



House of Commons
Welsh Affairs Committee

Prison provision in Wales

Fourth Report of Session 2017–19

*Report, together with formal minutes relating
to the report*

*Ordered by the House of Commons
to be printed 30 April 2019*

Welsh Affairs Committee

The Welsh Affairs Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Office of the Secretary of State for Wales (including relations with the National Assembly for Wales).

Current membership

[David T. C. Davies MP](#) (*Conservative, Monmouth*) (Chair)

[Tonia Antoniazzi MP](#) (*Labour, Gower*)

[Guto Bebb](#) (*Conservative, Aberconwy*)

[Chris Davies MP](#) (*Conservative, Brecon and Radnorshire*)

[Geraint Davies MP](#) (*Labour (Co-op), Swansea West*)

[Jonathan Edwards MP](#) (*Plaid Cymru, Carmarthen East and Dinefwr*)

[Susan Elan Jones MP](#) (*Labour, Clwyd South*)

[Ben Lake MP](#) (*Plaid Cymru, Ceredigion*)

[Jack Lopresti](#) (*Conservative, Filton and Bradley Stoke*)

[Anna McMorrin MP](#) (*Labour, Cardiff North*)

Powers

The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the internet via www.parliament.uk.

Publications

© Parliamentary Copyright House of Commons 2019. This publication may be reproduced under the terms of the Open Parliament Licence, which is published at www.parliament.uk/copyright

Committee reports are published on the Committee's website at www.parliament.uk/welshcom and in print by Order of the House.

Evidence relating to this report is published on the [inquiry publications page](#) of the Committee's website.

Committee staff

The current staff of the Committee are Kevin Maddison (Clerk), Matthew Congreve (Second Clerk), Rhiannon Williams (Committee Specialist), Mariam Keating (Committee Specialist), Louise Glen (Senior Committee Assistant), Kelly Tunnicliffe (Committee Assistant) and Nina Foster (Media Officer).

Anna Sanders (Inquiry Manager) and Susan Ramsay (Senior Committee Assistant) also assisted the Committee in this inquiry.

Contacts

All correspondence should be addressed to the Clerk of the Welsh Affairs Committee, House of Commons, London SW1A 0AA. The telephone number for general enquiries is 020 7219 6957; the Committee's email address is welshcom@parliament.uk.

You can follow the Committee on Twitter using [@CommonsWelshAff](#)

Contents

Summary	3
Governance of prisons and provision of services	3
Prison performance in Wales	3
Management of prisoners	3
Future prison provision in Wales	4
1 Introduction	5
Prisons in Wales	5
Our inquiry	6
2 Governance of prisons and provision of services	7
Roles of UK and Welsh Governments	7
Prisoners' healthcare	8
Substance misuse treatment	9
Probation programmes	10
Housing	13
Education and skills	14
Joint working between UK and Welsh Governments: Conclusion	15
Thomas review on justice in Wales	15
3 Prison performance in Wales	17
Staff recruitment, retention and experience	17
Balance of new and experienced staff	18
Prison conditions and safety	19
Violence and illicit activity	19
Deaths in custody	20
Inquest delays	21
"Overcrowding", "crowding" and measuring prison population	22
4 Management of prisoners	25
Wales-specific data collection	25
Location and placement of prisoners	26
Particular groups of prisoners	28
Women prisoners	28
Women's centres	29
Welsh-language provision	30
Welsh-speaking prison staff	31

Welsh-language data collection	32
Young offenders and gang-related issues	33
5 Future prison provision in Wales	35
The potential for a new prison in Wales	35
Conclusion	37
Conclusions and recommendations	38
Formal minutes	42
Witnesses	43
Published written evidence	45
List of Reports from the Committee during the current Parliament	46

Summary

Governance of prisons and provision of services

The UK and Welsh Governments should work more closely together in the areas that intersect in criminal justice, such as health, housing and education. This includes producing a new framework for closer cooperation and integration in the provision of prison services, with clear points of contact.

Our main findings and recommendations to the Government are:

- NHS Wales should create a central unit to liaise with HMPPS on delivering healthcare for offenders.
- HMPPS and NHS Wales must provide appropriate substance misuse treatment to ensure smooth transition for offenders moving from prisons in England to the Welsh prison estate.
- The new probation arrangements for Wales must be adequately funded, and resettlement policies in areas such as housing should be coherent to ensure that offenders are not homeless upon release.

Prison performance in Wales

Steps should be taken to improve conditions in Welsh prisons, in particular those affected by high population density. Prison performance in Wales should also be improved, especially in relation to safety.

Our main findings and recommendations to the Government are:

- The Ministry of Justice should devise a strategy to address the retention of experienced prison staff and provide adequate training for new prison officers.
- Security scanners should be installed in all Welsh prisons to reduce illicit activity, including the importing of drugs and mobile phones.
- Recruiting new staff and training them well should reduce the number of violent incidents and deaths in custody.
- In crowded Welsh prisons, steps should be taken to improve living conditions and ensure the availability of activity spaces to aid resettlement.

Management of prisoners

The way Welsh prisoners are managed must be improved, especially distinct groups. Offender management also includes consideration of the particular needs of prisoners from Wales and their location.

Our main findings and recommendations to the Government are:

- Women’s residential centres should be set up in North and South Wales to enable Welsh offenders to be closer to home.
- Accurate data must be collated on Welsh speakers, which should then contribute to HMPPS’ new Welsh language scheme to improve services for Welsh speakers in prisons in both Wales and England.
- The Ministry of Justice should tackle gang-related problems in HMYOI Parc, including a consideration of introducing smaller custodial units to place young people closer to home.

Future prison provision in Wales

In considering any new prison in Wales the UK Government must take account of the wishes of the communities close to any proposed location.

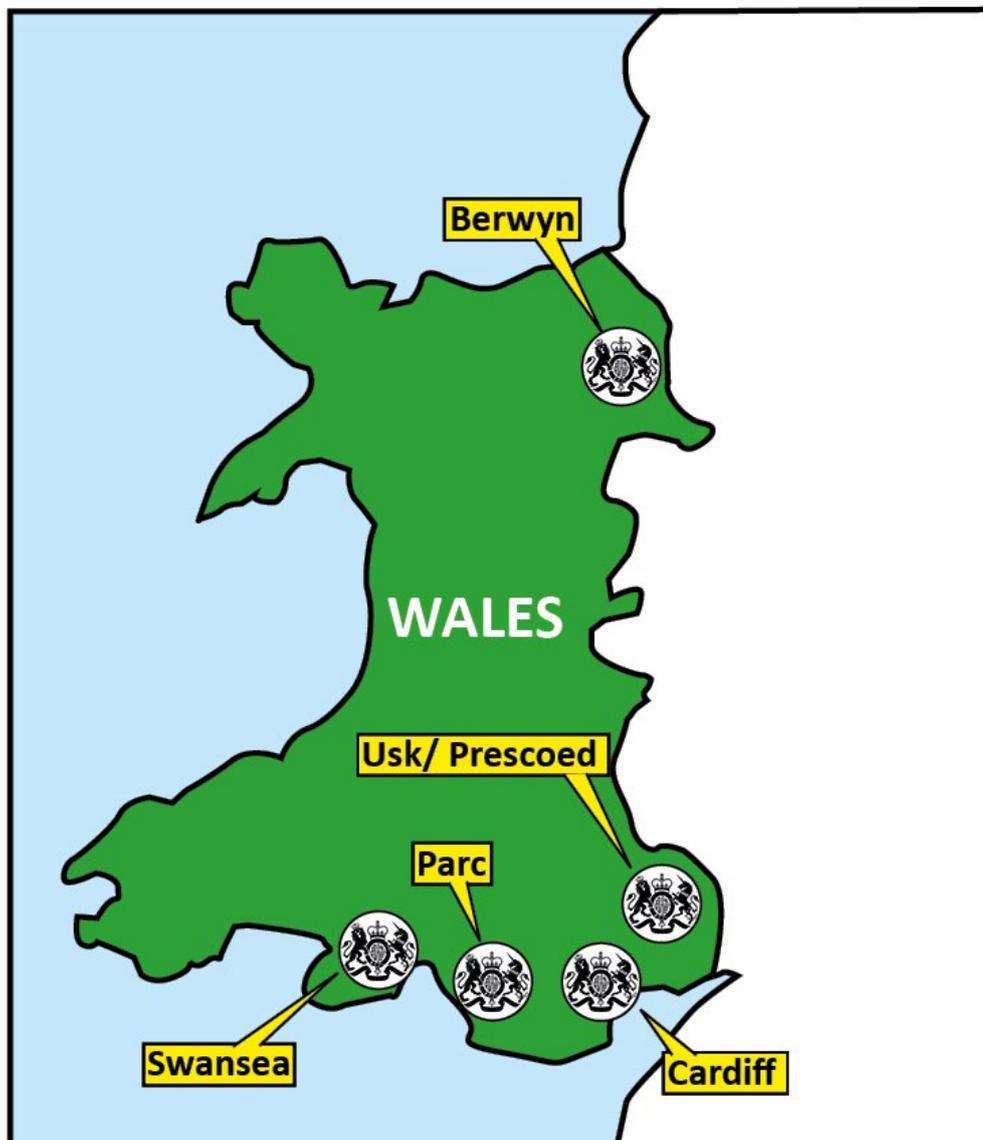
Our main findings and recommendations to the Government are:

- Any new prison development in Wales should give due regard to Welsh-specific requirements, and the programme should be done in full collaboration with the Welsh Government.
- Any new prison must primarily serve the needs of Welsh prisoners, rather than being an overflow for prisons in England.
- The effectiveness of HMP Berwyn should be independently reviewed before any commitment to a new super-prison is made.

1 Introduction

Prisons in Wales

1. In the UK, powers over criminal justice and prisons are devolved to the governments of Scotland and Northern Ireland, but reserved in Westminster for Wales. It is not within the powers of the Welsh Government or the National Assembly for Wales to scrutinise or influence policies over criminal justice and prisons in Wales. It has been argued that the divergence of policies between England and Wales has led to some practical issues on the ground. There are currently five prisons in Wales: four in South Wales, HMP Cardiff, HMP/YOI (Young Offender Institution) Parc near Bridgend, HMP Swansea and HMP Usk/Prescoed in Monmouthshire, and one in North Wales, the new HMP Berwyn 'super prison' in Wrexham. Their locations are shown on the map below:



2. As it stands, there are no facilities in Wales that can accommodate female or ‘Category A’ high-risk prisoners, who serve their sentences in England. Four of the five prisons are publicly owned. The only private prison in Wales—HMP/YOI Parc—opened in 1997, and was one of the first prisons to be built under the Government’s Private Finance Initiative (PFI).¹ The prison is currently managed by G4S Care and Justice Services, on behalf of HM Prison and Probation Service.²

3. The UK Government is responsible for criminal justice in Wales. Adult offenders who receive community or custodial sentences are the responsibility of Her Majesty’s Prison and Probation Service (HMPPS, formerly the National Offender Management Service)—an executive agency of the Ministry of Justice—which operates across England and Wales. It is also responsible for rehabilitation services.³ Offenders from Wales are often housed in prisons in England and vice versa.

4. The Welsh Government has responsibility for a range of issues that often intersect with criminal justice. These include education and training, health services, housing, local government, social welfare and the Welsh language.⁴

Our inquiry

5. We decided to review the landscape of prison provision in Wales, building on the work of our predecessors in previous parliaments.⁵ We also sought to look more widely at the management and placement of Welsh offenders. To inform our work we have taken evidence from a range of organisations including HMPPS and HM Inspectorate of Prisons, prison governors, academic experts, representatives of penal charities and the Welsh Language Commissioner, as well as UK and Welsh Government Ministers. We visited every prison in Wales, as well as HMP Styal which houses female offenders from Wales, and North Wales Women’s Centre, to see conditions for ourselves and hear the views of prisoners, staff and senior management. We were also joined on our visits to HMP Usk/Prescoed and HMP Cardiff by then Members of the Justice Committee: we found their input very helpful.⁶

6. The report sets out what we saw as the key issues facing prison provision in Wales, and calls on the UK Government - working with others, particularly the Welsh Government - to take steps to improve both the effectiveness of Welsh prisons and provision for prisoners from Wales housed in English prisons. In chapter 2, we look at the governance of prisons and provision of services, focusing on joined-up working between the UK and Welsh Governments. Chapter 3 considers prison performance, including issues such as staffing, prison population, prison conditions and safety. In Chapter 4 we look at the management of prisoners by examining data collection, location and placement of prisoners, as well as distinct groups—female offenders, Welsh speakers and young offenders. Chapter 5 examines alternative approaches to custody, including the potential to build a new prison in Wales.

1 HM Chief Inspectorate of Prisons, [Report on an unannounced inspection of HMPI/YOI Parc](#) (2016), p 7

2 Independent Monitoring Board, [Annual report of the Independent Monitoring Board for HMP & YOI Parc 2017–18](#) (September 2018), p 6

3 Ministry of Justice, ‘[Her Majesty’s Prison and Probation Service](#),’ accessed 2 April 2019

4 Welsh Government, ‘[What our role is](#),’ accessed 25 March 2019

5 Welsh Affairs Committee, Fourth Report of Session 2014–15, [Prisons in Wales and the treatment of Welsh offenders](#), HC113; Welsh Affairs Committee, Ninth Report of Session 2009–10, [Welsh prisoners in the prison estate: follow up](#), HC143

6 Ruth Cadbury MP accompanied us to HMP Usk/Prescoed, and Bambos Charalambous MP accompanied us on our visit to HMP Cardiff.

