal meat. Numerous

negative comments were also made about religious provision and a general lack of respect for different religious beliefs. Some prisoners complained about lack of access to an imam, as well as the quality of provision they received from him. Although progress was acknowledged in terms of the products available in the prison shop, there was also criticism of the prices charged and the lack of choice. A lack of culturally specific toiletries was mentioned by many prisoners, and in one prison an example was given of the lack of greeting cards for festivals other than Christian ones. Low numbers of black and minority ethnic staff and a consequent lack of cultural understanding were widely referred to as barriers to progress. Criticism was stronger in prisons with lower proportions of visible minority prisoners.

3.11 When asked how racism manifested itself, adult men confined their comments to staff. Although they were able to give examples of racist language, they emphasised that most staff knew they should not use racist names. They spoke at length, however, of other forms of racism: 'They treat you different, but in ways they can get away with', and of being disadvantaged by the regime. Some black men felt that white staff interpreted their cultural behaviour as threatening and were more comfortable with and responsive to white men. They described being treated differently in the way they were spoken to, searched or 'put behind their doors'; the length of time they waited for valued jobs or enhanced status; where they were seated in the visits room; and the way their visitors were treated. They described being told to come back later or to put in an application when they asked for things that they saw white prisoners receiving straight away.

3.12 We record below some of the examples of differential treatment that those prisoners said they had observed or experienced.

- *'A black prisoner was sent back to the wing to change before being allowed his legal visit when a white prisoner was allowed his visit in a track suit'*
- *'Black and Asian prisoners have to make applications to get things whereas white prisoners do not'*
- *'White staff let white prisoners out of their cells more'*
- *'White prisoners get to move wings easier'*
- *'Black prisoners get warnings for no reason and if you speak up for yourself they hate it'*
- *'White staff take the mickey out of black and Asian names, e.g. when officers call a prisoner called Mr. Singh they go "la, la, la"'*
- *'Because I'm Palestinian the officers accuse me of being a terrorist. When they open my door, they call me "Jihad" and I don't like it'*
- *'One officer said G wing is becoming planet of the apes'*

3.13 We also spoke to diversity representatives during fieldwork visits when they could be located. Often the list of representatives was out of date and the individuals who had held the role and whose pictures were displayed had moved on. Those we were able to interview were exclusively from adult male establishments, so their perspective is reported here.

3.14 Being a prisoner race or diversity representative is undoubtedly a difficult role for a prisoner, requiring them to bridge the different worlds of staff, prisoners and managers. Their effectiveness also depends on the extent to which staff facilitate their role. There was no standard job description, training or rate of pay for the job, and there was wide variation in how they operated and the degree to which they felt effective and valued. The selection of representatives may also be determined by staff. In one prison, a black prisoner had been elected as representative by his peers, but another black prisoner, nicknamed 'chalkie' by his peers because of his perceived identification with staff, was being unlocked to attend race

relations management team meetings. Conversely, in other establishments where the representatives were championed and supported by the RRLO or diversity manager, the role was being used more positively.

Good practice

At The Mount, the full-time diversity manager had daily contact with the diversity representatives, who were managed by her. A prisoner constitution provided guidelines for their role.

3.15 Prisoner representatives spoke more freely of prisoner on prisoner racism and gave examples where they had resolved issues informally without any staff involvement. For some, this was their preferred way of operating, only drawing the matter to the attention of staff or raising a formal complaint when they could not deal with it themselves. It was clear that in some establishments prisoner diversity representatives were operating as a hidden resource that was not fully appreciated, and that intelligence about race relations on the ground was being missed.

Women

Survey findings

3.16 From surveys[5], women from visible minorities were significantly more positive than men in their responses to just over half (55%) of the key survey questions. However, women prisoners in general, whatever their ethnicity, tend to respond to our surveys more positively than male prisoners. Also foreign national women, of whom there are proportionately more in women's than men's prisons, tend to be more positive than British women. Even so, in surveys, women from visible minorities were less happy than their male counterparts with the timely response of staff to cell call bells, access to outside exercise, victimisation by other prisoners and the prison shop.

3.17 In comparison with white women, women from visible minorities were less positive in 19 out of 38 (50%) key areas of prison life, but more positive in eight areas. More visible minority women reported feeling unsafe, fewer reported being treated with respect by prison staff and more reported feeling unfairly treated in terms of complaints and the IEP system. But they were more confident than white women that education and skills training would help them on release, and more positive about having done something in prison that would make it less likely that they would reoffend in the future.

3.18 Of the visible minorities, **mixed race women** reported feeling the safest, and Asian women the least safe: they were three times more likely to report being bullied by other prisoners than black or mixed race women. However, like Asian men, Asian women did seem to have more positive relationships with staff and more positive experiences of the regime. More Asian women than black or mixed race women reported that most staff respected them, and no Asian woman in our surveys has ever reported having been segregated or physically restrained by staff[6]. Asian women were also more content than mixed race or black women with the prison shop, healthcare, visits and offending behaviour programmes, and more than twice as likely as any other racial group, including white women, to go to the library every week. Many more agreed that they had done something in prison that would reduce the likelihood of their reoffending, but they were the least likely of all women to say that the food in prison was good. Asian women were a minority in the prisoner survey sample, in focus groups, and

5 See Appendices VII and X.

6 Note that the size of our sample of Asian women was small, see Appendix III.

potentially most significantly, in prisons, where their needs were likely to be less obvious than those of black women.

3.19 More **black and mixed race women** than Asian women reported that they had experienced being segregated, and they were less satisfied with the range of products available in the prison shop, and less likely to agree that their offending behaviour programme would help them on release. They were considerably less likely than Asian women to agree that most staff treated them with respect, that any vocational skills training they were doing in prison would help them on release, or that they got the visits they were entitled to. Black women were the least positive of all visible minorities about healthcare provision and staff response to cell call bells. They were also the least likely to agree that complaints were sorted out fairly, that they had association more than five times a week, or that they had done anything in prison (except their time in education) that would reduce the likelihood of reoffending on release. However, more black women than any other racial group reported being on the enhanced level of the IEP scheme.

3.20 **Mixed race women** were the most positive of all visible minorities about reception and induction in prison, being able to shower every day and about staff responding to cell call bells, and were the least likely to report feeling victimised by other women or staff. More mixed race women agreed that their job or substance misuse programme would help them on release, and reported that they spent more than 10 hours out of their cell on a weekday. Overall, women prisoners were not very positive about their relationships with personal officers, but mixed race women were the most positive of all visible minority women.

Focus group findings

3.21 Despite these relatively positive survey findings, in focus groups, women from visible minorities were very critical of the extent to which their needs were overlooked, and vociferous about discrimination from staff. The predominant view in only one of the eight prisoner groups held in women's establishments was that their needs were met, either fully or in part. They were unhappy with the food, healthcare, the high cost and lack of choice in black hair and beauty products for purchase, and the prohibitive cost of international phone calls. In one prison, black women complained that the induction pack contained no shampoo for black hair and no afro-comb, and that there were no black women working in the prison hair salon who could plait or 'relax' black hair.

3.22 Some Afro-Caribbean women felt misunderstood by white staff who, they believed, were threatened by the noise they made and disliked their music. They felt that white women had better relationships with staff as they were culturally more similar, and that this went against them in several ways. In particular, black women said they often only approached staff when something was wrong, and by that stage they were at 'boiling point'. This contributed to a view that they were aggressive, and they felt they were more often placed on 'bully watch' than white women. They claimed that white women were allowed to talk to officers in a way that black prisoners would be put on report for. We were told that you would be treated well 'if your face fits, your hair flicks and you have blue eyes'.

3.23 Examples of differential treatment that women in the groups claimed to have observed were:

- *'White women are allowed to bring things in from visits or home leave that black women are not'*
- *'On visits a black woman prisoner was told by an officer that touching was not allowed when she hugged her family but the same thing was not said to other tables of white visitors'*

- *'One black woman prisoner had been at the top of the waiting list for a single cell for some time and new white arrivals to the prison had been allocated single accommodation ahead of her'*

Juveniles

Survey findings

3.24 In surveys[7], juveniles from visible minorities reported worse experiences than white juveniles in terms of their treatment in reception and access to showers, telephones and exercise. Fewer were satisfied with the food, healthcare or the range of products in the prison shop. Fewer reported meeting their personal officers in the first week, and more reported being insulted, assaulted or restrained by staff. Fewer were positive about the education provided, though more took part than white juveniles, and they were as likely as white juveniles to believe that this was helping them. Similarly, more visible minority juveniles reported being involved in learning a skill or trade.

3.25 However, there were important variations between different racial groups. **Asian juveniles** appeared to be more positive about the regime and to enjoy better relationships with staff, but poorer relationships with other juveniles. More young Asian prisoners than any other racial group reported attending education, religious services, learning a skill or trade, going out on exercise or receiving a visit, and they were as satisfied as white juveniles with the quality of healthcare. More Asian young prisoners than any other group, including white juveniles, reported being on the enhanced level of the IEP scheme and being helped by their personal officers. They also reported fewer 'nickings' (disciplinary charges) and less segregation than any other racial group. However, in terms of their relationships with other prisoners, twice as many as any other racial group reported being taunted through the windows when they arrived and being picked on by other prisoners because of their ethnicity (see Table 2).

3.26 In contrast, of all visible minorities, **black juveniles** were the least positive about the regime and their relationships with staff, but the least negative about their relationships with other prisoners. Fewer reported being on the enhanced level of the IEP scheme, getting regular association, having had a visit or learning a skill or trade. More reported being picked on or insulted by staff, or being 'nicked', restrained or placed in segregation than any other racial group, but fewer reported being called at through the windows or being bullied by other prisoners on the grounds of race.

Focus group findings

3.27 In the two juvenile establishments visited, young people's views in focus groups were widely disparate. The predominant view in three of the four groups was that their needs were partly met. In one establishment they were less preoccupied with racism than with a general culture gap between staff and prisoners, and were concerned about Albanian and Romanian young people for this reason. They claimed they experienced more racism out of prison than they did inside, though they did refer to what they termed 'sneaky racism', in which staff showed favouritism for white young people in terms of the rewards scheme. The young people in the second establishment were less positive and said they had observed the following examples of discriminatory treatment:

- *'Staff choose any name they like for a black person'*
- *'Staff turn the lights off to punish black lads'*
- *'Black lads can't get their hair cut as they like as there is no black hairdresser'*

7 See Appendices XI and XII.

Young adults

Survey findings

3.28 In surveys[8], young adult prisoners from visible minorities were significantly more positive than their adult counterparts in 33 of 38 key questions (87%), which suggests that racism was less of an issue for young visible minority prisoners than for adults. However, in comparison with white young adult prisoners, they were still more negative about their treatment in response to 24 of the 38 key questions (63%). Young adults from visible minorities were significantly less likely than young adult white prisoners to report being treated well by escort staff or in reception. Fewer reported receiving showers, exercise, telephones and visits, contact with personal officers and a timely response to cell call bells. They were also the least positive about healthcare.

3.29 A similar pattern in relation to safety and respect emerged for black and Asian young adults as that observed among juveniles. Fewer **young adult black prisoners** than Asian young adults agreed that most staff treated them with respect or that they were treated fairly in terms of making complaints or the IEP scheme. They were also the least likely to report getting regular association and to agree that the job they had would help them on release. However, fewer young adult black prisoners said that they had been restrained, significantly fewer said that they had ever felt unsafe, and none reported racist bullying from peers. In contrast, more **young adult Asian prisoners** reported being treated fairly in terms of the IEP scheme and the complaints system, though more said that they had been restrained or segregated. Far more Asian than black young adult prisoners said that they had felt unsafe, and that they had been the victims of bullying, particularly racist bullying, both by other prisoners and by staff.

Focus group findings

3.30 Two of the six focus groups with young adult prisoners from visible minorities reported that their needs were met fully or in part, with one group undecided. Complaints concerned the poor variety of food reflecting their cultural tastes, the limited range of suitable and affordable products in the prison shop and poor facilities for Muslim prayers. They complained of discrimination in terms of access to the better jobs and the higher levels of the IEP scheme. But they were also concerned, like juvenile visible minority prisoners, with the plight of Eastern European prisoners, and they spoke of culture as well as race being a major barrier between themselves and staff. Where visible minority prisoners from cities were displaced to remote rural prisons where the local community was almost exclusively white, the culture gap was sharply focused. In fieldwork one prisoner said that the staff 'do not know how to speak to black prisoners. They don't know the words to use'.

3.31 Examples of differential treatment that young adult prisoners said they had observed were:

- *'When two prisoners got into a fight in the gym, the officer made the black prisoner go back to the unit while allowing the white boy to remain'*
- *'One black prisoner mentioned that he had asked to see a Listener, but that the officer had said that he was "not the type" to be on a suicide watch and did not allow it'*
- *'Black prisoners are watched more closely on visits because of stereotyped expectations that they will bring in drugs'*

8 See Appendices VI and IX.

Prison cultures

3.32 The perceptions of prisoners from different racial groups in different types of prison suggest that there are a number of influences on race relations. These are likely to include age, which may be mediated by the influence of contemporary youth culture; gender, which may be conflated, particularly for women, with the influence of nationality; the ethnic diversity of the staff; and the relative proportions of different minority groups in the prisoner population. The part of the country where the prison is situated and the minority ethnic mix of the local community from which staff are recruited are also likely to be significant. Both staff and prisoners in prisons situated in rural areas commented on an urban–rural divide.

3.33 To clarify the influences of age, gender and ethnicity in prisons of different types, two questions from our survey[9], concerning victimisation by staff and by prisoners on the grounds of race, were examined in more detail. Victimisation is defined in the questionnaire as insult or assault. The results are presented below for all racial groups, including white prisoners. Table 1 presents the survey findings for the question concerning victimisation by staff, and Table 2 for the question concerning prisoners.

Table 1. The proportions of prisoners in different racial groups claiming to have been victimised by staff on the grounds of race in establishments of different types

	'Has a member of staff victimised you here on the grounds of race?'				
%	Juvenile	YOs	Women	Adult men	All prisons*
White	3	1	1	2	2
Black	21	9	7	19	17
Mixed race	2	8	5	14	12
Asian	13	27	11	10	11
All minorities	14	12	6	15	14

* excluding juvenile data

Commentary, Table 1

More prisoners from visible minorities (14%) than white prisoners (2%) said they had been victimised by staff on the grounds of race.

Fewer visible minority women (6%) than other visible minority prisoners (14%) said they had been victimised by staff on the grounds of race.

Three times more young adult Asian prisoners (27%) than young adult black prisoners (9%) said they had been victimised by staff on the grounds of race.

Among black prisoners, more juveniles (21%) and adult men (19%) than young adult men (9%) or women (7%) said they had been victimised by staff on the grounds of race.

9 See Appendix III

Table 2. The proportions of prisoners in different racial groups claiming to have been victimised by another prisoner on the grounds of race in establishments of different types

	'Has another prisoner or groups of prisoners victimised you here on the grounds of race?'				
%	Juvenile	YOs	Women	Adult men	All prisons*
White	8	2	1	2	2
Black	8	0	14	12	11
Mixed race	6	7	7	8	8
Asian	15	12	37	13	14
All minorities	8	7	13	11	11

* excluding juvenile data

Commentary, Table 2

More prisoners from visible minorities (11%) than white prisoners (2%) said they had been bullied by other prisoners on the grounds of race.

