



HM YOI Cookham Wood

Annual Report of the Independent Monitoring Board

1st AUGUST 2013 – 31st JULY 2014

Monitoring fairness and respect for people in custody



SECTION 1

1.1 STATUTORY ROLE OF THE IMB

1.1.1 The Prison Act 1952 and the Immigration and Asylum Act 1999 require every prison and IRC to be monitored by an independent Board appointed by the Secretary of State from members of the community in which the prison or centre is situated.

1.1.2 The Board is specifically charged to:

- Satisfy itself as to the humane and just treatment of those held in custody within its prison and the range and adequacy of the programmes preparing them for release.
- Inform promptly the Secretary of State, or any official to whom he has delegated authority as it judges appropriate, any concern it has.
- Report annually to the Secretary of State on how well the prison has met the standards and requirements placed on it and what impact these have on those in its custody.
- To enable the Board to carry out these duties effectively its members have right of access to every prisoner and every part of the prison and also to the prison's records.

SECTION 2

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SECTION 3

3.1 INTRODUCTION

- 3.1.1 This report of the Independent Monitoring Board (IMB) for Her Majesty's Young Offenders' Institution (HM YOI) Cookham Wood covers the period from 1st August 2013 to 31st July 2014
- 3.1.2 Cookham Wood is in Kent, on the edge of the Medway towns, situated between HM YOI/Cat C Rochester and Medway Secure Training Centre. It was built in the 1970s and served as a women's prison until it was re-rolled in 2008 to its current status.
- 3.1.3 Cookham Wood accommodates remand prisoners from 15-17 years and convicted prisoners from 15-18 years. The majority of its young people (YP) are aged 16 or 17 years. It serves the courts from London, the South East, the South and South West of England; following the rerole of HMPYOI Warren Hill in October 2013 the catchment area also included East Anglia.
- 3.1.4 At the beginning of the reporting period facilities remained inadequate. However, following a major redevelopment programme a new residential unit and education block were opened in February 2014. The new residential unit accommodates young people in single cells on three floors and two wings (A and B), the cells on either side are separated by a wide association area. Each cell has a shower unit and telephone. Cedar unit, which previously housed up to 17 newly admitted young people and those with enhanced status, was closed. Newly admitted young people are housed together on B3 for 2 weeks during which period they attend the induction programme. Young people with enhanced status are held on A3.
The Phoenix unit, which houses up to 12 young people on the complex needs programme, GOOD or segregation, remains in the previous location in the old building with a narrow corridor and little natural light.
During the last 4 months of the reporting year when the establishment experienced increased levels of violence and challenging behaviour the capacity of Phoenix was insufficient to contain the number of young people referred; the former Beech 1 wing was reopened to house additional young people.
- 3.1.5 The new education block consists of classrooms, library and workshops; housed on two floors. The rooms are spacious, light and well equipped.
- 3.1.6 The population of Cookham Wood increased steadily during the final 4 months of the year, the total operational capacity of the new building is 179 (Figure 1)
- 3.1.7 Cookham Wood did not operate at full capacity during the reporting year; the numbers increased gradually during this period. The average monthly YP population was just above 100 in July-December 2013. During 2014 the population increased, reaching 149 in July.
- 3.1.8 For most of the year, around 30% of the YPs were remand prisoners. The average length of stay for remand prisoners was 4 – 12 weeks, a small number of young people were on remand for up to 24 weeks. The average length of stay for sentenced prisoners was 1 – 6 months, a few had sentences of 1-2 years.
- 3.1.9 There is an agreed establishment of 183 directly employed staff, of whom 85 are officers. 37% of officers are women. In July 2014 there were 69.68 officers in post.

3.2 AGENCIES WITHIN THE ESTABLISHMENT

3.2.1 Healthcare is now provided and funded by the NHS; the commissioning of new providers was completed during the reporting year with new services starting on April 1st 2014. Oxleas NHS Foundation Trust now deliver Primary Healthcare nursing services and Central and North West London NHS Foundation Trust are responsible for Mental Health Services.

Since 1st April GP services have been delivered by the Maidstone Medical Centre.

The education provider was CfBT Education Trust. Youth work was provided by Kinetic. Barnados provided independent advocacy support for YPs. The Resettlement team included case workers from Medway Youth Offending Team (YOT) as well as prison staff, and was supplemented by a Social Work Team which provided child protection and looked-after children (LAC) services. A number of agencies contributed to the delivery of a wide range of casework intervention programmes.

3.3 INSPECTION BY HER MAJESTY'S INSPECTORATE OF PRISONS (HMIP)

3.3.1 In the introduction to the Inspection Report, published on 4th September 2013, HM Chief Inspector wrote: "This is a good report about an institution which has made real progress...Cookham Wood is led by a thoughtful and responsive management team. It is focussed on the needs of young people, is creative and values-led. Importantly, it is optimistic about what can be done, which ensures staff retain high expectation of young people."

HMIP conducted an unannounced inspection in June 2014; the findings of this will be published in late autumn 2014.

SECTION 4

4.1 EXECUTIVE SUMMARY

- 4.1.1 Cookham Wood is a humane and respectful institution, with outstanding Resettlement services. In its Annual Report for 2012-13, the IMB praised its “confident, can-do approach and fresh thinking at a time of major reorganisation” but expressed concerns about its resilience in the light of high staff sickness levels.
- 4.1.2 2013-14 was a year of tremendous opportunities. The new residential and educational blocks transformed the living environment for most young people. The range and quality of healthcare, education and enrichment services greatly improved.
- 4.1.3 However, from April onwards there was a very steep increase in violence, linked to an increase in the population, the arrival of challenging young people from Feltham YOI and its courts, and an on-going and serious shortage of staff. Delivery of the daily regime became difficult and restrictions on time out of cell and purposeful activity for young people became routine. The adequacy of the facilities and support for segregated young people (particularly those with complex needs) became an acute concern. Oversight, review and planning meetings were cut back because of the resource demands of assuring safety and maintaining the regime, week by week. The institution moved backwards.
- 4.1.4 Cookham Wood’s values have stayed intact and the IMB believes that the underlying relationship between staff and young people remains healthy. Nonetheless, it hopes that this year’s report will be read as a warning. It paints a picture of a good Young Offenders’ Institution under severe pressure, and shows what happens when such an institution nears the limits of its resilience.
- 4.1.5 The simplified figures below show what happened in a nutshell.

