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Dear Samantha,

I would like to thank you and your team for the assistance provided to my inspection team during our recent unannounced return visit to HMP Addiewell, and for the very informative presentation which you provided.

During our return visit the inspection team looked at the key recommendations from the 2022 inspection. You explained that you felt you and your new senior management team had made progress addressing the key issues raised in our report of our inspection in November 2022, but you were very clear that there was more work to be done to respond fully to our report. I can confirm that the inspection team agreed with your own assessment which was also confirmed by the prisoner survey results.

We noted a very welcome improvement, particularly regarding safety and appreciated the planning for continued improvement whilst agreeing with your assessment of scope for further improvement.

The most welcome improvement was that the prison felt safer than when we previously inspected in November 2022, and despite the return of the 12 hour unlock period, incidents of violence had not increased. Testimony to greater management grip.

Levels of purposeful activity had also improved significantly since the last inspection, albeit with the scope to increase participation levels still further. The Maximo maintenance system was now operating far more effectively, with an appropriate number of staff trained. We also saw evidence of a very slight improvement in staffing and experience levels, particularly regarding staff being deployed more consistently to the same areas to help build knowledge and relationships with prisoners. There was evidence too of a recent improvement in staff retention rates.

Despite our overall positive impression, inevitably we will continue to raise concerns. The lack of experienced staff remains one concern and further efforts need to be made to ensure there is always one male member of staff in every residential section so that searching protocols can be maintained.

Protection prisoners in Douglas Bravo still did not have the same access to activities as mainstream prisoners, even though the latter were the minority group in that hall. We appreciated that you were aware and were looking to resolve that situation promptly.

Access to fresh air was being provided, but greater efforts should be made to alternate between morning and afternoon sessions to ensure more equitable access to the more popular slots. Cleaning remained a challenge, and it was disappointing to find that issues continued around the control and storage of mops and brushes, while none of the quadrant chemical dispensers observed were working properly.

It was encouraging to see that the Personal Officer Scheme had been introduced in six residential areas housing Long Term Prisoners (LTPs) and protection prisoners, but it was still being embedded and had still to be introduced for Short Term Prisoners and LTPs in Lomond A and Douglas B.

Annex A provides further commentary on our findings. We will continue to monitor progress with implementation of the recommendations from our 2022 inspection report via our team of independent prison monitors, and through updates from yourself in relation to the inspection action plan. Our hope is that the return to the 12 hour unlock as part of HMP Addiewell's contract will support, rather than impede, further progress in implementing the recommendations from our 2022 inspection in full. We remain concerned that this is not in line with other large SPS establishments and will be monitoring this very carefully.

There were some areas of good practice not covered in our six key recommendations that I would like to mention, particularly your use of lived experience for the recovery agenda.

In terms of healthcare the number of vacancies in the Mental Health Team had greatly reduced, which had facilitated improvements in waiting times. However, referrals to the Mental Health and Addictions Teams were done electronically, with some nurses unable to access the electronic referral system. Inspectors were therefore very concerned by the lack of a formalised process for ensuring consistent



and effective triaging of referrals. Our partners Healthcare Improvement Scotland have written to NHS Lothian with their findings and an accompanying action plan, a copy of which can be found in Annex B.

Annex C will give you the results of the pre-inspection survey and a comparison to the previous results.

Finally, I must finish by saying how heartening and impressive it was to see HMP Addiewell turn an essential corner under your leadership, and I look forward to seeing further progress at our next inspection.

Wendy

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Enclosures:

- Annex A Summary report of findings against the key recommendations.
- Annex B Healthcare escalation.
- Annex C Prisoner survey results.



Summary report of findings against the key recommendations

Key recommendation 1: HMP Addiewell should review safe staffing levels within the establishment and take action to provide a more stable and consistent workforce in the wings. This includes improving the knowledge, skills, experience and support to frontline staff.

During the full inspection in November 2022, inspectors were hugely concerned about staff/prisoner relationships, which were resulting in poor behaviour of prisoners going unchallenged and a lack of control on some halls. The root cause appeared to be that over 50% of the residential staff group had less than two years' experience, and therefore lacked the knowledge and skills that a more experienced staff group would bring. There was also a perceived lack of staff, with two PCOs, per hall managing a group of 60 to 70 prisoners who were unlocked most of the day. Staff were also being redeployed daily and were therefore unfamiliar with the prisoners and the hall regime. Senior staff were not sufficiently present on the halls to provide much needed support to the inexperienced staff group.