In contrast to claims of racist victimisation by staff, women were more likely to claim that they had experienced racist bullying by other prisoners (13%) than juveniles (8%), young adult prisoners (7%) or men (11%).

Among young prisoners, no black young adults said they had been bullied on the grounds of race by other prisoners; and white juveniles were as likely to claim this as were black juveniles.

More Asian prisoners in every age group and type of establishment said they had been bullied on the grounds of race by other prisoners, rising to 37% of Asian women.

3.34 These detailed examinations of survey results indicate the additional vulnerability of Asian prisoners to racist bullying. In all kinds of prisons, they are the group most likely to claim that they have been victimised on the grounds of race by other prisoners. This confirms the findings in the CRE report[10] in relation to Asian prisoners' experience of violence in prisons:

> *'...the group which reports as being the least likely of all to have been in hospital as a result of a fight outside prison, the Asian group, is also the one most likely to report being assaulted in prison. ...these are long term patterns which, so far as statistics or research reports are available, appear to have been largely in place ever since a significant number of black and Asian prisoners began to appear in Welsh and English prisons in the 1970s'.*

3.35 Despite survey findings indicating that, overall, visible minority prisoners experienced racism from both staff and prisoners at about the same rate, prisoners in focus groups made no mention of racism from other prisoners. This may be because they were reluctant to be openly critical of their peers in this situation. Asian prisoners in particular, who were the most likely in the survey to report victimisation by other prisoners, were in a minority within focus groups and may well have been reluctant to express this in an open group.

3.36 The survey results for young adult black prisoners appeared to be out of synchronisation with other age groups. They reported no racist bullying from other prisoners at all, and less racist victimisation by staff than either adult men or juveniles, despite providing many examples of discriminatory treatment by staff in focus groups. We concluded that the issue for young adult black prisoners might be one of lack of respect rather than lack of safety. This was confirmed when we examined in detail the survey responses to questions that directly concerned safety and respect.

10 *A Formal Investigation by the Commission for Racial Equality into HM Prison Service of England and Wales, Part 1: The Murder of Zahid Mubarek in Feltham Young Offenders Institution and Remand Centre in March 2000.* December 2003.

Table 3. The proportions of prisoners who answered yes to the following questions:

%	Do most staff treat you with respect?				Have you ever felt unsafe in this prison?			
	Juvenile	YOs	Women	Adult men	Juvenile	YOs	Women	Adult men
White	74	70	75	73	35	32	30	30
Black	56	53	62	60	27	18	38	39
Mixed race	52	68	60	68	16	32	25	35
Asian	72	61	68	64	33	52	45	34

3.37 This detailed examination also indicated that the reverse was true for Asian prisoners, who were more likely to feel unsafe than black prisoners, in all except adult male establishments; but were also more likely to feel respectfully treated in all establishments. The finding that in general black prisoners felt safer than Asian prisoners, but believed that they were treated with less respect by staff therefore appears to be fairly robust. However, it should be noted that black adult prisoners were more likely than all other racial groups to report both a lack of respect and feelings of being unsafe.

3.38 The pattern of feeling disrespected yet safe is strongest for younger black prisoners, and may reflect the strength of a contemporary black youth culture that affords both confidence and protection in a prison environment. It is noteworthy that in juvenile prisons, white young people were more likely to report feeling unsafe than any of their visible minority counterparts, and in young adult prisons were almost twice as likely to report feeling unsafe as black young adults. Asian prisoners do not seem to enjoy the same level of protection from their own racial group, and are a particular target for racist name-calling, and taunting through windows, in juvenile establishments; in one such establishment a number of racist incident complaints concerned the use of the racist term "paki" by other young prisoners. In young adult establishments, over half of young Asian prisoners reported having felt unsafe at some time.

Summary

3.39 In surveys overall, prisoners from visible minorities in all prisons believed they were discriminated against in terms of the regime, were treated with less respect and felt less safe than white prisoners. In focus groups, criticism far outweighed positive comments, with many visible minority prisoners, particularly adults, complaining of racism from staff and discriminatory treatment. Criticism was strongest in prisons with lower proportions of prisoners from visible minorities. Young adult prisoners from visible minorities were the most positive, and women the least positive, despite the latter returning more favourable survey results.

3.40 A number of influences on race relations were identified, including racial group, nationality, the size of the minority ethnic prisoner population, the urban–rural divide, age and gender. Generally, more visible minority prisoners than white reported racist victimisation by staff and other prisoners, though this was not the case for juveniles, or for all young adults. Asian prisoners reported better access to the regime, better relationships with staff, but more racist bullying by other prisoners than any other visible minority group. Prisoner diversity representatives were in general an under-used resource.

3.41 Fewer black and mixed race prisoners reported feeling respected by staff, but more reported feeling safe. For Asian prisoners it was the reverse, with more reporting feeling respected by staff, but fewer reporting feeling safe: over half the Asian young adults surveyed said they had felt unsafe. This pattern applied to juveniles, young men, and women prisoners, though black adult men were more likely than all other racial groups to report both disrespect from staff and feelings of being unsafe. Negative feelings of disrespect and positive feelings about safety were strongest among young adult black prisoners.

4 The world of staff

4.1 In this chapter we look at white and visible minority staff and managers' perspectives. The evidence is derived, for governors and race relations liaison officers (RRLOs), from national questionnaires, supplemented by interviews in fieldwork prisons, and for other staff from individual interviews alone. We contrast the views of visible minority and white staff and assess governors' level of understanding of and commitment to the race equality agenda.

4.2 The 173 staff interviewed were two-thirds white, 15% black, 8% Asian and 6% of mixed race. They were from the following grades of staff:

Officers	58%
Senior/Principal officers	8%
Managers/governor grades	10%
Healthcare	12%
Industrial grades	4%
Administration	3%
Education staff	3%

4.3 Overall, officers were the most confident that the needs of visible minority prisoners were met, followed by middle managers, RRLOs and lastly governors. However, white staff were far more likely to believe this than were visible minority staff. Almost a fifth (18%) of visible minority staff interviewed believed that the needs of visible minority prisoners were not met, whereas no white staff of any grade expressed such a view. Table 4 shows the responses of different grades of staff to the question of whether the needs of visible minority prisoners were met, split between visible minority and white staff. It shows a higher level of confidence in this aspect of racial equality among white staff of all grades than among visible minority staff in the same grades.

Table 4. The proportions of staff who answered 'yes' to the question: Do you believe that the needs of visible minority prisoners are met?, from interviews and/or questionnaires

%	Visible minority staff	White staff
Officers	54	79
Middle managers	46	50
RRLOs	27	45
Governing governors	NA	40

NB: only two of the RRLOs interviewed were from a visible minority

4.4 Both white and visible minority staff were positive about the provision of ministers and services for different faiths and the celebration of non-Christian religious festivals, and made few negative comments at all in this area. In other areas there were both positive comments about progress made and negative comments about more needing to be done, with white staff making more positive comments (80%) than visible minority staff (54%).

4.5 Whereas prisoners more readily attributed racism to staff, staff identified racism in the behaviour and attitudes of both their colleagues and prisoners. However, in interviews, visible

minority staff were more likely to attribute racism to their colleagues and white staff were more likely to attribute racism to prisoners. In this respect the perceptions of visible minority staff were more consistent with the perceptions of visible minority prisoners.

Table 5: The proportions of white and visible minority staff interviewed who referred to staff and prisoner racism in interview

%	White staff	VM staff
Staff racism	26	57
Prisoner racism	53	12

The experiences of visible minority staff

4.6 Visible minority staff commented, as did white staff, on a general lack of understanding of cultural differences and the existence of racist staff. They also spoke of racism from prisoners, and were more likely to have the confidence to complain about this than racism from colleagues. Racism from prisoners was generally described in minimising ways: 'I get the odd silly comment from prisoners' 'a bit of name calling, but nothing serious'. Racism from their colleagues, however, had an altogether different impact. Most agreed, like prisoners, that racism was rarely 'in your face', though a few disclosed some shocking experiences of racism from colleagues and managers. The following example shows how, even after robust action from prison managers, such complaints can result in a vicious circle of resentment and further isolation.

Case study

Mr A is an officer of mixed race working in a predominantly white area, who had never previously thought of himself as being 'different' from white people. As far as he knew, his almost exclusively white colleagues also thought of him as being white English. These perceptions changed when he was verbally abused by a white officer who used the term; 'Paki bastard'; and said to him: 'Get a shop like the rest of the twats'. He said he was in shock and didn't understand what had just happened and why. He was new to the job and did not want to draw attention to himself by making a formal complaint. Consequently, he challenged the perpetrator himself the next day, but the latter did not accept that he was in the wrong. He then took the matter to the RRLO for advice. He in turn took the matter straight to the governor, who immediately suspended the officer and initiated an investigation that led ultimately to the perpetrator's dismissal.

Some friends of the dismissed officer felt that he had 'overreacted' and started malicious gossip. Another officer was subsequently disciplined by the governor, given a written warning and compulsorily transferred to prevent any further victimisation. Although other officers were very supportive of the victim, he felt ostracised and found it difficult to go to work. He had no idea how to handle racism and said that racists were 'like worms in the wood': he never knew where they were and where they came from. Despite support from managers and other staff, two years later the repercussions were still being felt and this officer was isolated, depressed and anxious. He had tried to keep a low profile and blend in but felt this incident had led to him being 'tortured' for those years. He added that 'if this was a boxing match this would be the 280th round and there is little fight left in me'.

4.7 But this type of extreme experience was isolated. Visible minority staff most commonly complained about more subtle racism from colleagues. These are examples of what they said they had experienced or observed:

- *'When talking to people, even though they're very careful, sometimes they slip up, letting out built-in beliefs which they don't class as racism'*
- *'People are scared of saying the wrong thing so they say nothing'*
- *'Jokes and offensive comments by staff are usually prefixed with the comment "I'm not racist, but …"'*
- *'Racism manifests in things like quick glances, you think you're getting on with people but not really'*
- *'I applied for leave at a certain time and was told I could not have it, yet my white colleague applied a few days later and was given the exact same time I asked for'*
- *'Where evening duties are concerned, white staff tend to get evenings off, compared to black staff'*
- *'Black staff get the dirty jobs like working outside on exercise duty in the winter and stay indoors during the summer. Blacks also get more search duty'*

4.8 In these circumstances being a minority ethnic member of staff is a difficult role. Prisoners from minority ethnic groups who believe that white staff favour white prisoners might logically expect black staff to do the same for them, and visible minority staff confirmed that some minority ethnic prisoners did approach them more readily than white staff. In these circumstances some visible minority staff were loath to alienate their white colleagues whose support they needed, and took a tough line with visible minority prisoners for this reason. Some tried to pursue issues raised, avoiding trigger words such as 'discrimination' or 'racism', and others took a particular interest in visible minority prisoners' needs despite the consequences. At interview, 31% of visible minority staff said they dealt differently with black and Asian prisoners, another 31% said they did partly, and 37% said they responded no differently to visible minority prisoners. They made the following comments:

- *'I don't like the word racism. I don't see black or white'*
- *'You have to be careful when using the word "discrimination". You have to say unequal treatment'*
- *'I try and get the prisoners not to use the word "racism", because officers switch off when they hear that word. They stop listening. It's best to resolve things informally'*
- *'My problems are not with the inmates, but with staff only. They see me talking to black inmates and they see it as a problem'*

4.9 Visible minority staff in some fieldwork prisons also described difficulties in getting the experience, training and encouragement necessary to achieve promotion. One visible minority officer complained that he had been in post for 10 years and had still not received his first aid training. It was continually cancelled for 'operational' reasons. Another who had been working as assistant RRLO for some time would have liked to apply for the job of RRLO, but it was not advertised, and another white officer was appointed over her. These are examples of the perceptions of visible minority staff:

- *'If you're not in the clique, you don't hear about these things. In terms of promotion - no black staff have ever been promoted into a managerial position here'*
- *'People get promoted according to friendships outside. BME officers don't want promotion because they feel they will be targeted on trumped up charges and get dismissed. There seems to be a history of this'*
- *'I've not been encouraged to go for promotion, my contemporaries who joined the civil service at the same time have much more senior positions because they've gone elsewhere and had promotion'*

- *'Why should I put myself in the limelight when I could earn the same money as an SO by doing overtime and also having less stress?'*
- *'I got the senior officer post and it was reported to me that they were all saying that I only got the job because I'm black – they thought I got the job because of my colour, and not ability. It made me so angry, I challenged them about it, but they denied saying it'*

4.10 Recruitment, attrition and performance are now all monitored by the Prison Service. They indicate that the number of black and minority ethnic (BME) staff in post is increasing: by 123 in 2004 and 100 in 2005, though it remains below target. However, the number of BME staff in middle and senior management grades has remained relatively static. As a consequence of the monitoring exercise, positive action programmes are being developed for operational staff, together with briefings for BME prospective officer candidates. This is to be welcomed.

4.11 Just over a third of visible minority staff interviewed indicated that they had raised a racist incident complaint. Of the 19 complaints, the greatest proportion (42%) concerned prisoners acting in a racist way towards them. A further 16% were raised on behalf of prisoners complaining about racism from other prisoners and a further 16% concerned racist behaviour towards them from colleagues or managers. This last figure was despite a general reluctance expressed in interview to trust that the system would deal with such complaints robustly. These were typical comments:

- *'I do not have confidence in the system. I would prefer to deal with things myself if necessary'*
- *'I believe that management would not waste their ink on me. They wouldn't know how to deal with a racist incident complaint about staff, but would with inmates. I have seen many complaints made against staff but no one is dismissed'*
- *'I would not fill one in as I have no confidence that it would be looked at objectively and I feel that it would backfire on me if I did'*

4.12 Almost two thirds (60%) of visible minority staff were aware of the CRE report, and most of these (76%) thought that the findings were relevant to their establishment. Most (79%) visible minority staff also believed that progress had been made, though more so for prisoners than for them, and they were frustrated by the slow pace of change. They were aware that racial equality involved a redistribution of power, and that they could only assist with change if they were supported from the top, but some visible minority staff were doubtful of senior manager's commitment to improving race relations within the prison. One visible minority officer stated he felt disempowered by: 'management's inability to deal with racist situations' and another noted that: '99% of those with power are white and they don't want change'. Another said that racism from managers: 'can boil down to shift patterns and a lack of evidence of anything being done when a racial complaint has been filed'.

4.13 Visible minority staff relied on their governor and senior managers to give a strong lead, and were less positive in establishments where this was absent. One RRLO commented 'not many governors have joined RESPECT[11] as associate members, what does that say?' Where staff believed that race relations was not a main priority in their establishment, they were reluctant to be open about their concerns and perceptions.

4.14 The issues that were most likely to be the subject of positive comment by visible minority staff were management commitment where it was evident, the role of the governing governor

11 A Prison Service organisation to provide support for black and minority ethnic members of staff.

where this signalled support for racial equality, the introduction of diversity teams and the existence of the RESPECT organisation.

The perspective of white staff

4.15 White staff made little comment about racism among staff, but spoke instead about prisoner behaviour. They saw their job mainly as one of policing racial tension among prisoners, protecting their visible minority colleagues from prisoner abuse and protecting themselves from false accusations of racism. They understood that visible minority prisoners should have fair and equal access to the regime, which they were in general confident they had, and be able to practise their faith, which they were confident they could. They were much more confident than visible minority staff that the needs of visible minority prisoners were met: 79% (compared to 54% visible minority staff) believed those needs were fully met, and none (compared to 17%) believed that they were not met.