4.1.6 Fig.1

2013-2014	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul
Popn	105	108	109	110	107	122	116	122	136	133	134	149
Prison officers	NA	81.7	74.64 VED	73.79	72.79	72.64	74.64	71.79	71.79	71.68	70.88	69.68
Violence – all (incidents per month)	4	8	6	15	24	24	30	27	42	42	65	53
Core Day Activity (Hours per young person per week)	20.6	21.5	25.0	23.5	24.4	22.8	22.8	22.2	20.4	20.0	19.7	16.8
Segregation (days per month)	56	38	9	20	21	14	43	39	235	302	226	172

4.2 PARTICULAR ISSUES REQUIRING A RESPONSE

- 4.2.1 The IMB’s principal concerns, and the questions arising from them, are listed below. Cross-references to other parts of the Report are given in brackets.
- 4.2.2 **Staffing and population levels**
At the beginning of the reporting year, Cookham Wood held 105 young people and had 82 prison officers. In July 2014, its average population was 149 (with space for 30 more) and it had 69 prison officers (bolstered by 7 “detached duty” officers from other prisons). The IMB was very

concerned about safety (5.6.10) and about the capacity of this number of officers to deliver a full regime (passim), particularly if the population of young people continued to rise.

- **When will the number of officers at Cookham Wood be increased to a satisfactory level?**
- **Will the number of young people at Cookham Wood be limited in the meantime?**

4.2.3 Facilities

The new accommodation and education blocks are excellent and have transformed young people's living environment. But other parts of the estate remained very unsatisfactory. The Visits hall was too small (5.8.4). The gym roof leaked badly and had done for years (5.8.3). Above all the IMB considered the Phoenix Unit accommodation unfit for purpose, and the location of the only constant watch cell within it completely inappropriate (5.6.15, 5.7.10). The Phoenix Unit was to be moved to much better accommodation in August or September 2014. There were also plans to create a new Visits hall and to repair the gym roof.

- **How will moving the Phoenix Unit to Cedar House improve the regime for young people in the unit?**
- **Will constant watch facilities be improved?**
- **When will the new Visits hall be ready?**
- **When will the gym roof be repaired?**

4.2.4 Equality and inclusion

The IMB considers that monitoring, planning and support systems to promote Equality fell into disrepair in 2013-14 (5.1.5 – 5.1.9). It welcomes the proposed new Equalities Policy and Action Plan (5.1.9).

- **How will support for young people with protected characteristics be improved in 2014-15?**

4.2.5 Safer custody

As the level of violence rose at Cookham Wood from April, so the pressures on staff and managers, and their workload, greatly increased. The priority had to be assuring safety and maintaining the regime, day by day and week by week. There was less time and capacity for planning. Monthly Safeguarding Committee meetings were frequently cancelled (5.6.16). New quality assurance procedures for ACCT and TAC documents were not fully implemented (5.6.6) - the IMB felt there was a clear need for additional staff training. The number of young people on "keep apart" rose steeply (5.6.12). By July, the SMT was determined to grip these issues. New terms of reference were being drawn up for the Safeguarding Committee. There were plans to tighten the governance of TAC and ACCT documents and the Keep Apart list.

- **Will the Safeguarding Committee resume its central role in performance assessment and strategic and tactical planning?**
- **What will be done to tighten the management and improve the quality of TAC and ACCT plans?**
- **Will there be more safeguarding-related training?**

4.2.6 Care and separation: complex needs

The IMB considers that an increasing number of young people come to Cookham Wood with very challenging behaviours and severe complex needs. It believes this trend is likely to continue. Drawing on the experience of April-July, when provision of both care for segregated young people, and support programmes for vulnerable and disturbed young people in a single Phoenix unit proved unsustainable (5.7.3- 5.7.9), the IMB strongly believes that a specialist complex needs unit is needed, additional to and separate from the segregation unit (5.7.14). At present, Cookham Wood is benchmarked only to staff a segregation unit.

- **Will Cookham Wood establish a specialist complex needs unit in 2014-15?**

4.3 PREVIOUS YEAR'S CONCERNS

4.3.1 The IMB highlighted 7 areas of concern in its 2012-13 Annual Report. The following paragraphs describe developments in these areas during the 2013-14 reporting year.

4.3.2 Time out of cell

From August to March, young people broadly received the NOMS recommended time out of cell: 9 and a half hours per day Monday to Friday and 7 hours at weekends. In late March, staff shortages forced the introduction of a restricted weekend and evening regime, reducing association time (5.4.6). This restricted regime was very regrettable but fair and predictable. Increasingly, however, from April to July, additional shut downs were required, not only in the evenings and weekends but also, on occasions, during the core day. The number of young people in GOOD segregation (with very limited time out of cell) also greatly increased. Core day activity (time spent in education and purposeful activity) dropped from 22.2 hours per young person per week in March to 16.8 hours in July.

4.3.3 Late arrivals

There were regular late arrivals from court throughout the year. They were not explained by distance travelled: most of the young people arriving late came from London courts (6.3.5).

4.3.4 Equalities Officer

The Equalities Officer post remained part-time and the post-holder was regularly abstracted for other duties. The role became almost wholly reactive (5.1.5)

4.3.5 Enrichment activity

The landings of the new residential block provide spacious association areas and Cookham Wood offered a range of new association activities from February (5.4.5). Kinetic, the Youth Service provider developed a high quality enrichment programme and attended each association session. The enrichment programme, which was a standing agenda item at the Youth Council, was directly informed by the views of the young people (5.4.10). The IMB considers the new programme genuinely enriches the young people's lives. It is regrettable that association time has had to be reduced (4.3.2)

4.3.6 Phoenix Programme activities

From August to March, the amount of purposeful activity for young people on the Phoenix Programme rose steadily. There was excellent, proactive "Team Around the Child" support for these young people, with 1:1 work with experienced Phoenix prison officers at its heart (5.7.2). However, the high number of GOOD segregations in April, May, June and July hugely increased the work of Phoenix staff and caseworkers and greatly reduced the time and resources available for Phoenix Programme activities. The young people found themselves in their cells for much of the day (5.7.4).