2 Governance of prisons and provision of services

Roles of UK and Welsh Governments

7. While across the English regions, prisons and probation have separate management structures, HMPPS has a single Executive Director for Wales, a post established in 2014. The role was created to ensure collaborative working and communication and to oversee HMPPS strategy and system development in England and Wales.⁷ HMPPS in Wales works in partnership with the Welsh Government to deliver offender management services such as the running of prison and probation services, rehabilitation services, support in reducing reoffending and contract managing private sector prisons.⁸ Chris Jennings currently holds the interim post since April 2019.⁹ Amy Rees held the post until 1 January 2019 and provided oral evidence in that capacity during our inquiry.

8. We heard several concerns about the complicated landscape in which criminal justice is delivered in Wales. Dr Thomas Guiney, Senior Programme Manager of the Prison Reform Trust stated that Wales has a level of “asymmetric devolution” because the prevention services such as health and social care operate locally and separately from the criminal justice agencies.¹⁰ Dr Robert Jones, research associate at the Wales Governance Centre, also commented on the complexity of the current situation:

[...] it is a constitutional anomaly that you have an England and Wales space but you have two Governments underpinned by their own mandates, policy objectives and aims trying to operate within that same space. It is very, very complex.¹¹

9. Alun Davies AM, then Cabinet Secretary for Local Government and Public Services in the Welsh Government, said that “the current structure we have does not deliver the best services or support for people,” and suggested that the “criminal justice system in Wales probably needs and deserves a more coherent approach to the creation and delivery of policy and services.”¹²

10. Amy Rees said that HMPPS Wales, the Welsh Government and Ministry of Justice had a clear sense of their responsibilities to achieve practical outcomes,¹³ but acknowledged that working in a devolved landscape posed challenges:

The biggest challenges are the same across the system: trying to integrate a system. I obviously have a specific challenge in Wales, which is that I am a non-devolved civil servant working in a devolved landscape. That requires a new challenge for me to join it up across the system. I want to be very clear that I think that is a challenge throughout [...] I find that a reality, because

7 UK Government, ‘[Executive Director, HMPPS Wales & Strategy](#),’ accessed 18 February 2019

8 HM Prison and Probation Service, [HM Prison and Probation Service business plan 2017–18](#) (December 2017), p 9 & 13

9 UK Government, ‘[Executive Director Wales \(interim\)](#),’ accessed 11 April 2019

10 Q67

11 Q40

12 Q238

13 Q344

we have open and frank conversations with the Welsh Government and other partners about whether we will deliver something together. We know that to deliver it, it needs to be together.¹⁴

She told us that as part of her efforts to address these issues, a Justice in Wales strategy group had been established, which is jointly chaired by the Executive Director and the Deputy Director of Community Safety in the Welsh Government.¹⁵

11. Edward Argar, Parliamentary Under-Secretary of State at the Ministry of Justice, spoke positively of the working relationship between the two governments on prisons. He said that the Ministry of Justice had a collaborative relationship with the Welsh Government:

At a ministerial level I have regular engagement. Below that, we have the All Wales Criminal Justice Board. We have the Concordat. We have the blueprints. They are all mechanisms by which we can, within the devolution settlement, work to deliver in a joined up way on justice provision in Wales.¹⁶

Prisoners' healthcare

12. We heard that collaboration was particularly important when it came to delivering services inside prisons, especially in relation to healthcare. The Welsh Government is responsible for the overall delivery of health services in public sector prisons in Wales. They are provided by NHS Wales and delivered by Local Health Boards (LHBs).¹⁷ LHBs are responsible for commissioning mainstream healthcare services which are accessed by offenders in the community.¹⁸ We were told during our visit to HMP Parc that primary healthcare services are delivered and funded by G4S Medical Service, whilst secondary healthcare services are delivered by Abertawe Bro Morgannwg University Health Board and funded by the Welsh Government.

13. During our visits to prisons we heard frequent concerns about healthcare provision. We were told that the differing responsibilities between the prison service and Welsh Government in this area created challenges. For instance, in English prisons, the GP record was transferred with English prisoners into custody and post-release, but for prisoners from Wales it was more difficult to access a long-term health record due to the absence of effective mechanisms to transfer records from NHS Wales to criminal justice partners. We also heard about long waiting times for services such as chiropody and dentistry, which echoes the Health and Social Care Committee's findings in their report on 'Prison Health' that prisoners in England experience "excessive waiting times for some services."¹⁹ We were told repeatedly that mental health provision was under-resourced, with long waiting times for secure beds in mental health hospitals. It was suggested to us during visits that greater coordination between HMPPS and NHS Wales could help alleviate many of these problems.

14 Q328

15 Q344

16 Q404

17 Public Health Wales, '[Prison Health in Wales](#),' accessed 4 April 2019

18 HM Prisons and Probation Service, '[Healthcare for offenders in Wales](#),' accessed 4 April 2019

19 Health and Social Care Committee, [Twelfth Report of Session 2017–19, Prison health](#) HC963, para 8.

14. Alun Davies AM, then Welsh Government Minister, stated that issues with health services highlighted the Ministry of Justice’s lack of understanding of the policy context in Wales:

[...] what we find all too often—and healthcare is a good example of this—is that the Ministry of Justice will deliver a proposal or a strategy or a framework that fits in well with their colleagues in other parts of Whitehall but does not understand or take into account the structures that we have here in Wales. It is important for us that we are able to deliver the same coherence on this side of the border as that delivered on the other side of the border. We don’t have that at the moment and we don’t have that in these sort of jagged, broken areas of a settlement.²⁰

15. Edward Argar, the UK Minister of Justice, agreed that there were challenges in healthcare provision due to the relationship with NHS Wales.²¹ He suggested that the absence of a single point of contact dealing with offender health within the Welsh NHS was a particular issue.²²

16. We are concerned that prisoners’ healthcare needs are not being addressed because of difficulties in coordination between HMPPS and NHS Wales. We agree with the Justice Minister about the need for a single point of contact. We encourage NHS Wales to establish a central unit responsible for prisoners’ healthcare, and for managing the relationship with HMPPS by October 2019. For its part, the Ministry of Justice should ensure that the differing health policies in place in English and Welsh prisons are understood and accommodated by all organisations working in the prison system.

Substance misuse treatment

17. Substance misuse treatment in particular demonstrates the difference between the UK and Welsh Governments’ policies on healthcare in prisons. The Prisons and Probation Ombudsman referred to an academic study showing that 45% of prisoners had a drug dependency and 30% had an alcohol dependency, figures much higher than those for the general population.²³ The Integrated Drug Treatment System (IDTS) is used in English prisons to provide opiate substitution treatment for prisoners who are dependent on illicit substances.²⁴ This treatment is not available in Welsh prisons, which offer psychosocial and clinical support instead.²⁵ An HM Inspectorate of Prisons review of substance misuse patterns in adults prisons published in 2015 noted that prisoners in Wales were offered “symptom relief only”, rather than first night opiate substitution treatment.²⁶ It stated that:

20 Q257

21 Q404

22 Q404

23 Prisons and Probation Ombudsman (PPW0028) p 5. Office for National Statistics, [Psychiatric morbidity among prisoners](#), 1998; Office for National Statistics, [Psychiatric morbidity among adults living in private households](#), 2001

24 Prisons and Probation Ombudsman (PPW0028) p 5

25 HM Inspectorate of Prisons, [Changing patterns of substance misuse in adult prisons and service responses](#) (December 2015), p 63

26 HM Inspectorate of Prisons, [Changing patterns of substance misuse in adult prisons and service responses](#) (December 2015), para 1.15

[The] lack of consistent, coordinated, evidence-based treatment, including access to opiate substitution prescribing on arrival, has led to poorer outcomes for some prisoners. Many Welsh residents are held in English prisons and receive IDTS treatment which would not be available if they moved to Welsh prisons [...] The drug treatment system in prisons needs to be the same across the estate and equivalent to that in the community.²⁷

18. We heard during prison visits that prisoners coming to the Welsh estate from English prisons posed a disproportionate problem, especially in relation to security, as a result of prisoners' expectations that they would be prescribed substitute medication. Andrew Baxter from The Prison Officers Association also suggested that immediate withdrawal could lead to behavioural issues and assaults on prison officers.²⁸ Written evidence from the Prisons and Probation Ombudsman stated that offenders in Welsh prisons "should have access to effective drug detoxification treatment from their first night in custody".²⁹

19. Alun Davies told us that the Welsh Government had its "own policies and approach" to this area of policy in Wales. He stressed that the current programme "meets all the clinical standards that we would expect and anticipate that it should meet and it is based on clinical recommendations and clinical knowledge."³⁰ He did not accept that the Welsh Government's policy was responsible for behavioural issues amongst inmates, and attributed them instead to prison conditions and the tendency of particular cohorts in custody to be violent.³¹

20. Amy Rees said that the approach to substance misuse treatment in Wales needed to be reviewed. She referred to a "psychosocial" system called Dyfodol, which "looks to be very effective and is providing joining up across the system." However, she acknowledged that the "clinical side" needed to be as strong as the "psychosocial" approach.³²

21. We respect the Welsh Government's decision to have a different drugs policy than England. However, this gives rise to particular issues when prisoners transfer from the English to the Welsh estate. To address these issues, we recommend that HMPPS work with NHS Wales to develop a transition arrangement for prisoners transferring from English prisons on arrival at Welsh prisons. This should be based on clinical advice, providing the necessary support until prisoners are fully integrated into the substance misuse programmes used in prisons in Wales. This arrangement should be in place by the end of 2019. We further recommend that more data should be collected and evaluation undertaken to gain a full picture of treatment differences between Wales and England, to include both opioid substitution psychosocial approaches and prescription arrangements.

Probation programmes

22. Another area where we saw concerns about the division of responsibilities between the UK and Welsh Governments was the delivery of resettlement and rehabilitative

27 HM Inspectorate of Prisons, [Changing patterns of substance misuse in adult prisons and service responses](#) (December 2015), para 1.15

28 Q137

29 Prisons and Probation Ombudsman ([PPW0028](#)) p 6

30 Q258

31 Q259

32 Q358

services. In 2015, the Government launched ‘Transforming Rehabilitation’, a programme to reform the management of offenders in England and Wales.³³ Written evidence from the Ministry of Justice stated that

HMPPS in Wales works closely with the Population Management Team to make sure, as far as possible, Welsh prisoners are held in Welsh prisons. This is supported by [the] Through the Gate model, a tailor-made package of support which starts with the individual on entry to custody and is continued in the last 12 weeks before release.³⁴

The Executive Director of HMPPS in Wales is responsible for probation and rehabilitation services in Wales.³⁵ During most of the inquiry, probation services in Wales were provided by the National Probation Service (NPS) (for high risk offenders) and the Community Rehabilitation Company (CRC), Working Links (for low and medium risk offenders).³⁶ However, on 18 February 2019, David Gauke MP, Lord Chancellor and Secretary of State for Justice, announced that Working Links had been in administration since 14 February 2019. He added that staff and services had now been transferred to Kent, Surrey and Sussex CRC, which is owned by Seetec.³⁷

23. HMPPS works in partnership with the Welsh Government to deliver offender management services, including those concerning rehabilitation.³⁸ HMPPS’ website states:

Our HMPPS in Wales directorate makes sure all organisations delivering services involving people in our care in Wales work closely together, including the NPS, CRC and prisons in Wales. We make sure our work follows the policies that the Welsh government creates for the people of Wales.³⁹

24. We heard several criticisms of the effectiveness of current probation services in Wales and more widely. Frances Crook OBE, Chief Executive of the Howard League for Penal Reform, argued that there was a “failure” at the CRC level, in which Welsh people were not getting the support they required upon release.⁴⁰ Dean Rogers, Assistant General Secretary for NAPO, a trade union for Probation and Family Court staff, commented that CRC contracts were “so badly organised, so badly structured and so badly funded”.⁴¹ David Fraser, former Probation Officer and author of books on the criminal justice system, told the Committee that reconviction rates were “horrendous”.⁴² In the case of young people leaving custody, Evan Jones, St Giles Trust, argued that there was a “lack of joined-up working” and that there needed to be “solid work both sides of gate”.⁴³

33 Ministry of Justice, *Transforming Rehabilitation*, 28 April 2016, p 12

34 The Ministry of Justice (PPW0017) para 10

35 UK Government, ‘Executive Director, HMPPS Wales & Strategy’, accessed 27 January 2019

36 Ministry of Justice, *Transforming Rehabilitation*, 28 April 2016, p 15 & 42

37 HC Deb, 18 February 2019, col HCWS1338 [Commons written ministerial statement]

38 HM Prisons and Probation Service, *HM Prison and Probation Service Business Plan 2017–18* (December 2017) p 9

39 Her Majesty’s Prison and Probation Service, ‘Our work in Wales,’ accessed 25 January 2019

40 Q65

41 Q166

42 Q23

43 Q366

25. Following criticisms of the current approach by HM Chief Inspector of Probation and the Justice Committee,⁴⁴ the Ministry of Justice set out in a consultation document in July 2018 its intention to improve offender supervision and place more emphasis on community sentences.⁴⁵ The consultation proposed that in Wales, unlike in England where CRCs in a different form will continue to operate, the NPS take on responsibility for the supervision of *all* offenders. It also included proposals to assess how external partners could contribute in improving rehabilitative support for offenders by joining up probation with health, housing and other local services.⁴⁶