4.16 White staff were positive about improvements in cultural awareness in general and the increased profile of RRLOs. They also commented on the visibility of policies and photo-boards and the existence of the race relations management team (RRMT). However, some spoke candidly of their fear of saying or doing the wrong thing and felt their training had not equipped them with the knowledge they needed to get this right. They were confused about the concept of diversity. One senior officer asked whether it was 'a smokescreen or an umbrella', and observed that their diversity training had not helped them in practical terms to manage race relations.

4.17 On inspections we find that the proportion of staff who are trained in race relations has progressively dropped from a high three years ago, when a day a year for every officer was mandatory. Now training is optional and consists of a half-day covering the different diversity strands, so staff undergo diversity training that may make no mention of race relations. Levels of awareness and confidence are therefore falling. There was a widespread wish expressed by white staff in this review for more knowledge about different religions and cultures, and in our view this has now become a major training need for staff.

4.18 There was both confusion and resistance to the concept of institutional racism. There is no doubt that many white staff felt undermined by it, wrongly believing that it meant that they must be racist by virtue of the fact that they worked in prisons. The following comments were made by staff during interview:

- *'All the PEI and C&R instructors in this prison are white, yet black prisoners tend to be the ones who experience C&R. I expect it's the same up and down the country'*
- *'White staff do not realise what it [institutional racism] is, but when you ask them to describe what happens, they describe all the components of it'*

And by way of example:

- *'There are no minority ethnic cleaners on E wing – there's no discrimination there – it's just the culture of prisoners passing jobs on to their mates'*

4.19 There was also some cynicism about race relations on the part of white staff and some fatigue with a subject that always cast them in the role of the 'bad guys'. There was a sense that white staff were being victimised by the race relations agenda and had to defend themselves against false accusations of racism by visible minority prisoners. Some white staff identified 'political correctness' as a barrier to progress, and were aware that they should not use certain words or phrases but were not entirely sure why. One trades officer said 'for some reason I don't understand we can't have banter with prisoners'. It was also the case that in

some instances, where colleagues had been dismissed for racial misconduct, this had left a residue of anxiety and resentment among their white colleagues.

4.20 There was some limited evidence of a cynical subversion of the race relations agenda in terms of a small number of staff being misrepresented as visible minority, for statistical reporting purposes, when they were in fact white. This came to our notice when we asked for computer printouts of visible minority staff for interview purposes, and in three establishments found people on the list who were not from a minority ethnic group. We received various explanations for this apparent misidentification, but one white member of staff candidly admitted:

- *'I was asked to change ethnic code by a senior manager in a previous prison because it would help in promotion, and it would look good. It also provides protection against complaints to be seen as a minority ethnic person'*

It is of course also the case that prisons have targets to achieve in terms of the proportion of their staff who come from a minority ethnic group.

4.21 When asked about the CRE findings, about half (48%) the white staff interviewed knew about them, but only 25% of these thought that the findings applied to their establishment. This contrasted with the views of visible minority staff, of whom 60% knew of the findings and 76% thought they were relevant (see above). Most (70%) white staff believed that progress had been made, with 24% believing that things had stayed the same and 6% claiming they had got worse. The views of visible minority staff were more polarised: with 79% believing that progress had been made, 10% believing they had stayed the same and another 10% believing they had got worse.

4.22 About a third of white staff indicated on interview that they had raised a racist incident complaint. This was around the same percentage as visible minority staff, but the categories of complaint differed (see 4.11). Of the 39 complaints, the largest proportion (46%) were concerned with white staff protecting themselves against an accusation of racism by a minority ethnic prisoner. A further 23% were completed on behalf of a prisoner complaining about racism from another prisoner, and 5% alleged racist behaviour by a prisoner towards them as an officer. The comments below confirm that the system was viewed differently by white staff than by visible minority staff. The great majority of complaints from the latter were to protect themselves against racist language or behaviour by prisoners or colleagues; white staff, by contrast, were most likely to use them to protect themselves from allegations of racism by prisoners. However, a significant proportion of staff in both groups had used the system to assist prisoners to make complaints about racist treatment.

4.23 In reply to the question asking whether they had raised a racist incident reporting form (RIRF) the following comments were made:

- *'I don't know how to put one in or what happens to it either ... actually I have no idea where the forms are either'*
- *'You have got no choice, you have to defend yourself'*
- *'I have no faith in the system. Officers are suspended at the drop of a hat without evidence, and long unfair investigations take place'*

4.24 There was a remarkable lack of insight on the part of some white staff into the perspective of staff and prisoners from minority ethnic groups, consistent with our paradigm of parallel worlds. In particular, there was little awareness on the part of some staff that visible minority staff might feel in any way disadvantaged in relation to them. This was raised in only one of

the 18 prisons, where one white member of staff in a prison where there were no visible minority staff in any managerial roles said that he had heard that it was difficult for black staff to get promotion, but that this may have been because they did not want it. However, there was also a sense in which more junior white staff were frustrated and embarrassed by some of the attitudes of their more senior colleagues. They too were looking for a strong and visible management lead.

- *'No matter how much you may want to do what you think will make things better, you learn very quickly not to go against those who manage you'*

4.25 Some individual staff could, however, make a difference. We came across one particularly impressive scheme set up, on his own initiative, by a white physical education officer with 14 years' experience, who had a passion for racial equality forged through his interest in sport. He had brought the thinking behind the 'Kick Racism out of Football' initiative into his prison.

Good practice

A physical education officer in Glen Parva YOI had capitalised on the interest young people had for sport and had started a shared staff and prisoner Parva Against Racism (PAR) movement. It was an action-based initiative that contrasted starkly with the bureaucratic requirements of the Prison Service Order. PAR was launched in July 2004 with the aim of raising awareness of racism among staff and prisoners. By bringing staff and prisoners together in shared activities with outside bodies it aimed to build understanding and bridges between these various parallel worlds.

Staff and prisoners signed up to a Parva Against Racism charter. Two debates had been run on 'racism in sport' and 'racism in the news', attended by both staff and prisoners, and workshops had been run in prejudice reduction, music, poetry and six-a-side football with outside bodies such as the National Coalition Building Institute, the Afro-Caribbean Centre and Street League, which worked with socially excluded young people. The Searchlight organisation was providing 'Signs of Hate' training for staff and was seeking funding from the Leicester Racial Equality Council for a mentoring project.

Race relations liaison officers (RRLOs)

4.26 RRLOs in every establishment were sent a questionnaire and those in the 18 establishments visited were interviewed. Of the total sample, two thirds were senior or principal officers, 21% officers and 9% governor grades. The vast majority (80%) were white, with 9% black, 3% Asian and 2% of mixed race. Visible minority RRLOs were mainly senior officers, with fewer being officers and managers than were white RRLOs.

Table 6a. The ethnicity of RRLOs

%	RRLOs
White	80
Black	9
Asian	3
Mixed	2
Other	1
Unknown	5

Table 6b. RRLOs' grade by ethnicity

%	White	Visible minorities
Officer	21	13
Senior officer	33	47
Principal officer	30	27
Manager/governor	13	7
Admin	3	0

4.27 It is important first to commend the high level of commitment we found among RRLOs. Almost exclusively they were working very hard, with limited resources and often in isolation, to meet a range of bureaucratic obligations under a complex set of prison orders and instructions. The amount of time they were granted varied from the minimum eight hours to full time, but the amount of time they could have devoted to this area of work was infinite. Although in some prisons other staff had been given the nominal title of assistant RRLO, in practice they were able to provide little support. It was rare to find that race relations had progressed to the point where it was 'mainstreamed', so RRLOs continued to carry the mantle of race relations effectively alone, with the background support of a race relations management team (RRMT). The role was a lonely and difficult one that on occasions placed them in opposition to their peers. Moreover, many RRLO posts had been commuted into diversity manager posts and responsibilities had expanded to include foreign nationals and disabled prisoners, together with the new task of carrying out impact assessments. Some of these post-holders told us that their additional duties were detracting from the attention they were able to give race relations and thus jeopardising the progress achieved.

4.28 From the national questionnaire, the views of RRLOs were closest to those of white staff, though they were generally more informed. RRLOs were overwhelmingly positive about the progress that had taken place in their prisons, with 45% believing that the needs of visible minority prisoners were met in full. Their two greatest areas of concern were the lack of provision for foreign nationals and the lack of understanding about race and culture among staff. Only half of all RRLOs (48%) said they were consulted on new policies or involved in impact assessments, though these tasks were both relatively new. Most had attended RRLO training (84%) and diversity training (80%), though fewer had attended investigation training (48%) and RRMT training (43%).

4.29 There were some differences in the questionnaire responses of visible minority and white RRLOs, though the numbers of visible minority RRLOs were relatively small, so these findings need to be treated with some caution. Visible minority RRLOs were less optimistic than their white counterparts, with only 27% believing that the needs of visible minority prisoners were fully met. White RRLOs (74%) were more likely to know about the CRE findings of unlawful discrimination in the Prison Service than were visible minority RRLOs (43%). Of those who knew about the findings, all visible minority RRLOs but only two-thirds of white RRLOs believed they applied to their prison. Most white RRLOs (92%) but only 57% of visible minority RRLOs claimed they understood what was required of them in terms of promoting racial equality. There were no differences in grade between visible minority and white RRLOs that might account for these different levels of knowledge.

4.30 From the questionnaire, areas of progress were identified as:

- regular RRMT meetings
- more support and resources for the RRLO
- a higher profile for race relations in the establishment

- increased understanding of race and culture among staff and prisoners
- black and foreign national prisoner support groups
- the involvement of prisoners in diversity meetings
- the investigation of complaints
- being consulted about the impact of new policies.

Good practice

In HMP Kirkham the diversity manager had organised visits for white staff to the local mosque and the local synagogue to help raise awareness of different faiths. There had also been a staff trip to a luncheon club for elderly Asian and Caribbean people.

4.31 Unfortunately, prisoners in focus groups did not share RRLOs' optimism about the degree of progress. It is important to stress that the views garnered in focus groups were from a random selection of prisoners from visible minorities. We were careful not to speak exclusively to prisoner diversity representatives as a pilot study indicated that they had a different perspective that came from a greater involvement in the management of race relations and a personal stake in the prison's race relations strategy. We were concerned to ensure that the views of the end-users of the service, visible minority prisoners themselves, were properly taken into account. Of the randomly selected prisoners from visible minorities in our focus groups, only a third said they knew who the RRLO was and many did not know who the prisoner diversity representatives were. Knowledge was lowest in young offender and women's establishments. The following table displays the contrasting views of RRLOs and prisoners in focus groups about the main issues raised.

Table 7. The number of positive and negative comments made by prisoners in focus groups and RRLOs in surveys and interview about the main issues raised

	Prisoners: focus groups		**RRLO: surveys & interview**	
	+ve	-ve	+ve	-ve
Regime	6	78	51	18
Food	9	72	36	1
Faith provision	11	43	40	8
Prison shop	15	41	25	6
Staffing issues	0	27	2	11
Prisoners' involvement	0	6	41	6

4.32 Prisoners from visible minorities had some positive comments to make about most of the areas the RRLOs were positive about, with the exception of staffing issues and the involvement of prisoners, but they also made many more negative comments. Prisoners were considerably more critical than RRLOs about the regime, food, provision for different faiths and the prison shop. RRLOs were more positive about the involvement of prisoners than were prisoners themselves, but as already mentioned, many of these randomly selected prisoners knew little about the role of prisoners as diversity representatives.

4.33 By means of interviews and questionnaires, RRLOs were asked what would assist them to better meet the needs of visible minority prisoners and the results are displayed in Table 8. RRLOs in establishments with smaller proportions of visible minority staff were more likely to mention that more minority ethnic staff and better training were required.

Table 8. Percentage of white and visible minority RRLOs who identified the following as assisting them to meet visible minority prisoners' needs

%	White RRLO	VM RRLO
Community group support	64	33
More dedicated time	55	40
More visible minority staff	51	47
Better quality training	34	27
Support from colleagues	33	33
Assistant RRLOs	31	20
Management support	14	20
Greater seniority	9	40

4.34 It is interesting that visible minority and white RRLOs had somewhat different wish lists for what would help them make progress. Both groups identified the need for more visible minority staff and more dedicated time. However, white RRLOs were twice as likely to call for greater community group support; while visible minority RRLOs were much more likely to point to a need for more management support and greater seniority.

4.35 When asked to describe how racism was manifested in their prison, RRLOs' views as a whole were closest to those of white staff. They cited prisoner on prisoner racism, prisoner on staff racism, unfounded allegations of racism and prisoner graffiti. They also mentioned staff issues, however, in terms of inappropriate language, verbal racism, and a general lack of understanding of race and culture. RRLOs in establishments with higher proportions of visible minority prisoners and those in establishments with higher proportions of visible minority staff made significantly fewer negative comments about both staff and prisoner racism, suggesting that both these factors contributed positively to race relations.

4.36 When asked to describe what got in the way of progress, RRLOs cited staff attitude, low numbers of visible minority staff, lack of understanding of race/culture on the part of prisoners and staff, and a dislike of change. They also identified, in connection with staff, a lack of allocated time and competing priorities, and in connection with prisoners, attitude and unfounded racist incident complaints. Some said that there was a lack of central drive from Prison Service headquarters. RRLOs wanted to be able to attend conferences or seminars of their own where they could share good practice and provide mutual support. It was suggested in particular that a meeting in advance of black history month would stimulate new ideas and support those who felt isolated with their responsibilities. This seemed potentially to be a very useful idea.

Governors

4.37 All governing governors were sent a questionnaire, except for those in fieldwork prisons, who were interviewed in person. Of the 118 questionnaires sent out, there were no responses from 7 prisons. In 33 others they were passed to the RRLO for a response and these responses were analysed as part of the RRLO responses above. Of the remaining 78 completed questionnaires, 26 (23%) were passed on to deputy governors or other governor grades to complete, while the remainder were completed by the governing governor him or herself. In addition, 17 governing governors in fieldwork prisons were interviewed, asking essentially the same questions. Where governing governors' views are reported, these are taken from the 78 questionnaires and 17 interviews.

4.38 Governors' views, as represented in the questionnaires and interviews, were very close to RRLOs' views and different from visible minority prisoners' views. Virtually all (99%) those interviewed or surveyed felt that the needs of BME prisoners were at least partly met in their establishment, with 75% of all comments emphasising positive aspects of their prison. The area of most positive comment was access to and the fairness of the regime. Given the confirmation that was often provided by ethnic monitoring and MQPL data (see Chapter 6) this was a logical assumption, but this was also the area that concerned prisoners from visible minorities the most. The following table duplicates Table 7 above but adds the views of governors from questionnaires and interviews.

Table 9. Number of positive and negative comments made in groups, surveys and interviews

	Prisoners: focus groups		RRLOs: Interviews and survey		Governors: Interviews and survey	
	+ve	-ve	+ve	-ve	+ve	-ve
Regime	6	78	51	18	61	33
Food	9	72	36	1	36	5
Faith provision	11	43	40	8	25	10
Prison shop	15	41	25	6	20	13
Staffing issues	0	27	2	11	2	10
Prisoners' involvement	0	6	41	6	48	5

Commentary, Table 9

Governors and RRLOs were most positive about the regime, and prisoners the least positive; though more governors than RRLOs also made negative comments about it.

Governors and RRLOs were also positive about the involvement of prisoners in race relations, while prisoners in focus groups did not mention this.