During this inspection there was a very slight improvement in experience levels amongst PCOs on duty in the residential halls, but still concerning at 48% having less than two years' experience. PCOs with 12 months service were seen as experienced. The staff available to roster was still very low at 58.3% for both PCOs and SPCOs. HMP Addiewell had recruited 315 staff between June 2023 and March 2024 but were unable to retain the numbers required. It was the view of staff spoken to that the job described in the recruitment material and during the training did not accurately describe the reality of it. The roster was also unpopular with PCOs as they were often rostered to do a long day, and then back on again the next day, which could be really tiring.

Despite this, inspectors were pleased to observe an improving picture in the residential halls. Inspectors spoke to all the PCOs on duty during the inspection. They all appeared confident in their role and reported feeling safe and reasonably well supported by senior staff. Inspectors did not observe any poor behaviour from prisoners, indeed quite the opposite with positive staff/prisoner relationships being displayed. Officers were observed in their interactions with prisoners to provide the right balance of firm but fair treatment, and the prisoners reacted well to the staff, often being complimentary about them. Despite there still being only two officers on all but one hall during the inspection, the halls felt much more controlled. PCOs reported that the rostering process had improved and there was now better matching of experience levels. Around a third of the PCOs on duty had less than six month's experience. They reported that they could occasionally find themselves on a hall with another PCO with the same level of experience, but it was not something that happened often. The allocation of staff on the halls was also much more consistent, allowing PCOs to get to know their prisoner group, build positive relationships and therefore help maintain good order. There were occasions when they would be redeployed to another hall, but this did not happen often.

PCOs reported a mixed picture in relation to receiving support from SPCOs, with some being much more visible on the halls, speaking to prisoners and offering the PCOs support, but others did not. As reported above, the number of SPCOs available to roster was low with a mix of experience levels, leading to a lack of availability. Overall, however, staff reported an improvement since the last inspection.

Some of the more experienced PCOs, those with two years upwards, reported being heavily relied upon to pair up with new starts and staff the more unsettled halls. This was taking its toll on some of them, who also felt a lack of support from SPCOs, particularly following incidents.

HMP Addiewell must continue to work towards having three PCOs per hall, in particular if one member is called away, for example as a first responder. Despite the halls feeling more controlled with only two, there was regularly only one PCO for short periods which HMIPS regards as a safety risk. It must be noted that C&R requires three staff, so incidents have to delay until a third member of staff arrived. Inspectors were made aware of a member of staff being left on their own for 90 minutes whilst the full wing was unlocked due to their colleague being called away to deal with a security incident. It was also extremely difficult for staff to mentor new and inexperienced staff when there are only two per hall.

Due to lack of staff, there were also halls with two female officers on duty, which meant prisoners leaving the area could not be searched. This was unsafe and every effort should be made to have at least one male member in the section, or at the very least on hand to carry out rub down searches.

HMP Addiewell had brought in a 'mentor' to help build the knowledge, skills and experience of the residential staff group. Unfortunately, he was on leave during the inspection, but PCOs were complimentary about the work he was doing. They reported that he was visible and checked in with them on the hall, as well as running various helpful sessions to upskill them.

PCOs with less than a year's experience were reasonably content with the training they had received. They would have preferred blocks of job shadowing rather than odd days. They would also have preferred more practical training. They felt there was too much theory which meant they struggled with paperwork and knowing processes once they were on the hall.

In summary, the staffing and experience levels amongst the residential staffing group in HMP Addiewell remains challenging and there is still a lot of work to be done. However, the improvements were visible, and the senior management team were clearly trying to continue their good work. All staff spoken to, reported an improving picture compared to 18 months ago, but acknowledged more work was needed to improve staff numbers and experience levels. Inspectors were informed that in the three months January to March 2023 there had been a 50% reduction in average PCO leavers, compared to the previous three months where an average of 12 left each month, which is really good news.



Key recommendation 2: HMP Addiewell should review the regime, in consultation with staff and prisoners, to ensure good order and control. For example, ensuring sufficient time for both staff and prisoners to move location safely, activities, medication and fresh air do not clash, and the different cohorts have equitable access.