26. On 18 February 2019, the Lord Chancellor and Secretary of State for Justice, Rt Hon David Gauke MP provided an update on probation in a written statement:

We are also working towards more bespoke arrangements for the services in Wales, specifically that offender management services in Wales be transferred to HMPPS before the end of the current contractual period, to better dovetail with the future design for probation delivery in Wales. Our intentions are to transfer these services by the end of 2019, rather than the previously planned date of 2020, and we are currently working at pace with Seetec to accelerate this process.⁴⁷

27. Amy Rees considered that the proposed new model in Wales of prison and probation serving “one geographical area” would bring many advantages and the opportunity to “reflect the devolved landscape in Wales” by co-commissioning some services and putting resources on the “frontline”.⁴⁸ Rory Stewart MP, Minister of State at the Ministry of Justice, acknowledged that there were “significant challenges” in the current probation system due to a lack of face-to-face contact and insufficient sentence plans.⁴⁹ He believed that the new model was better suited to the devolved institutions due to a “smaller, more compact set of services”.⁵⁰ He attributed issues with the ‘Transforming Rehabilitation’ programme to the fact that the companies delivering services were measured against the single indicator of reducing reoffending, but did not “control all the things that affect reoffending”.⁵¹

28. We welcome the Ministry of Justice’s proposal that the National Probation Service rather than Community Rehabilitation Companies take responsibility for the supervision of all offenders in Wales, building on the success of the joint HMPPS Wales Executive Director post. It offers the opportunity for more integration between prison and probation. We call for the new model to be funded sufficiently to deliver a real difference to the rehabilitation of Welsh offenders, and ask the Government, in its response to our Report, to provide an indication of levels of funding and how it will improve future probation programmes.

44 HM Inspectorate of Probation, *Report of the Chief Inspector of Probation*, March 2019, p 3. Justice Committee, Ninth Report of Session 2017–19, *Transforming Rehabilitation*, HC482, p 6.

45 “Justice Secretary outlines future vision for probation”, [Ministry of Justice press release](#), 27 July 2018

46 “Justice Secretary outlines future vision for probation”, [Ministry of Justice press release](#), 27 July 2018

47 HC Deb, 18 February 2019, [col HCWS1338](#) [Commons written ministerial statement]

48 Q348

49 Q399

50 Q439

51 Q440

Housing

29. One of the main rehabilitative services exemplifying the need for closer collaboration between the UK and Welsh Governments is the provision of housing for offenders upon release. Housing in Wales is a devolved matter and, under the Housing (Wales) Act 2014, local authorities have a duty to provide housing advice and guidance to everyone in their local area.⁵² CRC resettlement services in custody and Through the Gate address “immediate resettlement needs,” including accommodation.⁵³ Under the Homelessness Code of Guidance for local authorities in England, the UK Government prioritises ex-offenders for housing.⁵⁴

30. Alongside this approach, the Welsh Government has introduced a homelessness model, which is described as a “new, inclusive system designed to help everyone at risk rather than just those in priority groups.” It includes a “new duty to help anyone threatened with homelessness within the next 56 days”.⁵⁵

31. Dr Caroline Hughes, Senior Lecturer at Wrexham Glyndwr University, told the Committee that homelessness was an issue for many offenders after they have been released.⁵⁶ A joint inspection by HM Inspectorate of Probation and HM Inspectorate of Prisons published in 2016 did not find that “enough was done to address accommodation needs” by CRCs as part of the “Through the Gate” programme. They added that there was “little likelihood” of accommodation being secured prior to release.⁵⁷ Dr Alyson Rees, Senior Lecturer at Cardiff University, agreed that housing was “an absolutely huge problem,” especially for women as short sentences might mean they lose their “foothold” in the housing market, which could therefore negatively affect children.⁵⁸ Dr Thomas Guiney from the Prison Reform Trust felt that maintaining housing was a “really important element” in successful resettlement.⁵⁹

32. Dr Jones, Wales Governance Centre, stated that there were “potential tensions and issues” in a “number of different policy areas” between the UK and Welsh Governments.⁶⁰ Evan Jones from the St Giles Trust said that Wales’s change in policy had been “not very effective”.⁶¹ He believed that access to the private rented sector would improve housing issues.⁶² We heard during visits that housing was the most pressing issue facing prisoners on release as local authorities were unable to deal with the increased flow of applications to be processed within 56 days. When we asked Graham Barrett, Governor of HMP Swansea, whether under the different arrangements in Wales some prisoners had been released with tents for accommodation, he replied that this had been “correct at times.”⁶³

52 Housing Wales Act 2014, [section 60](#)

53 Wales Community Rehabilitation Company, [Service Directory 7](#), p 11

54 Ministry of Housing, Communities and Local Government, [Homelessness code of guidance for local authorities](#), February 2018, para 23.18

55 Welsh Government, [‘New homeless legislation,’](#) accessed 5 April 2019

56 Q27

57 Criminal Justice Joint Inspection, [An Inspection of Through the Gate Resettlement Services for Short-term prisoners](#) (October 2016), p 21–22

58 Q28

59 Q45

60 Q40

61 Q360

62 Q379

63 Q302

33. Alun Davies believed that the “multiagency approach to assisting offenders” is “meeting the needs of today”.⁶⁴ However, Amy Rees stressed that the housing situation in Wales was “acute”, and that the provision of accommodation was challenging “practically and operationally on the ground.”⁶⁵

34. *Housing is one of the key elements needed to ensure successful resettlement and rehabilitation for prisoners. It is important that the UK and Welsh Governments collaborate fully to ensure that policy differences do not affect prisoners’ opportunities to secure housing upon release. We encourage the Welsh Government to work with HMPPS to review how effectively the new model is supporting people leaving prison to secure housing.*

Education and skills

35. Education and skills provision is also key to successful rehabilitation, helping prisoners to find employment on release. As a devolved matter it requires cooperation between the UK and Welsh Governments. During our visits to prisons, we found that prisoners were, on the whole, positive about their education and training experiences. Relationships between prisons and education providers seemed to be working well, and the delivery of modular approaches that could be transferred between prisons particularly impressed us. We were also pleased to see how HMP Prescoed, an open site for the resettlement of category D prisoners, facilitated prisoners into employment. In many cases, prisoners who engaged with employment opportunities at HMP Prescoed continued to work for their employers following release. A broad range of employment activities within commutable distance of the prison included HGV driving. Prisoners could work towards a CPC qualification required to become a professional driver. Prisoners studying towards the qualification felt that finding employment upon release would be relatively easy after qualifying. We did, however, hear concerns about prisons’ ability to deliver education provision where there is a high population turnover. In evidence, Alun Davies echoed this, noting that prisons are unable to “deliver longer term programmes” to prisoners who are housed there for a short period of time.⁶⁶

36. Concerns have also been raised about integration between the UK and Welsh Governments in the delivery of education in Welsh prisons. In August 2018, Eluned Morgan, Minister for Welsh Language and Lifelong Learning, announced that the Rt Hon David Hanson MP, former Minister of State at the Ministry of Justice, had been commissioned to conduct a review into prison education in Wales.⁶⁷ The review was published in March 2019, and concluded that HMPPS was “alive to challenges” posed by the division of responsibilities, but wished to see the Welsh Government taking a more “proactive role” in the policy formulation process.⁶⁸ Mr Hanson also stated that the “most concerning area” was female offender education, where “constitutional walls” acted as a barrier to access.⁶⁹ The review recommended that the Welsh Government and HMPPS Wales work with the Ministry of Justice to ensure “there is a parity of provision with that delivered to male prisoners in Welsh prisons.”⁷⁰

64 Q262–3

65 Q330

66 Q239

67 “David Hanson MP to lead review of prison education in Wales”, [Welsh Government press release](#), 1 August 2018

68 Welsh Government, [Reforming Outcomes: A Review of offender education in Wales](#), March 2019, p 28–9

69 Welsh Government, [Reforming Outcomes: A Review of offender education in Wales](#), March 2019, p 28

70 Welsh Government, [Reforming Outcomes: A Review of offender education in Wales](#), March 2019, p 30

37. We were impressed by the vocational training opportunities we saw during our visits to prisons. We particularly welcomed the modular approaches which enabled courses to be transferred between prisons when the prisoners were moved, as well as the HGV qualification scheme at HMP Prescoed, which is a model other prisons should consider. However, it is important that every prisoner has the same opportunities for education and training, including those who may be in a prison for only a short period of time.

38. *We welcome the publication of the Hanson review and recognise the challenges it identifies. We call on the UK and Welsh Governments to fully engage with its findings and work together to address his recommendations by October 2019.*

Joint working between UK and Welsh Governments: Conclusion

39. Given what we have seen on health services, substance misuse, probation, housing and education, close working is clearly critical, and the need for seamless links between the two Governments' work is vital. We welcome the establishment of roles, agencies and groups designed to address Wales-specific issues. However, the shared responsibilities of the UK and Welsh Governments in delivering prison services will always be challenging and there are doubtless ways in which co-operation could be strengthened.

40. *We call on the UK and Welsh Governments to produce a new framework for closer cooperation and integration in the provision of prison services, with clear points of contact. We expect the UK Government to consult HMPPS and the Welsh Government on ideas for strengthening co-operation, and to set them out in its response to our report. Amongst other options, they should consider the establishment of a joint unit where staff from the Welsh Government overseeing the provision of prison services are co-located with those from HMPPS Wales.*

Thomas review on justice in Wales

41. The complexities of joint working between the UK and Welsh Governments give rise to broader questions about their respective roles in delivering criminal justice in Wales. The Welsh Government has commissioned a review of the justice system in Wales, with a view to the potential devolution of some powers relating to justice.⁷¹ The Commission is chaired by Lord Thomas of Cwmgiedd, a former Lord Chief Justice of England and Wales, and is scheduled to report later this year.⁷² Alun Davies told us that the Commission would consider different options for the future of the Welsh justice system.⁷³

42. Wales Office Ministers were sceptical of the case for further devolution. Lord Bourne of Aberystwyth, Wales Office Minister, considered that the administration of justice in Wales could be improved, but stated that “there is a great danger with disturbing the balance that exists at the moment.”⁷⁴ Edward Argar, the Justice Minister, however, appeared more open-minded. He said that he had met Lord Thomas and that a dialogue

71 “First Minister establishes a Commission on Justice in Wales”, [Welsh Government press release](#), 18 September 2017

72 “The Commission Justice in Wales: what we do”, [Welsh Government press release](#), 22 February 2018

73 Q241

74 [Oral evidence taken on 4 September 2018](#), HC (2017–19) 680, Q167 [Lord Bourne of Aberystwyth]

between the Commission and Ministry of Justice was ongoing. He also stated that he had conveyed to Ministry of Justice officials the importance of “engaging constructively” with the review and to facilitate access between them and Lord Thomas.⁷⁵

43. Lord Thomas’s Commission on Justice in Wales has wide-reaching implications. We encourage the UK Government to engage fully with the Thomas commission, and to consider the arguments around the devolution of powers relating to justice in Wales, and to set out its next steps following the recommendations of the Commission.

3 Prison performance in Wales

44. We heard concerns about the performance of Welsh prisons during the inquiry, especially in relation to safety, due to a rise in violence, self-harm and self-inflicted deaths. Written evidence from The Howard League for Penal Reform stated that the prison system in England and Wales faced many pressures:

The prison population is rising while safety issues reflect a state of emergency, with self-injury and violence hitting new record highs each quarter. Understaffing continues, with smaller numbers of experienced officers now supporting an increasing number of inexperienced new hires, while chronic overcrowding persists.⁷⁶

Peter Clarke, HM Chief Inspector of Prisons, stated that in recent inspections, Welsh prisons had shown “some deterioration”, and had not scored higher than English prisons in recent inspections, as had been the case a few years ago.⁷⁷

45. Nevertheless, Amy Rees, then Executive Director for Wales, HMPPS, told us that prisons in Wales were performing well against comparator groups.⁷⁸ Rory Stewart, Minister of State at the Ministry of Justice, considered that Welsh prisons “have turned around”, and that he currently had a “positive view” of them.⁷⁹ During our visits, particularly those to HMPs Cardiff, Swansea and Parc, we got the sense that, while there had been problems in recent years, there were some signs of improvement even though many serious challenges remained. In this chapter, we will consider what some of these challenges are.

Staff recruitment, retention and experience

46. We heard that a key factor behind the fall in Welsh prison performance had been problems with staff recruitment and retention, something that appears to be an issue across prisons in England and Wales. NAPO, a trade union for probation and family court staff, told us that the prison service had “deteriorated” since 2010 as a result of “significant” staffing cuts within the prison estate and probation services.⁸⁰ We also heard during prison visits that a number of experienced staff had been lost due to the introduction of the public sector benchmarking programme (also known as prison unit cost programme⁸¹), a drive to achieve efficiencies across the prison estate by the Government in 2010. Although we were told that staff levels were now increasing once again, the situation was still deemed challenging.