Governors and RRLOs were significantly more positive about the food, faith provision and the prison shop than were prisoners in focus groups.

Staffing issues was the only area where both governors and RRLOs made more negative comments than positive. These concerned the number of visible minority staff and the levels of cultural awareness among white staff.

4.39 When asked how racism manifested itself in their establishment, the biggest issue for governors was prisoner on prisoner verbal racism, followed by staff issues, including direct racism and lack of cultural understanding. For prisoners, the regime was the most significant issue, but this was only mentioned by a minority of governors. Although we appreciate that knowledge gaps about management initiatives are inevitable between managers and prisoners, gaps that show different beliefs about outcomes are less inevitable, and potentially destructive if not carefully managed.

4.40 The questionnaire comments from governors about the CRE findings were mainly that they were justified, increased awareness and contributed to the elimination of discrimination. However, a quarter of their comments (26%) were critical, suggesting that the results should not be generalised and were not applicable to all prisons. A quarter were also only partly sure what was expected of them in terms of implementing the CRE/HMPS joint action plan

'Implementing Race Equality in Prisons', though most were able to point to specific action that was being taken, mainly by means of a local action plan. The director of a private prison was waiting for a new Prison Service Order before making any changes.

4.41 In terms of the levels of awareness of race equality among staff, just over half of governing governors (56%) estimated this to be 'medium', 39% 'high' and 3% 'low'. Those who thought that awareness was low pointed to the remote geographical location of the prison, low numbers of visible minority staff and prisoners, inadequate training, and race relations being a low staff priority. Overall, the majority of comments (72%) were positive about staff awareness, citing good training, understanding and communication as factors.

4.42 Most governors (87%) felt that there had been improvements in race relations in the previous five years. These were identified as:

- increased time for RRLO duties, including in some establishments a dedicated diversity manager
- the existence of the staff support organisation RESPECT
- increased confidence and proactivity of the senior management team
- support groups for minority ethnic prisoners and foreign nationals
- prisoner involvement in race relations meetings.

4.43 Barriers to progress were identified as:

- lack of staff time
- staff and prisoner attitudes
- dislike of change
- lack of financial support
- competing priorities
- the lack of understanding about race and cultures
- the high turnover of prisoners.

4.44 One governor believed that the wider emphasis on diversity had detracted from race, and another pointed out that provision for foreign nationals detracted from diversity managers' limited resources.

4.45 Governors are in a potentially very powerful position to bring about change through personal example, and the purpose of surveying and interviewing them was to assess the extent to which they were providing personal leadership. In our view about half those interviewed appreciated this and were providing it, but others were less engaged, and one or two said that staff did not prioritise this area when, in our view it was the governors' responsibility to identify areas of priority. These findings are important. From our interviews with minority ethnic staff, some were watching senior managers closely to gauge their likely level of support if they were to raise matters of concern, and where individuals had been dismissed for racial misconduct this had sent a powerful message to all staff.

4.46 Our assessment of the degree of disparity between the experiences of staff, prisoners and managers points to the importance of dialogue and communication in building an understanding and appreciation of the perspective of different groups. This does not require increased resources so much as an understanding of where and how to deploy those that already exist, and a will to do so. The role of governors here is clearly pivotal.

Summary

4.47 There was considerable variation in views between white and visible minority officers. White staff were generally satisfied about the extent to which the needs of visible minority prisoners were met, and unaware of the extent to which visible minority staff felt discriminated against. Visible minority staff were more likely to attribute racism to their colleagues, and white staff were more likely to attribute racism to prisoners. In this respect the perceptions of visible minority staff were more consistent with the perceptions of visible minority prisoners. White staff were also less aware of the CRE findings than their visible minority colleagues, and less likely to believe they applied to their prison. White staff felt to some extent victimised by the race equality agenda and viewed the racist incident complaints system as a means of defending themselves against false accusations of racism. In contrast visible minority staff viewed the system as a safeguard against racism, though they doubted its efficacy when they, rather than prisoners, were the victims.

4.48 Visible minority officers were less confident than their white colleagues that the needs of visible minority prisoners were met, or that they knew what the governor wanted of them; many did, however, believe that progress had been made. They also raised concerns about subtle racism from colleagues, and, in some prisons, that they lacked the experience, training and support needed for promotion. Overall, they were sceptical of senior managers' commitment to racial equality.

4.49 RRLOs showed a high level of commitment, but many felt they lacked time and support, and some were concerned that the wider diversity agenda was detracting from race relations. White RRLOs' views were closest to those of governors and constituted a 'management view' that was generally positive about progress but recognised that there was further distance to be travelled in terms of achieving greater numbers of visible minority staff and increased levels of cultural understanding. Visible minority RRLOs were less sure that the needs of visible minority prisoners were met, less confident that they understood what was required of them, and were more likely to point to the need for greater management support and greater seniority.

4.50 There was a large gap between prisoners' views and those of management, and the biggest area of disparity concerned the fairness of the regime. Governors were the most likely of any group to believe that progress was being made. About half of the governing governors spoken to in interviews prioritised race relations and showed strong personal leadership, but about a quarter doubted whether the CRE findings were generally applicable, and were unsure how to take the race equality agenda forward.

5. Healthcare

5.1 In this chapter we examine the extent to which prison healthcare departments are providing a racially aware health service that assesses and meets individual needs.

Background

5.2 The Patient's Charter (1992)[12] has as its first standard that 'the privacy, dignity and religious and cultural beliefs of individuals should be respected'. More recently the Future Organisation of Prison Healthcare 1999[13] has reiterated the Government's commitment to providing a health service to prisoners equivalent to that in the wider community.

5.3 There have been many studies that have recognised that black and minority ethnic populations are disadvantaged in terms of healthcare, access to services, morbidity and mortality[14]. The Health Development Agency (2000)[15] in its study of older groups drew attention to the differing needs of minority ethnic patients for whom ill-health increases from the age of 30, and the increasing number of older minority ethnic adults[16]. Yet the NHS had not been, until the mid-1990s, required to collect information about patients' ethnic origins. In 2002, only 22 out of 35 annual public health reports from health authorities and primary care trusts serving conurbations with large visible minority populations referred to the special health needs of this group[17]. All of this is relevant for prisons that hold a disproportionate number of black and minority ethnic people[18] and an increasing proportion of older prisoners.

5.4 Black and minority ethnic people are particularly susceptible to chronic illnesses such as coronary heart disease, chronic renal disease and diabetes, and suffer from diseases such as sickle cell disease and thallasaemia that are specific to their racial groups. The Department of Health National Service Frameworks make various mention of black and minority ethnic groups in relation to the management of these diseases that we would expect to be implemented in prisons.

Physical health

Coronary heart disease

5.5 The British Heart Foundation (BHF) estimates that the prevalence of angina is 5.3% in the male general population of the UK but 9.9% among Bangladeshi men and 1.7% among black Caribbeans. There are similar disparities for other cardio-vascular conditions. The prevalence of heart attacks in men is estimated as 0.6% in black Caribbeans, 4% in Indians, 7.1% in Bangladeshis and 4.2% in the general male population[19].

12 The Patient's Charter. Department of Health April 1992

13 Department of Health. Future Organisation of Prison Health

14 Baker D et al. Inequalities in morbidity and consulting behaviour for socially vulnerable groups. *British Journal of General Practice*, February 2002: 52 (475): 124-30

15 Cooper et al, *Ethnicity, Health and Health Behaviour: a study of older age groups*. NHS Health Development Agency 2000

16 Cooper et al, *Ethnicity, Health and Health Behaviour: a study of older age groups*. NHS Health Development Agency 2000

17 Memon. Mental health issues in ethnic minorities: awareness and action. *Journal of the Royal Society of Medicine*, June 2002: 95 (6) 293-295

18 Hall, D., Elliman, D., *Health for all children* Oxford University Press 2003

19 http://www.heartstats.org. Prevalence of cardiovascular conditions by sex and ethnicity.

Diabetes

5.6 The National Service Framework for Diabetes[20] recognised that the burden of diabetes falls disproportionately on members of minority ethnic groups and is particularly prevalent among south Asians. It particularly comments that black and minority ethnic groups require skills for the self-management of the condition.

Sickle cell disease

5.7 In Britain sickle cell disease is most prevalent among those of African and Caribbean descent. The Sickle Cell Society estimates that 1 in 10-40 have the sickle cell trait and 1 in 60-200 have the disease. There are over 6,000 adults and children in Britain with sickle cell who need regular screening to monitor renal function and who should have infections treated promptly. Screening for the condition is recommended during discussions about sexual health, contraception and prior to conception[21].

Mental health

5.8 Black and minority ethnic groups are as over-represented at every stage in mental health treatment as they are in the criminal justice system, from over-late presentation to mental health services, over-use of the diagnosis of schizophrenia to over-representation in the 'sectioning' and restraint statistics. They are also more likely to be referred to mental health services by the criminal justice system than by GPs or social care services, giving rise to considerable unease that services dominated by a majority culture alternately medicalise and/or criminalise those from minority cultural groups whose behaviour does not conform. A panel member of the Bennett Inquiry (2003) that followed the death under restraint of a black mental health patient stated that:

'in moral and practical terms it is unacceptable that an identifiable group of citizens (black and Asian people) should receive a lesser service than people from the same background as those who run the service'[22]

5.9 In June 2004 the National Institute for Mental Health in England (NIMHE) formed a seminar group to develop a strategy specifically for black and minority ethnic prisoners with mental illness.

Findings

5.10 From surveys, visible minority prisoners were significantly[23] less positive about the overall quality of healthcare than white prisoners, with black and Asian prisoners less positive than white or mixed race prisoners.

20 Department of Health: National Framework for Diabetes. 2001

21 Sickle Cell Society. Website

22 Stone, R. 'From Lawrence to Bennett' *Runneymede's Quarterly Bulletin*, September 2004

23 p=<.05

Table 10. The proportions of prisoners from different racial groups reporting positive views of healthcare

%	'Do you think the overall quality of healthcare in prison is good/very good?'				
	Juvenile	YOs	Women	Adult men	All prisons*
White	51	45	44	38	38
Black	28	33	38	25	27
Mixed race	36	37	56	34	37
Asian	58	28	60	34	34
All minorities	48	33	38	30	32

*excluding juvenile data

5.11 At each establishment visited we spoke to the healthcare manager and asked specific questions about the chronic disease register. We explored the avenues of referral for mental health services and examined the clinical records of the prisoners who were the subjects of our focus groups.

5.12 Of the 18 healthcare managers or their representatives, only half were aware of the proportion of minority ethnic prisoners in their prison, and only 11% held any statistics on ethnicity specific to healthcare. Only at Sudbury open prison did healthcare staff include black and minority ethnic statistics in their health needs assessment, while those at HMYOI Deerbolt recorded ethnicity at reception and as part of the vaccination statistics.

5.13 Just over half (56%) of healthcare centres had a chronic disease register but because the ethnicity of patients was rarely recorded, only 10% could advise on the proportion from ethnic minorities with any form of chronic disease. Although mental health in-reach teams kept a variety of statistics in relation to referral rates for various services and transfers to the NHS, only in HMYOI Deerbolt was it possible to cross-reference this to ethnicity. Potentially good practice existed at Styal women's prison and at HMP Forest Bank where referrals were made to a local Afro-Caribbean mental health partnership. A representative from this group also attended the race relations management meetings at Forest Bank. However, there were no records of the level of referral.

5.14 Obtaining information about ethnicity from the clinical records of those spoken to in focus groups proved extremely difficult. Only 5% of records included a patient's ethnic status during the initial health screen, though a third had a photograph of the prisoner attached to them that gave some clue as to ethnicity. In the remainder of cases there was sometimes a comment somewhere in the records (usually a referral letter) that gave an indication, but this might have been written several months or years after an individual first arrived at prison. Examples included:

- *'This small Philippine lady'*
- *'from India'*

5.15 Because of the poor recording of ethnicity, we were unable to make any assessment of links between substance misuse, smoking, alcohol consumption or mental distress and ethnicity. Only a quarter of records reviewed had any mention of a chronic disease (including sickle cell or thallassaemia). It was therefore impossible to judge whether minority ethnic prisoners suffered from such diseases despite it being likely that some would. Family history was rarely recorded and we found one instance where it was noted that the prisoner's father had diabetes, but the doctor had written 'no family history of note'.

5.16 In a handful of records the absence of mental illness was mentioned. In most there was no mention of mental health at all. Ten per cent contained references to difficulties that might imply a mental health problem, such as a previous suicide attempt, a previous overdose or drug-linked mental health issues, but these numbers were too low to allow any further analysis.

Conclusion

5.17 Our fieldwork has shown that it is not possible, from recorded evidence, for anyone to know whether visible minority prisoners are receiving the specific health interventions that they require. The views of black and Asian prisoners from surveys were less positive than white prisoners, but in the majority of cases their ethnicity was not recorded in their clinical records, so we were not able to investigate further. We were often told by nursing staff that a patient's ethnicity was not relevant as all patients were treated in the same way. This betrays a lack of appreciation of the importance of recognising diverse needs as required by the Nursing and Midwifery Council Code of Professional Conduct[24]. We were particularly concerned to note the lack of information relating to mental health issues, given the current NIMHE strategy for improving mental health services to minority ethnic prisoners.

24 Nursing and Midwifery Council Code of Professional Conduct, June 2002

6 Tools for change

6.1 In this chapter we examine the elements of the Prison Service Order for race relations that are intended to work as tools for change. These are race relations management teams (RRMTs), ethnic monitoring, and racist incident complaints. We also examine the contribution of the Measuring the Quality of Prison Life (MQPL) survey to the area of race equality. We conclude by looking at the level of compliance with the general duty to avoid discrimination and to promote race equality and positive race relations that is incumbent upon the Prison Service as a public authority under the Race Relations Act 1976 (as amended by the Race Relations (Amendment) Act 2000).

Race relations management teams

6.2 In fieldwork sites we looked in detail at the last six sets of RRMT or diversity management team minutes. Each set of minutes was assessed in terms of the following 12 areas of performance:

- Meetings consistently chaired by governor or deputy
- Breadth of representation
- Level of attendance
- Input from outside community group
- Prisoner representation
- Wing staff representation
- Ethnic monitoring used to improve practice
- Racist incident complaints scrutinised
- Action from each meeting followed up in subsequent meetings
- Awareness of the impact of new policies on minority ethnic prisoners
- Separate meetings for diversity representative
- Evidence of the general duty to promote race equality through specific events

6.3 Each RRMT was scored on a simple scale of 0, 1 or 2, so that it was possible to score from 0 to 24 over 12 questions, with 12 representing the mid-point. Only eight prisons from 18 scored above the mid-point. Our overall judgement therefore was that the RRMT was operating as an effective vehicle for progress in under half (44%) of the establishments visited.

6.4 In a third of cases the meetings were held at irregular intervals, but mostly they were monthly or bi-monthly. Governor support, measured by attendance and the quality of lead provided, was judged to be high in 10 of the 18 prisons visited. Breadth of representation was poor in all but two prisons and attendance was equally poor, suggesting that this meeting was not a high priority for six establishments, and a particularly low priority for 10.

6.5 There was significant variation between prisons in terms of who was invited to the meeting. There was some level of involvement from outside community representatives in 10 prisons, but in the other eight they were not invited. Wymott was an example of good practice where reciprocal links existed with the local Race Equality Council (REC), with the RRLO sitting on the committee as a prison representative and a REC member attending the prison management meeting. Wing staff attended RRMT meetings in half of the establishments

visited and prisoner representatives in most (15). In two of the three prisons where prisoners did not attend the management team meeting they met separately, but one juvenile establishment had no input from diversity representatives at all.