Following the HMIPS full inspection in November 2022, the SPS agreed to mitigate the contractual compliance whereby all prisoners were out of their cell 12.5 hours a day. This mitigation allowed the prison to follow a similar regime to that found in all SPS closed prisons in Scotland. The Lead Inspector for Prisons completed a visit to HMP Addiewell on 18 December 2023, and found that the prison had a more positive feel to it. Incidents of violence had decreased and both staff and prisoners reported that it felt safer and more controlled. There was a structured regime whereby those that were not involved in activity were secured in their cells. This allowed staff to carry out basic duties and prisoners to improve the general cleanliness of the residential areas, including the pantries.

In February 2024, this mitigation was removed by the SPS, which meant that the prison returned to the original contractual agreement of prisoners being out of cell for 12.5 hours per day. It was disappointing to learn that there had been no consultation with prisoners or front-line staff at HMP Addiewell in advance of this.

Under the PANEL principle of Participation (Prisoners should be meaningfully involved in decisions that affect their lives), the client and Sodexo should take cognisance of what prisoners want and this should reflect the regime. Throughout the two-day unannounced inspection, inspectors did not find one prisoner who felt that the change back to 12.5 hours a day was positive. Instead, prisoners reported that they would like periods during day when they were locked in their cell, and they gave the following reasons:

- it would give them a break from other prisoners and relieve the pressure of having to be visible. Many prisoners reported that if they were not visible and chose to stay in their cell, other prisoners questioned their motives, for example, thought they had something to hide
- it would allow passmen to clean the place more thoroughly. See Recommendation 4
- it reduced the potential for unwanted visits by other prisoners to their cells. This minimised the risk of assault or being approached to buy illicit items
- it allowed them some quiet time where there was little noise, and they could relax
- it provided a more structured day

In almost all occasions staff also reported a preference to have periods where prisoners were locked in their cell. They suggested a period in the morning, after the regimes moved, and a period in the afternoon after the regimes moved, to allow them to:



- carry out basic duties
- carry out personal officer work more effectively
- manage those on rule 95 and 41 more effectively
- engage more meaningfully with those on Talk to Me rather than just following the observations
- get a break from prisoners constantly making requests and them being questioned
- search more effectively, both on the time spent carrying out a search and also when they were able to schedule searches
- ensure the halls were cleaner

It was disappointing to note that Douglas Bravo was still not providing the majority of the prisoners on the hall with an equitable regime. The minority cohort, approximately 15 mainstream prisoners, were unlocked most of the time. Those on protection, whether offence or non-offence were unlocked a minimal amount of time. This did not meet the contractual agreement. However, the SPS had agreed a mitigation for this to happen. In HMIPS' view this is unacceptable and there should be a speedy resolution to this issue. The removal of the mainstream prisoners from this hall would allow those on protection an equitable time out of cell, in line with the rest of the prison population.

With regard to access to one hour of fresh air per day, in most cases it was offered at the same time every day. Some halls offered it at 8.30am, such as at weekends, which resulted in poor attendance. There was no evidence of prisoners being offered alternatives, for example, mornings one week and afternoons the following. Some were also offered fresh air at night, which in the winter was dark and cold, and again attendance was poor. There was still an issue in the winter with exercise yards not being lit, so it was difficult to identify those taking fresh air. Access to fresh air also clashed with other activities, such as exercise. For example, the first route movement in the afternoon took place at the same time as prisoners in Douglas Bravo were accessing fresh air. However, there had been some improvement from the full inspection as medication no longer clashed with exercise in the areas inspectors checked. Previously fresh air, medication and mealtimes clashed in the late afternoon. This may still be happening but time on site was limited to check all areas. Prisoners reported that if one person wanted to go back in from the exercise yard, they were all taken in. We were not able to observe this ourselves, but staff confirmed this was the case, which is concerning as prisoners would therefore be denied their legal entitlement of one hour's fresh air.

Key recommendation 3: SPS and Sodexo should review the contract to ensure it does not inadvertently inhibit the safe and effective management of prisoners, and drives improved purposeful activity participation levels.

Safety and effective management of prisoners

During the full inspection in 2022 inspectors reported that the prison did not feel safe and incident figures supported that. Encouragingly during our recent visit in 2024 the prison felt much safer. The number of prisoners Under the Influence (UTI) and



violence had not increased since the mitigation was removed from the contract and prisoners were again unlocked for 12.5 hours a day. However, comments from prisoners suggested that in some areas it was simmering under the surface. It was early days, but they reported there were already tensions as prisoners were beginning to feel bored or unsettled. Staff supported this view and were witnessing prisoners starting to get on each other's nerves.