47. Staff shortages have also affected the opportunities offered to prisoners. Peter Clarke, HM Chief Inspector of Prisons, commented that the lack of staff had contributed to fewer activity places.⁸² Evan Jones from the St Giles Trust agreed:

76 The Howard League for Penal Reform ([PPW0014](#)) para 1.2

77 Q173

78 Q331

79 Q424

80 NAPO ([PPW0027](#)) p 2

81 Justice Committee, Ninth Report of Session 2014–15, [Prisons: Planning and Policies](#), HC309, para 60

82 Q196

All those positive opportunities cannot happen because they are literally not getting to the library or to a workshop. We have services in prisons that do not have any customers because there are not enough prison officers to move people around the wings.⁸³

48. Andrew Baxter from The Prison Officers Association said that retention of staff was more of an issue than recruitment.⁸⁴ The overall leaving rate of band 3–5 prison officers⁸⁵ across HMPPS in the 12 months to June 2017 stood at 9.3%.⁸⁶ In a recent report, the Institute for Government stated that this reflected “major problems” with the retention of prison officers, with a quarter fewer prison officers than in 2010.⁸⁷

49. However, Rory Stewart considered that recruitment was more of a challenge in Berwyn than in South Wales, and that retention rates were “much better” in Wales than the national average.⁸⁸ In 2017, the Government announced it would recruit an additional 2,500 prison officers across England and Wales by December 2018.⁸⁹ In response to a parliamentary written question, Edward Argar, Parliamentary Under-Secretary of State at the Ministry of Justice, commented that this target had been met “ahead of schedule” in March 2018.⁹⁰

Balance of new and experienced staff

50. A particular concern in relation to staffing issues we heard both in visits and during evidence was about a reduced number of experienced staff. On our visit to HMP Berwyn, we heard that 89% of prison staff were in their first two years of training. The Howard League for Penal Reform has stated that “smaller numbers of experienced officers” are “now supporting an increasing number of new hires”, which, they argued, placed pressure on the prison system.⁹¹ Andrea Albutt, President of the Prison Governors Association, suggested that recruiting “young and inexperienced people” had resulted in “stability issues in prisons”. She stressed the importance of good staff-prisoner relationships and the need to offer mentoring schemes to new staff run by more experienced prison officers.⁹²

51. Rory Stewart acknowledged the challenges posed by an imbalance of experience in the workforce, including the difficulty of mentoring new staff by a reduced number of experienced staff. He had therefore committed to investing in a new approach to training that included upfront training and accelerated intensive learning.⁹³

52. In our view, some problems with prison performance can be attributed to the recruitment and retention of prison staff. We regret that the benchmarking process led to

83 Q390

84 Q127

85 The percentage of permanent staff who left HMPPS (including staff who have retired early, but excluding staff who left due to voluntary early departure schemes and redundancy). Her Majesty’s Prison and Probation Service (HMPPS), *Workforce Statistics Bulletin* (30 June 2017), p 9

86 Her Majesty’s Prison and Probation Service (HMPPS), *Workforce Statistics Bulletin* (30 June 2017), p 1

87 Institute for Government, *Performance Tracker: A data driven analysis of the performance of Government* (Autumn 2017), p 6

88 Q436

89 “Justice Secretary launches new prison and probation service to reform offenders”, [Ministry of Justice press release](#), 8 February 2017

90 HC Deb, 22 March 2019, [col 232618](#) [Commons written answer]

91 Howard League for Penal Reform ([PPW0014](#)) para 1.2

92 Q133

93 Q437

a loss of staff, the consequences of which are now being felt. Nonetheless, we welcome the UK Government's intention to recruit 2,500 prison officers across England and Wales by December 2018 and we have seen evidence of new staff in prisons we visited. Whilst it is positive that the Government are addressing staff shortages, the issue remains challenging, not least because of the loss of experienced staff.

53. We expect Welsh prisons to get their fair share of staff from the Government's latest drive to recruit prison officers. The service, however, cannot afford to lose any more experienced officers. We recommend that HMPPS Wales publish a workforce strategy to ensure that mechanisms and reward systems are in place to retain experienced staff. This strategy should include investment to improve training, particularly for new and inexperienced staff.

Prison conditions and safety

Violence and illicit activity

54. Concerns have been raised throughout the inquiry about the increase of violence in Welsh prisons. We heard during prison visits that assaults on staff had now become more common, resulting in a higher number of police referrals. We were told that funding reductions since 2010 had resulted in a strain on services and lack of staff to deal with violent incidents. Written evidence from The Prison Officers Association stated that cuts to frontline services were "too deep" and the benchmarking applied was "too severe", and therefore contributed to escalated violence and drug smuggling.⁹⁴ A report on prison safety by the Justice Committee published in May 2016 stated that a "major issue with staff retention" was "of particular concern" in addressing underlying factors behind increased violence, self-harm and suicide.⁹⁵ Written evidence from The Prison Officers Association (POA) raised concerns about levels of violence amongst prisoners at HMP Parc in particular. The POA stated that at Parc there was an average prisoner on prisoner assault rate of between 30–35 assaults per month, and a staff assault rate of 10–15 per month.⁹⁶

55. Throughout the inquiry we were told that one of the main contributors to the apparent decline in prison safety was a rise in illicit activity such as the smuggling in of drugs and mobile phones. Dr Robert Jones, research associate at the Wales Governance Centre, noted that there has been a 475% increase in the number of drug finds in Welsh prisons during 2013–18, compared to a 200% increase in English prisons.⁹⁷ During our visits we heard that one of the key challenges faced in prisons was violent behaviour caused by the drug 'Spice'. This was especially prevalent in prisons where there were high levels of population turnover as it proved difficult to search each prisoner. We were also told that prisoners on licence recalls, who were brought back in custody for 14 days, also represented a high-risk group in facilitating the influx of illegal substances. Janet Wallsgrove, Director of HMP Parc, stated that psychoactive substances had a "very negative impact" on violence and

94 The Prison Officers Association ([PPW0029](#)) p 4–5

95 Justice Committee, Sixth Report of Session 2015–16, [Prison safety](#) HC625, p 3

96 The Prison Officers Association ([PPW0029](#)) p 4

97 Dr Robert Jones ([PPW0032](#)) para 2.2

self-harm.⁹⁸ Nick Dann, Deputy Director of HMP Berwyn, agreed that illicit substances had an effect on violence.⁹⁹ On visits, we were also told that mobile phones were conducive to illicit activity such as intimidation, victimisation and drug rings.

56. The POA attributed increased violence to “tensions” between groups in Welsh prisons:

We have significant numbers of English prisoners based in Welsh Prisons, this causes tensions that can quickly turn to violence. Some prisoners who believe they are located too far away from home to maintain family ties wrongfully think that if they assault staff they will get transferred to a more preferential location. Tensions between different groups whether by nationality, regionality or gang related further add to the tensions in the Welsh prisons.¹⁰⁰

57. The staff we met believed that introducing full-body scanners would improve security in prisons, as induction units often seemed to be the main thoroughfare for drugs and phones. However, we were told that they could also be flown into prison in parcels via drones, and that psychoactive substances were delivered through the mail, and were virtually undetectable.

58. In October 2018, the Ministry of Justice announced an additional £52 million investment to tackle prison violence, improve the prisons and courts estate and boost the operational capacity of the Parole Board.¹⁰¹ Rory Stewart expected to see the result of the funding boost on levels of violence within the ten most challenged prisons by August 2019.¹⁰² He also committed to introducing standardised airport-style security that will facilitate searching every prison officer and visitor to prisons.

59. *We are concerned about the levels of violence in Welsh prisons. The smuggling in of the drug Spice, along with other illicit items, appears to be a key factor behind much of this violence. We welcome the steps the UK Government is taking to tackle these issues, notably the introduction of airport-style scanners. We note the Minister’s intention to introduce these scanners in some prisons by August, and expect them to be running in all Welsh prisons by December 2019.*

Deaths in custody

60. Amidst issues with prison conditions and safety, we have heard a number of concerns regarding deaths in Welsh prisons. HM Inspectorate of Prison’s annual report for prisons in England and Wales for 2016–17 stated that the number of deaths in custody had increased at an “alarming rate”. This was attributed mainly to lack of activity, mental illness, illicit substances and growing debt.¹⁰³

61. Written evidence from INQUEST, a charity that provides expertise on state-related deaths and subsequent investigations, states that between 2007 and 2017 there were 105

98 Q308

99 Q310

100 The Prison Officers Association ([PPW0029](#)) p 3

101 “Ministry of Justice secures extra £52 million for targeted expenditure”, [Ministry of Justice press release](#), 30 October 2018

102 Q435

103 HM Chief Inspector of Prisons for England and Wales, [Annual report 2016–17](#) (18 July 2017) HC208, p 20

deaths in prisons in Wales, 33 of which were classified as self-inflicted.¹⁰⁴ The Prison and Probation Ombudsman in its evidence included the numbers of fatal incidents in prisons in Wales, taken from its annual report for 2016–17:¹⁰⁵

Table 1: Fatal incidents in prisons in Wales 2016–17

	Natural Causes	Self-inflicted	Total
Parc	5	2	7
Cardiff	4	1	5
Swansea	0	3	3
Usk and Prescoed	1	0	1
Berwyn opened in 2017			

Source: Prisons and Probation Ombudsman annual report

The figures for 2017–18 show a reduction in the overall number of deaths.¹⁰⁶

Table 2: Fatal incidents in prisons in Wales 2017–18

	Natural	Self-inflicted	Other non-natural	Homicide	Awaiting classification	Total
Parc	1	0	1	0	0	2
Cardiff	0	1	0	0	1	2
Swansea	0	1	0	0	0	1
Usk/Prescoed	1	0	0	1	0	2
Berwyn	0	0	0	0	1	1

Source: Prisons and Probation Ombudsman annual report

Inquest delays

62. During our visits, we discussed delays experienced in producing fatal incident reports following deaths in prisons. INQUEST also raised concerns over the process of investigations and inquests into prison deaths, saying that:

The lessons to be learned from the contents of post death investigations, inquest findings and reports have been too frequently lost in that they were analysed poorly or ignored, misunderstood or misconstrued; dissipated or dismissed.¹⁰⁷

63. INQUEST believed that there should be a “national oversight mechanism” on deaths in custody to ensure that safety recommendations were implemented:

This body would be tasked with monitoring, auditing and reporting on the accumulated learning from post death investigations by the Prison and

104 INQUEST (PPW0026) para 25

105 Prisons and Probation Ombudsman (PPW0028) p 5

106 Prisons and Probation Ombudsman, *Annual report 2017–18* (October 2018), p 80–83. Both tables refer to data on Fatal Incident Investigations started (21 and over).

107 INQUEST, *Learning from Death in Custody Inquests: A New Framework for Action and Accountability*, (N.D.), p 1

Probation Ombudsman, inquest outcomes and recommendations from HM Inspectorate of Prisons and Independent Monitoring Boards. This would ensure greater transparency in terms of tracking whether action has been taken to rectify dangerous practices and systemic failings. Parliamentary oversight (possibly through a select committee) should annually review and monitor prison inquest findings and Coroners Prevention of Future Death reports to track issues and trends.¹⁰⁸

64. Elizabeth Moody, Acting Prisons and Probation Ombudsman, told us that Coroners had “different practices” that could make a “huge difference to dates.”¹⁰⁹ Written evidence from the HMPPS suggests that the reasons for delays could vary “due to the gathering of evidence or logistical factors such as balancing workloads and securing availability.”¹¹⁰

65. *We are very concerned at the number of deaths, particularly self-inflicted deaths, in prisons in Wales. Whilst we welcome the Ministry of Justice’s commitment to recruit new prison officers and improve their training, we call on them to write to us setting out improvements in safety as a result of these developments by December 2019.*

66. *We are also deeply concerned about delays experienced in processing inquests. Inquests are important for the families of the deceased in helping them understand how the deaths occurred and they give prisons the opportunity to address the causes of the death. We recommend that the Ministry of Justice take steps to improve the inquest process following deaths in prison. HMPPS and Coroners should set a target for the time within which inquests should be completed.*

“Overcrowding”, “crowding” and measuring prison population

67. During the inquiry, observations on prison conditions and safety have been echoed by concerns about the level of overcrowding in Welsh prisons and its impact on standards. Written evidence from the Ministry of Justice included figures about the prison population in December 2017:¹¹¹

Prison	Baseline Certified Normal Accommodation (CNA) ¹¹²	In use CNA ¹¹³	Operational Capacity	Population
Cardiff	539	522	803	706
Parc	1,599	1,599	1,803	1,736
Swansea	268	268	503	411
Usk/ Prescoed	378	378	536	529
Berwyn	890	890	890	887

Source: Ministry of Justice

108 INQUEST ([PPW0026](#)) para 40

109 Q223

110 HM Prison and Probation Service ([PPW0034](#)) p 1

111 The Ministry of Justice ([PPW0017](#)) p 2

112 The Ministry of Justice defines Baseline CNA as “the sum total of all certified accommodation in an establishment except, normally: cells in punishment or segregation units; healthcare cells or rooms in training prisons and YOIs that are not routinely used to accommodate long stay patients”.