6.6 Ethnic monitoring was looked at within RRMT meetings in most (16) establishments, but discussed in any depth in only seven of the 18 sets of minutes scrutinised. From the minutes, the racist incident log was mentioned in the meetings of 15 establishments, but looked at in depth in only one. There was some degree of continuity of business in all the sets of minutes examined, but action was clearly identified and reliably followed up in only two prisons. Some evidence of the importance of monitoring the impact of policies on minority ethnic prisoners and staff was evident in just six prisons, but more (14) were aware of the importance of promoting positive activities to celebrate diversity.

Ethnic monitoring

6.7 Ethnic monitoring in prisons is an important way of checking whether or not there are differential outcomes for different ethnic groups. It uses a range setting formula to interpret whether the proportions of minority ethnic prisoners in any activity are within the range expected for the size of the activity and the size of the visible minority population in the prison. This allows a judgement to be made, with 95% confidence, that prisoners from minority ethnic groups are fairly represented within the activity in question. A traffic light system signals whether the overall representation of visible minorities in any activity is within the range expected. A green light signals no concern, an amber light prompts attention and a red light prompts action.

6.8 Although this system is very useful it has limitations. It can only address outcomes rather than the way things are done, and thereby may miss the areas where, according to prisoners, they often experience racism. Chapter 1 lists a number of examples of ways in which prisoners from visible minorities claimed they experienced discrimination. Few of these areas are currently monitored or are accessible to monitoring. There are, however, areas that could be monitored, or monitored differently. For example, we find on inspections there is little customisation of the ethnic monitoring process to the particular role of the prison, although this is theoretically possible within the computer program. There is also very little monitoring of access to offending behaviour or educational programmes, waiting lists for programmes or transfers, release on temporary licence or resettlement opportunities.

6.9 A further concern is that the formula is not appropriate for small groups and is therefore not valid in many areas that are of interest, such as the proportions subject to report or segregation, or the number granted home detention curfew or release on temporary licence, unless the prison is carrying out these activities on a large scale. However, instead of disallowing the analysis when numbers are small, the computerised software still produces figures and a traffic light signal which are misleading and unhelpful. In these circumstances it is perfectly possible, as we do on inspections, to carry out monitoring checks on aggregated data over time, in order to provide a larger sample for accurate range setting analysis. This requires a curiosity about the outcomes for minority ethnic prisoners on the part of racially-aware managers.

6.10 There is a further danger that ethnic monitoring is treated as a process to be satisfied rather than a means whereby managers inform themselves about the outcomes of decisions, policies and practices; or that prisoners are seen simply as representatives of their ethnic

group rather than people with legitimate individual needs. It was evident from RRMT minutes that some managers were confused as to how to respond to any disproportion in residential accommodation. Some wing staff in interviews were unsure whether they should allow prisoners from the same cultural background, nationality or religion to group together on the same wing. In a similar vein, two racist incident complaint forms in our sample had been raised by staff where, in one case, a prisoner had asked not to share a cell with someone from a different racial group, and in another had asked to be allowed to share with someone of the same racial group. Such requests can be perfectly consistent with respect for difference, but can also reflect overtly racist attitudes, which require challenge. Staff have the difficult task of responding appropriately.

6.11 Finally, and importantly, the range setting process collapses minority ethnic subgroups into one overall visible minority proportion and makes scrutiny of the outcomes for specific minority groups difficult. Although the figures for different racial groups are collected and separate analysis is possible, in none of the prisons visited for the fieldwork had this been done. This is a serious omission in the light of the findings in Chapter 1 which suggest that the experiences of different prisoner groups may be significantly different.

6.12 In five prisons where prisoners from visible minorities were vociferous about the unfairness of the IEP system, we checked the ethnic monitoring figures ourselves. Their lack of accuracy or completeness, or the absence of sufficient information about the size of the racial sub-groups thwarted this examination. Where data was available and complete it suggested that black prisoners were generally over-represented on the basic regime, though as the numbers were generally small this was not a robust finding. For the enhanced level of the regime, white prisoners seemed to be generally under-represented, black prisoners proportionately represented and Asian prisoners over-represented. Further enquiry of our survey database of about 5,500 prisoners indicates that 38% of white and Asian prisoners, 35% of mixed race prisoners and 30% of black prisoners report themselves to be on the enhanced regime. Where the overall proportion was within the expected range but the subgroup representation was of concern there was no indication from the minutes of RRMT meetings that this had been picked up, presumably because the overall figure had received a green light.

6.13 Furthermore, in the recent past several prisons had not been using the range setting procedure at all, which effectively meant that the figures, though collected, had not been subject to any analysis, though by the time of the review it was in place in all the prisons visited. But we still came across reports in which the figures were wildly inaccurate, the range setting formula had been applied incorrectly, or the same percentage had been applied for the proportion of minority ethnic prisoners each month despite the fact that this varied from month to month, sometimes quite considerably. The proportion of sites visited where ethnic monitoring data was accurate over a full six months was seven out of 18, or 39% of establishments.

6.14 This is particularly worrying as the corollary is that, where the data is being used as a basis for equality proofing access to the regime for minority ethnic prisoners, it may have been providing false comfort. Prisoners in focus groups were adamant that there was discrimination in the regime, and a black Independent Monitoring Board member pointed out that the ethnic monitoring statistics in her prison said that work allocation was not discriminatory, although she knew that there were not enough black people in work. This may or may not be the case, but the deficiencies in the current system for ethnic monitoring do not allow us to be sure. It is crucial that RRMTs and governors are able to trust the ethnic monitoring process as a means of informing themselves and prisoners about access to the regime for minority ethnic prisoners.

Measuring the Quality of Prison Life (MQPL)

6.15 A survey of prisoners to measure the quality of prison life (MQPL) is now routinely carried out within the standards and security audits of establishments. The section of the MQPL survey that concerns race equality was scrutinised in those fieldwork establishments where a recent survey was available: 10 prisons out of 18. The MQPL methodology examines the views of 100 prisoners selected at random in groups of 10, where they fill in a questionnaire that asks them to agree or disagree with 12 statements concerning race relations, and take part in a group discussion. An average score for this dimension, among 15 others, is provided on a scale from 1 (representing a negative position) to 5 (representing a positive position). The estate norm for race equality is given as 3.45, where 3 represents a neutral position.

6.16 The statements that prisoners respond to are:

- This prison encourages good race relations
- There is respect for all religious beliefs in this prison
- Racist comments from prisoners are not tolerated by officers
- Race complaints are not taken seriously in this prison
- Minority ethnic prisoners in this prison lose out when it comes to opportunities for courses
- Minority ethnic prisoners in this prison lose out when it comes to work opportunities
- Minority ethnic prisoners are allocated to the worst wings
- Prisoners with foreign nationalities are not treated as well as other prisoners in here
- Black and Asian prisoners are treated unfairly in this prison in comparison with white prisoners
- Prisoners are treated differently based on the region they are from
- When my family and friends visit me in prison, they have come across racist attitudes

6.17 Questionnaires are completed, individually and confidentially, by prisoners in mixed groups of white and minority ethnic prisoners. All are required to make judgements about the experiences of minority ethnic and foreign national prisoners. These judgements, weighted to ensure equal representation of the views of minority ethnic prisoners, are fed into an overall 'dimension mean' for racial equality within the prison. This methodology differs from that which we employ for surveying prisoners in that it asks prisoners to report their perceptions of aspects of race relations in their prison rather than their direct personal experiences. But, more importantly, the overall racial equality mean is of very limited value in determining the state of race relations in the prison, as it is partly made up of white prisoners' views about what black and minority ethnic prisoners are experiencing and how they are being treated. It is noticeable that the overall mean scores on race equality are relatively high: indeed, it is the third highest of all the 16 dimensions of prison life on which MQPL reports. This may elicit a false sense of confidence among prison governors.

6.18 The MQPL reports also contain an analysis, over all the areas of prison life about which prisoners are questioned, of the differential responses of white and black and minority ethnic prisoners. This is likely to be a better indicator of whether there are problems to be addressed, or whether there may be differential treatment.

Racist incident complaints

6.19 Racist incident reporting forms (RIRFs) were generally available alongside confidential complaint boxes on the wings and in other places. However, in some establishments these had either 'run out' or were not replenished regularly, and prisoners sometimes had to request them from staff or fill in an application for one. All the establishments visited had some sort of confidential box for complaints, but in a significant number of cases it was either in view of the office or in a corridor or public area that was not easily accessible. In a few establishments, completed forms had to be handed directly to staff, which was a disincentive to their being used.

6.20 Prisoners were generally informed on induction of the prison's race relations policy, and this was usually mentioned in any induction booklet issued at this time, but the procedure for making a complaint was not always described, nor were the roles of RRLO or diversity representative always explained. Two prisons provided touch screen information points for information in different languages on the wings, which was good practice, as were notice boards and photo-boards. The latter were in place in most establishments, but in some, prisoners said they had only just gone up and in others they displayed outdated information or pictures.

6.21 In nearly two-thirds of focus groups, prisoners from visible minorities said they knew how to go about making a racist incident complaint. In almost three-quarters of groups, prisoners said that they would use the racist incident complaints system, but of those two-thirds said they would only do so as a last resort. Some said this was because forms were not available, some expressed doubts about whether anyone would look at them and others feared a backlash. Some said the process was too long-winded.

6.22 The management of the racist incident complaints system was a significant task for the RRLO in most establishments. In those where over 100 complaints a year were made it dominated the RRLOs' working lives and detracted from other tasks. In The Mount prison the RRMT had just sanctioned a differentiated approach so that prisoner on prisoner complaints could be dealt with by wing managers, freeing up the diversity manager to concentrate on more complex complaints that involved staff. In Huntercombe the RRLO dealt with juvenile on juvenile complaints swiftly, using mediation. He brought the perpetrator and victim together face to face to resolve the problems caused by outbursts or name calling that were linked with emotional immaturity or lack of understanding.

6.23 Both these approaches were consistent with the Prison Service violence reduction strategy that aims to promote a safe and healthy prison environment by dealing with incidents of conflict in a positive and timely manner. They are also examples of how race equality can be mainstreamed to become part of the daily responsibilities of all staff. We support the use of mediation in this context, particularly in juvenile prisons where our surveys indicate that white prisoners are as likely to allege racist bullying as visible minority prisoners. It is important, however, that any conflict that involves a racist element is recorded as a racist incident so that there is an audit trail. It is also important that the status differential between prisoners and staff is not used to put pressure on prisoners to agree to informal resolution when the prisoner might wish to make the matter formal. Discretion is needed.

6.24 In surveys we do not ask specifically about racist incident complaints, but we do ask about general complaints. Overall, visible minority prisoners are less likely than white prisoners to believe that complaints are sorted out fairly. Adults in all racial groups are less content than young men or women with the fairness of the process, and black prisoners, across all establishments, are less happy than any other racial group.

Table 11. Do you think that complaints are sorted out fairly?

%	White	Black	Asian	Mixed race	All visible minorities
YOI	24	16	28	28	22
Adult	20	10	18	16	14
Women	28	20	46	29	23

6.25 All prisons are obliged under the terms of PSO 2800 to maintain a racist incident log, and all the fieldwork prisons did so. Most were handwritten and did not record all the information necessary to facilitate an audit trail or to allow patterns to be discerned. Other prisons were piloting new electronic logs and these were clearly an advance. We examined the complaints log and 20 of the individual complaints made since January 2004, which covered between nine and 11 months of the year. The average number of complaints made in each prison during this period was 56, but this ranged from four at two open establishments to over 100 in two busy London prisons and two YOIs. On average these took 39 days from first being raised to being signed off by the governor, against the Prison Service standard of 14 days for a straightforward complaint and 28 days for one that requires further investigation.

6.26 Within our sample of 330 RIRFs, nine had been withdrawn. It was not possible to tell the final outcome for the entire sample, but complete information was available for 170 RIRFs. These were classified into:

- Prisoner on prisoner ('P on P') for complaints made by a prisoner about another prisoner's behaviour, usually verbal, but including physical abuse and graffiti
- 'Regime discriminatory' for decisions made by staff that went against the prisoner
- Prisoner on staff ('P on S verbal') when staff complained mostly about the prisoner's use of racist language. The alleged perpetrator is a prisoner
- Staff on prisoner ('S on P verbal') when a prisoner complained about what was said by a member of staff. The alleged perpetrator is a member of staff
- 'Staff self-defence' when a member of staff had filed a pre-emptive complaint about being called racist by a prisoner

Table 12: The outcomes of 170 completed racist incident complaints ranked by type of complaint and type of resolution

	P on P	Regime discrim-inatory	P on S verbal	S on P verbal	Staff self-defence	Totals	%*
No action required	8	9	5	5	2	29	17
Prisoner disciplined	7	2	10		2	21	12
Prisoner advised of RR policy	12	2	4		2	20	12
Decision explained to prisoner		15				15	9
Informal resolution	4		1	5	1	11	6
Prisoner warned	8	1		2		11	6
Perpetrator/complainant transferred	3		3	1	3	10	6
Situation to be monitored	7	2	1			10	6
Decision amended		8				8	5
Officer spoken to		4		2	1	7	4
Apology from staff		4		2		6	4
Note on prisoner's file	2		1		2	5	3
Staff training		1		3		4	2
Allegation withdrawn		2		1	1	4	2
Prisoner on anti-bullying watch	4					4	2
Complainant moved for own safety	4					4	2
Officer warned		1				1	1
Totals	59	51	25	21	14	170	
%	35	30	14	12	8		

* as these are rounded up or down they may not add up to exactly 100.

Commentary, Table 11

Most complaints were prisoner on prisoner – though these were often raised by staff on a prisoner's behalf – followed by prisoner complaints about the regime. These two categories accounted for about two thirds of all racist incident complaints in our sample.

The most common outcome (17%) was that it was decided that no action was required.

The next most common outcome (12%) was that the prisoner was disciplined.

14 out of 25 (56%) prisoner on staff complaints (in which a prisoner was accused of racism towards staff) were found against the prisoner.

A prisoner was disciplined, advised of the race relations policy or warned in 41 of a possible 84 (49%) completed cases in which a prisoner was the alleged perpetrator.

7 out of 21 (33%) staff on prisoner complaints were found against the member of staff.

A member of staff was warned in only one of the 72 completed cases in which a member of staff

was the alleged perpetrator. The most common outcome against a member of staff was that s/he was spoken to, required to apologise or to undertake further training in diversity.

5 out of 51 (10%) prisoner complaints about discriminatory regime decisions were found against the prisoner and 18 out of 51 (35%) found against the member of staff. The most common outcome (24 cases or 47%) was either that no action was deemed necessary or the decision was explained to the prisoner.

6.27 It was our view that investigations were generally undertaken conscientiously, but that it was difficult for RRLOs to pursue complaints against staff when they were directed at colleagues or their superiors. It was also difficult for younger white staff in junior positions who were often more sensitive to cultural difference to stand up to a racist culture. One younger white member of staff said:

- *'The Service will always struggle to get staff to report colleagues who are doing something unacceptable – in terms of racism or anything else'*

6.28 If a member of staff had made a complaint because a prisoner had accused him or her of racism the investigation rarely went beyond establishing whether or not the comment had been made and did not look further at the reason behind the accusation. An investigation was also considered to be terminated by the transfer of the prisoner or witnesses when there was no reason why both could not be followed up in other establishments and the investigation continued to a conclusion. One prisoner in a high security prison claimed he had complained at his previous prison when an officer called out: 'Tell that nigger to turn that nigger music off!' He had since transferred and not heard anything about the outcome of his complaint.