4.3.7 Kitchen facilities

New equipment was purchased and a new floor fitted, but, in the IMB's view, further refurbishment is necessary (5.8.5)

4.3.8 Personal Officers

In the IMB's view, the Personal Officers system remained under-used on the residential wings, and personal officers were not appropriately valued in the "Team Around the Child" system. However, at the end of the reporting year, members were shown a draft new Personal Officers policy, to be published in September 2014. It fully addressed the board's concerns.

SECTION 5

5.1 EQUALITY & INCLUSION

- 5.1.1 Cookham Wood has a very diverse population. Its young people range in age from 15 –18 years. Many have mental health difficulties and learning disabilities. 58% have black, Asian or mixed heritage and the largest faith group (around 25%) is Muslim. Generating and protecting respect for diversity and equality of opportunity for all is core business for staff.
- 5.1.2 The IMB found that, in their day-to-day work, staff were strongly committed to demonstrating equality of treatment and generating an atmosphere of respect. Their relations with young people were good. Black young people were persistently, though not grossly, over-represented in use of force and adjudications, but the Board examined this disproportionality carefully and was satisfied it was not the result of discrimination.
- 5.1.3 There were effective systems to record young people's "protected characteristics" at their induction. Systems to identify mental and educational disadvantages were particularly good. The new healthcare contract (April 2014) extended the range of therapeutic support available for young people with mental health difficulties, and there was a strong and increasing commitment to special needs educational support.
- 5.1.4 Moving the Faith Room and chaplaincy office to the new residential building in February made the chaplaincy team (Muslim, C of E, Catholic and Free Church chaplains) more visible and accessible to young people on a day-to-day basis. This increased their profile and was very welcome. In a survey in May, 94% of young people said they were confident they could speak to a chaplain of their faith in private.
- 5.1.5 Overall, the management oversight of equality issues was much reduced this year. Monitoring, review and planning systems were allowed to run down. This greatly concerned the IMB.
- 5.1.6 The Equality Officer role became part-time and almost wholly reactive: responding to Discrimination Incident Report Forms (DIRFs), of which there were very few. Recruitment of young people's Equalities Representatives ceased.
- 5.1.7 Equality Action Team committee meetings, which reviewed management information on diversity issues and drove the Equality Action Plan, stopped in January: equality became an agenda item at the Safeguarding meeting. The regular statistical Diversity Report, which informed the work of the Equality Action Team, was no longer prepared. Progress on the Equality Action Plan and Equality Impact Assessment programme slowed markedly.
- 5.1.8 The Youth Council, encouraged and strongly supported by the Head of Young People and Services, highlighted diversity issues and was keen to support initiatives. But it did not have an Equality Action Team to work with.
- 5.1.9 At the end of the reporting year, the Senior Management Team reviewed this situation and determined to revitalise Equalities work at Cookham Wood. The Head of Corporate Services and Equalities was tasked to prepare a new Equalities Policy and Action Plan, and began work immediately. She was to be supported in monitoring and implementing the policy by a full-time Equalities Officer and also a full-time Administration Officer. The Equality Action Team was to be reconvened and meet regularly.
- 5.1.10 The IMB very strongly supports this initiative. It believes that a complete re-launch of the Cookham Wood Equalities policy is required.

5.2 EDUCATION, LEARNING & SKILLS

- 5.2.1 The highlight of the year was the move into the purpose built education block, offering a much improved environment and facilities. The new block enabled CfBT to offer a broadened curriculum, including much improved catering facilities and a spacious library; which were appreciated by the young people.
- 5.2.2 Overall success rates in education and training were good. Entry Level, Level 1 units and partial qualifications offered quick access to success. Young people valued their achievements. This was particularly effective for those young people in the prison for short periods.
- 5.2.3 There was a good range of accreditation, including some Level 3 courses.
- 5.2.4 The quality of work and achievement in vocational subjects was good.
- 5.2.5 Overall effectiveness of the PE department was good. The gym roof had a significant leak which removed the facility from use in wet weather and, if this fault is not addressed, will result in permanent damage to the gym and its floor. It is understood that this is now in the schedule of works.
- 5.2.6 The Individual Learning Plan (ILP), which young people are expected to carry around the prison, faced some problems when staff failed to ensure young people left their wing carrying the ILP. Teaching staff requested permission to carry USB memory sticks to allow them to use the classroom computers (including interactive whiteboards) effectively; Security approval for this was awaited in July.
- 5.2.7 The Quality Improvement Group (QIG) did not use data to monitor its effectiveness and evaluate improvements against an action plan. Teaching and learning statistics, which presented an opportunity to review performance/effectiveness, were not routinely discussed.
- 5.2.8 Vulnerable young people held in the Phoenix Unit, typically received significantly less education time than other young people; often within the unit, so did not have the same access to resources as their peers. CfBT have committed to enhancing this provision.
- 5.2.9 Allocation to classes was occasionally delayed, resulting in young people being held in their cells until a course was available or allocated to them. As the prison population grew, the keep apart list also increased and as a result some young people were unable to attend the courses of their choice; this had an impact on their behaviour and motivation in lessons.
- 5.2.10 Virtual Campus was not yet implemented to allow young people access to a supervised online learning environment over the internet. This issue has remained unresolved for over two years and the lack of progress on this project nationally would appear to be a significant waste of public funds all the time that the facilities that have been provided remain unused.
- 5.2.11 The reflective glass used on the classrooms in the new education block meant that it was difficult to gain visibility into rooms from the corridor. This appeared to present a security risk.

5.3 HEALTHCARE AND MENTAL HEALTHCARE

- 5.3.1 The IMB regarded Healthcare within Cookham Wood as being good. The young people were seen in clinics fairly quickly. The service provided by GPs improved greatly following a new contract in 2012, and continued to improve in 2013. Movements to clinics improved with the identification of a movements officer; however staff shortages since 1st April resulted in delays and missed appointments. The dental clinic had an improved waiting time. Daily routine practice was carried out well. Young people reported in a survey that in general the service provided was good.
- 5.3.2 All the healthcare services at Cookham Wood were re-commissioned during the reporting period. The new NHS organisations began delivering healthcare on 1st April 2014.
- 5.3.3 From 1st April GP services were provided by Maidstone Medical Centre.