113 In use CNA is defined by the Ministry of Justice as “the good, decent standard of accommodation that the Service aspires to provide to all prisoners”.

68. Amy Rees and Rory Stewart said that the prisons in South Wales were “crowded” but not “overcrowded”, because numbers were within the population limits agreed between HMPPS and the prison group director.¹¹⁴ Rory Stewart stated that there are currently 1,800 prisoners fewer than the “safe maximum capacity” across prisons in England and Wales. Nevertheless, he also acknowledged the challenges faced by some prisons:

Therefore, across the estate we are not overcrowded but many prisons, and in particular prisons in places where you are near a local court and there isn’t much else, provision can frequently end up with two prisoners to a cell in cells that would originally have been designed for one.¹¹⁵

69. However, Peter Clarke, HM Chief Inspector of Prisons, took a different view about what constituted overcrowding, and suggested that there had been a “certain amount of adjustment of what is regarded as safe and decent in order to accommodate the current population”.¹¹⁶ The most recent inspection reports for HMP Cardiff, HMP Swansea and HMP Usk/Prescoed conducted during 2016–2017 refer to them as “overcrowded,” determined by the measure of CNA. HMP Cardiff is described as having “high levels of overcrowding” whilst HMP Swansea is said to accommodate 458 men against a CNA of 268.¹¹⁷ Peter Clarke stated in written evidence:

Where inspectors consider that conditions for prisoners, assessed according to our *Expectations*, are detrimentally impacted by the size of the prison population, we will refer to a prison as overcrowded.¹¹⁸

In supplementary written evidence, he confirmed that cells designed for two prisoners had been accommodating three at the time of inspection at HMP Swansea in August 2017.¹¹⁹

70. Whether crowded or overcrowded, the population density in some prisons was clearly a challenge. During our visits to HMP Cardiff and Swansea, we heard that the size and age of prisons could place constraints on their ability to improve conditions and to offer services. Janet Wallsgrove, Governor of HMP Parc, said that larger and newer prisons enabled “greater flexibility” in prison provision while some older Victorian establishments were “quite tight on space.”¹²⁰ David Rees AM stated that numerous reports on existing ‘Victorian’ prisons such as HMP Cardiff and Swansea highlighted the need for “replacement/upgrade to provide a place in which inmates can have dignity and the opportunity to rehabilitate.”¹²¹ Graham Barrett, Governor of HMP Swansea, believed that any institution serves people “far better when it has a reduced capacity.”¹²² He described HMP Swansea as a “small site in the city centre” which has “no room for expansion”, conditions that could lead to challenges:

114 Q353 & Q414

115 Q414

116 Q182

117 HM Chief Inspector of Prisons, [Report on an unannounced inspection of HMP Swansea](#) (August 2017), p 5; [Report on an unannounced inspection of HMP Cardiff](#) (July-August 2016), p 7; [Report on an unannounced inspection of HMP Usk and HMP & YOI Prescoed](#) (October 2017), p 5

118 Peter Clarke CVO OBE QPM ([PPW0035](#)) HMI Prisons ‘Expectations’ for men’s prisons are described as an “independent criteria by which HMI Prisons assesses outcomes for prisoners.” They are developed “following an extensive consultation process and are underpinned by international human rights standards with the aim of promoting prison conditions that at least meet such recognised standards.”

119 Peter Clarke CVO OBE QPM ([PPW0031](#)) p 1

120 Q300

121 David Rees AM ([PPW0010](#))

122 Q318

We have seven single-occupancy cells. After that, people have to share, unless they are high risk of sharing. Someone who is high risk of sharing will be in a cell with two beds, but on their own. By its very nature, that can cause problems obviously, because people may not know each other well and they are spending a significant amount of time in each other's company.¹²³

71. In addition to the impact on living conditions, Dr Caroline Hughes, senior lecturer at Wrexham Glyndwr University, told us that when a prison was overcrowded there were also fewer opportunities for prisoners to be involved in “meaningful activities” and rehabilitative activity in custody.¹²⁴

72. Dr Robert Jones, Wales Governance Centre, argued that density of overcrowding had contributed significantly to prisoner displacement across England and Wales.¹²⁵ Andrea Albutt, President of the Prison Governors Association, also felt that overcrowding was a significant issue in Wales due to cross-border movement:

They are overcrowded but they are overcrowded with people who are not from Wales, who do not want to be in Wales and are disaffected.¹²⁶

73. ***The lack of clarity surrounding the definitions of “crowding” and “overcrowding” poses significant barriers to effective scrutiny. The Inspectorate and Ministry of Justice should have a consistent definition of what constitutes “overcrowding”. Whatever the terminology used, we saw clear evidence of prisons in Wales operating at capacity with two prisoners in cells designed for one, which can affect living conditions and opportunities for prisoners to engage in activities. We recommend that the UK Government set out in its response the steps it will take to reduce the population density in Welsh prisons.*** We consider the placement of prisoners across the England-Wales border in more detail in the next chapter.

123 Q318

124 Q36

125 Q38

126 Q145

4 Management of prisoners

74. We have heard concerns throughout the inquiry about provision for distinct groups such as women, Welsh speakers and young people. We have also taken evidence on how best to manage Welsh offenders, including collecting Wales-specific data and the placement of prisoners from Wales.

Wales-specific data collection

75. Dr Robert Jones, research associate at the Wales Governance Centre, argued that ‘Welsh-only’ data were important to fully understanding justice policy and practice. He said that NOMS Cymru (National Offender Management Service which preceded the HMPPS), the Welsh Government and Youth Justice Board produced a joint report in 2006 that acknowledged the “different Welsh perspective” and the “unique status of Wales”, and even though distinct agencies and bodies for Wales were established as a result, the Wales-specific data have not accompanied these developments.¹²⁷ In June 2018, Dr Jones published a “Factfile” setting out Wales-specific data in a range of areas, including prison safety, female prisoners, children in prison and the Welsh language. He told us that much of the data had not previously been publicly available, and it could only be obtained through requests under the Freedom of Information Act 2000.¹²⁸ He gave an example of why he thought disaggregated data were important:

I remember that during my PhD I interviewed somebody within the housing sector and they asked if I could send them through my data, because even though they were responsible for providing through-the gate support to Welsh prisoners who were due to be released, they did not know where Welsh people were. They only knew where Welsh people were based on the referrals they received, so they were asking me for my data. The aim was to try to deal with that vacuum.¹²⁹

76. More specifically, it is not possible to identify from prison records whether prisoners consider themselves English or Welsh, only whether they have a Welsh address. Evidence from the Ministry of Justice stated:

it is not possible to infer from an address in Wales that an individual considers themselves Welsh. HM Prison and Probation Service (HMPPS) cannot identify English and Welsh prisoners [...] UK nationals have a nationality of British. English, Welsh, Scottish and Northern Irish are not captured on our database as separate nationalities.¹³⁰

77. Edward Argar, Justice Minister, said that self-reporting and self-identification were important, but he did not have “specific plans” to change the current method of data collection.¹³¹

127 Q273. Home Office, *Joining Together in Wales: An Adult and Young People’s Strategy to Reduce Reoffending*, January 2006

128 Wales Governance Centre, *Imprisonment in Wales: A Factfile* (June 2018), p 5

129 Q278

130 Ministry of Justice ([PPW0017](#)) p 5

131 Q413

78. *Wales specific data on issues such as prison safety and distinct groups of prisoners are very important for the effective scrutiny of the justice system. We found the Factfile produced by Dr Robert Jones of the Wales Governance Centre of great assistance to us. It is, however, regrettable that he had to resort to requests under the Freedom of Information Act to obtain much of this data. We recommend that the UK Government work with Dr Jones and others to produce a schedule for the publication of more Wales-specific data on the prison and offender management systems. This schedule should be published by December 2019.*

79. We are particularly concerned that HMPPS records only whether prisoners have a Welsh address not whether someone considers themselves Welsh, despite a report 13 years ago acknowledging a “different Welsh perspective” and the “unique status of Wales”. *We recommend that the Ministry of Justice collect and publish disaggregated data about whether prisoners consider themselves Welsh.*

Location and placement of prisoners

80. The use of Wales-specific data is key to managing prisoners from Wales and informing decision-making about their location. Welsh offenders are often sent across the border to serve their sentences in English prisons. In its written evidence, the Ministry of Justice stated that:

As at 29 December 2017, the number of offenders, with a Welsh origin address, held in England and Wales stood at 4,996. Of these, 2,942 were held at sites in Wales. The number of offenders, with an English origin address, held in Wales stood at 1,250.¹³²

According to the Ministry of Justice, location can be decided upon by factors such as the type of offence committed, the length of sentences and the categorisation of prisoners.¹³³

81. In 2013, the Ministry of Justice introduced plans for “local resettlement prisons” across England and Wales to address issues with prisoner displacement as part of the ‘Transforming Rehabilitation’ reform programme. This scheme was designed to improve ‘Through the Gate’ services, with the prisons aimed at ensuring that the “vast majority of offenders are released from prison in, or close, to the area which they will live.”¹³⁴

82. Much of evidence we received raised concerns over the distances at which Welsh offenders were placed from their homes, especially in relation to maintaining family contact, rehabilitation and resettlement, and reducing reoffending.¹³⁵ For instance, Dr Jones stated that “distances can be significant”, referring to the fact that 35% of the prisoners from Wales housed in HMP Berwyn were from outside the six local authority areas in north Wales in June 2018.¹³⁶ We also heard during prison visits that the geography of Wales and poor transport infrastructure could pose challenges to family visits, especially as four of the five prisons in Wales were concentrated in a small geographical area in South Wales. Dame Glenys Stacey, Chief Inspector of Probation, stated in the HM Inspectorate of Probation annual report:

132 Ministry of Justice (PPW0017) para 26

133 Wales Governance Centre, *Imprisonment in Wales: A Factfile* (June 2018), p 15

134 “70 resettlement prisons announced for England and Wales”, [Ministry of Justice press release](#), 4 July 2013

135 Women in Prison (PPW0018), Ruth Doubleday (PPW0024)

136 Q275

[...] the impact of overcrowding, the uneven spread of prisons across England and Wales and the fact that some prisons (for example Women’s prisons) necessarily take offenders from all parts of the country, mean that prisoners are often some way from home in the final months before release.¹³⁷

83. Peter Clarke, HM Chief Inspector of Prisons, considered that proximity to home and family was “generally regarded as a very positive influence in preventing reoffending,” except for intervention strategies where offenders were placed further from their local areas, for instance due to involvement in gang-related issues.¹³⁸ Estyn, the Office of Her Majesty’s Inspectorate for Education and Training in Wales, agreed that the “negative impact” of distance from home required “closer consideration when placing individuals,” especially in ensuring successful resettlement. They also stated:

It is difficult to understand the impact of current placement practices due to the lack of relevant data currently available. Within the context of Wales, placement decisions need to take better account of transport links. There is a need for whole system from placement through prison to acknowledge the role of the family as a strong factor in rehabilitation.¹³⁹

84. We heard that distance from home was more acute for female offenders from Wales, who on average were imprisoned 64 miles away from their homes (compared with 50 miles for men), resulting in fewer visits from family.¹⁴⁰ Women in Prison emphasised the importance of proximity to home to deliver probation programmes more effectively for female offenders, especially “in-reach and prison links service” prior to release.¹⁴¹ Dr Alyson Rees, Senior Lecturer at Cardiff University, agreed that long distance from home could lead to less engagement with services and “jeopardise reintegration into the community.”¹⁴²

85. Amy Rees, then Executive Director for HMPPS Wales, told us that managing prisoner movement is based on the needs of the prisoner, and that geographical location is not the “sole factor” in ensuring successful rehabilitation:

You have to weigh all those things—what the regime, the provision and the intervention are that you want to give the individual, versus closeness to home.¹⁴³

86. She added that the placement of prisoners was decided primarily based on the location of the sentencing court.¹⁴⁴ Whilst acknowledging that closeness to home was generally “better for resettlement”, Rory Stewart, Minister of State at the Ministry of Justice, agreed that the advantages must be considered in the context of a combination of factors such as security according to type of offence, order problems such as gangs and training opportunities, which he felt were limited in Wales.¹⁴⁵

137 HM Inspectorate of Probation, *Report of the Chief Inspector of Probation* (March 2019), p 80

138 Q179

139 Estyn (PPW0033) p 6

140 Prison Reform Trust (PPW0019) para 9

141 Women in Prison (PPW0018) p 8

142 Dr Alyson Rees (PPW0025) p 11

143 Q333

144 Q334

145 Q438

87. **Welsh offenders are often sent across the border to serve sentences (just as many English offenders are sent to Wales), despite the ‘Transforming Rehabilitation’ reform programme’s commitment to ensure that prisoners are held within close proximity to their local areas. Distance from home can have an adverse effect on prisoners’ resettlement opportunities. It is important that lessons are learned for future reform programmes, and that the Ministry of Justice adheres to its commitment to place offenders as close to home wherever possible.**