6.29 In contrast, complaints against prisoners were usually responded to more effectively. In Deerbolt YOI we were particularly impressed that the RRLO continued to monitor prisoners who had been the subject of racist taunting to make sure that the problem was not continuing, and communicated any ongoing concerns to the receiving establishment when the prisoner moved on. He also placed on the prison intranet a list of all those who had a current or previous conviction for a racially aggravated offence so that staff were able to monitor them closely for possible racist behaviour.

The Race Relations Act

6.30 The Race Relations (Amendment) Act 2000 amended the Race Relations Act 1976 in two ways that are relevant to the Prison Service. First, by extending the scope of the Act to all functions of public authorities, it made it unlawful for all prisons to discriminate on racial grounds, either directly, indirectly, or by way of harassment or victimisation, in all aspects of the treatment of prisoners and the recruitment and management of staff. Second, it created a statutory duty for public authorities in carrying out all of their functions to have due regard to the need to eliminate unlawful discrimination and to promote equality of opportunity and good relations between persons of different racial groups.

6.31 It is in relation to the first part of this general statutory duty that the Prison Service had been found wanting by the CRE following an investigation into specific events in Feltham YOI and Brixton and Parc prisons[25]. Following this finding of unlawful discrimination in 2004 the Prison Service and CRE developed a joint action plan for improvement which was being implemented at the time of this review[26].

25 A Formal Investigation by the Commission for Racial Equality into HM Prison Service of England and Wales. Part 2: Racial Equality in Prisons. Published 2003.

26 Implementing Race Equality in Prisons: A shared agenda for change. December 2003. HM Prison Service in association with the Commission for Racial Equality.

6.32 The Prison Service can transmit these obligations to all of the prisons it directly manages through its normal management processes. To meet its statutory duty in respect of privately-managed prisons, however, the Prison Service is expected to incorporate relevant obligations into its contracts with the private sector organisations concerned. Guidance provided by the Commission for Racial Equality (CRE)[27] states:

- *'When a public authority has a contract or other agreement with a private company or a voluntary organisation to carry out any of its functions, and the duty to promote race equality applies to those functions, the public authority remains responsible for meeting the general duty and any specific duties that apply to those functions'*

6.33 The CRE recognised that many contracts for the provision of public services were already in existence, and therefore gave the following guidance:

- *'If you have already contracted out a function or service that is relevant to the duty, you will need to consider whether the existing contract ... lets you meet the general duty and any specific duties. If not, unless the contract or agreement is due to end soon, you will need to make changes to the contract and its terms'*

6.34 This review included two contractually-managed prisons that operated under contracts that were let before April 2001. We therefore expected that additional requirements relating to the new duties would have been incorporated since this date. This was not, however, the case. It was pointed out to us that all contractors were required to operate the prison in accordance with all relevant provisions of legislation and to comply with Prison Service Orders and Standards. To that extent, contractors are bound to comply with the Act, PSO 2800 and Prison Service Standard 48 on race relations (as it applies to prisoners but not to staff). But race equality performance is not monitored through the terms of the contract and is not part of the performance points scheme. From the contract documents we have seen and information received, we do not consider that the present arrangements are sufficient to satisfy the duty to promote race equality that applies to the Prison Service. While the terms of the contract could enable the Prison Service to enforce breaches of the Act, that is acts of discrimination or harassment against individual prisoners or staff, there is no enforceable obligation on the contractor to go beyond the avoidance of discrimination by mainstreaming the promotion of equal opportunity and good race relations across all aspects of the management of the establishment.

Partnerships

6.35 Public prisons that enter into partnership arrangements for the delivery of any service also must ensure that such arrangements are consistent with the general duty to prevent discrimination and promote equality and good race relations that is binding on them as a public authority. This would include any contractual arrangements for the delivery of drugs services (CARATS), catering, prison shop, and education, and any partnership arrangements with voluntary sector organisations for the delivery of prisoner support or resettlement services. It would also include any arrangements to assist prisoners in open prisons to enter into agreements with outside employers to work outside the prison. As long as the employee remains in the custody of the prison the general duty remains binding on the prison as a public authority.

6.36 We therefore expected that in the two open prisons visited as part of the fieldwork, arrangements for the employment of prisoners outside the prison would have due regard to the RRA duty. The documentation we were given indicated that although thought had been

27 The CRE Guide to Race Equality and Public Procurement.

given to ensuring that employers complied with relevant health and safety legislation and unspecified 'equal opportunity' legislation, and had public liability insurance, there was no specific reference to race equality issues. This is another area where prisons should be mindful of their additional statutory responsibilities.

Summary

6.37 Race relations management teams were operating effectively in less than half of the fieldwork establishments visited. Meetings were often irregular, and levels of attendance, representation and continuity in business poor, suggesting that race relations was not a management priority.

6.38 Ethnic monitoring was providing valid information to management teams in only just over a third of the establishments visited, due to deficiencies in the way the computer program worked, the quality of the data inputted and the lack of customised monitoring or scrutiny of aggregated data. The aggregated race equality mean score in MQPL reports is also likely to be over-optimistic as it includes the views of white prisoners about the experience and treatment of black and minority ethnic prisoners.

6.39 The level of racist incident complaints varied from a handful in open prisons to over 100 a year in adult male prisons and YOIs. In two prisons where the number of complaints was high a differentiated approach had been adopted between complaints against prisoners and complaints against staff, which had the potential to dovetail with the violence reduction strategy. Most complaints were prisoner on prisoner, followed by complaints about regime decisions, and the two most common outcomes were either that no action was taken or that the prisoner was disciplined. Complaints against prisoners were more often upheld than were complaints against staff, and the outcomes for prisoners were more severe than those for staff.

6.40 We were not convinced that NOMS was meeting its general duty as a public authority to promote good race relations in its dealings with prisoners and staff in relation to contractually-managed establishments or contracted out functions. Neither were we satisfied that open prisons were paying sufficient attention to this when prisoners in their custody worked for outside employers.

7 Areas for development

7.1 In this chapter we list the areas for development that NOMS, the Prison Service and the CRE will wish to address within the Shared Agenda for Change, including the new Prison Service Order now being piloted. We also list a number of examples of good practice that we encountered during the course of the fieldwork, and which could be built on.

Prisoners' experience and perceptions

7.2 Surveys show that overall the reported experiences of visible minority prisoners are significantly less positive than those of white prisoners. Detailed analysis of different ethnic groups, and different kinds of prison, show significant variations within this general experience. Focus groups of prisoners identified regime decisions and staff attitudes as key factors. These findings need to inform training, guidance, leadership and monitoring within NOMS. In particular, managers need to develop mechanisms to deal with

- The fact that Asian prisoners in general feel more unsafe than other racial groups and are more likely to report racist bullying by other prisoners. Within that group
  - Over a third of women claim to have been racially victimised by other prisoners, and 45% say they have felt unsafe, a much higher figure than other racial groups
  - Over half of young adults say they have felt unsafe, and they also report higher levels of racist victimisation both by other prisoners and staff than other racial groups
- The fact that black prisoners are less likely than other racial groups to feel that they are treated with respect. Within that group
  - Adult black men are more likely than other racial groups to feel both unsafe and disrespected
  - Black young prisoners report relatively high feelings of safety, but low levels of respect
- The fact that, in focus groups, adult visible minority prisoners linked experiences of racism predominantly to differential treatment by staff: in relation to access to the regime, the way prisoners were addressed and treated, and a lack of cultural awareness.

Training

7.3 Training does not currently equip governors, senior managers or uniformed staff for their particular responsibilities in relation to progressing race equality; indeed until recently a significant proportion of RRLOs were excluded from investigation training by virtue of their grade. There is no longer mandatory in-service training in race and diversity. And the extension of the diversity agenda in effect gives race a lower priority, despite its salience as an indicator of difference.

- Training, and specifically race relations training, is a key area in achieving change and requires a higher priority. It should be mandatory, and uncoupled from diversity training. Specific attention should be paid to
  - Management training in race equality for governors and senior managers, who are responsible for leading cultural change
  - Training in cultural awareness for staff, which builds awareness of the different perceptions and experiences of different visible minority groups, as evidenced in this report
  - Practical information about other cultures and religious practices to assist uniformed staff in developing appropriate behaviour and language

Leadership and management

7.4 Governors and RRLOs both need to play a crucial role in promoting race equality, and will be crucial to the effective implementation of the new Prison Service Order. But some are uncertain about their role, or unsupported in it.

- Governors need to take active leadership of the race agenda in each prison, with the assistance of
  - Specific training (see above) and effective tools for change (see below)
  - Continuous and proactive monitoring of perceptions and outcomes for visible minority prisoners
  - A diversity manager within the senior management team, with proven expertise in race and diversity
  - Good practice in other establishments (see examples below)
- RRLOs are conscientious but are often under-supported or over-stretched. They need
  - Strong management support, from the governor and diversity manager
  - Adequate facility time, focusing solely on race, which should vary according to the type and size of the establishment
  - Training, including in complaints investigation (see above and below)
  - Links with local ethnic minority community groups and race equality councils
  - National and area guidance on festivals and events to celebrate cultural diversity
  - Opportunities to meet other RRLOs and share best practice and concerns

Staff

7.5 Visible minority staff feel less confident than managers or white staff that the needs of visible minority prisoners are met, or that their own role is clear. Some feel isolated, overlooked for promotion and very occasionally let down by white colleagues. This requires

- Governors to support black and minority ethnic staff, and actively to seek their views
- Local ethnic monitoring by the race relations management team of recruitment, job allocation, training and promotion
- A formal scheme to develop black and minority ethnic staff for managerial roles and to provide external mentoring
- Active encouragement of membership of RESPECT, particularly associate membership by white managers and RRLOs

Tools for change

7.6 The current mechanisms and processes in place to manage and monitor race are in some respects defective, and do not assist governors to appreciate or deal effectively with issues of race in their prisons.

- Race relations management meetings need to be frequent and robustly managed, and to ensure
  - Continuity of business to ensure action is taken on issues identified
  - Consistent representation and attendance
  - A clear role for community representatives

- Ethnic monitoring can provide false reassurance to managers and the Service. It needs to be expanded, checked, better analysed, publicised and followed up, to ensure
  - All areas of concern to visible minorities which can be monitored are monitored
  - The information is rigorously checked for accuracy
  - Figures are disaggregated to reflect the differential experience of different minority groups
  - Where numbers are small, figures are aggregated over time to identify patterns
  - Trends are identified and acted on
  - Results of regular and accurate monitoring are widely publicised to prisoners and staff
- Measuring the Quality of Prison Life (MQPL) surveys measure race equality through a mean score which aggregates the views of white and black and minority ethnic prisoners about the latter's treatment and perceptions. This produces an overall score which is likely to be over-optimistic. This requires
  - A racial impact assessment, to assess whether the methodology sufficiently allows a diversity of views to be represented
  - Separating the views of minority ethnic and white prisoners into separate measures of the race dimension
  - Using the differential views of minority ethnic and white prisoners on all dimensions of prison life as a key measure of the health of race relations within the establishment
- Prisoners from visible minorities do not have sufficient confidence in the racist incidents complaints system, and the handling and investigation of complaints needs improvement. In particular
  - Managers should check that procedures have been explained to prisoners at induction and that forms are freely available
  - In establishments with high levels of complaints, a differentiated approach should be explored to minimise the administrative burden (see good practice below)
  - Racist incident complaint logs should be kept in a way that facilitates an audit trail and allows patterns to be discerned
  - All staff dealing with racist complaints should be trained in the proper handling of such complaints
  - Investigations should be prompt, and should not be terminated by the transfer of complainants or witnesses to other prisons or wings
  - Investigations into complaints where staff allege a prisoner has accused them of racism should investigate the background to the accusation, as well as whether it was made
  - Complaints against staff should be thoroughly investigated, and use made of external assistance in such investigations, for example from local race equality councils

Prisoner consultation and communication

7.7 Consultation and communication with prisoners is crucial in bridging the gaps between parallel worlds. This requires a more effective use of, and a clear role for, prisoner representatives, and more effective mechanisms for consulting and informing minority ethnic prisoners

- Prisoner diversity representatives can be a very useful communication mechanism, but their role and visibility needs to be clarified and heightened

- Staff and prisoners should know who the representatives are
- Representatives should be given a clear role, and facilities to carry it out
- Representatives should always attend race relations management team meetings
- Representatives should be chosen in consultation with prisoners, and replaced promptly when they leave

- There should be regular forums for prisoner consultation, including
  - Prison-wide race forums for staff and minority ethnic prisoners
  - Opportunities for prisoner representatives to consult with minority ethnic prisoners before race relations management team meetings
- Information about the results of ethnic monitoring (see above) and up-to-date halal certificates should be displayed in prisoner accommodation areas

Healthcare

7.8 The NHS and the National Institute for Mental Health in England (NIMHE) have recognised the specific physical and mental health needs of black and minority ethnic prisoners. Health authorities and PCTs are required to record patients' ethnicity. Prison healthcare provision needs to reflect this, by

- Recording prisoners' ethnicity at reception, and thereafter monitoring self-referrals and referrals to secondary services
- Developing strategies to meet the differential physical and mental healthcare needs of different groups of minority ethnic prisoners
- Ensuring that the professional development of staff reflects the needs of their client group (for example, the signs and symptoms of sickle cell disease)
- Providing regular anonymised reports to the race relations management team about the take-up of services by black and minority ethnic patients

Race Relations Act 2000

7.9 As part of their responsibilities under the Act, NOMS, and individual prisons, need to ensure that contractual arrangements specifically include the duty to promote race equality. In particular

- Contracts for the management of private prisons do not currently require contractors to take measures to promote race equality and good race relations, such as
  - Monitoring any adverse impact of policies or practices on particular racial groups
  - Taking positive action to meet the education, training or welfare needs of particular racial groups
  - Assessing the likely impact of any new policy on the promotion of race equality
  - Consulting with prisoners from different racial groups and ensuring that access to information and services is fair and equitable
- All partnership arrangements with outside providers must be consistent with the general duty to prevent discrimination and the specific duty to promote equality and good race relations. This includes
  - Contractual arrangements for the delivery of services
  - Arrangements with outside employers who employ prisoners in open prisons

Good practice

We found examples of good practice, which should be more widely replicated, in prisons, often those where leadership and management of race and diversity was visible and robust.