- 5.3.4 Prior to 1st April 2014 the long term provider of Primary Healthcare continued to deliver good services to young people at Cookham Wood. Since 1st April the new providers of Primary Healthcare nursing (Oxleas NHS Foundation Trust) experienced delays in the recruitment of staff to vacant posts and the long term sickness absence of a significant number of staff, resulting in low morale in the team. The senior staff member was running the service supported by a number of locum nurses who, although experienced, did not have the range of skills required to deliver all elements of the prison health programme. The immunisation, health promotion and young people's Health Forum were discontinued for some months; attendance at reviews and other meetings was inconsistent.
- 5.3.5 Central and North West London NHS Foundation Trust was appointed to deliver Mental Health services (Health and Wellbeing Team) from 1st April 2014. The new service structure meant that young people in need of support from the mental health team have access to many more staff with a wide range of skills including a sexual behaviour service, art, and speech and language therapy. Recruitment to these posts was lengthy; as a consequence young people were supported by a number of locum team members with a resulting lack of continuity.
- 5.3.6 Delays in the installation of System 1 (healthcare computer system) in the new healthcare facility presented challenges; clinical risks were identified related to this. These were resolved once System 1 became available.
- 5.3.7 The clinical rooms in the new residential block provided excellent facilities and ensured consistent healthcare presence in the building during the day.
- 5.3.8 The allocation of escort officers in Cookham Wood is the responsibility of the Security department. Security is profiled to have 2 officers for these duties during the afternoons; however none were available during the mornings when some young people attended healthcare clinics. Additionally staff shortages had an impact on the availability of officers for escort duties; with resulting delays, non-attendance at clinics and increased waiting times.

5.4 PURPOSEFUL ACTIVITY

- 5.4.1 Young people had access to a range of purposeful activities including leisure, cultural and offending behaviour programmes. However severe staff shortages and the number of young people who needed to be kept apart for safety reasons resulted in a reduction of the activities available to many young people. These included resettlement and substance abuse sessions.
- 5.4.2 Opportunities for work experience were available for young people identified as appropriate for the Release on Temporary Licence (ROTL) system. These are described in the Resettlement section of this report (5.5).
- 5.4.3 Opportunities for work experience existed within the establishment, in the kitchen and gardens. A number of young people worked in the kitchen regularly but few were allocated to work in the gardens.
- 5.4.4 The casework team continued to offer a range of Offender Behaviour programmes and introduced the Mindfulness programme.
- 5.4.5 The association areas in the new residential buildings were a significant improvement and enabled all eligible young people to have access to high quality association activities, without the need for movements to and from other areas of the prison. The youth club and association activities were delivered by Kinetic. Their staff developed a range of activities, informed by the views of the young people, which were available at Youth Club which is held in the association areas. Separate Youth Club sessions were delivered to young people on Phoenix unit.
- 5.4.6 During the final quarter of the reporting period the introduction of a revised core day in response to staff shortages led to restrictions on the access of young people to association and activities.

The change in regime resulted in 50% of landings having association each weekday evening, the other 50% remaining in their cells. The process was alternated between landings.

- 5.4.7 The revised core day, and number of young people on the keep apart list meant that across the prison, some did not have access to daily exercise. On occasion young people did not have the opportunity to exercise for up to three days.
- 5.4.8 Changes to the core day agreed with YJB and implemented from 28th July 2014 acknowledged that as young people had in cell shower and phone facilities there was no need to have a separate domestic hour. As a result of this change there were fewer movements to and from education and activities; all landings, including young people on GOOD, then had exercise each day.
- 5.4.9 An increase in the number of young people on GOOD, following violent and challenging behaviour, resulted in the reopening in the old building of Beech 1 as an extension to the Phoenix (care and separation) unit. Staffing on the unit (capacity 7 young people) remained at the same level when up to 17 young people were accommodated. This resulted in a reduction in the time available to work with the young people and ensure access to daily exercise. HMIP have consistently identified that access to exercise for all young people in Cookham Wood, prior to these changes, was insufficient. (5.7.7).
- 5.4.10 The Youth Council continued to meet every 6 weeks, supported by a Kinetic team member, chaired by a young person and attended by representatives from all areas of the prison. The Enrichment committee activities were incorporated into the youth council; this was a welcome development as it followed an extended period when the group did not meet.

5.5 RESETTLEMENT

- 5.5.1 The Resettlement team comprised 5 social workers, 5 YOT workers, 1 social work student, 1 case management officer, 4 band 4 officers and an administrator. There were 8 men in the team and 10 women who work hard to promote pro social modelling.
- 5.5.2 In addition to the permanent staff, plans were in place for the employment of three Looked After Child (LAC) apprentices later this year; their role will primarily be administrative but they will also take on a peer mentoring role with some of the LAC young people in Cookham.
- 5.5.3 Over the reporting year 100% of young people under 18 left to settled accommodation. Occasionally Barnados had to take up the case of a young person with a local authority to ensure a settled placement. The team insisted that all young people were met at the gate on discharge from the establishment.
- 5.5.4 The Head of Casework (seconded YOT team manager) sat on the Thames Resettlement Consortium and also the YJB Advisory Panel for Resettlement; this supported the work being undertaken between Cookham Wood, the community and the YJB on the subject of resettlement.
- 5.5.5 The team worked to promote positive and effective relationships with parents, extended families, and professionals within and outside the establishment.
- 5.5.6 The target for the number of young people being discharged into education, training or employment (ETE) was 100%.
- 5.5.7 NACRO and Working Links Resettlement brokers continued to work with young people returning to London.
- 5.5.8 The number of sentenced young people on ROTL in July 2014 was 1, who was out of Cookham Wood on 8 occasions.

- 5.5.9 The number of ROTLs for the reporting period was affected by staff shortages in Cookham Wood. Staffing levels also had an impact on attendance at group workshops, 1:1 meetings, debriefs, TAC and ACCT reviews. Case workers covered the work on ROTL in addition to their normal caseloads. Officer caseworkers did not carry a full caseload as there were occasional demands for them to work on the wings.
- 5.5.10 ROTL opportunities included Fort Amherst, motor mechanics, parks and gardens, Kinetic and Medway YOT's Cafe in a Healthy Living Centre, two Youth clubs and an allotment project.
- 5.5.11 There was no recent study of reoffending rates; one is planned for Autumn 2014.
- 5.5.12 A wide range of offending behaviour and other programmes were delivered during the year, although these were affected by the staffing situation and restricted regime. Bi-monthly family days were run by the team as were Most Valuable Player, Young Dads group and Mindfulness.
- 5.5.13 Work continued with Kent Fire and Rescue Service and young people who had committed arson or motor offences.
- 5.5.14 Attendance by a family member or carer at a training planning review was encouraged; parents attended one third of reviews during the reporting period (one third of the young people were Looked After and a further third were LAPS0 under Remand).
- 5.5.15 Work was undertaken on the transition needs of long sentence young people working in partnership with HMP/YOI Rochester. Two DVDs on the subject were produced by young people in Rochester, supported by Kinetic workers.