Particular groups of prisoners

Women prisoners

88. The placement of female offenders across the border indicates that further consideration is required as to how best to manage this particular cohort. There are currently no custodial facilities in Wales for women offenders. Women comprise 5% of the prison population in England and Wales.¹⁴⁶ Figures suggest this is broadly similar for those with a Welsh-origin address.¹⁴⁷ The majority of female offenders from South Wales receiving custodial sentences are held in HMP Eastwood Park in Gloucestershire, whilst the majority of female offenders from North Wales are held at HMP Styal in Cheshire.¹⁴⁸

89. The lack of custodial provision has also led to calls to open a women’s prison in Wales. In 2013, First Minister Carwyn Jones stated that a women’s prison in Wales was “needed”.¹⁴⁹

90. However, there has been much opposition to the idea of building women’s prisons, with some calling for less custodial, more community-based approaches instead. Women in Prison told us that prison reinforces trauma and causes mental health issues and increases the risk of self-harm,¹⁵⁰ whilst the Prison Reform Trust said that women released from prison are more likely to reoffend than those serving community sentences.¹⁵¹

91. A 2016 report by the Ministry of Justice suggested that “the different disposal profiles of males and females can be largely attributed to the different types of offences they commit, with females more likely to commit the less serious, summary offences”.¹⁵² Peter Clarke, HM Chief Inspector of Prisons, stated that distance from home and family is “more acute” for female prisoners, and therefore a smaller community-based facility could produce “better outcomes.”¹⁵³ Dr Kate Paradine, Chief Executive of Women in Prison, stressed that women’s problems in custody are “much more complicated than men’s,” thus making the case for alternative approaches.¹⁵⁴

92. We were very impressed during our visit to the North Wales Women’s Centre at Rhyl, which showed the effectiveness of community-based, non-custodial support. The Centre provided a “one stop shop” and a central hub where a range of services are brought

146 Ministry of Justice, *Statistics on Women and the Criminal Justice System*, 24 November 2016, p 12

147 Ministry of Justice, *Population bulletin: weekly 6 January 2017*, 6 January 2017

148 HC Deb, 2 November 2017, col 109550 [Commons written answer]

149 *“We need a women’s prison in Wales”, says Carwyn Jones*, North Wales Live, 14 January 2013

150 Women in Prison (PPW0018) p 9

151 Prison Reform Trust PPW0019 para 11

152 Ministry of Justice, *Statistics on Women and the Criminal Justice System*, 24 November 2016, p 45

153 Q199

154 Q43

together to “cultivate and advance social and economic development of women in the community.”¹⁵⁵ We heard particularly moving testimonies from women on how the Centre had helped them to rebuild their lives.

Women’s centres

93. Much of the evidence we received called for smaller, local custodial units, as recommended in the Corston Review.¹⁵⁶ The review, conducted by Baroness Corston in 2007, concluded that male and female offenders have fundamentally “different needs”, and made a series of recommendations calling for a “different and distinct approach” when dealing with women offenders in the criminal justice system.¹⁵⁷ The then Acting Prisons and Probation Ombudsman stated that the organisation was “very supportive” of the report and was “disappointed” that its findings had not yet been implemented.¹⁵⁸

94. In 2013 the Justice Committee conducted an inquiry, *Women offenders: after the Corston report*.¹⁵⁹ Its report stated that “prison is an expensive and ineffective way of dealing with many women offenders who do not pose a significant risk of harm to public safety”.¹⁶⁰ In agreement with the Corston Report’s recommendation, the Committee stated that:

We consider that the situation in Wales provides an ideal opportunity to test the combination of residential alternatives to custody and a small custodial unit.¹⁶¹

Our predecessor Committee also discussed provision for women offenders, recommending that “both new accommodation and alternatives to custody should be considered.”¹⁶²

95. Alun Davies AM, then Cabinet Secretary for Local Government and Public Services, said that he would like to see a women’s residential centre in Wales that “delivers a culture that is about rehabilitation and support for women prisoners who are able to rebuild their lives.”¹⁶³ Lord Bourne of Aberystwyth, Parliamentary Under-Secretary of State, agreed that there is a “very strong case” for building a centre in North and South Wales. Alun Cairns, Secretary of State for Wales, added that there are ongoing discussions with the Ministry of Justice about “the best solutions to the estate in general” for female offenders.¹⁶⁴ Edward Argar, Justice Minister, stated that women centres are the “foundation, bedrock of our approach” to assisting women and protecting communities as a “viable and successful

155 North Wales Women’s Centre, ‘[What we do](#),’ accessed 1 March 2019

156 Bethan Jenkins AM on behalf of Plaid Cymru ([PPW0022](#)) Prisons and Probation Ombudsman ([PPW0028](#)), Prison Reform Trust ([PPW0019](#)), The Howard League for Penal Reform ([PPW0014](#)), National Federation of Women’s Institute Wales ([PPW0011](#)), Women in Prison ([PPW0018](#)), Dr Alyson Rees ([PPW0025](#)), INQUEST ([PPW0026](#))

157 Home Office, [The Corston Report](#), 2007, p 3 & p 17

158 Prisons and Probation Ombudsman ([PPW0028](#)) p 7

159 Justice Committee, Second Report of Session 2013–14, [Women offenders: after the Corston Report](#), HC 92

160 Justice Committee, Second Report of Session 2013–14, [Women offenders: after the Corston Report](#), HC 92, p 4

161 Justice Committee, Second Report of Session 2013–14, [Women offenders: after the Corston Report](#), HC 92, p 75. Additionally, Dr Paradine highlighted the need for community-based resolutions with support and investment to local service providers that could generate a “network of women’s centres”, Q67. Dr Thomas Guiney concurred that investment should be made into local areas to offer “diversionary options and community-based alternatives to the march towards custody for women,” Q67.

162 Welsh Affairs Committee, Fourth Report of Session 2014–15, [Prisons in Wales and the treatment of Welsh offenders](#) HC113, para 52

163 Q244

164 [Oral evidence taken on 4 September 2018](#), HC (2017–19) 680, Q166 [Lord Bourne of Aberystwyth & Alun Cairns MP]

alternative” to custodial sentences.¹⁶⁵ He has announced the pilot of five women’s residential centres, and hoped that one will be developed in Wales, in partnership with the Welsh Government.¹⁶⁶

96. We are concerned that, because there is no women’s prison in Wales, Welsh women are frequently imprisoned far from their homes. Local community-based residential units may provide a viable alternative to large prisons to address the specific needs of female offenders, as could other types of community-based provision. We would like to see smaller custodial units used for the management of female offenders in Wales. We welcome the Minister’s indication that a residential unit will be opened in Wales. It is important to have provision both in North and South Wales to limit the distance women must travel from their homes. We recommend that the Government bring forward plans for the establishment of these units in Wales by the end of the year.

Welsh-language provision

97. Another distinct group that requires particular consideration is Welsh-speaking prisoners. Written evidence from the Ministry of Justice stated that, in accordance with the Welsh Language Act 1993, HMPPS in Wales aims to treat English and Welsh “on a basis of equality”. HMPPS’s Welsh Language Scheme was approved by the Welsh Language Commissioner in 2013.¹⁶⁷ The Welsh Language Scheme states that HMPPS has “a duty to provide Welsh language services to prisoners in England, whose preferred language is Welsh”, but also acknowledges that there may be some differentiation in the language services provided in English and Welsh prisons.¹⁶⁸ For instance, the Welsh Language Commissioner referred to the availability of S4C broadcasting,¹⁶⁹ and noted that being placed in England may affect prisoners’ opportunities to speak Welsh.¹⁷⁰

98. We heard several times concerns about how Welsh language policies were working in practice. Estyn, the Office of Her Majesty’s Inspectorate for Education and Training in Wales, told us that there was a lack of consistency in access to Welsh-language provision across prisons in Wales:

Prisons have no shared strategies in place to actively promote the use of Welsh or to encourage prisoners to recognise Welsh as a valuable employment skill. Without these strategies, there are not effective methods for prison leaders to benchmark the impact of local initiatives or to share good practice.¹⁷¹

Guto Dafydd, Senior Compliance Officer for the Welsh Language Commissioner, told us that focus groups held in Welsh prisons have also raised concerns about Welsh-language provision, indicating “good practices locally but a lack of consistency across the institutions.”

165 Q408

166 Q408

167 Ministry of Justice ([PPW0017](#)) p 4

168 National Offender Management Service, [Welsh Language Scheme](#), 2013, p 4–5

169 Welsh Language Commissioner ([PPW006](#)) para 3.4

170 Welsh Language Commissioner ([PPW006](#)) para 3.6

171 Estyn ([PPW0033](#)) p 4

He also referred to “fundamental shortcomings” in the availability of bilingual forms, and written evidence stated that the Commissioner had received complaints about the lack of Welsh language provision in Welsh prisons.¹⁷²

99. A report published by the Commissioner in December 2018, *The Welsh Language in Prisons*, stated that she was “saddened” by hearing incidences of interference with prisoners’ rights to speak Welsh with each other and families.¹⁷³ Reverend Nan-Powell Davies, Assistant Director of Ministries for the Presbyterian Church for Wales, described her experiences of the Welsh language at HMP Altcourse on Merseyside to us. She said that “on several occasions what I heard was horrifying,” telling us how she heard a prison officer reprimand a group of prisoners for speaking Welsh. She added:

There was no recognition of the Welsh language. To be honest, there was oppression shown towards the Welsh people during the time that I was there.¹⁷⁴

She believed that the language was vital to prison services such as education, health, mental health and dependency issues as it enabled the prisoners to express themselves fully.¹⁷⁵ This issue was also raised with us during visits.

100. The Commissioner highlighted concerns that Welsh-speaking women in particular faced challenges in sustaining relationships and communication with families when they were held in English prisons.¹⁷⁶ At HMP Styal, we saw that there was little support in terms of Welsh-medium education and the provision of Welsh-language library books. Estyn also stated that it was “likely” that female prisoners from Wales did not receive education and training that was “relevant to their home contexts”.¹⁷⁷ None of the prisoners we spoke to were aware of their rights as Welsh speakers nor of the Welsh Language Commissioner’s role. Alun Davies said that the Ministry of Justice has a responsibility to deliver Welsh language services in England as if prisoners were serving sentences in Wales.¹⁷⁸

Welsh-speaking prison staff

101. One particular consideration in providing adequate Welsh language provision is the availability of staff who are able to speak Welsh. HMPPS’s Welsh Language Scheme states that job vacancies in Wales will be advertised in “bilingual format”, in line with HMPPS recruitment guidelines. HMPPS states that it aims to employ a “sufficient number of bilingual staff” to undertake Welsh language work effectively.¹⁷⁹

102. Reverend Nan Powell-Davies emphasised the need for Welsh language training for prison officers to address prisoners’ needs and diversity issues.¹⁸⁰ According to the Welsh Language Commissioner, HMPPS has already taken positive steps on staff training.¹⁸¹

172 Q105. Welsh Language Commissioner (PPW006) para 2.8

173 The Welsh Language Commissioner, *The Welsh Language in Prisons: A Review of the rights and experiences of Welsh language prisoners* (December 2018), foreword.

174 Q116

175 Q118

176 Q99

177 Estyn (PPW0033) p 2

178 Q264

179 National Offender Management Service, *Welsh Language Scheme*, 2013, p 23 & p 16

180 Q123

181 Q103

103. The Welsh Language Commissioner suggested that Welsh-speaking ability should be recorded among prison staff to inform workforce planning.¹⁸² Guto Dafydd stated that prison officers provide information about their ability in Welsh voluntarily, and that there is therefore a “lack of consistency” and analysis of the data provided by HMPPS.¹⁸³

Welsh-language data collection

104. The lack of accurate data for Welsh-speaking prison staff highlighted a similar issue with Welsh-speaking prisoners and the method of collecting data. The HMPPS Welsh Language Scheme states that it will aim to ensure “at the earliest opportunity” that “the offender’s needs are identified and recorded”, and

monitor the numbers coming into English prisons who are preferred Welsh speakers and where they come from (Welsh courts, other prisons). Once we have enough data available we will be able to determine where the majority of Welsh speakers will be and plan accordingly.¹⁸⁴

105. The Welsh Language Commissioner stated her concerns over the HMPPS’s method of collecting data for Welsh prisoners, as she is “not assured” that the HMPPS has exact data on the number of Welsh speakers across the prison estate and the level of Welsh language skills among its staff.¹⁸⁵ She confirmed that HMPPS currently gathers data about prisoners’ language preferences, but that she was not aware to what extent the data is used in determining the placement of prisoners.¹⁸⁶ Guto Dafydd stated that whilst there had been progress and increased accountability by the HMPPS in terms of data collection methods and monitoring arrangements, there were also continuing “shortcomings” in the data provided.¹⁸⁷ For instance, the number of Welsh speakers identified by the prison service was often in question as a higher number than expected of Welsh speakers attended a focus group, a trend that we saw for ourselves on one of our visits. Nan Powell-Davies believed that collecting and responding to data is a “very simple matter” that should be easily implemented by the HMPPS.¹⁸⁸ Our predecessors highlighted the need to improve data collection for Welsh speakers in their previous report on prisons and Welsh offenders published in 2015.¹⁸⁹

106. Edward Argar, Justice Minister, confirmed that HMPPS is currently revising its Welsh Language Scheme, to be published in April 2019. He acknowledged that Welsh language facilities in Welsh and English prisons “could be better”, especially for female prisoners, and hoped that the new scheme would improve the situation by encouraging “greater identification and self-identification”.¹⁹⁰

107. There are inadequacies and inconsistencies in Welsh-language provision across prisons in Wales, as well as the extent to which prisons in England and Wales are addressing the needs of Welsh-speaking prisoners. It is also disappointing that, four

182 Q101

183 Q84

184 National Offender Management Service, *Welsh Language Scheme*, 2013, p 17

185 Welsh Language Commissioner ([PPW006](#)) para 2.6

186 Q84

187 Q84

188 Q116

189 Welsh Affairs Committee, Fourth Report of Session 2014–15, *Prisons in Wales and the treatment of Welsh offenders*, HC113, para 39.