- At The Mount the full time diversity manager had daily contact with the diversity representatives who were managed by her, and a Prisoner Constitution provided guidelines for their role.
- In Glen Parva YOI a PEI, inspired by the Kick Racism out of Football campaign, had established a local Parva Against Racism movement that promised to build understanding through shared activities such as sport, workshops and debates.
- In Kirkham the diversity manager had organised visits for white staff to the local mosque and the local synagogue to help raise awareness of different faiths. There had also been a staff trip to a luncheon club for Asian and Caribbean elderly people.
- Sudbury included black and minority ethnic statistics in its health needs assessment.
- Deerbolt recorded ethnicity at reception and as part of the vaccination statistics. Its mental health in-reach team also kept information about how many black and minority ethnic prisoners accessed services.
- Styal and Forest Bank were able to access the services of a local Afro-Caribbean mental health partnership for Afro-Caribbean patients with mental health problems, and at Forest Bank a representative from this service attended the RRMT.
- In Wymott the RRLO had reciprocal links with the local Race Equality Council, which allowed him to attend their committee as a prison representative and a representative from the Race Equality Council to attend RRMT meetings.
- In Deerbolt YOI the RRLO continued to monitor prisoners who had been the subject of racist taunting to make sure that the problem was not continuing. He also placed on the prison intranet a list of all those who had a current or previous conviction for a racially aggravated offence so that staff were able to monitor them closely for possible racist behaviour. There was also a Service Level Agreement with the local Race Equality Council which assisted with racist incident complaints against staff and with staff training.
- In The Mount a new differentiated approach to racist incident complaints allowed prisoner on prisoner complaints to be dealt with by wing managers, freeing up the diversity manager to concentrate on more complex complaints that involved staff.
- In Huntercombe the RRLO dealt with juvenile on juvenile racist complaints swiftly using mediation. This was good practice, as long as the racist element was sufficiently robustly addressed, and recorded as a racist incident for audit purposes.

Appendix I: Ethnicity question from prisoner survey

Q9 What is your ethnic origin?

- ☐ White - British
- ☐ White - Irish
- ☐ White - Other
- ☐ Black or Black British - Caribbean
- ☐ Black or Black British - African
- ☐ Black or Black British - Other
- ☐ Asian or Asian British - Indian
- ☐ Asian or Asian British - Pakistani
- ☐ Asian or Asian British - Bangladeshi
- ☐ Asian or Asian British - Other
- ☐ Mixed Race - White and Black Caribbean
- ☐ Mixed Race - White and Black African
- ☐ Mixed Race - White and Asian
- ☐ Mixed Race - Other
- ☐ Chinese
- ☐ Other ethnic group

Please specify

Appendix II: Prisons surveyed and sample sizes*

Establishment	Sample size
Bedford	94
Brixton	98
Hull	93
Dorchester	73
Wandsworth	112
Manchester	113
Preston	87
Liverpool	119
Hindley YO	76
Castington YO	47
Ashfield YO	41
Lancaster Farms YO	82
Reading YO	89
Portland YO	85
Glen Parva YO	114
Guys Marsh YO	33
Wealstun Open	54
Springhill	62
Hollesley Bay	76
North Sea Camp	84
Wakefield	78
Long Lartin	80
New Hall	89
Eastwood Park	82
Cookham Wood	56
Downview	63
Bullwood Hall	56
Styal	95
Buckley Hall	81
Askham Grange	87
Foston Hall	63
Holloway	65
Brockhill	64
Haverigg	52
Rye Hill	103
Wellingborough	92
Featherstone	109
Wealstun	58
Wymott	90
Garth	89
Wormwood Scrubs	107
Grendon	129
Dovegate TC	85
Everthorpe	111
Weare	78
Canterbury	88
The Mount	119
Guys Marsh (Adults)	78
Ashwell	86
Belmarsh	149
Leeds	116
Leicester	82
Lincoln	111
Total	**4523**

* excluding juveniles

Appendix III: Sample by ethnic group

Ethnic group	Adult males	Young offenders	Women	Juveniles	% of overall sample
White - British	2231	432	563	586	71% (3821)
White - Irish	100	10	21	26	3% (157)
White - Other	102	10	29	24	3% (165)
Black or Black British - Caribbean	289	40	72	52	8% (453)
Black or Black British - African	68	8	17	31	2% (124)
Black or Black British - Other	31	2	18	10	1% (61)
Asian or Asian British - Indian	46	5	3	4	1% (58)
Asian or Asian British - Pakistani	76	16	6	29	2% (127)
Asian or Asian British - Bangladeshi	20	3	0	10	1% (33)
Asian or Asian British - Other	22	3	2	3	1% (30)
Mixed Race - White and Black Caribbean	68	21	29	43	3% (161)
Mixed Race - White and Black African	11	2	5	9	1% (27)
Mixed Race - White and Asian	9	1	3	3	0% (16)
Mixed Race - Other	37	5	16	9	1% (67)
Chinese	11	1	2	2	0% (16)
Other	34	8	15	9	1% (66)
Total	**3155**	**567**	**801**	**850**	**100% (n=5373)**

NB – please note that percentages have been rounded up/down so do not add up to 100%

Appendix IV: Methodology

HM Inspectorate of Prisons' Research and Development (R&D) team conducts a voluntary, confidential and anonymous[1] survey of a representative proportion of the prisoner population for every full announced and unannounced prison inspection. In addition, the Inspectorate conducts a biennial survey of juvenile prisoners for the Youth Justice Board.

The prisoner survey is one part of a triangulated evidence base for inspection and provides the 'customer' view of the treatment of and conditions for prisoners in prison establishments. The content of the prisoner questionnaire reflects the Inspectorate's *Expectations*, or the criteria by which the treatment of and conditions for prisoners are assessed.

A minimum sample size provides a 95% confidence level and a sampling error margin of 3%, though the actual numbers sampled are greater than this and generally range from 20% up to 100% depending on the size of unit. Over-sampling is always carried out on the healthcare and segregation units, and on small accommodation units. Data from each establishment is weighted in order to mimic a consistent sampling percentage, and allowing for direct comparison between establishments of different sizes.

1 The importance of child protection issues has resulted in juvenile questionnaires carrying an individual identifier. The absence of anonymity is clearly explained to recipients.

2 It should be noted that stratification is by wing only not ethnicity or any other demographic factor

Respondents are randomly selected from a population printout, using a stratified systematic sampling method[2], in which, for instance, every second person is selected if 50% of the population is to be sampled. If a prisoner refuses to complete a questionnaire they are not replaced, but those who are at court or have been discharged are replaced by choosing the next name on the list. Those who are working outside or in education are given a questionnaire on their return.

Questionnaires are distributed to and collected from each respondent individually, and the independence of the Inspectorate and the purpose of the questionnaire explained, and any questions answered. Interviews are carried out with all those who have literacy or language difficulties, including those for whom English is a second language. A telephone translation service is used with those with limited English, though since January 2004, questionnaires have been available in 26 different languages. All questionnaires completed by prisoners aged 18 or over are both confidential and anonymous. All these features contribute to a response rate in the region of 90%.

Thematic race analysis

Thirty-eight key questions concerning safety, respect, purposeful activity and resettlement were analysed from data collected between April 2003 and the end of October 2004. Prisoners self-identify their ethnicity by means of the 15+1 categories used in the 2001 census. A preliminary analysis used three different definitions of BME[3]:

- All those who ticked any ethnic group other than white British (including white Irish and white Other)
- All those who ticked any ethnic group other than white British and white Irish (including white Other as BME[4])
- All those who ticked any ethnic group other than white British, white Irish or white Other (defining BME as visible minority ethnic prisoners)

These results indicated that the profile of responses varied with the definition of ethnicity. It was therefore decided to use the third definition and confine our analysis to broad comparisons between white, black, Asian and mixed race, though with some analysis of further sub-divisions where these were relevant. Differences that are reported are those that reach statistical significance, or those that are very unlikely to be due to chance alone.

Focus group methodology

Eighteen establishments were visited and a total of 38 focus groups carried out. Thirty of these (79%) were held in male establishments and eight (21%) in women's prisons. Thirty-three were held in establishments run by the Prison Service, and four in privately managed prisons.

Focus group members were selected randomly from a list of prisoners from visible minority ethnic groups. Approximately 270 individuals took part in focus groups, with group sizes ranging from three individuals to 10, with an average of seven prisoners.

Where possible groups were led by a visible minority inspector with a colleague taking notes. Each group lasted approximately one hour.

3 The prisoner survey asks prisoners to identify their ethnic group using the standard 2001 Census question, which was adopted by the Prison Service in March 2003. See Appendix I

4 White Other should mainly identify those prisoners from a white European background held in establishments. However, evidence from prisoner surveys suggests that white Welsh and white Scottish identify themselves as white Other in order to differentiate themselves from the term 'British'. This, therefore could seriously skew any findings using this definition.

Number of groups in different prisons:

Trainer	8	Women	8
YOI	6	Open	6
Local	4	Juvenile	4
High Security	2		

Staff interview methodology

Interviews were also carried out with staff in the 18 fieldwork establishments visited. In total, 173 structured interviews were completed, excluding interviews with RRLOs or diversity managers or governing governors. Slightly different interview schedules were used for different categories of staff, but the core questions were the same.

A minimum of eight members of staff were interviewed for approximately 30 minutes in each of the 18 selected establishments, including two managers and two members of staff from a visible minority group. The latter were selected from the prison's own personnel database which records self-identified ethnicity, and here visible minority refers to any member of staff identifying him or herself as from any minority ethnic group. Where possible, all visible minority staff who were on duty during the time we were at the establishment were offered an interview. Where possible a visible minority inspector interviewed visible minority staff and a white inspector or researcher interviewed white staff.

Overall, two thirds (67%) of the interviews conducted were with white staff (including white British, white Irish, white other), 15% were with black staff (including black, black British, black Caribbean, black African, black Other), 8% with Asian staff, 6% with mixed race staff and 1% with those from the 'other ethnic group' category. The following table shows the grades/ethnic backgrounds of those interviewed:

	Officers	Healthcare	Manager/ governor grades	Senior/ Principal officers	Industrial grades	Admin grades	Education staff
White staff	64%	15%	5%	7%	3%	3%	3%
VM staff	48%	9%	20%	11%	3%	4%	4%
Overall	58%	12%	10%	8%	4%	3%	3%

Governor interviews/questionnaires

In addition to staff interviews in fieldwork establishments, questionnaires were distributed to the governors of 118 prisons, while a further 17 governors were interviewed on site, with the results amalgamated[5]. A schedule maintained consistency between interviews and questionnaires.

RRLO interviews/questionnaires

Interviews were carried out with the race relations liaison officers (RRLOs) or diversity managers in each fieldwork establishment and amalgamated with a national survey of RRLOs in England and Wales who were not visited as part of the fieldwork. In total, 18 interviews were conducted with RRLOs on site, and 82 questionnaires were returned from RRLOs elsewhere. As with governors, a schedule maintained consistency between interviews and questionnaires.

5 While 18 interviews were carried out, one, as part of the pilot, was not recorded in the same way and was not included in the analysis.

Coding methodology

To identify key themes and patterns the data from interviews and focus groups was coded in terms of the distinctions that were felt to be important in relation to race relations, following Bakeman and Gottman (1997) guidelines[6].

The coding scheme

The coding framework was developed from 246 statements from prisoner focus groups and staff interviews. Ten focus groups and 10 staff interview forms were randomly chosen and thoroughly scrutinised to identify all the key themes. Twenty-one key themes were identified (see below) on first analysis, and sub-categories identified for each theme from specifics in the original 20 forms, yielding 429 separate codes. An additional 80 forms were then coded, and more codes generated for any additional issues that arose, increasing their number to 499. A separate code was attached that indicated whether the original comment was positive (a) or negative (b). The general themes that emerged were:

- Complaints
- Management
- Food
- Community links
- Staff
- Resources (non-staff)
- Cultural awareness
- Training
- Policies
- Prisoners
- Language
- CRE findings
- Religion
- Canteen
- Location
- Role of RRLO
- Regime
- Communication
- Relationships
- Action plans
- Other

All 246 forms were then re-coded and the data re-iteratively examined until all query points and/or ambiguities were resolved and the coders felt that the clearest representation had been achieved.

Coding scheme reliability

Inter-rater reliability, established by two researchers independently coding the same 10 forms was 83%.

6 Bakeman, R and Gottman, JM (1997) *Observing Interaction: an introduction to sequential analysis* (2nd Ed.) Cambridge: CUP. A full coding framework is available from the Inspectorate on request.

Appendix V: Visible minority adult males v white adult males

Prisoner survey responses

Please note: Where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

	Adult males excluding young offenders (Missing data has been excluded for each question)	VM adult males	White adult males
14	Were you treated well/very well by the escort staff?	62	68
15c	When you first arrived here did your property arrive at the same time as you?	77	87
20	Were you treated well/very well in reception?	56	63
23	Did you feel safe on your first night here?	67	79
24	Did you go on an induction course within the first week?	60	62
27b	Can you get access to communication with your solicitor or legal representative?	64	68
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	75	81
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	37	39
30	Is the food in this prison good/very good?	27	30
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	33	41
33b	Do you feel complaints are sorted out fairly?	14	20
37	Are you on the enhanced (top) level of the IEP scheme?	33	39
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	36	51
39a	In the last 6 months have you been physically restrained?	8	6
39b	In the last 6 months have you spent a night in the segregation unit?	11	13
42b	Do most staff, in this prison, treat you with respect?	63	73
44	Have you ever felt unsafe in this prison?	36	30
46	Have you been victimised (insulted or assaulted) by another prisoner?	24	21
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	11	2
48	Have you been victimised (insulted or assaulted) by a member of staff?	30	22
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	15	2
52	Do you think the overall quality of the healthcare is good/very good?	30	38
57a	Do you feel your job will help you on release?	24	27
57b	Do you feel your vocational or skills training will help you on release?	30	25
57c	Do you feel your education (including basic skills) will help you on release?	44	36
57d	Do you feel your offending behaviour programmes will help you on release?	22	23
57e	Do you feel your drug or alcohol programmes will help you on release?	21	23
58	Do you go to the library at least once a week?	47	51
60	On average, do you go to the gym three or more times a week?	18	20
61	On average, do you go outside for exercise three or more times a week?	49	49
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	11	18
63	On average, do you spend ten or more hours out of your cell on a weekend day? (This includes hours at education, at work etc)	7	11
64	On average, do you go on association more than five times each week?	44	60
67	Did you first meet your personal officer in the first week?	15	21
68	Do you think your personal officer is helpful/very helpful?	24	34
72	Have you had any problems getting access to the telephones?	35	30
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	60	71
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	41	43

No significant difference

Significantly worse than the responses from white prisoners

Significantly better than the responses from white prisoners

Appendix VI: Visible minority young offenders v white young offenders

Prisoner survey responses April 2003 - October 2004

Please note: Where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

	Male young offenders (excluding juveniles) (Missing data has been excluded for each question)	VM YOs	White YOs
14	Were you treated well/very well by the escort staff?	51	70
15c	When you first arrived here did your property arrive at the same time as you?	84	89
20	Were you treated well/very well in reception?	46	63
23	Did you feel safe on your first night here?	69	81
24	Did you go on an induction course within the first week?	68	76
27b	Can you get access to communication with your solicitor or legal representative?	66	62
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	30	41
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	38	46
30	Is the food in this prison good/very good?	13	19
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	20	44
33b	Do you feel complaints are sorted out fairly?	22	24
37	Are you on the enhanced (top) level of the IEP scheme?	32	34
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	35	53
39a	In the last 6 months have you been physically restrained?	19	11
39b	In the last 6 months have you spent a night in the segregation unit?	32	15
42b	Do most staff, in this prison, treat you with respect?	54	70
44	Have you ever felt unsafe in this prison?	34	32
46	Have you been victimised (insulted or assaulted) by another prisoner?	18	24
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	7	2
48	Have you been victimised (insulted or assaulted) by a member of staff?	28	16
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	12	1
52	Do you think the overall quality of the healthcare is good/very good?	33	45
57a	Do you feel your job will help you on release?	37	37
57b	Do you feel your vocational or skills training will help you on release?	39	31
57c	Do you feel your education (including basic skills) will help you on release?	50	44
57d	Do you feel your offending behaviour programmes will help you on release?	38	27
57e	Do you feel your drug or alcohol programmes will help you on release?	33	34
58	Do you go to the library at least once a week?	33	19
60	On average, do you go to the gym three or more times a week?	16	21
61	On average, do you go outside for exercise three or more times a week?	15	33
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	6	9
63	On average, do you spend ten or more hours out of your cell on a weekend day? (This includes hours at education, at work etc)	2	2
64	On average, do you go on association more than five times each week?	24	28
67	Did you first meet your personal officer in the first week?	16	29
68	Do you think your personal officer is helpful/very helpful?	24	35
72	Have you had any problems getting access to the telephones?	46	32
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	52	72
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	54	48

No significant difference | Significantly worse | Significantly better

Appendix VII: Visible minority women v white women

Prisoner survey responses April 2003 - October 2004

Please note: Where there are apparently large differences, which are not indicated as statistically significant, this is likely to be due to chance.