Purposeful activity participation levels

At the time of our last inspection in November 2022, HMP Addiewell could boast some excellent opportunities for purposeful activity and education in the Learning Academy. However, participation rates were extremely disappointing with most classes grossly under occupied.

It was pleasing therefore to see that participation rates had doubled. At the time of the last inspection the number of places available in the Learning Academy for purposeful activity and education stood at 472, with planned attendance at 162, and 87 prisoners actually attending. In the week of the unannounced inspection, the number of places available for employment, learning skills, interventions and World Faith, etc, in the Learning Academy stood at 681, with planned attendance of 308 and 170 prisoners actually attending. Records indicated that scheduled attendance in the Learning Academy in the first week of April 2024 varied from 45% to 89% but averaged 66% of available capacity and actual attendance averaged 40% of available capacity. Clearly there is scope to increase participation rates still further, and in particular reduce the level of non-attendance, but nevertheless this represents a significant improvement, and inspectors were pleased to observe classes operating with good attendance levels on the days we inspected.

Similarly, there was evidence of a significant increase in the number of learning modules being completed and in the number of SQA awards being achieved. There had been a temporary dip in attainment levels in February 2024 due to staff sickness, but in general terms the stats for January and March 2024 were up markedly from the corresponding period in 2023. In January 2023, 368 modules were completed, and 27 qualifications awarded, while in March 2023, 144 modules were completed, and 25 awards were completed. This compared with 644 modules and 44 qualifications awarded in January 2024 and 525 modules completed and 39 qualifications awarded in March 2024.

Prisoners spoken to reported that they had been motivated to attend the Learning Academy during the mitigation period to get out of their cell, and that they had enjoyed attending and would carry on. Unfortunately, other prisoners reported that because they were open again all day it might now discourage some from attending.

It was pleasing to see that protection prisoners were now getting full access to the Learning Academy. At the time of the full inspection, they were restricted to the mezzanine areas and missed out on the full range of opportunities available in the Learning Academy, including pottery making. Protection prisoners now get access to the Academy five days per week.



Inspectors were also able to observe enthusiastic tutors working well with prisoners in both the Academy and in the life skills kitchen area. Polish prisoners were relishing the opportunity to engage in a Polish themed cooking class, turning out impressive versions of traditional Polish delicacies as well as gaining food hygiene qualifications.

The look and feel of the library had also improved since our last inspection, with the addition of softer seating to encourage a more informal and relaxed environment, which was helping to attract more people.

Overall, the position on purposeful activity and education showed a very welcome improvement since the last inspection, albeit with scope to improve participation rates still further and reduce the number of scheduled attendances who fail to attend.

Key recommendation 4: HMP Addiewell should ensure that the cleaning and 'MAXIMO' (planned and reactive system maintenance) systems are fully implemented and complied with to effectively manage the prisons maintenance.

Cleaning

When the full inspection was carried out in November 2022, it was reported that on most of the wings the tool inventories were found to be inaccurate. A number of mops, buckets and brushes were recorded as being present on the wing, but when inspectors checked they were not. Inspectors could not find any cleaning equipment in the cleaning cupboard, and it was noted that most of the cleaning cupboards were unlocked. The majority of passmen reported that they kept mops, brushes and buckets in their own cell to allow them to clean the wings. They were forced to do this as they would be taken by other prisoners if left in the unlocked cleaning cupboards. Inspectors observed that a number of prisoners also kept cleaning equipment in their cells that were deemed unauthorised items and posed a risk. Staff were aware that this was commonplace, and it was clear that little or no attempts had been made to address this.

On returning to the prison in April 2024, it was found that little had changed. Prisoners were seen by inspectors to have cleaning equipment in their cells, inventories were inaccurate and cleaning cupboards were almost empty. No quadrant chemical dispensing machines were found to be working. Passmen reported that it was very difficult to clean the wings properly as there was continual movement of prisoners on the wings preventing floors drying or surfaces being cleaned. In addition, as all prisoners were free to roam the wings, cleaning equipment would often be taken from the passmen for others to clean their own cells.

The MAXIMO system

When the full inspection was carried out in November 2022, it was found that earlier that year the prison had implemented 'MAXIMO' as the online system used to manage the general maintenance and planned preventative maintenance of the



prison. Staff had not been sufficiently trained in the use of this system to allow it to be used effectively and therefore it was not efficient. Inspectors did not have confidence in the provision of figures and status of jobs provided to them by staff at that time.