5.6 SAFER CUSTODY

- 5.6.1 With over six years of experience as a prison for juvenile offenders, the management and staff at Cookham Wood had the opportunity and challenge this year of moving to newly built residential and education facilities. With the move successfully completed in February, population growth demands, tight staffing constraints, and an influx of increasingly violent and vulnerable young people in the second half of the reporting year together contributed towards considerable new safeguarding challenges.
- 5.6.2 Last year's IMB report charted continued evidence of sustained improvement in standards of safety which had been confirmed by successive HMIP inspections. It welcomed the new Team Around the Child (TAC) initiative to provide a framework for case management and support for young people with vulnerability or behavioural issues. The IMB also supported management's expressed intention to address identified deficiencies in ACCT (management of suicide and self harm risk) procedures, document quality and associated staff training.
- 5.6.3 For the first half of the current reporting period, the charted progress towards a safe and stable environment was essentially sustained. However, in the last 4 months, levels of violence rose dramatically and there were periods during which it was necessary to segregate around 10% of the population to protect the safety of young people and staff. Statistics for the juvenile estate provided evidence that reported numbers of assaults and fights at Cookham Wood in June and July were significantly higher than at any other juvenile prison.
- 5.6.4 Though constrained by significant staff shortages, the commitment of management and staff to cope with a rapid increase in residential numbers was observed by IMB members. Of particular significance was an influx of around fifteen noticeably challenging young people from Feltham in April of this year. Subjectively, it was apparent that the dynamics of the prison had changed, with assaults on staff and other young people becoming more commonplace and increasingly violent. During the summer months, IMB members were repeatedly approached by staff to report their concerns over inadequate staffing levels, personal safety and fatigue. However, it was

encouraging to note that in a survey of opinion conducted in May 2014 only 24% of the responding young people reported that they had ever felt unsafe in Cookham Wood.

5.6.5 It became apparent to the IMB that senior management fully accepted the seriousness of the challenge presented by the increased levels of violent behaviour. Strategies started to be put in place to reinforce the established tools and procedures of governance which have served Cookham Wood well in recent years

Areas of Progress:

5.6.6 In accordance with previously documented plans, Quality Assurance procedures to protect the quality of ACCT and TAC documents were written. It was disappointing, however, that these were not fully implemented, and concerns remained over the currency and effectiveness of associated staff training.

5.6.7 It was reassuring that incidences of self harm remained low and compare relatively favourably with statistics for other juvenile establishments. However, concern remained over an unacceptable number of young people still arriving without documents.

5.6.8 Although staffing constraints prevented progress towards the adoption of MMPR (Minimising and Managing Physical Restraint) for control and restraint, statistical evidence demonstrated that further progress was sustained in the use of less intrusive techniques for C&R.

5.6.9 The number of Child Protection referrals reduced. However, management accepted a note of caution that there may have been a small number of instances where an outside referral was warranted but was not made.

Areas of Concern/Regression:

5.6.10 Statistics detailed in the July 2014 NOMS Young People's Estate Performance Report indicated that in the first quarter of the reporting period (August-October 2013), the number of prisoner on prisoner assaults at Cookham Wood averaged only 4 per month. By the final quarter (May-July 2014), the monthly average had risen gradually to an average of close to 35 assaults. Worryingly, the number of assaults on staff also rose approximately fourfold over the same period. Corresponding statistics for the number of fights showed a progression from an average of fewer than 2 fights per month in the first quarter to a final quarter average of 15 per month.

5.6.11 Unsurprisingly perhaps, incidences of use of force by officers also rose gradually during the year from a monthly average of 32 in quarter one to a monthly average of 74 in the final quarter. It was important to note that population growth had an inevitable adverse impact upon incidences of violent behaviour, as numbers grew from an average population of 107 at the beginning of the reporting period to an average of 139 over the final three months. However, when taken as a percentage of population, the recorded use of force in June 2014 reached around 65%; a higher percentage than any previously recorded at Cookham Wood. The Board have monitored this and have found no evidence of excessive or inappropriate use of force.

5.6.12 With such a violent and volatile community of young people, the challenge of maintaining and enforcing an effective 'keep-apart-list' was considerable. Whilst last year's IMB report recorded progress in reducing this list from around 40 to little more than 10, the size of the list had risen again by April to an unprecedented level of 77.

5.6.13 Cookham Wood has had considerable past success in the use of peer mediation techniques via its Violence Interrupters initiative. The contract of the service facilitators was necessarily terminated early in the reporting period. Trained peer mediators, under the guidance of an experienced officer, continued for some time to provide a limited peer mediation capability. However, despite management's commitment to engage a replacement service provider, we

were advised that the proposal remained in the hands of the purchasing function and there remained an inevitable backlog of mediation opportunities which could help to reduce the level of violent incidents.

- 5.6.14 There was some evidence this year of an increased use of weapons during assaults. Management also acknowledged that increased levels of violence were used during assaults (sometimes with multiple assailants) and were proactive in referring a number of cases to the Police for investigation. During a lock down search over 30 improvised weapons were discovered.
- 5.6.15 Good Order and Discipline (GOOD) segregation provisions were employed extensively in periods where levels of violence were at their highest. The IMB indicated its agreement to all individual GOOD review decisions at which members were present. However, the unsuitability and capacity of the Phoenix segregation facilities, and in particular the placement of the room used for constant supervision prompted our serious concern. (5.7)
- 5.6.16 Monthly Safeguarding Committee meetings, chaired by the Head of Safeguarding, have historically provided a valuable opportunity for performance assessment, strategic and tactical planning. The IMB view these meetings as an important tool in the governance of safeguarding issues and priorities. Unfortunately, staffing and other constraints led to the suspension of these meetings in the second half of the year. Consistent reliability and timely availability of safeguarding statistical data was also an area of concern. The IMB is encouraged to learn that new Terms of Reference are currently being reviewed, with the intention to relaunch this valuable monthly meeting.
- 5.6.17 As noted above, many changes have taken place in Cookham Wood in recent months which compounded the challenge of safeguarding this vulnerable, violent and volatile community of young people. Full staffing, effective governance, and clear ownership and accountability of all aspects of safeguarding procedure and practice will be essential if previous high standards of safety are to be sustained.