190 Q446

years after we recommended that HMPPS improve the collection of data about Welsh-speaking prisoners and staff, it is still not collecting accurate data. It was particularly concerning that at the prison we visited in England, little attention appeared to be given to Welsh speakers' needs.

108. *We recommend that the UK Government ensure that HMPPS collect accurate data about Welsh-speaking prisoners regularly, both in Welsh and English prisons, and provide Welsh-language services accordingly. Detailed data about Welsh speakers should be published and made available to inform service planning. HMPPS should also collaborate fully with the Welsh Government in creating and implementing its new Welsh-language scheme. The Welsh language should also be strongly considered in decision-making about the placement of prisoners.*

Young offenders and gang-related issues

109. Youth justice is currently the responsibility of the UK Government, and for England and Wales is overseen by the Youth Justice Board (YJB), an executive non-departmental public body under the Ministry of Justice. In 2017, the Government announced the creation of a new Youth Custody Service, a distinct arm of HMPPS.¹⁹¹ The Youth Custody Service is responsible for deciding where to place young people sentenced to custody. Young people (aged 10–17 years) are held in either a Young Offender Institution (YOI) run by the Prison Service, a Secure Training Centre (STC) or a Secure Children's Home (SCH).¹⁹² HMP Parc is the only YOI in Wales; there are currently no custodial facilities for youth offenders in North Wales.

110. During our visit to YOI Parc, we were told that 70% of the young offenders housed there were from England, with 45% of those from outside the prison's catchment area. Dr Caroline Hughes, Senior Lecturer at Wrexham Glyndwr University, told us that many young people coming from the south of England brought in problems of gang-affiliations to the Young Persons Unit at Parc.¹⁹³ Peter Clarke, HM Chief Inspector of Prisons, stated in written evidence that during their most recent inspection of YOI Parc in October 2017, inspectors were told by staff that there were increasing concerns about gang culture in the unit.¹⁹⁴

111. The Prison Officers Association stated in written evidence that "several incidents" of violence at HMP Parc are believed to be gang-related, including "links to London gangs."¹⁹⁵ During our visit to the YPU at Parc, we heard that even though the Unit comprised around 2% of the total prison, it accounted for approximately 33% of the violent incidents, of which some were gang-related. The Prison's Director, Janet Wallsgrove, noted that tensions often arose due to young offenders being moved from other prisons. She believed that placing prisoners closer to home in smaller units (as recommended for female offenders by the Corston review¹⁹⁶) and working with local community groups could solve gang violence.

191 Ministry of Justice written ministerial statement, *Youth justice update*, 24 February 2017

192 Ministry of Justice, *A Guide to Youth Justice Statistics*, 25 January 2018, p 28

193 Q8

194 Peter Clarke CVO OBE QPM ([PPW0031](#)) p 1

195 The Prison Officers Association ([PPW0029](#)) P 4

196 The Corston Report was published in 2007 by Baroness Corston. It reviewed the experiences of women with particular vulnerabilities in the justice system. Home Office, *The Corston Report*, 2007.

Junior Smart, St Giles Trust, said that risks to safety should be considered when locating young offenders who are associated with gangs as distance from home can enable them to “build new associates” and could “destroy the family network.”¹⁹⁷

112. We heard that housing young offenders from other catchment areas could also pose challenges to education and training provision. Estyn noted that YOI Parc “have made good efforts to improve the relevance of their education and training programme to the local labour market.” However, they also argued that the reduced number of young offenders from local areas in the unit “has weakened the focus of the provision on providing skills needed by employers.”¹⁹⁸ For instance, creating links with local employers may not improve the employability prospects of young offenders returning to their local areas upon release.

113. Amy Rees, then Executive Director for HMPPS Wales, acknowledged that high levels of violence could arise when managing young offenders who could not be placed together due to gang affiliations.¹⁹⁹ Edward Argar, Justice Minister, said that the reduction in sentencing young people had resulted in a “concentrated cohort of young people” who had committed serious offences, mainly of a violent nature. He added that young men were moved from the south of England to YOI Parc to “disrupt existing networks” and “reduce levels of violence” through intensive targeted intervention.²⁰⁰

114. *We are concerned about the importing of gang-related problems into HMYOI Parc, and the risk of exposing young Welsh people to gang culture. We recommend that the Ministry of Justice publishes a strategy outlining how to tackle issues related to gangs amongst young offenders by the end of 2019, including the potential merits of housing young offenders in smaller residential units in their local areas.*

197 Q367

198 Estyn ([PPW0033](#)) p 4

199 Q343

200 Q443

5 Future prison provision in Wales

The potential for a new prison in Wales

115. During the inquiry we heard that one potential solution to problems such as overcrowding and the placement of Welsh prisoners could be to increase prison spaces by building a new prison in Wales. In March 2017, the Ministry of Justice announced proposals for four new prisons, including one in Wales, in Baglan, Port Talbot.²⁰¹ At the time we launched our inquiry, the proposal for a prison at Baglan was still on the table and we received several pieces of written evidence about it, with most voicing their objection, indicating a lack of consultation with the community.²⁰² In April 2018, it was reported that the Government had put the Baglan plans “on hold”.²⁰³ The Welsh Government, which owned the site at Baglan at this time, stated it would not support any new prisons in Wales unless “meaningful talks” were held with the UK Government.²⁰⁴ Rory Stewart, Minister of State at the Ministry of Justice, has since stated that Baglan is no longer an option as a site for a new prison in Wales.²⁰⁵ David Rees AM noted the Ministry of Justice’s “failure to engage with local communities which will be impacted upon by its decisions.”²⁰⁶

116. While the Government has committed to finding a new site, some witnesses were concerned at the very idea of a new prison in Wales. Dr Robert Jones, research associate at the Wales Governance Centre, told us that a new prison in Wales would create a surplus of prison places, which would be filled by English, rather than Welsh, prisoners.²⁰⁷ Ruth Doubleday from Cardiff University also referred to this view.²⁰⁸ As an alternative, Dean Rogers, Assistant General Secretary of NAPO, stated that a focus should be placed on reducing the number of people sent to prison.²⁰⁹ Penal charities agreed. Dr Caroline Hughes, Senior Lecturer at Wrexham Glyndwr University, stated that resources should be concentrated on rehabilitative provision, rather than custodial facilities.²¹⁰ Dr Thomas Guiney, Senior Programme Manager at the Prison Reform Trust believed that prisons are a “community facility” and are accountable to that community, and therefore stressed the need for a more “rounded discussion” with particular communities about the “ongoing cost” that prisons can pose to them.²¹¹

117. Lord Bourne of Aberystwyth, Parliamentary Under-Secretary of State, stated that there were “big advantages” to having modern prisons in North and South Wales, and

201 “Justice Secretary announces plans to create 5,000 modern prison places”, [Ministry of Justice press release](#), 22 March 2017

202 Envas UK Ltd ([PPW0016](#)), Councillor Nigel Thomas Hunt on behalf of Aberafan Plaid Cymru ([PPW0012](#)), David Rees AM ([PPW0010](#)), Mr Gareth Freeguard ([PPW0009](#)), Councillor Sharon Freeguard ([PPW0007](#)), Ms Nicola Duncan ([PPW0004](#)), Ms Pamela Potts ([PPW0003](#)), Ms Joan Sweeney ([PPW0002](#)), Mr Gary Langdon ([PPW0001](#)), Neil Hopkin on behalf of an employee group ([PPW0013](#))

203 “Labour MP claims Baglan super-prison plan ‘on hold’”, BBC News, 6 April 2018

204 “Labour MP claims Baglan super-prison plan ‘on hold’”, BBC News, 6 April 2018

205 Q421

206 David Rees AM ([PPW0010](#)) p 2

207 Q38

208 Ruth Doubleday ([PPW0024](#))

209 Q148

210 Q27

211 Q83

committed to ensuring that there was a new prison in South Wales.²¹² However, Alun Davies AM, then Cabinet Secretary for Local Government and Public Services in the Welsh Government did not wish to see a “major single establishment” built in Wales:

I would prefer to see smaller establishments where people are closer to training opportunities where they are familiar and also closer to their home communities where they can maintain family links.²¹³

Ruth Doubleday from Cardiff University agreed, stating that several factors need to be considered when planning future prison provision in Wales:

Plans for building new prisons in Wales must balance prison size and staffing levels with efficiency. Better outcomes for prisoners and better working conditions for staff are more likely to be achieved in smaller establishments tied to local communities with a high ratio of staff to prisoners.²¹⁴

Andrew Baxter, from the Prison Officers Association, highlighted the “enormous challenge” in managing “supersized, very large prisons”, such as the new super-prison at Berwyn.²¹⁵ Others raised concerns about the effectiveness of super-prisons and called for alternative solutions such as community-based approaches.²¹⁶ We were impressed by the facilities and conditions we saw during our visit to HMP Berwyn, but at the time the prison was not operating at capacity so it was difficult to assess how it would operate with over 2000 prisoners.

118. Rory Stewart, Minister of Justice at the Ministry of Justice, acknowledged that “we need desperately more prison spaces in England and also in Wales” due to “significant crowding” in some Welsh prisons and that a new prison would increase capacity in order to place prisoners closer to home. Nevertheless, he highlighted the reluctance of some communities to accept a new prison and emphasised the need to work with the Welsh Government and communities in Wales to find a solution:

The challenge is this: communities that have prisons on their doorstep often have a very positive view of them. They provide good, stable employment for prison officers, and people are very proud to work in prisons. But often communities that have never had a prison are understandably a little bit apprehensive about having one on their doorstep.²¹⁷

He added that the Ministry of Justice would continue to look for a community that “see the point of it, want to engage with us and would welcome our investment.”²¹⁸

119. The proposal for a new prison in Wales also raised issues about the placement of prisoners across the Wales-England border. On announcing the opening of HMP Berwyn in 2013, the then Secretary of State for Justice, Rt Hon Chris Grayling MP, said that it would “allow offenders from the region to be held closer to their homes, which we know

212 [Oral evidence taken on 4 September 2018](#), HC (2017–19) 680, Q165 [Lord Bourne of Aberystwyth]

213 Q243

214 Ruth Doubleday ([PPW0024](#)) para 26

215 Q156

216 The Howard League for Penal Reform ([PPW0014](#)), David Rees AM ([PPW0010](#)), Ruth Doubleday ([PPW0024](#))

217 Q420

218 Q422

helps prevent reoffending.”²¹⁹ However, Frances Crook, Chief Executive of the Howard League for Penal Reform, expressed concerns that Berwyn had been filled with English, rather than Welsh prisoners:

Six months after [HMP Berwyn] opened, only 42 prisoners of a total of 548 were from the region; the majority of prisoners were from England. As the prison has been filled with people, the number of English prisoners held in Wales has increased rapidly.²²⁰

Conclusion

120. Any new prison development in Wales should give due regard to Welsh-specific requirements, and the programme should be done in full collaboration with the Welsh Government. Lessons should be learned from the experiences with Baglan to ensure that communities are fully involved in the process of identifying the merits of potential locations for a prison. It is important that any new prison is built primarily to house Welsh prisoners and to reduce overcrowding in existing Welsh prisons. The effectiveness of HMP Berwyn should be independently reviewed before any commitment to a new super-prison is made.