Since then, 350 users have been trained on how to use the system. Inspectors found that all members of staff spoken to at random confirmed that they were aware of the system and were confident in how to interact with it. Admin staff also reported that they had received training and support and were more efficient using the system. Evidence that system usage was improving could be found by comparing figures from March 2023 to March 2024. Compliance rates had improved and reported faults had increased significantly, likely due to operational staff being more confident in its use.

March 2023 – planned maintenance – 2264 with 77% compliance rate
March 2023 – new jobs reported – 147

March 2024 – planned maintenance – 2420 with 99% compliance rate
MARCH 2024 – new jobs reported – 408

The workflow in respect of managing jobs had unfortunately not improved and was still managed on paper records. The Maintenance Management Team were still unable to update the system as and when jobs were being progressed. This was partly due to access rights being restricted to senior and admin staff. Staff reported to inspectors the need for handheld devices that were linked to the 'MAXIMO' system to be provided to allow maintenance staff to update jobs in real time. It was found that all jobs were still being managed via a paper trail between the maintenance team, maintenance admin and maintenance management.

Key recommendation 5: HMP Addiewell should implement a personal officer scheme, provide training and raise awareness of the case management process.

At the time of the 2022 inspection, HMP Addiewell did not run a personal officer scheme and instead relied on eight ICM officers to case manage all prisoners. Each ICM officer managed a case load of between 50 and 120 prisoners. Prisoners reported that they were aware of their case manager's name and critical dates were available on their kiosks, but they had not met their case manager and had not received replies to kiosk messages. Both prisoners and residential staff stated that they had little or no understanding of critical dates, case management or progression processes.

During this inspection, inspectors found that the personal officer scheme had been introduced in the six long term prisoner and protection wings in HMP Addiewell. Each hall had introduced it at different times, with Tay C and Forth B starting it on the Monday of the week of the inspection. There was no personal officer support being offered to short term prisoners or long term prisoners located on Lomond A and Douglas B. Inspectors were informed that the scheme was not in place for every



prisoner. It followed a risk-based approach for those that would benefit from additional support and intervention, for example, those that were nearing release.

PCOs told inspectors that they had been asked to complete online training to undertake the personal officer role and had been provided with guidance on how to upload their write ups onto PR2. PCOs tended to meet with their prisoner allocation at weekends, as it was difficult to find time and a quiet space during the week due to prisoners being unlocked 12.5 hours per day. Inspectors saw the form that PCOs were being asked to complete and all confirmed their write ups were being uploaded to PR2. SPCOs were happy with how the process was going so far.

Inspectors spoke to the ICM Team to establish if they were seeing any benefit from the personal officer scheme being launched. They advised that they were still managing a large caseload of 70 to 80 prisoners, but it was helpful that PCOs were meeting with prisoners and uploading their narratives onto PR2. PCOs were also contacting case managers if they had concerns about a prisoner which was reassuring.

In summary, all staff involved in the scheme acknowledged that it was a helpful process which was still being embedded and was work in progress.

Key recommendation 6: REAS/NHS Lothian must review staffing and systems to ensure triages, assessments and clinics can consistently be available to patients.

Inspectors were encouraged to see the number of staffing vacancies in the mental health team had greatly reduced and that the improved staffing levels have had a positive impact on reducing waiting times.

A system was in place for mental health nurses to be allocated to triages, assessments and clinics. However, there was no pathway in place outlining the provision from the mental health team including the triage process. At the time of inspection, referrals to the mental health and addictions team were managed electronically. Inspectors were told that whilst referrals were generally discussed with a registered nurse, most nurses did not have access to the electronic system, which meant that the initial screening of referrals was undertaken by a healthcare support worker. Inspectors were reassured that some steps had already been taken to address this, however, remain concerned about a lack of a formalised process to ensure triaging of referrals are managed consistently and by a registered nurse. This would ensure that there was a consistent risk-based approach to prioritising referrals and identifying staff responsible for this role.

This recommendation remains unmet. Inspectors have requested a new action plan with the outstanding and new recommendations to reflect the findings from the onsite follow up inspection.



Healthcare escalation

Letter and action plan sent to NHS Lothian.



20240422 LTR to
board post inspecti



20240422 HMP
Addiewell action pl

Prisoner survey findings and analysis



HMP Addiewell 2024
Pre-Inspection Survey



HMIPS
Pre-Inspection Survey