5.7 SEGREGATION, CARE & SEPARATION (PHOENIX UNIT)

- 5.7.1 The Phoenix unit was established at Cookham Wood four years ago to accommodate young people held on GOOD, RFU, as well as those whose complex needs require more intensely managed supervision. At the start of the reporting period there were 14 beds in Phoenix, this reduced to 7 in February once plans for moving to the new house blocks were put in place. Despite the recognition that the facilities were poor, dilapidated and unsuitable, Phoenix was regarded as a model of success, and HMIP praised the good work done there in their report from May 2013.
- 5.7.2 In the first three quarters of this reporting period progress was made. Levels of activity, highlighted as requiring improvement in the last IMB report, increased and the experienced staff worked effectively (1:1) with the troubled and challenging young people in their care. TAC documentation bedded in better in Phoenix than in the main prison and through this initiative not only were boys supported but behaviour was challenged and modified with noticeable success. Reviews were held weekly where plans to re-integrate young people back on to the wings were agreed and monitored. These reviews gave the professionals from education, health, mental health, casework and officers the opportunity of working together to define and meet individual needs. Cookham Wood had a well established, efficient and successful complex needs unit, and dealt with segregated prisoners in a structured effective manner.
- 5.7.3 In April and May 2014, a number of factors combined which substantially changed this situation. The move to the new house blocks had brought with it an increase in roll. This happened at a time when staff shortages were beginning to have an impact. In early May a number of challenging young people were transferred from Feltham which appeared to cause some destabilisation of the population. Violence levels started to rise and the corresponding numbers of young people who needed to be segregated increased significantly. SMARG figures illustrated

the effect on Phoenix. In the nine months from July 2013 to March 2014 a total of 173 days were spent on RFU, and 127 on GOOD. These figures were exceeded in just the next three months to 219 days on RFU and 566 on GOOD (NOMS figures for the same period showed similar statistics). Up to 20 young people were held on GOOD at times, more than 10% of the population. This situation had a serious effect not only on the community and regime but also staff morale.

- 5.7.4 With high numbers of young people on GOOD, Beech 1 was re-opened to house those for whom there was no room on Phoenix. These cells, having been closed for three months, were in a state of very poor decoration and repair, and had graffiti on the walls. There were no en-suite showers or phones. No additional staff were available and as a result staff who were on duty in Phoenix only had time to facilitate the basics of shower, phone call and exercise on a daily basis. Hence, the most challenging boys were held in poor conditions, and the vulnerable were deprived of the 1:1 work they had begun as Phoenix residents. Levels of activity and education were disrupted as there were insufficient staff to supervise movement. A strategy was put in place which gave a clear message to young people that violent behaviour would not be tolerated, and would lead to a period of GOOD. This meant at least a week with no activities, followed by a week where activities and education were introduced in order that the young person demonstrated improved behaviour. If successful, reintegration to the main prison was attained. Staff worked with this programme effectively and consistently under what were challenging and tiring conditions.
- 5.7.5 During the transition of health provision in early April, normal health services were disrupted as staff from the previous provider left and their replacement from the new providers was not seamless. This particularly affected the ongoing work on Phoenix where assessments and therapeutic programmes were interrupted by a delay in recruitment. The forensic psychologist on the unit worked extremely hard to cover the essential work, and case workers did what they could to ensure the welfare of their clients. (5.3.4, 5.3.5)
- 5.7.6 The IMB considered that Phoenix staff adapted well to the increased numbers, given the challenges presented.
- 5.7.7 By July, levels of violence remained high, and the numbers of young people on GOOD or RFU were still higher than Phoenix could accommodate. B1 corridor was closed as the decision was made that conditions there were unacceptable. Plans outlined at the April SMT meeting to reposition Phoenix on Cedar, an empty 17 bedded unit with a higher specification, had not been realised and so there was no alternative to young people being held on GOOD in the house block. The staff in the residences, not familiar with working with segregated prisoners and already overstretched trying to maintain the reduced regime, had the additional work to cope with. Although these young people were able to access daily showers and phone calls, exercise was only possible every two or even three days as segregated prisoners needed to take exercise alone, and there were not enough staff to facilitate this.
- 5.7.8 This situation also generated a high number of reviews. In normal circumstances Phoenix reviews were held in a room where all the required professionals met and the young person was encouraged to contribute. The prisoner was given clear instruction as to what was expected of him in order to return to normal regime. On the wings, GOOD reviews were more cursory. Often the governor and an officer spoke to the young person at the door of the cell, informing him whether the period of segregation was to be extended or not. The IMB worked hard to attend as many reviews as possible, but frequently were frustrated by short notice being given, or reviews not taking place when expected.
- 5.7.9 In addition to the increased numbers of segregated prisoners, the IMB had concerns about the number of young people who spent a long time on Phoenix. At one time during the period when staff were able to deliver little more than the basic care, five residents had been on Phoenix for between 14-24 weeks. At this time Phoenix was little more than a segregation unit, and the long term residents were most disadvantaged. Staff were aware of this, and worked to alleviate the

problem where ever possible. Good relationships with long term prisoners are central to the ethos of the complex needs unit and remained in evidence during this time.