219 Ministry of Justice, ‘[New prison creates major boost to Welsh economy](#),’

220 The Howard League for Penal Reform ([PPW0014](#)) para 2.6

Conclusions and recommendations

Governance of prisons and provision of services

1. *We are concerned that prisoners' healthcare needs are not being addressed because of difficulties in coordination between HMPPS and NHS Wales. We agree with the Justice Minister about the need for a single point of contact. We encourage NHS Wales to establish a central unit responsible for prisoners' healthcare, and for managing the relationship with HMPPS by October 2019. For its part, the Ministry of Justice should ensure that the differing health policies in place in English and Welsh prisons are understood and accommodated by all organisations working in the prison system. (Paragraph 16)*
2. *We respect the Welsh Government's decision to have a different drugs policy than England. However, this gives rise to particular issues when prisoners transfer from the English to the Welsh estate. To address these issues, we recommend that HMPPS work with NHS Wales to develop a transition arrangement for prisoners transferring from English prisons on arrival at Welsh prisons. This should be based on clinical advice, providing the necessary support until prisoners are fully integrated into the substance misuse programmes used in prisons in Wales. This arrangement should be in place by the end of 2019. We further recommend that more data should be collected and evaluation undertaken to gain a full picture of treatment differences between Wales and England, to include both opioid substitution psychosocial approaches and prescription arrangements. (Paragraph 21)*
3. *We welcome the Ministry of Justice's proposal that the National Probation Service rather than Community Rehabilitation Companies take responsibility for the supervision of all offenders in Wales, building on the success of the joint HMPPS Wales Executive Director post. It offers the opportunity for more integration between prison and probation. We call for the new model to be funded sufficiently to deliver a real difference to the rehabilitation of Welsh offenders, and ask the Government, in its response to our Report, to provide an indication of levels of funding and how it will improve future probation programmes. (Paragraph 28)*
4. *Housing is one of the key elements needed to ensure successful resettlement and rehabilitation for prisoners. It is important that the UK and Welsh Governments collaborate fully to ensure that policy differences do not affect prisoners' opportunities to secure housing upon release. We encourage the Welsh Government to work with HMPPS to review how effectively the new model is supporting people leaving prison to secure housing. (Paragraph 34)*
5. *We were impressed by the vocational training opportunities we saw during our visits to prisons. We particularly welcomed the modular approaches which enabled courses to be transferred between prisons when the prisoners were moved, as well as the HGV qualification scheme at HMP Prescoed, which is a model other prisons should consider. However, it is important that every prisoner has the same opportunities for education and training, including those who may be in a prison for only a short period of time. (Paragraph 37)*

6. *We welcome the publication of the Hanson review and recognise the challenges it identifies. We call on the UK and Welsh Governments to fully engage with its findings and work together to address his recommendations by October 2019. (Paragraph 38)*
7. *We call on the UK and Welsh Governments to produce a new framework for closer cooperation and integration in the provision of prison services, with clear points of contact. We expect the UK Government to consult HMPPS and the Welsh Government on ideas for strengthening co-operation, and to set them out in its response to our report. Amongst other options, they should consider the establishment of a joint unit where staff from the Welsh Government overseeing the provision of prison services are co-located with those from HMPPS Wales.(Paragraph 40)*
8. *Lord Thomas’s Commission on Justice in Wales has wide-reaching implications. We encourage the UK Government to engage fully with the Thomas commission, and to consider the arguments around the devolution of powers relating to justice in Wales, and to set out its next steps following the recommendations of the Commission. (Paragraph 43)*

Prison performance in Wales

9. *We expect Welsh prisons to get their fair share of staff from the Government’s latest drive to recruit prison officers. The service, however, cannot afford to lose any more experienced officers. We recommend that HMPPS Wales publish a workforce strategy to ensure that mechanisms and reward systems are in place to retain experienced staff. This strategy should include investment to improve training, particularly for new and inexperienced staff. (Paragraph 53)*
10. *We are concerned about the levels of violence in Welsh prisons. The smuggling in of the drug Spice, along with other illicit items, appears to be a key factor behind much of this violence. We welcome the steps the UK Government is taking to tackle these issues, notably the introduction of airport-style scanners. We note the Minister’s intention to introduce these scanners in some prisons by August, and expect them to be running in all Welsh prisons by December 2019. (Paragraph 59)*
11. *We are very concerned at the number of deaths, particularly self-inflicted deaths, in prisons in Wales. Whilst we welcome the Ministry of Justice’s commitment to recruit new prison officers and improve their training, we call on them to write to us setting out improvements in safety as a result of these developments by December 2019. (Paragraph 65)*
12. *We are also deeply concerned about delays experienced in processing inquests. Inquests are important for the families of the deceased in helping them understand how the deaths occurred and they give prisons the opportunity to address the causes of the death. We recommend that the Ministry of Justice take steps to improve the inquest process following deaths in prison. HMPPS and Coroners should set a target for the time within which inquests should be completed. (Paragraph 66)*
13. *The lack of clarity surrounding the definitions of “crowding” and “overcrowding” poses significant barriers to effective scrutiny. The Inspectorate and Ministry of Justice should have a consistent definition of what constitutes “overcrowding”. Whatever the*

terminology used, we saw clear evidence of prisons in Wales operating at capacity with two prisoners in cells designed for one, which can affect living conditions and opportunities for prisoners to engage in activities. We recommend that the UK Government set out in its response the steps it will take to reduce the population density in Welsh prisons. (Paragraph 73)

Management of prisoners

14. *Wales specific data on issues such as prison safety and distinct groups of prisoners are very important for the effective scrutiny of the justice system. We found the Factfile produced by Dr Robert Jones of the Wales Governance Centre of great assistance to us. It is, however, regrettable that he had to resort to requests under the Freedom of Information Act to obtain much of this data. We recommend that the UK Government work with Dr Jones and others to produce a schedule for the publication of more Wales-specific data on the prison and offender management systems. This schedule should be published by December 2019. (Paragraph 78)*
15. We are particularly concerned that HMPPS records only whether prisoners have a Welsh address not whether someone considers themselves Welsh, despite a report 13 years ago acknowledging a “different Welsh perspective” and the “unique status of Wales”. *We recommend that the Ministry of Justice collect and publish disaggregated data about whether prisoners consider themselves Welsh. (Paragraph 79)*
16. Welsh offenders are often sent across the border to serve sentences (just as many English offenders are sent to Wales), despite the ‘Transforming Rehabilitation’ reform programme’s commitment to ensure that prisoners are held within close proximity to their local areas. Distance from home can have an adverse effect on prisoners’ resettlement opportunities. It is important that lessons are learned for future reform programmes, and that the Ministry of Justice adheres to its commitment to place offenders as close to home wherever possible. (Paragraph 87)
17. We are concerned that, because there is no women’s prison in Wales, Welsh women are frequently imprisoned far from their homes. Local community-based residential units may provide a viable alternative to large prisons to address the specific needs of female offenders, as could other types of community-based provision. *We would like to see smaller custodial units used for the management of female offenders in Wales. We welcome the Minister’s indication that a residential unit will be opened in Wales. It is important to have provision both in North and South Wales to limit the distance women must travel from their homes. We recommend that the Government bring forward plans for the establishment of these units in Wales by the end of the year. (Paragraph 96)*
18. There are inadequacies and inconsistencies in Welsh-language provision across prisons in Wales, as well as the extent to which prisons in England and Wales are addressing the needs of Welsh-speaking prisoners. It is also disappointing that, four years after we recommended that HMPPS improve the collection of data about Welsh-speaking prisoners and staff, it is still not collecting accurate data. It was particularly concerning that at the prison we visited in England, little attention appeared to be given to Welsh speakers’ needs. (Paragraph 107)

19. *We recommend that the UK Government ensure that HMPPS collect accurate data about Welsh-speaking prisoners regularly, both in Welsh and English prisons, and provide Welsh-language services accordingly. Detailed data about Welsh speakers should be published and made available to inform service planning. HMPPS should also collaborate fully with the Welsh Government in creating and implementing its new Welsh-language scheme. The Welsh language should also be strongly considered in decision-making about the placement of prisoners. (Paragraph 108)*
20. *We are concerned about the importing of gang-related problems into HMYOI Parc, and the risk of exposing young Welsh people to gang culture. We recommend that the Ministry of Justice publishes a strategy outlining how to tackle issues related to gangs amongst young offenders by the end of 2019, including the potential merits of housing young offenders in smaller residential units in their local areas. (Paragraph 114)*

Future prison provision in Wales

21. *Any new prison development in Wales should give due regard to Welsh-specific requirements, and the programme should be done in full collaboration with the Welsh Government. Lessons should be learned from the experiences with Baglan to ensure that communities are fully involved in the process of identifying the merits of potential locations for a prison. It is important that any new prison is built primarily to house Welsh prisoners and to reduce overcrowding in existing Welsh prisons. The effectiveness of HMP Berwyn should be independently reviewed before any commitment to a new super-prison is made. (Paragraph 120)*

Formal minutes

Tuesday 30 April 2019

Members present:

David T. C. Davies, in the Chair

Guto Bebb Jonathan Edwards

Chris Davies Ben Lake

Geraint Davies Anna McMorrin

Draft Report (*Prison provision in Wales*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 120 read and agreed to.

Summary agreed to.

Resolved, That the Report be the Fourth Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Ordered, That embargoed copies of the Report be made available (Standing Order No. 134).

[Adjourned till Tuesday 14 May at 2pm]

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

Tuesday 27 February 2018

Dr Caroline Hughes, Senior Lecturer, Wrexham Glyndwr University, **Dr Alyson Rees**, Senior Lecturer, Cardiff University, **Dr Robert Jones**, Lecturer, University of South Wales, **David Fraser**, Author and former Senior Probation Officer [Q1–41](#)

Frances Crook OBE, Chief Executive, The Howard League for Penal Reform, **Dr Kate Paradine**, Chief Executive, Women in Prison, **Dr Thomas Guiney**, Senior Programme Manager, Prison Reform Trust [Q42–83](#)

Tuesday 27 March 2018

Meri Huws, Welsh Language Commissioner, **Guto Dafydd**, Senior Compliance Officer for the Welsh Language Commissioner [Q84–113](#)

Reverend Nan Powell-Davies, Assistant Director of Ministries, Presbyterian Church of Wales [Q114–125](#)

Tuesday 17 April 2018

Andrew Baxter, National Executive Committee Representative for Wales, Prison Officers Association, **Dean Rogers**, Assistant General Secretary, Napo, **Andrea Albutt**, President, Prison Governors Association [Q126–172](#)

Tuesday 22 May 2018

Peter Clarke CVO OBE QPM, HM Chief Inspector of Prisons, HM Inspectorate of Prisons, **Elizabeth Moody**, Acting Prisons and Probation Ombudsman, Prisons and Probation Ombudsman [Q173–237](#)

Thursday 7 June 2018

Alun Davies AM, Cabinet Secretary for Local Government and Public Services, and **Martin Swain**, Deputy Director of Community Safety, Welsh Government [Q238–272](#)

Monday 10 September 2018

Dr Robert Jones, Research Associate, Wales Governance Centre [Q273–358](#)

Graham Barrett, Governor, HMP Swansea, **Nick Dann**, Deputy Director, HMP Berwyn, and **Janet Wallsgrove**, Director, HMP Parc [Q296–326](#)

Amy Rees, Executive Director for Wales, HM Prison and Probation Service [Q327–358](#)

Tuesday 27 November 2018

Evan Jones, Head of Community Services, and **Junior Smart**, Business Development Manager, St Giles Trust

[Q359–395](#)

Tuesday 15 January 2019

Rory Stewart OBE MP, Minister of State, and **Edward Argar MP**, Parliamentary Under-Secretary of State, Ministry of Justice

[Q396–448](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

PPW numbers are generated by the evidence processing system and so may not be complete.

- 1 Aberafan Plaid Cymru ([PPW0012](#))
- 2 Clarke, Peter ([PPW0031](#))
- 3 Comisiynydd y Gymraeg / Welsh Language Commissioner ([PPW0005](#))
- 4 Comisiynydd y Gymraeg / Welsh Language Commissioner ([PPW0006](#))
- 5 Dr Alyson Rees, Cardiff University ([PPW0025](#))
- 6 Dr Robert Jones ([PPW0032](#))
- 7 Duncan, Nicola ([PPW0004](#))
- 8 Eglwys Bresbyteraidd Cymru/Presbyterian Church of Wales ([PPW0020](#))
- 9 Envases UK Ltd ([PPW0016](#))
- 10 Estyn ([PPW0033](#))
- 11 Freeguard, Mr Gareth ([PPW0009](#))
- 12 Freeguard, Mrs Sharon ([PPW0007](#))
- 13 HM Prison and Probation Service ([PPW0034](#))
- 14 Howard League for Penal Reform ([PPW0014](#))
- 15 INQUEST ([PPW0026](#))
- 16 Langdon, Mr Gary ([PPW0001](#))
- 17 Ministry of Justice ([PPW0017](#))
- 18 Napo ([PPW0027](#))
- 19 National Federation of Women's Institutes-Wales ([PPW0011](#))
- 20 Neil Hopkins on behalf of an employee group ([PPW0013](#))
- 21 Plaid Cymru - Party of Wales ([PPW0022](#))
- 22 Potts, Pamela ([PPW0003](#))
- 23 Presbyterian Church of Wales ([PPW0021](#))
- 24 The Prison Officers Association ([PPW0029](#))
- 25 Prison Reform Trust ([PPW0019](#))
- 26 Prisons and Probation Ombudsman ([PPW0028](#))
- 27 Rees, Mr David ([PPW0010](#))
- 28 Royal College of Speech and Language Therapists ([PPW0015](#))
- 29 Ruth Doubleday, Cardiff University School of Social Sciences ([PPW0024](#))
- 30 Sweeney, Ms Joan ([PPW0002](#))
- 31 Women in Prison ([PPW0018](#))

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website.

Session 2017–19

First Report	The cancellation of rail electrification in South Wales	HC 403
Second Report	Brexit: priorities for Welsh agriculture	HC 402
Third Report	The suspension of work on Wylfa Newydd nuclear power station	HC 1938
First Special Report	The cancellation of rail electrification in South Wales: Government Response to the Committee's First Report	HC 1535
Second Special Report	Brexit: priorities for Welsh agriculture: Government Response to the Committee's Second Report	HC 162