	Women (excluding juveniles) (Missing data has been excluded for each question)	VM women	White women
14	Were you treated well/very well by the escort staff?	70	73
15c	When you first arrived here did your property arrive at the same time as you?	76	83
20	Were you treated well/very well in reception?	67	69
23	Did you feel safe on your first night here?	65	72
24	Did you go on an induction course within the first week?	70	65
27b	Can you get access to communication with your solicitor or legal representative?	60	66
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	77	85
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	28	41
30	Is the food in this prison good/very good?	32	33
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	26	44
33b	Do you feel complaints are sorted out fairly?	23	28
37	Are you on the enhanced (top) level of the IEP scheme?	38	28
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	42	54
39a	In the last 6 months have you been physically restrained?	8	6
39b	In the last 6 months have you spent a night in the segregation unit?	7	11
42b	Do most staff, in this prison, treat you with respect?	62	75
44	Have you ever felt unsafe in this prison?	36	30
46	Have you been victimised (insulted or assaulted) by another prisoner?	30	23
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	13	1
48	Have you been victimised (insulted or assaulted) by a member of staff?	29	15
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	6	1
52	Do you think the overall quality of the healthcare is good/very good?	44	38
57a	Do you feel your job will help you on release?	32	34
57b	Do you feel your vocational or skills training will help you on release?	42	32
57c	Do you feel your education (including basic skills) will help you on release?	65	45
57d	Do you feel your offending behaviour programmes will help you on release?	21	28
57e	Do you feel your drug or alcohol programmes will help you on release?	23	34
58	Do you go to the library at least once a week?	49	41
60	On average, do you go to the gym three or more times a week?	22	13
61	On average, do you go outside for exercise three or more times a week?	38	41
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	17	22
63	On average, do you spend ten or more hours out of your cell on a weekend day? (This includes hours at education, at work etc)	15	23
64	On average, do you go on association more than five times each week?	39	52
67	Did you first meet your personal officer in the first week?	20	23
68	Do you think your personal officer is helpful/very helpful?	33	33
72	Have you had any problems getting access to the telephones?	32	27
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	62	72
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	49	42

 No significant difference

 Significantly worse

 Significantly better

Appendix VIII: Visible minority adult males

Prisoner survey responses April 2003 - October 2004

	VM adult males (excluding young offenders) (Missing data has been excluded for each question)	Black	Asian	Mixed Race
14	Were you treated well/very well by the escort staff?	59	66	63
15c	When you first arrived here did your property arrive at the same time as you?	76	80	84
20	Were you treated well/very well in reception?	55	56	61
23	Did you feel safe on your first night here?	65	70	73
24	Did you go on an induction course within the first week?	59	64	52
27b	Can you get access to communication with your solicitor or legal representative?	61	65	69
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	71	77	79
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	31	50	34
30	Is the food in this prison good/very good?	24	31	33
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	30	40	32
33b	Do you feel complaints are sorted out fairly?	10	18	16
37	Are you on the enhanced (top) level of the IEP scheme?	30	38	35
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	33	44	40
39a	In the last 6 months have you been physically restrained?	17	8	10
39b	In the last 6 months have you spent a night in the segregation unit?	13	12	9
42b	Do most staff, in this prison, treat you with respect?	60	64	67
44	Have you ever felt unsafe in this prison?	39	34	35
46	Have you been victimised (insulted or assaulted) by another prisoner?	24	27	23
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	12	13	8
48	Have you been victimised (insulted or assaulted) by a member of staff?	33	22	34
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	19	10	14
52	Do you think the overall quality of the healthcare is good/very good?	25	34	34
57a	Do you feel your job will help you on release?	26	21	26
57b	Do you feel your vocational or skills training will help you on release?	34	27	22
57c	Do you feel your education (including basic skills) will help you on release?	47	44	31
57d	Do you feel your offending behaviour programmes will help you on release?	20	28	19
57e	Do you feel your drug or alcohol programmes will help you on release?	20	20	20
58	Do you go to the library at least once a week?	45	48	51
60	On average, do you go to the gym three or more times a week?	18	16	20
61	On average, do you go outside for exercise three or more times a week?	47	50	48
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	10	11	14
63	On average, do you spend ten or more hours out of your cell on a weekend day?(This includes hours at education, at work etc)	8	7	8
64	On average, do you go on association more than five times each week?	40	50	49
67	Did you first meet your personal officer in the first week?	13	19	16
68	Do you think your personal officer is helpful/very helpful?	20	32	26
72	Have you had any problems getting access to the telephones?	39	30	30
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	56	67	55
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	41	44	36

Appendix IX: Visible minority young offenders

Prisoner survey responses April 2003 - October 2004

	VM young offenders (excluding juveniles) (Missing data has been excluded for each question)	Black	Asian	Mixed Race
14	Were you treated well/very well by the escort staff?	54	55	57
15c	When you first arrived here did your property arrive at the same time as you?	85	76	89
20	Were you treated well/very well in reception?	42	49	55
23	Did you feel safe on your first night here?	77	47	82
24	Did you go on an induction course within the first week?	64	72	77
27b	Can you get access to communication with your solicitor or legal representative?	64	69	64
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	27	22	39
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	31	35	46
30	Is the food in this prison good/very good?	13	12	17
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	23	13	26
33b	Do you feel complaints are sorted out fairly?	16	28	28
37	Are you on the enhanced (top) level of the IEP scheme?	24	55	33
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	25	44	50
39a	In the last 6 months have you been physically restrained?	11	17	26
39b	In the last 6 months have you spent a night in the segregation unit?	28	38	28
42b	Do most staff, in this prison, treat you with respect?	53	61	68
44	Have you ever felt unsafe in this prison?	18	52	32
46	Have you been victimised (insulted or assaulted) by another prisoner?	9	19	23
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	0	12	7
48	Have you been victimised (insulted or assaulted) by a member of staff?	16	35	30
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	9	27	8
52	Do you think the overall quality of the healthcare is good/very good?	33	28	37
57a	Do you feel your job will help you on release?	29	43	54
57b	Do you feel your vocational or skills training will help you on release?	43	37	43
57c	Do you feel your education (including basic skills) will help you on release?	50	49	58
57d	Do you feel your offending behaviour programmes will help you on release?	42	20	44
57e	Do you feel your drug or alcohol programmes will help you on release?	33	27	33
58	Do you go to the library at least once a week?	38	24	30
60	On average, do you go to the gym three or more times a week?	16	17	19
61	On average, do you go outside for exercise three or more times a week?	18	18	13
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	6	9	3
63	On average, do you spend ten or more hours out of your cell on a weekend day?(This includes hours at education, at work etc)	3	0	3
64	On average, do you go on association more than five times each week?	21	32	24
67	Did you first meet your personal officer in the first week?	17	16	12
68	Do you think your personal officer is helpful/very helpful?	27	32	18
72	Have you had any problems getting access to the telephones?	40	55	44
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	52	53	57
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	51	63	52

Appendix X: Visible minority women

Prisoner survey responses April 2003 - October 2004

	VM women (excluding juveniles) (Missing data has been excluded for each question)	Black women	Asian women	Mixed race women
14	Were you treated well/very well by the escort staff?	76	68	62
15c	When you first arrived here did your property arrive at the same time as you?	76	81	79
20	Were you treated well/very well in reception?	66	68	69
23	Did you feel safe on your first night here?	62	58	77
24	Did you go on an induction course within the first week?	71	72	76
27b	Can you get access to communication with your solicitor or legal representative?	62	41	62
28b	Please answer the following question about the wing/unit you are currently on: are you normally able to have a shower every day?	75	63	80
28e	Please answer the following question about the wing/unit you are currently on: is your cell call bell normally answered within five minutes?	26	32	41
30	Is the food in this prison good/very good?	32	26	33
31	Does the shop/canteen sell a wide enough range of goods to meet your needs?	24	37	29
33b	Do you feel complaints are sorted out fairly?	20	46	29
37	Are you on the enhanced (top) level of the IEP scheme?	41	39	31
38	Do you feel you have been treated fairly in your experience of the IEP scheme?	44	46	40
39a	In the last 6 months have you been physically restrained?	9	0	11
39b	In the last 6 months have you spent a night in the segregation unit?	6	0	11
42b	Do most staff, in this prison, treat you with respect?	62	68	60
44	Have you ever felt unsafe in this prison?	38	45	25
46	Have you been victimised (insulted or assaulted) by another prisoner?	31	45	26
47d	Have you been victimised by another prisoner because of your race or ethnic origin?	14	37	7
48	Have you been victimised (insulted or assaulted) by a member of staff?	32	30	22
49d	Have you been victimised by a member of staff because of your race or ethnic origin?	7	11	5
52	Do you think the overall quality of the healthcare is good/very good?	38	60	56
57a	Do you feel your job will help you on release?	27	31	43
57b	Do you feel your vocational or skills training will help you on release?	45	62	37
57c	Do you feel your education (including basic skills) will help you on release?	68	65	54
57d	Do you feel your offending behaviour programmes will help you on release?	21	35	21
57e	Do you feel your drug or alcohol programmes will help you on release?	18	12	34
58	Do you go to the library at least once a week?	54	93	34
60	On average, do you go to the gym three or more times a week?	26	11	11
61	On average, do you go outside for exercise three or more times a week?	40	18	28
62	On average, do you spend ten or more hours out of your cell on a weekday? (This includes hours at education, at work etc)	14	0	25
63	On average, do you spend ten or more hours out of your cell on a weekend day?(This includes hours at education, at work etc)	16	11	10
64	On average, do you go on association more than five times each week?	36	46	40
67	Did you first meet your personal officer in the first week?	18	21	26
68	Do you think your personal officer is helpful/very helpful?	33	33	41
72	Have you had any problems getting access to the telephones?	32	50	27
74	Does this prison give you the opportunity to have the visits you are entitled to? (e.g. number and length of visit)	65	70	59
76	Have you done anything, or has anything happened to you here that you think will make you less likely to offend in the future?	45	71	54

Appendix XI: Visible minority juveniles v white juveniles

Juvenile survey responses April 2003 - April 2004

Please note: Statistically significant differences indicate whether there is a real difference between the figures i.e., the difference is not due to chance alone. Therefore, other apparently large differences in responses are likely to be due to chance.

	(Missing data has been excluded for each question) NB: This document shows a comparison between the responses from all white juveniles compared to those from a visible minority group.	VM	White
13	Were you treated well/very well in reception?	52	70
19	Is is easy/very easy to attend religious services?	64	51
20	Is the food in this prison good/very good?	17	28
21	Does the shop/canteen sell a wide enough vairety of products?	31	47
23	Do you think the overall quality of healthcare is good/very good?	35	55
32	Have you had a nicking (adjudication or minor report) since you have been here?	61	54
33	Has any member of staff physically restrained you?	31	21
35	Have you spent a night in the segregation unit (the block) since you have been here?	24	21
40	Are you on the enhanced level of the reward scheme?	25	27
44	Did you meet your personal officer or key worker in your first week at the establishment?	36	41
46	Do you feel helped by your personal officer?	47	46
56	When you first arrived, did young people shout through the windows at you?	33	30
58	Do other young people shout through the windows at you now?	28	26
62a	Have you had insulting remarks made about you, your family or friends by other young people, since you have been here?	28	35
63a	Have you had insulting remarks made about you, your family or friends by any member of staff, since you have been here?	28	16
64a	Have you ever been hit, kicked or assaulted since being here by other young people?	17	22
65a	Have you ever been hit, kicked or assaulted since being here by a member of staff?	15	8
67a	Have you ever been picked on because of your race or ethnic background by another young person since you have been here?	10	8
68a	Have you ever been picked on because of your race or ethnic background by a member of staff since you have been here?	14	3
71a	Have you felt unsafe whilst at this prison (often or most of the time)?	7	8
78	Can you access the gym at least three times each week?	62	64
79	Do you have association or free-time more than five times each week?	71	69
80	Are you attending education?	88	77
81	Do you feel that the education you are undertaking at this prison is helping you?	57	54
82	Are you learning a skill or trade?	52	46
84	Can you shower everyday if you want to?	45	61
85	Can you go outside for exercise everyday if you want to?	10	21
87	Do you have problems using the telephones?	29	25
90	Have you had a visit since you have been here?	85	77

No significant difference Significantly worse Significantly better

Appendix XII: Visible minority juveniles

Juvenile survey responses April 2003 - April 2004

	(Missing data has been excluded for each question) NB: This document shows a comparison between the responses from all white juveniles compared to those from a visible minority group	Black juveniles	Asian juveniles	Mixed race juveniles
13	Were you treated well/very well in reception?	54	57	51
19	Is is easy/very easy to attend religious services?	69	72	53
20	Is the food in this prison good/very good?	19	17	15
21	Does the shop/canteen sell a wide enough vairety of products?	29	33	33
23	Do you think the overall quality of healthcare is good/very good?	28	57	37
32	Have you had a nicking (adjudication or minor report) since you have been here?	67	48	64
33	Has any member of staff physically restrained you?	39	25	24
35	Have you spent a night in the segregation unit (the block) since you have been here?	29	17	23
40	Are you on the enhanced level of the reward scheme?	21	33	22
44	Did you meet your personal officer or key worker in your first week at the establishment?	37	30	36
46	Do you feel helped by your personal officer?	43	55	44
56	When you first arrived, did young people shout through the windows at you?	25	56	31
58	Do other young people shout through the windows at you now?	31	31	27
62a	Have you had insulting remarks made about you, your family or friends by other young people, since you have been here?	27	42	26
63a	Have you had insulting remarks made about you, your family or friends by any member of staff, since you have been here?	34	25	23
64a	Have you ever been hit, kicked or assaulted since being here by other young people?	14	24	19
65a	Have you ever been hit, kicked or assaulted since being here by a member of staff?	16	14	14
67a	Have you ever been picked on because of your race or ethnic background by another young person since you have been here?	8	15	9
68a	Have you ever been picked on because of your race or ethnic background by a member of staff since you have been here?	21	13	7
71a	Have you felt unsafe whilst at this prison (often or most of the time)?	8	7	6
78	Can you access the gym at least three times each week?	57	58	70
79	Do you have association or free-time more than five times each week?	68	76	70
80	Are you attending education?	87	95	88
81	Do you feel that the education you are undertaking at this prison is helping you?	53	73	51
82	Are you learning a skill or trade?	48	62	50
84	Can you shower everyday if you want to?	42	45	53
85	Can you go outside for exercise everyday if you want to?	10	16	7
87	Do you have problems using the telephones?	25	26	38
90	Have you had a visit since you have been here?	80	97	82