- 5.7.10 The IMB remained concerned about the Constant Watch cell on Phoenix, the only one available in the establishment. It was used on at least two occasions during the year although it is acknowledged to be an unsuitable room and on the main thoroughfare in Phoenix.
- 5.7.11 By the end of the reporting period, there were indications that conditions for segregation, care and supervision at Cookham Wood would improve significantly. Plans to move in to Cedar were advanced, although the exercise yard was unusable and the constant watch cell not ready. The rooms had showers, and the facilities in the unit improved the delivery of services to complex needs prisoners. The room identified for use for constant watch will be more suitable when work is completed.
- 5.7.12 The Health and Wellbeing team was almost completely staffed by the end of the final quarter and will be able to offer a full service of assessment as well as an exciting new range of therapeutic interventions. This should benefit both the vulnerable and the more behaviour challenging young people alike. (5.3.5)
- 5.7.13 Although staffing levels remained an issue, and Cookham Wood is benchmarked only to staff a segregation unit, it is expected that a programme for complex needs will be rolled out in the near future in the more amenable environment of Cedar, and the good reputation of Phoenix can be restored.
- 5.7.14 The board strongly recommends the urgent transfer of segregated young people from Phoenix to the Cedar facility and the development of a specialist unit to meet the complex needs of some of the young people in Cookham Wood.

5.8 RESIDENTIAL SERVICES

- 5.8.1 The move into the new accommodation was completed successfully in February 2014, young people now have an excellent living environment. Radio communication was problematic in some areas of the new building; a communications booster rectified these problems.
- 5.8.2 The reflective film on the classroom windows prevented observation of activities in the rooms; this caused some problems which have not yet been addressed.
- 5.8.3 The gym roof continued to leak very badly during heavy rain, rendering the area unusable during and after storms.
- 5.8.4 Plans have been submitted for the conversion of some old association rooms to a new Visits facility; the existing one is too small to accommodate the increased number of visitors following the increase in operational capacity.
- 5.8.5 The lack of privacy for legal visits continued, a larger visiting area will address this.
- 5.8.6 Although some equipment was replaced and a new floor fitted, the kitchen remained old, dirty and needed refurbishment. Kitchen staff recruitment improved, as a result more food was cooked at Cookham, the quality appeared to have improved and complaints regarding food reduced. Recruitment of young people working in the kitchen was not consistent.
- 5.8.7 The Phoenix unit remained unfit for purpose, the situation was particularly difficult when a large number of young people were placed on GOOD and Beech 1 was reopened. Plans are in place for Phoenix to be transferred to the former Cedar unit in the near future. (5.7.11)
- 5.8.8 The lack of lighting for the movement of young people between residency and the sports/exercise yard was identified as a risk. Movement sensitive flood lighting has been requested.

SECTION 6

6.1 ADJUDICATIONS

- 6.1.1 The adjudication process in Cookham Wood was reviewed quarterly. Data was presented in a comprehensive report and the adjudicators, chaired by the Governor, discussed issues raised and action points were drafted. Quality assurance was robust and assessed by routine scrutiny of the paperwork.
- 6.1.2 The review meetings were postponed three times during the year. On one occasion the data presented on violence statistics was at odds with the data presented at the safeguarding meeting.
- 6.1.3 The adjudications report re-introduced equality monitoring. This demonstrated that BME charges continued to be disproportionately represented.
- 6.1.4 During this year the practice of recovering monies from young people who damage prison property was successfully introduced.
- 6.1.5 Complaints had been made about the room in the old building where adjudications were held as being oppressive and intimidating. The move to the light bay in the new building brought improved conditions, and early issues such as CCTV watching and privacy were resolved. Carpet was laid to reduce echo and the environment was adjusted to make it more appropriate for young people.
- 6.1.6 The IMB have monitored adjudications throughout the year and reported a fair and thorough process where the Governor showed good rapport with the young person thus minimising the hostility of the event.
- 6.1.7 The statistics for adjudications during the year followed the pattern of violence described elsewhere in this report. From August to May the number of adjudications was lower compared to the corresponding months in 2013 but rose during the last three months. The lowest was December, with 58 with a high of 173 in July. The corresponding roll numbers were 107 to 134. Over 60% charges laid were for fights or assaults.
- 6.1.8 The adjudications process was badly affected during the busy quarter of May to July as staff struggled to maintain procedure and time limits. Consequently, a large number of adjudications were adjourned, dismissed or not proceeded with (NPW). (In December 11 dismissed, 0 NPW, in July 18 dismissed, 22 NPW) Measures were taken to address this build up, such as closing Phoenix for the afternoon to release staff for adjudications. By the end of the reporting period the situation was much improved.
- 6.1.9 The incentives and earned privileges (IEP) programme was well understood by young people who were generally satisfied with this. This was considered helpful to deal directly with minor non-violent offences without having to resort to formal processes.
- 6.1.10 The practice of holding young people pending adjudication behind their doors for more than a few hours was addressed.
- 6.1.11 Barnados continued to offer an excellent and supportive service to young people facing adjudications.

6.2 COMPLAINTS

- 6.2.1 The complaints process at Cookham Wood was efficient and respectful. Complaints were dealt with in a timely manner and the system worked smoothly. When young people made frequent and repetitive complaints, each was dealt with as if it were the first.

6.2.2 The number of complaints was not significantly different from previous years and content was as varied. Young people used the complaints process to express dissatisfaction about regime restriction, particularly loss of association.

6.2.3 Young people at Cookham Wood also had the advantage of the Barnados service, which was a valuable asset in supporting them when they wished to make a complaint.

6.3 RECEPTION, FIRST NIGHT & INDUCTION

6.3.1 Young people were processed through reception in a professional manner, with few delays.

6.3.2 All young people were seen by healthcare staff who completed the Comprehensive Health Assessment Tool (CHAT) as part of the process. This is a standardised and validated assessment tool for young people in the youth justice system which assesses their physical and mental health, substance misuse and neuro-disability.

6.3.3 From April 1st all newly admitted young people were initially located on B3 landing. Young people who were in Cookham Wood for the first time remained on B3 for 2 weeks, during which time they completed the induction programme. Young people returning to the prison within 3 months spent 1 night on the landing and were then moved to the main landing.

6.3.4 All young people were scheduled to attend the whole 2 week induction programme, although some sessions were missed when a young person attended court. Missed sessions were completed after a court appearance had finished. Missed sessions were monitored monthly.

6.3.5 Late arrivals at the prison remained an issue; the majority of these were from London courts where there was a lengthy delay between the allocation of a prison place and the movement of a young person to that location. The increased catchment area led to some young people arriving late following a long journey from court.

6.4 SUBSTANCE MISUSE

6.4.1 Drug abuse is not a significant problem at Cookham Wood; drug testing is intelligence led.

6.4.2 In April 2014 one young person was fully searched under restraint after being witnessed receiving an item on a social visit; cannabis was discovered.

6.4.3 Appropriate procedures were in place for the dispensing of medication by healthcare.

6.4.4 A new Substance Misuse Service is to become fully operational in August of this year.

SECTION 7

7.1 WORK OF THE INDEPENDENT MONITORING BOARD

7.1.1 Board members made 2 rota visits to Cookham Wood each week: the days and times varied. They attended GOOD reviews on one day each week. They attended the one Serious Incident which occurred this year when 4 young people refused to leave the exercise yard of the new Block A. Following negotiation and the opening of Gold command the incident was managed by a team of 24 officers from Cookham Wood. One young person damaged a finger; no officers were injured in the successful clearance of the yard. IMB members also made individual visits to research and monitor their Areas of Responsibility, attend management meetings, and follow up applications. Board meetings were held monthly and set monitoring priorities for the coming month.

7.1.2 The number of GOOD reviews attended rose significantly this year (88 during the reporting period). This was the result of a fixed date and time being set for all second and subsequent reviews; the Board established a rota to ensure attendance. In the final 4 months of the year the

increase in the numbers of young people on GOOD meant that reviews were held across the week, it was not always been possible for an IMB member to be present at the reviews but all YP were seen within 72 hours of being placed on GOOD.

7.2 RECRUITMENT, TRAINING & DEVELOPMENT

- 7.2.1 The board experienced some changes during the year, at the start of the year there were 10 members and at the end of July 2014 there were 9. Four members resigned from the board during the reporting period but three new members were recruited. The Board was not affected by the introduction of new rules on tenure.
- 7.2.2 There were no BME members on the Board, however the recruitment of two younger members who are in employment and university widened the representation on the Board.
- 7.2.3 Four members attended five national training sessions during the year. Several board meetings were supplemented by local briefing sessions; subjects included Casework, Adjudications, and MMPR.
- 7.2.4 Members made one benchmarking visit, to Medway Secure Training Centre.
- 7.2.5 The Board's Annual Performance review was held in July. Actions arising from this focussed on IMB members attendance at GOOD reviews (including effective communication of the timing of these to members by the prison), members involvement in the induction of newly arrived young people and the publication and accessibility of the IMB application process.
- 7.2.6 Fig. 2

BOARD STATISTICS	
Recommended Complement of Board members	10
Number of Board members at the start of the reporting period	10
Number of Board members at the end of the reporting period	9
Number of new members joining within the reporting period	3
Number of members leaving within the reporting period	4
Total number of Board meetings during the reporting period	11
Total number of visits to the Establishment	348
Total number of segregation reviews held	Not available
Total number of segregation reviews attended	88
Date of Annual Team Performance Review	24th July

7.3 APPLICATIONS

- 7.3.1 Boxes and forms for written applications were displayed in residential areas. Members also accepted verbal applications in the course of their rota visits. All the concerns raised by applications were examined in a timely way and an explanation of the outcome given personally to the young person. Members had good access to records and staff. A review of the profile of the IMB is being undertaken by a board member, this will inform improvements in publicising the role and availability of the board in Cookham Wood.

7.3.2 The number of applications significantly decreased this year, when compared with the previous two years. This was interesting given the changes which have occurred in the youth estate, staff shortages, the revised core day and restrictions on the regime. This suggested young people had confidence in internal grievance procedures (applications, complaints, DIRFs) and in the accessibility, professionalism and impartiality of the advocacy service (Barnados). The IMB are not complacent about the reduction in applications and remain alert to all complaints.

7.3.3 A breakdown of this year's applications is given below. The largest number (C and J) related to personal relationships– a perceived lack of respect, fairness or understanding. The young people have a strong sense of the importance of fairness.

7.3.4 Fig.3

Code	Subject	11 – 12	12 – 13	13 - 14
A	Accommodation	2	1	0
B	Adjudications	2	5	1
C	Equality & Diversity (inc religion)	1	7	3
2D	Education, Employment, Training inc IEP	0	1	2
E1	Family, Visits inc mail & phone	0	2	2
E2	Finance, Pay	0	0	0
F	Food/Kitchen related	2	0	0
G	Health related	1	1	0
H1	Property (within current establishment)	1	1	0
H2	Property (during transfer/in another establishment)	0	2	0
H3	Canteen, Facilities, Catalogue, Shopping, Argos	0	0	1
I	Sentence related (inc. HDC, ROTL, parole, release dates, re-cat etc)	1	0	0
J	Staff/Prisoner/Detainee concerns inc bullying	8	8	2
K	Transfers	0	1	0
L	Miscellaneous	8	4	1
	Total number of IMB applications	26	33	12
	Of total: number of IMB confidential access was:	1	1	0

SECTION 8

GLOSSARY

ACCT	Assessment, Care in Custody and Teamwork
BME	Black and Minority Ethnic
CABS	Cookham Wood Anti-Bullying Strategy
C&R	Control and Restraint
DLO	Disability Liaison Officer
DIRF	Discrimination Incident Report Form
EAT	Equality Action Team
EO	Equalities Officer
ETE	Education, Training and Employment
FNC	First Night Centre
GOOD	Good Order or Discipline
HMIP	Her Majesty's Inspector of Prisons
HM YOI	Her Majesty's Young Offenders' Institute
IEP	Incentives and Earned Privileges
IMB	Independent Monitoring Board
IRC	Immigration Removal Centre
KPT	Key Performance Target
MMPR	Minimising and Managing Physical Restraint programme
MoJ	Ministry of Justice
NC	National Council (of the IMB)
NHS	National Health Service
NOMS	National Offender Management Service
OFSTED	Office for Standards in Education, Children's Services and Skills
PCT	Primary Care Trust
PNOMIS	Prison National Offender Management Information System
PSO	Prison Service Order
QIG	Quality Improvement Group
RFU	Removal from Unit
ROTL	Release on Temporary Licence
SIR	Security Information Report
SLA	Service Level Agreement
SMT	Senior Management Team
SMARG	Segregation Monitoring and Review Group
SMART	Systematic Monitoring and Analysis of Race equality Template
TAC	Team Around the Child
YJB	Youth Justice Board
YOT	Youth Offending Team
YP	Young Person
YPC	Young Persons' Council